

Civil Society Organizations in the Philippines, A Mapping and Strategic Assessment



Edited by:
Lydia N. Yu Jose

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Civil Society Resource Institute (CSRI)

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Foreword

At present owing to long-standing economic and social inequalities over twelve million people in the Philippines are considered to be food-poor, and forty-five million people struggle on less than US\$2 per day. Vested interests constrain policies and programs that could tackle the real impediments to a more equitable society. In addition weak accountability of the state to its citizens results in unsatisfactory development outcomes.

There is now an unprecedented opportunity for civil society to work with government to achieve greater transparency, accountability and effectiveness in policy and programs. The Aquino Administration has coupled a commitment to reducing poverty with creation of many opportunities for Government-civil society cooperation, from national to barangay level. The challenge remains for civil society organisations (CSOs) to capitalise on these opportunities for effective participation in decision-making, and influencing at scale.

This research publication from the Civil Society Resource Institute (CSRI) therefore provides a useful reference point as to the current state of Philippine civil society organisations, at this time of opportunity. The publication is particularly timely for AusAID as we look forward to the next five years of assistance to the Philippines. We hope the analysis presented is also useful for CSOs, government and other development partners.

Australia has a long history of involvement with civil society in the Philippines, largely in aid of critical service delivery functions. We have partnered with CSOs in over 60 provinces across the country over the last 30 years. We have enormous respect for the critical work that CSOs undertake, and Australia is committed to continuing those relationships.

We welcome this timely publication from CSRI, and we are pleased to be able to contribute in a small way to increasing understanding of the present strengths and weaknesses of civil society, to help position CSOs to address the critical development challenges for the Philippines.

Titon Mitra
Minister Counsellor
AusAID, Australian Embassy Manila

Foreword

In 2000, the Ateneo Center for Social Policy and Public Affairs where I was Executive Director published a comprehensive assessment of Philippine Non-government Organizations (NGO) entitled “Trends and Traditions , Challenges and Choices: A Strategic Study of Philippine NGOs”. Many civil society leaders appreciated the frank analysis of the sector while researchers welcomed this contribution to the scant literature. After more than a decade, another research NGO where I am involved with, the Civil Society Resource Institute (CSRI), in partnership with the Australian Agency for International Development (AusAID) embarked on a series of studies and strategic assessments of various types of civil society organizations. AusAID has always been supportive of the sector, assisting various NGOs and people’s organizations (POs) by providing grants and facilitating links with their counterparts in Australia.

These various studies have been compiled and now published in this book. Development NGOs, cooperatives, media NGOs and research NGOs and think tanks were analyzed in terms of their institutional strengths and weaknesses, opportunities and threats given the current political and socio-economic environment. Various types of people’s organizations were also examined – peasant and fisher folk organizations, labour unions, urban poor groups, women’s organizations and organizations of people with disabilities (PWDs). The chapters that discuss these organizations also put forward recommendations on how they can be strengthened so that they can continue playing important roles in the maturing process of Philippine democracy.

The country is still beset with high poverty incidence and inequality. While government is currently implementing various programs like the Pantawid Pamilyang Pilipino Program and Kalahi-CIDSS (Linking Arms Against Poverty - Comprehensive and Integrated Delivery of Social Services), these are certainly not enough. There is still need for civil society organizations to continue augmenting the work of government and sustaining their advocacy for more government intervention in poverty reduction and asset reform. It is our hope that these studies may be able to humbly contribute towards a more dynamic and responsive civil society sector.

Fernando T. Aldaba
President, CSRI
May 2011

List of Acronyms

3CPNet	Cut the Cost, Cut the Pain Network
3RG	Reproductive Rights Resource Group
ABA	Alyansang Bayanihan ng Magsasaka, Manggagawang Bukid at Mangingisda
ACIW	Association of Construction and Informal Workers
ADB	Asian Development Bank
ADHD	Attention Deficit/Hyperactivity Disorder
AF	Association of Foundations
AFF	Asociacion Feminista Filipina
AFI	Asociacion Feminista Ilongga
AFMA	Agriculture and Fisheries Modernization Act
AFTA-CEPT	Association of Southeast Asian Nations Free Trade Area-Common Effective Preferential Tariff
AGAP	Agriculture Sector Alliance of the Philippines
AKAP-Pinoy	Alyansa ng may Kapansanang Pinoy
AKBAYAN	Citizens Action Party
AKO-Bahay	Adhikain at Kilusan ng Ordinaryong-Tao, para sa Lupa, Pabahay, Hanapbuhay at Kaunlaran
Aksyon Kababaihan	Aksyon ng Kilusang Kababaihan sa Informal Sector
ALLWIES	Alliance of Workers in the Informal Economy Sector
ALMA	Alyansa ng mga Maralita Laban sa Demolisyon
ALMANA	Alyansa ng Mamamayang Naghihirap
AMA	Aniban ng mga Manggagawa sa Agrikultura
AMDF	Al Mujadillah Development Foundation
AP	Associated Press
APEC	Association of Philippine Electric Cooperatives
APL	Alliance of Progressive Labor
APL-NUWDECO	Alliance of Progressive Labor-NUWHRAIN Development Cooperative
APSED	Assumption Parish of Davao Socio-Economic Development Foundation, Inc.
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
ASEAN ISIS	Association of Southeast Asian Nations Institute of Strategic and International Studies
ASIA PRO	Asia Pro Cooperative
ASP	Autism Society of the Philippines
ATIN	Access to Information Network
AtingKoop	Adhikaing Tinataguyod ng Kooperatiba
ATPCOOP	AMKOR Technology Philippines Cooperative
ATS	Alliance of Transport Sector
AusAID	Australian Agency for International Development
AWARE	Alliance of Concerned Women for Reform
BANGKOOP	Cooperative Banks Federation of the Philippines
BAYAN	Bagong Alyansang Makabayan
BBCCCI	Baguio-Benguet Community Credit Cooperative, Inc.
BCPC	Barangay Councils for Protection of Children
BIR	Bureau of Internal Revenue
BISIG	Bukluran ng Independenteng Samahan na Itinatag ng Goldilocks
BLES	Bureau of Labor and Employment Statistics
BLR	Bureau of Labor Relations
BPFA	Beijing Platform for Action
BPI	Bank of the Philippine Islands

BSK	Balikatan sa Kaunlaran
BSK/RISC	Balikatan sa Kaunlaran/Rizal Informal Sector Coalition
BSP	Bangko Sentral ng Pilipinas
BUPC	Bicol Urban Poor Colloquium
BUPCC	Bicol Urban Poor Coordinating Council
BUTIL	Luzon Farmers Party
CA	Community Association
CAFEDPWD	Cagayan Federation of Persons With Disabilities
CALABARZON	Calamba, Laguna, Batangas, Rizal and Quezon, otherwise known as Region IV-A
CAPR	Comprehensive Annual Performance Reports
CAR	Capital Adequacy Ratio
CAR	Cordillera Administrative Region
CARAGA	Region XIII, comprised of the provinces of Agusan, Surigao and Dinagat Islands
CARD	Center for Agriculture and Rural Development
CARHRIHL	Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law
CARL	Comprehensive Agrarian Reform Law
CARP	Comprehensive Agrarian Reform Implementation Program
CARPER	Comprehensive Agrarian Reform Program Extension with Reforms
CATW-AP	Coalition Against Trafficking in Women–Asia Pacific
CAVALCO	Cagayan Valley Confederation of Cooperatives and Development Center
CBAs	Collective Bargaining Agreements
CBD	Coalition for Bicol Development
CBOs	Community-Based Organizations
CBR	Community-Based Rehabilitation
CCJD	Center for Community Journalism and Development
CCT	Conditional Cash Transfers
CDA	Cooperative Development Authority
CDC	Cooperative Development Council
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEDCI	Cooperative Education and Development Center
CENVISNET	Central Visayas Network of NGOs and POs
CFPI	Cooperative Foundation of the Philippines Inc.
CHR	Commission on Human Rights
CIDA	Canadian International Development Agency
CISFA	Comprehensive Integrated Shelter Finance Act
CISP	Cooperative Insurance System of the Philippines
CLIMBS	Coop-Life Mutual Benefit Services Association
CMFR	Center for Media Freedom and Responsibility
CMN	Catholic Media Network
CMP	Community Mortgage Program
CMP-PO Network	The PO counterpart of the CMP Congress
CNDR	Corporate Network for Disaster Response
CO	Community organizing
CODE-NGO	Caucus of Development NGO Networks
CODIS	Cooperative Deposit Insurance System
COM	Community Organizing Multiversity
COMELEC	Commission on Elections
CoopNATCCO	Cooperative NATCCO Network Party
COPAP	Confederation of Older Persons Associations of the Philippines
COPC	Cagayan de Oro Press Club
COPE	Community Organization of the Philippine Enterprise Foundation, Inc.

CORDNET	Cordillera Network of Development NGOs
COSE	Coalition for Services to the Elderly
CPAI	Cerebral Palsy Association, Inc.
CPCs	Citizens' Press Councils
CPP	Communist Party of the Philippines
CPP-NDF-NPA	Communist Party of the Philippines – National Democratic Front – New Peoples' Army
CRPD	Convention on the Rights of Persons with Disabilities
CSC	Cooperative Sector Council
CSO	Civil Society Organizations
CSR	Corporate Social Responsibility
CSRI	Civil Society Resource Institute
CSWCD	College of Social Work and Community Development
CTFCO	Council of Tondo Foreshoreland Community Organizations
CUES	Credit Union Empowerment and Strengthening
CUP	Cooperative Union of the Philippines
CWC	Council for the Welfare of Children
CWD	Children With Disabilities
CWERC	Cordillera Women's Education and Resource Center
DA	Department of Agriculture
DAMAYAN	Damayan San Francisco
DAMPA	Damayan ng Maralitang Pilipinong Api
DAWN	Development Action for Women Network
DAWN	Development through Active Women Networking Foundation, Inc.
DepEd	Department of Education
DEPTHNews	Development Economic and Population Themes News
DFA	Department of Foreign Affairs
DILG	Department of the Interior and Local Government
DIWATA	Development Initiatives for Women and Transformative Action
DOF	Department of Finance
DOH	Department of Health
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DOTC	Department of Transportation and Communications
DPO	Disabled People's Organizations
DPWH	Department of Public Works and Highways
DRPI	Disability Rights Promotion International
DRRM	Disaster Risk Reduction and Management
DSP	Down Syndrome of the Philippines
DSWD	Department of Social Welfare and Development
DSWP	Democratic Socialist Women of the Philippines
ECFL	Episcopal Commission on Family and Life
EDSA	Epifanio de Los Santos Avenue
EJAP	Economic Journalists Association of the Philippines
E-Net Philippines	Civil Society Network for Education Reforms
EO	Executive Order
ERDA	Educational Research and Development Assistance
EU	European Union
EVNet	Eastern Visayas Network of NGOs and POs
FDA	Foundation for Development Alternatives
FDC	Freedom from Debt Coalition

FDUP	Foundation for the Development of the Urban Poor
FFF	Federation of Free Farmers
FFFCI	Federation of Free Farmers Cooperatives, Inc.
FFFJ	Freedom Fund for Filipino Journalists
FFW	Federation of Free Workers
FGD	Focus-Group Discussion
FICCO	First Integrated Community Cooperative
FIES	Family Income and Expenditure Survey
FLEMMS	Functional Literacy and Mass Media Survey
FOA	Freedom for Information Act
FPE	Foundation for Philippine Environment
FPSDC	Federation of People's Sustainable Development Cooperative
FPW	Framework Plan for Women
FREE-Mindanao	Forum of Reporters for Empowerment and Equality-Mindanao
FSCAP	Federation of Senior Citizens Association of the Philippines
FSSI	Foundation for Sustainable Society Inc.
FTA	Free Trade Area
FTC	Federation of Teachers Cooperative
FTD	First to Deliver Media Services Inc.
FUMBWMPC	Federation of United Mindanawan Bangsamoro Women's Multi-Purpose Cooperative
GA	General Assembly
GABRIELA	General Assembly Binding Women for Reform, Integrity, Equality, Leadership and Action
GAD	Gender and Development
GDP	Gross Domestic Product
German-GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeist (Now: German Corporation for International Cooperation or GIZ)
GPI	Gawasnong Pagbalay, Inc.
GRRB	Gender-Responsive and Results-Based Budgeting
GWP	GABRIELA Women's Party
GZOPI	Gaston Z. Ortigas Peace Institute
HDMF	Home Development Mutual Fund
HLURB	Housing and Land Use Regulatory Board
HOA	Homeowners' Association
HPFPI	Homeless People's Federation
HUDCC	Housing and Urban Development Coordinating Council
ICA	International Co-operative Alliance
ICSI	Institute on Church and Social Issues
ICT	Information and Communications Technology
IFAD	International Fund for Agricultural Development
IFI	Igorota Foundation Inc.
IFJ	International Federation of Journalists
IHPDS	Institute of Health Policy and Development Studies
ILO	International Labor Organization
IMC	Investment Management Contract
INSI	International News Safety Institute
IPC	Institute of Philippine Culture
IPD	Institute for Popular Democracy
IPS	Inter Press Service
IRR	Implementing Rules and Regulations
ISDS	Institute for Strategic and Development Studies
ISP	Informal Sector Coalition of the Philippines

ISSA	Institute for Social Studies and Action
IWPR	Institute for War and Peace Reporting
JVOAEJ	Jaime V. Ongpin Awards for Excellence in Journalism
KABAPA	Katipunan ng Bagong Pilipina
KADAMAY	Kalipunan ng Damayang Mahihirap
KAKASAHA	Kababihan Kaagapay sa Hanapbuhay
KALAHY-CIDSS	Kapit Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services
KALAKASAN	Kababaihan Laban sa Karahasan
Kalayaan	Katipunan ng Kababaihan para sa Kalayaan
KAMI	Kahugpungan sa Mindanao
KAMMMPI-KM	Kapatiran ng Malayang Maliliit na Mangingisda
KAMPI	Katipunan ng Maykapansanan sa Pilipinas, Inc.
KASAMA-KA	Katipunan ng mga Maralitang Magsasaka sa Kanayunan
KAS-Philippines	Konrad Adenauer Stiftung-Philippines
KATINIG	Kalipunang Maraming Tinig ng mga Manggagawang Impormal
KBP	Kapisanan ng mga Brodkaster ng Pilipinas
KKPPI	Katipunan ng mga Kooperatibang Pansasakyan ng Pilipinas, Ink.
KM	Kilusang Mangingisda
KMP	Kilusan ng Magbubukid sa Pilipinas
KMU	Kilusang Mayo Uno (May One Coalition)
KPML	Kongreso ng Pagkakaisa ng Maralitang Lungsod
KPS	Katotohan, Pagkakaisa at Serbisyo
LAC	Labor Advisory Committee
LAD	Land Acquisition and Distribution
LCF	League of Corporate Foundations
LCW	Local Councils of Women
LDC	Local Development Council
LFPR	Labor Force Participation Rate
LGUs	Local Government Units
LHBs	Local Housing Boards
LIMCOMA	LIMCOMA Credit Cooperative
LINGAP	LINGAP Credit Cooperative
LLANO MPC	Llano Multi-purpose Cooperative
LMC	Labor-Management Cooperation
LPFI	Lihok-Pilipina Foundation, Inc.
MAGCAISA	Magna Carta for the Informal Sector Alliance
MAGISSI	Marketing Association of Groups and Individuals in the Small-Scale Industries
MAKABAYAN	Makabayang Alyansa ng mga Magbubukid ng Pilipinas
MAKALAYA	Manggagawang Kababaihang Mithi ay Paglaya
MAKIBAKA	Malayang Kilusan ng Bagong Kababaihan
MASS-SPECC	Mindanao Alliance of Self-Help Societies – Southern Philippines Education Cooperative Center
MBN	Minimum Basic Needs
MBOP	Membership-based Organization of the Poor
MCW	Magna Carta of Women
MDF	Muntinlupa Development Foundation
MDGs	Millennium Development Goals
MEDDIA	Media, Democracy and Development Initiatives
MFI	Micro-finance Institution
MINCODE	Mindanao Caucus of Development NGO Networks
MMIAC	Metro Manila Interagency Committee
MNLF	Moro National Liberation Front

MSCB	Metro South Cooperative Bank
MSWDO	Municipal Social Worker and Development Officer
MTPDP	Medium-Term Philippine Development Plan
MWSS	Metropolitan Waterworks and Sewerage System
NACUPO	National Coalition of Urban Poor Organizations
NAMVESCCO	National Market Vendors Confederation of Cooperatives
NAPC	National Anti-Poverty Commission
NASSA	National Secretariat for Social Action
NATCCO	National Confederation of Cooperatives
NCCP	National Council of Churches in the Philippines
NCDA	National Council for Disability Affairs
NCM	National Cooperative Movement
NCMF	National Cooperative Marketing Federation
NCR	National Capital Region
NCRFW	National Commission on the Role of Filipino Women
NCRL-PFCCO	National Capital Region League- Philippine Federation of Credit Cooperatives
NCSD	National Council for Social Development
NCWP	National Council of Women in the Philippines
NEA	National Electrification Administration
NEDA	National Economic Development Authority
NFCPWD	National Federation of Cooperatives for Persons With Disabilities
NFL	National Federation of Labor
NGO	Non-Government Organization
NHMFC	National Home Mortgage Finance Corporation
NIC	Newly Industrialized Country
NIPAS	National Integrated Protected Areas
NIPS	National Institute for Policy Studies
NIUGAN	Nagkakaisang Ugnayan ng mga Magsasaka at Mangagawa sa Niugan
NKPK	Nagkakaisang Kabataan para sa Kaunlaran
NORLUCEDEC	Northern Luzon Federation of Cooperatives and Development Center
NOVADECI	Novaliches Development Cooperative
NPC	National Press Club
NPO	Non-Profit Organization
NRCP	National Research Council of the Philippines
NSCB	National Statistical Coordination Board
NSO	National Statistics Office
NSP	National Shelter Program
NUBC	National Union of Building and Construction Workers
NUJP	National Union of Journalists in the Philippines
NUPSC	National Urban Poor Sectoral Council
NUWDECO	NUWHRAIN Development Cooperative
NUWHRAIN	National Union of Workers in Hotel, Restaurant and Allied Industries
NYC	National Youth Commission
OASE	Object Aided Software Engineering
ODA	Official Development Assistance
ODA-GAD	Official Development Assistance-Gender and Development
OECD	Organization for Economic Cooperation and Development
OFW	Overseas Filipino Worker
OWWA	Overseas Workers Welfare Administration
Oxfam Novib	Oxfam-Netherlands Organization for International Assistance
P4DC	Project 4 Development Cooperative

PACSH	Philippine Action for Community-led Shelter Initiatives, Inc.
PAFCIPIC	Philippine Army Finance Center Producers Integrated Cooperative
PAKISAMA	Pambansang Kilusan ng mga Samahang Magsasaka
PAKSA-LUPA	Pambansang Kilusan ng Maralitang Tagalunsod para sa Panlunsod na Reporma sa Lupa
PAMAKO	Pagkakaisa ng mga Manggagawa sa Konstruksiyon sa Pilipinas
PAMALU	Pagkakaisa ng mga Maralita sa Lungsod
PANGISDA-KM	Progresibong Alyansa ng Mangingisda ng Pilipinas
PAPI	Publishers' Association of the Philippines, Inc.
PARAGOS-Pilipinas	Pagkakaisa Para sa Tunay na Repormang Agraryo at Kaunlarang Pangkanayunan
PATAMABA	Pambansang Kalipunan ng mga Manggagawang Impormal sa Pilipinas
PBE	Philippine Business for Environment
PBEEd	Philippine Business for Education
PBSP	Philippine Business for Social Progress
PBU	Philippine Blind Union
PCAS	Philippine Center for Asian Studies
PCC	Paco Credit Cooperative
PCC	Philippine Cooperative Center
PCIJ	Philippine Center for Investigative Journalism
PCNC	Philippine Council for NGO Certification
PCUP	Presidential Commission for the Urban Poor
PCW	Philippine Commission on Women
PDPW	Philippine Development Plan for Women
PECCO	Philippine Ecumenical Council for Community Organization
PECOJON	Peace and Conflict Journalism Network
PEF	Peace and Equity Foundation
PFA	Press Foundation of Asia
PFCCO	Philippine Federation of Credit Cooperatives
PFRDP	Philippine Foundation for the Rehabilitation for Disabled Persons
PFWC	Philippine Federation of Women In Cooperatives
PHIC	Philippine Health Insurance Corporation
PhilCOCHED	Philippine Council of Cheshire Homes for the Disabled
PhilDHRRA	Philippine Partnership for the Development of Human Resources in Rural Areas
PHILNET-RDI	Philippine Network of Rural Development Institutes
PHILRECA	Philippine Rural Electric Cooperatives Association, Inc.
PHILSSA	Philippine Support Service Agencies
PHRC	Presidential Human Rights Committee
PHRRP	Philippine Human Rights Reporting Project
PIDS	Philippine Institute of Development Studies
PISTON	Pagkakaisa ng mga Samahan ng Tsuper at Operator Nationwide
PKKB	Panlalawigang Komisyon para sa Kababaihan ng Bulakan
PKKK	Pambansang Koalisyon ng mga Kababaihan sa Kanayunan
PKMM	Pambansang Katipunan ng Makabayang Magbubukid
PKSK	Pambansang Katipunan ng Samahan sa Kanayunan
PLCPD	Philippine Legislators Council on Population and Development
PMBA	Partnership for Mutual Benefit Association
PMES	Project Monitoring and Evaluation System
PMP	Pinagbuklod ng Manggagawang Pilipino
POs	People's Organizations
PPCRV	Parish Pastoral Council for Responsible Voting
PPGD	Philippine Plan for Gender-Responsive Development
PPI	Philippine Press Institute

PPTRP	Philippine Public Transparency Reporting Project
PRESCO	Philippine Resort – Travel and Education Service Cooperative
PSciJourn	Philippine Science Journalists, Inc.
PSPDC	Paco-Soriano-Pandacan Development Producers Cooperative
PTFCF	Philippine Tropical Forest Conservation Fund
PWD	Persons With Disabilities
PWNPS	Philippine Women's Network for Peace and Security
QRs	Quantitative Restrictions
QRT	Quick Response Teams
RA	Republic Act
RCBC	Rizal Commercial Banking Corporation
RCDA	Regional Council on Disability Affairs
RCWC	Regional Council for the Welfare of Children
RCWDP	Regional Committees for the Welfare of Disabled Persons
RH	Reproductive Health
RHAN	Reproductive Health Advocacy Network
RTD	Round Table Discussion
RVM	Religious of the Virgin Mary
SALIGAN	Sentro ng Alternatibong Lingap Panlegal
SALORSEDFI	San Lorenzo Ruiz Socio-Economic Development Foundation, Inc.
SAMAKANA	Samahan ng Maralitang Kababaihang Nagkakaisa
SAMA-SAMA	Samahang Maralita para sa Makatao at Makatarungang Paninirahan
SANGKAMAY	Samahang Pangkabuhayan sa Kamaynilaan
SANLAKAS	Pinagkaisang Lakas ng Mamamayan
Sarilaya	Kasarian-Kalayaan
SDCC	San Dionisio Credit Cooperative
SEC	Securities and Exchange Commission
SEWA	Self-Employed Women Association
SHFC	Social Housing Finance Corporation
SHG	Self-Help Groups
SKK	Sangguniang Kristiyanong Komunidad
SN	Samahang Nayon
SOCCSKSARGEN	Region XII, composed of the following provinces: South Cotabato, Cotabato, Sultan Kudarat, Sarangani and General Santos City
SPED	Special Education
SRHR	Sexual and Reproductive Health and Rights
SRRC	San Roque Consultative Council
SSS	Social Security System
SSU	Shelter Security Units
SWOT	Strengths-Weaknesses-Opportunities-Threats
TAGCODEC	Tagalog Cooperative Development Center
TAYO	Ten Outstanding Youth Awards
TELESCOOP	Philippine Long Distance Telephone Company Employees' Service Cooperative
TESDA	Technical Education and Skills Development Authority
TF-AE	Task Force-Anti Eviction
TFSR	Task Force Subic Rape
TLWO	Teduray Lambangian Women's Organization
TOUCH Foundation	Technology Outreach and Community Help Foundation
Tri-Corp	Composed of the following NGOs: Community Organizing Multiversity (COM), Community Organization of the Philippine Enterprise Foundation, Inc. (COPE) and the Urban Poor Associates (UPA).

TUCP	Trade Union Congress of the Philippines
TW-MAE-W	Third World Movement Against the Exploitation of Women
UCANews	Union of Catholic Asian News
UDHA	Urban Development and Housing Act
ULAP	Ugnayang Lakas ng mga Apektadong Pamilya sa Baybayin ng Ilog Pasig
ULRTF	Urban Land Reform Task Force
UMCMCI	United Methodist Church MPC
UMT	Ugnayan ng Maralitang Tagalunsod
UN	United Nations
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNCSW	United Nations Commission on the Status of Women
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNIFEM-CEDAW-SEAP	United Nations Development Fund for Women-Convention on the Elimination of All Forms of Discrimination against Women-Southeast Asia Program
UP	University of the Philippines
UPA	Urban Poor Associates
UP-ALL	Urban Poor Alliance
UPCWS	University of the Philippines Center for Women's Studies
UPEHCO	University of the Philippines Employees' Housing Cooperative
UP-SOLAIR	University of the Philippines School of Labor and Industrial Relations
USAID	United States Agency for International Development
VALDECO	Valenzuela Development Cooperative
VASPHI	Visayas Alliance for Social and Poverty Housing
VAW	Violence against women
VICTO	Visayas Cooperative Development Center
VSO	Volunteer Services Overseas
WAGI	Women and Gender Institute
WAND	Women's Action Network for Development
WCC	Women's Crisis Center
WEB	Women's Empowerment in the Barangay
WEDPRO	Women's Education, Development, Productivity and Research Organization
WEvNet	Western Visayas Network of Social Development NGOs
WFS	Women's Feature Service
WHCF	Woman's Health Care Foundation
WHO	World Health Organization
WID	Women in Development
WIEGO	Women in Informal Employment: Globalizing and Organizing
WIN	Women Involved in Nation-building
WIS	Workers in the Informal Sector
WISE	Workers in the Informal Sector Enterprise
WISE ACT	Women's Institute for Sustainable Economic Action, Inc.
WLB	Women's Legal Bureau
WMC	Women's Media Circle
WoMedia	Women's Media Circle Foundation
WSAP	Women Studies Association of the Philippines
ZOTO	Zone One Tondo Organization
ZUPI	Zamboanga Urban Poor, Inc.

Mapping and Analyzing Philippine Civil Society Organizations

Carmel Veloso Abao

The Philippines has always been characterized as a democracy with a very dynamic and active civil society. Years after the dismantling of the Marcos dictatorship, the civil society sector has expanded and continued to participate in the development processes of the country. This volume maps and gives an overview and analysis of these civil society organizations and this introductory chapter summarizes and synthesizes the major findings of the next five chapters representing various studies on the current state of the following civil society sub-sectors in the Philippines: (i) development non-government organizations (NGOs), (ii) think tanks, (iii) cooperatives, (iv) media civil society organizations (CSOs), (v) people's organizations (POs), and (vi) CSOs dealing with Persons with Disability (PWD). The studies, which contain a mapping and a S-W-O-T (strengths-weaknesses-opportunities-threats) analysis of each of the sub-sectors, were done by fellows and researchers of the Civil Society Resource Institute (CSRI). AusAID sponsored the study as part of its initiative to engage Philippine civil society in the pursuit of shared development objectives.

Philip Tuaño did the study on NGOs and PO social sectors; Jennifer Santiago-Oreta and Carmel Veloso Abao on think tanks; Roberto Mina on cooperatives, Jeremaiah M. Opiniano on media CSOs, and Eva Marie F. Famador on CSOs dealing with PWD. There are sub-chapters dealing specifically with people's organizations. The sub-chapter on the informal sector and trade unions was written by Jeremaiah M. Opiniano; the urban poor sector by Ana Teresa De Leon-Yuson and Maria Tanya Gaurano; the agricultural sector by Maria Dolores

Bernabe; the women sector by Elizabeth Yang and Elena Masilungan; and CSOs dealing with PWD by Eva Marie F. Famador. Tuaño wrote the chapter consolidating these specific sub-chapters on people's organizations.

Framing “Civil Society” and the Role of Philippine CSOs

Although “civil society” is a highly contested political concept, it is often broadly defined as the space or arena or sector that is between the state and the market. Civil society organizations (CSOs) are thus defined as groups that are organized independently of and operate outside of but interact with the state and the market. The most fundamental attributes of CSOs are, they are voluntary, non-governmental, and non-profit. Their *raison d'être* is to make claims and demands on government based on certain organizational principles and interests which are sometimes couched in ideological terms or sometimes framed as developmental-political objectives and humanitarian aims. In operational terms, this broad definition means that civil society engagements are borne out of internal, organizational thought-and-decision-making processes that are —ideally — autonomous or free from external impositions. CSOs, framed in this way, encompasses a variety of non-government and non-profit groups that interact with government and business: socio-civic organizations, professional organizations, academe, media, churches, people's organizations (POs), non-governmental organizations (NGOs) and cooperatives.

It is this “autonomy-interaction dynamics,” often called embeddedness, that is often examined in the many debates and studies on civil society (this study included). It is also within this dynamics that the diversity of types and roles of CSOs – as well as the varying degrees of interaction with each other, with government and with business — become discernible.

Regarding autonomy, several issues often come to the fore. Firstly, while CSOs are not supposed to be organized, much less run by government, they fall within the ambit of social regulation. What then, is acceptable governmental regulation? Shouldn't CSOs be self-regulating? Secondly, the internal governance of CSOs is often held into account, and this is the interaction part of the “autonomy-interaction dynamics”: The issue of cooptation is often deemed crucial. Where is the line between pressure politics, negotiation and cooptation? What is the role of CSOs in partisan politics, particularly in elections?

In the Philippines, CSOs became most visible in the country's democratization process post-Marcos. While many social and political groups were instrumental in ending the Marcos dictatorship in 1986, similar groups came to be popularly identified as CSOs only in the aftermath of this dark side of Philippine history – when there was space to recognize the legitimacy of groups that were outside and beyond state control. Philippine civil society thus reflects the multiplicity and contestation of ideas often associated with the process of consolidating a democracy. Most, if not all Philippine CSOs – regardless of definition, size, interests, ideology, physical base, areas of operation and other such particularities — are involved in the diffusion or redistribution of power and wealth in Philippine society. They are key non-state stakeholders in Philippine democracy and development.

As mentioned earlier, the overarching goal of CSOs is to make claims and demands on government based on certain organizational principles and interests. In the Philippine setting, two important additions to this proposition have to be made: (i) CSOs often serve as an alternative to government in terms of service provision that the latter fails to deliver sufficiently or effectively; claim-making thus becomes a matter of alternative model-building, and (ii) CSOs also serve as self-help organizations where members engage in mutual aid regardless of the absence or presence of assistance from the government or the private sector. In other words, in

terms of the delivery of certain services and the institution of particular reforms, the presence of Philippine CSOs can be felt on both the demand and the supply side of the equation.

Furthermore, it must be noted that in the Philippine setting, the boundaries of CSO organizational and political action are defined by a policy or legal environment that recognizes the validity and significance of non-state actors in democracy and development. Underpinning this formal recognition are the provisions in the 1987 Philippine Constitution: freedom of assembly and association, freedom of the press, social justice, rights of the youth, rights of women, right to suffrage, private sector as partners in development, recognition of cooperatives. The Philippine Congress has also produced a good number of pertinent laws, including the Local Government Code of 1991 which stipulates the participation of NGOs and sectoral groups in local development planning. It is commonly held that the Philippine legal system, to a large measure, has created a policy environment – at the national and local levels — that encourages rather than restricts the flourishing of CSOs in the country. This conclusion can be easily gleaned from the sub-sectoral papers in this volume.

Notwithstanding the presence of a friendly legal or policy environment, CSOs have struggled to fully occupy the space provided by law and existing policies. In the recent past, particularly in the nine years (2001-2010) that Gloria Macapagal-Arroyo was at the helm of the Philippine government, Philippine civil society has had to wrestle with anti-democratic forces that dominated the country's polity. Important policy reform issues had to take a back seat to the legitimacy issues leveled at then-President Arroyo especially after taped conversations between the latter and a commissioner of the Commission on Elections — allegedly an attempt at collusion to rig the 2004 elections in favor of Arroyo — surfaced in 2006. However, the election in May 2010 of a new President, Benigno Aquino III, who had campaigned under an anti-corruption platform, has brought some optimism, as shown by several surveys conducted by survey organizations such as the Social Weather Station and **Pulse Asia**. Among the general citizenry and most especially the CSOs, there is hope that the downward spiral towards authoritarianism would be reversed and that spaces for reform that CSOs could maximize would again be created and enhanced.

Indeed, a revisit of the state of civil society in the Philippines is in order. At this current juncture, at least two key questions need to be asked – given their level of organizational level: What can CSOs do to expand positive, democratization gains made in the past? How can CSOs arrest the further erosion of an already fragile democracy?

The Five Sub Sectors and their Particular Roles

In this volume, Philippine CSOs are categorized into five sub-sectors that can be divided further into a number of subgroups. Such categorization is not exclusive, but allows for a better understanding of the diversity of roles that CSOs play in Philippine politics and society.

Non-governmental organizations (NGOs)

More often than not, Philippine NGOs are inadvertently lumped with people's organizations (POs). This is because NGOs usually work in tandem with POs and this alliance is commonly labeled as NGO-PO partnership. Institutionally speaking, however, there is a clear demarcation between these two types of organizations. Tuaño adopts this definition of NGOs: they are "intermediate agencies and institutions that tend to operate with a full-time staff complement and provide a wide-range of services to primary organizations, communities and individuals... NGOs are also typically 'middle class-led and/or managed' because of the attraction of the class to an alternative social vision that the business and the government sectors do not provide". Tuaño continues, POs, meanwhile, "are membership-based organizations formed largely on a voluntary basis that function as community-sector, or issue-based primary groups at the grassroots; they are bonafide associations of citizens with demonstrated capacity to promote the public interest, and they have identifiable leadership, membership and structure."

According to Tuaño, the role of Philippine NGOs – often, in partnership with POs – is best revealed by the many activities that these groups undertake: "education, training and human resource development and community development, sustainable development and environmental protection activities, health and nutrition, enterprise and livelihood development, general and development, social services, microfinance and cooperative development". Because of the myriad of

functions that NGOs fulfill, they can be categorized into several typologies. The other sub-sectors discussed in Tuaño's chapter, in fact, can be identified, to some measure, as NGOs.

Peoples' Organizations (POs)

Tuaño writes: People's organizations, like NGOs, perform various activities related to some public good or public service. Examples include "provision of basic services, such as health, education and nutrition, water and sanitation, to environmental services, including protection and conservation activities, to participation in local government affairs." Unlike NGOs, however, POs are "membership-based organizations formed largely on a voluntary basis" and often organized along sectoral or issue-based lines. Because they are membership-based, POs are often organized based on the demands of their members and constituencies of which most, if not all, are part of the marginalized socio-economic sectors of the country. The public goods and services being demanded by these POs are expected, first and foremost, to redound to benefits for their members. Some of these POs may be organized or assisted by partner NGOs but because they are membership-driven, they deem themselves autonomous from such partner organizations.

Focusing on the Philippines, Tuaño says POs are organized based on their primary demands, most of which are associated with their need to break out of economic, social and political marginalization. Thus, the more visible and active organizations are sectoral groups such as trade unions/labor organizations, peasant organizations, urban poor associations, and women's groups. A number of POs have also been organized along cross sectoral issues such as environmental protection and public debt. Moreover, POs are organized on various levels often following the political-administrative levels of government (which POs engage with): village/barangay, municipality, city, province, and national level. One can thus talk of POs at the primary, secondary or tertiary levels.

Tuaño observes that the Philippines' policy environment has provided more spaces for broader participation of POs. In particular, POs have been quick to maximize opportunities under the Local Government Code of 1991 and the Party List Law of 1996. The former has provided for more structured spaces for POs to engage local

government units while the latter has presented POs with possibilities for formal participation – through proportional representation — in the Lower House of Congress.

Think Tanks and Policy Research Institutes

Abao and Oreta write about think tanks and policy research institutes, which are CSOs engaged in research and policy advocacy. These types of CSOs proliferated in post-1986 when space for the development of proposals on how to rebuild Philippine democracy opened up. Today, Philippine think tanks not only contribute to policy development, some delve into the intricacies of policy implementation, both at the national and local levels. Some of these think tanks are unabashedly ideological while others attempt to focus more on the technical requirements of policy development. The multiplicity of ideas has, at the very least, articulated the various facets of social and political concerns that beset Philippine governance and politics.

The various types of think tanks and policy research institutes in the country are separated by the extent to which their intended publics are identified. Those with a target constituency and clear ideological and political starting points are often called “advocacy think tanks”. Resource-based think tanks and research institutes, meanwhile, usually cater to a more general political public and do not identify themselves with any particular group or sector. Most of these institutes are found in major universities in the country.

Different think tanks and policy research institutes hold different expertise but all share one common feature: they are all in the business of knowledge production and dissemination. As such, think tanks have played a major role in generating ideas that have been translated into public opinion or public policy or political action. In most cases, these ideas have served to challenge those forwarded by governments (and other social entities such as the business sector and the churches). In other instances, they have served to advise and directly influence decisions of the executive and legislative branches of government.

Cooperatives

The chapter on cooperatives, written by Mina may be summarized as follows: Cooperatives are not entirely

“non-profit” since they generate incomes and distribute dividends to their members. Unlike corporations or other such profit-oriented enterprises, however, cooperatives are, fundamentally, organizations of the poor aimed at self-help and economic empowerment. As such, cooperatives are well within the definition of “civil society”.

Cooperatives are classified into “primary” (members are individual persons), “federations”, which may be national or regional (members are three or more primary cooperatives engaged in the same line of business or cooperative enterprise), “union” (members are primary cooperatives or federations engaged in non-business activities, such as representation, or analyzing shared information such as economic and statistical data), and “apex” (members are federations or unions).

In the Philippines where almost thirty percent of the population lives below the poverty line, cooperatives have made crucial contributions. While there are many contentious issues surrounding the creation and maintenance of cooperatives, there is ample evidence that these groups have served as safety valves for the poor particularly by making credit available and by producing goods and services that are easily accessible and affordable. Even the 1987 Philippine Constitution explicitly recognizes the role of cooperatives as partners in Philippine development. Further studies, however, concludes Mina need to be conducted as to whether Philippine cooperatives have reached and effected positive impact on the lives of the poorest of the poor.

Media Nonprofits

Opiniano recognizes the ever-present argument that media cannot be identified as part of civil society because it occupies a “space” oftentimes larger than that of the latter and should therefore possess a non-partisan position on pressing issues. Despite this argument, the interface between media and civil society in the Philippine context is indisputable, says Opiniano. This interface, according to him, was highly visible in the years leading up to the fall of the Marcos dictatorship and in the transition that took place thereafter. Believing that media is part of civil society, Opiniano writes that today, the “unwritten alliance” between media workers/ journalists and civil society organizations has been sustained and has, in fact, been consolidated to some degree by the presence of media CSOs that train CSO

advocates on media relations and monitoring of elections, corruption, transparency, accountability, and other issues.

Media CSOs are known as “media non-profits” or “media development organizations”. As such, they are unencumbered by demands and pressures of private sector groups or politicians/governments that often shape mainstream, profit-oriented media outfits. These media CSOs thus operate in a way that allows their practitioners to pursue credible news stories without regard of lost profits. This is not to say that these media CSOs report the news for free although they do cater to both paying and non-paying publics. Evidently, profit is not the central aim of these media organizations and this is why, Opiniano asserts, they are, fundamentally and essentially, identified with “civil society”.

Opiniano further writes, the contribution of these media CSOs to Philippine democracy cannot be understated, especially in the wake of serious threats to press freedom and assaults on the lives of Filipino journalists.

CSOs Dealing with People with Disabilities (PWD)

While there is no official, comprehensive database regarding the number of PWD in the Philippines, Famador writes that 70% of PWDs in the Philippines live in rural areas. The “medical model” defines PWD based on their conditions and impairment while others present PWD as “holders of rights”. Despite differences in views, CSOs dealing with PWD generally assist the sector by organizing self-help groups of PWD and parents of PWD, providing training and referrals to aid PWD in their search for employment, building partnerships with other groups such as faith-based groups for awareness raising on PWD concerns, and influencing government policies on PWD.

Famador classifies CSOs dealing with PWD into (i) self-help groups or people’s organizations with PWD and/or parents of PWD as members and leaders, (ii) NGOs that provide service to PWD particularly through public awareness raising and information dissemination, job referrals and trainings, (iii) professional associations such as those of medical practitioners that assist in the rehabilitation of PWD, (iv) cooperatives that provide income and employment for PWD, (v) corporate foundations that design and implement programs for

PWD, and (vi) other social groups such as those from the academe and faith-based groups that lend support in varied ways to PWD.

Famador points out that while there are international and national laws that support PWD, it is these CSOs that have made the issues and concerns of PWD visible in Philippine society.

On the Current State of Philippine CSOs: Presence and Location, Issues and Challenges

This section presents a synthesis of the various S-W-O-T (strengths, weaknesses, opportunities, threats) analyses done by the authors of the succeeding chapters. The synthesis is presented along three main themes (i) the presence and location of CSOs, (ii) the external environment: interplay of CSOs with government, interplay with business and inter-civil society dynamics, and (iii) internal development and organizational capacities: community organizing, financial resources, human resources, and internal governance. Common or cross sectoral trends and issues are also presented. Findings, observations, and comments in this section are culled largely from the works of the authors in this volume. Space consideration and the synthetic process do not allow mention of each author for the composite findings or comments, but the readers are invited to read the relevant chapters for particular findings and comments.

Presence and Location of CSOs

All the writers for this volume did a mapping of Philippine civil society organizations and found out that they are found in almost all parts of the country. Most are based in the centers or capital towns but many operate even in the most far-flung of rural barangays (villages). There is also some anecdotal evidence that these CSOs are organized mainly by the middle/professional class. Moreover, local CSOs, particularly NGOs and cooperatives, have been aggregated into provincial and national networks, Think tanks often operate as separate entities and some network with each other only on the basis of common conjuncture issues. Media CSOs, meanwhile, have yet to institutionalize what today are largely informal networks of journalists working for non-

profit groups. Furthermore, some of the CSOs are supra-national (e.g Southeast Asian) organizations that focus on global or regional issues.

The writers point out obvious data gaps about CSOs and, CSOs often raise concerns about the credibility of official data. Nevertheless, official data serve as some sort of baseline that CSOs can and do utilize. There is also an array of studies – particularly on NGOs and cooperatives — that can be used for purposes of analyzing the presence of CSOs. The writers, however, feel that these studies are clearly wanting in terms of information and analysis on CSO sub- types, such as think tanks and media civil society organizations, and have to be updated.

There is no singular estimate on the number of CSOs in the Philippines. Some studies claim that there are around 34,000 to 68,000 NGOs while others show a significantly lower figure, between 15,000 and 30,000. As for POs, it is estimated that there are more than 100,000 primary organizations and 300 secondary and tertiary-level organizations. Meanwhile, data from the Cooperative Development Authority (CDA) reveals that there are more than 78,600 registered cooperatives as of 2009, only 25% of which are actually operating. As for the think tanks and media CSOs, the authors of the chapters on them can only name the pertinent groups but cannot estimate how many they are. Likewise, there is no official government data regarding PWD, much less on PWD CSOs, but some reports from CSOs count 241 self-help groups belonging to one national federation of PWD, and 1,474 individual PWD coming from 15 primary cooperatives belonging to a secondary-level cooperative.

Interplay with Government

Government Regulation. Most members of CSOs agree that government regulation is necessary to prevent the proliferation of “fly-by-night organizations”. Beyond this, however, the authors observe that there is tension among CSOs (especially NGOs) and between CSOs and government, regarding the extent of governmental regulation. In the first place, they are supposed to be voluntary and non-governmental. Some CSOs argue that they should be self-regulating and, there are a few CSOs that have already installed self-imposed regulatory mechanisms. Several development NGOs have established the Philippine Council for NGO Certification (PCNC). Other CSOs insist that more, not less regulation from government is needed. In the cooperative sector,

meanwhile, Mina finds out that the government, through CDA, sometimes duplicates or replaces what cooperative federations should be doing.

Policy Development and Implementation. Formal spaces for participation of CSOs in policy making have been contingent on the level of openness of government on such kind of citizen political participation. The maximization and expansion of such spaces, however, have depended largely on (i) the capacities of CSOs to demand and propose alternative policies, and (ii) the strength of alliances built for pressure politics, negotiations or lobbying — particularly with other CSOs, media outfits and allies in government.

In the past decade, some crucial reforms were successfully instituted with CSOs as the main drivers and stakeholders. These include: (i) Law on Violence Against Women and Children, (ii) Magna Carta on Women, (iii) extension of the Comprehensive Agrarian Reform, (iv) Fisheries Code, (v) Urban Development and Housing Act, (vi) Renewable Energy Bill, (vii) Juvenile Justice Law, (viii) Overseas Absentee Voting Act, (ix) Law Against Torture, (x) Philippine Cooperative Code of 2008, and (xi) Magna Carta for Disabled Persons. Other important policies such as the Freedom to Information Bill and the Reproductive Health Bill are currently being pushed by several CSOs.

Most of the success stories mentioned above involved a high level of unity and organization of CSOs and a high level of media projection. Policy reform, thus, is clearly shaped when power relations tip in favor of civil society demand because of a variety of internal capabilities and external opportunities. It also helps when spaces for participation and contestation are institutionalized such as the case of the National Anti-Poverty Commission (NAPC) and the local special bodies (as stipulated in the Local Government Code of 1991).

Success in pushing and negotiating for reform policies also depends on the capacity of CSOs to match the resources and capabilities of government counterparts, particularly the availability of trained and well-equipped negotiators or representatives and the availability of information that CSOs can use in negotiating. Leadership training and programmatic research are thus essential requirements in CSOs’ work of influencing policy. For CSOs, there is always a continuing need to produce credible representatives and negotiators as well as credible research to justify CSO demands.

Allies in government, the authors point out, have also

been crucial in determining the success of CSOs in policy engagements. Some of these allies, in fact, were erstwhile key civil society leaders, and some government officers also migrate to CSOs post-government employment. Given the highly volatile political system of the country, however, allies often come and go. Philippine CSOs thus have learned to deal with the bureaucracy and the political process with or without these allies.

The authors note that in some instances, it is the CSOs themselves that cross over to electoral politics. This is true particularly for cooperatives and “sectoral” groups that have participated in the party list system and have gained seats in the Lower House of Congress. The positive impact of such participation is often debatable but there is anecdotal evidence that some sectors — by way of proximity to government processes and resources — have benefited from this type of political engagement. The party list system, however, the authors point out, has tended to divide rather than unite civil society organizations.

Dealing with Impunity. Gloria Arroyo’s presidency has been known, justifiably, to instigate a culture of impunity where those who commit grave abuses of authority are allowed to go unpunished. In the case of extra judicial killings of political activists and journalists, the perpetrators are hardly even identified. It is the culture of impunity and the presence of political-criminal acts that are rendered free from consequences that now serve as the biggest threats to CSO action.

Interplay with Business

Of late, the number of corporate foundations has risen and this in itself signifies a major interface between business and civil society. These foundations are often involved in alternative service delivery and humanitarian causes. At times, business groups also align with civil society groups to advocate for social and political demands. At other times, however, civil society has to compete or challenge business. Cooperatives, for example, have to compete with banking and financial institutions in the provision of financial products. Media CSOs also have to contend with for-profit, mainstream media outfits whose profit orientation often undermine credible, independent journalism. The PWD sector, meanwhile, has a particular stake in relating with business because of the distinct need of PWD to be integrated into workforces. This need is often addressed either by cooperatives generating jobs for PWD or by PWD networking with corporate foundations.

Inter-Civil Society Interaction

Inter-civil society cooperation is most visible among development NGOs, people’s organizations, and cooperatives. This is evident in the number of federations and coalitions that have been built for the very purpose of fostering cooperation. POs, in particular, form alliances with various groups, including political movements or parties, to push further their demands. Among media practitioners, those in the mainstream media have more institutions for cooperation (such as national associations) but among media CSOs the network is more informal than institutional. As for the think tanks, there are very few spaces and venues for cooperation and to date, there is no provincial or national network of think tanks or even of researchers. There are only associations of academics that are organized along the lines of scholarly disciplines. In the PWD sector, some networks have been formed among CSOs dealing with PWD, either on the basis of a geographic issue or a common sectoral concern. The PWD CSOs, however, do not relate much with other CSOs and because of this, PWD issues have not been mainstreamed in Philippine CSOs.

The Need for Community Organizing and Grassroots-level Capacity Building

Because of their nature and location, people’s organizations are the main vehicles to build constituencies for reform at the grassroots level, but they have declined sharply both in number and in institutional strength. Among the cooperatives, there is the “rich coop-poor members” phenomenon, indicating the reality that whether intentionally or unintentionally, those at the grassroots are sometimes left behind. Moreover, there is a need to sustain the leadership within these organizations. POs, for instance, are often a source of effective and highly visible leaders but capacity-building for sustained work by these leaders as well as programs for their successor generation need further attention.

Financial Resources

External funding for most CSOs is clearly on the decline. Funding agencies, in fact, have been requiring partner CSOs to develop and institute sustainability measures. Many CSOs, however, have not been equipped toward this end and financial insecurity remains a central problem. This is true especially for NGOs, think tanks

and media nonprofits that are not membership based (and therefore cannot easily generate funds internally) and whose partner-clients mostly come from marginalized sectors that can ill-afford to pay fees for NGO services. Many POs also face financial problems due to their limited capacities at internal resource generation and the declining support from international aid organizations.

Human Resources

While most CSOs still rely heavily on the spirit of voluntarism, many have lost staff and secretariat members to better-paying institutions. Moreover, CSOs have to contend with a variety of personnel issues, most of which are welfare-related. At the same time, and perhaps partly for the same reason, recruiting new members and attracting the youth have become a more difficult endeavor for most CSOs. The question of “succession” thus comes into play.

Internal Governance

CSOs that advocate for transparency and accountability in governance also have to look into their own practices of internal governance. Most CSOs, particularly the NGOs, think tanks and media CSOs have governing boards that consist of elected members. The presence of these boards, however, does not automatically translate into good internal governance. Some NGOs are “executive director-led”, and the position of board members is merely titular. For membership-based organizations such as cooperatives and people’s organizations, structures for internal governance are more complex and functionally differentiated. More often than not, ineffective internal governance leads to organizational fragmentation and/or decay. Leadership succession is often also a problem especially among PWD groups where members often shy away from positions of leadership.

The Need for Capacity Building

The abovementioned issues and concerns indicate that there is a great need for CSOs — from all the five subsectors — to be equipped with many different skills. In dealing with the external environment, CSOs need continuing skills development in advocacy, lobbying, media relations, communicating to various publics, and research. In terms of internal development, CSOs have

to learn to deal with fundraising, personnel and internal governance issues.

Conclusion

CSOs have been quick to respond to communities ravaged by environmental disasters such as the floods brought by Typhoons Ondoy and Pepeng in 2009. Needless to say, the presence of CSOs can be felt in trade union strikes, urban poor settlement demolitions, and, struggles of rural workers and farmers such as the fasting and long walk of Sumilao farmers from Bukidnon, Mindanao all the way to Malacanang in Metro Manila. CSOs have also been at the forefront of the advocacy to reduce social inequities, particularly gender inequality between Filipino men and women, and, discrimination against gays and lesbians.

Crisis moments are not unfamiliar episodes for Philippine CSOs. These groups have survived major political moments such as Edsa 1, Edsa 2, and the many coup attempts launched against practically all of the Philippine governments since 1986. A significant number of CSOs, in fact, have challenged and thereby mitigated the ill effects of dramatic displays of abuse of authority such as Marcos’ dictatorship, Estrada’s plunder, and Gloria Macapagal Arroyo’s instigation of a culture of impunity.

The change of leadership from Arroyo to Benigno Aquino III brings a particular challenge to CSOs, especially with respect to ensuring that the grave mistakes of the past administrations are not repeated. Under the new administration, CSOs are likely to find themselves straddling between cooperating with a seemingly reform-oriented government and insisting on long-standing demands particularly those pertaining to poverty and other socio-economic issues of the marginalized groups of Philippine society. In other words, Philippine civil society can now go back to its “nature” – that of interacting and engaging government. This will not be an easy task since there are many political and social forces in society that continually resist reforms meant to alleviate poverty and increase social equality in the country. To achieve breakthroughs in the reform process, both the new government and Philippine civil society cannot afford to employ the “business-as-usual” attitude and methods of work.

Philippine Non-Government Organizations (NGOs): Contributions, Capacities, Challenges

Philip Tuaño

Introduction

The non-government organization sector in the Philippines is said to be one of the most dynamic in the region (Aldaba, Atenaza, Valderama and Fowler, 2000), and thus it is a given that any analysis of the civil society in the country should include an analysis of the non-government organization (NGO) sector. This chapter provides a preview of the NGOs in the Philippines. The data presented in this chapter was derived from secondary literature and from key informant interviews of leaders belonging to the NGO sector undertaken during the February to March 2010 period. A brief definition of the NGO sector is made, and then a review of the characteristics is provided. Then the major NGO coalitions and networks are described, followed by an analysis of the internal strengths and weaknesses and the external opportunities and threats. A list of areas for further investigation is provided.

Definitions

Non-government organizations (NGOs) are a part of the Philippine civil society. Civil society refers to “the aggregate of civil institutions and citizen’s organizations that is distinct and autonomous from both State structures and private business” (Serrano, 1994). There are three distinguishing characteristics of ‘civil society’: a) *an institutional space* composed of organizations distinct but overlapping with the state and market that advance the collective interests of its members and provide goods and services to the general public on a

non-profit basis; b) *a distinct realm* of values that deepen democracy; and c) an *institutional mechanism* that mediates competing demands through political, economic and social participation (Clarke, 2008).

Civil society organizations refer to the whole range of non-state, non-profit organizations and groups, including socio-civic organizations, professional organizations, academe, media, churches, people’s organizations (POs), non-government organizations (NGOs), and cooperatives (Aldaba, 1993; Alegre, 1996).

NGOs are usually defined in the literature as “intermediate agencies and institutions that tend to operate with a full-time staff complement and provide a wide-range of services to primary organizations, communities and individuals” (Aldaba, 1993; Silliman and Noble, 1998). NGOs support or work with directly or indirectly grassroots organizations or other sectors of the society. Several studies tend to note that NGOs are typically ‘middle class-led and/or managed’ because of the attraction of this particular class to an ‘alternative’ social vision that the business and the government sectors do not provide.

POs are membership-based organizations formed largely on a voluntary basis (occasionally having full-time staff) that function as issue-based primary groups at the grassroots (e.g., trade unions, environmental advocacy groups, peasant groups, etc.). They are bona fide associations of citizens with demonstrated capacity to promote the public interest and with identifiable leadership, membership and structure.

Cooperatives are autonomous organizations that are organized to meet their common economic and social needs through the operation of a jointly-owned and democratically controlled enterprise.

In terms of legal definition, non-government organizations largely belong to a class of groups defined as “non-stock, non-profit corporations.” A non-stock corporation is an organization or association where no part of its income is distributed as dividends to its members, trustees, or officers and where profits incidental to operations are used only in furtherance of the organization’s purpose. Under the Philippine Corporation Code, non-stock organizations are formed for charitable, religious, educational, professional, cultural, literary, scientific, social, civic service or similar services. Examples would be chambers of trade, of industry, or agriculture and the likes, or any combination of these services. To be recognized as a non-stock corporation, an organization must register with the Philippine Securities and Exchange Commission. On the other hand, non-profit institutions are legal entities created for the purpose of producing goods and services. Their status does not permit them to be a source of income, profit, or other financial gain for the units that establish, control or finance them.

Cariño (2002) identifies other types of non-stock, non-profit organizations, such as: religious orders/ congregations, political parties, foundations, civic organizations, trade/industry associations, mutual benefit associations, churches, business/professional organizations and some international groups operating in the country, housing associations and charitable organizations.

A historical sketch of the NGO movement in the Philippines can be found in several sources (Alegre, 1996; Clarke, 1998; Cariño, 2002). The antecedents of NGOs included the cooperative organizations set up by Filipino *ilustrados* who were influenced by the concepts and principles of modern cooperativism and the philanthropic organizations set up by wealthy families and the Catholic Church during the twilight of the Spanish colonial administration in the late 19th century, and the various welfare agencies set up by the American colonial government during the early years of the American occupation of the Philippines. The Philippine Corporation

Code of 1906 recognized the right to create private non-profit organizations. By the late 1940s and early 1950s, the first generation of NGOs were created; this included the Council of Welfare Agencies of the Philippines (an umbrella of various welfare agencies), the Philippine Rural Reconstruction Movement (which promoted the implementation of health, education and socioeconomic services in the agricultural sector), and the Institute of Social Order (a Catholic run institution which helped organize farmers’ and workers’ movements around the country).

Number, Characteristics and Activities of Non-Government Organizations

The data utilized in this survey originate from different studies on the NGO sector in the Philippines. There is no single study that provides a comprehensive assessment of the NGO sector. Moreover, the various studies use different analytical frames. Some examine non-government organizations (Aldaba, 1993; Alegre, 1996; Gonzales, 2005), others, non-stock, non-profit organizations (Clarke, 2008; Caucus for Development NGO Networks and the Charity Commission, 2008), and still others, civil society groups (Civil Society Index Philippines, 2010). On the other hand, this literature contain considerable amount of overlaps and are helpful in providing a general idea about the number, characteristics, and activities of the NGO sector.

The size of the NGO sector is difficult to estimate as no agency or organization provides an accurate, up to date and comprehensive list. The University of the Philippines (UP) - Johns Hopkins University study published in 2002 (Cariño, 2002) was based on surveys undertaken in four major cities in 1999. The study estimated that there

Table 1. Estimated Size of Civil Society Organizations, Including Non-government Organizations

Type of Organization	Estimated Size	Source
Non-government organizations	15,000 to 30,000	Brilliantes (1992)
Non-government organizations	20,000	Aldaba (1993)
Non-government organizations	48,713 to 67,674	Cariño (2002)
Civil Society organizations	249,000 to 497,000	Cariño (2002)
Non-stock, non-profit organizations	81,436	Clarke (2008)
Non-stock, non-profit organizations	107,163	SEC (2009)

Note: SEC (Securities and Exchange Commission) figures are as of December 31, 2009.

were around 34,000 to 68,000 NGOs in the country. Earlier estimates in the early 1990s (Brillantes, 1992; Aldaba, 1993) showed a significantly smaller number, around 15,000 to 30,000. The larger number encompasses a looser definition of the term 'NGO' and included professional organizations and federations of self-help groups.

NGOs in the Philippines and around the world are characterized by several characteristics (Korten, 1990). Most NGOs are small in size (the number of staff usually is less than 25), flexible in terms of their operations (and because of these, they are generally unencumbered by government regulations), often stress participatory views (and thus they integrate the views of their beneficiaries in development activities), and can respond to the legitimate needs of the poor.

NGOs in the Philippines engage in various types of activities. A survey of development NGOs (Association of Foundations, 2001) in 1999- 2000 shows that majority of them are engaged in education, training and human resource development and community development. This is verified by the UP study (Cariño, 2002) which says that a plurality of NGOs consider themselves as part of organizations classified as "development and housing" organizations, which, in turn, are defined under the International Classification of Non-Profit Organizations, as associations for community development and social development, that is, organizations with 'multi-sectoral' programs.

A significant number of NGOs is engaged in sustainable development and environmental protection activities, health and nutrition, enterprise and livelihood development, general development, social services, microfinance and cooperative development.

It should be noted that many NGOs offer a multitude of services as NGOs find that services are more effective if they are integrated in a holistic manner. NGOs that classify themselves as specializing in one type of service is quite low; for example, the UP study (Cariño, 2002) shows that only two percent of their surveyed organizations classify themselves in the health category and one percent classify themselves in the environment category. Table 2 below shows the findings of different surveys regarding the types of activities organizations claim they are doing.

In recent years, NGOs have been engaged in many activities besides service provision (Alegre, 1996). In the past twenty or so years, they have been engaged in upscaling through networking and coalition building, the height of which was the formation of the Caucus of Development NGO Networks (CODE-NGO), the largest aggrupations of NGOs in the country. NGOs have also done lobbying for and advocacy of policy reforms and social legislation, and have strengthened engagement in local government and decentralization efforts.

NGOs report that they are most competent in areas which involve deepening of knowledge and changing the orientation of individuals, strengthening organizational capacities of groups, and pushing for policy changes. More than half of the respondents in a survey (Association of Foundations, 2001) report that they are most competent in education and training, advocacy, community organizing, networking, and capacity and institutional building.

There are two characteristics of non-government organizations in the Philippines that distinguish them from others in Asia. (Serrano,1994). One, many non-

**Table 2. Top Activities by Civil Society Organizations/
Non-government Organizations**

	Association of Foundations (2001)	Cariño (2002)	Civil Society Index Philippines (2010)
First	Education, Training and Human Resource Development	Development and Housing	Supporting the Poor
Second	Community Development	Business, Professional and Trades	Education
Third	Sustainable Development	Social Services	Employment
Fourth	Health and Nutrition	Law, Advocacy and Politics	Health and Nutrition
Fifth	Enterprise Development	Culture and Recreation	

Note: The Association of Foundations (2001) utilized a purposive survey undertaken in 1999 and 2000 and surveyed more than 750 development non-government organizations. The survey in Cariño (2002) was undertaken in 1997 and covered civil society groups in four different major cities. The survey in the Civil Society Index Philippines (2010) covered around 120 civil society organizations using a random sample

government organizations in the Philippines have an advocacy and lobbying component as part of their services. Because of the fairly open political environment in the country since 1986, non-profits undertake lobbying work in two levels (national and local governments), and arenas (executive and legislature). In many instances, these organizations have 'won' policy successes (Razon-Abad and Miller, 1997). Two, there are numerous networks and associations that have been established to coordinate the work of various non-governmental groups. In most cases, the associations are established to foster unity and cooperation and to work for the development and implementation of programs for the welfare of their beneficiaries.

Classification of Non-government Organizations

There are many ways of classifying NGOs. Some of them are the following:

- *The International Classification of Non-Profit Organizations* classify them according to their activities. The major activities are culture and recreation, education and research, health, social services, environment development and housing, law, advocacy and politics, philanthropic intermediaries and voluntarism promotion, international relations and exchange, religion, and activities of business and professional associations, unions, and organizations not elsewhere classified. While this typology can provide a demarcation of the different major types of activities undertaken by Philippine NGOs, it is not used in all NGO surveys.
- *The Philippine Standard Industrial Classification* system classifies according to the country's classification code, which is one of the fields that respondents must answer when submitting annual corporate reports. The respondents have to check whether they are foundations, provider of private education services, provider of health services, civic organization for environmental concern, or business and employers associations
- They may be classified according to geographical coverage of their activities. NGO operations may cover a single or multiple barangays (smallest unit of local government), municipalities, cities, provinces, or

politico-administrative regions. NGOs covering several geographical regions may be classified as national NGOs.

- They may be classified according to the socio-economic sectors they assist. NGOs may assist one or more of the different marginalized socio-economic sectors, recognized by the Social Reform and Poverty Alleviation Act (Republic Act Number 8425), including farmers, fisherfolk, formal sector workers, informal sector workers, indigenous peoples, women, community or in-school youth, children, persons with disability, senior citizens/ elderly, victims of calamities and disasters
- NGOs may be classified as exclusively grantmaking (providing financial grants to other non-profit organizations), exclusively operating (implementing programs or projects) or a combination of both.
- They may also be classified according to size (Aldaba 1993), such as number of staff members or total income.
- Other classifications are according to the NGOs ideologies and their initiators (business, political parties, the church, the academe, or the government).

Policy and Legal Environment of Non-Government Organizations

To effectively participate in governance, NGOs are governed by policies, rules and regulations.

The 1987 Philippine Constitution explicitly recognizes the role of NGOs in democratic development and enshrines their right to participate on all levels of decision-making (Article II, Section 23; Article XIII, section 15)

In pursuance of the constitutional mandate, several laws were enacted, such as the *Cooperatives Code of 2008* and the *Local Government Code of 1991*, which contain provisions that explicitly recognize the role of non-government organizations in policy making.

The *Local Government Code*, lobbied for heavily by the civil society organizations,, provides for civil society organization participation in many areas of local governance, including membership in local special bodies,

representation in local legislative bodies and processes, partnership with the local government through joint ventures in development projects, and as recipients of government funds as well as other forms of state assistance.

The formalization of NGO involvement in governance mandated by the Local Government Code, however, has produced a dilemma. Many NGOs that undertook community organizing in the 1970s and 1980s and then policy advocacy in the mid to the late 1990s, have evolved as contractors of government programs in the late 1990s. While these NGOs have maintained that they have been independent of the government, other NGOs have noted that they may have compromised their independence in obtaining public funds.

NGOs who wish to obtain legal personality should register with the Securities and Exchange Commission (SEC). Legal personality is needed for them to open bank accounts, to enter into contracts, and to raise public funds. According to the guidelines released by SEC in 1997, NGOs organized for charitable, religious, educational, professional, cultural, literary, scientific and civic services or other similar purposes and have an initial contribution of one million pesos, can register as foundations. According to the *Philippine Corporation Code* (Batasang Pambansa 68), ordinary non-stock corporations with an initial contribution of 5,000 pesos may register with SEC.

SEC requires NGOs to regularly report about their operations and to submit several documents, such as a list of incorporators or founders (submitted on a one-time basis), and a general information sheet that contains minutes of annual meetings and audited financial statements.

Licensing and accreditation procedures of NGOs vary according to their orientation or specific purpose (Lerma and Los Banos, 2002). Organizations for social welfare practices, for example, are required to submit to the Department of Social Welfare and Development accomplished application forms, a certificate of their judicial personality, and a certificate of employment of registered social workers.

For NGOs to have a donee status, the major bodies involved are the Philippine Council for NGO Certification (PCNC), the Department of Finance, and the Bureau of

Internal Revenue (BIR) Organized in 1999 by six national NGO networks, including CODE-NGO, PCNC, in partnership with the Department of Finance and the Bureau of Internal Revenue (BIR), certifies non-profit organizations after a stringent review of their qualifications. The BIR grants donee institution status to the organizations certified by PCNC.

Between 2007 and 2008 some adjustments were made regarding PCNC's certification power. On grounds that such power constituted undue delegation of governmental powers to an NGO, the government issued Executive Order 671, rescinding the certification powers of PCNC, and transferring them to several government agencies. Several consultations and meetings were held after the PCNC board questioned the order, explaining that it had already been undertaking such functions efficiently. Moreover, it claimed, the sole prerogative of granting tax-donee status was still with BIR. In March 2008, DSWD (Department of Social Welfare and Development), the Department of Finance, and PCNC arrived at a compromise arrangement, and Executive Order 720 was signed by the Philippine president in April 2008. It requires all NGOs applying for donee institution status to first complete the requirements mandated by the government regulatory agencies before being certified by PCNC. In addition, a DSWD representative is now included in the PCNC Board.

A certificate of donation for every donation received should be submitted to the donor and the Bureau of Internal Revenue (Lerma and Los Banos, 2002; Caucus of Development NGO Networks and the Charity Commission, 2008).

The 1997 National Internal Revenue Code (Tax Code) exempts non-stock, non-profit corporations from income tax (section 30). Registration of a nonprofit organization with BIR is required for them to be tax-exempt.

NGO networks have developed their own codes of conduct. In 1990, CODE-NGO established a "Code of Conduct for Development NGOs" that would help it police its own ranks and strengthen accountabilities of member organizations. Other NGOs and NGO networks have adopted other forms of self-regulation/ self-assessment (Abella and Dimalanta, 2003; Songco, 2007). A funding NGO, the Children and Youth Foundation Philippines, for example, provides prospective grantees a self-assessment tool that they can utilize to evaluate

operations before they request for financial support. Other examples are the Association of Foundations and the Philippine Support Service Agencies, which employ a peer review system wherein an annual report card of membership is presented to the general assemblies.

NGO Relationships with Sectors of Society

According to Alegre (1996), NGOs have very distinct relationships with different non-state sectors of society. These sectors include the following:

1. *People's Organizations (POs)*. NGOs and POs have close links but are organically distinct from each other. NGOs and POs have a common vision for empowerment and development, but they maintain separate interests because their membership and constituencies are distinct from one another. While many POs are NGO-initiated, there are also many POs that are not. In the 1980s and 1990s, many NGOs assisted POs by strengthening their organizational capacities to become independent groups that can advocate for their own issues.
2. *Churches*. The history of the Church and the NGO and PO movements in the Philippines is closely intertwined. The founding of many NGOs is closely associated with church-based social action (mainly Catholic) programs in the 1950s and church involvement in social and political rights in the 1960s and 1970s. NGOs and church (both Protestant and Catholic) groups work together on a range of issues, such as human rights, peace, socio-economic development, electoral reform and transformational politics, agrarian reform, social housing and urban development, and the environment. However, there are particular issues of contention between NGOs and the church, foremost among which is the lack of a common framework in understanding women's rights. There are several NGOs that have substantial Muslim constituencies. They work in the areas of social development and peace and understanding in the country, but especially in Mindanao.
3. *Academe*. Many NGOs collaborate with academic groups on development work. Academics are tapped by NGOs to assess performance and organizational

**The information on the number of members is current as of June 2010.*

management, project designs, evaluation and impact, and the development of new programs and processes. On the other hand, NGOs benefit academic work as the former provides a rich source of data to interpret for further theorizing.

4. *Business*. Many businessmen and business groups engage in social work. The Philippine Business for Social Progress, for example, was created by business groups as a venue for social responsibility. Still another example is the Association of Foundations, established with the support of many corporate foundations. Many business organizations have been established to focus business efforts on specific issues, including the environment (the Philippine Business on Environment), education (Philippine Business for Education) and the disaster response (Corporate Network for Disaster Response).

Mapping of Non-government Organizations

There is currently no single reference that maps the different NGO actors in the Philippines. The following provides a sample of the major networks and aggrupations of NGOs based on interviews. It is by no means an exhaustive listing. Annex 3 provides the contact details of some of the networks discussed in this section while Annex 4 reviews some of the databases that are available on NGOs in the Philippines.

National Networks

Currently, the largest non-government organization coalition in the Philippines is CODE-NGO, with an estimated 2,000* NGOs as members. CODE-NGO itself is composed of six national networks and six regional aggrupations of NGOs, namely:

- **Association of Foundations (AF)**. Created in 1972, it is a coalition of non-government organizations and foundations involved in education, culture, science and technology, governance, social development, environment and sustainable development. It has a total of 154 members nationwide.
- **National Confederation of Cooperatives in the Philippines (NATCCO)**. Organized in 1977, it is a

network of more than six regional cooperative networks and 400 cooperatives nationwide.

- **National Council for Social Development (NCSD).** The first network of social welfare and development organizations whose roots can be traced to the 1949 founding of its predecessor. Most of its member organizations provide services to children and the youth.
- **Philippine Business for Social Progress (PBSP).** Founded in 1970, it is a corporate-led social development foundation whose members include 242 member corporations. It works with communities towards improvement of their access to basic services, livelihood and credit, and information technologies. It aims to strengthen corporate involvement in social development activities.
- **Philippine Partnership for the Development of Human Resources in Rural Areas (PHILDHARRA).** A network of more than 70 non-government organizations involved in community organization and the provision of health, education and livelihood services to marginalized groups in the countryside.
- **Philippine Support Service Agencies (PHILSSA).** A network of NGOs involved in urban development and housing services. It counts 57 non-government organizations as its members.
- **Coalition for Bicol Development (CBD).** Created in 1996, it is an umbrella organization of non-government organizations and people's organizations in the Bicol region.
- **Cordillera Network of Development NGOs (CORDNET).** Founded in 1998, it is a network of provincial NGO networks in the Cordillera Administrative Region. It aims to promote socio-economic upliftment efforts using models that are suited to the multi-cultural characteristic of the region. It has a membership of around 147 NGOs.
- **Western Visayas Network of Social Development NGOs (WEvNet).** It counts six provincial networks and 84 NGOs as its members, and is based in the Western Visayas provinces of Capiz, Antique, Aklan, Iloilo, Guimaras and Negros Occidental.

- **Central Visayas Network of NGOs and POs (CenVisNet).** Founded in 2007 by four provincial networks based in Cebu, Bohol, Siquijor and Negros Oriental, it is one of the youngest regional networks in the region.
- **Eastern Visayas Network of NGOs and POs (EVNet).** It is a regional aggrupation of twelve NGOs and POs based in Leyte, Samar and Biliran.
- **Mindanao Caucus of Development NGO Networks (MINCODE).** Founded in 1991, it is one of the oldest regional aggrupations. It is a network of 12 provincial NGO and PO networks and counts 414 NGOs and POs as its members.

National networks which used to be affiliated with the CODE-NGO include the Council for People's Development, Ecumenical Council for Development, National Secretariat for Social Action (NASSA), and the National Council for Churches in the Philippines.

Church-based National Networks

The **National Secretariat for Social Action** is the primary network of social action centers of the Catholic Church. Social action centers are based in Church dioceses and are involved in various social welfare and advocacy efforts for the socially and economically marginalized sectors.

The **National Council of Churches in the Philippines (NCCP)**, a major aggrupation of the Christian churches, has a network of non-government organizations. The associate members of NCCP include several NGO and NGO networks, working on concerns of, the indigenous peoples, street children, youth and students, and on economic empowerment of communities.

Corporate-based National Networks

The main corporate-based networks, aside from the PBSP, are the **League of Corporate Foundations (LCF)**, the **Philippine Business for Education (PBE)**, the **Philippine Business for Environment (PBE)** and the **Corporate Network for Disaster Response (CNDR)**. LCF, organized in 1996, has more than sixty corporate foundations and business organizations. Its aim is to strengthen corporate social responsibility (CSR) among its members and promote CSR among the general public.

PBE, PBE and CNDR aim to consolidate business philanthropic efforts in the areas of education, environment and disaster response and management, respectively. PBE works closely with the Department of Education in providing scholarships for teachers, teacher training and “adopt a school” program. PBE was established in 1991 to strengthen environmental awareness of corporations and to advocate for sustainable development in public programs. CNDR, organized in 1990, aims to mobilize business efforts in disaster preparedness and mitigation and community rehabilitation.

Provincial networks

There are many provincial - based NGO coalitions established in the past twenty years: Palawan NGO Network, Bohol Alliance of NGO, Negros Oriental Network of NGOs and POs, Kaabag sa Sugbu, Siquijor Caucus of Development NGOs, Sorsogon Alliance of POs and NGOs, Surigao del Norte NGO Coalition for Development, Pampanga Association of NGOs, Antique Federation of NGOs, Aklan Social Development Caucus of NGOs, Capiz Caucus of Development NGO, Guimaras NGO/PO Caucus, Iloilo Caucus of Development NGOs and Negros Caucus, KAPPIA Network in Abra, Benguet Network, Ifugao Network, Mt. Province Network and Kalinga Network. Many of these aggrupations are coalitions of people’s organizations and other civil society groups concerned with strengthening development efforts in their respective provinces.

NGO Networks in Muslim Mindanao

There are several NGO movements in Muslim Mindanao. One of the more prominent is the **Consortium of Bangsa Moro Civil Society** (Coronel, 2005), a consortium of more than ninety Muslim NGOs and Pos. It is engaged in relief, psychotherapy, trauma de-briefing, relocation, housing, livelihood and community rebuilding in Mindanao. It collaborates with non-Moro activist groups as the member organizations participate in city-wide alliances of civil society groups. The **Philippine Council for Islam and Democracy** is another aggrupation of NGOs and POs involved in peace advocacy.

Major Issue-based NGOs and NGO Networks

There are many NGO networks working in various development fields.

- Education. Aside from PBE, the **Civil Society Network for Education Reforms** (E-Net Philippines) is a major aggrupation of NGOs and academic organizations that pushes for reforms in the education system and consolidates non-profit initiatives in improving literacy across the country. PBE, LCF and PBSP are members of the private sector-led **57-75 Movement** which aims to undertake focused interventions and community actions in the education sector.
- Health. The major NGO networks on health include the **Cut the Cost, Cut the Pain** Network (3CPNet) that continues to advocate for cheaper and more affordable medicines, and the **Coalition for Health Accountability and Transparency** that aims to organize a network of organizations that would lobby for the improvement of health care around the country. There are various NGO coalitions focused on specific areas such as the **Philippine National AIDS Council** (a government-NGO body), the **Philippine Coalition against Tuberculosis**, and the **Philippine NGO Council on Population, Health and Welfare**.
- Socially and economically marginalized sectors. The NGOs for Fisheries Reform is the major network of NGOs supporting fisherfolk POs while the **Non Timber Forest Products Network** is an NGO coalition assisting indigenous people’s communities to improve their economic livelihood. There are various NGO coalitions working on different aspects of children’s rights and welfare, including the **Philippine NGO coalition on the Convention of the Rights of the Child**, **Juvenile Justice Network** and the **Philippine Coalition to Protect Children in Armed Conflict**.
- Peace. The **National Peace Conference** and the **Coalition for Peace** (which is at the same time a member of the National Peace Conference) are the major NGO and PO networks involved in peace building (Coronel, 2005). NGOs that are strongly involved in peace advocacy and implementation of peace dialogues are the **Gaston Z. Ortigas Peace Institute**, the **Initiatives for International Dialogue**, the **Assisi Development Foundation** and the **Catholic Relief Services**. Several school-based offices, such as the Miriam Peace Education Center and the Notre Dame Peace Center, are also involved in awareness building for peace.

- Women. The major women's networks include the **Women's Action Network for Development** (a network of NGOs and POs), **CEDAW Watch** (academic based NGOs and POs involved in monitoring the country's commitments to international gender agreements), the **Pambansang Koalisyon ng Kababaihan**, the **Welga ng Kababaihan**, the **National Council of Women of the Philippines**, and the **Advocacy Network**.
- Human Rights. The **Philippine Alliance for Human Rights Advocates**, an organization founded in 1986 by around 100 organizations involved in human rights advocacy, is one of the oldest NGO networks in the country.
- Environment. The major NGO networks are the **Alyansa Tigil Mina**, which is a civil society aggrupation of groups opposed to indiscriminate mining in the country. The **Community Based Forest Management Support Group** is a wide association of NGOs supporting community forestry efforts around the country. **Green Forum**, a major environmental coalition that had its heyday in the 1990s, is still strong in several areas, particularly Western Visayas and Mindanao. Regional NGO coalitions exist to support biodiversity coalitions in several areas.
- Rural Development. Besides PHILDHRRRA, the **Philippine Network of Rural Development Institutes** (PHILNET-RDI) is an aggrupation of NGOs and individuals engaged in organizing, capacity building, and research and advocacy in the rural areas. The **Philippine Rural Reconstruction Movement** is a large NGO with chapters in different provinces nationwide that work across a wide area of development, including capacity building of rural organizations, program implementation and policy advocacy.
- Urban Development. **PHILSSA** is one of the oldest NGO networks in the country that focuses on housing and urban development issues.
- Good governance and social equity. The **Transparency and Accountability Network**, organized in 2000, is an aggrupation of NGOs, business groups and the academe working on the improvement of participation in various government processes. At the advent of the Benigno Aquino administration it got involved in the appointments processes for various constitutional bodies. The **Coalition against Corruption** has as members church networks. The **Social Watch Philippines**, composed of NGOs, POs and academe, was organized to monitor the country's international social development commitments and to assess the adequacy of the national budget in funding these commitments. The **National Movement for Free Elections**, the **Parish Pastoral Council for Responsible Voting** and the NASSA are major organizations involved in electoral reforms. The **Freedom from Debt Coalition** is a major aggrupation of NGOs and political groups involved in monitoring and advocating policies related to debt management, public expenditures and privatization of utilities.
- Migrants. The **Philippine Consortium on Migration and Development** is a major NGO consortium involved in migrant issues. It was organized to coordinate the provision of legal, entrepreneurial and health services to migrant communities and the development and advocacy of policies for the benefit of migrants.
- Legal issues. The **Alternative Law Group** is the network of NGOs that provides legal services to grassroots communities and to other NGOs. It is also involved in judicial reform.

Large local funding non-government organizations

The **Foundation for Sustainable Society Inc.** (FSSI), the **Foundation for Philippine Environment** (FPE) and the **Peace and Equity Foundation** (PEF) are the largest funding organizations in the Philippines. These organizations provide financial resources for various initiatives such as community development, environmental protection, sustainable agriculture, livelihood, education, health and water and sanitation programs throughout the country. The **Philippine Tropical Forest Conservation Fund** (PTFCF) is a financing organization that provides support to organizations for the preservation of tropical forests around the country.

People's organizations networks

There are many PO networks and alliances, and they have yet to be federated at the national level. In the 1980s, many farmers' groups were linked to the

Congress for People’s Agrarian Reform, a federation which advocated for a stronger version of the agrarian reform law. Trade union federations, on the other hand, were linked to the **Labor Advisory and Coordinating Council**. The **Urban Land Reform Task Force** was a lobby group of different urban poor networks that pushed for the passage of various laws on socialized housing.

Socio-civic organizations and other non-profit institutions

Other organizations that are involved in socio-economic development efforts are socio-civic organizations which undertake activities for social and economic development either of their own members, of others, or both. The **Rotary Club**, **Lions’ Club**, and the **Soroptimist International**, for example, work for their own members as well as non-members. The other organizations are business associations such as the **Makati Business Club** and the **Philippine Chamber of Commerce and Industry**. Still others are professional associations such as the **Philippine Medical Association** and the **United Architects of the Philippines**. The law recognizes trade unions and homeowners associations as civil society groups but if we strictly follow the definition stated in the beginning of this paper, they are not non-government organizations.

