

Local Rice Markets in the Philippines

An analysis of impediments to trade

Olivia Quek

Union Press

Local Rice Markets in the Philippines
An Analysis of Impediments to Trade

Local Rice Markets in the Philippines

An Analysis of Impediments to Trade

Olivia Quek



Union Press

First published 2019

by Union Press®

(a division of Union Services Co., Ltd.)

1-6, Uehommachi-Nishi 5 chome, Chuo-ku, Osaka, 542-0062 Japan

www.union-services.com

© 2019 Olivia Quek

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted by any means, electronic, mechanical, photocopying, recording, or otherwise, without permission in writing from the publishers. Enquiries should be directed to the publisher at the address above.

DTP by Design International

Printed and bound in Japan by Shinano Co., Ltd.

ISBN 978-4-946428-91-3

Printed in Japan

This work was supported by the Waseda University English Academic Book Publication Support Subsidy and the Waseda University Grand for Special Research Projects (B).

Preface

In most developing nations such as the Philippines, there is a large degree of heterogeneity in each geographic market's ability to produce food staples. Also, a lack of rice for consumption has often been at the root cause of political instability. The sharp contrast in the supply of rice available for consumption across geographic markets within the nation speaks of the importance in ensuring that rice is redistributed efficiently from regions where it is produced in surplus, to regions where it is in deficit. This book aims to answer two questions which have a tremendous bearing on food security. First, are rice markets in the Philippines well arbitrated across space, *ceteris paribus* (that is, given the existing state of transportation and logistics facilities)? Second, what factors prevent rice from being traded between surplus regions and deficit regions?

Existing literature is unable to provide a conclusive answer to both questions. For example, while findings have been made, which suggest that Philippine rice markets are well arbitrated across space, Figure 14 in Chapter 1 indicates significant price gaps across provinces which do not get arbitrated away across time. In the figure, each line plots the evolution of the wholesale price of regular milled rice across time in each of the different provinces in the Philippines. Compared to the observable shipping cost of less than 1 peso/kilogram, there seem to be opportunities for traders to make profits via arbitrage.

On the other hand, an influential and highly cited paper, [Allen, T. (2014). Information frictions in trade. *Econometrica*, 82 (6), 2041-2083.] argues that Philippine rice markets are not well arbitrated across space and large information frictions are responsible for preventing trade from taking place

between surplus and deficit markets. As evidence to support his claim that information frictions are tremendous in the Philippines, Allen (2014) points to the fact that about 50 % of importing provinces export rice to destinations from which they import (that is, they engage in “two-way trade”). According to Allen (2014), if we assume that prices in each province are fairly stable across the months of a year, the fact that provinces both import to and export from the same trading partners within a year must be indicative of the fact that traders are not well-informed about the prices of rice in other geographical locations. In this book, we scrutinize Allen (2014)’s claims and make findings that differ. In particular, we find empirical evidence to show that (1) within time periods shorter than a year, trade between most pairs of provinces is almost unilateral as opposed to bilateral; and that (2) differences in seasonality, coupled with the need for consumers to smooth out their consumption of rice across the months of a year, are largely responsible for causing province pairs to engage in “two-way trade”—that is, to both import to and export from the same trading partners within a year. In other words, we find that Allen (2014) may very possibly have over-estimated the importance of information frictions in preventing trade from taking place between pairs of provinces in the Philippines.

The economics of rice markets in a country cannot be separated from the historical and political processes that shaped them. This is why answering the questions that this research attempts to address requires a detailed understanding of the history, politics, and idiosyncratic mechanisms behind the workings of rice markets in the Philippines. In other words, a cross-disciplinary approach, which encompasses history, politics, economics, and field work, must be adopted, in order for the research questions to be answered adequately. As far as we are aware, this is the first piece of work in literature that endeavors to accomplish all of the above.

In order to answer our research questions, we analyze and clarify the workings of rice markets in the Philippines, from both the supply and demand side. When describing the supply side, we illuminate the roles played by farmers, wholesalers, and retailers, and explain the relationship amongst each of the different groups of suppliers. Next, we explain how history shaped the development and workings of rice markets in the Philippines, going all the way back to colonialization by the Spanish, and tracing the path of events up until the time of writing. Having accounted for the role of history of local rice markets, we next turn our attention to the political economy of rice and explain how the Filipino government has to juggle be-

tween conflicting agendas, such as the food problem and the farm problem, vis-a-vis its domestic and foreign rice trade policies. We then embark on an exploration of the transport and logistics sectors in the Philippines—sectors that have an integral role to play in shaping the way that rice is being traded across the different geographic markets in the country. Finally, we conclude the research with a description of actual field work conducted in the Philippines.

The findings of this research suggest that previous work may have overestimated the significance of information asymmetries in preventing arbitrage from taking place between rice markets in the Philippines. Our results also indicate that non-observable trade costs, including packaging, storage, and logistics costs, play a large role in obstructing the trade of rice between surplus and deficit markets. The policy recommendations are clear-cut. Better transportation, packaging, storage, and logistics facilities, which would help to reduce trade costs, are of tremendous importance in ensuring that rice markets are better integrated across space. In other words, we would expect price differentials between regions to converge closer to the observed trade costs, as the above-mentioned services improve.

Solving the puzzle that this book set out to answer has been an intellectually-stimulating quest and eye-opening experience for me. This task also helped me to deepen my appreciation for the art of cross-disciplinary analysis, as it required me to combine economic theory with political analysis, field work, and statistical research. The completion of this endeavor would not have been possible without the support and encouragement of those around me. In particular, I would like to say a huge thank you to the following people who contributed so much to the research conducted in this book.

First and foremost, I thank my two academic supervisors, Professor Yasuyuki Sawada and Professor Michal Fabinger, for taking me under their wings. I am indebted to Professor Sawada who so kindly accepted me into his study group. During the course of writing this book, he supported my participation at various conferences, constantly checked on my progress, and granted me intellectual freedom to explore novel ways of testing existing data, while at the same time demanding a high quality of work in all my endeavors. I am also indebted to Professor Fabinger for being not just a wise and extremely intellectually stimulating mentor, but also a kind and compassionate friend to me. He taught me so many things in the classroom, such as how to use the statistical software, Mathematica, and to boldly challenge work that has already been done. On top of that, he was a wonderful role

model for me, with his constant efforts to engage me with new ideas. Professor Fabinger's compassion also extends beyond the classroom. For example, he constantly encouraged me when I felt discouraged with my progress and funded my field research to Laguna province in summer 2016, where I was able to observe first hand many of the phenomena that I was studying as a researcher.

I am extremely grateful to have had the opportunity to conduct my Ph.D. research under the tutelage of these two excellent mentors. In addition, I would like to thank my thesis committee members, Professor Toru Nakaniishi and Professor Takashi Shimizu, for their guidance, helpful comments, and interest in my work. I am also very grateful to Professor Yukiko Ito for teaching me how to work with existing theoretical models and empirical data related to international trade literature, and for kindly attending my proposal and research colloquiums. Special thanks go to Professor Shujiro Urata and Professor Atsushi Kato for so kindly commenting on my research and for being my referees for the Waseda University English Academic Book Publication Support Subsidy. The publication of this book would not have been possible without the funding of the Waseda University English Academic Book Publication Support Subsidy and the Waseda University Grant for Special Research Projects.

I am also indebted to Dr. Hiroshi Ikeda from Union Press for advising me on the technical aspects related to the publication of this book and for answering my endless stream of questions ever so patiently and kindly.

Last but not least, this book would not have been possible without the support of my beloved family in Tokyo and Singapore. I thank Dad, Mom, Mable, and Abner for constantly calling to check on me, and I owe a debt of gratitude to my husband, Yusuke, for making life as a researcher so much more fun and meaningful. Words can hardly express how grateful I am for their love and unyielding support.

Contents

| | |
|--|-----|
| Preface | v |
| List of figures | xii |
| List of tables | xiv |
| List of abbreviations and acronyms | xvi |
| CHAPTER ONE Introduction and identification of the research issues | 1 |
| 1.1 Characteristic number one: Large heterogeneity in regional comparative advantage vis-a-vis the production of rice | 3 |
| 1.1.1 General geographic description of the Philippines | 3 |
| 1.1.2 Rice surplus regions | 4 |
| 1.1.3 Rice deficit regions | 8 |
| 1.2 Characteristic number two: Domestically-produced rice is much more expensive than foreign-produced rice | 17 |
| 1.2.1 Inefficient production and lack of scale economies | 19 |
| 1.2.2 Rice protectionist policies | 20 |
| 1.2.3 Large trade costs | 23 |
| 1.2.4 Why high domestic rice prices are detrimental to national food security | 24 |
| 1.3 Characteristic number three: High degree of vulnerability with regards to fluctuations in the world price of rice | 28 |
| 1.4 Characteristic number 4: Large price gaps across regional rice markets that persist across time | 32 |

| | | |
|---------------|---|-----|
| CHAPTER TWO | Significance of study and research questions | 43 |
| CHAPTER THREE | Existing literature | 47 |
| 3.1 | Survey and critical analysis of existing literature | 47 |
| 3.1.1 | Early tests of market integration | 47 |
| 3.1.2 | Baulch (1997)'s test of market integration in Philippine rice markets using observed components of transport costs | 49 |
| 3.1.3 | Allen (2014)'s model of information frictions to explain persistent price gaps across Philippine rice markets | 52 |
| 3.2 | Contribution to literature | 62 |
| CHAPTER FOUR | Detailed description of Philippine rice markets | 63 |
| 4.1 | Production | 63 |
| 4.2 | Consumption | 68 |
| 4.3 | Distribution: The vertical supply chain of rice | 72 |
| 4.3.1 | Farmers | 77 |
| 4.3.2 | Wholesalers: Rice miller traders and distributor traders | 79 |
| 4.3.3 | Retailers | 81 |
| 4.3.4 | Price markups and the possibility of collusion: How much market power do wholesalers and retailers have? | 81 |
| CHAPTER FIVE | Historical background of agricultural land tenure systems | 89 |
| 5.1 | Agricultural land ownership before and during Spanish colo- nial rule | 91 |
| 5.2 | Agricultural land ownership during American colonial rule | 93 |
| 5.3 | 1954–1955 land reform legislation | 93 |
| 5.4 | 1963 Agricultural Reform Code | 94 |
| 5.5 | Marcos land reform | 95 |
| 5.6 | Comprehensive Agrarian Reform Program (CARP) legislation under Aquino Presidency | 97 |
| 5.7 | Post CARP legislative politics | 98 |
| CHAPTER SIX | The political economy of rice | 103 |
| 6.1 | The food problem | 104 |
| 6.2 | The farm problem | 105 |
| 6.3 | Mutually conflicting policy instruments of the NFA | 106 |
| 6.4 | Chapter summary | 107 |

| | |
|--|---------|
| CHAPTER SEVEN Description and analysis of transportation and logistics sectors | 109 |
| 7.1 The logistics of inter-island rice trade | 109 |
| 7.1.1 Drying | 109 |
| 7.1.2 Packaging | 110 |
| 7.1.3 Storage | 111 |
| 7.1.4 Handling | 111 |
| 7.2 The transportation of rice in inter-island rice trade | 111 |
| 7.2.1 Overwater transport | 113 |
| 7.2.2 Overland transport | 113 |
| 7.2.3 Trucks in the Philippines | 114 |
| 7.3 Chapter summary | 115 |
| CHAPTER EIGHT Field research in Laguna province | 117 |
| 8.1 The rice distribution system in Laguna | 118 |
| 8.2 Some remarks on the model developed by Allen (2014) | 122 |
| CHAPTER NINE Conclusion | 125 |
| Appendix | 129 |
| Notes | 149 |
| References | 153 |
| Index | 163 |

List of figures

| | |
|---|----|
| Figure 1 Quantities of rice produced in million metric tons, in 1970 and 2002 | 7 |
| Figure 2 Percentage share of top 10 rice-producing provinces in 2004 | 8 |
| Figure 3 Net per capita surplus or deficit of rice (/kg) in each province in 1995 | 9 |
| Figure 4 Net per capita surplus or deficit of rice (/kg) in each province in 1999 | 10 |
| Figure 5 Net per capita surplus or deficit of rice (/kg) in each province in 2008 | 11 |
| Figure 6 Net per capita surplus or deficit of rice (/kg) in each province in 2012 | 12 |
| Figure 7 Rice self-sufficiency rate in different regions within Mindanao, 1990–2009 | 15 |
| Figure 8 Domestic rice supply by quarter in 2012 | 16 |
| Figure 9 Rice prices in regional centers within the Philippines versus international rice prices, between 2006 and 2015 | 17 |
| Figure 10 Trends in per capita rice consumption in selected Asian countries, 1961–2009 | 26 |
| Figure 11 Production and consumption of milled rice in the Philippines, 1972–2012 | 27 |
| Figure 12 Wholesale price of regular milled rice in Region VII and Region VI, 2008–2015 | 35 |
| Figure 13 Wholesale price of regular milled rice in Camiguin and Occidental Mindoro | 35 |
| Figure 14 Evolution of rice prices in provinces across time | 36 |

Figure 15 Fraction of exports sent to locations imported from, 1995–200954

Figure 16 Bar chart of trade flow unidirectionality index between pairs of provinces, 1995–200956

Figure 17 Quarterly (per capita) harvest of rice in two-way-trading province pairs, 200057

Figure 18 Relationship between overwater distances measured in pixels and freight costs estimated by Allen (2014).....61

Figure 19 Area harvested to paddy rice between 1970 and 201063

Figure 20 Paddy rice production between 1970 and 2010.....64

Figure 21 Paddy rice production and intensity of ENSO between 1980 and 200465

Figure 22 Yield of paddy in selected Asian countries, in 2000 and 2009...66

Figure 23 Philippines’ rice import dependency and sufficiency ratios, 1990–2010.....67

Figure 24 Rice consumption by region/million metric tons, 1970–2002 ...70

Figure 25 Time series plot of various indicators of supply, demand, and stock inventories, between 1992–199571

Figure 26 Flow of rice in vertical supply chain of rice.....73

Figure 27 Hierarchical relationship between agents in vertical supply chain of rice.....75

Figure 28 Distribution channels of rice in Nueva Ecija province.....76

Figure 29 Percentage of landless labor out of total labor use for rice production.....78

Figure 30 Farm gate prices in provinces, January 2006–December 2014..82

Figure 31 Wholesale prices in provinces, January 2006–December 2014.83

Figure 32 Retail prices in provinces, January 2006–December 201483

Figure 33 Gross marketing margins in the Philippines and Thailand.....85

Figure 34 The three main trunk lines of the Philippines Nautical Highway System114

Figure 35 The rice distribution system in Laguna118

Figure 36 Goodness of fit of Allen (2014)’s model, based on assumptions of perfect information versus assumptions of information frictions.....124

List of tables

| | | |
|----------|--|----|
| Table 1 | Regions and island groups in the Philippines | 4 |
| Table 2 | Regions and provinces belonging to each region..... | 5 |
| Table 3 | Changing distribution of operational farm size in the Philippines and Thailand..... | 20 |
| Table 4 | Size distribution of operational holdings of paddy fields in East Laguna Village, 1966–1995 | 21 |
| Table 5 | Share of top exporting and importing countries in the world market, 2004–2008..... | 29 |
| Table 6 | Total rice consumption, total rice imports, and imports as a percentage of consumption, in Asia and the world | 33 |
| Table 7 | Basic freight rates (PHP)..... | 37 |
| Table 8 | Wharfage charges levied by major governing authorities (PHP/metric ton) | 37 |
| Table 9 | Cargo handling charges (PHP/metric ton) | 38 |
| Table 10 | Observable freight rates between Region III and NCR | 40 |
| Table 11 | Observable freight rates between Region VI and VII | 41 |
| Table 12 | Baulch (1997)’s estimated regime probabilities for Philippine rice markets..... | 51 |
| Table 13 | Results of empirical analysis on the average percentage of production and consumption subject to idiosyncratic shocks | 60 |
| Table 14 | Relationship between shipping distance and quantity of rice traded..... | 62 |
| Table 15 | Per capita rice consumption by region, in 1999–2000 and 2008–2009..... | 69 |
| Table 16 | Gross marketing margins and marketing costs by function, | |

| | |
|--|-----|
| Nueva Ecija to Manila (Philippines) and Suphan Buri to Bangkok (Thailand)..... | 87 |
| Table 17 Nominal Protection Rates (NPRs) of rice in the Philippines, 1970–1998..... | 105 |
| Table 18 Differential gross marketing margins (GMMs) and marketing costs, by function, in PHP/kg of milled rice | 112 |

List of abbreviations and acronyms

| | |
|----------|--|
| ARCs | Agrarian Reform Communities |
| ARMM | Autonomous Region in Muslim Mindanao |
| BAS | Bureau of Agricultural Statistics |
| CAR | Cordillera Administrative Region |
| CARL | Comprehensive Agrarian Reform Law |
| CARP | Comprehensive Agrarian Reform Program |
| DAR | Department of Agrarian Reform |
| DOMSTAT | Domestic Trade Statistics System |
| ENSO | El Niño Southern Oscillation |
| FAO | Food and Agricultural Organization |
| FIES | Family Income and Expenditures Survey |
| IRRI | International Rice Research Institute |
| NCR | National Capital Region |
| NFA | National Food Authority |
| NPRs | Nominal Protection Rates |
| NSO | National Statistics Office of the Philippines |
| PhilFSIS | Philippine Food Security Information System |
| PPA | Philippines Port Authority |
| PRRI | Philippine Rice Research Institute |
| Ro-Ro | roll-on-roll-off |
| SEARCA | Southeast Asian Regional Center |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| USDA | US Department of Agriculture |

CHAPTER ONE

Introduction and identification of the research issues

In the northern island of Luzon of the Philippine archipelago lies a vast and expansive range of highlands—the Philippine Cordillera mountain range. Over the past 2,000 years, rice has been cultivated on terraces following the shape of the mountain contours, creating a landscape of such breathtaking beauty that these rice terraces have been given a place amongst the other beautiful landscapes comprising the UNESCO (United Nations Educational, Scientific and Cultural Organization) World Heritage List. Immediately south of the Cordillera mountain range lies the Central Luzon region, a vast expanse of low-lying plains made up of alluvial soil which makes the land there extremely fertile in the cultivation of rice. For this reason, Central Luzon produces three-quarters of the country's total rice harvest and is known as the traditional rice granary of the Philippines.

Not all regions in the Philippine archipelago, however, enjoy such a comparative advantage vis-a-vis the production of rice. Consider Cotabato province of the Soccsksargen region, for example. It was a scorching day, and people in Cotabato province were famished after months of prolonged drought had destroyed almost all the crops their farmers had managed to produce for the current planting season. On Sunday, March 27, 2016, thousands of farmers and their families in 7 municipalities of Cotabato province—Arakan, Antipas, President Roxas, Magpit, Makilala, Mlang, and Tulunan—leaped onto trucks bound for Kidapawan City, the capital of Cotabato. They were fervent in their anger and disappointment over the government's lack of action in seeking to alleviate the famine they were faced with. If the government was to remain indifferent about this dire situation, they must gather at Kidapawan City to rally for the attention of the

authorities, or so they thought. They would block highways leading into Kidapawan City until the government acceded to their requests for 15,000 sacks of rice to feed their starving families. Victor Lumundang, a young lad of 18 from Antipas, was one of them. His mother, Germa Lumundang begged him to stay, but he left her with the words “Ma if I go, I might bring home rice.” His family of 6 was desperate for food, after barely managing to survive on scavenged taro and greens for the past few months.

On the morning of Friday, April 1, 2016, just a few minutes before ten, a loudspeaker blared in Kidapawan City. “Clear the highway, or there will be legal consequences”, said the chief of police. The 4,000 odd protestors, amongst which Victor Lumundang stood, were adamant and refused to budge. “Tell the governor we are hungry. Tell the governor we will not go,” they chanted. Gun shots rang. Three were killed. About a hundred were injured. Unfortunately, Victor was embroiled in the bloodshed.

Several hours later, Germa Lumundang watched over her son at the Midway Hospital in Kidapawan City. She was told that 3 bullets had penetrated his upper thighs—two on the left and one on the right; and that another had ripped past his throat. “I can’t talk to him anymore,” said Germa. “When I got here, he didn’t have a voice anymore. It’s hard for him to talk. If he wants something from us, he’ll gesture instead. If something hurts somewhere, he’ll signal to us where.” All her son wanted, Germa said, was to bring home rice.¹

The sharp contrast between Luzon and Cotabato highlights the large degree of heterogeneity in the suitability for rice cultivation across the different geographical regions of the Philippines. It also shows how important the redistribution of rice from rice-surplus to rice-deficit areas within the country is for national food security. This research aims to answer the following questions. First, are rice markets in the Philippines well arbitrated across geographical space? Second, what exactly are the economic factors which make it difficult for rice to be redistributed from the surplus to the deficit areas, in the most economically efficient way?

The economics of why rice-deficit areas do not receive sufficient quantities of rice imports cannot be divorced from the politics of why this is so. Since economics and politics tend to be heavily intertwined, we shall approach the research questions by considering both the economic and political backgrounds of rice markets in the Philippines. Having said that, the primary focus of this research is economics-based, and our main concern is to contribute to the economic literature on spatial market integration within

developing nations. The potential for the study of economics to help in enhancing food security involves analyzing the extent by which the prices of food staples are well arbitrated across geographically distinct markets within a country. This is because the prices of staples serve as an indicator of the degree by which each regional market has a surplus or deficit of the good. Further, a lack of arbitrage across regional markets may suggest the presence of market inefficiencies, and it is the duty of the economist to discover what the causes of these inefficiencies are. In the following sections of this introductory chapter, we shall consider several features that characterize the national market for rice within the Philippines. The primary motivating force behind this book is to evaluate the efficiency of arbitrage between rice surplus and rice-deficit markets and to identify the major obstacles which prevent more trade from taking place between them. This is a task which should be attempted only after having fully understood the characteristics of the national market for rice.

1.1 Characteristic number one: Large heterogeneity in regional comparative advantage vis-a-vis the production of rice

1.1.1 General geographic description of the Philippines

As we saw in the section above, the unique geographic composition of the Philippines results in a great deal of heterogeneity in each region's suitability for rice cultivation. Since the main focus of this book is on the spatial market integration of rice, it is apt that we begin the study with a thorough understanding of the geographic makeup of the country.

The Philippines consists of three main island groups, namely Luzon, the Visayas, and Mindanao. Each island group is organized into several regions for administrative purposes. Luzon consists of Regions I to V, CAR (i.e., the Cordillera Administrative Region) and NCR (i.e., the National Capital Region). The Visayas consists of Regions VI to VIII and XVIII. Mindanao consists of Regions IX to XIII and ARMM (the Autonomous Region in Muslim Mindanao).

Table 1 summarizes the 18 regions in the Philippines and the island group each of them belongs to, and Table 2 lists the provinces which comprise each region.

Luzon and Mindanao are by themselves large islands, whereas the Visayas is a group of many islands situated somewhere in-between Luzon and

Table 1 Regions and island groups in the Philippines

| Region | Island group | Area | Population |
|---|--------------|---------------------------|------------|
| National Capital Region (NCR) | Luzon | 611.39 km ² | 12,877,253 |
| Ilocos Region (Region I) | Luzon | 13,012.60 km ² | 5,026,128 |
| Cordillera Administrative Region (CAR) | Luzon | 19,422.03 km ² | 1,722,006 |
| Cagayan Valley (Region II) | Luzon | 28,228.83 km ² | 3,451,410 |
| Central Luzon (Region III) | Luzon | 22,014.63 km ² | 11,218,177 |
| Calabarzon (Region IV-A) | Luzon | 16,873.31 km ² | 14,414,774 |
| Mimaropa (Region IV-B) | Luzon | 29,620.90 km ² | 2,963,360 |
| Bicol Region (Region V) | Luzon | 18,155.82 km ² | 5,796,989 |
| Western Visayas (Region VI) | Visayas | 12,828.97 km ² | 4,477,247 |
| Negros Island Region (Region XVIII) | Visayas | 13,350.74 km ² | 4,414,131 |
| Central Visayas (Region VII) | Visayas | 10,102.16 km ² | 6,041,903 |
| Eastern Visayas (Region VIII) | Visayas | 23,251.10 km ² | 4,440,150 |
| Zamboanga Peninsula (Region IX) | Mindanao | 17,056.73 km ² | 3,629,783 |
| Northern Mindanao (Region X) | Mindanao | 20,496.02 km ² | 4,689,302 |
| Davao Region (Region XI) | Mindanao | 20,357.42 km ² | 4,893,318 |
| Soccsksargen (Region XII) | Mindanao | 22,513.30 km ² | 4,545,276 |
| Caraga (Region XIII) | Mindanao | 21,478.35 km ² | 2,596,709 |
| Autonomous Region in Muslim Mindanao (ARMM) | Mindanao | 12,525.79 km ² | 3,781,387 |

Source: Highlights of the Philippine Population 2015 Census. Philippine Statistics Authority. Retrieved October 9, 2016, from [<https://www.psa.gov.ph/content/highlights-philippine-population-2015-census-population>].

Mindanao. The insular chain of islands spans approximately 2,500 kilometers from north to south and 1,000 kilometers from west to east. There are altogether 7,100 islands of heterogeneous size in all and highlands account for more than 65 percent of this total area. These highlands are complemented by extensive alluvial lowlands mainly concentrated in the larger islands of Luzon, Mindanao, Negros, and Panay.

1.1.2 Rice surplus regions

The Luzon island group is the largest in size, with a total land area of 140,039 square kilometers. It accounts for 46.7 percent of the total national land area. (Bureau of the Census and Statistics, 1968). It is within Luzon

Table 2 Regions and provinces belonging to each region

| Region | Provinces |
|---|---|
| National Capital Region (NCR) | |
| Ilocos Region (Region I) | Ilocos Norte, Ilocos Sur, La Union, Pangasinan |
| Cordillera Administrative Region (CAR) | Abra, Apayao, Benguet, Ifugao, Kalinga, Mountain Province |
| Cagayan Valley (Region II) | Batanes, Cagayan, Isabela, Nueva Vizcaya, Quirino |
| Central Luzon (Region III) | Aurora, Bataan, Bulacan, Nueva Ecija, Pampanga, Tarlac, Zambales |
| Calabarzon (Region IV-A) | Batangas, Cavite, Laguna, Quezon, Rizal |
| Mimaropa (Region IV-B) | Marinduque, Occidental Mindoro, Oriental Mindoro, Palawan, Romblon |
| Bicol Region (Region V) | Albay, Camarines Norte, Camarines Sur, Catanduanes, Masbate, Sorsogon |
| Western Visayas (Region VI) | Aklan, Antique, Capiz, Guimaras, Iloilo |
| Negros Island Region (Region XVIII) | Negros Occidental, Negros Oriental |
| Central Visayas (Region VII) | Bohol, Cebu, Siquijor |
| Eastern Visayas (Region VIII) | Biliran, Eastern Samar, Leyte, Northern Samar, Samar, Southern Leyte |
| Zamboanga Peninsula (Region IX) | Zamboanga del Norte, Zamboanga del Sur, Zamboanga Sibugay |
| Northern Mindanao (Region X) | Bukidnon, Camiguin, Lanao del Norte, Misamis Occidental, Misamis Oriental |
| Davao Region (Region XI) | Compostela Valley, Davao del Norte, Davao del Sur, Davao Occidental, Davao Oriental |
| Soccsksargen (Region XII) | Cotabato, Sarangani, South Cotabato, Sultan Kudarat |
| Caraga (Region XIII) | Agusan del Norte, Agusan del Sur, Dinagat Islands, Surigao del Norte, Surigao del Sur |
| Autonomous Region in Muslim Mindanao (ARMM) | Basilan, Lanao del Sur, Maguindanao, Sulu, Tawi-Tawi |

Source: List of Provinces. Philippine Statistics Authority, Philippines Standard Geographic Code Interactive. Retrieved October 9, 2016, from [<http://nap.psa.gov.ph/activestats/psgc/listprov.asp>].

that Central Luzon, or Region III, is located. With a total land area of 18,231 square kilometers, a large proportion of which is comprised of a massive expanse of alluvial plains, Central Luzon is the largest rice surplus region of the nation. On average, the region supplies more than a third of the country's total rice crops, and exports approximately two-fifths of its rice supplies to the major rice-deficit areas in the other parts of the Philippines such as the highly populous Rizal province and the National Capital Region (NCR). For this reason, Central Luzon is known as the traditional rice granary, or rice basin, of the Philippines. Its alluvial soil gives it a large comparative advantage in rice cultivation, which is the main occupation of its inhabitants. Amongst its six provinces—Bulacan, Nueva Ecija, Pampanga, Tarlac, Bataan, and Zambales—Nueva Ecija is the largest and produces the most rice. With a land area of 550,718 hectares, the province boasts the highest yields in the Philippines, with yields in the dry-season averaging 4.6 tons per hectare and wet-season yields averaging 3.8 tons per hectare on irrigated farms (Dawe eds., n.d.). According to the BAS-PhilRice survey, an irrigated rice farmer typically cultivates rice on 94 % of his farm land (3.16 hectares), and other crops on the remaining 6 % (0.19 hectare) (PhilRice-BAS, 2004). The average per capita consumption of rice in the province of Nueva Ecija is 120 kilograms a year. In order to feed a family of five at this average level of consumption, a typical irrigated rice farm only needs 0.23 hectares of paddy cropped once per year. This means that 93% of irrigated farmland is surplus to a rice farming family's consumption needs, in this province (Dawe eds., n.d.).

Apart from Central Luzon (Region III), other major rice-producing regions are Western Visayas (Region VI), Cagayan Valley (Region II), Ilocos Region (Region I), and Soccsksargen (Region XII) (Philippine Food and Nutrition Security Atlas, 2012). According to a study conducted by the Department of Agriculture at the Philippines Bureau of Agricultural Statistics (BAS), Central Luzon contributed 16.3 % of the gross national supply of rice in 2002, followed closely by Western Visayas which contributed 13.1 % of the gross national supply, and Cagayan Valley which contributed 12.9 % (Intal Jr. et al., 2008). Figure 1 reflects the quantities of rice produced by each region in 1970 and 2002.

At the provincial level, Nueva Ecija in Central Luzon, Iloilo in Western Visayas, and Isabela in Cagayan Valley supplied the largest proportion of rice in the Philippines in 2012 (BAS, 2012). Other rice-surplus provinces include Ilocos Norte, Occidental Mindoro, Oriental Mindoro, Negros Oc-

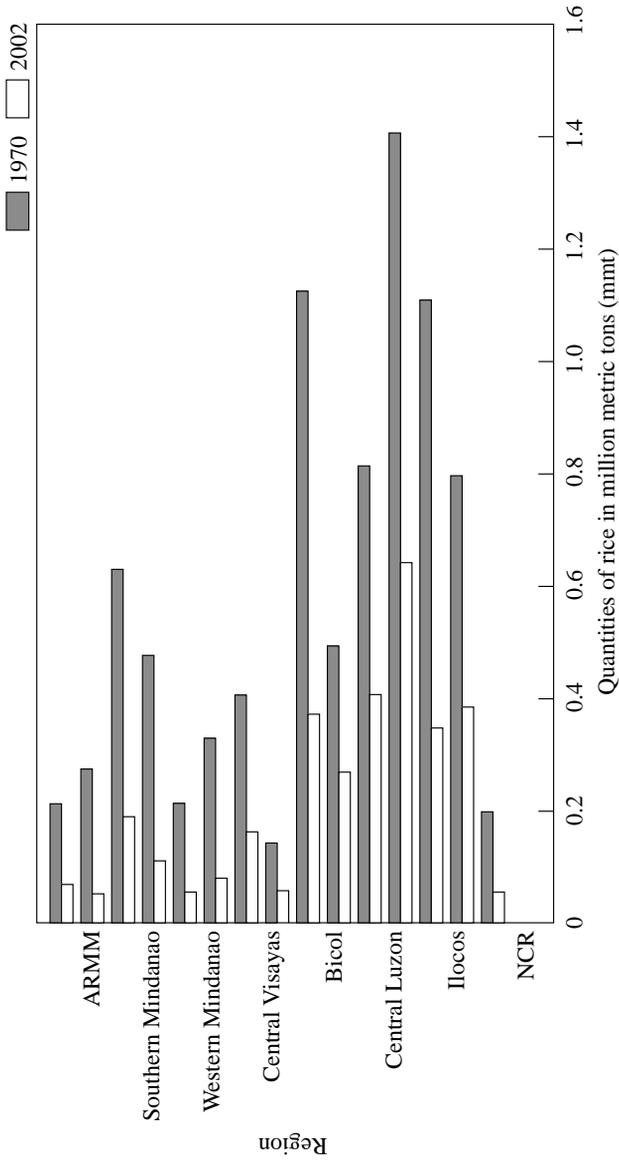


Figure 1 Quantities of rice produced in million metric tons, in 1970 and 2002
Source: Created by the author based on Intal Jr. et al., 2008.

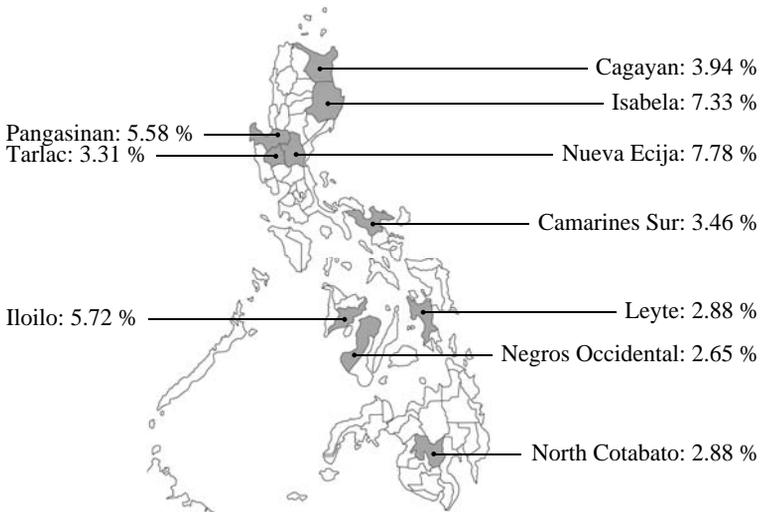


Figure 2 Percentage share of top 10 rice-producing provinces in 2004

Source: Created by the author based on Reyes et al. (2005).

cidental, Southern Leyte, Davao del Norte, Davao del Sur, Agusan del Sur, and Surigao del Sur (Picana, 2012 and Cerrero et al., 2013). Figure 2 indicates the contribution of the top 10 rice-producing provinces in 2004 to aggregate national rice supply.

1.1.3 Rice-deficit regions

In sharp contrast to the rice surplus situation in the above-mentioned regions, there are regions that suffer from a severe lack of rice for consumption, due to infertile soils and a lack of comparative advantage in rice cultivation. Studies conducted by Llanto et al. (2012) and Cerrero et al. (2013) identify the highly populous Rizal province (in Calabarzon (Region IV-A)) and the National Capital Region (NCR) as large deficit areas. According to Llanto et al. (2012), the NCR does not produce any rice but depends entirely on foreign imports and imports from its surrounding regions, such as Visayas and Mindanao, to feed its population.

