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ASSESSMENT OF P.L. 480 TITLE II
PROGRAM PHASEOUT FOR THE PHILIPPINES

FINAL REPORT

USE Title I -
to build capacity
study
to
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feasibility
programs

by

Dr. John D. Nystuen (Team Leader) Community Systems Foundation
Dr. Phillip Foster, Development Research
Dr. Cecilia Florencio, University of the Philippines
Mr. Lowell Lynch, AID/Bangladesh
Dr. Aida C. Monares, AID/Washington

for

Bureau for Asia
U.S. Agency for International Development
Contract No. IQC-PDC-0262-I-14-3097-00

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August 1985

This evaluation was prepared for USAID/Philippines and submitted to the Bureau for Asia. The views and interpretations expressed are those of the authors and should not be attributed to the Agency for International Development.

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PREFACE

USAID donates food commodities to developing countries through Public Law 480 Title II, the Food For Peace program. Eventually every food assistance program is intended to be phased out or turned over to the host country. The U.S. food assistance program in the Philippines has been operating for over thirty years. Talk of ending the Philippine program has been heard for at least ten years. As a result of assessments of conditions in 1982, the Title II program is scheduled to be phased out entirely by the end of FY 1987. Current circumstances have changed so much that a reassessment of that decision is called for. The downturn in the Philippine economy has greatly increased unemployment and deepened poverty levels. Stressful political conditions make it difficult to deal with the economic and social issues. The potential for an increase in the prevalence of malnutrition in children exists because inadequate food intake is still a major problem throughout the country. In addition, short-run natural hazards consisting of droughts, severe typhoons and a volcanic eruption have reduced food production in parts of the archipelago in the last two years.

Improving nutritional status of vulnerable groups is a generally accepted national policy in the Philippines. In the last ten years the social service ministries have developed institutions and programs which include nutritional objectives. The central issue for this evaluation is: in view of current events, should the current phaseout schedule be adhered to or modified?

Three groups of institutions are involved: USAID; the voluntary agencies administering the programs, Cooperative American Relief Everywhere (CARE) and Catholic Relief Services (CRS); and several ministries of the Government of the Philippines (GOP). The national nutrition policy, which is accepted by all groups, is to achieve adequate nutritional status for all Filipinos. Foreign food donation programs may assist in achieving this goal but they might also inhibit the growth of effective national capacity to take necessary action.

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This aspect of the problem must be considered in the decision regarding the timing of the phaseout of P.L. 480 foods.

ACKNOWLEDGEMENTS

A five person team conducted the evaluation. Dr. Nystuen, team leader, had overall responsibility for preparation of the report. Contributions of each team member were focused on particular portions of the report. Dr. Foster, the team economist, wrote Chapter 4 on the state of the Philippine economy. Dr. Florencio, nutritionist from the University of the Philippines, prepared the material for Chapter 5 on the nutritional status of Filipinos. Dr. Monares of AID contributed to Chapters 2 and 7 which are descriptions of the food assistance programs and the phaseover plans initiated by the Government of the Philippines. Mr. Lynch, also of AID, contributed to the policy analysis reflected in the conclusions and recommendations. Field work in the Philippines was conducted in the period from April through June 1985.

The Manila AID Mission made it possible for us to coordinate our activities. We wish to thank them for their help, counsel and logistical support. Mr. Bryant George, the Food For Peace Officer, and Mrs. Mariachi de Sagun, Nutrition and Health Officer, provided continuous support by sharing their knowledge of the program, by identifying and contacting the appropriate officials in the Philippine government ministries and other institutions and by organizing our field trips. Mr. Richard Rhoda, Evaluation Officer, gave us valuable comments on the in-country draft of the report. We wish to thank Mr. Joseph Curtin, Director of the Catholic Relief Services and his staff and Mr. Charles F. Laskey, Director of CARE and his staff for their attention, comments and courtesy. We also wish to thank the equally helpful and courteous Philippine government officials with whom we dealt, the local municipal and barangay officials and the staffs of Day Care, Food For Growth and Mothercraft Centers who showed us their activities and records. Mrs. Lolita M. Parado was vital as the secretary and word processor for the evaluation team. We greatly appreciate her work.

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CHAPTER 1.0
ASSESSMENT OF P.L. 480 TITLE II PROGRAM PHASEOUT
FOR THE PHILIPPINES--EXECUTIVE SUMMARY

Problem. Malnutrition is a persistent problem in the Philippines. Twenty percent of the preschool population is moderately to severely malnourished. One-third of the school-age children in grades one through four are stunted and/or have low weight for age. The Philippine government adopted a national nutrition policy in 1976 that called for increased food production per capita, nutrition related income generating programs and effective delivery of food to vulnerable groups. Food assistance programs using domestic and foreign donated foods are a part of these development efforts.

U.S. Assistance. In the past thirty years \$375 million in P.L. 480 Title II food has been donated to the Philippines. CARE administers the Targeted Food Assistance Program which reached 74,000 recipients in 1984 and a School Feeding Program which reached 1,070,000 recipients that same year. The Catholic Relief Services (CRS) conduct a Targeted Maternal and Child Health Program in which 550,000 recipients were served in 1984. They also provide day care centers with food assistance for 200,000 recipients. In total the U.S. food assistance programs reached just under two million recipients in the Philippines in 1984. There are six million recipients of food assistance programs in the Philippines. The proportion receiving Title II foods has declined from over 80% in 1974 to 31% in 1984.

Purpose of the Evaluation The Title II program is scheduled to be phased out by the end of FY 1987. This schedule was undertaken as a result of the Blumenfeld et al. report dated August 1982 ("P.L. 480 Title II: A Study of the Impact of a Food Assistance Program in the Philippines"). That program found that the Maternal and Child Health Programs and Day Care Programs were effective in reaching the most vulnerable groups and in reducing the proportion of malnourished children. The school feeding programs were judged less effective in reducing incidence of malnutrition. They recommended continuation of the MCH and Day Care programs through 1987 and a 20% phaseout per year of the school feeding program. All food donations would cease by the end of FY 1987.

The Philippine economic and political situations have worsened since 1982 and a reassessment of the decision to phaseout the U.S. food assistance program in 1987 is in order. The present evaluation assesses the state of the Philippine economy, the nutritional status of at-risk groups and the capacity and actions of the Philippine government toward developing indigenous food assistance programs.

Methodology. Members of the evaluation team were in the Philippines during parts of April, May and June, 1985. AID, VOLAG, and

GOP documents and reports were reviewed. Interviews were held with pertinent government officials, program implementors and social and health workers at regional and provincial levels. Field visits were made to Mothercraft, Day Care and Food For Growth Centers where field records were obtained and interviews taken with participants and community workers. Because of scheduling difficulties the field trips were all to locations on the Island of Luzon. The field data therefore do not represent a cross-section of program centers.

Only fragmentary data on nutritional status beyond 1982 were available in documents or reports. This was a problem because the changes in the economy were more severe since then, particularly in 1984 and 1985 when close to 50% inflation was experienced. why?

Findings. (1) The Philippine economy is in trouble. In 1984 the GNP suffered actual decline of 5.5% while population growth was near 2.5%. All short-term economic indicators reflect the severe conditions. Using reasonable assumptions about the economy present estimates are that it will take five years to restore the conditions that existed in 1982;

(2) Political instability has exacerbated the economic decline. The aftermath of the assassination of Senator Aquinos involved the flight of domestic capital, drying up of foreign investment, and a debt and credit crisis. Low-income families suffered increased unemployment and effects of heavy inflation.

(3) Nutritional status indicators performed better than economic indicators during this period. Sharp declines were not evident. This may be due to data problems, to lag effects or perhaps effects of the effort of the Government of the Philippines (GOP) to improve nutritional status of Filipinos.

(4) The government is not in position to replace the U.S. food assistance programs. New funds would be needed and the social service ministries are operating under reduced or frozen funding levels. New government revenues are not likely to be available until the economy recovers. That will not be soon.

Project Design and Policy Implications The social service ministries have, as part of their portfolio, the responsibility to improve the nutritional status of Filipinos. They have personnel and plans for carrying out this task, but they lack financing.

The GOP policy of self-reliance is interpreted by central government officials as almost complete reliance on local sources of funding even down to individual poor families.

The results will be diffuse because success will depend upon local capacities, resources and circumstances.

There exists a need for more complete and intense surveillance of nutritional status in order to identify localities not able to respond to the policy of self-reliance and in order to detect any sudden

downturn in nutritional status as a possible delayed effect of economic conditions.

Recommendations. (1) Extend the phaseout of the Title II program to FY 1990.

(2) Continue the GOP responsibility for in-country transportation costs of the Title II foods.

(3) Support the GOP in increased nutritional surveillance as a means for more effective targeting.

(4) Provide resources to VOLAG programs to introduce nutritionally related development schemes to local communities not able to help themselves under the GOP self-reliance policy.

(5) Deal with charitable emergency aid as a separate issue from nutritionally related efforts to improve local quality of life.

What criteria
- justify phasing out?
GOP ability to totally resume
these programs?
partially?
What would
be an acceptable
partial support!

CHAPTER 2.0 CONCLUSIONS AND RECOMMENDATIONS

2.1 Conclusions

2.1.1 Economic

The Philippine economy has deteriorated since 1982 and the prospects are that it will take several years for recovery to occur. The gross national product (GNP) declined by five percent in 1984 while population growth continues to increase by two and one-half percent per year. Under these conditions several factors negatively affect nutritional status. Negative indicators include declining GNP per capita, declining agricultural production per capita, rapidly rising food prices, rising unemployment, falling earnings and an increasing concentration of income among the wealthy. Consumers have by and large spent their cushion of savings and the poor have already shifted to the lowest cost sources of food energy. For them, the only adjustment to further economic stress is to eat less.

2.1.2 Nutritional

Malnutrition remains a problem in the Philippines. A nationwide survey in 1982 showed that per capita energy intake was 89% of the recommended allowance; one out of three households failed to meet recommended marginal adequacy in calories available in the food they ate; 17% of zero to six-year-old children were underweight and 21% were stunted (height for age below normal). The situation in 1982 was better than in 1978 since there was a significant reduction in prevalence of preschool children who were underweight or wasted (weight-for-height below normal). Fragmentary evidence in 1984 indicated that regression in nutritional status has occurred. However, nutritional indicators have performed better than economic indicators. This may be due to a lag effect or may be due to improved knowledge and behavior relative to

child health and nutrition, consequences, in part, of the national nutrition program of the past decade. It is clear that longstanding chronic undernutrition is an appropriate description of the Philippine condition. Consequently a nutritional need remains which, if the national goal of eliminating undernutrition is to be achieved, will require action to raise food production per capita and to deliver the food to those nutritionally at risk. Food assistance programs are one approach to these objectives.

2.1.3 Institutional

The social ministries including primarily the Ministry of Social Service and Development (MSSD), the Ministry of Health (MOH) and the Ministry of Education, Culture and Sports (MECS) are engaged in food assistance programs. Food assistance programs which are designed to create self-reliance and to remove the need for assistance cover less than one-third of those in need. Evidence suggests that the programs will address an even smaller proportion if the foreign food donations are eliminated. Food assistance agencies have the beginnings of workable programs and a significant cadre of experienced personnel, but financial capacity is lacking. All social ministry budgets were reduced or have remained the same since 1983 despite the fact that inflation has cut the value of the peso in half in each of the last two years. Consequently, some services such as inland transportation had to be curtailed, which resulted in the reduction of the number of recipients and the size of ration delivered in some programs. If budgets remain at absolute peso amounts and inflation continues, a de facto phaseout of the food assistance programs will occur. The evidence is that this is happening.

There are nutritionally satisfactory substitutes for the P.L. 480 commodities, for example, rice with a fish product supplement. The suggestion has been made that savings on inland transport costs may be used to purchase local foods as substitutes. This requires acceptance of the dubious assumption that no locale is a food deficit area. But more telling, according to a GOP analysis, inland transport costs are about six percent of the cost of fully replacing the foreign food, a

conclusion that is based on optimistic figures for local food prices.
The savings expected from reduction in costs would not go far toward financing the substitution of local food for foreign. Additional financing from whatever level or source is necessary or less food assistance will be possible. Approximately 45,000 metric tons of rice would suffice as a substitute energy source to match current energy content of the PL 480 foods. The rice would need to be combined with another food to reach proper protein levels but this would be less than that found in the PL 480 foods which contain a larger proportion of protein than recommended as a requirement. Philippine consumption of rice in 1984 was 4.8 million tons. The rice needed to replace the PL 480 commodities amounts to less than one percent of annual consumption. It appears that the Philippine food economy could bear such a burden.

The current policy of local self-reliance contains a dilemma. The national program lacks resources to address all needs, and therefore, on the basis of equity, it should focus on the most at-risk groups. But dependence on local self-reliance will have the opposite effect. Uneven development from place to place will result because of variation in skills, circumstances and resources of local communities. Just those places unable to help themselves will most likely contain the largest proportion of at-risk people. This dilemma makes the current policy hard to follow.

2.2 Recommendations

- (1) The gradual scaling down and eventual phaseout of the P.L. 480 Title II Food Assistance Program should occur over a five-year period instead of over a two-year period as now scheduled. This is a three-year extension to FY 1990, the final year of the program. The extension should be at current total program levels for both CRS and CARE. CARE, however, should reduce its contribution to the school feeding program and transfer the resources to the MCH program within the capacity of that program to handle the increase or to other preschooler programs operated by VOLAGs or other government agencies not currently served by CRS.

When are we going to push on this?

- (2) The Philippine policy of self-reliance should be supported. The educational, income generating and food production aspects of the programs should be emphasized to create indigenous capacity to continue the food assistance programs after foreign food donations are eliminated.
- (3) The GOP should continue to be responsible for the cost of in-country transportation. This expenditure should receive high priority.
- (4) If there are insufficient funds to move commodities, the P.L. 480 food deliveries should be cut back to whatever level can be handled. Assurance of the availability of funds for inland transport must be made well in advance of the food deliveries due to the time required in call-forward procedures.

what specific prog. can we support?

2.3 Recommendations for Steps to Take During Extended Phaseout

2.3.1 GOP

- (1) It is recommended that matching fund principles be employed to promote self-reliance. Foreign food donations or centrally financed domestic food should be used to provide matching resources for local committees or groups that are successful in finding some local sources of support for their program. People at all levels understand the value of using a resource under their control to procure other, outside resources and therefore make most efficient use of their own resources. Conversely, the local shares will stretch the central resources. Another benefit from the approach is the creation of organizations needed to identify and procure local resources, which alone contributes to capacity for self-reliance.
- (2) Programs should give special attention to communities that do not respond to the self-reliance challenge. Food assistance programs in such communities need to be supported from the

outside but such program support should be specifically targeted for the moderately and severely malnourished through the use of "demonstration" projects. The projects should then be enlarged with an infusion of funds to match any local resources that become available.

(3) Recognizing that financial resources will be limited, the national program should focus geographically on the regions of greatest need and operationally on the most at-risk groups. The first priority should be zero to three-year-old preschoolers, second priority four to six year-old preschoolers, third priority pregnant and lactating women, and fourth priority school children in grades one through four.

(4) Food assistance programs should continue to be integrated with other local health, welfare and social development programs. Programs to improve maternal and child health and nutrition knowledge and practice should be integrated with efforts to improve income generation, food production and family planning practices. The geographically decentralized, coordinated authority represented in the regional, municipal and barangay nutrition committees should be utilized. Local private clubs and associations should also be encouraged to participate in these activities.

(5) Yearly plans that are based on evaluation of prior achievements should be specific regarding assignment of responsibilities, financial requirements and definition of recipient groups, that is, a systematic and continuous planning, monitoring and evaluation procedure should be implemented.

(6) The intensity of national surveillance of health and nutritional status should be increased. Effective focusing on highest at-risk groups requires adequate information about

the location and severity of health and nutrition problems. Special vigilance is needed in the next three to five years to detect any delayed nutritional consequences of the economic downturn.

- (7) MSSD should develop a capacity to respond to emergency food needs in addition to and separate from the food assistance programs designed to reduce the incidence of malnutrition through developing community self-reliance. Emergency food relief is needed from time to time in different sub-regions of the nation due to natural disasters or economic crisis. MSSD appears to be the appropriate agency to develop an infrastructure to provide for such aid and to act as the channel for funds committed to such purposes by the Office of Management and Budget.

2.3.2 Voluntary Agencies.

- (1) The voluntary agencies should concentrate their efforts in communities which are not able to respond to the self-reliance challenge. Emphasis should be on helping to organize local action groups. Donated food should be used as a resource for focusing local attention on child health and nutrition issues. Ways to substitute local foods for foreign donated foods should be part of the planning from the start.
- (2) CARE should continue to phaseout its school feeding programs and use the food resources to expand activity in preschooler programs.

2.3.3 USAID.

- (1) Support should be given to help the GOP intensify health and nutrition surveillance. Consideration should be given to helping Philippine voluntary agencies or university groups expand their skills in this field.

- (2) AID should continue to make a sharp distinction between food assistance programs that are designed to improve community health and nutrition as part of local development efforts, and food assistance programs that are part of short-term emergency relief efforts. Objectives and circumstances of these two types of projects are different and often in conflict. Resource allocation in one type of program should not be allowed to influence allocations in the other.
- (3) AID should consider helping MSSD develop an emergency food assistance capability.

2.4 Pros and Cons of an Extended Phaseout

Here, in brief form, are arguments pro and con for an extension of the phaseout of Title II food from FY 1987 to FY 1990.

2.4.1 Pros

- (a) Without foreign food assistance the proportion of at-risk groups whose needs are currently being met will decline because the government is not positioned to replace foreign contributions on the timetable now in force.
- (b) Fiscal conditions are forcing contraction of GOP ministerial budget. An extended phaseout would provide resources during a period of economic recovery which, hopefully, will be sufficient for GOP revenue to begin to grow again. Under growth conditions it is easier for the GOP to accept responsibility for funding the food assistance programs.
- (c) Food For Peace resources are being used for developmental purposes to the extent targeting is effective in reaching at-risk groups.
- (d) CRS and CARE, having their own and FFP resources, can focus program efforts on communities that are unable to respond to the local self-reliance policy adopted by the GOP--locations where at-risk groups are likely to be concentrated, that is,

the VOLAGs using FFP resources are more effective at targeting than the GOP.

- (e) Food resources can help to develop local community organizations. Many problems compete for attention of local leaders. Resources offered to address nutritional problems in a community can act as a rallying point for local institution building which will then have good nutrition as an explicit goal.
- (f) CARE and CRS have established track records in developmental efforts, existing personnel and network of facilities and contacts. Continuing to fund these organizations contributes to their stability and assures their availability for other developmental efforts.
- (g) Some political benefits derive from the continuing use of American resources to contribute to improvement of the well-being of low-income Filipinos. The Nutribun had this effect.

2.4.2 Cons

- (a) The GOP policy of self-reliance is thwarted by repeatedly extending the phaseout and allowing the GOP ministries to continually put off accepting the responsibility for developing and funding food assistance programs.
- (b) The current programs are not very cost effective. MECS is best organized and reaches the most beneficiaries but these recipients have the lowest priority by AID's definition of at-risk groups. MSSD targeting is diffuse. MOH appears to have higher priorities in health concerns other than nutrition.
- (c) If the VOLAGs have assured funding in old patterns there is little incentive for them to seek new solutions. A dependency on a source of funding can develop.
- (d) The expectation that the Title II program will be phased out in a year or two results in the program not being considered in the country strategy statement nor integrated with other developmental efforts in the AID mission agenda.

2.4.3 Why a Three-Year Extension?

The recommendation of an extension for three years rather than five years or some other duration is rather arbitrary. Certain considerations suggested parameters on the length of the extension.

- (a) Prospects for the Philippine economy for the next five years are not good. We can be reasonable sure that GOP revenues will not increase to the point new funds will be committed to food assistance programs. Therefore, FFP resources are needed to buffer the nutritionally at-risk through year 1990.
- (b) A three-year extension beyond 1987 is the shortest reasonable planning period for a program where call-forwards are made a year in advance. Some continuity in personnel planning and commitment of facilities is required.
- (c) The GOP should continue to be urged to take steps to assume full responsibility for food assistance programs. A five-year extension or longer would not contain the same sense of urgency.
- (d) The only action to take for a shorter period than three years' extension would be to stay with the scheduled phaseout in 1987. That is the current plan. Any short-duration extension would be doubly difficult because it would mean changing expectations and plans but with no long-run prospects.
- (e) An indefinite extension is a possibility. This would allow Title II programs to enter country strategy agendas, continue support to CARE and CRS and encourage new uses of Title II resources. It would however, be counter to GOP self-reliance policy and long-term AID policy. It seems some time definite extension is needed if any extension is adopted.

CHAPTER 3.0
THE P.L. 480 TITLE II PROGRAM IN THE PHILIPPINES

The P.L. 480 Title II program commenced in the Philippines with the enactment of U.S. Public Law 480 or the Agricultural Trade and Assistance Act of 1954. Initially the act was designed as a means to dispose of U.S. agricultural surpluses as well as to promote and expand foreign trade in U.S. agricultural commodities. In recent years the emphasis has turned toward alleviating chronic nutritional and health problems through assistance in development efforts and through emergency relief programs. Under Title I foods are sold to foreign governments, often on concessional terms. Under Title II food is donated to needy countries to reduce malnutrition, especially in children and mothers, to promote economic and social development, and to meet famine or other extraordinary relief requirements. Title II foods are not to be sold and are distributed through private volunteer organizations outside normal market channels. In the Philippines most P.L. 480 Title II food is used in nutrition related activities undertaken by CARE and CRS. At the present there is no Title I program in the Philippines although negotiations to initiate a Title I program are underway.

The commodities are acquired by the Commodity Credit Corporation (CCC), of the U.S. Department of Agriculture. Generally surplus commodities are involved. This affects the type of food available for the Philippine programs. Corn soy milk (CSM), non-fat dry milk (NFDM), bulgur wheat and soy fortified wheat flour are the major products reaching the Philippines at this time.

The fact that the food assistance involves physical transfer of foods from the U.S. adds a logistic component to the program. The commodities flow from the U.S. to final recipients in a system that requires many months of planning and coordinated actions. Shipping, packaging, processing and storing perishable commodities in large volumes is an expensive and exacting task, especially if final

recipients are highly decentralized, inaccessible and in low-income communities. The annual process starts with the submission to AID of Annual Estimates of Requirements (AER) by the voluntary agencies. After program levels are approved by USAID, commodities are called forward quarterly by CARE and CRS with the USDA financing the processing costs including ocean shipping to points of entry in the country. CARE imports only through the Port of Manila while CRS uses nine Philippine ports-of-entry. CARE and CRS supervise the transport, storage and distribution and enter into agreements with Filipino government and private entities, which in turn provide the institutional settings for implementing the programs. The GOP is responsible for the inland transportation costs. The ministries involved pay for the transport services directly or through agreements with Transport Contractors, Inc. (TRANSCON), a government owned corporation.

Since its inception, the U.S. food aid programs has always been a major source of foreign food assistance to the Philippines. It amounts to more than three-fourths of the food assistance received annually from outside donors. Other donors include the World Food Program (WFP), Japan, and Australia. Much of the World Food Program food is also American so the direct and indirect American food aid exceeds three-quarters of the total food assistance to the Philippines.

Since 1980, the number of recipients per year for the direct U.S. assistance programs has ranged from 1.5 million to 2.6 million. Between 1980 and 1984 shipments have averaged 45 thousand tons annually with the amounts valued at an average of 20 million dollars. See Table 3.1.

In summary, the P.L. 480 Title II food represents a sizeable resource. The choice of commodities is limited, and some foods such as soy and milk products are not typically part of the Filipino diet. Moving and storing the food is expensive and involves many months of lead time. These attributes influence the character of the programs.