A SWOT Analysis of the NGO Sector

This section of the paper will present a SWOT (strengths, weaknesses, opportunities and threats) analysis of the NGO sector. But before that, the following key characteristic of the sector observed in the past ten years is offered:

1. **Fairly significant contribution to the economy and employment.** Racelis (2002), evaluating a sample of 110 large non-stock corporations listed in the Securities and Exchange Commission, estimates that non-profit organizations contributed between 1.5 to 3 percent of gross domestic product (GDP) in 1997, or 36.5 billion to 65.4 billion pesos. Clarke (2008), using a larger sample of 250 non-stock corporations, estimates that non-profit corporations contributed around 8.5 percent of GDP in 2005, or 493.7 billion pesos. A survey conducted by the Association of Foundations (2001) in 2000 conservatively estimates that development NGOs contributed around 12.8 billion pesos, or 0.5 percent of GDP, in 1999. Although the figures are not comparable, they indicate a significant contribution of NGOs to the economy.

Chart 1. Estimates of NGO size as percent of GDP

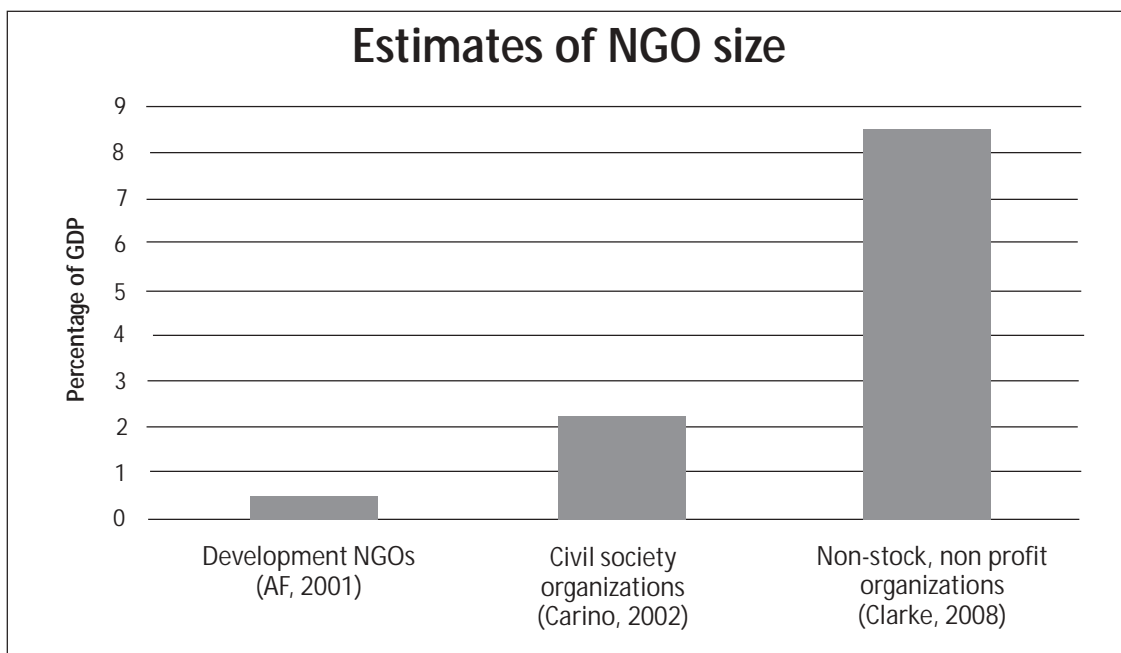
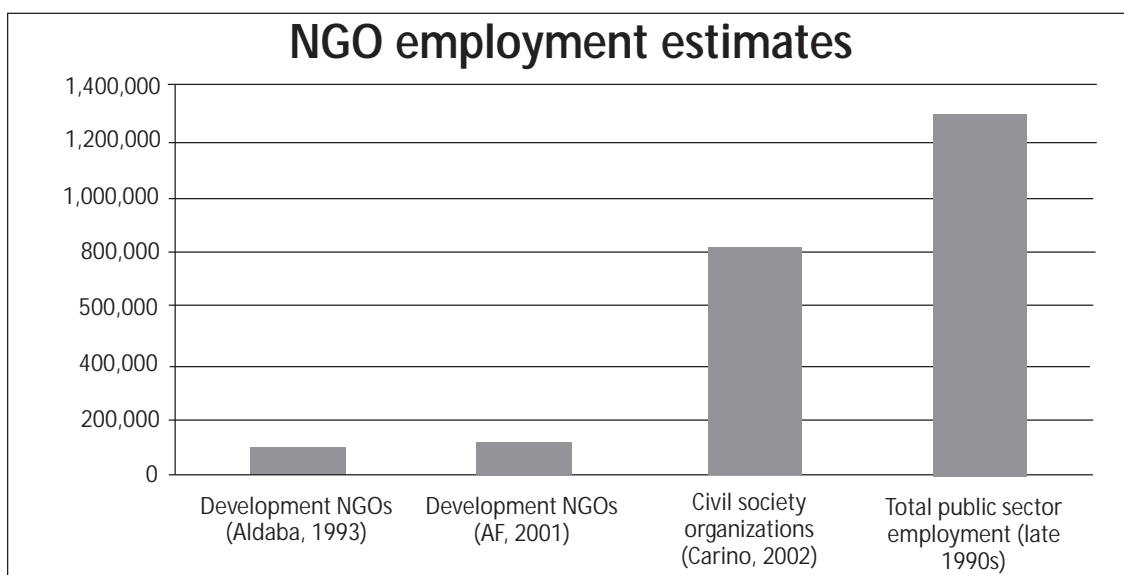


Chart 2. Estimates of total employment in the NGO sector



The NGO sector is also a major contributor to employment in the country. Early review of NGOs (Aldaba, 1993; Association of Foundations, 2001) estimates that there are around 100,000 to 120,000 staff and volunteers employed in development NGOs in the early 1990s. The UP study (Racelis, 2002) also estimates that there are around 184,000 full-time and part-time staff and 631,000 volunteers employed in the non-profit sector in 1997. These

numbers are not insignificant considering that total employment in the Philippines was around 28 million in the late 1990s. Charts 1 and 2 show estimates of the income size and employment of the NGO sector.

2. **High correlation between location of main offices and 'well-off' areas.** Studies by the Association of Foundations (2001) and Clarke (2008) note that the

Table 3. Correlation between Regional Income and Regional Density of NGOs, 2007

Region	Population	Estimated Number of Non-stock Organizations	Organizational density	Average family income
National Capital Region (Metro Manila)	9,932,560	30,706	3.09	266,000
Cordillera Autonomous Region	1,365,412	2,937	2.15	152,000
Autonomous Region in Muslim Mindanao	2,876,077	623	0.21	83,000
Region 1: Ilocos	4,200,478	3,471	0.82	124,000
Region 2: Cagayan Valley	2,813,159	1,691	0.60	126,000
Region 3: Central Luzon	8,204,742	8,633	1.05	160,000
Region 4a: CALABARZON	9,320,629	12,905	1.38	184,000
Region 4b: MIMAROPA	2,299,229	1,246	0.54	103,000
Region 5: Bicol	4,686,669	2,492	0.53	109,000
Region 6: Western Visayas	6,208,733	4,005	0.64	111,000
Region 7: Central Visayas	5,706,953	2,937	0.51	121,000
Region 8: Eastern Visayas	3,610,355	1,068	0.29	103,000
Region 9: Zamboanga Peninsula	2,758,380	1,691	0.61	93,000
Region 10: Northern Mindanao	3,505,558	2,047	0.58	109,000
Region 11: Davao	3,676,163	3,115	0.84	117,000
Region 12: SOCCSKARGEN	3,222,169	1,602	0.49	113,000
Region 13: Caraga	2,095,367	267	0.12	90,000

Note: Organizational density is measured as number of organizations per 10,000 population.
Source: Clarke (2008).

development NGOs are concentrated in large urban centers. There is a positive correlation between NGO density (the proportion of number of NGOs per ten thousand population) and the region's average family income. As Table 3 below shows, this correlation is quite high at over 0.90. This shows that NGOs are created mainly by the middle class. While it is also true that NGOs work outside the areas where their main offices are, these areas are in the periphery of their main offices.

It is also observed that many NGOs and NGO networks have been organized in surrounding regions and cities outside Metro Manila. Since the quality of transportation and communication links between these cities and the surrounding towns has improved, NGO services are delivered more efficiently.

3. **Decline in the number of NGOs with community organizing work, as NGOs with microfinance and/or social enterprise components increase.** NGOs in the late 1990s that were financially sustainable ranked science and technology, environment, microcredit and cooperatives as the activities that they were most active; they ranked low or middle sectoral organizing, such as organizing the urban poor, labor, students, and the youth (Association of Foundations, 2001; see Table 4 below).

Table 4. Matching of Donor Priorities and NGO ranks of financial sustainability, by scope and nature of work, 1999- 2000

Donor Respondents	NGO Respondents
<i>By Funding Priorities</i>	<i>By Sustainability</i>
Livelihood	Science and Technology
Environment	Environment
Health and Nutrition	Microcredit
Microcredit	Cooperatives
Agrarian Reform	Social Services
Cooperatives	Community Development
Gender	Education
Science and Technology	Livelihood
Local Governance	Urban Poor
Social/ Legal Services	Health and Nutrition
Education/ Human Res.	Peace
Population	Agrarian Reform
Sports	Arts
Indigenous Peoples	Student/ Volunteer
Peace	Gender
Arts	Legal Services
Student/ Volunteer	Labor Organizing

There is a perception among some quarters in the development community that community organizing failed to provide tangible socio-economic benefits to marginalized areas (Gonzales, 2005). However, this has been countered by the fact that physical asset transfers (i.e., agrarian reform, urban housing, and ancestral domain titles) have been undertaken in the most organized communities in the country. It is also noted that the slowdown in the implementation of various social reform laws is due to the lack of pressure from organized communities.

One of the factors contributing to this phenomenon is the decline of resource agencies focusing on community organizing work. A cursory review of the official development assistance (ODA) facilities provided by the National Economic Development Authority (NEDA) in Annex 5 shows that most of the foreign donors focus on service delivery and research, although community organizing could be undertaken as a secondary activity in projects submitted for funding.

4. **Corporate foundations are increasing in number.** The members of the League of Corporate Foundations have grown in number from around sixty in 2005 to more than 80 in 2010. These institutions are increasing because they are able to muster enough resources from their mother institutions and there is an increase in the in the corporate community's and the general public's awareness of corporate social responsibility (Gonzales, 2005). In many cities outside Metro Manila, corporate social responsibility activities among small and medium enterprises and philanthropy in the corporate networks are increasing in number.
5. **Women play a significant role in the NGO movement.** Female NGO executive directors outnumber their male counterparts. Among all aggregate staff of the NGO sample surveyed by the Association of Foundations (2001), women outnumbered men by a ratio of six to four. However, many NGOs have not yet established formal rules on equal opportunities for women. A survey by the Civil Society Index Philippines (2010) reports that only 53 percent of non-profit organizations have written gender equality policies.

Strengths

The internal strengths of the NGO sector are the following:

1. **Presence of formal internal governance systems.** Various surveys (Association of Foundations, 2001; Domingo, 2005; Civil Society Index Philippines, 2010) note that many established NGOs comply with the minimum legal requirements for operating as non-profit entities. Many have a board of directors and many regularly submit required reports. The number of board members in these NGOs more than satisfies the requirement (Domingo, 2005); while existing laws require that there should be at least five members, the average number of members is around nine or ten, with some having around 15 members. NGOs put a lot of effort in determining the size, composition and functions of the board. However, one should note that a large board size does not mean better corporate governance. Many large NGO boards are often inactive and difficult to convene. Larger NGOs also have formal planning mechanisms and program/ project review systems. However, only very few have successor planning mechanisms (Domingo, 2008).

Democratic decision-making is also observed in many NGOs. More than 70 percent of civil society organizations in the Civil Society Index survey reported that major decisions were made by their elected leaders or board members. However, many NGOs have problems distinguishing between the governing and accountability making functions of the boards, and the executive and management functions of the NGO heads. Boards only operate on a very perfunctory basis and have very nominal powers while the organization's chief executive officer holds the real decision-making powers (Aldaba, 2003). Thus, several NGO networks, including the Association of Foundations, have developed programs to educate the members of NGO boards on their corporate and fiduciary responsibilities.
2. **Strengthened self-regulatory initiatives.** As noted in the review of the regulatory system above, NGOs have been policing their ranks in order to promote institutionalization of governance and

accountability structures. There are indications that NGO coalitions are reviewing the monitoring systems within their ranks in order to strengthen them.

3. **Relatively stable number of volunteers.** Cariño (2002) noted in 1997 that there were more than 600,000 volunteers assisting various non-profit organizations. In early 2001 it was estimated that around three to eleven percent of the population were volunteers of civil groups (World Values Survey, 2001). The Civil Society Index Philippines noted that five percent of the population was active in various non-government organizations in 2009 (Civil Society Index Philippines, 2010). This shows that NGOs have a relatively large pool of individuals to draw from.
4. **Relatively good level of ICT resources and use.** Around three fourths of the organizations surveyed in the Civil Society Index (Civil Society Index Philippines, 2010) have moderate to high access to information and communication technology resources (such as telephone, facsimile, personal computer, internet connection). This affirms the results in an earlier survey (Association of Foundations, 2001) and shows that NGOs have already acquired some level of information technology in order to more effectively communicate with others. However, the Foundation for Media Alternatives (2001b) notes that there may be problems in effectively using the technology for programs and project implementation.
5. **Most NGOs are affiliated with networks and associations.** NGO surveys (Association of Foundations, 2001; CSI Philippines, 2010) consistently show that NGOs are strongly connected to each other through coalitions, aggrupations, networks and associations. More than 56 percent of organizations surveyed in the late 1990s reported that network building was one of their greatest strengths. Almost two thirds of the non-government organizations in the Civil Society Index organization survey report that they are part of a network or they meet regularly with other organizations.
6. **Good value orientation of NGO leaders and staff.** One of the significant contributions of the NGO

sector to Philippine society is the institutionalization of many progressive political, economic and social norms and values (Alegre, 1996). Catchwords, such as “people’s participation,” “sustainable development,” and “women’s empowerment,” all have gained widespread acceptance in the country mainly due to the advocacy of the NGO sector and other grassroots movements. NGO personnel have absorbed these norms. Many publish their financial records either in a bulletin board or website for transparency and accountability (Civil Society Index Philippines, 2010). And NGO workers are more trusting of others compared to the general population.

But many practices, such as those related to equal opportunities in terms of gender, and respect for labor rights and environmental norms, remain to be codified. And many of those who belong to NGOs tend to be less tolerant of people of other races and religions, and are less “public spirited” than the general population.

7. **Capacity for policy advocacy.** NGOs have a capacity for policy change advocacy. The passage of the Indigenous Peoples’ Rights Act (recognizing the indigenous peoples’ rights over their ancestral domain), the Fisheries Code (giving marginalized fisherfolk exclusive access to coastal areas) and the Comprehensive and Integrated Shelter Financing Act (which opened to the urban poor access to government funds for social housing projects) was due to their efforts.

There are many factors that explain NGO successes in the area of advocacy. (Razon-Abad and Miller, 1997; Magadia, 2003). These include the presence of coalitions that span a wide portion of the civil society, and full-time secretariat that can provide expertise and technical knowledge on building alliances; speedy decision-making processes within the coalition; a willingness and ability to negotiate with government; a strong popular education component to make the general public understand the issues involved in these advocacies; and, a more dynamic view of the state which helped the groups identify allies for their policy proposals. Another important component is the acceptance of the civil society proposals by critical elements of the government.

Weaknesses

At the same time, the NGO sector continues to face challenges in terms of widening their internal capacities. Some of them are:

1. **Continued dependence on declining volume of grant funding, especially from abroad.** In the late 1990s, foreign foundation, bilateral, and multilateral grant funding comprised 30 to 45 percent of the NGO sector’s income, while local grant funding comprised 10 to 15 percent (Association of Foundations, 2001). However, there are indications that local resources are increasing as a source of NGO income. In the Civil Society Index survey, NGOs report that service fees and corporate donations make up the second and third largest source of their funds, respectively.
2. **Weak participation in governance and ODA allocation.** During the past twenty years, many mechanisms were created to increase the participation of NGOs in governance. At the national level, there was a plethora of commissions and councils that existed and continue to exist (i.e., Philippine Council on Sustainable Development, National Anti-Poverty Commission, National Commission on the Role of Filipino Women) that allow for institutionalized participation of NGOs and other civil society groups. But NGO participation has continued to be weak because of the inadequate capacity of NGOs to engage the government on a sustained basis, a lingering distrust of government by many NGO groups, and the hostility of government officials to NGO participation (Gonzales, 2005). Still, in some government agencies, NGOs continue to enjoy friendly relations with government bureaucrats.

The Local Government Code of 1991 opened many avenues to NGO participation in local development. While around 5,000 NGOs and POs applied for accreditation in 1992 (in which 3,100 were approved and 729 were pending) (Buendia, 2005), by 1993, more than 16,000 NGOs and POs were accredited in various local government bodies (Silliman and Garner-Noble, 1998). More than 4,600 NGO and PO representatives were reported sitting as members of local special bodies. But NGO

participation has been constrained by the lack of familiarity with government rules and mechanisms (Capuno, 2007; Gonzales, 2005). Despite the presence of NGO-PO desks in a majority of cities in 2004, i.e., functioning desks were present in 64 or 112 cities (Bureau of Local Government Supervision, 2006), only a third of cities reported that NGOs participated in projects supported by their local development fund.

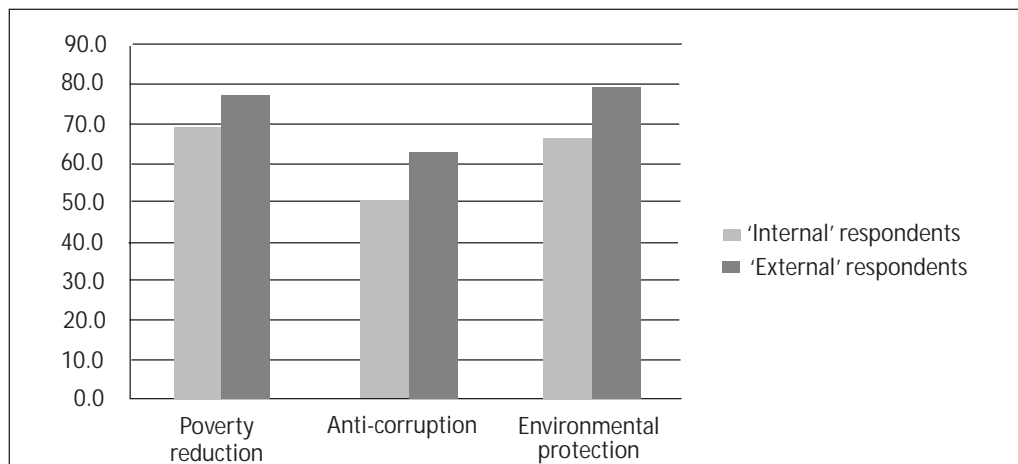
Another area where NGO participation is weak is the planning and monitoring of donor-funded projects. The lack of financial resources and weak analytical capacity of NGOs are some of the main constraints that NGOs face when dealing with donors (Gonzales, 2005).

3. **Weak impact of projects relating to livelihood development and entrepreneurship.** There is a perception that NGO economic projects have had very limited success, and there are some indications that the perception is true (Gonzales, 2005). This can be traced to project interventions and poor quality of program design (i.e., poor targeting).
4. **Lack of second liners and a declining level of attractiveness to the youth.** Several donor agencies and NGO leaders acknowledge that the loss of institutional grant funding has severely affected their ability to implement programs that enhance

the capacities of their human resources. At the same time, there are some indications that the salary at the middle or upper level of NGO management, especially in smaller NGOs, has not kept up with industry standards (Aldaba, 2001). The limited pool of college graduates that join social development work (many of the pioneering NGOs that were founded in the 1970s and 1980s were founded by young professionals who just graduated from the university) has contributed to the lack of second liners in many NGOs. This is mainly because educational institutions, especially Catholic tertiary institutions have de-emphasized the importance of community development as a path towards socio-economic change. However, there are many students and youth that are particularly interested in several areas of development work, particularly in environmental and peace activities.

5. **Many NGOs do not have a system to measure outcomes and impacts.** Many studies (Aldaba, 2001; Cariño, 2002; Abella and Dimalanta, 2003; Gonzales, 2005) note that NGOs are weak in developing structural measures to measure performance and impact of their policies and projects. While they have developed systems to better measure outputs and processes, there is no systematic assessment/ audit of the changes in the welfare of their beneficiaries brought about by the programs and projects that they implement.

Chart 3. External and Internal Awareness of Development Impact, 2009



Note: "Internal" respondents are respondents from NGOs' own membership. "External" respondents are respondents from a purposive survey of academic, government, religious, and media leaders.
 Source: Civil Society Index Philippines (2010).

Baseline studies continue to be implemented cursorily, even if there is greater awareness among groups that these should be constantly undertaken.

6. **Limited administrative and program capacities.** Cariño (2002) notes that NGOs are constrained by the “technical competence required in developing public programs and projects”. Gonzales (2005) notes that NGOs lack sufficient capacity in policy research and development, technical documentation, organizational management and social entrepreneurship. Abella and Dimalanta (2003) note that the development of the financial management systems of NGOs is focused on specific funding agencies; thus, these systems need to be transformed every time a new donor provides funds.
7. Vulnerability to control by politicians and political groups. NGOs are vulnerable to intervention by politicians and political groups that have set up non-profit groups as tools to deliver services and goods to their constituents Alegre (1996). There are also indications that NGOs have been used to divert state and foreign donor funds to political groups.
8. Weak documentation of NGO efforts. Formal recording of NGO work and practices has been very limited. Various organizations give low priority to research and documentation. Research and academic institutions that focus on the NGO sector are few.

Opportunities

Some of the external opportunities that the NGO sector may take advantage of are the following:

1. Good perception of the impact of program and policy work, especially in terms of poverty alleviation and environmental protection. Leaders of politically and economically influential groups’

perception of the NGO sector is generally good and positive and much better than what NGO leaders themselves acknowledge (Civil Society Index Philippines, 2010). Chart 3 below shows that more than sixty percent of “external” respondents rate the impact of NGO work in poverty alleviation, anti-corruption and environmental protection as either high or moderate. This is around ten to fifteen points higher than the self-rating of NGOs.

2. **High level of trust by the general public, but declining trust among influential sectors.** NGOs continue to command the respect of the general public. Civil Society Index Philippines (2010) notes that more than 80 percent of those surveyed in 1999 stated that they had a “great deal” or “quite a lot” of trust in civil society organizations, such as NGOs. This compares favorably with the more than 70 percent rating for environmental and women’s groups, based on a survey done in 1996 and 2001. However, there is a perception among leaders that the reformist orientation of the NGO sector has been slightly tarnished due to several high profile cases of financial mismanagement and accusations of rent-seeking in the past several years. And because NGOs have pervaded many areas of society (politicians, entertainment personalities, media and religious groups have organized NGOs), NGOs now do not merely reflect interests of the marginalized sector, but rather, of diverse sectors of society.
3. **Increasing opportunities for sub-contracting work in foreign donor projects and the creation of new local funding windows in the last 15 years.** NGOs are major recipients of subcontracting work by government agencies — they undertake projects fully or partially funded by foreign donors. These may be projects related to agrarian reform, environment, urban development and housing and others. An example is the Kapit Bisig Laban sa

Table 5. Latest asset levels of large local grantmaking NGOs

Local foundation	Total assets- most recent annual report	Total assets- previous year report
Peace and Equity Foundation	P 1,362 million (2009)	P 1,802 million (2008)
Foundation for Sustainable Society	P 793 million (2008)	P 793 million (2007)
Foundation for Philippine Environment	P 769 million(ending June 30, 2009)	P 755 million (2008)
Philippine Tropical Forest Conservation Fund	P 193 million (2008)	P 250 million (2007)

Source: Securities and Exchange Commission I-View, www.sec.gov.ph.

Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAH-CIDSS) Program in 2003 to 2009 of the Department of Social Welfare and Development, funded by a US\$100 million loan from the World Bank. NGOs were tapped to do a pilot study and to assess the program.

In the past ten years or so, major local donor agencies were created to support NGO activities. Before the financial crisis hit the local financial markets, three major local donors (FPE, FSSI, and PEF) provided more than a quarter of a billion pesos in resources annually. And in 2002, a new trust fund with an endowment of around P 400 million was created for environmental conservation activities. See Table 5 below for the resources of the largest local grant making NGOs.

4. **Opportunity to influence national policy and program.** NGO capacity to influence policy-making and government programs has been constrained during the past several years. Several cabinet secretaries, closely identified with the NGO sector, left the Arroyo administration after the president was accused of committing electoral fraud in the 2004 presidential election. This has resulted in no new major community-based program initiatives from the government (the KALAH-CIDSS program, initiated in 2003 could be the last major initiative). When the government issued new rules rushing the process of appointments of civil society representatives to the National Anti-Poverty Commission, NGOs protested (Caucus of Development NGO Networks, 2010). And last but not least, the Department of Environment and Natural Resources has restricted NGO access to environmental impact assessments.

But at the same time, because of the continued existence of spaces for NGO involvement in policy-making (i.e., the presence of government councils, commissions and other bodies), and the presence of bureaucrats in specific agencies who are friendly to NGOs, many government-NGO collaborative initiatives have continued to survive. New laws, such as the law extending the agrarian reform program, the Magna Carta for Women, and expanded benefits for senior citizens were passed during the past three years, thanks to NGO advocacy.

Also, many initiatives for good governance continue to persist despite tepid support by national and local governments. Social Watch Philippines and other groups have continued their budget accountability processes. The Alternative Law Group continues to participate in the Supreme Court's judiciary reforms.

5. **Resources from Diaspora groups.** Filipino overseas has been an increasingly important source of funding for non-profit activities. Garchitorea (2007) cites several reasons why Filipino Americans support philanthropic activities for the Philippines. One reason is the desire to give back, to the country of their birth. Another is compassion for the poor and the victims of natural disasters, especially in their home towns. Still another is a longing to maintain ties with their homeland. However, there are no estimates of financial support given by overseas Filipinos to NGOs. Nonetheless, the size of bank transfers from abroad may still be increased by reducing the costs of bank transactions and giving financial incentives to donors. This is especially needed, given the fact that Filipinos give indiscriminately and in small amounts.

Moreover, there are also opportunities in tapping local charity. Fernan (2002) and Alba and Sugui (2009) estimate that Filipino charitable contribution amounts to 1 to 1.8 percent of total family expenditures.

Threats

Some of the external threats that the NGO sector faces are the following:

1. **Disappearance of many bilateral NGO funding windows.** Gonzales (2005) notes that in the past fifteen years many bilateral funding mechanisms have closed down. Three of them are the United States Agency for International Development's PVO Co-Financing Program and the Canadian International Development Agency's Canada Fund for NGOs and the Philippine Canadian Development Fund. While NGO co-financing schemes have been made available by the European Union and by German and Dutch foundations, there is evidence that the resources available for development

activities are smaller than in the past. ODA grants (mainly made by bilateral and multilateral agencies to the national government) that the Philippines has received since the mid 1990s have also considerably decreased; from a peak of US\$ 900 million in 1993, total grants disbursed to the country was only a bit over US\$ 400 million in 2008 (see Chart 5).

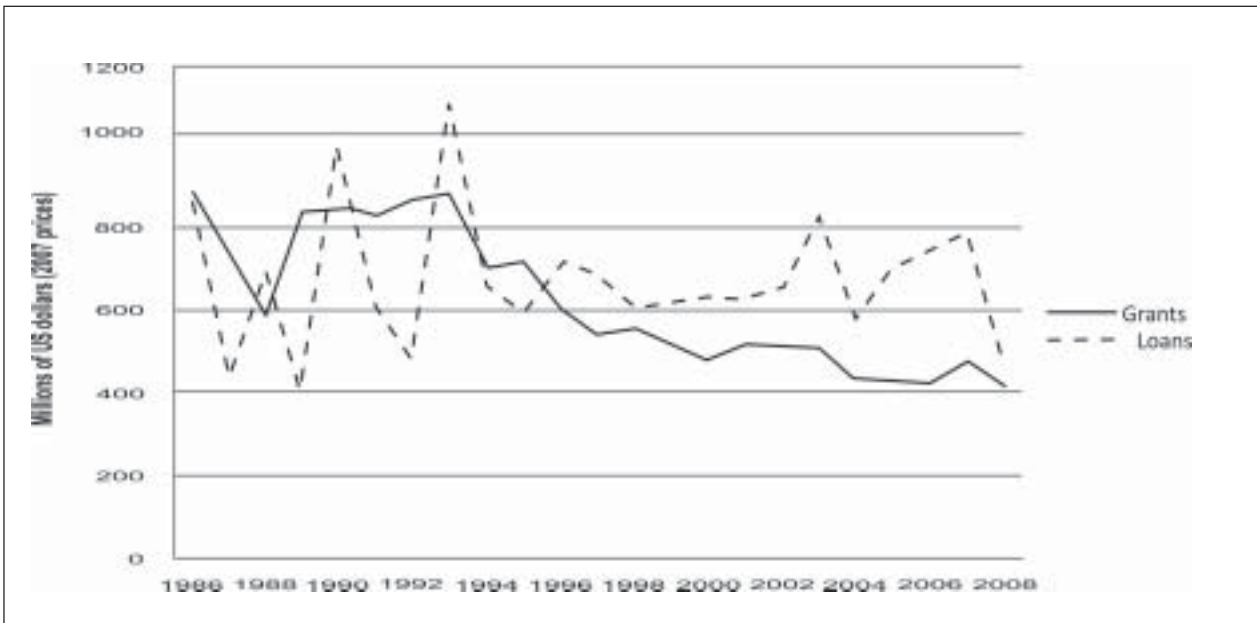
2. **Weak and inconsistent public regulatory regime.** A study undertaken in 2007 and 2008 by the Caucus of Development NGO Networks and the Charity Commission (2008) notes that the public regulatory regime for NGOs is still far from satisfactory. Policies and existing practices by government registering and licensing agencies are weak in terms of protection from NGO abuse and in terms of mitigating NGO risks. The study also notes that while there are government departments that have done an effective job in terms of monitoring the work of non-profits, other agencies are constrained in terms of: a) the lack of mandate to supervise NGO activities; b) limited financial and human resources; c) lack of systems to take in and manage information on the nature and activities of NGOs; and d) lack of common understanding among the

bureaucrats of the norms for the protection of NGOs.

3. **Persistence of poverty and inequity.** The decline in poverty incidence in the Philippines has stalled during the past several years. Despite an average of 4 percent gross national product growth in the 2003 to 2006 period, headcount index of poverty had increased from 24.4 percent in 2003 to 26.9 percent in 2006, close to the 27.5 percent recorded in 2000 (National Statistical Coordination Board, 2008). In fact, the magnitude of poor fisherfolk, women, migrant, youth and formal sector workers increased during this period (Castro, 2009). Also, income inequality, as measured by the Gini index, has hardly changed since the 1980s; in 2006, the index was 0.46, not significantly lower than 0.44 in 1985.

The unchanging picture of poverty and inequity is partly due to the tepid efforts in terms of implementing the social reform legislation enacted more than ten years ago (Philippine Partnership for the Development of Human Resources in Rural Areas, 2007). It could also be traced to the nature of economic development in the country. Growth is

Chart 5. Total ODA Grants and Loans Disbursed to the Philippines, in millions of US dollars (real 2007 prices), 1986- 2008



Note: The amounts reflect the official ODA provided by bilateral and multilateral agencies.
 Source: Organization for Economic Cooperation and Development Development Assistance Committee Aid statistics <http://www.oecd.org/dac/stats/data>.

restricted to a few sectors (mainly the business process outsourcing, finance and telecommunications industries) where only a small proportion of the underclass is employed (Habito, 2010).

4. **Unsolved major political and social issues, including corruption, peace and order and environmental destruction.** The Philippines continues to rank low in perception surveys on corruption and lack of transparency - it is in the lowest quartile of countries in terms of corruption scores (Transparency International, 2009). The peace negotiations between the government and the Moro Islamic Liberation Front, a key armed group based in Mindanao has stalled, and there is no progress in terms of discussions with the communists. While there is some indication of improvement in environmental sustainability, mining advocates claim that unabated mining especially in the past five years put severe constraints on the capacity of the country's natural resources to cope with the growing population.

Summary and Preliminary Recommendation for Further Investigation

The Philippine NGO sector is said to be one of the most dynamic in the region. The sheer size of the sector makes it a major force for social and economic development in the country. NGOs have made a contribution to poverty alleviation and environment protection. However, as this monograph has shown, there is still room for improvement in their impact on the macro level. Specifically,

1. NGOs have to assess their program and project impacts and outcomes. There are many types of development activities which NGOs undertake, but

which areas are they most effective vis-à-vis other development actors (church, national government, local government, people's organizations)? To answer this, there has to be an examination of the impacts of NGO development projects.

2. NGOs should examine the factors that comprise their "policy success." Corollary to the first point is a more thorough examination of the factors that allow NGOs to successfully lobby government to undertake development policies. It is also important to review how the policies advocated by NGOs have affected the poor.
3. NGOs should examine the factors that sustain them. Despite programmatic and administrative weaknesses, NGOs continue to survive (Cariño, 2002). What are the factors most necessary for the continued existence of NGOs, besides financial resources? Is it the clarity of the mission and vision? Is it the quality and depth of leadership? Or is it a supportive policy environment? Which factors are most crucial?
4. NGOs should find out the effective spaces for strategic learning. There are many strategic studies of the NGO sector that have been undertaken in the past (Alegre, 1996; Gonzales, 2005). What are the most effective methodologies for NGOs to learn from these assessments and develop new strategies?
5. There seems to be a need to further map the areas where NGOs operate. These areas may differ from the location of their main office.
6. Since people's organizations and organizations of marginalized groups are an important grouping in development efforts, there is a need for an analysis of people's organizations, which this monograph omits.

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Fely Soledad, Executive Director, Philippine Council for NGO Certification, February 15, 2010, Manila.

Edil Guyana, Program Coordinator, Good Governance, National Secretariat for Social Action, February 17, 2010. Telephone interview.

Sixto Donato Macasaet, Executive Director, Caucus of Development NGO Networks, February 19, 2010, Quezon City.

Joey Austria, Division Chief, Special Concerns Office, Department of Environment and Natural Resources, February 22, 2010, Quezon City.

Alice Bonoan, Director IV, Standards Bureau, Department of Social Welfare and Development, February 22, 2010, Quezon City.

Rommel Linatoc, Program Secretary, Christian Unity and Ecumenical Relations, National Council of Churches in the Philippines, February 22, 2010, Quezon City.

Vincent Lazatin, Executive Director, Transparency and Accountability Network, February 23, 2010, Quezon City.

Janet Carandang, Senior Program Officer, Social Watch Philippines, February 23, 2010. Telephone interview.

Eric dela Torre, Senior Program Officer, Team Energy Foundation, February 23, 2010. Telephone interview.

Roy Tordecilla, Mindanao Operations Officer, World Bank Manila Office, February 23, 2010. Telephone interview.

Atty. Jose Andres Canivel, Executive Director, Philippine Tropical Forest Conservation Fund, February 24, 2010, Makati.

Ellen Pedrosa, MD, Executive Director, Althealth Foundation, February 24, 2010, Quezon City.

Roundtable Discussion with Metro Manila-based NGO leaders, March, Quezon City.

Roundtable Discussion with Mindanao-based NGO leaders, March, Davao City.

Annex 1

Directory of NGO Networks in the Philippines

A. Major National and Regional NGO Networks

Network (Date founded)	History/ Nature	Activities	Contact information
Caucus of Development NGO Networks (1990)	Founded as an aggrupation of NGOs to forge broad unity among the different development NGOs in the Philippines	Strengthening the capacities of member organizations, advocating for reforms in political and social governance, developing regional partnerships for poverty reduction and strengthening international linkages with NGO networks in other countries.	Sixto Donato Macasaet , Executive Director 69 Esteban Abada Street, Loyola Heights 1108 Quezon City, PHILIPPINES 632-920.2595, +632-926.8131 632 435-6616 loc. 103 http://www.code-ngo.org
Association of Foundations (1972)	First heterogeneous network in the Philippines for foundations and NGOs involved in funding and philanthropy.	Conducts institution and capacity building for members; Steward of the Philippine Foundation Center (PFC), Southeast Asia's first one-stop resource and information center on Philippine NGOs, foundations and the civil society sector; supports the establishment of community foundations – localized private/non-profit units that mobilize resources for projects in defined areas	Room 1102, 11th Floor Aurora Tower, Araneta Center Cubao, Quezon City Norman Jiao , Executive Director Tel/Fax: +63 2 911-9792 Tel No: +63 2 913-7231 e-mail: afonline@info.com.ph
National Confederation of Cooperatives (1977)	A cooperative network of 420 primary cooperatives, 128 of which are direct affiliates and 6 are regional organizations; originally organized in response to the growing training and educational needs of the primary cooperatives and to organize cooperatives' political voices on national issues.	Primary focus is financial intermediation for cooperatives, providing a wide array of financial and banking services, and maintaining stabilization and central funds.	227 J. P. Rizal Street Project 4, 1109 Quezon City Sylvia Paraguya , Chief Executive Officer Telefax: +63 2 913-7016 Tel No: +63 2 913-7011 to 14; +63 2 912-6005 e-mail: ceo@natcco.coop www.natcco.coop
National Council for Social Development (first founded as Council of Welfare Agencies in the Philippines, Inc. (CWAPI) in 1949, reformed as NCSD in 1988)	The first social development network in the Philippines, originally focused on street children.	Conducts a variety of social development projects, sometimes with collaboration from other agencies and actors.	4/F 900 United Methodist Church Headquarters Building United Nations Avenue, Ermita, Manila Corazon Paraiso , Executive Director Tel: +63 02 523 4846; Fax: 524 8043 e-mail: ncsdphils@yahoo.com
Philippine Business for Social Progress (1970)	Created by prominent business leaders in the Philippines to promote commitment to social progress.	Promotes corporate social responsibility (CSR); provides financial assistance and funding for development and poverty-alleviation projects throughout the country.	Philippine Social Development Center, Real corner Magallanes Streets Intramuros, Manila Rafael Lopa , Executive Director Fax No: +632 527-3743 Tel Nos: +632 527-3745; +632 527-7741 loc. 213 e-mail: pbasp@pbsp.org.ph

Network (Date founded)	History/ Nature	Activities	Contact information
Philippine Partnership for the Development of Human Resources in Rural Areas (1978)	Created to advance rural development and agrarian reform in the Philippines and support NGOs dedicated to these objectives.	Conducts community organizing, sustainable agriculture, livelihood projects, education, primary health care, gender equity, cooperatives and enterprise development, among others.	www.pbsp.org.ph #59 C. Salvador Street Loyola Heights, Quezon City Divina Luz Lopez , Executive Director Telefax: +63 2 436-0702/426-6740 e-mail: nc@phildhrra.net www.phildhrra.net
Philippine Support Service Agencies (1988)	Formed as a non-stock service network of largely-urban based social development organizations and NGOs.	Serves as a network and resource center for NGOs and experts that wish to advance the causes of urban poor and marginalized, such as out-of-school youth, informal settlers, slum-dwellers, women and children.	3/F Hoeffner Hall, Social Development Complex Ateneo de Manila University Loyola Heights, Quezon City Benedict Balderrama , National Coordinator Telefax: +63 2 426-4327 Tel Nos: +63 2 426-6001 loc. 4854; e-mail: philssa@pldtdsl.net www.philssa.org.ph
Coalition for Bicol Development (1996)	Formed to consolidate resources and activities, as part of a desire to coordinate the NGO community in Bicol and to make their efforts worthwhile.	Undertakes capacity-building for member NGOs, provides support for member NGOs' respective advocacies and projects.	CASAFI Compound Liboton St., Naga City 4400 Joy Oropesa-Bañares , Officer-in-Charge Tel/Fax: (054) 472.2569 E-mail Address: cdbbicol@yahoo.com
Cordillera Network of Development NGOs (1998)	A diverse network of 147 NGOs and People's Organizations (POs), with the purpose of promoting sustainable development and maintaining the cultural diversity and natural systems of the Cordilleras	Works actively with other stakeholders towards the sustainable development of the Cordillera Region; promotes crafting of development models that are suited to the unique and multicultural landscape of the region; reshaping of social architecture of governing relationship through the piloting and testing of a model on localized anti-poverty project designed by CODE-NGO.	c/o Shontoug Foundation 15 Gibraltar Road Good Shepherd Compound Baguio City Marietta Paragas , President Tel/Fax: +63 74 444-7197 e-mail: cordilleranetwork@gmail.com
Western Visayas Network	The leading NGO network in Western Visayas, focuses on sustainable development and the empowerment of citizens, particularly those of Western Visayas; has 6 provincial networks under its umbrella, representing 84 NGOs in Western Visayas	Building-up the capacities of its members, partners and constituencies, implementation of innovative programs and advocacies for sustainable development and good governance.	c/o Iloilo CODE, 72 Matilde Subdivision Jalandoni Street, Jaro, Iloilo City Emmanuel Areño , Executive Director Telefax. +63 33 508.6527 e-mail: icode@skynet.net website: www.wevnet.org
Eastern Visayas Network of NGOs and POs (EVNet)	The main regional NGO network in Leyte, Samar and Biliran, with 12 NGOs and POs among its members.	Reduction of poverty and promotion of sustainable development by strengthening partnerships in Eastern Visayas; pooling and sharing resources, expertise and information among member organizations; biodiversity conservation and protection; capacity building; regional sustainable development and social entrepreneurship.	VICTO Building, 1430 Main Street Sampaguita Village, Tacloban City Paulina Lawsin-Nayra , Vice Chairperson Telefax. (053) 524.4903 E-mail. easternvisayas@ymail.com website: http://evnet.multiply.com
Central Visayas Network (CENVISNET) (2007)	A relatively recent network, having been registered with SEC only in 2007; a regional NGO network linking NGOs in the Central Visayas Region, most of which were formed following the passage of the 1991 Local Government	Members offer varied development programs serving different sectors in the region, such as fisherfolk, urban workers, farmers, women, children, youth, agrarian reform communities, senior citizens, people's organizations and academe.	c/o NEGORNET YMCA Complex, 151 North Road 6200 Dumaguete City Gregorio Fernandez , Coordinator 25.1519 @gmail.com

Philippine Non-Government Organizations (NGOs): Contributions, Capacities, Challenges

Network (Date founded)	History/ Nature	Activities	Contact information
Mindanao Coalition of Development NGOs (1991)	Code. The primary coalition of NGOs in Mindanao, with 12 regional networks and a total of 414 NGO organizations	Facilitates fora for discussion, dialogue and coordination among Mindanao networks and NGOs concerning development programs and their impact on the Mindanao communities.	3 Juna Avenue corner Camia St. Juna Subdivision, Matina, Davao City Ian Digal, Program Officer Telefax: +63 82 299-0625 e-mail: secretariat@mincode.org
National Secretariat for Social Action (1966)	This is the social arm of the Catholic Bishops Conference of the Philippines.	Ongoing formation towards mature social consciousness; initiating and supporting sustainable development programs that uphold the integrity of the human person and of creation and are gender and children sensitive; delivering development programs and services for the empowerment and strengthening of Basic Ecclesial Communities and other faith communities; promoting cooperation and dialogue with other cultures and faiths in pursuit of genuine justice and peace; and linking and networking with other like-minded groups: non-government organizations, people's organizations, and government organizations.	CBCP-NASSA Caritas Filipinas Foundation Inc. Tel: 527-4163 / 527-4147/ 527-4134 Fax: 527-4144 Email: admin@nassa.org.ph
League of Corporate Foundations (1991)	An offshoot of the Association of Foundations.	Acts as a service provider to its members for enhanced institutional capabilities in distinct areas of social development; engages in external advocacy work; technical services such as research and training can also be accessed from and utilized by member foundations.	Unit 704 Midland Mansions Condominium 839 A.S. Arnaiz Ave., Legazpi Village Makati City 1226, Philippines Jerome V. Bernas , Executive Director Phone Number: (+632) 892.9189 Fax number: (+632) 892.9084

B. Provincial NGO Networks

Network (Date founded)	History/ Nature	Activities	Contact information
Palawan NGO Network, Inc. (1991)	Formed as a coalition of Palawan-based NGOs capable of presenting a broader NGO consensus that would carry more weight in the policy-making process in various local government units in the province.	Conducts advocacy and lobbying for various developmental concerns; deliberates and studies development projects; with a view on ensuring sustainable and equitable development in the province.	Unit 3 Zanzibar Building, Rizal Avenue, Puerto Princesa 5300, Palawan, Philippines. Laurence Padilla , Chairperson Telefax: (048)433-5525 pnni@pal-onl.com
Iloilo Caucus of Development NGOs	This network is under the Western Visayas Network of NGOs and POs	Networking, with a view to improving competencies, financial and human resources and member coordination of member; developing critical partnership with development Institutions, using advocacy, multi-stakeholder partnership, and service synchronization; modeling of sustainable development Initiatives in Iloilo.	Iloilo CODE NGOs, Inc. 36 D. B. Ledesma St., Jaro, Iloilo City 5000 Philippines Tel: (63-33)320-35-90, 508-65-27 icode@skyinet.net

C. Other National NGO Networks

Network (Date founded)	History/ Nature	Activities	Contact information
Corporate Network for Disaster Response (1990)	A network of various corporations and companies committed to disaster relief.	Conducts emergency response initiatives in times of disasters; provides support for community-based risk management, business disaster preparedness, and resettlement assistance, among others.	Unit 606 City Land Megaplaza Building, ADB Avenue cor. Garnet Road, Ortigas Center, Pasig City Phone Number: 687-9228 Fax Number: 687-4208 Email Address: secretariat@cndr.org.ph Website: www.cndr.org.ph
Philippine Business for Education	A network of business corporations that are concerned with education reforms in the Philippines.	Identifying opportunities that can be used to direct, accelerate, broaden and sustain education reforms; consideration of such opportunities with full knowledge and information; mobilizing commitment for such actions.	11 th Floor, PHINMA Plaza, 39 Plaza Drive Rockwell Center, Makati City, Philippines Peter A. V. Perfecto, Associate Director pvperfecto@phinma.com.ph Phone Number: (02)8700219 or (02)8700227 Fax: (02)8700466
Philippine Business for the Environment (1992)	A non-profit network of business corporations, committed to sustainable development.	Provides environmental information support and serves as an environmental advocate; acts as a catalyst for corporate environmental action; links business with other groups to create environmental partnerships.	2nd Floor, DAP Bldg., San Miguel Ave., Pasig City Tel: (632)635-3670, 635-2650 to 51 Email: pbe@info.com.ph
Civil Society Network for Education Reforms	A network of various civil society movements formed to correct a lack of involvement by the civil society sector in education.	Serves as a venue for education reforms and for complementing, consolidating and integrating various initiatives of civil society organizations; works to connect various civil society organizations involved in the education sector, and connects these efforts with government education programs so that positive changes in policy and practice may be created to expand civil society influence in effecting positive changes in education.	Physical Address: Door 2 Casal Building, 15 Anonas St., Brgy. Quirino 3-A Project 3, Quezon City 1102 Philippines Telephone : ++63 2 995-89-55 Fax: ++63 2 433-5152 E-mail: secretariat@e-netphil.org, admin@e-netphil.org
Women's Action Network for Development (1990)	A network of NGOs that aim to strengthen capacities of women and women's groups in the country.	Advocates for women's rights and issues in the country.	#10 MakaDiyos St., Sikatuna Village, Quezon City Ph#: 632 925-1410 Fax#: 632 433-1160 E-mail: wand3pil@codewan.com.ph
Philippine Network of Rural Development Institutes, Inc.(1996)	An NGO network dedicated to the goal of self-determination for rural communities.	Conducts rural cooperative organizing and education, asset reform and rural governance, productivity systems enhancement, enterprise development, area development planning and project development and management.	107 Anonas Extension Sikatuna Village 1101 Quezon City Philippines Tel/Fax. (632) 4340851 E-mail: philnetrdi@qinet.net
Philippine Rural Reconstruction Movement (1952)	This NGO network advocates for sustainable, equitable and eco-friendly development in the rural regions. (should be in the column on activities)	Strengthening Civil Society Capacities and Movements, promoting Learning for Sustainability, Influencing, Public Policy, Promoting Development Cooperation Developing and Implementing Innovative Field Programs and Projects.	Address: 56 Mother Ignacia Avenue corner Dr. Lazcano Street, Quezon City 1103 Philippines Trunkline Nos.: +63 2 3724991 / +63 2 3724992 / +63 2 3724994 / +63 2 3724996/ Fax No.: +63 2 3724995 Email Address: info@prrm.org
Transparency and Accountability Network (2000)	A coalition of multi-sectoral organizations dedicated to the cause of reducing corruption.	Monitoring government and public expenditures and actions which are of interest to the public; advocating and lobbying for laws that promote the fight against corruption.	162 B. Gonzales St. Dominion Townhomes, Unit M Varsity Hills Subdivision, Loyola Heights, Quezon City Philippines Phone: (+63 2) 435 0203 Fax: (+63 2) 434 0525

Philippine Non-Government Organizations (NGOs): Contributions, Capacities, Challenges

Network (Date founded)	History/ Nature	Activities	Contact information
Social Watch Philippines (1997)	An internationally-connected network of citizens' organizations determined to eradicate poverty and the causes of poverty, ensure equitable distribution of wealth, economic and social justice, and realization of human rights.	Conducts programs for policy advocacy and interventions; watches social progress and the country's Millennium Development Goals; local monitoring and capacity-building for communities; expanding the communities' networks and affiliations.	No. 40 Matulungin St., Central District, Quezon City n Telefax: (632) 4265626 n Email: info@socialwatchphilippines.org
Philippine Alliance of Human Rights Advocates (1986)	Formed as an alliance of individuals, institutions and organizations committed to the promotion, protection and realization of human rights in the Philippines.	Advocacy of human rights; coordination of member organizations; representing civil society in the Presidential Human Rights Committee.	53-B Maliksi Street, Barangay Pinyahan, Quezon City, Philippines http://www.philippinehumanrights.org 63 2 436 26 33 63 2 433 17 14
National Peace Conference (1990)	created to forge consensus on a national agenda for peace among all sectors in the Philippines	Organizes annual conferences; advocates, supports and encourages citizens' participation in peace processes.	Karen Tanada Executive Director Coalition for Peace, Gaston Z Ortigas Peace Institute (GZO-P1) Social Development Complex, Ateneo de Manila University, Loyola Heights, Quezon City, Philippines Tel. #: 63 2 924 45 67 or 63 2 86 02 70 or 632 924 4601 Fax #: 63 2 924 45 57 (call first)
Freedom from Debt Coalition (1987)	A multi-sectoral coalition that advocates for sustainable and equitable economic progress.	Campaigns for economic development issues.	11 Matimpiin Street, Barangay Pinyahan, Quezon City mail@fdc.ph +63 2 9211985 +63 2 9246399 http://www.fdc.ph
Cut the Cost, Cut the Pain Network (2001)	An NGO network dedicated to ensure availability of affordable quality medicines	Undertakes policy studies that highlight specific reform initiatives on safe and affordable medicines; generates interest and debate on the issue through knowledge networking, information dissemination and community campaigns; ensures grassroots involvement in policy studies and campaign; builds linkage with national and international organizations	129-D Matatag Street, Brgy. Central, Quezon City, Philippines Telefax: (63)2 433 1594
Alyansa Tigil Mina (2004)	An alliance of NGOs and concerned groups that monitor mining projects in the Philippines.	Advocacy and civic action regarding mining issues; information gathering on mining sites.	The Alyansa Tigil Mina Secretariat: Telephone: 63-2 - 426-6740 Fax:63-2 -426-0385
National Movement for Free Elections (1957)	A well-known civic movement dedicated to ensuring free and fair elections in the Philippines	Monitoring elections in the Philippines; used to do quick-counts of ballots.	Philippine Partnership for the Development of Human Resources in Rural Areas (PhilDHRRA) #59 C. Salvador Street Loyola Heights, Quezon City Philippines
Parish Pastoral Council for Responsible Voting (1991)	A church-supported national lay movement for ensuring clean and honest elections in the Philippines	Monitoring elections; research on election-related issues	PPCRV National Office Room 301, Pius XII Catholic Center United Nations Avenue, Paco, Manila 1007 Philippines Tel. No. : (02) 521-5005 / 524-2855 E-Mail : parishpcrv@yahoo.com

D. Local Funding NGOs

Network (Date founded)	History/ Nature	Activities	Contact information
Peace and Equity Foundation (2001)	Formed by NGO leaders in 2001 as an independent non-profit organization dedicated to helping eradicate poverty	Manages and preserves the value of the PEACE Bonds endowment fund for the creation of opportunities for the poor to liberate themselves from poverty; supports best practices, innovative and trailblazing development projects; provides civil society organizations with development financing and technical assistance; promotes appropriate technology; and promotes networking among its stakeholders.	Veronica Villavicencio , <i>Executive Director</i> #69 Esteban Abada Street, Loyola Heights, Quezon City Phone Number: (632) 4268402 Telefax Number: (632) 4268402 local 102 or (632) 4269785 to 86 Email Address: pef @ pef.ph Web address: www.pef.ph
Foundation for Sustainable Society, Inc. (1996)	An eco-enterprise foundation, created from the proceeds of a debt for environment swap by the Swiss government	Promotes and encourages international and local cooperation among NGOs, business groups, government agencies, and communities towards developing policies and effective programs for biodiversity conservation and sustainable development.	Emma Lim-Sandrino , <i>Executive Director</i> 46-E Samar Ave. corner Eugenio Lopez St. South Triangle, Quezon City PHILIPPINES 1103 Phone number: (63-2) 9288671/4114702 Fax number: (63-2) 4114703/9288422 Web address: www.fssi.com.ph
Foundation for Philippine Environment (1992)	A foundation formed to help mitigate the damage to the Philippines' natural resources. The organization was created from a debt for environment swap undertaken by the United States Agency for International Development.	Provides grants for various projects that meet the objectives for sustainable development in poor communities.	Ma. Christine Reyes , <i>Executive Director</i> 77 Matahimik Street, Teachers' Village, Quezon City Phone number: 927-9403, 927-2186, 927-9629 Fax number: 922-3022 Web address: www.fpe.ph
Philippine Tropical Forest Conservation Foundation, Inc. (2002)	Formed under a bilateral agreement between the Philippines and the USA; dedicated to the sustainable management of Philippine forests.	Funds and assists several natural conservation/sustainable development projects in the Philippines.	Unit 11-3A Manila Bank Bldg, 6772 Ayala Ave, MakatiCity,1223 Website: http://www.ptfcf.org/ Email: admin@ptfcf.org Tel. No.: (632) 891-0595 / (632) 864-0287

Source: NGO websites.

Annex 2

Preliminary Listing of NGO Data Bases

Agency / Source	Type of organization / Available information	Number	Availability of information
1. DSWD- Regulatory Bureau and the KALAHY-CIDSS program	Social welfare and development organizations, providing social welfare assistance to socially marginalized groups; Contact details (contact person, program services, service delivery mode, client mode, area of operation)	> 3,600	Directory is available on website http://www.dswd.gov.ph/index.php/downloads
2. National Commission on the Role of Filipino Women (NCRFW)	Women NGOs; Contact details (address, telephone, contact person), chapters/ geographical coverage, areas of concern/ program, target groups, available resources	46	Directory availability on website http://www.ncrfw.gov.ph/index.php/directory-women-ngos ; some organizations are POs or women associations
3. National Anti-Poverty Commission (NAPC)	NGOs' participation in the NAPC sectoral councils (for NGOs, and other sectors); name of organization, address, region, contact numbers	-220	Directory availability on website http://www.napc.gov.ph/BS_Directory.html List is mainly based on sectoral representatives in the Commission
4. Department of Science and Technology	List of existing DOST-certified science foundations; has basic contact information	~ 50	Data is available at the Science Education Institute
5. Philippine Council for NGO Certification (PCNC)	List of PCNC certified NGOs, including organization name, address, history and purposes of the organization and contact person	522	Data is available on website http://www.pcnc.com.ph/NGOList.php
6. Association of Foundations	Development NGO networks including organizational name, contact information, activities, competencies, financial resources, human resources.	718	1999- 2000 database is available
7. Caucus of Development NGO Networks (CODE-NGO)	List of CODE-NGO affiliated NGOs, including organization name, contact information (address, telephone, e-mail, website), type of organization, type of registration and license, and status of certification by PCNC, local government engagement, human resources, programs including geographical and sectoral coverage,	~600	Data is available on website http://code-ngo.org/codedb/
8. Securities and Exchange Commission (SEC)	Basic corporate information for non-stock, non-profit organizations including general information sheet (organization name, contact information, board members and officers, number of employees/ staff), annual audited financial information (income statement, balance sheet, cash flow, notes to financial statements), articles of incorporation, membership book (list of corporate members).	~110,000	The service is available through the Securities and Exchange Commission I-View service https://ireport.sec.gov.ph/iview/login.jsp . Data can also be requested in hard copy from the SEC Management Information System Division. Both are paid services.

Source: Organizational websites.

Annex 3

Official Development Assistance Facilities for Non-government Organizations

1. **Philippine Australian Community Assistance Program (Australia)**

PACAP Secretariat, Australian Embassy, Level 23, Tower 2 RCBC Plaza, 6819 Ayala Ave., Makati City 1200; Telephone (02) 757-8101

The Program aims to support community-initiated sustainable poverty alleviation programs and activities and assist capability-building initiatives of the non-profit sector (primarily NGOs and POs). It also aims to support LGUs so that they can provide services that meet community needs. PACAP focuses on activities that aim to reduce poverty both directly and indirectly by: a) improving community access to basic services; b) strengthening the management and implementation capacity of key local service providers; and c) helping to build relationships between communities, NGOs, POs and LGUs.

2. *Small Project Scheme (New Zealand)*

New Zealand Agency for International Development (NZAID),

New Zealand Embassy Manila, 23rd Floor BPI Buendia Center, Sen. Gil Puyat Avenue, Makati City; Telephone (02) 891-5358 to 67 ext 210, Telefax (02) 891-5357

The principal objective of the SPS is to contribute to the efforts of the Government of the Philippines and the Filipino people to achieve poverty elimination through equitable and sustainable social and economic development. Programmes and projects should have direct relevance to NZAID's country programme thematic objectives as follows: a) natural resource management; b) activities concerning indigenous peoples including Muslim minority; and c) activities which seek to enhance the quality and sustainability of governance.

3. **Japan Fund for Poverty Reduction (Asian Development Bank)**

Office of Cofinancing Operations, Asian Development Bank, P.O. Box 789, Mandaluyong,

Metro Manila; Telephone (02) 632-6527, Telefax (02) 636-2182

The program provides grants related to the ADB lending program in the Philippines. Grants should focus on activities which: a) respond directly to the needs of the poorest and most vulnerable groups through new and innovative methods; b) support initiatives that lead to rapid, demonstrable benefits with positive prospects of developing into sustainable activities; or c) build ownership, capacity, empowerment and participation of local communities, NGOs and other civil society groups to facilitate their involvement in operations financed by ADB.

4. **Japan Social Development Fund (World Bank)**

The World Bank Office Manila, 23rd Floor Tai Pan Building, Ortigas Center, Pasig City, Telephone (02) 637-5855

The Fund provides grants to NGOs that are closely linked to World Bank's lending program in the country. The grants are intended to focus on activities which: a) respond directly to the needs of the poorest and most vulnerable groups; b) encourage the testing of innovative methods; c) support initiatives that lead to rapid, demonstrable benefits with positive prospects of developing into sustainable activities; or d) build ownership, capacity, empowerment and participation of local communities, NGOs and other civil society groups to facilitate their involvement in operations financed by the World Bank.

5. **Civil Society Fund (World Bank)**

The Civil Society Fund, The World Bank Office Manila, 23rd Floor Taipan Place, F. Ortigas Jr. Avenue (formerly Emerald Ave.), Ortigas Center, Pasig City, Telephone (02) 917-3042, 637-5870

The Bank has small grants program that provides financial assistance for NGO activities undertaking projects in specific areas of development. These

areas change from year to year. For fiscal year 2010, the theme is community-based disaster risk management.

6. Global Environmental Facility- Small Grants Fund (United Nations)

UNDP GEF Small Grants Programme, 30th Floor Yuchengco Tower I RCBC Plaza 6819 Ayala Avenue cor. Sen. Gil. J. Puyat Avenue, Makati City; Telephone (02) 901-0220/901-0265, Telefax (02) 843-0978, 899-0200

The fund supports small scale activities initiated by community-based organizations, people's organizations, and NGOs. The fund assists these organizations in the areas of bio-diversity conservation, climate change mitigation, protection of international waters, phasing out or persistent organic pollutants through community based initiatives and action.

7. Canada Fund for Local Initiatives (Canada)

Canada Fund Coordinator, c/o Philippines-Canada Cooperative Office, 9/F Salcedo Towers, 169 H.V. dela Costa Street, Salcedo Village, Makati City, Telephone (02) 813-8264

The program is aimed at supporting activities related to community development and poverty alleviation. Priority is given to health and nutrition, basic education, HIV/AIDS, child protection, gender equality strengthening, and providing for basic human needs.

8. International Development Research Center (Canada)

IDRC Regional Office for Southeast and East Asia, 22 Cross Street #02-55, South Bridge Court (China Square Central), Singapore 048421, Email: asro@idrc.org.sg, Website: <http://www.idrc.org.sg>

The office supports research activities of developing countries on a broad range of topics submitted by various sectors (government, academe, research institutions, NGOs), specifically on poverty monitoring, natural resources management, effective use of ICTs.

9. Finnish Fund for Local Cooperation (Finland)

Embassy of Finland, 21st Floor Buendia Center, Sen. Gil Puyat Avenue, Makati City, Telephone (02) 891-5011 to 15, Telefax (02) 891-4107

The program aims to complement other Finnish development cooperation efforts in the fields of poverty alleviation, social development, promotion of human rights, good governance and environmental protection. Priority areas include: a) projects which aim at reducing poverty in a sustainable way; b) projects which enhance the status of the most vulnerable in society, specifically indigenous peoples, women, children and the disabled; c) promotion of human rights and good governance (for example, projects within the areas of civic education and awareness raising, participatory development and gender equality); and, d) concrete measures taken to improve the condition of the environment and/or awareness raising on environmental issues.

10. Grant Assistance for Grassroots Human Security Projects (Japan)

Economic Section, Embassy of Japan, 2627 Roxas Blvd., Manila (PO Box 414 Pasay Central Post Office) <http://www.ph.emb-japan.go.jp/>

The program aims to aid self-supporting socio-economic development activities to benefit sectors at the grassroots level; particular emphasis is placed on poverty-alleviation and livelihood improvement.

11. Cooperacion Española (Spain)

Coordinator General, Cooperacion Española, 28-B Rufino Pacific Tower, Ayala Avenue, Makati City

The agency provides assistance to NGOs which contribute to the achievement of the Millennium Development Goals, the sustainable human development, strengthening of democracy and addressing concerns of various vulnerable sectors in the Philippine society. The areas of assistance include governance; coverage for social needs (education, health and water); environment; gender and development; peace building and prevention of conflict; culture and development.

12. Dialogue on Governance Assistance Facility (European Union)

Delegation of the European Commission to the Philippines, 30/F, Tower 2, RCBC Plaza, 6819 Ayala Ave. cor. Gil Puyat, Makati City; Telephone (02) 859-5100

The overall objective is to contribute to improving governance as underlying condition for reaching the Millennium Development Goals. It is created to support and showcase innovative models for partnerships that will build on complementary capacities of different stakeholders in local governance. The models should increase efficiency and effectiveness and reinforce accountability of LGUs and for them to provide public goods that respond to the needs of all sections of the community, including the poor.

Some of the priority areas for financing are the development of participatory governance structures, citizens' feedback mechanisms, and civil society representation in sectoral committees.

13. Expanding Participation of Persons with Disabilities in Development Programming (United States)

United States Agency for International Development/ Philippines,
P. O. Box EA 423, Ermita, Manila

The program is designed to solicit applications for funding from prospective partners to include people with disabilities into development programming or to work with disabled peoples organizations for better understanding and inclusion in programs being undertaken by the United States Agency for International Development (USAID), to strengthen their participation, management and implementation of inclusive programs for people with disabilities in the national and local governments, and better inform USAID of context or specific needs of people with disabilities within their programs or countries.

14. Embassy Funds. There are several diplomatic posts in Manila that have funding mechanisms available for non-government organizations. This includes the American and Dutch embassies, among others, but no details were provided as of this writing.

Source: National Economic and Development Authority; various donor websites.

Annex 4

Regulatory Rules for Non-Stock, Non-Profit Corporations

A. Registration of Non-Stocks

The Philippine Corporation Code provides a very exhaustive framework for the incorporation and organization of NPOs. All non-stock, non-profit corporations have to register themselves with the Securities and Exchange Commission (SEC), a body attached to the Office of the President which registers all corporate entities. Non-stock, non-profit corporations are defined by *Batas Pambansa 68* or the Corporation Code of the Philippines as legal entities which do not have “capital stock [that are] divided into shares and are authorized to distribute to the holders of such shares dividends or allotments of the surplus profits on the basis of the shares.” A non-stock corporation is one where no part of its income is distributable as dividends to its members, trustees, or officers, subject to the provisions of the Corporation Code, provided that any profit which a non-stock corporation may obtain as an incident to its operations shall, whenever necessary or proper, be used for the furtherance of the purpose or purposes for which the corporation was organized (section 87, Corporation Code)

SEC has issued the SEC Citizens’ Manual for Registration of Corporations and Partnerships to assist the public in the registration process. The Manual provides matrices which are user-friendly, can be accessed at SEC’s website (<http://www.sec.gov.ph/>) under the subheading Publication. Non-stocks should submit their articles of incorporation and by-laws and their membership book to SEC. Additional endorsements and/or clearances are required to be made from other government agencies, per regulations covering the organization type (i.e., social welfare agencies are required to get a clearance from the Department of Social Welfare and Development, non-profit hospitals from the Department of Health). The names of contributors to the organization’s paid up capital should also be certified by the organization’s treasurer.

Although the Corporation Code states that the corporation shall adopt its by-laws within a month after receipt of official notice of the issuance of its certificate of incorporation, the Corporation Code allows its adoption and filing prior to incorporation, together with the other registration documents.

There are additional requirements that a non-stock has to submit in order to complete the registration process:

1. For foundations: Notarized Certificate of Bank Deposit of the contribution of not less than P1, 000,000.00¹; and Statement of Willingness to allow the Commission to conduct an audit.
2. For federations: Certified list of member-associations by corporate secretary or president.
3. For neighborhood associations: Certification from the Housing and Land Use Regulatory Board (HLURB) that there is no other existing homeowners’ or similar association in the community where the association is to be established.
4. For those engaging in microfinance activities: All NGOs already engaged in or will engage in microfinance activities are mandated to state the same as one of their purposes in their respective Articles of Incorporation. All existing NPOs presently engaged in microfinance activities are required to amend their Articles of Incorporation and General Information Sheets to comply with the SEC directive².

SEC Memorandum Circular No. 1, Series of 2004 defined “foundation” as “ a non-stock, non-profit corporation established for the purpose of extending grants and endowments to support its goals or raising funds to accomplish charitable, religious, educational, athletic, cultural, literary, scientific, social welfare or other similar objectives.” All foundations are now required to deposit their funds in a banking institution regulated by the Bangko Sentral ng Pilipinas.

¹ SEC Memorandum Circular (MC) No. 1, Series of 2004 increased the initial minimum contribution for foundations to P1,000,000.00. (<http://www.sec.gov.ph/circulars/cy,2004/sec-memo-1,s2004.pdf>)

² This was imposed by SEC through SEC Memorandum Circular No. 2, series of 2006, <http://www.sec.gov.ph/circulars/cy,2006/sec-memo-2,s2006.pdf>.

³ MC No. 3, Series of 2006 <http://www.sec.gov.ph/circulars/cy,2006/sec-memo-3,s2006.pdf>

There are also several disclosure requirements issued by SEC. The specific address of their principal office and of each incorporator, trustee or partner, is required.³ There are specific filing fees for non-stocks.

SEC has formal and informal links with other government agencies with regards to application of specific types of non-stock, non-profit corporations. For example, SEC has established links for assessing the validity of applications:

1. of social welfare organizations with the Department of Social Welfare and Development;
2. of entities using the word "police" in their corporate name or with a "peace and order purpose" with the Philippine National Police;
3. filed by persons with derogatory records as found in the "watch lists" of Philippine National Police;
4. of educational institutions with the Department of Education, the Commission on Higher Education and the Technical Education Skills and Development Authority;
5. of hospitals with the Department of Health;
6. of professional organizations with the Professional Regulatory Commission;
7. of voluntary fire brigades with the Bureau of Fire Protection of the Department of Interior and Local Government (DILG).

B. Availability of Information on Non-Stocks

All documents submitted to SEC are available to the public:

1. Upon request from the Public Relations Unit (PRU) for photocopies or certification for a minimal fee to cover costs.
2. Through the SEC-I-View which can be accessed via the SEC website (<https://ireport.sec.gov.ph/iview/login.jsp>). The SEC I-View is one of the components of the agency's web facility (which includes the SEC-I-Register) and was funded from the E-Government Fund. Through this facility, one can view the actual submissions of NGOs, including their articles of incorporation and by-laws, the general information

sheet and audited financial statements. Access to this facility can be made through electronic credits from the SEC head office.

All data included in the Articles of Incorporation is encoded in the SEC-I-View. The SEC I-View is one of the components of the agency's web facility (which includes the SEC-I-Register) and was funded from the E-Government Fund. Through this facility, one can view the actual submissions of NGOs, including their articles of incorporation and by-laws, the general information sheet and audited financial statements.

Organizations are required to provide the address of the non-profit organization, telephone and contact numbers, names of officers, trustees and members, their addresses and amount of contributions and number of staff. The General Information Sheet is submitted annually within 30 days from date of the annual meeting of the NPO as stated in the corporate by-laws.

An independent certified public accountant's certification is required for organizations with total assets of P 500,000.00 or more or with gross receipts of P100,000.00 or more for the fiscal year. In other cases, the financial statements may instead be attested and sworn to by the corporation's treasurer. Public disclosure of the non-stock, non-profit records and coordination with the Bureau of Internal Revenue, Philippine National Police and anti-graft agencies are important.

Non-stock organizations are also required to submit audited financial statements of their assets and liabilities, certified by any independent certified public accountant in appropriate cases, covering the preceding fiscal year. The audited financial statements are required to be submitted within 120 days after the end of the fiscal year as specified in the By-laws⁴. SEC further requires that the Board of Accountancy number be supplied.⁵

Based on the random sampling undertaken by the Caucus of Development NGO Networks and the Charity Commission (2008), only approximately a quarter of

¹ SEC Memorandum Circular 7, series of 2008, revises slightly the dates of submission of the audited financial statements. <http://www.sec.gov.ph/circulars/cy,2008/sec-memo-07,s2008.pdf>

² SEC Memorandum Circular 13, series of 2009, requires auditors and audit firms be registered with the SEC for purposes of assessing the veracity of nature of these individuals and corporations. <http://www.sec.gov.ph/circulars/cy,2009/sec%20memo%20no.%2013,s2009.pdf>

³ Section 22 of the Corporation Code states that "if a corporation has commenced the transaction of its business but subsequently becomes continuously inoperative for a period of at least five (5) years, the same shall be a ground for the suspension or revocation of its corporate franchise or certificate of incorporation."

non-stocks regularly submit their general information sheets and audited financial statements to SEC. Thus, one of the actions taken by SEC is to regularly clean up the list of organizations in its list. This action is based on Sections 22 and 141 of the Corporation Code and Section 5 of the Securities Regulation Code amending Presidential Decree (PD) 902-A⁶. Non-compliance by any corporation of the requirement to submit GIS or Audited Financial Statements continuously for 5 consecutive years is tantamount to non-operation and provides just cause for SEC to revoke certificates of registration of these corporations. As a result, SEC has revoked the certificates of registration of corporations which have not submitted the required reportorial requirements, trimming down the number of registered NPOs from a peak of approximately 152,000 in 2002 to less than 80,000 in March, 2008.

C. Monitoring of Issues and Concerns of Non-Stocks

SEC has tightened its monitoring of non-stock, non-profit corporations; more recently, it has issued Memorandum Circular No. 8, Series of 2006, which provides for additional reportorial requirements for foundations. In addition, in 2006, it required organizations to state specifically if they conduct microfinance operations under the Social Reform and Poverty Alleviation Act. SEC's mandate as a corporate registration agency allows it to monitor compliance with the reportorial requirements and other pertinent provisions of the Corporation Code, especially with respect to "*ultra vires*" acts, which include fraudulent and illegal activities as well as those not within its purposes. In other words, SEC has the power to examine with thoroughness the reports and data submitted by NGOs but, it claims, it does not have the human resources to do it because of the huge volume of reports and data.

SEC MC No. 6, series of 2008, (<http://www.sec.gov.ph/circulars/cy,2008/sec-memo-05,s2008.pdf>) provides Guidelines on On-Site Verification of Financial Records Relative to Certain Applications Filed with the Commission, for the purpose of ensuring accuracy and completeness of the information submitted to the Commission.

In addition to the reportorial requirements, foundations are required to submit a Statement of Funds under oath by the President within 120 days after the end of the fiscal year as specified in the By-laws, setting forth in detail the sources and amounts of funds established

and the names of the beneficiaries and the corresponding amounts of funds granted or endowed thereto by the foundation.

While SEC does not analyze data on NPOs, it requires that their financial statements be audited by certified public accountants before submission to it. Accountants must have board of accountancy numbers and statements of representation in the files of SEC. A statement of management responsibility and the general information sheet signed by the corporation president or the corporate secretary are also required.

D. Investigation of Complaints Against Non-Stocks

SEC has inherent powers under its charter to investigate complaints of wrongdoings by registered NPOs, such as violations of the Corporation Code and other related laws, rules and regulations. SEC has powers to subpoena documents from these organizations and to require witnesses to attend hearings.

At present there are 43 staff, including 13 investigators, in SEC's Compliance and Enforcement Department (CED), the body within SEC that acts on complaints from the general public. The staff is qualified to act on complaints received from the public, which may or may not be given due course depending on the facts and causes of action cited, as may be determined by the Investigating Officer/s. A CED informant stated that there are very few complaints filed or investigations undertaken against non-stocks.

SEC acts on and investigates complaints against non-stock, non-profit organizations on the basis of complaints received from the public. Where the initial investigation finds that the facts and causes of action may cause serious damage to the public, full investigation is conducted in accordance with its internal administrative procedures until a final disposition of the case is reached.

The general public is encouraged to use a downloadable form, which can be e-mailed or sent via postal mail. The complainant should state his/her name, mail and email addresses, and telephone numbers; name, mail and email addresses, telephone numbers, and website address of the individual or company complained about, and specific details of the complaint.

The Complaints and Investigation Division of CED evaluates the complaint. It is the general policy of SEC to keep the investigations confidential to preserve the integrity of its investigative process and to protect persons against whom unfounded charges may be made.

Information about public enforcement actions are published at SEC's website. The investigations are undertaken with a "project management approach," i.e., meeting set targets according to an agreed-upon timetable and reassessing the plan of investigation at regular intervals.

It is noteworthy to reiterate that SEC's mandate covers both the capital market regulation and the registration of corporation and partnerships and as such, CED handles investigations of violations not only of the Corporation Code, but also of the Securities and Regulation Code as well as all other securities related laws.

E. Protection of Non-Stocks

SEC's powers to protect non-stock, non-profit organizations and their beneficiaries from the risk of misuse and abuse are basically intertwined with its power to investigate complaints. The power of SEC to act on and investigate complaints received from the public against NPOs or their officers, trustees and members is corollary to its power to protect the same NPOs, their members and beneficiaries.

While SEC has the authority to issue cease and desist orders (CDOs), insofar as non-stocks are concerned, these CDOs can be availed of only if SEC finds probable cause that the NPOs have committed a violation of the Securities Regulation Code (SRC) or any rules

promulgated in the CODE. In other words, if the non-stock organization and its officers, directors and staff are found to have committed fraud relative to mismanagement of NPO funds (which is not related to securities matters as defined under the SRC), the remedy of the members and/or beneficiaries is to file an application before the regular courts for a preliminary attachment and/or injunction over the non-stock's assets and funds.

SEC, on its part, can impose administrative fines and penalties against the NPO, suspension or revocation of its certificate of registration, without prejudice to the filing of criminal cases before the regular court against the responsible officers, trustees and/or members.

F. Mitigation of Risks and Issues Among Non-Stock, Non-Profit Organizations

SEC has been undertaking several consultations and dialogues with various non-government sectors to fine-tune policies on corporate governance. It has undertaken dialogues with the Philippine Council for NGO Certification and the Caucus of Development NGO Networks on donors' efforts to strengthen NGO regulation in the country.

In addition, SEC has initiated efforts to partner with other regulatory agencies to understand and enhance the NGO sector. For example, it has entered into a Memorandum of Agreement (MOA) with DSWD on coordination between them on matters involving social welfare agencies whose secondary registration, licensing and accreditation have been revoked. There have been moves to enhance existing MOAs between SEC and the Department of Health and the Professional Regulation Commission.

Source: Caucus of Development NGO Networks and the Charity Commission (2008).

(Endnotes)

¹ SEC Memorandum Circular (MC) No. 1, Series of 2004 increased the initial minimum contribution for foundations to P1,000,000.00.
(<http://www.sec.gov.ph/circulars/cy,2004/sec-memo-1,s2004.pdf>)

² This was imposed by SEC through SEC Memorandum Circular No. 2, series of 2006,
<http://www.sec.gov.ph/circulars/cy,2006/sec-memo-2,s2006.pdf>.

³ MC No. 3, Series of 2006
<http://www.sec.gov.ph/circulars/cy,2006/sec-memo-3,s2006.pdf>

⁴ SEC Memorandum Circular 7, series of 2008, revises slightly the dates of submission of the audited financial statements.
<http://www.sec.gov.ph/circulars/cy,2008/sec-memo-07,s2008.pdf>

⁵ SEC Memorandum Circular 13, series of 2009, requires auditors and audit firms be registered with the SEC for purposes of assessing the veracity of nature of these individuals and corporations.
<http://www.sec.gov.ph/circulars/cy,2009/sec%20memo%20no.%2013,s2009.pdf>

⁶ Section 22 of the Corporation Code states that “ if a corporation has commenced the transaction of its business but subsequently becomes continuously inoperative for a period of at least five (5) years, the same shall be a ground for the suspension or revocation of its corporate franchise or certificate of incorporation.”

People's Organizations (POs) in the Philippines

A Review of the People's Organizations Sector: The Necessity of Strengthening Partnerships and Exchanges

Philip Tuano

Introduction

This paper provides a brief overview of the state of people's organizations. These sectors, excepting the non-government organizations and cooperatives, comprise the fourteen 'basic sectors' identified as marginalized groups under the Republic Act 8425 or the Social Reform and Poverty Alleviation Act. This paper also consolidates the sectoral papers written on the rural poor (authored by Ma. Dolores Bernabe), urban poor (Ana Teresa de Leon- Yuson and Ma. Tanya Gaurano), formal, informal and overseas workers (Jeremaiah Opiniano), women (Elizabeth Yang and Elena Masilungan) and social sectors (Philip Tuano) for the Civil Society Resource Institute.

People's organizations (POs) are usually defined as membership-based organizations formed largely on a voluntary basis (occasionally having full-time staff) function as community-sector, or issue-based primary groups at the grassroots (e.g., trade unions, environmental advocacy groups, peasant groups, etc.), are bona fide associations of citizens with demonstrated capacity to promote the public interest and with identifiable leadership, membership and structure. These organizations undertake various activities, from provision of basic services, such as health, education and nutrition, water and sanitation, to environmental services, including protection and conservation activities, to participation in local government affairs.

There are several defining characteristics of these organizations. According to Korten (1990), these organizations are defined by three characteristics: a) a mutual benefit association that bases its legitimacy on the ability to serve its members; b) a democratic structure that gives members ultimate authority over its leaders; and c) self-reliance so that its continued operations does not depend on external initiative or funding. Buendia (2005) noted that there are three important dimensions of the definition of these organizations. These are: a) structure, which defines how members relate to one another; b) purpose, or the objectives or aims of the organization; c) membership basis, which defines who are those who belong to these organizations. The terms associated with structure are 'associations' or 'groups, with purpose, 'public good', 'welfare of members', and with membership basis, 'basic sectors', 'common bond', 'citizens', 'voluntary' and 'spatial'.

The 1987 Philippine Constitution explicitly recognizes the role of people's in democratic development and enshrines their right to participate on all levels of decision-making. This has been formalized in many of the provisions in the Constitution, including the following:

- Article II, section 23 or the promotion of 'non-governmental, community-based or sectoral organizations' by the State;

- Article XIII, section 3, which recognizes the right to self-organization by workers and afford these organizations full protection;
- Article XIII, section 15, which recognizes the role of people's organizations to pursue their collective interests through peaceful means;
- Article XIII, section 16, which acknowledges the right of people and their organizations to participate in decision-making, and requires the state to establish adequate consultative mechanisms in government.
- Article II, section 14, recognizing the role of women in nation-building and ensuring the fundamental equality before the law of women and men.

At the international level, there are major international instruments that have been signed by the Philippine government in order to respect the rights of citizens to organize and articulate their legitimate concerns to the government; these include those adopted by the United Nations and other legitimate agencies. According to Buendia (2005), these also include the Universal Declaration of Human Rights (adopted in 1948), which consists of 30 articles that represent the global list of rights that all human beings are entitled to, and two attendant global agreements, the International Convention on Economic, Social and Cultural Rights (1966) and the International Convention on Civil and Political Rights (1976). The International Convention on the Elimination of all Forms of Racial Discrimination (1965) provided the framework for abolition of hatred and intolerance among specific population groups. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) provided the International Framework on Women's Rights.

At the national level, specific political and social legislation that strengthens the participation of the marginalized groups have been enacted. The Social Reform and Poverty Alleviation Act of 1997 provides the framework for participation of these sectors in policy-making at the national level. While the Party List Act System of 1995 is the enabling law for the participation of the sectors in national legislature, the Local Government Code of 1991 allows for the participation of marginalized groups in the local legislature.