Figures 3–6 are bar graphs showing the (per capita) net surplus of rice in different provinces in the Philippines, in years 1995, 1999, 2008, and 2012, respectively. They were created by this author, based on data extracted from the BAS on the annual production of rice and the annual per capita

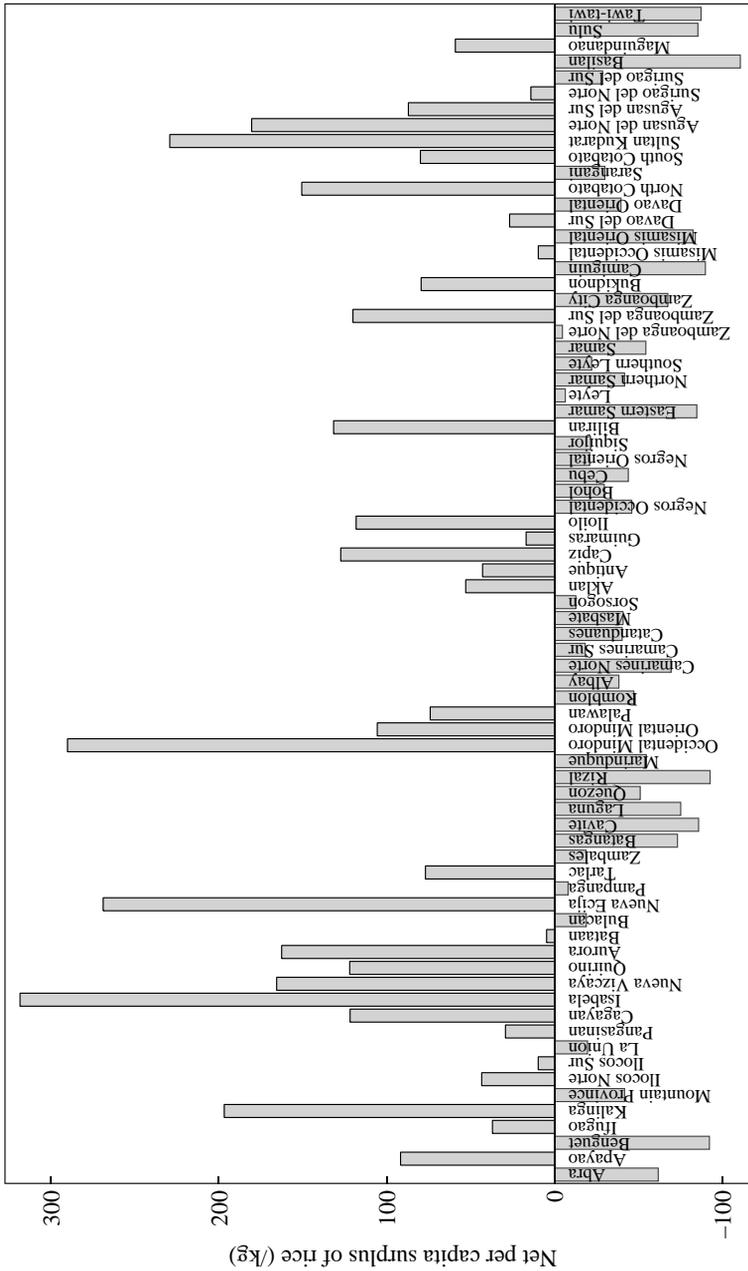


Figure 3 Net per capita surplus or deficit of rice (kg) in each province in 1995

Note: Net surpluses are measured in per kilogram terms.

Source: Created by the author based on production statistics from the BAS on the annual production of rice and the annual per capita production of rice, and population statistics provided by the Philippine Statistics Authority.

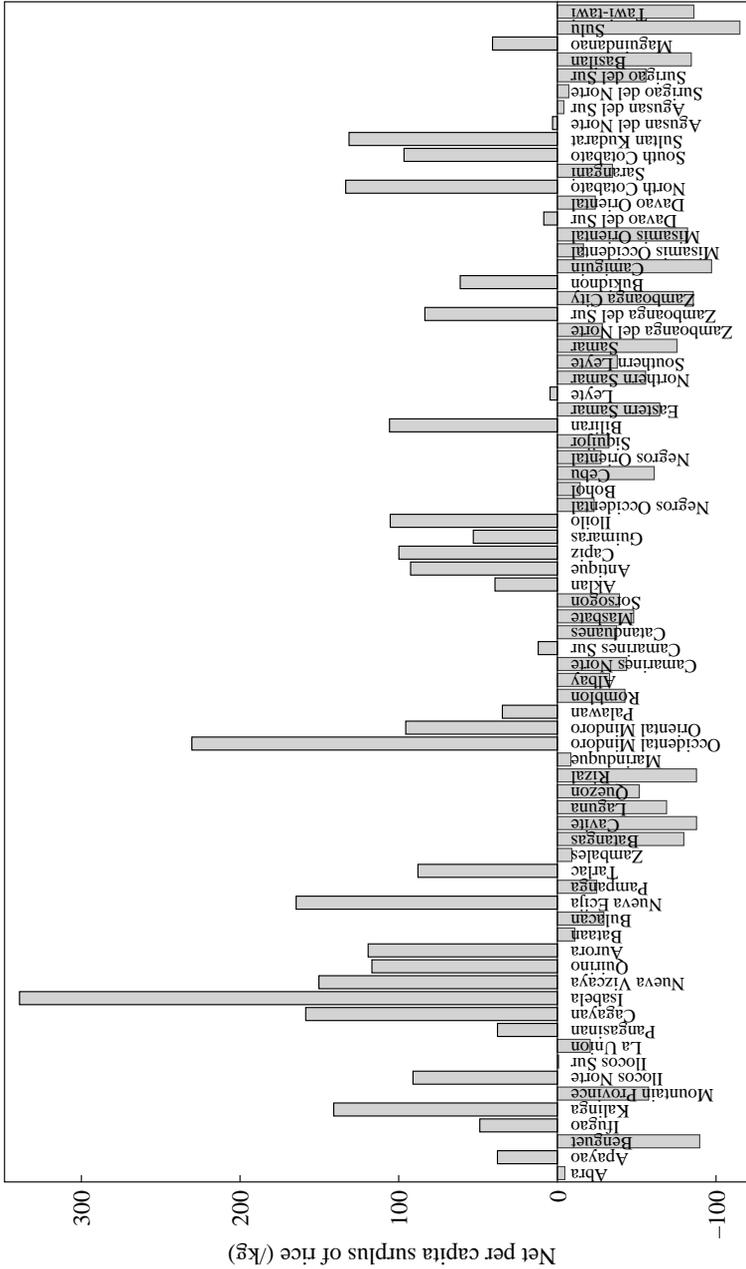


Figure 4 Net per capita surplus or deficit of rice (kg) in each province in 1999

Note: Net surpluses are measured in per kilogram terms.

Source: Created by the author based on production statistics from the BAS on the annual production of rice and the annual per capita production of rice, and population statistics provided by the Philippine Statistics Authority.

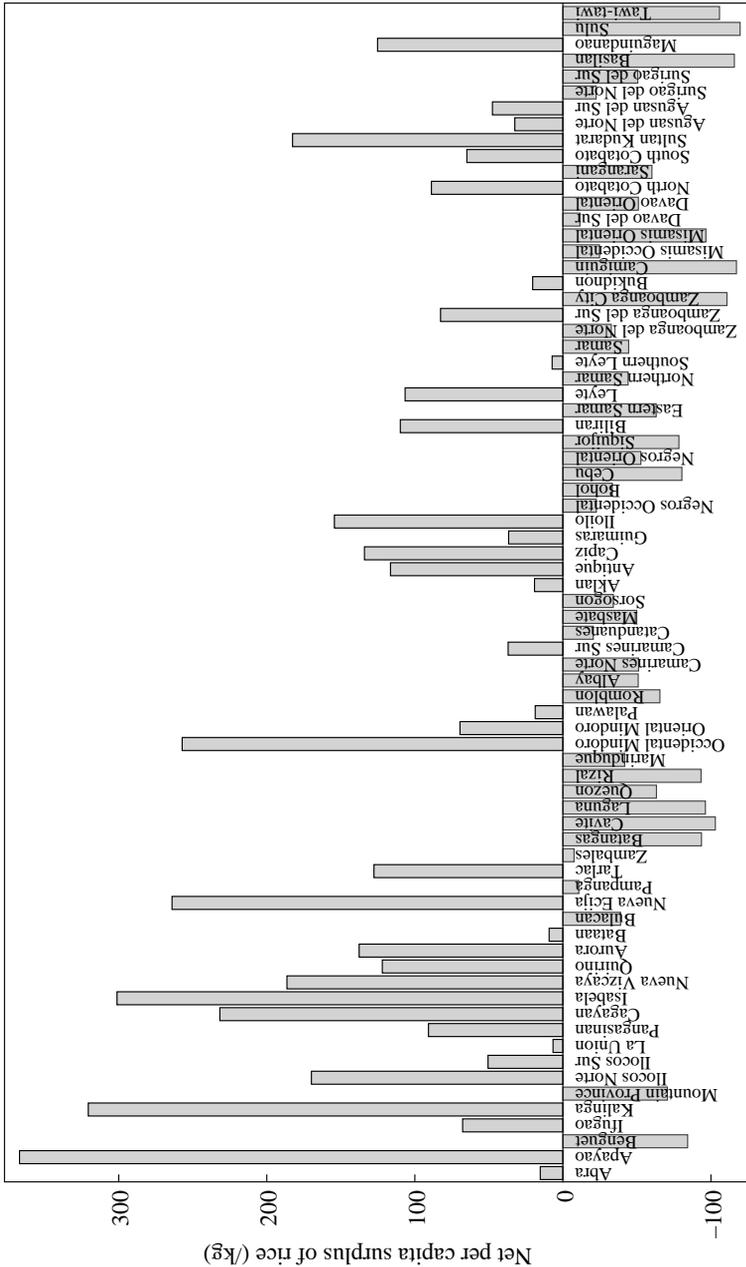


Figure 5 Net per capita surplus or deficit of rice (kg) in each province in 2008

Note: Net surpluses are measured in per kilogram terms.

Source: Created by the author based on production statistics from the BAS on the annual production of rice and the annual per capita production of rice, and population statistics provided by the Philippine Statistics Authority.

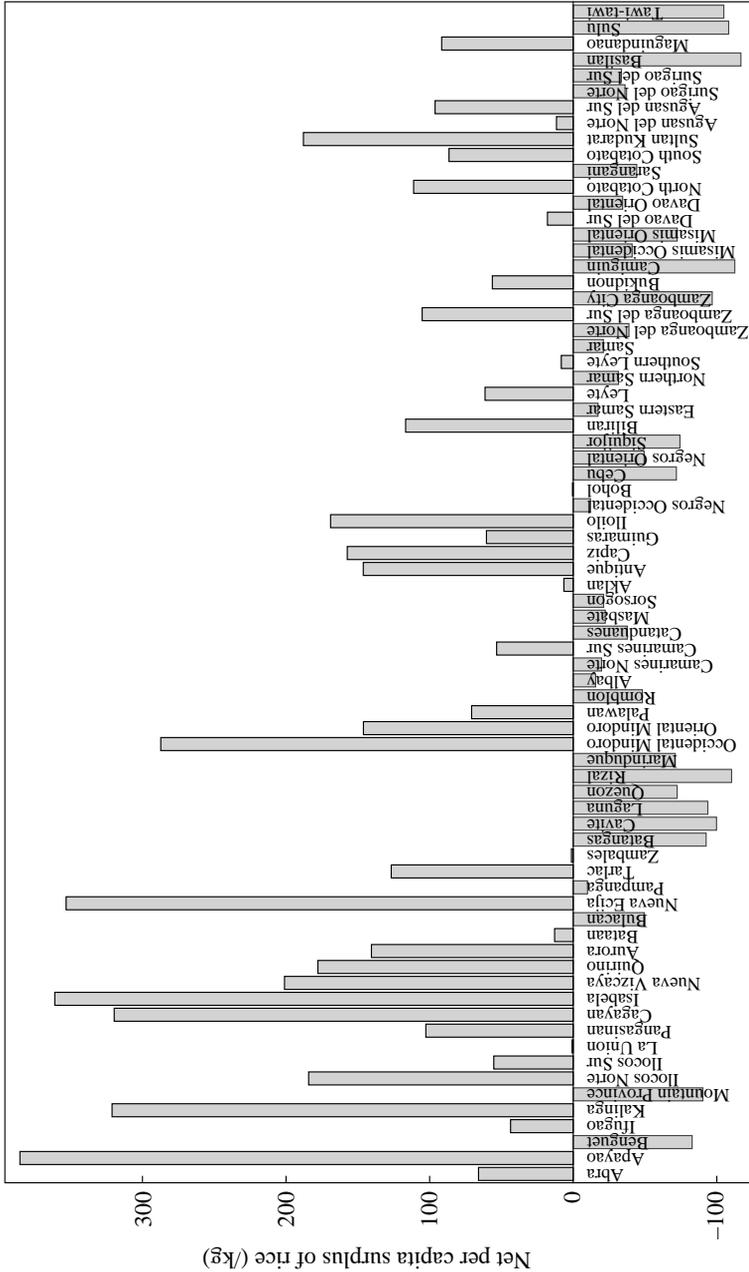


Figure 6 Net per capita surplus or deficit of rice (/kg) in each province in 2012

Note: Net surpluses are measured in per kilogram terms.

Source: Created by the author based on production statistics from the BAS on the annual production of rice and the annual per capita production of rice, and population statistics provided by the Philippine Statistics Authority.

production of rice. Data on the gross annual provincial production of rice is provided by the BAS in metric tons. We multiply these figures by a constant conversion factor of 0.58, in order to account for the amount of weight that is lost when wet paddy gets converted into milled rice. This conversion factor (of 0.58) is based on the findings of Hayami et al. (1999). We then deflate the gross annual production of milled rice by each province's population in the respective year and subtract from this the province's per capita level of rice consumption, in order to derive our estimates for the per capita net surplus of rice in each province. By looking at these figures, we can glean that the amount of surplus or deficit in each province hardly changes over time. This suggests that geography and natural comparative advantage have a large role to play in contributing to the amount of rice available for consumption at the provincial or regional level.

While geographical landscapes such as mountains and infertile soils cause certain regions to be naturally disadvantaged with respects to rice cultivation, temporary adverse shocks to production may worsen rice-deficits or turn surpluses into deficits overnight. In other words, location-specific rice supplies are often uncertain, because the Philippines lies on the earthquake belt in the Asian Pacific region and is also vulnerable to typhoons, flash floods, and droughts. A good example of how adverse weather shocks have had a heterogeneous impact on the supply of rice in different markets would be the effect of the El Niño—complex weather patterns resulting from variations in ocean temperatures—on Mindanao. This group of islands is extremely vulnerable to the impacts of El Niño because of its proximity to the equator. Since rice supplies are heavily determined by the amount of rainfall, it is easy to see how the ENSO has affected rice supplies in different markets across geographical space to a different extent.

Closely related to the problem of rice-deficiency, and perhaps, even more, a matter of grave concern, is the problem of a loss of self-sufficiency in formerly rice-surplus areas. A representative example of a region which has experienced a severe loss of self-sufficiency would be Soccsksargen (Region XII), where the April 2016 rice riot mentioned in the introduction of this paper took place. Soccsksargen is located in Mindanao, an island group which has traditionally been perceived as a major source of cereals and grains, second to Central Luzon (Gloria-Pelicano et al., 2013). The region's status as a rice-surplus area is now under question, however, because of the problem of crop shifting and a loss of self-sufficiency with regards to rice production.

In fact, the recent decrease in rice production within Mindanao is only one side of the story leading to the island group's loss of self-sufficiency. This is because the demand for rice has also been increasing across all the regions and provinces of this island group. Amongst the regions of Mindanao, the Autonomous Region in Muslim Mindanao (ARMM) experienced the most pronounced surge in rice demand, due to its burgeoning population.

Figure 7, which was created by Emelie Gloria-Pelicano et al. (2013), plots the rice self-sufficiency ratio of different regions in Mindanao, from 1990 to 2009. Given that a 100 % self-sufficiency ratio means that a region produces just enough to meet its gross demand for rice, the figure shows that apart from Soccsksargen (Region XII), all the other regions in Mindanao failed to achieve rice self-sufficiency. Amongst these, the Davao region experienced the largest rice deficit. Emelie Gloria-Pelicano et al. (2013) observe that the area dedicated to rice production in Davao decreased from 108,374 hectares in 2005 to 97,487 hectares in 2007. They also note that the region is currently reliant on foreign imports of rice to meet its gross consumption demands for the staple.

In fact, even though Figure 7 shows that self-sufficiency was achieved in Soccsksargen, it is questionable whether this is always the case, since Soccsksargen was the very venue where the April 1, 2016 rice riots took place. The region has also witnessed several other rice riots in the past. For instance, in 1998, more than 5,000 farmers barricaded the Kidapawan national highway leading to a National Food Authority (NFA) warehouse, demanding seedlings and two sacks of rice per family; and in 2008, over 2,000 farmers in Kidapawan took to the streets to object the decline in the supply of cheap rice.²

To this end, we observe that there is a large degree of heterogeneity with respects to the different geographical locations' comparative advantage in rice production, within the Philippines. For example, Figure 8, which was taken from the Philippine Food Security Information System (PhilFSIS)'s website, depicts large differences in the amount of quarterly rice supply in 2012, across the different provinces of the nation. Rice deficit regions suffer from a lack of rice due to three main reasons. First, they may be naturally disadvantaged in the production of rice due to traditional geographical reasons. Second, their geographical locations may cause them to be particularly vulnerable to adverse shocks to rice production. Third, they may have experienced crop shifting and therefore a decline in rice output (on the supply side of the equation), coupled with a rapid growth in population (on the de-

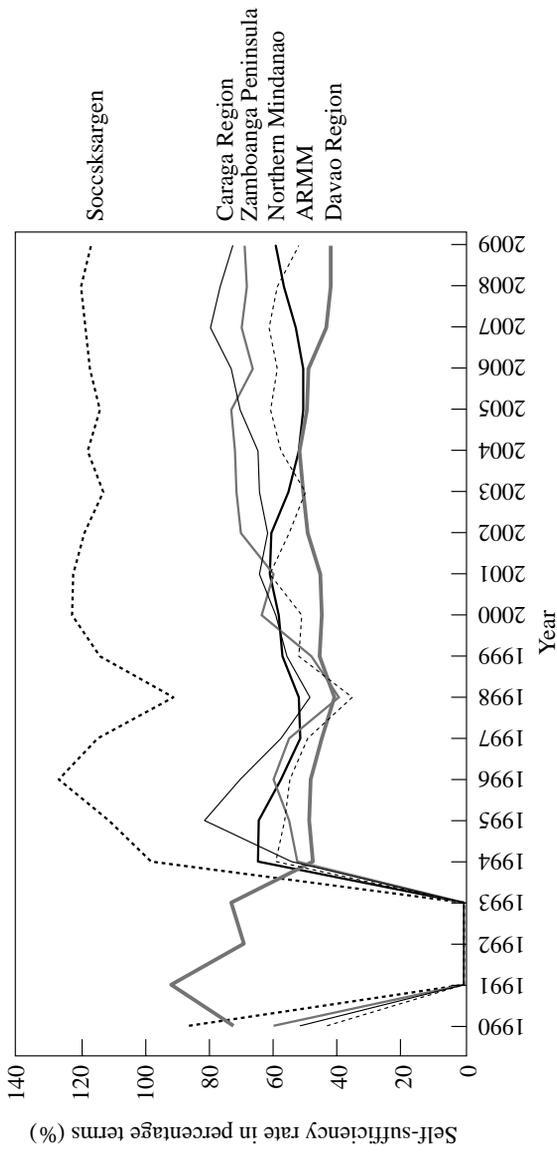


Figure 7 Rice self-sufficiency rate in different regions within Mindanao, 1990–2009

Note: Data on the rice self-sufficiency rate seems to be missing between the years 1991 and 1993.

Source: Created by the author based on Gloria-Pelicano et al. (2013).

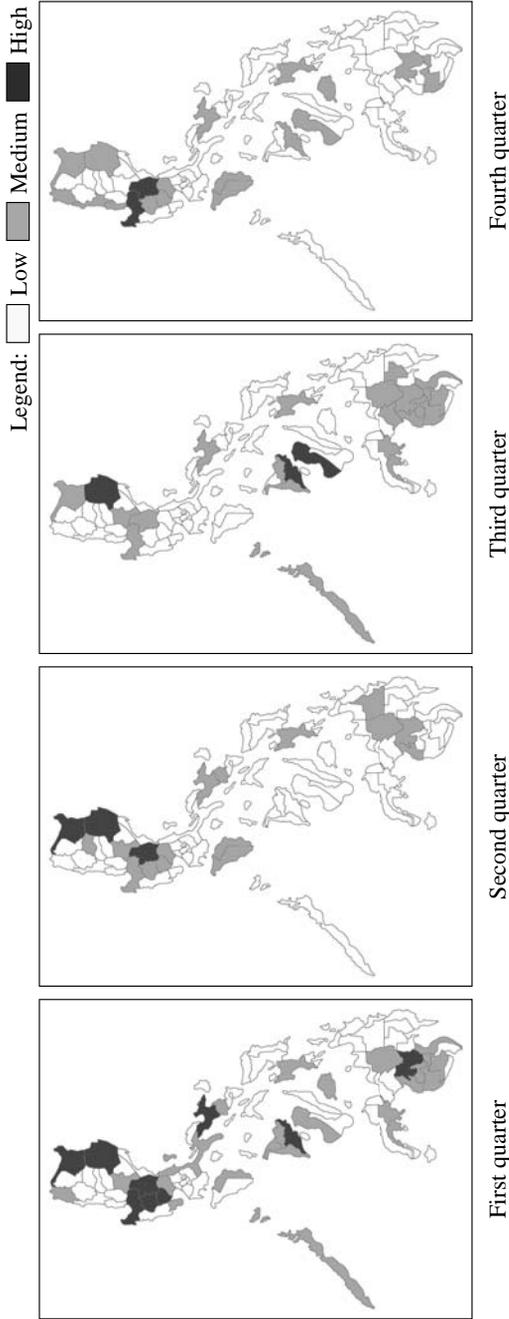


Figure 8 Domestic rice supply by quarter in 2012

Source: Created by the author based on Price and market watch: Rice Sufficiency. Philippine Statistics Authority, Philippine Food Security Information System. Retrieved July 8, 2016, from [<http://philifs.psa.gov.ph/index.php/id/22>].

mand side of the equation). A major motivating factor behind this paper is to contribute to improving the economic efficiency in the redistribution of rice from areas where it is in surplus, to areas where it is in deficit.

1.2 Characteristic number two: Domestically-produced rice is much more expensive than foreign-produced rice

The second characteristic of rice markets in the Philippines has to do with the fact that domestic rice prices are significantly higher than rice prices in the international market for rice. Each gray dotted line in Figure 9 below traces the wholesale price of regular milled rice in a particular regional center in the Philippines across time, while the white dotted line traces the export price of 100 % broken second-grade (milled) rice produced in Thailand across time. Price data on domestic prices within the Philippines was

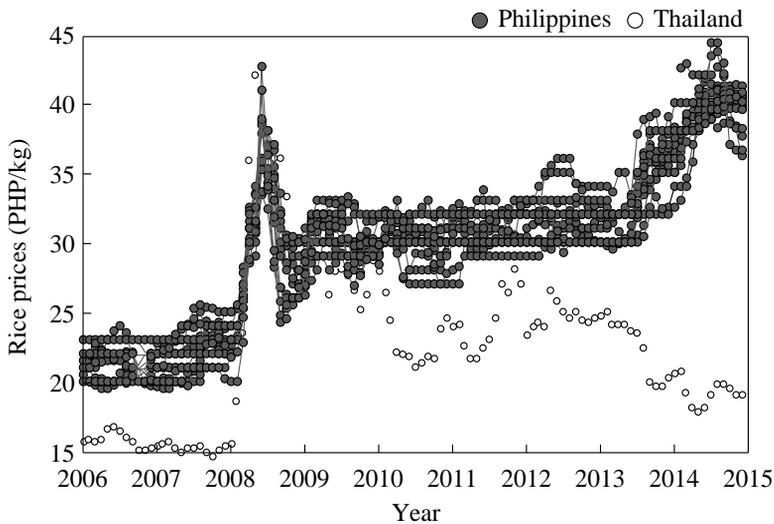


Figure 9 Rice prices in regional centers within the Philippines versus international rice prices, between 2006 and 2015

Notes: Each gray dotted line represents rice prices within a particular regional center in the Philippines, while the white dotted line represents the price of Thai white (100 % broken second grade) rice in the international rice market. The horizontal axis plots the year, and the vertical axis the price of rice in PHP/kg.

Source: Created by the author based on domestic prices within the Philippines provided by the BAS, and data on Thai rice prices provided by the Food and Agricultural Organization (FAO).

obtained from the BAS website, while export price data on Thai rice was obtained from the Food and Agricultural Organization (FAO) website which provides time series data on monthly rice export prices from major origins. The latter was converted into Philippine pesos (PHP) per kilogram by the author, using the exchange rate at each relevant point in time.

The comparison between domestic rice prices and foreign rice prices is striking, because it shows us how much more expensive domestically produced rice within the Philippines is, as compared to rice produced in Thailand—a major source of foreign imports to the Philippines. Further, while Thai rice was already significantly cheaper than domestically produced rice at the beginning of the time series in 2006, we observe a further widening of the price gap between these two sources of rice towards the end of the time series. In 2015, for example, we see domestic rice prices in some regional centers that are about 2–3 times more expensive than Thai rice! Figure 9 agrees with the observations made in previous studies, such as that of Regalado (2000), who wrote that imported rice was priced at 10.75 PHP/kg in 1995, which was less than half the price of domestically-produced rice which was priced at PHP 24/kg in the same year. This is echoed by Intal Jr. et al. (2008), who note that even though import volumes exceeded the minimum access quota³ by a large margin—thus resulting in very high tariff rates being imposed on foreign rice imports—imported rice was still substantially cheaper than domestically produced rice in most years.

Why are rice prices within the Philippines so much higher than world rice prices? There are three main reasons contributing to the exorbitant domestic rice prices, and they are as follows:

- Historical land tenure systems that created a situation where a large percentage of farms operate at very small scales, even today. This makes it almost impossible for rice producers to reap economies of scale.
- Protectionist policies adopted by the Filipino government.
- Excessively high trade costs, that make it more costly for deficit regions to import rice from surplus regions within the nation, than to import rice from abroad. This is the major concern of this book, as the analysis here aims to understand the nature of the high trade costs within the Philippines, and to provide feasible policy recommendations with regards to solving this problem.

Having said so, it is important to note that the first and second reasons are not

standalone factors. A lack of economies of scale, or the presence of protectionist policies, cannot explain why domestic rice prices are significantly higher than international rice prices unless combined with each other or combined with the fact that domestic trade costs are very high (i.e., the third reason).

Chapters 4 and 5 are devoted to explaining each of the above factors in depth. However, it is apt to say a few words on each of them at this juncture, so that the reader can proceed with a clear understanding of the exact nature of the research problem that this book aims to tackle.

1.2.1 Inefficient production and lack of scale economies

Scholars who have researched extensively on rice markets in the Philippines, such as Hayami et al. (1999) and Fang (2015), point out that domestic rice prices are significantly higher than international rice prices because the average operational farm size in the Philippines is very small and this makes it impossible for farmers to reap economies of scale. The lack of scale economies in the agricultural sector has its roots in the nation's historical legacy, which can be traced back to the period of Spanish colonial rule between 1571 and 1898, or even earlier. While it is impossible to do justice to the entire history of agricultural tenure systems and land reform policies, we will briefly discuss, in Subsection 4.3.2 of Chapter 4, some of the more prominent historical events that shaped the agricultural land market today.

The fact that rice farmers in the Philippines operate at very small scales is evident if we were to compare the situation of land use in the Philippines with that in Thailand. As the table below illustrates, the average operational farm size in the Philippines was only 2 hectares in 2002, as compared to the average operational farm size being 3.1 hectares in Thailand in 2003. Further, the percentage of farms operating at a size of less than 1 hectare was 40.1 % in the Philippines in 2002, as compared to a much smaller percentage of 13.1 % in Thailand in 2003.

Although the government implemented a series of land reforms in the 1970s to convert share tenancy to leasehold tenancy, and to transfer land ownership to tenants, these reforms placed severe restrictions on the trading of farm lands, rendering the present day market for agricultural land inactive and leading to inefficiency in land use (Llanto et al., 2003 and Hayami et al., 1999, p. 82). Further, Hayami et al. (1999) observe, in their field research conducted in Tubuan village of Laguna province, that the conversion of sharecropping tenancy arrangements to leasehold tenancy arrangements under the land reform programs of the Filipino government did not serve

Table 3 Changing distribution of operational farm size in the Philippines and Thailand

| | Average operational farm size (ha) | Percentage of farms below 1 ha | Percentage of farms above 10 ha |
|---|------------------------------------|--------------------------------|---------------------------------|
| Changing distribution of operational farm size in the Philippines | | | |
| 1971 | 3.6 | 13.5 | 4.9 |
| 1991 | 2.1 | 36.6 | 2.4 |
| 2002 | 2.0 | 40.1 | 2.0 |
| Changing distribution of operational farm size in the Thailand | | | |
| 1978 | 3.7 | 16.4 | 6.0 |
| 1991 | 3.4 | 21.5 | 4.5 |
| 2003 | 3.1 | 13.1 | 2.1 |

Source: Fang (2015), citing Otsuka et al. (2014).

to significantly improve the efficiency of rice production in the village. For example, the authors observe that “statistically significant yield differences were not found between large and small farms in most comparisons for 1976 and 1989” (Hayami et al., 1999, pp. 101–102). This observation is largely attributable to the fact that the land reform programs conducted throughout the 1970s and 1980s did not change the distribution of farm sizes (in East Laguna village) in a significant manner. The authors also note that not only did the land reform programs fail to bring about an increase in the operational scales of farmers but that there was a tendency for farm sizes to decrease between 1966 to 1995 (Hayami et al., 1999, p. 96), because of increased population pressure. For example, Table 4 depicts a fall in the average operational holding per farm from 2.3 hectares in 1966 to 2 hectares in 1976, and to 1.7 hectares in 1987. It also indicates a rise in the percentage of farms smaller than 2 hectares from 46 percent in 1966 to 64 percent in 1995 and a fall in the percentage of farms 3 hectares or larger from 37 percent to 20 percent over the same time frame.

1.2.2 Rice protectionist policies

One of the two main goals of the National Food Authority (NFA) is to protect domestic rice producers from foreign competition.⁴ Naturally, the policies which the government (or NFA) has taken with the goal of protecting domestic rice producers, serve to push up domestic rice prices relative

Table 4 Size distribution of operational holdings of paddy fields in East Laguma Village, 1966–1995

| Years | Holding | < 1 ha | 1–1.9 ha | 2–2.9 ha | 3–4.9 ha | > 4.9 ha | Total | Average size (ha) |
|-------|---------------------|--------|----------|----------|----------|----------|-------|-------------------|
| 1966 | Number of farms | 5 | 16 | 8 | 14 | 3 | 46 | 2.3 |
| | Percentage of farms | 11 | 35 | 17 | 30 | 7 | 100 | |
| 1976 | Number of farms | 13 | 20 | 8 | 11 | 2 | 54 | 2.0 |
| | Percentage of farms | 24 | 37 | 15 | 20 | 4 | 100 | |
| 1987 | Number of farms | 14 | 23 | 7 | 7 | 2 | 53 | 1.7 |
| | Percentage of farms | 26 | 44 | 13 | 13 | 4 | 100 | |
| 1995 | Number of farms | 13 | 20 | 8 | 8 | 2 | 51 | 1.9 |
| | Percentage of farms | 25 | 39 | 16 | 16 | 4 | 100 | |

Source: Created by the author based on Hayami et al. (1999, p. 97).

to the world price of rice, by a large margin. The protectionist policies of the government are mainly two-fold.

First, there is a quantitative restriction (QR), or quota, imposed on the amount of rice that private traders can import from abroad. This significantly discourages foreign importation by the private sector and allows the NFA to nearly monopolize foreign imports. The ability of the NFA to monopolize foreign rice imports allows it to use foreign import quantities as an instrument to stabilize rice prices during periods of price volatility (Fang, 2015). In fact, the NFA had complete monopoly over legal rights to authorize the foreign importation of rice until 2001, when the WTO forced the country to open up its rice market. However, the NFA continued to be the largest importer of rice even after 2001, because it managed to negotiate with the WTO to allow it to impose a 40 % tariff on rice imported by private traders within the bounds of the QR, and a 100 % tariff outside the bounds of the QR (Fang, 2015, p. 38). Since the NFA is the only entity that has the privilege of importing tariff-free, private importers continue to be discouraged from importing from abroad. For example, in 2008, the NFA imported 2.3 million metric tons of rice. The quantity of rice imported by private traders from abroad in the same year paled in comparison, at a level of 75,000 metric tons (i.e., only 3.2 % of the NFA's foreign imports of rice) (Fang, 2015, p. 40). The QR on the private importation of rice from abroad serves to restrict the amount of foreign-produced rice supplied to domestic consumers within the Philippines, and results in a wedge between the international price of rice and the domestic price of rice. Ironically, Intal Jr. et al. (2008) observe that import volumes by the private sector have largely exceeded the QR, resulting in rice being imported at a 100 % full tariff rate. However, in spite of the higher tariff rate, prices of imported rice were still significantly lower than domestically-produced rice, at both the wholesale and retail levels. Regalado (2000) observes that long queues were formed in 1995 for cheap imported rice which was priced at 10.75 PHP/kg when domestically-produced rice was priced at 24 PHP/kg.

The second form of protectionism practiced by the NFA is price-fixing, where the NFA imports heavily from abroad and adjusts the supply of foreign imports into the market in accordance with domestic consumption needs, thereby controlling the domestic price of rice. This enables the NFA to keep the price of rice received by rice producers and wholesalers at above world price levels (Dawe, 2001).

1.2.3 Large trade costs

The third reason why domestic prices are significantly higher than the world price of rice has to do with the fact that trade costs are very high within the country. In their comprehensive summary of the existing literature on trade costs in international trade theory, Anderson et al. (2004) define trade costs as “all costs incurred in getting a good to a final user other than the marginal cost of producing the good itself: transportation costs (both freight costs and other shipping-related costs), policy barriers (tariffs and non-tariff barriers), information costs, contract enforcement costs, costs associated with the use of different currencies, legal and regulatory costs, and local distribution costs (wholesale and retail)”. With respect to domestic trade, as is the case with inter-regional or inter-provincial trade of rice within the Philippines, policy barriers and costs associated with the use of different currencies are not applicable, so the term entails only transport costs, information costs, and local distribution costs.

Let us consider the role that differences in local distribution costs have to play, in driving the observed price discrepancies across regional markets. The term is synonymous with barriers to entry, where wholesalers and retailers in particular markets wield market power that enables them to limit the quantity of rice imported from other markets. Mears et al. (1974), Intal Jr. et al. (2008) and Hayami et al. (1999) are in unison in refuting the possibility of large wholesalers monopolizing the market. Their meticulous analyses suggest that contract costs, legal costs and distribution costs (i.e., costs related to market power) are very small in comparison with transportation costs (which includes logistics, storage, and processing costs). For example, Mears et al. (1974) observe that high markups from the farm gate to wholesale level are in large part the result of inefficiencies in logistics, storage, and transport facilities, which lead to high processing and trade costs, rather than market power. They also note that the wholesale market for rice in the Philippines is largely efficient and that the price differential between most markets is less than the transport costs incurred from shipping rice between them. That is, “when transport costs include shipping costs and the premium to cover for risks, the price differential disappears before the shipment arrives”. Further, price differentials converge closer to the shipping cost as infrastructure and transport services improve. (Intal Jr. et al. (2008), citing Mears et al. (1974)). These findings are echoed by Hayami et al. (1999), who wrote that none of the private buyers in their sample had a disproportionately large share of the wholesale market for rice and that the incomes

and profits of wholesalers are largely proportional to the volumes of rice that they procure. Hayami et al. (1999) further observe that rice traders compete so strongly with each other that it is almost impossible for any single buyer to procure rice from farmers at depressed prices, or prices lower than the prevailing market prices. Put in their very own words, “in a small village where so many middlemen are operating, it should not be difficult for a farmer to find out if a price offered by a buyer for his product is appropriate, simply by checking with his neighbors who deal with other middlemen.” (Hayami et al., 1999, p. 190). These observations support the argument that there is hardly any form of market power at the wholesale and retail levels and that differences in local distribution costs across geographical markets are likely to be small.

To this end, trade costs which drive up domestic rice prices within the Philippines relative to world rice prices are largely transportation costs and (at this point of the discussion) information costs. For example, in an article entitled “Why does the Philippines import rice?”, researchers at the International Rice Research Institute (IRRI) highlight that transport infrastructure, particularly good-quality roads, is highly inadequate in the Philippines and this hinders the trade of rice within the country. This is echoed by Fang (2015), who notes that during the administration of Benigno Aquino III, excessive rice imports were found rotting away in overflowing warehouses due to sub-standard storage conditions, and the excess rice had to be distributed to day care centers for children because they simply could not be preserved long enough for shipment to rice-deficit regions (Fang, 2015, p. 8). In fact, the Philippines National Congress suggests that for every kg of rice that the NFA imports from abroad, 2.47 PHP gets wasted due to inefficient storage and handling (Congress of the Philippines, 2010). These sorts of trade costs affect the transport of rice from surplus to deficit regions adversely and hinder the convergence of large price gaps between the different regional rice markets.

1.2.4 Why high domestic rice prices are detrimental to national food security

By this point, it is clear that rice prices within the Philippines are substantially above the world price of rice. It is important at this juncture to explain why high rice prices are detrimental to national food security, and why the factors which lead to the exorbitant domestic rice prices within the Philippines ought to be treated as a research issue to be resolved.

