

1 Republic of the Philippines  
2 HOUSE OF REPRESENTATIVES  
3 Quezon City

4  
5 EIGHTEENTH CONGRESS  
6 Third Regular Session

7  
8 HOUSE BILL NO. 9192  
9



10 Introduced by  
11 BAYAN MUNA Representatives EUFEMIA C. CULLAMAT,  
12 CARLOS ISAGANI T. ZARATE and FERDINAND R. GAITE,  
13 GABRIELA Women's Party Representative ARLENE D. BROSAS,  
14 ACT TEACHERS Party-List Representative FRANCE L. CASTRO,  
15 and KABATAAN Party-List Representative SARAH JANE I. ELAGO

16  
17 AN ACT  
18 AMENDING REPUBLIC ACT NUMBERED ELEVEN THOUSAND FIVE  
19 HUNDRED EIGHTEEN (RA 11518) OR THE GENERAL APPROPRIATIONS ACT  
20 OF 2021, REPEALING THE P16,440,000,000 (P16.4 BILLION) -SUPPORT TO  
21 BARANGAY DEVELOPMENT PROGRAM OF THE NATIONAL TASK FORCE TO  
22 END LOCAL COMMUNIST ARMED CONFLICT (NTF ELCAC) AND  
23 ALLOCATING FOR THE P15,000 - FINANCIAL SUPPORT TO THE 1 MILLION  
24 POOREST FILIPINOS EMPLOYED IN THE COUNTRY'S FISHERIES SECTOR  
25 TO PUMP-PRIME THE WHEELS OF PRODUCTION, AS CRUCIAL  
26 CONTRIBUTION TO THE RECOVERY OF THE NATIONAL ECONOMY AND  
27 AS RESPONSE MECHANISM TO MITIGATE THE IMPACT OF THE COVID-19  
28 PANDEMIC TO THE SECTOR RECOGNIZED AS "VULNERABLE AND  
29 MARGINALIZED"  
30

31  
32 EXPLANATORY NOTE  
33

34 It should be traced that the National Task Force to End Local Communist Armed Conflict (NTF  
35 ELCAC) as created by the 2018 Executive Order No. 70, or the "whole-of-nation" approach to  
36 counter-insurgency, was preceded by the 2017 Executive Order No. 16 which then commanded  
37 the "whole-of-government" approach. These orders are all based on the "National Security Policy  
38 for Change and Well-Being of the Filipino People" or NSP 2017 – 2022.  
39

40 The "whole-of-nation" approach (WNA) is an outgrowth of the "whole-of-government"  
41 approach (WGA) which could be traced back to its earliest form in 1998 as "Joined-Up-  
42 Government," carried out by then United Kingdom Prime Minister Tony Blair. It was "*a policy to  
43 make different departments in the same government work together.*"<sup>1</sup> However, British scholars also branded  
44 it as a new term for an old administrative doctrine called "*coordination.*"<sup>2</sup> More so, as stated in the  
45 EO 70, Section 6, the word "Convergence," is defined as "*the act of converging and especially moving*

<sup>1</sup> "So what is joined-up government?". BBC News. 23 November 1998,  
[http://news.bbc.co.uk/2/hi/special\\_report/1998/11/98/e-cyclopedia/211553.stm](http://news.bbc.co.uk/2/hi/special_report/1998/11/98/e-cyclopedia/211553.stm)

<sup>2</sup> Christopher Hood, The Idea of Joined-Up Government: A Historical Perspective

1 *toward union or uniformity.*<sup>3</sup>

2  
3 The NTF ELCAC was composed of at least 22 members, with the President as Chairperson and  
4 the National Security Adviser as Vice-Chairperson. This included 11 of the 23 cabinet members.

5  
6 This is on top of the National Security Council headed by the National Security Adviser, created  
7 by the 1986 Executive Order No. 115, which is composed of the President, the Vice-President  
8 and Minister of Foreign Affairs, the Executive Secretary, Minister of National Defense, the  
9 Minister of Justice, the Minister of Labor and Employment, the Minister of Local Government,  
10 the National Security Director, the Chief of Staff of the New Armed Forces of the Philippines,  
11 and such other government officials and private citizens as the President may designate from time  
12 to time.

13  
14 The NTF ELCAC was again on top of the Cabinet Security Cluster created by the 2011 Executive  
15 Order No. 43, which was composed of the National Security Adviser, Secretary of Interior and  
16 Local Government, Secretary of Foreign Affairs, Secretary of National Defense, Secretary of  
17 Justice, Presidential Adviser on the Peace Process and the Executive Secretary. This was  
18 reorganized by President Rodrigo Duterte to be chaired by the National Security Adviser, from  
19 the previous being the Executive Secretary on his 2016 Executive Order No. 7.