3.1 General Country Overview

The Title II food assistance program operates in an economic and political climate which is increasingly difficult. The assassination of Senator Aquino, a leader of the opposition, in August 1983 aggravated

TABLE 3.1
PL 480 TITLE II, PHILIPPINES
TOTAL LEVEL OF ACTIVITY FOR CRS AND CARE, FY 1980 to May 2, 1985

Year	Commodities		Number of Recipients
	Volume (MT)	Value (US\$)	
1980	40,301	17,653,742	2,662,543
1981	47,341	22,779,667	2,608,588
1982	40,660	18,340,902	2,032,300
1983	41,742	17,725,158	1,711,457
1984	53,437	25,580,825	1,888,613
1985	39,470*	9,741,139*	1,454,268

*Approved as of 5/2/85 as opposed to actual.
 MT = metric ton

what had been a serious situation, precipitating a rapid outflow of capital and resulting in a virtual cessation of new investment and commercial loans. This led to widespread unemployment in urban areas because import substitute industries lacked foreign currency to purchase foreign raw materials. Decline in world prices for Philippine export crops brought hardships to rural areas. The sugar producing region of Negros is particularly hard hit because the economy of the island lacks diversity and the majority of farm workers are landless and depend upon the sugar plantations for work.¹

In the rural areas the GOP has to contend with disaffected peasantry, some of whom have joined marxist-led opposition to President Marcos' rule. In Mindanao hard-core Muslim separatists continue to wage war against the Philippine Army.

When the termination of the PL 480 Title II program was announced in 1981, it became an issue in Philippine domestic politics. It was a point of public disagreement between President Marcos and Cardinal Sin of the Archdiocese of Manila. President Marcos entered the discussion on returning from the Cancun Summit Conference in October 1981. He stated that he agreed with the U.S. position on reducing food aid to the Philippines and that there were other more deserving countries that

¹See "The Sugar Crisis," Asia Week, May 30, 1985.

could better use the assistance. Cardinal Sin, a long-time political foe of the President, took exception to his remarks. The Cardinal stated that there were many Filipinos needing food aid from whatever source and asked how was the Philippine government was planning to respond to these needs. In late 1983 the Cabinet of the GOP recommended that all Title II assistance end by FY 1984. This recommendation was not acted upon but the reality of a phaseout was accepted by the VOLAGs and personnel at all levels in the Ministries that were involved in food assistance programs. Some efforts were started to devise ways to keep the programs operating after the withdrawal of the foreign food donations. The notion of self-reliance provided the basis for these action. More of self-reliance approach will be addressed in another section of this report.

3.2 A Schedule for the Phaseout Is Adopted

AID/Washington set the phaseout schedule for P.L. 480 Title II food during optimistic times in 1982. Philippine per capita income was rising and the incident of malnourishment among children was starting to show a decline although still at a level that was expected to require national attention for years to come. The Philippine food assistance programs had established nationwide institutional networks that would continue after foreign food donations ended. AID proposed a phaseout that would concentrate first on the school feeding program. This was in response to the findings of an evaluation of the Title II programs completed in July 1981 which had shown little identifiable nutritional impact from the school program.²

The initial phaseout proposal was considered too abrupt by CARE, CRS, the GOP and AID/Manila. CARE was affected the most because it were putting most of its efforts into supplying the school feeding program. The Blumenfeld report had indicated that the supplemental feeding of preschoolers through the maternal and child health and day care programs

²Blumenfeld et al., "Report on the Impact of P.L. 480 Title II in the Philippines, July 1981," later published as AID Program Evaluation Report No. 6 under the title PL 480 Title II: A Study of the Impact of a Food Assistance Program in the Philippines, Bureau for Asia, U.S. Agency for International Development, August, 1982.

were effective nutrition interventions and that a need for these programs existed. However, the school feeding program was not effectively targeted to the moderately and severely malnourished, and the size of the ration was not large enough to produce measurable effect. The AID/Washington objective, in response to the overall budget reduction it faced, was to maintain support for preschooler programs at current levels of authorization while phasing out the school program. Part A of Table 3.2 is the schedule that was finally adopted. The phaseout of the school programs was to proceed with a 20% reduction per year starting in FY 1982 and ending by FY 1987. The CARE maternal and child health program was to proceed at the level of 192.5 thousand recipients per year. The schedule finally adopted reflected some increase in the school program levels which took advantage of the resources not used in the MCH program.

CRS was more involved in the MCH program. Its support was to continue at a slightly increased level of 620,000 recipients through FY 1986. Its smaller school feeding program was to terminate in FY 1983. Food For Work and other child feeding programs of both VOLAGs were to end in FY 1982. Adult feeding and the experimental extruded snack food programs of CRS were also scheduled to be phased out in FY 1982.

Part B of Table 3.2 is a record of the actual number of participants subsequently reached in the programs through the first half of 1985. CARE provides food for the MCH program to Ministry of Health barangay health posts. The school feeding program was sustained at a higher level than anticipated. The 1985 level reflects reduced resources. The CRS/TMCHP (Targeted Maternal and Child Health Program) and day care centers have operated at near expected levels. Food For Work, snack food and other child feeding ended by 1984.

In 1984 a special short-term supplemental food program was initiated, to a great extent, through the offices of Cardinal Sin but also with the approval and action of MSSD. This program eventually provided 22,000 tons of rice worth nine million dollars for emergency feeding of unemployed urban families (mostly in metropolitan Manila). Over 400,000 individuals benefited. This action was taken in view of the sharply increased unemployment in Manila due to the economic

TABLE 3.2
P.L. 480 TITLE II FOOD PROGRAMS, PHILIPPINES
NUMBER OF BENEFICIARIES (1000'S)

	FY80	FY81	FY82	FY83	FY84	FY85	FY86	FY87
A. SCHEDULED PHASEOUT FY 1981-FY 1988								
CARE								
MCH	192.5	192.5	125	125	125	125	125	-
Sch. Feeding	1500.0	1500.0	1100.0	880	763	563	451	-
Food For Work	31.2	18.7						
Other Child Feeding	1.8	1.6						
Sub-Total	1725.5	1712.8	1225	1005	888	688	576	
CRS								
MCH	620	720	584.3	620	620	740*	620	620
Sch. Feeding	200	200	156	100				
Food for Work	5	5	5					
Other Child Feeding	18	18						
Adult Feeding	2	2						
Extruded Snack Food	17.	17.5						
Sub-Total	862.5	962.5	745.3	720	620	620	620	620
TOTAL	2588.0	2675.3	1970.3	1725	1508	1308	1196	620
B. ACTUAL NUMBER OF BENEFICIARIES								
CARE								
MCH(Day Care)	185	124	120	118	75	77		
Sch. Feeding	1552	1698	1424	1004	1070	757		
FFW/OCF	17.8							
Sub-Total	1756.1	1822	1544	1122	1145	834		
CRS								
MCH(TMCHP)	694	520	384	429	550	540**		
Day Care	200	200	200	200	200	200		
Food For Work	4	4.8	6.5	5				
Other Child Feeding	17.5	18.	19	20.				
Sch. Feeding	186	195	200	156				
Snack Food	1.6	2.2	6.5	5				
Emergency Food (Rice)					402	453		
Sub-Total	1103.1	940	816	815	1152	1193		
TOTAL	2859.2	2762	2360	1937	2297	2027		
AID records	2662	2608	2032	1711	1486	1454		

* MCH approval increased by 120 to 720 (1985 only)

**Reduced to 393 at mid-year due to lack of inland transport funds from MSSD.

SOURCE: AID/W/FFP/II memo dated 7/27/83; CARE and CRS Annual Records

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downturn. In 1984 some of the rice actually came from the Philippine National Food Authority stores to effect rapid delivery. The NFA rice was later replaced by the American rice when it arrived. One thousand tons of NFDM (non-fat dry milk) were also provided for this program although none was delivered in 1984. The program has been extended into 1985 to use up all supplies. It closed as of March 1985. An additional two million dollars worth of rice and NFDM have been requested. Approval of the extension of the programs for this amount was given in May 1985. Shipment of 4395 metric tons of rice was authorized.

In 1985 CRS requested and received approval of an increase in the TMCHP allotment by 120,000 recipients bringing the total recipients for this program to 740,000. However, at mid-year, the MSSD informed CRS that funds for inland transport would be reduced by 60%. CRS response was to cut the ration size in half, from eight to four pounds (half CSM and half NFDM) and to reduce the number of recipients from 540,000 to 393,000 for the remainder of the year.

3.3 Commodity Types

Four commodities have made up the bulk of food supplied to the program since 1980. Corn soy milk (CSM) is the largest fraction and amounts to an average of 25,000 tons per year valued at an average of 11.5 million dollars. (See Table 3.3.) CRS received 85% of that commodity. Non-fat dry milk (NFDM) imports amounted to 4.9 thousand tons per year worth, on the average, 3.3 million dollars. CRS' share of NFDM shipments was 59%. CARE received 93% of the bulgur wheat shipments which averaged 2.5 thousand tons with a value of \$853,000 per year. CARE also received the bulk (90%) of the soy fortified flour (wheat) totalling 9.8 thousand tons per year and valued at an average of 4 million dollars. See Table 3.4.

The difference in amounts of each commodity received by each voluntary agency reflects the type of programs they support. CARE is involved in school feeding and uses the bulgur wheat and soy fortified flour for Nutribuns, a small locally baked roll which is given to participating students at lunch time.

CRS is primarily engaged in day care and maternal and child health

TABLE 3.3
P.L. 480 COMMODITY TONNAGE AND VALUE
CORN SOY MILK, NON-FAT DRY MILK, ACTUAL LEVELS 1980-1984
 Metric Ton & Value

Year	CRS		CARE		Total		
	Metric Tons	\$Value /\$1000	Metric Tons	\$Value /\$1000	Metric Tons	\$Value /\$1000	\$/MTon
Corn Soy Milk (CSM)*							
1980	23435	10366	2880	1309	26315	11675	444
1981	19710	10059	3357	1667	23067	11726	508
1982	17049	8255	5601	2621	22650	10876	480
1983	19446	7746	3683	1454	23129	9200	398
1984	27109	12937	2674	1172	29783	14109	474
Non-Fat Dry Milk (NFDM)*							
1980	1426	684	2132	971	3558	1655	465
1981	3895	1952	3374	1796	7269	3748	517
1982	3149	1869	2195	1148	5344	3077	565
1983	3860	2814	2404	1258	6264	4072	650
1984	4182	3070	1263	898	5445	3968	729

*Value per bill of lading: CCC cost AID/West Coast plus average freight cost, \$US.

(MCH) programs where CSM and NFDM are used. Field personnel complained of trying to find a variety of attractive ways to prepare the CSM/NFDM for day care center on-site feeding. They remembered rolled oats from previous years and asked if they could get that product sometimes.

Table 3.5 indicates that occasionally other commodities are available under P.L. 480 Title II. In fact, the voluntary agencies can choose from a variety of products that are offered. Nutritional objectives and cost are the major considerations in the decision. The rice shown in Table 3.5 reflects the first arrival of food products for the short-term supplemental food program of Manila.

Tables 3.3, 3.4 and 3.5 demonstrate variation in cost per ton of these products from year to year. This variation reflects CCC purchase price as well as ocean shipping costs, which vary from voyage to voyage.

TABLE 3.4
P.L. 480 COMMODITY TONNAGE AND VALUE
BULGUR WHEAT AND SOY FORTIFIED FLOUR, ACTUAL LEVELS 1980-1984

Year	CRS		CARE		Total		
	Metric Tons	\$Value \$1000	Metric Tons	\$Value \$1000	Metric Tons	\$Value \$1000	\$/MTon
Bulgur Wheat*							
1980	52	18.6	149.7	54.8	201.7	73.4	364
1981	212	79.9	1111.2	426.5	1323.2	506.4	383
1982	435	160.0	3321.6	1093.1	3756.6	1253.1	334
1983	131	38.9	4115.5	1461.2	4246.5	1500.1	353
1984	-	-	2821.3	935.6	2821.3	935.6	332
Flour, Soy Fortified Flour							
1980	635.0	257.4	9525.7	3967.2	10160.7	4224.6	416
1981	1974.9	812.4	13611.1	5946.7	15586.0	6759.1	435
1982	970.7	350.4	7937.9	2844.6	8908.6	3195.0	359
1983	1392.5	472.2	6709.3	2481.4	8101.8	2953.6	365
1984	45.3	18.8	6111.4	2617.4	6156.7	2636.2	428

*Value per bill of lading: CCC cost AID/West Coast plus average freight cost (\$US).

3.4 Program Implementation by CRS-Philippines

The CRS was involved in six programs in 1980. This number was reduced to two by 1984, the Targeted Maternal and Child Health Program (TMCHP) and MSSD Day Care Service. The TMCHP program operates at church parish facilities and the Day Care Program is conducted at MSSD Nutrition Centers.

3.4.1 TMCHP.

The target group for the TMCHP program consists of pregnant and lactating women, children six months to eleven months of age and children 1 to five years old. The distribution mode is take-home after an initial three months of feeding at the mothercraft or nutrition center. The ration is eight pounds of a combination of CSM and NFDM per month per child. The duration of food assistance is a total of eighteen months, three months of on-site feeding and fifteen months of take-home.

TABLE 3.5
P.L. 480 COMMODITY TONNAGE AND VALUE
SOY FORTIFIED SORGHUM GRITS, RICE, ACTUAL RECEIPTS

Year	CRS		CARE		Total		
	Metric Tons	\$Value \$1000	Metric Tons	\$Value \$1000	Metric Tons	\$Value \$1000	\$/MTon
Soy Fortified Sorghum Grits							
1980	63.6	23.4	-	-	63.6	23.4	368
1981	95.3	39.6	-	-	95.3	39.6	416
1982	-	-	-	-	-	-	-
1983	-	-	-	-	-	-	-
1984	-	-	-	-	-	-	-
1985	-	-	-	-	-	-	-
Rice							
1980	-	-	-	-	-	-	-
1981	-	-	-	-	-	-	-
1982	-	-	-	-	-	-	-
1983	-	-	-	-	-	-	-
1984	9230.3	3932.5	-	-	9230.3	3932.5	426
1985	-	-	-	-	-	-	-

The food assistance is considered a temporary measure. The mother is required to attend classes and demonstration of food preparation, child care and income generating schemes. The expectation is that her knowledge and behavior regarding nutritional affairs will improve to the point that she will no longer need the food assistance. The CRS program has always emphasized these long-term objectives. CRS employed 30 nutritionists to train barangay health scholars and other volunteers, parish personnel and midwives on nutrition matters. In anticipation of the phaseout of the Title II programs, the nutritionist were transferred to diocese and parish staffs. They can be utilized as they have been in the past if the phaseout is extended.

3.4.2 Day Care Center

In addition to the mothercraft program CRS supplies P.L. 480 Title II food to the Day Care Centers and Food For Growth Centers run by the Ministry of Social Services and Development (MSSD). Some 200,000

recipients are involved in centers that receive the U.S. donated foods. MSSD operates many more such centers utilizing other donor sources and domestic food supplies.

The Day Care and Food For Growth programs are center feeding programs in which children come to the center once or twice a day and receive a snack consisting of a CSM/NFDM combination ration prepared with the addition of locally procured food. A child is scheduled to receive four pounds of the CSM/NFDM ration per month.

The centers are run by local health and nutrition committees, the Barangay Health Worker or paid MSSD personnel. The children of the community are canvassed and those classified as moderately or severely malnourished are eligible for the program. This screening along with the center feeding under supervision of the centers personnel provides for specific targeting of high at-risk groups. The Day Care Centers reach children in the four to six year old age group. The Food For Growth program was started to include the higher risk zero to three year old age group. In practice this means toddlers who are no longer breast-fed, generally six to thirty-six month old children.

3.5 Programs Implemented by CARE - Philippines

In 1980 CARE operated a school feeding program, Food For Work project, a Maternal and Child Health Program and several other child feeding programs. By 1985 all but the school feeding program and the MCH program had been phased out.

3.5.1 School Feeding Program

The CARE School Feeding Program reached one million seventy thousand recipients in 1984. It is operated in cooperation with the Ministry of Education, Culture and Sports (MECS). The program supplies a 250 kilocalorie Nutribun made from bulgur wheat and soy fortified flour to stunted and underweight school children in grades one through four. The bun is baked at the school or by locally contracted bakeries. It accounts for approximately 16% of the recommended daily calorie allotment for a child. Originally the bun was twice as big, supplying 1/3 the daily recommended energy allowance. This proved to be too much

to eat at one time and part of the bun was customarily taken home where, more often than not, it was shared with other family members. The smaller bun is thus more specifically targeted because it is generally eaten by the intended recipient, but still it has only a modest nutritional effect. The Nutribun has been around for twenty years and many Filipinos are familiar with it from their school days.

3.5.2 Maternal and Child Health Projects

CARE provides P.L. 480 Title II food to mothercraft programs of the Ministry of Public Health. This program reaches 75,000 recipients who are pregnant or lactating mothers or underweight children from 0 to 6 years old. The program provides a take-home ration of CSM/NFDM, eight pounds per month per recipient. First there is an initial three months period of center feeding in which the mother is instructed in child health and nutrition, income generating and home sanitation.

In 1982 at the time this phaseout schedule was announced the level of this program was set at 150,000 recipients. The Ministry of Health informed CARE that they would not be able to support that size of program. The program subsequently operated at a 75,000 recipient level and the resources that were freed up were applied to the CARE school feeding program.

CARE and AID/Manila officials reported that this response is an example of the relative effectiveness of the two ministries. MECS is often more capable of, or gives higher priority to, undertaking food assistance programs than is the MOH. This has institutional consequences because the AID policy is to favor preschool programs over school programs because they address a more at-risk group and can be more efficient in targeting. The decision to phaseout the school feeding means that CARE must develop different institutional relationship in order to carry on nutritional development activities.

3.6 Lessons from the Short-Term Supplemental Food Programs

The Short-Term Supplemental Food Program is the food distribution program initiated by Cardinal Sin for unemployed worker families in Metropolitan Manila. Many demands are now put on P.L. 480 food

resources. The short-term supplemental food program was designed to meet the needs of recently unemployed workers in urban areas of metropolitan Manila. There was no disputing the need, but those needs were not unique. What was unique was the attention and action Cardinal Sin was able to bring to bear on the topic. He used his influence in the United States to get the program approved. The organizational skill of the Archdiocese of Manila and MSSD were also apparent in carrying out the program. Within a year 198 centers were opened and 1,752 workers were enlisted to distribute the food, many of them volunteers. One hundred and thirty-eight of the centers were parish facilities and 30 were MSSD sites. A listing was made of needy families in 141 of 161 parishes in Manila. Families were enrolled and given ID cards with which they could then draw eight kilos of rice per month per person and one kilo of NFDM for each child under six. Eventually, 22,000 tons of rice and 1000 tons of NFDM were distributed. Four hundred and two thousand people benefited. The food has all been distributed but the need remains. A request for another six-month program and two million dollars worth of additional food has been made and was approved by AID in May 1985.

The short-term action is a charitable relief program rather than a targeted nutrition improvement or community development effort. Relief efforts are less focused on target groups and easier to manage because less information is required to operate the program. Closely targeting food assistance to nutritionally at-risk children requires taking anthropometric measures (age, weight or weight and height) from a population, selecting a most vulnerable group from all children, delivering a ration large enough, frequently enough and long enough to have a nutritional impact and finally monitoring the results. Clearly nutritional impact programs are more expensive and complicated to set up and to operate. However, they have a measurable and lasting effect.

A P.L. 480 Title II program using rice is unusual. Rice is a very acceptable food to Filipinos since it is the major staple for the majority of people in most parts of the archipelago. Due to drought and typhoons the Philippines had to import 150,000 tons of rice in 1984 after just becoming self-sufficient in rice within the decade. It is

expected that in normal years the Philippines should be able to meet their own rice market requirements. It is AID policy not to import a gift commodity for which the country is self-sufficient. Program implementors should not expect rice to continue to be offered as a P.L. 480 Title II commodity.

In summary, the reason the Manila supplemental food program was called short-term was that its purpose was more charitable than developmental. Long-run programs should be developmental in impact, be focused on particular targets, and have measurable and durable effects. Emergency efforts are usually in response to the needs of a visible and newsworthy group which requires political action to cut red tape, that is, to ignore rules for focused application of program efforts. Such programs usually do not have measurable effects, and pressure to extend the program is usually present. These elements are all observed in the supplemental food program of Manila.

CHAPTER 4.0
SOCIO-ECONOMIC TRENDS AND THEIR IMPACT ON NUTRITION

4.1 The Long-Term Trend Has Been Positive

A number of positive factors combined to make President Marcos' October 1981 Cancun statement that there were "other more deserving countries that could better use U.S. assistance" seem reasonable.

4.1.1 Declining (But High) Rate of Population Growth

During the 1970's and on into the 80's, the average annual population growth rate showed a steady decline (Table 4.1). Nevertheless with an annual rate of growth of 2.5% the Philippines has the most rapidly growing population in Southeast Asia except perhaps for Vietnam. Pressure to increase food production to keep up with the growing population is intense.

Table 4.1
POPULATION: LEVEL AND GROWTH RATE
1970, 1975, 1980, 1981-1983

Year Rate	Population Level	Average Annual
		Population Growth (Percent)
1970	36,852,392	3.01
1975	42,258,850	2.78
1980	48,316,507	2.72
1981	49,536,022*	2.52
1982	50,783,065*	2.51
1983	52,055,370*	2.49

* Figures for 1981-1983 were based on the Revised Population Projections for the Philippines (Series 2: Moderate Fertility and Mortality Decline).

Source: NCSO Census of Population and Housing, Population Studies Division, NEDA, Five-Year Philippine Development Plan, 1983-1987, Perspective for Population and Development Planning, as quoted in 1983 Economic and Social Indicators, NEDA, p. 183.

4.1.2 Declining Dependency Burden

As the overall population growth rate fell from over 3 percent in 1970 to about 2.5 percent in the early 80's, the dependency burden lessened correspondingly. The national age dependency ratio (ratio of population 0-14 years old plus those 65 years old and over to the population age 15 to 65) fell from 94 in 1970 to 79 in 1983. In other words, each working aged adult in 1983 was supporting one-sixth fewer dependents than in 1970. Resources formerly spent on dependents were liberated for other activities including better care of existing dependents.

Although dependency rates approach one dependent per adult in the poorer regions such as Bicol, in the wealthy National Capital Region (Manila) the ratio is approaching one-half dependent per working age adult (Table 4.2).

Table 4.2
AGE DEPENDENCY RATIO, PHILIPPINES AND BY REGION
1970, 1975, 1980, 1981-1983
(Per 100 Working Age Population)

Region	1970	1975	1980	1981	1982	1983
National Capital	71.1	64.5	58.0	58.8	58.2	56.3
I Ilocos	92.3	87.5	86.7	85.2	83.8	82.3
II Cagayan Valley	102.7	92.0	88.1	86.7	85.3	84.0
III Central Luzon	95.1	88.7	84.9	83.1	81.2	79.4
IV Southern Tagalog	94.4	88.5	85.2	84.0	82.7	78.6
V Bicol	107.8	102.4	99.2	97.6	95.8	93.9
VI Western Visayas	95.3	90.0	87.5	86.9	86.2	85.4
VII Central Visayas	94.0	89.5	84.2	83.4	82.5	81.6
VIII Eastern Visayas	104.1	97.5	95.1	93.7	92.0	90.2
IX Western Mindanao	98.6	91.6	86.8	86.0	85.2	84.2
X Northern Mindanao	99.9	94.0	82.8	82.2	81.5	80.9
XI Southern Mindanao	97.9	92.0	83.1	82.4	81.6	80.9
XII Central Mindanao	97.1	93.7	86.8	85.9	85.0	84.1
PHILIPPINES	94.3	88.0	83.3	82.1	80.0	78.9

1. Age dependency ratio is the ratio of the population 0-14 years old and 65 years old and over, to population age 15-64.
2. Figures for 1981-1983 were based on the Revised Population Projections, Series 2, with 1980 Census data as the base.

Source: NCSO, Population Studies Division as quoted in the 1983 Economic and Social Indicators, NEDA, p. 185.

4.1.3 Per Capita Productivity Increasing

The early 70's saw overall annual growth rates of real gross national product that would be the envy of any developed country, averaging 7.1 percent during the period from 1973 to 1977 (Table 4.3). Despite high population growth rates, this high GNP growth gave a net per capita GNP rate of 4.5 percent.