Major Sectoral Responses, Issues and Roles

In the past twenty years, there have been several major laws that have been developed for the benefit of the marginalized sectors. In terms of the redistribution of productive assets, the Comprehensive Agrarian Reform Law of 1987 (which provides for the distribution of public and private lands for all types of agricultural land), the Indigenous People's Rights Act of 1996 (which recognizes the rights of the indigenous peoples over their ancestral domain), the Fisheries Code of 1996 (which provides exclusive access to municipal waters among marginal fisherfolk), and the Urban Development and Housing Act of 1992 and the Comprehensive and Integrated Shelter Financing Act of 1994 have been enacted (which provides the framework for the provision of socialized housing for the urban poor). There also many laws that protect women and children from violence, increase the participation of sectors in decision-making, promote their rights in the community and in the workplace, and provide access to basic services and other social needs of these sectors.

The studies identified several major issues that people's organizations have been working on, including the following:

- a) *Political and social exclusion, including lack of participation of specific groups in governance.* At the national level, while the party list law has been enacted, only a small proportion of leaders of marginalized groups have been elected to the House of Representatives. Many of the government agencies that have been set up to promote and monitor the welfare of the sectors have suffered from limited resources and from marginal influence across the government bureaucracy. At the local level, while the Local Government Code has allowed for the participation in sectors in local legislative and special bodies, there has been no enabling law that would provide the mechanisms for this; thus only a small portion of the estimated 100,000 seats for the sectors have been actually filled by them.
- b) *Economic marginalization, including poverty, lack of security of tenure in the workplace limited*

public allocation for services and limited access to asset redistributive programs, and high unemployment rates. Poverty for many of the marginalized sectors is quite high; Castro (2009) noted, for example, that poverty for many groups have been higher than the poverty incidence at the national level; the sectors with the highest poverty rates include the fisherfolk (49.9 percent), farmers (44.0 percent) and children (40.8 percent). The level of informalization in the workplace is quite high; the Bureau of Labor and Employment Statistics (2010) reported that majority of senior citizens work as unpaid family labor while the Government of the Philippines (2008) report that there are three quarters of a million of child laborers in the country. The rural poor have been affected by the lack of provision of productivity enhancing services, including irrigation, in the country. One of the main challenges that the sectors are facing is the liberalization of international trade that have exposed small producers to increased competition from abroad.

- c) *Environmental and demographic vulnerability.* Over a third of a million urban poor households reside in danger zones and other vulnerable areas in Metro Manila. The rural poor have been affected by numerous environmental disasters, including landslides, earthquakes, typhoons and others, affecting more than four to six million Filipinos, according to the International Disaster Database. Uncertainties in the climate has affected agricultural productivity and diverted public resources to climate change adaptability.
- d) *Feminization of poverty and situation of marginalized women's groups.* There are several million of Filipina laborers that are working here and abroad that have suffered from low wages and poor working conditions. Women also work as unpaid family workers and do not enjoy protective services.

Other sectoral issues

Besides, the major issues listed, there are also other sectoral concerns that are faced by the marginalized groups. Access to maternal health services and comprehensive health care needs to be addressed, and programs to reduce violence against women and children need to be expanded. Landlessness still needs to be addressed; the number of large farms are still the same in 2002 as in the 1980s, while the agrarian reform program still needs to be completed, 22 years after the law authorizing such a program was enacted. Labor displacement, flexibilization of working arrangements and informalization of work needs to be addressed. Access to credit for housing and livelihood needs to be adequately provided for both urban and rural poor, while increased access to education and other services should be provided to the youth and children, and other sectors.

Roles

According to Deolalikar, Brillantes, Gaiha, Pernia and Racelis (2003), people's organizations are important in terms of strengthening the resilience of their membership and create a sense of solidarity and identity among the poor. These organizations can help create the mechanisms for more creative and inclusive forms of assistance by the government and by other stakeholders.

Bautista (2003) noted that POs that are fully empowered have a mobilizeable base and many of these have committed leaders with the mandate and grounding to represent their constituents in negotiations. They can be effective spokespersons that can give a face, articulate and represent their sector's advocacy to the government and to the general public. They can be self-reliant and autonomous venues for people's participation and representation.

POs are not the same as non-government organizations (NGOs), nor are POs to be compliant and dependent on NGO. Rather, many POs that have been organized with the support of NGOs have been autonomous from these NGOs and capable of standing on its own but provided with technical support (see for example, the dynamic relationship between NGOs and POs in undertaking

community forestry management in Duthy and Bolo-Duthy (2003)). POs envision being autonomous, self-reliant and sustainable organizations that are capable of addressing and promoting the concerns, issues and agenda of their constituent members.

Mapping of People's Organizations

History

The lineage of many civil society groups, including people's organizations, can be traced from the value of mutual support or *damayan*, which was developed out of situations marked by subsistence economic production and trading and politico-military relationships between different communities (Cariño and Fernan, 2002). It is also said that they may also be rooted from religious organizations known as *confríadas* (meaning confraternity or brotherhood), which sprouted during the Spanish colonial period in the 17th and 18th centuries; some of these organizations, whose members came mainly from the rural, peasant class, initiated the first organized attempts against the Spanish rule. The first federation of labor unions in the country was founded in 1901, while the first women's organizations were founded a few years later in order to push for the right of women to vote. The organization of an urban poor movement was galvanized in response to a number of demolitions and evictions in the 1950s and 1960s.

Characteristics and number

Across different marginalized sectors, people's organizations exist in order to provide mutual aid and protection (i.e., initiating protest actions and legal moves against eviction, undertaking collective bargaining negotiations with employers), improving the economic welfare of their members (i.e., organizing livelihood seminars), and strengthening access to social services. They also undertake lobbying and advocacy work, including the initiation of legislative and administrative reforms to improve the services provided to their constituencies.

Most organizations are primary groups, which exist as the main unit of membership of marginalized sectors; these are organized at the barangay or municipality level. However, there are secondary and tertiary

organizations, which are federations of different primary units, or coalitions of different organizations that exist at the municipal, provincial, and national level. POs across different sectors share the same characteristics such that they have a leadership and formal/ informal set of rules that provide guidance to their conduct. These organizations vary in terms of size; primary groups may be fewer than 10 but also can reach thousands.

There is no exact estimate of the number of people's organizations in the Philippines. According to Buendia (2005), there were around 300 secondary and tertiary level organizations in 2000, whose members are primary organizations that share the same ideological and political platform, and whose organizational systems can be quite complex as these are set up by regional or provincial aggrupations. There are also around 121,000 primary organizations in the late 1990s, according to the same source, culling data from various government agencies. Using the data on Securities and Exchange registered organizations in the the Caucus of Development NGO Networks (2008), the total number of registered trade unions and membership organizations reached more than 41,000 in 2007. While POs exist in most, if not all, geographical areas of the country, most of the registered groups are based in urban centers, i.e., municipal or town centers, cities.

Major sectoral alliances

There are very few 'cross-sectoral' coalitions of people's organizations; according to Buendia (2005), most of these are the political or advocacy oriented organizations, such as the Bagong Alyansang Makabayan (BAYAN), the Freedom from Debt Coalition, the Pinagkaisang Lakas ng Sambayanan (SANLAKAS), the Citizens Action Party (AKBAYAN) and others. However, there are numerous federations of people's organizations; these include:

- **For farmers**, the Aniban ng mga Manggagawa sa Agrikultura, the Federation of Free Farmers, the Katipunan ng Bagong Pilipina, Kilusang Mangingisda, the Pambansang Koalisyon ng mga Kababaihan sa Kanayunan, the Pambansang Kilusan ng mga Samahang Magsasaka, the Kilusang Magbubukid ng Pilipinas;

- **For workers and workers in the informal sector**, the Kilusang Mayo Uno, the Labor Solidarity Movement, the Federation of Free Workers, and the Trade Unions Congress of the Philippines; the Pambansang Kalipunan ng Manggagawang Impormal ng Pilipinas, the Homenet and Katinig;
- **For women**, the General Assembly Binding Women for Reform, Integrity, Equality, Leadership and Action (GABRIELA), and the Women's Action Network for Development;
- **For urban poor**, the Urban Poor Alliance (or UP-ALL);
- **For social sectors**, the Coalition of Older Persons Associations of the Philippines and the Federation for Senior Citizens Associations of the Philippines; Student Council Association of the Philippines, Confederation of Student Governments in the Philippines, the Union of Catholic Student Councils of the Philippines and the National Union of Students in the Philippines.

Areas of success of people's organization work

There are several areas where the work of people's organizations' alliances or federations have been relatively successful. Razon-Abad and Miller (1997) and Magadia (2003) discuss the role of people's organizations in the advocacy of landmark legislation in agrarian reform, urban land reform and socialized housing, fisheries and aquatic reform and labor rights and welfare. Their work has resulted in the legislation of many social reform laws (listed above) that has strengthened legal protection and development programs for them.

Some of the factors for policy success are the presence of a professional/ semi-professional staff, strategically cohesive organization (in terms of sectoral interests), clear decision making mechanisms, the 'degree of efficiency within the organization', the ability to build alliances among influential policymakers and power brokers, the willingness and capacity to negotiate with government and to accept the validity of incremental reform, and effective grassroots organizing efforts to help sustain the institutional base of people's organization.

POs have the organized numbers that can be utilized and mobilized as the base constituents for advocacy activities. If well organized, united and broadly represented (not just only representing their local community but is geographically broad enough to cut across regions), the POs would be in a strategic and more effective position to negotiate, leverage and represent their sector in negotiating and advocating their sector's interests to the government.

Bautista (2003) also provides cases of people's organizations in program implementation for poverty reduction, especially in areas of interface with the national and local government. The successful instances of implementation occurs when community mobilization is undertaken before project implementation itself, support (both financial/ material and moral) can be provided for the PO leaders and that sufficient skills are provided to the people's organizations supporting them.

SWOT Analysis of the People's Organizations Sector

What could be the analysis of the institutional capacities of people's organizations? The following is a summary of the list of internal strengths and weaknesses, and external opportunities and threats (SWOT) for the sector.

Strengths

There are several internal strengths of people's organizations. They underlie the fact that most of these organizations are autonomously run and are dependent on the willingness and ability of the general membership to handle their own affairs. These organizations are linked to NGOs and different sectors in the local level, including the local government, the Church and other groups. Despite the declining membership among trade unions, there are many other organization types, including workers in the informal sector groups that have reported increasing membership in the past decade. More specifically, their strengths include the following:

1. **Organizational leadership.** Many of these organizations have been run by leaders known for their articulation of the concerns of the

sector. Many of these leaders have been recognized for their deep knowledge and expertise of the different issues surrounding their respective sectors. They also have been invited as members of different sectoral and multi-sectoral councils in the country, such as the National Anti-Poverty Commission and the National Economic and Development Authority, and abroad, such as the United Nations. At the local level, they represent their constituencies in the local legislation and local special bodies. They have contributed to the increasing acceptance by the general public of their concerns.

2. **Advocacy experience and capacity to influence government policies and programs.** Many people's organizations, especially at the national level, have influenced the development of laws and government orders that have benefited the sector. They can easily provide feedback on the appropriateness of draft policies and programs for the sector. They can undertake cost-effective work that can highlight the importance of proposed policies for the sectors.
3. **Relatively long experience in providing services to their constituencies and increasing their awareness of their rights.** People's organizations have significant experiences in providing services to their constituencies, especially in areas where government is not present. With the support of non-government organizations and cooperatives, they have provided skills training and employment seminars, and provided credit and productivity enhancing services to their membership.

Weaknesses

Most federations of people's organizations have existed only in the past 20 or 30 years; many known people's organizations that have existed in the 1970s or 1980s have disbanded. Thus organizations need to manage their dynamics and need to constantly refresh objectives. Some of the internal weaknesses of people's organizations are as follows:

1. **Limited organizational capacities, specifically the**

need to improve leadership succession. Many federations and networks have had the same leaders for more than a decade and it is increasingly difficult to make organization work attractive for a younger generation of sectoral leaders. At the same time, many of these leaders are involved in advocacy and campaign work that they have sometimes undertaken their activities to the detriment of other organizational tasks, such as expansion and stabilization of their organizations, and at times, to the detriment of improving their family's welfare. Training of a new set of leaders is then an important aspect of their work. At the same time, many people's organizations lack the technical skills to run projects and some rely on hiring skilled professionals to undertake specialized programs. Many people's organizations are also dependent on non-government organizations.

2. **Financial constraints.** Many resource organizations have increasingly focused on service provision to marginalized sectors and may have de-emphasized the need to build on the organizational capacities of these sectors so that they can assist themselves. Thus, in the past two decades, there has been a marked decline in financial resources provided by development donors and non-government organizations that could be available for them. Nevertheless, many organizations continue to exist utilizing their internally generated resources, including membership fees, or service fees.
3. **Fragmentation of organizations.** Over the past four decades, many trade union federations, for example, have been created due to the 'recorded and alleged' internal disputes within the labor sector, and due to the fact that the 'ideological biases' of some POs have contributed to the fragmentation and constrained the unity of the sector. There are also very few true multi-sectoral coalitions that can represent the interests of people's organizations.

Opportunities

Under the current Aquino administration, there are expectations that people's organizations would continue to flourish and make a significant impact in the lives of ordinary Filipinos. The following are the external opportunities of people's organizations:

1. **Policy and legal environment, including the country's international commitments.** The Philippine Constitution recognizes the importance of people's organizations in advocating the interests of the poor and marginalized. The Philippines is also signatory to many global rights covenants, including the Universal Declaration of Human Rights, the United Nation's Millennium Development Goals (MDG) the International Convention on Economic, Social and Cultural Rights, the International Convention on Civil and Political Rights, the International Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the International Convention on the Elimination of all Forms of Racial Discrimination. This is an opportunity for sectoral organizations to advocate sectoral programs to the government and to widen the structures for participation of the sectoral groups.

While a favorable policy environment does not guarantee that the interests of the POs are ensured or even addressed, this also shows the importance of developing an organized and vigilant POs. In most cases, favorable policy environments need to be enforced and realized by vigilant and organized POs that are capable of effectively demanding for these gains to be enforced. People's organizations need to widen the scope of mechanisms for participation in governance.

2. **Existence of mechanisms for participation of the poor.** Many people's organizations participate in the formal decision-making and consultative bodies that have been created across the national government in order to represent their interests; these include the National Anti-Poverty Commission, the Philippine Commission on Women, the

Presidential Commission on the Urban Poor, and the Presidential Agrarian Reform Council, among others. There are also mechanisms for participation at the local level, including the presence of local special bodies, where people's organizations also are represented. The party list system has also opened a venue for participation of these groups in crafting new policies.

3. **Partnership agreements with government.** People's organizations also have formal agreements with national and local government units in undertaking specific programs. This has resulted in the development of special NGO-PO desks in different government agencies. Many government bureaucrats also recognize the importance of these groups in their work.

Threats

Poor delivery of the social reforms (e.g. adequate housing, basic social services, agrarian reform) is attributed by the POs to the government's lack of political will and prioritization for social programs that would pursue the agenda of the basic sectors. The lack of the provision of the full financial requirements of asset redistribution measures and the minimal political support for the development of participatory mechanisms has had an impact in the people's organizations' trust in government's poverty alleviation. (See for example, the Philippine Partnership for the Development of Human Resources in Rural Areas or PHILDHARRA (2008) and the Caucus of Development NGO Networks or CODE-NGO (2010)).

Areas for Intervention and support for the PO Sector

Based on the findings of the subsectoral studies and the results of the focus group discussions, the following are some of the recommendations:

1. **Support for strengthening the capacities of marginalized groups.** There are many federations with the capacity for widening the number of people's organizations; these can

represent the interests of the poor at the national and local level. Support can be provided to these organizations in terms of organizing their respective constituencies, strengthening their leadership and improving their capacity for analysing issues and advocacy (e.g. understanding government processes). Support can also be provided in terms of improving the welfare of their leaders.

2. **Strengthening participatory mechanisms for people's organizations in government and their capacities for policy advocacy.** These include providing support for developing policy and program proposals that can improve the welfare of the sectors.
3. **Private sector-PO partnerships and PO-PO exchanges.** People's organizations can benefit from further exchanges with business and academic groups that could help provide financial and technical expertise to their work. They can also understand how other people's organizations across different sectors and within their sector have addressed the challenges in their work.

Concluding Remarks

Though the basic sector people's organizations are crucial players that can constantly push and check government's policies, programs and capacity to deliver social reforms, being organized on a per sector basis also has its own weakness. Because people's organizations represent the factional/ sectoral interests of their members, they are sometimes accused of not balancing the broader interests of society. This view has limited their influence in the policy circles. Likewise, as the people's organizations become empowered to articulate and demand their own sector interest, they are also seen as a threat to the power of established political groups in the local level. Such is the dynamics of engagement between and among people's organizations and various players in the local level even up to the national level. It is therefore imperative to recognize the role and nature of people's organizations, as they would ensure that development is democratized and responsive to the needs of their respective sectors needs and interests.

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People's Organizations in the Agriculture Sector

Maria Dolores Bernabe

The recent campaign on the passage of the Comprehensive Agrarian Reform Program Extension and Reform (CARPER) Law, which extended agrarian reform implementation by five more years, highlights the vital role peoples' organizations, particularly farmers groups, play in influencing national policies. Indeed, the CARPER campaign is one of the many successful initiatives that peoples' organization – with the support of non-government organizations and other civil society groups and actors – have spearheaded to advocate for and claim policies that support their ideal of agricultural development.

Article 13, Section 15 of the Philippine Constitution defines peoples' organizations as “bona fide associations of citizens with demonstrated capacity to promote the public interest and with identifiable leadership, membership, and structure.” Members of peoples' organizations define their organization as one that has direct stakeholders as members - parties that are directly affected by a particular issue or concern. As in other organizations, members are united around a common set of goals, governed by a defined structure and process, and following a specific set of rules and regulations.

It is in pursuing their sectoral interest, particularly their survival as a sector amidst changing political, social and economic conditions that peoples' organizations, especially farmers groups, charted the course of the peasant movement, as well as those of other stakeholders' groups in the sector. For instance, Lara noted that during the Marcos administration, the continued existence of authoritarian political and economic institutions that prevented the state from responding to peasant demands encouraged the latter

to undertake a range of alliance building efforts both inside and outside the formal political system” (Lara, 1990). Today, peoples' organizations continue to evolve in their advocacies as well as ways of working as they push for policies and confront new challenges.

It is by understanding peoples' organizations - their strengths and weaknesses - as well as the context of Philippine agriculture, including the opportunities and threats it offers to small agricultural stakeholders that one can more accurately locate the actual and potential role and contribution of peoples' organizations to social, economic and political development. A SWOT (strengths, weaknesses, opportunities and threats) analysis of peoples' organizations can also provide useful input in defining areas where support to peoples' organization can yield the best return in terms of delivering policies and program that have optimum impact on small agricultural producers.

Sectoral Context

The situation of Philippine agriculture provides a useful prism in understanding peoples' organizations. Conditions in the sector affect and animate farmers and agricultural stakeholders groups in the same way that the latter, depending on their level of influence and empowerment, also impact on policies and programs that define and shape the sector.

Over the past decades the share of agriculture to the Philippine economy has been declining. Its share to Gross Domestic Product (GDP) has gone down from 30.4% in the early half of the 1970s to 18.1 % in 2008 (Bureau of Agricultural Statistics and the Association of

Southeast Asian Nations or ASEAN Statistical Yearbook, 2008). Similarly, its share to total employment has dropped from 51.4% in 1980 to 36.1 % in 2007. For many farmers and agricultural stakeholders' organizations, the diminishing role of agriculture in the economy is the effect of government's poor level of prioritization of the sector, particularly in terms of policies and resource allocation. Coalitions such as the Alyansa Agrikultura, a broad alliance of peoples' organizations from various commodity groups in the sector, asserts that this low level of priority given to agriculture – reflected mainly in government's limited public investments in basic and productivity enhancing agricultural support services - is also one of the main reasons behind the poor performance of this segment of the economy.

Irrigation, which has the potential to substantially increase agricultural production and incomes, remains very limited. As of 2008, only 1.43 million hectares, or 45.89 percent of the country's total agricultural lands have irrigation facilities (Bureau of Agricultural Statistics, 2008). Similarly, affordable credit for agricultural production, especially from formal sources, is highly inaccessible to many small agricultural producers. Agricultural loans account for only 4.3 percent of total loans in the Philippines in 2007 (Bureau of Agricultural Statistics, 2008). A study conducted by Centro Saka (2008) indicates that only 4% of farmers source credit from formal lending institutions. All these data are consistent with the fact that government allocation for agricultural services is very minimal. Under the Arroyo administration, government spending for the sector accounts for 3.62 per cent of the total budget. (Bureau of Agricultural Statistics, 2008)

Landlessness also remains a major problem for many small farmers. While increasing pressures on land have resulted in smaller farm sizes, large farms remain largely untouched. In the 1980s, there were 11,738 farms under the 25 hectare and above category. As of 2002, the number of farms under this category is only slightly lower at 11,616. (Bureau of Agricultural Statistics, 2008)

Governments' failure to deliver essential productivity enhancing support services for small agricultural producers has resulted in low agricultural incomes. To wit, average net returns from palay production, which is

the most dominant source of income in many rural areas in the Philippines is at only PHP 8,477 per season per hectare for non-irrigated lands and PHP 14,063 per season per hectare for irrigated lands. Average income from yellow corn production is at PHP 14,050. (Bureau of Agricultural Statistics, 2008)

The passage of the Comprehensive Agrarian Reform Law (CARL) in 1988 and the Agriculture and Fisheries Modernization Act (AFMA) in 1997 is just some of the policy initiatives undertaken by government to respond to peoples' organizations' clamor for land as well as for increased public investment in the sector. Unfortunately the translation of these laws into concrete programs and projects that benefit agricultural producers has been far from optimal. AFMA implementation was hampered by limited new resource allocation as well as lack of institutional focus and prioritization. Similarly, the Comprehensive Agrarian Reform Implementation Program (CARP) was not fully implemented due to limited budget, bureaucratic inefficiency and landlord resistance. The last Congress, in response to the massive campaign spearheaded by farmers' groups, passed the CARPER law to extend the implementation period of CARP by five more years to allow government to distribute the balance in land tenure improvement.

In the main, it is clear that the core problems of poor support services and landlessness in the sector still exist and are in fact compounded by a new set of challenges. The Philippines' commitment to various free trade agreements, such as the Association of South East Asian Nations Free Trade Area-Common Effective Preferential Tariff scheme (AFTA-CEPT), the ASEAN China Free Trade Area (FTA), the ASEAN Australia New Zealand FTA, among others, liberalized domestic markets and exposed small agricultural producers to increased competition from less priced agricultural imports. Additionally, climate change, manifested mainly in increasing atmospheric temperatures and extreme weather conditions, is heightening uncertainties in agricultural production.

The presence of these problems undermines the economic viability of small agricultural producers and threatens to exacerbate poverty in the sector. Two thirds or 61.7 percent of the poor in the Philippines are to be found in rural areas where agriculture is the main source of income and livelihood. Moreover, poverty incidence within the sector is very high at 48.5%, which

indicates that almost one out of two people in agriculture is poor (Bernabe and Montemayor, 2006). Addressing poverty in the Philippines cannot be achieved without addressing the problems of the agricultural sector.

In this context, many development organizations devoted to poverty alleviation and reduction must look at agriculture as a significant target area of intervention. For these organizations, a related and more relevant question is: what types of intervention will provide the best return on investments of development funds, resources and energy in terms of impact on poverty reduction? What initiatives, when supported, can generate sustainable and broad based growth and development?

As will be seen in the succeeding sections of this paper, peoples' organizations in the agricultural sector consider policy work - advocacy, research and lobbying - as a central strategy to promote agricultural development. For many of these groups, influencing the policy environment so that it supports rather than undermines the economic viability and sustainability of agricultural production is the most strategic and crucial form of intervention.

Mapping of Peoples' Organizations in the Agricultural Sector

Stakeholders in agriculture include farmers, agrarian reform beneficiaries, rural women, fisherfolks, farmworkers, and their families. There is no official and exact data on how many farmers and agricultural stakeholders are actually organized, although the Philippines has a long list of peoples' organizations in the agricultural sector.

Organized stakeholders are affiliated with different types of peoples' organizations. Some are members of local organizations, which may or may not be affiliated with national organizations. Others are members of groups that are organized according to commodities or sectors, such as the Nagkakaisang Ugnayan ng mga Magsasaka at Mangagawa sa Niugan (NIUGAN), in the case of coconut farmers and Kilusang Mangingisda (KM), in the case of fisherfolks. Still, some are formed

by agrarian reform beneficiaries within a community, or from a particular landholding, such as the Samahang 53 Ektarya, which is formed by agrarian reform beneficiaries in Montalban, Rizal. Others are organized by farmworkers, usually from the same plantation.

However, in general, most peoples' organizations in the sector, including those covered by this study have mix membership, which means, they have various stakeholders as members. For instance, groups like Pambansang Kilusan ng mga Samahang Magsasaka (PAKISAMA), Pambansang Katipunan ng Samahan sa Kanayunan (PKSK), and Makabayang Alyansa ng mga Magbubukid ng Pilipinas (MAKABAYAN), among others have members that include farmers from different commodity groups, rural women, fisherfolk, agrarian reform beneficiaries and farmworkers.

Mapping Methodology

In undertaking the mapping, data on the following peoples' organizations were generated through roundtable discussions, key informants interview, records review and internet sources. By design, the mapping exercise covers only national organizations, since these are also composed of local organizations and hence can provide insights on the operations of the latter on the ground.

The mapping exercise considered data on the following organizations:

- Aniban ng mga Manggagawa sa Agrikultura (AMA)
- Pagkakaisa Para sa Tunay na Repormang Agraryo at Kaunlarang Pangkanayunan (PARAGOS-Pilipinas)
- Kapatiran ng Malayang Maliliit na Mangingisda (KAMMMPI) –KM Makabayang Alyansa ng mga Magbubukid ng Pilipinas
- Katipunan ng Bagong Pilipina (KABAPA)
- Katipunan ng mga Maralitang Magsasaka sa Kanayunan (KASAMA-KA)
- Kilusang Mangingisda (KM)
- Makabayang Alyansa ng mga Magbubukid ng Pilipinas (MAKABAYAN)
- Pambansang Koalisyon ng mga Kababaihan sa Kanayunan (PKKK)
- Nagkakaisang Ugnayan ng mga Magsasaka at

- Mangagawa sa Niugan (NIUGAN)
- Progresibong Alyansa ng Mangingisda ng Pilipinas (PANGISDA)-KM
- Pambansang Katipunan ng Makabayang Magbubukid (PKMM)
- Pambansang Katipunan ng Samahan sa Kanayunan (PKSK)
- Pambansang Kilusan ng mga Samahang

- Magsasaka (PAKISAMA)
- Kilusan ng Magbubukid sa Pilipinas (KMP)
- Federation of Free Farmers (FFF)

As much as possible, the author endeavored to gather data on peoples' organizations, using the following parameters and indicators.

Parameter	Indicators
Objectives	Vision, Mission, Goals
Membership	Number of Members Recruitment and membership Policies
Geographical presence	Chapters in provinces and regions
Governance structure	Organizational diagram Decision making process Relationship between national and local offices Process of planning formulation, implementation and evaluation
Nature of Work	Programs and projects
Key Advocacies	Advocacy agenda
Nature of relationship with government	Description of engagement with government

Objectives: Vision, Mission, Goals

Although the exact articulation of vision, mission and goals vary from one organization to the other, almost all of the peoples' organizations covered by the study are organized around two main, broad goals. The first is to promote a better life for stakeholders in the agricultural sector. This is clearly articulated in their objectives, which includes promoting agricultural development through asset reform, increased public investment in agriculture, sustainable agriculture and climate resilience, to name a few.

The second relates to a much broader goal of helping bring about over-all economic, social and political development. For instance, many peoples' organizations identified the promotion of participatory governance as one of their main goals. Some organizations like PKSK and MAKABAYAN have explicitly identified the rejection of neo-liberal economic policies as one of the end objectives of their respective organizations.

Membership and Geographical Presence

National peoples' organizations and networks are usually composed of local organizations or chapters. Membership is mainly through local member organizations. Some, like the Federation of Free Farmers, have local chapters, through which members directly affiliate themselves with the organization.

Some organizations are in a position to quantify their members. For instance, PKSK reports that it has 22,000 farmers as members, while MAKABAYAN puts its membership at 15,000 farmers and their families. FFF, which is one of the oldest farmers' groups in the Philippines states that it has 200,000 as members. KMP claims that it has control over 1.3 million farmers all over the country.

Some organizations, particularly those that are relatively newly organized, like PKKK, do not have an exact accounting of the number of its members, but can provide data on the geographical coverage of its

operations. For instance, PKKK reports that it has coalition chapters and core groups in 30 provinces across Luzon, Visayas and Mindanao, even though it has no exact figure on the actual number of its members.

The requirement for membership is fairly simple and straightforward: members must accept and adhere to the goals, principles and objectives of the organization, and are expected to attend meetings and participate in the activities of the same. Many of the members are very poor, and as such cannot afford to pay membership dues. Hence, very few organizations are able to regularly and consistently collect membership fees. Dues are very minimal and, usually, only collected during the General Assembly, as a requirement to having voting rights in the election of the leaders of the organization.

An organization is considered as national in scope if it has members, chapters or presence in Luzon, Visayas and Mindanao. A scanning of the geographical presence of the organizations covered by the study shows that, in general, most peoples' organizations have greater presence in Luzon, followed by Mindanao, and the Visayas.

During the roundtable discussion among leaders from the agriculture sector hosted by the Civil Society Resource Institute (September 1, 2010, Partnership Center, Quezon City), farmer leaders explained that this is probably because government offices are located in Luzon, and many peoples' organizations are organized primarily to engage government. Also, since many of the national organizations are formed in Luzon, it is easier for them to recruit local member organizations operating within this region.

Organizational Structures and Processes

The General Assembly (GA), composed of representatives from local member organizations or chapters, is the highest policy making body for the organizations covered by this mapping exercise. The General Assembly, which is convened once every two to three years, elects the leaders and sets the direction of the organization. It is also the venue for organizational planning and assessment.

The elected leaders form part of an executive or national council, which ensures that the directions set by the General Assembly are translated into concrete programs and activities. The council takes care of the day-to-day operations of the organization. It is usually composed of leaders from the different island groupings, and as such also facilitates communication between local members and/or chapters in the region with the national office.

Advocacy Agenda

Many peoples' organizations share the same advocacy agenda, which revolve around the following themes:

1. Full implementation of agrarian reform
2. Increased budget and resource allocation for agricultural support services
3. Increased trade protection for small farmers, and rejection of agricultural trade liberalization
4. Participatory formulation of a comprehensive development plan for fisherfolks
5. Strengthening and promotion of democratic and participatory governance
6. Rural development through community based economic and social enterprises
7. Promotion of sustainable agriculture
8. Respect for rural women's property rights
9. Asserting the right of indigenous people in ancestral domain
10. Protecting community rights in coastal resources
11. Democratizing access to safe, adequate food and potable water
12. Facilitating women's access to sustainable and women-friendly agriculture and fishery support services
13. Ensuring women's representation and participation in the implementation of Gender and Development (GAD) and Local Sectoral Representation
14. Fulfillment of reproductive rights and protection from all forms of violence and other gender relations
15. Promoting climate resilience

Nature of work

Peoples' organizations adopt a range of interventions to achieve their goals and to push for the realization of their advocacy agenda. These interventions are not mutually exclusive, and are in fact used in a complementary fashion.

In the main, one can identify six forms of interventions undertaken by peoples' organizations in the agricultural sector:

1. **Organizing** – this is considered as the foundation of all the work of peoples' organizations. It enables the latter to undertake and sustain all other forms of interventions. It involves recruiting members, securing their commitment to a common objective and mobilizing them towards the realization of a common goal;
2. **Public advocacy** – this refers to articulating farmers' position and advocacy agenda to the broader public in order to generate attention, support and leverage in pushing for the adoption and implementation of policies consistent with their agenda. Media work, campaigns and mobilizations, mass actions and alliance building are just some of the activities that fall under public advocacy;
3. **Policy advocacy and lobbying** – this refers to holding dialogues and direct interaction, in a sustained and systematic manner, with officials from the executive and/or legislative branches of government with the end in view of influencing policies and programs.
4. **Economic empowerment** – this involves helping farmers undertake projects and initiatives that can help them improve incomes and/or productivity in a sustainable manner. Examples of interventions under this category include setting up village level economic enterprises and promoting the use of organic farming practices, among others.
5. **Capability building** –peoples' organizations regularly provide training to their members to raise their awareness on particular issues or to improve their capability to undertake certain activities or assume a specified set of functions. For instance, organizations advocating for agrarian reform implementation provides their members with training on CARP in the

same way that those involved in the advocacy for gender equality usually provide training on women's rights.

6. **Social protection** – some peoples' organizations provide social protection to their members, such as through the extension of insurance and other support to their members.

Nature of engagement with government

Peoples' organizations can also be classified according to the nature of their engagement with government. In the main, one can identify four broad types of relating with the state:

1. **Expose and oppose** – engagement under this category is mainly for propaganda value and not intended to actually result in policy and program reform; additionally, engagement is normally in line with a greater political agenda such as a platform to criticize not just a particular administration, but the government as a whole;
2. **Critical engagement** - engagement with the government is based on a critique of existing policies and programs, and involves a presentation of possible alternatives;
3. **Critical collaboration** –under this category, peoples' organizations maintain a critical stance, but engage the state as part of or within government structures and processes. An example of this type of engagement is the participation of various people's organizations in the National Anti-Poverty Commission (NAPC).
4. **Collaboration** – some people's organizations work with government and act as implementers of government policies and programs.

A SWOT (Strengths-Weaknesses-Opportunities-Threats) Analysis:

Strengths

People's organizations have positive experiences in charting concrete policy and program gains

People's organizations have positive experiences in undertaking campaigns and initiatives that have resulted in concrete policy and program gains. The most recent is the campaign for the passage of the CARPER law, which gave the executive department the mandate to extend CARP implementation by an additional five years, while plugging some of the loopholes that undermined agrarian reform. Initially, the chance of passing CARPER into law was considered very small because of the strong lobby of landlords in Congress. However, the leadership skills wielded by farmer leaders, who launched a massive campaign from the ground up captured the imagination and support of the public and created the necessary pressure on Congress to pass the law despite strong opposition from some legislators.

Another campaign successfully spearheaded by farmers groups is the extension of the maintenance of quantitative restrictions (rice QRs) on rice importation. Like the CARPER Law, the possibility of maintaining rice QRs at the start of the campaign was very small. However, farmers' groups adopted a host of public, executive and legislative advocacy and were able to successfully influence government to heed their position.

The organizations have such positive experiences and concrete policy gains because of several factors:

1. People's organizations have learned how to maximize spaces as well as opportunities for engagement in government. For instance, in waging the campaigns on the rice QRs, farmer leaders actively participated in all relevant legislative hearings as well as in all consultations conducted by the Department of Agriculture on the issue. Similarly, in lobbying for CARPER, farmer leaders actively sought and secured the support of sympathetic legislators in pushing for the passage of the bill.
2. People's organizations have become more innovative in their advocacy and lobbying. Borras (1999) documents how farmers' organizations adopted the bibingka strategy where lobbying pressures were exerted from the ground (grassroot level) as well as from the top (on national executive agencies) to push for land reform implementation in some areas.

3. People's organizations, with the support of non-government organizations, have greater access to information, which enable them to better respond to issues affecting their sector.

Peoples' organizations, with the proper organizing support, have the potential to offer optimal and sustained return on investments of development resources and funds

Investing in organizing farmers' organizations has the potential to yield optimal returns in terms of: (1) delivering policies and programs that have tangible benefits for small agricultural producers; (2) empowering farmers and enhancing their confidence to participate both in the formulation and implementation of policies and programs for their sector; (3) improving their capability to sustain, maximize and build on the gains from their initiatives.

For instance, Soc Banzuela of PAKISAMA cited the case of the Sumilao farmers. He pointed out that organizing the Sumilao farmers required minimal cost but generated substantial gains for the farmers as well as for the entire agrarian reform and rural development community. Apart from successfully pushing for the distribution of 50 hectares of land, the Sumilao farmers were also able to lobby government to provide them the necessary resources for support services. Moreover, their initiatives helped galvanized support for the passage of the CARPER law.

Organizing farmers empowers the latter to actively participate in development programs. The International Fund for Agricultural Development or IFAD (2009), in drawing lessons from its country strategic program in the Philippines, reported that the active participation of "stakeholders in project identification and preparation improves long term impact, due to increased commitment to project objectives."

Participants in the roundtable discussion confirmed that with proper support, particularly in organizing, peoples' organizations can deliver concrete gains, both in terms of policy and services, at the local and national level.

Peoples' organizations are in a position to contribute to policy formulation as well as to monitor and give feedback on policy and program implementation

Because peoples' organizations are composed of actual agricultural stakeholders, they are in the best position to provide the most grounded input on a particular policy program or issue. Additionally, since they are on the ground, they can easily monitor and provide feedback on the status as well as impact of the government's implementation of policies and programs.

Many people's organizations also benefit from the fact that they have committed leaders as well as members, who are very knowledgeable on key issues affecting the agricultural sector. At the same time, people's organizations have become innovative and open to adopting a mix of interventions to more effectively respond to the members' needs.

Weaknesses

The following are the weaknesses of people's organizations in the agricultural sector:

Peoples' organizations need to improve their organizational capability, such as organizational management, fund raising and reporting, among others

Many people's organizations lost funding support because they were not able to fulfill the documentation and reportorial requirements of donors. As a result, most of the funding support was channeled to non-government organizations, which extended support to people's organizations based on their defined programs and priorities. This arrangement defines the current relationship and dynamics between people's organizations (POs) and non-government organizations (NGOs). Ideally, NGOs should assume a supporting role vis-à-vis POs since the latter are composed of actual stakeholders. However, the fact that donors are channeling their funds to NGOs gave the latter the power to define programs and campaigns, with POs acting as mere beneficiaries rather than the ones actually setting the direction of advocacy work.

Improving the capability of peoples' organizations to undertake the administrative and financial aspects of organizational work will enable them to deal more directly with donors, and secure resources to finance and direct their own campaigns, with NGOs assuming a supporting, rather than directing role.

Some groups like PAKISAMA are addressing this problem by hiring competent and highly qualified secretariat to undertake the administrative and financial aspects of organizational work.

Competing demands on the time of members and leaders limit their capability to undertake all aspects of organizational work

Many leaders and members of people's organizations are heavily involved in a lot of campaigns covering various advocacy agenda. At the same time, they also need to earn a living as agricultural producers. Hence, most of them do not have the time to undertake all aspects of organizational work.

The failure to manage the pressure from these competing demands on the time of leaders and members have, in some cases, resulted in fatigue from organizing and meeting. It also negatively affects the quality of organizing work, as leaders and members tend to devote lesser time on the organizational aspects of their work, including reflecting and assessing their ways of working.

People's organizations need to create a systematic succession plan

The absence of a systematic succession plan is creating a dearth in second-generation leaders. It also poses a serious threat to the sustainability of people's organizations in the sector. Additionally, the fact that there are relatively few second liners exerts a lot of pressure on the time, energy and resources of current leaders, and limits the latter's capability to effectively fulfill all their functions.

Opportunities

Spaces for policy advocacy and lobbying in executive and legislative branches of government

There are now more spaces for advocacy and lobbying in the executive and the legislative branches of government. Although far from perfect, these spaces can be maximized to push for important policy reforms. For instance, the Department of Agrarian Reform opened the process of formulating the Implementing Rules and

Regulations (IRR) of the CARPER law to POs and NGOs. Similarly, the Department of Agriculture (DA) conducted consultations to get the view of various agricultural stakeholders' organizations on developing the country's negotiating position on the Agreement on Agriculture under the World Trade Organization.

At the legislative level, the party list system enabled members to have access to sympathetic legislators who were willing to articulate and take on their position in legislative deliberations.

Empowering people's organizations to maximize these spaces contributes to the process of democratizing policy formulation, and encourages government to adopt a bottom - up approach to development planning.

Support from NGOs and other groups

Non-government organizations and other civil society groups and networks offer a broad range of support for people's organizations. By tapping their support, people's organizations have created synergies that were instrumental in successfully pushing for the realization of their advocacies, such as the passage of the CARPER Law, the resolution of the Sumilao case and the maintenance of quantitative restrictions on rice importation, to name a few.

During the roundtable discussion, leaders from people's organizations emphasized that NGOs are support groups, and should take the lead from people's organizations in defining the advocacy agenda of the sector

Economic and political conditions that create incentives for organizing

The fact that agricultural stakeholders confront different economic and political challenges creates incentives for organizing. For instance, the dampening effect of vegetable smuggling and importation on vegetable prices provided the impetus for farmers in Benguet to organize into the Benguet Farmers'

Cooperative, and encouraged them to seek out and join existing organizations and coalitions advocating for trade protection for small agricultural producers, such as Alyansa Agrikultura.

Climate change advocacy as platform for long standing advocacies

Many farmers view the current attention on climate change, particularly on adaptation as an opportunity to push for their long standing advocacies on sustainable agriculture and increased agricultural support services.

Threats

Limited funding for people's organizations

The limited funding for people's organizations, particularly for organizing work is considered as one of the biggest threats to their continued survival and existence. Much of the resources allocated by donors for the agricultural sector are channeled to non-government organizations. Very few donors are allocating resources for organizing work, which is the lifeblood of many people's organizations.

Challenges facing the sector

Leaders consider the various social, economic and political challenges facing the sector as threats to their viability as agricultural producers, and as such, are also threats to the continued existence of their organizations. These challenges, some of which are elaborated in Part 1 of this paper, include:

- Limited public allocation for basic support services
- Increased competition from agricultural imports
- Poor level of competitiveness
- Landlessness
- Impacts of climate change

Increased militarization in some areas

The problem of increased militarization hampers organizing work in some areas.

Conclusion and Recommendations

The breadth of problems in Philippine agriculture underscores the importance of policy change as a target of development intervention in the sector. While development organizations can indeed easily chart measurable and tangible gains through service programs, it is only through policy work that they have the chance to contribute to comprehensive and sustainable solutions of the sector's problems. The fact that two thirds of the country's poor is in agriculture emphasizes the importance of strategic and effective interventions in the sector in any development effort.

People's organizations have already identified the most crucial challenges in agriculture and have forwarded concrete proposals to address them. In many cases, they have demonstrated that with proper support, they have the capacity to influence policies. Additionally, they have shown that allocating development resources for organizing offers the best return on investments - both in terms of realizing policy gains as well as in securing actual tangible support to farmers, both at the local and national level.

With these considerations in mind, the paper puts forward three broad areas where development organizations can provide support for people's organizations in the agricultural sector. These are:

Policy advocacy and lobbying

Peoples' organizations have identified the following areas where policy advocacy and lobbying are important.

1. Ensuring allocation for land distribution under CARPER
2. Adoption of trade policies that support rather than undermine the economic viability of small producers
3. Increasing budget allocation for agricultural support services
4. Building climate resilience

5. Promotion of sustainable agriculture
6. Promotion of women's rights, especially property rights
7. Participatory process of creating a comprehensive development plan for aquaculture
8. Protection of the rights of farm workers

People's organizations are in a position not only to contribute to the formulation of policies, but also to monitor their implementation, and provide feedback on their impact on agricultural stakeholders.

Organizing and constituency building

Successful policy advocacy and lobbying cannot be achieved without constituency building. Indeed, experiences from past campaigns have shown that organizing and critical mass building are essential requirements to securing policy gains.

Organizing has a social multiplier effect because it empowers stakeholders, organizations and communities to innovate and tap other resources to achieve their advocacy agenda. Moreover, organizing can contribute immensely to democracy building as it enables people to have an input in local and national policies by using, creating and maximizing spaces for engagement in government.

Capability Building

The following are areas where people's organizations require capability building support:

1. Organizational management
2. Fund raising and management
3. Systematic leadership development plans for second-generation leaders
4. Action research in line with their key advocacies

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Annex A

Participants to the Agriculture Sector Round Table Discussion
hosted by the Civil Society Resource Institute (CSRI)
August 31, 2010, Partnership Center,
59-C, Salvador St., Loyola Heights, Q.C.

Name	Organization
1. Grace Laguitan	Makabayan-Pilipinas
2. John A. Cortez	Makabayan-Pilipinas
3. Raul Socrates Banzuela	Pakisama
4. Trinidad M. Domingo	Kabapa – PKKK
5. Elvira M. Baladad	Envi-watchers – PARAGOS Pilipinas
6. Pablo Rosales	PKMM/ Pakisama
7. Ernesto B. Prieto	Kaisahan ng mga Manggagawa sa Agrikultura (KMA)
8. Jhun Pascual	PKMM
9. Romy Rubion	Kilos Kanayunan
10. Maning G. Rosario	PKSK
11. Annie de Leon-Yuson	CSRI
12. Riza Bernabe	Researcher/Facilitator
13. Daryl Leyesa	Documentor

The Urban Poor Movement: Past Gains and Future Challenges

Ana Teresa D. Yuson and Maria Tanya Gaurano

Overview

This paper provides insight on the beginnings, trends, issues and direction of peoples' organizations (POs) in the urban poor and housing sector. The sector's roots can be traced back to the Marcos administration and characterized as a response to the mass and sweeping demolitions undertaken by the government then. A shared problem or issue - such as the perennial threat of eviction and the consequent need to secure housing tenure - serves as an impetus for the urban poor to come together as a group, association or movement to collectively rally against oppressive and often, hazardous living conditions common to them.

a. Definition of the sector

The Presidential Commission for the Urban Poor (PCUP), the agency linking the sector with the government, describes the urban poor as "the underprivileged or the homeless in society – the unemployed, underemployed and irregularly employed, who, owing to their lack of income become squatters and slum dwellers." This segment of the population are often located in sidewalks, dumpsites, cemeteries, unoccupied government or private lands and danger areas such as railroad tracks, riverbanks and road right-of-way. The PCUP was created in 1986 by virtue of Executive Order 82 to serve as a direct link of the urban poor sector to the government in policy formulation and program implementation that address their needs. It coordinates and facilitates efforts and dialogues among various stakeholders concerned or affected by the plight of the urban poor. In 2002, through Executive Order 152, it was designated as the "sole clearinghouse

for the conduct of demolition and eviction activities involving the homeless and underprivileged citizens" and mandated to "monitor all demolitions, whether extra-judicial or court-ordered", involving the homeless.

As a concept, urban poor groups, also called peoples' organizations (POs), are closely linked with or related to non-government organizations (NGOs), making up "civil society" or "civil society groups" (Songco, 2003). Velasco (2004) refers to them as the base of civil society at the grassroots level representing a diverse range of interests of the marginalized masses. These groups are formed on a voluntary basis around a common issue or need, with the lack of housing tenure as the most palpable necessity and pending demolition threats as the most immediate.

Comprised of urban poor households that have organized themselves into an association, these groups are officially recognized as a legal entity upon their registration with the Securities and Exchange Commission (SEC). To participate in a government's housing program such as the Community Mortgage Program (CMP), these groups need to be registered as a homeowners' association (HOA) with their existence acknowledged by the Housing and Land Use Regulatory Board (HLURB). The CMP is a housing finance program that allows organized low-income families, specifically those illegally occupying lands to access funds for land acquisition, infrastructure development and house construction. Target beneficiaries are required to organize themselves into a community association and only as a legal entity (i.e., HOA) can they obtain a loan to purchase property and undertake land development without collateral.

As an organized group or recognized HOA, the urban poor are better able to assert their rights and command attention to their claims: negotiations are better facilitated by concerned government agencies as they work with them at an organizational, rather than on a piecemeal (household) basis. Also, in their struggle for tenure security and decent housing, their being organized allows them some leverage during negotiations, dialogues and advocacy activities.

Despite the apparent significance of these associations in the overall composition of the sector, there is no comprehensive data on the number of associations created and registered solely for the purpose of participating in a government housing program like the CMP. In its website, the HLURB simply lists the names of HOAs registered with them but does not distinguish between associations composed of urban poor households from their middle- or upper-class counterparts (HLURB Website, 2010).

Similarly, in a 2008 report, the Caucus of Development NGO Networks (CODE-NGO) states that in the National Capital Region (NCR) alone, there are around 4,862 HOAs, with only about 730 associations registered with the said government agency.

b. Demographics and statistics: Urbanization, informal settlements and the poor

Karaos and Nicolas (2008) report that the National Statistics Office (NSO) is yet to release the total urban population, but anticipate that this would certainly exceed the 48.03 percent urbanization level it posted seven years ago. The authors likewise quote a United Nations (UN) study, which places the urbanization level in the country at 64 percent, around 57 million of the country's entire population or more than 10 million households. It is estimated that more than twenty (20) percent of this number are found in the NCR.

This number is accounted for by the influx of rural migrants, lured by employment opportunities and basic services available in the urban areas, and natural population growth. This rapid increase in the country's urban population has put a strain on the cities' resources, including available and affordable parcels of land and housing. The authors likewise cite a recent UN report estimate that 30 percent of the country's urban population (approximately 16.5 million people) is living

in slums while government data indicate that there are about 1.4 million informal settler families in the Philippines. Around half of this number (681,096 families) is located in the NCR.

In terms of income, households in the urban areas fare better than their rural counterparts as poverty incidence, or the proportion of the population living below the poverty threshold, is more severe in rural areas. The National Statistical Coordination Board (NSCB) however reports that on the average, families in the urban areas require income levels twenty (20) percent more than those in the rural areas. Consequently, households in the urban areas unable to meet this high cost of living make up the urban income-poor. Using a simple income criterion, which utilizes the concept of poverty threshold, or the minimum income needed to buy food and other necessities to support a family of six (6), Porio (2004) cites Karaos (1996) who stated that in 1991, more than half of the squatter population was not "poor"; however, because they are in informal settlements, they may be classified as "housing poor" or those who do not have housing due to the large gap between their incomes and the cost of housing in the market. No data however, exist that merge these two categories (of poor).

In the 2008 Philippine NGO report on the right to adequate housing submitted to the UN, it was stated that because the 7.3 percent economic growth experienced by the country in 2007 was coupled by food and energy price hikes, there was an increase in the number of Filipino families in urban areas falling below the poverty line. This means that a family of five (5) in the NCR would need a monthly income of more than P10,000 to meet basic needs such as food, clothing, shelter and transportation (Karaos and Nicolas, 2008a).

The projected housing need for 2005- 2010 is about 3.7 million units. Of this number, around 1.2 million or 31 percent already comprise the housing backlog which consists of 1) doubled-up housing; 2) housing units in need of replacement due to relocation from danger zones, government infrastructure project sites and private lands subject to court-ordered clearances or demolitions; 3) homeless families needing shelter, and 4) makeshift units in need of upgrading. The remaining 2.6 million units (69 percent) represent the projected increase in the household population that would likewise need housing (Karaos and Nicolas, 2008b)

To address this housing need, the government's National Shelter Program (NSP) aims to provide secure tenure and/or decent housing for the bottom 40 percent of the population, measured in shelter security units (SSU) as the sector's contribution to poverty alleviation efforts. For the period 2005-2010, the government targeted the delivery of 1,145,688 SSU, 68 percent or 780,191 units of which fall under the category of socialized housing that is supposed to cater to the bottom 40 percent of the population. Key programs expected to deliver housing assistance to this segment of the population include: 1) Resettlement that assists families displaced by large infrastructure projects; 2) Community Mortgage Program (CMP) directed to small and medium informal communities on privately-owned lands; 3) Presidential Land Proclamations that cover informal settlements occupying government-owned lands which have not been used for the purpose for which they were acquired; and 4) Housing loans to formal employees provided by the Home Development Mutual Fund (HDMF) or Pag-ibig. Though the NSP aims to address the housing needs of informal settlers in both the rural and urban areas, the first three (3) programs cited above cater mostly to that of the urban poor. (Karaos and Nicolas, 2008b)

Based on the Medium-Term Philippine Development Plan (MTPDP), the government can barely meet the growing number of urban informal settlements. The large discrepancy between the 3.7 million housing need and the government's housing target of 1.1 million units indicate that only about a third of the projected housing need is met. In terms of actual performance, the government has likewise exhibited poor performance. For the period 2001-2004, it was reported that only 73.6 percent (882,823 units) of the government's 1.1 million housing units was achieved, a drop in the bucket for the estimated 3.6 million housing need for the same period.

Moreover, land prices in urban areas are increasing at a rapid rate, thus putting more pressure on the already inadequate and irregular income of the urban poor and aggravating the growth of informal settlements and slums. In Metro Manila, market values of residential lands range from P3,000 to P 42,000 per square meter; and because the urban centers remain to be the primary source of economic opportunities for the poor, it becomes expedient for them to occupy idle lands to enable them to take advantage of these prospects. Unfortunately, being informal settlers with no legal claim to the lands they occupy also deprives them of

access to basic services such as legal water and electrical connections, resulting to blighted and unsafe communities (Karaos and Nicolas, 2008b).

While there are no comprehensive data to combine the many aspects of poverty in urban areas, statistics cited above provide a picture of the multi-faceted nature of the issues and problems faced by households and individuals in urban areas whose incomes are insufficient to meet their families' basic needs. Government's poor capacity in delivering adequate social housing, the blighted conditions in the slums and the lack of housing security that the informal settlers deal with are worsened by their inability to generate enough income to meet their basic needs and improve their living situation. It was this gamut of basic needs and inability of accessing them that catalyzed them to band together and address common issues such as secure and adequate housing.

c. Brief History of the Urban Poor Social Housing Movement

The proliferation of NGOs and POs arose as a response to the repressive Marcos dictatorship. Broad protest movements formed during this time eventually transformed into issue-based movements advocating for specific social reform policies. The 1986 People Power and the 1987 Philippine Constitution enabled and strengthened civil society groups (NGOs and urban poor POs) to participate in political processes and gain political leverage for their housing concerns.

The urban poor movement in particular, was a response to demolitions and evictions that the national government undertook to clear certain public lands occupied by illegal settlers to make way for development projects. Its beginnings can be traced back to the "successful" lobbying for the enactment of Republic Act (RA) 1597 – an act that allowed squatters in Tondo, Manila to purchase the land they occupied at P5 per square meter – by the Federation of Tondo Foreshoreland Tenants' Association to then-President Magsaysay in 1956. Owing to Magsaysay's death the year after the law was passed, its provisions were not implemented and the group disbanded in 1959.

Demolitions of squatters' settlements in Intramuros, Tondo and North Harbor in Manila in the 60s and the lack of organized opposition resulted in the relocation

of hundreds of families to far-off resettlement sites in Sapang Palay, Bulacan, Carmona, Cavite and San Pedro, Laguna. Another group emerged, the Council of Tondo Foreshoreland Community Organizations (CTFCO), which attempted to resist the demolitions but was unsuccessful as the first one.

In 1970, the Zone One Tondo Organization (ZOTO) was formed; owing to the phenomenal growth in its membership (from twenty organizations in 1970 to 113 associations in five years – an increase of more than 400 percent in such a short span of time), expansion and strength, it was able to gather from its sheer number, considerable gains in advocating for housing rights. Karaos (1993) referred to the group as the representation of “the first real organization of squatters into an urban social movement.”

ZOTO gave rise to noteworthy organizations, most of which started out as issue-based and formed to oppose impending demolitions or government projects expected to have adverse effects on their community. These organizations include: Sangguniang Kristiyanong Komunidad (SKK), Ugnayan ng Maralitang Tagalunsod (UMT), Pagkakaisa ng mga Maralita sa Lungsod (PAMALU) and Alyansa ng mga Maralita Laban sa Demolisyon (ALMA) located in different cities and relocations sites in and near Metro Manila. As Imelda Marcos escalated the eviction efforts of the government, the movement shifted its focus to resist it as a policy, rather than on a project- or site-specific manner; this helped to consolidate the anti-eviction movement of the sector.

After the collapse of the Marcos dictatorship in 1987, the sector continued its advocacy with people power fervor very much in the air and with high expectations from the newly-installed democratic government of President Corazon Aquino. At that time, a broad coalition of urban poor organizations which participated in the 1986 People Power Revolution of EDSA, came together under the National Coalition of Urban Poor Organizations (NACUPO) and a common agenda of pushing for the establishment of a government agency that would protect and serve the urban poor sector. In response, President Corazon Aquino created the Presidential Commission for the Urban Poor (PCUP), where some reform-minded NGO activists were appointed as Commissioners. As various broad tactical urban alliances were formed, some

working on urban poor issues did not last long enough to make an impact as they eventually disbanded due to ideological differences.

With reform-minded persons entering government and democratic spaces opening up, some urban poor organizations and NGOs decided to work together for a more strategic sectoral legislative agenda. From a draft urban land reform bill formulated and advocated by an urban poor PO federation called Pambansang Kilusang Maralitang Tagalunsod Para sa Panlungsod na Reporma sa Lupa or PAKSA-LUPA, other similar federations and NGOs expressed their interest to participate and join the lobby for the urban land reform initiative. Thus, the Urban Land Reform Task Force (ULR-TF) was launched, precisely to galvanize more urban poor organizations, NGOs and the Church to lobby for an urban land reform law that would protect and benefit the sector. In the next few years, the ULR-TF POs spearheaded the lobbying in Congress, backed up by a technical working group composed of NGO and church representatives (through its Bishop and Businessmen's Committee). This eventually culminated into the Urban Development and Housing Act (UDHA) in March 1992, a landmark social reform legislation.

Organizing the urban poor sector can be traced back to the history of “activist community organizing” NGOs in the Philippines. Owing to the formation of the ZOTO in the seventies, the urban poor slum movement was not only jumpstarted, but at the same time, the seeds of the Saul Alinsky's “conflict confrontation” organizing tradition was also planted. Veteran community organizers and activist urban poor leaders were trained in this mold through the Philippine Ecumenical Council for Community Organization (PECCO). This eventually paved the way for the propagation of NGOs committed to organizing and empowering the urban and rural poor in various parts of the country from the 70s until today.

Issues and Concerns of the Urban Poor Sector

1. Macroeconomic factors

Escalating population growth rates in regional growth corridors such as CALABARZON, SOCCSKARGEN and Davao City have greatly

increased the demand for housing in secondary cities (Porio, 2004). Given the current pace of the government's housing delivery, this phenomenon further widens the gap between the demand for and supply of housing. The current land administration system of titling and documentation was labeled as the "single-most important factor slowing down the implementation of the Community Mortgage Program (CMP)", thereby posing a hindrance to its implementation and a threat to the overall effectiveness of the program (Porio, 2004). The contradictory issues of the urgency to decongest the urban areas and the need for the urban poor to be near places of employment and basic services often located in cities have resulted in ineffective programs of the government (i.e., Balik Probinsya Program, which provides a lumpsum amount to urban poor families willing to go back to their respective provinces of origin). It is not uncommon for the families to take the money and "relocate" (squat) in another informal settlement area in the metro). Lastly, the high price and scarcity of land in urban areas is a hindrance for urban poor communities to look for affordable parcels of land they can purchase.

2. The need for disaster-safe, accessible and affordable social housing sites within the city

For the year 2010, the Task Force-Anti Eviction group estimates that 370,000 urban poor informal settlers residing in danger zones and public land in Mega-Manila alone due for clearing would require large tracts of social housing sites within or near the city. Unfortunately, available and disaster-safe land in the city is scarce and very expensive; finding them has been a major challenge resulting to the socioeconomic dislocation of urban poor families.

3. Adequate basic social services for informal settlements

Informal settlements are blighted and often deprived of basic social services as providing them services are perceived to be tantamount to tolerating them. Hence, illegal electrical connections, clogged drainages and lack of

sewerage have made the urban poor settlements vulnerable to fires, health outbreaks and floods.

4. Demolitions, far-flung resettlement and lack of political will to effectively implement programs and policies for the urban poor

Continuing practice of evicting informal settler families without proper relocation and resettling thousands of urban poor families in distant relocation sites with highly inadequate basic services is an indication of government's lack of political will to address the housing problems of the urban poor. In some instances, these demolitions are done in clear violation of Sec. 28 of the UDHA (RA 7279), which discourages eviction and demolition as a practice, except when there is an impending or on-going government infrastructure projects or a court order is issued. Even then, it is expected that the homeless are given 30 days notice, and are consulted on the matter of their resettlement. Also, enforcement of and compliance to the sustainable housing provision of the same law is random at best. In terms of housing programs like the CMP, Porio (2004) states that some government officials perceive it as legitimizing the existence of squatters and low-quality neighborhoods, thus, withholding their support and budget for its implementation. It was also reported that the local government units or LGUs, in their effort to undertake devolved functions of service delivery including housing, find national government agencies unresponsive to their needs. In addition, the numerous documentary requirements and slow processing of securing a loan through the CMP (average of 1.5 years) makes it a very tedious land acquisition process for urban poor groups, especially for communities faced with imminent demolition.

Policy environment and public institutions recognizing the sector's housing rights

Marcos' Presidential Decree 772, which criminalizes squatting, served as the impetus for households in urban poor communities to rally against a common enemy and work towards a common cause. The policy

environment in the post-Marcos era was more favorable for POs to assert their rights and be accommodated in the decision-making processes of the government. The right to organize NGOs and community- or sectoral-based POs is stipulated in the 1987 Philippine Constitution, specifically: Article II, Sec. 23, Article XIII, Sec. 15 and Article XIII, Sec. 16, which mandate the participation (of civil society groups) in decision-making processes of the state.

Other policies and laws enacted in favor of or related to the welfare of the urban poor sector are the following:

- **Executive Order 82**, creating the Presidential Commission for the Urban Poor (PCUP), which shall serve as a direct link of the urban poor to the government in matters of policy formulation and program implementation addressing their needs.
- **Executive Order 90**, effectively shifting the government policy from direct production of housing units for middle-class families to an enabling strategy that focused on the urban poor. The National Shelter Program shifted to mortgage finance and significantly reduced direct production, substituting them with sites and services and slum upgrading projects.
- **Local Government Code of 1991 (RA 7160)** serves as the overarching policy instrument within which efforts to engage local governments and actors to increase current housing efforts are based. It also effectively transfers the responsibility of housing provision from the national to the local governments.
- **Urban Development and Housing Act of 1992 (RA 7279)** marked the departure from eviction and relocation to the adoption of a more decentralized approach towards housing and urban development (Porio, 2004); a result of various civil society groups' active engagement with and involvement in decision- and policy-making processes.
- **Comprehensive Integrated Shelter Finance Act (CISFA) of 1994**, which seeks to resolve the problem of social housing need by ensuring the flow of funds to implement housing programs.
- **The Social Reform and Poverty Alleviation Act (RA 8425)**, which identifies the urban poor as a basic sector and creates the National Anti-Poverty Commission (NAPC), mandated to serve as the coordinating and advisory body for the

implementation of the Social Reform Agenda.

- **Executive Order 272** establishes the Social Housing Finance Corporation (SHFC) to implement and localize the CMP, in lieu of the National Home Mortgage Finance Corporation (NHMFC).

Given its beginnings and the policy context within which the sector operates, the next two (2) sections will outline the identified strengths, weaknesses, opportunities and threats of the sector while the succeeding section details the prominent groups comprising the sector.

External Assessment: Opportunities and Threats

a. Opportunities

Venues for participation at the local level (barangay alliances, local housing boards, etc) serve as the POs' link to the local government as well as other groups they can tap for assistance.

The **Social Housing Finance Corporation (SHFC)** where urban poor PO and NGO representatives are seated provides a venue to develop social housing policies and procedures that would be more accessible to the sector.

The **covenant with the urban poor that was signed by President Noynoy Aquino** during the May 2010 campaign period provides the basis for following through on the urban poor sector's agenda in the current administration. Likewise, reform-minded allies within the current Aquino administration (e.g., Department of Interior and Local Government (DILG) Secretary Jesse Robredo and Department of Social Welfare and Development (DSWD) Secretary Dinky Soliman) have become the crucial link of the sector in following through and lobbying within government.

b. Threats

Social housing delivery for the urban poor is not prioritized by most politicians and/or local governments. This translates into small budgets earmarked for social housing and a widening gap of the need for and supply of decent and affordable housing and security of tenure in urban areas.

Some local governments are ill-equipped to undertake social housing activities and get very little fund and technical support from the national government. While this problem may be traced to the premature devolution of national government functions in accordance with RA 7160, Porio (2004) reports that local governments actually find central government agencies unresponsive to their needs in the implementation of the CMP, in particular.

Sustainability of social housing program is threatened due to insufficient government funding for its social program and low repayment rates for CMP and other housing programs involving monthly amortization payments from the urban poor. The search for viable social housing programs for the urban poor, especially the food and income poor still need to be addressed and developed. Likewise, the need to provide livelihood and employment to the urban poor social housing beneficiaries becomes imperative so as to prevent the urban poor from defaulting in their amortization and ultimately selling their housing slots.

Geo-Hazards implications for areas occupied by the urban poor: Typhoon Ondoy that hit Manila last September 2008 have made areas where the urban poor are located – along the riverside (i.e., danger zones), earmarked social housing sites (Montalban) and even those communities with security of tenure (Novaliches) – vulnerable to geo-hazard conditions. Thus, accessible disaster-safe social housing sites have become even more difficult to find or for the urban poor to afford. The capacity of urban poor POs and NGOs to craft viable and environmentally-safe social housing solutions needs to be developed.

Decrease in Funding for Community Organizing: Notwithstanding the need to organize the growing urban poor informal settlers facing demolitions, declining funding for community organizing have reduced the number of NGOs doing community organizing, forcing some of them to shift to more project-based programs such as CMP or micro-finance. Consequently, this results to a huge and increasing lack of trained community organizers who can organize the fast growing number of urban poor households.

Internal Assessment: Strengths and Weaknesses

a. Inherent and gained strengths of the sector

The urban poor POs, together with its partner-NGOs, have been able to successfully push for legislation, institutions and programs that cater to the needs of the urban poor. The enactment of RA 7279, provisions in the Local Government Code, the creation of the PCUP, local housing boards (LHBs) with PO/NGO representation, the Social Housing Finance Corporation (SHFC) and even the un-operational Metro Manila Interagency Committee (MMIAC), are venues for engagement for the urban poor and considered gains of the sector in ensuring civil society participation in policy- and decision-making processes. However, the capability of POs needs to be honed so they can assert their rights and monitor implementation and/or compliance.

The continuous support of partner NGOs, Church groups and academe have helped in providing the technical and logistical support for the POs to continue with their advocacy efforts. Most policy and program gains of the urban poor have been achieved through PO-NGO partnerships. POs' regular interaction with the latter has enabled them to: come up with concrete solutions they can put forward to decision-makers (politicians); implement effective strategies in addressing their issues (i.e., community organizing, savings mobilization, and advocacy) and allowed them to engage more effectively with the government.

The presence of the Urban Poor Alliance (UP-All): The alliance serves as the sector's broad representation and constituency in pushing for the adoption and implementation of the Urban Poor Agenda. It gives the sector a semblance of a national identity as a united (urban poor) political force and provides them with more leverage during negotiations and advocacy activities. Moreover, UP-ALL provides the mechanism for feed-forward communication, consultation, consensus building and coordination among urban poor POs and NGOs in crafting and advocating their

sectoral agenda. In the last May 2010 elections, the alliance has been successful in securing the support of then-Presidential candidate Noynoy Aquino for its agenda; this is the most recent and significant victory for the sector.

b. Weaknesses of the sector

The inability of POs and their partner-NGOs to address the other needs of the sector: Other than housing, the lack of livelihood programs, employment and/or income generating opportunities has not been addressed sufficiently by the POs and NGOs. The lack of expertise and networks in enterprise development and employment generation appears to be one of the weak points of the urban poor POs and NGOs.

Thinning and over-burdened community leaders: First-line leaders tasked with alliance work, networking and engaging with various levels of government lament the lack of support for their almost full-time leadership and organizing work. The need to augment their income, provide livelihood to their families and food and transportation allowance for them were raised as a felt need to enable the leaders to continue their sectoral leadership and organizing tasks. Likewise, generating second-line leaders is a problem when they perceive that their first line leaders are not adequately supported financially.

While POs are generally united in its stand on housing rights, **consensus in other political issues and/or matters of ideological principles that a certain group or alliance adhere to are avoided.** In the beginning, efforts of the sector can be described as fragmented and reactionary at best; and the presence of differing ideological groups among their ranks have created confusion, factions and at times, breakaway groups and breakdown of negotiations. This disunity, if and when apparent, can and may be used to thwart efforts of the sector.

Lack of the PO's technical capacities to draft project proposals and comply with donor reporting and project requirements: The POs' incapacity to comply with donors' requirements for submitting and at times implementing project proposals put POs at a disadvantage in accessing funds for their organizations' programs. This incapacity, coupled with the limited PO funding windows available, tend to make

POs compete with NGOs for grants and/or loans made available by funding organizations.

Dependence on NGOs: POs with partner-NGOs are perceived to be more fortunate as they have more access to funding, logistical and technical support for their organizational, project and capacity building needs. Likewise, such perception has caused some dissatisfaction among POs who perceive NGOs to be favoring, if not limiting their support to their partner POs. Also, there is a perception that POs with partner-NGOs have better chances of getting more programs and projects.

Opportunism among the urban poor in times of local elections: Opportunism is a function of poverty. As long as the people are poor, with highly insufficient and irregular income, they will always be vulnerable to opportunism especially during local elections. Uniting on a common sectoral issue like demolitions, access to basic services and housing is possible for urban poor communities, but local elections have been divisive and problematic for the sector as their poverty can easily make them vulnerable and easy victims to vote buying, empty promises and economic opportunism.

Mapping of Urban Poor POs

1. National Urban Poor Coalition: The Urban Poor Alliance (UP-All)

As of this writing, UP-ALL is currently recognized as the major advocacy coalition and unity center of POs and NGOs working on social housing and the urban poor sector agenda since 2004. UP-ALL defines itself as a social movement consisting of NGOs and urban poor POs working for the rights of the urban poor to housing tenurial security, decent shelter, social services and sustainable livelihoods. It is composed of 700 coalitions and organizations spread over 35 cities and municipalities throughout Mindanao, Visayas, Bicol and Mega Manila (Partnership of Philippine Support Services Agencies, Inc., 2007).

Its composition (see Annex B) ensures that the group's sectoral agenda are a product of local, regional and national consultations and assemblies. Current key advocacies of the alliance include: effective implementation and strengthening of the UDHA, CISFA,

SHFC, proclamation of socialized housing sites, follow-through of the Covenant Signing of President Noynoy Aquino with the Urban Poor and even the Constitutional Convention through the guidance of UP-ALL's Kahugpungan sa Mindanao (KAMI) formation.

2. Urban poor alliances within a national multi-sectoral movement

These groups are mobilized and connected with their respective national multi-sectoral movements. They participate in campaigns ranging from sector-specific, multi-sectoral and political issues spearheaded by the national movements they are identified with. Some of the more prominent urban poor alliances are the **Kalipunan ng Damayang Mahihirap (KADAMAY)** and the **Kongreso ng Pagkakaisa ng Maralitang Lungsod (KPML)**. The former is a national alliance of urban poor associations, workers, semi-workers and neighborhood associations aligned with the transportation group, Pagkakaisa ng mga Samahan ng Tsuper at Operator Nationwide (PISTON) and the women's group, Samahan ng Maralitang Kababaihang Nagkakaisa (SAMAKANA) organized in 1998. KPML, on the other hand, is the militant national urban poor federation aligned with Pinagkaisang Lakas ng Mamamayan or SANLAKAS, a militant nationwide multi-sectoral organization.

3. National Urban Poor Sector Federations

In a National Steering Committee Meeting of the UP-ALL last August 10-11, 2010, it was decided that a national urban poor federation should exhibit the following characteristics: a) With at least twenty (20) duly registered or accredited member POs for at least two (2) regions in each island group of Luzon, Visayas, Mindanao and are active in UP-ALL; b) Having and pursuing a national urban poor housing agenda; and c) Has a working national urban poor organization national structure.

a. Homeless People's Federation of the Philippines, Inc.

The Homeless People's Federation (HPFPI) is a network of 200 urban poor community association (CAs) and savings groups in fourteen (14) cities and sixteen (16) municipalities nationwide. Formed in

1998, HPFPI's main strategy is anchored on mobilizing community savings to enhance the financial capacity at the grassroots level and use this as leverage in negotiating with the government to contribute to their effort of addressing their community's problems.

The Federation also implements the following strategies and programs: community mobilization, land tenure security, disaster intervention and multi-sectoral citywide slum upgrading projects. It is supported by its partner-NGO, Philippine Action for Community-led Shelter Initiatives, Inc. (PACSII), established primarily to provide technical support to HPFPI.

b. Urban Land Reform Task Force (ULR-Task Force)

ULR-TF is the urban poor network that led efforts to successfully lobby for an urban poor-led initiative that resulted in the enactment of the Urban Development and Housing Act (UDHA) of 1992 and the repeal of Marcos' Anti-Squatting Law. It takes pride in putting into government positions their leaders from their PO and NGO networks – in PCUP, two (2) sectoral representatives in Congress and the SHFC. ULR-TF is the partner PO of the Adhikain at Kilusan ng Ordinaryong-Tao, para sa Lupa, Pabahay, Hanapbuhay at Kaunlaran (AKO-Bahay) Party List organization.

Launched in 1991, it began as an ad hoc social movement composed of various urban poor POs, NGOs and church allies that came together to lobby for an urban land reform program. Its membership base is in cities and municipalities all over the country. Unfortunately, its President, Audie Lavador, admits the network's difficulty in consolidating and mobilizing its membership due to lack of sufficient and regular funds to maintain its operations. Nevertheless, its leaders continue to participate in advocacies and engagement related to UDHA implementation, social housing and pushing for the urban poor agenda.

c. CMP PO Network (in partnership) with the National Congress of CMP Originators and Social Development Organizations for Low Income Housing (CMP Congress)

The CMP-PO Network is the PO counterpart of the National Congress of NGO CMP originators. To date, the CMP-POs counterpart formations are located in Metro Manila, Regions 3, 4, 5 of Luzon, Regions 6, 7, 8 of the Visayas and Regions 9, 10, 11, 12, Caraga and the Autonomous Region of Muslim Mindanao (ARMM) in the south. The National CMP Congress has regional counterparts to facilitate coordination and monitoring; these are: the Luzon CMP Network composed of eight (8) NGOs, the Visayas Alliance for Social and Poverty Housing (twelve organizations) and Kahugpong sa Mindanao with fifteen (15) NGOs. The national secretariat of the CMP Congress is housed at the Foundation for the Development of the Urban Poor (FDUP). The CMP PO and NGO Network takes the lead in lobbying for improvements in the SHFC, in the sufficient and timely release of the social housing budget and the delivery of social housing programs such as the CMP.

d. Damayan ng Maralitang Pilipinong Api (DAMPA)

DAMPA is a people's organization formed in December 1995; a response to the massive demolitions in Smokey Mountain and other areas in Metro Manila. It is comprised of 217 member organizations of 79,197 households in Metro Manila, Regions 3, 4A and the Visayas. DAMPA aims to contribute viable solutions to basic poverty problems such as adequate and affordable housing, humane evictions and relocation. It implements programs and advocates policies on the provision of basic services, disaster risk reduction and management (DRRM), reproductive health (RH), literacy and livelihood development for the urban poor. DAMPA is also an UP-ALL member.

4. Regional (Island Group) Urban Poor Federations

4.1. Mega-Manila (NCR, Rizal, Bulacan, Cavite and Laguna)

- a. Task Force Anti-Eviction (led and represented by Ugnayang Lakas ng mga Apektadong Pamilya sa Baybayin ng Ilog Pasig or ULAP) and the TriCorp NGOs**

The TF-Anti Eviction (TF-AE) PO coalition are the partner POs in Mega-Manila areas organized by the **Tri-Corp NGOs** [CO-Multiveristy, Community Organization of the Philippine Enterprise Foundation, Inc. (COPE) and the Urban Poor Associates (UPA)], Philippine Support Service Agencies (PHILSSA) network members that have been organizing urban poor communities since the 1980s. These POs all face the imminent threat of demolition and eviction as their communities are located in danger zones (e.g., riverside), on public lands (e.g., infrastructure projects like the R-10 and Metropolitan Waterworks and Sewerage System or MWSS pipeline) and government lands intended for purposes other than housing. The Task Force represents around 370,000 families that will be affected by the government's clearing operations in danger zones.

Its lead PO, ULAP, represents community organizations residing in riverside communities in Mega Manila. The group is advocating the right to housing of some 100,000 families on the 10-meter easement, along the Pasig River and its tributaries. The group is ruled by the following basic tenets: 1) All decisions regarding their housing should be informed decisions anchored on the options of the people; 2) Solutions sought should not cause socioeconomic dislocation; and 3) Off-site and off-city relocation should be the last recourse but only after basic social services have been provided.

b. CMP PO Luzon / Luzon CMP Originators' Network

The CMP PO Luzon is comprised of POs in NCR and Luzon responsible for organizing and convening city alliances in Mega/Metro Manila. Its NGO counterpart is the Luzon CMP Network composed of the Center for Community Assistance and Development, Foundation for the Development of the Urban Poor (FDUP), Foundation for Development Alternatives (FDA), Foundation for Empowerment, Economic Development and Environmental Recovery, the Muntinlupa Development Foundation (MDF), Filipinas Maunlad Livelihood Foundation and Tulong at Silungang sa Masa Foundation.

c. Zone One Tondo Organization (ZOTO)

The group that started it all, ZOTO was organized in the 1970s by PECCO, composed of 182 local urban poor organizations in fourteen (14) relocation sites in Metro Manila and other nearby areas. Given its long history of resisting evictions, its work has evolved to politically and economically empowering communities in relocation sites through various strategies such as community organizing, education and community-based socio-economic programs. To date, it has not participated in any UP-All activities.

4.2. Bicol

Bicol Urban Poor Coordinating Council (BUPCC) and the Bicol Urban Poor Colloquium (BUPC)

The Bicol Urban Poor Coordinating Council (BUPCC), a regional network of some 158 POs and federations in Camarines Norte and Albay, covering some 21,709 households. It is the partner PO of the Bicol Urban Poor Colloquium, (BUPC). The BUPC is composed of COPE-Bicol, Sentro ng Alternatibong Lingap Panligal (SALIGAN), the Ateneo Social Science Research and Social Action Center and Diocese of Legazpi and the Parish Social Action Center of St. Rafael Parish. Both groups are active members of the UP-ALL.

4.3. Mindanao: Kahugpungan sa Mindanao (KAMI)

KAMI is a Mindanano-based network of POs and NGOs involved in poverty and social housing issues. It serves as the Mindanao network of the UP-ALL and the CMP Congress. Its PO/NGO partner/members are in the provinces of Butuan, Cagayan do Oro, Davao, Digos, General Santos, IGACOS, Iligan, Mati, Pagadian, Panabo Surigao, Tagum, and Zamboanga.

4.4. Visayas: Visayas Alliance for Social and Poverty Housing (VASPHI) and Visayas UP-ALL

VASPHI is the Visayas NGO network of the CMP Congress, while the Visayas UP-ALL is its partner PO and NGO movement for the urban poor and social housing concerns. Its member-partners are found

in Bacolod, Calbayog, Cebu, Lapu-lapu, Mandaue, Talisay, Iloilo and Tagbilaran.

5. City Level — Forming Urban Poor City Alliances

These are the basic units of coordination and monitoring of the national and regional federations like the UP-ALL and the Homeless People's Federation. Likewise, to ensure the effective implementation and localization of UDHA and social housing delivery, these have become crucial players in engaging LGUs to create and activate the local housing boards. PO members of these city alliances are encouraged to form **barangay alliances** to strengthen the city alliances and involve the barangays in delivering basic social services to the communities within their jurisdiction.

6. Issue-Based (Land Tenure) Alliances

These are composed of community associations in contiguous communities, barangays or cities that have a common land tenure issue in a shared site (e.g., a site identified and proclaimed by the President for social housing) and target agency responsible for their land tenure issue (e.g., Samahang Maralita para sa Makatao at Makatarungang Paninirahan (SAMA-SAMA), Alyansa ng Maralita sa Novaliches, and San Roque Consultative Council or SRRC in North Triangle).

7. Community-Based Organizations (CBOs) and Homeowners' Associations (HOAs)

CBOs or HOAs are the base organizational units of urban poor POs as their creation is the minimum requirement in entering a social housing project like the CMP. The CBOs / HOAs are required by the CMP to register with the HLURB, submit organizational by-laws, list of officers and its masterlist of beneficiary-members. These organizations play the lead role in selecting project beneficiaries, negotiating with the landowner, collecting payment and selecting their originator as they undergo the process of securing a loan through the CMP.

Recommendations

The Urban Poor Movement has always been a partnership of the POs with the NGOs. Yet, the urban poor POs are not as sustainable and even at par, as their NGO counterparts. Though the POs recognize and appreciate the role and support of the NGOs, admittedly, the POs need to be supported as they could provide the bigger pool of leaders, local organizers and network that could mobilize and organize the fast increasing number of urban poor and informal settlers. Affirmative action has to be undertaken to take the POs to task, with NGOs partnering with them if so needed, and requested. The following are the recommendations for the support of the urban poor POs

1. Capacity Building for POs

- There is a need to build the capacity of POs in drafting good project proposals that meets the technical requirements and quality standards of donors;
- Provide support for the livelihood and employment needs of the families of local leaders.
- Provide two (2) separate funds for POs and NGOs to access separately.
- Establish a PO funding window where requirements are PO-user friendly
- Establish a resource and training center for PO

leaders and a library that will contain information and “best practices” of and for the urban poor.

- Provide trainings on how to use the computer and internet so as “empower the urban poor through the ‘net”
- Provide opportunities for PO-to-PO exchanges.
- Provide geo-hazards and DRRM training for POs and NGOs

2. Continue to fund / support community organizing and training of community organizers

3. Support / Fund an Urban Research Consortium that can provide the information, policy and research support in developing urban poor PO advocacies, solutions and programs

4. Policy advocacy and lobbying

- Support the covenant signed between UP-ALL and President Aquino to be the basis for advocacy support for the urban poor sector (refer to Annex)
- Eliminate or minimize donor-driven projects. Rather, institutionalize consultation with and participation of POs in crafting policies and guidelines for project proposal requirements and project implementation.