20  
21 These are all on top that it is stated on the 1987 Constitution on Article VII, the Executive  
22 Department, Section 17 that “[t]he President shall have control of all the executive departments, bureaus, and  
23 offices. He shall ensure that the laws be faithfully executed.”

24  
25 It is apparent that the creation of the NTF ELCAC is an admission of failure of leadership, when  
26 heads of departments, bureaus and other agencies, who are usually involved in cabinet meetings  
27 and could straightforwardly summoned were required to organized as a “task force” just to  
28 implement programs and policies.

29  
30 Moreover, the NTF ELCAC’s so-called “Clusters” such as the “Basic Services,” “Infrastructure,”  
31 “Poverty Reduction,” “Local Government Empowerment,” “Law Enforcement,” are all  
32 redundancies of mandates of existing government agencies and even local government units.

33  
34 Of extreme irregularity, its P16.4 billion – Support to Barangay Development Program, are massive  
35 lump sum allocations of P20 million of hard-earned taxpayers’ money for each of the 822  
36 barangays in the country.

37  
38 Aside from added bureaucracy, the NTF ELCAC has even wrestled to take away precious public  
39 resources from deserving agencies involved in the country’s productive sector, such as the  
40 Department of Agriculture, which was only allocated with P64.7 billion, way below from the  
41 agency’s proposal of P284 billion. This should be corrected, as the international community, or  
42 the United Nation’s has earlier warned against a global food crisis as consequence of the COVID-  
43 19 pandemic.

44  
45 Recalling the NSP 2017 – 2022 it cited as National Security Interests the following: Public Safety,  
46 Law and Order and Justice; Socio-Political Stability; Economic Solidarity and Sustainable  
47 Development; Territorial Integrity; Ecological Balance; Cultural Cohesiveness; Moral and Spiritual

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<sup>3</sup> <https://www.merriam-webster.com/dictionary/convergence>

1 Consensus; and International Peace and Cooperation.

2  
3 Under the the first concern, it stated that the “*most fundamental duties of the State are to ensure public*  
4 *safety, maintain law and order, and dispense social justice within the purview of the constitutionally enshrined*  
5 *principles of democracy, rule of law and respect for human rights.*”

6  
7 Moreover, under the third concern, it stated “*[r]educing poverty and income gaps, creating equal economic*  
8 *opportunities for all, and distributiong the fruits of development to the broades segments of society are key objectives*  
9 *of the desired economic growth and national security outcomes.*”

10  
11 Subsequently, on Territorial Integrity, “*[t]his condition ensures that the territory of the country is intact and*  
12 *invulnerable, and under the effective control and jurisdiction of the Philippine Government.*”

13  
14 On Chapter 6, the 12 - Point National Security Agenda, it listed the security concerns, that appears  
15 as an adoption of the human security concept or an emerging paradigm that the United Nations  
16 Development Program identified for understanding global vulnerabilities whose proponents  
17 challenge the traditional notion of national security through military security by arguing that the  
18 proper referent for security should be at the human rather than national level.

19  
20 As brief, the NSP 2017 – 2022 pronounced concerns that are comparable to the fundamental  
21 demands of activist groups, especially at present being distraught by the detrimental impact of the  
22 COVID-19 pandemic.

23

<b>From the NSP 2017 – 2020 and its 12-Point National Security Agenda</b>	<b>Demands of activist groups</b>
<i>Dispensation social justice, Economic Solidarity and Sustainable Development, Reducing poverty and income gaps</i>	<i>Genuine agrarian reform, free distribution of land, the P750 national minimum wage, respect of fishing rights and others</i>
<i>Human and Political Security</i>	<i>Uphold human rights, freedom and democracy and rule of law.</i>
<i>Health Security</i>	<i>The democratic and scientific response to the COVID-19 pandemic, such as the free mass testing and free mass vaccination.</i>
<i>Food and Water Security</i>	<i>Adequate relief for affected sectors, support to food producers and production and opposing threats of food security.</i>
<i>Territorial Integrity</i>	<i>Take back control and authority of the West Philippine Sea from China.</i>

24  
25 Since its creation to present, NTF ELCAC has engaged in sustained red-tagging of activist groups  
26 or the accusations that it is connected to the Communist Party of the Philippines – New People’s  
27 Army (CPP-NPA). It has even baselessly accused individuals supportive of marginalized sectors  
28 and the latest was its public harassment against a journalist.