Table 4.3
GROSS NATIONAL PRODUCT (GNP) LEVEL,
PER CAPITA AND GROWTH RATES, 1973-1984
(At Constant 1972 Prices)

TREND Year	GNP Level (Million Pesos)	Growth Rate	GNP Per Capita (Pesos)	Growth Rate
1973	61,176	9.4	1,531	7.8
1974	64,575	5.6	1,566	2.3
1975	68,457	6.0	1,622	3.6
1976	73,472	7.3	1,703	5.0
1977	78,151	6.4	1,766	3.7
1978	82,643	5.8	1,817	2.9
1979	88,356	6.9	1,876	3.2
1980	92,840	5.1	1,921	2.4
1981	96,041	3.4	1,940	1.0
1982	97,533	1.5	1,922	(0.1)
1983	98,767	1.2	1,901	(1.1)
1984	93,375	(5.5)	1,755	(7.6)
AVERAGE ANNUAL GROWTH RATE (PERCENT)				
Period	GNP Level		GNP Per Capita	
1973-1977	7.1		4.5	
1978-1984	2.6		.1	

() Negative value

Source: 1983 Economic and Social Indicators, Manila, NEDA, p. 17, 1982-1984 only, estimate using Philippine Economic Indicators, Feb. 1985, p. 4.

The food situation was even more promising. Rice production more than doubled during the five years from 1972 to 1977, rising to an annual rate of over four million metric tons--a level which has been maintained since then. Production of shelled corn, the second most important source of calories after rice, increased respectably during that same period (Table 4.4).

Table 4.4
PRODUCTION OF MILLED RICE AND SHELLED CORN, 1973-1983
(In Thousand Metric Tons)

TREND		
Year	Milled Rice	Shelled Corn
1972	1,918	2,203
1973	2,331	2,152
1974	2,191	2,367
1975	2,506	2,671
1976	2,459	2,869
1977	4,353	2,896
1978	4,363	3,076
1979	4,684	3,056
1980	4,702	3,050
1981	4,878	3,296
1982	5,151	3,402
1983	4,489*	3,125
AVERAGE ANNUAL GROWTH RATE (PERCENT)		
Period	Milled Rice	Shelled Corn
1973-		
1977	17.8	5.6
1978-		
1982	3.4	3.3
1983	(12.8)	(8.1)

* Staff estimate

() Negative value

Source: NEDA, NAS, Food Balance Sheet, as quoted in 1983 Economic and Social Indicators, NEDA, p. 28

4.2 The Short Term Trend Is Mostly Negative

4.2.1 GNP Is Declining

At the time of the 1979 worldwide economic downturn, the Philippine economy appeared healthy, with a reported GNP growth rate of close to 7 percent. Since then the worldwide recession and other events have combined to force a gradual downtrend in growth until, in 1984, according to the GNP data, the Philippines experienced its first negative growth in GNP since World War II. That year, reported GNP grew at a negative 5.5 percent annual rate and reported GNP growth per capita, which had turned negative in 1982, was a negative 7.6 percent (Table 4.3).

There is strong reason to believe that the GNP data since about 1977 has been over-reported. The actual peak in GNP per capita appears to have occurred in 1979 (see the Mean Family Income series, Table 4.4).

Although in retrospect it is clear that the Philippine economy has been softening ever since the late 70's, it wasn't until August of 1983 that the seriousness of the Philippine plight became popular knowledge. That month marked the first time in the long history of relationships between the International Monetary Fund (IMF) and the Philippines that the IMF terminated a program.

"The Philippine economic situation went downhill from there. Capital flight followed the assassination of opposition leader Benigno Aquino. The Philippine Government ran out of foreign exchange and announced in October 1983 that it couldn't pay its foreign debt which totaled approximately \$24 billion: \$14 billion to foreign banks, \$2 billion to trade suppliers and others, and \$2 billion to foreign governments (primarily Japan and the United States). All of these factors resulted in an economic crisis -- trade credits were frozen and foreign exchange became scarce. For all of 1984, the country had barely enough foreign exchange to import oil and food."³

According to one seasoned observer, Gustav Ranis, in an AID memo dated spring 1984, "The worst of the crises is perceived to be over. This in part is perhaps a function of the President's apparently improved health, partly a function of the fact that there was an agreement reached with the IMF last year, and partly a function of the accumulation of foreign exchange reserves and the apparently strong position of the peso"

4.2.2 Agricultural Production Is Barely Growing

Production of milled rice and corn had remained essentially unchanged since 1977 (Table 4.4). In 1984, the latest period for which agricultural yield data are available, the agricultural sector "grew by a modest 1.2 percent, as a result of slight production improvement in some agricultural crops (palay, corn, sugarcane and bananas) and poultry

³Source: The IMF and its involvement with the Philippines, AID Manila Memo OD/PE: 4/16/85

TABLE 4.5
MEAN FAMILY INCOME BY DECILE, MEAN AND MEDIAN FAMILY INCOMES
FOR ALL FAMILIES AND MEAN-MEDIAN RATIO, 1978-1983
 (At Constant 1978 Prices)

TREND	1978	1979	1980	1981	1982	1983
Ranking of Families	1978	1979	1980	1981	1982	1983
Number of Families (Thousands)	8,136	8,352	8,582	8,812	9,028	9,261
Mean Family Income (Pesos)						
First Tenth	1,491	1,359	1,348	1,335	1,651	1,654
Second Tenth	3,478	3,397	3,202	3,171	3,303	3,143
Third Tenth	5,300	5,266	4,888	4,673	5,285	5,293
Fourth Tenth	6,791	6,965	6,575	6,341	5,945	6,121
Fifth Tenth	8,779	9,174	8,934	8,511	8,257	8,271
Sixth Tenth	11,097	11,382	11,801	11,181	10,569	10,753
Seventh Tenth	14,244	14,609	15,003	14,351	13,376	13,730
Eighth Tenth	18,882	19,196	20,060	19,358	18,496	18,693
Ninth Tenth	26,998	27,180	25,957	27,869	26,588	26,633
Last Tenth	68,572	71,348	70,792	70,088	71,678	71,132
Mean Income for All						
Families	16,563	16,988	16,856	16,688	16,514	16,542
Median Family Income	9,806	9,883	10,317	9,784	9,453	9,517

AVERAGE ANNUAL GROWTH RATE (PERCENT)

Period	Mean Family Income for All Families	Median Family Income for All Families
1979-1982	(0.1)	(0.9)
1983	0.2	0.7

Note: The above figures were deflated using the CPI for all items for all income households in the Philippines.

Sources of basic data: NEDA, National Accounts Staff.
 NCSO, National Censuses and Household Surveys Department, 1979-1983 ISH
 NCSO, Prices Division as quoted in 1983
Economic and Social Indicators, NEDA, p. 159.

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products."⁴

This recent low growth rate of agricultural production, together with the 2.5 percent population growth rate, results in at least temporarily declining food supplies per capita.

Since 1978 the Consumer Price Index (CPI) in the Philippines has risen approximately 250 percent (Table 4.6), with much of that rise coming during 1984 when the CPI rose 50% (Table 4.7). Wage earners, whose income tends to lag the rise in general prices during periods of sharp inflation, have been particularly sensitive to the recent inflation. Furthermore, during the most recent 12-month period for which data are available, food prices have risen slightly faster (at 47%) than the CPI for all items (45%).

Table 4.6
Consumer Price Index, All Items,
vs. Food, Beverages and Tobacco, Philippines
1978-1984

Period	Consumer Price Index (1978 = 100)	
	All Items	Food, Etc.
1978	100.0	100.0
1979	117.5	115.6
1980	138.9	132.9
1981	157.1	149.8
1982	173.2	162.5
1983	190.5	176.5
1984	286.4	271.5
January	238.2	223.5
February	245.4	231.5
March	250.8	237.1
April	254.6	241.0
May	258.9	246.0
June	275.2	261.9
July	299.8	282.2
August	308.2	290.6
September	315.7	290.9
October	320.1	304.7
November	332.6	317.0
December	337.7	321.9
1985		
January	346.0	328.8

Source: Philippine Economic Indicators, NEDA

⁴Source of quote: 1985 CDSS, The Philippine Economy: Recent Developments 1985, CDSS, p. 1.

Table 4.7
RATE OF INFLATION OF CONSUMER PRICE INDEX
PHILIPPINES 1978-1985

<u>Period</u>	<u>Rate</u>
1978-79	17.5
1979-80	18.2
1980-81	13.1
1981-81	10.2
1982-1983	10.0
1983-1984	50.3
1984-85*	45.0

*January 1984 to January 1985 rate.

Source: Calculated from Consumer Price Index, All Items, Philippines, Economic Indicators, February 1985.

4.2.3 Debt Had Increased

That the inflation has been heavily fed by a rapidly growing national debt is belied by the relative rates of growth of the CPI during the most recent five-year period for which data are available. From 1978 to 1983, national debt increased by 143% while the CPI increased by 90% (Table 4.8).

Table 4.8
INTERNAL DEBT OUTSTANDING, NATIONAL GOVERNMENT,
(NATIONAL DEBT) AND CPI, 1978 AND 1983
PHILIPPINES

	<u>Year</u> <u>1978</u>	<u>Year</u> <u>1983</u>	<u>Percent</u> <u>Average</u>
Debt:	17858.8	43299.6*	143
CPI:	100	190	90

*Averages 2nd and 3rd quarter debt.

Source: Philippine Statistical Yearbook, 1984, p. 641 and Table 5.

4.2.4 Wages and Employment Are Down

The rapid inflation and deteriorating production per capita have combined to induce a reduction of personal savings to the lowest levels of the past decade. Consumers made sharp reductions in their savings during 1982 and 1983, cutting the ratio of savings to total personal income by more than half (Table 4.9). The decline in savings continues.

According to the 1985 CDSS, real personal consumption expenditures increased by 1.3 percent in 1984. "This has been attributed to people trying to maintain old living standards and to short-term bursts in speculative spending for consumer goods." (p.1).

Table 4.9
PER CAPITA PERSONAL SAVINGS, GROWTH RATES AND
RATIO TO TOTAL PERSONAL INCOME, 1973-1983
(At Current Prices)

TREND			
Year	Amount In Pesos Income	Growth Rate (Percent)	Ratio to Total Personal
1973	176	50.4	12.4
1974	234	33.0	12.3
1975	248	6.0	11.8
1976	310	25.0	13.0
1977	337	8.7	12.4
1978	209	(38.0)	7.1
1979	315	50.7	8.9
1980	316	0.3	7.6
1981	339	7.2	8.6
1982	244	(28.0)	4.7
1983	172	(29.5)	3.1
AVERAGE ANNUAL GROWTH RATE (PERCENT)			
Period	Per Capita Personal Savings		
1973-1977	23.6		
1978-1982	(6.3)		
1983	(29.5)		

() Negative value

Source: NEDA, National Accounts Staff.
NCSO, Population Studies Division,
1970 and 1980 CPH 1975 ICPEA I, as
quoted in 1983 Economic and Social Indicators,
NEDA, p. 157

The financial status of the consumer is becoming increasingly precarious.

4.2.5 Agricultural Employment Is Down

Real wages for agricultural workers peaked out in 1977. Since then farm wage rates have trended steadily downward -- a 32% downward adjustment occurring in the five years from 1977 to 1982 (Table 4.10).

Although hard data on agricultural wage rates are unavailable, the growing population and essentially static rate of agricultural production would argue that wages in agriculture continue their downward trend.

Table 4.10
DAILY AVERAGE WAGE RATES WITHOUT MEALS OF LABORERS ENGAGED
IN CROP PRODUCTION 1973-1982,
At Constant 1978 Prices
All

Year	Operations
1973	8.78
1974	8.22
1975	9.32
1976	10.12
1977	10.74
1978	10.18
1979	9.11
1980	7.83
1981	7.74
1982	7.20
AVERAGE ANNUAL GROWTH RATE (PERCENT)	
Period	
1973-77	4.0
1978-82	(7.7)

Note: The CPI (for all items) for areas outside metro Manila was used to deflate the figures at current prices.

() Negative value

Sources: MA, BAEcon, 1976-1982 Rice and Corn Survey.
 NCSO, Prices Division, as quoted by 1983 Economic and Social Indicators, NEDA, p. 191.

The past year has seen a deterioration in the urban employment situation, resulting in continued decline in incomes.

"The GOP reported an unemployment rate of 6.2 percent during the first three quarters of 1984, compared to 4.6 percent during the same period in 1983. However, the definition used by the GOP grossly understates unemployment in the standard sense of people seeking full employment. Independent estimates of unemployment run as high as 30 percent."⁵

⁵CDSS 1985, p. 2

4.2.6 Income Is Increasingly Concentrated among the Wealthiest

The relationships between nutrition and such variables as population growth, dependency ratio, per capita productivity, agricultural production food prices, employment and wages are widely understood. The relationship between income distribution and nutrition, on the other hand, is not widely understood.

Income distribution is important in nutrition for two reasons: 1) the greater the distance between the rich and the poor, the greater is the capacity and the tendency of the rich to bid food away from the poor; 2) the greater the concentration of income in the hands of a wealthy few, the greater is their tendency (because of their high income) to purchase and consume livestock products. The more the wealthy consume livestock products, the more dependent the livestock herd becomes on grain as it switches from scavenging and grass to grain. The more the price of grain is bid up to satisfy the wealthy's demand for animal products, the harder it is for the poor to buy the grain they need for their minimal nutritional needs.

In 1983, 43% of the income in the Philippines went to the top 10% of the families, ranked by income, while only one percent went to the lowest 10%, (Table 4.11). The relative income share of the top 10% has been increasing since 1971, when it was 37.1%. (Source: Philippine Statistical Yearbook 1984, NEDA, p. 110.)

Preliminary indications are that the distance between the rich and the poor continues to increase. A recent survey (unpublished) by NEDA found that the top ten percent of the population in Metropolitan Manila appears to have increased its relative income share by five percentage points during the past year.⁴

A look at the 1983 situation in terms of 1983 pesos and dollars will illustrate the magnitude of the difference. The top tenth had an average family income of 135,506 pesos (\$12,331) or 43 times the average income of the bottom 10 percent, which was 3,151 pesos (\$286) (Table 4.12).

⁴Source: Conversation with Heidi Arboleda, NEDA Statistical Division.

Table 4.11
DISTRIBUTION OF TOTAL FAMILY INCOME
BY DECILE AND GINI COEFFICIENT 1978-1983

Ranking of Families	P E R C E N T					
	1978	1979	1980	1981	1982	1983
First Tenth	0.9	0.8	0.8	0.8	1.0	1.0
Second Tenth	2.1	2.0	1.9	1.9	2.0	1.9
Third Tenth	3.2	3.1	2.9	2.8	3.2	3.2
Fourth Tenth	4.1	4.1	3.9	3.8	3.6	3.7
Fifth Tenth	5.3	5.4	5.3	5.1	5.0	5.0
Sixth Tenth	6.7	6.7	7.0	6.7	6.4	6.5
Seventh Tenth	8.6	8.6	8.9	8.6	8.1	8.3
Eight Tenth	11.4	11.3	11.9	11.6	11.2	11.3
Ninth Tenth	16.3	16.0	15.4	16.7	16.1	16.1
Last Tenth	41.4	42.0	42.0	42.0	43.4	43.0
Gini Co-efficient	0.521	0.525	0.527	0.534	0.535	0.533

Note: The above figures were all derived from the distribution of total family income by income class in the Integrated Survey of Households (ISH). Except in 1978 and 1979, data for the remaining years were annualized using the preliminary results of the ISH for the third and fourth quarters of 1980, 1981, 1982 and first, third and fourth quarter releases of ISH for 1983.

Source: NCSO, National Censuses and Household Surveys Department, 1978-1983 Integrated Survey of Households (ISH), as quoted in 1983 Economic and Social Indicators, NEDA, p. 157

4.3 Expected Nutritional Impact of Present Socio-Economic Trends

The one bright spot among the variables expected to affect nutritional status, namely the declining population growth rate with its accompanying lessening of the dependency burden, is currently overwhelmed by a phalanx of factors negative to nutrition. Outstanding among the bad news are declining GNP per capita, declining agricultural production per capita, rapidly rising food prices, rising unemployment, falling earnings, and an increasing concentration of income among the wealthy. The fact that consumers have, by and large, spent their cushion of savings in order to maintain their consumption during the economic crisis exacerbates their precarious situation.

The salient nutritional problem in the third world is undernutrition among the poor. And the problem in difficult economic

Table 4.12
MEAN FAMILY INCOME BY DECILE, MEAN AND MEDIAN
FAMILY INCOMES FOR ALL FAMILIES 1983

	Mean Family Income	
	Pesos	Dollar
First Tenth	3151	287
Second Tenth	5987	545
Third Tenth	10083	718
Fourth Tenth	11660	1061
Fifth Tenth	15756	1444
Sixth Tenth	20484	1864
Seventh Tenth	26156	2380
Eight Tenth	35610	3240
Ninth Tenth	50736	4617
Last Tenth	135506	12531
Mean Income N=9,261,000 for all families	31341	2582
Median family income	18130	1650

Source: Philippine Statistical Yearbook 1984, p. 403.
 NEDA, National Accounts Staff.
 NCSO, National Censuses and Household Surveys
 Department, 1979-1983 ISH.
 NCSO, Prices Division as quoted in 1983 Economic Indicators,
 NEDA, p. 157
 Data reflatel using CPI for all items, Philippines.
 US \$ equivalent calculated using exchange rate of 10.989.

times such as the present in the Philippines is that the poor have already done about all they can to economize.

The cheapest sources of calories in the Philippines are cereals, cassava, sugar, and coconut oil (Tables 4.13 and 4.14). That the poor have, through the years, figured out where the cheap calories may be found is verified by Table 4.15. The poor derive a greater proportion of their calories from rice, corn, and cassava than do the rich. The rich tend to consume the lion's share of such body builders as Vitamin C rich foods, meat, poultry, eggs and milk. The top income quartile, derives twice as many of its calories from the vitamin C rich foods as does the bottom quartile. The corresponding figure for milk is 3.3, for poultry is 3.2, for eggs is 4, and for meat is 5.3.

The actual proportion of each commodity type consumed by income quartile is shown in Table 4.16. The tendency of the poor to shy away

Table 4.13
RETAIL PRICE PER UNIT OF ENERGY, PROTEIN AND FAT
BY LEADING FOODS AND RELATIVE IMPORTANCE OF EACH FOOD IN THE DIET,
PHILIPPINES, 1984

Food Item	Percent of calories in diet	Pesos		
		Price per 100 Kcal	Price per 100 grams Protein	Price per 100 grams Fat
Cereals				
Rice, Milled ordinary	37.9	1.26	6.26	.92
Corn Grits, white	14.2	1.10	4.17	.19
Wheat flour	3.8	2.07	7.14	.75
Starchy Roots & Tubers				
Sweet Potato	2.4	2.55	30.93	.86
Cassava, white	4.9	2.23	54.54	1.60
White Potato (Irish)	-	13.67	44.00	11.00
Gabi (Taro)	.1	6.44	3.06	3.67
Centrifugal sugar, white	8.5	1.93	none	none
Pulses and nuts				
Peanuts, shelled	.2	7.18	15.06	.10
Mongo, green	.3	3.93	5.70	1.39
Mature coconuts in shells	.3	1.30	10.47	.02
Vegetables				
Cabbage, fresh leafy	.4	53.33	87.27	4.00
Yardlong beans, green	3.6	19.39	22.07	3.56
Tomatoes	.1	27.67	84.27	2.59
Fruits				
Banana (Latundan)	4.2	12.02	95.04	3.95
Calamansi	.1	77.50	620.00	2.45
Meat				
Beef (rump)	.3	35.81	19.03	1.64
Pork (ham)	4.3	11.70	22.23	.14
Poultry (broiler)	.5	29.01	16.32	1.07
Dry skimmed milk	.7	9.70	9.81	4.40
Eggs				
Chicken	.6	17.20	22.78	.26
Duck	.2	18.33	28.32	.26
Fish				
Milkfish	2.1	14.11	10.16	.32
Small shrimps (suahe)	.4	47.33	24.07	5.80
Coconut oil	3.5	1.74	none	.02

Source: Appendix A.

Note: Percent of calories in diet will not add up to 100 because some commodities were left out of this table due to lack of price data. The percent distribution is considerably different from that in Appendix B because Table 2.13 was calculated from the food balance sheets. The food balance sheets are considered less accurate than the survey data. The food balance data are given here because appropriate survey data are not available for 1984.

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Table 4.14
AVERAGE PRICE PER KILOGRAM, NUTRIENTS PER GRAM, AND PRICE OF NUTRITION BY FOOD GROUP, 1978
(Calorie and Protein)

COMMODITY	CALORIE Price/1000			PROTEIN Price/100g	
	Pesos/kg.	Kcal/g	Kcal	Protein/g	Protein
Rice and rice products	2.72 ²	3.427	0.80	0.074	3.73
Corn and corn products	2.39 ³	3.607	0.66	0.093	2.57
Other cereal products	6.23	3.350	1.86	0.093	6.70
Starchy roots and tubers	1.91	1.073	1.78	0.011	17.36
Sugars and syrups	2.85	2.472	1.15	-	-
Dried beans, nuts and seeds	5.67	2.480	2.29	0.152	3.73
Green leafy & yellow vegg.	2.41	0.265	9.09	0.022	10.95
Vitamin C rich foods	2.24	0.307	7.30	0.007	32.0
Other fruits and vegetables	2.73	0.333	8.20	0.010	27.30
Fish and seafoods	6.06	0.791	7.66	0.142	4.27
Meat	12.52	2.370	5.28	0.109	11.49
Poultry	14.13	2.255	6.27	0.106	13.33
Eggs	10.18	1.353	7.52	0.106	9.60
Milk and milk products	8.00	2.843	2.81	0.108	7.4
Fats and oils	6.22	6.800	0.91	0.020	31.10
Miscellaneous	10.33	-	-	-	-

$$^1 \text{Price/1000 Nutrient Units} = \frac{\text{Price/Kg.}}{\text{Nutrient Unit/g}}$$

² Computed by taking a weighted average of rice prices and rice product prices, the weights being their relative shares in the consumption of the group.

³ Computed by taking a weighted average of corn prices and corn product prices, the weights being their relative shares in the consumption of the group.

Source: First Nationwide Nutrition Survey, Philippines 1978 (Summary Report), FNRI 1981, as quoted in the preliminary results of study on "Distributional Impact of Food Policy on Human Nutrition" by Agnes Quisumbing et al., Development Academy of the Philippines, 1981.

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from calorie expensive foods is again dramatized.

The poorest quartile of the Philippine population derives some 85% of its total calories from the cheap calorie sources (the starred items in Table 4.15), while the rich derive only 60% of their calories from this group.

As the economic situation deteriorates, the poor can't switch to cheaper foods. They have already done that. Their method of coping with the present economic crises is, by and large, to eat less.

E. Roberto recently studied the coping practices of 100 consumers who were living below the P38.75 per day food threshold set by the Food and Nutrition Research Institute (FNRI). Four coping responses were found: 1) economize on the use of a product, 2) cut down on its purchase, 3) substitute a cheaper version, or 4) completely discontinue buying it.

Roberto observed that more and more people are resorting to elimination, making him conclude that consumers are reaching the limit of economizing, reducing or substituting. Observed nutritional status changes are in line with expectations.

4.5 Prospects For The Near Future

Prospects are for the nutritional situation to deteriorate in the Philippines during the next five years:

"Prospects for the Philippine economy in the foreseeable future remain bleak... There seems to be a consensus that growth for the rest of the 80's will be much below that experienced in the 70's, averaging at best 3 to 4 percent per annum in the next five years. Even these reduced rates presuppose a modicum of basic social stability and significant structural reforms which may be difficult to implement due to resistance from those benefitting from the status quo."

⁷Source: AID Philippines Program Assistance Approval Document, Rural Productivity Support Program (492-0383) revised February, 1985, p. 5. During the next five years, international prices for all the major commodities from which Filipinos derive their cheap calories (rice, maize, wheat, coconut oil and sugar) except coconut oil are expected to rise.