Perhaps the most direct and obvious reason why high domestic rice pric-

es are a problem to food security has to do with the fact that rice occupies a massive proportion of the consumption basket of the average consumer. It is the staple food of 80 % of Filipinos, contributes 48 % to the daily energy supply of Filipinos (Tiongco et al., 2011, citing the FAO, 2006), and has a 13 % weight in the consumer price index. It is also a large source of income for millions of farmers, wholesalers (or traders), and retailers (Reyes et al., 2005). The last point has been substantiated by Cororaton et al. (2009), who estimate that rice was cultivated on a third of the nation's total arable land in 2007, accounting for 35.7 % of the total agricultural output value in the Philippines that year. In contrast to countries such as Japan and South Korea, where the importance of rice in the consumption basket of the average citizen has been falling over time (see Figure 10), rice consumption continues to be on an increasing trend in the Philippines, at least up until 2008 where the time period in Figure 10 ends. This is further substantiated by Figure 11, which shows that the total consumption of milled rice in the Philippines has been increasing stealthily from around 3,000,000 tons in 1972 to around 13,000,000 tons in 2012. It also shows that while the production of milled rice has been increasing, production growth has lagged behind consumption growth ever since 1996. Together, Figures 10 and 11 imply that the transition from a largely rice-based diet to a more diversified diet comprised of more expensive food items such as meat and dairy products has yet to take place in the Philippines.

Further, to make matters worse, high domestic rice prices weigh the most heavily on the poorest echelons of society. This is in tandem with Engel's law, an observation in economics that posits that as income rises, the proportion of income spent on food falls, even if actual expenditure on food rises. For example, a comprehensive and highly enlightening study conducted by the Southeast Asian Regional Center (SEARCA) for Graduate Study and Research, under the commissioning of the Philippine Rice Research Institute (PRRI), finds that the high consumption of rice at the national level is largely fueled by the poor (Lantican et al., 2011). The authors of the study point out that there is an inverse relationship between the share of rice in per capita expenditure and the income of a consumer. The lower the income group (socioeconomic class) that a consumer belongs to, the larger the share that rice occupies in his/her consumption basket. This is largely attributable to the fact that rice serves as a relatively less expensive source of calories, as compared to non-staple crops, meat, and dairy products. Further, unlike India and China, where inferior grain commodities such as sorghum serve as

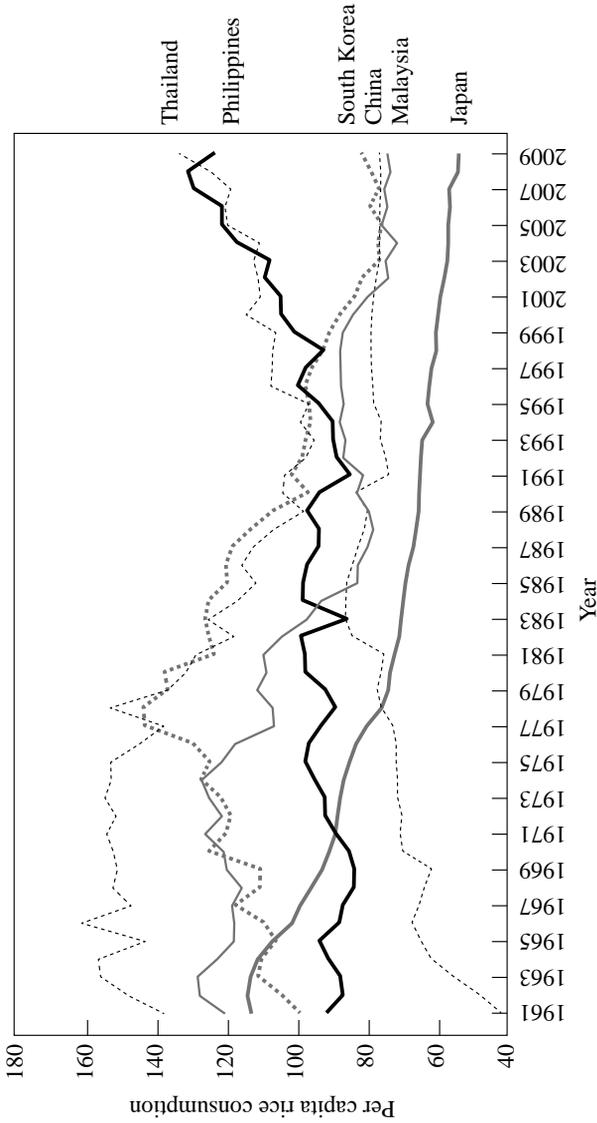


Figure 10 Trends in per capita rice consumption in selected Asian countries, 1961–2009
 Source: Created by the author based on Fang (2015), IRRI rice statistics, 2014.

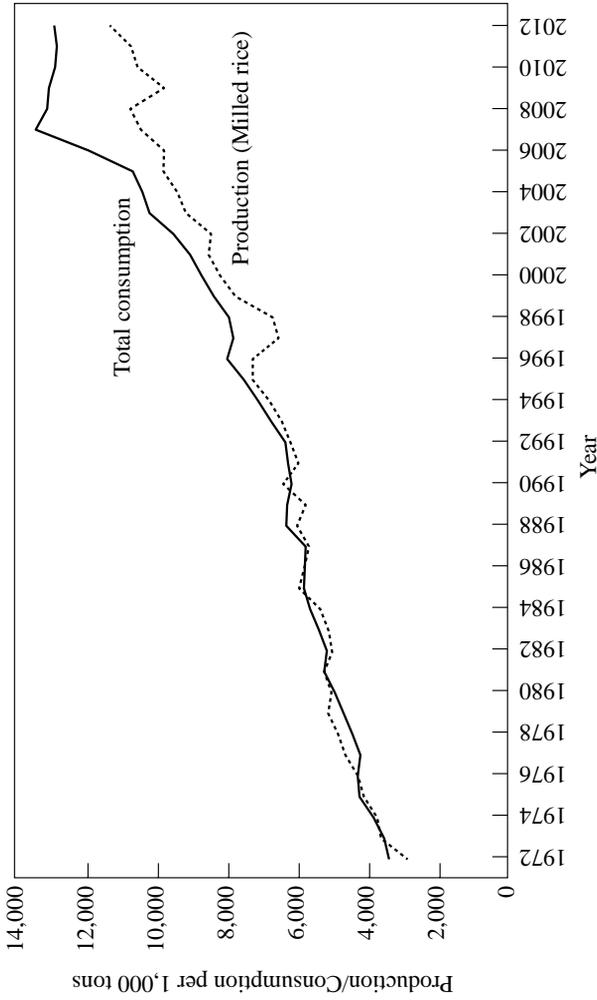


Figure 11 Production and consumption of milled rice in the Philippines, 1972–2012
Source: Created by the author based on Fang (2015), US Department of Agriculture (USDA) furnished by IRRI rice statistics, 2014.

substitutes for rice amongst the poor, there is no inferior substitute for rice in the Philippines. High domestic rice prices are detrimental to national food security because they serve as a tax on consumers, the more so the lower the income of the consumer.

In fact, high domestic rice prices penalize not only low-income consumers but also low-income regions more so than their higher-income counterparts. The same study by Lantican et al. (2011) finds that spending on different food commodities varies widely across regions and that consumers in more highly urbanized and richer regions—such as Luzon, NCR, and Calabarzon—tend to consume a lot less rice than poor regions such as the ARMM. For example, the country's second poorest region, the ARMM, where the vast majority of consumers are rural consumers, had the largest share of rice consumption and the smallest share of meat and fish consumption in their total food expenditures. In sharp contrast to the ARMM, the nation's richest region, the NCR, had the smallest share of rice consumption and largest fish and meat consumption. These observations show that high domestic rice prices have a more negative effect on a regional market, the lower the GDP of the region is. Hence, high domestic rice prices are definitely undesirable from the viewpoint of national food security.

1.3 Characteristic number three: High degree of vulnerability with regards to fluctuations in the world price of rice

The third characteristic of rice markets in the Philippines has to do with the fact that the nation is extremely dependent on foreign rice imports (conducted mainly by the NFA) to meet its domestic consumption needs. This results in the nation being very vulnerable to price spikes and price volatility in the international market for rice. For example, in Section 1.2.2, we saw that the NFA conducts price-fixing, where it imports heavily from abroad, and adjusts the supply of foreign imports released into the domestic market in accordance with domestic consumption needs. Price-intervention policies of this nature naturally imply that any sharp and unexpected spike in the world price of rice would be passed through from the international level to the domestic regional level. This would definitely have an adverse impact on the welfare of domestic consumers, who are already penalized for their consumption of the staple via rice prices that are higher than the world price, to begin with.

The vulnerability of the Philippines to price spikes in the international

market for rice can be further emphasized by considering that according to the US Department of Agriculture (USDA), the Philippines was the largest importer of rice in the world between 2003 and 2011 (Fang, 2015). Table 5 shows that the nation was the top rice importer between 2004 and 2008, accounting for 7.2 % of aggregate global rice imports.

The negative effect of price volatility in the world market for rice on Filipino consumers was especially pronounced during the global food crisis of 2007–2008. In the first quarter of 2008 alone, the price of rice skyrocketed from 24–28 PHP/kg to 38–46 PHP/kg (Larin, n.d.). The spike in rice prices was the result of a combination of factors, including a rise in the demand for rice by China and India which was fueled by their burgeoning populations, low global reserves of food following less-than-average harvests in Europe, crop failures in major food producing countries such as Australia, rapid growth in the demand for grain-based biofuels which diverted land away from rice cultivation, and rising oil prices which increased the costs of farm

Table 5 Share of top exporting and importing countries in the world market, 2004–2008

| | Country/grouping | Cumulative rice exports 2004–2008 (Thousand tonnes) | Percentage share of world total exports |
|---------|------------------|---|---|
| Exports | World | 148,518 | 100.0 |
| | Top 5 exporters | 121,776 | 82.0 |
| | Thailand | 43,218 | 29.1 |
| | Vietnam | 24,250 | 16.3 |
| | India | 21,408 | 14.4 |
| | U.S.A. | 16,593 | 11.2 |
| | Pakistan | 16,307 | 11.0 |
| | World | 136,947 | 100.0 |
| Imports | Top 5 importers | 36,658 | 26.8 |
| | Philippines | 9881 | 7.2 |
| | Nigeria | 8127 | 5.9 |
| | Iran | 7400 | 5.4 |
| | Saudi Arabia | 6,006 | 4.4 |
| | Bangladesh | 5,244 | 3.8 |

Source: Fang (2015), p. 4, based on data provided by the USDA.

inputs such as fertilizers and pesticides. The initial rise in rice prices caused by these factors was further aggravated by widespread speculation in global markets, where a weakening dollar led investors all over the world to pull out of the foreign exchange market and to invest in commodities instead. The sudden rise in the demand for food commodities further aggravated the spike in rice prices.

As the largest importer of rice in the world at the time of the global food crisis, the Filipino government reacted by arranging massive imports of rice from Vietnam at exorbitant prices (Dawe et al., 2010). For example, in February 2008, President Gloria Macapagal Arroyo personally contacted the Prime Minister of Vietnam, Nguyen Tan Dung, to arrange what was later revealed to be 1.5 million tons of rice imports. The panicked imports of rice by the NFA sent signals across the world, further pushing up the international price of rice in the world market. It also sent a message to domestic consumers that rice was short in supply, and this led to the problem of hoarding, where speculators hoped to make a profit by buying and storing large quantities of rice and selling it at a later point in time when the price had surged to even higher levels than at the time of purchase. The panicked purchases of foreign-produced rice by the Filipino government affected domestic consumers in a very negative way. The findings of Flores (2008), for instance, suggest that 1 in 4 Filipino families had to reduce their consumption of rice during the global food crisis, due to soaring domestic rice prices.

Scholars such as Dawe (2006) have pointed out that the Philippines cannot help but rely on foreign importation to meet its rice consumption needs, because of a lack of natural comparative advantage—that is, relatively small amounts of land and a shortage of large river deltas—as compared to its neighboring countries. While this is definitely true, Intal Jr. et al. (2008) identified the price-fixing policies conducted by the NFA vis-a-vis its monopoly over foreign importation as a cause of deadweight loss.

The main reason why the NFA continues to exercise a monopoly over the legal right to arrange foreign imports of rice has to do with its goal of keeping domestic farm gate prices above the world price, that is, of shielding domestic producers from foreign competition. However, the NFA's interventionist policies serve to penalize domestic consumers in at least two ways. First, as we saw in Section 1.2.4, the policies impose a regressive tax on domestic citizens' consumption of rice. This is because domestic rice prices are kept artificially higher than world prices, and poor consumers tend to consume a lot more rice than wealthier consumers. Second, they cause

domestic rice prices to be largely influenced by movements in the world price of rice, leading to large price volatility and uncertainty during periods of global rice shortages.

Ironically, the NFA's interventionist policies also serve to penalize domestic rice producers—the very ones the policies were intended to protect! This is because the NFA has another policy goal (apart from protecting domestic producers against foreign competition), which is to ensure that rice prices are reasonably affordable to consumers. Due to the conflicting nature of its two goals, and in order to meet the latter goal, the NFA has more often than not resorted to massive, even excessive, imports from abroad. It has also allowed these massive volumes of rice imports to flood the domestic market during periods of rice deficits, making it impossible for domestically grown rice to compete with the cheaper imports. For example, when domestic production fell by about 24 % relative to the previous year's output of 7.3 million metric tons in 1998, the Filipino government resorted to importing a record-shattering amount of 2.17 million metric tons of rice. It then released the imports into the domestic market at a price of about one-third that of domestically grown rice (Intal Jr. et al., 2008, p. 9).

Moreover, one other problem related to the NFA's price interventionist policies is that foreign import volumes are often in excess of the storage and transportation capacities of the country. There is no better way to illustrate this, than to recall that according to the Philippines National Congress, for every kg of rice that the NFA imports from abroad, 2.47 PHP gets wasted due to inefficient storage and handling (Congress of the Philippines, 2010). Further, according to the International Rice Research Institute (IRRI), about a third of foreign rice imported by the Philippines in 2011 went to waste because of inefficient transportation, inadequate storage, and market spoilage (Macalintal, n.d.). According to the IRRI, the nation as a whole wastes rice that is worth at least 535,000 USD (23 million pesos) every day, or 8.4 billion pesos a year—enough to feed 4.3 million people. Scholars have often questioned whether there is the need for the NFA to import such massive quantities of rice from abroad (Fang, 2015, p. 8; Dawe et al., 2010). Put in the very own words of rice market expert Tom Slayton (2009), the NFA's imports of rice from abroad during the global food crisis were “mega”, even by world standards.

To this end, the NFA's monopoly over the legal right to import rice from abroad, and its control over the quantities of foreign imports supplied to the domestic market, do not serve to benefit either consumers or producers. It

would certainly be helpful if the government could (1) relinquish its control over the foreign importation of rice to the private sector, and (2) invest in improving upon the infrastructure for storing and transporting rice across the different regional markets in the country. The former policy recommendation would allow economic forces of supply and demand to dictate the quantity of rice imported from abroad. This would lower the domestic price of rice relative to the international price of rice, and prevent the problem of excessive foreign importation of rice. The latter policy recommendation would help to reduce the national wastage of rice, and to ensure that rice surpluses, both imported from abroad and produced domestically, get transported efficiently from rice-surplus regions to rice-deficit regions.

While it is true that the Philippines does not have as large an advantage in the cultivation of rice as its neighboring countries, the massive imports of rice by the NFA, that far exceed the country's ability to store and redistribute the imported rice to deficit regions, serve to expose the country unnecessarily to shocks and volatility in the global market for rice. The world rice market is said to be a "thin" market, as evidenced by the fact that only a little more than 6 % of global rice supplies was traded in the world market in 2008. Further, over the past two decades, the trade of rice in the world market has never exceeded 4 % of the total rice consumption in Asia (see Table 6). The fact that the market is so "thin" implies that price volatility can easily occur from relatively small actions made by a few key influential players (Fang, 2015, p. 3). While reliance on foreign importation may be necessary to a certain degree, this should be carried out by the private sector with fewer barriers to free trade.

Also, it is crucial, from the perspective of national food security, to give priority to ensuring that domestically grown rice surpluses are redistributed efficiently to rice-deficit areas. This would certainly help to bolster food selfsufficiency and reduce the negative impact that price shocks and price volatility in the global rice market have on domestic rice prices. It is, therefore, the main concern of this book to identify the factors that prevent domestically grown rice from being redistributed efficiently across the regional rice markets within the Philippines.

1.4 Characteristic number 4: Large price gaps across regional rice markets that persist across time

Finally, the characteristic of rice markets in the Philippines which serves

Table 6 Total rice consumption, total rice imports, and imports as a percentage of consumption, in Asia and the world

| Year | Total rice consumption (Thousand tonnes) | | Total rice imports (Thousand tonnes) | | Imports as percentage of consumption | |
|------|---|---------|---|--------|---|-------|
| | Asia | World | Asia | World | Asia | World |
| 1988 | 295,195 | 323,350 | 7,119 | 12,679 | 2.4 | 3.9 |
| 1993 | 327,663 | 359,239 | 8,299 | 15,660 | 2.5 | 4.4 |
| 1998 | 350,993 | 388,125 | 12,986 | 23,208 | 3.7 | 6.0 |
| 2003 | 366,475 | 412,184 | 11,845 | 25,765 | 3.2 | 6.3 |
| 2008 | 383,432 | 432,039 | 12,355 | 26,342 | 3.2 | 6.1 |

Note: This reflects that rice imports occupy only a very small percentage of aggregate consumption, in both the Asian and world markets.

Source: Fang (2015), p. 3, based on data from the USDA.

as the primary motivation behind this book is significant price gaps across different regional and provincial rice markets, that do not get arbitrated away across many years. To be more precise, the term “significant” in the sentence above means that the observed price gaps between pairs of markets are much larger than the observed components of transport costs incurred by shipping rice between them. For example, while we observe an average price gap of 2.11 Philippine pesos per kilogram (PHP/kg) for regular milled rice between regions VI and VII in 2010, we find that the observable freight rate incurred by shipping rice between these two regions was only 0.38 PHP/kg. In other words, we observe the price differential of regular milled rice between regions VI and VII to be about 5.5 times that of the observable freight rate in 2010. With such a large price gap, it makes sense to expect that traders in each of these two regions would seize the opportunity to make profits via arbitrage, that is, to buy rice in the cheaper region and sell it in the more expensive region, so that the price gap would converge to the magnitude of the trade costs incurred. However, it is intriguing that no such convergence of prices between this pair of regions takes place over the span of many years. This is illustrated in Figures 12 and 13.

Figure 12 plots the evolution of the wholesale price of regular milled rice in regions VI and VII respectively, between years 2008 and 2015. It is evident, by looking at this figure, that there is a significant price gap between this pair of regions, and the price gap does not converge across time.

Figure 13 tells the same story as Figure 12, except that it depicts the price gap between two provinces instead of two regions. Camiguin belongs to Region X (Northern Mindanao), and Occidental Mindoro belongs to Region IVB (Mimaropa). We can check from Figures 3–6 that the former is a rice-deficit province, and that the latter is a rice-surplus province. In Figure 13, we observe a price gap between these two provinces that is at least 5 PHP/kg, and that persists across at least 6 years (2009 to 2015).

Similarly, when we trace the evolution of the wholesale price of regular milled rice across each of the different provinces within the Philippines between years 2008 and 2015, we observe significant price gaps across each of the different provinces, which do not get arbitrated away across time. This is shown in Figure 14, where each line plots the evolution of the wholesale price of regular milled rice across time in each of the different provinces in the Philippines. The figures in Appendix 2 are analogous to Figure 14. It shows the price spread across all provinces in gray, and the wholesale price of regular milled rice in each particular province in black. By referring to

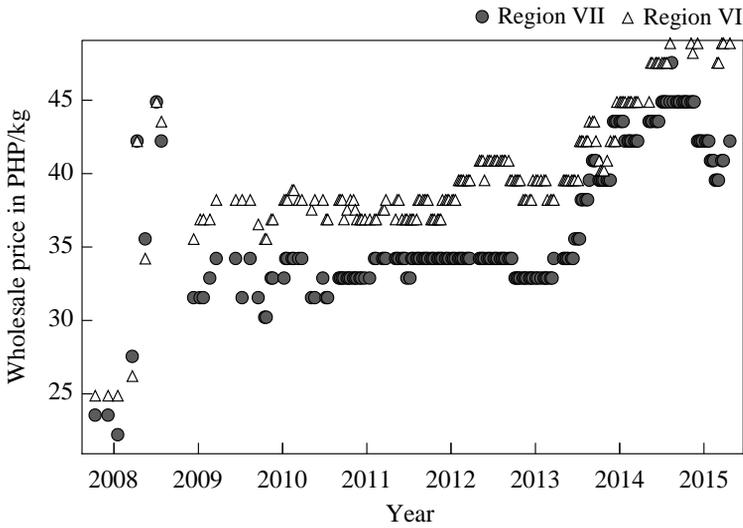


Figure 12 Wholesale price of regular milled rice in Region VII and Region VI, 2008–2015

Source: The figure was created by the author, using time-series data on the wholesale price of regular milled rice in different regions provided by the BAS.

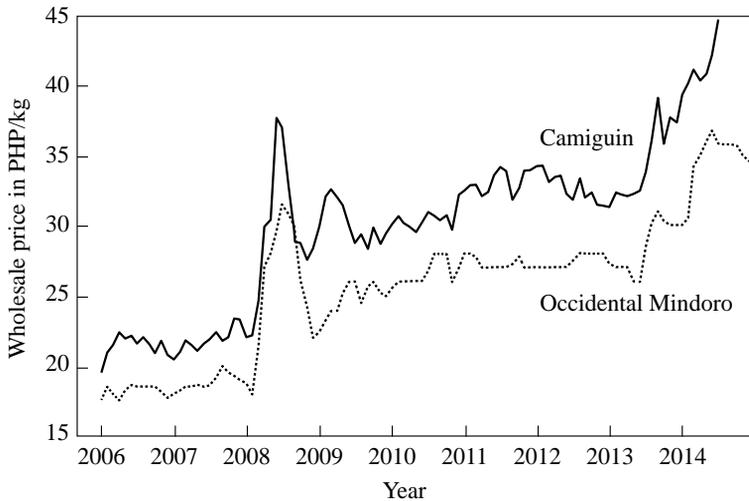


Figure 13 Wholesale price of regular milled rice in Camiguin and Occidental Mindoro

Source: The figure was created by the author, using time-series data on the wholesale price of regular milled rice in different provinces provided by the BAS.

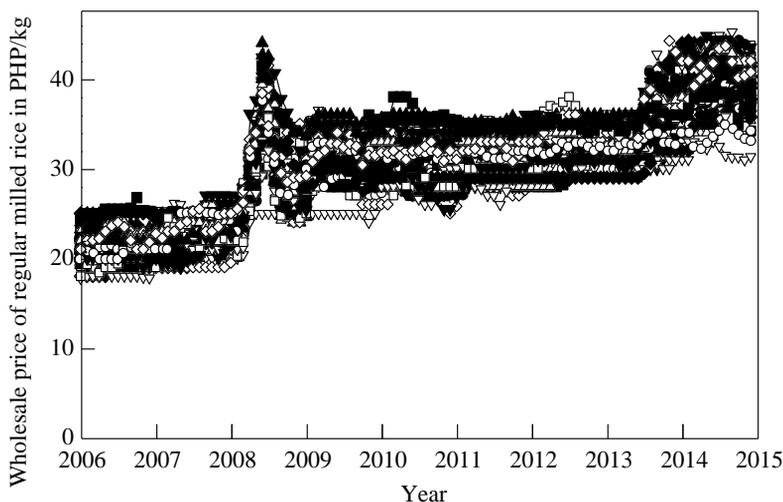


Figure 14 Evolution of rice prices in provinces across time

Source: The figure was created by the author, using time-series data on the wholesale price of regular milled rice in different provinces provided by the BAS.

the figures in Appendix 2, the reader will be able to locate the time series plot for each particular province and compare it to the price spread across all 81 provinces.

Since the motivating factor behind this book is to understand whether Philippine rice markets are well arbitrated across space, it is important that we conduct some scrutiny of price gaps between markets and compare them with the observable trade costs incurred in moving rice between them. How large are observable trade costs as compared to the price gaps between markets? Do there seem to be any opportunities for traders to make profits via arbitrage, given the observable trade costs?

Tables 10 and 11 summarize the basic freight costs, the total observable freight costs (in real terms expressed in 2006 values), and the difference in the wholesale price of regular milled rice in each of two trading regions, where the first region has a surplus and the second region a deficit of rice. Observable freight costs consist of the following:

- The basic freight rate set by the Philippines Port Authority (PPA). This rate is calculated in accordance with the distance in miles between the origin and destination port, and there is a formula which applies to each

of three different distance bands: 0–100 miles; 101–300 miles; and more than 300 miles. Table 7 summarizes the basic freight rate stipulated by the Maritime Industry Authority Memorandum Circular MC62. This law came into effect in 1991, and it applies to all port operators in the Philippines who are authorized to charge freight rates under MC59.⁵

- Wharfage charges, or charges on cargo. There are three major governing authorities, and each of them has their own rules for wharfage charges. Table 8 summarizes each of these rules.
- Cargo handling charges, which are comprised of arrastre and stevedoring fees. Each port has its own arrastre and stevedoring charges, and Table 9 shows the charges levied by several ports, some of which we consider in our calculations of total observable freight costs (see Tables 10 and 11).

In Table 10, we consider Region III as an origin and the NCR as a destination. Our estimations of the observable transportation costs between this pair of regions are based on the assumption that rice is exported from Subic

Table 7 Basic freight rates (PHP)

| Distance (miles) | Basic freight rate |
|------------------|---|
| 0–100 | $59.0620 + (0.4471 \times \text{Distance})$ |
| 101–300 | $48.6491 + (0.4172 \times \text{Distance})$ |
| > 300 | $38.2340 + (0.3871 \times \text{Distance})$ |

Notes: This summarizes the basic freight rate stipulated by the Maritime Industry Authority Memorandum Circular MC62 (enforced in 1991), for each of three different distance bands: 0–100 miles; 101–300 miles; and more than 300 miles.

Source: Maritime Industry Authority (1991). “Guidelines on Rollback of Interisland Liner Freight Rates Per The Order Dated 14 August 1991 of the Marina Board”. Retrieved May 5, 2016, from [<http://marina.gov.ph/policies/listMC.html>].

Table 8 Wharfage charges levied by major governing authorities (PHP/metric ton)

| Philippines Port Authority | Cebu Port Authority | Subic Bay Metropolitan Port Authority |
|-------------------------------|------------------------|---|
| 5.04 | 4.3 | 1.684 |

Notes: This summarizes the wharfage charges stipulated by each of the three major port governing authorities.

Source: Official websites of the governing port authorities.

Table 9 Cargo handling charges (PHP/metric ton)

| | Port of Cotabato | Subic Bay | Port of Iloilo | Port of Manila | Port of Cebu | Port of Zamboanga |
|----------------------|------------------|-----------|----------------|----------------|--------------|-------------------|
| Palletized cargo | | | | | | |
| Arrastre | 20.30 | 62.85 | 24.15 | 112.35 | 39.12 | 56.20 |
| Stevedoring | 10.90 | 42.38 | 10.35 | 23.90 | 15.46 | 16.70 |
| Non-palletized cargo | | | | | | |
| Arrastre | 26.00 | 62.85 | 31.00 | 144.00 | 50.03 | 72.20 |
| Stevedoring | 15.35 | 42.38 | 14.65 | 33.80 | 21.73 | 23.45 |

Note: This summarizes the cargo handling charges levied by several ports, some of which we consider in our calculations of total observable freight costs (see Tables 10 and 11).

Source: Official websites of the governing port authorities.

Bay (in Region III) to the Port of Manila (in the NCR). The former is governed by the Subic Bay Metropolitan Authority, while the latter is governed by the Philippines Port Authority.

We compute the basic freight cost based on the shipping distance between this pair of ports, which is about 113 miles, according to the sea routes database of the website “ports.com”. We then convert the basic freight rate into real terms in each year, based on a CPI inflator/deflator which has 2006 as its base year. Total observable transport costs are comprised of the sum of the basic freight cost, the wharfage charges, and the cargo handling (i.e., arrastre and stevedoring) charges in both the origin and destination. These are also expressed in real terms for each year, with 2006 as the base year. The (real) price gap refers to the difference in the annual average wholesale price of regular milled rice in each of the two regions.

Comparing the price gap with the total observable transport costs in each year, we can evaluate whether there are opportunities for traders to make profits via arbitrage, in the absence of unobservable trade costs. An entry “yes” in the last column of the table indicates that the price gap was larger than the total observable trade costs, while an entry “no” indicates otherwise.

In Table 11, we consider Region VI as an origin and Region VII as a destination. Our estimations of the observable transportation costs between this pair of regions are based on the assumption that rice is exported from the port of Iloilo (in Region VI) to the port of Cebu (in Region VII). The former is governed by the Philippines Port Authority, while the latter is governed by the Cebu Port Authority. We compute the basic freight cost based on the shipping distance between this pair of ports, which is about 82 miles and convert the basic freight rate into real terms in each year, with 2006 as the base year. Total observable transport costs are calculated in the same way as in Table 10 above and expressed in real terms. The (real) price gap refers to the difference in the annual average wholesale price of regular milled rice in each of the two regions. Similar to Table 10, an entry “yes” in the last column of the table indicates that the price gap was larger than the total observable trade costs, while an entry “no” indicates otherwise.

Tables 10 and 11 show that the absolute price gaps between pairs of regions are often very much larger than the observable transport costs incurred by shipping rice between them. This is true, even after inflation over the years has been taken into account.

The presence of significant trade costs between pairs of regions that do

Table 10 Observable freight rates between Region III and NCR

| Year | Basic freight rate | Total observable transport cost | Absolute price gap | Opportunity for profits via arbitrage? |
|------|--------------------|---------------------------------|--------------------|--|
| 1991 | 0.096 | 0.176 | 0.350 | yes |
| 1992 | 0.104 | 0.192 | 0.109 | no |
| 1993 | 0.111 | 0.204 | 0.214 | yes |
| 1994 | 0.117 | 0.216 | 0.394 | yes |
| 1995 | 0.125 | 0.231 | 0.016 | no |
| 1996 | 0.136 | 0.250 | 0.028 | no |
| 1997 | 0.144 | 0.266 | 0.667 | yes |
| 1998 | 0.159 | 0.294 | 0.120 | no |
| 1999 | 0.166 | 0.307 | 0.077 | no |
| 2000 | 0.179 | 0.329 | 0.713 | yes |
| 2001 | 0.189 | 0.349 | 0.032 | no |
| 2002 | 0.194 | 0.359 | 0.335 | no |
| 2003 | 0.200 | 0.368 | 0.260 | no |
| 2004 | 0.209 | 0.385 | 0.395 | yes |
| 2005 | 0.224 | 0.413 | 0.452 | yes |
| 2006 | 0.238 | 0.439 | 0.110 | no |
| 2007 | 0.244 | 0.451 | 1.325 | yes |
| 2008 | 0.260 | 0.479 | 1.331 | yes |
| 2009 | 0.267 | 0.492 | 0.067 | no |
| 2010 | 0.277 | 0.510 | 0.279 | no |

Notes: The second column summarizes the basic freight rate incurred by shipping rice between Region III and the NCR. The third column summarizes the total observable transport costs incurred, which is the sum of the basic freight rate, the wharfage charges, and the cargo handling (i.e., arrastre and stevedoring) charges in both regions. The fourth column reflects the absolute price gap in the wholesale price of regular milled rice in these two regions. Finally, the last column indicates whether there seem to be opportunities for traders to make profits via arbitrage. If the absolute price gap in a particular year is greater than the total observable transport costs in that year, we indicate that there seem to be opportunities for traders to make profits via arbitrage, with an entry “yes”. On the other hand, if the absolute price gap in a particular year is less than the total observable transport costs in that year, we indicate that there are no opportunities for traders to make profits via arbitrage, with an entry “no”.

Table 11 Observable freight rates between Region VI and VII

| Year | Basic freight rate | Total observable transport cost | Absolute price gap | Opportunity for profits via arbitrage? |
|------|--------------------|---------------------------------|--------------------|--|
| 1991 | 0.096 | 0.133 | 0.551 | yes |
| 1992 | 0.104 | 0.144 | 0.441 | yes |
| 1993 | 0.111 | 0.154 | 0.489 | yes |
| 1994 | 0.117 | 0.163 | 0.458 | yes |
| 1995 | 0.125 | 0.174 | 0.116 | no |
| 1996 | 0.136 | 0.189 | 0.627 | yes |
| 1997 | 0.144 | 0.200 | 0.303 | yes |
| 1998 | 0.159 | 0.221 | 0.602 | yes |
| 1999 | 0.166 | 0.231 | 1.111 | yes |
| 2000 | 0.178 | 0.248 | 0.540 | yes |
| 2001 | 0.189 | 0.263 | 0.477 | yes |
| 2002 | 0.194 | 0.270 | 0.809 | yes |
| 2003 | 0.200 | 0.277 | 0.696 | yes |
| 2004 | 0.209 | 0.290 | 1.570 | yes |
| 2005 | 0.224 | 0.312 | 1.564 | yes |
| 2006 | 0.238 | 0.331 | 2.260 | yes |
| 2007 | 0.244 | 0.340 | 1.222 | yes |
| 2008 | 0.259 | 0.361 | 4.222 | yes |
| 2009 | 0.267 | 0.371 | 1.346 | yes |
| 2010 | 0.277 | 0.385 | 2.117 | yes |

Notes: The second column summarizes the basic freight rate incurred by shipping rice between Region VI and Region VII. The third column summarizes the total observable transport costs incurred, which is the sum of the basic freight rate, the wharfage charges, and the cargo handling (i.e., arrastre and stevedoring) charges in both regions. The fourth column reflects the absolute price gap in the wholesale price of regular milled rice in these two regions. Finally, the last column indicates whether there seem to be opportunities for traders to make profits via arbitrage. If the absolute price gap in a particular year is greater than the total observable transport costs in that year, we indicate that there seem to be opportunities for traders to make profits via arbitrage, with an entry "yes". On the other hand, if the absolute price gap in a particular year is less than the total observable transport costs in that year, we indicate that there are no opportunities for traders to make profits via arbitrage, with an entry "no".

not get arbitrated away across time raises a pressing question which we shall answer in this book, that is, the question of whether Philippine rice markets are well arbitrated or integrated across space. In Chapter 3, where we review existing literature, we shall see that findings have been made that suggest that Philippine rice markets are well arbitrated across space. However, these findings seem very puzzling when we consider the significant price gaps between pairs of regions that persist across time and the observable freight costs, which are very much smaller in magnitude than the observed price gaps. In this book, we shall re-examine the factors which prevent trade from taking place between pairs of markets, using an all-encompassing and cross-disciplinary method which has not been attempted before in existing literature.

CHAPTER TWO

Significance of study and research questions

In Chapter 1, we introduced rice markets in the Philippines and identified the following four characteristics of these markets as research issues. First, there is large heterogeneity in each market's comparative advantage vis-a-vis the production of rice. Second, domestically-produced rice is more expensive than foreign-produced rice by a factor of two or three. Third, due to the nation's heavy reliance on imports of rice from abroad, national rice markets within the Philippines are very susceptible to volatility in the world price of rice. Finally, there are significant price gaps in the price of rice across regions that do not get arbitrated away across time.

The four research issues we identified share a common theme, that is, they speak of the importance of ensuring that rice supplies respond quickly and accurately to price signals in all markets across space and that the commodity is affordably priced. In Section 1.2.4 of Chapter 1, we saw that rice prices have large welfare implications in the Philippines because rice accounts for a large proportion of the average consumer's consumption basket. Further, the lower the income of a consumer, the larger the proportion of his income he devotes to rice. For these reasons, there are profound links between food security, national welfare, and the efficiency in which rice is redistributed from the markets where it is produced in surplus to the markets where it is in deficit. When rice markets are efficient and spatially integrated, rice prices serve as a signal, indicating to buyers and sellers the degree by which the commodity is in surplus or deficit within a particular market. In the absence of information frictions, traders respond to rice prices by using opportunities to make profits via arbitrage, that is, by buying rice in markets where the good is cheap, and selling it in markets where it is expensive.

This results in rice being redistributed in an efficient manner from locations where it is in surplus to locations where it is in deficit.

Arbitrage will continue to take place, up to the point where the price in the importing market equals the price in the exporting market plus the trade cost involved in moving the rice between them.