29  
30 With the activist groups sincerely demanding the decisive solutions on the threats of the pillars of  
31 human security, stated on the NSP 2017 – 2022, and falling victims to the public maligning of the

1 NTF ELCAC, the latter has lost its justification or mandate to exist. Thus, it has no moral ground  
2 to be allotted with vast amount of public resources, and this should be shifted to a productive  
3 endeavor such as providing the 1 million small fisherfolk and fish workers with P15,000 financial  
4 support for production and social amelioration.

5  
6 On the Department of Agriculture’s (DA) press statement on March 25, 2020, “DA to set in  
7 motion ALPAS COVID-19 to ease the threat of hunger,” Secretary William Dar said that “the  
8 Urban Aquaphonics Project and the Enhanced Aquaculture and Sustainable Capture Fisheries in  
9 Inland Waters will get a total of P1B,” and “[in] addition to the assistance provided by the  
10 Department of Labor and Employment and the Department of Social Welfare and Development,  
11 DA will grant Social Amelioration, with the P3B recommended budget, to farmers, fishers and  
12 farm workers.”

13  
14 But on the numerous reports on the supposedly pandemic response, there was no elaboration by  
15 the DA on the announced support to the urban aquaphonics project, aquaculture and sustainable  
16 capture fisheries in inland waters. Nonetheless, these sub-sectors do not involve the small  
17 fisherfolk or open sea municipal fishermen. Moreover, the social amelioration to fishers,  
18 supposedly separate from those provided by other agencies, appeared as “nakalimutan,” as the “P3  
19 billion budget” was actually for the Financial Subsidy to Rice Farmers (FSRF) program allotted for  
20 near 600,000 rice farmers.

21  
22 It is unfortunate that under the crucial moment of the pandemic, the DA has virtually neglected  
23 the principles stated in the Social Reform and Poverty Alleviation Act supposedly to benefit the  
24 small fisherfolk, such as: social dimension access to quality basic services; economic dimension  
25 asset reform and access to economic opportunities; ecological dimension sustainable development  
26 of productive resources; and governance dimension democratizing the decision-making and  
27 management processes.

28  
29 A pressing rectification is to provide the small fisherfolk sector with due production subsidy and  
30 the fish workers with social amelioration. Based on the April 2020 Labor Force Survey of the  
31 PSA, near 1.1 million are employed in the fisheries and aquaculture sector. A bulk 64% are working  
32 less than 40 hours, while another 12% are off their workplaces. The small fisherfolk and fish  
33 workers are presumed to operate the near 260,000 registered municipal fishing vessels and work  
34 on the near 8,200 commercial fishing vessels, as posted by the Bureau of Fisheries and Aquatic  
35 Resources (BFAR). Thus, this bill pushes the P15,000 financial support to the country’s 1 million  
36 frontliner fisherfolk, who are contributing to the national food security amid the pandemic.

37 The said support aims to pump-prime the wheels of production, particularly the small-scale or  
38 subsistence fishery production, as crucial contribution to the recovery of the national economy,  
39 and the alleviation of the pandemic’s impact to the already impoverished and vulnerable  
40 fisherfolk households. The urgent passage of this bill is earnestly sought.

1 *Approved,*

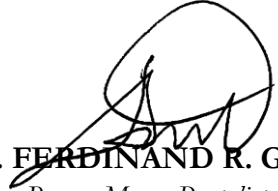
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**REP. EUFEMIA C. CULLAMAT**  
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**REP. CARLOS ISAGANI T. ZARATE**  
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17 **AN ACT**

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28 **PANDEMIC TO THE SECTOR RECOGNIZED AS “VULNERABLE AND**  
29 **MARGINALIZED”**

30  
31 *Be it enacted by the Senate and the House of Representatives of the Philippines in this Congress assembled that:*  
32

33 **Section 1. *Repeal of the Budget Allocation to the National Task Force to End Local***  
34 ***Communist Armed Conflict Support to Barangay Development Program.*** – The Special  
35 Provision numbered four under the Local Government Support Fund, for the P16,440,000,000  
36 (P16.4 billion) – support to Barangay Development Program of the National Task Force to End  
37 Local Communist Armed Conflict (NTF ELCAC) of the Republic Act Numbered Eleven  
38 Thousand Five Hundred Eighteen or the General Appropriations Act of 2021 is hereby repealed.  
39