Table 4.15
CALORIC CONTRIBUTION BY COMMODITY, BY INCOME QUARTILE, 1978 FNRI SURVEY
(In percent)

Commodity	Quartile			
	I	II	III	IV
Rice and rice products*	64.08	59.36	55.65	45.16
Corn and corn products*	9.02	7.31	3.56	1.35
Other cereal products*	2.55	3.84	5.14	7.00
Starchy roots and tubers*	2.89	2.04	1.36	1.02
Sugars and syrups*	3.06	3.74	4.22	4.71
Dried beans, nuts and seeds	1.13	1.30	1.14	1.83
Green leafy and yellow vegetables	0.56	0.52	0.44	0.35
Vitamin C rich foods	0.56	0.85	0.97	1.39
Other fruits and vegetables	3.02	2.83	3.20	3.26
Fish and seafoods	3.49	4.10	3.91	4.12
Meat	1.57	2.77	4.74	8.38
Poultry	0.29	0.51	0.48	0.93
Eggs	0.35	0.48	0.85	1.40
Milk and milk products	3.07	5.04	7.52	10.36
Fats and oils*	3.76	4.61	5.98	8.48
Miscellaneous	0.60	0.69	0.82	0.86

*Sources of cheap calories

Note: Each entry gives the fraction of total calorie consumption accounted for by the commodity i.e.

$$C_i = \frac{\text{Calorie (Commodity } i)}{\text{Total Calorie}}$$

Source: Agnes Quisumbing, Food Consumption Parameters for Nutrition Policy Analysis: Some results from the 1978 FNRI Consumption Survey, Part 3 of The Distributional Impact of Food Policy on Nutrition: A Political Economy Study, by Mahar Mangahas, Antonio Lim and Agnes Quisumbing, Research for Development Department, Development Academy of the Philippines, p. 76.

Table 4.16
PROPORTION OF COMMODITY CONSUMED BY INCOME QUARTILE 1
1978 FNRI SURVEY (In Percent)

Commodity	Quartile			
	I	II	III	IV
Rice and rice products	25.26	25.97	25.79	22.98
Corn and corn products	39.17	33.44	18.64	8.75
Other cereal products	11.64	19.76	27.76	40.84
Starchy roots and tubers	36.06	28.37	19.62	15.95
Sugars and syrups	12.80	18.18	27.57	41.45
Dried beans, nuts and seeds	19.51	23.18	24.13	33.18
Green leafy and yellow vegetables	26.46	26.11	25.08	22.35
Vitamin C rich foods	13.85	21.40	26.11	38.63
Other fruits and vegetables	21.34	23.12	26.24	29.30
Fish and seafoods	19.84	25.59	26.10	28.48
Meat	8.00	16.68	27.82	47.50
Poultry	11.44	18.78	21.39	48.40
Eggs	9.65	14.60	27.35	48.40
Milk and milk products	10.45	18.33	29.26	41.97
Fats and oils	16.10	19.89	25.02	38.99
Miscellaneous	21.30	25.34	26.78	26.57

¹ Proportion of commodity consumed in quartile
= $\frac{\text{Quantity Consumed in Quartile}}{\text{Total Quantity Consumed}}$

Source: Agnes Quisumbing, Food Consumption Parameters for Nutrition Policy Analysis: Some results from the 1978 FNRI Consumption Survey, Part 3 of The Distributional Impact of Food Policy on Nutrition: A Political Economy Study, by Mahar Mangahas, Antonio Lim and Agnes Quisumbing, Research for Development Department, Development Academy of the Philippines, p. 76.

During the next five years the price of rice, from which the Filipinos derive 37 percent of (CF. FNRI) of their calories, is expected to rise sharply. Wheat and sugar are also expected to experience price increases. Among those commodities which furnish significant quantities of cheap calories for Filipinos, only maize and coconut oil are expected to fall (Table 4.17).

TABLE 4.17
PROTEIN CONTRIBUTION, BY COMMODITY, BY INCOME QUARTILE
1978 I FNRI SURVEY
(In Percent)

Commodity	Quartile			
	I	II	III	IV
Rice and rice products	47.84	40.95	37.36	28.14
Corn and corn products	7.91	5.96	2.86	1.03
Other cereal products	2.62	3.71	4.95	6.27
Starchy roots and tubers	0.80	0.55	0.37	0.38
Sugars and syrups	0.02	0.02	0.05	0.05
Dried beans, nuts and seeds	2.60	2.83	2.44	2.37
Green leafy and yellow vegetables	1.56	1.31	1.07	0.80
Vitamin C rich foods	0.43	0.55	0.61	0.68
Other fruits and vegetables	3.06	2.73	3.00	2.56
Fish and seafoods	23.41	25.73	25.69	22.98
Meat	2.86	5.29	7.96	11.69
Poultry	1.05	1.34	1.44	3.00
Eggs	0.97	1.23	2.15	3.28
Milk & milk products	4.04	6.91	11.00	15.55
Fats and oils	0.36	0.31	0.31	0.54
Miscellaneous	0.46	0.60	0.74	0.67

* Each entry gives the fraction of total protein consumption in the quartile accounted for by the commodity, i.e. $\frac{k}{p_i} = \frac{\text{Protein consumed by quartile}}{\text{Total protein}}$

4.6 The Landless Worker Is of Special Concern

The nutritionally vulnerable groups in a population are usually characterized as weaning children, plus pregnant and lactating women. Placing special emphasis on these groups within the landless rural worker population would perhaps serve as an even better means of

identifying those families with a high risk of containing individuals with low nutritional status.

Ledesma, in an article on landless workers and rice farmers, gives the following as characteristics of rural landless workers: 1) they neither own nor have tenants' rights to land, 2) they hire out their labor to others, together with the labor of their family, as their principal source of income.

He mentions several socio-economic characteristics of landless worker families. Among those of particular interest to nutrition planners are:

1. Household heads are younger than those of other peasant subclasses. (They are more likely to have pregnant or lactating women or weaning children).
2. Of all rural groups, they are the worst off in their household economy and in terms of socio-economic indicators. (They are most likely to be short of resources to acquire food).
3. Landless workers--both household head and members -- do more work in rice farming operations than do the tenant-farmers themselves.
4. Landless workers in rice-growing villages have not benefited directly by the recent agrarian reform program, while some have even been adversely affected by it. For example, as a result of land reform, many landless workers, along with reform beneficiaries (enfranchised sharecroppers) have been asked to pay rentals for homelots--a form of countermeasure by landowners to emphasize their continued ownership of homelots in the face of impending expropriation of their farm areas.*

* Source: Ledesma, Antonio, "Landless Workers and Rice Farmers: Peasant Subclasses under Agrarian Reform in Two Philippine Villages," The Philippine Economic Journal, No. 48, Vol. XX, Nos. 3 & 4, 1981, pp. 201-226.

In the Philippines the majority of sugar cane workers are landless. The situation on the Island of Negros, a major sugar plantation region, is especially difficult at present.* The island has virtually a one-crop economy and several years of depressed international sugar prices have caused many plantations to close down completely. Sugar is not

* See "The Philippines: The Empty Sugar Bowl," Newsweek, May 6, 1985, p. 14, and "The Sugar Crisis," Asiaweek May 31, 1985, pp. 7-11.

being grown, but plantation owners are reluctant to permit their idle land to be used for food crops for fear of losing title to it under land reform laws.

The government has moved slowly to respond to the situation. The Philippine Food Authority (PFA) shipped 30 thousand bags of rice to Negros for emergency food relief, but distribution was delayed by disputes over how the rice was to be paid for. The PFA is a government agency that controls food imports and prices in several commodities. After several years of deficit financing it has come under pressure to show operations in the black as part of the government response to IMF demands for more fiscal responsibility in the national government. The PFA is not a relief agency and does not have items for emergency food relief. The sugar plantation owners would not accept responsibility for a loan to pay for the rice. The delay was finally overcome by billing the sugar workers' labor organization, the National Federation of Sugar Workers.

There is no easy solution to the problems of Negros. Diversification of agricultural products grown, land reform and strengthening of other sectors of the island economy are long-run needs. The plantation owners show every intention of perpetuating the quasi-colonial employment system on their haciendas. Such a situation is ripe for gains by the insurgents of the New People's Army (NPA). They are not a large factor locally but have increased activity in recent months. Military reaction only makes the situation of the landless workers more uncertain. The economy is not expected to recover anytime soon and the nutritional status of low-income families will continue to deteriorate. Several private voluntary organizations have stepped up their programs on Negros as relief efforts.

CHAPTER 5.0 NUTRITIONAL STATUS OF FILIPINOS

5.1 The Situation in Brief

The nutritional status of Filipinos is assessed in terms of the food and nutrient intake of the general population and the prevalence of undernutrition among young children. Based on the results of the 1982 nationwide survey, inadequate food intake is still a major problem. This is evidenced by the facts that per capita energy intake is 89% of the recommended allowance, one of every three households failed to meet at least marginally adequate energy needs, and 17% of the zero to six year old children are underweight, and 21% are stunted.

The year 1982 appeared to be better than 1978. Although total energy intake remained about the same, there was a significant increase in protein intake and a significant reduction in the prevalence of pre-school children who were moderately and severely underweight or wasted. However, in 1984 evidence shows that a regression took place, with the prevalence of underweight children being significantly higher than in 1982.

Eastern Visayas, Southern Mindanao, Central Luzon and Metro Manila are the regions which deserve priority consideration. The first two had the highest proportion of underweight and stunted pre-schoolers in the country in 1978 and again, in 1982. In Central Luzon and Metro Manila the proportion of moderately and severely malnourished increased between 1978 and 1982 while all other regions were achieving a reduction in the proportion malnourished during the same period.

It bears noting that based on 1982 data from the NEDA, Eastern Visayas had the second highest age dependency ratio in the country while Southern Mindanao and the Metropolitan Manila Area were among those with the highest unemployment rate.

The group composed of one-year old children appeared the most disadvantaged among the pre-schoolers. The group had the highest

prevalence of underweight and stunting, and the second highest prevalence of wasting.

The terms underweight, stunting and wasting refer respectively to measures of weight-for-age, height-for-age and weight-for-height compared to international (Gomez) standards for these measures. The percent of observed measures relative to standard value provides the basis for classifying a child by nutrition status.

In the Philippines more than one set of class intervals are in common use. MSSD uses a ten interval scale for measuring underweight (weight-for-age). Tables 5.1 shows the correspondence of this classification and the more commonly used four-level classification.

Figure 5.1
Correspondence Between the Ten-Level Philippine Nutritional Status Measure and the Four-Level International Nutritional Classification (Weight-for-Age as Percent of Standard Weight-for-Age)

Nutritional Status	Value by Class Interval of Weight-for-Age as Percent of Standard Weight-for-Age			
	Four-Level Classification		Ten-Level Classification	
	Number	Class Interval	Number	Class Interval
Normal	Normal(N)	greater than 90%	1	greater than 90%
Mild	1st degree(1°)	75%-<90%	2	85%-<90%
			3	80%-<85%
			4	75%-<80%
Moderate	2nd degree(2°)	60%-<75%	5	70%-<75%
			6	65%-<70%
			7	60%-<65%
Severe	3rd degree(°)	less than 60%	8	55%-<60%
			9	50%-<55%
			10	less than 50%

When measures of both weight and height by age are available their combined use helps to distinguish stunting (height below normal range for age) and wasting (weight below normal range for height). The former

is taken as an indicator of chronic undernourishment, the consequence of long periods of insufficient intake of food. Wasting is a sign of acute undernourishment, the consequence of severe short-term lack of sufficient food. Underweight, measured by weight-for-age, derives from both acute and chronic nutritive conditions and does not distinguish between them.

The 1982 nutrition survey used all three measurements. In expressing prevalence of undernutrition in young children the cut-off points used were 75% for weight-for-age, 85% for weight-for-height, and 90% for height-for-age.

On two counts school children appear to be worse off than preschoolers. There were more stunted school children. 24.6% of school children were below 90% of the standard height-for-age compared to 20.6% of preschooler, a significant 7% difference. Considerable more school children showed evidence of severe malnutrition (3rd degree--below 60% of weight-for-age standard), than preschoolers, 5.8% compared to 1.6%. These figures are evidence that nutritional problems beset both age groups although using average figures for 0 to 6 year olds masks considerable variation within the group.

Many children are wasted, many more are stunted. In view of this, longstanding chronic undernutrition is an appropriate description of the Philippine condition.

5.2 Nutritional Status of Filipinos in the 80's

The nationwide survey conducted by the Food and Nutrition Research Institute (FNRI) in 1982 provides the most recent data on the nutritional status of Filipinos. This survey was participated in by 2,880 households in all regions except two in Mindanao. As in the first nationwide survey conducted in 1978, the food weighing method was also used to collect one-day food intake data. Some of the results of the 1982 national nutrition survey are presented below.

5.2.1 Food and Nutrient Intake

A. Energy

The mean one-day per capita energy intake was 1808 Calories or 89% of the recommended allowance (Table 5.2). The FNRI has set less than 80% of the RDA as the "marginal level of energy adequacy". Per capita intake is above this level but many families consume energy at levels below the marginally adequate value.

Carbohydrates provided 75% of the calories, while fat and protein contributed 14% and 11%, respectively. At a per capita consumption of 297 grams per day, rice accounted for more than one half (56%) of the total intake. In addition to rice, the bulk of the diet was made up of "other fruits and vegetables" and fresh fish. (Table 5.7)

The mean one-day per capita energy intake in the rural areas was somewhat lower than that in the urban (1797 Calories or 88.6% of the allowance compared to 1831 or 89.8% of the allowance). Per capita consumption of all food groups was less in the rural areas except for cereals and cereal products, starchy roots and green leafy and yellow vegetables. (table 5.8)

Only the lowest income group (per capita income of less than P250) failed to meet at least the marginal level for energy set by the FNRI. Of the seven income groups, only the highest (per capita income of P7000 and more) had an energy intake which met 100% of the Recommended Daily Allowance (RDA). (Table 5.9)

A word is appropriate here on the relative merits of corn vs rice in a supplemental feeding program. In the Philippines, the nutrient costs in corn are significantly below the nutrient costs in rice. Calories from rice are 13% more expensive than calories from corn, protein in rice is 33% more expensive and fat in rice is 167% more expensive than in corn (Table 4.13). Furthermore corn is richer in micro-nutrients such as Vitamin A. With all the above advantages corn has one further advantage as a supplemental food: In much of the Philippines it is considered an inferior food to rice. Therefore it is less likely to be diverted to non needy people (although cases have been documented where US CSM has been diverted to livestock feed mixing

TABLE 5.2
MEAN ONE-DAY PER CAPITA NUTRIENT INTAKE, 1982

Nutrient	Philippines	Urbanization		Island Groups		
		Urban	Rural	Luzon	Visayas	Mindanao
Energy Intake (Kcal)	1808	1831	1797	1814	1745	1906
Recommended Allowance	2032	2038	2029	2032	2030	2035
Percent Adequacy	89.0	89.8	88.6	89.3	86.0	93.7
Protein Intake(grams)	50.6	53.4	49.3	50.1	51.3	51.6
Recommended Allowance	50.8	51.4	50.5	50.8	50.8	50.8
Percent Adequacy	99.6	103.9	97.6	98.6	101.0	101.6

Taken from Table A.2.1 of the "Second Nationwide Nutrition Survey of the Philippines, 1982". NSTA, FNRI. October 1984, p. 71.

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plants).

B. Protein

The mean one-day per capita protein intake was 50.6 grams or 99.6% of the recommended allowance (Table 5.2). The FNRI has set less than 70% of the RDA as the "marginal level of protein adequacy".

Foods of plant origin provided 65% of the protein intake. Specifically, rice accounted for 42.9% of total protein compared to 33.1% from fish, meat poultry and eggs; 2.9% from dried beans, nuts and seeds; and 2.1% from milk products.

As in energy, the per capita protein intake was almost equal to, or higher than, the recommended allowance. In the urban areas the average per capita consumption of body-building foods was 272 grams, compared to 190 grams in the rural areas.

The three major island groups hardly differed in terms of their total protein intake of about 50 grams. However, there were differences in their consumption of specific body-building foods. Visayas and Mindanao had higher per capita consumption of fish while Luzon had 2 to 3 times more meat, poultry, eggs, and milk. Unlike in energy, even the lowest income group (per capita income less than P250) met at least the marginal level for protein adequacy set by the FNRI. Of the remaining six income groups, two had per capita intake of 90% while the rest had 100 to 128% of the RDA.

5.2.2. Prevalence of Malnutrition

Table 5.3 is a comparison of the three types of anthropometric measures based on data from 3,615 to 3,695 zero to six year old children as shown in Table 5.3:

- 1) 20.6% were under height for their age,
- 2) 17.2 % were moderately or severely underweight for their age,
- 3) 9.5 % were moderately or severely underweight for their height.

It would appear that undernutrition among preschool children is more chronic than current in nature. This is further substantiated by the observation that the basis of both weight-for-height and height-for-

TABLE 5.3 PERCENTAGE OF UNDERNUTRITION AMONG 0-6 YEAR-OLD PRE-SCHOOL CHILDREN, 1982

AGE	HEIGHT FOR AGE	WEIGHT FOR AGE	WEIGHT FOR HEIGHT
	<90% of standard	<75% of standard	<85% of standard
Below 1	20.0	11.3	17.0
1	23.7	30.3	16.2
2	21.1	21.1	11.2
3	20.2	16.2	7.0
4	18.1	12.9	7.4
5	21.8	13.5	4.4
6	19.3	14.4	4.4
TOTAL	20.6	17.2	9.5

* Taken from Tables B.1.1, B.1.3, and B.1.6 of the "Second Nationwide Nutrition Survey of the Philippines, 1982". NSTA, FNRI. October 1984.

age classification, 7.5% of the pre-school children were classified as "wasted" compared to 17.1% who were identified as "stunted". Only 2% were both "wasted" and "stunted".

Using weight for age classification, the highest prevalence of moderate and severe underweight (30.3%) was found among the one year old children. This was also true for the height for age classification, where the prevalence was 23.7%.

For both anthropometric measurements, undernutrition was more common among pre-schoolers in the rural areas compared to those in the urban areas: 17.6% versus 16.3% for moderate or severe underweight for age, and 21.9% versus 17.6% for height-for-age. However, in terms of weight-for-height there was more moderate and severe undernutrition in the urban than in the rural areas: 11.2% against 9.5%.

Regional comparison indicates Eastern Visayas and Southern Mindanao to have the highest prevalence of undernutrition, on the basis of either weight-for-age (about 20%) or height-for-age (more than 25%) classification. The lowest prevalence of severe and moderate underweight for age and under height for age was found in Cagayan and Central Visayas (about 15%) and Metro Manila (about 15%), respectively.

Table 5.4 compares the prevalence of undernutrition among pre-schoolers and school children. Based on weight for age, there were a greater proportion of third degree or severely underweight school children than preschoolers. In addition, stunting was more prevalent among the school children.

TABLE 5.4
PERCENTAGE DISTRIBUTION OF PRE-SCHOOL AND SCHOOL CHILDREN
USING WEIGHT-FOR-AGE AND HEIGHT-FOR-AGE, 1982

INDICATOR % of standard	Pre-Schoolers (Age 0-6, n=3615)	Schoolers (Age 7-14, n=4086)
WEIGHT-FOR-AGE		
60	1.6	5.8
61 - 90	67.1	69.9
91 - 110	26.9	21.1
110	4.4	3.2
HEIGHT-FOR-AGE		
>90	20.6	24.6
<90	79.4	75.4

*Taken from Table B.1.3, B.1.6, B.2.1 and B.2.2 of the "Second Nationwide Survey of the Philippines, 1982". NSTA, FNRI. October 1984

Table 5.5 shows that majority of the infants had normal weight for their age and that this proportion of normal status was not obtained again in any of the succeeding years. The proportion of children with normal weight for age was lowest at ages one and eleven, where less than 2 of every 10 met more than 90% of the standard.

Unlike weight-for-age, the proportion of children with normal height-for-age did not vary as much from year to year, although it too showed a reduction at one year of age. There was a notable decrease in the proportion of normal children at one year followed by an increase at 2 - 4 years, the proportion decreased at 5, increased at 6 and declined again at 7 to 11 or 12. The last two to three years (at 12 or 13 to 14 years) showed an increase in the percentage of normal children.

Experts do not agree over interpretation of anthropometric measures. Twenty percent of Philippine children are less than 90%

TABLE 5.5
PERCENTAGE OF CHILDREN 0-14 YEARS OLD WITH "NORMAL NUTRITIONAL STATUS"

Age Group (Years)	Weight-for-Age (>90% of standard)	Height-for-Age >90% of standard)
<1	54.4%	80.0%
1	16.1	76.3
2	26.6	78.9
3	29.3	79.8
4	32.6	81.9
5	29.9	78.2
6	32.8	80.7
7	30.9	78.0
8	28.6	76.8
9	25.9	79.3
10	22.2	76.4
11	17.0	73.7
12	20.8	71.0
13	23.1	72.1
14	27.6	76.2

* Taken from Tables B.1.3, B.1.6, B.2.1 and B.2.2 of the "Second Nationwide Survey of the Philippines, 1982". NSTA, FNRI October 1984.

standard height-for-age in their first year. This may be due to poor prenatal growth or growth performance in the first few months of life or it may be Filipinos are genetically small in stature. There is no way to distinguish between the two explanations. Twenty to twenty-five percent stunting is characteristic of children through the ninth year. Between the eleventh and thirteenth year another five percent is lost. This suggests the teenage growth spurt has not occurred, another indication of chronic undernourishment.

The abrupt increase in percent underweight between one and two years of age with slow improvement through age six is a characteristic pattern of malnutrition in a population. The increase in proportion of underweight children in early teen age may be related to delay or lack of the growth spurt.

Most Filipino infants are born having normal anthropometric measures but soon over two-thirds of them fall into underweight classes and remain there through their school years. This results in a stunted school-age population. The weight-for-height measures show improvement

with age (Table 5.3). This may be the consequence of the physiological processes involved in stunting for those who have survived. They are small but reasonably proportional. The crucial events occur in pre-school years, especially in the 0 to 3 year old groups. The policy implication is that food assistance should be focused on this group.

5.3 The 80's Compared with the 70's

How does the nutritional status of Filipinos in the 80's differ from that in the 70's? Which factors could account for the difference, if any?

In examining these questions one is faced with a serious problem of inadequate empirical data. Few studies have been conducted to compare the nutritional well-being of Filipinos, and fewer still, those which deliberately sought to measure the impact of the economic crisis on nutrition.

Two surveys (AIM, 1984 and FNRI, 1984) were designed specifically to study the effects of the economic situation. However, both had small sample size and were limited to the Metro Manila area.

Three studies (MAF and NPA, 1977 - 1982; FNRI, 1978 and 1982; and the NNC, July and November of 1984) provided data for at least two periods, although none specifically had for an objective the determination of the effect of the economic downturn on nutritional status. Nonetheless, there is no denying the fact that given the seriousness and pervasiveness of the economic problem faced by the country, from the national to the family level, it would be naive to exclude it as a major factor which could help explain a difference, if any, in the nutritional status of Filipinos. Within six months in 1984, the food threshold for a Metro Manila Reference Family of six went up from P55.06 in July to as high as P70.58 in December, an increase of 28 percent.

5.3.1 Food Consumption

The National Food Authority (NFA) and the Ministry of Agriculture and Food (MAF) regularly conduct food consumption surveys. The summary

statistics presented on Table 5.6 were taken from the results on the national level of 20 survey rounds. Some 1002 households distributed in 152 sample villages nationwide participated in the quarterly rounds and about 10000 households spread in around 1570 villages were interviewed during the big round.

TABLE 5.6
PER CAPITA RATES OF USE OF FOOD
1978-1982 (kilos per year)

Food	Year				
	1978	1979	1980	1981	1982
Rice/Rice Products	107.1	103.1	105.1	107.1	104.4
Corn/Corn Products	16.7	24.6	12.3	10.6	12.0
Roots/Tubers	17.5	12.8	9.4	10.5	15.5
Wheat Products	9.2	8.9	8.4	8.6	10.6
Meat	6.5	8.8	9.4	9.2	10.9
Poultry and Eggs	5.8	6.3	6.5	7.1	8.4
Seafoods	24.4	22.4	19.9	22.1	26.5
Fish	16.6	14.7	13.8	15.4	18.5
Dairy Products	6.5	6.1	5.5	5.9	5.7
Fruits	34.4	34.2	32.0	34.7	46.8
Vegetables/Legumes	37.6	31.7	25.6	27.6	31.5
Sugar	10.1	10.2	10.7	10.4	11.0
Miscellaneous Items	3.8	3.8	4.2	4.2	4.7
TOTAL	281.2	311.6	262.8	273.4	306.2

*Source of basic data: Table I to xviii of "National Consumption Patterns for Major Foods, 1977-1982". Ministry of Agriculture and National Food Authority.