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Annex A

List of Key Informants and Materials Used

A. NGOs

Name	Designation/Organization or Affiliation	Date of Interview
Nicasio de Rosas	Staff, Partnership of Philippine Support Service Agencies, Inc. (PHILSSA)	2 August 2010
Benedict Balderrama	National Coordinator, PHILSSA	9 August 2010
Jessica Amon	Community Organizer, COM	12 August 2010
Lita Asis-Nero	Executive Director, Foundation for Development Alternatives (FDA) & Luzon CMP Network	19 August 2010
Luz Malibiran	Executive Director, Community Organizing Multiversity (COM) & Tri-Corp	16 August 2010
Dr. Mary Racelis	Board member, COM, Institute of Philippine Culture (IPC) & Ateneo de Manila University	23 August 2010

B. POs

Name	Designation/Organization or Affiliation	Date of Interview
Audie Lavador	Chairman, Urban Land Reform Task Force (ULRTF)	9 August 2010
Jose Morales	President, Ugnayang Lakas ng mga Apektadong Pamilya sa Baybayin ng Ilog Pasig (ULAP) & Task Force Anti-Eviction	10 August 2010
Ping Fampulme	Spokesperson, Luzon CMP PO Network	10 August 2010
Ric Domingo	Former Urban Representative, National Urban Poor Sectoral Council (NUPSC), Secretary General, Pederasyon ng Bungang Sikap, Caloocan City	16 August 2010
Ruby Haddad	President, Homeless Peoples Federation of the Philippines	17 August 2010

C. Materials Used

1. Urban Poor Colloquium Bulletin, 2007
2. CMP Bulletin, Nov 2008
3. Minutes of meeting, Fourth UP-All General Assembly, 30 Mar 2009
4. Kyusi UP-All Bulletin, Covenant with the Urban Poor, Feb-May 2010
5. Minutes of meeting, UP-All National Steering Committee Meeting, 9-10 Aug 2010
6. DAMPA profile provided by Ms. Femie Duka through email, 23 Aug 2010
7. UP-All statement in preparation for the meeting with Pres. Aquino, "Panawagan Para sa Tunay na Pakikilahok ng mga Maralitang Tagalungsod sa Paghanap ng Angkop na Solusyon at Alternatibo sa Ebiksyon tungo sa Makatao at Makatarungang Lipunan"

8. Websites:

- a. COPE-Bicol:
- b. Homeless Peoples Federation of the Philippines: www.hpfp-pacsii.org
- c. Housing and Land Use Regulatory Board: <http://www.hlurb.gov.ph>
- d. Housing and Urban Development Coordinating Council: <http://www.hudcc.gov.ph>
- e. National Statistics Coordination Board: <http://www.nscb.gov.ph>
- f. National Statistics Office: <http://www.census.gov.ph>
- g. Presidential Commission for the Urban Poor: <http://www.pcup.gov.ph>

Annex B

List of National and Regional Urban Poor-Alliance (UP-All) Network Members

A. National

1. Urban Land Reform Task Force
2. Partnership of Philippine Support Service Agencies, Inc.
3. Homeless Peoples Federation of the Philippines
4. National Congress of CMP Originators and Social Development Organizations for Low-Income Housing (CMP Congress)

B. Regional networks

1. UP-ALL Mega-Manila (includes CMP Luzon PO and NGO Networks, Task Force Anti-Eviction led by ULAP, DAMPA)
2. Bicol Urban Poor Coordinating Council (BUPCC)
3. Bicol Urban Poor Colloquium (BUPC)
4. Visayas Alliance for Social and Poverty Housing (VASPHI)
5. Visayas UP-All
6. Kahugpungan sa Mindanao (KAMI)

Annex C



"There will be no turning back on pledges made during the campaign, today and in the coming challenges we will face in the next 6 years."

- from President Aquino's inaugural speech, 30 June 2010

Covenant with the Urban Poor

In November 2009, the Urban Poor Alliance (UP-ALL) presented to Sen. Noyonoy Aquino and Sen. Mar Roxas its agenda for improving the plight of the sector and building inclusive cities. Unlike other sectors, UP-ALL's recommended policy interventions were based on evidence. Two months before the national election, Aquino and Roxas signed a covenant with the urban poor where they promised to base their platforms and programs, on these agenda. Below is an abridged version of the covenant:

Our country's most valuable resource is its people. In a modern economy every person must be able to contribute the best of his or her abilities to the development of the country. However, poverty denies many Filipinos this opportunity. Bad governance and corruption subvert development and growth.

As candidates for public office, we pledge to build a just society for all Filipinos. We shall rid government of corruption and vigorously combat poverty. We do not offer empty promises or stop-gap measures but well-studied, sustainable solutions and the commitment to implement them. Best of all, we have arrived at these policy commitments in consultation with the people.

1 No eviction without decent relocation. We will end illegal forced evictions. We will not allow any public authority or private entity to evict families and leave them homeless in the streets. As the work force of our cities, the poor, to the extent possible, will be given the opportunity to stay in the cities. We will strengthen efforts to achieve balanced urban-rural development and establish sustainable livelihood activities in relocation areas.

2 Support for area upgrading and in-city resettlement. We will shift the emphasis of our housing program from off-city relocation to area upgrading and in-city resettlement through programs like the Community Mortgage Program (CMP) and Presidential land proclamations. We will accelerate CMP, promote its localization, proclaim land in favor of as many poor families as possible, and order a review of all existing proclamations to accelerate the provision of tenure to their intended beneficiaries.

3 Provide basic services to poor communities. Over the six years of our term, we will increase the health and education allocation in our national budget to bring them to par with that of our neighboring countries. We will extend health insurance coverage to all urban poor people, put an end to shifting in public schools and provide a full set of quality textbooks to our public school children. We will provide poor communities easier access to water and electricity.

4 Housing budget. We shall strive to cover the estimated housing need by providing the necessary funds to implement existing and new social housing programs. We will ensure the full release of the mandated budgetary allocations in the Comprehensive and Integrated Shelter Financing Act (CISFA).

5 Jobs. We will create jobs for the poor by means of large-scale public works programs and support for entrepreneurship and skills development. We will help those in the informal sector to avail of relevant incentives, services and benefits, such as access to social security and other forms of assistance.

6 Increased cooperation with local government units. We will work with Local Government Units for the full implementation of the Urban Development and Housing Act (UDHA). To encourage LGUs to take the lead in addressing housing needs, we will provide them with incentives like co-financing schemes, technical assistance and other support services. We will institutionalize and strengthen participatory shelter planning at the local level.

7 Peace. We will make every effort to begin sustainable and uninterrupted peace negotiations in Mindanao. We will respond to the needs of people and communities in Mindanao displaced by continuing conflicts.

8 Post-Ofsdy Rehabilitation Program. We recognize that most people living in hazardous areas are forced by circumstances to live in these places because government has failed to provide viable alternatives. We will explore new approaches that address both the housing and livelihood needs of Ofsdy-affected families. We will review Executive Order 954 in consultation with the affected communities and look for appropriate solutions for the families living in Manggahan Floodway and Lapung Arenda.

9 Appointments. The appointment of reform-minded persons is essential to the attainment of our objective of instituting reforms and steering the HUDCC and other shelter agencies to become more responsive and effective agencies in delivering housing services. Cabinet positions and portfolios, including the Undersecretaries and Assistant Secretaries, would be distributed among the three major islands (Luzon, Visayas and Mindanao) without sacrificing competence and trustworthiness criteria. We will appoint a person with a track record and demonstrated capacity in delivering social housing as HUDCC Chairperson. We will appoint NGO and PO representatives in the board of the Social Housing Finance Corporation (SHFC) and in the council of HUDCC and an NGO representative with observer status to the board of the National Housing Authority (NHA). We will appoint the NHA General Manager, the SHFC President and the Chairman of the Presidential Commission for the Urban Poor in consultation with civil society groups.

10 Participation and stakeholder. We will emphasize the participation of all stakeholders in finding solutions to the problems that they face. In fact, the process that we will go through to provide the details of this plan we have presented will be consultative and transparent.

All these goals that we have agreed with the urban poor will be part of our development agenda and platform to build an inclusive urban society.

NOYNOY AQUINO

MAR ROXAS

Waning in Power? Workers' Organizations in the Formal and Informal Labor Sectors

Jeremaiah M. Opiniano

This paper aims to assess the organizing work of groups in the labor movement. It covers workers in the formal (as trade unions) and informal labor sectors (covered by various types of informal sector organizations, spanning various employment sectors in the informal economy). Trade union veterans refer to trade unions as “labor unions.” Thus, this paper will use the terms “trade unions” and “labor unions” interchangeably. It should be noted, however, that Book 5 of the 1974 Labor Code of the Philippines uses the word “trade unions” and the words “labor organizations as a generic term to refer to unions and other labor groups.

Unionism is currently a hot topic. The current labor disputes in the Philippine Airlines (the country’s flag carrier), which affect its pilots, flight attendants, and ground staff, is one of the conflicts that highlights it. Earlier this year, operations of a leading confectionary company, Goldilocks, were stifled for some days by the organizing efforts of the confectionary’s workers (organized as the Bukluran ng Independenteng Samahan na Itinatag ng Goldilocks or BISIG). They protested the dismissal of 129 workers. In the end, some eight workers in the picket line were hurt and the Department of Labor and Employment is still hearing the case.

Data were gathered from published sources, key informant interviews, and a roundtable discussion. The reader may assume that union leaders, labor activists, informal workers, veterans in the labor movement and key informants mentioned in this paper refer to those interviewed or those who participated in the roundtable discussion.

Sectoral Context: Job Deficit

The Philippines has a high unemployment rate of 7.1 percent (as of 2009). But what hampers the Philippines is underemployment (an indicator of low-paying, low-quality jobs): Nearly a fifth (19.4 percent) of the country’s labor force is underemployed, and these include workers in the agriculture sector where most of the Filipino poor may be found (*Table 1 in Appendix*). Some economists have observed that underemployment further drags Filipinos, especially those from the rural areas, into poverty.

Since 2005, the country’s unemployment rate has not gone down below 6.8 percent. However, the bigger problem is that amid episodes of Philippine growth, not much quality jobs are generated. Even if the country, as of the first half of the year, has generated over-7 percent growth in gross domestic product, not much jobs are generated (*Table 2 in Appendix*). While the services sector have been the topmost performing sector in the Philippine economy, a stagnant industrial sector and a declining agricultural sector have contributed to the inability of the Philippine economy to generate more jobs (*Figure 1 in Annex*).

With a new government in tow, one major economic challenge is how to generate jobs. Estimates (Aldaba and Hermoso, 2010) show that if the Philippines wants to bring down its unemployment rate within the range of 2-to-6 percent to cover jobless, underemployed, and returning overseas workers, the Philippines must generate some 13.628 million to 15.166 million quality jobs (*Table 3 in Annex*).

As pointed out many times by analysts in the country's labor and employment sector, the Philippines does not have a viable job generation strategy. Overseas employment has been seen as the country's safety valve. The Philippines, in fact, is a global leader in the area of sending workers abroad. Filipinos, whether temporarily, permanently, or illegal migrants abroad, are some 8.1 million strong in more than 220 countries (Opiniano, 2010). Yet, not even overseas employment in particular, or temporary and permanent overseas migration in general, can significantly bring down the country's unemployment and underemployment figures (*Table 3 in Annex*).

Economic conditions, especially a rise in the number of Filipino poor (if results of the 2003 and 2006 Family Income and Expenditures Surveys are compared), have also led to the ballooning of the informal sector to over 14 million workers currently. Most of these workers are in the "Farmers, Forestry Workers and Fishermen" occupational group (34 percent) and in the "Laborers and Unskilled Workers" occupational group (29.5 percent, including domestic workers) of the surveys (*Figure 2 in Annex*).

Formal and Informal Labor: Differences

Differences in definition and scope

As defined by the 1974 Labor Code of the Philippines (Presidential Decree 442), labor organizations refer to "any union or association of employees which exists in whole, or in part, for the purpose of collective bargaining or of dealing with employees concerning terms and conditions of employment." The Labor Code further says that a "legitimate" labor organization is a group that is registered with the Department of Labor and Employment. The Code gives to the Bureau of Labor Relations (BLR) (an agency attached to the Department of Labor and Employment or DOLE) the duty to register labor organizations such as independent unions, national federations, labor centers, and others. At the same time, BLR exercises a regulatory function over labor-management issues and disputes.

At the time the Labor Code was formulated, the concept of informal labor sector was nonexistent. The International Labor Organization (ILO) defined informal sector only in 1993. The Philippines, for its part, passed

in 1998 an anti-poverty law, Republic Act 9485 (Social Reform and Poverty Alleviation Act), that defined who belongs to the informal sector: "poor individuals who operate businesses that are very small in scale and not registered with any national government agency, and workers in such enterprises who sell their services in exchange for subsistence wages or other forms of compensation..." (Sibal, 2007).

The National Statistical Coordination Board defined the informal sector as consisting of

"units" engaged in the production of goods and services with the primary objective of generating employment and incomes to the persons concerned in order to earn a living. These units typically operate at a low level of organization, with little or no division between labor and capital as factors of production. It consists of household unincorporated enterprises that are market and non-market producers of goods as well as market producers of services. Labor relations, where they exist, are based on casual employment, kinship or personal and social relations rather than formal contractual arrangements (NSCB in Sibal, 2007).

Workers in the informal economy not only include farmers and fishermen, or domestic helpers tending individual homes, but also cover market vendors, hawkers, operators of public transport (e.g. bus, tricycle, and jeepney drivers), and construction workers, among many others.

Since no law similar to the 1974 Labor Code gives the informal sector recognition when these workers organize themselves into groups of workers, the Bill of Rights under the 1987 Philippine Constitution may provide these informal sector organizations the legal recognition. Article 3, Section 8, of the Philippine Constitution provides: "The right of the people, including those employed in the public and private sectors, to form unions, associations, or societies for purposes not contrary to law shall not be abridged."

However, informal sector organizations may be technically classified as "workers' associations." The phrase "workers' associations" is not in Book 5 of the 1974 Labor Code. BLR, on the other hand, identifies workers' associations as working youth, overseas

Filipino workers, persons with disabilities, displaced workers and all other workers, including *ambulant, intermittent workers, the self-employed, rural workers and those without definite employers* (www.blr.dole.gov.ph).

BLR claims that according to the 1974 Labor Code, it is the agency mandated to process the application for registration of workers' associations, referred here as groups "organized for the mutual aid and protection of their members, or for other legitimate purposes except collective bargaining in order for them to acquire legal personality."

This means that given labor laws and regulations, "labor organizations" refer to the unions in the formal labor sector, while "workers' associations" refer to those of the informal labor sector.

Membership and organizational set up

Trade unions, as observed, have a longer history of being structurally organized than informal sector organizations. Tony Asper (undated) says independent labor unions have their own constitution and by-laws that help draw up the organizational structure of a union. Usually, a labor union has a general assembly (that meets once a year), an executive committee or board, and committees that perform specific duties on behalf of the entire union. Meanwhile, national unions and federations have national conventions as the highest structure (similar to the general assemblies), have elected national executive officers or a governing body (which decides operational policies, programs and projects), an executive committee (which implements the programs and policies), national executive officers (that carry the day-to-day duties of the federation), and committees. Trade unions also hold regular elections.

There is no published material available that explains how informal sector organizations look like structurally. But some anecdotal evidence shows that some of these informal sector organizations have their own general assemblies, a national board, and some committees—similar to how trade unions are organizationally structured.

While both sets of groups have members, the workplace set up of trade unions makes it easy for these labor organizations to recruit members and collect annual

membership dues. Informal sector organizations, on the other hand, recruit members from local communities.

Trade unions primarily rely on membership dues to run their operations, although they also receive grants in the form of what is called a solidarity fund coming from allied trade unions in developed countries. Informal sector organizations, on the other hand, are initially formed through grants by donor organizations. When the grants dry up, members pitch in either money or in-kind resources to sustain the operations of these informal sector organizations. Non-government organizations (and sometimes, some national labor federations) also try to help informal sector organizations build their capacities organizationally.

Workers' Organizations in Formal and Informal Sectors: A Mapping

Decline of Unionism

Like any country, the Philippines continues to have tripartite arrangements, called by Asper (2009) labor-management cooperation (LMC) schemes, to address labor concerns, such as the Tripartite Voluntary Arbitration Advisory Council, Tripartite Wage Boards, and Regional Tripartite Wages and Productivity Boards. This means that the Philippine government, in adherence to similar tripartite arrangements that are mandated by the ILO, values the role of not just the private sector but as well as trade unions and workers' organizations. This is so even if organizing workers into trade unions for the purpose of collective bargaining was observed to be on the decline in the past decade (Asper, 2009).

It is commonly believed that the peak of the trade union movement in the Philippines was in the period following the EDSA I revolution of 1986 that ended the Marcos dictatorship and restored freedom in the country... There was a groundswell of efforts for non-government organizations and peoples' organizations to organize themselves and to help address the many needs of the country. According to a key informant, trade unions also joined the fray, especially since foreign funds for development projects and developmental activities (including organizing workers) were coming to the Philippines.

True enough, looking at historical data on collective bargaining agreements (CBAs), the period 1985 to 1991 had an annual average of 1,559.8 CBAs filed, covering an annual average of 149,964 workers. After 1993 (when there were 1,084 CBAs filed), CBAs filed never reached the 1,000 mark; workers covered (except for the years 1995 (109,380 workers) and 1996 (131,446 workers) never reached the 100,000 mark from 1993 until 2009 (Bureau of Labor and Employment Statistics, 2009).

There is a growing number of labor organizations over a 29-year period, but the percentage to workers covered was at its lowest in the year 2009 (*Table 4 in Annex*). Latest data from the Bureau of Labor and Employment Statistics (BLES) show there are 17,665 existing trade unions (private sector unions, public sector unions, national labor federations, and labor centers) in the country (*Table 4 in Annex*). Also on the decline are the trade union members who are covered by collective bargaining agreements, and the number of CBAs filed and the number of workers covered (*Table 5 in Annex*).

In BLR's database of registered labor organizations, there are 133 labor federations, 26 workers' associations operating in more than one Philippine region, 10 labor centers, and three industry-wide unions (covering the automotive, metal workers, and building and construction workers' sectors) (Asper undated, 29). Among the major trade union centers and federations are the Trade Union Congress of the Philippines (TUCP), the Federation of Free Workers (FFW), the Alliance of Progressive Labor (APL), the *Kilusang Mayo Uno* (KMU, the May One Coalition), the National Federation of Labor (NFL), the National Union of Workers in Hotel, Restaurant and Allied Industries (NUWHRAIN), *Pinagbuklod ng Manggagawang Pilipino* (PMP), and others (*Appendix 1*).

Amid these numbers, the field of organizing workers into traditional unions is said to be narrow (Asper, 2009). Out of 35.061 million workers who are part of the country's labor force, only 18.681 million workers receive wages and salaries and 10.724 million are self-employed workers. Of these over-18 million workers, only about five million belong to the 800,000-or-so formal sector enterprises and the rest is found in the informal economy. From that 800,000 formal

enterprises, a ninth of them are considered micro-enterprises that employ less than 20 workers (Asper, 2009; Bureau of Labor and Employment Statistics data). With only 225,000 workers covered by CBAs as of 2009 vis-à-vis 18.681 million wage and salaried workers, the Philippines has a "very low" trade union density rate of only 1.2 percent (Asper, 2009; Bureau of Labor and Employment Statistics data).

Forming and registering trade unions

Tony Asper (2009) observes that traditional trade unions in the Philippines are concentrated in large- and medium-scale enterprises. Examples of these enterprises with trade unions include tertiary educational institutions, hospitals, banks and insurance companies, hotels, electronics companies, fruit export-oriented companies (e.g. banana, pineapple) and sugar exporters.

But Asper (2009) also notices the legal complexities for trade unions to formally organize and participate in CBA with employers. He counts five major steps, with each step having sub-steps along the way until one goes to the next step — covering affiliation of the union with BLR, filing for a certification election or consent election, formally submitting the CBA to management once they got certified by BLR as an exclusive bargaining agent, formal negotiation of the CBA, until the formal agreement by the union and management over the contents of the CBA. Given these difficulties associated with organizing workers into a trade union, some informants observe that it is "easier;" to organize what they call workers' associations.

Developments that affect organizing workers in the formal employment sector

Many trade union activists have lamented the fact that existing work arrangements in companies, including those that globalization has brought about, make it difficult to organize workers — even just to give workers security of tenure. One major issue is the rise of contractualization where even workers with long years of service in the workplace are not given regular contracts. According to some trade union leaders, workers are retrenched for reasons such as redundancy of work and project-based appointment. Trade union

activists give examples of foreign companies in the Philippines that have a large pool of workers but only a handful of regular workers (the rest are contractual).

The diminishing numbers of regular workers to organize formally into trade unions leads to decline in union membership and decline in union membership dues. These declines in membership and membership dues also affect the national unions, national federations and trade union centers.

Veterans in the labor union movement also observe that employers are now more skilled than before in busting trade unions. A survey by TUCP of 202 companies reveals that almost all companies surveyed have, in one way or another, violated the freedom of association embodied in the Philippine Constitution (TUCP 2002). Companies resort to tactics such as hiring outside consultants or using companies' human resources departments to provide "perks" to employees. Other ways to combat trade union organizing include: a) terminating workers, mostly officials of trade unions, *en masse* when workers reach a certification election; b) no-union, no-strike policies; c) militarization of workplaces (Center for Trade Union and Human Rights, 2010); and d) interference by DOLE in forging industrial peace between the striking workers and the companies.

Strikes in the Philippines are getting less frequent (*Table 6 in Annex*). Some trade union leaders say that today's environment is not friendly to strikes compared to the Martial Law era. Having less number of strikes may have a positive correlation "with the deterioration of the Philippine economy" – the worse the economy is, the less frequent strikes are. Even during periods of macro-economic growth, observed a labor leader, the desire to organize workers "is getting weak." The latter observation is related to the growth of unemployment.

An extreme way of discouraging organization of trade unions is through violence. From 2001 to 2009, the nonprofit Center for Trade Union and Human Rights documented a total of 1,757 cases of trade union and human rights violations, affecting 158,909 workers. During the same nine-year period, there were 88 reported killings and many of the victims were members of left-leaning trade unions and workers' or farmers' organizations (Center for Trade Union and Human Rights, 2010). These extra-judicial killings are a

violation of human rights, an issue that prevailed during the administration of Gloria Macapagal-Arroyo.

At the same time, Asper (2004) lists other employment-related factors that impact on workers' employment and on trade unionism.

- *Displacement*, where corporate restructuring by companies has led to the loss jobs;
- *Flexibilization of work arrangements*, that gave rise to non-standard forms of employment or jobs; that is, rather than being fully employed and enjoying regular wage and job security, workers are "non-regular workers," says a labor leader;
- *Informalization of work*, hitting workers who, on account of their age or lack of required skills, are forced to seek employment in the informal economy;
- *Poverty*, impacting on many in the employed workforce, especially those in the rural areas and in the country's agriculture and informal non-agriculture sectors;
- *Overseas migration*, where workers try to maximize their skills by going abroad for more gainful and remunerative work; and
- *Core-periphery work arrangements* in the formal employment sector. Here, there are a few, highly-educated and skilled employees who form the core of a company as regular, secured and better paid workers and, in the periphery, there is a workforce that are casual, flexible, unsecured and poorly paid.

Nevertheless, trade unions still have venues for policy reform lobbies. For one, the tripartite councils co-convened with private employers and with the Department of Labor and Employment have remained. Formal labor is also represented as a basic sector (together with overseas migrant workers) grouping in the National Anti-Poverty Commission (NAPC). Trade unions and other labor organizations have also participated in the party-list elections, and some have been elected (e.g. Partido ng Manggagawa, Trade Union Congress of the Philippines).

Organizing workers in the informal sector

The first Informal Sector Survey, done by the National Statistics Office in 2008, estimates that there are some

10.454 million informal sector operators who are either self-employed without any paid employees (around 9.111 million) or employers in family-owned operated farms or businesses at around 1.343 million (National Statistics Office, 2009). This number is more than the number of workers in the formal employment sector. The ballooning of the informal sector provided opportunities for some people or community-based organizations of informal workers to organize themselves.

These organizations, according to a labor leader, are not in a position to affiliate with trade unions simply because the workers are not part of the formal labor sector, and they cannot pay trade union dues.

But some trade unions have had previous projects where they organized informal sector workers. The TUCP, for one, had a previous project that led to the formation of a network of informal sector organizations called the Informal Sector Coalition of the Philippines (ISP). And according to a key informant, TUCP revised its constitution in 1986 to include farmers. Other unions such as FFW and APL are currently exerting efforts to organize informal workers.

Some informal sector workers are currently active in organizing. The most active informal sector organizations in the country are composed of domestic workers. Some of their organizations are registered with BLR and with other government agencies such as the Department of Social Welfare and Development (DSWD). Some of these informal sector organizations were initially organized as cooperatives.

One of them, technically organized as a people's organization, is the National Network of Homeworkers of the Philippines, or the Pambansang Kalipunan ng mga Manggagawang Impormal sa Pilipinas (PATAMABA). PATAMABA was formed in 1989 as a registered group of home-based workers. Ninety five percent of the members then were women. They are involved in small-scale production and enterprises (Edralin 2001). By PATAMABA's estimate, there are 7-to-9 million home-based workers in the country. Its 2003 registry of members lists around 16,295 members in 276 chapters, covering 34 provinces (www.homenetseasia.org/philippines). In this year 98 percent of the members were women. Some 2,567 members are in sub-contracted work; 12,069 are self-employed; and 1,524 are both sub-

contracted and self-employed. PATAMABA became a solid organization (*Appendix 2*) because of its recruitment efforts and because it availed itself of international grants to implement projects. For example, in 1995, it got a grant from the Netherlands for its project titled "Homeworkers in the Global Economy." The project, formally titled "Strengthening the Capacities of the National Network of Homeworkers in the Philippines: Coping with Globalization," was designed to strengthen the internal capacity of PATAMABA to extend business and entrepreneurship development assistance to members. The project served homeworkers based in the provinces of Camarines Sur, Laguna, Tarlac, Zambales, Bulacan, Benguet, La Union, Rizal, Iloilo, and Antique (Edralin, 2001).

Another important informal workers organization is the Kababihan Kaagapay sa Hanapbuhay (KAKASAHA). Its leader is recognized as among the experts on the informal sector in the Philippines. KAKASAHA's leader was previously a vice president at TUCP. KAKASAHA was also an associate member of TUCP's women's committee called the Development Action for Women in TUCP — DAWN. According to its current leader, it has a membership of over-2,000 home and production workers. This DSWD- and Securities and Exchange Commission (SEC)-registered people's organization, formed in 1997, started out as a cooperative that had some 360 families as members. Currently, KAKASAHA has members from Metro Manila, the Cordillera Administrative Region, and the Caraga region (www.winner-tips.org/article/). It is active in organizing other alliances of informal sector organizations, as well as in policy advocacy.

Market vendors and pedicab and tricycle drivers also have their own organization, called the Kalipunan ng Maraming Tinig ng mga Manngagawang Impormal (KATINIG), formed in 1995 in coordination with the legal non-government organization (NGO) Sentro ng Alternatibong Lingap Panlipunan (SALIGAN). KATINIG is currently active in family planning activities.

It is important to mention that these informal sector workers' organizing efforts are currently being supported by trade unions and non-government organizations. An example would be Women in Informal Employment: Globalizing and Organizing (WIEGO) which is a global research-policy network advocating for women in the informal economy worldwide

(www.wiego.org). WIEGO has 150 active members and several hundred associate organizations covering 100 countries. Another example, PATAMABA is a member of the Homeworkers Network Southeast Asia, a regional network of national federations of informal sector workers. (Note: Homenet's regional secretary general is a Filipina professor at the University of the Philippines College of Social Work and Community Development, and the regional headquarters is in the Philippines. Homenet launched its Philippine network in 2006, with PATAMABA and KAKASAHHA being among the founding member organizations.)

Other NGOs that are putting up informal sector organizations include the Women's Institute for Sustainable Economic Action (Wise Act, www.wiseact.org.ph) and the Democratic Socialist Women of the Philippines (DSWP, www.dswp.org.ph), a national federation of 157 accredited grassroots, community, and sector-based women's organizations. Other NGOs that are involved, says a key informant, are the Kamalayan Development Foundation (whose focus is on child labor), SALIGAN, and the Balikatan sa Kaunlaran Foundation (which assists multiple sectors of women, men and youth workers).

Motivations for organizing the informal sector, and achievements

Since informal sector organizations do not have enough funds, pot-luck meetings have become part of their culture. In these meetings, informal sector workers have the opportunity to articulate issues that they wish will be brought to the attention of the government.

Among the problems facing the informal sector are: lack of access to credit, lack of social protection, such as social security and health programs, lack of access to justice, and child labor. Moreover, while the Philippines has a host of labor laws, there is no law covering workers in the informal sector. To address at least some of these issues, various informal sector organizations were motivated to undertake the following policy-related activities:

- Persistent advocacy for a formal definition in Philippine labor laws of what the informal sector is and its composition;
- Since workers in the informal sector (WIS) is already recognized as a separate basic sector

in the National Anti-Poverty Commission, some of the leaders of workers' groups such as KAKASAHHA and KATINIG have become lead convenors in the Informal Sector grouping of NAPC. WIS currently has six representatives.

- Informal sector organizations engage in active dialogues with government agencies relevant to social protection issues, such as the Social Security System (SSS), the Philippine Health Insurance Corporation (PHIC), and the DSWD. The organizations lobby DSWD for the informal sector to become beneficiaries of the Minimum Basic Needs (MBN) for after all, DSWD has a major anti-poverty program, the Kapit-Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS).
- Informal sector organizations were among those who lobbied for the passage of two laws, Republic Act (RA) 7192 (Women in Development and Nation Building Act) and RA 7882 (An Act Providing Assistance to Women Engaging Micro and Cottage Business Enterprises), the latter impacting on home-workers' enterprise-related activities.
- Currently, a broad informal coalition of informal sector organizations and NGOs collaborating with the informal sector is lobbying for the passage of a Magna Carta for the Informal Sector. The coalition is called MAGCAISA (Magna Carta for the Informal Sector Alliance) and it currently has 19 member-organizations (*Appendix 3*). The coalition developed a "People's Social Protection Agenda" in 2010 to lobby for the provision of social security and protection to all Filipinos facing various risks and vulnerabilities (Ofreneo, 2010).
- Currently, the leader of KAKASAHHA is organizing an alliance of leaders of informal sector organizations. Called the Alliance of Workers in the Informal Economy Sector (ALLWIES), it trains the second generation of leaders in the informal sector. Its founder hopes for ALLWIES to become an "institutional partner" of NAPC's Workers in the Informal Sector group.

There are an estimated 540 informal sector organizations (alliances included) in six Philippine regions. Many of these organizations are groups of

home-workers, transport workers, and farmers. Many of these informal sector organizations rely on members' voluntarism.

Trade unions have sustained the efforts to organize informal sector workers especially in identified municipalities. These organizing efforts have grants from overseas donors. Trade unions, recognizing the unique nature of informal sector workers, realize that there are various venues through which the informal sector workers can organize and negotiate. For example, one trade union points to a project it has with a group of market vendors to influence a local ordinance. Other trade unions try to link with what they call "community-based organizations," such as groups for transport operators, market vendors, and families of rural workers.

On the other hand, these trade unions also recognize that all workers, whether formal or informal, should be organized, whether as unions or as another form of a group. But, trade unions acknowledge that their limited resources constrain them from organizing the informal sector workers. On the part of the informal sector organizations (at least during the interview for this paper), they dream of organizing themselves into a trade union. This trade union, they hope, will form a membership-based organization of the poor (MBOP). This group would be different from an NGO, a cooperative, or a trade union. Roughly, an MBOP would be a group of members who are from the poor, but operates like any professionally-run nonprofit organization. An example of a model MBOP is the Self-Employed Women Association (SEWA) based in India, whose members are poor informal sector women. SEWA currently has a range of economic-related activities, such as a SEWA Bank, a SEWA Insurance, a SEWA Mahila Housing Trust, and a SEWA Cooperative Federation. SEWA as a trade union was formed in 1972 (Homenet Southeast Asia, 2010).

A SWOT Analysis of Trade Unions and Informal Sector Organizations

Trade unions and informal sector organizations are different in many respects. The former is formally

organized and has a history of organizing workers under the protection of labor laws that guarantee the freedom of association. The latter, on the other hand, is largely uncovered by labor laws and operate in an economic sector noted for poverty or near-poverty and low-quality, low-paying jobs.

In some respects, they share many similarities. A major similarity is that both trade unions and informal workers' organizations arose in response to many inefficiencies, both macro and micro, of the Philippine labor market. And both stress the important role of the worker in Philippine economy.

Strengths

1. **High level of awareness about inadequate social protection.** The high level of awareness among the public about the need to improve the country's social protection of the vulnerable segments of the society makes organizing the informal sector workers easy. The need has become a basis of unity. Connected with this is the representation that the informal sector groups enjoy in various governmental consultative bodies (e.g. NAPC, DOLE, consultative bodies within other government agencies). Such representation accords them recognition and legitimacy.
2. **Growing confidence among informal sector workers.** NGOs, microfinance institutions and cooperatives help informal sector organizations meet their economic needs, satisfy their desire for empowerment, and advocate for issues. Such help has increased the sector's confidence, as evidenced by their collective and broad-based lobbying for a Magna Carta.
3. **Adoption of various ways to organize workers.** A strength trade unions continue to display is their ability to organize informal workers through various strategies despite difficulties associated with the informal sector. They have employed strategies beyond the traditional and legalistic frame.

Weaknesses

1. **Fragmented labor union movement and weak bargaining power.** Trade union membership and the number of workers covered by CBA are declining. And, even though trade union membership is small, it is still plagued by the problem of fragmentation. A survey done by the University of the Philippines School of Labor and Industrial Relations (SOLAIR) shows that such fragmentation affects the efficiency of trade unions (*Table 7 in Annex*). Fragmented trade unions are easy prey to employers, says a key informant.

The break-up of left-leaning political organizations in the early 1990s heralded the decline of trade unionism. But the break-up was only the culmination of a deeper problem, which is internal dispute in the trade unions. The challenge for Philippine trade unions is how to go back to the “glory days” of the 1980s. One way of doing this is to strengthen industry-level unions. Many resource persons interviewed for the purpose of this paper believe this is crucial for the Philippine trade union movement to reassert its influence. Some labor unions with overseas funding are already trying to organize workers in the automotive and metal industries, as well as in the mass media. On the other hand, much harder than forming industry-wide unions is the challenge for trade unions with varied political leanings to get together with the end in view of working together to resolve common issues.

With prodding from DOLE or any third-party facilitation, trade union activists are still hopeful that trade unions of varying political views will transcend their ideological differences. For example, trade union leaders remember that various trade unions have staged *welga ng bayan* to increase wages (e.g. during the 1980s, calling for a PhP10 wage increase) or to call off planned increments to the costs of basic commodities such as oil.

2. **Image problem of labor unions.** Another weakness of trade unions is its poor public

image. Lack of unity is part of this public image.

3. **Informal sector groups are also fragmented.** Informal sector organizations, like trade unions, also compete with each other. This weakness is exacerbated by limited capability to instill sound internal governance, transparency and accountability in their organizations. These weaknesses contribute to the weak bargaining power of the informal sector. Some non-government organizations (e.g. Homenet) are trying to address these weaknesses.

Opportunities

1. **Existing conditions of Filipino workers as a motivation to organize.** Some trade union leaders think that given today's conditions – contractualization, occupational hazards, displacement due to new work arrangements – now is the time for workers to organize.
2. **Opportunities from the new Philippine government.** The government, under President Benigno Aquino III formulated a 22-point labor agenda for both homeland and overseas workers. The new president is seen as progressive and his term is seen as an opportunity for the trade unions to reconstitute themselves and work on issue-based labor concerns. The opportunity can come from Aquino's anti-corruption and job generation agenda, the latter covering the goal of “investing in the country's top human resources, to make the Philippines more competitive and employable while promoting industrial peace based on social justice” (Department of Labor and Employment, 2010).
3. **Overseas workers' opportunities for labor organizing.** Since overseas Filipinos have become a major economic sector, trade unions should take the phenomenon as an opportunity to organize them either abroad or in the Philippines. In some countries, some trade unions and labor federations are piloting projects to make overseas Filipino workers

(OFWs) in some destination countries become members of trade unions in host countries. That way, distressed OFWs and other foreign members can seek help from trade unions to fight for their rights as workers. At the same time, there is also an increasing recognition of migrant workers in the global trade union movement.

In the Philippines, the Overseas Workers Welfare Administration (OWWA) facilitates the formation of what it calls Overseas Filipino Workers Family Circles, which are community-based associations of current and former overseas workers and their family members and relatives. There is room for trade unions to help organize these informally-formed groups, which number to around 2,246 (as of 2008) scattered nationwide. Abroad, Filipinos organize themselves into various types of groups.

4. **Opportunities arising from various social protection programs benefiting the informal sector.** Informal sector organizations have found opportunities in the government's continued efforts to improve various social protection programs (e.g. conditional cash transfer programs, health insurance coverage for the poor, affordable social security payments). Informal sector organizations include in their advocacy the monitoring of these social protection programs.
5. **Successor generation in informal sector organizing.** If properly trained, second-line informal sector leaders will continue the advocacy efforts and, an informant hopes, introduce new sets of reforms to further benefit the sector (especially if the Magna Carta for the Informal Sector is passed).

Threats

1. **Existing work arrangements that threaten formal workers.** For trade unions, a grave threat comes from the current work arrangements that would lead to further displacements, contractualization, and informal work arrangements. The US-patterned labor relations system of the Philippines, which has given the country legalistic barriers continues also to be a threat to organization efforts and forging CBA agreements. Some trade union activists even perceive DOLE as an enemy, because of its interventions in strikes.
2. **Incapacity to address labor problems, coupled with companies' union busting.** One way to minimize employers' resistance to unionism is to create a more facilitative legal environment that will transform employers' attitude from blind resistance to accommodation. Employers should understand, a key informant says, that labor unions can help make labor relations and company operations more efficient.
3. **Dwindling resources.** Trade unions in the Philippines have enjoyed a history of receiving funds from foreign-based trade union solidarity centers and political foundations, but these resources are dwindling. The informal sector, on the other hand, is hampered by dwindling resources as well as no resources at all. (Note: These "donors" are mostly based in Europe, while there are some that are based in Japan, Australia, and the United States of America.)
4. **Limited organizational capacities.** Informal sector organizations still feel they are not acceptable to trade unions; trade unions look at the informal sector as "project-based" clients. The informal sector organizations have yet to solidify their organizing principles.

Conclusion and Recommendation

Amidst observations that the labor movement is fragmented; that membership and number of workers covered by collective bargaining agreements are declining; that because of the ongoing contractualization of labor, local displacements and overseas migration, Filipino workers have to unceasingly adjust, one may ask: is the power of labor movements in the Philippines waning?

The answer is there is still room for trade unions and informal sector organizations to play a role in improving the country's labor situation. The search for an environment that embraces quality jobs continues.

It is therefore recommended that support for trade unions and informal sector organizations be continued. A let up in support would also a let up in improving the ability of the country's most important resource, labor.

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ANNEX A

Key Informants

Marlon Quesada	Regional Coordinator, Trade Union Solidarity Center of Finland (SASK), South East Asia Office
Antonio Asper	Executive Assistant to the President, Federation of Free Workers
S. Tesioma	Alliance of Workers of the Informal Economy Sector (ALWEIS)

Participants in the Round Table Discussion on the the Philippine Trade Unions August 24, 2010

Ernie Arellano	President, National Federation of Labor (NFL)
Sonny Matula	Vice President, Federation of Free Workers
Edwin Bustillos	Deputy Secretary General, Alliance of Progressive Labor (APL)
Rafie Mapalo	Director for Education, Trade Union Congress of the Philippines (TUCP)
Fr. Noel Vasquez, S.J.	Fellow, Ateneo School of Government (ASOG)
Fernando Aldaba	President, Civil Society Resource Institute (CSRI)

Annex B

Philippine labor and employment statistics

Table 1: Domestic employment, unemployment and underemployment in the Philippines

Year	Domestic Employment Data, all in 000 (below are end-October figures of the Labor Force Survey)					
	Employment		Unemployment		Underemployment	
	Employed (in 000)	Rate	Unemployed (in 000)	Rate	Underemployed (in 000)	Rate
1997	27,888	92.1	2,377	7.9	5,805	20.8
1998	28,262	92.6	3,016	9.6	6,701	23.7
1999	29,003	90.6	2,997	9.4	6,415	22.1
2000	27,775	89.9	3,133	10.1	5,526	19.9
2001	30,090	90.2	3,271	9.8	4,995	16.6
2002	30,252	89.8	3,423	10.2	4,628	15.3
2003	31,553	89.8	3,567	10.2	4,989	15.8
2004	31,733	89.1	3,886	10.9	5,357	16.9
2005	32,876	92.6	2,620	7.4	6,970	21.2
2006	33,185	92.7	2,621	7.3	6,761	20.4
2007	33,671	93.7	2,248	7.4	6,104	18.1
2008	34,533	93.2	2,525	6.8	6,028	17.5
2009	35,477	92.9	2,719	7.1	6,875	19.4

Sources of data: October rounds of the Labor Force Survey data — National Statistics Office (various years)

Table 2: Homeland job generation

Year	Number of employed, in 000	Estimated number of jobs generated, in 000 (difference from previous year)	Number of unemployed, in 000	Gap between annual jobs generated and unemployed, in 000	GDP growth
2001	30,090	2,315	3,271	956	1.7
2002	30,252	162	3,423	3,261	4.4
2003	31,553	1,301	3,567	2,266	4.9
2004	31,733	180	3,886	3,706	6.3
2005	32,876	1,143	2,620	1,477	4.9
2006	33,185	309	2,621	2,312	5.3
2007	33,671	486	2,248	1,762	7.1
2008	34,533	862	2,525	1,663	3.8
2009	35,477	944	2,719	1,775	0.9

Economists compute the jobs generated by the country by subtracting the numbers of employed in a given year and in the previous year

Author's computations based on data from the October rounds of the Labor Force Survey (National Statistics Office)

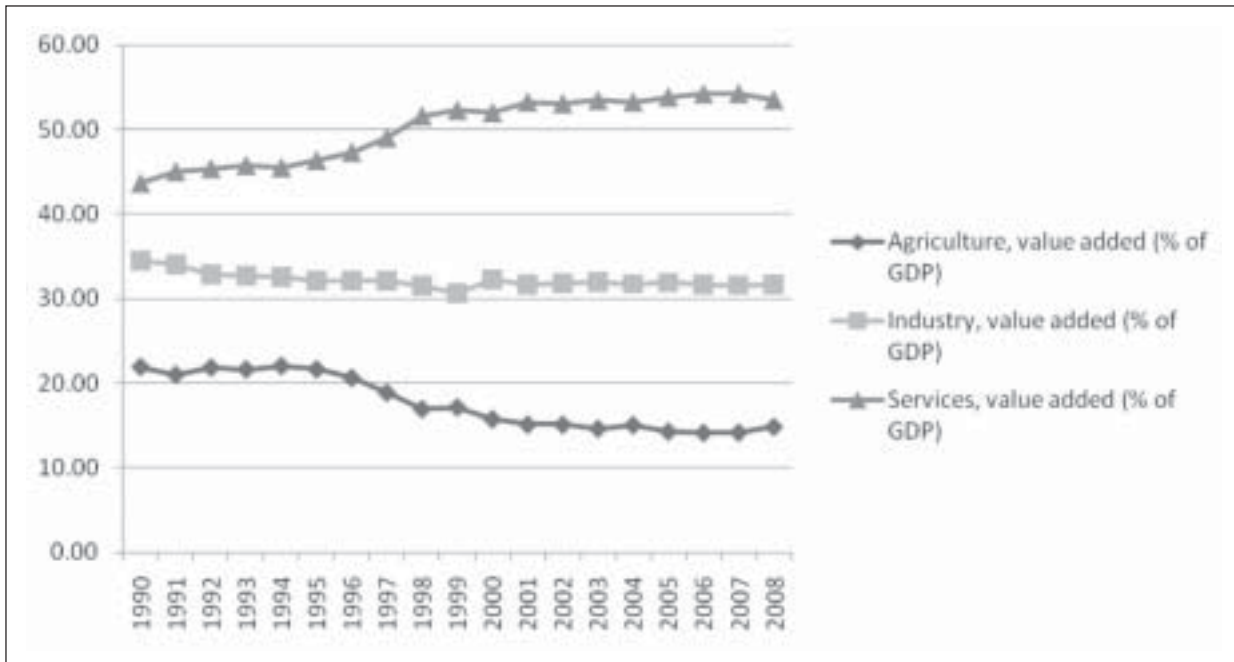


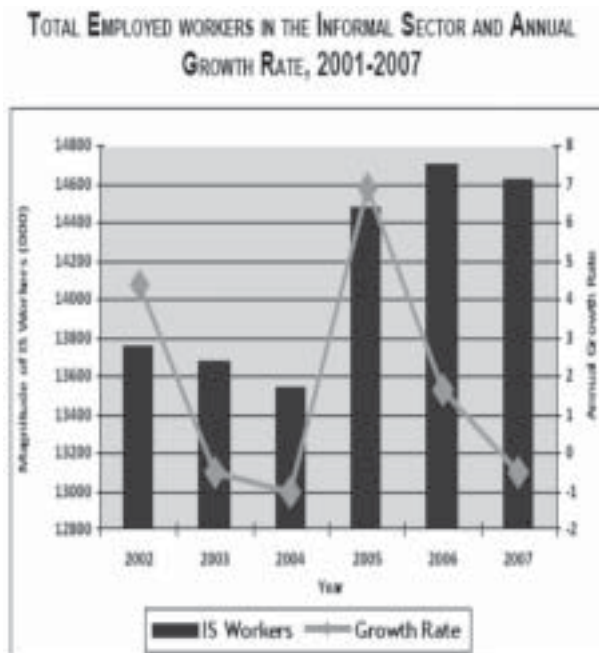
Figure 1: The value added contributions of agriculture, industry and services to Philippine GDP (Data from the World Bank, 2009)

Table 3: Annual homeland job generation and overseas job generation in the Philippines (2001-2009)

Year	[B] Estimated [A] Number of homeland in 000	number of homeland jobs generated, in 000 (difference from previous year)	[D] [C] Deployed new-hire contract workers abroad ¹	[E] Estimated number of homeland jobs generated plus overseas jobs filled	Estimated difference of homeland plus overseas jobs (difference from previous year)	[F] Number of unemployed, in 000	[G] Estimated gap between new homeland and overseas jobs generated, and the number of homeland unemployed (G = D-F)	[H] Gross domestic product growth rates (in %)
2001	30,090	2,315,000	258,204	2.057 million	2.054 million	3,271	1.217 million	1.7
2002	30,252	162,000	286,128	0.448 million	(1.609 million)	3,423	1.814 million	4.4
2003	31,553	1,301,000	241,511	1.542 million	(0.067 million)	3,567	3.500 million	4.9
2004	31,733	180,000	280,475	0.460 million	0.393 million	3,886	3.493 million	6.3
2005	32,876	1,143,000	284,285	1.427 million	1.034 million	2,620	1.586 million	4.9
2006	33,185	309,000	308,122	0.617 million	0.417 million	2,621	2.204 million	5.3
2007	33,671	486,000	313,260	0.799 million	0.375 million	2,248	1.873 million	7.1
2008	34,533	862,000	376,437	1.238 million	0.863 million	2,525	1.662 million	3.8
2009	35,477	944,000	349,715	1.293 million	0.055 million	2,719	1.426 million	0.9

Estimates done by Jeremiaah Opiniano (2010). Annual data in column A, the number of homeland employed, are cumulative. Columns B, D, E, and G are estimates.

Sources of data: Labor Force Surveys (end-of-October figures); Philippine Overseas Employment Administration



Group	2002	2003	2004	2005	2006	2007
All Occupations	100	100	100	100	100	100
Corporate Executives, Managers, Proprietors and Supervisors	15.2	16.2	18.7	17.5	17.9	18.4
Professionals	0.5	0.4	0.3	0.4	0.3	0.3
Technicians & Associate Professionals	1.5	1.3	1.1	1.0	0.9	1.0
Clerks	1.2	1.1	0.4	0.4	0.5	0.6
Service Workers & Shop & Market Sales Workers	6.5	5.8	5.5	5.5	5.8	5.9
Farmers, Forestry Workers & Fishermen	35.1	35.7	34.5	34.3	34.4	34.0
Trades & Related Workers	5.9	5.6	5.3	5.2	4.9	4.6
Plant & Machine Operators & Assemblers	5.2	5.3	4.9	5.2	5.5	5.5
Laborers & Unskilled Workers	28.9	28.5	29.3	30.3	29.7	29.5
Special Occupations	0.1	0.1	0.1	0.1	0.1	0.1

Figure 2: The informal sector in the Philippines
 (Source: Bureau of Labor and Employment Statistics)

Table 4: Number and membership of existing labor unions (1980-2009)

Year	Total Existing Labor Organizations			Local/Independent Unions		Federations		Public Sector Unions		Labor Centers
	No.	Members	% to Total Wage and salary Workers	No.	Members	No.	Members	No.	Members	
1980	1,747	1.92 million	27.0	1,630	412,649	110	1,507,974	-	-	7
1990	4,636	3.05 million	29.7	4,292	718,023	145	2,241,398	192	95,670	7
2000	10,296	3.78 million	27.2	9,430	883,515	166	2,727,595	691	177,194	9
2005	17,132	1.91 million	11.7	15,526	1,627,480	127	838,834	1,469	282,686	10
2008	17,305	1.94 million	10.9	15,536	1,598,250	131	872,703	1,628	343,477	10
2009	17,665	1.98 million	10.6	15,848	Not available	141		1,676		10

Source of data: Bureau of Labor and Employment Statistics

Table 5: Trade union membership and CBA coverage in the Philippines

<i>Trade union members covered by CBAs</i>		
Year	Union membership	Covered by CBAs
1990	3.05 million	497,317
1995	3.58 million	363,514
2000	3.78 million	484,278
2005	1.91 million	571,176
2006	1.85 million	252,713
2008	1.94 million	227,000
2009	1.98 million	225,000
<i>Coverage of registered CBAs</i>		
Year	CBAs filed	Workers covered
1980	773	139,158
1990	2,481	230,025
2000	419	73,109
2005	459	82,925
2006	536	60,790
2007	318	44,375
2008	307	55,290
2009	453	74,924

Source of data: Bureau of Labor and Employment Statistics

Table 7: Effectiveness of trade unions

Rating	F	%
<i>Effectiveness rating of own union?</i>		
1 to 3	4	3.67
4 to 6	39	35.78
7 to 10	48	44.04
No response	18	16.51
<i>Effectiveness of unions in the country?</i>		
1 to 3	15	13.76
4 to 6	62	56.88
7 to 10	18	16.51
No response	14	12.84
<i>Need to revitalize unions?</i>		
Strongly agree	62	56.88
Agree	31	28.44
Undecided	5	4.59
Disagree	2	1.83
No response	9	8.26

Table 6: Strike / lockout notices handled/filed/disposed, disposition rate, and no. of workers involved

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Strike/lockout notices handled	918	808	683	815	685	629	538	404	384	406
New strike/lockout notices filed	849	734	623	752	606	558	465	353	340	362
Cases disposed	844	748	620	736	614	556	487	360	340	365
Materialized into actual strike/lockout	-	-	-	-	-	-	22	10	5	4
Settlement rate (%)	76.9	73.5	69.0	69.9	73.0	70.1	75.0	72.3	75.5	77.3
Rate of Disposition (%)	91.9	92.6	90.8	90.3	89.6	88.4	90.5	89.1	88.5	89.9
Workers Involved	164,291	149,186	142,706	159,142	108,546	124,605	109,724	80,302	72,901	74,797

Source of data: Bureau of Labor and Employment Statistics (2009 Yearbook of Labor and Employment Statistics)

Appendix 1: Links to Directories of workers' union and related organizations

Directories can be found on the following links:

- a. national trade union centers, http://blr.dole.gov.ph/PDFs/DIRECTORY-National_Trade_Union_Centers.pdf;
- b. registered federations, http://blr.dole.gov.ph/PDFs/DIRECTORY-Registered_Federations.pdf;
- c. industry unions, http://blr.dole.gov.ph/PDFs/DIRECTORY-Industry_Unions.pdf
- d. workers' associations operating in more than one Philippine region, http://blr.dole.gov.ph/PDFs/DIRECTORY-Workers_Association_Operating_in_More_than_One_Region.pdf.

Appendix 2: PATAMABA Organizational Structure

Organizationally, PATAMABA has barangay, municipal/city, provincial and regional coordinating councils—all of which are members of a Congress. PATAMABA also has a National Executive Committee (as well as appointed committees on organizing/membership, education and training, fundraising, advocacy/networking/para-legal, and health and social protection), that provides the policy directions of the PATAMABA congress of members. The PATAMABA Congress has also identified five sub-sectors of the informal sector: youth, small transport, small vendors, small construction workers, and the service sector. PATAMABA holds its Congress every three years. (http://www.homenetseasia.org/philippines/about_council.html)

Appendix 3: MAGCAISA Members

MAGCAISA members include: PATAMABA, KAKASAHA, Aksyon ng Kilusang Kababaihan sa Informal Sector (Aksyon Kababaihan), Alyansa ng Mamamayang Naghihirap (ALMANA), Association of Construction and Informal Workers (ACIW), Balikatan sa Kaunlaran.Rizal Informal Sector Coalition (BSK/RISC), Damayan San Francisco (DAMAYAN), DSWP, Homenet Southeast Asia, Katipunan ng Bagong Pilipina (KaBaPa), Manngagawang Kababaihang Mithi ay Paglaya (MAKALAYA), Marketing Association of Groups and Individuals in the Small-Scale Industries (MAGISSI), Nagkakaisang Kabataan para sa Kaunlaran (NKPK), National Union of Building and Construction Workers (NUBC), Pagkakaisa ng mga Manggagawa sa Konstruksiyon sa Pilipinas (PAMAKO), Pambansang Koalisyon ng Kababaihan sa Kanayunan (PKKK), Partnership for Mutual Benefit Association (PMBA), Samahang Pangkabuhayan sa Kamaynilaan (SANGKAMAY), and Workers in the Informal Sector Enterprise (WISE) (Center for Labor Justice/Association of Construction and Informal Workers and Homenet Southeast Asia, 2010).

Note: Informal construction workers are lucky because formal trade unions in the construction sector have adopted them into their fold. The Association of Construction and Informal Workers (ACIW), for example, is linked to the National Union of Building and Construction Workers (NUBC) and even enjoys funding from a trade union and solidarity center in Denmark.

Philippine Social Sector Organizations: Opportunities and Imperatives for Growth

Philip Tuaño

This paper provides a brief overview of the state of specific types of people's organizations, specifically, those of children, youth and students, senior citizens and persons with disabilities. They are part of the fourteen "basic sectors" identified as marginalized groups under the Social Reform and Poverty Alleviation Act (Republic Act 8425).

People's organizations (POs), according to Korten (1999), are characterized by: a) a mutual benefit association that bases its legitimacy on the ability to serve its members; b) a democratic structure that gives members ultimate authority over its leaders; and c) self-reliance so that its continued operations does not depend on external initiative or funding. Buendia (2005) notes that the terms associated with structure are "associations" or "groups;" with purpose, "public good" and "welfare of members", and with membership basis, "basic sectors," "common bond," "citizens," "voluntary," and "spatial."

POs are usually defined as membership-based organizations formed largely on a voluntary basis (occasionally having full-time staff). Community-sector, or issue-based primary groups at the grassroots (e.g., trade unions, environmental advocacy groups, peasant groups, etc.), are bona fide POs. They have demonstrated capacity to promote the public interest and identifiable leadership, membership and structure. These organizations undertake various activities, from provision of basic services, such as health, education and nutrition, water and sanitation, environmental services, including protection and conservation activities, to participation in local government affairs.

The organizations examined in this paper are groups that belong to "socially marginalized" or "socially excluded" groups. According to Saith (2007), one of the distinguishing dimensions of social exclusion is that it is "relational," that is, one cannot examine marginalized or excluded sectors without examining the circumstances in which they live and without comparing them with the rest of the society. The sectors that are examined in this paper are "socially excluded" in the sense that the aspect of marginalization is based on social or community relations, rather than on the lack of ownership of means of production, which characterizes the marginalization of the labor, farmers and fisherfolk sectors.

Profile of the Social Sectors

Definition of the Sector

Three of the four sectors being examined are distinguished by their age group. Senior citizens are defined as individuals who are 60 years and above (Republic Act 7432). There is usually some overlap in the definition of "children" and "youth." However, the law that created a government agency for the youth (Republic Act 8044) defines them as those between the ages of 15 and 30, and therefore by deduction, those below the age of 15 are defined as belonging to the children sector. Victims of disasters and calamities are not formally defined, but according to a law that was recently adopted by Congress (Republic Act 10121), "vulnerable and marginalized groups" are those that "face higher exposure to disaster risk and poverty

including, but not limited to, women, children, elderly, differently-abled people, and ethnic minorities.”

Demographic and social indicator

The four socially marginalized sectors discussed here are demographically significant. Using the 2010 Census of Population and Housing results and extrapolating from the age group proportions in the 2000 census, it may be estimated that there are around 26.5 million Filipino children (or those aged 15 years or below), around 21 million youth (or those aged between 16 and 30 years), and 6.6 million Filipinos whose ages are 60 years and above. The Department of Social Welfare and Development estimated that the total number of senior citizens would have reached 7 million by this year (Taradji, 2006). These sectors combined comprise more than half of the population in the country. According to the International Disaster Database (2010), during the 2006 to 2009 period, the Philippines had 3 to 6 million affected by various natural disasters yearly.

Poverty incidence is significant among these sectors. Castro (2009), using data from the 2006 Family Income and Expenditure Survey (FIES), reported that the National Statistical Coordination Board (NSCB) estimated poverty incidence at 40.8 percent for children, 20.3 percent for senior citizens, and 25.4 percent for youth between age 18 to 30.

Some of the major issues of these sectors include the following:

Education: There are problems of access to primary and secondary education. Access to early childhood care and development services remain low — only 34 percent of those aged 5 years and below have regular access to pre-school and day care programs. Elementary net enrolment ratios have declined from 96.8 percent in 2000 to 85.1 percent in 2008, while secondary net enrolment has only increased marginally from 57.6 percent to 60.7 percent in the same period. Secondary achievement rates are less than 50 percent, which means, only a small minority of students in high school achieve the required standards in specific subjects (Government of the Philippines, 2008; Philippine Institute for Development Studies, 2009; Department of Education, 2010).

Health: Health survey statistics show some decline in the pattern of mortality among the young. Under-five mortality has declined from 48 deaths per 1000 births in 1998 to 34 deaths per 1000 births in 2008, while infant mortality has declined from 35 deaths per thousand births to 25 per thousand births during the same period. There has been a decline in the proportion of children receiving full immunization, according to the 2002 Family and Child Health Survey. A substantial majority of young adults have been undertaking risky sexual behaviour; more than three fourths of those sexually active did not use any contraceptives (National Statistics Office and ICF Macro, 2010).

Employment: According to employment statistics (Bureau of Labor and Employment Statistics, 2010), majority of senior citizens work without pay in family operated farms or businesses. On the other hand, child labor continues to be a problem in the Philippines; around three quarters of a million children below the age of 15 are working. Employment prospects for the youth are limited due to the high underemployment rates in the age cohort.

Political participation: While there are many institutional mechanisms for youth participation in the country, a study notes that “young people who do get involved in formal political processes are often co-opted by conservative” forces and sometimes even by corrupt politicians (Velasco, undated). There are some mechanisms for participation by children and senior citizens in some local government units, but not in all. Participation by victims of disasters and calamities in local disaster councils is negligible or even non-existent (Velasco, undated; interview with Bong Magsaca).

Policy environment and public institutions affecting the sector

The 1987 Philippine Constitution explicitly recognizes the role of the people in democratic development and enshrines their right to participate on all levels of

decision-making in various provisions, such as the following:

- Article II, section 23, promotion of “non-governmental, community-based or sectoral organizations” by the State;
- Article XIII, section 3, the right to and full protection of self-organization by workers;
- Article XIII, section 15, people’s organizations’ pursuit of their collective interests through peaceful means;
- Article XIII, section 16, the right of the people and their organizations to participate in decision-making, and the obligation of the state to establish adequate consultative mechanisms.

At the international level, the Philippine government has signed major international instruments that respect the rights of citizens to organize and bring their legitimate concerns to the government. According to Buendia (2005), these include the Universal Declaration of Human Rights (adopted in 1948), which consists of 30 articles of rights that all human beings are entitled to; and two attendant global agreements, the International Convention on Economic, Social and Cultural Rights (1966) and the International Convention on Civil and Political Rights (1976). The International Convention on the Elimination of all Forms of Discrimination (1965) provides the framework for the abolition of hatred and intolerance among specific population groups.

Children

The Convention on the Rights of Children provides the global framework for the protection of the welfare and interests of people aged under 18, and for the minimum requirements of services for the sector. The Philippines is a signatory to the convention. Presidential Decree 603 or the Child and Youth Welfare Code provides the national framework for the recognition of the rights of children and the youth, and provides for specific processes for the adoption of children and provision of their foster care, assistance to parents for child care, and care for youth offenders. The Code also provides the regulatory framework for child welfare services and creates local councils for the protection of children at

the barangay level. The Council for the Welfare of Children, created by the Code at the national level, oversees the implementation of the Code.

The Philippine National Plan of Action for Children, also known as the National Strategic Framework for the Development of Children for 2000- 2005 (also called *Child 21*) is the national development map for the provision of services to the sector. The plan supports the development of child-related Millennium Development Goals for the Philippines. The National Plan of Action for Children 2005- 2010 is the second in the set of implementing action plans to strengthen the capacity of government agencies and non-government organizations to respond to the needs of children, enhance the monitoring systems for focused targeting of programs, and develop a research agenda on the needs of children.

The Council for the Welfare of Children is the agency tasked to monitor the Philippine National Action Plan at the national level. The Council is attached to the Department of Social Welfare and Development. It has a board consisting of ten government agencies three private sector representatives, and an executive director. At the local level, local councils for the protection of children exist but their functions vary (Government of the Philippines, 2008).

Some laws relevant to child welfare are the following:

- Republic Act 7610 (Special Protection of Children Against Abuse, Exploitation and Discrimination Act of 1993), which criminalizes child prostitution, child trafficking and other forms of abuse, and provides for special programs for children of indigenous peoples and children in situations of armed conflict.
- Republic Act 7658 (An Act Prohibiting Employment of Children Below the Age of Fifteen Years), passed in 1993, which strictly forbids the hiring of children except in extraordinary circumstances.
- Republic Act 8980 (Early Childhood Care and Development Act of 2000), which creates a national system of education and social services for children under the age of six, and

created the National Early Childhood Care and Development Coordinating Committee to plan and monitor various programs.

- Republic Act 9231 (Elimination of the Worst Forms of Child Labor Act of 2003), which provides for stronger measures to protect working children.
- Republic Act 9262 (Anti-Violence Against Women and Children Act of 2004), which protects women and children from physical, emotional, sexual, psychological and economic abuses.
- Republic Act 9344 (Juvenile Justice and Welfare Act of 2006), raising the minimum age of criminal responsibility from 9 to 15 years; prohibits torture and other cruel, inhuman or degrading treatment or punishment, introduces "restorative justice" provides for diversion programs for children in conflict with the law; prohibits detention of youth offenders below the age of five.

Youth and Students

The United Nations World Program of Action for the Youth provides a policy framework for national and international programs and policies that would strengthen youth welfare around the world. This was adopted by the United Nations during its 1995 General Assembly, and covers fifteen priority areas, including education, employment, hunger and poverty, health, environment, drug abuse and juvenile delinquency.

Republic Act 8044 (Youth in Nation Building Act of 1995) provides for the implementation of a comprehensive program for youth development in the country. This includes regular formulation and implementation of the Medium Term Youth Development Program, national studies on the youth situation, assessment of the programs being provided by different youth organizations, and comprehensive delivery system of programs for the youth. The National Youth Commission (NYC) of the Office of the President was created under this act in order to monitor youth-oriented programs. A "Parliamentary of Youth Leaders" was created to provide recommendations to the Commission, and an advisory council, composed of cabinet members and legislators, was created to provide advice.

The 2005- 2010 Medium Term Philippine Youth Development Program is the current national program for youth development. The plan envisions the creation of youth development councils in different local government units in the country, formulation of specific policies and local ordinances to improve the quality of life of the youth, deepen the level of involvement of the youth in community and national concerns, generate resources for youth programs, and improve the capacities of youth organizations to undertake programs.

Laws relevant to the youth are the following:

Republic Act 9063 (National Service Training Program Act of 2001), which establishes a voluntary welfare program for students of baccalaureate degree courses and students of two - year technical vocational courses. The program includes the Reserve Officers Training Corps program, the literacy training service and the civic welfare training service.

Republic Act 9547 (An Act Strengthening the Coverage of the Special Program for the Employment of the Youth), which strengthens and expands the public employment opportunities of poor students aged 15 to 25 years in government offices.

The 1991 Local Government Code established the Sangguniang Kabataan (SK), which became the legislative assembly for those aged between 15 to 21 years at the barangay level. Each SK consists of ten members, including its chair, who is automatically a member of the Sangguniang Barangay, the body that implements youth programs at the local level.

Senior Citizens

The Madrid International Plan on Ageing of 2002, or the Second World Assembly, is the current global framework for policy and program development and implementation for senior citizens. This plan is based on the United Nations Principles for Older Persons, adopted at the 1991 general assembly, replacing the first international plan of 1998. The global goals of the plan include full realization of human rights, eradication of poverty, increasing senior citizens' participation in economic, social and political lives,

improving opportunities and commitment to gender equality.

The Philippine Plan of Action for the Senior Citizens 2005- 2010 is the current national development framework for the sector. The plan pinpoints specific programs for developing holistic care approaches, ensuring appropriate community - based care, and implementing health, education and employment services. The Department of Social Welfare and Development is the focal agency at the national level for monitoring and implementing the action plan. At the local government unit level, the Office for Senior Citizens handles the registration of senior citizens and implements and monitors programs for the elderly.

The following are the relevant laws for senior citizens:

- Republic Act 7432 (An Act to maximize the Contribution of Senior Citizens to Nation Building of 1992) defines senior citizens as those who are at least 60 years old. It gives senior citizens the right to enjoy discounts on certain purchases, such as food, tourism services, medicines, and amusements. The law also exempts the elderly poor from individual taxes and authorizes the creation of Office of Senior Citizens Act in every municipality.
- Republic Act 7876 (Senior Citizens Center Act of 1995) authorizes the DSWD to create a senior citizens center in every city and municipality, in coordination with the local government unit.
- Republic Act 9257 (Expanded Senior Citizens Act of 2003) widens the scopes of discounts for senior citizens, including those on transportation services and educational assistance for senior citizens. It provides for certain tax exemptions of establishments employing senior citizens, and for health, education, and housing programs.
- Republic Act 9994 (Expanded Senior Citizens Act of 2010) further increases senior citizens' benefits and privileges. These include exemption of the elderly from payment of value added taxes, bigger discounts on medical and health services, transportation services, and utilities. The law also widens the services for senior citizens such as health, education and social services.

Victims of Disasters and Calamities

Republic Act 8425 (Social Reform and Poverty Alleviation Act) recognizes victims of calamities and disasters as a socially marginalized sector. The National Anti-Poverty Commission, the government agency in charge of poverty reduction and basic sector participation covers victims of disasters and calamities., The National Disaster and Risk Reduction and Management Council (formerly called The National Disaster Coordinating Committee), supported by the Office of Civil Defense, serves as the coordinating government agency for the sector.

Republic Act 10121 (Philippine Disaster Risk Reduction and Management Act of 2010) adopts a holistic, comprehensive and integrated disaster risk reduction and management approach and establishes local disaster risk reduction and management councils around the country.

Size, characteristics and activities of the sectoral people's organizations

Youth organizations

The National Youth Commission (NYC) classifies the youth sector into four sub-sectors, namely, 1) in-school youth (students in various primary, secondary, tertiary and vocational educational institutions), 2) out - of - school youth (those of school age but not in school), 3) working youth (those who have part-time or full-time employment) and 4) youth with special needs, such as those differently abled, youth in conflict with the law, displaced youth, and youth with other needs. There are more than 3,000 different youth organizations. Some are involved with political participation of youth in national and local governance and in schools; others are concerned with improving the state of education and health; and still others are involved in programs of employment and livelihood generation.

Two party list organizations with overt youth orientation occupy one seat each in the current Fifteenth Congress; the Kabataan Party List, associated with the progressive left, and the Bagong Henerasyon Party List, a youth welfare organization.

The national organizations that are involved with youth and student issues include the Student Council Association of the Philippines, the Confederation of Student Governments in the Philippines, the Union of Catholic Student Councils of the Philippines, and the National Union of Students in the Philippines. They are networks of student councils in the country. Other groups include the Youth for Sustainable Development (a network of youths involved in environmental issues), the League of Filipino Students, Anakbayan and the Akbayan Youth (all three are national networks of youths and students), the College Editors Guild of the Philippines (a network of student publications in tertiary institutions), the Aksyon Kabataan, and the Kabataan ng Liberal ng Pilipinas (the youth arm of Aksyon Demokratiko and the Liberal Party, respectively, which are established political parties in the country). Most of these organizations are based either in Metro Manila or in other urban areas of the country.

There are also national organizations that are more involved in socio-civic activities than in political advocacy. Two examples are the 4-H club and the Philippine Rural Reconstruction Movement. There are also organizations that are involved in entrepreneurship, such as the Philippine Social Entrepreneurship Club, and business organizations in different universities and colleges.

Children's organizations

According to the Council of Welfare of Children, there are around 500 children's organizations, admittedly an underestimate, given numerous organizations located in different municipalities and cities in the country. Children's organizations are those whose members are below 18 years, but most leaders are those belonging to the 12 to 18 year age bracket.

Many established children's organizations are those that have been organized by non-government organizations and foundations associated with the National Council for Social Development (NCSD), one of the oldest networks involved with children, youth and women issues. Many of the organizations are concentrated in Metro Manila, although there are several organizations in other regions in the country. This is due to the fact that most children's non-

government organizations and funding agencies are in Quezon City and other areas in Metro Manila.

Many children's organizations are involved in national governance, specifically, in the National Anti-Poverty Commission (NAPC) children sectoral council. In the mid to the late 1990s, many funding agencies, including the biggest groups funding child services programs (including the Christian Children's Fund, now the Childfund, World Vision; and Plan International), were instrumental in allowing their partners to join NAPC. Thus, for children, the NAPC sectoral council is one of the more important focal points of involvement in governance. Most of the children sectoral representatives originate from the Educational Research and Development Assistance Foundation, which is one of the oldest non-government organizations involved with children, and the Childfund partners.

Senior citizens organizations

Because of the presence of senior citizens centers in many local government units and the support given by local social welfare offices, it is relatively easy to organize the elderly in the country. Organizations of the elderly are involved in advocacy for greater access to health, education and transport facilities, socio-civic involvement and others. Many of these organizations are headed by retired professionals who have the skills and time to be involved. Most elderly organizations belong to the Federation of Senior Citizens Association of the Philippines (FSCAP), which has chapters in different areas in the Philippines.

Other senior citizens' organizations are organized by the Coalition for Services to the Elderly (COSE), the only established non-government organization for senior citizens in the country. COSE is involved in organizing mainly poor and lower income older persons in order to resolve issues affecting them. It has helped establish organizations mainly in Metro Manila, Southern Tagalog and Bicol regions and Negros provinces. These organizations are affiliated with the Confederation of Older Persons Associations of the Philippines (COPAP) and many are outside the purview of FSCAP. There is a party list organization representing the senior citizens in the House of Representatives, the Coalition of Associations of Senior Citizens of the Philippines, which has two seats in Congress.

Organizations representing victims of disasters and calamities.

There is no national network of disasters victims groups but there are provincial networks of victims and services providers, such as the Pampanga Disaster Response Network. Some groups have been organized in the wake of armed conflicts in Zamboanga and other parts of Mindanao. The Philippine National Red Cross, and other non-government organizations and socio-civic action and emergency groups also represent the sector in national and regional fora.

Sectoral Trends, Strengths and Weaknesses

This section presents a Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis of the organizations for the four sectors. The analysis, although far from being complete and perfect, may serve as a stepping stone towards a deeper analysis of the problems and issues. If further developed, it may also provide a guide for selected peoples' organizations to map their strategic roles in the Philippines. Preceding the analysis is a sketch of trends in the sectors.

Continuing and recent trends in the social sectors.

There has been a recent expansion of services that could be available to the sector. For example, the Ten Outstanding Youth Awards (TAYO) of the National Youth Commission has been instrumental in initiating and putting into focus the activities undertaken by youth organizations for their own sector. Some of the activities that have been undertaken by the awardees are organizing summer camps for the youth to improve their self-esteem (Guided and Unified Interaction for the Development of Children), health and environmental programs in a Mindanao city (Dipolog Youth for Progress Movement), provision of physical therapy activities for the disabled in Davao (Kapansanan ay Akibat sa Kaunlaran ng Bayan) and book drives for deserving children in Region 2 (Youth Policy Forum). Foreign donors, such as the United Nations, and Filipino migrant organizations have also been undertaking several award programs for the youth sector.

Greater awareness response to natural and social calamities. Children, youth and student, and senior citizen local groups were active during the Typhoon Ondoy disaster, and since then have become more aware of the impacts of disasters and natural calamities on their lives. Organizations affiliated with COSE provided relief services to more than 35 urban poor areas in Metro Manila during the aftermath of Typhoon Ondoy in 2009; elderly urban poor leaders have become more aware of the need to implement risk reduction mechanisms in their respective areas. Student organizations were active during the relief efforts, gathering food and clothing in their respective schools and distributing them to the neediest areas. The United Nations Emergency Fund for Children have supported local efforts for organizing young persons affected by armed conflict.

Increasing receptiveness of local government units to sectoral issues. COSE notes that there are Bulacan local government units or LGUs (for example, in San Jose del Monte and Hagonoy) that have integrated senior citizen participation in their decision-making and that they are developing programs for older persons in their respective areas. Other local government units have been organizing their respective councils for youth and children.

External opportunities of the different organizations are the following:

Continuous monitoring of Philippine commitments to international sectoral agreements. The Philippines is a signatory to many global rights commitments, such as the Convention of the Rights of the Child and the World Programs for Children and the Youth, and it has been regularly issuing monitoring reports on the country's adherence to specific provisions in the agreements. This is an opportunity for sectoral organizations to lobby the government for sectoral programs and to advocate for a wider participation of the sectoral groups.

Presence of national and local offices for protection of the rights of the sector. NYC has been promoting the organization of Local Youth Development Councils in different relatively successful municipalities and cities in Bulacan, Nueva Ecija and Quezon. The council would include local chief executives, LGU department heads, and representatives of the youth. The effort aims to

strengthen policy and program formulation at the highest levels of the local government. According to the recent report on the progress of commitments to children (United Nations, 2010), local child protection councils have been organized in more than 90 percent of all types of local government units in the country. However, these councils are functional only in around a third or less of different municipalities and barangays in the country.

The number of Office of Senior Citizens Affairs has been increasing in the different local government units in the country.

Presence of new partners. In many sectors, there are new institutions or organizations that have been involved in organizing the sector. The Center for Youth Action and Network is a new non-government organization created in 2009 that is actively organizing students and young persons for political involvement. It was active in network activities especially in involving the youth in the 2010 national and local elections. The Save the Children local office is also helping in deepening political awareness of children in their own local communities, especially in selected areas in Makati and Manila.

The external threats to these groups are the following:

Decline in financial resource support for direct political participation. There is a perception that resource agencies supporting political participation of children are fewer in number in the mid 2000s, compared to the mid to late 1990s. Most resource agencies for children since the 2000s have been focusing on social service delivery and providing for interventions for families. There are very few agencies that support community organizing of senior citizens.

National agencies' support for the agenda of the sectors seem to be declining. The politicization of national bodies supposed to promote participation by marginalized groups has adversely affected the marginalized groups' agenda in the executive branch of the national government. The president's failure to appoint sectoral representatives to NAPC in 2005 has resulted in inaction on many of the requests brought forth by sectoral organizations. This has created an atmosphere of skepticism regarding the ability of these

executive bodies to push forward the interests of the socially marginalized. However, for some of the social sectors, such as the senior citizens and the victims of disasters and calamities, government support, including that of the Department of Social Welfare and Development and the National Council for Disability Affairs, for sectoral activities has been reported to be strong.

The marginalized sectors can capitalize on many internal strengths:

The groups enjoy an adequate level of training and capability building. Children's organizations, for example, are reported to be extremely well trained and are capable of running their own educational, environmental and social welfare programs in their respective areas. The involvement of organized youth in the past electoral exercises was quite high because of their skills and knowledge of how the youth can influence the elections. These groups linked with the more established electoral watch groups.

Experience in advocacy, especially when done with other networks and support groups. The number of legislative acts passed in the past ten to twenty years attests to the effective advocacy of, many non-government organizations and sectoral organizations. And they have gained skills and experience in pushing for better laws for the benefit of the marginalized social groups. Senior citizens have pushed for legislative reforms that have resulted in higher discounts for more items.

Good level of Information and Communications Technology (ICT) resources and use. Children and youth groups have increasingly used information and communication technologies in order to advocate for policies, network with other groups, and increase their constituencies' and other groups' awareness about these policies. This was evident during the last elections where groups such as First Time Voters and Youthvote pushed for the youth's increased awareness about elections.

Connection with networks and associations. The National Council for Social Development organizes children's groups according to geographical location for better coordination. The Youthvote, a campaign for electoral involvement, was a focal point of different

student and youth organizations who worked together during the 2010 national polls. This effort continues to be sustained through the My Streets project being undertaken by the Young Public Servants group, in association with different youth and student groups in the country. Children's organizations are associated with either the Convention on the Rights of the Child Network, or the Juvenile Justice Network in the Philippines.

However, the sector continues to suffer from a number of internal weaknesses:

Dependence on NGOs and on financial grants. Since children's organizations are dependent on non-government organizations for advice and resources, non-government organizations tend to intervene in their activities. Victims of disasters and calamities also depend on their partner service providers for assistance.

Quick turn-over of leaders compromises the sustainability of these organizations. Children have only three years, from 12 to 15 years old, to provide

leadership for the sector. It is therefore imperative that new leaders for the sector be trained. This is also true for the youth sector, where it is rare for student leaders in national organizations to remain in position for more than five years. In the case of the victims of disasters and calamities sector, there are very few leaders who come from their ranks because of the transitory nature of the sector. Many of those who sit in national and local bodies for the sector are service providers.

Persistent traditional view of development. Majority of the organizations in the different social marginalized sectors have a very limited view of the possibilities of political engagement in the national and local levels. They prefer to undertake service delivery activities, rather than engage in activities that will empower the sectors.

It is clear that based on the Philippine development experience, participation of the basic sectors is an important aspect of governance. Thus, it may be necessary to examine specific cases of sectoral participation at the local government level.

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Annex A

List of Key Informants

Name (area of expertise/ involvement)	Institution	Contact Information
Ma. Elena Caraballo (Children sector)	Deputy Executive Director, Council for the Welfare of Children	10 Apo Street, Quezon City
Marian Opeña (Children sector)	Executive Director, National Council of Social Development Foundation of the Philippines, Inc.	4/F 900 United Methodist Church, Headquarters Building, United Nations Avenue, Ermita, Manila
Marilou Von Arx (Children sector)	Coordinator, Sun for All Children Foundation	
Christopher Arnuco (Youth and students sector)	Chairperson, National Youth Commission	4/F Bookman Building, 373 Quezon Boulevard, Quezon City
Bianca Lapuz (Youth and students sector)	Former Chairperson	Student Council Association of the Philippines
Ching Jorge (Youth and students sector)	Chair, Young Public Servants	International Center for Innovation, Transformation and Excellence in Governance, 11/F Prestige Tower, Ortigas Road, Ortigas, Pasig
Fransiskus Cupang (senior citizens sector)	Executive Director	Coalition for the Services to the Elderly, 717 Mariwasa Building Aurora Boulevard, Quezon City.
Bong Masagca (victims of disasters and calamities sector)	Executive Director	Pampanga Disaster Response Network, MacArthur Highway, Maimpis, Pampanga

Annex B

Selected list of local and foreign NGOs working with sectoral POs:

Sector	Institution	Contact Information
Children	Childfund Philippines	8/F Strata 100 Building, F. Ortigas Road, 1605 Ortigas Center, Pasig
	Plan International	7/F Salustiana D. Ty Towers, 104 Paseo De Roxas, Legazpi Village, Makati
	World Vision	389 Quezon Avenue cor West 6 th Street, Quezon City
	Consuelo Foundation	27/F Citibank Tower, 8741 Paseo de Roxas, Makati City
	Educational Research and Development Assistance (ERDA) Development Foundation	66 Linaw Street, Sta. Mesa Heights, Quezon City
Youth	United Nations Children Emergency Fund	
	Center for Youth Advocacy and Networking	Unit 2, Liberty Place, No. 96 Xavierville Avenue, Loyola Heights, Quezon City
	International Center for Innovation, Transformation and Excellence in Governance	Unit 1110, 11/F Prestige Tower, F. Ortigas Road, Ortigas Center, Pasig City
Senior Citizens	Coalition of Services to the Elderly	717 Mariwasa Building Aurora Boulevard, Quezon City
	People's Reform Initiative for Social Mobilization Foundation	3/F BDO Building, 2422 Taft Avenue, Manila
Victims of Disasters and Calamities	Philippine Red Cross	Bonifacio Avenue, Port Area, Manila
	Pampanga Disaster Response Network	3/F Landmark Building, MacArthur Highway, Quebiawa, San Fernando, Pampanga
	Creative Community Foundation	53 E Barangay Libertad, Lapuz, Iloilo City
	Little Children of the Philippines Foundation	Claytown Subdivision, Daro, Dumaguete, Negros Oriental
	Leyte Center for Development	Barangay Libertad, Palo, Leyte
	Integrated Resouces Development for Tri-People	35 Crispin R. Atillano St., Tetuan, Zamboanga City

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The Philippine Women's Movement: Asserting Rights, Claiming Space

Elizabeth Yang and Elena Masilungan

Introduction

The Philippine women's movement (movement will be the term used in this paper, instead of sector — women's rights advocates do not consider themselves as a sector. The assertion is that they form half of the population of the sectors, thus women form half of the workers' sector, peasant sector and so on) has come a long way since the *Asociacion de Feminista Filipina* was organized in 1905. Today, it is acknowledged worldwide for its vibrancy, dynamism and diversity. It is made up of a wide range of women organizations and non-government organizations (NGOs) offering various assistance and services to different clients as well as championing various advocacies that respond to issues confronting women.