40 **Section 2. *Declaration of Policies.*** – The State shall hold that the national fishery and  
41 aquatic resources sector is vital for the recovery of the national economy and attainment of  
42 national food security, and recognizes the fisherfolk sector as a frontliner sector, deserving of  
43 adequate support and amelioration amid the impact of the COVID-19 pandemic.  
44

45 The State shall uphold the policy declared by the Republic Act No. 8425 or Social Reform and  
46 Poverty Alleviation Act for a sectoral intervention to poverty alleviation, wherein, the small  
47 fisherfolk and fish worker family, as referred in this act, shall be empowered to meet its minimum  
48 basic needs for income security, health, food and nutrition and other facets of adequate standard

1 of living.

2  
3 The State shall recognize the fisherfolk sector as among the most vulnerable and marginalized,  
4 bearing the brunt of the economic impact of the pandemic, and adopts the urgency of support  
5 intervention.

6  
7 The State shall declare the support stated in this act, that consequently sustains small-scale or  
8 subsistence fishing as the country's contribution to the United Nations' Sustainable Development  
9 Goal No. 14 to conserve and sustainably use the oceans, seas and marine resources for sustainable  
10 development, and to reduce hunger and improve nutrition, alleviate poverty, generate economic  
11 growth and ensure better use of natural resources.  
12

13 **Section 3. Beneficiaries.** – The beneficiaries of this Act shall be the 1 million Filipinos  
14 employed in the fisheries and aquatic sector, as recorded by the Philippine Statistics Authority  
15 (PSA), to directly receive the amount of fifteen thousand pesos (P15,000), provided with the  
16 following prioritization:

- 17  
18 a. belonging to households below poverty line;  
19  
20 b. municipal fishers and fish workers employed or operating municipal fishing vessels,  
21 regardless of the status of licensing and registry to the respective local government  
22 unit;  
23  
24 c. fish workers employed in commercial fishing vessels and aquaculture such as in fish  
25 pens, fish cages, fish corrals/traps, fishponds, prawn farms, sea farms, salt beds, fish  
26 ports, fishing boat or trawlers;  
27  
28 d. other workers in ancillary sectors related to the supply, construction and maintenance  
29 of fishing vessels, gears, nets and other fishing paraphernalia; fishery machine shops;  
30 and other facilities such as hatcheries, nurseries, feed plants, cold storage and  
31 refrigeration, processing plants and other pre-harvest and post-harvest facilities;  
32  
33 e. operators of small-scale commercial fishing vessels or vessels with gross tonnage of  
34 3.1 to 20.  
35

36 **Section 4. Function of the Bureau of Fisheries and Aquatic Reforms (BFAR).** – The  
37 Bureau of Fisheries and Aquatic Reforms shall:

- 38  
39 a. be appropriated with funding for the purpose of this Act;  
40  
41 b. finalize the list of the beneficiaries, guided by the aforementioned section, in close  
42 coordination with the PSA, and respective local government units;  
43  
44 c. formulate the mechanism of direct distribution of the financial support to the  
45 beneficiaries;  
46  
47 d. execute the direct distribution at the earliest possible time;  
48  
49 e. and promptly publicize the status of distribution.  
50

1 **Section 5. Appropriations.** – For the purpose of this Act, the P16,440,000,000 (P16.4  
2 billion) – support to Barangay Development Program of the National Task Force to End Local  
3 Communist Armed Conflict (NTF ELCAC) of the Republic Act Numbered Eleven Thousand  
4 Five Hundred Eighteen or the General Appropriations Act of 2021, shall be reappropriated as  
5 follows:  
6

7 a. P15,000,000,000 (P15 billion) is hereby appropriated to BFAR as supplemental to its  
8 FY 2021 Budget; and  
9

10 b. the remaining P1,440,000,000 (P1.4 billion) as supplemental appropriations for the  
11 National Fisheries Program, as stated in the Special Provisions under the  
12 appropriations for BFAR.  
13

14 **Section 6. Implementing Rules and Regulations.** – The BFAR, upon consultation with  
15 People’s Organizations (POs) or Non-Government Organizations (NGOs) advocating the rights  
16 of small fisherfolk shall issue the Implementing Rules and Regulations within 15 days from this  
17 Act’s effectivity.  
18

19 **Section 7. Repealing Clause.** – Existing laws or provisions of such, found contradictory to  
20 this Act is hereby amended or repealed, accordingly.  
21

22 **Section 8. Effectivity.** - This Act shall take effect immediately upon publication.  
23  
24

25 *Approved,*