On the other hand, when markets are not integrated, price signals will not be transmitted from markets where there is a deficit to markets where there is a surplus, prices will be more uncertain and volatile, and farmers in the different locations will not be able to specialize according to long-term comparative advantage or to realize potential gains from trade (Baulch, 1997). In their literature review on the performance and efficiency of agricultural distribution services, Intal Jr. et al. (2001) mention five ways in which a fragmented, or non-integrated, agricultural economy has a negative impact on the welfare of a country. First, when markets for agricultural commodities are not integrated, food producers receive below-market prices for their produce and consumers pay above-market prices for the food they consume. Second, an unanticipated over or under-supply of a crop, due to supply shocks such as natural calamities or unexpectedly large harvests, cannot be mitigated efficiently if markets are not integrated. This is because the price of the crop in different markets will not be an accurate reflection of the excess demand or supply of the crop in each particular market, as it would in an integrated distribution system. Third, when prices do not reflect competitive market forces of supply and demand in an accurate manner, unpredicted spikes in demand may result in an increase in import volumes when they should actually serve to increase the quantity of sales and exports by domestic producers. Fourth, a lack of spatial integration between domestic markets may result in additional pressure by domestic producers for protection against foreign competition. Finally, high domestic food prices, which are the result of a lack of market integration, lead to demands for higher wages (Intal Jr. et al., 2001).

For the above reason, evaluating the degree by which rice markets in the Philippines are integrated across space has tremendous importance for food security, and is the primary motivating factor behind this book.

In particular, this book will aspire to answer the following two research questions:

- First, are rice markets in the Philippines well arbitrated across space, *ceteris paribus*, that is, given the existing state of transportation and com-

- munications infrastructure?
- Second, we noted in Chapter 1 that many regions suffer from a lack of rice for consumption and that enormous amounts of rice get wasted across the nation every day. What exactly are the factors which prevent more trade from taking place between rice-surplus and rice-deficit markets?

The rest of this book is structured as follows. In Chapter 3, we shall review and analyze existing literature on the spatial integration of markets for basic agricultural commodities in developing nations. Having done so, we shall give special attention to two prominent papers which have tried to evaluate spatial integration within the specific context of rice markets in the Philippines. We shall also illustrate how these papers have findings which disagree with each other, and how they are unable to provide conclusive and clear-cut answers to the research questions that we are trying to answer in this book. At the end of this chapter, we shall explain how this book contributes to the study of spatial market integration, and how it can help to fill in a void in the existing literature.

In Chapter 4, we provide a comprehensive and detailed description of how rice markets in the Philippines operate. We shall examine each of the following aspects of domestic rice markets, including production in Section 4.1, consumption in Section 4.2, and distribution in Section 4.3.

The economics of rice markets in a country cannot be separated from the historical and political processes that shaped them. This is why answering the questions that this book attempts to address requires a detailed understanding of the history, politics, and idiosyncratic mechanisms behind the workings of rice markets in the Philippines. This shall be the goal of Chapters 5 and 6, where we explain how history shaped the development and workings of rice markets in the Philippines, going all the way back to colonialization by the Spanish, and tracing the path of events up till the time of writing. We shall also study how the government's imports of rice from abroad affect players in the domestic market and finally, how special vested interests and pork-barrel politics are responsible for the current state of land allocation and infrastructure in the Philippines.

Further, since transportation and logistics costs are a large component of the trade costs incurred in shipping rice across the different regional markets, it is necessary that we study how the transportation and logistics sectors in the Philippines operate. This shall be the concern of Chapter 7. In

Chapter 8, I describe my field research in Laguna province, where I had the opportunity to speak to at least several representatives of every stage of the vertical supply chain. Finally, we conclude in Chapter 9 and make relevant policy recommendations based on the findings of the model.

CHAPTER THREE

Existing literature

3.1 Survey and critical analysis of existing literature

In order to exemplify the ways in which this book contributes to existing literature, we first consider some of the earliest attempts to test for spatial market integration.⁶

3.1.1 Early tests of market integration

Some noteworthy examples include the works of Richardson (1978) and Ravallion (1986), who conducted empirical tests to check if prices comoved across geographically distinct domestic food markets. The common assumption of these papers was that market integration implies that price changes in one market would be transmitted on a one-for-one basis to other markets either instantaneously or over a number of observations. Hence, these early works estimated regression correlation coefficients of price levels or price changes in different markets, as a measure of the degree of market integration in developing countries. One example of an empirical test for the correlation of price levels in different markets would be of the following specification (Intal Jr., 2001, describing Sexton et al., 1999, p. 569):

$$P_{1t} = \alpha_0 + \alpha_1 P_{2t} + e_t.$$

In the regression specification above, P_{1t} and P_{2t} are the prices of a commodity in regional markets 1 and 2 at time t respectively, and e_t is an error term. The market is said to be integrated in the short run if: $\alpha_0 = 0$ and $\alpha_1 = 1$. The main problem with testing for the correlation of price levels, however,

is that of spurious correlation. For example, country-wide factors that affect all regional markets in the same way, such as inflation and economic depressions, may affect all prices simultaneously and spuriously raise the correlation coefficients between price levels (Intal Jr., 2001, p. 24).

One way to address this problem would be to estimate the correlation coefficients of price *changes*, instead of price *levels*, in different markets. This method, however, is also not entirely free from statistical problems. For example, it is still unable to address the problem of heteroskedasticity, which is common in high-frequency price data. It may also underestimate the degree of market integration if there are lags in the price response between markets (Intal Jr., 2001, citing Barrett, 1996, p. 826). In view of the statistical problem of lags in price response across markets, researchers such as Gupta et al. (1982) and Alexander and Wyeth (1994) have allowed price comovement to be less than perfect, and prices to be determined simultaneously instead of instantaneously between integrated markets. Recent tests for market integration have also adopted “more sophisticated approaches” such as co-integration analysis, a methodology that was first introduced by Ravallion (1986) (Intal Jr., 2001).

Cointegration analysis has the benefit of avoiding statistical issues related to bivariate correlation. It adopts an error correction form, which allows for distinct short and long run dynamics, and country-wide effects such as common inflationary and seasonal factors (Barrett, 1996, p. 826). In its most basic form, the Ravallion (1986) model can be specified as follows, for N regions and n time period lags:

$$P_{it} = \sum_{j=1}^n a_{ij} P_{it} + \sum_{j=1}^n b_{ij} P_{1t} + C_i X_t + e_{it},$$

where the subscripts $i \in 1, 2, \dots, N$ and $j \in 1, 2, \dots, n$ denote the regional market of concern and the time period lag, respectively. P_{1t} is the price in the “central” market at time t , P_{it} is the price in the i th regional market at time t , and X_t is a vector of nation-wide factors such as the inflation index at time t . a_{ij} and b_{ij} are parameters to be estimated; and e_{it} is an error term. The basic idea behind Ravallion (1986)’s model is to regress the current price in each regional market i on its own time-lagged prices and the present and past prices in the central market 1, as well as on common nation-wide or trend factors such as inflation and seasonality. The price in the central market is assumed to be an exogenous variable in predicting local market prices in each market i .

Ravallion (1986) applied the above specification to test if regional markets in Bangladesh were integrated and discovered that there were substantial impediments to trade between Dhaka and the main rural markets which provided supplies to Dhaka.

As an extension to its basic form specified above, the Ravallion (1986) model can also be transformed into an error correction representation of a co-integrated system (Intal Jr., 2001, citing Barrett, 1996). Two stationary price series are cointegrated if they share a stable long run linear relationship. In other words, two markets are said to be integrated if their price series are co-integrated in both directions.

That being said, there are certain statistical problems related to the Ravallion (1986) model. First, the model is based on the implicit assumption that price shocks originate from the “central” market, which is not necessarily true for supply shocks. Second, because the model imposes a linear approximation to a non-linear function, the accuracy of its findings may be compromised if trade flows are discontinuous and there are strong seasonality patterns in agricultural demand (Barrett, 1996).

Moreover, a common setback of all the above approaches, including the Ravallion (1986) model, is that they completely ignore the role of transport costs in contributing to the price gaps between geographically distinct markets. For this reason, Barret (1996) and Baulch (1997) highlight that the tests conducted in the aforementioned works should not be regarded as necessary nor sufficient conditions for market integration.

3.1.2 Baulch (1997)'s test of market integration in Philippine rice markets using observed components of transport costs

Baulch (1997) was the first to consider the role of transport costs in driving price dispersions across geographically distinct markets. In particular, he utilized a methodology of testing for spatial market integration, known as the parity bounds model (PBM)⁷, to evaluate the degree of integration amongst Philippine rice markets. The PBM distinguishes between the following three types of regimes which a pair of markets i and j can be in. First, defining P_t^i and P_t^j as the price of a good in markets i and j respectively at time t , and C_t^{ij} as the trade costs incurred in moving the good across the two markets at time t , a pair of regional markets are said to be at the parity bounds (or belonging to regime 1) if the price differential between them is equal to the transportation cost, that is, if $E\{P_t^j\} = P_t^i + C_t^{ij}$. They are said to be within the parity bounds (or belonging to regime 2) if the price differential between them is less than

the transportation cost, that is, if $E\{|P_t^i - P_t^j|\} < C_t^{ij}$. Finally, they are said to be outside the parity bounds (or belonging to regime 3) if the price differential between them exceeds the transportation cost, that is, if $E\{|P_t^i - P_t^j|\} > C_t^{ij}$.

Based on a maximum likelihood function developed in earlier work by Sexton, Kling, and Carman (1991), Baulch estimated the probability, or maximum likelihood, for any two markets to be at, within, or outside, the parity bounds, using observed sea freight rates and nominal rice prices in several selected regions in the Philippines. Baulch (1997)'s results predict that Philippine rice markets are either at or within the parity bounds almost 100 % of the time. In other words, Baulch (1997) finds that Philippine rice markets are well arbitrated across space and that price dispersions between geographically distinct markets tend to get arbitrated away very efficiently in the short run, under the assumption that perfect competition holds. Phrased differently, Baulch (1997) finds that the transmission of price signals across rice markets in the Philippines is complete within a single period (of a month), and that there are hardly any opportunities for traders to make profits via arbitrage, given the observable transportation (or sea freight) rates that he utilized in his estimations.

There are two disadvantages of Baulch (1997)'s approach. First, he predicted the probability for region pairs to trade with each other, using only price and observable freight rate data, but did not compare his results with actual trade flows. Second, Baulch (1997)'s estimates of trade costs are based solely on observable freight rates and do not include unobservable trade costs such as packaging and storage costs. Do the predictions of Baulch (1997)'s paper agree with actually observed trade flow data? This is an interesting question which we ought to consider, before proceeding any further with our discussion of the existing literature.

Table 12 was extracted from Baulch (1997)'s paper, it summarizes the estimated probabilities for each of seven pairs of regions to be at, within, or outside the parity bounds. Notice that Baulch (1997) predicts that Regions VI and VII are at the parity bounds 99.9 % of the time. This implies that we should expect to observe a price gap between Region VI and Region VII that is fairly constant over time and almost exactly equal to the observable freight rates involved in shipping rice between them.

However, as Figure 12 (in Chapter 1) illustrates, we do not observe anything like this, when we plot the wholesale price of regular milled rice in Region VI and Region VII respectively, between 2008 and 2015. Contrary

to Baulch (1997)'s predictions, we observe that the price gap between these two regions tends to narrow and widen rather arbitrarily across time. Further, if we were to reconsider Table 11 (in the last section of Chapter 1), we would notice that the absolute price gap between Region VI and Region VII is often very much larger than the observable freight costs. This is true even after inflation over the years has been taken into account. Assuming that the cost of shipping rice between this pair of regions remains fairly stable over time, it appears that Region VI and Region VII must not be at the parity bounds almost 100 % of the time.

As the analysis in this book will suggest, the observed discrepancies between Baulch (1997)'s predictions and the observed price data can be explained, if we recall that Baulch (1997) made use of only observable freight

Table 12 Baulch (1997)'s estimated regime probabilities for Philippine rice markets

| | Regime 1 | Regime 2 | Regime 3 |
|----------------------|------------------|------------------|--------------------|
| Region II-Manila | 0.939 (0.000) | 0.061 (0.039) | 6.3E-06 (0.965) |
| Region III-Manila | 0.582 (0.000) | 0.417 (0.000) | 3.1E-07 (0.994) |
| Manila-Region VII | 0.754 (0.000) | 0.246 (0.000) | 6.6E-08 (0.997) |
| Manila-Region IX | 0.357 (0.000) | 0.642 (0.000) | 2.2E-06 (0.980) |
| Region VI-Manila | 0.774 (0.000) | 0.225 (0.000) | 3.2E-08 (0.150) |
| Region VI-Region VII | 0.999 (0.00*) | 0.001 (0.00*) | 1.2E-10 (0.992) |
| Region VI-Region IX | 0.871 (0.000) | 0.128 (0.004) | 4.8E-07 (0.992) |
| Region VII-Region IX | 0.211 (0.005) | 0.789 (0.000) | 0.000 (0.881) |

Notes: This summarizes the probabilities for each of seven pairs of regions to be at, within, or outside the parity bounds, as estimated by Baulch (1997). A pair of regional markets are said to be at the parity bounds (or belonging to regime 1) if the price differential between them is equal to the transportation cost, within the parity bounds (or belonging to regime 2) if the price differential between them is less than the transportation cost, and outside the parity bounds (or belonging to regime 3) if the price differential between them exceeds the transportation cost.

Source: Baulch (1997, Table 4).

costs in estimating unit trade costs. By excluding the other aspects of trade costs, such as packaging and storage (i.e., logistics) costs, it is highly possible that Baulch (1997) may have under-estimated the full magnitude of trade costs, leading to results that predict trade between region pairs when trade costs are in actual fact larger than the price gap between them.⁸ Based on the results of our model, we believe that trade costs inclusive of logistics costs may be significantly higher than what sea freight rate schedules alone suggest. In other words, we believe that Baulch (1997) may have over-estimated the probability for pairs of regions to be at the parity bounds when they are actually within the parity bounds. Having said that, we must stress that our findings do not alter the main message of Baulch (1997), that is, that the combined probability for pairs of regions to be at or within the parity bounds is close to 100 % at any time. In other words, our findings confirm that there are hardly any opportunities for traders to make profits via arbitrage, given the sum of both observable and unobservable trade costs incurred in shipping rice across space.

3.1.3 Allen (2014)'s model of information frictions to explain persistent price gaps across Philippine rice markets

In sharp contrast to Baulch (1997), who concluded that Philippine rice markets are well integrated across space, Allen (2014) identifies significant and persistent price dispersions across rice markets in the Philippines that do not get arbitrated away over time. Allen (2014) argues that the lack of arbitrage must be due to market failure caused by information asymmetry, and supports his argument by documenting a number of observed patterns in trade flows and prices that seem to imply the presence of imperfect information. For example, as evidence to support his claim that information frictions are tremendous in the Philippines, Allen (2014) points to the fact that about 50 % of importing provinces export rice to destinations from which they import (that is, they engage in “two-way trade”).

In addition, he estimates that the reduction in trade flows that accompany an increase in distance are much larger than the increase in observed freight costs that accompany the same increase in distance, and argues, based on these estimates, that transport costs play only a small role in explaining why price gaps do not get arbitrated away over time.

“... freight costs result in only a slight decline in the effect of distance on trade flows. Hence, there appear to exist other frictions contributing to the

gravity relationship between trade flows and distance.” (Allen, 2014, p. 7)

Based on the claim that information asymmetries are the main reason for a lack of spatial arbitrage, Allen (2014) develops a theoretical model that incorporates information frictions into a perfect competition model of trade, where heterogeneous farmers engage in a costly search process to decide where to sell their crops. Next, he uses bilateral trade flows, observed prices, and observed freight costs, to test how well his model is able to predict actual trade flows between province pairs. He shows that when information frictions are set to zero in his model, its predictive power falls, as compared to when information frictions are incorporated.

In what follows, we shall go through some of Allen (2014)’s claims that are in support of information asymmetries and show how these observations in trade flows can be explained by factors unrelated to information asymmetry. As an empirical exercise, we obtain the same commodity flow data set as the one which Allen (2014) used in his paper and analyze his claim that a large fraction of provinces engaging in two-way trade is suggestive of the fact that information frictions are large. As evidence to support his claim that information frictions are tremendous in the Philippines, Allen (2014) points to the fact that about 50 % of importing provinces export rice to destinations from which they import (that is, they engage in “two-way trade”). According to Allen (2014), if we assume that prices in each province are fairly stable across the months of a year, the fact that provinces both import to and export from the same trading partners within a year must be indicative of the fact that traders are not well-informed about the prices of rice in other geographical locations.

Data on the quantity (in kilograms) and value (in Philippine pesos) of rice exported from specific origin ports to specific destination ports is available from the National Statistics Office of the Philippines (NSO), through the Domestic Trade Statistics System (DOMSTAT). In particular, trade flow data is derived from cargo manifests recorded by the Philippines Port Authority (PPA) and comprises information on the port of origin, port of destination, description of the commodity, quantity shipped, and value shipped. There are two frequencies at which trade flow data is observed. First at an annual frequency, and second in every 4th quarter of a year, between 1995 to 2009. By aggregating the port-to-port trade flow data to the provincial level, we obtain a data set of province-to-province bilateral trade flows of rice at the annual level, and for every 4th quarter of a year. There are 40 ori-

gin provinces and 50 destination provinces in the sample.

First, we verify that it is indeed true that a large proportion of province pairs engage in two-way trade with each other within a year. That is, they both import from and export to each other within a year. This is reflected in Figure 15, which shows the fraction of exports sent to locations imported from in each year in our panel data on rice trade flows.

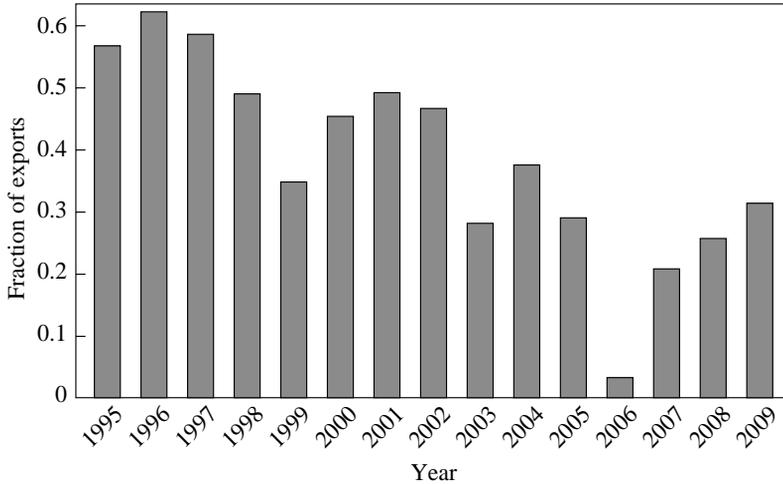


Figure 15 Fraction of exports sent to locations imported from, 1995–2009

Source: This figure is based on the author's calculations, using data on the quantity of rice exported from specific origin ports to specific destination ports, provided by the National Statistics Office of the Philippines (NSO) through the Domestic Trade Statistics System (DOMSTAT).

However, the question we should really be asking, is not the number or fraction of province pairs which engage in two-way trade with each other per se, but rather, for each pair of provinces that engaged in two-way trade, how much rice actually flows in the direction of the surplus province to the deficit province, as opposed to in the opposite direction? In order to answer this question, we devise a numerical index, which we term the trade flow unidirectionality index. The index captures the amount of rice that gets shipped in one direction as opposed to the other, for every pair of provinces that engaged in two-way trade within a year (t). The index is defined as follows:

$$\left| \frac{X_{ijt} - X_{jit}}{X_{ijt} + X_{jit}} \right| \in [0, 1], i, j = [1, \dots, M + N],$$

where X_{ijt} represents the quantity of rice exported from province i to province j in year t ; and X_{jit} represents the quantity of rice exported from province j to province i in year t . We assume that there is a total of M rice-surplus provinces and N rice-deficit provinces so that the total number of provinces is $M + N$. If the quantity of rice that province i exports to province j is about the same as the quantity of rice that it imports from province j , we would expect to obtain a value for the above measure that is close to zero, since X_{ijt} would be roughly the same in magnitude as X_{jit} . On the other hand, if the bulk of rice flows in one direction as opposed to the other, we would expect to obtain a value for the above measure that is close to 1.

We calculate the trade flow unidirectionality index between every pair of provinces which engaged in two-way trade with each other, across all the years in our panel data (which starts in 1995 and ends in 2009). We then count the number of times each value of the index is observed, for discrete values between 0 and 1. The logic behind our analysis is simple. If we find that the index has values close to 0 most of the time, we would be convinced that information frictions are large, since the quantity of rice that gets exported from a surplus province to a deficit province is roughly the same as the quantity of rice that gets exported from the deficit province to the surplus province, for every pair of provinces that engaged in two-way trade with each other. If, however, we discover that the index has values close to unity most of the time, we would have a reason to doubt the claim that two-way trade is really caused by a lack of information. This is because a high frequency of the index having a value of 1 suggests that the bulk of trade flows is actually uni-directional as opposed to bi-directional, with rice being exported from surplus to deficit regions most of the time.

We calculate the values of the above index for every province pair that engaged in two-way trade within a year, for every year in the data set (i.e., 1995–2009). The results of this empirical exercise are represented by the bar chart in Figure 16, where the count for each discrete value of the index is visualized. As Figure 16 illustrates, we find that our index is very close to 1 most of the time. This implies that for most of the province pairs engaged in two-way trade, the bulk of trade flows occurred in a single direction. In other words, it is very likely that information asymmetry is not the main reason behind the two-way trade.

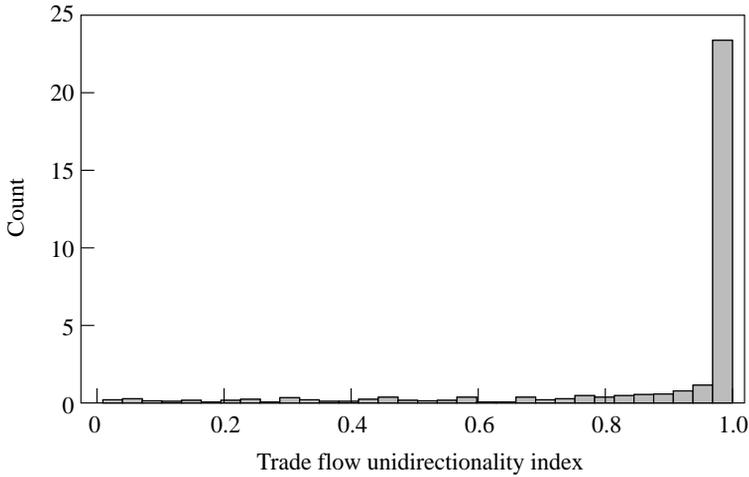


Figure 16 Bar chart of trade flow unidirectionality index between pairs of provinces, 1995–2009

Why then, do provinces engage in two-way trade within a year? We believe that this has a lot to do with differences in seasonality. Different provinces across the archipelago have different peak rice harvesting months. In order to illuminate the effect of differences in seasonality on trade between provinces, we extract data on the quantity of rice harvested in provinces within each quarter of a year, from the Bureau of Agricultural Statistics (BAS) website. We then divide the quarterly harvests of each province by that province's population count, to get a measure of the per capita harvest in each quarter.

For every quarter $q = \{1, 2, 3, 4\}$ of year $y \in [1995, 2009]$, we calculate a province's (per capita) harvest in quarter q , as a ratio of that province's annual (per capita) harvest. Focusing exclusively on pairs of provinces (i s and j s) which engaged in two-way trade during year y , we then compare province i 's per capita harvest in quarter q of year y , with province j 's per capita harvest in quarter q of year y , by mirroring their bar charts back-to-back. The paired bar charts of province pairs which engaged in two-way trade in 2000 are presented in Figure 17.

Figure 17 shows that there are significant differences in the amounts of rice harvested in province i relative to that in province j , across the quarters of the year. This provides a reason for these pairs of provinces to engage in two-way trade. In a quarter where province i has a relatively larger (per

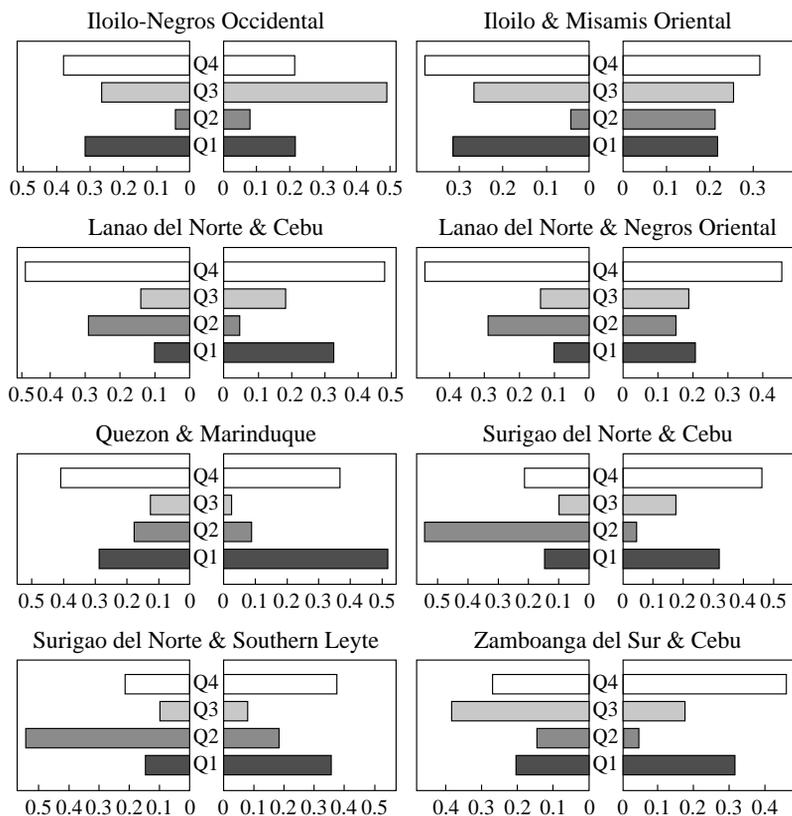


Figure 17 Quarterly (per capita) harvest of rice in two-way-trading province pairs, 2000

capita) harvest than province j , it exports. On the contrary, in a quarter where province i has a relatively smaller (per capita) harvest than province j , it imports. In summary, we believe that differences in seasonality combined with the need for consumers to smooth out their consumption of rice over the different months of a year, rather than information asymmetries, are the main reason for the high incidence of two-way trade.

Next, in order to further substantiate our argument that differences in seasonality and the need for consumption smoothing are sufficient conditions for two-way trade, we conduct the following empirical analyses, based on the approach suggested by Morduch (2005), for testing theories of risk-sharing between markets for agricultural commodities across geographical

space. The empirical exercises we shall describe henceforth were conducted with the aim of showing that the high occurrence of two-way trade amongst rice markets in the Philippines is not so much due to information asymmetries as the need to insure provinces against seasonal and other idiosyncratic risks to consumption.

In particular, we ask the following 3 questions and make use of the method developed by Morduch (2005) to answer them:

- To what extent is a province's production level of rice affected by idiosyncratic shocks on average?
- To what extent is a province's consumption level of rice affected by idiosyncratic shocks on average?
- How much smoother is consumption as compared to production, on average? In other words, how large a role does consumption-smoothing across space play, in eliminating a province's total production risk?

The logic behind these questions goes along the following lines. If on the average, a province's consumption level is significantly smoother than its production level of rice, this would serve as statistical evidence that provinces trade with each other to insure themselves against seasonal and idiosyncratic risks vis-a-vis production.

First, to answer question 1 ("to what extent is a province's production level of rice affected by idiosyncratic shocks on average?"), we decompose the observed rice production level of each province i in each year t , that is, Y_{it} , as a multiplicative function of the following 4 terms: (i) a base production level of rice specific to the province (Y_i); (ii) a factor which scales the base level of production up and down in accordance to common shocks to the nation as a whole (τ_t); (iii) a factor which scales the base level of production up and down in accordance to idiosyncratic shocks to the province (τ_{it}); (iv) a measurement error term (s_{it}).

In other words,

$$Y_{it} = Y_i \tau_t \tau_{it} s_{it}$$

$$\Rightarrow \ln Y_{it} = \ln Y_i + \ln \tau_t + \ln \tau_{it} + \ln s_{it}$$

The measurement error and idiosyncratic shocks to production (on average) are contained in the residual, and their combined magnitude can be inferred from the $(1 - R^2)$ of the regression.

Second, to answer question 2 ("to what extent is a province's consump-

tion level of rice affected by idiosyncratic shocks on average?”), we decompose the observed rice consumption level of each province i in each year t , that is, C_{it} , as a multiplicative function of the following 4 terms: (i) a base consumption level of rice specific to the province, which we assume to be equal to the province’s base production level of rice ($C_i = Y_i$); (ii) a factor which scales the base level of consumption up and down in accordance to common shocks to the nation as a whole (τ_t); (iii) a factor which scales the base level of consumption up and down in accordance to idiosyncratic shocks to the province (τ_{it}); (iv) a measurement error term (s_{it}).

That is,

$$C_{it} = Y_i \tau_t \tau_{it} s_{it}$$

$$\Rightarrow \ln C_{it} = \ln Y_i + \ln \tau_t + \ln \tau_{it} + \ln s_{it}$$

Finally, to answer question 3 (“how large a role does consumption-smoothing across space play, in eliminating a province’s total production risk?”), we follow the approach of Morduch (2005), which goes like this. The relative importance of the time and space components can be gauged by comparing the variation in consumption if risk-sharing is complete (but intertemporal smoothing is not possible) to the variation of consumption with no smoothing at all. If consumption smoothing is not possible, neither across space nor time, then consumption in each period must equal production: $C_{it} = Y_{it}$. Then, the variance of a province’s consumption (between time period 1 and time period T) is:

$$\frac{1}{T} \sum_{t=1}^T (Y_{it} - Y_i)^2,$$

where Y_i is province i ’s sample average production of rice.

On the other hand, if consumption smoothing is possible and complete, subject to the condition that the average provincial consumption over the entire sample is still Y_i , then consumption in each period becomes: $C_{it} = \theta_i Y_t$. Here, Y_t is the total national production in year t , and θ_i is the share of total national rice production allocated to province i . Under these assumptions, the fraction of national rice production over the entire sample attributable to province i is:

$$\theta_i = \frac{\sum_{t=1}^T Y_{it}}{\sum_{t=1}^T \sum_{i=1}^N Y_{it}} = \frac{Y_i}{\sum_{i=1}^N Y_i}$$

A measure of the potential for risk-sharing in eliminating a province's total risk is then:

$$\frac{\sum_{t=1}^T (\theta_i Y_t - Y_i)^2}{\sum_{t=1}^T (Y_{it} - Y_i)^2}.$$

This is the variance of consumption over time under complete sharing for province i , as a fraction of the variance under autarky (i.e., when trade conducted with the aim of consumption-smoothing is not possible). Table 13 contains our computations for each of the formulae described above. Our findings can be interpreted as follows. On average, while 79.1 % of a province's per capita rice production is subject to idiosyncratic shocks, only 62.5 % of its per capita rice consumption is idiosyncratic. Phrased differently, these figures show that on average, consumption smoothing helps to mitigate about 16.6 % of the idiosyncratic components in consumption. Further, we find that the average variance of consumption under complete risk-sharing is nearly 70 % of the variance under autarky. These findings are evidence against the claim that information frictions are the driving force behind the two-way trade because they illustrate that on the average, a province's consumption is significantly smoother than its production of rice. In other words, provinces in the Philippines do trade with each other to insure themselves against seasonal and idiosyncratic risks vis-a-vis production.

In the empirical analyses conducted above, we analyzed Allen (2014)'s claims that information frictions are very high in the Philippines, based on his observation that a large proportion of province pairs engage in two-way

Table 13 Results of empirical analysis on the average percentage of production and consumption subject to idiosyncratic shocks

| $(1 - R^2)$ from regression of total production (Y_{it}) on year and province fixed effects | $(1 - R^2)$ from regression of total consumption (C_{it}) on year and province fixed effects | Ratio of variance of consumption under complete risk-sharing to variance under autarky |
|---|--|--|
| 0.791 | 0.625 | 0.703 |

Notes: The first column indicates the percentage of a province's per capita rice production that is subject to idiosyncratic shocks, on average. The second column indicates the percentage of a province's per capita rice consumption that is subject to idiosyncratic shocks, on average. The last column indicates the ratio of the variance of consumption under complete risk-sharing across space, to the variance of consumption when no risk-sharing takes place.

trade. We then provided a critique of this claim, by illustrating how two-way trade could be caused by a set of factors completely unrelated to information frictions. In what follows, we analyze another claim of Allen (2014)'s, which he provided as evidence to support his argument that information frictions are very large. That is, that the reduction in trade flows that accompany an increase in the distance between province pairs are much larger than the increase in observed freight costs that accompany the same increase in distance. As a critique of this claim, we show that Allen (2014)'s measures of distance—which are based on overwater (straight line) distances measured in pixels—may not represent the distance of the actual routes through which crops are transported well enough. First, consider Figure 18, which is a scatterplot diagram we created, to depict the relationship between overwater distances measured in pixels and the freight costs estimated by Allen (2014). It is easy to see that not only is there no clear linear relationship between Allen (2014)'s estimations of freight costs and straight line distances measured in pixels, but that estimated freight costs do not even seem to be increasing with distance.

In contrast to the approach used by Allen (2014) to measure shipping distances, we make use of actual shipping distance data obtained from “www.searates.com”, a website that provides the most competitive routes of shipping from any origin to any destination in the world. Here, we obtain over-

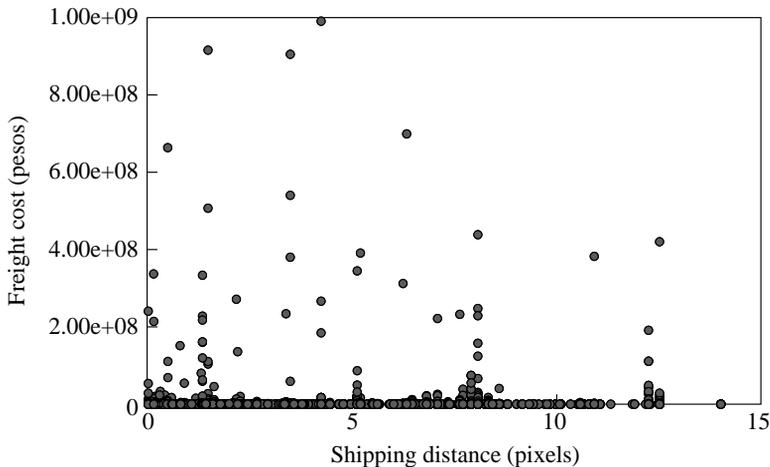


Figure 18 Relationship between overwater distances measured in pixels and freight costs

Source: Created by the author based on Allen (2014).

Table 14 Relationship between shipping distance and quantity of rice traded

| Dependent variable | Log quantity shipped (/kg) |
|---------------------------------|----------------------------|
| Log shipping distance (/km) | -0.704*** |
| Origin-year fixed effects? | Yes |
| Destination-year fixed effects? | Yes |
| R-squared (within) | 0.7478 |
| Observations | 585 |

Notes: This shows the regression coefficient of our analysis, when we regress log bilateral trade flows on log shipping distance, conditional on origin-year and destination-year fixed effects. Each observation is an origin-destination-year triplet in which trade occurred. Stars indicate statistical significance: * $p < .10$, ** $p < .05$, and *** $p < .01$.

water and overland distances between markets that are connected by sea, by land, and by a combination of the two. We believe that this data is much more in line with the actual distance through which crops are transported since it is possible that ports may be connected by a combination of sea and land via the Nautical Highway System, which came into effect in 2003.⁹ Using our data on the distance between provinces, we obtain higher elasticities of trade flows with respects to distance than Allen (2014) did, when we regress log bilateral trade flows on log shipping distance, conditional on origin-year and destination-year fixed effects. For example, while Allen (2014) reports that a 10 % increase in shipping distance is associated with a 4.2 % decline in bilateral trade flows, we find that a 10 % increase in shipping distance is associated with a 7.04 % decline in bilateral trade flows.

3.2 Contribution to literature

At the present time of writing, there is no single study that is able to provide a clear and conclusive answer to the research questions that we are trying to answer, that is, the questions of whether rice markets in the Philippines are well arbitrated across space, and what factors serve to prevent more rice from being redistributed from rice-surplus to rice-deficit markets. In our attempt to answer these questions and to shed light on the factors that serve to impede trade between many pairs of rice-surplus and rice-deficit provinces, it is necessary that we first embark on a study of the characteristics of rice markets, as well as the transportation and logistics sectors, in the Philippines. This will be the concern of the following chapters.