A common thread that runs through the women NGOs is how they have framed and organized their work within the ambit of gender and development (GAD), a paradigm that recognizes women as agents of economic, social and political change and considers gender equality and women's empowerment as crucial factors to development. GAD contends that the unequal gender relations between women and men are barriers that limit women's access to and control over productive resources, recognition and valuation of their reproductive roles, their participation in decision making, and their equitable share of the benefits of development. Women must organize themselves so they can avail of opportunities to influence what happens in society, to make decisions and set priorities, and participate in political processes that would allow them to promote and protect their rights.

With GAD as the framework, this paper maps out the diverse range of groups and organizations that comprise the women's movement. It identifies external factors, both enabling and disabling, that affect its growth. Organizational strengths and weaknesses are also identified. Recommendations to identify the steps in strengthening the role of the women's movement in the Philippine development process are also generated.

Herstory

The Philippine women's movement traces its beginnings to the *babaylans* and *catalonas* — high priestesses, healers, and counsels to *datus* (local chieftains) before the coming of the Spanish colonizers. Pre-Spanish society was relatively egalitarian, where women enjoy equal status and relative freedom (Jimenez-David, 1999).

The Spanish colonizers, however, introduced their own legal code, social norms and culture, by force and persuasion, which resulted in the subjugation of women. The *babaylans* and *catalonas* were either coopted as church servers or continued to practice healing skills in hiding (Ibid). Under the Spanish colonizers, women challenged the authorities by forming their own indigenous religious orders, as in the case of Mother Ignacia del Epiritu Santo, who founded the Religious of the Virgin Mary (RVM) in defiance of the Bishop's order; the women of Malolos who wrote a petition letter to the Governor-General to grant them the same right to education as the men; and the women of

the *Katipunan*, the revolutionary movement that fought for independence from Spain (Jimenez-David, 1999).

During the American period, the *Asociacion Feminista Filipina* (AFF) was founded in 1905 and a year after, the *Asociacion Feminista Ilongga* (AFI). These two organizations led the dauntless 30-year struggle for the women's right to vote until it was won through an overwhelming affirmative vote of more than 400,000 in a women's plebiscite on 30 April 1937 (Sarabia, 2005).

The AFF and AFI spawned several other women's organizations. These groups composed the present-day National Council of Women in the Philippines (NCWP), which remains as the largest network of women's groups in the country.

Women's groups with a more activist stance or feminist orientation were formed in the 1960s until the height of Martial Law in the '70s and the early '80s (Santos and Estrada-Claudio, 2006).

The assassination of Senator Benigno Aquino Jr. on 21 August 1983 galvanized a broad citizens' protest movement, including the middle- and upper-class women who formed the Alliance of Concerned Women for Reconciliation (later changed to Reform) or AWARE. AWARE formed the core of campaigners in the presidential campaign of Aquino's widow, Corazon, against the dictator Ferdinand Marcos (Javate-de Dios, 1996).

The General Assembly Binding Women for Reform, Integrity, Equality, Leadership and Action (GABRIELA) was formed in 1984 as a broad multi-class, multi-sectoral coalition of women's groups united to oust the dictatorship. Because its membership was composed of groups coming from different political persuasions, tensions and debates within it were inevitable. The group was further divided during the 1984 snap elections between those who wanted to participate in the polls and those who opted to boycott them (Javate-de Dios, 1996).

When the democratic government under the leadership of President Corazon Cojuangco-Aquino was installed, more women's groups were formed that focused on addressing issues and were independent from social blocs or movements. The reasons for this trend

included: (1) the challenge to translate feminist theory into action; (2) the felt need to respond to issues affecting women, such as sexual violence/rape, reproductive rights, sexuality and legislative reforms for women, which were not being responded to by the broad social movement; and (3) the growing interest of donors to address gender issues (Santos and Estrada-Claudio, 2006).

Today, these factors continue to play a pivotal role in the growth and evolution of the Philippine women's movement.

Situation of Women in the Philippines

The country had a population of about 89 million in 2006 (National Statistical Coordination Board or NSCB, 2010). It is estimated that by 2009, the number would have reached 92.23 million, with women comprising 49.72 percent, or around 46 million, of the total population.

Filipino women enjoy relatively more freedom and rights than their Asian sisters. But discrimination and an unequal status are never far from their lives, especially when confronted by the following persistent issues that continue to burden them:

A. Feminization of poverty

In 2006, 30.1 percent of Filipino women were considered poor (NSCB, 2010).

In 2008, the total employed population labor force participation rate (LFPR) number for women was 49.3 percent while men's LFPR was 78.8 percent (NSCB, 2010). Millions of women workers are employed in the service sector that is known for its low wages, poor working conditions, and low productivity.

In the face of global competitiveness, women workers in manufacturing have to accept labor subcontracting and contractualization. In such an environment, women are paid below minimum wages, are required to keep long hours and forced to work overtime, and are even subjected to sexual harassment.

In agriculture, a significant number of women are unpaid family workers who perform both productive work in the farm and domestic work at home. In 2009, 56 percent of unpaid family workers were women (NSCB, 2010).

According to the 2005 Labor Force Survey, own account and unpaid family workers involved in informal work comprised over 75 percent of all employed women and men (Democratic Socialist Women of the Philippines or DSWP, 2009). They do not enjoy social protection.

Of the two million overseas Filipino workers in 2008, some 968,000, or 48.4 percent, were women. More than half of them, or 58.3 percent, were employed as laborers and unskilled workers, making them vulnerable to abuse and discrimination (Philippine Commission on Women or PCW, 2010).

B. Globalization

Globalization has led to the exploitation of Filipino women as cheap labor and victims of international trafficking.

Women overseas workers continue to be victims of illegal recruitment and trafficking, some of them falling prey to international sex syndicates.

To remain globally competitive, companies tend to resort to flexible labor arrangements, including flexible employment schemes such as part-time or home-work arrangements and temporary or casual employments. These schemes are not usually beyond the reach of labor laws and social protection and mostly employ women workers.

C. Indigenous and Moro women

Indigenous women are among the most marginalized of Filipino women. They engage largely in subsistence agricultural production and small-scale home-based handicraft industries for their livelihood. Their rights to their ancestral lands have been undermined, especially since these lands are seen as a resource base by large industrial corporations. When these encroach into their lands and extract their natural resources,

indigenous communities lose control over their resources and indigenous knowledge. The environment also suffers and their food security is threatened as a result of these large-scale industrial activities. Their indigenous economies become unsustainable so that many resort to migration for their families' economic survival.

Moro women, on the other hand, face discrimination in a male-dominated culture as well as a Muslim in a largely Christian population. Women from the Autonomous Region of Muslim Mindanao (ARMM), in particular, suffer economically, socially and psychologically because of the armed conflict that periodically breaks out in the region. Many of those displaced by the conflict and living in evacuation camps are women and children.

ARMM's maternal mortality rate is also twice as high as the national average of 162 per 100,000 live births, according to the 2008 National Health and Demographic Survey. The survey also notes that nine out of 10 births in the ARMM take place at home under the supervision of a traditional birth attendant compared with the national average of six out of 10 births.

D. Women's health

Women's maternal mortality rate is alarmingly high where more than four thousand mothers die from pregnancy and childbirth every year, or 11 Filipino mothers dying every day (Save the Children, 2008).

Reproductive health services are unreliable and sometimes not even available. There is yet no comprehensive policy, legislation nor program addressing women's reproductive health rights. There is also a need for widely available care, services and information on women's comprehensive health needs across their life spans, including reproductive health.

E. Violence against women (VAW) and armed conflict

Progressive laws addressing VAW and giving justice to victims and survivors have been enacted and government agencies have formed themselves into

task forces for their implementation. Yet implementation remains a problem. Even if there is already a law against trafficking in persons, the country remains in the “tier 2 watch list” category of the US State Department for its inability to curb widespread trafficking. Being categorized as tier 2 means the country has not yet complied fully with the minimum standards of the Trafficking Victims Protection Act, but significant efforts to meet them are being made (US State Department, 2009).

The justice system is the weakest link in the fight to prosecute crimes on VAW. Some judges are not even aware of the provisions of the laws on VAW and continue to factor in age-old stereotypes of women in their decisions. To them, women are to blame for the violence done to them if they fail to act according to the stereotypical standard of the timid, unassuming woman that society expects of them.

Civilians, including women and children, are heavily affected whenever armed conflict breaks out between government and rebel forces. Women must have a seat at the negotiating table, representing the unarmed population who are also affected by the armed conflict and who may have borne its heaviest costs.

F. Low participation of women in political decision making

Philippine politics is still elitist and male-dominated. Women's representation in elected positions at the national and local levels falls short of the 30-percent quota recommended by the United Nations.

Mapping of Organizations

Women's organizations come in different forms. It may be big (such as a coalition) or small (desk of an NGO with multiple programs). It could be a women's organization catering to women clients or a women-led organization working to infuse gender perspective on a broader issue such as peace or migration.

Level of autonomy

Autonomy is a fundamental principle espoused by women's organizations. Organizational autonomy means an organization is able to undertake its analysis and pursue its own goals and strategies independently from a broader perspective or goals of a larger group and is able to critically and independently engage state power.

The expression of autonomy varies among different groups, depending on the perspectives and context of the group.

1. Women's units within a bigger movement or organization

A classic example is the *Malayang Kilusan ng Bagong Kababaihan* or *MAKIBAKA* (Free Movement of New Women) organized in 1964 as a women's organization espousing a national democratic ideology. *MAKIBAKA* initially took up women's issues but eventually succumbed to the pressures of the male-dominated leadership and subsumed itself under the national democratic movement. It remains active to this day as the women's armed component of the Communist Party of the Philippines – National Democratic Front – New Peoples' Army (CPP-NDF-NPA).

GABRIELA is a member of the broader *Bagong Alyansa Makabayan* or *BAYAN* (New Alliance of Patriots), while its legislative arm, the GABRIELA Women's Party (GWP) is a member of the MAKABAYAN Party.

GWP has consistently supported bills in Congress promoting gender equality and women's rights. In the present Congress, the party re-filed the divorce bill.

Other women's groups belonging to broader or mixed political formations or mixed coalitions include the *Katipunan ng Bagong Pilipina* or *KaBAPa* (Association of New Filipinas); the Democratic Socialist Women of the Philippines (DSWP) and the Women's Committee of the Freedom from Debt Coalition (FDC)

2. Autonomous women's organizations

Women's organizations with a feminist perspective and asserting their identity independent from a political force include PILIPINA, the *Katipunan ng Kababaihan para sa Kalayaan* or *Kalayaan* (Women's Collective for Freedom), the Women's Education, Development, Productivity and Research Organization (WeDpro, Inc.), and *Kasarian-Kalayaan* or *Sarilaya* (gender liberation).

Issue-focused

1. Addressing feminization of poverty

Organizations working on this issue include those addressing the continuing poverty and marginalization caused by unfair trade and gender-blind macro policies, asserting the rights of marginalized women in development processes and programs and integrating a gender perspective in socioeconomic programs.

The *Pambansang Koalisyon ng Kababaihan sa Kanayunan* or PKKK (National Coalition of Rural Women) asserts the rights of rural women while the *Pambansang Kalipunan ng mga Manggagawang Impormal sa Pilipinas* or PATAMABA (National Network of Informal Workers in the Philippines) pushes for the rights of informal workers.

The Women's Initiative for Sustainable Economic Action, Inc. (WISE-ACT) was set up to integrate the gender perspective in socioeconomic and entrepreneurship endeavors.

The Women's Committee of the FDC began in the early 1980's to conduct a gender analysis of the country's debt problem and structural adjustment programs. It has successfully influenced the entire FDC to adopt a more socialist-feminist economic framework in the advocacy of the coalition. The Women's Committee also formed the *Welga ng Kababaihan* (Women's Strike), a national movement of women coming from 50 organizations and formations that address economic issues affecting women, particularly poverty and globalization.

2. Indigenous and Moro women

Several women's organizations have taken the cudgels of engaging the sociocultural practices that reinforce discrimination against indigenous and Moro women. Among these are PKKK affiliates, Mindanao Council of Lumad Women and Teduray Lambangian Women's Organization (TLWO), while GABRIELA members include the Cordillera Women's Education and Resource Center (CWERC), Innabuyog and Khadidja.

Other organizations include the *Igorota* Foundation Inc. (IFI), working on the issues of Cordillera women; the Al Mujadillah Development Foundation (AMDF) and Nisa UI Haqq fi Bangsamoro, (Arabic for Women for Justice in the Bangsamoro), advocating for women's rights in the context of Islam and culture.

The Foundation of Bangsamoro Women and the Federation of United Mindanawan Bangsamoro Women's Multi-purpose Cooperative (UMBWMP) were organized by women leaders of the Moro National Liberation Front (MNLF).

3. Asserting women's right to health

All progressive women's groups are united in the advocacy of the Reproductive Health (RH) bill. The legislative lobby is led by the Reproductive Health Advocacy Network (RHAN) anchored by DSWP and the Philippine Legislators Council on Population and Development (PLCPD). Aside from this, various other women's organizations undertake groundbreaking initiatives to advance the issue of sexual and reproductive health and rights (SRHR). Among these are Woman Health Philippines, Reproductive Rights Resource Group (3RG), Engenderights, Inc. and the Mindanao Working Group on Reproductive Health, Gender and Sexuality and Institute for Social Studies and Action (ISSA).

The Women's Health Care Foundation and the *Likhaan* Center for Women's Health undertake clinic-based and/or community-based education and delivery of gender-responsive health services.

4. Addressing different forms of violence against women (VAW)

Starting from the 8th Congress, women's groups engaged in legislative advocacy for laws to eliminate all forms of violence against women. It is largely due to these efforts that these measures are present today.

Several organizations carry out a range of intervention programs to respond to VAW. These include the following: the Women's Crisis Center (WCC), *Kababaihan Laban sa Karahasan (Kalakasan)*, the Third World Movement Against the Exploitation of Women (TW-MAE-W), the Visayan Forum Foundation and the Coalition Against Trafficking in Women–Asia Pacific (CATW-AP).

Lihok-Pilipina Foundation, Inc. (LPFI), in Cebu City pioneered in setting up community-based responses to VAW called *Bantay-Banay* (Family or Neighborhood Watch); Development through Active Women Networking or DAWN Foundation, Inc. in Bacolod City helps barangays in setting up Quick Response Teams (QRT).

The Women's Desk of *Sentro ng Alternatibong Lingap Panlegal* or SALIGAN (Alternative Legal Assistance Center), Women's Legal Bureau (WLB) and Womenlead provide legal assistance to VAW survivors who wish to pursue their cases in courts.

CATW-AP takes the lead in the Congress lobby for the passage of the anti-prostitution bill, while Visayan Forum has been lobbying for the past years for the passage of the *kasambahay* bill or the Magna Carta for Domestic Workers.

5. Addressing concerns of women migrant workers

Women migrant workers are vulnerable to gender-based abuse and exploitation. A number of NGOs have been set up to respond specifically to these concerns. These include the *Batis* Center for Women that helps women migrant workers who go through the legal process in securing their rights and assists distressed Filipino migrant women and their children to return to the country as well as the Development Action for Women Network (DAWN) that helps Filipino women migrants in Japan and their

Japanese-Filipino children by promoting and protecting their rights and welfare.

6. Addressing armed conflict and militarism; Promoting peace

Other women's groups address the unabated and protracted armed conflict in the country. Al Mujadillah, by including hygiene kits in the distribution of emergency packages, pioneered in providing gender-sensitive relief assistance to women internally displaced by war. The Mindanao Commission on Women was established in 2001 to advocate for a Mindanao peace and development agenda from women's perspective;

The Gaston Z. Ortigas Peace Institute (GZOPI), the Women and Gender Institute (WAGI) and the Center for Peace Education, the last two both based in Miriam College, lead the advocacy on the United Nations Security Council Resolution 1325 providing for the protection of women from sexual violence in armed conflict situations and women's participation in the peace process.

WeDpro, on the other hand, formed the Philippine Women's Network for Peace and Security (PWNPS), and was active in the Task Force Subic Rape (TFSR) condemning the rape of a Filipina by six U.S. military servicemen.

7. Promoting women's human rights

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is considered the international treaty on women's human rights. While it was ratified by the Philippines nineteen years ago in 1981, awareness about the Convention remains low.

Advocacy on the CEDAW was given a boost when the United Nations Development Fund for Women-Convention on the Elimination of All Forms of Discrimination Against Women-Southeast Asia Program (UNIFEM-CEDAW-SEAP) was implemented from 2005 – 2008 (UNIFEM, 2009). Some of the projects undertaken included the following: NGO advocacy campaign for the Philippine Shadow Report conducted by the Women's Legal Bureau (WLB); popularizing CEDAW through creative multi-

media campaign anchored by the Women's Feature Service (WFS); formation of CEDAW-Watch Philippines which engaged in information, education and advocacy to make national laws and policies consistent with CEDAW; legislative advocacy for the Magna Carta of Women led by PILIPINA; and integration of CEDAW into the curriculum initiated by the University of the Philippines Center for Women Studies.

8. Engaging politics and pushing for gender-responsive governance

The work to improve women's political representation and participation is not limited to increasing the number of women in decision-making and consultative bodies. It also means demanding more transparency and accountability in governance. It is ensuring that power and resources are allocated judiciously to those who need it the most, including women.

The range of work on women in politics and governance involves the following:

- 8.1 Strengthening women's constituency and capability building: PILIPINA implements a graduated leadership training and formation called Women's Empowerment in the Barangay (WEB); DSWP is involved in strengthening and consolidating women's organizations and has focused for the past five years on young women and women workers in the informal sector;
- 8.2 Consciousness-raising and training of local public officials: The Women Involved in Nation Building undertakes annual congresses and training on gender-issues; and GAD for local legislators; while the DAWN Foundation, Inc., based in Negros Occidental, provides training and technical assistance on GAD to local public officials, not only within the province but also in the whole of the Visayas region.
- 8.3 Forming a women's party: GABRIELA fielded its women's party and has consistently won two seats in the House of Representatives since 2004.
- 8.4 Drafting and passing local women's/GAD codes: Davao City pioneered the first local Women Development Code (Ordinance No. 5004) on 27 July 1998. Women NGOs were consulted and actively participated in its drafting.

Davao's initiative happened way before the Magna Carta of Women was passed in Congress, where one of its provisions mandated all LGUs to "develop and pass a GAD Code to support their efforts ... toward the attainment of women's empowerment and gender equality in their locality."
- 8.5 Formation of local women/GAD councils/committees/ commissions: The provincial government of Bulacan pioneered in the creation of the *Panlalawigang Komisyon para sa Kababaihan ng Bulacan* or PKKB (Provincial Commission for the Women of Bulacan) in 1994, which serves as recommendatory and advisory body to the governor on gender issues and concerns. Other LGU's have since set up their own councils.
- 8.6 Claiming the GAD budget: Women's Action Network for Development (WAND) piloted the capability-building of local women's organizations and LGUs in gender-responsive and results-based budgeting (GRRB) in nine (9) areas. It continues to hone the knowledge, skills and expertise of its members in this arena (Honculada, 2009).

9. Engaging the gendering institutions

The academe and media are potent tools for reinforcing gender bias and discrimination against women. Systematic interventions are needed to ensure that these institutions promote gender equality and women's empowerment.

The Women Studies Association of the Philippines (WSAP) was formed in 1987 to promote gender perspectives in the Philippine educational system; while Women's Feature Service (WFS) and Women's Media Circle (WMC) focus on gender sensitization of media.

Strengths and Weaknesses; Threats and Opportunities

Opportunities

1. Favorable policy and legal environment

The 1987 Philippine Constitution (Article II, Section 14) guarantees the fundamental equality of women and men before the law and recognizes the role of women in nation-building.

Since its ratification, landmark laws (see Annex A) promoting women's rights to development, such as the Women in Development and Nation-Building Act (Republic Act 7192), protecting them from all forms of violence and improving their participation in political decision making, have been passed.

In 1995, the Philippine Plan for Gender-responsive development (PPGD), 1995 to 2025, was adopted as a thirty year perspective plan to fully integrate gender and development concerns in the development process. This was followed by the Framework Plan for Women (FPW), 2001-2004, which was approved to promote women's economic empowerment, protect women's human rights, and advance gender-responsive governance (PhilGAD portal).

To ensure that government allocates the necessary budget for GAD programs and services, the GAD budget policy was instituted in the General Appropriations Act beginning in 1995. The GAD budget mandates all departments, bureaus, offices and agencies as well as LGUs to set aside a minimum of five percent of their total budgets for GAD programs and projects.

The aforementioned laws and policies provided the instruments for women's groups to hold the government accountable in implementing programs and projects that serve women's needs and seek to protect women's rights.

2. International commitments

The Philippine government is a signatory to international treaties and conventions advancing

gender concerns and women's rights. Among these are the Convention on the Elimination of All Forms of Discrimination Against Women's Rights (CEDAW), the Beijing Platform for Action (BPfA), and the Millennium Development Goals (MDG).

Responding to the reports of the Philippine government and women's groups to the U.N. CEDAW Committee on 15 August 2006, the Committee recommended in its Concluding Comments to the Philippine government that the Convention be fully applicable in the national legal system, and "that a definition of discrimination in line with article 1 of the Convention [be] included in national law (Concluding Comments of the CEDAW Committee, 2006)."

In line with this, work went in earnest for legislative advocacy of a gender equality law. The intensive lobby by PILIPINA, PKKK, CEDAW-Watch, SALIGAN and PCW from 2006 to 2009 led to the enactment of the Magna Carta of Women (MCW) or Republic Act (RA) 9710 on 14 August 2009.

The U.N. CEDAW and its national translation, in the form of the MCW, provide yet another policy instrument by which women's rights advocates could anchor their advocacy.

3. Influence from the international women's movement

Much of the development work related to the assertion of gender equality and promotion of women's rights is influenced by the international women's movement, where Filipino women leaders are also prime movers.

The shifts in development approaches relating to women were informed by the progressive thinking of gender experts. In the 1970's, the Women in Development (WID) approach focused on treating women as mere recipients of projects and providing them with access to resources and opportunities. At present, the Gender and Development (GAD) perspective harnesses women's participation so that they are empowered to transform unequal structures and all forms of discriminatory policies and practices.

4. Commitment of international development agencies

The support of international development agencies also serves as a positive factor in integrating gender perspective in development programs and processes.

The technical and financial assistance provided by the Canadian International Development Agency (CIDA), Deutsche Gesellschaft fuer Technische Zusammenarbeit (German-GTZ) and the United Nations Development Fund for Women (UNIFEM) helped in the firming up of gender mainstreaming as an institutional framework and strategy of NCRFW in the 1990's (Honculada and Pineda-Ofreneo, 2000).

The Women in Nation Building Act or R.A. 7192 provides that women shall equally benefit and fully participate in programs and projects supported by official development assistance (ODA) funds received from foreign governments and multilateral agencies.

The harmonized GAD guidelines for project development, implementation, monitoring and evaluation were developed by the National Economic Development Authority (NEDA), PCW and the Official Development Assistance Gender and Development (ODA-GAD) Network. The joint effort aims to ensure that ODA funded projects contribute positively to the attainment of gender equality and women's empowerment (Asian Development Bank or ADB, 2008).

5. Partnership between the government machinery and women NGOs

NCRFW's adversarial relationship with the government during the Martial Law years shifted to one of critical collaboration when Corazon Aquino assumed the presidency. The first Philippine Development Plan for Women (PDPW), 1987-1992 was crafted as a companion plan to the Medium-Term Philippine Development Plan (MTPDP), 1987-1992, with the participation of a broad spectrum of women's groups.

Despite institutional limitations and rocky relationships with women NGO's, the latter continue to critically engage the National Commission on the Role of Filipino Women (NCRFW), renamed the Philippine Commission on Women (PCW) by virtue of MCW or R.A. 9710. Some possible areas of cooperation between PCW and women NGOs include: (1) advocacy for women - friendly law and policies such as the Magna Carta of Women; (2) advocacy against violence on women; (3) increasing women's public representation in the highest decision-making bodies; (4) raising issues on globalization and its impact on women and women's economic empowerment; and (5) claiming the GAD budget for women's projects at the community level (Javate-de Dios 2001).

Threats

1. Conservative religious groups

While the women's movement continues to make advances in promoting gender equality in all spheres of life and women's rights, a segment of society, particularly those who firmly believe that a woman's place is always in the home and with the family, remains a hindrance

For example, while the crafting of the 1987 Constitution was in progress, two Constitutional Commissioners, a Roman Catholic bishop and a member of the Opus Dei, introduced a provision on the protection of the life of the unborn. Women's groups vigorously opposed the inclusion of this provision.

It was in this context that a broad alliance called Woman Health, was formed. In the end, a compromise provision, i.e., equal protection of the life of the mother and the life of the unborn, was hammered out by the Constitutional Commission.

Some Roman Catholic bishops, particularly the Episcopal Commission on Family and Life (ECFL) and conservative lay groups, formed a strong lobby against the passage of the bill on reproductive health, a measure so direly needed in order to curb the high maternal mortality rate in the country.

The same groups and the Roman Catholic bishops lobbied against the passage of the Magna Carta of Women while it was still pending in Congress. They argued that CEDAW, which forms the basis of the bill, is anti-life and anti-family and that the sections on "gender" and "gender development" open up the floodgates for the right to sexual orientation, which is against the law of God and nature.

Conservative Muslim scholars continue to be wary about advancements on women's rights. This, despite a "fatwah" (edicts written by Muslim religious leaders) that family planning is anchored on the teachings of Islam.

2. New forms of exploitation of women

Advances in technology have brought about faster and easier ways of communication and access to information. Unfortunately, this also result in new forms of exploitation of women, e.g., proliferation of internet pornography sites and cyber sex dens.

Even as women still have to break from the bonds of traditional customary practices, they have to deal with these new forms of exploitation as well.

3. Gender still at the margins

Gender mainstreaming efforts have been done for more than thirty years, yet advocates lament that gender concerns remain at the fringes of both government plans and programs and the advocacies of the broad social and sectoral movements.

Gender blind macro-policies that negatively impinge on women's lives continue to be crafted and policy-makers remain insensitive to women's issues and concerns.

While there is an acceptance, in principle, that all development issues should be looked at with a gender lens and that all issues affect women, very few women leaders in the other social sectors lack the capacity to do gender analysis and integrate gender perspectives in their sectoral advocacies.

Strengths

1 Resilience and dynamism

The mapping shows the width and breadth of the Philippine women's movement and the capacity of gender equality and women rights advocates to put gender issues in the center of public discourse. It is due to their persistent advocacies that issues such as sexual harassment and violence in the homes are considered public/development issues today.

2. Leadership, expertise and capacity

Gender equality and women's rights advocates are known for their articulateness, technical and advocacy skills not only within the country but also internationally. Three Filipina diplomats have served as chairs of the United Nations Commission on the Status of Women (UNCSDW) at various times. During the Fourth World Conference on Women held in Beijing, China on September 1995, two Filipinas played key roles in both the official U.N. Conference and the NGO forum held in Huairou, Beijing. (Honculada and Pineda-Ofreneo, 2000)

Advocates have also shown the capacity to manage development funds to implement projects. WAND and another women's formation called the Group of Ten, co-managed the Development Initiatives for Women and Transformative Action (DIWATA), an NGO funding mechanism for women on development (WID) programs under the Canadian International Development Agency (CIDA). DIWATA was able to fund and implement a total of 200 projects from 1991 to 1996 (Honculada, 1999).

The UNIFEM-CEDAW-SEAP mentioned above is another example of how women NGOs were tapped to successfully carry out key projects and campaigns in attaining the strategic objectives of improving awareness and deepening understanding of CEDAW; strengthening capacities of State parties and civil society groups to promote human rights under CEDAW and strengthening political will for implementation (UNIFEM, 2009).

Because of their capacities and expertise, Filipinas are tapped as gender advisers and technical experts in various multilateral agencies and international NGOs.

Weaknesses

1. Politics over merit in the leadership selection of the state machinery on women

PCW, being the government entity mandated to serve as an oversight agency and authority on women's concerns and the lead advocate on women's empowerment and gender equality, is greatly expected to appoint women who will bring their expertise, time and even resources into the Commission. Yet, advocates often point out that the women leaders who are chosen as commissioners are those who have not been part of the women's movement but have personal and political endorsements.

There have been attempts to institutionalize a more transparent and inclusive selection process but these have not been pursued.

2. Internal dynamics among women's groups

Women movements are fraught with debates and tensions that often lead to break-up of relationships and organizational splits. With such diverse groups, it is expected that conflicts in opinions and perspectives will arise. There is a need to manage these conflicts to facilitate healthy debates.

Nevertheless, there have been instances of unifying and working together on common issues, such as the advocacy on the reproductive health bill.

3. Government-organized organizations versus autonomous organizations

The issue on whether government should intervene in organizing women is always raised. Under Marcos, NCRFW was engaged in the organizing of *Balikatan sa Kaunlaran* (BSK) which was largely criticized as a political tool of the Marcos government because its entry points in organizing BSK chapters were the local politicians' wives. Nonetheless, the BSK experience showed how government support and investment could go a long way in improving women's conditions (Honculada and Pineda-Ofreneo, 2000).

The debate resurfaced when the Department of the Interior and Local Government (DILG) issued memorandum circulars enjoining all local chief executives to organize local councils of women (LCW) in their respective areas, raising the possibility that the women's councils would be used for vested political interests. The circulars created further controversy when it gave the National Council of Women of the Philippines (NCWP) a prominent role in the screening of women's organizations applying for membership in the LCW.

Many women's organizations raised their concerns about this issue arguing that the memorandum impinged on the autonomy and empowerment of women's organizations.

4. Need for capability-building intervention for sectoral and grassroots women leaders

Through the years, training programs and tools for analysis and advocacy have been developed. There is a need to make these available to a wider audience, especially among women at the grassroots/community level and other sectoral organizations.

More grassroots and sectoral women leaders need to be organized and empowered so that they themselves can stake their rights and entitlements.

Conclusion and Recommendations

Women's struggle for gender equality and women's rights has gone through a long and colorful engagement. Women advocates have proven their resilience in raising their voices in the public discourse on issues confronting them. It is for this reason that laws and policies seeking to improve women's lives are in place.

The following steps are recommended to bring the goals of the struggle closer to reality:

1. Popularize laws that have been passed so that those who are expected to implement the laws will better appreciate and understand them;
2. Set standards for enforcement of these laws and constant monitoring to ensure that these standards are upheld;
3. Step-up organizing of autonomous women's organizations at the barangay level and capacitate women to do gender analysis and understand LGU planning and budgeting processes so that they will be more able to stake their claim on resources and programs that would improve their lives;
4. Train trainers in gender sensitivity and GAD planning and budgeting processes at the LGU level;
5. Engender the statistical system down to the local data generation offices so that planners and policy-makers will be more informed about women's issues and problems;
6. Continue to work with the media and schools in providing more positive images of women;
7. Finally, continue legislative advocacy. Aside from the bills mentioned earlier, the U.N. CEDAW Committee has identified existing laws that need to be reviewed and repealed. These include the marital infidelity bill and several other bills aimed at amending the Family Code as well as the Code of Muslim Personal Laws which allow marriage of girls under the age of 18, polygamy, arranged marriages (UN CEDAW Committee Concluding Comments, 2006).

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Annex A

List of Landmark Laws Promoting Gender Equality and Women's Rights

A. Recognition of Women's Contribution to Nation-building

1. *Republic Act (R.A.) No. 7192, Women in Development and Nation Building Act* (enacted on 12 February 1992) – Provides for women's participation in the development process, allotment of official development assistance for women's programs and activities. The law also allows women of legal age to act and enter into contracts, conduct bank transactions and negotiations, apply for travel documents without the need to secure the consent of their spouses. R.A. 7192 further mandates all military schools and police academies to open up enrollment for women.

B. Protection from Violence Against Women

2. *R.A. 7877, Anti-Sexual Harassment Act* (enacted on 14 February 1995) – defines sexual harassment as a sexual favor made by an employer, teacher or any other person with moral authority or ascendancy to another in a work or training education environment. The law also mandates all workplaces and educational or training institutions to formulate policies to deter or prevent sexual harassments and to form committees on decorum and investigation to investigate reported cases of sexual harassment and conduct public information activities on the issue.
3. *R.A. 8353, Anti-Rape Law (enacted 30 September 1997)* – Expands the definition of rape and reclassifying it from a crime against chastity to a crime against persons.
4. *R.A. 8505, Rape Victims Assistance and Protection Act* (enacted 13 February 1998) mandates every province and city to establish and operate a

rape crisis center that shall assist and protect rape victims in the litigation of their cases and their recovery. The law also provides that persons handling the investigation and examination of the case should have the same gender as the rape victim/survivor.

5. *R.A. 9208, Anti-Trafficking in Persons Act* (enacted 26 May 2003) – seeks to eliminate trafficking in persons, especially women and children and to establish the necessary institutional mechanisms for the protection and support of trafficked persons.
6. *R.A. 9262, Anti-Violence Against Women and Their Children Act* (enacted on 8 March 2004) – VAWC is defined as acts involving physical, sexual, and/or psychological violence and sexual abuse committed by any person against a woman who is his wife, former wife, or with whom he has or had a sexual or dating relationship or has a common child whether legitimate or illegitimate.

C. Strengthening Women's Political Representation and Participation

7. *R.A. 7160, The Local Government Code of 1981* (enacted on October 1991) provides for the election of three (3) sectoral representatives in the local legislative bodies of every city, municipality and province. Out of the three (3), 1 seat is reserved for a woman.
8. *R.A. 7941, The Party-List System Act* (enacted on 3 March 1995) provides that 20% of the total members of the House of Representatives shall come from the marginalized and under-represented sector through a party-list system. Women are considered one of the sectors.

9. *R.A. 8425, The Social Reform and Poverty Alleviation Act* (enacted on 3 June 1998) articulates the pursuit of a gender-responsive approach to fight poverty and, in line with this, the women sector is among the fourteen (14) basic sectors represented in the National Anti-Poverty Commission (NAPC).

D. Promotion of Women's Rights

10. *R.A. 9710, The Magna Carta of Women* (enacted on 14 August 2009), is a comprehensive women's human rights law that seeks to eliminate discrimination against women by recognizing, protecting, fulfilling and promoting the rights of Filipino women, especially those in the marginalized sectors (from Magna Carta of Women brochure published by the PCW).

Annex B

Directory and Profile of Women's Organizations

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Al Mujadillah Development Foundation (AMDF), Inc. Ms. Yasmin Busran-Lao 4th Street, Commercial Center, MSU, Marawi City Tel/fax nos.: (6363) 520-289 / 354-0589 Email: yasminlao2004@yahoo.com</p>	<ul style="list-style-type: none"> • Community-based NGO advocating for Muslim women's rights as well as peace and good governance in Mindanao. • Works on issues affecting women and youth in Muslim Mindanao as well as Muslims in diaspora 	<p>Community organizing for grassroots empowerment, particularly Moro women; dialogues with Muslim Religious Leaders (MRL's); capacitating LGU's on gender mainstreaming and GAD budget; legal literacy and popularization of the Code of Muslim Personal Laws (CMPL)</p>
<p>BATIS Women's Center Ms. Aida Luisa Anolin Room 711, Don Santiago Building, 1344 Taft Avenue, Manila Email: batis@phil.gn.apc.org</p>	<p>Established in 1998 to provide the needs of distressed overseas Filipina workers; aims to make women overseas workers aware of their rights and responsibilities.</p>	<p>Women's Empowerment Program; Organizing and development of children of women migrant returnees, particularly Japanese-Filipino children; Social case management program; Information, Education and Research.</p>
<p>CEDAW-Watch Philippines Prof. Aurora Javate-de Dios Convenor c/o Women and Gender Institute (WAGI) Miriam College, Katipunan Road, Quezon City Tel/fax no.: (632) 435-9229 Email: communications@cedaw-watch.org Website: www.cedaw-watch.org</p>	<p>National network of individual women and groups involved in women's human rights advocacy at the national and international levels. Founded on March 2006.</p>	<ul style="list-style-type: none"> • Raise public awareness on CEDAW and other human rights instruments through education campaigns; Organize local CEDAW-Watch networks to monitor implementation and advocate for women's human rights; Conduct orientation briefing for key legislators and legislative staff on CEDAW and other legislative initiatives promoting women's human rights; Dialogue with various NGO's and CSO's on complementary initiatives at policy advocacy and resource mobilization.
<p>Coalition Against Trafficking in Women-Asia Pacific (CATW-AP) Ms. Jean Enriquez Executive Director Room 608, Sterten Place</p>	<p>Affiliate of Coalition Against Trafficking on Women – International and Secretariat of the CATW-Asia-Pacific (April</p>	<ul style="list-style-type: none"> • Fighting sexual exploitation and promoting women's human rights through raising awareness on

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>116 Maginhawa Street, Teacher's Village, Quezon City Telefax no.: (632) 434-2149 Email: catw-ap@catw-ap.org Website: www.catw-ap.org</p>	<p>1993) Composed of 26 member – organizations nationwide</p>	<ul style="list-style-type: none"> • women's rights and initiating action against global sexual exploitation and VAW, particularly trafficking, prostitution and pornography. • Education, training and organizational development; Empowerment of survivors (provision of support fund for direct victims of trafficking, referral of cases); research and documentation and publication. • Runs a radio program entitled "<i>Aksyon Kababaihan</i>" every Thursday in a major radio broadcasting company. • Legislative advocacy on the Anti-Prostitution bill. <p>National Convenor of World March for Women.</p>
<p>Democratic Socialist Women of the Philippines (DSWP) Ms. Elizabeth Angsioco Executive Director 4-A Maalindog Street, UP Village, Diliman, Quezon City, Tel. no.: (632) 925-6395 Fax no.: (632) 927-1766 Email: dswp@dswp.org.ph Website: www.dswp.org.ph</p>	<p>Socialist-feminist national organization composed of 157 grass-roots, community- and sector-based organizations with around 40,000 individual membership.</p>	<ul style="list-style-type: none"> • Rights-based framework in women's empowerment; women's economic marginalization, sexual and reproduction health and rights, violence against women; women's political participation. • Convenor of Reproductive Health Advocacy Network (RHAN).
<p>Development Action for Women Network (DAWN) Mrs. Carmelita G. Nuqui Executive Director Room 514 Don Santiago Bldg., 1344 Taft Avenue, Manila Tel. no.: (632) 526-9098 Fax no.: (632) 526-9101 Email: dawnphil@l-next.net Website: http://www.dawnphil.org/</p>	<p>Created on February 6, 1996 a non-government organization to assist Filipino women migrants in Japan and their Japanese-Filipino children in the promotion and protection of their human rights and welfare.</p>	<ul style="list-style-type: none"> • Social services program – case management and airport/travel assistance for travels to and from Japan of distressed migrant women; temporary shelter; counseling; educational, health, legal and paralegal assistance.

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
		<ul style="list-style-type: none"> • Provision of alternative livelihood opportunities. • Research and advocacy of critical migrant women and other related issues and concerns.
<p>Development through Active Women Networking (DAWN) Foundation, Inc. Ms. Celia Matea R. Flor Executive Director Lot 12, Block 3, Greenplains 3, Bgy. Singcang Airport, Bacolod City Tel. no.: (6334) 476-5650 Email: mayapr12@yahoo.com</p>	<p>Started in 1994 as an island-wide alliance of grassroots and professional women leaders from Negros which evolved into a service NGO working for gender rights advocacy.</p>	<ul style="list-style-type: none"> • Address the Woman Question (discrimination, subordination, exploitation, oppression and marginalization of women as women) through gender consciousness raising and awareness raising, skills and capacity building and structural transformation.
<p>EnGendeRights, Inc. Atty. Ma. Clara Rita Padilla Executive Director 88-A Calumpit Street, Veterans Village, Quezon City Tel. no.: (632) 376-2578 Email: engenderights@pltdsl.net Website: http://www.engenderights.org http://engenderights.wordpress.com</p>	<p>Legal NGO advancing women's rights through domestic and international legal and policy advocacy; research and publication; training and impact litigation in the Philippines and South East Asia.</p>	<p>Advocacy on the following issues: access to emergency contraceptive pill; reproductive health care bill; anti-discrimination against sexual orientation; repeal of penalty imposed on women who induced abortion; improved implementation of prevention and management of abortion complications (PMAC); implementation of sexuality education for adolescents and repeal of discriminatory provisions in the Code of Muslim Personal Laws (CMPL).</p>
<p>Federation of United Mindanawan Bangsamoro Women Multi-Purpose Cooperative (FUMBWMPC) Hadja Bainon Karon Chairperson Kakar, Poblacion 8, Cotabato City Tel. no.: (6364) 421-6776 Email: bangsamorowomen@yahoo.com</p>	<p>Formed in 1999 by former women-combatants of the Moro National Liberation Front (MNLF) after the signing of the final Peace Agreement</p>	<p>Engaged in capacitating and empowering women who were rebuilding their homes and communities after the armed conflict.</p>
<p>GABRIELA Philippines Ms. Lana Linaban Secretary-General 35 Scout Delgado Street, Bgy. Laging Handa, Quezon City Tel. nos.: (632) 371-2302/374-3451 to 52</p>	<p>National grassroots-based alliance of 200 women's organizations, institutions, desks and programs; also maintains international solidarity networks in 7 countries.</p>	<ul style="list-style-type: none"> • National and international economic and political issues affecting women; women-specific issues such as women's rights, gender discrimination, VAW, women's health

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
Fax no.: (632) 374-4423 Email: gabwomen@yahoo.com Website: www.gabrielaphilippines.org www.gabnet.org		<ul style="list-style-type: none"> • and reproductive rights. • Arouse, organize and mobilize women; Promote and conduct information and education activities; Organize actions towards eliminating unjust and discriminatory structures; Form local and international networks.
GABRIELA Women's Party (GWP) Rep. Luzviminda Ilagan Room RVM-416, House of Representatives, Constitution Hills, Quezon City Tel. no.: (632) 931-5001 local 7031, 9511027 Rep. Emerenciana de Jesus Room S-309, House of Representatives, Constitution Hills, Quezon City Tel. no.: (632) 931-5001 local 7230, 9316268 Website: http://gabrielanews.wordpress.com/ http://en.wikipedia.org/wiki/GABRIELA	<ul style="list-style-type: none"> • Sectoral Party formed on 28 October 2000 to promote the rights and welfare of marginalized and underrepresented Filipino women through participation in the electoral system and governance. • 100,000 members in 15 regions in the Philippines and abroad. 	<ul style="list-style-type: none"> • Advance women's rights through grassroots organizing, education and services, campaigns and legislative efforts. • Main authors of the bill legalizing divorce.
Igorota Foundation, Inc. (IFI) Ms. Corazon Pindog Executive Coordinator 37 Paraan Street, Quezon Hill, Baguio City Te/fax no.: (6374) 445-7626 Email: igorota.foundation@yahoo.com Website: http://www.museummemory.wikispaces.com/IGOROTA+Foundation,+Inc.+(Philippines)	<ul style="list-style-type: none"> • IFI is a woman's NGO working with women in the Cordillera region, based on life-giving values and GAD principles • Works with communities, in partnership with women, their organizations and LGU's in Baguio City and the provinces of Benguet, Ifugao and Mountain Province in the Cordillera Administrative Region 	<ul style="list-style-type: none"> • GAD program – awareness-raising on issues affecting Cordilleras women; Ancestral Domain Program – undertakes women's initiatives for peace and development achieved on transformative indigenous knowledge, systems and practices; Publication of Igorota Magazine and other journals; Learning Resources Center of reference materials on Cordilleras and women's issues.
Institute for Social Studies and Action (ISSA) Dr. Florence M. Tadiar 1589 Crispina Building Quezon Avenue, Quezon City Tel. no.: (632) 929-9494 Fax no.: (632) 910-1615	<ul style="list-style-type: none"> • Non-government, non-stock advocacy, training and research organization that protects and promotes sexual and reproductive health and rights (SRHR), gender equality 	<ul style="list-style-type: none"> • Advocacy and information campaign on girl-children, reproductive health and rights, VAW and women's human rights; gender sensitivity and GAD trainings, seminars and workshops.

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
	and universal access to justice of women, youth and other sectors of society	
Kababaihan Laban sa Karahasan (KALAKASAN) Foundation, Inc. Ms. Ana Leah Sarabia Executive Director Gota de Leche Building, 859 S. H. Loyola Street, Sampaloc, Manila Tel. no.: (632) 735-5555 Fax no.: (632) 735-8303 Email: kalakasan@gmail.com	Women's rights organization committed to stop abuse and violence against women and girls	Advocacy and information campaigns on gender equality, reproductive health, safe motherhood and youth sexuality; Networking; Provision of physical facilities for conferences and workshops; Research center and library; Trainings, seminars and workshops on GAD, gender-sensitivity and reproductive health; <i>Tigil bugbog</i> hotline.
Katipunan ng Bagong Pilipina (KaBAPA) (Collective of New Filipinas) Ms. Trinidad Domingo 26 S. Pascual, Malabon City	<ul style="list-style-type: none"> • Women's organization formed on 8 March 1975 by women who were active in the <i>Hukbo ng Bayan Laban sa mga Hapon</i> (HUKBALAHAP) and the peasant movement. 	<ul style="list-style-type: none"> • Seeks to address national, class and gender issues under the goal of equality, development, peace and freedom and happiness of children. • Conducts campaigns and mobilizations on issues involving agrarian reform, debt moratorium, nationalist industrialization and equitable distribution of wealth.
Katipunan ng Kababaihan para sa Kalayaan (Kalayaan) (Women's Collective for Freedom) 22-A Matino Street. Sikatuna Village, Quezon City	Formed in 1983 as an autonomous women's organization with a national democratic agenda	<ul style="list-style-type: none"> • Fight all forms of oppression, exploitation, discrimination and stereotyping that arose from unjust gender and neo-colonial structures; Organize women for holistic and women-oriented development programs and for cultural transformation; advance an autonomous women's movement while supporting other progressive groups working for change; Strengthen solidarity with international feminist movements especially in the third world.

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Kasarian-Kalayaan (Sarilaya) (Gender Liberation) Email: sarilaya@info.com.ph</p>	<p>Mass based organization of women activists and grassroots women leaders.</p>	<p>Environmental awareness (ecofeminism) and social equality through concrete and sustainable projects that are responsive to women's needs such as village pharmacies and organic farms run by women.</p>
<p>Lihok-Pilipina Foundation, Inc. (LPFI) Ms. Teresa Banaynal-Fernandez Executive Director 102 P. Del Rosario Extension, Cebu City Tel. no.: (6332) 254-8092 / 72 Email: lih0kpilipina@yahoo.com Website: www.lihokpilipina.com</p>	<ul style="list-style-type: none"> Formed by PILIPINA-Cebu chapter members in 1985 as a social credit program for women and pioneered in community-based approaches to address VAW called <i>Bantay-Banay</i> (Family or Community Watch). LPFI's primary reach is the province of Cebu, but its <i>Bantay-Banay</i> network has reached up to around 85 cities and municipalities. 	<ul style="list-style-type: none"> Organize women to participate in planning and decision-making; Enhancing women's capacity to earn income and gain access and control to resources; Develop women's capacity to be secure from all forms of abuse and violence; Advocate the more responsive programs, policy and resource allocation. Women's Savings and Credit Center (WSSC); Women's Integrated Support and Crisis Intervention; Community Waste Management Project; Youth Program.
<p>Likhaan Center for Women's Health, Inc. Dr. Junice Melgar 88 Times Street, West Triangle Homes, Quezon City Tel. no.: (632) 926-6230 Fax no.: (632) 411-3151 Email: office@likhaan.org Website: http://likhaan.net / http://likhaan.org</p>	<p>Collective of grassroots women and men health advocates and professionals dedicated to promoting and pushing for the health and rights of disadvantaged women and their communities. Formed in 1995.</p> <p>Areas of operation: Malabon, Pasay, Manila, Quezon City, Bulacan, Bohol, Eastern Samar.</p>	<ul style="list-style-type: none"> Priority issues are women's empowerment, universal access to the highest attainable standard of health care; primary health care; maternal mortality, contraceptives, unsafe abortion, patients' rights Community-based health education and services; national and local advocacy of RH policies and programs;
<p>Mindanao Commission on Women Ms. Irene Morada-Santiago, Chair and CEO 121 University Avenue, Juna Subdivision, Matina, Davao City Tel/fax no.: (6382) 298-4031 Email: mcw@mindanaowomen.org</p>	<ul style="list-style-type: none"> Established in 2001 as a NGO by Mindanao women leaders advocating for a Mindanao peace and sustainable development agenda 	<ul style="list-style-type: none"> Movement building – Mothers for Peace was formed in 2003 to advocate for the resumption of peace talks between GRP and MILF.

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
Website: www.mindanaowomen.org	<ul style="list-style-type: none"> from a women's perspective. Has area core groups in Mindanao advocating issues in their respective areas; Mothers for Peace is its grassroots base. 	<ul style="list-style-type: none"> Skills training on conflict prevention, resolution and contained by violence using the Third Sider training module Mothers for Peace Fund – micro-credit assistance for entrepreneurial activities Gardens for Peace to promote vegetable growing for consumption and income.
Mindanao Working Group on Reproductive Health, Gender and Sexuality Ms. Lourdesita Sobrevega-Chan Ateneo de Davao University, E. Jacinto Street, Davao City Tel. no.: (6382) 221-2411 / 224-2955	Resource, research and training project under the Social Research, training and Development Office of the Ateneo de Davao University.	As a resource center, seeks to undertake research, advocacy and training on gender equality, women's empowerment and reproductive health.
National Council of Women of the Philippines (NCWP) Dr. Amelou B. Reyes President c/o Philippine Women's University, 1743 Taft Avenue, Manila Tel/fax no.: (632) 527-7853 Fax no.: (632) 522-4002 Email: ncwp_abr@yahoo.com	<ul style="list-style-type: none"> The oldest and largest national coalition, founded in 1946. It is composed of 252 national affiliates and more than 5,000 councils; composed of women from business, academe, NGO's, rural women and other sectors Responsible for the creation of the NCRFW (presently PCW) and the Asean Confederation of Women's Organizations (ACWO). 	<ul style="list-style-type: none"> Core areas of concerns are health, environment, economy, globalization and women in decision-making. Aside from its regular council assemblies, implements a livelihood project; runs Womenomics, which assist women entrepreneurs in marketing their products through the APEC Women's Electronic Business (We-Biz Center) Project.
Nisa Ul-Haqq fi Bangsamoro Atty. Raissa H. Jajurie c/o SALIGAN-Mindanao Door 1, 422 Champaca Street, Juna Subdivision, Matina, Davao City Tel/fax no.: (6382) 298-4161 Email: tambansaligan@yahoo.com	<ul style="list-style-type: none"> Network of Muslim women's rights advocates working on gender issues in the context of Islam and culture 	<ul style="list-style-type: none"> Awareness-raising on Muslim women's rights through gender sensitivity trainings; Advocacy campaigns on reproductive and sexual health rights, CMPL and the CEDAW; Research on Muslim women's issues.
Pambansang Kalipunan ng mga Manggagawang Impormal sa Pilipinas (PATAMABA) (National Organization of Informal Workers in the Philippines)	<ul style="list-style-type: none"> Mass based organization of 17,286 individual members coming from 279 	Recognition and social protection of informal workers through: 1) participation in governance

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Ms. Lourdes Gula President 38 Maginhawa Street, UP Village, Quezon City Tel. no.: (632) 921-6469 Email: patamaba@gmail.com Website: www.homenetseasia.org.philippines</p>	<p>chapters in 10 regions and 34 provinces</p>	<p>and institution-building; 2) human development services; 3) socio-economic assistance and 4) networking, advocacy and paralegal work</p> <p>Legislative lobby: Magna Carta of Workers in Informal Employment (MACWIE) bill</p> <p>Secretariat and convenor of HomeNet Philippines and HomeNet South East Asia.</p>
<p>Pambansang Koalisyon ng mga Kababaihan sa Kanayunan (PKKK) (National Coalition of Rural Women) Ms. Trinidad Domingo Chairperson Road A, Ma. Theresa Apt., St. Anthony Village, Project 7, Quezon City Tel/fax no.: (632) 410-2780 Email: ruralwomencongress_ph@yahoo.com Website: www.ruralwomen.org.ph</p>	<ul style="list-style-type: none"> Coalition of organizations and federations of women peasants, fisherfolks, farm workers and indigenous peoples; rural women in other sectors; NGO's and individuals who work for the interest of the rural poor. 169 PO's and 31 NGO's; <p>30 provinces have active chapters and core groups; 20 provinces have been reached.</p>	<p>Gender analysis, educational discussions, advocacy work and campaigns on the issues of water, sustainable agriculture, agrarian reform, gender and development, reproductive health local sectoral representation, microfinance and environment, particularly climate change and its impact on rural women and rural development.</p>
<p>Panlalawigang Komisyon para sa Kababaihan ng Bulacan (PKKB) Ms. Eva M. Fajardo Chairperson Asuncion G. Romulo Women Center, Provincial Capitol Compound, Malolos City, Bulacan Tel. no.: (6344) 791-3110 Tel/fax no.: (6344) 662-1406</p>	<ul style="list-style-type: none"> Created on 22 February 1994 through an Executive Order 94-02 by Gov. Roberto Pagdanganan. As the provincial machinery for GAD, it is mandated "to provide leadership and direction to the integration of women in community development". Has an outreach to 135 women's organizations in 22 towns and 2 cities of the entire Bulacan province 	<ul style="list-style-type: none"> While PKKB is a policy and advisory body on GAD concerns to the governor, it facilitates project implementation of NGO's through capability-building, project conceptualization and facilitation of access to government or private resources. Advocacy on women's issues, such as women's rights, gender mainstreaming, strengthening the family and maternal and child health.

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>PILIPINA, Inc. Ms. Rina Jimenez-David National Chair</p> <p>Ms. Elizabeth U. Yang National Coordinator Room 203, PhilDHRRRA Building, 59 C. Salvador Street, Loyola Heights, Quezon City Tel/fax no.: (632) 927-7821 Email: pilipina_pilipina@yahoo.com pilipina1981@gmail.com</p>	<ul style="list-style-type: none"> • Mass-based organization; individual membership of 1,000 women from development organizations, government, academe and peoples' organizations • 10 chapters (3 in Luzon, 2 in Visayas, 5 in Mindanao) 	<p>Women and public power;</p> <p>Women's participation in politics and governance through:</p> <ul style="list-style-type: none"> → organizing a clear women's constituency and a women's vote. Training program on Women's Empowerment in the Barangay (WEB); → work for an increase of female leadership in government as well as social movements; → mainstream women's agenda in social movements and political parties. Legislative advocacy of the Magna Carta of Women (MCW) and monitoring its implementation; → create support systems for women in leadership and grassroots communities.
<p>Reproductive Health Advocacy Network (RHAN) Ms. Elizabeth Angsioco Convenor c/o 4-A Maalindog Street, UP Village, Diliman, Quezon City, Tel. no.: (632) 925-6395 Fax no.: (632) 927-1766 Website: http://rhanphilippines.multiply.com</p>	<p>Nationwide network of organizations and individuals</p>	<p>Advocacy for reproductive health policies and programs at the national and local levels.</p>
<p>Reproductive Rights Resource Group (3RG) Ms. Alexandrina B. Marcelo Chairperson Unit 904, Landsdale Tower, 86 Mother Ignacia, Timog, Quezon City Tel. no.: (632) 413-6703 Fax no.: (632) 373-8879 Email address: rrrgphil@info.com.ph</p>	<p>Organized in April 1999 to help create empowering venues for women, regardless of class, age, civil, status, race, ethnicity, sexual orientation, religions and political beliefs, including their sexual and reproductive health and rights (SRHR).</p>	<ul style="list-style-type: none"> • Advocacy, information campaigns; trainings, seminars and workshops on GAD, gender and SRHR. • Has implemented a UNFPA project, "Strengthening Capacities of Local Advocates for Gender and Rights-based Approach to Sexual and Reproductive Health and VAW."
<p>Sentro ng Alternatibong Lingap Panlegal (SALIGAN) Atty. Michael Vincent Gaddi</p>	<p>Founded in 1987. SALIGAN is a legal resource NGO doing</p>	<p>The Women's Desk of SALIGAN has the following programs: handles cases of</p>

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Women's Desk - Coordinator G/F Hoffner Building, Social Development Complex, Ateneo de Manila University, Loyola Heights, Quezon City Tel. no.: (632) 426-6001 locals 4858 – 4860 Fax no.: (632) 426-6124 Email: saligan@saligan.org Website: www.saligan.org</p>	<p>development legal work with farmers, fishers, workers, urban poor, women and local communities.</p> <p>Aside from SALIGAN main office in Quezon City, has 2 branches based in Naga City and Davao City.</p>	<p>women victims of gender-based violence; advocates for enactment of laws addressing women's issues; trains paralegals who assist women pursuing cases in courts; research and publication.</p>
<p>Third World Movement Against the Exploitation of Women (TW-MAE-W) Sr. Soledad Perpiñan, RG's, Executive Director 41 Rajah Matanda Street, Project 4, Quezon City Tel. no.: (632) 421-4952 Fax no.: (632) 913-9255 Email: soledadperpinan@yahoo.com Website: www.tw-mae-w.org</p>	<ul style="list-style-type: none"> • Founded on 10 December 1980 as a movement of women in Asia to protest the growing sex tour industry. • Non-organization feminist organization responding to exploitation of women and girls. • Operates 12 centers in 9 cities and has assisted 126,000 sexually exploited women and girls. 	<ul style="list-style-type: none"> • Every issue is a woman's issue, thus engages in national and international networking and solidarity work on issues of equality, peace and genuine development. • Core program: direct intervention services for survivors of incest, rape and the sex trade: 7 drop-in centers, 3 growth homes and 2 transition homes.
<p>Visayan Forum Foundation, Inc, Ms. Maria Cecilia Flores-Oebanda Founder and President No. 18, 12th Avenue, Murphy, Cubao, Quezon City Tel. nos.: (632) 709-0711 / 709-0573 Fax no.: (632) 421-9423 Email: director@visayanforum.org Website: http:// www.visayanforum.org/</p>	<ul style="list-style-type: none"> • A non-stock, non-profit NGO established in 1991 to provide "residential care and community-based programs and services for women and children in especially difficult circumstances; works for the protection of and justice for marginalized migrants, specifically trafficked women and children and domestic workers or <i>kasambahays</i>. • Operates 11 offices covering 20 project areas shelter for trafficking victims in 7 halfway houses in sea ports and the Manila International Airport. 	<ul style="list-style-type: none"> • <i>Kasambahay</i> Program: active involvement of domestic workers in promoting their rights, especially protection from abuse and exploitation, access to education and genuine participation; Legislative advocacy for the passage of the Magna Carta for Domestic Workers, <i>Batas Kasambahay</i>. • Strengthening and sustaining community child protection mechanisms through the <i>Bantay Bata sa Komunidad</i>. • Anti-trafficking program: protection, justice and healing for victims of trafficking.

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Woman's Health Care Foundation (WHCF) Dr. Florence M. Tadiar #1 Marilag Street, U.P. Village Diliman, Quezon City Tel. no.: (632) 921-6413 Tel/fax no.: (632) 926-4045 Email: whcf@mozcom.com emphasis.rh@hotmail.com Website: www.whealthcare.org</p>	<ul style="list-style-type: none"> • Founded in 1980 as a service delivery organization providing accessible, affordable and gender-responsive health care services and information. • Maintains 1 main clinic and 6 outreach clinics in Manila, Quezon City (2), Caloocan City, Pasay and Parañaque 	<ul style="list-style-type: none"> • Provision of quality, comprehensive reproductive health care and other related services; Promotion of correct and adequate information, education and training services through information and motivational activities; Advocacy for the improvement of quality of health care; Participation in researches and studies on women's health; Networking.
<p>WomanHealth Philippines Ms. Ana Maria R. Nemenzo National Coordinator 129-A Matarag Street, Bgy. Central, Quezon City Tel. no.: (632) 435-5254 Fax no.: (632) 927-3319 Email: womanhealth87@yahoo.com</p>	<p>Broad alliance of women's advocates to promote, advance and defend women's rights to health, reproductive self-determination and sexuality towards the full development of women and society.</p> <p>Aside from NCR, also operates in Ormoc and Iloilo.</p>	<p>Advocacy, information campaigns and trainings on agriculture, the economy, education, environment and sustainable development, GAD, gender mainstreaming, girl-children, health, local governance, migration, poverty, reproductive health and rights, VAW and women's human rights.</p>
<p>Women's Action Network for Development (WAND), Inc. Ms. Florencia C. Dorotan Member, Executive Committee 10 MakaDiyos Street, Sikatuna Village, Quezon City Tel. no.: (632) 925-1410 Email: wand_secretariat@yahoo.com</p>	<p>ounded in January 1990, WAND is a national network of 82 women NGO's and PO's (women membership organization, women NGO's, mixed NGO's and networks which pursue women's issues)</p>	<ul style="list-style-type: none"> • GAD mainstreaming in development work along three (3) thematic concerns of women and governance, violence against women and women's economic empowerment. • Engaged in capacity-building of community-based women and local government units (LGU's) on gender-responsive and results-based budgeting (GRRB).
<p>Women and Gender Institute (WAGI) Prof. Aurora Javate-de Dios Executive Director Miriam College, Katipunan Road, Quezon City Tel/fax no.: (632) 435-9229 Email: wagi@mc.edu.ph Website: www.wagi-mc.org</p>	<p>Specialized center for advocacy on women's rights, gender equality and non-sexist learning of Miriam College.</p>	<ul style="list-style-type: none"> • Conducts short courses and training as well as research and publications on international women's human rights; gender fair education; gender, development and economic globalization; migration; young women's

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
		<ul style="list-style-type: none"> • leadership and gender, peace and security. • Offers a masteral program on Migration Studies.
<p>Women's Committee – Freedom from Debt Coalition (FDC) Ms. Patricia Vito Cruz Coordinator, Program on Women and Gender 11 Matimpiin Street, Bgy. Pinyahan, Quezon City Tel. no.: (632) 921-1985 Fax no.: (632) 924-6399 Email: mail@fdc.ph / tishrvc@yahoo.com Website: www.fdc.ph</p>	<p>Formed in the early 1980's by left-affiliated and autonomous women's groups connected to the FDC.</p>	<p>As a regular program of the FDC mainstreamed the socialist-feminist analysis of the economy; Conducts deeper studies and popularization of feminist economics in the FDC program of action.</p>
<p>Women's Crisis Center (WCC) Ms. Teresa Balayon Executive Director 3/F Trauma Extension, Annex Building, East Avenue, Medical Center, Quezon City Tel. no.: (632) 929-2590 Fax no.: (632) 926-7744 Email: wccmanila@pacific.net.ph</p>	<ul style="list-style-type: none"> • First ever crisis center established in the Philippines (19 February 1989) 	<ul style="list-style-type: none"> • Offers a comprehensive range of crisis intervention services for survivors of gender-based violence (battering, rape, sexual harassment, prostitution and sex trafficking) including feminist counseling, hotline and shelter. • Education and training on VAW, gender sensitivity and gender mainstreaming. • Advocacy and information campaign on VAW; • Lead convener of the National Network of Family Violence Prevention Programs.
<p>Women's Education, Development, Productivity and Research Organization (WeDpro), Inc. Ms. Aida Santos-Maranan Managing Director Building 15, Room 41, BLC Condominium, Road 3, Pag-asa Bliss, Quezon City Tel. no.: (632) 426-7479 Email: admin@wedprohills.org Website: www.wedprohills.org http://wedpro.multiply.com</p>	<ul style="list-style-type: none"> • Founded by Kalayaan on October 1989. WeDpro is a collective that seeks to serve as a dynamic catalyst within the women's movement and other social movements working for people-oriented, gender-fair programs and services that ensures women's empowerment. • As a result of its study on the Bases Conversion Program for 	<ul style="list-style-type: none"> • Promotion of gender equality and women's empowerment through research, ICT and media, education and training, policy advocacy and social movement building. • Currently implements a project addressing domestic violence and trafficking in urban poor communities and entertainment centers in Angeles and Olongapo. • National partner of the International Women's

Name of Organization Contact Person(s) Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
	<ul style="list-style-type: none"> • Women in the cities of Angeles and Olongapo, supported the first multi-purpose cooperative of survivors of military prostitution in 1991. • Office based in Quezon City but operates in the cities of Angeles and Olongapo. 	<p>Network Against Militarism and Convenor of the Philippine Women's Network for Peace and Security (PWNPS).</p>
<p>Women's Feature Service (WFS) Ms. Olive H. Tripon Executive Director 712 Gemini Street corner Mariner, Aero Park, Parañaque Tel/fax no.: (632) 823-2684 Email: womensfeatureservice@yahoo.com Website: www.wfsnews.org http://wfstest.weebly.com</p>	<ul style="list-style-type: none"> • Philippine affiliate of WFS-International formed in 1987; • An all-women's media organization working for women's rights through creative media 	<ul style="list-style-type: none"> • Educate women of their rights and build awareness about women's situation among policy-makers and the public through special print coverage, IEC materials, training on feature and news writing and related media and advocacy and media campaigns.
<p>Women's Institute for Sustainable Economic Action (WISE-ACT) Ms. Zonia Narito Executive Director 73 H. Maginoo St. Barangay Central, Quezon City Tel. no.: (632) 434-7231 Tel/fax nos.: (632) 433-0910 (632) 929-3524 Email: info@wiseact.org.ph Website: www.wiseact.org.ph</p>	<ul style="list-style-type: none"> • Women service and training institution which seeks to promote women's empowerment in socio-economic development and to assist in the gender mainstreaming of institutions • Office based in Quezon City but operates in the CALABARZON area 	<ul style="list-style-type: none"> • Gender sensitive micro-enterprise development program; Gender advocacy and partnership building; Capacitating NGO's in gender mainstreaming; Gender-Responsive and Rights-based Reproductive Health and Social Protection Advocacy and Training.
<p>Women Involved in Nation-building (WIN) Ms. Ma. Celia V. Mayo National President Unit 1910 Medical Plaza Ortigas Condo, San Miguel Ave., San Antonio, Pasig City Tel/fax no.: (632) 687-4572 Email: womeninvolveinnationbuilding@yahoo.com Website: http://www.ncrfw.gov.ph/ index.php/ directory-women-ngos/45-directory-ngo- women-philippines/295-ngo-win</p>	<p>A women's organization which seeks to assist women leaders in government and women; provide forum for policy development and serve as conduit for legislative advocacy</p>	<ul style="list-style-type: none"> • Advocacy and information campaigns; working; networking; trainings, seminars and workshops on GAD, gender mainstreaming, health and VAW issues. • Undertakes annual congresses on "synergy for gender-responsive governance;" seminar workshops on monitoring compliance on CEDAW at the LGU level.
<p>Women's Legal Bureau (WLB), Inc. Ms. Jelen Paclarin</p>	<p>Non-government legal organization promoting</p>	<p>Transform the law and legal system in furthermore of</p>

Name of Organization Contact Person(s)Contact Details	Nature and Herstory Membership Area of Coverage	Priority Issues and Concerns Strategies and Programs
<p>Executive Director Rm. 305, College of Social Work and Community Development (CSWCD) Building Magsaysay Ave., University of the Philippines , Diliman, Quezon City Tel/fax no.: (632) 921-4389 E-mail: wlb@smartbro.net womenslegalbureau@yahoo.com</p>	<p>women's human rights in accord- ance with feminist and development perspectives and principles.</p>	<p>women's right to self-determina- tion; Advance women's dignity, rights and leadership, in coordi- nation with national and global movements for alternative development through feminist legal and development service program; research and publica- tion, education and training, policy advocacy and information campaigns, institutional and development programs.</p>
<p>Women's Media Circle Foundation (WoMedia), Inc. Ms. Ana Leah Sarabia Executive Director Gota de Leche Building, 859 S. H. Loyola Street, Sampaloc, Manila Tel. no.: (632) 735-9687 Fax no.: (632) 735-8303 Email: womens_mediacircle@yahoo.com Website: www.womensmedia- manila.org</p>	<ul style="list-style-type: none"> • Women NGO founded in 1985 to work for he empowerment of women and girls through the use of the creative use of media, information technology and communication. • Produced Woman Watch and other programs on women's issues featured in mainstream broadcasting companies. 	<ul style="list-style-type: none"> • Inform and educate women and girls about their human rights, health and sexuality; Raise public consciousness on gender issues and mobilize action on laws and polices promoting gender justice.
<p>Women Studies Association of the Philippines (WSAP) c/o Philippine Women's University 1743 Taft Avenue, Manila Tel. no.: (632) 526-8421</p>	<ul style="list-style-type: none"> • Formally established in 1992 as a national professional organization of academic and non-academic based women's studies teachers, researchers and activists promoting gender perspectives in the Philippine educational system 	<ul style="list-style-type: none"> • Introduce women's studies in Philippine education; Evolve an indigenous feminist orientation on Women' Studies on the country; Conduct teachers' training, curriculum and instructional materials development as well as research in women's studies; Serve as venue and clearing hour for information and date on Women's Studies and compilation of completed and ongoing re-searches by Filipino re-searchers and scholars.

Annex C

List of Persons Interviewed and Participants of the Round Table Discussion conducted on 1 September 2010 in Salaysayan Hall, Partnership Center, 59 C. Salvador Street, Loyola Heights, Quezon City

List of Persons Interviewed

1. Aida Santos
WeDpro
Building 15, Room 41, BLC Condominium, Road 3,
Pag-asa Bliss, Quezon City
Tel. no.: (632) 426-7479
Email addresses: aida.fulleros.santos@gmail.com
2. Jean Enriquez
Coalition Against Trafficking in Women-Asia Pacific
(CATW-AP)
Room 608, Sterten Place, 116 Maginahawa Street,
Teacher's Village, Quezon City
Telefax no.: (632) 434-2149
Email address: jeanenriquez@yahoo.com
3. Teresa Banaynal-Fernandez
Lihok-Pilipina Foundation, Inc.
102 P. Del Rosario Extension, Cebu City
Tel. no.: (6332) 254-8092 / 72
Email addresses: tbf_lihok@yahoo.com;
lihokpilipina@yahoo.com
4. Celia Matea R. Flor
DAWN Foundation Inc.
Lot 12, Block 3, Greenplains 3,
Bgy. Singcang Airport, Bacolod City
Tel. no.: (6334) 476-5650
Email Address: mayapr12@yahoo.com
5. Mary Lou Birondo-Caharian
PILIPINA-Davao Chapter
Email address: maryloucaharian@yahoo.com
6. Cynthia B. Rosales
Chair, Cagayan de Oro City of Women's
Development Council
PILIPINA-Cagayan de Oro Chapter
Email address: cdotfcedc@yahoo.com

Participants of the Round-Table Discussion conducted on 1 September 2010 in Salaysayan Hall, Partnership Center, 59 C. Salvador St., Loyola Heights, Q.C.

1. Trinidad Domingo
KaBaPA / PKKK
Tel/fax no.: (632) 410-2780
Emails address:
ruralwomencongress_ph@yahoo.com
2. Daryl Leyesa
PKKK / CSI Rural Women
Tel/fax no.: (632) 410-2780
Emails address: tubongbarako@yahoo.com /
ruralwomencongress_ph@yahoo.com
3. Josephine Parilla
PATAMABA
Tel. no.: (632) 921-6469
Email addresses: patamaba@gmail.com /
magissi@yahoo.com
4. Rebecca (Karen) N. Tañada
GZOPI / PILIPINA / WAND
Tel. no.: (632) 426-6122
Tel/fax no.: (632) 426-6064
Email addresses: gzopeace@gmail.com /
ktanada@gmail.com / ktanada@yahoo.com
5. Yasmin Busran-Lao
AMDf / Nisa UI Haqq Fi Bangsamoro
Email address: yasminlao2004@yahoo.com
6. Aurora (Oyie) Javate-de Dios
CATW-AP / WAGI
Tel. no.: 435-9229
Email address: adedios@mc.edu.ph
7. Rina Jimenez-David
PILIPINA, Inc.
Tel/fax no.: (632) 927-7821
Email addresses: rinajdavid@hotmail.com /
rinajd11@yahoo.com

Philippine Cooperatives: Exploring New Frontiers

Roberto Mina

Only in recent literature, that is, in the last 15 years or so, have cooperatives been integrated into what is understood as civil society, a wide range of civil/citizens organizations that are distinct and autonomous from both state institutions and big business. Characterized as voluntary and self-help organizations, cooperatives are recognized as a main pillar of people empowerment and are sometimes referred to as the poor man's self-redemption (Jayoma, 2010).

Cooperatives are also categorized as non-profit organizations. As stated in the Caucus of Development Non-Government Organization (NGO) Networks (2008), the Labor Advisory Committee (LAC) defined non-profit organizations (NPOs) as including both registered and unregistered organizations, and are limited to those who do not distribute their profits to their members, plus cooperatives which distribute "surplus" to its members, who are their main customers or beneficiaries. Thus, NPOs refer to all non-stock and non-profit organizations, cooperatives, labor unions, mutual benefit organizations, social development groups and people's organizations (POs), and other types of organizations not explicitly affiliated with any government entity. (Note: The LAC was established in October 2007 to oversee the assessment of important contributions of non-government organizations (NGOs), people's organizations (POs), foundations, associations, cooperatives and other non-profit organizations (NPOs) to the well-being of Philippine society. The LAC consisted of five representatives from government and four representatives from the NPO community who helped prepare the NPO Sector Assessment: Philippine Report.)

As reported by the Cooperative Development Authority, there are already a handful of billionaire cooperatives

and hundreds of millionaire cooperatives in the Philippines. In pursuit of the social and economic good of its members, the pioneering work of cooperatives since the 1900s has given birth to a multitude of success stories. In the past decade, cooperatives have been engaged pro-actively in political constituency-building through party-list organizations and in member client-expansion through micro-finance lending.

Overview of the Philippine Cooperative Sector

Legal Basis of Cooperatives in the Philippines

1. 1987 Constitution of the Philippines

After the 1986 people power revolution, a new constitution was framed under Corazon Aquino's administration. Cooperative development was enshrined in Article XII, Section 15, stating that "Congress shall create an agency to promote the viability and growth of cooperatives as instruments for social justice and economic development." The 1987 Constitution is cooperative-friendly and the Aquino administration and succeeding administrations have instituted measures to avoid the mistakes of the past in relation to organizing state-initiated cooperatives for political and anti-insurgency purposes (Sibal, 2000).

2. Republic Acts (RA) 6938 and RA 6939

In March 1990, the constitutional provision on cooperatives was operationalized with the

enactment of **RA 6938: Cooperative Code of the Philippines** and **RA 6939: Cooperative Development Authority Act**. These two laws became landmark legislations which ushered in a new era for the cooperative movement in the Philippines. Article 2, Section 1 of RA 6938 provides for the promotion of growth and viability of cooperatives as instruments of equity, social justice and economic development under the principles of subsidiarity and self-help. Under the said principles, the

“government ... shall ensure the provision of technical guidance, financial assistance and other services to enable said cooperatives to develop into viable and responsive economic enterprises and thereby bring about a strong cooperative movement that is free from any conditions that might infringe upon the autonomy or organizational integrity of cooperatives.”

RA 6938 also recognizes that cooperatives are self-governing entities which shall initiate and regulate their own affairs to include education, training, research and other support services, with government giving assistance only when necessary.

In Section 1 & 9, RA 6939 emphasizes that the

“State shall ... maintain the policy of non-interference in the management and operation of cooperatives and empower the Cooperative Development Authority (CDA) the sole power to register all types of cooperatives.”

As provided also in Section 3 of RA 6939, CDA is empowered to require all cooperatives, their federations and unions to:

- submit their annual financial statements, duly audited by certified public accountants, and general information sheets;
- assist cooperatives in arranging for financial and other forms of assistance, and;

- administer all grants and donations coursed through the government for cooperative development.

3. Republic Act 9520

Finally, on February 17, 2009, **RA 9520: Philippine Cooperative Code of 2008** was signed into law representing another milestone in the Philippine cooperative movement. The code “updates the provisions of RA 6938 in keeping with the changes that have occurred within the sector,” (Ping-ay and Paez, 2008) and serves as a “comprehensive document that represents the short- and long-term aspirations of the movement” (Teodosio, 2009).

Definition of a Cooperative

Philippine cooperatives support two definitions of cooperatives.

1. International Definition

Philippine cooperatives adhere to the International Co-operative Alliance (ICA) definition of a cooperative which is

“an autonomous association of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly-owned and democratically-controlled enterprise.”(www.ica.coop)

2. Philippine Definition

Philippine cooperatives also accept how Article 3 of RA 9520 defines a cooperative:

“an autonomous and duly registered association of persons with a common bond of interest, who have voluntarily joined together to achieve their social, economic, and cultural needs and aspirations by making equitable contributions to the capital required, patronizing their products and services and accepting a fair share of the risks and benefits of the undertaking in accordance with universally accepted cooperative principles.”

Table 1. Participation of Cooperatives in the Party-list Elections

PARTY-LIST ORGANIZATION	NO. OF SEATS WON			
	1998	2001	2004	2007
Association of Philippine Electric Cooperatives (APEC)	2	2	3	3
Alyansang Bayanihan ng Magsasaka, Manggagawang Bukid at Mangingisda (ABA)	1	2		2
Cooperative NATCCO Network Party (CoopNATCCO)	1	1	1	2
Luzon Farmers Party (BUTIL)	1	1	1	2
Agriculture Sector Alliance of the Philippines (AGAP)				1
TOTAL	5	5	5	9

Other Laws and Government Directives Favorable to Cooperatives

Since the 1990s, cooperatives have benefited from other laws and government policies.

1. Republic Act 7941

Cooperatives have participated actively in the party-list system of the House of Representatives.

Enacted in 1995, **RA 7941: Party-List Law** was heralded as a breakthrough in Philippine governance. The party-list system was institutionalized after the EDSA 1986 Uprising through Section 5 of Article VI in the 1987 Constitution. Progressive but marginalized organizations that would have had little chances to be represented in Congress, secured an opportunity to participate in national legislation. As the Party List Law reserves 20% or 52 House of Representative seats for national, regional, and sectoral parties or organizations (Llamas, 2010), an increasing number of cooperatives or cooperative-based organizations have since been winning in the party-list system.

2. Executive Order (EO) Nos. 95 and 96

Several cooperatives have also participated in cooperative development councils (CDC). Created through Executive Order Nos. 95 and 96 issued in 1993 during the Ramos administration, CDCs are expected to coordinate efforts in promoting cooperative development among all government agencies including the local government units (LGUs) in the national, regional, city or municipal levels. As of 2008, 802 Cooperative Development Csouncils have been organized in 750

municipalities and 52 provinces. They serve as fora for the discussion of various problems, issues and concerns affecting cooperatives within the area, and to propose solutions.

3. Republic Act 7160

Under **RA 7160: Local Government Code of 1991**, the local development councils (LDCs) were organized, giving NGOs, people's organizations (POs) and cooperatives an opportunity to actively participate in local governance. The increased level of participation further strengthens civil society as the third force, the government and big business being the first two. Recent data on the extent of cooperatives' involvement in LDCs, however, are not yet available.

4. Republic Act 8425

Cooperatives are also key stakeholders of the National Anti-Poverty Commission (NAPC). Created under **RA 8425: Social Reform and Poverty Alleviation Act** during the Estrada administration, NAPC organizes every three years the Cooperative Sector Assembly. This Assembly elects the NAPC-Cooperative Sector Council (CSC). The CSC is mandated:

- a. to develop and formulate with the cooperative sector a doable anti-poverty sectoral agenda based on optimum long-term goals, strategy and programs, and
- b. to establish a consensus on matters concerning them. (National Confederation of Cooperatives or NATCCO Network, 2008)

In February 2010, the 14 Basic Sector Councils of NAPC, among them the CSC, were re-organized. Thirty accredited cooperatives from various regions, national federations and unions, represented the co-operative sector in the Assembly. CSC now has its own officers and sector representatives to NAPC, while twelve cooperative organizations were also elected to represent the National Capital Region (NCR), Luzon, Visayas and Mindanao in CSC. Meanwhile, cooperatives like NATCCO, Philippine Federation of Credit Cooperatives (PFCCO), Cooperative Banks Federation of the Philippines (BANKOOP), Cooperative Union of the Philippines (CUP), Philippine Cooperative Center (PCC), PHILAC and Philippine Federation of Women In Cooperatives (PFWC) were accredited and elected to represent the national federations and unions. (COOPVOICE, 2010)

Description of the Cooperative Sector

1. Number and Types of Registered Cooperatives

As of August 31, 1993, there are a total of 25,125 registered cooperatives, 7.5 times more than the 1985 figures. Of these however, only 4,495 or 17.8% are registered. The cooperatives that increased were multi-purpose, credit, service, marketing and

producers cooperatives. Those that declined were consumers and area marketing cooperatives. (Sibal, 2000)

By December 31, 2008, the total number of registered cooperatives had increased several times to 77,803. This includes 102 laboratory cooperatives (see Table 3). Region IV has the most number of registered coops with 8,912 cooperatives (11.47%), followed by Region III with 8,738 (11.25%) and NCR with 6,080 (7.82%). Regions with the least number of registered coops are Region IX with 3,203 coops (4.12%), CARAGA with 2,776 coops (3.57%) and CAR with 2,220 coops (2.86%).

In terms of cooperative types, multi-purpose agricultural cooperatives are the highest, numbering 39,713 or 51%. They are followed by multi-purpose non-agricultural cooperatives with 26,834 or 34.49%, and then credit cooperatives at 4,823 or 26.20%. Credit cooperatives, being primary cooperatives, have individual members.

CDA records three area marketing cooperatives, 55 cooperative rural banks, 631 federations and 93 unions whose members are primary or secondary-level cooperatives and cooperative-oriented organizations.