The results show that in 1982 the total amount of food used was 306.2 kilos per capita per year compared to 281.2 kilos in 1978. These totals vary from year to year with no trend apparent. Within individual food groups a few trends are discernable. Intake of staple energy foods, rice, corn and root crops registered a slight decline from 1978 levels. Meat and poultry and egg consumptions show upward trends. Consumption of dairy products declined.

The Nationwide Nutrition Survey of the Philippines conducted in 1978 and 1982 by the Food and Nutrition Research Institute provides comparison comparable to those obtained by the food consumption surveys

for the two years.

Consumption of rice and corn products declined by 3% whereas consumption of starchy roots and tubers increased by 13.5%. (Table 5.7). The root crops amounted to 10.1% by weight of the weight of cereal consumption in 1978. This figure rose to 11.2% by weight in 1982. Fish, meat, poultry and egg consumption was up. Dairy products remained steady. Overall consumption increased by 2% per capita. These changes are in the direction of an improved diet and do not reflect an economic downturn.

It is claimed that the economic condition of the country was at its worst in 1983 - 1984. Consequently these years are the more appropriate for a study on the effects of the crisis.

Roberto of AIM studied the coping practices of 100 consumers in Metro Manila who were living below the P38.75 per day food threshold at the start and end of 1984. He found that those who were beset with the daily problem of insufficient buying power increased by 200%. In trying to survive present-day difficulties the housewives resorted to economizing on the use of a product thus cutting down on its purchase, substituting a cheaper version, or completely discontinuing to buy it. Of the twenty food and non-food items that Roberto tested, the consumers said they could not eliminate only four: rice, viands, electricity and water.

Valdecanas, et al of the FNRI undertook a study in October, 1984 "to determine the food and non-food related adjustments made by twenty households in Metro Manila in response to the 1983 - 1984 economic deviation". The households were found to increase their purchase of cooked food and home food productions; to shift from bulk to piecemeal purchases and alter some food preparation and consumption practices, such as reduction in the number of meals and in the use of cooking oil. According to the investigators "The area of food consumption appeared to bear the brunt of the economic situation".

5.3.2 Nutrient Intake

The FNRI surveys report per capita energy intake of 1808 kcal in

TABLE 5.7
COMPARISON OF 1978 AND 1982 MEAN ONE-DAY PER CAPITA FOOD CONSUMPTION

Food Groups Sub-groups	Grams Intake As Purchased Raw		Increase (Decrease)
	1978	1982	%
<u>Energy Foods</u>			
Cereals and Cereal Products	367	356	(3.0)**
Rice	300	297	(1.0)
Rice Products	8	7	(12.5)
Corn	38	34	(10.5)
Corn Products	n	n	0
Other Cereal Products	21	18	(10.5)
Starchy Roots & Tubers	37	42	13.5
Sugars & Syrups	19	22	15.8
Fats & Oils	13	14	7.7
<u>Body-Building Foods</u>			
Fish, Meat & Poultry	133	154	15.8
Eggs	8	9	12.5*
Milk & Mild Products	42	44	4.8
Dried Beans, Nuts & Seeds	8	19	25.0
<u>Regulating Foods</u>			
Green Leafy & Yellow Vegetables	34	37	8.8
Vitamin-C-Rich Foods	47	36	(23.4)
Other Fruits & Vegetables	168	159	(5.4)
Miscellaneous	21	32	52.4**
TOTAL	897	915	2.0

* Significant 5% level

** Highly significant, 1% level

Source: Taken from Table A. 9.1 of the "Second Nationwide Nutrition Survey of the Philippines, 1982." NSTA, FNRI, October 1984.

1982, nearly identical to the 1804 kcal value in 1978. On the other hand, protein intake was significantly higher in 1982 (50.6 grams) than

in 1978 (48.0 grams). See Table 5.7.

Changes in energy and protein intake between 1978 and 1985 are shown in three different aspects in tables 5.8, 5.9 and 5.10. Table 5.8 presents a regional and urban/rural breakdown. Table 5.9 contrasts per capita intake of energy and protein by income class. Table 5.10 presents changes in intake of nutrients by children grouped in age classes 1 to 4.

All tables show a record of gain between the two years except where middle and higher income classes show a decrease of energy consumption in 1982 compared to 1978.

Protein consumption is generally adequate and growing. Energy consumption is inadequate but improving. All age groups under four have very inadequate energy intake.

These tables emphasize that the constraint on the Philippine diet is energy foods and that preschool children are very much at-risk.

The surveys also indicated a 4.8% decrease in the proportion of households with less than the marginal adequacy level for energy. However, the fact remains that one of every three households surveyed still had such low level of intake in 1982.

After 1982 there was only one study published on changes in nutrient intake. In the earlier cited 20-household study of Valdecanas, et al it was found that the mean per capita energy and protein intake of the October 1984 sample was less than that of another set of families surveyed eight months earlier (for energy, 80.90% of the recommended level versus 86.30% and for protein, 87.8% versus 96.9%).

5.3.3 Prevalence of Malnutrition

According to the FNRI nationwide surveys at the national level, the prevalence of undernourished children in 1982 was significantly lower than in 1978 (Table 5.11). There was a 4.7 percentage point improvement in terms of weight-for-age, and 4.3 percentage point improvement in terms of weight-for-height.

However, not all the eleven regions reflected the national picture.

TABLE 5.8
COMPARISON OF MEAN ONE-DAY PER CAPITA ENERGY AND PROTEIN INTAKE AND PERCENT
ADEQUACY BY URBANIZATION AND ISLAND GROUP: PHILIPPINES, 1978 AND 1982

Area	Energy					Protein				
	1978		1982		% Increase (Decrease) of Intake	1978		1982		% Increase (Decrease) of Intake
	Intake (Kcal)	% Adequacy	Intake (Kcal)	% Adequacy		Intake grams	% Adequacy	Intake grams	% Adequacy	
<u>All Philippines</u>	1804	88.6	1808	89.0	0.2	48.0	93.2	50.6	99.6	5.4**
All Urban	1872	91.2	1831	89.8	(2.2)	50.3	96.2	53.4	103.9	6.2**
Metro Manila	1908	92.8	1797	87.7	(5.8)*	49.6	94.5	51.9	100.8	4.6**
Other Urban	1848	90.2	1852	91.3	0.2	50.8	97.3	54.2	105.9	6.7**
Rural	1769	87.2	1797	88.6	1.6	46.8	91.8	49.3	97.6	5.3**
<u>Island Groups</u>										
Luzon	1861	91.2	1814	89.3	(2.5)*	48.4	105.0	50.1	98.6	3.5*
Visayas	1712	84.6	1745	86.0	1.9	47.6	100.6	51.3	101.0	7.8**
Mindanao	1733	85.0	1906	93.7	10.0**	47.1	98.4	51.6	101.8	9.6**

*Significant, 5% level

**Highly significant, 1% level

Source: Developed as a special computer run from data in the First Nationwide Nutrition Survey, Philippines, 1978 and Second Nationwide Nutrition Survey, Philippines, 1982, Food and Nutrition Research Institute, June 1985.

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TABLE 5.9
COMPARISON OF MEAN ONE-DAY PER CAPITA ENERGY AND PROTEIN INTAKE AND PERCENT
ADEQUACY BY REAL ANNUAL PER CAPITA INCOME: PHILIPPINES, 1978 AND 1982

Annual Per Capita Income (1982 income level deflated to 1978)	Energy					Protein				
	1978		1982		% Increase (Decrease) of Intake	1978		1982		% Increase (Decrease) of Intake
	Intake (Kcal)	% Adequacy	Intake (Kcal)	% Adequacy		Intake grams	% Adequacy	Intake grams	% Adequacy	
Less than 250	1590	97.2	1635	80.5	2.8*	40.9	82.7	42.6	83.5	4.2*
250 - 499	1700	84.5	1706	84.0	0.4	46.3	91.5	46.0	90.2	(0.6)
500 - 999	1787	87.4	1778	87.5	(0.5)	47.5	92.1	49.0	96.1	3.2*
1000 - 1999	1960	95.8	1864	91.8	(4.9)*	51.2	98.8	53.0	103.9	3.5*
2000 - 3499	2147	103.1	1967	96.8	(8.4)**	60.3	112.3	58.3	114.3	(3.3)*
3500 - 6999	2293	109.7	2027	99.7	(11.6)**	61.2	112.6	61.4	120.4	3.3*
7000 & over	2613	124.3	2156	106.1	(17.5)**	73.5	132.9	70.1	137.4	(4.6)**

*Significant, 5% level

**Highly significant, 1% level

Source: Developed as a special computer run from data in the First Nationwide Nutrition Survey, Philippines, 1978 and Second Nationwide Nutrition Survey, Philippines, 1982, Food and Nutrition Research Institute, June 1985.

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TABLE 5.10
COMPARISON OF MEAN ONE-DAY PER CAPITA ENERGY AND PROTEIN INTAKE AND PERCENT
ADEQUACY AMONG 6 MONTH TO 4 YEAR OLD CHILDREN: PHILIPPINES, 1978 AND 1982

Age Group	Energy					Protein				
	1978		1982		% Increase (Decrease) of Intake	1978		1982		% Increase (Decrease) of Intake
	Intake (Kcal)	% Adequacy	Intake (Kcal)	% Adequacy		Intake grams	% Adequacy	Intake grams	% Adequacy	
All (6 months - 4 years) ¹	742	52.7	873	63.0	17.7**	23.8	84.4	27.3	98.9	14.7**
6 - 11 months	445	44.9	535	55.2	20.2**	15.5	60.8	16.4	65.6	5.8*
1 year	589	43.3	684	52.3	16.1**	19.3	71.5	21.5	82.7	11.4**
2 years	745	54.9	826	63.1	10.9**	23.9	88.8	25.6	98.5	7.1*
3 years	801	59.2	942	72.0	17.6**	25.0	93.3	29.7	114.2	18.8**
4 years	902	52.5	1046	63.8	16.0**	28.7	85.7	32.8	102.5	14.3**

*Significant, 5% level

**Highly significant, 1% level

Source: Developed as a special computer run from data in the First Nationwide Nutrition Survey, Philippines, 1978 and Second Nationwide Nutrition Survey, Philippines, 1982, Food and Nutrition Research Institute, June 1985.

¹ - All breastfed and mixed fed children (mostly infants of 0-5 months of age) were excluded since no attempt was made to measure breastmilk volume.

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TABLE 5.11
COMPARISON OF DISTRIBUTION OF UNDERNOURISHED
PRE-SCHOOL CHILDREN, 1978 AND 1982

AGE GROUP	WEIGHT-FOR-AGE ($\leq 75\%$ of Standard)		WEIGHT-FOR-HEIGHT <85% of Standard	
	1978 (n=3400)	1982 (n=3634)	1978 (n=3400)	1982 (n=3615)
Below 1	17.3%	11.3%	22.6%	16.9%
1	37.3	30.3	16.7	16.2
2	26.4	21.1	14.6	11.1
3	22.1	16.2	16.0	7.0
4	13.0	12.9	8.1	7.4
5	15.9	13.2	9.8	4.4
6	22.2	14.4	8.7	4.4
TOTAL	21.9	17.2	13.8	9.5

*Taken from Tables B.7.1 and B.7.2 of the "Second Nationwide Nutrition Survey of Philippines, 1982 NSTA, FNRI October 1984.

In fact in four regions, the prevalence rate in 1982 either remained unchanged or increased by 0.5 to 2.1 percentage points. Three of these were in Luzon (Ilocos, Central Luzon and Metro Manila) and one in Mindanao (Northern Mindanao). Worth noting is the fact that Metro Manila exhibited the highest increase in prevalence of moderately and severely underweight for their age preschoolers. Whereas in 1978 it ranked first as the region with the lowest prevalence of moderately and severely underweight children, in 1982 it ranked seventh.

Both Eastern Visayas and Southern Mindanao exhibited a decrease in prevalence of underweight pre-schoolers. However, in 1982, as in 1978, the two ranked as regions with the highest proportion of underweight and stunted pre-schoolers. In Luzon, the most disadvantaged appeared to be the Ilocos region with its high prevalence of underweight and stunting.

In terms of age, a decrease in prevalence of wasting and underweight occurred in all groups from under one to six. However, the rate of reduction in wasting was lowest among the one-year-old children. In addition, both in 1978 and 1982 such children exhibited the highest prevalence of underweight among 0 to 6 year olds.

In 1984 there seem to have been a regression in the nutritional

well-being of pre-schoolers. Based on the preliminary results of the July - August 1984 survey of the National Nutrition Council (NNC), 22.1% of 3441 zero to six year old children from 2226 sample households in all regions of the country were either moderately or severely underweight. This prevalence rate is 28% higher than the FNRI value obtained in 1978.

The prevalence of moderately or severely undernourished children zero to six years old by region is shown in column 3 of Table 5.12. These are preliminary data and National Nutrition Council officials say they are of questionable validity. They show an increase in percent malnourished in all regions except Eastern Visayas and northern Mindanao. These two regions are among the poorest in the Philippines and it is not clear how they would improve in nutritional status while all others faltered. The largest losses are in Luzon, including Metro Manila, the most developed part of the nation. Regional comparisons are probably not worthwhile, but the overall increase of moderately or severely malnourished may be taken as evidence of regression in nutritional status. This trend may well be linked to the decline in economic well-being.

5.4 Other Effects of Supplementary Feeding

Anthropometry measures growth only. Growth in children is taken as an observable indicator of nutritional status. Food is utilized by the body for purposes other than growth, in fact, most nourishment provides energy for base metabolic needs, exercise, health maintenance, etc. A malnourished child is more lethargic, more susceptible to disease, learns less easily. These are consequences of malnutrition that are as serious as no growth, but they are hard to observe in the field in large scale food supplement programs.

C. Florencio is currently conducting a study of the relationship between nutrition and school performance of pupils in grades one to six.⁹ Preliminary analysis was made of two performance indicators in schools with and without supplementary feeding programs. Statistical tests showed no significant difference between schools with and without

⁹ Florencio, C. "Nutrition and Pupil Performance Study," Preliminary Results, 1985, University of the Philippines, Quezon City.

TABLE 5.12
 PERCENTAGE DISTRIBUTION OF 0-6 YEAR OLD CHILDREN MODERATELY OR SEVERELY
 UNDERNOURISHED (GOMEZ 2,3)* BY REGION: PHILIPPINES 1978, 1982 AND 1984

Island Group	Region	1978	1982	1984
Luzon	I Ilocos	18.0	18.0	24.3
	II Cagayan	15.7	14.9	21.9
	III Central Luzon	15.1	16.7	22.9
	IV Southern Tagalog	22.6	18.7	28.0
	V Bicol	24.0	16.3	31.6
Visayas	VI Western Visayas	27.1	17.0	22.1
	VII Central Visayas	29.3	15.2	16.4
	VIII Eastern Visayas	28.5	20.1	18.6
Mindanao	IX Western Mindanao			
	X Northern Mindanao	16.1	16.6	15.1
	XI Southern Mindanao	17.7	19.9	20.9
	XII Central Mindanao			
NCR	XIII Metro Manila	14.7	16.8	22.4
	AVERAGE	21.9	17.2	22.1

* Below 76% weight-for-age

Source: 1978, 1982 FNRI, Second Nationwide Nutrition Survey, Philippines, 1982, FNRI, October 1984 p. 199, p. 170, 1984: Preliminary Results of Nutrition Surveillance, National Nutrition Council, 13 February, 1985. NNC says these data are thin. Take with a grain of salt.

feeding programs in terms of participation or dropout rate. The former refers to the ratio of school enrollment to school-age population and the latter is the proportion of pupils who left school during the year. We are unable to draw conclusions from these findings due to their limited and preliminary nature other than, clearly, Philippine researchers are aware of the need for this type of study.

CHAPTER 6.0 PHILIPPINE FOOD ASSISTANCE PROGRAMS

The evaluation team visited several officials of the three ministries most involved in food assistance programs. They are the Ministry of Social Services and Development (MSSD), the Ministry of Education, Culture and Sports (MECS) and the Ministry of Health (MOH). Team members also visited fifteen food distribution centers in three regions all on Luzon Island (NCR, Manila, Quezon City; Region III, Pampanga, Tarlac and Region IV, Batangas). Most of the facilities were Day Care Centers and Food For Growth centers. Data were obtained from ten centers on the nutritional status of children enrolled in the programs. Regional, Provincial and Barangay officials were interviewed as well as the people at the centers. In addition, officials from the National Nutritional Council (NNC), National Economic Development Authority (NEDA) and the Food and Nutrition Research Institute (FNRS) provided data and their views of the food assistance programs and the prospect of the phaseout of PL 480 Title II foods.

Uniformly from top to bottom of these institutions the people felt the PL 480 Title II program should be continued anywhere from three years, five years to ten years or indefinitely. They held this opinion despite the fact they were familiar with and endorsed the national policy of self-reliance which calls for an end to foreign food donations. Considering the economy, the state of their programs, the nutritional needs of beneficiaries and the austerity of national budgets, they feel that now is not the time to reduce resources from whatever source.

6.1 Food Assistance Programs Have Grown in the Last Decade

Table 6.1 is a summary of Philippine food assistance programs in the last decade. Preschool children, 0-6 years old, school children 7-11 years old, infants and pregnant and lactating women are considered to be the most nutritional at-risk groups. These groups receive food

assistance through a variety of programs as shown in the table.

6.1.1 Center Feeding Program

MSSD operated Day Care Centers for four to six year olds for more than a decade. In 1977 they introduced Food For Growth centers for one to three year olds in order to provide facilities for center-feeding for this age group as well. These programs reach a large number of beneficiaries although the 1980 and 1981 figures in Table 6.1 appear to be too large and are suspect. The Catholic Relief Services deliver PL 480 food to 200,000 recipients of these programs. Much of the resources to operate these centers come from the local community. Included are facilities for the centers, voluntary help and local food supplies. Some centers are run by paid MSSD service workers or Barangay Nutrition Scholars. The Barangay and Municipal nutrition committees help organize local support groups. Performance and targeting vary greatly from place to place as each community seeks resources and styles of income generating from whatever sources they can find. This variation was apparent at the sites visited by the evaluation team as well as in the reports on field visits by AID/Mission field representatives which we reviewed. In some places children entering a program were predominantly 2nd degree malnourished. In other places the entering children were predominantly 1st degree malnourished. The targeting strategy is to focus on moderately (2°) and severely (3°) malnourished. The relative proportion of children by nutritional status is a function of the local application. Some communities include normal or mildly malnourished children in the program as a local service or as part of the scheme to gain local support and participation.

It is not uncommon for food deliveries to be delayed, in which case the center staff try to procure local food substitutes but more often than not will simply not have a feeding. Usually the class continues to meet and to carry on the other activities of the center.

6.1.2 Take-Home Programs

The Ministry of Health Mothercraft Centers and the Catholic Relief Services' Targeted Maternal and Child Health Program (TMCHP) focus on

TABLE 6.1
PHILIPPINE FOOD ASSISTANCE PROGRAM 1974-1984
NUMBER OF BENEFICIARIES (1000'S)

	1974	1975-76	1977	1978	1979	1980	1981	1982	1983	1984
PRESCHOOLERS										
MSSD DC Centers+ Food for Growth	304	204	214	385	657	2006	1120	790	436	303
MOH Mothercraft* Targeted Food Assistance	7	26	30	182	145	181	240	124	90	NR
BAEx RIC-CC Nutrition Oriented Food Assistance	18	39	NR	104	NR	NR	195	NR	101	NR
BAI Toned Milk				83						
MAR/BFAR Suppl. Feeding		2				6	9	2	6	4
CRS/TMCHP*	225	499	579	566	468	512	510	587	308	423
PNRC	7	102	NR	237	169	122	112	NR	20	26
SCHOOL CHILDREN										
MECS Applied Ntr. Program CARE School Feeding*	1431	916	1300	1400	2134	2200	2300	2548	3200	3200
WFP			1830	1300	1500	1545	1698	1514	1435	881
CRS Sch. Feed.*		213	275	2117	1048	1131	1148	971	554	565
BAEx Toned Milk				5	187	198	179	157	143	100
PNRC/PRSP			94			7	7	15	6	6
PREGNANT/LACTATING WOMEN										
MOH Mothercraft*- TFA					335	239	42	62	78	NR
OTHER										
MSSD/CRS* Food For Work emergency relief, etc.				60	51	904	NR	NR	1074	265
TOTAL	1992	2001	4385	4705	7053	9052	7560	6771	7881	6012
% PL. 480 Title II	83.1	72.0	66.8	57.6	47.4	39.7	37.9	39.0	42.6	31.1

+CRS Support for Day Care Centers at 200 Thousand from 1980 through 1984.

*P.L. 480 Title II Food Programs

++Included in DCC

Source: "Working Document for review of the Food Assistance Intervention" National Nutrition Council, Sept. 21, 1984

Definitions: BAEx (Bureau of Agricultural Extension), RIC-CC (Rural Improvement Club - Children's Center), BAI (Bureau of Agricultural Industries), WFP (World Food Program), MAR (Ministry of Agrarian Reform), BFAR (Bureau of Food and Agricultural Research), PNRC (Philippine National Red Cross), NR = not reported

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infants and pregnant and lactating mothers, but also include families that have a moderately or severely malnourished preschooler. TMCHP conducts an initial three month center feeding program and then provides fifteen months of a take-home ration (eight pounds per month, now reduced to four pounds per month, CSM/NFDM mix). Both programs view the food assistance as a temporary measure while the mother is exposed to nutrition and health training and program participation.

As can be seen in Table 6.1, these four programs account for most of the preschool recipients. Several other government agencies have food assistance programs that usually operate at much smaller scale. These include the Bureau of Agricultural Extension, the Ministry of Agrarian Reform and other rural oriented agencies. The Philippine National Red Cross is also involved in food assistance the degree to which is a function of natural calamities that occur and varies from year to year.

6.1.3 School Programs

MECS and CARE are engaged in school feeding programs. Four million recipients are serviced This is nearly half of the school age population. In 1979 the World Food Program began school feeding. CARE supplies Region I through VII - Luzon and Visayas Island Group and WFP provides for Regions IX - XII, Mindanao.

The recipients for all food assistance programs combined have increased from two million in 1974 to over six million in 1984. In the early years PL 480 food accounted for the vast majority of food resources. The fraction has steadily declined to where it is now below one-third of the total. This makes a phaseout of the American gift food more feasible than before.

6.1.4 Regional Distribution of Day Care and Food For Growth Centers

Table 6.2 shows the distribution of Day Care Centers and Food For Growth centers by region and island group. The 1980 population is shown for comparison. The figures in parenthesis next to the island group totals are percent of total. The National Capital Region contains 5.92

TABLE 6.2
NUMBER OF DAY CARE CENTERS AND FOOD FOR GROWTH CENTERS 1982 AND 1984

Region		1980 Population in millions (% of total)	Number of DDC		Number of FFG	
			1982 (4th Qtr)	1984 (3rd Qtr)	1982 (4th Qtr)	1984 (3rd Qtr)
	NCR	5.92 (12.3)	322 (4.3)	294 (4.2)	205 (3.2)	249 (4.8)
Luzon	I	3.54	718	802**	33	299**
	II	2.22	631	216	367	215
	III	4.80	595	625	452	264
	IV	6.12	847	976*	1484	771*
	V	3.48	839	789**	956	584**
	Total	20.16 (41.9)	3630 (49.0)	3408 (48.4)	3592 (56.6)	2133 (41.8)
Visayas	VI	4.53	782	663	407	483
	VII	3.79	480	522**	798	720**
	VIII	2.80	251	278	503	775
	Total	11.12 (23.1)	1513 (20.4)	1463 (21.0)	1708 (26.9)	1978 (38.8)
Mindanao	IX	2.53	7.6	719	356	452
	X	2.76	684	565	160	69
	XI	3.35	321	346	183	127
	XII	2.27	241	184**	139	92**
	Total	10.91 (22.7)	1962 (26.4)	1815 (26.0)	838 (13.2)	740 (14.5)
Grand	Total	48.10	7427	6980	6343	5100

* 1st quarter

** 2nd quarter

NCR = National Capital Region

Source: MSSD

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million population which is 12.3% of the national total. In 1984 there were 294 Day Care Centers and 249 Food For Growth centers, 4.2% and 4.8% of the totals respectively. Therefore the Manila urban area does not have a proportionate share of these preschooler facilities. There are also fewer centers in 1984 than in 1982.