CHAPTER FOUR

Detailed description of Philippine rice markets

4.1 Production

Although the Philippines does not produce enough rice to meet its gross national demand, the nation is the world's eighth-largest producer of rice (Ricepedia, Philippines, n.d.). As we can see from Figure 19, total (irrigated and non-irrigated) rice production in the Philippines has been on a slight upward trend between 1970 and 2010. In 2010, at least 4.35 million hectares of land in the Philippines was devoted to the production of rice (Philippine

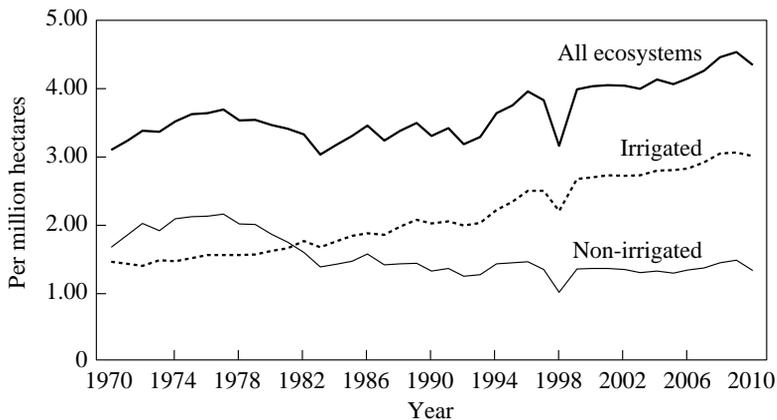


Figure 19 Area harvested to paddy rice between 1970 and 2010

Source: Created by the author based on Philippine Rice Research Institute (2011).

Rice Research Institute, 2011).

There are two main cropping seasons of rice. The first (wet) season takes place between September and November, while the second (dry) season takes place between March and May (Reyes et al., 2005). Hayami et al. (1999) observe that in each cropping season, as much as 60 and 90 per cent of rice is sold during the month where harvest is at its peak. Since there is a lot of heterogeneity in terms of the month when each province experiences its peak harvest, this observation is in tandem with our argument (in Chapter 3) about differences in seasonality and the need for consumers to smooth out their consumption of rice across geographical space.

By looking at Figure 20, which plots the amount of paddy rice (palay) supplied between 1970 and 2010 in million metric ton units, we observe that the supply of rice is very much affected by exogenous shocks in the form of natural calamities such as the ENSO (El Niño Southern Oscillation). For example, in Figure 20, we see a sharp dip in the supply of palay in 1998, and Figure 21 tells us that this is attributable to 1998 being a strong El Niño year. Further, while the supply of palay peaked in 2008 at 16.82 million metric tons, natural calamities including the ENSO brought it down in succeeding years. According to the Philippine Rice Research Institute (2011), the fact that the gross national supply of palay in 2010 was 6.2 % less than that in 2008 is attributable to a drought caused by the El Niño phenomenon in the first semester and strong typhoons in the fourth quarter of the year.

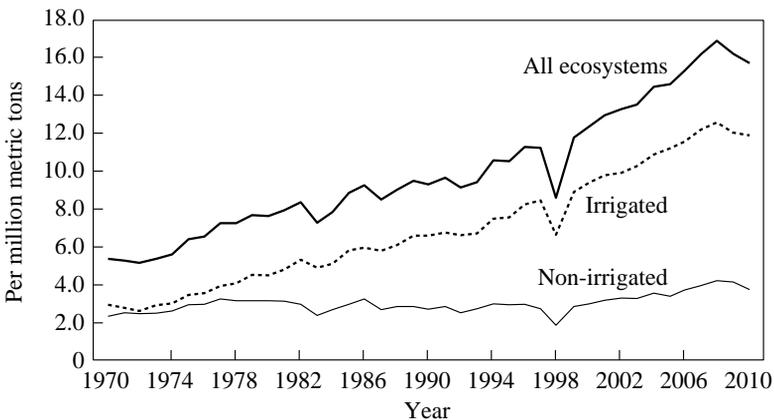


Figure 20 Paddy rice production between 1970 and 2010

Source: Created by the author based on Philippine Rice Research Institute (2011).

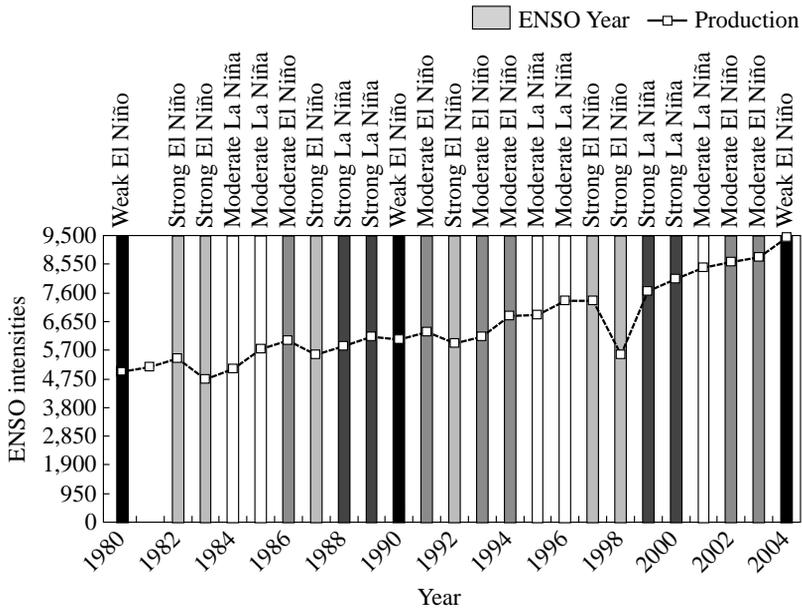


Figure 21 Paddy rice production and intensity of ENSO between 1980 and 2004

Source: Created by the author based on Reyes et al. (2005).

On a positive note, palay yield has more than doubled since 1970, in spite of the nation’s land resource constraints. Yield experienced an all-time high in 2007 at 3.8 metric tons/hectare, although it has been decreasing ever since then due to the negative effects of weather-related shocks. In answering the question of why there is not enough rice available for consumption in rice-deficit markets, it is natural that we question the extent to which this phenomenon is the result of a low level of productivity in the Philippines.

Are Filipino farmers a lot less productive than farmers in other rice-producing nations? Figure 22 suggests not. As we can see from this figure, although Thailand and India have more land harvested to rice than the Philippines, the Philippines is more productive in terms of the yield of palay per unit area than the former two countries. For example, in 2009, the Philippines had an average yield of 3.59 megatons/hectare, whereas Thailand and India only had 2.87 and 2.98 megatons/hectare, respectively. This observation is further supported by Dawe (2006a), who highlights that the Philippines was able to achieve self-sufficiency in the 1970s and even became

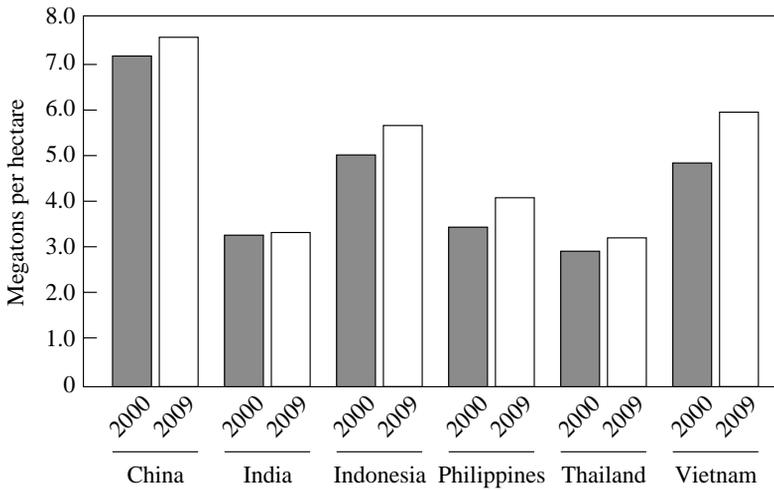


Figure 22 Yield of paddy in selected Asian countries, in 2000 and 2009

Source: Created by the author based on Philippine Rice Research Institute (2011).

a small net exporter of rice in the early 1980s, in spite of its land resource constraints. According to Dawe (2006a), this was the effect of the Green Revolution (which took place between the late 1960s and 1970s), when new irrigation techniques, improved rice varieties, and fertilizers were adopted in the Philippines, allowing the nation to overcome its natural disadvantages in the endowment of land. The decline in the nation's self-sufficiency of rice ever since the 1990s is mainly the result of its burgeoning population and the fact that all Filipino farmers have already adopted the technology package introduced during the Green Revolution.

As we have already noted in earlier chapters, there is a lot of heterogeneity with regards to each geographical region's comparative advantage vis-a-vis rice cultivation. The vast majority of irrigated rice is cultivated on the central plain of Luzon, while the majority of rainfed rice is produced in Cagayan Valley and along the coastal plains of Ilocos, as well as in Iloilo Province (in Western Visayas). The major rice-producing parts of the Philippines include Central Luzon (Region III), Western Visayas (Region VI), Cagayan Valley (Region II), Ilocos (Region I), and Soccsksargen (Region XII) (Philippine Food and Nutrition Security Atlas, 2012).

On the other hand, rice-deficit regions include the highly populous Rizal

province (in Calabarzon (Region IV-A)), the National Capital Region (NCR), and the Autonomous Region in Muslim Mindanao (ARMM). Although many different factors serve as constraints to the production of rice in these areas, researchers have identified climate change, burgeoning population, declining land area, and a high cost of factor inputs amongst them. In addition, some areas such as Soccsksargen (Region XII), which used to record surpluses of rice, have now become rice-deficit regions due to crop shifting and the conversion of agricultural land to residential, commercial, and industrial land.

At the national level, despite relatively high yields of palay (see Figure 22), the Philippines has experienced a fall in its self-sufficiency of rice over the past one and a half decades. For example, national self-sufficiency of rice dwindled from 91 % in 1990 to 80 % in 2010, due to rapid population growth, rising per capita demand for rice, and exhaustion of the Philippines land resources by the 1960s (see Figure 23). Intal Jr. et al. (2008) observe that rice farmers may have chosen to cultivate other crops in place of rice because of increases in the opportunity cost of labor and land, inability to compete with rice imported cheaply from abroad by the NFA, and a lack of infrastructure support for agriculture by the Filipino government (Intal Jr. et al., 2008, p. 2). Further, Baulita-Inocencio et al. (1995) highlight that the dismal amount of public spending on infrastructure for agriculture is a large



Figure 23 Philippines' rice import dependency and sufficiency ratios, 1990–2010

Source: Created by the author based on Philippine Rice Research Institute (2011).

causal factor behind the slow growth of rice output since 1990.

Why is the amount of public spending dedicated to rice cultivation so constrained, to begin with? There are several factors at play, but some of the most obvious ones include the Filipino government's budgetary and debt problems (Intal Jr. et al., 2008), the competing demand for water by other sectors (Intal Jr. et al., 2008), and the lack of political representation of rice farmers (Fang, 2014). We shall examine the last point in greater detail in Section 4.3 below.

4.2 Consumption

Rice is the staple food of about 80 % of Filipinos and has a 13 % weight in the consumer price index (Reyes et al., 2005). Although regions differ in terms of their per capita consumption of rice (see Table 15), the national demand for rice has risen sharply across all regions ever since 1970 (see Figure 24) and has continued to surge even after 2000. This is reflected in Table 15, which illustrates that the national per capita consumption of rice increased by 13 % between 1999/2000 and 2008/2009. Shifts in consumer tastes from other crops such as corn to rice have contributed significantly to the growth in the national per capita consumption of rice. This is evidenced by the fact that the per capita rice consumption in Central Visayas (Region VII)—a region that has traditionally consumed corn as its staple—increased by a staggering 41 %, from 67 kg per year in 1999/2000 to 95 kg per year in 2008/2009.

There is no region where the per capita rice consumption has not increased ever since 1999/2000. In 2008/2009, Central Visayas (Region VII) still recorded the lowest per capita consumption of rice, most probably because of the preference for corn by the people living in the region. On the other hand, the ARMM recorded the highest per capita consumption of rice. According to the Philippine Rice Research Institute (2011), the fact that rice consumption did not increase much in Calabarzon can be attributed to rapid urbanization and income growth in the region, because these factors may have made it possible for the people living in Calabarzon to substitute rice for more expensive food groups such as meat and non-starchy vegetables.

Figure 25, which was created by Reyes et al. (2005), paints a very striking picture of the relationship between rice consumption and production in the Philippines. The figure shows that between March 1992 and November 1995, the national consumption level of rice remained fairly time invariant

Table 15 Per capita rice consumption by region, in 1999–2000 and 2008–2009

| Region | Per capita rice consumption (kg) | | Percent change |
|---------------------|----------------------------------|-----------|----------------|
| | 1999/2000 | 2008/2009 | |
| Philippines | 106 | 119 | 13 |
| NCR | 90 | 101 | 12 |
| CAR | 121 | 132 | 9 |
| Ilocos Region | 118 | 125 | 6 |
| Cagayan Valley | 116 | 122 | 6 |
| Central Luzon | 111 | 123 | 11 |
| Calabarzon | 108 | 113 | 4 |
| Mimaropa | 108 | 136 | 26 |
| Bicol Region | 111 | 124 | 12 |
| Western Visayas | 122 | 134 | 10 |
| Central Visayas | 67 | 95 | 41 |
| Eastern Visayas | 113 | 127 | 13 |
| Zamboanga Peninsula | 90 | 109 | 21 |
| Northern Mindanao | 91 | 116 | 28 |
| Davao Region | 108 | 113 | 5 |
| Soccsksargen | 103 | 137 | 32 |
| Caraga | 114 | 128 | 13 |
| ARMM | 122 | 145 | 18 |

Note: The final column summarizes the percentage change in the per capita rice consumption between the year 1999/2000 and the year 2008/2009.

Source: Philippine Rice Research Institute (2011).

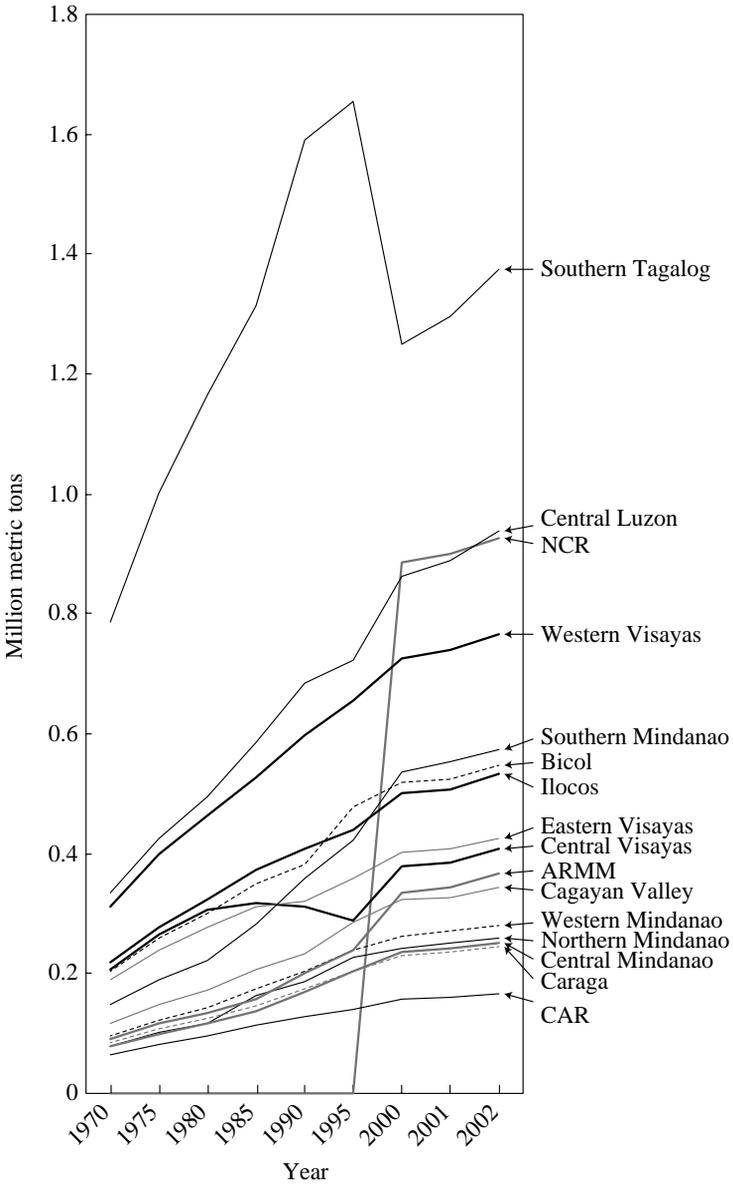


Figure 24 Rice consumption by region/million metric tons, 1970–2002

Source: Created by the author based on Intal Jr. et al. (2008), using data from the BAS.

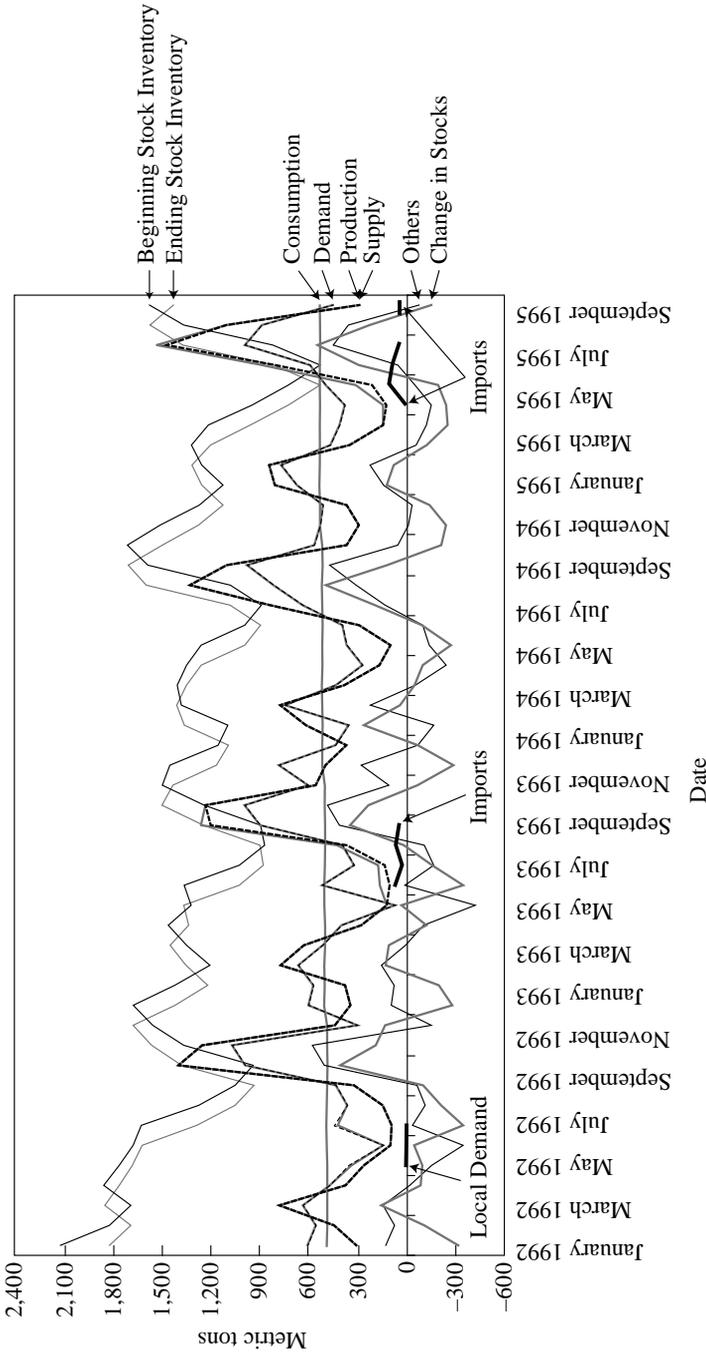


Figure 25 Time series plot of various indicators of supply, demand, and stock inventories, between 1992–1995
 Source: Created by the author based on Reyes et al. (2005).

(or constant throughout time), whereas production (and inventory levels) experienced cyclical fluctuations across the months of each year. This observation serves as solid evidence in support of our argument in Chapter 3 that differences in the seasonality of rice across provinces, and the need for consumers to engage in consumption smoothing over the months of a year, is a strong factor that gives rise to the two-way trade of rice between province pairs.

As we examined in Section 1.2.4 of Chapter 1, there is an inverse relationship between the income of a family and the amount of rice it consumes as a fraction of household income. According to Dawe eds. (n.d.), rice alone occupies over 20 % of the value of total consumption of the poorest 30 % of households. Similarly, using data from the 1997 Family Income and Expenditures Survey (FIES), Balisacan (2000) discovered that net rice consumption as a percentage of total consumption was highest amongst the lowest two deciles of the population ranked by income. For the lowest decile (i.e., the poorest 10 % of the population), the share was around 7.5 %, and for the second lowest decile, it was about 2 %. In contrast to the bottom two deciles, the share of net rice consumption was negative for deciles 4 to 8 (i.e., households in the middle of the income distribution). Dawe (2006b) identifies the following 4 groups of people as people likely to belong to the lowest two deciles of the population ranked by income: the urban poor; the rural landless; non-rice farmers; and small rice producers who do not produce enough rice to meet even their family's consumption needs (Dawe eds., n.d., pp. 44-45). The inverse relationship between a family's income and the amount of rice it consumes as a fraction of household income tells us that high domestic rice prices are very much detrimental to the welfare of the poor.

4.3 Distribution: The vertical supply chain of rice

What are the channels through which rice flows, from the time it is harvested at the farm gate, to the time it reaches the consumer? Who are the participants involved in the vertical supply chain of rice, and what are their roles? Answers to these questions can be found in Hayami et al. (1999), who surveyed both farm and non-farm households in East Laguna Village eleven times between 1966 and 1997, as well as a report entitled "Marketing costs structure for palay/rice 2013" published by the Philippines Statistics Authority in 2015 (BAS, 2015). We summarize our findings from these two sources

below.

Although there are variations in the exact stage of the vertical supply chain at which each of the different groups of participants is active, the basic path through which rice flows from farmers to consumers is illustrated in Figure 26. Rice producers, or farmers, are active furthest upstream in the vertical supply chain of rice. According to both sources mentioned above, the bulk of paddy that is harvested by farmers gets passed from the farm gate to the wholesale level through the hands of middlemen known as collectors. It is also common that a large-scale collector of the independent trader type employs several small-scale commission agents known as agent

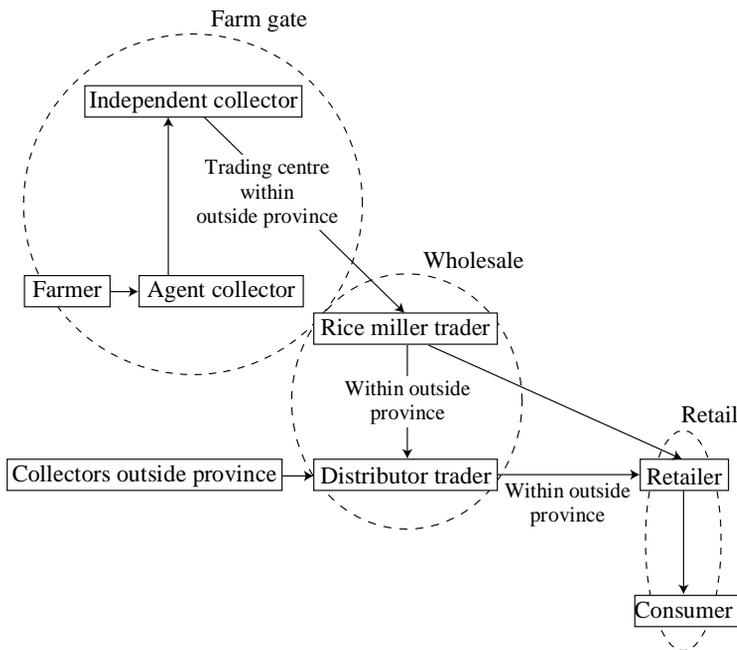


Figure 26 Flow of rice in vertical supply chain of rice

Notes: This depicts the vertical supply chain of rice in the Philippines at the most fundamental level. The participants at the farm gate to wholesale level are farmers, agent collectors, and independent collectors. Collectors serve as “middle-men” between farmers and wholesalers. Participants at the wholesale level are rice miller traders and distributor traders, who may operate at various degrees of scale. Rice miller traders are usually located in trading centers found in core provinces. After passing through the hands of one or more wholesalers, rice finally reaches the retail level, where it is sold by retailers to consumers.

Source: Created by the author based on Hayami et al. (1999).

collectors.

Hayami et al. (1999) explain the difference between the roles of an independent collector and agent collector as follows. To become an independent trader, one has to commit to a rather hefty fixed capital investment, such as the purchase of a truck which is used to transport wet paddy collected from farmers to interprovincial rice millers located in trading centers. In addition, independent traders are also exposed to trade risks, since the selling price of paddy to mills varies depending on the moisture content of the rice. This implies that miscalculations of the quality of paddy when offering prices to farmers can result in major losses for an independent trader. In contrast, agent collectors who operate on a commission basis are free from fixed capital investments and trade risks, since they receive payment from independent traders.

Collectors sell the rice they collect from farmers to large interprovincial rice mills, which are located in “core” provinces—that is, large provinces where trading centers are found. These may be within or outside the province where the farmer plants his rice, depending on where the farm is situated. Rice miller traders tend to operate only in core provinces because, in order to keep a mill in operation over the months beyond the peak harvesting seasons, it is necessary to procure paddy from a diverse range of provinces with heterogeneous harvesting seasons (Hayami et al., 1999).

At the wholesale level, it is common for rice to get passed from a rice miller trader to other wholesale traders known as distributors. The term “trader” refers to any participant who buys and sells rice. These may be small, medium, or large scale. Finally, rice enters the retail level when it is sold by either a rice miller trader or distributor to a retailer. The retailer then sells to consumers at some marked up price.

Figure 26 illustrates the flow of rice from upstream to downstream and Figure 27 illustrates the hierarchical relationship between the different groups of agents in the vertical supply chain of rice. It is also important to note that we have simplified the channels of rice marketing to a great extent in both of these figures, for the sake of parsimony. In reality, rice may flow through many more stages, and the relationships between the agents involved may be a lot more complicated than what we have depicted. For example, Figure 28, which was extracted from the “Marketing costs structure for palay/rice 2013” report (BAS, 2015) depicts the marketing channel of rice in Nueva Ecija province. Since Nueva Ecija is one of the largest suppliers of rice in the entire country, the marketing channel of rice in this

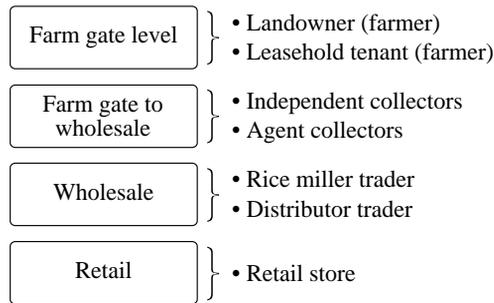


Figure 27 Hierarchical relationship between agents in vertical supply chain of rice

Source: Created by the author based on Hayami et al. (1999).

province is also very complex.

In Nueva Ecija, rice is collected from farmers by barangay assemblers, provincial assemblers, cooperatives, and agent collectors (or agents) who serve as middlemen between farmers and wholesalers. Large and medium-sized distributors and miller traders are active at the wholesale level. We observe that it is common for distributors to play the role of collectors too. For example, provincial assemblers and municipal assemblers both collect and distribute rice. Further, middlemen such as buying stations, cooperatives, and agents, as well as large distributor traders (or wholesalers) may also collect rice from other regions.

According to the BAS report, cooperatives oversee the milling and distribution of rice to identified buyers which include institutional buyers, wholesalers, and retailers. On the other hand, agents help to make the disposal of rice easier for farmers, since they are actively involved in price negotiations between farmers and large-scale assemblers. At the wholesale level, distributor and miller traders procure rice from assemblers, cooperatives, and assemblers, and sell the rice to retailers who in turn market to consumers.

It is apt to include a small note of clarification to our description of the distribution of rice. In Allen (2014)'s empirical analysis, he makes use of province-month-commodity wholesale prices for the purpose of observing "the market price that producers would receive." However, his model is based on the assumption that heterogeneous farmers engage in a costly search process to decide where to sell their crops. We believe that this analy-

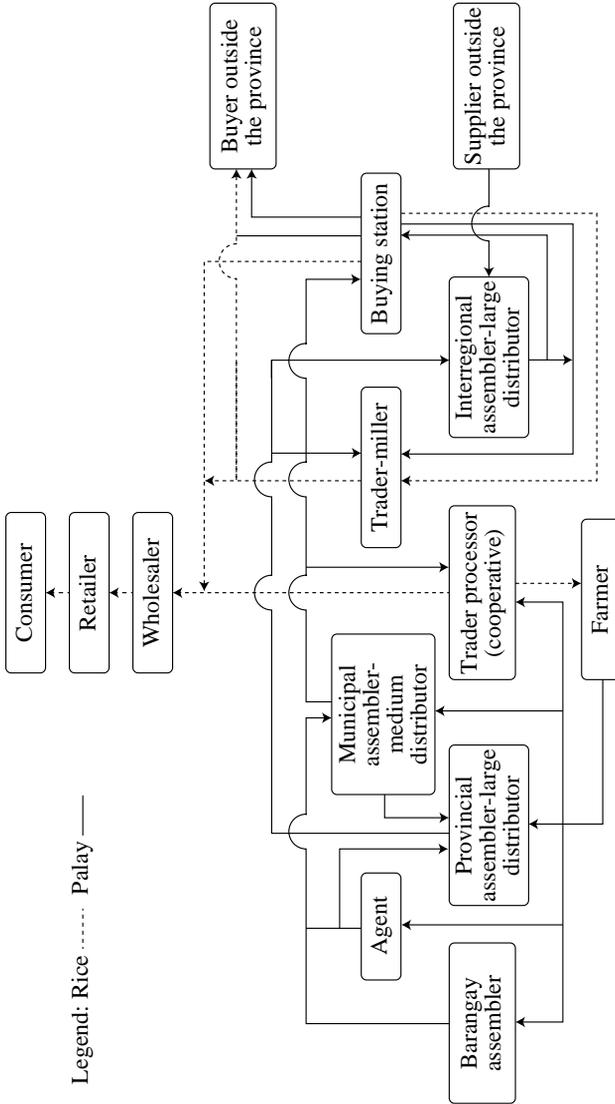


Figure 28 Distribution channels of rice in Nueva Ecija province

Notes: Although the distribution system in Nueva Ecija province is much more complicated than the basic vertical supply chain of rice that we depicted in Figure 26, the levels at which the various types of participants operate, and the broad classification of the various types of participants, remain consistent between both diagrams.

Source: Created by the author based on the BAS (2015, p. 20).

sis does not capture the workings of rice markets in the Philippines in an accurate manner, due to the following reasons.

First, the market price that farmers receive should be the farm gate price and not the wholesale price. (The latter is the price that rice millers and distributors at the wholesale level receive, when they make transactions with retailers.) Second, the role of searching for the price of rice in other provinces and deciding where to sell rice is usually overseen by agent collectors on behalf of farmers, because farmers may not want to make the fixed capital investment of buying a truck to haul rice to rice millers. Farmers are also often involved in creditting arrangements with agent collectors, who may advance credit to farmers with interest rates, in order to ensure a steady procurement of paddy. Due to these informal transactions between farmers and agent collectors, it is actually the common practice for the former to leave the job of price searching to the latter. We will clarify in our description on each of the different groups of market participants below, that middlemen, that is, collectors and traders, are very well-informed and updated about the price of rice in other geographical markets.

In the following sub-sections, we turn our attention to the role that specific groups of agents in the vertical supply chain of rice have to play and examine their relationship with one another.

4.3.1 Farmers

In the Philippines, farmers comprise about a third of the national labor force (of approximately 40 million people), and rice farmers comprise about a third of all farmers. It is easy to comprehend that rice farmers are a significant group of workers if we consider that they alone account for more than 10 % of the total labor force (Fang, 2015, citing Alavi et al., 2012). Further, writing in 2008, Intal Jr. et al. (2008) remarked that there were more than 3 million rice farmers at the time of writing.

The common consensus among researchers who study rice markets in the Philippines is that even though farmers are numerous, they are poorly organized and have almost no power to set market prices. This is expressed in the writings of Fang (2015), who notes that the organization of rice farmers tends to be in the form of cooperatives that are more often motivated by economic rather than political reasons. For example, cooperatives tend to be more concerned with issues such as water distribution or loan provision, than with issues that have to do with changing government agricultural policy.

Why do farmers lack a common representative voice vis-a-vis agricultural policy? The reason has a lot to do with the fragmentation of their interests. Rice farmers in the Philippines are extremely heterogeneous, and this makes it extremely challenging for them to unite as a group with a common political purpose. Producer heterogeneity in Filipino rice markets is very much the result of the country's agrarian structure, which we must now turn our attention to, if we want to understand why rice farmers are so poorly represented in the government's agricultural policy-setting agenda.

The term "rice farmer" refers to anyone who produces rice for sale, using seedlings and other factor inputs. The term seems to bring to mind a somewhat homogenous group of producers furthest upstream in the supply chain of rice, but such a conception is very misleading in the case of the Philippines. This is because within farmers there are landlords, that is, producers who own the land upon which rice is produced, and (leasehold) tenants, that is, producers who do not possess the land which they till.¹⁰

For reasons deeply rooted in history, which will be discussed in Chap-

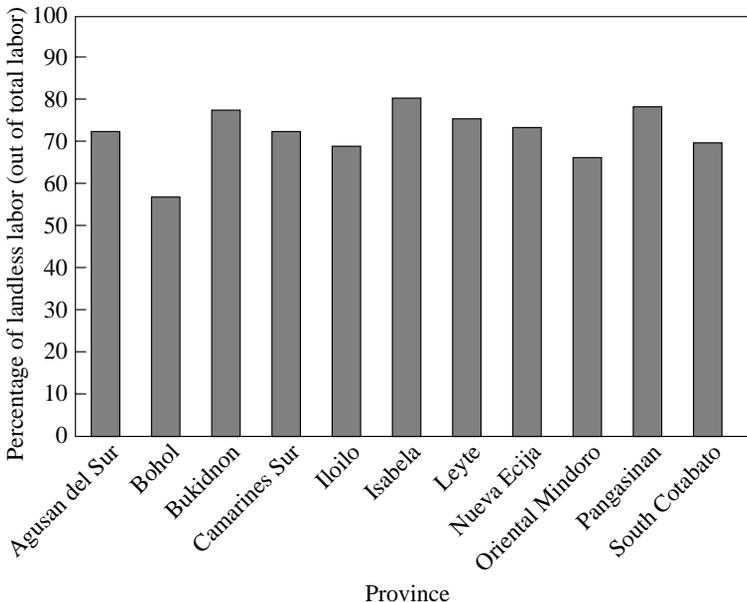


Figure 29 Percentage of landless labor out of total labor use for rice production

Source: Dawe eds. (n.d.), based on data provided by PhilRice-BAS (2003).

ter 5, there is a tremendous degree of land inequality amongst Filipino rice farmers, and this prevents them from banding politically. Moreover, landlessness amongst farmers is a severe issue, which serves to deprive them of their voice in matters of agricultural policy-making and to marginalize them at the expense of landlord farmers. According to Dawe eds. (n.d.), farmers without land are a numerous group, making up 13 % of the rural labor force. This is evidenced by Figure 29, which shows that in most rice-producing provinces, between 60 and 80 % of labor invested in rice production is provided by landless farmers. Yet, despite their large numbers, landless farmers have hardly any voice in politics locally, much less nationally. Landless farmers' lack of political power entrenches them in poverty, to the extent that they are seldom able to provide for the needs of their family for a whole year. Considering that many of them spend 25–30 % of their yearly income on the consumption of rice alone (Dawe, 2006b), it is not difficult to see that high domestic rice prices, spurred by the government's protectionist policies, serve to penalize landless farmers at the expense of landowners.

4.3.2 Wholesalers: Rice miller traders and distributor traders

In the previous sub-section, we examined the role of farmers and explained how the use of agricultural land in the Philippines gives rise to a situation where there is a large extent of heterogeneity and inequality amongst the incomes and landholdings of farmers. In this subsection, we shall turn our attention to another group of participants in the rice supply system – wholesalers. As shown in Figures 26 and 27, wholesalers consist of rice millers and distributors, who are also often referred to as traders. The term “trader” broadly refers to any participant who buys and sells rice and may also include rice collectors (of the agent and independent type). There are many different types of wholesalers, each operating on a different scale, and it is common to find that rice is passed from hand to hand, following a hierarchical order of wholesalers within a single rice market. To someone unfamiliar with the workings of rice markets in the Philippines, it may seem strange that there are so many traders, each operating at such different degrees of scale. However, Hayami et al. (1992) explain that it is actually very common for agricultural markets of developing economies to be organized in this way. This is because farmers typically operate and sell at very small scales, and this greatly increases the transaction cost per unit of a product collected directly from farmers. Hence, in order to reap the benefits of scale economies, it makes sense for downstream traders to relegate the task of

searching for (and contracting with) farmers to upstream traders, such as poor village wives, who have a lower opportunity cost of time.