Table 2. Statistical Information of All Types of Cooperatives (1985 to 1993)

	1985 BCOD	1993 CDA	% Increase (Decrease)
Total Regred	3,350	21,125	750.0
Samahang Nayon (SN)	4,496	—	—
No. of Reporting/Confirmed Coops	1,142	4,494	393.5
— Credit co-ops	592	1,095	184.0
— Consumer	305	290	(4.9)
— Producer	65	118	181.5
— Marketing	87	160	183.90
— Service	35	180	514.2
— Multi-purpose (agri)	27	2,189	8,107.4
— Multi-purpose (non-agri)	—	334	—
— Area marketing	17	16	(5.8)
— Coop bank	29	29	—
— Coop federation	—	40	—
— coop union	—	43	—

Source: Sibal, 2000

Table 3. No. and Types of Cooperatives as of December 2008

REGION	CREDIT	CONSUMER	PRODUCER	MARKETING	SERVICE	MULTIPURPOSE		AMC	CRB	FEDERATION	UNION	TOTAL	LAB
						AGRI	NON-AGRI						
I	149	32	8	26	36	3,410	1,009		4	88	5	4,767	20
II	225	19	37	19	44	2,345	820		3	49	3	3,564	1
CAR*	174	48	14	13	29	1,278	637		2	18	7	2,220	3
III	500	84	233	83	278	4,484	2,955		7	106	8	8,738	9
IV	583	161	140	105	248	3,880	3,711		6	63	15	8,912	6
NCR*	1,094	234	57	24	377	10	4,210		1	57	16	6,080	21
V	243	41	97	27	108	2,330	1,268		4	30	8	4,156	11
VI	265	58	66	49	52	3,627	1,501		5	47	4	5,674	10
VII	199	63	44	24	114	1,498	1,513		4	19	4	3,482	3
VIII	478	193	358	125	210	1,895	704		2	19	1	3,985	2
IX	53	23	25	24	34	1,504	1,511		2	23	4	3,203	4
X	161	63	59	44	91	2,052	1,336		5	28	7	3,846	0
XI	361	180	120	103	105	1,640	2,994	1	5	28	7	5,544	2
XII	129	64	51	96	93	3,173	1,248		1	11	0	4,866	2
CARAGA	191	94	90	49	40	1,465	815	2	3	25	2	2,776	8
ARMM*	18	14	30	70	9	5,122	602		1	20	2	5,888	0
TOTAL	4,823	1,371	1,429	881	1,868	39,713	26,834	3	55	631	93	77,701	102

Source: Cooperative Development Authority

Note: Cordillera Autonomous Region (CAR), National Capital Region (NCR), Autonomous Region in Muslim Mindanao (ARMM)

Table 4. Number of Operating and Non-Operating Cooperatives as of December 2008

REGION	NUMBER OF COOPERATIVES			
	OPERATING	NON-OPERATING	DISSOLVED	CANCELLED
I	1,300	203	1,465	1,819
II	783	1,649	230	903
CAR	662	146	394	1,021
III	2,568	2,216	845	3,118
IV	2,404	2,121	3,703	690
NCR	2,104	541	538	2,918
V	945	471	1,579	1,172
VI	1,657	3,476	178	373
VII	1,957	1,244	246	38
VIII	651	373	2,444	519
IX	915	836	728	728
X	1,340	440	1,648	418
XI	1,926	2,316	460	844
XII	1,241	1,355	1,419	852
CARAGA	1,209	468	1,069	38
TOTAL	21,662	17,855	16,946	15,452

Source: Powerpoint presentation, Cooperative Development Authority as shared by NATCCO

2. Operational Cooperatives

Unfortunately, only a little over 27.84% of the total registered cooperatives are operational. Those considered non-operating cooperatives (72.16%):

- a. are either dormant or temporarily have no business transactions;
- b. have permanently ceased operations;

- c. have been dissolved and their registration cancelled; or,
- d. have simply failed to submit annual reports/ financial statements to CDA for the past two or more consecutive years.(CDA, 2008)

Region III has the most number of operating cooperatives, followed by Region IV and NCR with

Table 5. Operating Cooperatives as of December 2009

Region	Operating Registered Cooperatives	% (Over Total)
1. Region 3	2,766	12%
2. NCR	2,608	11%
3. Region 11	2,269	10%
4. Region 10	1,847	8%
5. Region 6	1,840	8%
6. Region 4-A	1,812	8%
7. Region 7	1,765	7%
8. Region 1	1,416	6%
9. Region 12	1,233	5%
10. Region 13	1,220	5%
11. Region 8	1,030	4%
12. Region 9	963	4%
13. Region 2	914	4%
14. CAR	761	3%
15. Region 5	735	3%
16. Region 4-B	669	3%
17. ARMM	2	0%
	23,850	100%

Table 6. Types of Operating Cooperatives as of December 2009

Type	No.	%
Multi-Purpose Cooperative	19,700	82.60%
Credit Cooperative	1,826	7.66%
Service Cooperative	833	3.49%
Consumer Cooperative	494	2.07%
Producer Cooperative	402	1.69%
Marketing Cooperative	292	1.22%
Federation	169	0.71%
COOP Bank	59	0.25%
Union	52	0.22%
MPN	8	0.03%
MP-Non Agri	6	0.03%
MP	3	0.01%
Workers Cooperative	3	0.01%
Insurance Cooperative	2	0.01%
Fisherman Cooperative	1	0.00%
Total	23850	100.00%

2,568, 2,404 and 2,104 operating cooperatives, respectively.

By December 2009, the number of operating cooperatives has increased to 23,850 according to the Cooperative Development Authority (CDA).

Geographical location – Luzon still has the most number of operating cooperatives totaling 11,681 followed by Mindanao with 7,534 and Visayas with 4,635. The top two regions with the highest number of operating cooperatives are also in Luzon: Region 3, with 2,766 cooperatives and the National Capital Region with 2,608 cooperatives.

Types. — Of the 23,850 operating cooperatives, 19,700 or 82.60 percent are multi-purpose cooperatives.

Financial size. — Only 18,254 of the 23,850 operating cooperatives have data on asset size. The assets of these cooperatives total P113.8 billion. Less than one percent are large cooperatives who own 54% of the total assets. 82% are micro cooperatives who own only a little over 6% of the total assets.

57% or 97 of the 161 large cooperatives are in Luzon. This is followed by Mindanao with 23% or 37 large cooperatives and the Visayas with 19.9% or 32 large cooperatives. 28 of the 97 large cooperatives of Luzon are in Bulacan. Bulacan belongs to Region 3, one of the two regions that has the highest number of operating cooperatives.

3. Confirmed Cooperatives

In July 2009, CDA issued a circular requiring “all types and categories of registered and confirmed

cooperatives existing prior to 22 March 2009, except cancelled and dissolved cooperatives” to register with CDA before March 22, 2010. This is in compliance with Article 144 of RA 9520, which states that “all cooperatives registered and confirmed with the Authority under RA 6938 and RA 6939, are hereby deemed registered under this Code, and a new certificate of registration shall be issued by the Authority.” CDA required the submission of a copy of the cooperative’s certificate of registration with CDA, articles of cooperation, bylaws and latest audited financial statements. The certificate of a cooperative that fails to submit such documents before the deadline will be deemed cancelled.

The number of registered cooperatives was expected to dramatically decline after re-registration. As of January 15, 2010, only 6,149 of the 23,850 operating cooperatives have reconfirmed their status with CDA. CALABARZON (Cavite, Laguna, Batangas, Rizal and Quezon) with 704 confirmed cooperatives (11.50%) and Central Luzon, with 628 confirmed cooperatives (10.21%) are the regions which have the highest percentage of compliance. No cooperative in Basilan (ARMM) and Guimaras (Western Visayas) has re-registered.

By March 22, 2010, CDA has not delisted any cooperative. Responding to the numerous requests from its extension offices and from the cooperatives themselves, the Board of CDA decided, after seeking the opinion of the Department of Justice and the Congressional Joint Committee on Cooperative Development, to issue a circular extending the re-registration from July 1 to September 30, 2010.

Table 7. Financial Sizes of Cooperatives as of December 2009

Asset Size	Total Assets (₱)	%	No. of Coops	%
Large (P100M up)	61,571,491,560.51	54.09%	161	0.88%
Medium (P15M to P100M)	30,151,230,186.43	26.49%	859	4.71%
Small (P3M to P15)	14,763,272,098.58	12.97%	2,197	12.04%
Micro (P3M or less)	7,348,574,014.60	6.46%	15,037	82.38%
TOTAL	113,834,567,860.12	100.00%	18,254	100.00%

Table 8. Confirmed Cooperatives as of January 15, 2010

	Confirmed (A)	% (A / Total Confirmed Coops)	Registered (B)	% (A/B)
1. Region 4-A	704	11.45%	1812	38.85%
2. Region 3	628	10.21%	2766	22.70%
3. Region 10	545	8.86%	1847	29.51%
4. Region 1	445	7.24%	1416	31.43%
5. NCR	435	7.07%	2608	16.68%
6. Region 12	423	6.88%	1233	34.31%
7. Region 11	417	6.78%	2269	18.38%
8. Region 6	350	5.69%	1840	19.02%
9. Region 13	334	5.43%	1220	27.38%
10. Region 8	329	5.35%	1030	31.94%
11. Region 9	300	4.88%	963	31.15%
12. Region 2	285	4.63%	914	31.18%
13. Region 4-B	270	4.39%	669	40.36%
14. Region 5	269	4.37%	735	36.60%
15. Region 7	239	3.89%	1765	13.54%
16. CAR	176	2.86%	761	23.13%
17. ARMM	0	0.00%	2	0.00%
	6149	100.00%	23850	25.78%

The Philippine Cooperative Movement: Major Federations and Unions

Historical Stages and Categories of Cooperatives

The history of the cooperative movement in the Philippines can be divided into three stages.

Stage 1: Between 1895 and 1941 revolutionary ilustrados, American missionaries and western-educated Filipinos introduced cooperatives to the country.

Stage 2: Between 1941 and 1986, cooperatives were established during the Japanese occupation, post-war rehabilitation period, and the Marcos dictatorship. This period witnessed the formation of cooperative federations and unions.

Stage 3: After the February Revolution of 1986, the Cooperative Code was signed and cooperatives emerged as a political force. (Sibal, 2000)

As stated in Articles 23, 24, and 25 of RA 9250 (2008), in the Philippines, cooperatives are categorized according to membership and territorial considerations. In terms of membership, a cooperative may be categorized as follows:

1. *Primary* – members are individual persons.
2. *Secondary* – members are primary cooperatives. A secondary cooperative may either be a:
 - Federation – members are three or more primary cooperatives engaged in the same line of business or cooperative enterprise; or
 - > Union – members are primary cooperatives or federations engaged in non-business activities, such as representation, or analyzing shared information such as economic and statistical data.
3. *Tertiary* - members are secondary cooperatives who form one or more apex organizations.

In some cases, cooperative-oriented organizations such as NGOs and POs become members of secondary and tertiary cooperatives.

Geographically, cooperatives can be organized on any territorial level which may or may not coincide with the political subdivisions of the country.

Selection Criteria for Mapping

As mentioned earlier, there are 23,850 operating cooperatives in the database of the Cooperative Development Authority (CDA). Such a sizeable number

necessitates that a selection criteria be drawn up to establish who to interview for the purpose of this paper. After reviewing several resource materials (see Annex B) and consulting a number of informants, mapping concentrated on cooperative federations and unions which fulfill the following criteria:

1. established in the 1960s and exist up to the present;
2. currently in the records of the Cooperative Development Authority;
3. often cited in literature/studies in the past 15 years;

Table 9. Sample List of Philippine Cooperatives

Name of Organization	Year Organized/ Established	Type of Cooperative
Philippine Federation of Credit Cooperatives (PFCCO)	1960	National Federation
Federation of Free Farmers Cooperatives, Inc. (FFFCI)	1964	National Federation
Mindanao Alliance of Self-Help Societies – Southern Philippines Education Cooperative Center (MASS-SPECC)	1966	Regional Federation
Visayas Cooperative Development Center (VICTO)	1970	Regional Federation
Coop-Life Mutual Benefit Services Association (CLIMBS)	1971	National Federation
Katipunan ng mga Kooperatibang Pansasakyan ng Pilipinas, Ink. (KKPPI)	1974	National Federation
Cooperative Insurance System of the Philippines (CISP)	1974	National Federation
Tagalog Cooperative Development Center (TAGCODEC)	1975	Regional Federation
National Confederation of Cooperatives (NATCCO)	1977	National Federation
Cooperative Foundation of the Philippines Inc. (CFPI)	1977	National Federation
National Market Vendors Confederation of Cooperatives (NAMVESCO)	1979	National Federation
Philippine Rural Electric Cooperatives Association, Inc. (PHILRECA)	1979	National Association
Cooperative Union of the Philippines (CUP)	1979	National Union
Cooperative Banks Federation of the Philippines (BANGKOOP)	1979	National Federation
Philippine Federation of Women In Cooperatives (PFWC)	1979	National Federation
Northern Luzon Federation of Cooperatives and Development Center (NORLU)	1991	Regional Federation
Cooperative Education and Development Center (CEDCI)	1992	National Federation
National Cooperative Marketing Federation (NCMF)	1995	National Federation
Metro South Cooperative Bank (MSCB)	1996	Regional Federation
Philippine Cooperative Center (PCC)	1997	National Federation
Federation of Peoples' Sustainable Development Cooperative (FPSDC)	1998	National Federation
National Capital Region League- Philippine Federation of Credit Cooperatives (NCRL-PFCCO)	1999	Regional Federation
Federation of Teachers Cooperative (FTC)	2002	National Federation
Philippine Resort – Travel and Education Service Cooperative (PRESCO)	2005	National Federation

4. have regional or national operations and represent a wide base of cooperative members or cooperative-oriented individuals; and
5. are current members of the Philippine Cooperative Center (PCC).

Major Cooperative Players

The PC is currently the largest network of cooperatives in the Philippines. Established to serve as a unity center for Philippine cooperatives, the PCC traces its roots to 1995 when it was conceptualized as a body that coordinated national cooperative activities. Two years later, in 1997, PCC was formally registered as a national tertiary cooperative.

In the past 6 years, PCC, together with CDA, has served as the lead convener of the National Cooperative Summits. Held every two years, the summits are geared towards developing the entrepreneurial skills and economic competitiveness of a unified cooperative sector.

As of December 2009, PCC has a total membership of 44 cooperatives composed of 17 national federations and unions, 8 regional federations and 19 leading primary cooperatives with a total members' equity of P44,114,146.94. According to its current chairperson, former Senator Agapito "Butz" Aquino, PCC probably accounts for 85% of total cooperative members in the Philippines. A complete list of PCC members is found in Annex A.

Members of PCC listed in Table 9 were interviewed. A list of the cooperative leaders interviewed is found in Annex D and a brief information on these cooperatives is found in Annex C.

Six Strengths of Philippine Cooperatives

1. Growth in Financial Assets

From 1939 to 1995, the total assets of the cooperative movement jumped from a measly P3,400,000 in 1939 to P113.8 billion in 2009.

Despite the closure of 8 cooperative banks, the total assets of the remaining 45 cooperative banks in

Table 10. Growth in Assets

Period	Assets (₱)	Increase (₱)
1939	3,400,000	
1967	30,500,000	27,100,000
1977	129,100,000	98,600,000
1980	280,100,000	151,000,000
1985	1,053,800,000	773,700,000
1995	118,400,000,000	117,346,200,000
2008	85,600,000,000	-32,800,000,000
2009	113,834,567,860	28,234,567,860

Source of Data: Sibal (2000); Caucus of Development NGO Networks (2008); and Cooperative Development Authority (2009)

Note: During the round-table-discussion for cooperatives last March 6, 2010 at Ateneo de Manila University, some coop leaders attribute the dramatic decline in total assets in 2008 to the cancellation and deletion of thousands of cooperatives from the list of operating cooperatives while the sudden increase in assets in 2009 might have been due to the registration of 17 electric cooperatives with the CDA and the phenomenal growth of large cooperatives.

Table 11. Total Assets (in Billion Pesos) of Cooperative Banks

2003	2004	2005	2006	2007
5.7	6.4	7.5	8.8	10.7

Source: Bankoop 22nd Annual General Assembly Report

Table 12. Total Assets of Top 10 Cooperatives/Region in 2008

Region	Total Assets (₱)
1	1,341,768,039.67
2	989,707,274.38
3	2,628,027,279.06
CAR	2,681,888,614.45
NCR	11,081,642,350.31
7	4,158,198,020.85
9	606,324,292.07
10	4,515,487,003.11
11	372,252,229.81
TOTAL	28,375,295,103.71
No data available for regions 4, 5, 6, 8, 12, 13 and ARMM	

Source: Cooperative Development Authority

2007 grew steadily by almost 100% from P5.7 billion in 2003 to P10.7 billion. According to the *Metro South Cooperative Bank* (MSCB) President Reno Velasco, the total assets of cooperative banks grew to P13 billion by the end of 2009 in spite of the closure of three cooperative banks.

Another significant development in the cooperative sector is the increase of viable cooperatives — billionaire and millionaire cooperatives have increased. There are 161 large cooperatives and 859 medium cooperatives with a combined asset of P91 billion. In 2008, the total assets of the top ten cooperatives in each of the nine regions reached P28.4 billion.

Although it is estimated that 80% of operating cooperatives are engaged in savings and credit services (Llanto and Geron, 2007), another positive development is the increase in higher value-added economic enterprises as shown in the growth of certain types of cooperatives.

Table 13. Types of Cooperatives

Operating Cooperatives	2009	1993
Credit co-ops	1,826	1,095
Consumer	494	290
Producer	402	118
Marketing	292	160
Service	833	180
Multi-purpose (agri)	19,717	2,189
Multi-purpose (non-agri)		334
Area marketing		16
Coop bank	59	29
Coop federation	169	40
Coop union	52	43

Source: Cooperative Development Authority

2. Growth in Membership: Gaining Political Strength

Prior to 1985, membership in cooperatives was very erratic.

Table 14. Cooperative Membership

Year	1939	1967	1977	1980	1985
Membership (in thousands)	105	555	460	223.7	337.0

Source: Gray Wine Think Tank from Sibal, 2000

But from 1985 to 1993, cooperative membership grew by almost 10 times from 337,000 to 3.2 million. It was estimated that the family beneficiaries of the coop movement were around 19.2 million (Sibal, 2000). In 1998, approximate cooperative membership nationwide was 4.5 million (Buendia, 2005) which increased to 5 million in 2003 (Alliance of Progressive Labor-NUWHRAIN Development Cooperative, 2005). According to a CDA annual report, there are 4.3 million members as of December 2003 (Gardio et al., 2005). Finally, in 2010, it was estimated that 18 percent of Filipinos are members of coops although only 7.5 percent are active (Caucus of Development NGO Networks and Social Weather Services, 2010).

These numbers, aside from being socio-economic power indicators also indicate political power. Four of the five party-list organizations supported by cooperatives consistently won in the past four elections,

In terms of legislative achievements, they were behind the successful passage into law of RA 9520: Philippine Cooperative Code of 2008. Coop legislators have also supported other pro-poor bills such as the expansion of tax exemption incentives of cooperatives, Comprehensive Agrarian Reform Program Extension with Reforms (CARPER) Act, strengthening of the crop insurance program, Agriculture and Fisheries Modernization Act, Fisheries Code, etc. They have also worked to strengthen cooperative partnership with and participation in government. Consequently, some leaders of cooperatives have been appointed to various government agencies. Coop legislators were also able to use their countryside development fund to support cooperatives through infrastructure projects, scholarships, computers, Technical Education and Skills Development Authority (TESDA) trainings, Philhealth cards and medical missions.

In the May 2010 national elections, two new organizations, namely Adhikaing Tinataguyod ng Kooperatiba (AtingKoop) and Alliance of Transport Sector (ATS) participated in the party-list elections bringing the total number of party-list organizations supported by the cooperative sector to seven. AtingKoop was supported by credit cooperatives while ATS was backed up by transport cooperatives.

3. Geographical Presence in All Provinces

Another strength of cooperatives is its presence in all 80 provinces and cities of Metro-Manila. According to NATCCO CEO, Sylvia Paraguya, NATCCO's membership includes viable cooperatives in the ARMM. This in contrast to CDA's database which does not report any operating cooperative in Tawi-tawi, Sulu, Maguindanao and Lanao del Sur. Davao del Sur (including Davao City), Cebu and Bulacan are the top three provinces with the most number of cooperatives. The geographical spread of cooperatives assures the cooperative movement of champions/resource persons/spokespersons in all provinces.

Table 15. Provinces with Most and Least Number of Cooperatives

Top 10 Provinces Most Number of Cooperatives		Bottom 10 Provinces Least Number of Cooperatives	
Davao Del Sur	1163	Ifugao	65
Cebu	903	Mountain Province	61
Bulacan	767	Biliran	54
Pangasinan	760	Quirino	52
Negros Occidental	701	Apayao	51
Misamis Oriental	650	Marinduque	47
Nueva Ecija	643	Guimaras	28
Bohol	628	Catanduanes	22
Iloilo	620	Batanes	17
South Cotabato	550	BASILAN	2

Source: Cooperative Development Authority

4. Stronger Links with Development Stakeholders: Civil Society, Donor Agencies and Government

a. Partnership with Civil Society

Throughout its history in the Philippines, cooperatives have been formed to serve as the economic arm of marginalized sectors such as farmers and labor unions. After the 1986 revolution, the cooperative became a potent political force as it created alliances with NGOs and other civil society members. NGOs saw the cooperative model as a viable vehicle for slowly building up the self-reliance of POs whom they assisted. Several NGOs such as the

Philippine Partnership for the Development of Human Resources in Rural Areas (PhilDHRRA) or the Philippine Business for Social Progress (PBSP) allowed the formation of cooperatives for their staff. Some NGOs entered into partnerships with primary cooperatives to form a cooperative federation, mainly to pursue a common platform of social change through sustainable development. In the same manner, several cooperative federations such as NATCCO, Visayas Cooperative Development Center (VICTO) and the Mindanao Alliance of Self-Help Societies – Southern Philippines Education Cooperative Center (MASS-SPECC) had also joined national or regional social development networks.

b. Partnership with Donor Agencies

Since the 1960s, cooperatives also gained and continue to enjoy support from foreign and local donor agencies, international cooperative networks and academic institutions. The biggest cooperative federations in the Philippines are members of the International Cooperative Alliance and Association of Confederations of Credit Unions. Annual reports of some cooperative federations reveal their partnerships with international and local institutions. For example, NATCCO has links with Aflatoun Children Savings International, Rabobank and Cordaid to promote savings among school children in their cooperative's classroom banks. It is a partner of the Asian Women in Cooperatives to sustain its gender equality advocacy. The Federation of People's Sustainable Development Cooperative was organized with a donated capital of P37million from the Philippine Development Assistance Programme. One of the National Market Vendors Confederation of Cooperatives' (NAMVESCO's) members received funding assistance from the Philippines-Australia Community Assistance Program. In the case of Federation of Free Farmers Cooperatives, Inc., it has received support from Friedrich Ebert Stiftung, Fund for International Cooperative Development, Swiss Lenten Fund, Australian

Table 16. Cooperatives vis-à-vis Government Agencies and Regulators

Electric Cooperatives	Energy Regulatory Commission National Electrification Administration
Transport Cooperatives	Office of Transport Cooperatives Land Transportation Office Land Transportation Franchising Regulatory Board
Cooperative Banks	Bangko Sentral ng Pilipinas
Farmers Cooperatives	Department of Agriculture National Food Authority Department of Agrarian Reform Bureau of Agricultural Research
Market Vendors Cooperatives	Department of Trade and Industry Local Government Units Department of Agriculture
Insurance Cooperatives	Insurance Commission
Housing Cooperatives	Housing and Land Use Regulatory Board
Water Service Cooperatives	National Water Resources Board
School Cooperatives	Department of Education

Catholic Relief and Misereor to name a few. Rural cooperatives since 1979 have also been supported by Hanns Seidel Foundation whose Cooperative and Community Development is one of four major programs in the country. CHF International and Japan Fund for Poverty Reduction provided the Cooperative Development Authority with assistance for the development of a Cooperative Information System. Cooperatives have also found partners in local agencies such as Plan Philippines for microfinance, Peace and Equity Foundation for additional equity investments, SM Foundation, Inc. and Philippine Business for Social Progress for trade fairs and business clinics. University of Wisconsin Center for Cooperatives Studies helps to promote cooperative studies done in the Philippines.

c. Partnership with Government

Aside from the Cooperative Development Authority, Philippine cooperatives have also managed to establish fruitful partnerships or peaceful co-existence with some government agencies and their counterpart government regulators.

The cooperatives maintain their ties with the Office of the President through the National Anti-Poverty Commission. During the Estrada Administration, several federations received P10-15 million pesos as part of the Lingap sa Mahirap program. Since the CDA was placed under the Department of Finance, cooperatives have benefited from such an arrangement with the approval of the implementing rules and regulations for tax exemptions.

5. Greater Cooperation Among Cooperatives

In the past 15 years, there have been significant developments amongst cooperatives to put in practice one of their principles which is Cooperation among Cooperatives.

a. Philippine Cooperative Center (PCC)

As the largest network of cooperatives in the Philippines, PCC serves as the apex organization of cooperative federations, unions and primary cooperatives bringing together 85% of Philippine cooperatives. According to its General Manager, Lionel Abril, PCC is probably the only (or remaining) social movement that has united and maintained unity among its members with different socio-political backgrounds.

(Note: Since the February Revolution of 1986, attempts to unite the labor sector through LACC, the farmer sector through CAPR, the fisherfolk sector through NACFAR and the youth/student sector through LKP had been short-lived.)

Since its establishment in 1995, PCC has worked towards the unity and integration of cooperatives in the country. It maintains a center where a number of cooperative federations hold office. It hopes to further become a center for policy cooperation, a center for technical cooperation and a center for business development. It has become the convenor, in coordination with CDA, of national cooperative summits since the 7th summit in

2004. Under its Cooperative Solidarity Council, PCC formed four clusters to encourage greater business collaboration and integration – Financial Service Cluster, Products and Consumers, Services & Utilities and Advocacy.

b. National Cooperative Summits

In 1996, the first National Cooperative Summit brought together various cooperatives from all parts of the country. The summit was an annual event until 1998, when it decided to make the event a bi-annual gathering. Convened by CDA in coordination with PCC, the first six summits (1996-2002) served as fora where participants raised issues which were meant to urge the government to implement programs and actions that would help cooperatives. Since the seventh summit, the thrusts of national summits have shifted to exploring new frontiers to further develop the economic competitiveness of a more unified cooperative sector, as well as the entrepreneurial skills of its cooperative members. Launched last February 2010, the 10th National Cooperative Summit will be held in October 2010 with the theme "Towards a Shared Vision - One Coop Movement, One Vision and One Nation." The summit intends to set the strategic direction of the cooperative sector for the next ten years towards being industry-focused. The 10th summit hopes to contribute in making the sector a significant market player by establishing a clear framework and structures and programs for business partnerships through consolidation, integration and complementation of business processes and services.

c. Greater Cooperation Among Cooperative Banks

After the closure of several cooperative banks, several members of the Cooperative Banks Federation of the Philippines (BANGKOOP) began studying their options, with the end goal of merging or consolidating their banks in order to survive and become viable. In compliance with Bangko Sentral ng Pilipinas (BSP) policies on increased capital adequacy requirements, some cooperative banks have

also sought the help of other coop banks or cooperatives for additional capital infusion. NATCCO has extended financial support in the form of preferred shares to Coop Bank of Camarines Norte, Capiz Settler's Cooperative Bank and Cooperative Bank of Agusan Norte-Butuan City.

Cooperative banks also help each other in producing annual financial statements through BANGKOOP. This facilitates the ranking of its members by using selected indicators to measure the financial performance of all cooperative banks.

d. Joint Undertakings in Cooperative Education and Trainings

According to Bing Cabal, a veteran coop trainer, many cooperative problems result from a lack of education regarding what a cooperative should be and what cooperative members should know. This observation had been backed by numerous studies in the past. In June 2008, CDA, together with the Institute for Co-op Excellence, convened a forum on Cooperative Education and Training for the purpose of looking into the state of cooperative education and training. Since then, the convenors have met monthly and have identified gaps and the necessary interventions such as standardized modules and accreditation system for coop trainers. The group has also produced basic coop materials in DVD format. Another innovation is the Post-baccalaureate Diploma on Cooperative Management, a 24-unit course, supported by Landbank, PUP-College of Cooperative and the National Cooperative Movement. 94 scholars have graduated from this course which aims to develop the capacity and competence of cooperative leaders and middle-level management staff on professional management of cooperatives.

e. Scorecards

Another key development within some cooperative federations is the use of benchmarks or scorecards to guide, improve, and reward good performance of its members.

The Federation of People's Sustainable Development Cooperative (FPSDC) implements its annual membership classification to encourage participation and support to the undertakings of the Federation. It also conducts organizational diagnosis among its members to ensure appropriate interventions.

The National Electrification Administration uses 24 indicators in four key areas to measure the corporate governance of electric cooperatives: financial (6), information technology (6), institutional (6), technical (6). Cooperative banks use 8 indicators (total assets, networth, ratio of loans to total assets, past due rate, deposits generated, current ratio, networth to RAR, net profit to gross income ratio) to rank their financial performance.

The performance of the United States Agency for International Development (USAID)--funded Credit Union Empowerment and Strengthening (CUES), a program of the World Council of Credit Unions (WOCCU) and Freedom from Hunger, is measured by the so-called P-E-A-R-L-S ratios which contain 39 financial ratios and indicators that are classified into six categories, namely, P--rotection (5), E--ffective financial structure (8), A--sset quality (3); R--ates of return and costs (12), L--iquidity (4) and S--igns of annual growth (7).

As part of its regulatory function, CDA requires cooperatives to submit their Cooperative Annual Performance Report in order to facilitate measurement of performance through the COOP-PESOS rating which uses 17 indicators covering 9 different aspects of a cooperative's operations which include: C-ompliance, Organization, O-peration and Management, P-lans/Programs & Performance, P-ortfolio Quality, E-fficiency Ratios, S-tability Ratios, O-perations, S-tructure of Assets.

f. Strengthening of Credit Operations

Six cooperative federations (PCF, NATCCO, PFCCO, FPSDC, MSCB and BANGKOOP) have been meeting regularly to thresh out the details of the Cooperative Credit Info Bureau which the

PCC hopes will be launched this year in time for the 10th National Cooperative Summit. In addition, NATCCO together with CDA, Asian Confederation of Credit Unions and the Department of Finance/Bangko Sentral ng Pilipinas has put up a Stabilization Fund which aims to provide member cooperatives in financial distress access to emergency funding and technical assistance. Aimed at preventing insolvency or failure, the program fund requires members to contribute .2% of total deposits to the fund per annum and submit information such as financial statements, statistical information and financial ratios. Finally, the merger of the two biggest federations in the Philippines, NATCCO and MASS-SPECC, has been approved by their respective boards and will be submitted to their respective General Assemblies for approval in 2010.

6. Mainstreaming Gender Concerns

Concern for gender equality and empowerment had also made inroads in the cooperative sector.

According to its chairperson, Nancy Marquez, the transition of the Philippine Federation of Women in Cooperatives (PFWC) from individual membership to group membership (primary cooperatives) indicate that gender equality is not exclusive to the women sector but should be a corporative concern of cooperatives. As a federation, PFWC provides various training to women on cooperative management, livelihood and gender equality and empowerment.

As early as 1977, NATCCO commissioned a study on women participation which noted an increase in women occupying management positions but that majority of board members and board chairs are still occupied by men. PFWC also hosts workshops and study tours for coop women leaders from Japan, China, India, Nepal, Malaysia to promote women's interest for gender mainstreaming.

In 2003, the first National Summit of Women in Cooperatives was held with the theme- "Gender Equality in Cooperative Governance." Around this period, several women cooperatives were also

organized such as the Palawan Women's Multi-purpose Cooperative, Ilocos Sur's Tagudin Women Cooperative, Tarlac's Moncada Women's Credit Cooperative and Leyte's Pamplona Women Cooperative.

Finally, there has been an increase in fora organized for or articles written on Women and Cooperatives such as:

- a. Cooperative Women Transformation Leadership Conference, held in March 2005;
- b. Promoting Rural Women's Cooperative Businesses, held in October 2005;
- c. Advancing Women's Agenda thru Cooperatives, held in June 2003; and
- d. Political Theory and the Women in Cooperatives.

Seven Weaknesses of Philippine Cooperatives

1. High Incidence of Non-operating Registered Coops

The main reason for cooperative failures has always been the lack of education and training. This has been revealed in more than 80 studies which assessed the growth and development of coops in the 1980s. After more than two decades, this is still the major cause of a high incidence of non-operating registered cooperatives.

In 2008, CDA documented 50 successful stories and extracted the factors that contributed to their success, one of which was continuing education and training programs for members, officers and management staff.

Moreover, there are still cases of cooperatives being organized and used by politicians to serve as conduit of government funds. Expectedly, they eventually become inactive as soon as the funds are withdrawn by their leaders.

2. Signs of Strategic Drift

According to erstwhile NATCCO CEO and current head of the Institute for Co-op Excellence, Romulo Villamin, critical signs are already present indicating that cooperatives are on a "strategic drift." Simply put, cooperatives are losing sight of their unique character or what makes them different from a regular business corporation. Successful cooperatives seem to focus more on commercial viability and less on its social capital primarily their members. The absence of a sound tool to profile its members also makes it difficult for cooperatives to design appropriate products and services for its members. The de-emphasis on pre-membership seminars (from 1 day to 1 hour) does not encourage full participation of new members. The plans of some successful community-based cooperatives to go out of their communities address more the business side of the cooperative rather than the social aspect of the cooperative.

Table 17. Cooperative Failures and Success

Causes of Cooperative Failures (Sibal, 2000)	Factors of Success (CDA, 2008)
Lack of education and training	Continuing education and training programs for members, officers and management staff
Lack of capital	Continuing capital build-up and savings generation program
Inadequate volume of business	Adherence to their established loans and saving policies
Lack of loyal membership support	Membership expansion through a continuous recruitment program
Vested interest and graft and corruption among coop leaders	Presence of code of ethics, human resource manual.
Weak leadership and mismanagement	Cooperative officers acting as role models
Lack of government support	Good networking with other coops and organizations
	Regular conduct of their general assembly

Consequently, the characteristics that differentiate cooperatives from the capitalist system are becoming less pronounced and less articulated.

3. Aging Leadership in Board and Management Positions

There is a consensus among the cooperative leaders that a number of cooperative federations have no clear plans for leadership succession. Part of the problem is the reluctance to transfer leadership to younger cooperative members for fear that the cooperative might collapse. Unfortunately, cooperatives, like NGOs, do not also seem to attract young and creative people despite the presence of laboratory cooperatives whose members are mostly high school and college students. There have been cases of young people leaving their jobs after being trained as a result of the inability of cooperatives to provide the necessary salaries. Without this healthy mix of youth and middle-aged adults, cooperatives are at risk to remain stagnant particularly in terms of transfer of technology and cross-breeding of business tools.

4. Lack of Documentation on Cooperatives

The last major research work on cooperatives was published in 1989 by the Cooperative Foundation Philippines, Inc. (CFPI), a non-stock, non-profit NGO established in 1977 to foster the development and growth of cooperatives through research and policy studies, publications and the maintenance of a cooperative databank. Since the passage of RA 6938 and RA 6939 in 1990, CFPI has ceased to operate and no research institute devoted to cooperatives had taken its place. Consequently, cooperative references, studies or literature had remained scattered, lacking or outdated. In 2007, a few statistics on transport cooperatives were cited in a Souvenir Program but lacks analysis. There doesn't seem to be any study on electric cooperatives probably because majority of electric coops are only coops in name. There is still no serious study on the Philippine Federation of Electric Cooperatives, a group of 17 electric coops who registered under CDA to take advantage of the benefits of being an authentic cooperative. The last comprehensive analysis on the cooperative bank industry was done in 2007 although the BSP

publishes quarterly tables on key financial ratios of cooperative banks. Some concerns of water cooperatives were extensively discussed in the Philippines Water Dialogues 2004-2008 but other concerns such as number, area of operations, membership, finance, advantages over water associations have not been evaluated.

Documentation on cooperatives engaged in the delivery of other basic services such as housing, hospitalization, education is severely lacking. Other dedicated cooperatives such as area marketing coops, laboratory coops, women coops also lack attention. Noticeable are the increasing documentation of successful cooperatives. But how cooperatives contribute to national economy (GDP, wealth generation) or its impact on the economically marginalized (farmers, fisherfolk, urban poor) and the socio-culturally marginalized (women, indigenous peoples, persons with disabilities, elderly, children) remain wanting. Cooperative unions or federations are allowed by RA 9520 to acquire, analyze and disseminate economic, statistical and other information and to sponsor studies in the economic, legal, financial, social and other phases of cooperation. But according to NATCCO CEO, Sylvia Paraguya, federations usually venture into research only if there are funds available.

5. Low Utilization of Media

Despite in-roads in using radio and television stations to promote cooperatives, the utilization of media by cooperatives in general have remained low. A quick survey showed that only two cooperative federations publish newspapers - COOPVOICE and Coop Sector. While its articles are very interesting, publication of said newspapers is inconsistent and circulation very limited. In terms of media cooperatives, the one based in PCC is inactive and only 1 based in Mindanao remains operating. CDA publishes monthly regional newsletters while GA reports of federations are a good source of information if and only if published. There is no regular advocate or writer in a major daily. There are many leads in the internet but only a handful end up as worthy references. A quick review of the ADB library after it removed 80% of its reference materials revealed very few cooperative studies on the Philippines. There is a program

dedicated to social enterprises and cooperatives in Destiny Channel 21 but extent of viewership is unknown. There are a number of radio programs that discuss cooperative topics such as DZME with Rolando Jota as anchorperson, Radio Veritas with Fr. Anton as anchorperson and DZRB (Radio ng Bayan) but again there is no data on listenership.

6. Different Expectations on the Roles of the Cooperative Development Authority

According to RA 6939, the Cooperative Development Authority has three regulatory functions, six development functions and six administrative functions. It has the sole responsibility to register cooperatives and is empowered to require cooperatives to submit their cooperative annual performance report, audited financial statements using National Credit Council-prescribed standard chart of accounts. Unfortunately, very few cooperatives comply with such annual requirements. Consequently, CDA has had to cancel or dissolve such cooperatives, numbering 32,000 already.

Most cooperative leaders agree that CDA should regulate coops. But beyond the above-mentioned regulatory functions, coop leaders have different expectations from CDA. Some coop leaders prefer self-regulation since they are autonomous organizations. They prefer that government delegate its regulatory functions to federations if they are capable of regulating their own members. They also agree that CDA should no longer conduct coop education and training seminars but let the federations and other coop training institutions handle such concern. CDA should only provide trainings if there is no coop federation in a particular area. Others believe that CDA should go beyond asking for the submission of annual reports but must further equip its staff to conduct COOP-PESOS rating on cooperatives.

7. Not Attracting Poorest Members Lack of Profiling on Poor Members

According to the Annual Poverty Indicator Survey of NSO in 1998, only 534,435 household heads (or 9%) out of 5.7 million D/E households were coop

members (Buendia, 2005). In 2003, only 5 million out of the country's 80 million were coop members. And despite the estimated 8.5 million customers of electric coops majority of whom are poor, this number still has to translate into coop membership given that majority of electric cooperatives are only cooperatives in name but not in practice.

While there are no available figures or studies to support their assertions, coop leaders believe that majority of coop members still belong to the poor sectors of society. While it is true that cooperatives are not successful in attracting the D/E households, it is because the D & E economic classes require a different strategy for poverty alleviation.

Some leaders also point out that while several cooperatives become richer but its members remain poor, this is not because the cooperatives are not concerned with the poor's plight. It simply means that because of good cooperative business practices, said cooperatives are able to generate enough surplus which, in turn, is used to address more needs of their poor members or expand their outreach to more poor members of the community.

To address the ever-increasing needs of their poor members and to reflect their increasing capacities, some successful cooperatives have changed their mission statements from simple provision of financial services to improvement of the quality of life of members. Consequently, these cooperatives are forced to come up with clear indicators on how to determine the impact of the cooperative on the members' lives.

In the case of the Philippine Army cooperative, majority of its members are still the lowly-paid soldiers even though rich generals are part of its membership roster. The big capital contributions of the generals are used to finance the loan requirements of the lowly soldiers.

The same is true for community-based credit cooperatives whose members are mostly poor. Members borrow primarily for providential purposes – payment of tuition fee and utility bills, fiesta celebrations, simple house repair. The

cooperatives' limited loan packages ranging from P5,000 to P20,000 indicate that they cater to small borrowers or micro-entrepreneurs.

For persons with disabilities, the National Federation of Cooperatives for Persons With Disabilities (NFCPWD) is able to generate employment for them. It is a federation of 16 primary cooperatives with, at least, 1000 members. It is able to provide fulltime or part-time employment to its members particularly through the production of classroom chairs for public schools under the Department of Education. Compared to NGOs, cooperatives definitely employ more people according to Fernando Aldaba, Ateneo de Manila Economics professor.

A study in 2005 showed that while cooperatives and cooperative/rural banks mobilized a relatively small proportion (2.61% or \$1.27 billion) of total deposits in the Philippine financial system compared to universal banks (90.13% or \$43.99 billion), they have an important weight in terms of client served (9.44 million or 30.84%). Their low average account balances (of \$354 and \$219 respectively) indicate coop banks serve poor clients (Gardio et. al., 2005).

As mentioned earlier, a weakness of most successful cooperatives is the lack of profiling among their members. There have been no efforts to conduct a baseline and to segregate membership data in terms of gender, employment status, civil status, profession, income levels, etc. Consequently, it is difficult to measure the impact of cooperative services, both financial and non-financial, on their members notwithstanding the numerous personal testimonies by poorer members on how the cooperative has helped them.

Four Opportunities of Philippine Cooperatives

1. RA 9520 and its Implementing Rules and Regulations (IRR)

All cooperative leaders interviewed for this paper unanimously agreed that RA 9520 or The Philippine

Cooperative Code of 2008 presents a whole range of opportunities for the cooperative movement. Undoubtedly, the new code is a better version of the 1990 Cooperative Code. According to Daniel Ang, NUWHRAIN Development Cooperative (NUWDECO) Board Director, 90% of the amendments were proposed by the cooperative sector.

A major opportunity offered by the new cooperative code deals with tax exemptions. Articles 60, 61 and 144 of RA 9520, together with the IRR on Cooperative Taxation launched by the Department of Finance and CDA last February 2010, would definitely benefit cooperatives and their members. Cooperatives are exempted, for example, from the 20% final tax on members' deposits and dividends, documentary stamps and real estate tax.

A case in point is Batangas Electric Cooperative II. When its Board of Directors unanimously approved a resolution for a permanent registration with CDA, National Electrification Administration (NEA) officials and several local government officials were infuriated. This was because the two cities and 15 municipalities under its franchise would be deprived of real property and franchise taxes. Lipa City alone was collecting about P100 million in taxes from Batelec II. To be exempted from real property and franchise taxes would mean downward adjustments in electric bills. (Panaligan et. al., 2010).

The new law also provides more powers to qualified coop banks. With the issuance of new BSP guidelines, coop banks can already:

- a. perform any or all of the banking functions of other types of banks, subject to certain rules and regulations; and
- b. establish branches to serve areas beyond their province, areas which are classified as under-served or un-served.

Among the new BSP rules and regulations are the following:

- a. Voting rights of members shall be proportionate to their paid up shares as opposed to the previous practice of "one man, one vote;"

- b. Clear definition of regular membership, as differentiated from associate membership; and
- c. Minimum paid-in capital requirement of P10 Million for newly-established cooperative banks.(www.bsp.gov.ph)

The cooperative leaders also identified other advantages of RA 9520, such as it:

- a. encourages specialization, by increasing types of cooperatives from six to 14;
- b. allows electric coops to choose whether to be registered under CDA or NEA;
- c. encourages transport coops to engage in the importation, distribution and marketing of petroleum products, spare parts of vehicles and supplies and in operating gasoline service stations and transport service centers;
- d. strengthens, mainstreams and protects local coops;
- e. promotes coop self-regulation;
- f. strengthens government regulation;
- g. tightens the requirements for coop registration, among them: to conduct an economic survey of the area of operations, undergo project monitoring and evaluation system (PMES), and hire a fulltime bookkeeper;
- h. improves access of coops to the support offered by national government agencies, government-owned and controlled corporations and government financial institutions;
- i. provides a special housing financing window for coops from appropriate government agencies;
- j. provides more powers to qualified coop banks;
- k. provides incentives to qualified financial service coops;
- l. increases to $\frac{3}{4}$ votes the requirement to pass a coop's General Assembly's decisions;
- m. makes mandatory the creation of mediation and conciliation and ethics committee;
- n. strengthens CDA's capacity to regulate with BSP and Department of Finance (DOF) support;
- o. allows the coop sector to set up its own protection mechanisms, such as deposit insurance, coop stabilization fund, and other such mechanisms with government support; and

- p. allows a cooperative to form a subsidiary that will engage in an allied business;
- q. provides preferential rights to franchises to establish, construct, operate, and maintain ferries, wharves, markets or slaughterhouses, and to lease public utilities and put up schools. (Philippine Coop Sector, 2009; Ping-ay and Paez, 2008)

2. Comprehensive Agrarian Reform Program Extension with Reforms (CARPER) Law

Another opportunity identified by cooperative leaders who particularly work with the farmer sector is RA 9700 or the CARPER Law. Signed into law on August 7, 2009, CARPER has restored Compulsory Acquisition with a budget of P150 Billion and 26 reform provisions.

According to CARPER advocates, the law extends CARP budget for Land Acquisition and Distribution (LAD) program for 5 years starting July 1, 2009. This is to complete the acquisition and distribution of the remaining 1 million hectares of private agricultural lands to landless farmers. It also:

- a. strengthens the ban on any conversion of irrigated and irrigable lands;
- b. emphasizes that any conversion to avoid CARP coverage is a prohibited act; and
- c. institutionalizes reforms recognizing the rights of rural women to be beneficiaries of CARP and to have meaningful participation in its planning and implementation.

3. Land Bank Charter

According to MSCB President, Reno Velasco, cooperatives have the opportunity to transform Land Bank into a real cooperative bank. Its charter will be amended in 2011 and cooperatives have the opportunity to pool resources together and become stockholders. A trust fund can be put up to hasten this transformation.

4. Information Technology

According to NATCCO CEO Sylvia Paraguya, Computer Information Technology is another

opportunity that cooperatives should already be taking advantage of. NATCCO has used such technology extensively in many of its operations: NATCCO-RCBC (Rizal Commercial Banking Corporation) Bankard Credit Cards, ekoopbanker Plus, debit e-loading, Pinoy Online Euro Fund, NATCCO IT Group and object aided software engineering (OASE) insurance databank system. A clear advantage of using such technology is how inter-coop communication and business transactions are made easier and efficient.

Four Threats to Philippine Cooperatives

1. Credit Pollution & the Rise of Micro-finance Institutions (MFIs)

Since the 1960s, credit cooperatives were the leading provider, if not the progenitor of micro-credit in the Philippines. But in the late 1990s and onwards, Microfinance has become the distinctive NGO success story. According to Raul Gonzales, it has “provided an alternative model of a financial system that is at once economically viable and leads to the economic empowerment of the poor” (Gonzalez, 2006). In the Philippines, the microfinance sector is dominated by 10-12 major players with a total outreach of about 1.6-million borrowers. The largest micro-finance institution (MFI) in the country, Center for Agriculture and Rural Development (CARD), claims that more than half of its clients move above the poverty line after eight years of continued support.

Several cooperatives have joined the microfinance bandwagon success. Unfortunately, multiple borrowings by a cooperative or microfinance member lead to poor loan portfolio for all creditors. This conclusion was based on consultations conducted in Metro Manila, Marinduque, Romblon, Camarines Sur and Albay in 2004 & 2005 with cooperatives and MFIs. In addition, small MFI players, with outreach ranging from 100-300 borrowers each, would not be able to survive in the next five years given the dominance of top microfinance players. Community-based credit cooperatives are vulnerable to this kind of

competition. Such threat has become more real with the recent entry of universal banks like Bank of the Philippine Islands (BPI) and Citibank who have started to test their microfinance models.

From another perspective, cooperatives can take advantage of microfinance as a tool to expand its membership and to be more relevant to the entrepreneurial poor. It is important that cooperatives are able to make a distinction between micro-lending and microfinance as defined by NGOs. It is also important that cooperatives continue to instruct its members on the basics of savings and wealth management. Cooperatives should provide their members financial literacy and inculcate in them the discipline of savings.

2. Privatization of Public Markets and Electric Coops

According to the National Market Vendors Confederation of Cooperatives (NAMVESCCO), the threat of privatizing public markets is very real.

In Laguna and Dapitan, two market vendor coops were dissolved due to privatization of public markets. The high rent and high goodwill money required to gain a stall in the “newly-improved” market was very prohibitive for ordinary market vendors.

In Malabon, after 12 years of being managed by market vendors’ cooperatives, only one of the four public markets has remained coop-managed. The rest have been privatized given the change in priorities of the new LGU leaders. The last coop-managed public market will also be completely privatized in the first quarter of 2010.

The dissolution of such cooperatives has meant the loss of self-employment for small market vendors.

In the case of electric cooperatives, there were attempts by private groups during the Estrada administration to take over one or two electric cooperatives. This did not materialize, as Estrada, who was in favor of privatization, was ousted through a peaceful people power revolution. But the threat remains real, as the Epira law, under an Investment Management Contract or IMC, allows a

private company to buy-out an electric cooperative after 5 years of management and control, and is suffering from huge debts. (Tapang et. al., 2005)

The potential loss of benefits for stock electric cooperatives includes:

1. loss of dividends,
2. loss of patronage refund,
3. reduced rates, and
4. less opportunities to improve service and electrify more areas.

3. ASEAN Free Trade Agreement-Common Effective Preferential Tariff (AFTA-CEPT)

Small sugar farmer cooperatives will not be able to compete against imported sugar when the tariff on sugar is lowered from 38% to 5% this year, as provided in the AFTA-CEPT. The Sugar Regulatory Authority says that 75% of sugarcane producers are small farmers who are agrarian reform beneficiaries tilling .01 to 5 hectares of sugarcane land. Small sugar farmers in the Philippines still depend on expensive farm inputs and poor rural infrastructure but are forced to compete with subsidized farmers who offer cheaper imported sugar. While the consuming public will benefit from lower sugar prices, trade liberalization has the potential to reverse the gains of agrarian reform. Landlords, big investors and multinational companies may impose stricter contracts, regulations, to ask for land as collateral and to buy more land either for commercial production or for land conversion.

4. Climate Change

The effects of global warming are already felt in the Philippines. These include:

- heavy floods,
- super typhoons,
- El Niño phenomenon,
- rise in sea level, and
- loss of biodiversity.

Such effects, in turn, lead to:

- loss of property and lives,
- loss of livelihoods and businesses,

- being cut off from water and electricity services, and
- altered coast lines.

With such scenarios, migration is imminent, eroding the human resource base of all cooperatives.

At present, there are no clear mechanisms or programs on how cooperatives are preparing for such scenarios. Cooperatives may have survived the financial crisis of 1997 or the global crisis of 2009 but they will definitely suffer from the effects of climate change.

There is, of course, a statutory reserve of 3% for community development that can be used for training in community-managed disaster risk reduction. Cooperatives, however, need to address the ongoing effects of the climate change crisis.

Recommendations

There are several projects which Philippine cooperatives may pursue to address their strengths and weaknesses, opportunities and threats.

A. Building the Capacity of the Philippine Cooperative Center (PCC) for Cooperative Information Data-Banking

By September 30, 2010, the re-registration of operating cooperatives shall have ended. The mandate of the Cooperative Development Authority is to cancel and to de-list all other cooperatives who failed to re-register. By this time too, CDA would have compiled and encoded enough data extracted from the comprehensive annual performance reports (CAPR) which cooperatives are required to submit since 2008.

After September 2010, PCC and CDA can begin to look into the quality of data that CDA has in its computer information system. They can subsequently use the information in preparation for the 10th National Cooperative Summit.

PCC could also generate invaluable coop statistics (e.g., total membership, total employment, area of

operations, total assets) for each specific type of cooperative. This way, PCC could use such statistics in promoting industry-focused business ventures, mergers or integration.

This engagement with CDA may be the start of developing the capacities of PCC for computer information data-banking.

B. Building the Capacity of Federations and Unions to Train Cooperatives in Using CAPR and COOP-PESOS Rating Tools

In April 2007, the Board of Administrators of CDA approved to adopt CAPR as its tool to establish a reliable database for those cooperatives who offer savings and credit services.

In July 2007, training workshops on the adoption and use of CAPR were conducted in Tagaytay and Davao for 70 cooperative development specialists of CDA.

“Participants ... were required to develop their re-entry plan which includes the conduct of re-echo seminars to the other CDS in the region and the conduct of promotion and advocacy activities among primary cooperatives regarding the submission of the CAPR” (Llanto and Geron, 2007).

Another area of cooperation between CDA and federations/unions is to jointly review samples of CAPRs submitted by cooperatives, as well as of COOP-PESOS ratings done by CDA specialists. This is to determine if there is a need to further orient cooperatives on the use of CAPR and the value of COOP-PESOS rating tool. Workshops could train federations and unions so they can be deputized by CDA to gather and verify information before it is encoded into CDA's databank system. Federations and unions will then focus on assisting its members on using CAPR and COOP-PESOS.

C. Facilitating the Establishment of the Cooperative Credit Bureau

There has been a series of meetings among six cooperative federations engaged in credit operations. They are to conceptualize and set up a Cooperative Credit Information Bureau which will

be launched during the 10th National Cooperative Summit in October 2010. This joint effort is expected to address key issues such as:

- multiple-borrowings of cooperative members,
- access to members' credit history, and
- access of poor members to financial services.

D. Establishing an Independent Research Institution or Think Tank for Cooperative Promotion and Development

There is definitely a need to put up an independent research or think tank for the Philippine cooperative movement. Such an institution can produce regular research papers which:

1. measure the impact of cooperatives on the national economy;
2. measure or identify the social and economic impact of cooperatives on the life of the poor and identifying how the poor participates in coop governance;
3. assess very specific types of cooperatives such as transport cooperatives;
4. assess the strengths and weaknesses of the cooperative sector;
5. assess how cooperatives have fulfilled their role as instruments of equity, social justice and economic development or as a vehicle for poverty alleviation and democratization of wealth;
6. update data on women participation; and
7. assess the relationship between government institutions and cooperatives.

This institution should be equipped to network with:

- government institutions,
- donor agencies,
- academe,
- think tanks,
- cooperatives, and
- other civil society organizations.

It might be advantageous but not necessary to house such an institution in a university.

E. Supporting the Efforts of the Cooperative Education and Training Forum

Since its first meeting in June 2008, several cooperative educators and CDA personnel have been meeting every month to look into the state of cooperative education and training in the Philippines. So far, this group of committed educators has managed to identify gaps and the necessary interventions needed, such as:

1. standard modules, manuals and training program;
2. a system for accreditation of training providers and training programs;
3. new delivery mechanisms and strategies such as distance education;
4. a database of trainers and training programs;
5. a coordinating body that could be a repository or clearing house for all this information.

This volunteer group has already been able to produce a quality coop video that covers four lessons emphasizing the fundamentals of cooperatives.

F. Enhancing the Research Capacities of Federations

Based on the strengths and weaknesses mentioned in the previous section, federations would benefit if their research capacities were enhanced for particular concerns such as the following:

1. developing and testing tools for membership profiling and for gathering baseline information;
2. documentation of success stories on innovative cooperative business ventures and successful member-entrepreneurs;
3. developing and improving scorecards or benchmarking; and
4. assessing primary cooperative members who are into dedicated and specialized services, examples of which are cooperatives of persons with disabilities, or cooperative banks.

G. Producing a Newspaper for the Cooperative Sector

Producing different cooperative newspapers, PCC and NATCCO might want to study the feasibility of producing a self-liquidating cooperative newspaper with the coop sector as its main market. The newspaper will be sold and will accept ads to make it sustainable. The editorial board will come from PCC, NATCCO and other stakeholders. The board will tap media and other volunteer writers who will contribute articles on a regular basis. It will also tap media coops for other forms of support.

H. Sponsoring Training or Fora for Special Concerns

Special training may include training on:

- community-managed disaster risk-reduction, to address the lack of preparedness of cooperatives in dealing with the consequences of global warming, and
- maximizing tax exemption and other privileges of RA 9520.

Forum topics may be on:

- the limits and possibilities of the new political administration after the May 2010 elections;
- how cooperatives in other countries became significant market players; and
- how cooperative education can further be integrated into the academic curriculum.

I. Strengthening Efforts on Model-Building

Another area of great interest among cooperatives is the pursuit of highly innovative cooperative enterprises. An example is the case of Metro South Cooperative Bank (MSCB), whose members are, among others, 24 cooperative banks and 5 electric cooperatives, classified as billionaire and millionaire cooperatives. These coop banks and electric cooperatives are central to MSCB's strategy for growth. Support may then be given to MSCB so they can conduct assessments as to how their member-coops can be helped by MSCB and vice-versa.

Existing efforts on model-building may also be given additional support. It is worthwhile to mention here the Cooperative Deposit Insurance System (CODIS). Launched in August 2008, CODIS is a deposit insurer, similar to the Philippine Deposit Insurance Corporation, which aims to protect the savings of their cooperative members. Among the founding members of CODIS are:

- First Community Cooperative
- Cebu-CFI Community Cooperative
- Sorosoro Ibaba Development Cooperative
- Nueva Vizcaya Alay Kapwa Multipurpose Cooperative
- USPD Multipurpose Cooperative
- National Savings & Housing Cooperative
- Lamac Multipurpose Cooperative
- San Dionisio Credit Cooperative, Barangka Credit Cooperative
- St. Jude Multipurpose Cooperative.

Cooperatives who want to insure their members' deposits through CODIS must contribute P2 million as "reserve fund." They will have to subject themselves to strict supervision and mentoring to ensure prudent management. They also must have a solvency ratio of not less than 35% of their total assets, and a capital adequacy ratio (CAR) of not less than 15%.

Conclusion

At this point, no assessment could be more accurate than that of Virginia A. Teodosio (2009):

"Eradicating poverty in all its forms, is the greatest challenge for the international community ... In the Philippines much still needs to be done and an important dimension of inclusive development involves the participation of poor people...With the increasing spread of social development agenda from below, there should be a comprehensive flagship program on the role of cooperatives in the UN's Millennium Development Goals. There should be an understanding of social capital on issues of ownership and empowerment at the community level. Cooperative leaders bring unique strengths and skills and they can be mobilized in the management of the environment and in natural resources. There is a need for a long term focus on cooperatives and to develop performance benchmarks to monitor and evaluate them systematically. Gender equity in cooperative governance should be recognized and promoted in the cooperative's strategic operating principles. There should be strengthening of CDA's data processing and its library improved so that it can serve as an information base and clearing house. Essentially, how can research into cooperatives be more carefully and systematically undertaken? Are cooperatives effective in narrowing the gap between the wealthy and the poor? Knowledge management through research policy studies is a particular type of skill that will help government officials and the cooperative leaders sustain efforts towards consolidation through the sharing of experiences and plans. Cooperation has already been written into the legislation. The task of the next 25 years is to build on this and update research in theory and practice".

Annex A

PCC Membership as of December 31, 2009

Members with Nationwide Operations = 18
Cooperative Banks Federation of the Philippines (BANGKOOP)
Cooperative Education and Development Center (CEDCI)
Cooperative Foundation of the Philippines Inc. (CFPI)
Cooperative Insurance System of the Philippines (CISP)
Coop-Life Mutual Benefit Services Association (CLIMBS)
Cooperative Union of the Philippines (CUP)
Federation of Free Farmers Cooperatives, Inc. (FFFCI)
Federation of Peoples' Sustainable Development Cooperative (FPSDC)
National Cooperative Marketing Federation (NCMF)
Katipunan ng mga Kooperatibang Pansasakyan ng Pilipinas, Ink. (KKPPI)
National Confederation of Cooperatives (NATCCO)
Federation of Teachers Cooperative (FTC)
National Market Vendors Confederation of Cooperatives (NAMVESCO)
Philippine Assurance Cooperative Service Cooperative
Philippine Federation of Credit Cooperatives (PFCCO)
Philippine Federation of Women In Cooperatives (PFWC)
Philippine Resort-Travel and Education Service Cooperative (PRESCO)
Philippine Rural Electric Cooperatives Association, Inc. (PHILRECA)
Members with Regional Operations = 7
Cagayan Valley Confederation of Cooperatives and Development Center (CAVALCO)
Metro South Cooperative Bank (MSCB)
Mindanao Alliance of Self-Help Societies – Southern Philippines Education Cooperative Center (MASS-SPECC)
National Capital Region League- Philippine Federation of Credit Cooperatives (NCRL-PFCCO)
Northern Luzon Federation of Cooperatives and Development Center (NORLUCODEC)
Tagalog Cooperative Development Center (TAGCODEC)
Visayas Cooperative Development Center (VICTO)
Member Primary Cooperatives = 19
AMKOR Technology Philippines Cooperative (ATPCOOP)
Asia Pro Cooperative (ASIA PRO)
Baguio-Benguet Community Credit Cooperative, Inc. (BCCCCI)
First Integrated Community Cooperative (FICCO)
LIMCOMA Credit Cooperative (LIMCOMA)
LINGAP Credit Cooperative (LINGAP)
Llano Multi-purpose Cooperative (LLANO MPC)
National Cooperative Movement (NCM)
Novaliches Development Cooperative (NOVADECI)
NUWHRAIN Development Cooperative (NUWDECO)
Paco Credit Cooperative (PCC)
Paco-Soriano-Pandacan Development Producers Cooperative (PSPDC)
Philippine Army Finance Center Producers Integrated Co-operative (PAFCIPIC)
PLDT Employees' Service Cooperative (TELESCOOP)
Project 4 Development Cooperative (P4DC)
San Dionisio Credit Cooperative (SDCC)
United Methodist Church MPC (UMCMCI)
University of the Philippines Employees' Housing Cooperative (UPEHCO)
Valenzuela Development Cooperative (VALDECO)

Annex B.

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 - c. 8th National Cooperative Summit, Puerto Princesa Coliseum, Puerto Princesa City, Palawan, 4-6 October 2006
 - d. 9th National Cooperative Summit, Camsur Watersports Complex, Provincial Capital Complex, Cadlan, Pili, Camarines Sur, 22-25 October 2008
 - e. 13th General Assembly, Metro South Cooperative Bank, SMX Convention Center, Mall of Asia, Pasay City, 6 June 2009
 - f. 22nd Annual General Assembly, Bangkoop
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Annex C

Brief Description on Cooperatives Interviewed or Researched

1. National Federations = 14

a. Cooperative Banks Federation of the Philippines (**BANGKOOP**)

Formerly known as the Cooperative Rural Bankers Association in the Philippines, Bangkoop was organized and registered with the BCOD as a non-stock association in December 13, 1979. In 1985, Bangkoop was renamed Cooperative Rural Banks Federation of the Philippines with the amendment of its charter and transformation as a stock cooperative federation. It was renamed again in the 1990s as the Cooperative Banks Federation of the Philippines to reflect its geographical scope of operations. From an original membership of 29 cooperative banks, Bangkoop grew to a national federation of 54 registered cooperative banks. These cooperative banks are owned by cooperatives, whose members are primary cooperatives, or by cooperative-oriented individuals. According to a Bangkoop report from 1978 to 1988, the individual farmer-investors increased from 295,000 to 336,000 and the loan accounts increased from 13,000 to 25,000. Land Bank of the Philippines has already infused P 1 million in each of the 29 coop banks and in 1988, another P 16 million was infused in the coop banking system. But with the closure of 11 banks and conversion of one into a rural bank, the number of operating cooperative banks left is down to 42. Bangkoop services to its members consist of education and training, management advisory, legislative and policy initiations, fund sourcing, linkages and networking and project packaging and management. It meets with the Bangko Sentral ng Pilipinas every quarter to discuss issues affecting the cooperative banking sector. Contact information: Address - Rm 316, Pasda Mansion, 77 Panay Ave. corner Timog Ave. Telephone Nos. - 3766588, 4110602.

b. Cooperative Education and Development Center (**CEDCI**)

CEDCI was registered with the Cooperative Development Authority on March 6, 1992. It holds office at Consolacion Convent, 273 Santolan Rd. It started with 16 members with an authorized share capital of P 50,000, subscribed share capital of P 12,500 and a paid-up capital of P 3,500. It is a member of NATCCO. Contact information: Address – 273 Santolan Road, San Juan City. Telephone Nos. – 7260744, 7252727.

c. Cooperative Insurance System of the Philippines (**CISP**)

Founded on January 25, 1974, the CISP was organized with a capitalization of P.30 million to promote and engage the service of life insurance as a cooperative. Organized at the University of the Philippines, Diliman, Quezon City, its membership included cooperatives and their federations and unions, samahang-nayons, trade unions and their federations, and individual policy holders. It was issued a certificate of Authority from the Insurance Commission on 1974. CISP is affiliated with the Philippine Life Insurance Association (PLIA), Insurance Institute for Asia and the Pacific (IIAP), Cooperative Union of the Philippines, Inc. (CUP), CARP MRI Pool, DOLE OCW Life Insurers Group, International & Oceania Association (ADA) and ASEAN Cooperative Organization (ACO). Regulated by the Insurance Commission and the CDA, it is operating nationwide with 13 regional offices, insuring mostly the underprivileged and farmers of the country. To date, CISP has more than 2,000 cooperative members and insures over 700,000 individuals annually. Its services include ten types of group plans and 11 types of individual plans making it a very profitable insurance company. Contact information: Address - CISP Bldg., 80 Malakas St., Central District Diliman, Quezon City 1100. Telephone Nos. - 9230739, 4359128, 4330246.

d. **Coop-Life Mutual Benefit Services Association (CLIMBS)**

Set up in 1971, CLIMBS is a mutual benefit cooperative society whose main objective is to develop cooperative banking and insurance services to members of cooperatives in the Philippines. Starting with six cooperatives, it has grown to 173 cooperatives with 66,569 members. As of December 1993, its revenue amounted to P 24.8 million. CLIMBS has current assets of P 7 million. The major social protection programs and services being offered by CLIMBS are Mutual Assistance System, Life Savings Plan, Loan Protection Plan (LPP), Members Protection Plan, Coop Employees Retirement Plan and Coop Officer Protection Plan. CLIMBS presently invests its money in the National Confederation of co-operatives (NATCCO), which in turn lends to, or guarantees the loans of, co-operatives in need of working capital. It also allows its regional centers to retain 40% of the premiums collected in their respective areas. The other 60% are then pooled into a central fund and are then lent out to member cooperatives. Because of these schemes, many cooperatives, such as those in Bohol and Davao provinces, have ventured into support businesses such as funeral parlors. These in turn help to bring down funeral expenses for individual members, such as the cost of coffins. Contact information: Address - Tiano-Pacana St., Cagayan de Oro City. Telephone – (8822) 723806.

e. **Federation of Free Farmers Cooperatives, Inc. (FFFCI)**

FFFCI was first organized in 1964 as the Free Farmers Cooperative, Inc. (FFCI) which served as the economic arm of the Federation of Free Farmers (FFF). Cooperative membership which was limited to the members of FFF started with 171 members. By end of 1976, FFCI membership reached 17,919 from 41 provinces. FFCI engaged in the bulk purchase of fertilizers, extension of crop loans, marketing farmer's products, acquisition and renting out of tractors, purchase and installation of water pumps for irrigation, in the construction and operation of rice mill and in the purchase and operation of trucks for hauling. Due steady growth, FFCI was converted into a secondary organization and renamed the Federation of

Free Farmers Cooperatives, Inc. with an initial membership of 35 registered primary cooperatives. In the early 1980s, a national revolving fund generated through internal savings, members' capital contributions and foreign grants, was put to help finance primary-level projects. While the fund has steadily grown to more than P 30million, FFFCI stopped its lending service in 1999 due to difficulties in collecting past due accounts. According to its Finance Head, the remaining active members of FFFCI as of December 2009 are 27 cooperatives. Contact information: Address - 41 Highland Drive, Blue Ridge, Quezon City. Telephone Nos. - 6471093, 6471451. Website - www.freefarm.org.

f. **Federation of Peoples' Sustainable Development Cooperative (FPSDC)**

The FPSDC started as a program of the Philippine Development Assistance Programme, Inc. (PDAP). PDAP together with 21 organizations, composed of POs, NGOs and cooperatives, organized themselves into a cooperative, registered on March 8, 1998 with the Cooperative Development Authority. With a donated capital of P37 million coming from PDAP, FPSDC has steadily increased its member's equity to P66.6 million in 10 years. With membership open to cooperatives and cooperative-oriented organizations duly registered with CDA and with the Securities and Exchange Commission, FPSDC now has 112 members as of December 2009. Committed to Sustainable Development, FPSDC organized itself primarily

"to receive and contribute to charitable, cultural, scientific, developmental and educational cooperatives, non-stock, non-profit, non-government private organizations or cooperatives to support projects and programs leading to sustainable production and the achievement of a sustainable society or aimed at developing the economic, social and technical capabilities of such organizations and of marginalized communities".

Contact information: Address - Rm 709 Future Point Plaza 1, 112 Panay Ave., Quezon City. Telephone Nos. - 410-4380, 3764942.

g. Federation of Teachers Cooperative (FTC)

FTC was registered with the Cooperative Development Authority on August 5, 2002. It holds office in 177 M. Martinez St., Barangay Plainview. It started with 15 members with an authorized share capital of P 240,000, subscribed share capital of P 60,000 and a paid-up capital of P 15,000. Its total assets amount to P 622,964.62 as of 2008 filing of annual reports with CDA.

h. Katipunan ng mga Kooperatibang Pansasakyan ng Pilipinas, Ink. (KKPPI)

On October 19, 1973, EO 898 re-organized and re-named the Committee on Transport Cooperative into the Office of Transport Cooperative (OTC) of the Department of Transportation and Communications and broadened its powers. EO No. 898 also mandated KKPPI as an ex-officio member of the OTC Board. OTC recommended that eligible beneficiaries of transport coops are drivers, driver-owners, small operators, mechanics and employees of the transport industry. In 1974, KKPPI was first registered with the Securities and Exchange Commission. In 1993, it was registered with the Cooperative Development Authority as a tertiary cooperative federation. KKPPI is recognized as the sole transport service cooperative apex federation by virtue of OTC AO No. 2000-001. It has a membership of 22 secondary cooperatives composed of 443 primary cooperatives and 61,948 cooperative members operating in Metro Manila and 13 regions. Among its projects is the "Boundary Hulog Program," a joint project with CDA and Development Bank of the Philippines. As of 2003, it has a paid-up capital of P216,750, receivables of P 9.4 million and accumulated net loss of P 2.93 million. Contact information: Address - PCC Bldg., 90 Balete Drive Extension, Quezon City. Telephone No. - 7237392.

i. National Cooperative Marketing Federation (NCMF)

Formerly known as Cooperative Trading Center, NCMF was registered with the Cooperative Development Authority in 1995. Its main objective is to serve as a marketing link between rural cooperative producers and urban-based cooperative members. In the first

8 years it operated at a loss but recovered in the last 7 years with a net profit. At present, its main activity is to purchase rice in bulk from millers and re-sell these to government institutions who provide rice allowances to their employees. Remaining active members are 12 cooperatives from an original membership of 20 primary cooperatives and tertiary-level cooperatives. Contact information: Address – NFA Minprocor Compound, 447 Del Monte Ave., San Francisco Del Monte, Quezon City. Telephone – 3711446.

j. National Confederation of Cooperatives (NATCCO)

Formerly the National Association of Training Centers of Cooperatives, NATCCO was set up in April 1977 as a tertiary-level organization by five regional cooperative centers - MASSPEC, VICTO, NORLU, TAGCODEC, and BCDC. As of 1993, NATCCO had a membership base of 1,221 cooperatives of various types nationwide. In the past decade, however, NATCCO went through a difficult decision: that is, to become a secondary-level organization by recruiting primary cooperatives, in order to become more financially stable. While such strategy increased its direct membership to almost 400 members, it also lost some of its key partners namely VICTO, NORLU and NAMVESCO. Today, NATCCO claims to be the largest national federation in the country in terms of total resources, with assets at P844.2 million and members' equity at P 126.44 million. Its core business is wholesale lending, offering a variety of financial products. It is also engaged in several enterprises such as coop-mart, funeral, housing, travel and tours and agri-based businesses. It is a member of international cooperative organizations such as International Cooperative Alliance and World Council of Credit Unions. Contact information: Address - 220 JP Rizal St., Project 4, Quezon City. Telephone Nos. - 9137011/ 9126005.

k. National Market Vendors Confederation of Cooperatives (NAMVESCCO)

Formerly known as National Market Vendors Cooperatives Federation, Inc, NAMVESCO was organized through the initiative of Assemblyman Luis Taruc on August 29, 1979.

Market vendors came from Manila (Quinta, Baclaran, Paco-Soriano and Divisoria), Quezon City (Novaliches), Rizal (Malabon, Marikina and Tanay), Laguna (San Pedro), and Batangas (Lemery). By 1979, it had 65 member-primaries and its services included education and training, inter-lending and management consultancy and auditing. By 1991, NAMVESCO's assets were P 300 million and loans granted have reached P 700 million. But as of December 2008, NAMVESCO's total assets were down to P 10.99 million and paid-up share capital was P 5.94 million. While membership has grown to more than 80 members, Chief Operating Officer Ramil Santos reported that there were only 34 active members as of December 2009. Contact information: Address - 2nd Floor, PSPDC Bldg., 1343 A. Linao St., Paco, Manila. Telephone - 5256515.

I. **Philippine Federation of Credit Cooperatives (PFCCO)**

Organized in 1960, PFCCO was initially registered as the Philippine Credit Union League (PHILCUL) under RA 2023 with assistance from the Credit Union National Association (CUNA) now known as World Council of Credit Unions (WOCCU). In 1980, PHILCUL was renamed PFCCI (Philippine Federation of Credit Cooperatives, Inc.) who in turn was changed to PFCCO (Philippine Federation of Credit Cooperatives) in 1992. It is the oldest cooperative federation in the Philippines whose current members are eight leagues operating nationwide, with an estimated total membership base of 900 primary cooperatives. Its member leagues provide a variety of business and non-business services. PFCCO had its worst financial crisis in 1995, suffered from some structural reforms in 2000, and was proposed to be dissolved in 2001. Contact information: Address - 20 Sapphire Street, Fern Village, Pasong Tamo, Diliman, Quezon City. Telefax – 9319855. E-mail - cumi@pfcco.co. Website - www.pfcco.coop.

m. **Philippine Federation of Women in Cooperatives (PFWC)**

Organized in 1979 as a group of women-members in cooperatives, PFWC was registered with the Cooperative Development Authority in

1994 as a cooperative federation. Its current membership consists of 28 primary cooperative members who promote gender equality and empowerment in the cooperative sector. It holds office in CUP Bldg. cor. Mo. Ignacia St., & A. Rocas Avenue. The records of CDA show two different sets of data for PFWC: an authorized capital of P 1,584,000, subscribed capital of P 396,000, paid-up capital of P 99,000 and total assets of P 1,709,728.78 while another one is an authorized capital of P 600,000, subscribed capital of P 150,000, paid-up capital of P 37,500 and total assets of P 1,389,572. PFWC conducts seminars on cooperative education, livelihood, health/wellness and gender equality. It has a complete set of board and committee members. Contact information: Address – CUP Bldg., Mo. Ignacia Ave., Quezon City. Telephone Nos. – 4131603, 4131602.

n. **Philippine Resortel and Education Service Cooperative (PRESCO)**

PRESCO was registered with the Cooperative Development Authority on July 13, 2005. It holds office in the NCR League of Cooperatives, GF PCC Bldg., Balete Drive Extn., Brgy. Kristong Hari. It started with 30 members with an authorized share capital of P 96,000, subscribed share capital of P 24,000 and a paid-up capital of P 6,000. Its total asset was P 200,490.04 as of 2008 filing of annual reports with CDA. Contact information: Address – G/F PCC Bldg., 90 Balete Drive Extension, Quezon City. Telephone – 7252123.

2. Regional Federations = 6

a. **Metro South Cooperative Bank (MSCB)**

Registered with the Cooperative Development Authority on September 12, 1996, Metro South Cooperative Bank started commercial operations on March 14, 1997. Its primary purpose is to carry on banking and credit services for cooperatives and to perform banking and credit functions with individuals and/or the public in general with a mission to assist cooperatives in their financial needs. In March 1997, the Bangko Sentral ng Pilipinas issued a certificate of authority to the Bank to operate as a cooperative bank pursuant to RA 6938 and Monetary Board Resolution No 745. As a cooperative bank, MSCB is under the

supervision of the BSP in collaboration with CDA. MSCB's net income for 2008 was P 8.04 million while membership base was 879. Its goal is to become the national coopbank of the Philippines with the biggest capital base. In the next two years, it will set up 5 satellite offices in the cities of Tuguegarao or Cauayan, San Fernando, Legazpi or Naga, Cebu and Cagayan de Oro. It is also a member of Bangkoop and PCC. Contact information: Address – 4718 Eduque St., Makati Avenue, Makati City. Telephone Nos. – 8976600, 8979048, 8979052.

- b. Mindanao Alliance of Self-Help Societies – Southern Philippines Education Cooperative Center (**MASS-SPECC**)

MASS-SPECC's record of service began in 1966 when cooperative education and training was the flagship and forefront of its cooperative endeavors. It considers itself as the oldest and the biggest regional cooperative federation in the country with total assets of P368 million and net profit of P12.8 million in 2008. It covers 24 out of the 27 provinces of Mindanao with its more than 150 primary cooperatives. It has evolved a number of pioneering services, all geared towards the development of cooperatives to become relevant players in Mindanao development. Its core business is the Mindanao Central Finance Facility which lends to member cooperatives in need of capital for service expansion, microfinance operations, new viable enterprises and new branches. It maintains a building in Davao city and a hostel in Cagayan de Oro City.both provides accommodation, function rooms, and restaurant services. In December 2007, MASS-SPECC was connected to MEGALINK, the first non-bank, cooperative federation affiliate member. It was a founding member of NATCCO. Contact information: Address - Tiano-Yacapin Streets, Cagayan de Oro City, Misamis Oriental. Telephone Nos. - (08822) 725762 / 726516. Email - mass-specc@gmail.com. Website - <http://www.mass-specc.coop>. Second Address - Dinaville Subdivision, Maa, Davao City. Telephone – (082) 2441096.

- c. National Capital Region League- Philippine Federation of Credit Cooperatives (**NCRL-PFCCO**)

Registered in September 22, 1999, NCRL-PFCCO was a product-of the League Enhancement Program of PFCCO. Its products and services include lending, savings, mutual benefit fund, loan protection plan and human resources trainings. Members' benefits include business and technical assistance and capacity-building programs. Contact information: Address - G/F Philippine Cooperative Center, 90 Balete Drive Ext., Quezon City. Telephone Nos. - 448765, 4146440. Email - ncrlpfcc@gmail.com.

- d. Northern Luzon Federation of Cooperatives and Development Center (**NORLU-CEDEC**)

NORLU-CEDEC was registered with the Cooperative Development Authority in January 8, 1991. It holds office at BCPSTA Bldg., Military Cut-off Road, Baguio City. It started with 27 members with an authorized share capital of P 108,000, subscribed share capital of P 27,000 and a paid-up capital of P 6,750. Like VICTO, it was a founding member of NATCCO but left it recently after serious disagreements regarding strategy. Contact information: Address - 12 Bokawkan Road, Baguio City. Telephone – (074) 4424662.

- e. Tagalog Cooperative Development Center (**TAGCODEC**)

Formerly known as Tagalog Cooperative Training and Education Center, TAGCODEC was founded by cooperative leaders in Metro Manila and the Tagalog Regions 3 and 4 at the Jesuit Sacred Heart Novitiate in Quezon City on July 19, 1975 and was registered with the Securities and Exchange Commission on February 2, 1976. Later, TAGCODEC re-registered with the Bureau of Agricultural Cooperative Development (BACOD) with its new name on November 9, 1987. With a founding capital of P 9,500, TAGCODEC has managed to increase its total assets to over P10,700,000 with a membership strength of 102 primary cooperatives. Its services include Savings and

Credit Facility, Deposits, Inter-coop Trade, Education and Training, Consultancy and Audit Linkaging, Social Services and Organizational and Registration of New Cooperatives. It is also a member of NATCCO. Contact information: Address - ACDECO Bldg., Col. JP Aguido St., San Roque, Angono, Rizal. Telephone Nos. – 2952809, 6510601. Website - <http://tagcodec.net>. Email – info@tagcodec.net.

f. Visayas Cooperative Development Center (VICTO)

VICTO traces its roots back to the early 1960s when some Canadian missionaries, the Scarboro Fathers, arrived in Southern Leyte. Realizing that the people they had come to serve were caught in a cycle of exploitation and poverty, the missionary-priests worked closely with local community leaders and came up with a plan called “Saving Souls the Co-op Way”. Cooperatives were formed in every parish covered by the missionaries. In 1970, cooperative leaders established a modest training center which became known as VICTO. VICTO claims to be the most viable cooperative-owned institution in the Visayas with a membership of 249 cooperatives operating in 17 provinces. The Center’s services include consultancy, audit, training, financing, inter-coop trading, research and publication, training center and hostel. VICTO was a founding member of NATCCO but left it recently after serious disagreements with its strategy. Contact information: Address – 1st St., Beverly Hills, Lahug, Cebu City. Telephone Nos. – (032) 2533153, 2531317. Email add - victo@cebu-online.com. Website - <http://www.cebu-online.com/coop-victo>.

g. National Union : Cooperative Union of the Philippines (CUP)

In an attempt to control the whole cooperative system, the government, through the Bureau of Cooperative Development, organized CUP in 1979. CUP was to serve as the apex organization of all cooperatives registered under PD No. 175 and all cooperatives were required to register with it. Formed to centralize the coordination of all education and training programs of all cooperatives in the country, CUP started operations in 1980

and was recognized as a representative of Philippine cooperatives in 1981 by the International Cooperative Alliance (ICA) and the ASEAN Cooperative Organization, and in 1984, by the International Labor Organization (ILO). As of October 2004, nine national federations, 14 regional cooperative unions and 67 provincial and city cooperative unions are affiliated with CUP. Members of CUP benefit from its education and training programs which aim to professionalize cooperative management and develop the knowledge and competencies of officers and staff. Other services of CUP include management consultancy, auditing, legal services, liaison work, technology transfer and livelihood development. Contact information: Address – CUP Bldg., Mo. Ignacia cor. Roces Avenue, Quezon City. Telephone Nos. – 4131602, 4131603.

h. National Cooperative: Cooperative Foundation of the Philippines Inc. (CFPI)

CFPI is a non-government organization which is non-stock and non-profit. It was registered with the Securities and Exchange Commission in May 1977 and its operations began in 1978. It was registered as a cooperative with the Bureau of Cooperative Development on August 13, 1981. In 1984, CFPI was accredited as a tax-exempt foundation by the Department of Science and Technology and a donee institution by the Bureau of Internal Revenue. All donations made to CFPI were 100% tax-deductible. CFPI aims to promote the development and growth of cooperatives as instruments for social justice, economic growth and for the uplift of the socio-economic conditions of the poor particularly the small farmers. Principal activities of CFPI include research and policy studies, cooperative development, business development, promotion and publications, and a cooperative databank and information center. Its main source of finance is the interest from its P 4 million trust fund and grants from local and foreign institutions. As of 2009, its remaining office is in Davao while most of its files and documents are kept in Bangkoop office. Contact information: Address – c/o Bangkoop, Rm 316, Pasda Mansion, Panay Ave., Quezon City. Telephone – 4110602.

i. National Association: Philippine Rural Electric Cooperatives Association, Inc. **(PHILRECA)**

Previously known as the Federation of Electric Cooperatives in the Philippines (FECOPHIL), PHILRECA was registered on July 1, 1979 as the umbrella organization of 119 electric coops providing electricity in 73 provinces and 1,417 cities and municipalities as of 1993. It was first registered with the National Electrification Administration in 1979 and then with the Securities and Exchange Commission in 1988. The association is a non-stock, non-profit entity formed primarily for the purpose of promoting the goals of the rural electrification

program, of fostering nationwide interest and involvement in the program activities, and of encouraging the growth of electric cooperatives as institutions in the rural areas. The over-all accomplishments of the electric coops nationwide as of the year-end 1992 were the energizing of 3,471,803 households or 50% accomplishment, 1,337 towns and cities (94% accomplishment), 22,487 barangays (93% accomplishment) and the attainment of 94% collection efficiency from the consumers. Contact information: Address – 4th Floor, Casman Bldg., 372 Quezon Ave., Quezon City. Telephone Nos. – 3742538, 3724913.