Luzon with 41.9% of the population not including NCR has more Day Care Centers than its share relative to population. Visayas with 23.1 % of the population lags behind in proportion of Day Care Centers but considerably higher in the proportion of Food For Growth centers, and the proportion is growing. This is appropriate because Visayas has the highest proportion of moderately and severely malnourished children.

Mindanao, with 22.7% of the populations has its share of Day Care Centers but lacks in share of Food For Growth Centers.

6.2 Nutritional Response to Food Assistance Programs

The food assistance programs monitor nutritional status of their recipients as a means to determine program performance. Data obtained directly from food centers by the evaluation team are presented in Tables 6.4 through 6.13. Table 6.3 is a summary of these observations. There are records from four Food For Growth Centers for 1 to 3 year olds. Note the average age in months in column 3. Six Day Care Centers are reported with the average age of recipients ranging from 50 to 69 months.

Note in the last column of Table 6.3 the percent of children who dropped out ranges from 33% to 50% in those centers where drop-out records were available. Those centers without such records probably experienced such losses. It makes comparing centers somewhat hazardous.

These data are certainly not a representative sample of such centers but they do give a rough idea of some program characteristics. Centers can accommodate 60 to 70 children. This is usually done by having a morning and an afternoon session of about thirty children each session. All the centers show more improvement than decline in nutritional status of the children whether the program lasts three months or fourteen.

Table 6.3 Supplementary Feeding Centers: Performance Examples

Identification	Number of Children Per Session		Average Age in Months	Length of Sessions (Months)	Number of Children					
	At start	At end			Nutritional Status				Drop Out ²	
					Improved No.	(%)	Declined No.	(%)	No.	%
Food For Growth Centers (Children 1-3 Years Old)										
Class 34, Canossa, Tondo	74	37	20	3	13	(35)	2	(5)	37	(50)
Class 35, Canossa, Tondo	31	31	22	3	7	(23)	0	(0)	-*	-
Class 36, Canossa, Tondo	59	32	25	3	13	(41)	3	(9)	27	(46)
Bigy. Matalapitap	60	60	33	14	55	(92)	0	(0)	-	-
Day Care Centers (Children 4-6 Years Old)										
Sta. Lucia, Pampanga	70	50	66	7	11	(22)	5	(10)	29	(41)
St. Luis, Tarlac	60	38	67	11	12	(32)	0	(0)	22	(37)
Tenement I Sta. Ana, Manila	57	38	68	8	4	(11)	2	(5)	19	(33)
Del Monte, Quezon City	66	66	69	6.3	25	(38)	0	(0)	-	-
Sta. Monica, Quezon City	70	70	50	5.7	54	(77)	0	(0)	-	-
Capri, Quezon City	70	70	66	6.2	43	(61)	0	(0)	-	-

¹ Percent change in nutritional status of children who completed a session

² Percent of children initially enrolled in sessions who dropped out

* (-) No records available of children who dropped out

6.2.1 Canossa Mothercraft Center

This center conducts a mothercraft training program every three months. Tables 6.4, 6.5 and 6.6 record the change in nutritional status for children in the 34th, 35th and 36th classes respectively. The center does a good job in enrolling a high proportion of 2° and 3° malnourished. Two classes, #34 and #36 show records of drop-outs. Notice the age distribution in part C of the Table and the nutritional status of drop-outs (at the time they enrolled) compared to those who finished the session. In both age and nutritional status the dropouts appear to be similar to those that complete the session. This indicates that there is no apparent bias in the group that fail to continue in factors affecting nutritional status. The center staff says that mothers are dropped from the program if they fail to show up regularly. They may be persuaded to re-enter at a later date.

Modest gains in nutritional status are achieved at this center. Participants rarely lose ground as can be seen by the zero entries in the upper triangular half of the transition tables shown as part B in the tables.

6.2.2 Food For Growth Center, Matalapitap

The average age of children in this center is 33 months. The records spanned 14 months. The program upgraded all the children to normal or 1° malnourished. The program started with a majority of 2° malnourished but had thirty percent of only mildly malnourished at the start. The program appears successful but there is no record of dropouts and the children entered the program in fair shape. There were no 3° malnourished. (See Table 6.7)

**Table 6.4 Change in Nutritional Status, Class 34
Canossa Mothercraft Program**

Canossa Health and Service Center, Tondo, Metropolitan Manila
July 12, 1984 to September 20, 1984 (100 feeding days)

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out	
	No.	%	No.	%	No.	%
N	0	(0)	0	(0)	0	(0)
1°	6	(8)	7	(19)	4	(11)
2°	52	(70)	26	(70)	27	(73)
3°	16	22	4	11	6	(100)
Total	74	(100)	37	(100)	37	(101)

B. Change in Nutritional Status (100 days)						C. Age Distribution at End of Session			
Nutritional Status	From Time t 7/84	Transition Time t+100 days (7/84 to 9/84)					Age** in Years	Number of Children	
		N	1°	2°	3°	Drop out		Completed Session	Drop Out
N	0	0	0	0	0	0	<1	5	2
1°	6	0	2(3)	0	0	4(5)	1	20	17
2°	52	0	5(7)	18(23)	2(3)	27(37)	2	3	8
3°	16	0	0	8(11)	2(3)	6(8)	3	6	5
Total	74	0	7(10)	26(35)	4(5)	37(50)	4	3	5

* Philippine nutritional standard (Weight-for-age as a percent of median): Normal= (N) >90%, Malnourished: 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 20 months.

**Table 6.5 Change in Nutritional Status, Class 35
Canossa Mothercraft Program**

Canossa Health and Service Center, Tondo, Metropolitan Manila
October 1, 1984 to December 18, 1984

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		No Records	
	No.	%	No.	%	No.	%
N	0	(0)	0	(0)	-	-
1°	3	(10)	4	(13)	-	-
2°	22	(71)	26	(84)	-	-
3°	6	(19)	1	(3)	-	-
Total	31	(100)	31	(100)	-	-

B. Change in Nutritional Status 3 Month Interval							C. Age Distribution at End of Session		
Nutri- tional Status	From Time t (10/84)	Transition Time t+3 months (10/84 to 12/84)					Age** in Years	Number of Children	
		N	1°	2°	3°	Drop out		Completed Session	Drop Out
N	0	0	0	0	0	-	<1	2	-
1°	3	0	2(6)	0	0	-	1	15	-
2°	22	0	2(6)	21(68)	0	-	2	7	-
3°	6	0	0	5(17)	1(3)	-	3	3	-
Total	31	0	4(13)	26(84)	1(3)	-	4	3	-
							5	0	-
							6	1	-

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 22 months.

**Table 6.6 Change in Nutritional Status, Class 36
Canossa Mothercraft Program**

**Canossa Health and Service Center, Tondo, Metropolitan Manila
January 14, 1985 to March 29, 1985**

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out	
	No.	%	No.	%	No.	%
N	1	(2)	0	(0)	1	(4)
1°	9	(15)	12	(38)	4	(15)
2°	41	(69)	17	(53)	20	(85)
3°	8	(14)	3	(9)	2	(7)
Total	59	(100)	32	(100)	27	(101)

B. Change in Nutritional Status 3 Month Interval							C. Age Distribution at End of Session		
Nutritional Status	From Time t 1/85	Transition Time t+3 months (1/85 to 3/85)					Age** in Years	Number of Children	
		N	1°	2°	3°	Drop out		Completed Session	Drop Out
N	1	0	0	0	0	1	<1	7	4
1°	9	0	3(9)	2(6)	0	4	1	4	4
2°	41	0	9(28)	11(34)	1(3)	20	1.5	6	6
3°	8	0	0	4(13)	3(6)	2	2	5	3
Total	59	0	12	17	3	27	2.5	0	4
							3	4	2
							3.5	3	2
							4	2	0
							4.5	1	2
								32	27

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 25 months.

**Table 6.7 Change in Nutritional Status
Day Care Center Bigy, Matalapit
January 9, 1984 to March 9, 1985**

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		Continued 14 Months Later		Dropped Out (No records)	
	No.	%	No.	%	No.	%
N	0	(0)	44	(73)	-	-
1°	18	(30)	16	(27)	-	-
2°	42	(70)	0	(0)	-	-
3°	0	(0)	0	(0)	-	-
Total	60	(100)	60	(100)	-	-)

B. Change in Nutritional Status 3 Month Interval							C. Age Distribution at End of Session		
Nutritional Status	From Time t 1/84	Transition Time t+14 months (1/84 to 3/85)					Drop out	Age** in Years	Number of Children
		N	1°	2°	3°				
N	0	0	0	0	0	-	<1	4	
1°	18	13(22)	5(8)	0	0	-	1	14	
2°	42	31(52)	11(18)	0	0	-	2	8	
3°	0	0	0	0	0	-	3	10	
Total	60	44	16	0	0	-	4	20	
							5	4	

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 33 months.

6.2.3 Day Care Centers in Pampanga and Tarlac

Dropouts were recorded in the records of the Day Care Centers in Pampanga and Tarlac. The dropouts do not show any bias in the direction of poorer nutritional status at entry. The Santa Lucia Center (Pampanga) however has enrolled primarily normal and 1° nutritional status children. Most of them maintained or improved that status during the seven months of the program. Here is an example of a well organized community center but one that is run essentially for children that do not need the service

The center in Tarlac is more successful in focusing on 2° malnourished. Their success in upgrading the nutritional status is modest, only twenty percent gained normal or 1° status. The rest held their position or dropped out of the program. Quite a few of those that left the program were, by then, over-age and entered school. (See Tables 6.8 and 6.9)

**Table 6.8 Change in Nutritional Status,
Santa Lucia Day Care Center, San Fernando, Pampanga
July 1984 to February 1985**

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		End of Session		Dropped Out	
	No.	%	No.	%	No.	%
N	14	(20)	14	(28)	5	(25)
1°	51	(73)	34	(68)	13	(65)
2°	5	(7)	2	(4)	2	(10)
3°	0	(0)	0	(0)	0	(0)
Total	70	(100)	50	(100)	20	(100)

B. Change in Nutritional Status 3 Month Interval						C. Age Distribution at End of Session		
Nutri- tional Status	From Time t 7/84	Transition Time t+7 months (7/84 to 2/85)					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	14	4(6)	5(7)	0	0	5(7)	4.5	8
1°	51	10(14)	28(40)	0	0	13(19)	5	6
2°	5	0	1(1)	2(3)	0	2(3)	5.5	30
3°	0	0	0	0	0	0	5	24
Total	70	14(20)	34(40)	2(3)	0	20(29)	6.5	2

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 66 months.

**Table 6.9 Change in Nutritional Status, San Luis Day Care Center
San Luis, Tarlac, Tarlac
January 19, 1984 to December 19, 1984**

A. Distribution of Children by Nutritional Status							
Nutritional Status*	Number of Children						
	At Start of Session		End of Session		Dropped Out	Graduate (average)	
	No.	%	No.	%		No.	No.
N	5	(8)	2	(5)	1	4	(19)
1°	5	(8)	10	(26)	0	9	(29)
2°	50	(84)	26	(69)	0	11	(52)
3°	0	(0)	0	(0)	0	-	(0)
Total	60	(100)	38	(100)	1	21	(101)

B. Change in Nutritional Status 3 Month Interval						C. Age Distribution at End of Session		
Nutritional Status	From Time t 1/84	Transition Time t+11 months (1/84 to 12/84)					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	5	0	0	0	0	5(8)	4	13
1°	5	0	0	0	0	5(8)	5	16
2°	50	2(3)	10(17)	26(43)	0	12(20)	6	13
3°	0	0	0	0	0	0	7	14
Total	60	2	10	26	-	22	8	3

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 67 months.

6.2.4 Day Care Center, Santa Ana

This tenement Day Care Center in Metropolitan Manila has older preschool children whose nutritional status ranges from normal to 3° (Table 6.10). After an eight month session only modest gains were achieved. Most children remained in the same nutritional status as they had been in at the beginning of the program.

**Table 6.10 Change in Nutritional Status
Tenement Day Care Center, Punta, Santa Ana
July 1983 to February 1984**

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out	
	No.	%	No.	%	No.	%
N	4	(9)	2	(5)	2	(16)
1°	18	(30)	14	(37)	6	(26)
2°	34	(60)	22	(58)	10	(53)
3°	1	(1)	0	(0)	1	(5)
Total	57	(100)	38	(100)	19	(101)

B. Change in Nutritional Status 8 Month Interval						C. Age Distribution at End of Session		
Nutritional Status	From Time t 7/83	Transition Time t+8 months (7/83 to 2/84)					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	4	1(2)	1(2)	0	0	2(4)	4	2
1°	18	1(2)	10(17)	1(2)	0	6(11)	4.5	4
2°	34	0	3(5)	21(37)	0	10(17)	5	3
3°	1	0	0	0	0	1	5.5	10
Total	57	2(3)	14(25)	22(39)	0	19(33)	6	20
							6.5	17
							7	1

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 68 months.

6.2.5 Day Care Centers, Quezon City

The Del Monte Day Care Center, Quezon City (Table 6.11) is a facility for older preschoolers just about to enter school (average age 69 months). They had mostly normal and 1° nutritional status. This center does not meet the guidelines for the MSSD program because of this lack of targeting. The other two centers in Quezon City (Tables 6.12 and 6.13) have entering classes with 1° and 2° nutritional status and show them moved to normal and 1° in just over six months. With no record of dropouts it is difficult to judge these results.

6.3 Preschool Feeding Programs Are Effective

Our field observations in these few centers confirm aggregate statistics from reports submitted to MSSD that center-based feeding programs are effective in raising the nutritional status of moderately and severely malnourished children who enroll in and complete the sessions. There are problems with dropout and with poor targeting.

The total number of centers declined from 1982 to 1984.

The Day Care and Food For Growth centers require significant local community effort to organize and to continue to operate under changing conditions. They are harder to develop than school feeding or health post mothercraft programs because those programs are supported by institutions with other important agendas and commensurate infrastructure in education and health. Successful nutrition centers are consequently very much local community achievements. The staff we talked to emphasized that the promise of PL 480 Title II foods acted as catalysts for taking action on nutritional concerns. Some doubted that they could have gotten people together if it had not been for the outside resources. One local committee member said, "We were casual about the idea of raising our own food and helping local families feed their children, but with all these meetings we think more about it now." He felt they would do less if the Title II foods ended but that they did have some sources of local funds and that they would try to continue their program.

**Table 6.11 Change in Nutritional Status
Del Monate Day Care Center, Quezon City, Metropolitan Manila
6.3 months in 1984**

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out (No records)	
	No.	%	No.	%	No.	%
N	34	(52)	56	(85)	-	-
1°	28	(42)	10	(15)	-	-
2°	4	(6)	0	(0)	-	-
3°	0	(0)	0	(0)	-	-
Total	66	(100)	66	(100)	-	-

B. Change in Nutritional Status 6.3 Month Interval Feeding Period							C. Age Distribution at End of Session	
Nutritional Status	From Time t	Transition Time t+6.3 months (1984)					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	34	34(52)	0	0	0	-	4	0
1°	28	21(32)	7(11)	0	0	-	4.5	1
2°	4	1(1)	3(4)	0	0	-	5	16
3°	0	0	0	0	0	-	5.5	2
Total	66	56(85)	10(15)	0	0	-	6	47

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 69 months.

Table 6.12 Change in Nutritional Status
Barangay Santa Monica Day Care Center
Sitio Aguadiente Day Care Service Center, Barangay, Santa
Monica, District II, Quezon City, Metropolitan Manila

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out (No records)	
	No.	%	No.	%		
N	0	(0)	26	(37)	-	-
1°	42	(60)	44	(63)	-	-
2°	28	(40)	0	(0)	-	-
3°	0	(0)	0	(0)	-	-
Total	70	(100)	70	(100)	-	-

B. Change in Nutritional Status (Average 5.7 Month Feeding Interval)							C. Age Distribution at End of Session	
Nutritional Status	From Time t	Transition Time t+5.7 months					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	1	0	0	0	0	-	3.5	2
1°	42	26(37)	16(23)	0	0	-	4	14
2°	28	0	28(40)	0	0	-	5	28
3°	0	0	0	0	0	-	6	25
Total	70	26	44	0	0	-	6.5	$\frac{1}{70}$

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 50 months.

Table 6.13 Change in Nutritional Status
Barangay Capri Day Care Center, Quezon City, Metropolitan Manila
6.2 Month Period in 1984

A. Distribution of Children by Nutritional Status						
Nutritional Status*	Number of Children					
	At Start of Session		At End of Session		Dropped Out (No records)	
	No.	%	No.	%	No.	%
N	0	(0)	10	(14)	-	-
1°	28	(40)	53	(76)	-	-
2°	41	(59)	7	(10)	-	-
3°	1	(1)	0	(0)	-	-
Total	70	(100)	70	(100)	-	-

B. Change in Nutritional Status							C. Age Distribution	
Average 6.2 Month Feeding Period in 1984							at End of Session	
Nutritional Status	From Time t 1/85	Transition Time t+3 months (1/85 to 3/85)					Age** in Years	Number of Children
		N	1°	2°	3°	Drop out		
N	0	0	0	0	0	-	4	4
1°	28	8(11)	21(30)	0	0	-	4.5	1
2°	41	2(3)	32(46)	6(9)	0	-	5	22
3°	1	0	0	1(1)	0	-	5.5	2
Total	70	10(14)	53(76)	7(10)	(0)	-	6	41

* Philippine nutritional standard (Weight-for-age as a percent of median): normal= (N) >90%, malnourished= 1st degree (1°)= 75% to 90%, 2nd degree (2°)= 60% to 75%, 3rd degree (3°)< 60%.

** Average age 66 months.

CHAPTER 7.0
PROGRESS OF GOP IN PLANNING & IMPLEMENTING P.L. 480 TITLE II PHASE-OVER

An issue of concern to the evaluation team has been the GOP's ability and/or willingness to respond to the phase over plan. Accordingly, an effort has been made to assess the GOP's constraints and accomplishments, from 1980 to May 1985, through a review of plans, programs in progress and through data collected from interviews with various agency officials.

The four major questions which this section addresses, concerning the progress made by the GOP to supplant PL 480 Food Assistance through development of indigenous feeding measures, are the following:

1. Has adequate planning taken place? If so, what level of implementation has occurred?
2. Do necessary fiscal and budgetary provisions form an integral part of these plans and are they sufficient to meet the projected needs?
3. Based on the sample of individuals interviewed, what appears to be the "will" or "disposition" of the decision makers, the planners and implementors in designing and financing alternative indigenous feeding schemes?
4. What are some of the positive spin-off effects associated with PL 480 Title II Food Assistance?

The three GOP Ministries that are responsible for the development of alternative plans for the phase over of PL 480 Title II Food Assistance are: Ministry of Education, Culture and Sports (MECS); Ministry of Social Services and Development (MSSD); and, Ministry of Health (MOH). Also involved in this effort is the National Nutrition Council (NNC) which performs a coordinating role and, to a more limited extent, provides a forum through which issues and problems relating to nutrition can be addressed by participating social service ministries. Additionally, the National Economic and Development Authority (NEDA) provides technical assistance to ministries that receive external aid.

While the ministries have made varying degrees of progress toward the development of plans and programs, the overall efforts to service the populations at-risk in the face of a Title II phaseout is deemed to

be inadequate. The plans presently available appear to place responsibility overwhelmingly on local infrastructure which, one might surmise, are the least capable of shouldering the burden. In fact, oftentimes the recipient families pay a participation fee. This is carrying self-reliance to the very bottom of the social system. The ministerial plans are all flawed by insufficient budgets, and can only operate if the burden of the phaseover is disproportionately placed at the lowest levels of local government, and in many cases on volunteers, or on the good will of private citizens and on meager contributions derived from families of children that are recipients of the programs. This may be the only realistic approach to maintaining the programs, but it is likely to have a very uneven consequence as some communities are successful in mobilizing local funds while others are not. We suspect that places where vulnerable groups are most at-risk will be just the places where programs will not sustain themselves with local resources.

The overall effect of complete reliance on local self-sufficiency will be less targeting on the most needy groups. A role for the central government could be to give special aid to such communities. If national food assistance budgets are to be small, then they should be highly selective. There is a role for voluntary agencies in providing the organizational capacity that a very low-income neighborhood is unlikely to be able to provide. Such a strategy implies that funds for good surveillance are needed. Programs cannot be highly focused without prior knowledge of specific areas and locations of need.

Based on interviews, GOP planners and implementors appear willing and aware of the need to devise alternative schemes but are working under extraordinary budget constraints. The social ministries have had their budgets reduced or held level since 1983 at the same time that inflation cut deeply into the value of the peso. Each ministry felt the pinch in the cost of in-country transportation which it must bear, and which is a cash transfer from its budget to TRANSCON, the state-owned transportation corporation. MOH and MECS have met these costs to date even though there was some delay in the payments. MSSD, however, in mid-1985 informed CRS that it could support only 40% of the in-country transportation costs for the remaining balance of the year. This has

caused CRS to reduce the number of recipients served from 540,000 to 380,000 for the second half of the year and to cut the ration from eight pounds per recipient per month to four pounds.¹⁰

A substantial number of individuals interviewed by members of the evaluation team emphasized the positive role which PL 480 Food Assistance has played in serving as a positive catalyst. It is widely perceived that the promotion of education, mobilization of self-help groups and furtherance of community development activities are the result of the Food Assistance Program. Indeed, the formal and informal educative processes associated with feeding programs span the gamut from nutrition/education classes to food production, family planning and a host of income generating activities.

7.1 Specific Measures Undertaken by the GOP

In May 1984, a discussion paper on the U.S. PL 480 Title II Food Assistance to the Philippines was prepared for the former Director General of NEDA.¹¹ The report examined: (a) alternative schemes for the proposed phasedown and an assessment of costs to the GOP in the event of an actual phaseout. The report contained recommendations for measures to minimize costs and maximize benefits in the implementation of projects after the phaseout of P.L. 480 Title II Food Assistance.

7.1.1 Ministry of Education, Culture and Sports (MECS)

Based on the best data available to the Evaluation Team, MECS was found to have made the most progress in developing alternative food assistance measures as compared to other ministries. While the three ministries, MECS, MOH and MSSD, have developed plans of varying quality, MECS plans are considered to be a little more comprehensive in substance and scope. Of the three agencies, MECS appears to be the only one that has managed to develop and test a two-year pilot alternative

¹⁰ Hill, Hall and Sisira Jayasuriya. The Philippine Economy: Performance, Problems and Prospects. Department of Economics, Research School of Pacific Studies, Australian National University, 1985.

¹¹ "U.S. PL 480 Title II Food Assistance," Memo by Romeo A. Reyes, Director, External Assistance Staff, NEDA, May 1984.

supplementary feeding program. However, since this plan has only been in operation since November of 1983 (17 months), the results of a proposed evaluation are unknown at this time. Furthermore, it should be noted that due to budgetary and allied resource limitations, coverage of the plan has been limited to only 23 schools that are located in five regions (1, 6, 7, 8, and the National Capital Region). There are 30,000 schools in the Philippines. Funding requirements have not been met to implement the alternative plans in other regions. The School Managed Indigenous Feeding Program is composed of the following alternatives:

- Plan A Food assistance through direct purchase of indigenous food;
- Plan B Provision of seed money for the school canteen in the urban and Centrally-Located Schools;
- Plan C Provision of seed money for income generating activities to support the supplementary feeding project;
- Plan D Continuing supplementary feeding through intensified food production.

In recognition of the limited scope of the pilot effort underway and the necessity to expand its outreach, MECS's School Health and Nutrition Center (SHNC) has entered into an agreement with CARE-Philippines. This agreement will permit expansion of alternative food assistance programs to other regions of the country and provide necessary funds up to the amount of \$50,000 dollars to support expansion of Plans B, C, and D as noted above. Specifics of the program:

- Plan B** will enroll schools in urban and centrally located with a well organized and managed school canteen services. Under this category 77 schools will be supported in amounts ranging from P1,000 to P3,000. (Equivalent to 54.64 to 163.93 dollars at 18.30 Peso exchange rate).
- Plan C** will enroll schools with the capability for undertaking income generating projects. The funds realized out of the sales/proceeds will be utilized to operate a self-reliant feeding program.
- Plan D** will enroll schools with a minimum garden area of 3,000 sq. m. or more to assure a ready source of food production. Under this category 77 schools will be supported in amounts ranging from P3,000 to P5,000.