In fact, Hayami et al. (1999) argue that having a hierarchical chain of traders is vital in keeping large rice mills running through the months of a year. As we considered in previous chapters of this book, there is a lot of heterogeneity in the timing in which rice is harvested across geographical space. To keep a mill running throughout the different months of a year, rice millers need to ensure that they have constant access to paddy from different regions with different harvesting times. For this to be possible, it is inevitable that they rely on a large number of upstream traders to assemble paddy from small-scale farmers over a large number of localities.

One method which rice millers often employ to secure a constant all-year-round supply of paddy is to develop long-term trade relationships with traders further upstream. One such relationship would be credit tying, where rice millers advance credit to participants further upstream, with interest rates ranging between 2 to 5 % per month (Hayami et al., 1999, p. 194).

In fact, some rice millers even engage in credit tying relationships with farmers. In such cases, farmers would sell their produce directly to the rice miller and receive production loans from the latter in advance, at an interest rate of 8 % for three months or so. The loan would be repaid together with interest, via deduction from the proceeds of the paddy that the farmers sell to the rice miller upon harvest. Although credit tying relationships between farmers and rice mills make it easier for farmers to purchase the factor inputs necessary for production, they also erode the bargaining power of farmers with regards to the price of rice they receive from the rice mills. This leads to a so-called love-hate relationship between farmers and rice millers (Fang, 2015). On the one hand, farmers often find such relationships enticing, because a lack of formal rural credit makes it extremely difficult for them to obtain the credit they need from other sources. For example, Dawe eds. (n.d.) observes that interest rates from banks in the Philippines are often too exorbitant for farmers to pay, at 15 % an annum as compared to a mere 4 % per annum in Thailand. He also notes that participants in Philippine rice markets seldom borrow from banks because the paperwork is excessive.

On the other hand, however, credit-tying relationships between farmers and rice mills penalize the former by limiting their choices over whom to sell to (Fang 2015, pp. 88–89). Yet, a survey conducted by the Agricultural Credit Policy Council showed that more than half, and as much as three-

quarters, of the loans extended to rice farmers between 1996 and 2005 were of the credit-tying sort between traders and farmers (cited by Llanto, 2008, p. 146).

In light of the fact that farmers are often engaged in informal credit-tying arrangements with traders, it is not difficult to see that it is a lack of properly-functioning banks and not a lack of information (or the presence of information frictions) as suggested by Allen (2014), that cause farmers to have little bargaining power over farm gate prices. Farmers would not have to rely so much on informal credit-tying relationships with traders if financial institutions that could offer them with better access to capital were present. They would then have a lot more freedom in choosing whom to sell their rice to.

4.3.3 Retailers

Retailers are furthest downstream in the vertical supply chain of rice since they sell rice directly to consumers. They are also the customers of wholesalers, hence Hayami et al. (1999) observe in their study of East Laguna village that rice millers often make large efforts to secure a constant flow of demand from retailers. One such effort comes in the form of sales on credit, where miller traders allow retailers to delay their payment of rice orders by two to four weeks. Sales on credit arrangements are however risky because there are no legal institutions to help traders recover defaults by retailers on small amounts of credit (Hayami et al., 1999, p. 195).

4.3.4 Price markups and the possibility of collusion: How much market power do wholesalers and retailers have?

Since the main theme of this book is whether rice markets in the Philippines are well arbitrated (or integrated) across space, our discussion on the mechanisms of rice distribution would not be complete without considering the following (two) types of questions. First, do price markups differ a lot across geographical space? Is it possible that heterogeneity in each market's price markup is responsible for spatial price divergence at the wholesale and retail levels? Second, how large are price markups at the wholesale and retail levels? Do wholesalers and retailers have market power? What is the possibility of them colluding and keeping prices artificially higher than the competitive market price in each market?

We shall answer each question in turn. Let us first address the question

of whether price markups differ across geographical space. We downloaded time series data from the BAS' website on the prices of non-fancy rice at the farm gate level, and on the prices of regular milled rice at the wholesale and retail levels, in each province. By creating diagrams which show how rice prices evolved across time in each province at the farm gate, wholesale and retail levels, and by comparing rice prices at each stage of the vertical supply chain within and across provinces, we find that price markups are fairly consistent across space. In other words, we find little evidence to support the hypothesis that heterogeneity in each market's price markup could be responsible for causing prices to diverge across space at the wholesale and retail levels.

The figures in Appendix 1 plot the evolution of rice prices at the various stages of the vertical supply chain across time, in each of 79 provinces. In each time series plot, the vertical axis measures the average monthly rice prices in PHP/kg in each province, and the horizontal axis measures the time period of observation. The time series spans from January 2006 to December 2014, and price observations are updated once per month. Farm gate prices are plotted in light gray, wholesale prices in dark gray, and retail

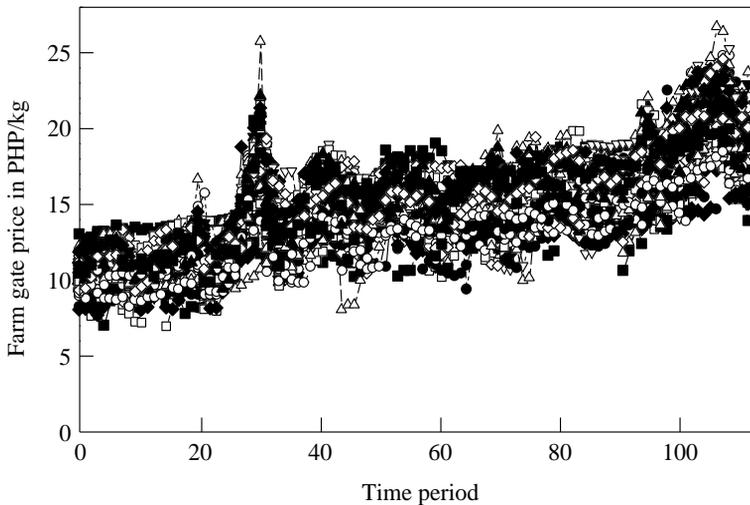


Figure 30 Farm gate prices in provinces, January 2006–December 2014

Notes: This figure was created by the author, based on monthly price data extracted from the BAS' website. The vertical axis measures the average monthly farm gate price of rice in PHP/kg, and the horizontal axis measures the time period of observation. Each line traces the evolution of prices in a particular province.

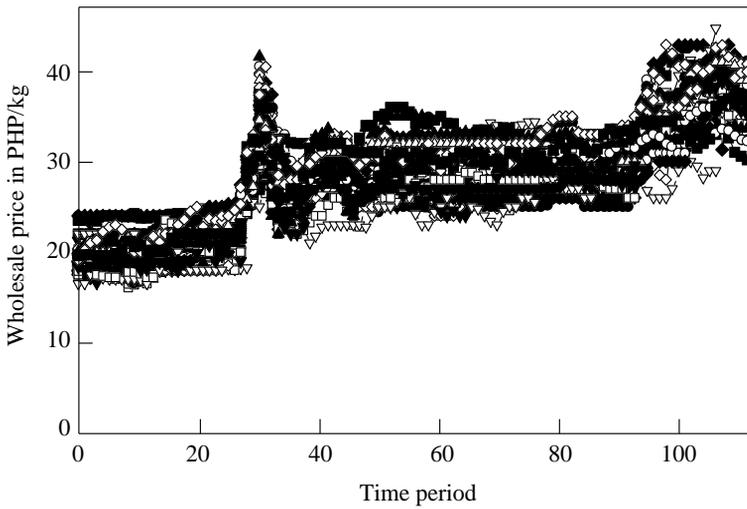


Figure 31 Wholesale prices in provinces, January 2006–December 2014

Notes: This figure was created by the author, based on monthly price data extracted from the BAS' website. The vertical axis measures the average monthly wholesale price of rice in PHP/kg, and the horizontal axis measures the time period of observation. Each line traces the evolution of prices in a particular province.

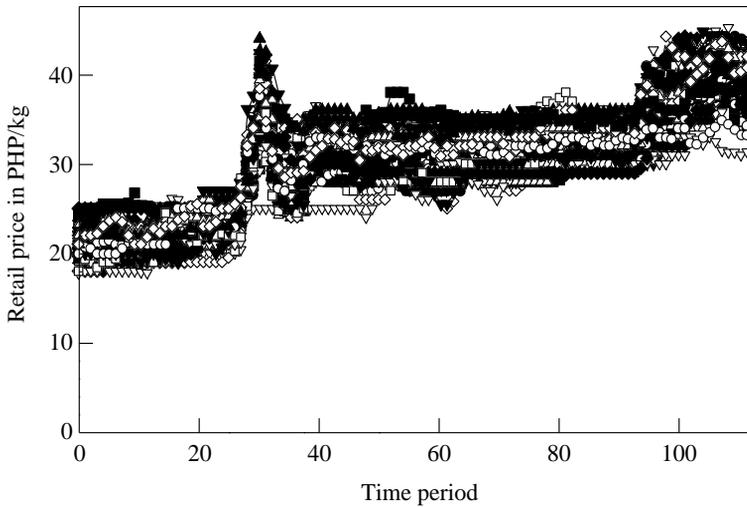


Figure 32 Retail prices in provinces, January 2006–December 2014

Notes: This figure was created by the author, based on monthly price data extracted from the BAS' website. The vertical axis measures the average monthly retail price of rice in PHP/kg, and the horizontal axis measures the time period of observation. Each line traces the evolution of prices in a particular province.

prices in black. With a small number of exceptions, we observe that price markups from the farm gate to wholesale level, and from the wholesale to the retail level, are fairly consistent across provinces. Furthermore, we observe that wholesale markups are very high in all provinces, ranging between 10–20 PHP/kg on average; and that retail markups are small, ranging between 2–3 PHP/kg on average. Figures 30, 31, and 32 are analogous to Appendix 1. These three figures plot the evolution of the farm gate, wholesale, and retail prices respectively, in all 79 provinces, between January 2006 and December 2014. These figures illustrate that price markups do not differ much across geographical space.

Next, we address the second question, which is the question of how large price markups are, and whether wholesalers and retailers have market power. By comparing Figures 31 and 32, which plot the evolution of wholesale and retail prices in individual provinces across time, and by considering the differences between provincial rice prices at the wholesale and retail levels in the time series plots of Appendix 1, it is evident that retail markups are extremely small. (We can surmise that the retail markup is on average, somewhere between 1–2 PHP/kg in all provinces.) The small retail markups reflected by these diagrams suggest that retailers have little power in colluding to set prices. Our observation that rice retailers do not have market power is in agreement with the findings of Dawe (Dawe eds., n.d., Chapter 3) who writes that “we can ... be sure that there is no collusion at the retail level: no one claims that rice retailers have monopoly power in selling to consumers”. Earlier work by Mangahas et al. (1966) also confirm that market power does not appear at the aggregate level, and if it is ever present, is only significant at a temporary and local level. This is further backed by Rufino (2005), who shows, via time series analysis, that large rice markets in the Philippines are relatively efficient (Intal Jr. et al., 2008, citing Mangahas et al., 1966; Rufino, 2005).

What about the possibility of collusion by rice traders at the wholesale level? A comparison of the evolution of farm gate and wholesale prices in individual provinces across time (see Figures 30, 31, and Appendix 1) reveals large wholesale price markups (of between 10 to 20 PHP/kg on average). Further, if we were to compare the wholesale price markup in the Philippines with that in Thailand, it is evident that wholesale markups are substantially higher in the former. This is illustrated by Figure 33, which compares the gross marketing margins, that is, the difference between wholesale and farm gate prices, in the Philippines (Nueva Ecija to Manila)

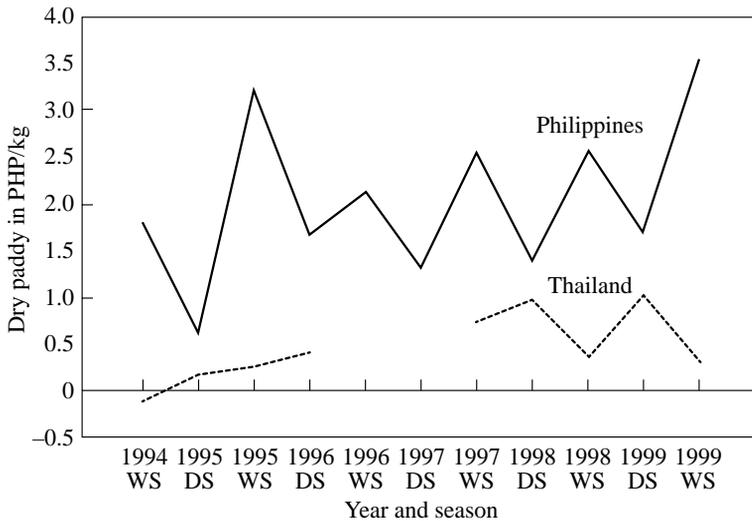


Figure 33 Gross marketing margins in the Philippines and Thailand

Notes: The horizontal axis indicates the year and season, where “WS” and “DS” stand for “wet season” and “dry season” respectively. The vertical axis measures the gross marketing margins in PHP/kg.

Source: Created by the author based on Dawe eds. (n.d.). Chapter 3.

and Thailand (Suphan Buri to Bangkok).

Writing along similar lines, Intal Jr. et al. (2008) observe that the ratio of farm gate to wholesale prices is very low in the Philippines (at a share of 0.48 between 2001 and 2003), but that the ratio of wholesale to retail prices is very high (at a constant share of 0.91 between 1991 to 2003). Naturally, the large wholesale markups make us suspect whether these markups are the result of market power on the part of rice traders. For example, Mears et al. (1974) and Hayami et al. (1999, p. 90) write that amongst the general Filipino public, there is a stereotypical image of a monopsonistic/monopolistic rice trader who engages in both monopsony purchases of rice from farmers at heavily depressed prices, and monopoly sales of rice to retailers at exorbitant prices.

However, based on their analyses of rice markets in the Philippines, both authors clearly refute such a possibility. According to Mears et al. (1974), the existence of a monopsonistic/monopolistic rice trader is almost a myth, because given the lack of storage facilities and the high cost of holding stocks of rice, the probability of loss to a trader who chooses to store his

stocks of rice is extremely high. According to the authors, the common perception of a rice trader with large market power is based on an unrealistic assumption that the cost of holding rice is close to zero, which cannot be true. In addition, the authors argue that wholesale markets are very competitive and efficient and that high wholesale markups are largely due to transport costs being too high (Intal Jr. et al., 2008, p. 10, citing Mears et al., 1974).

Dawe complements the argument of Mears et al. in Chapter 3 of *Why Does the Philippines Import Rice? Meeting the Challenges of Trade Liberalization*, by first explaining that the high wholesale markups are not due to market power on the part of traders, and then by providing a list of reasons why wholesale markups are so high. First, (as we have already witnessed in Sub-section 4.3.2) a lack of formal financial institutions that can provide farmers with the credit they need to purchase farm inputs causes them to turn to informal credit-tying relationships with traders. Under such arrangements, traders advance credit to farmers, who pay back with interest when selling their harvest to traders. Not only do these arrangements serve to restrict the freedom of farmers to choose whom to sell their crops to, but they also lower the price that farmers receive at the time of harvest, because of farmers' obligations to pay back their loans with interest. Second, drying machines and milling facilities are often lacking or inadequate in markets, so it is common for paddy to be dried manually instead of mechanically. This causes the labor costs associated with the drying of wet paddy to be very high and to occupy a substantial part of wholesale margins. Third, trucks, mills, and warehouses in the Philippines tend to have small capacities. This prevents economies of scale from being reaped and keeps wholesale margins high.

Table 16 compares the marketing costs and gross marketing margins (i.e., the difference between wholesale and farm gate prices) when rice is sold from Nueva Ecija to Manila in the Philippines, with that when rice is sold from Suphan Buri to Bangkok in Thailand. It shows that with the slight exception of drying costs, marketing costs are always higher in the former than latter. In short, the table shows that logistics costs (inclusive of drying, storage, and milling costs) have a large role to play in raising wholesale margins across all markets within the Philippines.

To this end, findings by previous researchers who conducted extensive field work in the Philippines suggest that markets are competitive and efficient in the Philippines. There is very little room for traders or retailers

Table 16 Gross marketing margins and marketing costs by function, Nueva Ecija to Manila (Philippines) and Suphan Buri to Bangkok (Thailand)

| Item | Philippines | Thailand | Differential |
|------------------------|-------------|----------|--------------|
| Transport costs | 0.70 | 0.40 | 0.29 |
| Drying costs | 0.14 | 0.15 | -0.01 |
| Storage costs | 0.42 | 0.07 | 0.34 |
| Milling costs | 0.32 | 0.23 | 0.10 |
| Total costs | 1.57 | 0.85 | 0.72 |
| Gross marketing margin | 3.67 | 0.85 | 2.82 |

Notes: This compares the gross marketing margins and marketing costs, that is, the difference between wholesale and farm gate prices, when rice is sold from Nueva Ecija to Manila in the Philippines, with that when rice is sold from Suphan Buri to Bangkok in Thailand. Units of measurement are in PHP/kg of dry palay.

Source: Dawe eds. (n.d.). Chapter 3.

to influence rice prices via monopsonistic or monopolistic practices. Also, although wholesale markups are very high, this has little to do with market power, but more to do with (1) a lack of banks which can provide farmers with loans at low-interest rates, and (2) poor and inadequate transport and logistics facilities. We will pursue the second argument in much greater depth when we examine how the transport and logistics sectors in the Philippines function in Chapter 7, and when we conduct field work in Laguna province in Chapter 8.

CHAPTER FIVE

Historical background of agricultural land tenure systems

Our discussion on the political fragmentation of farmers would not be complete without seeking to understand the historical process behind it. This will be the aim of this chapter. Although land inequality and landlessness have always been problems common to all regions within the Philippines, two different types of agricultural land tenure systems, which were rather distinct from each other, existed until the Agricultural Land Reform Code was introduced in 1963 (Hayami et al., 1999, Chapter 4). Which type of system a region adopted was very much dependent on its pre-colonial and colonial historical path. We shall now trace the historical evolution of each of these systems respectively.

Regions located along the coast were historically fragmented, so the accumulation of land in such (coastal) regions had the tendency to take place piece by piece via money-lending and mortgaging related economic activities. In the 1700s, the proliferation of trade with other countries led to the concentration of massive amounts of wealth among merchants and formal owners of the land. These indigenous elite patronized tenant customers, by lending them credit in advance in return for their loyalty (Anderson, 1964). They would also engage in moneylending, and acquire land titles when their borrowers defaulted on a loan. Over time, this gave rise to a paternalistic relationship between landowning indigenous elite and landless tenants, where the former would be in charge of matters such as tax collection, law enforcement, and the distribution of public works (Sidel, 1999).

On the other hand, landlocked regions, such as (inner) Central Luzon, witnessed the development of massive estates (or *haciendas*) that originated when local elites bought over land previously owned by the Spanish colonial

state, in large consolidated amounts. The result of this was large landowning political bosses (or *haciendas*), each having their own tenants in the hundreds or thousands. Hayami et al. (1999) describe the relationship between *haciendas* and their tenants as being a lot less paternalistic than the relationship between money-lending landlords and their tenants in coastal regions. In the case of the former, *hacienda* owners had the tendency to reside in Manila, leaving the management of their land to a farm manager (*encargado*) and several overseers (*katiwala*) (Umehara, 1974). The relationship between them and their tenant farmers was enforced legally, rather than through any sense of obligation. It may be due to the lack of a personal relationship between landowners and tenants, that political uprisings are especially rife amongst tenants of the *hacienda* system today (Dalisay, 1937; Rivera et al., 1954).

During the Spanish colonialization of the Philippines, which took place between 1571 and 1898, influential landowners made use of the political (i.e., municipal election) system inaugurated by the Spanish colonial state to gain further political power for themselves. For example, many of them took to political office or established strong relationships with elected officials (Sidel, 1999). Their power over the numerous landless tenants continued throughout the American colonial period between 1898 and 1946, since the Americans did not impose land reform in the Philippines (Fang, 2014).

In the aftermath of the Second World War, land tenure systems that originated in landlocked regions and that were based on strict legal contracts became a hotbed for the confrontation between landlords and tenants. Hayami et al. (1999) postulate that this could be largely due to the lack of a personal relationship between *hacienda* owners living in Manila and their tenants, whose welfare the owners had little or no concern for. Tenants were often bound to *hacienda* owners by perpetual debt, and legal contracts forced them to surrender their rice output to landowners in almost entirety. The exploitative nature of legally-based land tenure systems in landlocked regions such as (inner) Central Luzon gave rise to tenant farmer uprisings, such as the Hukbalahap (or Huk) revolt in the immediate postwar years.

The severity of these uprisings prompted the Filipino government to embark on land reform and to give landless tenant farmers a greater degree of political representation. However, as we shall see, the effectiveness of policies aimed at reducing the degree of income inequality between landowning and landless farmers have been very much constrained, due to loopholes in the law and the fierce resistance of powerful *hacienda* owners. In what follows, we shall trace the historical legacy of agricultural land tenure systems

starting from the pre-colonial era, all the way until the present day. The complexity of events that shaped and molded the legal system governing agricultural land ownership in the Philippines makes it impossible to do justice to the entire history of land reform policies, which took place after the independence of the nation from colonial rule. However, we shall briefly discuss some of the more prominent historical events that shaped the agricultural land market today.¹¹

5.1 Agricultural land ownership before and during Spanish colonial rule

Prior to the colonialization of the Philippines by Spain, the native inhabitants of what constitutes the Philippine archipelago today were mainly of Malay ethnicity. The natives engaged primarily in hunting, fishing, and shifting cultivation, and had a lifestyle that was mostly self-sufficient. They were organized into political units known as *barangay*, each headed by a chieftain (or *datu*) and comprised of less than a hundred households. Within each *Barangay*, members were stratified into different social classes, with serfs and slaves at the bottom of the social hierarchy. Hayami et al. (1982), Putzel (1992) and Wurfel (1988) note that the main source of social power was command over labor, rather than land. The natives were sparsely located along coasts and rivers, and there was no large farms or cultivation of commercial crops for trade during this era (Fegan, 1989).

Colonial rule by the Spanish, which began in 1571, introduced many changes to the allocation and use of agricultural land amongst the natives. While perhaps unintended (Wurfel, 1988), these changes had impacts that were both profound and long-lasting (Fuwa, 2000). The Spanish conquest of the Philippines was primarily motivated by the need to establish a base for galleon trade between Mexico and China, and the spread of the Christian faith. Since the Spanish had little interest in establishing political control over the natives and wished to minimize the cost of colonial administration as much as possible, they relied heavily on the traditional *Barangay* chieftains for political governance. Chieftains (*Datus* or *Caciques*) were thus endowed with the role of colonial headmen, along with the authority to collect taxes, organize compulsory labor, and play the judge in daily conflicts. Such political power, in turn, equipped the chieftains with the ability to collect landholdings from anyone who defaulted on loans advanced for tax payment (Hayami et al., 1982).

It was during Spanish colonial rule that land came to be privatized. The Spanish crown's land ownership was established over massive areas of uncultivated land, and in principle, "all lands except those officially proved to be private or communal possessions belonged to the Spanish crown" (Hayami et al., 1982; Fuwa, 2000). The Catholic Church, in particular, acquired ownership over massive chunks of agricultural land and adopted sophisticated methods to centralize its bureaucracy vis-a-vis the control of land. The effect of these historical events on the distribution of agricultural land in the post-colonial era was both far-reaching and profound since the majority of land possessed by the Church were leased, sold, and re-distributed via the state to the *Caciques*, who are the ancestors of the political and economic elite today.

In addition to the introduction of the concept of land ownership was a rise in foreign demand for tropical agricultural commodities, which created an increased demand for land holdings, and induced peasants to migrate from coasts and rivers into interior landlocked regions (Fegan, 1989). The increased demand for cash crops by Western countries also enticed Chinese merchants, who were migrants from Fukien and Kwantung, to increase the size of their trading networks in the Philippines. Intermarriages between the Chinese and local elite took place frequently during this time, allowing the two groups to consolidate their power and to form a class of rural elite (*principalia*) (Hayami et al., 1982). In the late 18th century, the *principalia* further increased the amounts of land they possessed either through direct purchases of land previously owned by the Spanish colonial state or by foreclosure on debt from the *Caciques*. This process eventually gave rise to the two different types of agricultural land tenure systems described in the previous subsection—small and medium scale land ownership where landlords resided in provincial towns known as *poblacion*, on the one hand, and patron-client relationships between landowners and tenants in the coastal areas of Luzon, on the other hand. In addition to these two types of wealthy landlords, private *haciendas* were also established via royal grants by the Spanish and purchases of royal land.

To this end, it is evident that most of the present day elite have their roots in the Spanish colonial era. They originate from two original sources: Chinese and Spanish mestizos, on the one hand, and *cacique*, traditional native elites who were descendants of *datu*-turned-colonial administrators, on the other (Putzel, 1992; Fuwa, 2000).

5.2 Agricultural land ownership during American colonial rule

When the Americans colonized the Philippines in 1898, they mirrored the example set by their Spanish predecessors in depending upon the Filipino elite for social control (Riedinger, 1995). In particular, the Americans placed emphasis on winning over the elite, so that the latter would not revolt against them like they had against the Spanish, during the revolutionary movement against Spain. This had the effect of further reinforcing the social position of the elite (Wurfel, 1988). Hence, when the Americans established a system of elected legislature, political parties, presidency, and independent judiciary, positions in the bureaucracy and legislature most naturally came to be occupied by the landowning elite (Wurfel, 1988).

On top of introducing elected legislature, the Americans also implemented land policies that further strengthened the political power of the elite. An example would be the purchase of about 200,000 hectares of friar estates by the Americans for 7 million USD in 1905, which were then sold to the landed oligarchy at cost of purchase (Hayami et al., 1982). Another example would be the introduction of land title deeds in 1902, which opened windows of opportunity for the traditional elite to aggressively expand their land possessions via the purchase of title deeds (Putzel, 1992). In short, American colonial rule had the effect of increasing the extent of economic inequality between the landowning elite and the landless farmers who tilled most of the soil.

5.3 1954–1955 land reform legislation

The Filipino government's attempts at land reform began in the immediate years following independence, when the American government, interested in developing the Philippines economically as a Cold War ally, prompted the Filipino government to implement social reforms as a condition for aid. It was under such conditions that the American government dispatched Robert Hardie, a specialist in land reform, to the Philippines. Hardie drafted a report in 1952, which recommended the abolition of tenancy, the establishment of owner-operated family-sized farms, and fair tenancy practices (Hayami et al., 1999, p. 79). The Hardie report, together with the Agricultural Tenancy Act of 1954 and the Land Reform Act of 1955, formed the backbone of a land reform program under President Ramon Magsaysay. The Magsaysay reform's success was, however, greatly limited, because it was met with

fierce resistance by landlords and insufficient funding. Six years after its implementation, the reform was barely able to expropriate 20,000 hectares of land (Takigawa, 1976).

5.4 1963 Agricultural Reform Code

The Magsaysay reform was followed by the Agricultural Reform Code, implemented in 1963 by President Diosdado Macapagal. The code was a major advancement in land reform because it emphasized land reform as a means of boosting agricultural productivity. Such a motivation was premised upon the logic that by increasing the operational size of farms, rice producers would be able to reap economies of scale and operate more efficiently. The code aimed to confiscate land from landlords above a retention limit of 75 hectares and to distribute them to tenants. This would take place over two stages.

First, under 'Operation Leasehold' (i.e., stage one), sharecrop tenancy would be converted to leasehold tenancy with a rent fixed at 25 % of average harvest for three years preceding the operation. This would be followed by 'Operation Land Transfer' (i.e., stage two), under which land ownership would be ceded from landowners to tenants. Land in excess of the landlords' retention limit would be expropriated by the government, and as compensation for handing over their land to the state, landowners would be given 10 % of the land value in cash and the rest in interest-free redeemable Land Bank bonds.

However, similar to the Agricultural Tenancy Act of 1954 and the Land Reform Act of 1955 implemented by President Magsaysay, the degree by which the 1963 Agricultural Reform Code was able to have an impact on the degree of inequality in land ownership was limited, because the operations stipulated by the code were confined to pilot areas in Central Luzon and especially to a pilot project in Nueva Ecija (De los Reyes, 1972). For example, Fuwa (2000) observes that the code applied only to land upon which rice and corn were cultivated, and this created loopholes where landowners could conveniently evade expropriation by the government by substituting their cultivation of rice and corn with other cash crops. The fact that there were no legal penalties against the conversion of land use, or of land ownership to family members, made it especially convenient for such legal evasions to occur.

5.5 Marcos land reform

In an attempt to widen the scope of effective land redistribution, President Ferdinand Marcos, who took office in 1966, extended the scope of land reform to the entire country, converting all sharecrop tenancy arrangements to leasehold tenancy arrangements, and pledging to change the landlords' retention limit from 75 to 7 hectares (Fuwa, 2000, p. 3). In response to political pressure by a highly politicized student and workers' movement, President Marcos enforced the Code of Agrarian Reform in 1971, which declared sharecropping tenancy illegal. In the following year, President Marcos imposed Martial Law, which (initially) placed heavy emphasis on land reform. A month following the commencement of Martial Law, the President issued Presidential Decree No. 27 (PD27), which transferred all rice and corn fields exceeding the retention limit of 7 hectares to tenants who tilled them, at a price equivalent to 2.5 times the value of average annual production, payable to the Land Bank at 6 percent interest rate within a time frame of 15 years (Fuwa, 2000). At the time when a tenant had completed the process of amortization, he/she would be issued a land title, or Emancipation Patent, which would be transferable only to his/her heirs. On the other hand, landowners would be paid 10 percent the value of their land in cash and 90 percent in Land Bank bonds, as stipulated by the 1963 Code.

Although PD27 did serve to expand the coverage of land reform, its effectiveness was constrained, due to limitations which were also shared by the laws which preceded it (Fuwa, 2000). This had mainly to do with the fact that the fundamental motive behind the Marcos reform programs was to weaken the President's political opponents, many of whom were landowners, and not really to benefit landless farmers (Fang, 2015, citing Crowther, 1986). As a result, the programs met with dismal success, and no more than 1 % of the total agricultural land (70,715 hectares) was redistributed (Bello et al., 2004). Moreover, President Marcos was careful not to antagonize all landowners at once and eventually was unable to stick to his announced retention limit of 7 hectares per landlord (Wurfel, 1988).

Some examples of the limitations in the design of PD27 include a clause which excluded "new" farm land established after 1972, which amounted to about 1.24 million hectares between 1971 and 1980; and the limitation of its scope to tenanted areas, which represented about 24 percent of all rice and corn areas, excluding landless laborers and subtenants amounting to 2.5 million in 1975 (Fuwa, 2000, citing Hayami et al., 1990). Further, very much

similar to the 1963 Agricultural Reform Code, PD27 permitted landowners to evade expropriation by the government by shifting the crops they cultivated away from rice and corn to other cash crops, or by evicting tenants through means of substituting them with hired labor (Fuwa, 2000).

Therefore, although PD27 did help to enact the transfer of income gains from landowners to leasehold tenants, it also aggravated the income inequality and intra-class differentiation amongst its beneficiaries (Fuwa, 2000). This has largely to do with the fact that the law was implemented very unevenly across different areas of the country. While some researchers such as Umehara (1997) and Hayami et al. (1999) have noted instances where former tenants benefitted tremendously from the decree, others have noted instances where only 20 to 30 percent of former tenants benefitted, and instances where no tenants appear to have gained at all. For example, Riedinger (1995, p. 94) and Hayami et al. (1990, p. 67) observe that in some communities prospective reform beneficiaries continued to pay rent or amortization well beyond the 15 years as specified by the law, while others stopped making payments either to the landowners or the government prior to the completion of amortization. The uneven implementation of PD27 is also observed by Otsuka (1991), who notes that conversion of sharecropping tenancy was more extensive in irrigated or favorable rain-fed areas than in unfavorable rain-fed areas, and in areas where the increase in rice yield (between 1970 and 1986) was higher. Mirroring the findings of Otsuka (1991), Fegan (1989) writes that PD27 had little impact beyond Central Luzon, Iloilo, and Isabela and that it had almost no impact in areas such as the Eastern Visayas and Mindanao.

Another reason why PD27 had the effect of worsening the income inequality and inter-class differentiation amongst its beneficiaries has to do with its complete exclusion of the class of landless laborers from its targeted group of beneficiaries. Hayami et al. (1990) write that after 1970, the opportunities for a landless laborer to climb up the "agricultural ladder" by progressing from the role of a tenant farmer to a landowning farmer was virtually closed. This was because in the years following 1970, many landowners grew increasingly reluctant to rent out their land due to fear of losing it to the tenants. Furthermore, many landowners also resorted to evicting their tenants and participating in self-cultivation via the use of hired landless laborers, since farms upon which land was self-cultivated were exempt from the coverage of the law. For example, in a survey of five sample villages, Otsuka (1991) discovers that about 20 to 30 percent of former tenants re-

ported having been forcefully evicted by their landlords on average. Similarly, Hayami et al. (1990, p. 94) describes a case study where a landowner who owned 30 hectares of rice fields in Nueva Ecija “forced her workers to sign written contracts indicating that they are laborers but not tenants.”

To this end, it is evident that although PD27 did have a significant distributional impact, thanks to the income transfer from former landowners to shareholding tenants, it also had a negative effect of worsening the income inequality and intra-class differentiation amongst its beneficiaries. It is apt, at this point, to make a final remark on whether PD27 was able to improve the efficiency of rice cultivation in a significant manner. The general consensus amongst researchers is that if there were any efficiency gains stemming from the decree, such gains were very limited. This is because even prior to the implementation of the decree, rice (and corn) fields were traditionally cultivated by small-size family tenants. Hence, PD27 did not alter the operational size of farms in a dramatic manner, and if it did help to increase the amount of scale economies in rice cultivation, such increases were most likely minimal (Fuwa, 2000; Hayami et al., 1999).

5.6 Comprehensive Agrarian Reform Program (CARP) legislation under Aquino Presidency

Upon assuming her post in office, the first step that President Corazon Aquino took to improve land reform was to draft the Philippine Constitution in 1986. The constitution included a “comprehensive” land reform program, covering all agricultural lands and natural resources. It also included both tenants and regular farm workers. This meant that the latter group, who had been excluded as potential beneficiaries of land reform policies under the previous codes, were now protected by law. The second step that President Aquino took to improve land reform was to issue the Executive Order 229 in June 1987. This focused mainly on procedural matters related to land reform (Fuwa, 2000). Between June 1987 and 1988, the newly elected Senate and Lower House of the Congress debated over their respective versions of land reform bills and finally came to a compromise which was instituted in the form of the Comprehensive Agrarian Reform Law (CARL, or Republic Act 6657) in June 1988. According to Fuwa (2000), the CARL comprised of the following clauses:

- A retention limit of 5 hectares, including an additional 3 hectares for

each heir of at least 15 years of age and actually engaged in the tilling or management of the land.

- Compensation to previous landowners based on “fair market value”.
- Amortization to be paid by beneficiaries of the law over 30 years with 6 % annual interest.
- Alternatives to land redistribution, such as the permission granted to corporate landowners to satisfy their land reform obligations by offering their farmworkers the right to purchase capital stock of the land devoted to agricultural activities.

However, despite the promising start of the Comprehensive Agrarian Reform Program (CARP) under President Aquino, Hayami et al. (1999) note that any further attempts by the state to bring about effective land reform in the post-Marcos administration years were greatly hindered by the reconsolidation of the landowning class into an opposition bloc, which took place mainly during President Corazon Aquino’s administration years. The effect of this, combined with six attempted coups during President Aquino’s years of office, caused her to give in to the interests of the landowning class (Bello et al., 2004). Moreover, Putzel (1992) and Reidinger (1995) highlight that large landowners may have abused the legal clauses under the auspices of the CARP to avoid having their lands confiscated and distributed to small farmers. An example of such a legal clause would be a law which made it possible for corporate landowners to satisfy their reform obligations by offering their farm workers the “right to purchase capital stock of the corporation proportional to the share of agricultural land to the company’s total assets” (Fuwa, 2000, p. 23). Under this scheme, land values could be severely undervalued and non-land assets over-valued, with the effect of significantly reducing the value of the stock offered to farm workers (Putzel, 1992, pp. 336–337).

5.7 Post CARP legislative politics

In the years after President Aquino’s term in office, the framework established by CARP continued to be developed upon by President Ramos. This was again met with fierce opposition by the landowning class, who repeatedly lobbied for political bills aimed at restricting the scope of land reform, some examples being the exemption of all commercial farms from the land reform policies, and the suspension of reform in Mindanao (Fuwa, 2000).