Annex D

List of Interviewees

1. Ambrosio M. Rodriguez
President
Cooperative Insurance of the Philippines (CISP)
2. Christie Rowena C. Plantilla
General Manager
Federation of People's Sustainable Development
Cooperative (FPSDC)
3. Cristina M. Salvador
Accountant
Cooperative Banks Federation of the Philippines
(BANKOOP)
4. Daniel Ang
Director
Nuwhrain Development Cooperative (NUWDECO)
5. Joel Sto. Domingo, Sr.
President
Katipunan ng mga Kooperatibang Pansasakyan ng
Pilipinas, Inc (KKPPI)
6. Lionel Abril
General Manager
Philippine Cooperative Center (PCC)
7. Lisa Santos
Chief, Research, Information, Training Division
Cooperative Development Authority
8. Ma. Femila S. Gregorio
Head, Finance Department
Federation of Free Farmers Cooperatives, Inc. (FFFCI)
9. Marietta Hwang
Chief, Registration Division
Cooperative Development Authority
10. Nancy F. Marquez
Chairperson
Philippine Federation of Women in Cooperatives
(PFWC)
11. Atty. Niel Santillan
Executive Director
Cooperative Development Authority
12. Ramil C. Santos
Chief Operating Officer
National Market Vendors Confederation of
Cooperatives (NAMVESCO)
13. Reno P. Velasco
President
MetroSouth Cooperative Bank (MSCB)
14. Romulo Villamin
Head
Institute for Co-op Excellence
15. Sylvia Paraguya
Chief Operating Officer
National Confederation of Cooperatives (NATCCO)
16. Wendell Ballesteros
General Manager
Philippine Rural Electric Cooperatives Association,
Inc. (PHILRECA)

Research Institutions and Think Tanks

Jennifer Santiago Oreta and Carmel Veloso Abao

“Think tank” is a term not commonly used among civil society organizations (CSOs). In fact, many CSOs, perceived as think tank by outsiders, are cautious to classify themselves as such. Most CSOs engage in research as a direct consequence of their primary goal, which is delivery of basic services or advocacy, depending on what kind of CSO they are. The research dimension is an add-on, a way to further improve their services. In some cases, it is the other way around: research organizations create CSOs or become CSOs to advocate concrete demands and positions on particular issues they strongly feel about after careful research. This paper, which covers only think tanks considered as CSOs is an attempt to contribute to an understanding of think tanks.

American Origins of Think Tanks

According to *The Global Go Think Tank Project* of the International Relations Program of the University of Pennsylvania, as of 2008, there are 5,465 think tanks in the world, most of which are in North America (34.25%) and Western Europe (22.10%) with the rest scattered across Asia (11.95%), Eastern Europe (9.41%), Africa (7.76%) and the Middle East (3.99%) (McGann, 1992). It is not surprising that North America dominates the scene since think tanks emerged in the United States between the nineteenth and the twentieth centuries. Think tanks were “part of a larger effort to bring the expertise of scholars and managers to bear on the economic and social problems of this period” (Smith, 1991 in McGann, 1992). They were part of the reform movement of the time and were set up by “private

capital...organized to alleviate problems of the poor” (Linden, 1987 in McGann, 2009).

Think tanks, thus, were largely non-governmental in origins. Most held a strong academic orientation and their research were geared toward improving social conditions. The evolution of think tanks, in fact, reflects historical junctures and social upheavals that shaped the formation and development of various types of think tanks. The first important juncture was between 1900 and 1929 that saw the emergence of the first think tanks in history. One of them was the Brookings Institute, founded in 1916 by Robert Brookings, a businessman who believed that the knowledge of the business sector and the academe, particularly the social sciences should be merged to produce expert advice on pressing social problems. At that time, this meant finding solutions to the negative impact of World War 1 and problematizing the role of the United States as a global power.

The importance and stature of think tanks was “greatly enhanced by the social, political, and economic upheaval caused by the Great Depression. Roosevelt’s New Deal program in the 1930’s created a host of new programs and government agencies that led to a demand for expert advice that public policy research institutions...were able to provide” (McGann, 1992). After the Second World War, during the 50s to 60s, think tanks served to “sustain the momentum of the defense efforts generated during the war years” (Ibid). This period gave rise to what McGann (1992) calls the “*Military Intellectual Complex*” where there was considerable government support for research and development on military and national security issues.

Research generated during this period reflects the volatility of international relations when framed within the paradigm of national interest and security.

At least four (4) foreign policy-related institutes were formed in the United States during the post-World War II period: the Rand Corporation (1948), Foreign Policy Research Institute (1955), the Center for Strategic and International Studies (1962) and the Hudson Institute (1962). According to McGann (1992), while these four institutes varied in focus, they were all fundamentally concerned with “national security” and the role of the United States in the ensuing global political economy, particularly “what type of economic and political order would result from the reconversion from the war time to a peace time economy”.

In the 1970’s up to 1980’s, think tanks focused on domestic poverty and its social consequences. As a result of the economic downturn brought about by heavy spending in the Vietnam War, there was increased support for research to address “new internal, civil, urban, and environmental problems” (Dickson, 1972 in McGann, 1992). This period saw not only the mushrooming of think tanks, but also the trend toward specialization based on issues and political ideologies. This period also marked “the increasing influence of the media on the public policy process” (Dickson, 1972 in McGann, 1992) and of think tanks as valuable informants on various policy issues.

Evidently, the evolution of think tanks reflects the evolution of highly complex political processes and policy-making apparatuses. While think tanks first emerged in the United States, it can be deduced that the think tanks that later surfaced in different parts of the world were shaped by attendant domestic and international political and socio-economic contexts.

Related Literature: Definitions and Roles of Think Tanks

Owing largely to the Anglo-American roots of think tanks, existing literature describes think tanks as entities that operate on a non-profit basis and are “independent of government and universities” (Selmeczi, 2009). In *The Think Tanks and Civil Societies Program: The Global Go-to think tank* (McGann, 2009), a similar definition is provided, except that it admits that not all think tanks may be independent, for some of them may be affiliated:

Think tanks are public policy research, analysis and engagement institutions that generate policy-oriented research, analysis and advice on domestic and international issues that enable policymakers and the public to make informed decisions about public policy issues. Think tanks may be affiliated or independent institutions and are structured as permanent bodies, not ad hoc commissions. These institutions often act as a bridge between the academic and policymaking communities, serving in the public interest as an independent voice that translates applied and basic research into a language and form that is understandable, reliable, and accessible for policymakers and the public.

Think tanks belong to the intellectual elite of civil society. They perform a very specific function, i.e. to serve as the ‘intellectual bridge’ between development players and other sectors of society often at the receiving end of policy. Think tanks frame particular and sectoral concerns within the broader discourse of development. Think tanks frame the technical and discursive language into popular medium and in the process facilitate the dynamic interaction of issues and ideas into concrete policy agenda. Dan Nimmo and James Combs (1990) argue that “few people learn about politics through direct experience. For most persons, political realities are mediated through mass and group communication, a process that results as much in the creation, transmission, and adoption of political fantasies as it results in independently validated views of what happens.”

Think tanks can provide a critical balance to governmental authority even in the direct political and economic situations. For example, the development of the G17 group of reform-minded economists in Serbia was instrumental to the eventual grand coalition of reform-minded politicians and civic action groups that united in toppling the Milosevic regime in 2000. Critical was G17’s ability to expand national discourse to focus on the systematic democratic reforms necessary to put the country on an alternative path towards reengagement with the International Community and eventual integration into the European Union (EU) (Kovats, 2006).

Some think tanks oblige society to reflect on the meaning and relevance of dominant paradigms, to evaluate the consequence of current shared values and traditions, and to propose alternative analysis and framework. They are part of the “intellectuals” that the political theorist Gramsci (1971) asserts are necessary for the construction of “an alternative egalitarian ‘hegemonic project’ to the dominant ideology of capitalism” (Faulks, 1999).

Evolution of Think Tanks in the Philippines

In 1973, the Philippine Center for Asian Studies (PCAS) was created through Presidential Decree No. 342. (Note: This is now the Asian Studies Center of the University of the Philippines, Diliman.) It mandates PCAS to be located at the University of the Philippines and “mobilize all institutions of higher learning especially state institutions, as full partners of government in order to (1) bring together specialists from various disciplines to conduct systematic research at fundamental levels; (2) assist the central government in the formulation of policies and programs; (3) address themselves to the examination of issues of central concern to the government, such as problems of national integration, social technological and cultural change, social effects of national policy, international developments and their impact on our national life, as well as security and strategic problems; and (4) establish degree programs and participate in existing instructional programs in order to produce Filipino experts or specialists for the nation” (Philippine Laws and Jurisprudence Databank, 2010). The PCAS was thus created to further reinforce the Marcos regime’s New Society program, a supposedly “renewal” program meant to institute facelift makeover to the violence riddled society (TIME, 1972). But, critics argued that the New Society was the overarching framework to get rid of the oppositionist and critics of Marcos and his cronies.

Ironically, it was also university-based research institutions that offered some of the most critical views of the Marcos dictatorship including the demand for its end. It was primarily the university-based research firms that created the backdrop for alternative framing and agenda setting to take place – a role now attributed to think tanks. These institutions, therefore, may be

considered as the first think tanks of the Philippines. At the time, academic freedom, albeit superficial, shielded scholars from being victimized by the regime and gave them leverage to produce white papers and briefing papers on issues relevant to the public. To some extent, this semblance of academic freedom was also used by Marcos to claim that his regime was democratic. Through these white papers — sometimes anonymously written — intellectuals were able to provide and engage the public as well as the regime with critical discourse. The discourse allowed for an alternative, democratic agenda to germinate.

The thirst for an alternative political-ideological platform facilitated and guided the engagement of ideologues and intellectuals with the administration of Corazon Aquino (1986-1992). With the new-found democratic space, a number of intellectuals within the academia and the civil society organizations produced research and policy papers aimed at informing and influencing the overarching discourse of the new government’s political framing. A broad consensus was shared on the more general, overarching political agenda of institutionalized democracy and its basic infrastructures. Intellectuals, however, were divided on what should be the concrete elements of the restored democracy and how should the democratization agenda be operationalized. The presence of a wide range of alternative agendas created deep divides among ideologues and intellectuals.

More CSOs emerged. Some of them engaged in research arising from advocacy and direct engagement with various sectors, aside from doing their primary task, which was direct service delivery. Other groups were organized purposely to be involved in knowledge production particularly on policy issues that needed to be urgently addressed during the time of democratic reconstruction. These developments gave the impression that the formation of Philippine think tanks and civil society groups was a post-martial law phenomenon.

The abruptness of the political change brought about by the 1986 EDSA uprising, and the discursive space created by the democratization process gave impetus for the emergence of think tanks *outside* academic institutions, in the form of civil society groups. In societies transitioning from a repressive to a more open system, think tanks tend to be more pronounced

immediately before, during, and after the transition processes (Kamrava, 2000). “Most societies undergoing democratic transition undergo structural transformations, often focusing on inter-elite pacts, constitutional guarantees, and economic liberalization. Immediately before and during the democratization process, it is the intellectual elite within civil society groups who defines the problems, frames the agenda, and drums up support for a particular cause or ideals” (Oreta, 2010). In societies experiencing democratic transition like the Philippines, the broad ideals generally revolve around the principles of democracy and good governance and a development agenda (Kamrava, 2000).

During the Ramos administration (1992-1998), an attempt was made to bring together a broad assembly of academics and CSO-think tanks with the general objective of creating a support-mechanism to back-up the political agenda of becoming a newly Industrialized Country (NIC). This attempt, however, never took off (Aldaba, 2010).

At about this period, the Philippine Left, especially the groups identified with Communist Party of the Philippines (CPP) had organizational and ideological problems fueled by the fall of the Berlin Wall, the collapse of the Soviet Union, and the ensuing crisis in the communist movement worldwide. This global crisis spilled over to the Philippines, and hastened the break-up of the Philippine left. What emerged thereafter were think tanks peopled by former members of the Communist Party of the Philippines, venturing to engage the Party and the public on the viability and relevance of the communist agenda.

Today, Philippine think tanks are more specialized and operate independently of each other. While a broad consensus still exists on very general terms –e.g. agrarian reform, environmental protection and sustainable development - problems arise when issues are broken into concrete policy agenda (Karaos, 2010). There is no ideological homogeneity among think tanks in the Philippines. Particular ideologies, issues, and political interests often motivate them.

Despite marked differences, Philippine think tanks perform the necessary role of governments to sustain reform processes especially when these processes are deliberately slowed down or neglected by said governments. Philippine think tanks also provide the

varying publics with data and analyses on issues that serve to challenge often biased and self-serving government statistics and pronouncements.

Working Definition of Think Tank

As aforementioned, think tank is the general term used to describe groups engaged in research and policy analysis. However, this general definition needs to be nuanced in the light of the specific context at which these think tanks operate. The authors therefore consulted stakeholders who are directly and indirectly involved in Philippine think tanks. (Note: The initial interviewees were: Aida Santos of the Women’s Education, Development, Productivity and Research Organization (WEDPRO), Sylvia Estrada-Claudio of the University of the Philippines Center for Women’s Studies (UPCWS), Jude Esguerra of the Institute for Popular Democracy (IPD), Miriam Coronel Ferrer of the Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law (Sulong CARHRIHL), and Ana Marie Karaos of the Institute on Church and Social Issues (ICSI), from whose answers a working draft was prepared. A subsequent focus-group discussion (FGD) was conducted in Davao to validate and enrich the initial working draft.)

In these consultations, the stakeholders characterize think tanks as:

1. organizations that are in the business of producing knowledge and disseminating information.
2. groups engaged in research that can be of use to other groups or sectors in pursuit of development.
3. research institutions or organizations that undertake studies that inform policy or action through evidence-based advocacy.
4. independent, university-based or linked, political-party affiliated, or government-owned/ supported.

The resource persons say research undertaken by think tanks is always reform-oriented or concerned with improving existing conditions. Unlike strictly academic or pure research that can delve and remain in the philosophical/ theoretical realm, or propaganda research done by interest groups and political parties, research done by *independent* think tanks move beyond the theories and rhetoric and attempt to construct alternatives – an alternative policy agenda, a new

paradigm, or an innovative program or an action research that aims to improve strategies and practices and the environments where they operate. Think tanks are more interested in proposing solutions rather than just scrutinizing issues. As argued by McGann, “think-tank scholarship, not interest-group propaganda disguised as scholarship, is so important” (McGann, 2005).

The operative definition, thus, of a think tank is, it is an institution or agency engaged in research and generating knowledge to inform policy and action. A think tank may be a CSO that does policy research and advocacy or an institution in a university. It may or may not be partial to political, cultural, social, and economic issues, and may or may not have direct link with sectors and development players. An institution is *not* a think tank if it has no desire to produce knowledge meant to inform public policy and action.

Types of Philippine Think Tanks

Below is a typology of think tanks in the Philippines, sub-grouped according to the particular expertise they offer. The categorization was culled largely from views solicited during focus-group discussions and experts’ interviews.

The typology also offers insights into the various relationships that Philippine think tanks forge with other players in the country’s political and development landscape.

1. **Advocacy think tanks:** Tied to a sector or a particular organizational agenda, these think tanks are organized to provide support to an (already) established and clear position of the sector or organization. Being “tied” does not necessarily mean the absence of organizational autonomy in terms of developing agendas or proposals. Rather, the term suggests a high level of ideological agreement between the think tank and the organization, or a solid sharing of specific orientation. Some examples of this group would be the Center for Migrant Advocacy (focused on migration-related issues) and the Freedom from Debt Coalition (focused on debt-related agenda).
2. **Issue-based think tanks:** These organizations desire to comprehensively gather materials and information on a particular theme or issue. Examples of this group are Mindanawon (focused on Mindanao peoples’ cultures and traditions); and the Consortium of Bangsa Moro Civil Society (focused on bringing the Bangsa Moro CSOs’ voice in the peace negotiations). While a very thin line separates advocacy think tanks from issue-based think tanks, the latter is different from the former in that they do not carry forward their research findings through active advocacy work.
3. **Research institutes:** These are groups that engage in research but are not directly or ideologically tied to sectors or development actors. Academic research institutions are more often than not, classified under this category. The range of topics they cover tends to be broad (e.g. economics, rather than poverty). Unlike advocacy and issue-based think tanks, they straddle across sectoral issues.
4. **Political party think tanks:** The main goal of these think tanks is to advance the political ideology and platform of an allied party. In the US as in Europe, these think tanks are responsible for putting together a policy agenda for a shadow government. In the Philippines, the National Institute for Policy Studies (NIPS) is the identified think tank of the Liberal Party. However, most established political parties have no clearly identified think tanks. They rely on independent consultants rather than on a permanent research unit within the party.
5. **Regional and international think tanks:** Most of the think tanks mentioned earlier focus on domestic concerns. While many integrate global concerns into their work, the main focus of their research and action is the domestic front. There are regional and international think tanks on the other hand that research on issues beyond the domestic front; issues that look at the dynamics of the local, regional, and global interactions. These think tanks are able to leverage domestic capacity with imported skills via their international affiliations and networks. The Focus on the Global South and the United Nations Educational, Scientific, and Cultural Organization (UNESCO) Women Studies and Gender Research Network are good examples of this type of think tanks. The Institute for Strategic and Development Studies (ISDS) is another good example of a think tank that evaluates and interprets changes in

national and global affairs for international, regional and national audiences. ISDS is a member of the Association of Southeast Asian Nations Institute of Strategic and International Studies (ASEAN ISIS), a think – tank that combines resources with Asian Development Bank (ADB), United Nations Development Program (UNDP) and the World Bank to finance its operations.

6. **Government-initiated think tanks.** The Philippine Institute of Development Studies (PIDS), a semi-autonomous agency attached to the National Economic Development Authority (NEDA), is the closest example of a government –initiated think tank in the Philippines. PIDS serves as an influential generator of policy-oriented ideas and advocacy. Its research is organized around the themes of economic policy choices, policies for sustainable human development, institutional development and good governance. Most, if not all government line agencies have their respective think tanks, which generate knowledge and inform the agencies of matters related to policy. The Institute of Health Policy and Development Studies (IHPDS) of the Department of Health, the National Tax Research Center of the Department of Finance (DOF), the Foreign Service Institute of the Department of Foreign Affairs (DFA) and the National Research Council of the Philippines (NRCP) of the Dept. of Science and Technology (DOST) are examples. Many state-funded think tanks are often vulnerable to budget austerities and are subject to bureaucratic and political control.

Profile of Think Tanks in the Philippines

It must be noted that the identity of think tank groups in the Philippines remains unarticulated, especially when viewed alongside the more renowned groups like the cooperatives and service-delivery CSOs. The profile discussed here and the mapping of think tanks (see Annex), hence, are largely based on the assessment of the authors rather than the self-identity articulation of the groups.

Some of the think tanks examined in this study may be categorized as advocacy think tanks that focus on various sectoral issues such as urban poor, women and gender, labor and indigenous people. The Philippines is considered quite advanced in gender research and empowerment indexes. Although the leading think-tank on this sector, the Philippine Commission on Women, is, a government-owned think tank, it gets much support from grass roots movements that have long-studied and researched on women issues.

There are think tanks that are classified in this study as issue-based. Issues covered are broad, such as economics, population, and environment, as well as specific, such as education, disaster preparedness, and health.

A number of research institutions covered in the study are university -affiliated. The three major universities, University of the Philippines, Ateneo de Manila University, De La Salle University, all have desks or mini-institutes within their university systems that research on broad or cross cutting issues. Often, the final output is the research itself that informs other groups who then take it forward and engage in advocacy.

From a limited examination of existing think tanks in the Philippines, the following observations may be offered: (1) There are not many regional-international think tanks in the Philippines. This may be due to the lack of a regional agenda among contiguous states in the region; (2) in terms of location, many of the think tanks examined in the study are based in Metro Manila. This may be so since the policy formulation and development process happens largely inside Metro Manila; (3) there are also sub-national or regional think tanks/ study centers that undertake research about their own political and economic situation that may be location or issue-specific such as the Center for Kapampangan Studies at the Holy Angels University in Angeles, Pampanga, the Center for Visayan Studies at the University of the Philippines Visayas, and the Mindanao Center for Policy and Development Studies at the University of Southeastern Philippines.

This study however, does not cover these sub-national/ regional think tanks.

Strengths and Weaknesses: two sides of the coin

Familiarity and Detachment

The academe keeps up with developments in intellectual discourses and research. Hence, research institutions that are organizationally attached to universities tend to be more updated than think tanks, which are not. Being largely comprised of staff members who are teachers first and secondly researchers, think tanks attached to academic institutions are knowledgeable of research methodologies and the rigor of intellectual framing. These institutions, however, are often accused of being detached from society – the subject matter of their research. They are said to be discoursing about social problems from an ivory tower. .

To address the tendency of academic-affiliated institutions to gravitate towards desk or literature based research, attempts have been made to marry the rigors of the academe with rootedness in social realities. Think tanks were established outside the bureaucratic confines of the academe (e.g. Alternatives for Economic Reform). Researchers whose academic expertise is enriched with a deep knowledge and understanding of issues obtained from stakeholders with whom they have close association were invited to affiliate with think tanks. Some universities have established academic research institutions that conduct research on topics that have a direct bearing on society and employ field research and participatory techniques of investigation (e.g. Institute for Popular Culture of the Ateneo de Manila University). Some university faculty members serve as consultants to CSOs.

Government-initiated think tanks, on the other hand, are often accused of being too close to policy making and implementation, a situation that compromises their capability to deliver objective analysis of issues. Research work done by these think tanks are sometimes accused of simply toeing the line, rather than being objective analysis of policies and political processes. PIDS is an example.

Civil society organizations engaged in research are in a unique position because of their potential to develop both the discursive capacity of the academe and the

rootedness necessary to make research relevant to society. Civil society organizations engage the sectors in both analysis and alternative framing. A think tank that is embedded in the sector or rooted in societal issues has great advantage in the area of policy research because embeddedness facilitates easy access to primary data. Moreover, familiarity with social issues allows CSOs to capture the context and accurately articulate it.

Too much embeddedness, however, may lead to an advocacy position that is highly biased. While it is understandable for a group to advocate for specific concerns, the policy stance need not be too slanted towards a singular position. Think tanks would be more effective if they could engage other grouped in a framing exercise.

Lack of Funding and Relationship with Donors

Most civil society organizations engaged in research have real limitations in personnel, resources, and technical capacity due to scarcity of funds. Moreover, most of these organizations are accountable not only to their sector, but also to their donors who often demand tangible and measurable results. Consequently, activities that may not be directly linked to the tasks funded by the donors, such as framing exercises and, activities that enhance human resources capability and organizational efficiency, take a back seat. This is unfortunate because such reflective activities are critical to institutional strengthening.

Donor-driven research and donor-funds dependency have real implications on both the future direction of a think tank as well as its current operations. Donor-driven policy agenda is not necessarily bad because it often considers globally relevant questions that are often neglected by an agenda that is defined purely by local stakeholders. But, donor-driven policy may lack the holistic and context-based framing and ownership of the problem by its more relevant users. Moreover, the bias of most donors for short-term (e.g. 1 to 3 years) rather than long-term funding limits the think tank's ability to build its capacity and undertake long-term engagements. Policy research and advocacy requires time. It is not enough that a policy paper is produced; it is equally important to lobby for its acceptance by the state and

the public in general. Constant engagement with relevant units is necessary in the process of producing the policy research, and in having it accepted by its target audience and the public. Since short-term funding-schemes tend to force a myopic and limited engagement paradigm on think tank groups, policy production and advocacy cannot be effectively done.

On the other hand, small and newly formed think tanks find it difficult to get funding from donors because donor agencies are often biased toward bigger and more established CSOs. Despite the fact that the Philippines is better than most other Southeast Asia countries, such as Indonesia, Malaysia, and Thailand in terms of education and human resources with select strength in research and knowledge, think tanks in the Philippines are struggling. Researchers are torn between the public good and the higher remuneration from donors. At times, especially when they do not conform to the donor's agenda, researchers get distracted from doing effective research.

Resource persons for this research suggest that donors consider the possibility of institutional funding rather than project-based funding. An institutional-funding arrangement recognizes the need of an organization to define its directions and operations, tasks that require resources although not always resulting in measurable outputs in the short term. In this arrangement, the organization and not the donor will decide on the framing, context, and relevance of the projects. The arrangement will also address the criticism that heavily funded CSOs lack independence. This arrangement will also resolve issues of financial sustainability, lack of embeddedness and practical, social relevance. Hence, institutional funding will allow think tanks to innovate or think out of the box. Creative thinking is badly needed on how to approach the issue of financial sustainability of advocacy-think tanks who are mainly engaged in social services for the poor; addressing the required research-training capacity of communities especially in areas where there is a dearth of think tank organizations (e.g. Autonomous Region in Muslim Mindanao areas); fostering complementarities of research in areas like Mindanao; advocacy-mainstreaming of specific issues in the locality (e.g. the peace process), and others. An institutional funding scheme would democratize the distribution of funds, and would not discriminate against small think tanks.

On Relations with Different Publics and the Development of Internal Capacities

It is assumed that when think tanks advocate policy directives, they aim to improve the condition of a specific sector or the broader society in general. From this assumption, one logically argues that these think tanks are accountable to their publics or the specific group that they engage with. There is a need to examine this relationship for the purpose of finding out how to sustain the linkage and the fidelity to a common cause.

There are tensions between think tanks and their publics. Some of the causes of tensions are competing interests, the push and pull of organizational ethos, and level of capacity to deliver. The dynamics of state-society relations may either enhance or constrain opportunities to deliver.

To address these concerns, civil society think - tanks may embark on a sharing session where they can compare notes and perhaps set internal organizational standards. Some of the issues related to internal organization are (1) professionalizing systems and operations (2) strengthening transparency and accountability in group operations (3) staff development, especially on research capacities and addressing the fast turn-over of staff due to low salaries (4) resolving ethical concerns within the organization, and, (5) developing and managing necessary databases. In addition, a common database or portal may be developed so that researches across think tanks can be accessed easily, duplication is avoided, and dissemination of findings can be achieved with greater speed.

Opportunities and Threats: Challenges Ahead

On Societal Recognition and Relevance

The emergence of think tanks in the political scene has greatly contributed to the political education and, to a certain degree, political sophistication of the Philippine polity. More people now appreciate the value not only of rigor in research but also evidence-based policy development. Furthermore, there are now available legal-institutional spaces that can be harnessed to push the boundaries of power and these spaces are well

within the reach of think - tanks that enjoy a level of recognition and stature in society. The new administration of President Benigno Aquino III that is perceived as reformist in nature is expected to provide more opportunities for think tanks to flourish. The dynamic nature of the CSO environment in the Philippines, which is more advanced than in other struggling democracies, provides added opportunities.

In its fundamental task of informing and influencing policy, think tanks, however, face many philosophical and practical challenges. For instance, while it is true that think tanks must generate the broadest possible support to influence policy processes, caution must be taken against imposing particular positions on the public. Think tanks should thus be more cognizant of questions such as: Should think tanks push their policy agenda even if the public is visibly not ready to support this agenda (e.g. repudiation of debt)? What if the public is divided over the issue; what then is the role of a think - tanks (e.g. to extend or scrap the comprehensive agrarian reform program)? What if a large segment of the public is not supportive of an otherwise valid agenda (e.g. MOA-AD – the memorandum of Agreement between the Moro Islamic Liberation Front and the Philippine government)?

Context-specific constraints and opportunities

The boldness to come out and be identified with particular standpoints has implications not only in political discourse. Sometimes, it spells the difference between safety and danger, especially for members of think - tanks engaged in field research. For instance, those engaged in research on security-related concerns have to face the wrath of those negatively affected by their research, and worse, by those who disapprove of their research and its dissemination (e.g. research on abuses of Citizen Armed Forces Geographical Units and civilian volunteer organizations).

Noticeably, policy work and advocacy at the local level is easier than at the national level. More civil society groups boast of headways in the local state-society engagement. Emphasis on local good practices, however, sometimes negates the necessity of probing into local-national relations that undermine local

development and thereby make the replication of good practices impossible to achieve.

Finally, it has to be reiterated that the current political conjuncture of a newly installed Aquino administration presents a very good opportunity for think tanks to resume and intensify work in policy development. In the past nine years, policy development that is truly participative and is engaging of think tanks and other CSOs has taken a backseat to issues of legitimacy leveled at the Arroyo government.

Concluding Remarks

As shown in this narrative, think tanks are valued because of their ability to (1) produce new knowledge or innovative ideas; (2) “bridge the knowledge gap between policymakers and ‘on the ground’ realities; (3) include new voices in the policymaking process; and (4) challenge the traditional wisdom of policymakers and the public” (McGann 2009). In its relatively short history, Philippine think tanks have successfully performed these functions particularly that of promoting critical analysis of policy issues. Philippine think tanks, however, have to be mindful of the fact that their effectiveness and sustainability are contingent on (1) financial standing and available resources — including the capacity to sustain operations without the support of external donors (2) the quality of research which in turn is often a function of the qualifications of the researcher — think tanks also have to invest on people. (3) their reputation and credibility in the eyes of the public and policy makers — a think tank with a compromised reputation is likely to be rendered insignificant or irrelevant.

Further investigation on several aspects of think tanks needs to be done. One major task is a finer identification of the strengths, weaknesses, opportunities and threats of think tanks. Another challenge is to complete the map presented in this paper. There is a need, for example, to seek out groups that actually perform the functions of think tanks but do not identify themselves as such. Still another is to improve the typology presented here. There is also a need to study the effectiveness of think tanks in influencing the formulation, development, and implementation of policies and how they shape public opinion.

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Key Informants Interviewed:

Aldaba, Fernando (CSRI)
 Karaos, Ana Marie (ICSI)
 Ferres, Miriam Coronel (Sulong CARHRIHL)
 Aida Santos (WEDPRO)
 Sylvia Estrada-Claudio (UPCWS)
 Jude Esguerra (IPD)

Focus-Group Discussions:

NCR/ Manila-based groups
 Davao-based groups

Annex 1

Mapping of Philippine Think Tanks

Most Philippine think tanks, especially those not organically connected to academic institutions, adopted policy research in their work as an after-thought rather than as their *raison d'être*. Some NGOs, for example, are reluctant to identify themselves as a “think tank” because their primary task is not knowledge production policy formulation. A number of these organizations fall under multiple categories, and are mentioned in the other relevant chapters of this publication. The research and policy formulation done by many CSOs are often the logical consequence or requirement of their advocacy work. As mentioned by Razon-Abad and Miller (1997, cited in Tuano, this publication), NGOs “have ‘won’ policy successes” in their engagement with the state.

The mapping presented in this annex is not exhaustive, owing to the lack of written literature on the subject. The list is largely based on the assessment of authors drawn from stored knowledge as well as the nature of the programs and activities publicized in the websites and/or other media of the organizations. Purposely excluded are government-based think tanks, as the main interest of the study is to understand think tanks as civil society groups.

1. Advocacy think tanks:

- Rural-Peasant-Fisherfolks: Phil. Partnership for the Development of Human Resources in the Rural Areas; Partnership for Agrarian Reform and Rural Development Studies; Phil. Sustainable Agriculture Coalition; National Coalition for Fisheries and Aquatic Reform; Phil. Peasant Institute; Tambuyog Devt. Center.
- Urban Poor: Partnership of Philippine Support Service Agencies (PHILSSA); John J. Caroll Institute on Church and Social Issues JJC-ICSI)
- Indigenous Peoples: Panagtagpo Mindanao Indigenous People’s Consultative Council, Lumah Ma Dilaut
- Labor: Labor Education and Research Network (LEARN), Philippine Social Institute (PSI) – Federation of Free Workers (FFW).

- Women, Gender: Mindanao Women’s Circle; UP-Center for Women Studies; Miriam’s College- WAGI (Women and Gender Institute), Women’s Education, Development, Productivity and Research Organization (WeDpro); Mindanao Women’s Commission; Mindanao Working Group on Gender, Sexuality & Reproductive Health.

2. Issue-based think tanks:

- Disaster Preparedness, Structural/ Building Safety: Phil. Institute of Civil Engineers (PICE); Assn. of Structural Engineers of the Philippines
- Economy, Development: Center for Development Initiatives; Center for Economic Policy Research
- Education: Linguistic Society of the Philippines
- Environment: Green Mindanao (Geographic Rediscovery of Endangered Environment and Nature); Institute of Climate, Energy and Environment; Green Forum Philippines; Haribon Foundation; Legal Rights and Natural Resources Center, Inc.-
- Kasama sa Kalikasan; Phil. Institute of Alternative Futures; Conservation and Development Specialists Foundation, Inc; Network for Environmental Concerns, Inc
- Health: Medicines Transparency Alliance (MeTA); Kalusugan Alang sa Bayan, Inc.
- Livelihood: NGO Alliance for Cooperative Devt
- Overseas Filipino Workers: Center for Migrant Advocacy; Scalabrini Migration Center; Institute for Migration and Development Issues
- Peace, Human Rights, Security: Gaston Z. Ortigas Peace Institute (GZOPI), Phil. Action Network to Control Arms; Sulong CARHRIHL (Comprehensive Agreement on HR and Intl Humanitarian Law); Philippine Coalition for

the International Criminal Court (PCICC); Mindanaowon; International Center for Innovation, Transformation and Excellence in Governance (InciteGov)

- Political, Institutional Reform: Institute for Political and Electoral Reform; Center for People's Empowerment and Governance (CenPEG); Institute for Popular Democracy; Simbahang Lingkod ng Bayan (SLB); Institute of Politics and Governance; Transparency and Accountability Network, Alternative Law Group (ALG); International Center for Innovation, Transformation and Excellence in Governance (InciteGov)
- Population Control/ Management: Comprehensive Research Program on Population and Development-Demographic Research and Development Foundation, Inc.

3. Research Institutes:

- Economy, Development: Ateneo Center for Economic Research and Development; Freedom from Debt Coalition; Action for Economic Reform; DLSU-Angelo King Institute of Economic and Business Studies; Phil. Institute for Development Studies
- Environment: Ateneo de Manila University (ADMU)-Manila Observatory
- Labor: University of the Philippines School of Labor and Industrial Relations (UP SOLAIR)
- Peace, Human Rights, Security: ADMU-Dept of Political Science Working Group on Security Sector Reform; Institute for Strategic and Development Studies
- Political, Institutional, Governance Reform: UP-NCPAG Centre for Leadership, Citizenship and Democracy; UP-Third World Studies Center, Ateneo Center for Social Policy and Public Affairs; Ateneo Center for Economic Research and Devt.; DLSU-Institute of Governance

- Social-Cultural: ADMU-Institute of Philippine Culture; DLSU-Social Development Research Center; John J. Carroll- Institute for Church and Social Issues (JJC-ICSI)
- Urban-Poor: JJC-ICSI, ADMU-Institute of Philippine Culture, Ateneo de Naga University-Social Science Research; DLSU-Social Development Research Center; Alternative Planning Institute (Alterplan); Manila Observatory; TAO-Pilipinas
- Research institutes and Researchers from the Academe are tapped on a research project to project basis.
- Technology, Sustainable Development: Appropriate Technology Center

4. Political party:

- National Institute for Policy Studies

5. Regional/ International:

- Economy, Development: Focus on the Global South; International Institute of Rural Reconstruction; Asian Institute of Management Policy Centre; Asian Cultural Forum on Development; Asian NGO Coalition, International South Group Network
- Gender: UNESCO Women's Studies and Gender Research Network; Center for Asia-Pacific Women in Politics (CAPWIP); Development Institute for Women in Asia Pacific; Women's Legal Bureau (WLB); ISIS International; Coalition Against Trafficking in Women-Asia-Pacific (CATW-AP)
- Human Rights: Amnesty International-Pilipinas Section; Initiatives for International Dialogue

Annex 2

Contact Details of select groups

Sector-based think tanks

Peasant, Agriculture, Fisherfolks	Urban Poor	Labor	Gender, Women	Indigenous Peoples
<p>Phil. Partnership for the Development of Human Resources in the Rural Areas (PHILDRAA)</p> <p>59 C. Salvador St. Loyola Hts. 1108 Quezon City Tel.: 632-436-0702 / 436-0710 / 436-0713 Fax: 632-426-0385 Email: phildhrra@netasia.net</p> <p>National Coalition for Fisheries and Aquatic Reform (NACFAR)</p> <p>P.O. Box 1390, Quezon City Main Tel: 632-922-3114</p> <p>Phil. Peasant Institute (PPI)</p> <p>Room 319 Philippine Social Science Center (PSSC) Bldg., Commonwealth Ave. Diliman, Quezon City Tel: 632- 929-6211 / 922-9621 local 339 or 314 Fax: 632- 924-3767 Email: ppi@qinet.net</p> <p>Tambuyog Devt. Center</p> <p>Room 108A, Philippine Social Science Center (PSSC), Commonwealth, Diliman, Quezon City Tel.: 632- 456-1907 / 456-1908 Fax: 632- 926-4415 Email: tambuyog@netgazer.com.ph</p>	<p>John J. Caroll Institute on Church and Social Issues (JJC-ICSI)</p> <p>2/F ISO Bldg. Social Development Complex, Ateneo de Manila Univ. Loyola Hts, QC Tel: 632-426-6070</p> <p>Partnership of Philippine Support Service Agencies (PHILSSA)</p> <p>3/F Hoffner Building, Social Development Complex, Ateneo de Manila University, Loyola Heights, Quezon City Tel: 632-426-4328 / 426-0811 Fax: 632- 426-4327</p>	<p>UP School of Labor and Industrial Relations (UP SOLAIR)</p> <p>Bonifacio Hall, Magsaysay cor E. Jacinto Sts, University of the Philippines Quezon City Tel: 920-7717</p> <p>Labor Education and Research Network (LEARN)</p> <p>LEARN Workers House 94 Sct. Delgado St., Bgy. Laging Handa, Kamuning, Quezon City, 1103 Philippines Tel: 632-376 1343; 332 1434; 376 6736</p>	<p>Miriam's College- WAGI (Women and Gender Institute)</p> <p>Miriam College, Diliman Quezon City Tel: 632-435922932) 435-922943592429+632) 435-9229</p> <p>UP-Center for Women Studies (UPCWS)</p> <p>Ylanan St. cor Magsaysay Ave., University of the Philippines, Diliman, QC 920-6880/ 920-6950 cws@up.edu.ph/</p> <p>Women's Education, Development, Productivity and Research Organization (WeDpro)</p> <p>P.O. Box 2985 Quezon City Central Post Office, NIA Road, Diliman, Quezon City, Philippines Telefax: +63.2.4267479</p> <p>Women's Legal Bureau (WLB)</p> <p>Room 305, 3rd Flr., College of Social Work and Community Development Magsaysay Avenue, UP Diliman, Quezon City Tel: 632-9214389 Fax: 632- 9214389 Email: wlb@philonline.com.ph Url: www.womenslegalbureau.org</p> <p>ISIS International</p> <p>3 Marunong Street Brgy. Central, Quezon City, Philippines Tel: 632- 9281956 Fax: 632- 9241065 Url: www.isiswomen.org</p> <p>Coalition Against Trafficking in Women-Asia-Pacific (CATW-AP)</p> <p>Room 608, Sterten Place 116 Maginhawa St. Teacher's Village, QC Telefax: 632- 434 2149 Email: catw-ap@catw-ap.org</p>	<p>Lumah Ma Dilaut</p> <p>B-1 HKI Bldg, Veterans Ave. Extension, Tumaga Road, Zamboanga City Telefax: 63 62 9850277 Email: lumah_dilaut@yahoo.com</p> <p>Panagtaggo Mindanao IP Consultative Council</p> <p>Sepnio Cmpd. Davao del Sur, Philippines 8000 Tel. 63-82- 2441508</p>

Issue-based, Research Institutes and Regional-international think tanks

Social-Cultural	Disaster Preparedness, structural safety	Economy, Development	Education	Environment	Health
<p>ADMU-Institute of Phil. Culture (IPC) CCS Bldg, Social Devt Complex, Ateneo de Manila University Loyola Hts, QC Tel: Fax: Email:</p> <p>DLSU-Social Development Research Center (SDRC) 3/F William Hall, De La Salle University 2401 Taft Ave. Manila Tel: 632-524-46-11 loc 402/ 524-5349 Telefax No. 632-524-5351 E-mail: sdrcc@dlsu.edu.ph</p> <p>John J. Caroll- Institute for Church and Social Issues (JJC-ICSI) 2/F ISO Bldg. Social Development Complex, Ateneo de Manila Univ. Loyola Hts, QC Tel: 632-426-6070</p>	<p>Assn. of Structural Engineers of the Philippines (ASEP) Suite 713 Future Point Plaza 112 Panay Ave. Quezon City Telefax 632-4118606 Email: asepsurfshop.net.ph</p>	<p>Ateneo Center for Economic Research and Devt 4/F Leong Hall Ateneo de Manila University Loyola Hts, QC</p> <p>Center for Alternative Development Initiatives (CADI) 110 Sct. Rallos, Timog, Quezon City Tel. 632- 928-3986 / 928-7608 Fax: 632-928-7608 Email: cadi@info.com.ph</p> <p>Center for Economic Policy Research (CERP) 2nd Floor ZETA Bldg., Salcedo St., Legazpi Village, Makati City Tel. 632-635-5201 to 5 Fax: 632-633-9786 Email: paeap@mozcom.com</p> <p>Action for Economic Reform (AER) 3rd Floor, No. 40, Matulungin Street Central District, Quezon City Philippines Tel: 632-4265626 url: www.aer.ph</p> <p>Freedom from Debt Coalition (FDC) 11 Matimpiin St. Brgy. Pinyahan Quezon City Tel. 632-921 1985 Fax: 632-924 6399 Url: www.fdc.ph</p>	<p>Linguistic Society of the Philippines LSP Secretariat De La Salle University – Manila 2401 Taft Avenue, Manila 1004, Philippines Tel No (632)524-4611 linguisticsociety@yahoo.com linguisticsoc@gmail.com</p>	<p>Green Mindanao (Geographic Rediscovery of Endangered Environment and Nature) Tel: (088) 2312560</p> <p>Institute of Climate, Energy and Environment Tel. 4265951/ 4266493</p> <p>Green Forum Philippines Lot 12, Block 8 Galatians St., Sacred Heart Village, Phase II, Novaliches, QC Tel: 632-935-4331 Fax: 632- 935-4332 Email: GreenFm@phil.gn.apc.org</p> <p>Haribon Foundation 9 Malingap cor. Malumanay Sts., West Teacher’s Village, Diliman, Quezon City Tel: 632-925-3332 / 436-2756 / 435-3208 Fax: 632- 925-3331 Email: act@haribon.org.ph Url: http:// www.haribon.org.ph</p> <p>Legal Rights and Natural Resources Center, Inc-</p> <p>Kasama sa Kalikasan 3/F Puno Bldg. #47 Kalayaan Avenue, Diliman, Quezon City Tel: 632-927-9670 Fax: 632- 920-7172 Email: lrcksk@mnl.sequel.net lrc@phil.gn.apc.org</p>	<p>Medicines Transparency Alliance (MeTA) WHO Office - G/F Bldg. No. 3 Dept of Health Cmpd. Rizal Ave., cor. Tayuman St. Sta. Cruz, Manila url:: www.metaphilippines.org.ph</p> <p>Kalusugan Alang sa Bayan, Inc. 4B Duplex Apt., Dau St., Juna Subdivision, Matina, 8000 Davao City</p>

Social-Cultural	Disaster Preparedness, structural safety	Economy, Development	Education	Environment	Health
		<p>DLSU-Angelo King Institute of Economic and Business Studies</p> <p>St. La Salle Hall, De La Salle Univ. Manila Tel: 632-5245333 Fax: 632-524-5347 Email: AKI@dlsu.edu.ph</p> <p>Phil. Institute for Development Studies (PIDS)</p> <p>4th Floor NEDA sa Makati Bldg., 106 Amorsolo St., Legazpi Village, Makati City Tels: 632- 893-9592 / 810-6261 Fax: 632- 893-9591 Url: http://www.pids.gov.ph</p> <p>Focus on the Global South</p> <p>19 Maginhawa St. UP Village, Diliman, Quezon City Tel: 632-433 1676 Fax:: 632-4330899 Website: www.focusweb.org</p> <p>International Institute of Rural Reconstruction</p> <p>Y.C. James Yen Center, Km. 39 Aguinaldo Highway, Silang, Cavite 4118, Philippines Tel/Fax: 63 46 414 3216 Email: information@iirr.org</p>		<p>Phil. Institute of Alternative Futures</p> <p>121 Pajo St. Project 3, Quezon City Telephone No.: 632-922-0023 / 435-4601 / 435-4604 Fax No: 632-922-0023 Email Address: apncs@netasia.net</p> <p>Conservation and Development Specialists Foundation, Inc</p> <p>2/F E.C. Arcade, Demarces, Farmville, College, Laguna 4031 TeleFax No.: 63-49 536-5040 Email: cdsf@earthling.net</p> <p>Network for Environmental Concerns, Inc</p> <p>61-A 7th St., Nazareth, Cagayan de Oro City 9000</p> <p>ADMU-Manila Observatory</p> <p>Ateneo de Manila Univ. Tel: 632-426-5921 / 426-0837 / 426-6495 Fax: 632- 426-0847 / 426-6141 Email: manila@observatory.ph</p>	

Social-Cultural	Disaster Preparedness, structural safety	Economy, Development	Education	Environment	Health
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OFW	Peace, Human Rights, Security	Political, Institutional, Governance Reform	Population Control/ Management	Technology, Sustainable Development
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Media as Civil Society: Assessing News Media Nonprofits and Their Work for Democratization

Jeremaiah M. Opiniano

THIRTY one media workers and journalists killed (together with 26 civilians) at a massacre in Maguindanao province in November 2009 (National Union of Journalists in the Philippines and the International Federation of Journalists, 2009) gave a gloomy end to the previous decade of work by Philippine media and by Filipino journalists. The country in Asia that has the freest press, the Philippines, is now regarded as the planet's most dangerous place for journalists and media workers.

Filipino small newspaper publishers, radio commentators, reporters, correspondents, freelancers, photographers, television camera operators, and other media workers who have been killed since 1986 now number to 131. Given the rise of these deaths during the previous decades, media impunity is one of today's realities affecting media's role in Philippine democracy. The development, no matter how sordid, shows just how influential the press' role in Philippine society is.

The press has thus been given labels such as watchdog and "the Fourth Estate". The way Philippine media operates, whether it is for profit or is not, made some analysts (Coronel-Ferrer, 1997) include this sector as one of civil society groups. Such labeling has many debatable undertones (Spurk, 2007), even as there are Philippine media outfits or outlets that are registered as either non-stock/non-profit/non-government organizations or cooperatives (Coronel-Ferrer, 1997). Perhaps the analysts who consider media a civil society group are impressed by media's power to influence education of the public, exchange of ideas among policy

makers, and articulation of social issues. (de Jesus, 2001)

But whether the news media sector is formally or informally lumped together in the greater universe of civil society, or of civil society organizations, is *not* the real issue. A healthy democracy needs credible media, and credible media benefits sectors such as civil society organizations and even government.

This paper, in general, looks at the Philippine news media as a civil society actor and, in particular, at its contributions to democracy. The paper does a Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis of media civil society organizations. It aims to help non-journalists understand the issues journalists and the media industry face. And last but not least, it hopes to assess, or at least trigger an effort to assess the work of media as a civil society organization.

The Role of Journalism

Simply put, journalism is the recording and reporting of news and information that happen everyday. For some journalists, the role of journalism is to record things that, to journalists' minds, are matters of public interest (Estopace interview). For Bill Kovach and Tom Rosenstiel (2007), authors of the book *Elements of Journalism*, journalism's purpose is "to provide citizens with the information they need to be free and self-governing." One other purpose of journalism is to provide people with topics to carry on a conversation.

Journalism involves a process: reporting, editing, reviewing, and revising stories; analyses; and commentaries (Kovach and Rosenstiel, 2007). Those who report the news do not, as a rule, make up the news. They rely on sources, as they follow the “leads” provided by others.

Journalism adheres to certain news values such as prominence, proximity, impact, relevance, oddity, among others. David Randall (2007), in his book *The Universal Journalist*, says news values cover what happened, what people are experiencing, what people say is or was happening, what people say will happen, and what people are saying. Good reporters, for Randall, are those who:

1. Discover and publish information that replaces rumor and speculation;
2. Resist or evade government controls;
3. Inform, and empower voters;
4. Subvert those whose authorities rely on a lack of public information;
5. Scrutinize the action and inaction of governments, elected representatives, and public services;
6. Scrutinize business, their treatment of workers and customers, and the quality of their products;
7. Comfort the afflicted and afflict the comfortable;
8. Hold up a mirror to society, reflecting its virtues and vices and also debunking its cherished myths;
9. Promote the free exchange of ideas, especially by providing a platform for those with philosophies alternative to the prevailing ones; and
10. Ensure that justice is done, is seen to be done, and investigations carried out.

Journalists attempt to practice objectivity, even if there are criticisms that they do not have that virtue. *The Elements of Journalism* answers the criticism by saying that objectivity is “a method employed in producing journalism” that includes collecting data and validating the evidence and from these, formulating a perspective or truthful conclusion based on verified facts. (Kovach and Rosenstiel, 2007)

In a situation where everybody tries to capture the attention of the press, *Elements of Journalism* offers three relevant points:

1. The essence of journalism is the discipline of verification. What is important is to get the facts right. Journalists must get the background and contexts of the stories.
2. Journalistic objectivity follows a “scientific spirit” that involves methods such as citing as many sources as necessary, observing carefully the reality being reported, and referring to documentary evidence.
3. Journalists must assure their independence from their sources and topics they cover. Journalists who write commentaries are still bound by the principles of accuracy and truthfulness as their opinions still need to be based on verified facts. (Kovach and Rosenstiel, 2007)

Journalists, whether working for profit-motivated media or for media that are not for profit, try to exercise the above-mentioned roles and responsibilities. Despite the many imperfections of the Philippine press, there are still Filipino journalists who are committed to their responsibility as journalists. Moreover, they look after each others’ welfare, especially since the spate of killings of journalists took place in the country.

Analytical Framework

Journalism operates in an environment where media outfits or outlets provide information and stories to both the paying and the non-paying public (for many, preferably to a paying public). The paying public can either be those who are subsidized or those who can afford. The non-paying public can either be freeloaders (they can pay but would rather not) or those who cannot afford to pay for information.

For purposes of this paper, the three actors, namely, for-profit media, not-for-profit media, and non-media mainstream civil society organizations target both the paying and non-paying members of the public (see *Figure 1*). As these three actors have the same targets, there might be instances when some of them will work with each other in the sharing of information and in the targeting of audiences.

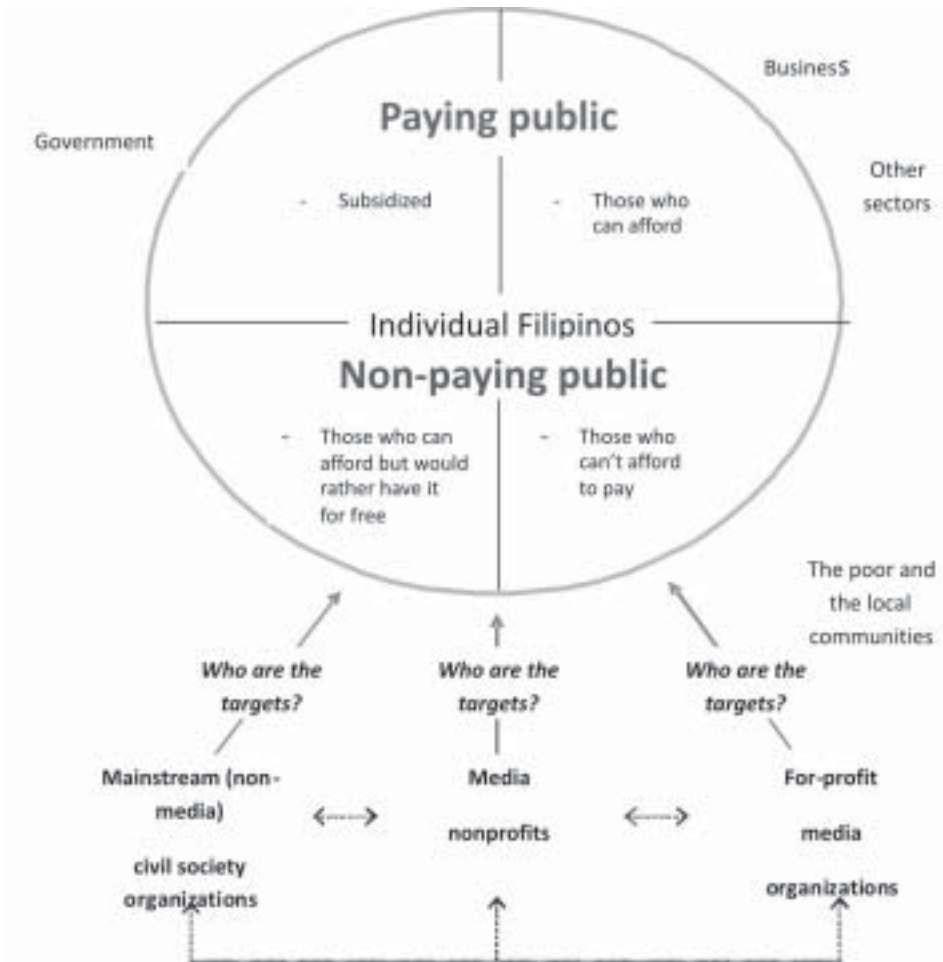


Figure 1: Analytical framework of the study

Note: Co-developed by the author and Dennis Estopace of the Overseas Filipino Workers (OFW) Journalism Consortium

Is Media Part of Civil Society?

Miriam Coronel-Ferrer (1997) and Cariño (2002) provide an operational conceptualization of civil society, as well as the types of groups said to be a part of civil society. Civil society is neither a part of the state nor of the market. Civil society is an arena, says Ferrer, involving non-government organizations, people's organizations, religious organizations, the academe, media, political and social movements and parties, and basic communities, such as families and clans.

Other scholars say that media and civil society share similar functions. If civil society has seven functions—protection, monitoring, public communication, socialization, building community, intermediation, and

service delivery (Paffenholz and Spurk, 2006; Spurk, 2007), the media have the following similar functions:

1. Public communication, the primary function of media, and one of the many functions of civil society organizations;
2. Monitoring; and
3. Other functions where media play minor roles (such as building communities by providing information, or protection of the rights of the people to free speech and expression under state control. (Spurk, 2007)

In the Philippine context, for example, media and civil society during the time of martial law (1972-1986) shared similar aspirations such as exposing corruption and abuse of power, demanding transparency and

accountability, and protesting the curtailment of freedom of speech and of the press.

But Spruk (2007) thinks that media is not part of civil society because media “should not have other interests on particular issues,” and because “media relates to all social actors to make sure to provide them the public space for debate and exchange among them.” Civil society groups are among these social actors.

Spruk (2007) gives, however, one exception: media organizations registered as civil society organizations (i.e. non-stock, nonprofit) are part of civil society. Even with this exception, Spruk observes this “might lead to confusion.... These (nonprofit media) associations belong to civil society, but not the media as organizations on its own.”

Media Interfacing with Civil Society: Philippine Experiences

History has shown that activists, media workers and journalists are allies. Much earlier, during the tail-end of the Spanish colonization, Filipino revolutionaries used the “media” to share their discoveries (e.g. early plant species discovered), and to voice out their opinions against colonizers. An example is *La Solidaridad* (Teodoro, 1998; de Jesus and Teodoro, 2001).

During martial law, especially after the assassination of Senator Benigno Aquino, Jr. such partnership was evident. For example, the Archdiocese of Manila released news publications such as *Cor Manila* and *Veritas News Magazine*. These publications tried to provide information amidst the government’s curtailment of press freedom and many other civil liberties.

Even after martial law and EDSA 1, the implicit alliance between media workers and journalists and some civil society organizations continued. When there was still an organization called PRESS, Inc., journalists even taught civil society organizations and activists how to relate with the media and how to get their views and advocacies into the mainstream media. They were trained how to write press releases and organize press conferences. For quite some time, there were some

newspaper columnists who were affiliated with some civil society organizations. As for the “Left,” its network of organizations has never wavered in getting media attention through press releases and press conferences. At present, many journalists still feel that some civil society groups do not have the skill to package their message to the media. Journalists and editors, even those belonging to media nonprofits, look for the “newsy” elements in stories, and civil society organizations do not know how to make their message news worthy (Civil Society Resource Institute or CSRI, 2010). Civil society was noticed by the media as a news worthy sector only in the late 1990s. Reporters published stories about them: their rallies and advocacies. Journalists reported civil society organizations’ analyses of current socio-economic and political issues, such as agrarian reform and disaster management (CSRI, 2010). National newspapers invited some civil society leaders to write commentaries. Television and radio networks invited them as guests in talk shows.

Civil society, indeed, has gained a space in mainstream media reportage since the 1990s. Some civil society personalities and volunteers became the darling of the press. Von Hernandez of Greenpeace Philippines and Efren Peñaflores and his school-on-the-streets campaign were only two of the more prominent ones. Civil society leaders who held cabinet positions naturally became subjects of media reportage. Examples were former Agrarian Reform secretaries Ernesto Garilao during the Ramos administration and Horacio Morales during the Estrada administration. Examples during the Arroyo administration were former Social Welfare secretary Corazon Juliano Soliman, former Peace Panel chair Teresita Deles, and former Civil Service Commission chair Karina David.

Some mainstream civil society organizations collaborate with media nonprofits. One example is the Access to Information Network (ATIN), an advocacy network convened by the Makati Business Club. In the last few years of the 1990s, ATIN, led by Vince Lazatin, co-convened with for-profit media organizations three-day conferences called “Media Nation”. It advocates for government transparency and accountability of government officials. Media nonprofits and ATIN collaborated to lobby for the passage of the proposed Freedom of Information Act. Media nonprofits collaborate with some civil society organizations in

monitoring Philippine elections. One other noticeable engagement between media, particularly the for-profit media, and civil society organizations, is when the Philippine Daily Inquirer, ABS-CBN Broadcasting Corporation, and the Sun Star Group of Publications joined the Philippine Business for Social Progress (PBSP).

But as civil society groups have gained increasing media attention, some journalists have also reported on issues (e.g. financial improprieties) facing civil society organizations. One theme was the use of foundations by Presidents Joseph Estrada and Gloria Macapagal-Arroyo (or the First Gentleman Mike Arroyo) to allegedly divest public funds under the guise of giving to the poor. Another was the alleged misuse of funds granted by international and local organizations. Examples are the alleged anomalies in the National Integrated Protected Areas (NIPAS) funded by the World Bank, the alleged unauthorized expenditures by the Tropical Disease Foundation, recipient of grants from the Global Fund to fight HIV, Tuberculosis and Malaria, and alleged profiteering from charity donations of the Philippine Children's Fund of America. A specific case reported by the media in the 1990s involved the Caucus for Development NGO Networks (CODE-NGO). CODE-NGO proposed the floating of the so-called Poverty Eradication Bonds, ten-year-zero coupon bonds with a face value of P35 billion. CODE-NGO raised around P1.4 billion, but it turned out that the fund benefited CODE-NGO itself. (Note: The proceeds went to a separate foundation, the Peace and Equity Foundation (PEF), and these proceeds were earmarked to fund development projects. The issue created a huge debate not just among finance experts, but also among civil society groups themselves. The bonds will mature by 2011.)

The history of media and civil society organizations engagement and the dilemma faced by the Philippine press with regards to advocacy and objectivity is aptly described by Luis Teodoro (2001):

The Philippine press... is torn between the values of the advocacy tradition that came into being as a Filipino nation was being born, and those of the American tradition, with its claims to press freedom and "objectivity." Daily practice, as well as recent experience particularly the Martial Law period, have confirmed the press' need not only for press freedom but also to include the right to

question the very validity of the social, economic and political structures that have been so sacrosanct... [The press] is caught between assumptions that are still based on the nebulous and indefensible principle of "objectivity," on the one hand, and the stark demarcation of practice which, at least for some newspapers, has revealed the imperative of advocacy in a society vastly imperfect.

Nature of Media Civil Society Organizations

The Philippine media sector is largely operated and run by private companies and individuals. The decades-old situation of business operating news media has been criticized for the following reasons: The businessman - publisher controls news reporting to the interest of the businessman; media is used to malign business competitors and government adversaries; and the editor has no independence. (Coronel, 1998)

But there are a few media outfits registered as non-stock, non-profit corporations or as cooperatives. (Note: Actually, a cooperative as an organizational structure is the most ideal set up of an independent media organization. It is because all journalists and editors are part-owners of the news organization, the organizational set up allows for greater editorial independence, and there is also an economic model to ensure the financial sustainability of the media organization. A leading example of a news cooperative is the Associated Press (AP). AP is a cooperative owned by its member-newspapers, radio stations, and television stations in the US.) These are the media outfits Miriam Coronel-Ferrer (1997) classifies as media civil society organizations. They do private action for the public good. Although, the civil society of principle of doing "private action for the public good" is something for-profit media outfits also do. Yet these media outfits are *primarily* for-profit.

Formation of Media Civil Society Organizations

All the few media nonprofits in the Philippines pursue credible stories. This pursuit as well as the credible stories themselves is their contribution to democracy.

The development of these Filipino media nonprofits exhibits certain trends and characteristics, namely:

1. Nonprofit media journalists and workers are concerned with the way the news is reported by the mainstream commercial media. One focus of concern is the proliferation of sensational stories and of “infotainment” (i.e. the merger of informative and entertainment elements in a news story, such as stories about movie and television celebrities). Another is the lack of depth in many of the news reports. To remedy this, some media nonprofits focus on investigative reporting. Others write stories about specific sectors or issues that carry substance and fresh angles (e.g. women, overseas Filipinos, environment)

It does not mean, however, that the mainstream media does not entirely produce credible stories such as investigative and explanatory reports. Some of the leading newspapers, even at the risk of losing advertising revenue, form investigative reporting teams and produce investigative reports. There are also notable for-profit media organizations with respectable news content. Newsbreak is an example, even if it has merged editorially and operationally with ABS-CBNNews.com (the online media outfit of ABS-CBN Channel 2) since 2008. It is now called ABS-CBNNews.com/Newsbreak.

Regardless of nonprofit media’s concerns about mainstream media, journalism, whether for-profit or nonprofit, always asks the following critical questions about a story: “what’s in it for the public?” and “why should the public even care about the story?” (Estopace interview)

2. Suspecting that some critical socio-economic and political issues are underreported or reported without enough explanations and analysis of the public’s stake in them, media nonprofits produce mainstream stories with substantial explanation and analysis. These efforts tend to push mainstream media to investigate issues and write about them with better explanations and analysis.
3. The development of nonprofit media has been in part, due to issues involving the media, such as corrupt journalists, curtailment of press freedom,

and the safety and welfare of journalists. Nonprofit media responds by promoting ethics in journalism, building the capacities of journalists to practice the science of news verification (de Jesus, 2009), and exerting more efforts to write better stories.

4. Mainstream journalists and media workers encounter difficulties in practicing the science of news verification because of time pressure – they have to produce news everyday, and swiftly. Media civil society organizations makeup for them by producing stories with sufficient content and deeper analysis.
5. Some nonprofit media link journalists and media workers to ordinary people (Blundell, 1980), while maintaining editorial independence. They do this not only to hear peoples’ views on certain issues, or to impress upon the people the relevance of news to their daily lives, but to stir the public to act. Nonprofit media and partner media outlets provide venues for dialogue. Through the news they report, citizens, government, business, mainstream civil society organizations and other actors are provided with material to discuss. (Batario, 2004)

Brief History and Profile of Media Civil Society Organizations

Historical retrace. The Philippines was host to the growth and development of an Asia-wide nonprofit media organization. The now defunct Press Foundation of Asia (PFA), whose headquarter was in Manila, was formed in the 1970s and batted for a concept called “development journalism.” Its contention was that the mainstream media did not cover enough stories on issues of population, science and technology, health, nutrition, and education. PFA had programs to instill upon journalists “a new value system and a sense of mission appropriate to... conditions in Asia.” PFA was founded by Amitabha Chowdhury. It had Alan Chalkley (British), Jose Luna Castro, Romeo Abundo and Juan L. Mercado as either chiefs executive or as editorial directors. A PFA operated a news service, DEPTHNews (Development Economic and Population Themes News), was broadcasted in several Asian countries.

PFA won a Ramon Magsaysay Award for International Understanding in 1991 for its trailblazing work on

reporting socio-economic issues in Asian countries and for training journalists. It formally ceased operations in the mid 1990s. (Ramon Magsaysay Awards Foundation, 1991)

Under martial law the government controlled the press. Journalists who wrote or broadcast stories critical of the government were either seized, jailed, forced to resign, fired by newspaper owners, slapped with harassment suits, or killed. Among the journalists who were jailed was PFA stalwart Mercado. Newspapers known to be critical of Marcos were shut down. The Department of Public Information ordered the publication of “objective news reports” and banned editorial commentaries (de Jesus and Teodoro, 2001). *Philippine Daily Express*, *Times Journal*, *Bulletin Today*, and *Evening Post* continued to operate under these conditions.

Martial law was lifted in 1981, but President Marcos retained authoritarian power. He issued presidential decrees that limited the freedom to information. It was at this time that the mosquito press (de Jesus and Teodoro, 2001), underground publications that carried stories critical of the Marcos administration, appeared. They were *We Forum*, *Mr. and Ms. Magazine*, *Business Day*, *Malaya*, *Philippine Times*, *Cor Manila*, *Veritas News Magazine*, among others.

The assassination of Senator Benigno Aquino, Jr. provided a turning point for the Philippine media and its efforts at fighting suppression. Civil society organizations and activists allied with media organizations. Finally, the victory of People Power in 1986 restored the freedom of speech, expression, and of the press. Some of the newspapers that closed down during the Marcos regime, such as *Manila Chronicle* and *Manila Times* reopened: Two new broadsheets, the *Philippine Daily Inquirer* and the *Philippine Star* were published and are now the Philippines’ most renowned newspapers.

Democratic restoration and press freedom offered an opening for some journalists to set up media nonprofit organizations.

A media civil society organization leader calls media nonprofits “media development organizations” (Batario interview). Others refer to media nonprofits as “media advocacy groups” (Article 19 and Center for Media

Freedom and Responsibility, 2005). Regardless of how they are called, the few media civil society organizations may be classified into:

- Registered nonprofit organizations of journalists, newspaper publishers, and operators of broadcast media outlets;
- Facilitator groups promoting press freedom and democracy;
- Specialized reporting groups;
- Media nonprofits working with communities and citizens;
- Sector-oriented reporting groups;
- News cooperatives; and
- News outlets run by church groups.

1. **Registered nonprofit groups of journalists, newspaper publishers, and operators of broadcast media outlets.** These groups are also considered industry associations.

The oldest of these associations is the National Press Club (NPC), formed in 1952 by the father of Philippine journalism, Teodoro “Ka Doroy” Valencia. NPC is housed in its aging office located in the heart of Intramuros, Manila where there is a bar and a restaurant, a VIP conference room, and a members’ lounge. NPC holds elections annually (www.nationalpressclub.multiply.com). NPC, in its first years of formation, sought to disseminate news through a center for the advancement of journalists’ professional standards and skills. NPC would reprimand abusive media practitioners, such as those who engaged in the so-called “envelopmental journalism.”

The Philippine Press Institute (PPI), founded in 1964 by then *Evening News* editor Juan L. Mercado is committed to the defense of press freedom and promotion of ethical standards. PPI holds annual membership conferences, journalists’ fora on specialized reporting themes and on press ethics, and sponsors the annual community / civic journalism awards to the best provincial newspapers. This non-stock, nonprofit national association of newspapers and newspaper publishers was closed during martial law and resumed its activities in 1987 soon after the downfall of Marcos. (Note: The old community press awards got support from the Konrad

Adenauer Stiftung-Philippines. When KAS-Philippines ceased supporting the awards, the Coca-Cola Export Corporation's Philippine office took over the giving of support. Since 2008, the awards are now called the "Civic Journalism Awards".)

Regarded by some media peers as the rival of NPC is the National Union of Journalists in the Philippines (NUJP). Like PPI, NUJP was dormant during martial law. Revived in 2004, it now has an operational national secretariat. NUJP (Paraan interview), has 62 chapters nationwide, and over 800 journalists as members. NUJP looks after the interests of Filipino journalists and aims to maintain media workers' commitment to press ethics. Among its activities are: a) managing a media safety institute that records media workers' killings, reports threats to journalists, conducts safety training to journalists, and provides scholarships to the family members left behind by the slain media workers and journalists; b) conducting workshops and journalists' fora on specialized reporting themes and on press ethics; c) organizing activities related to its being the Philippine affiliate of the International Federation of Journalists (IFJ); and d) collaborating with other media development organizations on special projects.

Regarded as the "archrival" of PPI is the Publishers' Association of the Philippines, Inc. (PAPI). A majority of PAPI's membership are publishers of community newspapers, but it also includes publishers of tabloids. PAPI annually holds annual conferences called "National Press Forums." Not much documented history about PAPI is available.

There are many press clubs and associations of journalists whose members are based on certain types of news beat, such as news about national government agencies, police beats, business beats, sports beats, science beats, among others. Examples of these associations are the Economic Journalists Association of the Philippines (EJAP) and the Philippine Science Journalists, Inc. (PSciJourn). There are press clubs based in the provinces and rural communities, but many of them are not registered as nonprofits. They are primarily focused on solidarity of the reporters covering the

same beat. The Cagayan de Oro Press Club (COPC) is one example.

Some beat reporters for national broadsheets also observed that some of these "press clubs" or "newsbeat organizations" are closely linked to their sources in the beats (e.g. government sources).

The broadcast media has an industry-level organization called the Kapisanan ng mga Brodkaster ng Pilipinas (KBP). As the foremost broadcast media organization, it aims to advance responsible broadcasting and to sustain the highest standard of quality in the broadcast industry through self regulation. KBP's regular members consist of owners and operators of radio and television stations. The radio and television stations themselves are associate members. Station managers of these stations sit in KBP meetings and assemblies.

KBP's program currently includes: a) enforcement of the Broadcast Code, which sets the standards of performance and ethical conduct for the broadcast industry; b) maintenance of the KBP Standards Authority, the body of peers that acts as the self-regulation mechanism of KBP; c) broadcast journalism training; d) advocacy through announcements of issues such as health, voters' education, children's welfare, among others; e) screening of advertisements on television through the Advertising Standards Council; f) enforcing the Technical Standards and Operating Requirements for Broadcast Stations; g) maintaining high standard of radio surveys through the Radio Research Council, which acts as a clearinghouse of radio audience surveys; h) accrediting radio announcers; i) promoting radio as an advertising medium through the sales directors' meetings; and j) accrediting advertising agencies. Connected with the accreditation of advertising agencies are KBP's Golden Dove Awards and Radio Ad Awards. Still related to the accreditation of advertising agencies are its conferences for local leadership and top level management. (www.kbp.org.ph)

2. **Facilitator groups promoting press freedom and democracy.** The Center for Media Freedom and Responsibility (CMFR), created in 1989, was one of the new media civil society organizations formed

after EDSA 1. Its initial aim was to monitor performance of the media and to insure press freedom under the newly restored democracy. Behind its establishment were two veteran journalists during the anti-Marcos struggle, Melinda Quintos de Jesus, then associate editor of *Veritas News Magazine*, published by the Archdiocese of Manila, and former University of the Philippines College of Mass Communication dean Luis Teodoro, Jr. (de Jesus interview) CMFR's programs cover the following areas:

- a) Media monitoring and review, where the center publishes stories about the press' coverage of certain issues. The stories are published in the *Philippine Journalism Review* and in the *PJR Reports*. Stories written by the mainstream media on certain socio-economic and political events are also analyzed.
- b) Journalistic excellence, where CMFR gives awards to outstanding investigative as well as explanatory reporting pieces. The awards are known as the Jaime V. Ongpin Awards for Excellence in Journalism (JVOAEJ). All Filipino journalists writing stories for media outlets, including media nonprofits, are eligible to be nominated for the awards. (Note: The annual JVOAEJ ceased temporarily after the 20th edition of the awards was held in 2009 (Melinda de Jesus, 2009) due to lack of funding. The JVOAEJ also had various winners that came from a familiar institution: the nonprofit Philippine Center for Investigative Journalism (PCIJ).)
- c) Freedom watch, where CMFR monitors threats to press freedom, such as the killings of journalists, laws, regulations and policies affecting press freedom and the media industry, such as the proposed Freedom of Information Act. CMFR publishes a yearly publication, *Journalism Asia* that reports on the state of the press and the issues affecting media in Asia.
- d) Setting up Citizens' Press Councils (CPCs), where CMFR works with media partners, the academe, and non-government organizations in planning, building, and launching local press councils. Citizens and stakeholders in communities may present their complaints

about the accuracy of media reports and media's failure to respond to complaints through the Citizens' Press Councils. CMFR has helped set up CPCs in Cebu City, Baguio City, and Palawan province. (www.cmfr-phil.org)

3. **Specialized reporting groups.** In 1989, a band of nine journalists working for national broadsheets led by former *Manila Chronicle* reporter Sheila Coronel established the Philippine Center for Investigative Journalism (PCIJ). The nine journalists had realized from their years of experience at the news desk and on the field that newspapers and broadcast agencies had to go beyond day-to-day reportage and had to conduct investigations on current issues, especially on matters of large public interest. They claimed, they did not intend to replace commercial mainstream media but rather, they merely wanted to encourage investigative journalism in the daily work of journalists. (www.pcij.org)

PCIJ has produced over 500 investigative reports, including the ones that exposed the unexplained wealth of former President Joseph Estrada. It has also published books that give tips to reporters on how to get sources and documents for story themes, such as environment, judiciary, and others. PCIJ conducts training workshops on investigative journalism. It gives grants to Filipino reporters who wish to pursue stories. It has a multi-media desk that uses broadcast and electronic media (including its renowned website, www.pcij.org) to share its investigative reports and to produce full-length documentaries.

PCIJ, perhaps the most renowned media civil society organization in the Philippines, is a multi-awarded media outfit locally. But internationally, it has been recognized by the US-based Center for International Media Assistance "as a model among independent media organizations" (www.pcij.org).

PCIJ, now 20 years old, has been successful in ingraining the concept of "investigative journalism" into the consciousness of Filipino journalists, amid the risks and costs of pursuing investigative reports.

4. **Media nonprofits working with communities and citizens,** The Center for Community Journalism and Development (CCJD) is a nonprofit working with

communities and citizens. Established by a group of journalists and development workers for journalists working with communities, citizens, and institutions for social change, it was registered with SEC in 2001. CCJD promotes “public journalism,” “a framework that encourages and provides a forum for public debate over issues that are most important to citizens” (Center for Community Journalism and Development, 2004). Journalists report about issues affecting local communities, and media outfits facilitate dialogue among community stakeholders (citizens, local government units, business groups, civil society organizations, academics in the community, etc.) on issues affecting their communities. During dialogue, journalists maintain their independence as they report the stories. In public journalism, the main job of journalists is to observe and report with a certain degree of detachment, and to “challenge communities to seize opportunities for charting their own future” (Center for Community Journalism and Development, 2004).

CCJD runs the following programs: a) Public journalism training program, where it acts as a facilitator to bridge journalists with community stakeholders, and then train journalists and fellow media civil society organizations (CSOs); b) Media, Democracy and Development Initiatives (MEDDIA) program, which seeks to renew media ethics and sense of responsibility, increase public awareness on the right to information, improve investigative reporting, and strengthen media-citizens relations to better address governance issues and concerns; and c) Publications and knowledge tools. CCJD acts as the Southeast Asia office of the International News Safety Institute (INSI). In addition, CCJD offers a certificate course on public journalism in cooperation with academic institutions. (Note: Under the MEDDIA program, CCJD collaborated with for-profit independent media group Newsbreak and the PCIJ to do: i) investigative reporting training; ii) promote citizen journalism activities; and iii) launch a news and database portal on democracy and local governance. This project was funded by the United Nations Democracy Fund (UNDEF) and had the United Nations Development Programme (UNDP) in the Philippines as partner.)

In collaboration with other media CSOs, CCJD through its MEDDIA program, carried out a two-year project called the *Philippine Human Rights Reporting Project* (PHRRP) — co-implementers include the NUJP and MindaNews, a media cooperative based in Davao City. This project is under the United Kingdom-based Institute for War and Peace Reporting (IWPR). A project coordinator from IWPR is stationed in the Philippines. PHRRP, from 2008 to 2009, when cases of killing of journalists were on the rise, posted on a website, www.rightsreporting.net, reports about these killings and shared them to the mainstream media. PHRRP also came out with a reporters’ manual and tool kit on human rights reporting in the Philippines.

Taking off from the success of PHRRP, CCJD and implementing partners will soon launch the Philippine Public Transparency Reporting Project (PPTRP), a project that aims to see to it that journalists report and monitor incidences of public corruption. The PPTRP will train local journalists on transparency reporting, conduct roundtable discussions on specific issues related to transparency and accountability, run a news website through which it will share reports on transparency, accountability, and corruption, and pilot four projects on monitoring transparency and accountability in the Visayas and Mindanao (Fajardo interview).

Among the showcases of public journalism, carried out with the help of CCJD are a) the reportage of environmental issues by *Bandillo ng Palawan*, a community newspaper in Palawan; b) the reportage about the work of NGOs and about the hazards of a hospital’s incinerator by *The Visayas Examiner*, a community newspaper in Iloilo City; c) the two-hour *Pulso ng Bayan* radio program of DXCA-FM in North Cotabato that allows local community members to monitor the performance of the media in North Cotabato; d) and the work of the Philippine Broadcasting Networks in the Bicol region, such as DZGB Legazpi City, which airs community dialogues on issues such as a proposed cement plant, and DZMD in Daet, Camarines Norte, a media partner of a bilateral

organization in a campaign against child labor (Center for Community Journalism and Development, 2004).

A sub-group under this classification are media nonprofit organizations that do all sorts of stories including investigative journalism.

The *Alipato Media Center*, born after the ouster of former President Joseph Estrada in 2001, is the publisher of *Bulatlat*, an online media outfit that runs stories on various socio-economic and political issues. *Bulatlat* describes itself as an “alternative media organization” that “seeks to reflect the people’s views and stand on issues that affect their lives and their future” (www.bulatlat.com). Some of these issues are human rights and civil liberties, national patrimony, workers’ and peasants’ rights, overseas migrants’ rights and welfare, women, indigenous peoples, and environment. *Bulatlat* seeks to contribute to the fight for truth, justice, and freedom, to fight against all forms of oppression, and, abuse misuse of power by the country’s top political leaders. Its stories have made it to the finals of the Jaime V. Ongpin Awards for Excellence in Journalism.

Vera Files was established as a nonprofit in 2008 by editors and journalists, some of whom were formerly with the mainstream media, while others are still with it. It is a young nonprofit, but its stories had gained public notice even before 2008. Vera Files’ stories have been published in national broadsheets, and its writers have won awards and project grants from donor organizations. Vera Files covers not only investigative reports, but also feature stories and movie and book reviews. Some of these stories are shared with media organizations for free, while others (especially investigative reports) are syndicated to the national broadsheets. Vera Files has videos and pod casts. Complementing the online journalism of Vera Files are side activities such as: a) commissioned research and reporting projects; b) special editorial projects (e.g. manual on reporting about maternal health, supported by the United Nations Population Fund); c) capability-building activities with other sectors; and d) mentoring of journalism students and provincial journalists (Chua and Olarte interview).

5. **Sector-oriented reporting groups.** There are media nonprofits that report about specific issues and sectors. Some of them were formed upon the influence of foreign media organizations, while others were initiated by local journalists.