Target Beneficiaries. The direct beneficiaries of the program are

the severely underweight school children and at least 10% of the moderately underweight pupils particularly the indigent and borderline cases. Schools in the economically depressed area will receive priority. Other beneficiaries are the school children who will consume the excess food not otherwise used by the target beneficiaries.¹²

These efforts are laudable and provide a measure of "willingness" on the part of MECS to develop and implement plans for the eventual phase-out of PL 480. It should be noted, however, that, in and of themselves, they are limited in scope and are not of the magnitude required to address the needs of the population at risk.

The alternatives, other than Plan A, which is a direct subsidy, require a concerted display of self-reliance on the part of the school, the parent-teacher association and the pupils. Plan B has the best chance of success as school canteens are a familiar facility. Essentially the plan is to sell food to those able to pay and to commit part of the profits from such sales to provide food assistance to identified undernourished students. This plan requires first that a surplus of funds is generated, a condition that rests on unknown managerial capacities of the school support groups. Secondly, it requires an effective targeting strategy to reach the most needy in an equitable way.

Plans C and D are more precarious because the income generating and food growing activities are not now an integral part of the school institutions. These enterprises require skill, knowledge, staying power and capital that are not likely to be found in many places although some will no doubt succeed and can be used as models for other attempts. MECS should closely monitor these experiments to gain experience for expanding the programs. Clearly this process will take time, at least four or five years.

Another measure of progress reflective of the cooperative relationship between MECS and CARE was evidenced while the Team was

¹² Agreement Between the Ministry of Education, Culture and Sports (MECS) and Cooperative For American Relief Everywhere (CARE-Philippines) For Development of the Indigenous School Feeding Program, August 1984.

conducting its evaluation in country. On April 22-27, 1985 a Workshop was held in Aringay, La Union, which was attended by a wide range of CARE and MECS officials. The purpose of the National Seminar was to plan for a more effective implementation of the Alternative Plans for the Phase-out of PL 480 Title II food commodities. Insofar as the expected outputs of the seminar were reported to have been a success and to the extent that such cooperation will lead to improvement and expansion of alternative feeding programs, the conference can be considered a success.

Based on interviews with MECS's Director of the School Health and Nutrition Center, it would appear that while the desire and professional capability exists to develop alternative feeding programs, what is lacking are the budgetary means. The economic downturn which the country has experienced over the past several years, makes the phase-over plan in the immediate future an unlikely prospect. An additional contributing factor, previously noted, is that expenditures on social services have seriously declined. Additional funds for social services are not likely to be forthcoming until the economy recovers to the point central government revenues increase.

7.1.1 Ministry of Social Services and Development (MSSD)

The MSSD's plans for developing alternative measures in anticipation of a PL 480 phase out were written in August 1984. The thrusts of the plans are limited to two objectives and are considered to be extraordinarily limited in scope. Provisions call for:

1. Purchase of locally grown food, out of the fund intended for administrative and transport costs of PL 480 Title II food commodities (Pesos 8.5 Million, equivalent to 464,479 dollars).

Note however that transport costs are a small percent of the total cost of Title II food commodities as noted in an NEDA analysis of May 1984.

2. SEA Kulusugan - 4 million pesos (equivalent to \$218,579 dollars). This an income generating service to improve the purchasing power of the family to buy adequate food. It provides seed capital, at a maximum of 600 pesos to the family of malnourished pre-school beneficiaries of either day care or food for growth centers, repayable in two years. Annually, SEA Kalusugan will support a total of 5,044 preschool children

in the depressed regions of Luzon and Mindanao.¹³

However limited, these efforts provide a measure of "willingness" on the part of MSSD to develop plans for the eventual phase-out of PL 480. Recently we were told that a seminar was held for CRS staff members and MSSD personnel indicating that there is at least some dialogue on the planning for the phaseout. Cooperative efforts between CRS and MSSD have been limited to communicating to CRS that the nutritional status of children has decreased and that phase down efforts will signal greater self reliance on the part of the poor. It should be noted that MSSD has requested that CRS cut its program to half its size because of insufficient funds to finance the in-land transportation costs. As a result CRS will not be able to call forward its third and fourth tranche of commodities and is in the process of severely curtailing its programs.

Lastly, it has been pointed out that the relative power of MSSD vis-a-vis other ministries accounts, to some extent, for their inability to produce the necessary funding for in-land transportation.

7.1.2 Proposal for Alternative Food Assistance Program for the Ministry of Health (MOH)

This plan proposes an allocation of four million pesos (\$218,579 dollars) for feeding activities which shall be integrated into primary health care services in which the community will actively participate.

Target beneficiaries will be second and third degree underweight and pregnant women in depressed areas identified by the National Nutrition Council. The target population is estimated to be approximately 105,689 beneficiaries.

Costs of food for this alternative plan has been priced at four million pesos and is based on discount prices (offered by Kadiwa discount stores of the National Food Authority). In-land transport costs are to be borne by local governments involved in 12 regions.

It should be noted the target population referred to in this plan

¹³ Ministry of Social Services and Development, Alternative Program on Nutrition Re - PL 480 Title II.

constitutes an insignificant number as compared to that serviced by Title II commodities. This is applicable to the cost of food as well. An additional note is that populations at risk, as mentioned by the MSSD Deputy Director and NNC staff are purported to have increased due to the economic situation. Whether discount prices for food are available is also an item in question as we are told that the Kadiwa stores will be phased out by the GOP.

While the aforementioned efforts on the part of the Ministries serve to provide "a measure of willingness" to develop and implement plans for the eventual phase-out of PL 480, in and of themselves, they are severely limited in scope and by no means provide the level of resources required to address the needs of the populations at risk currently serviced by PL 480 Title II commodities.

7.1.3 Local Substitutes for P.L. 480 Commodities

Several efforts have been made to identify local food types suitable for replacing the P.L. 480 commodities. What is needed are low-cost sources of calories and protein. There are adequate substitutes. A combination of rice and vegetable oil can satisfactorily replace CSM and NFDM as calorie sources. (100 grams of rice (1/2 cup) and 14 grams of oil (1 tablespoon) yield 492 calories¹⁴.) The protein and Vitamin A content should be augmented by inclusion of legumes, fish or shrimps, and vegetables in preparation of these foods in center-feeding programs. As was noted in Chapter VI, corn is a lower cost calorie source than rice. Corn is the major staple of several regions of the Philippines.

The Nutripak is a ready-to-cook high calorie and protein food that was developed over a decade ago. It consists of rice, mungo, or shrimp and vegetable oil. There were, at one time, 175 Nutripak processing centers in the Philippines, but only a few are still operational. The product was not a financial success. There have been several other food products developed including mungo-based weaning foods, sweetened-salted squash corn chips, extruded squash-rice curls, rice-soy extruded

¹⁴Internal MOH Document addressed to the National Nutrition Council, 1985.

products, rice-mongo curls and corn-mongo crunches and curls. These manufactured products require processing plants, distribution schemes, and marketing strategies to introduce a new food type to the population. These are difficult and risky undertakings and should probably be left to the private sector and not play a role in any targeted supplemental feeding program.

Table 7.1 lists possible food formulations made of local food in which no special processing is required. They would be familiar to all project workers and mothers. These combinations use low-cost calorie foods and provide per serving comparable calorie levels to the P.L. 480 foods. The protein content is less than in the Title II foods, but as has been pointed out, the calorie/protein balance of the CSM/NFDM combination is heavy in protein.¹⁵ If the calories are short, the body will utilize protein for their energy content. As proteins are more expensive this is not an efficient way to meet requirements. Of course, some protein must be present, and this accounts for the use of mongo or peanuts.¹⁶

TABLE 7.1
FOOD VALUE OF LOCAL FOOD COMBINATIONS

Food Mix	Content per Serving	
	KCalorie	Protein (grams)
Sweet potatoes--peanuts brown sugar--coco milk	538.0	10.6
Sweet potatoes--mongo brown sugar--coco milk	472.3	10.2
Saba--peanuts brown sugar--coco milk	507.4	10.4
Sweet potatoes--peanuts brown sugar	362.8	10.8
Sweet potatoes--mongo brown sugar	302.2	10.4
Saba--peanuts brown sugar	369.3	10.0

Source: NNC, Working Paper for a review of the food assistance intervention, NNC, Sept. 21, 1984.

¹⁵Blumenfeld report, p. 67.

¹⁶Ministry of Social Services and Development, Alternative Program on Nutrition Re - PL 480 Title II.

A variety of substitute foods are available and research has shown that they are adequate. They have the value of being familiar foods to the population and the potential of being produced locally.

Given current size of the P.L. 480 programs relative to the size of the total food production in the Philippines there would be little problem obtaining these foods at current market prices. The problem is that there are not public funds available to do so. This is the reason the income-generating schemes or food-production schemes have been proposed.

It must be emphasized as pointed out in Chapter 4 that low-income people seek the lowest possible priced energy food and that, by and large, they know what these foods are: corn, rice, cocorut and some tubers. If the distribution plan for substitute foods that contain peanuts or other more expensive ingredients, includes covering the cost of production and distribution in the price charged for these foods, the most at-risk families will not purchase the foods. Such programs will have diffuse impact and will lack effectiveness. This was the problem with the Nutripak.

The expectation for home and community or school gardens is also misplaced. Home garden products such as fruit and vegetables are expensive per kilocalorie of energy or per gram of protein. See Appendix E. The costs are high because they contain high labor input. If families, schools or communities are successful in raising garden products they will very likely sell the produce rather than consume it themselves and will buy cheaper energy foods with the income. This is rational behavior.

Planners often assume that resources for home gardens are readily available in rural areas. This is not necessarily true. Landless workers may not have access to a plot of land with adequate soil, cash outlay for seed, fertilizer or pesticide, nor the time to tend the garden. If all these inputs are not skillfully applied the yield for the effort will be meager. Locally grown food has the potential for local income generation but it is not an easy solution. The national programs should include training and resources for this approach in their repertoire of income generating activities but with realistic

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expectations of how this activity would fit into family and community life.

CHAPTER 8.0 CONCLUSIONS

"In most instances populations under consideration have made social and other 'adaptations' to their usual food supply... A food distribution program may disrupt these adaptations as well as effecting an improvement in overall health. If such programs are abruptly withdrawn, the adaptations may not be quickly reestablished."¹⁷

8.1 The Policy Dilemma

The economic food policy dilemma is commonly characterized as the question of whether to choose to try for high food prices to stimulate agricultural productivity or to try for low prices to stimulate consumption. We are concerned with a different dilemma here. With regard to the timing of the phase out of Title II in the Philippines, the dilemma is whether:

- 1) To support the GOP policy of self-reliance by completing the phaseout on schedule yet risk contributing to a worsening of the nutritional situation, or
- 2) To stretch out the phaseout thus promoting better nutrition and allowing substitute programs more time to develop, yet risking fostering further dependency and inaction.

8.1.1 Support Self-Reliance

Much can be said for the position that the U.S. should move to encourage the GOP in its promotion of self reliance. The Title II commodities have been scheduled to end by FY 1987. People in each ministry who are associated with the food assistance programs are aware of the schedule and have taken, at least, some preliminary steps to accommodate the change. Reversing the decision will send a mixed signal. There is strong feeling at all levels of service that it would be best if foreign food aid was not necessary. Whenever the phaseout

¹⁷Beaton and Ghassemi, pp. 900, 912.

finally does occur some disruption will be experienced. This will happen whether the current phaseout schedule is adhered to or extended. So why not stay on schedule?

Domestic food assistance programs have grown in the last decade to the point where some 6 million recipients are being serviced. Close to one third of the beneficiaries depend upon P.L. 480 commodities in contrast to over 85% ten years before. The dislocations would not be as severe as would have been the case in earlier years.

The major constraint on a completely indigenous food assistance program is financial rather than in program concepts or infrastructure and skill of workers. Given the funds, the capacity to continue the programs at current levels or to expand them exists. The notion of self reliance extending all the way down to barangay level with an emphasis on local income generating or food production to support needy community members as described by central government officials, self-reliance is essentially a concept of local community income transfer.

A National scale income transfer is technically not out of the question. There are somewhat over 9 million families in the Philippines. Dividing these families into deciles by income, produces 10 groups of almost a million families per group. The top group (top ten percent of these families) has an annual income 43 times as large as the bottom group (Table 4.11). In 1983 the top 10 percent had an average family income of \$12,331 U.S. (Table 4.12). Increasing the tax burden on the top million families by an average of \$20 U.S. per family would generate sufficient income to cover the present US contribution to the Title II program. The nation has the capacity to finance its own food assistance program without placing undue hardship on the taxpayer.

The current government simply does not display an interest in such an income transfer. Indeed the flow is in the opposite direction. Short of shifting the tax burden, reallocation of government services from infrastructure support to social service ministries could provide funds sufficient to finance substitutes for the foreign food assistance. The value of the P.L. 480 Title II program is around twenty million dollars (U.S.) per year. The Philippine national budget is around 2.5 billion dollars (U.S.). The substitute programs would amount to a 0.8%

shift in the national budget. The social service ministries have had their budgets cut less severely than other sectors and have thus experienced a relative gain in their proportion of the national budget in the past two years. A proportionate shift is not sufficient to assume additional financial burden. A small but absolute increase in the social welfare is required. This would be within the capacity of the government if the political imperative was present. Maintaining the current phaseout schedule would contribute to the need to implement a self-reliance policy by the GOP.

The easy access to Title II foods may be encouraging dependency right down to the grass roots. A highly successful CRS sponsored MCH program in Batangas city reported that a number of mothers have been in the program for 5 years. As long as a mother can present at least one underweight child and as long as she is either pregnant or lactating, she can take home 8 pounds of food per month for a token payment of P2.50. Would a less freely available food supply stimulate CRS to press rather more vigorously for these women to practice contraception, thus breaking the cycle of dependency. The food assistance is suppose to be a temporary (18 months) measure to reduce malnutrition while the family improves knowledge and skills related to proper nutrition and to the family capacity to obtain adequate food through income generation or food production. Evidently the program is failing if a person remains eligible for five years and still requires help. This is unwanted dependency.

8.1.2 Feed the Needy

One the other hand, much can be said for the position that the US should phase out the Title II Program more slowly than was originally planned. It might be that the GOP would not phase in feeding programs as fast as Title II Phases out. This is almost certain to be the case. Besides the adverse effect of an abrupt withdrawal of a supplemental feeding program summarized above by Beaton and Ghassemi, there is the fact that virtually all the nutritionally related signals (economic trends and projections as well as anthropometric data) suggest that for the short-term, nutritional status in the Philippines will be

deteriorating.

The nutritional status of Filipinos is not good now despite progress made during the last decade. The prevalence of severe wasting in young children has changed little. A majority of school children show signs of stunting in their growth.

Government agencies have taken the first difficult steps to developing alternative program in anticipation of the phaseout of foreign food commodities. There exists a national nutrition policy which is to be made operational by application of the concept of self reliance. But these programs have a long way to go and by the nature of the emphasis on local community self reliance, uneven results can be expected. Some focus of national effort on communities that prove unable to develop their own resources is needed. This argues for extending the phaseout to provide more time to develop an approach for handling worse off communities.

8.1.3 Argument for an Extended Phaseout Period

The phaseout scheduled for FY 1987 has just entered a period of actual reduction in FY 1985 as a consequence of the decision to straight line support for preschooler programs through to the last year while phasing down the school feeding program. There was no trend toward reduction from 1980 through 1984, in fact, 1984 levels were higher than even before as a consequence of the emergency food programs for Manila. The real decline in 1985 has been the consequence of the failing capacity of the social ministries to provide matching funds due to severe budget restriction under which they must operate. Finally in 1985 we see a real reduction in commodity flows.

The economy remains in difficulty. Even with the granting of the IMF loan and disciplined steering of the country's economic wheel, an educated guess is that it will take at least five more years for the Philippines to return to 1982 levels in economic indicators. In the meantime there are signs that the economic situation has begun to tell on the nutritional well-being of the population. Actually indicators showed that the economy was in decline by 1980 whereas nutritional indicator showed improvement in 1982 compared to 1978. Two hypotheses

may be employed to explain this lack of coupling of change in nutritional status to change in economic well being. One is that a lag effect is operating and that the decline in nutritional status seen in 1984 compared to 1982 will possibly be followed by sharp declines in nutritional status in 1986 and 1987. A second hypotheses is more optimistic. Perhaps knowledge and behavior on the part of Filipino households have been modified with respect to nutrition and food consumption, in part, as a consequence of the national nutrition policy being implemented by the food production and food assistance programs. The truth is no doubt somewhere in between these two views. Available data are insufficient to choose between them. A very prudent policy however would be to increase surveillance of nutritional status to be able to detect any severe decline. Vigorous corrective action may be called for.

The social ministries have only just started to implement food assistance programs. The school program was launched in November 1983 and to date only 79 out of 30,000 schools have implemented the program. The number will increase to 253 schools by the end of 1985 through programs funded by CARE.

There is the case of Ministry of Health. In 1984 Operation Timbang (weight survey) identified 777,096 moderately underweight and 105,414 severely underweight children. The Ministry of Health (MOH) is responsible for reaching at least thirty percent of these children, or 264,753. However, the Ministry reaches 86,000 through its regular programs, 32.5% of the target but only ten percent of total need. The program is not sufficient for the task. The Ministry of Social Service and Development (MSSD) proposed a plan in 1983 to reach 45% of moderately and severely underweight preschool children through its Day Care and Growth Centers with food supplements that would supply at least 1/3 of the daily recommended diet. The ration proposed consisted of rice, mungo and cooking oil. 817 thousand beneficiaries were to be the target. The program was scheduled through 1987 when it was estimated that the number of malnourished would be reduced ten percent. The planning document for this program used an inflation factor of 8% per year in its forecast. Actual events overran these plans. Inflation in

1984 alone was pegged at 45%. Nutritional status deteriorated.

Terminating the P.L. 480 program in 1986 and 1987 would mean a significant drop in coverage because the Ministries would not respond. The personnel and program concepts are in place. Financing is the limiting factor. With budgets reduced or held constant, inflation is forcing cutbacks in the programs.

8.2 Conclusions and Remarks

8.2.1 The Phase Down Should Be Slowed, But the GOP Should Be Involved

The position we take in this report is that the phasedown should occur over a five-year period instead of over a two-year period as now planned, that the GOP should continue to develop its own food assistance and food development programs, phasing them in as soon as possible and that the GOP should be required to continue to furnish in-country transportation costs of the P.L. 480 commodities.

The total program levels for both CARE and CRS should remain at current levels until FY 1990 the final year of the program. CARE should continue to phaseout the school programs and to increase the support of preschooler programs to the extent they can handle the increase.

It is not recommended that Title I food be utilized to pay for Philippine related costs of Title II programs or of indigenous substitute programs. The policy of Philippine self reliance should be supported at least to this extent.

8.2.2 Contribute to a Better Understanding of the Meaning of Self-Reliance

In discussions with civil servants in central government we heard a lot about self reliance. At times it appeared that government officials wished self-reliance to be extended all the way down to the undernourished families themselves. Such an accomplishment is, of course, the long term goal. But for the short run, low-income families with nutritional difficulties need governmental assistance of some sort.

In rural circumstances, and even occasionally in urban

circumstances, landless people can engage in minor agricultural activities: some backyard vegetables, a few chickens, perhaps a small fish pond, etc. But these activities should normally not be viewed as producing food directly for the family. The obvious kinds of things that landless workers can do in agriculture are labor intensive and these activities result in agricultural commodities which have relatively high calorie cost. The cost of a calorie in foods such as vegetables, poultry, and fish can run 5 to 10 times the cost of calories from corn, rice and oil (Table 4.13). Programs promoting home or community gardens should expect that the products will be sold. Help should be given in the marketing of the products and in promoting the use of the proceeds for the benefit of high at-risk groups.

What seems to be the most appropriate approach to encouraging self reliance among the landless poor is the income generating idea, frequently mentioned both in central government offices and in the countryside. Using this model, nutritionally at risk families or local community organization workers in their behalf are encouraged to produce labor intensive agricultural commodities and sell them on the market in exchange for calorie cheap foods such as corn, rice and cooking oil. Only after their most gross calorie deficiencies are made up with cereals and cooking oil should emphasis be given to purchasing or raising for home consumption the more expensive sources of calories and proteins such as fruits, vegetables, and animal products.

For years to come, however, government must recognize its responsibility to shoulder the major burden of purchasing the commodities such as cereals and oil which will make up the lion's share of supplemental feeding programs. The entire burden of feeding the poor can not be shifted to the poor themselves.

The intermediate process in developing self-reliance is the local community level self-help effort. Developing income generating activities to support a school feeding program, day care center, food for growth center or mother-craft center are examples. To the extent local community members contribute labor and resources to these tasks that help high nutritional at-risk families and individuals in their community, they are engaged in an income transfer process. Communities

that are relatively well off and well organized will be the places where such efforts will have the highest potential to succeed.

The GOP ministries, private voluntary organizations and USAID should focus their support on the local community development efforts. The agencies that bring outside resources to a community face the dilemma of choosing between efficiency and effectiveness. The most efficient course is to aid communities with the highest potential of helping themselves. The theory here is that resources can be used as seed money to start the communities off in the right direction. Soon the outside resources can be withdrawn. Taking this course would achieve the greatest reduction in malnutrition with the least amount of resources, an efficient approach.

Such a program would of necessity be poorly targeted. Communities lacking internal leadership, organization and resources will not be capable of successfully responding to the opportunity to use outside resources to start up a local program. Yet it is just these communities that are likely to have the highest proportion of nutritionally at-risk families. Any outside agency attempting to improve conditions in such communities must plan for a long stay and the expenditure of considerable resources.

8.5.1 Self-reliance Is Not Self-sufficiency

On occasion we noticed a tendency of GOP officials to talk in terms of self-sufficiency instead of self reliance.

Self reliance is a goal which can hardly be questioned. But achieving self sufficiency can exact heavy economic costs and can result in downgrading levels of living.

To achieve self sufficiency in food, a country would have to deny itself the economic benefits of comparative advantage. People are better off specializing and trading than attempting to be self sufficient. This applies to the rural poor communities also. The thought occasionally expressed that rural communities should produce all the food that they consume is to be vigorously challenged on economic grounds. Self sufficiency for rural communities would come at the cost of generally lower levels of living (with accompanying poorer nutrition)

for these communities.