Nevertheless, Borras (1999, p. 48) describes President Ramos' leadership vis-a-vis agrarian reform as being relatively stable, to the effect that President Ramos was able to enforce additional legislative rules to supplement the CARP. For example, under the leadership of Erneston Garilao, the Department of Agrarian Reform (DAR) secretary appointed by President Ramos, there was a strengthened emphasis on the formation and workings of "Agrarian Reform Communities (ARCs)." The ARC approach was inaugurated in 1993 and it sought to concentrate DAR resources in selected areas, instead of spreading them thinly over the entire nation. (Borras, 1999). The ARCs also developed basic social services including the provision of water and power to rural areas, support related to investment and marketing, and an agrarian reform beneficiary information and monitoring system. Fuwa (2000), citing Garilao (1988), notes that by the end of 1998, as many as 921 ARCs including more than 350,000 farmer beneficiaries had been established. By the end of President Ramos' term in office, about 90 percent of the "targetted" rice and corn lands and 36 percent of non-rice/corn lands had been redistributed, at least in official terms (Fuwa, 2000, p. 25).

In this sense, the land reform policies enforced by the Filipino government, after the independence of the nation, did succeed in redistributing the majority of economic returns to land from absentee landowners to non-land-owning farmers who actually tilled the soil. On the other hand, however, the land reform policies also had several less than desirable effects vis-a-vis the efficiency and equitability of agricultural production (Hayami et al., 1999, p. 82 and Llanto et al., 2003, pp. 12–13). These negative effects are as follows. First, the policies rendered the market for agricultural land inactive and thus produced tremendous inefficiency in land use. To be more specific, the policies restricted the trading of agricultural lands and banned their beneficiaries from selling, transferring, or conveying the lands they had acquired, except "via hereditary succession or to the government for a period of ten years." They also make it illegal for banks to foreclose and acquire ownership of properties secured by "emancipation patent or certificate of land ownership award" (Llanto et al., 2003, p. 12). Thus, in the event that a beneficiary of the land reform policies is unable to pay his loans to a bank, the bank has to transfer the emancipation patent or certificate of land award to the government, who would then transfer the land to another beneficiary. Such a law makes the market for agricultural lands inactive and has even given rise to informal land markets where usufruct rights to agrarian reform properties are traded. This causes agricultural lands to have lower values than they

would under a competitive market for land. It has also had a negative effect of strongly discouraging private financial institutions from extending loans to the beneficiaries of land reform policies because the former tend to perceive emancipation patents and certificates of land award as less than complete instruments of ownership (Llanto et al., 2003, p. 12). The result of this is a lack of formal rural credit, and an inability of agricultural land markets to respond to competitive market forces of demand and supply. This situation, in turn, constrains the potential for agricultural productivity to materialize in the manner envisioned by the land reform programs.

A second negative effect that the land reform programs had was the worsening of income inequality within rural communities. For example, Hayami et al. (1999, p. 82) note that “no direct gain accrued to landless laborers, whose income did not rise or even declined because the strong population pressure on land prevented their wages from rising despite agricultural productivity increases”. Similarly, Fuwa (2000, pp. 63–64) observes that land redistribution as a standalone policy on its own is insufficient in reducing the degree of income inequality amongst the landowning classes and the landless poor. This is because income inequality can only be reduced if the beneficiaries of land reform policies were equipped with the means to become “competitive in the context of liberalized markets and a sharply reduced role of the state” (Fuwa, 2000, citing de Janvry et al., 1999, p. 14). In other words, land reform policies need to be complemented by additional measures to ensure that incomes are more equitably distributed amongst farms operating at different scales of production. For example, one such additional measure would be the elimination of taxes, output and input subsidies, and subsidized credit schemes that benefit large farms at the expense of small farms (Fuwa, 2000, citing Balisacan, 1996). Another would be to increase the ease by which the beneficiaries of land reform policies can gain access to complementary inputs and output markets. This could be materialized via the establishment of properly functioning credit markets for small-scale farm owners. In addition, Hayami et al. (1990) and Otsuka (1996) suggest that a progressive land tax should be enacted as a measure of discouraging the re-consolidation of land by former large-scale landowners.

To this end, historical developments gave rise to agricultural land use with a large degree of land inequality and landlessness amongst rice farmers. The result of this is a lack of political representation of landless tenant farmers, a large number of farms operating at minute scales (40.1 % operating below 1 hectare in 2002, as shown in Table 3), and an inactive market

for land. For example, Hayami et al. (1999) observe, in their field research conducted in Laguna province, that the land reform programs conducted throughout the 1970s and 1980s did not change the distribution of farm sizes (in East Laguna village) in a significant manner. The authors also note that not only did the land reform programs fail to bring about an increase in the operational scales of farmers but that there was a tendency for farm sizes to decrease between 1966 to 1995 (Hayami et al., 1999, p. 96), because of increased population pressure. For example, Table 4 in Sub-section 1.2.1, which was recreated by this author based on data furnished by Hayami et al. (1999), depicts a fall in the average operational holding per farm from 2.3 hectares in 1966 to 2 hectares in 1976, and to 1.7 hectares in 1987. It also indicates a rise in the percentage of farms smaller than 2 hectares from 46 % in 1966 to 64 % in 1995 and a fall in the percentage of farms 3 hectares or larger from 37 % to 20 % over the same time frame.

CHAPTER SIX

The political economy of rice

In this chapter, we consider the role that the Filipino government, or the National Food Authority (NFA), has to play in influencing rice prices and rice supplies in markets across the nation. We shall also explain the relationship between the NFA, rice producers, and rice consumers in a way that is easy to comprehend.

In its implementation of policies related to rice, the NFA has two overarching goals. First, to ensure that consumers, especially those in low-income groups, have access to rice at affordable prices; and second, to keep the income of rice producers (or farmers) relatively on par with that of non-farm workers. Hayami (2007) refers to the first goal as the “food problem,” and the second as the “farm problem”. According to Hayami (2007), the policy choice of a government favoring either the food problem or farm problem is clear-cut. In the case of the former, the government would adopt policies to keep food prices low at the expense of farmers. (We will see some examples of such policies adopted by the NFA in the discussion that follows.) In the case of the latter, the government would tax consumers in order to protect food producers and keep farm gate prices high. (Examples of policies which support the farm problem include protectionist trade policies such as import quotas and import tariffs.)

However, agricultural policies become very much more complicated when a government attempts to solve both the food and farm problems at the same time. This is the exact situation that the NFA is placed in. As it tries to balance these two conflicting goals on its agenda, the NFA’s rice policies often become “a tinkering exercise combining various, often mutually conflicting policy instruments in ad hoc manners” (Fang, 2015, citing Hayami, 2007,

p. 15). In order to explain how this is so, let us now consider the NFA's political stance with regards to solving the food and farm problems, respectively.

6.1 The food problem

Solving the food problem is crucial to the Filipino government because reasonable and constant rice prices at the retail level are large determinants of the amount of political support that the ruling party can garner for itself. This is especially the case in the Philippines, where (as we saw in Sub-section 4.3.1) landless tenant farmers are numerous but lacking in terms of political representation. In other words, consumers have a much larger political voice than the majority of farmers who do not possess their own land. The importance of appeasing consumers by keeping rice prices low is evidenced by the fact that election results have been to a large extent influenced by rice prices ever since the 1950s (Intal Jr. et al., 2008). This is with the exception of 1998, where the incumbent administration failed to win the presidential elections in spite of stable rice prices.

In addition to the issue of rice prices, there is also the issue of ensuring that consumers have a stable supply of rice to eat. Although the Philippines managed to achieve self-sufficiency in the 1970s, diminishing marginal productivity (which set in after all farmers had adopted the new production and irrigation techniques introduced by the Green Revolution), stagnation in the government's investment in agriculture, increases in the per capita demand for rice, and rapid population growth all worked together to create a situation where per capita consumption could not be served by domestic supplies of rice alone.

In order to keep domestic prices low and to avoid a shortage of rice available for consumption, the NFA currently relies on massive importations of rice from neighboring countries such as Vietnam and Thailand. The NFA has a monopoly over the right to import rice from abroad tariff-free. This monopoly enables it to use foreign imports as a quick remedy for deficits in domestic markets. For example, the NFA resorted to importing a record-shattering amount of 2.17 million metric tons of rice, which it then released into the domestic market at a price of about one-third that of domestically-grown rice in 1998. It similarly arranged massive imports of rice from Vietnam during the global food crisis of 2007–2008, which severely depressed the domestic farm gate price of rice (Dawe et al., 2010, and Intal Jr. et al., 2008, p. 9). These policies favor solving the food problem over the farm problem.

6.2 The farm problem

Given that the NFA often imports in massive amounts from abroad during times of deficit, it may seem surprising to the reader that the very same institution attempts to solve the farm problem by imposing and maintaining trade policies which are protectionist in nature. These policies keep domestic wholesale and retail rice prices substantially higher than world rice prices. (See Figure 9 for a visual comparison of domestic wholesale versus world prices, between 2006 and 2015.)

Until 2001, the NFA was the only institution which could import rice from abroad, and it made use of this authority to control domestic rice supplies and prices via the volume and timing of foreign imports. Even after 2001, when the WTO pressurized the Filipino government to open up its rice market to trade, the NFA continued to be the most influential importer of rice. This is largely the result of the implementation of a 40 % tariff on all private importation of rice within the bounds of a quota, and a full tariff on all private imports exceeding the quota, which heavily discourages private traders from importing from abroad.¹² By restricting the quantity of rice that private traders can afford to import from abroad, the QR drives an artificial wedge between domestic and world rice prices and keeps the former artificially higher than the latter.

David (1997) observes a sharp rise in the nation's nominal protection rates (NPRs), defined as the percentage difference between domestic and border prices, between 1985 and 1998. This is reflected in Table 17. It is also ironic that NPRs rose from 19 % to a staggering 68 % in the years immediately following Philippine's accession to the WTO in 1995. According to David (1997), the rise in NPRs in the early to mid-1990s may have been

Table 17 Nominal Protection Rates (NPRs) of rice in the Philippines, 1970–1998

| Year | NPR |
|-----------|-------|
| 1970–1974 | 4 % |
| 1975–1979 | –13 % |
| 1980–1984 | –13 % |
| 1985–1989 | 16 % |
| 1990–1994 | 19 % |
| 1995–1998 | 68 % |

Source: David (1997).

the result of lobbying by landowning farmers, many of whom have personal connections with, or are themselves, members of the government.

6.3 Mutually conflicting policy instruments of the NFA

The large increase in NPRs in the early to mid-1990s suggests that the Filipino government may have chosen to place more emphasis on the farm problem than the food problem during those years. However, the following observations suggest that this trend has been reversed ever since the mid-1990s. Between 1970 and the mid-1990s, the NFA operated under a so-called “buy high, sell low” dual price regime. This implied that the NFA would procure palay from farmers at a price that was above the market-determined farm gate price, and market the rice to consumers at a price that was below the market-determined retail price (Fang, 2015, citing the Congress of the Philippines, 2010, p. 2).

In 1995, however, a period of rice deficits within the Philippines prompted the NFA to rely on foreign imports of rice to maintain its year-round 14-day buffer stock (Fang, 2015, citing Sombilla et al., 2006). Ever since this incident, the NFA has been purchasing significantly smaller quantities of rice produced by domestic farmers and substituting its purchases of domestically produced rice with rice imported from abroad. For example, the NFA purchased a meager 1 % (or less) of palay produced by domestic farmers between 2005 and 2007. At the same time, as the NFA drastically reduced its purchases of rice from the domestic market, it imported massive amounts of rice from Vietnam and Thailand, especially during times of deficit such as the global food crisis of 2007–2008.

The large volumes of rice imported from abroad by the NFA would be justified if they were in tandem with domestic market forces of supply and demand. However, a massive amount of imported rice is wasted day after day in the NFA’s warehouses¹³ and the volume of rice imported from abroad sometimes exceeds the storage capacities of the NFA’s warehouses. For example, in July 2010, the NFA administrator Angelito Banayo created a management team to inspect allegations of overstocked warehouses. This was partly in response to a speech by President Benigno Aquino III, in which the president raised concerns over 177 billion PHP worth of debts incurred by the NFA, due to excessive rice importations over the years (ABS-CBN News, 2010). Based on these observations, economists have often questioned whether there is the need for the NFA to import such massive

quantities of rice from abroad (Dawe et al., 2010; Slayton, 2009), especially since the massive volumes of foreign imports arranged by the NFA serve to depress the domestic farm gate price of rice.

Economists also suggest that the NFA may have chosen to give higher priority to tackling the food problem, as compared to tackling the farm problem, ever since the mid-1990s. This may be due to the fact that the majority of farmers are landless, operate on small scales, and have little political voice. In this light, land reform conducted with the aim of reducing land inequality amongst rice farmers would be helpful in giving domestic rice producers a greater incentive to lobby for their interests.

6.4 Chapter summary

In short, the overall impression is that in its attempts to solve both the food and farm problems, the NFA has adopted a variety of policy instruments which lead to mutually conflicting results. On the one hand, the NFA adopts protectionist trade policies to discourage private traders from buying rice from abroad. The purpose of this is to keep domestic prices artificially above world prices so that domestic producers can be protected against foreign competition. On the other hand, however, the NFA imports massive, and sometimes excessive, amounts during times of domestic rice deficit. The purpose of this is to ensure that domestic consumers have stable access to rice at reasonably low retail prices. However, by allowing foreign imports to flood the domestic market during times of deficit, the NFA's policies serve to heavily depress the farm gate price of rice. This severely reduces the incomes of landless and small-scale producers of rice, who are unable to compete with the much cheaper foreign imports.

It seems that the NFA's monopoly over the legal right to import rice from abroad, and its control over the volume of foreign imports supplied to the domestic market, do not serve to benefit either consumers or producers in the long run. It would certainly be helpful if the government could relinquish its control over the foreign importation of rice to the private sector, and allow economic forces of supply and demand to dictate the quantity of rice imported from abroad. By opening up the domestic market to trade, the government could effectively reduce the domestic retail price of rice relative to the international price of rice. This would benefit domestic consumers and help solve the food problem. On the other hand, by allowing market forces to determine the volume of foreign rice imports, the government could pre-

vent rice from being imported in excess of demand. This would reduce the gross national supply of rice relative to the gross national demand for rice, and lead to an increase in the farm gate price of rice over the long run. In other words, poor farmers would experience a rise in income over the long run, and this would help to address the farm problem.

In this and the preceding chapters, we explored rice markets in the Philippines from an all-round perspective. How can we link our findings in this chapter to the research questions that we seek to answer in this book? Let us recall that there are two research questions which we want to address, and they are as follows. First, are rice markets in the Philippines well arbitrated across space, *ceteris paribus* (that is, given the existing state of transportation and communications infrastructure)? Second, what factors prevent more trade from taking place between domestic markets where rice is in surplus, and domestic markets where it is in deficit?

With regards to the first question, we examined the possibility that heterogeneous price markups across markets could be responsible for causing spatial price divergence. Our finding was that price markups do not differ much across geographical space (see Figures 30, 31, and 32, which plot the evolution of farm gate, wholesale, and retail prices respectively, in all 79 provinces between January 2006 and December 2014). Hence, we can rule out the possibility of heterogeneity in local distribution costs playing a significant role in causing spatial price divergence.

In addition, we also considered the possibility for wholesalers and retailers to collude, that is, to keep prices artificially above the competitive market price. This is relevant to our second research question because market power amongst wholesalers and retailers would have the effect of driving up the local distribution costs of rice in each market and contributing to trade costs. We find that although wholesale markups are very high across all markets, this is not the result of wholesalers wielding market power, but rather the result of (1) creditting relationships between farmers and traders; and (2) poor and inadequate transport and logistics facilities. We also discover that there is actually very little room for traders or retailers to influence rice prices via monopsonistic or monopolistic practices. This rules out the possibility of market power playing a significant role in preventing trade between local markets.

In other words, the factors that have a potential to contribute significantly to the total trade costs between domestic markets are transport costs, logistics costs, and information costs. We will discuss how large a role each of these factors actually plays, in preventing trade from taking place between surplus and deficit markets, in the next chapter.

CHAPTER SEVEN

Description and analysis of transportation and logistics sectors

The transportation and rice industries are extensively intertwined, because with regional production and consumption imbalances, rice must be transported over extensive distances that require not just one means of transport, but several (Mears et al., 1972). The two largest modes of transportation that meet the rice industry's transport needs are, namely, overwater transport (i.e., shipping) and road transport. In addition to transport costs, logistics costs—which include drying, packaging, storage and handling costs—also add to the costs incurred in shipping rice across markets within the Philippines. Abstracting from Mears et al. (1972) and Arnold et al. (2002), two studies which provide detailed descriptions of the transportation and logistics sectors in the Philippines, we explain the main components of transportation and logistics costs incurred in the inter-island trade of rice.

7.1 The logistics of inter-island rice trade

7.1.1 Drying

As we observed in Section 4.3 of Chapter 4, farmers either sell their rice directly to rice millers, or to collector agents who then sell the rice to millers. In either case, farmers and traders have to ensure that the moisture levels of palay are low prior to milling.¹⁴ In the Philippines, very few farmers possess mechanical dryers, so the most common form of drying is manual solar drying, where palay is placed on pavements or cemented roads to be dried under the sun.

However, solar drying leads to a compromise of quality, especially dur-

ing peak and rainy months, and adds to the labor costs of producing rice. Dawe eds. (n.d.) suggest that rice production costs could be decreased with the mechanization of the drying of palay. This is because rice recovery is very much lower when palay is solar dried than when it is dried mechanically. According to a report published by the Rice Technical Working Group in 1997, the average head rice recovery is the lowest in the Philippines, amongst the countries compared in the study (RTWG, 1997).¹⁵

The implementation of mechanical dryers has, however, been difficult to implement, due to the objection of manual laborers (Dawe eds., n.d., p. 17). For example, Dawe eds. (n.d.) describe how several farmers have had their combine harvester damaged by farm workers worried about the loss of employment, and how other farmers have been hesitant in investing in a mechanical harvester due to fear of sabotage by workers. Based on such observations, Dawe eds. (n.d.) posit that faster growth in nonfarm employment would help provide alternative jobs for farm laborers and spur the mechanization of rice production and distribution. However, stagnant economic growth in the Philippines has hindered job creation in nonfarm sectors, making the realization of mechanization extremely difficult.

7.1.2 Packaging

At the wholesale level, rice is packed into jute bags and stored in warehouses until it is ready to be shipped. Packaging costs are very high, due to poor warehouse facilities and packaging technology. For example, bagging and re-bagging of rice lead to significant amounts of spillage and wastage. Wastage of this form could be reduced significantly if the Philippines adopted the packaging method used in Thailand which does not require bagging. In Thailand, paddy is transported from the farm to the market via the grain tanks of combine harvesters which are directly loaded onto trucks using swinging unloading conveyors. Alternatively, packaging costs could be reduced by using bags of better quality, such as those used in Indonesia and Vietnam, which can be used for 3 or more times on average, as compared to bags in the Philippines which can only be used at most twice on average (Beltran et al., 2016).

In a recent study conducted by IRRI, Beltran et al. (2016) highlight that packaging costs in the Philippines are almost double that in Indonesia and Vietnam, and more than double that in Thailand. Table 18, which was extracted from Beltran et al. (2016)'s paper, reflects that packaging costs are 0.21 PHP/kg higher in the Philippines than in Indonesia, 0.22 PHP/kg higher in the Philippines than in Vietnam, and 0.30 PHP/kg higher in the

Philippines than in Thailand.

7.1.3 Storage

In the Philippines, seasonality and a lack of openness to foreign trade create the need for rice to be stored for longer periods of time than in Thailand and Vietnam, both of which have a lesser degree of seasonality of production and a greater openness to trade than the Philippines. However, storage facilities are poorer in the Philippines as compared to the latter two countries. For example, while rice is stored in modern silos in Thailand and Vietnam, there are no such facilities in the Philippines, where rice is stored in small conventional warehouses that operate at small capacities (Beltran et al., 2016).¹⁶

Typical warehouses in the Philippines have a maximum capacity of only about 50 tons of bagged rice neatly piled. The small capacity for storing rice translates into high rental costs. Moreover, farmers operating at small scales usually do not even own their own storage facilities and have to resort to storing rice in their own houses, although the opportunity cost of doing so is large because of the possibility of spoilage (Arnold et al., 2002).

7.1.4 Handling

Palay, or rice, needs to be loaded and unloaded several times, from the farm gate to the wholesale level, and from the wholesale to the retail level. For example, when rice traders export rice to retailers, the product needs to be packaged and shipped in break-bulk (i.e., non-containerized) form since retailers usually require the product to be delivered in delivery bags (Arnold et al., 2002). These bags are handled manually by workers who are paid on average 1.50 PHP per bag-movement. According to Arnold et al. (2002), wastage in the form of damage, spillage, pilferage, prolonged loading and unloading, and double handling (i.e., re-bagging due to the poor condition of bags) account for about 1 % of handling costs on average. In other words, about 0.015 PHP is wasted on average, for every bag-movement.

7.2 The transportation of rice in inter-island rice trade

Transportation costs refer to the costs incurred in transporting palay from the farm gate to the wholesale markets. As Table 18 illustrates, transportation costs are about 1.02 PHP/kg higher in the Philippines than in Thailand, and 0.33 PHP/kg higher in the Philippines than in Vietnam. This is largely

Table 18 Differential gross marketing margins (GMMs) and marketing costs, by function, in PHP/kg of milled rice

| Item | Philippines (PH) | Indonesia (IND) | Thailand (TH) | Vietnam (VN) | Differential PH vs IND | Differential PH vs TH | Differential PH vs VN |
|-------------------------------|---------------------|--------------------|------------------|-----------------|---------------------------|--------------------------|--------------------------|
| Gross marketing margins (GMM) | 9.06 | 5.61 | 5.27 | 4.55 | 3.45 | 3.79 | 4.51 |
| Total marketing cost | 4.63 | 4.97 | 2.73 | 3.78 | -0.33 | 1.91 | 0.85 |
| Drying cost | 0.26 | 0.62 | 0.33 | 0.52 | -0.36 | -0.07 | -0.26 |
| Transport cost | 2.09 | 2.22 | 1.08 | 1.76 | -0.12 | 1.02 | 0.33 |
| Milling cost | 1.38 | 1.22 | 0.89 | 0.93 | 0.16 | 0.48 | 0.44 |
| Storage cost | 0.19 | 0.40 | 0.20 | 0.23 | -0.21 | -0.02 | -0.04 |
| Packaging cost | 0.45 | 0.24 | 0.14 | 0.22 | 0.21 | 0.30 | 0.22 |
| Cost of working capital | 0.27 | 0.28 | 0.09 | 0.11 | -0.01 | 0.18 | 0.16 |
| Returns above major cost | 4.43 | 0.65 | 2.54 | 0.77 | 3.78 | 1.89 | 3.66 |

Notes: This compares the gross marketing margins (GMMs) and marketing costs in the Philippines with that in three other rice-producing Asian countries, namely, Indonesia, Thailand, and Vietnam. The GMM is defined as the difference between the price of 1 kg of rice at the wholesale market and the price of 1 kg of dry paddy in milled rice equivalent, at the farm gate. The GMM is composed of marketing costs, which include the drying cost, transport cost, milling cost, storage cost, packaging cost, cost of working capital, and returns to management (i.e., the income of market players). Beltran et al. (2016) note that there are limitations in the calculation of returns to management because there are components of marketing costs which are unobservable, such as government fees and management costs. Therefore, they calculate the return above major cost as a proxy for returns to management. The return above major cost is defined as the difference between the GMM and the total major marketing costs.

Source: Beltran et al. (2016).

attributable to the fact that Thailand and Vietnam have more efficient transportation networks than the Philippines, which allow their marketing players to transport larger volumes of rice per liter of fuel (Beltran et al., 2016).

7.2.1 *Overwater transport*

Inter-island shipping has been the main mode of transporting rice across the different stages of the vertical supply chain. Although the domestic shipping industry was deregulated in 1994, shipping costs remain persistently high, to the extent that traders have often reported that freight rates charged by domestic shipping lines are much higher than those charged by foreign shipping lines. According to the Maritime Industry Authority (1998), a multitude of factors contributes to high domestic freight rates such as fuel costs; interest rates; insurance premiums; low port efficiency; and taxes on shipping operations.

7.2.2 *Overland transport*

The second largest mode of transporting rice is via roads. These tend to be built along coasts and valleys, in order to avoid the numerous mountain ranges. In highlands, roads are often narrow, winding, and treacherous, and this increases land travel distances and overland transport rates. Further, it is extremely expensive to maintain roads in the provinces of Leyte and Samar, which are very prone to typhoons.

A major development to the road transport system took place in 2003 when the government inaugurated the Philippines Nautical Highway System, an integrated set of highway segments and vehicular ferry routes complemented by a roll-on-roll-off (Ro-Ro) policy. The Ro-Ro system carries vehicular trucks with commodities loaded on them across the sea, without requiring the goods to be loaded or unloaded from the trucks and containerized in cargo form. By not requiring cargo handling equipment nor the construction of new ports to accommodate the system, the nautical highway has reduced the logistics costs and shipping time involved in transporting goods domestically, by a significant degree. Figure 34 shows the “Ro-Ro Food Highway” with its three main trunks:

- A main route along the nautical highway from Manila to Dapitan/Dipolog/Iligan.
- The grains highway linking Cagayan de Oro to Batangas via bulkhandling ships and facilities in transporting grains.

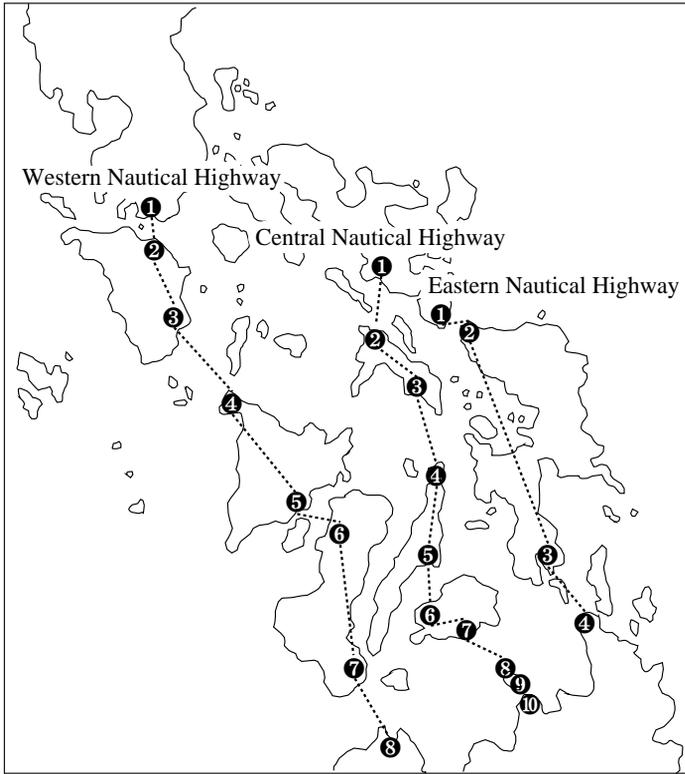


Figure 34 The three main trunk lines of the Philippines Nautical Highway System

Notes: The “Ro-Ro Food Highway” with its three main trunks: (1) a main route along the nautical highway from Manila to Dapitan/Dipolog/Iligan; (2) the grains highway linking Cagayan de Oro to Batangas via bulkhandling ships and facilities in transporting grains; and (3) the long haul route cutting through Cagayan de Oro, Dumaguete, Batangas and Manila.

Source: Created by the author based on Odchimar et al. (2015).

- The long haul route cutting through Cagayan de Oro, Dumaguete, Batangas and Manila.

7.2.3 Trucks in the Philippines

After being dried, rice is hauled by truck from farmers or agent collectors, to miller traders. Here, cost wastages are often incurred due to an underuse of truck capacity. In order to understand the above statement better, it is useful to compare the cost of truck fuel consumption in the Philippines with that in

Thailand. According to Dawe eds. (n.d., p. 16), fuel consumption is on average 0.14 PHP/kg cheaper in Thailand than in the Philippines. This cost difference is not the result of differences in fuel prices, which are nearly on par in both countries, but rather the result of differences in truck capacity usage which allow farmers and marketing agents in Thailand to haul more tons of rice per liter of gas. For example, as compared to the Philippines, where trucks usually operate at about 70 % capacity, trucks in Thailand operate at full capacity almost all the time. The underuse of trucks is due to an over-supply of marketing agents in the Philippines, which makes the coordination of truck usage very difficult. For this reason, high price markups at the wholesale level are in fact partially the result of having too many, instead of too few, marketers at the wholesale level of the vertical supply chain. In other words, high wholesale price markups are not the result of market power and collusion by wholesalers, but rather the result of inefficiencies from having too many wholesalers.

In addition to the inefficiencies caused by having too many marketing agents, economies of scale are also prevented by poor road conditions. This is due to two reasons. First, poor road conditions make it practically impossible for large trucks to be used. For example, Dawe eds. (n.d., p. 17) observe that trucks in the Philippines usually have a capacity of only half that of trucks used in Thailand. This is due to roads in the Philippines having more potholes and fewer lanes than that in Thailand, which renders the maneuver of large trucks impossible. Second, poorer road conditions in the Philippines serves to increase the driving time from rice farms to the capital. For example, although the distance from Suphan Buri to Bangkok is about 170 km and that from Nueva Ecija to Manila is 130 km, the driving time in the former is only about 1.5 to 2 hours, whereas that in the latter is at least more than 2.5 hours Dawe eds. (n.d., p. 17). In short, poor road conditions prevent scale economies in trucking from being reaped and drive up the cost of transport due to increased driving time.

7.3 Chapter summary

In this chapter, we explored the different components of logistics and transportation costs involved in shipping rice between different markets within the Philippines. Our findings can be summarized as follows.

First, the lack of jobs in nonfarm sectors has created an excess supply of farm labor and an under-usage of mechanical equipment. Over-reliance

on manual labor (as opposed to machinery) serves to keep the cost of drying palay high. Second, poor warehouse facilities and packaging technology lead to spoilage and unnecessary wastage between the time that rice leaves the hands of the farmer and reaches the hands of the consumer. Third, handling costs are high because there is a lot of wastage in the form of damage, spillage, pilferage, prolonged loading and unloading, and double handling of rice.

With regards to transport costs, fuel costs, interest rates, insurance premiums, port charges, and taxes on shipping operations all contribute to the shipping component of trade costs. Moreover, trucking is very expensive, because of an under-usage of truck capacity and an inability to reap economies of scale via the use of larger trucks. The under-usage of truck capacity is mainly the result of having too many tiers of wholesalers, which gives rise to a situation where wholesalers cannot coordinate with one another to ensure that trucks are filled to maximum capacity. On the other hand, the difficulty in using large trucks to transport rice is the result of poor road conditions which renders the maneuver of large trucks impossible.

In Section 1.2.3 of Chapter 1, we posited, based on Anderson et al. (2004)'s definition of "trade costs", that the factors which prevent trade from taking place between rice-surplus and rice-deficit markets could be a combination (or a subset) of any of the following: market power, transport costs, logistics costs, and information costs. Based on our analysis of rice markets in the Philippines thus far, it is clear that market power hardly exists at any level of the vertical supply chain (see Chapter 4). It is also clear that transport costs and logistics costs are very high, and are therefore part of the equation in preventing trade from taking place between many pairs of markets.

This leaves us with a final task, that is, the task of discovering whether information costs have a significant role to play in preventing arbitrage, and if so, how large its role is, in relation to transport and logistics costs. Previous studies do not agree with each other in this respect. For example, Baulch (1997)'s findings suggest that there is very little information friction between markets, but Allen (2014) argues that information frictions have a large role to play in preventing arbitrage.

It is important to clarify the role that information costs have to play in preventing arbitrage because policies aimed at improving transportation and logistics differ fundamentally from policies aimed at reducing information costs. This will be the theme of the following chapter.

CHAPTER EIGHT

Field research in Laguna province

“Surprisingly little is known about traders. Part of the reason appears to be due to the importance of private information: “Information is one source of success in the trading business, so traders are understandably hesitant to disclose details of their businesses” (Hayami et al., 1999, p. 185) ... In the four qualitative interviews I conducted with farmers and in three of the five interviews I conducted with traders, the interviewee had little knowledge of prices in nearby cities, let alone in other provinces. The two traders I spoke with knowledge of prices elsewhere (who were both amongst the largest traders in the province) emphasized the substantial effort required to keep their information up to date. Both did so by directly contacting traders in other markets on a frequent basis, and a substantial portion of their produce was sold to retailers and traders elsewhere in the Philippines.” (Allen, 2014, pp. 5–6)

In Allen’s 2014 *Econometrica* paper, he describes the traders in Camarines Sur province (which he visited) as being shrouded in mystery and “hesitant to disclose details of their businesses.” He also observes that not only farmers but even traders, do not have up-to-date information on the prices of rice in other markets in the Philippines.

In order to understand the nature of the businesses which farmers and traders engage in, I visited Laguna province in 2016, to conduct field research on the rice distribution system in the Philippines. I chose to visit Laguna province, because Laguna is home to the International Rice Research Institute (IRRI), and is known to have a rice distribution channel that conforms to what is commonly practiced in Luzon, which is the largest island

group in the Philippines. Thanks to the resourcefulness of my field assistant Ms. Fe Gascon from the IRRI, I was able to interview several participants at every stage of the vertical supply chain, including rice farmers, traders, millers, and retailers. In what follows, I shall attempt to document, to the best of my ability, the observations which I made during my stay in Laguna province. I also observed many ways in which the theoretical model in Allen (2014)'s paper detracts from the actual situation of rice markets in the Philippines, and I shall explain each of these instances in the rest of this chapter.¹⁷

8.1 The rice distribution system in Laguna

The rice distribution system in Laguna is largely representative of the manner in which rice is transacted in markets throughout Luzon, although the degree of complexity of each market's vertical supply chain may differ slightly¹⁸ (Please refer to Figure 35 for a graphical representation of the rice distribution system in Laguna).

There are a large number of farmers at the most upstream level of the supply chain, each operating at different scales. Due to the lack of rural finance in the Philippines, all farmers borrow credit from the rice collector (or trader) whom he/she transacts with, prior to each rice planting season.¹⁹ These credit loans are used to purchase farm inputs such as fertilizers and

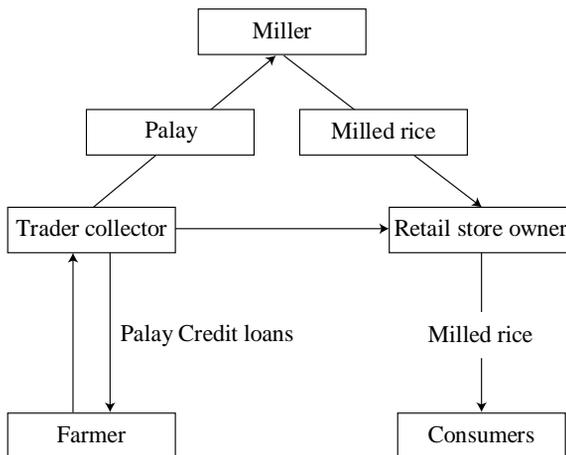


Figure 35 The rice distribution system in Laguna

crop seedlings, and they are to be repaid at the time of harvest at some pre-determined interest rate. Informal credit-tying relationships between farmers and traders are very much long-term because they require mutual trust. For example, the farmer trusts that the trader will purchase his/her palay at the highest possible farm gate price at the time of harvest, while the trader trusts that the farmer will not default on his/her loan. For this reason, all the farmers and traders whom I interviewed mentioned that they have transacted with each other for the past five to ten years.

However, this is by no means evidence of the fact that farmers are ill-informed about the competitive farm gate price, or about the price of palay in other markets. This is due to the following reasons. First, traders from other regions and provinces (including Manila, Quezon, Nueva Ecija, Batangas, and Cavite) frequently make visits to rice buying stations within Laguna, where they offer to purchase palay from the local farmers. There have been instances where farmers chose to transact with traders from other markets instead of with their usual local trader when the price differential was significant. Second, local traders within Laguna are also landowning farmers who themselves produce and sell palay. Hence, it does them no good to depress the farm gate price of rice, since they also receive the competitive farm gate price for their own produce. For example, one of the traders whom I spoke to disclosed that she does not charge any fees for her rice collection services and that the only commission she earns from dealing with her farmer clients is in the form of interest on informal credit loans. She also disclosed that she usually charges a constant and low interest rate of about 2 % per season. Third, in a closely-knit rural community, farmers and traders are often relatives sharing blood ties, so attempts to engage in monopsonistic or monopolistic business practices tend to be heavily frowned upon. Moreover, farmers are actually very vocal and persistent in insisting that they receive the highest possible price for their produce. For example, many of the farmers I spoke to said that they always make it a point to check the farm gate price received by the other farmers in the village, and if they learn that it is possible for them to receive a higher price from a different trader, they are willing to bargain with their own local trader for a higher price, or to transact with the other trader instead. Hence, it is usually the case that a typical farmer would receive the same price for his/her palay, regardless of which trader he/she chooses to transact with.