One sector-oriented media nonprofit is the Philippine bureau of the Women’s Feature Service (WFS), a news service for women, and the only women’s news/features syndicate. It is a project of the international media group Inter Press Service (IPS), a news organization reporting about developing countries and civil society issues. WFS Philippines offers: a) special print coverage on issues such as children, environment, human rights, women politics, overseas workers, and others; b) consultancy services to produce information materials, edit publications, and produce popular versions of research papers; c) advocacy campaigns such as conceptualizing media applications to media strategies; and d) training on news and feature writing. WFS maintains a pool of journalists, reporters, stringers, and contributors who are women. (www.wfsphil.com)

Another sector-oriented media is the Overseas Filipino Workers (OFW) Journalism Consortium. Initially created in 2002 as a media-civil society project of a nonprofit organization — the Institute on Church and Social Issues (ICSI), it spun off into an independent media nonprofit in 2004. This project was funded by Oxfam-Netherlands Organization for International Assistance (Oxfam Novib) initially, until the Philippine office of the Friedrich Ebert Stiftung provided counterpart support. The Consortium aims to produce quality news and features on overseas Filipinos and on issues related to international migration. These issues were particularly important in the beginning of 2000, when mainstream stories about overseas Filipinos tended to focus on crime, abuse, and remittances.

The consortium produces monthly news packets containing four stories, and circulates them for free by electronic mail and postal mail to Filipinos and Filipino-run media abroad and to Filipino-run media organizations in Metro Manila and Philippine provinces. The consortium allows its

stories to be re-produced at no cost provided it is acknowledged (Estopace and Cabuag interview; *Move Magazine*, 2008). The consortium is an advocate of unconditional access to information for overseas Filipinos and their families.

Some journalists acknowledge OFW Journalism Consortium as a pioneer of “migration journalism.” The group’s activities are mostly funded by volunteers and members. Its budget in 2004 was P150, 000.

Peace and Conflict Journalism Network (PECOJON) is another sector-oriented media group. PECOJON was founded in 2004 as a Philippine-German partnership project. It grew into an international network of print and broadcast journalists, filmmakers and journalism teachers from four countries, “who focus on implementing and mainstreaming responsible and high quality reporting of conflict, crisis, and war” (www.pecojon.org). PECOJON’s international headquarters is its Philippine chapter office in Cebu City. Its activities are: a) implementing a “refined journalistic framework” on conflict and peace reporting; b) information sharing among conflict reporters at an international level; c) training and education activities on peace and conflict journalism and on handling stress and trauma for war journalists; and d) activities related to improving the safety and security of journalists. PECOJON also offers travel services for journalists, such as assistance in scheduling trips, security advisories about the country of destination, and professional assistance by linking journalists to PECOJON members in various countries. (www.pecojon.org).

Another media CSO focusing on a specific sector is the Union of Catholic Asian News (UCANews), whose focus is the Catholic Church in Asia. UCANews was launched in Hong Kong in 1979, and currently has its administrative headquarters in Hong Kong and its editorial headquarters in Thailand. UCANews, with close to 200 commissioned writers and reporters provides news, features, interviews, commentaries, journals, photographs, and videos (www.ucanews.com). The news organization, registered as non-stock and, nonprofit, receives

grants from Catholic donor organizations. The Philippine office covers lay activities, social work, protests, conflicts, and stories on faith.

6. **News cooperatives.** The *Mindanao News and Information Cooperative Center*, which runs the media outlet *MindaNews* is an active media-oriented cooperative. It was formed after a series of meetings collectively called the Forum of Reporters for Empowerment and Equality (FREE)-Mindanao, attended by an informal group of 16 Cotabato City-based journalists, the Mindanao Institute of Journalism, NGOs, and the Center for Community Journalism and Development. It is composed of independent, professional journalists who produce balanced reports about Mindanao, a region perceived by most journalists and television reporters as an unsafe place. The primary activity of *MindaNews* is a news service that syndicates stories to newspapers and radio stations in Mindanao. It also operates a one-stop-shop for books about Mindanao, a photo service, a neighborhood print shop service; does video news clips and documentation; and conducts training for non-journalists, journalists in Mindanao, campus journalists, and others (www.mindanews.com). It used to convene the Mindanao Media Summits. *MindaNews* also has projects that receive grants from donors. It collaborates with fellow media nonprofits (e.g. CCJD, NUJP) on identified special editorial projects.
7. **Civil society organizations running media outlets.** There are mainstream civil society organizations that publish or broadcast media outlets. The Catholic Church is one example. The Philippine Catholic bishops adhere to a concept called “social communication” where the media is used for evangelization. Church-run media outlets produce journalism that benefits the audience.

For 62 years now, the religious congregation Oblates of Mary Immaculate (OMI) publishes the *Mindanao Cross*. *Mindanao Cross*, a weekly community newspaper, reports socio-economic and political events in Cotabato City, Maguindanao and the nearby provinces of North Cotabato, Sultan Kudarat, and others. *Mindanao Cross* has its own editors, reporters and correspondents, as well as

advertising and marketing personnel that ensures the financial viability of the newspaper (www.balitapinoy.net).

Just recently, Mindanao Cross, in pursuit of public journalism, launched the Tapatan Program. This is a monthly section that will carry interviews, briefings, and informal conversations with influential persons and decision makers about relevant issues in the communities. Journalists from three media outlets (Mindanao Cross, I-Watch, and the NBDC stations) will interview a personality of the month, publish the interview in Mindanao Cross, and broadcast the same interview in DXMS and DXND (Mercado, 2010).

The Ina nin Bikol Foundation, whose formation was influenced by the Social Action Center of the Archdiocese of Nueva Caceres, has published a community newspaper *Vox Bikol* for over 25 years now. Just like Mindanao Cross, Vox Bikol, based in Naga City, reports news relevant to the community. Vox Bikol also has editorial and advertising staff (www.voxbikol.net).

Similarly, the Diocese of Bangued in Abra province is publisher of the community newspaper *Abra Today*.

An environmental nonprofit group, Pusod, Inc. (based in Batangas province), was, for a long-time, the publisher of the weekly community newspaper *Balikas*. In 2009 Pusod sold the rights of *Balikas* to two former Pusod staff members who are now the publishers of the newspaper. The newspaper is now for profit.

Balikas' stories were primarily anchored on environmental issues in the province. *Balikas* twice won accolades in PPI's Civic Journalism awards.

The Catholic Media Network (CMN), sometimes called the Philippine Federation of Catholic Broadcasters is a network of some 51 radio stations that are run by the Catholic Church. While CMN radio stations have their own public service radio programs, the Catholic Church uses its stations for social communication activities. One public service radio program, CMN Veritas Pilipinas-Nationwide, tackles socio-economic and political issues affecting the Catholic faithful.

Another public service radio program is the Sagip Buhay School on Air program, a one and half hour program that focuses on disaster preparedness.

CMN has an in-house sales and marketing arm, called the First to Deliver (FTD) Media Services Inc. FTD contracts services in various areas of media management, communication strategies, and events organizing. FTD ensures the financial viability of CMN and its member radio stations. (www.catholicmedianetwork.org)

The Milieu of Philippine Media Nonprofits

The Philippine media industry is not big, and some media outlets are struggling to survive (de Jesus and Teodoro, 2001). For-profit media outlets make up the entire industry and the above-mentioned media nonprofits make up only a small fraction.

Based on a 2003 Functional Literacy and Mass Media Survey (FLEMMS) of the National Statistics Office (NSO), Filipinos are mostly television viewers. In this year, radio listenership sharply declined and newspaper readership markedly and surprisingly went up markedly. The Internet was then slowly increasing in popularity.

As of 2004, according to the Philippine Media Fact book, the Philippines has 51 broadcasting stations, 89 channels (including 12 VHF channels, mostly in Metro Manila), and 645 newspapers and tabloids. Some 552 newspapers and tabloids are from the provinces. The fewer newspapers and tabloids in Metro Manila have a daily circulation of over five million copies (see Appendix 1).

All media organizations are covered by laws and regulations governing the mass media (see Appendix 2). But the country has yet to pass a Freedom of Information Act. Once passed, this law will provide citizens with the opportunity and right to access information and records from the government. The proposed Freedom of Information Act is being lobbied by, among others, media CSOs and mainstream CSOs.

Media nonprofits are small-sized organizations working on humble budgets. They are largely dependent on the project portfolios of donor organizations. Other

sources of funds come from syndicated stories (i.e. selling stories to the mainstream media), training-related activities where participants pay fees, publications, and others. To raise funds for the support of families of slain journalists and legal fees to pursue the case against the alleged killers, the Freedom Fund for Filipino Journalists (FFFJ) was founded. It has raised over-P5 million from media outlets and the general public (de Jesus interview).

There are exceptions to the situation of small budget of nonprofit media. Industry associations, civil society groups that publish local community newspapers are some of them. PCIJ, for example, has received a big endowment from the Ford Foundation in 2003. Still, it is a fact that globally, independent media organizations face the problem of looking for who can support their kind of journalism and media nonprofits in the Philippines have much bigger challenge.

SWOT analysis of media nonprofits

This section comments on the strengths, weaknesses, opportunities of and threats to nonprofit media, presented in the table below.

As to strengths, media nonprofits produce quality stories mainly due to the skills of the journalists and the extensive geographical reach-out of their news reports. While big newspapers and broadcast outfits (e.g. *Philippine Daily Inquirer*, *Philippine Star*, *Manila Bulletin*, *ABS-CBN Channel 2*, and *GMA Channel 7*) attract a sizeable local audience, media nonprofits attract Filipino audiences abroad who, where it not for the nonprofits, would have much less access to information. An example is the Overseas Filipino Workers (OFW) Journalism Consortium. The Consortium shares stories that national, local and overseas-based newspapers, news websites, and broadcast media outfits have published/post online/broadcast.

Regarding weakness and opportunities, nonprofits have meager resources (especially since these groups remain to be largely donor-dependent), limited economies of scale, and are beset with politicization within their organizations. On the other hand, media nonprofits are flexible. Flexibility is an opportunity for them. "Citizen reporting," for example, is an opportunity by itself, but it also makes up for the small scale of nonprofits.

But threats to media CSOs are real, and opportunities are not purely opportunities, for they can also be threats. Systemic violence and focused attacks on journalists, as well as the culture of media corruption are obviously threats. Communication technology, on the other hand, is a double-edged sword. Google, for example, is a powerful medium of information, but it tends to clutter the Internet and overwhelm its users with loads of information. The challenge for web users (including journalists and news readers) is to find credible pieces of information and to sift facts from opinion. Google also threatens the news media industry because it can post news and stories produced by journalists and obtain advertising profits from these news and stories. An American columnist observes: "Google's emerging control over publishing is shocking and worse than most people think... Journalism — reporters and editors— create much of the content that drives Google. After feeding, pampering and protecting the beast that is devouring them, journalists only now are waking up to the fullness of Google's threat to the Fourth Estate. Publishers will deserve to lose their business if they continue to roll over and let Google play its total rigged game of 'relevance.'" (Cleland, 2009)

Another threat is the perception that nonprofit media in the Philippines is leftist, or at least, left-leaning. This has origins in the martial law days, when everyone critical of the establishment was accused of being a communist. Such a perception which, in a way, is linked to the politicization within the ranks of the nonprofits, is a threat because media is supposed to be objective and is expected to present balanced reporting. Nonprofits should try to exercise editorial independence, i.e. independence from any sector of society. While nonprofits have more leeway in terms of reporting about advocacies and reform agenda of civil society organizations, they are still expected to produce stories which are news worthy, timely, relevant, and have impact). (Batario, 2010)

Generational gap is another threat. Young journalists tend to maximize technology and old journalists have difficulty catching up. Radio stations owned by old-timers tend to criticize local politicians. Young reporters and anchors, on the other hand, prefer to discuss ethics and tend to think that old-timers are corrupt and trouble makers (Roundtable Discussion, 2010). Old journalists claim they pound the beat and

Table 1: SWOT analysis of media nonprofits

Strengths	Weaknesses
<ul style="list-style-type: none"> • In-depth stories that even get used by the for-profit media (e.g. newspapers, online news websites) <ul style="list-style-type: none"> • Fresh angle on old subjects • Credible sources • Links to mainstream CSOs • Independence of journalists from rent-seekers • Credentials of the members of media nonprofits • High threshold on contentious matters that border on the personal and the professional • Extensive geographical reach-out of news reports (local communities, overseas audiences) 	<ul style="list-style-type: none"> • Limited access to fund sources • Small organizational structures (limited economies of scale) • Fractious community of media nonprofits • Tendency to linger in comfort zones (related to economies of scale) • Politicization • Like the mainstream media, economic operations are small.
Opportunities	Threats
<ul style="list-style-type: none"> • Citizen reporting • Flexibility (small organizational structures of media nonprofits) • Technology (e.g. email, social networking, blogs and micro-blogs) • Media convergence (print with websites/blogs and mobile phones) • Filipino audiences worldwide eager to remain abreast with developments in the Philippines 	<ul style="list-style-type: none"> • Systemic violence and focused attacks on journalists • Culture of media corruption • “Googleopoly” • Commodification of information • Information black-out from government and other sectors (e.g. business) • Fractious “Left” • Generational gap between old and young journalists • Inflation

get the more newsworthy and analytical stories, while the young ones have a hard time digging up facts, and are easily swayed by what sources, such as press releases, tell them. The gap between the old and the young journalists will always be there. The old will always think their way is “the standard.” The challenge is for the young to shake off apathy and try to be better journalists. (Estopace interview) [see Table 1 below, as well as Appendix 3 for a list of recommendations to support the work of media nonprofit organizations].

Concluding Thoughts

The very existence of nonprofit media is proof that the Philippines is a democracy. On the whole, nonprofits are not a big sector in the media industry nor in civil society. But if mainstream civil society organizations are worried that they are unable to bring forward their issues and concerns with the “help” of the more established and renowned media organizations, the media nonprofits are there awaiting their stories. Mainstream civil society organizations must understand, however, that journalists will not only verify the information they and other sectors (e.g. government, business, etc.) provide, but will also sift fact from opinion.

Mainstream CSOs are affected by what they observe as “standard practice” of some journalists: that CSOs’ stories will be published only if journalists are paid or given gifts. If mainstream CSOs or other sectors encounter such corrupt journalists, they should report the situation to newspaper editors, radio and television news producers, and news website editors. In other words, mainstream CSOs should not stoop down to the level of the existing culture of corruption in the media and, all the more, remind journalists and media workers that the public interest is at stake.

But mainstream CSOs themselves should uphold the values of civil society organizations. Since journalists monitor and report the activities of all sectors (including civil society organizations), these reporters assume that the anti-corruption advocates within the ranks of civil society exercise transparency and accountability within their organizations. If civil society organizations were to play the role of exposing the corrupt, quoting the founder of Transparency International Peter Eigen, “they have to grow into this responsibility”. Eigen (2009) said:

“Not all civil society groups are good. We must be aware that civil society has to shape up itself. They (civil society organizations) must have a transparent financial governance system and have more participatory

governance (structures). We also need much more competence among civil society leaders”.

Both nonprofit media and for-profit media can work hand in hand with mainstream civil society organizations in many areas, but the most visible area is reporting about the government. There is a perception that media is “an adversary” to the government. As a retiring government official once told this author, “it is the press’ fault that we have developed a society that loves to bash each other.” This adversarial relationship between government and the press “has sometimes been deplored, while it is the only possible relationship that is of any service at all to a free society” (de Jesus and Teodoro, 2001). As Adrian Cristobal writes: ‘

“It is government which aggravates the relationship with its policy of concealment, suppression, and secrecy. This kind of policy precludes debate, when debate is the government’s only legitimate defense against press criticism. On the other hand, concealment risks discovery, and the debate then lies to the disadvantage of government because it has concealed and therefore (as perceived) lied to the public. The journalistic presumption (and apparently the public’s as well) is that government and others hide things and habitually lie to the press. Their idea of the press is that it is a propaganda outlet. When the press consents to this, it becomes the major culprit of a conspiracy. For good rather than ill is when government and business find reason to complain about a ‘bad press,’ although business has an edge because of its advertisements. As it has often been said, the press should afflict the comfortable and comfort the afflicted. Some believe that this is a radical formulation when it is, in fact, a conservative way.” (de Jesus and Teodoro, 2001)

At the same time, there is a mixed view as to how government views civil society. On one hand, some think civil society has helped a lot in reaching out to the poor and the vulnerable sectors of society—even with limited resources. On the other hand, civil society is and has always been viewed as critical of government and does not offer practical alternatives in solving socio-economic and political problems.

The clear role of the mainstream civil society organizations is to press for reforms. The clear role for

journalists is to report all sides of the issue, verify facts through documentary evidence, and carefully observe the dynamics between government and civil society. Let the public decide if government has done a good job or not. Never should media’s independence be sacrificed. (de Jesus interview)

The news media should also give space to peoples’ views. Some media analysts think “there is enough evidence that people desire some clarification and direction. There are those who are not happy with the press, who wonder about the limits of freedom, who question the effects of negative and adversarial content that so much of the news carries” (de Jesus and Teodoro, 2001). The experience, for example, of sectors of the community in North Cotabato “dissatisfied” with media’s insensitivity, bias, prejudice, and sensationalism in reporting conflict” has forced media actors to provide venues for peoples’ views to be heard. (Francisco, 2004)

However, there is very little empirical data about how Filipinos view the credibility of Philippine media. In the United States, the Pew Research Center for the People and the Press (2009) conducted a review of its 1985 to 2009 surveys of the American news media. The Center concluded that “the public’s assessment of the accuracy of news stories ‘is not at its lowest level!’” and Americans’ views of media bias and independence “now match previous lows”

In the Philippines, a survey (n=1,100 covering 14 cities in Metro Manila) of how television viewers in Metro Manila evaluate television news reveals that majority of viewers watch television news peripherally. They pay attention only to most or some, rather than all, news items because “they do not truly see the personal relevance of the news to them”. Says the study’s authors from the University of the Philippines Diliman’s Department of Communication Research (2008), “[since] people pay little attention to the main source of news. This raises a concern about how well informed the citizenry is about current events and public affairs”. The ultimate question is: “are television viewers truly *mga manunuri ng ulat... (at) mula?*”

Journalism’s first loyalty is to the citizens. If audiences view the stories from the Philippine press as lacking in relevance, Filipino journalists and media workers have work to do.

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- R. Batario, Center for Community Journalism and Development (executive director)
- Y. Chua and A. Olarte, Vera Files (founding trustee and reporter/member)
- R. Fajardo, Philippine Public Transparency Reporting Project (project coordinator)
- R. Paraan, National Union of Journalists in the Philippines (secretary-general)
- D. Estopace and V. Cabuag, OFW Journalism Consortium (resident editor and treasurer, respectively)

Appendix 1:

Philippine media landscape

The Philippine media industry, while influential, is not that big. Even some media outfits, such as national broadsheets or community newspapers, are struggling to survive—a reality that continues to this day. (de Jesus and Teodoro, 2001)

Audiences. The 2003 Functional Literacy and Mass Media Survey (FLEMMS) of the National Statistics Office (Philippine Information Agency, 2005), though outdated, shows a changing landscape as regards Filipinos' media access. The 2003 FLEMMS had a sample size of 83,375 individuals. Highlights were:

- Television is now Filipinos' most preferred medium as source of knowledge and information (61.8 percent);
- Filipinos who got their information and knowledge from radio in 2003 decreased sharply from 1994 figures 80.7 percent in 1994 to 56.7 percent in 2003).
- Meanwhile, those who read newspapers increased to 46.5 percent in 2003, from 9.1 percent in 1994;
- Only one-fifth of the Philippines access information/knowledge from computers/Internet;
- Just above a fifth of the working Filipino population (23 percent) read newspapers everyday—and most of them are aged 50 years old and above. Nearly a sixth of Filipinos (58.6 percent) listen to the radio everyday, while only 7.4 percent of Filipinos get information/knowledge from the computer/Internet everyday; and
- More females nationwide get their information and knowledge from newspapers, magazines/books, television, radio, and computer/Internet than males.

Overseas Filipinos are the unaccounted-for audiences of Philippine media outlets. Their numbers are close to 8.7 million—as overseas contract workers, permanent residents, and undocumented migrants—and they are found in 239 countries and territories (Institute for Migration and Development Issues, 2009). The remittances these overseas Filipinos send to the Philippines are a means for them to keep in touch with their immediate family members and relatives. Thus, these compatriots abroad communicate to kith and kin, and keep themselves abreast with news about the homeland or their home communities. Mobile phones are commonplace for Filipinos abroad, while the websites of newspapers and stand-alone news websites operating in the Philippines have Filipinos abroad as a visible audience segment.

Media, media outlets, and their geographical reach. As of 2004, data from the Philippine Information Agency (2005) show that:

- There are 651 broadcasting stations nationwide, 250 of which are in the AM band (*see Table 1*);
- There are 12 VHF channels (i.e. major television stations operating in Metro Manila) and 87 UHF television stations. But the Philippines also has 386 cable television operators nationwide (*see Table 1*);
- There are 645 print publications, of which 89.9 percent of them are broadsheet newspapers and tabloids and 7.6 percent are magazines. There are 552 newspapers and nine magazines in the provinces, even if Metro Manila-produced national newspapers and tabloids continue to lord over the newspaper publishing industry (*see Table 2*). Metro Manila broadsheet newspapers have a circulation of over 1.4 million copies daily, while tabloids

Table 1: Profile of the Philippines' media infrastructure

Medium	NCR	I	CAR	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	Total
<i>Print</i>	68	47	17	23	73	138	74	42	23	12	19	18	37	21	17	629
Newspapers	28	45	17	23	73	133	73	42	22	12	19	18	37	21	17	580
Magazines	40	2				5	1		1							49
<i>Radio stations</i>	48	45	27	30	31	74	69	59	58	25	35	45	41	32	32	651
AM	25	25	9	12	9	17	24	21	21	14	12	19	19	15	8	250
FM	23	20	18	18	22	57	45	38	37	11	23	26	22	17	24	401
<i>Television stations</i>	12	3	3	1	-	4	15	9	12	4	8	8	7	6	8	100

Source: *Philippine Media Factbook, 2005*

Table 2: Print newspapers and magazines in Philippine provincial regions

Region	Daily		Weekly		Monthly		Others		Total	
	No.	Circulation	No.	Circulation	No.	Circulation	No.	Circulation	No.	Circulation
I	1	n.d.	35	65,350	7	5,500	2	2,120	45	72,970
CAR	1	8,000	15	65,250	1	500			17	73,750
II		n.d.	12	30,300	5	2,500	6	6,600	23	39,400
III	1	46,000	67	79,000	4	9,000	1		73	134,000
IV	1	2,000	73	130,600	19	41,400	40	76,900	133	250,900
V		n.d.	65	58,550	3	3,000	5	4,000	73	65,500
VI	17	249,000	15	38,450	3	100	7	36,650	42	324,800
VII	9	53,200	9	16,350	1	4,000	3	9,200	22	82,750
VIII	1	6,300	9	11,150			2	150	12	17,600
IX	3	8,000	13	17,000			3	5,000	19	30,000
X	5	23,000	8	10,000			5	8,500	18	41,500
XI	11	54,350	26	48,850					37	103,200
XII		n.d.	21	30,000					21	30,000
XIII	5	1,600	9	5,200	1		2		17	6,850
Total	55	452,050	377	606,100	44	66,000	76	149,120	552	1,273,270

Source: *Philippine Media Factbook, 2005*

have a circulation of 4.515 million copies daily.

Some national newspapers and television stations set aside the non-Metro Manila media, in terms of the news being reported in national media and, indirectly, in terms of the provincial; media's minuscule operations and audience outreach (*refer to Table 2*). But it is these provincial media outlets that provide rural Filipinos with news and information that happen in their communities, which the national media outfits cannot provide. At the same time, most of the journalists and media workers killed come from the provincial media—one of the few developments or news from the rural areas that land in the major headlines of national media outfits.

The 2003 FLEMMS questionnaire did not include cellular or mobile phones as sources of knowledge and information. Estimates show that over-45 million Filipinos have a pre- and post-paid cellular phone, and mobile phone industry analysts worldwide once tagged the Philippines as the mobile phone capital of the world. Remember EDSA 2 that booted out former President Joseph Estrada: After the Philippine Senate voted not to open the envelopes containing the alleged "Jose Velarde" bank account, rallyists went to EDSA immediately after receiving messages from the mobile phone brigade.

Filipinos abroad, even if only a scant few of them are professional media practitioners prior to their overseas migration, publish community newspapers, launch websites for the Filipino community, and a few operate either small radio stations or radio programs for host country-operated radio networks. Unless these media outfits are set up and created in overseas countries, Filipinos in those countries will not have a source of news information about their communities. These media outlets abroad, however, circulate content that mostly comes from the Philippines by citing stories from Metro Manila newspapers and news websites

The Internet has become a relevant medium. Technology has allowed users, including ordinary citizens, to be their own publishers, journalists, columnists, broadcasters, commentators, and information administrators. Aside from being cheap, information from the Internet is swiftly delivered to intended audiences. Websites, social networking sites, blogs, and other Internet platforms have become visible media that have affected the way newspapers, radio, and television disseminate information. Question on this regard include: is the information accessed through cyberspace quality information? Are Internet users able to assess what is quality and relevant information from what are not? Will audiences still be able to process the information they receive online while technology forces audiences to be swift, immediate, and in a hurry?

Appendix 2:

Laws and regulations governing the media sector

Laws and regulations governing the media sector. Luis Teodoro says the country has no special or press laws applicable only to the media. There is legislation, however, that has a bearing on media performance and press freedom such as the Philippine Constitution (Bill of Rights), civil and penal codes, and Philippine jurisprudence. The Philippines also has a host of self-regulatory codes for the media (Teodoro, 2004).

According to Teodoro, laws with a regulatory character affecting the Philippine mass media may be classified into three groups:

- Those *affecting all mass media* (e.g. the Constitution's provisions on media ownership, the Revised Penal Code's provisions on speeches, writings and banners that tend to incite rebellion or supervision);
- Those affecting the print media (e.g. Act 2580 of 1916 that requires the publication of the names and contact information of newspaper owners and editors; Presidential Decree 1079 that allows community newspapers to publish judicial notices and other similar government issuances); the 1991 Campus Journalism Act that sets rules for school publications). Note: There have only been a few court convictions related to libel law. These convictions happened during the last two years. Still, even if libel-related convictions come few and far between, it has not stopped alleged parties to sue journalists and their media outfits, and to harass journalists. Analysts in the media

industry think these recent convictions will send a chilling effect to the entire industry.; and

- Those *affecting broadcast, film, television programs, and video* (e.g. Executive Order 546) that requires radio companies to have certificates of public convenience and necessity from the National Telecommunications Commission; self-regulatory efforts by the Kapisanan ng mga Brodkaster ng Pilipinas (KBP). (Teodoro, 2004)

But the Philippines has yet to have a law concerning freedom of information, which is why media and civil society groups are working together for years to lobby for the passage of a Freedom of Information Act. The proposed Freedom for Information Act (FOA) seeks to address the problem of government's refusal to provide the public with information. Among the important provisions of the proposed FOA bill include: a) making all government agencies (executive, legislature, judicial, independent Constitutional bodies, and regional/local tiers of government) comply with this law; b) providing citizens with the opportunity and right to access information (except for some information that are part of a narrow list of "exceptions") whenever there is greater public interest in the information's disclosure; c) providing clear, uniform, and speedy procedure for public access to information; d) providing mechanics to compel government to dutifully disclose information on government transactions; and e) spelling out numerous mechanisms to actively promote openness of accessing information from government (Transparency and Accountability Network, 2009).

Appendix 3: Supporting the work of media nonprofits (CSRI, 2010)

1. *Support for efforts to address the economic conditions of journalists* (e.g. studies looking at the problem; livelihood projects for broadcasters);
2. *Capacity-building activities* addressed at journalists, but *to be conducted by media nonprofit organizations*, such as:
 - a. Press ethics;
 - b. Training on better journalistic reporting, or reportage on certain themes (e.g. human rights, election monitoring); and
 - c. Safety and security of journalists;
3. *More support to journalists and media organizations in the provinces*. Provinces are where most of the media workers and journalists are killed, and where journalists and broadcasters lack skills to do a better job. These rural communities are also battlefields for local-level transparency, accountability and good governance;
4. *Media nonprofits training civil society organizations and donor agencies* on: media literacy, understanding the reportage and determination of what is news and the independence of the news media, packaging advocacy statements for journalists and broadcasters, general communication planning, among others;
5. *Occasional networking activities by media nonprofits* to determine their lines of work, to help build up legitimate socio-economic and political issues for society to debate about and discuss, and to determine how to improve reportage by media nonprofits; and
6. *Beefing up of the work of citizen press councils* so that mainstream civil society organizations can report on the problematic practices of journalists and media workers (e.g. media corruption), or letting mainstream civil society organizations report to media organizations on these practices by journalists and media workers.

Appendix 4:

Principles of Journalism

(by the US-based Project for Excellence in Journalism, in <http://www.journalism.org/resources/principles>)

A Statement of Purpose

After extended examination by journalists themselves of the character of journalism at the end of the twentieth century, we offer this common understanding of what defines our work. The central purpose of journalism is to provide citizens with accurate and reliable information they need to function in a free society.

This encompasses myriad roles—helping define community, creating common language and common knowledge, identifying a community's goals, heroes and villains, and pushing people beyond complacency. This purpose also involves other requirements, such as being entertaining, serving as watchdog and offering voice to the voiceless.

Over time, journalists have developed nine core principles to meet the task. They comprise what might be described as the theory of journalism:

1. Journalism's first obligation is to the truth

Democracy depends on citizens having reliable, accurate facts put in a meaningful context. Journalism does not pursue truth in an absolute or philosophical sense, but it can—and must—pursue it in a practical sense. This “journalistic truth” is a process that begins with the professional discipline of assembling and verifying facts. Then journalists try to convey a fair and reliable account of their meaning, valid for now, subject to further investigation. Journalists should be as transparent as possible about sources and methods so audiences can make their own assessment of the information. Even in a world of expanding voices, accuracy is the foundation upon which everything else is built—context, interpretation, comment, criticism, analysis and debate. The truth, over time, emerges from this forum. As citizens encounter an ever greater flow of data, they have more need—not less—for identifiable sources dedicated to verifying that information and putting it in context.

2. Its first loyalty is to citizens

While news organizations answer to many constituencies, including advertisers and shareholders, the journalists in those organizations must maintain allegiance to citizens and the larger public interest above any other if they are to provide the news without fear or favor. This commitment to citizens first is the basis of a news organization's credibility, the implied covenant that tells the audience the coverage is not slanted for friends or advertisers. Commitment to citizens also means journalism should present a representative picture of all constituent groups in society. Ignoring certain citizens has the effect of disenfranchising them. The theory underlying the modern news industry has been the belief that credibility builds a broad and loyal audience, and that economic success follows in turn. In that regard, the business people in a news organization also must nurture—not exploit—their allegiance to the audience ahead of other considerations.

3. Its essence is a discipline of verification

Journalists rely on a professional discipline for verifying information. When the concept of objectivity originally evolved, it did not imply that journalists are free of bias. It called, rather, for a consistent method of testing information—a transparent approach to evidence—precisely so that personal and cultural biases would not undermine the accuracy of their work. The method is objective, not the journalist. Seeking out multiple witnesses, disclosing as much as possible about sources, or asking various sides for comment, all signal such standards. This discipline of verification is what separates journalism from other modes of communication, such as propaganda, fiction or entertainment. But the need for professional method is not always fully recognized or refined. While journalism has developed various techniques for determining facts, for instance, it has done less to develop a system for testing the reliability of journalistic interpretation.

4. Its practitioners must maintain an independence from those they cover

Independence is an underlying requirement of journalism, a cornerstone of its reliability. Independence of spirit and mind, rather than neutrality, is the principle journalists must keep in focus. While editorialists and commentators are not neutral, the source of their credibility is still their accuracy, intellectual fairness and ability to inform—not their devotion to a certain group or outcome. In our independence, however, we must avoid any tendency to stray into arrogance, elitism, isolation or nihilism.

5. It must serve as an independent monitor of power

Journalism has an unusual capacity to serve as watchdog over those whose power and position most affect citizens. The Founders recognized this to be a rampart against despotism when they ensured an independent press; courts have affirmed it; citizens rely on it. As journalists, we have an obligation to protect this watchdog freedom by not demeaning it in frivolous use or exploiting it for commercial gain.

6. It must provide a forum for public criticism and compromise

The news media are the common carriers of public discussion, and this responsibility forms a basis for our special privileges. This discussion serves society best when it is informed by facts rather than prejudice and supposition. It also should strive to fairly represent the varied viewpoints and interests in society, and to place them in context rather than highlight only the conflicting fringes of debate. Accuracy and truthfulness require that as framers of the public discussion we not neglect the points of common ground where problem solving occurs.

7. It must strive to make the significant interesting and relevant

Journalism is storytelling with a purpose. It should do more than gather an audience or catalogue the

important. For its own survival, it must balance what readers know they want with what they cannot anticipate but need. In short, it must strive to make the significant interesting and relevant. The effectiveness of a piece of journalism is measured both by how much a work engages its audience and enlightens it. This means journalists must continually ask what information has most value to citizens and in what form. While journalism should reach beyond such topics as government and public safety, a journalism overwhelmed by trivia and false significance ultimately engenders a trivial society.

8. It must keep the news comprehensive and proportional

Keeping news in proportion and not leaving important things out are also cornerstones of truthfulness. Journalism is a form of cartography: it creates a map for citizens to navigate society. Inflating events for sensation, neglecting others, stereotyping or being disproportionately negative all make a less reliable map. The map also should include news of all our communities, not just those with attractive demographics. This is best achieved by newsrooms with a diversity of backgrounds and perspectives. The map is only an analogy; proportion and comprehensiveness are subjective, yet their elusiveness does not lessen their significance.

9. Its practitioners must be allowed to exercise their personal conscience

Every journalist must have a personal sense of ethics and responsibility—a moral compass. Each of us must be willing, if fairness and accuracy require, to voice differences with our colleagues, whether in the newsroom or the executive suite. News organizations do well to nurture this independence by encouraging individuals to speak their minds. This stimulates the intellectual diversity necessary to understand and accurately cover an increasingly diverse society. It is this diversity of minds and voices, not just numbers; that matters.

The Growing Force of Civil Society Disability Stakeholders in the Philippines

Eva Marie Famador

This chapter aims to describe the major civil society organizations in the disability sector, such as their mandate, constituency, type of services they provide, their location, contact details, and funding. The paper will also analyze their achievements, weaknesses, and problems. And finally, recommendations will be offered on several aspects of these particular civil society groups and the environment in which they operate.

Regarding Disability

The Convention on the Rights of Persons with Disability defines persons with disabilities (PWD) as those “who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.”

The number of persons with disability in the Philippines continues to increase due to economic, political and socio-cultural factors. This section provides a brief situationer on disability and history of movements to address disability in the Philippines.

The World Health Organization (WHO) estimates that 10 percent of any country’s given population has some form of disability. In the Philippines, the government estimates that 70 percent of those with disabilities live in rural areas where services are often not accessible.

Disability or impairment in the Philippines is caused by several factors. The Department of Health (DOH) cites malnutrition and unsanitary living conditions

(especially among the urban slum dwellers), which in turn, are caused by extreme poverty. Another cause is the lack of knowledge about pre-natal care benefits, thus depriving pregnant women opportunities to prevent impairments in their babies. These factors are aggravated by the fact that hospitals and clinics are concentrated in cities and municipal urban centers (ADB, 2002).

Impairments are also caused by armed conflict, particularly in the southern part of the country. Vehicular and industrial accidents are also factors. Unsafe environments due to pollution, illegal logging and indiscriminate mining lead to man-made disasters that in turn cause impairment (McGlade, 2009).

People with disabilities (PWD) in the Philippines face a multitude of physical, social, attitudinal, economic and cultural barriers, reinforcing the vicious circle of poverty and disability. PWD are often viewed as objects of protection, treatment, and assistance. Services are provided them, but they are not viewed as people with rights to these services. They are denied equal access to basic rights and fundamental freedoms such as health care, employment, education, suffrage, participation in cultural activities.

The Philippine government has passed several measures meant to address the concerns of people with disabilities. Some of these are the White Cane Act, the Accessibility Law, and the Magna Carta for Disabled Persons. Moreover the government has created the National Council for Disability Affairs (NCDA) and the sub-committee on children with disability in the Council for the Welfare of Children (CWC). Various

government organizations have been mandated to implement programs for the rehabilitation, development and provision of opportunities for people with disabilities and their integration into the mainstream society. But gaps between officially-promulgated policies and actual rights-based activities have remained.

Similarly, some global initiatives address the mainstreaming of disability issues. These are programs and networks of multilateral and bilateral development agencies, as well as international non-governmental mainstream and specialized development organizations. Despite these initiatives and the existence of appropriate policies and strategies for equal opportunities and social inclusion, the effective implementation remains a major area of concern.

The 2009 Philippines Preliminary Report on Monitoring the Human Rights of Persons with Disabilities identifies the following measures as of immediate necessity:

- Implement and enforce the provisions of the Magna Carta for Disabled Persons, United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) and other pertinent laws on persons with disability with perseverance, willpower and determination, notably through awareness-raising campaigns directed to the general population, institutions (business, educational, health, etc.), local government units and all government agencies, as well as to persons with disabilities themselves and their organizations.
- Provide immediate economic relief to persons with disabilities and their families.
- Eliminate barriers to participation in social life (particularly in the public transport system), and tackle disability discrimination in access to education and the labor market so that people with disabilities can live lives with dignity and equality.
- Adopt a cross-disability focus to address the needs and human rights of all persons with disabilities and not just a few groups.

The “medical model” which defined people with disabilities by their condition or impairment

constrained the realization of equal opportunity and inclusion of persons with disabilities but was not considered as such in the “medical model.” Only since the last two decades that persons with disabilities are viewed as holders of rights. This shift in perspective brought about significant changes, albeit, slow and uneven.

Movements in the interest of persons with disabilities

According to NCDA, “the government’s concern for the disabled persons began as early as 1917 and the national concern for rehabilitation was manifested by non-government organizations as well” (National Council for Disability Affairs, 2010). The Philippine Foundation for the Rehabilitation for Disabled Persons (PFRDP) is among the first foundation to engage with the government to advance concerns of the PWDs.

Since then, the number of nongovernment organizations concerned with disability and the number of disabled peoples organizations (DPO) have increased. Many NGOs focus on a specific disability (i.e., visual, hearing, mobility, developmental and mental disabilities) while other organizations cater to cross-disabilities. The growth of these civil society stakeholders is attributed to international and national instruments and laws.

The disability movement gained momentum with the United Nations General Assembly’s proclamation of 1983 to 1992 as the United Nations Decade of Disabled Persons. The proclamation encouraged member states to support the establishment and growth of organizations of disabled persons and to facilitate the participation of disabled persons and their organizations.

The Philippines’s observance of the Asian and Pacific Decade of Disabled Persons (1993 to 2002) was instrumental in advancing the disability concerns in the country. Government policies encouraged the development and growth of self-help groups (SHGs) of people with disabilities. The National Council for the Welfare of Disabled Persons (NCWDP), now the National Council of Disability Affairs, worked closely with major disability umbrella organizations such as

the Katipunan ng Maykapansanan sa Pilipinas, Inc. (KAMPI), the Philippine Blind Union (PBU), and the Philippine Federation of the Deaf (PFD). Also, government social workers have been instrumental in the establishment of organizations of self-help groups in areas where they previously did not exist (International Disability Rights Monitor, 2005).

One of the most notable features of the two decades has been the leading role played by non-government organizations headed by disabled people, and the acknowledgement of their status as experts in their own affairs. Self-help groups have proven themselves to be effective lobbyists and advocates on issues affecting them and other persons with disabilities. Disabled people's organizations (DPOs) were actively involved in the formulation of the Magna Carta for Persons with Disabilities. Also, some people with disabilities brought lawsuits against inaccessible restaurants. Some of the restaurants responded by putting facilities for the disabled.

The efforts of the government and self-help groups have developed and strengthened the capability of disability organizations particularly their capabilities in identifying leaders; establishing links with potential funding partners; providing training on cooperative operation and management; advocacy and awareness raising; and organizing seminars on development and management of small business.

An example is Samahang Ikauunlad ng mga may Kapansanan Ating Palawakin (SIKAP) Multi-Purpose Cooperative. With the help of Christoffel Blinden Mission (CBM), SIKAP members were trained on school desk manufacturing enterprise and later organized as cooperative. The government provided a start up fund from the Countryside Development Fund (CDF) of Senator Robert Romulo and the Department of Education granted initially a trial order of the school desks, which consequently led to a bigger contract to supply other schools.

However, given the large number of people with disabilities in need of assistance and the diversity of the assistance they require, the services available are not sufficient to satisfy everyone in need (International Disability Rights Monitor, 2005).

At the social level, increasing importance is attached to the disabled persons' integration in the community. This has been reflected in the conceptual transformation of rehabilitation, which now looks beyond the individual's impairment and focuses instead on his/her environment – physical, social and attitudinal factors, which contribute to disability.

CSO stakeholders concerned with disability

This section describes the composition, role, geographic presence, and contribution of civil society groups concerned with disability stakeholders in addressing the needs and promoting the rights of persons with disabilities.

Composition

Civil society organizations concerned with disability is composed of nongovernment organizations (NGOs), disabled people's organizations (DPOs), self-help groups of parents of persons with disabilities, cooperatives, corporate foundations and professionals. Each of these groups has distinct contributions in promoting the rights and welfare of persons with disabilities.

a. Self-Help Organizations

The disabled people's organizations (DPOs), sometimes referred to as self-help organizations of persons with disabilities, are organizations run by self-motivated disabled persons that aim to enable disabled peers in their community to become similarly self-motivated and self-reliant. DPOs play a vital role of providing mutual support mechanisms and advocating for disabled persons to achieve their maximum potential and assume responsibility for their own lives. They are resources for training, referrals, delivery, and monitoring of services. DPOs are spokespersons who try to get the government's, the service-providers' and the public's attention. They speak of a barrier-free society.

The Katipunan ng Maykapansanan sa Pilipinas, Inc. (KAMPI), a national cross-

disability federation of at least 241 self-help grassroots organizations of persons with disabilities, was established in 1990 to serve as a voice in pushing for the implementation of relevant programs and policies for the sector.

In recent years, KAMPI has been actively involved in providing services to its own members, especially in the areas of rehabilitation, education and vocational training, and self or open employment. KAMPI has been widely involved in the following: (1) advocacy and creation of positive attitudes towards people with disabilities, (2) provision of rehabilitation services, (3) provision of education and training opportunities for disabled persons, (4) creation of micro and macro-income generation opportunities, (5) provision of care facilities, (6) prevention of the causes of disabilities, (7) monitoring and evaluation of disability-related programs and activities.

Recently organized in 2004, Alyansa ng mga Kapansanang Pinoy (AKAP PINOY) is a bigger federation of cross-disability organizations of people with disabilities. The organization focuses on organizational development of its members and advocacy for the rights of persons with disabilities.

A recent effort is the formation of self-help groups of parents of children with disabilities. Government and nongovernment organizations facilitate the organization and capability of these organizations.

b. Non-Government Organizations

The Philippines has a considerable number of nongovernment organizations providing services to persons with disabilities. Some NGOs specialize on one type of disability (i.e., Resources for the Blind, Inc., Deaf Ministries International, Tahanang Walang Hagdanan, Ma. Lena Buhay Foundation) while the others cater to cross-disabilities (i.e., Norfil Foundation, Simon of Cyrene, Loving Presence). As service providers, NGOs adopt any one of the two specific strategies – prevention of

disability through information and advocacy, and rehabilitation (center- or community-based rehabilitation) and training for employment.

NGOs play the role of trainer, referral agent, and catalyst in working with DPOs. NGOs provide the know-how on delivering quality services, addressing causes of disability, and dismantling barriers to inclusion. NGOs as intermediate organizations are designed to strengthen the capacity of DPOs.

The Philippine government has recognized the important roles of NGOs and therefore seeks to enlist their support and assistance in providing services to the disability sectors (Jandayan,2009).

NGOs are instrumental in catalyzing community volunteerism through advocacy of the rights of persons with disabilities at the community level. A significant achievement in this area is the increased visibility of people with disabilities within the community and the growing number of people with disabilities who voluntarily identify themselves.

NGOs with community-based approach strategy have transferred their social responsibility to other partner organizations and groups such as people with disabilities and their families, POs, the Local Government Units (LGUs), church groups, and other NGOs. Moreover, children with disabilities have been increasingly included in mainstream education and people with disabilities have been increasingly included in mainstream social organizations and economic development processes (Ingar, 2006).

While NGOs have been invaluable resources for the betterment of the lives of people with disabilities, their operations tend to be small-scale and geographically restricted. Many NGOs tend to cluster in urban areas; hence, unable to reach persons with disabilities in far-flung areas.

Many organizations focus on single disability. Some stakeholders think that NGOs need to embrace all the disabilities as they may be the only resource in a particular location. Specialization on single disabilities unintentionally promotes unequal opportunities for other persons with disabilities (McGlade, 2009).

There is a need to develop a framework for collaboration among NGOs to prevent duplication of activities and to promote coordination, complementarities of efforts and sharing of examples of good practices as well as resources at all levels (Jandayan, 2009).

c. Professional Organizations

Professionals, whether individually or in groups, provide specialist interventions in their field of expertise. They are physical therapists, occupational therapists, counselors, psychiatrists, developmental pediatricians, special education (SPED) teachers, neurologists, endocrinologist, etc. Some professional associations make their services available through medical missions. Others offer their expertise at affordable rates. Professionals as trainers build the capability of local communities to help identify disability, and provide the know-how when to refer disabled persons to specialists. They also help develop referral systems.

Unfortunately, there is a general lack of professionals willing to serve persons with disability. Those who are available charge fees that is not within the reach of poor patients.

Moreover, there is the issue of communication gap between the professional and the patient. Usually, the professional lacks communication skills understandable to people who are not professionals (Famador, 2010; McGlade, 2009)

d. Cooperatives

Cooperatives are good vehicles for employment opportunities and for integrating disabled people into the mainstream society. The

National Federation of Cooperation of Persons with Disability (NFCPWD) is a secondary level cooperative organization owned and managed by persons with disabilities. NFCPWD is one of the biggest cooperatives, with 1,474 individual members from different regions of the country. Its main line of business is school furniture or, more specifically, school chairs and desk production, which employs around 1,000 PWDS.

e. Corporate Foundations

As a result of awareness-raising campaigns on disability concerns, resources of corporations or corporate foundations have been mobilized to address the needs and concerns of persons with disabilities.

Ortigas Foundation and Philippine Airlines Foundation are active partners of disability stakeholders. Some foundations such as Metrobank Foundation, Inc. and Canon Marketing Philippines support activities of persons with disabilities.

f. Others

The academe is an institution that provides research and education services for persons with disabilities.

Faith-based groups have set up schools and support groups for persons with disabilities and their families. Faith-based groups also provide technical assistance and conduct symposia as part of awareness campaign.

There is also an emergence of family self-help groups delivering community-based rehabilitation services.

CSO presence and scope of coverage

The following are significant observations regarding the distribution of disability stakeholders in the Philippines:

- Generally, the offices of NGOs are located in or around urban areas. The medium-sized and big NGOs have field operations in provinces.
- The National Capital Region has the largest number of NGOs. Strong NGO presence is also observed in Region 4A in Luzon, Regions 6 and 7 in the Visayas, and in Region 9 in Mindanao.
- Presence of disability stakeholders in the Autonomous Region of Muslim Mindanao is weak.
- Cooperatives of persons with disabilities are found in different parts of the country. NCFPWD alone has fifteen primary cooperatives in different regions of the country: nine in Luzon, two in the Visayas and four in Mindanao.
- Parents Associations of persons with disabilities have been organized in eight regions. NORFIL-initiated parents' organizations are found in Bulacan, Batangas, Nueva Ecija, and Cebu. KAMPI's parents associations are found in Regions I, II, VI, X, the Cordillera Administrative Region, and the National Capital Region.
- Associations of organizations specializing on a disability are based in Metro Manila but they have formed chapters in different cities of the country.
- AKAP Pinoy has at least 400 self-help organizations in 51 provincial/city chapters.

Internal Capacities of CSO Disability Stakeholders

Civil society organizations concerned with disability face most of the management problems common among the mainstream NGOs and DPOs, such as lack of funds and shortage of office staff. But self-help organizations have some management issues more prominent than others, because of the situations that people with disabilities face. This section will discuss common management issues experienced by self-help organizations.

Leadership

One critical concern among disability stakeholders is ensuring organizational continuity through development of new leaders. The need for a new generation of DPO leaders has been voiced a number of times (Dyer, 2009). The main reason why many self-help organizations do not have young members trained for management and leadership positions is the lack of adequate education among people with disabilities, especially those in the rural areas and from low-income families. Furthermore, the need to develop leaders in the disability sector is not being adequately addressed by the government, which claims lack of funds for this kind of program. KAMPI and NGOs like Philippine Council of Cheshire Homes for the Disabled (PhilCOCHED) are two of the few organizations that have taken the initiative to identify, nurture and support young leaders.

The development of new leaders is also partly hindered by the fact that current leaders enjoy holding power and are not ready to pass on the responsibility to new leaders. One organization has resolved this problem by promoting the leaders to positions of adviser or consultant.

The quality and quantity of leaders and members also suffer from changes in the government. There is no continuity of sub-sectoral leadership that changes when leadership in the government changes. Some leaders are not properly trained, while those who are trained eventually leave. Second-line leaders are not developed.

In ARMM, growth is constrained by issues of security and political instability. Potential mechanism for growth is through traditional modes at the community-level (i.e. mosques).

Representation

Generally, there are very few leaders in the disability sector who are articulate enough to express their ideas, especially to the government. Most of their leaders are shy in bringing out their opinions due to their low level of education and lack of training. Hence, the need to strengthen the capacity of local DPOs to form new local groups. Strong DPOs can help increase public awareness about the needs, aspirations and abilities of people with disabilities and generate commitment to address disability at the community level (Dyer, 2009).

Due to poverty, some DPO leaders are more concerned with their economic well-being. Because they are there for personal gains, they do not exercise effective leadership and the members do not trust them.

Established leaders in the urban areas are detached from the grassroots and are not effective bridges between the disabled people and the decision-makers and service-providers (Dyer, 2009). Needs and priorities of DPOs in the rural areas should be properly heard. The rural areas should be properly represented.

Staffing

NGOs for disability concerns vary in size. The number of staff members ranges from three to one hundred fifty. The Resources for the Blind, Inc. and International Deaf Association Philippines are some of the large NGOs, employing more than 150 people.

NGOs generally are understaffed and hence do multi-tasking. Given the limited resources, some NGOs operate through volunteers who are paid only if there are funded projects. NGOs with regular staff have a mixture of permanent and contractual members. Other NGOs structure their organizations by establishing a core group of volunteers who work in partnership with the parents in certain projects.

Cooperatives are adequately staffed. Some staff members are paid on daily basis. Other cooperatives are run by volunteers. Likewise, many self-help organizations depend on volunteers for their day-to-day operations. It is feared that as the self-help organizations grow, their need to hire regular staff members will grow too, for which, more financial resources would be needed.

A common problem of the organizations is the quick turnover of trained staff. They keep on training them but after a certain period of time, only a few are left with the organization. Two reasons why people leave are low compensation and attraction of work abroad.

Capabilities

At present, many NGOs do not focus on human resource development. Human resource development is treated as merely a part of administrative concerns. NGOs have no

program on security of tenure and staff promotion. DPOs do not have specific training program on how to manage the organization, how to manage data and how to empower people with disabilities and their leaders.

Some NGOs find difficulty in shifting from the medical to the social paradigm and such difficulty affects the entire project design, activities, and approaches. Moreover the knowledge and expertise of NGOs are often limited to the needs and requirements of the specific disability groups whom they serve or represent. There is a need to address these limitations (Jandayan, 2009).

To promote the economic independence of people with disabilities (PWD), project staff members should be given greater exposure to alternative income-generating activities and successful economic models, which, they can share with PWDs. And they should be given technical skills to do the sharing (Ingar 2006).

A common concern of the government and NGOs is the lack of knowledge and skills to manage children with disabilities (CWDs). The United Nations Committee on the Rights of the Child, recognizing the need for capable staff and professionals to address the needs of children with disabilities, recommended to the Philippine government “to strengthen its measures to protect and promote the rights of children with disabilities, by providing training for professional staff working with children with disabilities, such as teachers, social workers, medical, paramedical and related personnel” (United Nations Convention on the Rights of the Child 2010).

NGOs encounter the problem of specialists not wanting to share their know-how to SPED teachers, despite the fact that they earn higher salaries. NGOs also find it difficult to hire people willing to work with children with disabilities in remote areas. To address these problems, NGOs train younger staff and nonprofessionals and impart to them the knowledge and skills in handling PWDs/CWDs. It is also easier to assign younger members to remote areas.

Moreover, DPOs still need better understanding of government processes and systems so that they can effectively work with and influence government decision makers. They also need to fully understand the mechanics of monitoring and reporting on the

Convention on the Rights of People with Disabilities (Dyer, 2009).

Funding

NGOs for disabled persons are largely dependent on foreign funding. A list of partners of a development organization reveals that most NGOs operate on a relatively small budget, less than P1 million a year and a few large ones operate on an annual budget of P18 million.

NGOs tap other sources for funds. They charge training fees and solicit local donations. They also pursue livelihood program alongside with children's programs. Some charge fees for their services but poor persons with disabilities do not have the capacity to pay.

DPOs with inadequate resources have limited options for engagement and networking and implementation of projects. Small DPOs have difficulty in accessing even small grants, thus limiting their opportunities for capacity development (Dyer, 2009).

The search for alternative sources of funding is an area that needs to be systematically explored. CSOs concerned with disability have yet to establish relevant networks of contacts and prospective partners in the corporate and government sectors in order to generate funds and supplement donor contributions. Tapping corporate foundations, however, has proved difficult since these foundations have committed their funds to the foundations of major television networks with the assurance of pro-bono publicity.

In contrast, cooperatives of disabled people are generally self-sufficient. Some cooperatives are even able to provide loans to their members.

Recently, local government units (LGUs) have become a source of funds in implementing community-based rehabilitation programs. This is especially true when LGUs become aware that the foreign funding has been exhausted and that there is a need to sustain the efforts of NGOs (Jandayan, 2009). Some LGUs like Ligao City, Albay, Cebu City, Cagwait, Surigao del Sur have annual allocation to support programs for persons with disabilities. Other LGUs like Davao City provide funds on project basis.

In the case of organizations with nationwide operations, the tendency is for funds to remain concentrated among the urban members; they do not filter down to the provincial members. It would be better for donors to fund directly the chapters rather than through the main office.

Accountability

In a workshop conducted for the purpose of this paper, discussions on accountability revolved around three themes: finance, reporting, and participation of stakeholders.

The NGOs' operational concept of accountability is "up and down", meaning, they report to their funders (up) on how the funds were used and to the people they serve (down) on programs implementation and the programs' outcomes. They do this as part of the leaders' responsibility and effort for transparency.

Registered NGOs and cooperatives are required to submit yearly audited financial statements but some do not submit reports. Even though NGOs with multiple donors face the challenge of submitting many reports and required documents, they comply with the requirements because at stake is their credibility. Maintaining donors' trust facilitates obtaining funds for program activities.

Not all DPOs fully understand the concept of accountability. Many are not familiar with the accounting process. Their financial management system is not in place. Members are not aware that their leaders are accountable to them in terms of performance and management of resources. They are afraid to ask their leaders about these matters because they are afraid of antagonizing them. Donor agencies are worried about how they use the funds.

Gender

Consultation participants discussed gender issue in terms of opportunity of women with disabilities in pursuing their own development. They claimed that "in the past, women with disabilities are triply disadvantaged." Today, women are prioritized, given importance, preferred, and proven more dedicated. There is a high-level of consciousness among disability organizations in Visayas and Mindanao on gender

sensitivity, except in ARMM where gender is a sensitive issue that still needs to be studied carefully. Participants stated that there are many programs for women PWDs because these do not depend on gender but rather on capability/capacity of the PWD to take on the work and responsibilities.

NGOs and DPOs try to observe gender sensitivity in their organizations and programs. Marginalization of women is less of an issue. Women are reported to be active and they also occupy leadership positions. The problem is more on eliciting the involvement of fathers. They are usually detached from their children with disability, which poses difficulty when the mother is not around.

Hiring a balanced number of male and female staff is a concern. There are more women working with NGOs. Moreover, some male staff have cross-gender orientation. NGOs do not discriminate against cross-gender males, but the confusion they cause among children with disabilities is a concern.

Many organizations do not have gender-specific policy in place and this is manifested in various ways. One example is the lack of separate toilets for men and women in evacuation centers during relief operations. Another example is when a woman volunteer has to assist an adult male with disability in the toilet.

Psychological violence is an issue among persons with disabilities. They suffer verbal and non-verbal ridicule and vilifications from their own family, in the schools and their neighborhood. Even the media contributes negative projections on persons with disability. In support to the Magna Carta for Persons with Disabilities, the Movie and Television Review and Classification Board (MTRCB) issued a Memorandum Circular -05-08 to all television managers, block timers prohibiting verbal, non-verbal ridicule and vilification against persons with disability.

An equally serious issue is sexual violence against girls and women with disabilities. No consolidated report is available on the extent crimes are committed against women with disabilities. But crimes of sexual abuse against girls with disabilities are covered in the news from time to time.

Knowledge base

The Philippines does not have a comprehensive profile of persons with disabilities. The 2000 census was the latest comprehensive data on PWDs. Subsequent census did not have questions on PWDs. Attempts to come up with a national profile system so far have not succeeded. The lack of data constrains the development of appropriate policies and programs.

NGOs and DPOs have basic data on PWDs registered with their services, but these are not systematically consolidated and therefore, do not provide a total picture of the disability sector. Most of the studies conducted by the academe are limited to certain localities. Still, where data is available, the capacity of PWDs to analyze to influence government is certainly a gap. Civil society stakeholders should articulate the need for situationer studies of various disabilities, documentation of best practices, list of companies accepting disabled employees, and other important information.

Networks for Disability Concerns

The rising number of networks of civil society organizations responding to disability is a significant development in the disability movement. This section discusses the reasons for network formation; the levels and types of networks; networks relationships of government, nongovernment and self-help groups; and the lessons and challenges of networking.

Reasons for the formation of networks

Commonality of purpose and advocacy for the rights of PWDs bring together civil society groups in coalitions. Although purposes or interests of people in the disability sector may vary, their rights as defined by the United Convention on the Rights of People with Disabilities (UNCRPD) are the same. Organizations in the disability sector recognize and support their rights.

Although interests may differ from one sub-sector to another, a common concern is on discrimination against PWDs. Another concern that binds them together is the inadequate governmental response to the needs of PWDs. The inadequacy is observed not only in terms of

policies but more so on programs to address specific needs.

Cooperatives of disabled people are established as a response to the lack of opportunities for employment in mainstream society. Cooperatives are first organized at the local level and then they expand to the national level. Cooperatives form into a federation to facilitate access to resources. Contracts are secured by federations, which in turn enter into sub-contracts with the local or primary cooperatives.

Although networks are set up for different purposes, activities tend to be similar: providing mutual support, sharing of resources and expertise, joint advocacy, lobbying and negotiations, and information-sharing. Networking has increasingly become the primary means for NGOs to mainstream their alternative approaches, to scale up their activities, and to implement varying degrees of mutual accountability and self-regulation.

Levels of Networks

Networking occurs at several levels. At the local level, the players are usually the people with disabilities and their families, community groups, community-based organizations, local government units, agencies and institutions. At the regional/national level, non-governmental organizations, national governmental agencies and institutions, disabled people's organizations and training centers coordinate with each other. At the international level are the international non-governmental and governmental organizations, development agencies, disabled people's organizations, federations and networks, training centers, etc. (Ingar, 2006).

DPOs and NGOs are not equipped yet to network with international organizations. Since their credibility with the international funders is not yet established, they receive limited funds. Some large foundations do not prioritize these DPOs and NGOs.

DPOs and NGOs do not have leaders who can effectively communicate the needs and interests of all sub-sectors. Each sub-sector has diverse needs (i.e., facilities, tools, technology, assistive device, skills training) and unless the sector talks of rights, it is hard to unite all the sub-sectors. Support organizations are not strong enough to unite DPOs.

Relationship among civil society groups and international organizations is inhibited by a lack of consultation with PWDs, unclear set of goals, lack of deep awareness about how it is to have a disability, and low priority given by the government to disability concerns. On the other hand, there are a few facilitative factors, such as the principle of inclusion and integration, UNCRPD and supporting local laws, access of local NGOs to national organizations, and capacity of NGOs to implement programs.

Types of Networks

The networks may be issue-based, area-based, and sector-based. NGO networks are of two basic types: associations (having formal membership) and coalitions (built on common agenda)

Disability-focused network

NGOs have formed networks based on the type of disability they focus on. These networks are established to a) address distinct needs of special groups of persons with disability; b) meet their mutual needs as service delivery providers; c) share resources and expertise; d) focus on advocacy and lobbying.

The prominent networks are Autism Society of the Philippines (ASP), Down Syndrome of the Philippines (DSP), Cerebral Palsy Association, Inc. (CPAI), Attention Deficit/ Hyperactivity Disorder (ADHD), Society of The Philippines, Inc., the Philippine Blind Union (PBU), and the Philippine Federation of the Deaf. All these are formal associations with membership rosters.

Alliances among professional associations are also being developed, similar to the work done in Eye Care. Physical therapists, for example, are uniting to adopt a community-based approach, so that they can train community members to do much of the PT work under close supervision and mentoring (McGlade, 2009).

Issue-based network

Networks relations are formed due to a common agenda. This type of network or coalition generally does not formally register and exists only until the

common cause or concern is attained. A recent example was the May 2010 national election. AKAP Pinoy, a network of more than 446 disabled people's organizations (DPOs) joined forces with the Commission on Elections (Comelec), Parish Pastoral Council for Responsible Voting (PPCRV), and Volunteer Services Overseas (VSO) Bahaginan to empower persons with disabilities to exercise their right to vote.

AKAP Pinoy and VSO Bahaginan coordinated with the Comelec to set up six special registration sites nationwide – Cabanatuan City, San Fernando City in Pampanga, Iloilo City, Cagayan de Oro City, Davao City and Zamboanga City. This was the first time in the history of Philippine elections that Comelec held a Special Registration Day for the benefit of PWD. PPCRV agreed to have a person with disability assigned at help desks at selected election precincts to assist fellow persons with disability. The groups addressed the lack of infrastructure for PWDs (i.e., ramps and elevators) in the voting centers. VSO Bahaginan worked with AKAP Pinoy by providing technical support and mentoring so that they can effectively manage volunteers (VSO Bahaginan, 2010).

When the Philippines formulated the Magna Carta for Disabled Persons, the civil society for disability concerns worked with government agencies to develop it. The National Council for the Welfare of Disabled Persons, the government's main partner for legislative matters to protect the rights of people with disabilities facilitated consultation with NGOs and DPOs. People with disabilities were actively involved in advocacy, consultations and public awareness-raising activities pertaining to the formulation, revision and enactment of the Magna Carta. Service delivery organizations at the international, regional and national levels, also played an important role in galvanizing the attention of policy makers.

The disability sector recognizes that most civil society organizations do not include disability as part of their mandate. They have to link up with bigger civil society organizations concerned with human rights and environment to address many of the socio-political causes of disability. CSOs for disability need to scale up their efforts at national,

regional and local levels and engage with the housing, business and religious sectors to include disability in their mandate (McGlade, 2009).

Area-based network

One notable recent trend is the rise of provincial or local NGO networks. Alliances are formed in various provinces and municipalities of the country to address concerns, and in a programmatic way, to meet real needs of persons with disabilities, maximize resources, avoid duplication of efforts, and provide technical support to LGUs and DPOs.

Some local networks adopt the strategy of community-based rehabilitation (CBR). These networks are composed of NGOs, DPOs, professionals, community and government leaders, business leaders. The Community-Based Rehabilitation (CBR) framework promotes coordination, complements efforts and shares resources among stakeholders. As of 2009, alliances have been established in Mindanao, Bicol, Visayas and Metro Manila. They reach the millions of persons with disabilities not yet served; they remove barriers; and they ensure that the disability agenda is included in the work of other sectors (McGlade, 2009).

Networking with the government

Philippine government policies and legislation strongly shape the network mechanism. The Local Government Code of the Philippines provides transfer of powers and resources from the national to the local government. Avenues for civil society participation in government programs have also been created, such as sectoral representation in Congress and legislatures of LGUs, as well as in various planning and consultative bodies.

The National Council for Disability Affairs (NCDA) is the coordinating body for disability issues and concerns. Its composition is inter-sectoral and multidisciplinary. Its Board consists of national government agencies, non-government organizations, representatives of organizations of persons with disabilities, as well as civic and cause-oriented groups. The sectoral representative of the National Anti-Poverty Commission sits on the Board.

NCDA coordinates with government agencies and local government units. Civil society groups hold dialogue and consultations with local chief executives and other concerned groups at the local level. This undertaking represents an institutionalized strategy to monitor, update and gather feedback on the needs, issues and concerns of persons with disabilities (Jandayan,2009).

NCDA formulated guidelines for the establishment of Regional Councils on Disability Affairs (RCDA) in place of the existing Regional Committees for the Welfare of Disabled Persons (RCWDPs).

The Council for the Welfare of Children's Sub-Committee on Children with Disability is another mechanism through which NGOs discuss issues and concerns of children with disabilities. There are supposed to be local structures such as Regional Council for the Welfare of Children (RCWC) and Barangay Councils for Protection of Children (BCPC), but BCPC does not exist or if it exists, it does not function. RCWC should give closer attention to the concerns of Children With Disabilities. The Council for the Welfare of Children (CWC) should give equal attention to the children with disabilities and children in need of special protection.

The National Anti-Poverty Commission (NAPC) is mandated to deal with the concerns of the so-called marginalized sectors of society, which include persons with disabilities. KAMPI has representatives in NAPC.

In relating with the Local Government Units (LGUs), line agencies with devolved functions have to coordinate with LGUs regarding implementation of policies and programs. NGOs and POs participate in local governance through a) membership in local bodies; and b) expanded mechanisms for LGU/PO/NGO collaboration in the delivery of basic social services, including capacity building, local enterprise development and livelihood projects.

The difficulty in over-all coordination is being addressed by the recently approved R.A. 10-070 and Act Establishing an institutional mechanism to ensure the Implementation of Programs and Services for Persons with Disabilities in every Province, City and Municipality. In pursuance of this law, the Persons with Disability Affairs Office was created. The office serves as over-all coordinating body to implement programs and

services for persons with disabilities and enforcement of all relevant laws on disability.

Management of Networks

Managing network organizations has its distinct issues and concerns ranging from process of decision-making, representation, degree of participation, accountability, level of capacity.

To arrive at a consensus toward sub-sectoral agenda, consultations are conducted with various DPOs and NGOs in the disability sector. DPOs and NGOs give major consideration to the rights of disabled persons and common interests and needs of each group when they draft their agenda.

Cooperatives and NGOs adopt 50+1 quorum before making a decision relating to policy-making. In cooperatives, the General Assembly is the highest policymaking body. Bigger federations consult members or chapters.

In ARMM, consensus building is through traditional channels of decision-making, which gives weight to opinions of the religious leaders and powerful political leaders.

Some NGOs and DPOs are not active in coalition building. They stay within their own organizations and become parochial in their views. With the creation of the Office of Disability Affairs, which will be headed by a PWD, NGOs and DPOs might be encouraged to join coalitions or networks so that their expertise can be shared with other groups.

Some groups, like AKAP-Pinoy, network with government agencies such as the Department of Transportation and Communication (DOTC) for the provision of access to PWD and with Department of Justice (DOJ) for the filing of cases of disability concerns. DPOs monitor compliance of and implementation by the government office.

The operational capacity of networks is still inadequate. For example, AKAP-PINOY ties up with various schools such as the College of St. Benilde, Miriam College and the Manila Institute of the Deaf who have the capacity to train them. They network with

other organizations to avail themselves of the expertise that they lack.

Lessons in Networking

Ownership. Government's attention, commitment and ownership of project activities has been strengthened through:

- Presentations of baseline study results and project success stories
- Charismatic and influential persons identified to communicate with governments at local levels.
- Memorandum of understanding with the local chief executive.
- Technical or project management team with representation of government line agencies and local communities.
- National networks of development organizations.

These factors have facilitated structural changes within the government agencies and engendered greater transparency and accountability (Ingar, 2006).

Sustainability. Potential for sustainability of project activities is considered high if the government takes ownership of the project from the beginning. Ownership entails continuous advocacy, personalized communication and sharing of information (Ingar, 2006).

Continuous information and advocacy with the LGU and government agencies accord priority to disability programs in the government development plans (Ingar, 2006).

Challenges in Networking

Perspectives on Disability. Local government units need to reassess their perspective on disability and acknowledge the benefits of rights-based approach to development of PWDs. Not all LGUs are aware of the international and national instruments on persons with disabilities. Most local government units, in general, have no comprehensive development program for

rehabilitation, detection, and prevention of causes of disability – services that would benefit the whole community. This is a constraint to local networking. Some NGOs on the other hand, still espouse medical rather than rights-based approach to disability.

Categories of Disabilities. Government and civil society stakeholders still do not share the same definition and classification of disabilities.

Clarity of roles, functions and systems of stakeholders. Government and NGOs do not know the workings of the other, blocking collaboration (McGlade, 2009).

Government priority. In spite of international and national laws and policies, NGOs encounter varying responses from the local government units and government agencies regarding persons with disabilities. Disability issue is not a priority of the local chief executives. A few supportive local government units have limited funds for children with special needs. Because of the government's limited budget, it is difficult to implement programs and services that would fully address the needs of children with disabilities. There are no standard guidelines in the implementation at the local level. This means provision of auxiliary services varies from one LGU to another.

Weak coordination. There is a need to strengthen coordination between the government and nongovernment agencies to establish a referral system. Close collaboration is necessary to establish a common direction and to formulate a program that streamlines the delivery of services for children with special needs. Committees on Children with Disabilities (CWDs) should be more active. Participation of persons with disabilities and of parents in drafting programs and services should be maximized. Given limited resources, close coordination will help avoid duplication of programs and will help identify areas, which are not yet served (Famador, 2010; McGlade, 2009).

Lack of referral agencies. Inter-agency effort is hampered by insufficient information and the lack of agencies for referral of services.

Absence of inter-agency collaboration. There is little or no local interagency collaboration in undertaking programs for children with disabilities in many parts of the country. Support mechanisms must be strengthened to increase private entities' participation.

Institutionalization. In line agencies, concerns of persons with disability are assigned to "focal persons" who coordinate activities and concerns within the department and with other government agencies. A more permanent office that will handle PWD concerns within the department may be a better arrangement to ensure continuity.

Sustainability of programs for persons with disability hinges on NGOs' integration with the local government. Through integration the interpersonal relationship between local social worker and local chief executives becomes smooth, resulting in better delivery of services.

Weak monitoring. Monitoring is necessary to strengthen the current efforts of government and nongovernment organizations. There should also be a mechanism for the evaluation of PWD-related policies and programs. There is a need to regularly assess performance and service delivery. CWDs should also be included in this monitoring mechanism.

The Millennium Development Goals (MDGs) should develop benchmarks related to disability concerns. Maternal and childcare is an aspect that connects to the issue of disability. Access to basic education should be included in the monitoring of participation and survival rate of children with disabilities. Most of the socio-political causes of disability are not being addressed despite the country's commitment to the MDGs.

Broad concerns of civil society groups for the disabled

Civil society organizations for persons with disabilities do not yet have a common voice because the leaders and members of the sub-sectors are not united. They

think only of their own sectors. In spite of this, there is already a significant improvement in the area of education. But there is more to be done.

There is also an awareness campaign to make the public see the special needs of the disabled. For example, they need access to big shopping malls. Public facilities for PWD, such as elevators, underpass, etc., need to be modernized. New technology has to be utilized to make life easier for PWDs.

Creation of more jobs is a common concern of Filipinos, much more for disabled persons. Armed conflict in various part of the country causes disability. Proliferation of party lists competing for seats in congress partly contributes to the difficulty in winning representation for disabled people.

Including the disabled in mainstream government programs should be considered. For example, they should have been included in the Conditional Cash Transfer program. Also, the transfer of NCDa from the Office of the President to the Department of Social Welfare and Development without consulting the sector calls for an action from the sector.

Reforms needed to advance the cause of disability sector

Stakeholders identified several areas for reform:

- Early detection and identification through newborn screening should be followed up with tests to identify specific forms of disability among babies
- Inclusion in Philhealth of rehabilitation services as a reimbursable expense
- Inclusive education
- Representation of PWDs in congress
- Amend accessibility law and comply with universal requirements. The General Appropriations Act should define institutional arrangements between agencies and other stakeholders such as NGOs
- Review existing studies on disabilities and use them for policy formulation and implementation. Some stakeholders hold the

view that full implementation of laws should be given more importance than policy formulation.

Recommendations

1. Establish partnership with the Department of Education on its functional literacy program and program for itinerant teachers to reach DPO leaders in rural areas. The partnership will serve as a foundation for other leadership programs for these leaders. This move will also promote inclusive education with functional literacy program as an entry point and the tapping of the itinerant teachers.
2. Establish partnership with area-based coalitions, specifically those implementing community-based rehabilitation programs. They can provide functional literacy to DPO leaders within their area.
3. Establish partnership with other organizations providing leadership program for DPOs.
4. Support the capability building on participatory governance, in order to equip DPO leaders with skills in advocacy and lobbying and knowledge on the avenues of participation with the government.
5. Support seminars on accountability, representation, transparency and management of organizations.
6. Support the formation of interagency collaboration addressing children with disabilities in selected areas by tapping existing partners, which are focused on children with disability.
7. Tap a member of KAMPI or AKAP PINOY in an area where there is no interagency collaboration and facilitate the formation of a coalition or network in their area.
8. Support the identification of specific agenda, coalition activities, monitoring and documentation of good practices and lessons learned.
9. Help existing coalitions to have one voice in electoral issues.
10. Help existing coalitions to push for electoral reforms such as
 - Having a party-list for disability sector in Congress. This entails providing support for awareness-raising among disabled sector on the purpose, features and requirements of party-list.
 - Expansion of the geographic coverage of help desks during registration and election periods, and rooms in the polling places which are accessible to persons with disability
11. Support activities that develop indicators related to disability concerns and relevant MDG goals; activities that will lobby the government for the inclusion of MDG indicators on disability; and activities that actually monitor the achievement of MDG indicators.
12. Support the development of research on effective practices in inclusion and best practices of local government units responding to disability.

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Annex A

List of Participants of the Disability Civil Society Stakeholders in the Philippines Manila Consultation Workshop Great Eastern Hotel, Quezon City , April 27, 2011

Group 1

1. Mr. Arturo Quiroz, Samahang Kapatiran sa Hanapbuhay Para sa May Kapansanan, Manila
2. Ms. Julie Esguerra, Philippine Institute for the Deaf (PID), Manila
3. Ms. Ma. Cristina Hebron, Cerebral Palsied Association of the Philippines (CPAP), Marikina
4. Mr. Ricky Pabilonia, CBR Foundation, Diocese of Iba, Inc., Olongapo City
5. Ms. Jenette Callada, Philippine Leprosy Mission, Inc., Quezon City
6. Ms. Grace Domondon, International Children's Advocate, Inc. Niños Pag-Asa Center, Olongapo City
7. Ms. Angelica J.T. Muyco, BAHATALA, Inc., Puerto Princesa City, Palawan
8. Mr. Noli V. Agcaoli, AKAP-PINOY/TWH, Quezon City
9. Ms. Belinda M. Polintan, Our Lady of La Salette School for Special Children, Santiago City, Isabela
10. Mr. Abraham Macario, SIKAP Multi-Purpose Cooperative, Pasig City

Group 2

1. Ms. Josephine Palomares, Autism Society Philippines (ASP) Diliman Chapter, Quezon City
2. Ms. Myra Magno, Special Education Assistance, Manila
3. Ms. Pilar Santiago, Special Education Assistance, Manila
4. Mr. Cherrie Oringo, Simon of Cyrene Children's Rehabilitation and Development Foundation, Inc., Daraga, Albay
5. Mr. Francis Choy, Parent Advocates for Visually Impaired Children (PAVIC), Quezon City
6. Ms. Charineflor Serapion, Granada Educational Foundation Inc., Manila
7. Eufemia J. Borgonia, Vincentian Missionaries Social Development Foundation, Inc. (VMSDFI), Quezon City
8. Ms. Ma. Carmen Sarmiento, PAL Foundation, Inc., Pasay City
9. Ms. Catherine Vasseur, Handicap International, Makati City
10. Ms. Antonita Gomez, Inocencio Magtoto Memorial Foundation, Inc., San Fernando City, Pampanga

Cebu City Consultation Workshop

Diamond Suites and Residences, Cebu City . April 29, 2011

Group 1

1. Ms. Anna Jaranilla, Professionals for Child and Adolescent Reception and Education Foundation, Inc. (ProCARE), Cagayan de Oro City
2. Ms. Annalyn Hernandez, ProCare, Cagayan de Oro City
3. Ms. Mariepeth Masion, PRIME Center Foundation, Inc., Mandaue City
4. Ms. Mary Stephanie Agbay, Gualandi School for the Hearing Impaired, Banilad, Cebu
5. Ms. Lanie Magsimbol, Gualandi School for the Hearing Impaired, Banilad, Cebu
6. Ms. Melagros Maquiling, Differently-Abled Women Network, Inc.(DAWN), Cagayan de Oro City
7. Ms. Ma. Helen Carmilotes, Children's Help and Assistance Foundation, Inc. (CHAFI), Cebu City
8. Mr. Romulo Velasquez, Children of Cebu Foundation, Inc., Cebu City
9. Ms. Annalou Suan, Great Physician Rehab (GP Rehab), Dumaguete City

Group 2

1. Mr. Redendo Martinez, Association of Differently-Abled Persons, Inc. (ADAP), Davao City
2. Ms. Thelma Castulo, Bangon Agusan del Sur Alang sa Kalambuan (BASAK), Agusan del Sur
3. Ms. Estrella Daleon, PWD Gensan Multi-Purpose Cooperative, General Santos City
4. Ms. Ruth Miral, Differently-Abled Women Network, Inc. (DAWN), Cagayan de Oro City
5. Mr. Jovencio Concha III, PARE
6. Mr. Rey Envidiado, Feed the Children Philippines (FTCP), Tagbilaran City
7. Mr. Gerardo Sepada, AMCHA Multi-Purpose Cooperative, Toledo City
8. Ms. Judith Virata, Rainbow Intervention Center for Children with Autism Foundation (RICAIFI/GUSP), Davao City
9. Ms. Laura Merida, AMCHA Multi-Purpose Cooperative, Toledo City
10. Mr. Jerome Zayas, PARE, Autonomous Region of Muslim Mindanao (ARMM)
11. Ms. Sandra Espina, ASP Cebu Chapter, Cebu City

Research Team

Fernando T. Aldaba. Nandy is the research team leader of this CSO Mapping and Strategic Assessment Publication. He is the Professor and former Chair (2003-2009) of the Economics Department of the Ateneo de Manila University. He is currently the President of the Civil Society Resource Institute and Kasagana-Ka, a microfinance NGO, former President of the Philippine Economic Society (2008) and board member of the East Asia Economic Association. He was also Director of the Ateneo Center for Community Services and the Ateneo Center for Social Policy and Public Affairs. He worked with various coalitions as Secretary-General of the LakasManggagawa Labor Center (1986-87) and the Caucus of Development NGO networks (1990-1993). Nandy graduated with a Bachelor of Science degree in Management Engineering (*cum laude*) from the Ateneo de Manila University (1980) and a Doctor of Philosophy degree in Economics from the University of the Philippines (1996) in Diliman.

Carmel Veloso Abao. Melay is currently a faculty member of the Political Science Department of the Ateneo de Manila University. Before joining the academe in 2008, Melay was extensively involved with a number of Philippine NGOs and movements including the Workers College, LakasManggagawa Labor Center, PHILSSA, and, the Institute for Popular Democracy.

Maria Dolores Bernabe. Risa is a research consultant on agriculture, trade and climate change issues. She has been working closely with smallmen and women farmers' organizations for more than 15 years now.

Eva Marie F. Famador has been engaged in social development work both as an implementor and a technical consultant. Her fields of expertise are organization and program development and management, advocacy, and research and evaluation. At present, she is the general secretary of Christian Convergence for Good Governance.

Roberto Mina. Since graduating from college in the mid-1980s, Litit has been involved in various fields of social development such as student politics and social involvement, agrarian reform, permaculture, zero-waste management, renewable energy and cooperative development. He is a member of the Barangka Credit Cooperative based in Marikina and is currently working with Christian Aid in promoting Disaster Risk Reduction in small islands.

Jeremaiah M. Opiniano is the President and Reporter of the Overseas Filipino Workers (OFW) Journalism Consortium. He also teaches at the Journalism program of the University of Santo Tomas.

Jennifer Santiago Oreta. Apple is a PhD holder in Political Science. Her field of specialization is gender and security, and has done extensive research on small arms proliferation and gun-violence, security sector reform, private armed groups, and people's democratic participation.

Philip Tuño. Randy is a lecturer at the Department of Economics, Ateneo de Manila University. He is also a board member of the Foundation for Media Alternatives and the International Center for Innovation, Transformation and Excellence in Governance, and has assisted the Caucus of Development NGO Networks in several studies on the NGO sector.

Elizabeth Yang and Elena Masilungan. Beth is currently National Coordinator of PILIPINA, a national feminist organization pushing for increasing women's political participation in decision-making. Elenais a free-lance writer and a member of the PILIPINA-NCR chapter. Beth and Elena are the co-authors of this publication's chapter on women's movement

Ana Teresa de Leon-Yuson and Maria Tanya Gaurano. Annie has been long involved with the urban poor movement, as a community organizer-trainer in the 80's, as the former executive director of Foundation for Development Alternatives in the 90's, the previous national coordinator of the now defunct Urban Poor Colloquium and eventually she became one of the former national coordinators of the PHILSSA national network. She is the corporate secretary of the Civil Society Resource Institute. Tanya is currently doing freelance research on urban poverty and governance issues for different organizations. She expects to earn her Master's degree in Social Development from Ateneo de Manila in the summer of 2011. Annie and Tanya are the co-authors of this publication's chapter on the urban poor movement in the Philippines.



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