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APPENDIX A

LIST OF ABBREVIATIONS AND ACRONYMS

BW	Bulgar Wheat
CRS	Catholic Relief Services
CARE	Cooperative for American Relief Everywhere
CSN	Corn Soy Milk
GOP	Government of Philippines
MECS	Ministry of Education, Culture and Sports
MOH	Ministry of Health
MSSD	Ministry of Social Sciences and Development
MT	Metric Ton
NEDA	National Economic and Development Authority
NFDM	Non-Fat Dry Milk
NNC	National Nutrition Council
PVO	Private Voluntary Agency
SFF	Soy Fortified Flour
SNP	School Nutrition Program. Also referred to as Day Care School School Feeding Program (DCSFP)
STSFP	Short-Term Supplementary Feeding Program
TFAP	Targeted Food Assistance Program
TWCHP	Targeted Maternal & Child Health Program (TWCHP)
WFP	World Food Program

APPENDIX B - LIST OF PERSONS INTERVIEWED

CARE

Mr. Charles F. Laskey, Director
Ms. Gloria R. Ramat, Prog. Officer School Feeding
Ms. Madeline Lazaro, Assist. Program Officer
Ms. Angelina Esquivel, Admin. Assistant
Ms. Ruth Fontamillas, Nutrition Program Officer

CRS

Mr. Joseph Curtin, Director
Father DeSmet
Mrs. Felicidad P. Leano, Operations Manager
Mr. Godofredo O. Leano, Short-Term Supplementary Food Program
Mr. Conrado O. Anog
Mr. Ramon Tolentino, Short-Term Supplementary Feeding

National Nutrition Council/Nutrition Center of the Philippines

Dr. Florentino S. Solon, Executive Director, NCP
Dr. Delfina Aguillon, Acting Director
Ms. Myra Bondad, Management Information Officer

Ministry of Education, Culture and Sports

Dr. Adelfo A. Trinidad, Exec. Dir. School Health & Nutrition Center
Dr. Francisco T. Bolinao Jr., Medical Nutritionist
Dr. Marcos A. Ayllon, Medical Services Supervisor
Mr. Abraham Manuel, Senior Evaluation Officer
Ms. Beata Flor Quenano, Project Evaluation Officer

Ministry of Health

Mrs. Sylvia P. Montes, Minister
Dr. Carmencita Riodica, Officer in Charge, Nutrition Services

Ministry of Social Services and Development

Ms. Milagros Llanes, Acting Director, Bureau of Assistance
Ms. Erlinda Maulit, Social Welfare Project Supervisor
Ms. Carmencita Reyes

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Ms. Fleur-de-lys Torres, Director Social Services Staff

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Canossa Health & Social Center

Sister Superior Carol Base, Prog. Coordinator/Cntrs.' Nurse & Midwife

Ms. Antonia Fabian, Para Medic Nutritionist

Santa Mesa, Manila

Ms. Meiri, TMCH Program Coordinator and School Principal

Santa Ana, Manila Punta Tenement

Day Care Service Program

Ms. Amy Lozada, MSSD Manila Branch Office Nutritionist

Melinda Agular, Day Care Teacher and Unit-in-Charge Officer

Pasig Rizal

Ms. Incarnacion Peres, Superintendent

Ms. Roxanne Salen, Assistant Superintendent

Ms. Virginia Tolentinao, Nutritionist

Dr. Remdios Aquino, Health Supervisor

Dr. Estrella Savare, Dental Supervisor

Sr. Soterania Makantan, Medical Officer

Binangonan Elementary School

Ms. Fortunata Del Rosario, District Supervisor

Ms. Rosario Vallesteros, School Principal

Pampanga, Central Luzon

Ms. Leticia Moises, MSSD Region III Director, Teopaco San Fernando,
Pampanga

Ms. Patricia Balibalos, Regions III Social Welfare Specialist Central
Luzon Region

Ms. Rose Santos, MSSD Region III Officer in Charge Central Luzon Region

Ms. Amy Gonzales, NNC Region III Nutritionist Central Luzon Region

Ms. Merle Gamboa, MSSD Region III Project Evaluation Officer

Amelia Culala, MSSD Region III Social Welfare Aide

Ms. Roselle Samson, Santa Lucia Day Care Teacher - Santa Lucia
Central Luzon Region

Dr. Salvador, Director Pampanga Malward Clinic - Central Luzon Region

Batangas Province

Jose C. Laurel , V, Governor, Batangas Province

Imelda Javier, Youth Development Assistant

Celia Lota, Senior Family Development Officer

Mrs. Tapalla

Visited several households and interviewed mothers of recipients of the
Food for Growth Program: Barangay Masamat, Mexico Pampanga, Central
Luzon

Visited household of Chairperson, Parents Council Food for Growth

Program
Ms. Medalia Enriques, Barangay Bancal, Gua Gua, Pampanga, Central
Luzon

USAID/Philippines

Mr. Frederick W. Schieck, Director
Mr. Bryant George, FFP Officer
Mrs. Mariachi de Sagun, Nutrition & Health Officer
Dr. Richard Rhoda, Evaluation Officer
Reuben C. Delgado, Sr. Program Specialist O/FFPVC
Orly R Cabrega, Sr. Program Specialist O/FFPVC
Mr. Peter Davis, Economics Officer
Mr. William Johnson, Population, Health and Nutrition Officer

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Harold Rice, Asia Bureau
Maureen Norton, Evaluation Division

APPENDIX C

EVALUATION TEAM SCOPE OF WORK

From AID/FVA/FFP, ASIA/DP (State cable 092418 March 1985)

Subject: Assessment of Schedule PL 480 Title II Philippines Phasedown

3. Scope of Work A. PURPOSE. THE PURPOSES OF THIS EVALUATION ARE AS FOLLOWS:

(1) TO ASSESS RECENT ECONOMIC TRENDS IN THE PHILIPPINES (APPROXIMATELY 1980-1985) AND THEIR EFFECTS ON NUTRITION STATUS; (2) TO ASSESS THE NUTRITIONAL IMPACT OF THE PL 480 TITLE II PROGRAM, ESPECIALLY IN LIGHT OF ECONOMIC CONDITIONS; (3) TO ASSESS THE RATIONALE FOR THE PHASE DOWN OF THE PL480 PROGRAM IN LIGHT OF THESE CONDITIONS AND TO EXAMINE THE POSSIBLE NEED FOR ALTERATION OF THE PHASE DOWN SCHEDULE; (4) IF APPROPRIATE, TO DESIGN A REVISED PHASE DOWN PLAN AND IDENTIFY WAYS IN WHICH USAID, PVOS AND THE GOP CAN COLLABORATIVELY PLAN FOR THE EVENTUAL PHASEOUT OF PL 480 TITLE II COMMODITIES.

THE HIGHEST PRIORITY USE FOR PL 480 TITLE II COMMODITIES IN THE PHILIPPINES IS IN THE CRS-ASSISTED MCH AN DAY CARE PROGRAMS. THE TEAM SHOULD GIVE THE HIGHEST PRIORITY IN THEIR ASSESSMENT TO THESE PROGRAMS

B. QUESTIONS THE EVALUATION TEAM WILL ANSWER.

(1) DESCRIBE THE CURRENT PL 480 TITLE II PROGRAM. INCLUDE, AT A MINIMUM, A DESCRIPTION OF: (A) THE LEVEL OF RESOURCES ALLOCATED TO EACH PROGRAM; (B) THE COMMODITY MIX AND RATION SIZE, (C) PROGRAM LEVELS IN DOLLARS, COMMODITIES AND BENEFICIARIES FOR EACH PROGRAM FROM 1980 TO THE PRESENT.

(2) DESCRIBE GENERAL RECENT ECONOMIC TRENDS (1980-85), INCLUDING TRENDS IN INFLATION, PURCHASING POWER AND UNEMPLOYMENT. TO WHAT EXTENT HAVE ECONOMIC CONDITIONS AFFECTED FOOD AVAILABILITY PER CAPITA (ESPECIALLY FOR AT RISK GROUPS) AND HOUSEHOLD FOOD EXPENDITURE PATTERNS

(DISAGGREGATED BY INCOME LEVEL)?

(3) TO WHAT EXTENT HAVE ECONOMIC CONDITIONS AFFECTED THE NUTRITION STATUS OF: (A) THE GENERAL POPULATION; AND (B) THE TARGET GROUPS OF THE PL 480 TITLE II PROGRAMS?

(4) BASED ON EXISTING DATA, AND/OR DATA COLLECTED DURING SITE VISITS, WHAT IS THE NUTRITIONAL IMPACT OF THE CRS-ASSISTED MCH AND DAYCARE PROGRAMS ON BENEFICIARIES (AGE/WEIGHT DATA FOR ASSESSING NUTRITIONAL STATUS IS REGULARLY GATHERED IN THESE PROGRAMS AND SHOULD BE AVAILABLE TO THE TEAM FOR SECONDARY ANALYSIS). TO WHAT EXTENT HAS THE ECONOMIC SITUATION AFFECTED OR INCREASED THE NUMBERS AND TYPES OF PROGRAM BENEFICIARIES -- PREGNANT AND LACTATING MOTHERS AND SPECIFIC AT-RISK AGE GROUPS?

(5) TO WHAT EXTENT IS THE PL 480 TITLE II PROGRAM CONTRIBUTING TO OTHER IMPACTS -- ON HEALTH STATUS, SCHOOL ATTENDANCE, LEARNING ABILITY AND/OR COMMUNITY DEVELOPMENT?

(6) IN LIGHT OF THE CURRENT ECONOMIC CONDITIONS, WHAT IS THE CAPABILITY OF PHILIPPINE GOVERNMENT -- FEDERAL, REGIONAL AND VILLAGE -- AND NON-GOVERNMENTAL ENTITIES TO TAKE OVER AND ADMINISTER THE PL 480 PROGRAM? TO WHAT EXTENT CAN THE GOP PROVIDE INDIGENOUS COMMODITIES OF SIMILAR NUTRITIONAL VALUE? TO WHAT EXTENT DOES THE GOP HAVE SUFFICIENT, CAPABLE STAFF AND FINANCIAL RESOURCES TO ADMINISTER THESE PROGRAMS?

(7) IF THE PHASE OVER PLAN IS MODIFIED, WHAT ARE THE FINANCIAL INSTITUTIONS AND MANPOWER CAPABILITIES OF THE PVOS TO CONTINUE TO ADMINISTER THESE PROGRAMS? WHAT ARE THE STAFFING IMPLICATIONS FOR USAID?

(8) WHAT HAS BEEN THE EXPERIENCE TO DATE WITH EFFORTS TO PHASE TITLE II-ASSISTED PROGRAMS OVER TO THE GOP?

(9) IN LIGHT OF THE ABOVE, SHOULD THE ORIGINAL PHASE OUT SCHEDULE BE ADHERED TO OR MODIFIED? IF MODIFIED, WHAT APPEARS TO BE AN APPROPRIATE TIMETABLE FOR A PHASE DOWN? ARE THERE ANY PROGRAM PRIORITIES (MCH, DAY CARE, SF) WHICH SHOULD RECEIVE HIGHER PRIORITY IN A PHASEDOWN EFFORT?

() IS THERE ANY OTHER INFORMATION AID SHOULD BE AWARE OF THAT WOULD BEAR ON THE PHASE DOWN DECISION?

(11) ARE THERE ANY PARTICULAR STEPS THE GOP, USAID AND PVOS CAN TAKE TO ENSURE A SMOOTH AND SHOULD PHASEOVER OF THE TITLE II PROGRAM TO THE GOP?

(12) WHAT IS THE LIKELIHOOD OF TITLE I LOCAL CURRENCY PROCEEDS BEING USED TO SUPPORT THE TITLE II PROGRAM?

C. METHODOLOGY.

(1) TO THE EXTENT POSSIBLE, ALL STATEMENT AND RECOMMENDATIONS IN THIS ASSESSMENT SHOULD BE SUPPORTED BY EMPIRICAL DATA. ALL DATA SOURCES, WHETHER PRIMARY OR SECONDARY, SHOULD BE CLEARLY REFERENCED IN THE TEXT OF THE ASSESSMENT AND A BIBLIOGRAPHY SHOULD BE INCLUDED.

(2) INFORMATION ON ECONOMIC TRENDS IN GENERAL, AS WELL AS ITS RELATION TO NUTRITION STATUS, SHOULD BE AVAILABLE AT USAID, THE WORLD BANK, WASHINGTON D.C., THE PHILIPPINE MINISTRY OF FINANCE AND AND THE PHILIPPINE NATIONAL NUTRITION COUNCIL

(3) TO ASSESS THE NUTRITIONAL IMPACT OF THE TITLE II AND CRS-ASSISTED MCH AND DAYCARE PROGRAMS, THE TEAM SHOULD ATTEMPT TO GATHER BOTH PRIMARY AND SECONDARY DATA. SECONDARY DATA (EXISTING SURVEYS OF THE NUTRITIONAL IMPACT OF THESE PROGRAMS) SHOULD BE AVAILABLE AT THE PHILIPPINE NATIONAL NUTRITION COUNCIL. THE TEAM SHOULD ATTEMPT TO CONFIRM THE VALIDITY OF THESE SURVEYS BY GATHERING PRIMARY AGE/WEIGHT DATA DURING VISITS TO MCH AND DAY CARE CENTERS: IF POSSIBLE, THE TEAM SHOULD GATHER AND ANALYZE DATA ON APPROXIMATELY 150 BENEFICIARIES FROM SIX DIFFERENT MCH AND/OR DAY CARE SITES.

D. REPORTING REQUIREMENTS

(1) A DRAFT REPORT WILL BE PREPARED AND PRESENTED TO USAID 48 HOURS BEFORE THE TEAM'S DEPARTURE.

(2) THE FINAL REPORT WILL BE SUBMITTED TO USAID AND AID/W WITHIN 30 DAYS OF RECEIVING MISSION, PVO AND GOP COMMENTS ON THE DRAFT.

(3) THE REPORT WILL ADDRESS ALL QUESTIONS IN THE SCOPE OF WORK SECTION B (ABOVE) AND WILL, TO THE EXTENT POSSIBLE, FOLLOW THE ORDER OF THE QUESTIONS AS THEY ARE PRESENTED IN SECTION B.

(4) THE REPORT WILL INCLUDE AN EXECUTIVE SUMMARY WHICH ADHERES TO THE

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ASIA BUREAU EXECUTIVE SUMMARY FORMAT AND GUIDELINES (TO BE PROVIDED TO THE TEAM).

(5) THE TEAM LEADER HAS FULL RESPONSIBILITY FOR SEEING THAT THE REPORT IS PREPARED IN A TIMELY AND PROFESSIONAL MANNER.

(4) PLEASE ADVISE MISSION VIEWS ON PROPOSED SCOPE BY IMMEDIATE CABLE

MISSION RESPONSE TO ASIA/TR CABLE:

SUBJECT: PL 480 TITLE II PHASEDOWN

REF: STATE 086101 AND STATE 092418

1. MISSION AGREES TO REVISED TEAM MEMBERSHIP AND SCOPE OF WORK AND AUTHORIZES WASHINGTON TO AMEND PIO/T ACCORDINGLY. MISSION HAS THE FOLLOWING COMMENTS.

2. SINCE ACTIVITY IS MEANT TO PROVIDE BASIS FOR APPROPRIATE ACTION REGARDING PL 480 TITLE II PHASEDOWN, IT SEEMS USEFUL TO DETERMINE, TO THE EXTENT POSSIBLE, A SENSE OF GOP'S DIRECTIONS/PLANS REGARDING THE FOOD ASSISTANCE COMPONENT OF THE PHILIPPINE NUTRITION PROGRAM AS WELL AS THE GOP'S WILLINGNESS (ASIDE FROM CAPABILITY) TO TAKE OVER AND ADMINISTER THE PL 480 PROGRAM. MACRO LEVEL PLANS REGARDING FOOD ASSISTANCE/PL 480 PHASE DOWN MAY BE EXCELLENTLY LAID OUT ON PAPER, BUT INTERVIEWS AND INFORMAL MEETINGS WITH CONCERNED AGENCY OFFICIALS AND FIELD IMPLEMENTORS MIGHT GIVE USEFUL INSIGHTS OTHERWISE NOT APPARENT IN WRITTEN DOCUMENTS.

3. A USEFUL STARTING POINT SEEMS TO BE TO DETERMINE THE EXTENT TO WHICH THE FINDINGS AND RECOMMENDATIONS OF A PREVIOUS PL 480 TITLE II EVALUATION WERE CONSIDERED/ACCEPTED/ACTED ON BY GOP AND OTHERS CONCERNED (REF: BLUMENFELD, ET.AL. REPORT ON THE IMPACT OF PL 480 TITLE II IN THE PHILIPPINES, JULY 1981).

4. IN ORDER TO WIDEN THE OPPORTUNITY FOR GETTING MORE MEANINGFUL AND USEFUL RESULTS, IT IS SUGGESTED THAT ASSESSMENT METHODOLOGY EMPHASIZE SITE VISITS, INTERVIEWS WITH FIELD IMPLEMENTORS AND PROGRAM RECIPIENTS FOR PRIMARY DATA GENERATION AND SECONDARY DATA VALIDATION AS INDICATED IN ORIGINAL SCOPE OF WORK. THE METHODOLOGY PORTION OF REVISED SCOPE OF

WORK MENTIONS ONLY ATTEMPTS TO BE MADE TO GATHER PRIMARY DATA AND TO CONFIRM VALIDITY OF SECONDARY DATA. EFFORTS MUST BE EXERTED TO MAXIMIZE FIELD ACTIVITY SINCE THE WHOLE ISSUE IS MORE POLITICAL THAN ANYTHING ELSE - INSIGHTS WHICH FIGURES AND STATISTICS CAN NOT APPROPRIATELY COVER.

5. MISSION FEELS THAT BOTH CARE AND CRS ACTIVITIES SHOULD BE GIVEN EQUAL WEIGHT.

APPENDIX D

SOURCES OF ENERGY AND PROTEINS
IN THE TYPICAL FILIPINO DIET

Commodity	Energy	Protein
Mean One-Day Per Capita Intake	1804 Kcal	53.0 gm
ENERGY FOODS		
	Percentage Contribution	
Rice and rice products	58.2	43.1
Corn and corn products	7.6	6.3
Other cereal products	3.9	3.7
Starchy roots and tubers	2.2	0.8
Sugars and syrups	3.7	0.0
Fats and oils	4.9	0.5
BODY BUILDING FOODS		
Fish and seafoods	3.8	23.0
Meat	3.2	4.8
Poultry	0.5	1.4
Eggs	0.6	1.6
Milk and milk products	5.2	6.7
Dried beans, nuts and seeds	1.1	2.3
REGULATING FOODS		
Green leafy and yellow vegetables	0.5	1.4
Vitamin C rich foods	0.8	0.6
Other fruits and vegetables	3.1	3.1

Source: FNRI, 1981, First Nationwide Nutrition Survey, Philippines, 1978 (Summary Report), Table A.4. as quoted in the preliminary results of a study on "Distributional Impact of Food Policy on Human Nutrition" by Quisumbing, Agnes et. al., Development Academy of the Philippines, 1981.

APPENDIX E

RETAIL PRICE PER UNIT OF ENERGY,
PROTEIN AND FAT--PHILIPPINES, 1984

Appendix
Retail Price per unit of energy, protein, fat by leading
foods and relative importance of each food in the
diet, Philippines 1984

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FOOD ITEM	Kcal Available for Consumption per capita per day CY 1981	% of Calories in Diet	Price per kg. (1984 Nat'l Ave.) ₱	Price Per 100 gm AP (₱)	Kilo Calories per 100 gm EP	Price Per 1000 KCal (₱)	Protein per 100 gm EP	Price Per 100 gm Protein (₱)	Fat per 100 gm EP	Price Per Gram Fat (₱)
CEREALS	1465.3	56.6								
Rice, milled, ordinary	981.1	37.9	4.63	.46	367	1.26	7.4	6.26	0.5	0.92
Corn, grits, white	368.8	14.2	4.05	.41	368	1.11	8.7	4.71	2.2	0.19
Wheat Flour	98.6	3.8	7.52	.75	364*	2.06	10.5*	7.14	1.0*	.75
Others	16.8	.6								
STARCHY ROOTS and TUBERS	199.4	7.6								
Sweet Potato	61.9	2.4	3.04	.30	119	252	.97	30.93	.35	0.86
Cassava, white	128.1	4.9	2.41	.24	108	222	.44	54.54	.15	1.60
White Potato (Irish)	1.2	-	8.75	.88	64	1375	2.0	44.20	.08	11.00
Gabi (Taro)	3.4	.1	5.54	.55	86	640	1.8	3.06	.15	3.67
Other Roots	3.0	.1								
Cassava Flour & Starch	1.8	.1								
SUGARS and SYRUPS	258.0	9.9								
Centrifugal sugar, white	222.5	9.5	7.51	.75	387	193	0	-	0	-
Banocha and Muscovado	4.0	.2			376		0.2		0.4	
Others	31.5	1.2								
PULSES and NUTS	34.2	1.3								
Peanuts, shelled	4.7	.2	18.07	1.81	252	718	11.6	15.60	17.8	.10
Mungo, green	9.7	.3	13.92	1.39	354	393	24.4	5.70	1.0	1.39
Other dried beans except soy	1.8	.1								
Soybeans and products	1.9	.1			390		35.8		17.2	
Coconut for food	11.8	.5								
Mature nut in shell	8.6	.3	2.15	.22	169	1.30	2.1	10.47	14.5	.02
Young nut in shell	3.2	.1								
Other Nuts, unshelled	0.3	.-								
Other pulses & nuts	4.0	.2								

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Appendix
Retail Price per unit of energy, protein, fat by leading
foods and relative importance of each food in the
diet, Philippines 1984

FOOD ITEM	Kcal Available for Consumption per capita per day CY 1981	% of Calories in Diet	Price per kg. (1984 Nat'l Ave.) ₱	Price Per 100 gm AP (₱)	Kilo Calories per 100 gm EP	Price Per 1000 KCal (₱)	Protein per 100 gm EP	Price Per 100 gm Protein (₱)	Fat per 100 gm EP	Price Per Gram Fat (₱)
VEGETABLES	33.8	1.3								
Cabbage (Fresh Leafy, Y)	10.6	.4	9.58	.96	18	5333	1.1	87.27	.24	4.00
Yardlong beans, green (sitao) (Leguminous pods)	9.4	3.6	6.40	.64	33	1939	2.9	22.07	.18	3.56
Tomatoes	2.5	.1	7.47	.75	27	2767	.89	84.27	.29	2.59
Others	11.0	.4								
FRUITS	168.0	6.5								
Banana, (latundan)	110.3	4.2	(8.25) .33/pc	.83	69	12.02	.87	95.40	.21	3.95
Calamansi	2.2	.1	(9.33) .14/pc	.93	12	77.50	.15	620	.38	2.45
Other Vit. C rich fruits	19.3	.7								
Other Fresh Fruits	35.8	1.4								
MEAT	151.2	5.8								
Beef (rump)	8.8	.3	39.39	3.94	110	3581	20.7	19.03	2.4	1.64
Carabao (rump)	6.9	.3			90		19.3		0.9	
Pork (ham)	110.6	4.3	32.88	3.29	281	11.70	14.8	22.23	24.2	.14
Poultry (broiler)	13.1	.5	23.49	2.35	81	29.01	14.4	16.32	2.2	1.07
MILK and MILK PRODUCTS	27.1	1.0								
Fresh Milk	0.4	.0			64		3.3		3.6	
Powdered and other dry	7.2	.3			476		24.1		22.5	
Dry skimmed milk	18.0	.7	35.23	3.52	363*	9.70	35.9*	9.81	0.8*	4.40
EGGS	20.4	.8								
Chicken	16.4	.6	(24.60)1.23/pc	2.46	143	17.20	10.8	22.78	9.5	.26
Duck	4.0	.2	(28.60)1.43/pc	2.86	156	18.33	10.1	28.32	10.9	.26

Appendix 1
Retail Price per unit of energy, protein, fat by leading
foods and relative importance of each food in the
diet, Philippines 1984

FOOD ITEM	Kcal Available for Con- sumption per capita per day CY 1981	% of Calories in Diet	Price per kg. (1984 Nat'l Ave.) ₱	Price Per 100 gm AP (₱)	Kilo Calories per 100 gm EP	Price Per 1000 KCal (₱)	Protein per 100 gm EP	Price Per 100 gm Protein (₱)	Fat per 100 gm EP	Price Per Gram Fat (₱)
FISH	74.3	2.9								
Milkfish	54.8	2.1	12.69	1.27	90	14.10	12.5	10.16	4.0	.32
Small shrimps (suabe)	10.5	.4	28.42	2.84	60	47.33	11.8	24.07	.49	5.80
Mollusk	7.1	.3								
FATS and OILS	103.3	4.0								
Vegetable (coconut)	91.8	3.5	15.41	1.54	883	1.74	0	-	99.1	.02
Butter	3.6	.1			720		0.5		81.6	
Homemade	7.1	.3								
MISCELLANEOUS	55.7									
Beer and other alcohol	22.9	.9								
TOTAL	2590.7									

Data Sources: Nutrients per 100 grams: Food Composition Tables, Food and Nutrition Research Institute, February 1980 except (*) Food Composition Table for Use in East Asia, FAO, USDHEW, 1972
Relative Importance in the diet: NEDA Food Balance Series Number 8, Food Balance Sheet for the Philippines CY 1977 to CY 1981, pp. 58-62
Prices: White Sugar, National Sugar Trading Corporation, Wheat Flour, NFA, July 1, 1984 retail price, coconut oil and coconut for food, United Coconut Association of the Philippines, Powdered Milk, Pampanga Market, May 1985, Deflated by Estimate to July 1984.
All others, Bureau of Agricultural Economics, Average retail price, Philippines, 1984

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