If in any case, a farmer makes a decision to transact with his/her local trader, even though he/she could fetch a better price from dealing with a dif-

ferent trader, this is usually not due to a lack of information, but rather due to the Filipino value of *utang na loob*, that is, the obligation to appropriately repay a person who has done one a favor with kindness and loyalty.

Traders operate at the second-most upstream level of the distribution system and serve as middlemen between farmers and rice millers (i.e., wholesalers). In each harvesting season, they collect palay from the farmers whom they have a long-term relationship with and deliver the palay to millers in multiple markets. Since traders are usually landowning farmers, it is customary for them to receive the same farm gate price for the palay produced on their own farms, as the price which their sellers (i.e., farmer clients) receive. In return, they charge interest on the credit loans which they make to their sellers at the start of each planting season.

There is no lack of information on the part of traders, with regards to the farm gate price in other geographical markets. In fact, the traders I spoke to mentioned that they communicate very frequently with rice millers (i.e., wholesalers) in different markets, via phone calls. They also explained that phone calls are not expensive, based on the local standard of living. To be precise, a whole week of unlimited phone calls costs only 100 PHP (about 2 USD or 220 JPY), regardless of destination. This observation definitely contradicts the empirical estimations of Allen (2014), who estimates the median fixed cost of acquiring information on the price of rice in other markets to be 4,406 PHP (about 98 USD). Allen writes that “while (the estimated median fixed cost of 4,406 PHP) is certainly more than the cost of a phone call, it seems realistic for the entire cost of determining the market conditions in a potential destination” (Allen, 2014, p. 29). However, my field assistant ensured me that the Philippines has had fairly extensive mobile phone coverage as early as a decade ago and that mobile phones are not costly or difficult for farmers, let alone traders, to purchase.

On top of frequently updating themselves on the price of rice offered by millers in different markets, traders also communicate amongst themselves very often and regularly, via the phone. This is to update their knowledge of the prices that the buyers (i.e., the rice mills) are offering them, for each and every quality and variety of palay. In other words, traders make consistent efforts to update their knowledge of the prices that different millers are offering. Hence, there is little doubt that traders are able to make well-informed decisions on whom to sell their palay to.

Within Laguna, millers, who also serve as wholesalers, purchase palay from traders within and outside the province and convert the palay into

milled rice. They then sell the milled rice to owners of retail stores at competitive wholesale prices, which are determined by the variety and quality of the rice. Rice quality is measured using proper testing equipment and priced accordingly. The question which we want to answer, now, is whether information frictions are present, at the wholesale level. The millers whom I spoke to ensured me that the answer is no. First, they visit local markets on a daily basis during the wet season when the price of rice fluctuates wildly, in order to update their knowledge on local rice prices. Second, an integral aspect of their job involves communicating with retailers in markets across the country via phone calls and the internet, on a day-to-day basis. The Philippines Wholesale Rice Directory is an example of a website where wholesalers and retailers from markets all over the country interact, by exchanging information on the quality and prices of rice.²⁰ In other words, all it costs for a wholesaler to obtain the most up-to-date information on rice wholesale prices is the cost of an internet connection, or of making phone calls. Millers are also quick to take advantage of opportunities for arbitrage. For example, an operations manager at a rice mill whom I interviewed told me that milled rice produced in Laguna often gets exported to locations as far as Mindoro, via RO-RO (roll-on-roll-off) ferry services.

Finally, retailers are located at the most downstream level of the rice distribution system. There are many retailers in the market, and they are all members of an association of retailers. From what I gathered by speaking to several retailers, the association serves as a “Panopticon”, where any retailer who tries to engage in non-competitive buying or selling practices will be frowned upon by the other members. Due to the highly competitive nature of the retail market, all retailers adhere to a standard formula for deciding their profit margins. It is customary for a retailer to purchase rice from one or several millers, at the wholesale price demanded by the miller. This is based upon the quality and variety of rice. They will then sell the rice at a retail price which takes into account the transportation cost of trucking or shipping rice from the rice mill to the retail store, the labor costs for loading and unloading the rice, and the cost of packaging the rice when it is sold to consumers.

An owner of a retail store disclosed that she usually earns a net profit of 120 PHP/cavan, or about 2.5 PHP/kg, of rice. She also provided an example of how she sets the retail price of regular milled rice in her store. In her example, the miller sells her a cavan (equivalent to 49 kg) of rice, at a wholesale price of 1800 PHP. To this she adds the cost of trucking, which

is 10 PHP/cavan; the commission her agent charges, which is 5 PHP/cavan; the cost of labor for loading and unloading, which is 5 PHP/cavan; and the cost of packaging, which is 20 PHP/cavan. This adds up to a cost of 1840 PHP/cavan or roughly 37.5 PHP/kg. To this, she imposes a retail margin of about 2.5 PHP/kg, which means that she will sell her rice to consumers at a retail price of 40 PHP/kg. According to this retailer, all other retailers also adhere to this method of determining their retail prices. Further, retail prices could fluctuate on a daily basis during the wet season, but this fluctuation is entirely due to volatility in the wholesale price of rice due to differences in quality.

To this end, through interviews conducted with farmers, wholesalers, and retailers in the Philippines, I find that there are no significant information frictions at the farm gate, wholesale, and retail levels of the vertical supply chain of rice. In addition, my interviewees informed me that the main components of farm gate to wholesale, and wholesale to retail markups, are largely transportation and logistics costs.

8.2 Some remarks on the model developed by Allen (2014)

It is evident that the theoretical model developed in Allen (2014) does not paint the most accurate portrait of the rice distribution system in the Philippines. The paper posits that farmers in the Philippines are not able to make use of opportunities for arbitrage because it is very costly for farmers to learn about the prices of their crops in other markets. It describes a model based on the following assumptions. First, there are a large number of markets, each inhabited by consumers and an exogenous mass of farmers. Farmers are heterogeneous in the size of the amount of land they own. They are informed about their local price and the true distribution of prices (net of transport costs), but not about prices in other markets. In order to acquire information on the price of crops in other markets, farmers must engage in an undirected sequential search process, where he/she draws the name of a single market and pays a fixed market-invariant search cost of f in order to learn about the price in that particular market. If the price in the market (minus transport costs) exceeds the farmer's reservation price, he/she will stop searching and choose to sell his/her crops in that market. Otherwise, the farmer will draw the name of a new market, pay the same fixed cost of f to learn about the price in the new market, and decide whether or not to sell his/her crops there. This process continues until the farmer finds a destina-

tion where the price exceeds his/her reservation price.

Based upon the above assumptions, Allen (2014) conducts structural estimations of transportation costs and information frictions, using time series data on wholesale prices and trade flows respectively. He finds that estimated transport costs account for about 47 % of total estimated trade frictions (on average), and that information costs account for the remaining 53 % of total estimated trade frictions. This implies an estimated median (fixed) search cost of 4,406 PHP (98 USD), for learning about the price in another market.

Finally, in order to test the predictive power of his theoretical model, Allen (2014) compares the predicted trade flows of two different versions of his model with actually observed trade flows—one version where search costs are set to zero, and another where search costs are positive. In Figure 36, which was extracted from Allen (2014)'s paper, the black regression line captures the fit between the model's predicted trade flows against actual trade flows, when search costs are set to zero. On the other hand, the gray regression line captures the fit between the model's predicted trade flows against actual trade flows, when search costs are positive. Since the former has an R-squared of 0.05, which is lower than that of the latter, which is 0.166, Allen (2014) posits that the predictive power of his model improves significantly when information frictions are being taken into account.

There are several ways in which this model detracts from the actual situation of the rice distribution system in the Philippines. First, Allen (2014) conducts structural estimations of transport costs and search costs, where he finds that transport costs and search costs account for 47 % and 53 % of total trade costs, respectively, on average. Based on these estimations, he posits that search costs account for more than half of total trade costs. However, the median fixed search cost that is based on these estimations is 4,406 PHP, implying that it costs about 98 USD to make one search. This is very much higher than the actual costs of making phone calls in the Philippines, which is only about 100 PHP (2 USD) for a week worth of unlimited calls.

Second, Allen (2014) models information frictions amongst producers, that is farmers, but he makes use of wholesale price data to conduct his estimations. This approach seems to ignore the structure of the rice distribution system in the Philippines because the prices which producers receive are farm gate prices and not wholesale prices.

Third, Allen (2014) points to the large number of province pairs which engage in two-way trade, as evidence to support the argument that information frictions are large. However, the respondents I spoke to in Laguna were

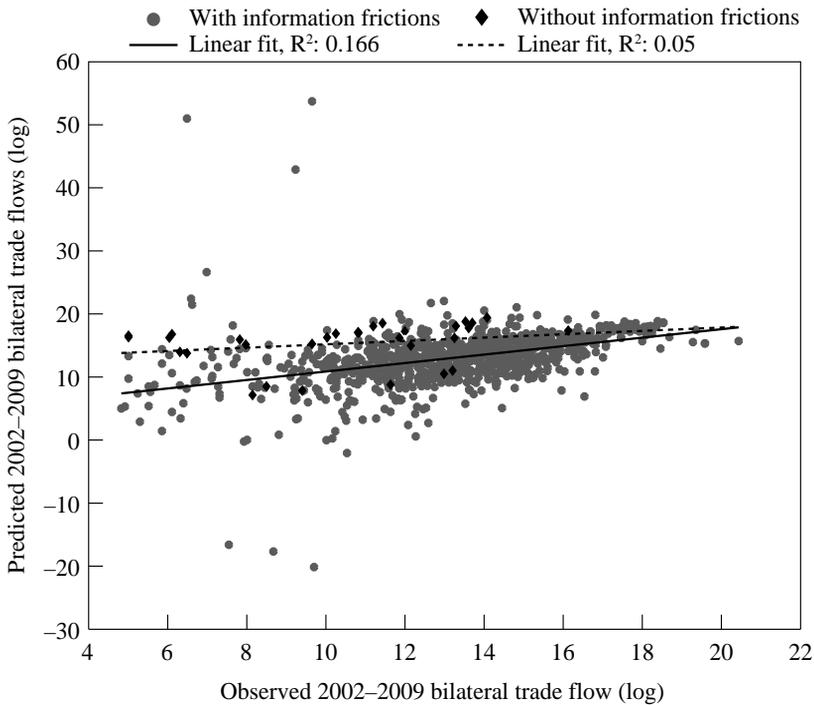


Figure 36 Goodness of fit of Allen (2014)'s model, based on assumptions of perfect information versus assumptions of information frictions

Notes: The dotted regression line captures the fit between the model's predicted trade flows against actual trade flows when search costs are set to zero. On the other hand, the solid regression line captures the fit between the model's predicted trade flows against actual trade flows, when search costs are positive. Since the former has an R-squared of 0.05, which is lower than that of the latter, which is 0.166, Allen (2014) posits that the predictive power of his model improves significantly when information frictions are being taken into account for.

Source: Created by the author based on Allen (2014).

consistent in pointing out that palay cannot be stored for lengthy periods of time after harvest, due to weather and moisture conditions which tend to compromise the quality of the palay. Thus, it makes sense for province pairs to engage in two-way trade for the purpose of consumption smoothing. To this end, field work in the Philippines suggests that markets are well arbitrated across space, and that there are no huge opportunities to make profits via arbitrage, given the current magnitude of trade costs inclusive of logistics costs.

CHAPTER NINE

Conclusion

The unique geographic composition of the Philippines results in a large extent of heterogeneity in each region's suitability for rice cultivation. For example, while 93 % of irrigated farmland is surplus to a rice farming family's consumption needs in Nueva Ecija (Dawe eds., n.d.), poor families in Manila and Rizal seldom have enough rice to meet their basic caloric needs. Rice-deficit regions suffer from a lack of rice due to three main reasons: first, they may be naturally disadvantaged in the production of rice due to traditional geographical reasons, second, their geographical locations may cause them to be particularly vulnerable to adverse shocks to rice production, and third, they may have experienced crop shifting and therefore a decline in rice output (on the supply side of the equation), coupled with a rapid growth in population and burgeoning demand for rice (on the demand side of the equation). Differences in comparative advantage vis-a-vis rice production speak of the importance in ensuring that rice surpluses are redistributed from surplus to deficit markets in an economically efficient manner.

Next, there is the problem that domestic rice prices are very much higher than the competitive world price of rice (see Figure 9 in Chapter 1). For example, Regalado (2000) observes that imported rice was priced at 10.75 PHP/kg in 1995, which was less than half the price of domestically-produced rice which was priced at PHP 24/kg in the same year. High domestic rice prices are detrimental to national food security because rice occupies a massive proportion of the consumption basket of the average consumer in the Philippines. It is the staple food of 80 % of Filipinos, contributes 48 % to the daily energy supply of Filipinos (Tiongco et al., 2011), and has a 13 % weight in the consumer price index. It is also a large source of income for

millions of farmers, wholesalers, and retailers (Reyes et al., 2005). Further, high domestic rice prices serve as a regressive tax on poor consumers, since there is an inverse relationship between the share of rice in per capita expenditure and income (Lantican et al., 2011). There are three main reasons why domestic rice prices are so much higher than competitive world prices. First, land tenure systems lead to small-scale production and make it impossible for rice producers to reap economies of scale. Second, there is a quantitative restriction (QR) on the amount of rice that private traders can import from abroad, and this creates a wedge between domestic rice prices and the competitive world price of rice. Third, domestic inter-island trade costs are very high.

In addition to a shortage of rice for consumption in rice-deficit regions and high domestic rice prices, there is another threat to national food security. Domestic rice prices are extremely vulnerable to exogenous shocks in the form of fluctuations in the international market for rice. For example, during the global food crisis of 2007–2008, the price of rice sky-rocketed from 24–28 PHP/kg to 38–46 PHP/kg in the first quarter of 2008 alone (Larin, n.d.).

It is clear that effective land reform policies aimed at increasing the scale of production by farmers would certainly help to lower domestic rice prices relative to the world price of rice. However, existing land-use systems are the results of years of historical and political factors. Therefore, making changes to these systems is not an easy feat that can be performed quickly.

It is also clear that the NFA's foreign trade policy is a major contributing factor behind the high pass-through rate of world rice price to domestic rice prices. For example, the NFA conducts price-fixing, where it imports heavily from abroad, and often in excess of the gross domestic demand for rice. It then adjusts the supply of foreign imports released into the domestic market in accordance with domestic consumption needs. While it is true that the Philippines does not have as large an advantage in the cultivation of rice as its neighboring countries, the massive imports of rice by the NFA that far exceed the country's ability to store and redistribute the imported rice to deficit regions, serve to expose the country unnecessarily to shocks and volatility in the global market for rice. The world rice market is said to be a "thin" market, as evidenced by the fact that only a little more than 6 % of global rice supplies were traded on the world market in 2008 (Fang, 2015). While reliance on foreign importation may be necessary to a certain degree, this should be carried out by the private sector with fewer barriers to

free trade. It would certainly be helpful if the government could relinquish its control over the foreign importation of rice to the private sector, and allow economic forces of supply and demand to dictate the quantity of rice imported from abroad. By opening up the domestic market to trade, the government could effectively reduce the domestic retail price of rice relative to the international price of rice. This would benefit domestic consumers and help solve the food problem. On the other hand, by allowing market forces to determine the volume of foreign rice imports, the government could prevent rice from being imported in excess of demand. This would reduce the gross national supply of rice relative to the gross national demand for rice, and lead to an increase in the farm gate price of rice over the long run. In other words, poor farmers would experience a rise in income over the long run, and this would help to address the farm problem. However, as noted above, changing the government's foreign trade policy is not a feat that can be performed quickly, since players who have special vested interests in the existing system are bound to lobby against the change.

Hence, ensuring that domestically grown rice surpluses are redistributed efficiently to rice-deficit areas may be a more realistic feat for the government to achieve in the short run. It is, therefore, a primary concern of this book to identify the factors that prevent domestically-grown rice from being redistributed efficiently across the regional rice markets within the Philippines. In other words, we want to shed light on the various factors that contribute to domestic trade costs. We also want to understand the exact nature of these trade costs, that is, whether the trade costs have to do with market failures, such as market power and information frictions, or whether they are mainly comprised of transportation and logistics costs.

In particular, we seek to answer the following research questions:

- First, are rice markets in the Philippines well arbitrated across space, *ceteris paribus* (that is, given the existing state of transportation and communications infrastructure)?
- Second, what are the various factors that contribute to domestic trade costs, and what is their nature? (Do trade costs have to do with forms of market failure, such as market power and information frictions, or are they are mainly comprised of transportation and logistics costs?)

In order to answer our research questions, we analyzed and clarified the workings of rice markets in the Philippines, from both the supply and

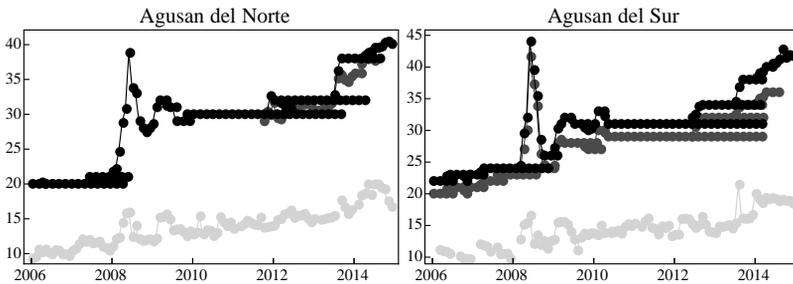
demand side. When describing the supply side, we illuminated the roles played by farmers, wholesalers, and retailers, and explained the relationship amongst each of the different groups of suppliers. We also embarked on an exploration of the transport and logistics sectors in the Philippines—sectors that have an integral role to play in shaping the way that rice is being traded across the different geographic markets in the country. Finally, we concluded the research with a description of actual field research conducted in the Philippines.

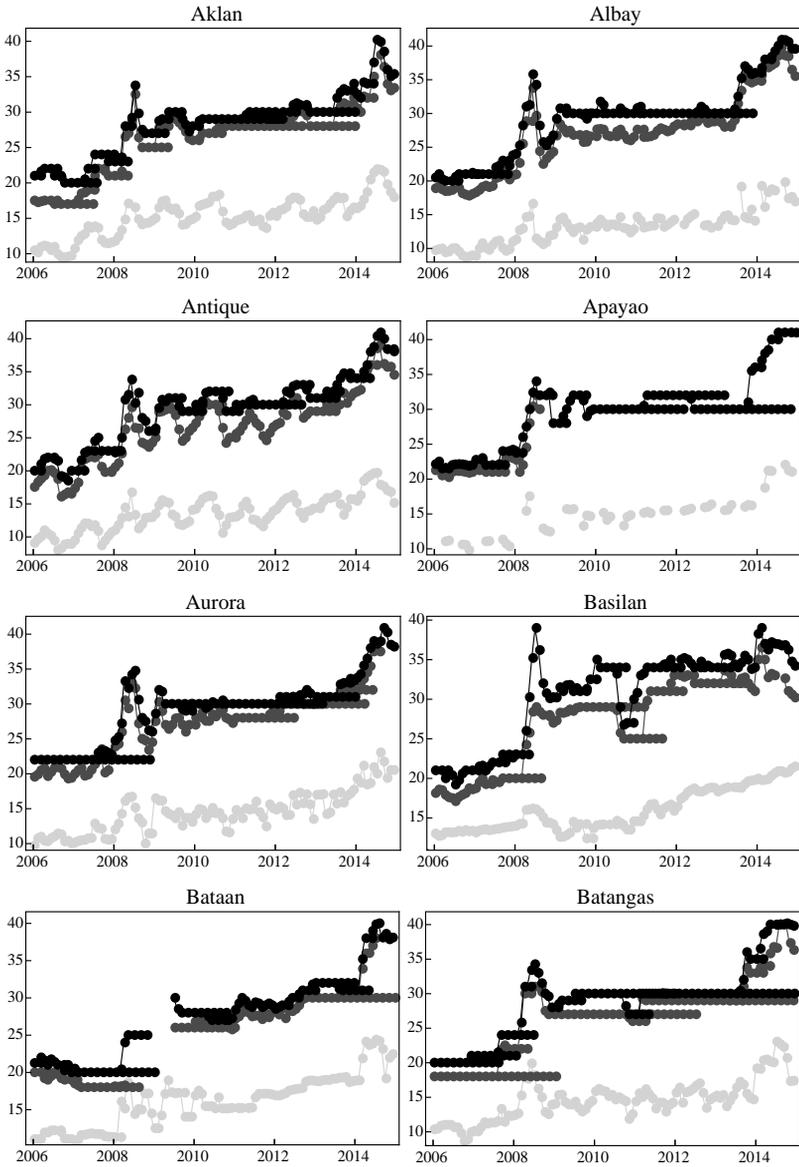
The findings of this book suggest that previous work may have overestimated the significance of information asymmetries in preventing arbitrage from taking place between rice markets in the Philippines. They also indicate that non-observable trade costs including packaging, storage, and logistics costs play a large role in discouraging the trade of rice between surplus and deficit markets. The policy recommendations are clear-cut. Better transportation, packaging, storage, and logistics facilities, which would help to reduce trade costs, are of tremendous importance in ensuring that rice markets are better integrated across space. In other words, we expect price differentials between pairs of regions to converge closer to the observed trade costs, as the abovementioned services improve.

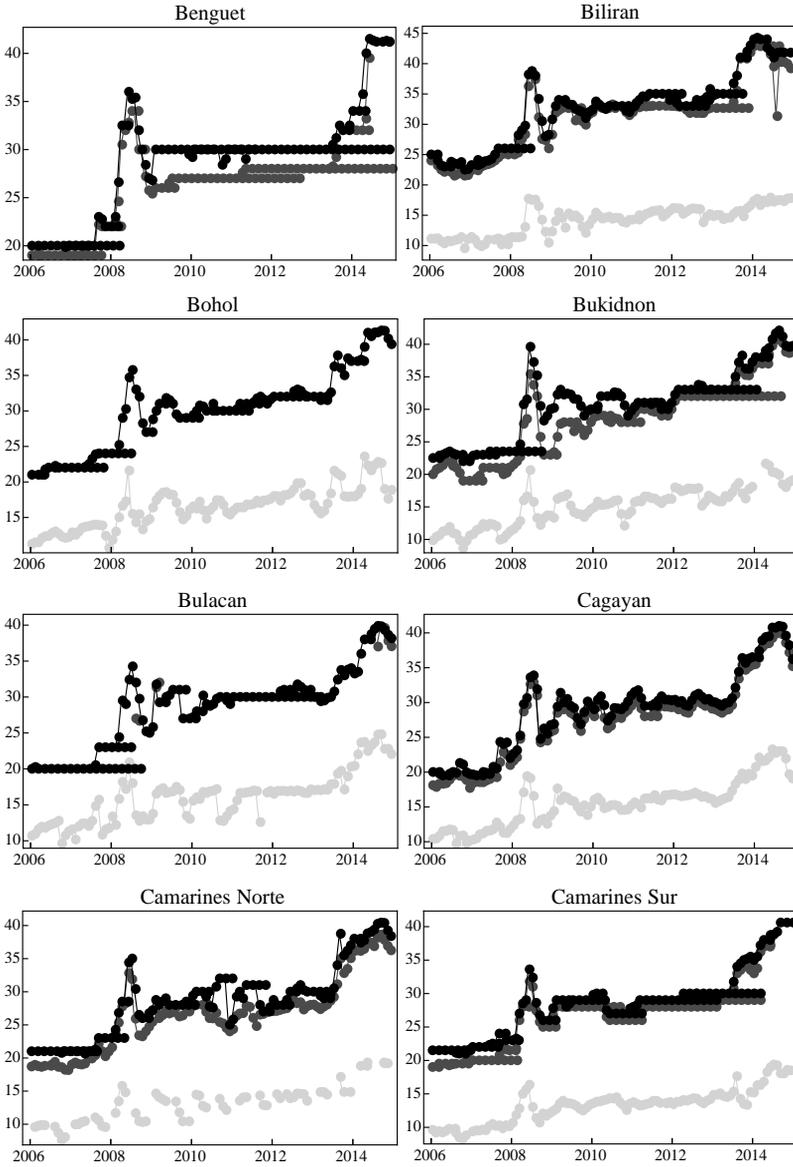
Appendix

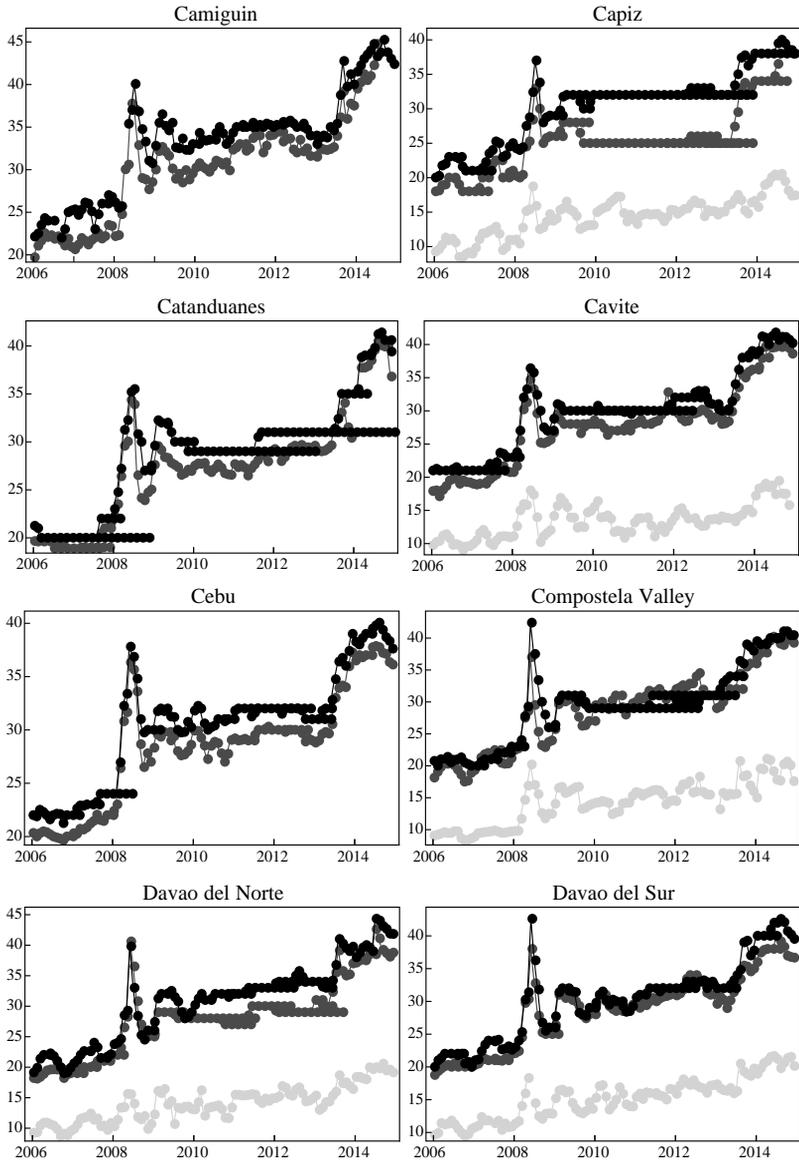
1. Time series plots of farm gate, wholesale, and retail prices in provinces, January 2006–December 2014

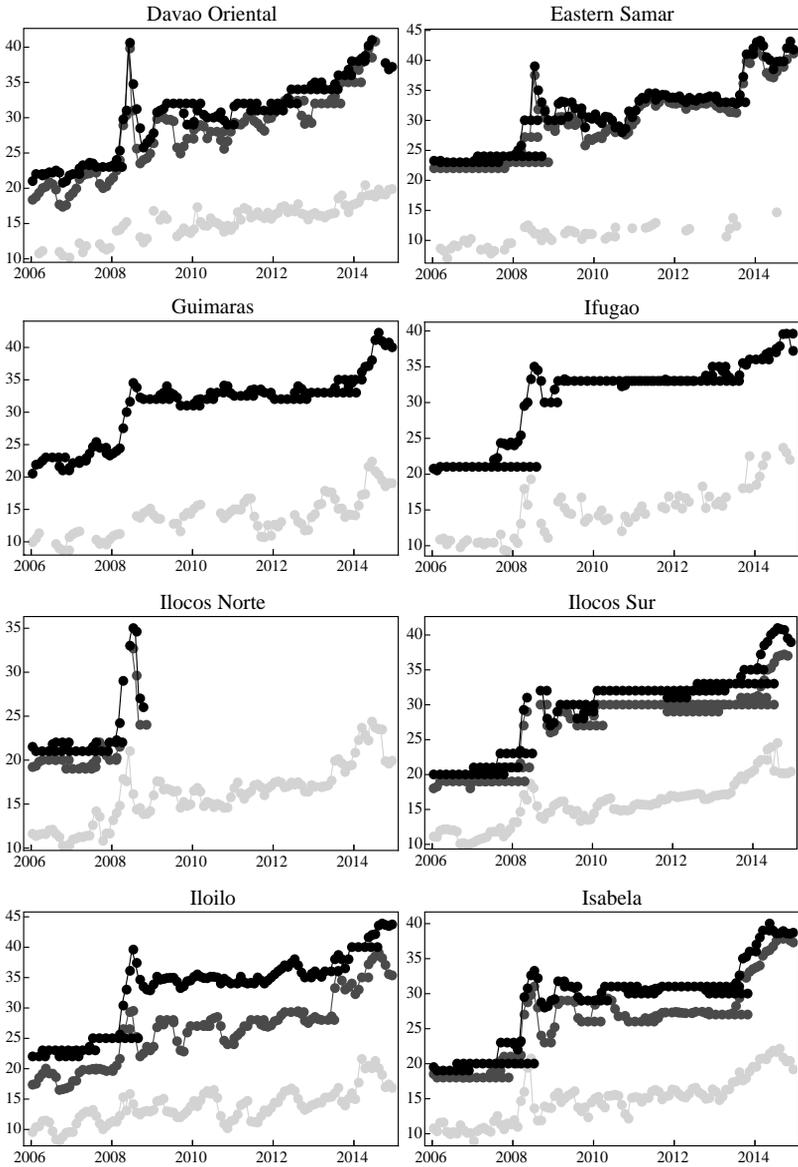
The figures below were created by the author, using price data on the farm gate, wholesale, and retail price of regular milled rice extracted from the BAS' website. The vertical axis measures rice prices in PHP/kg, and the horizontal axis measures the time period of observation. The time series starts in January 2006 and ends in December 2014. Farm gate prices are plotted in light gray, wholesale prices in dark gray, and retail prices in black. Prices are unavailable at certain stages of the vertical supply chain (i.e., incomplete) for some provinces.

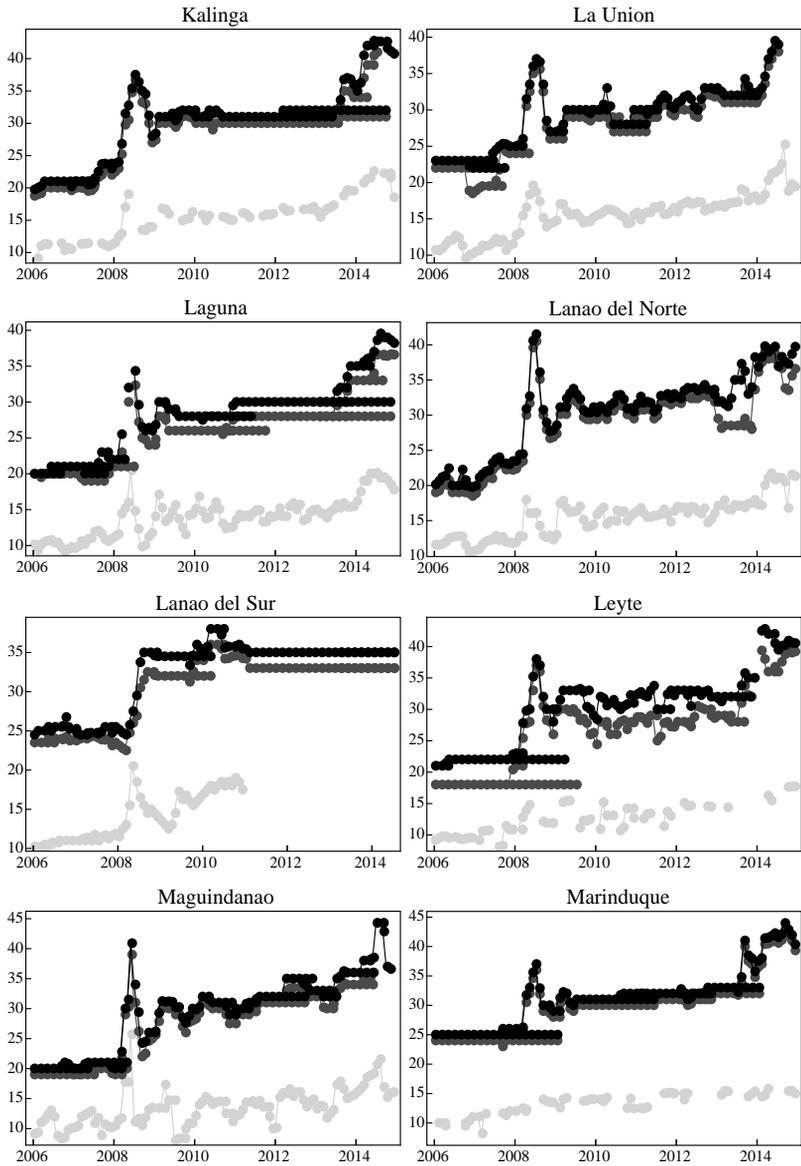


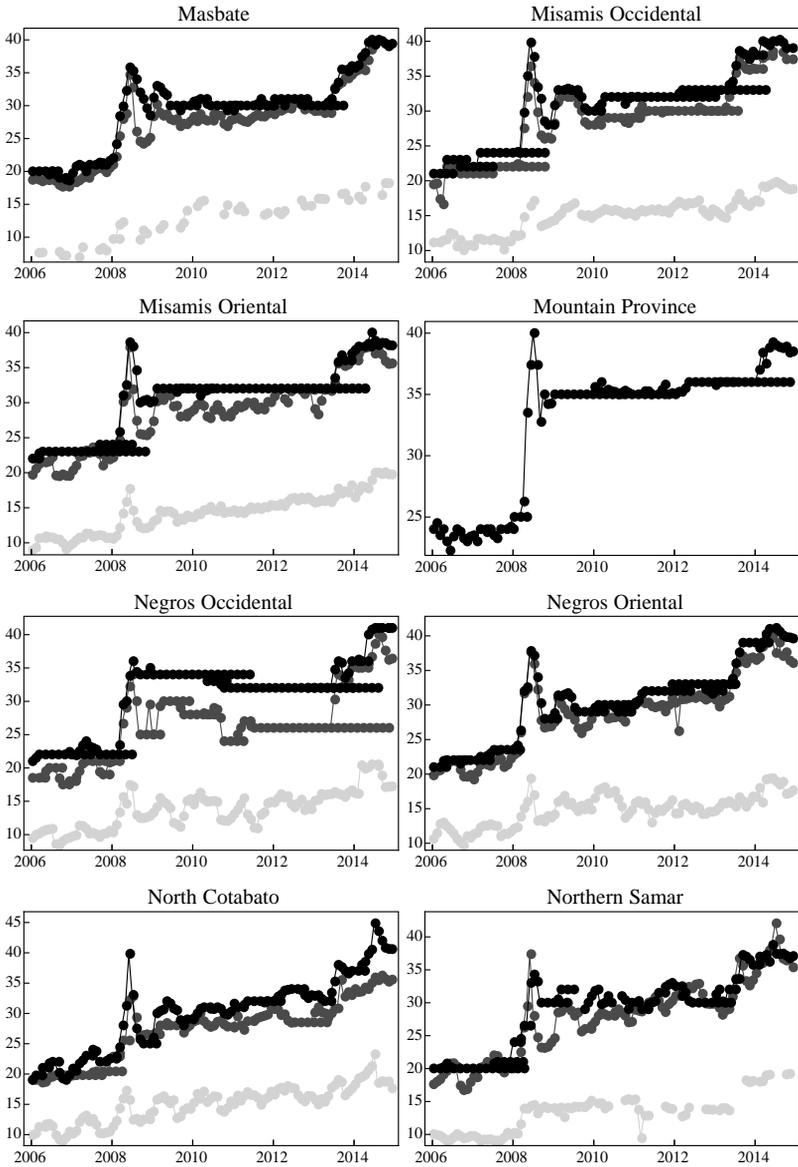


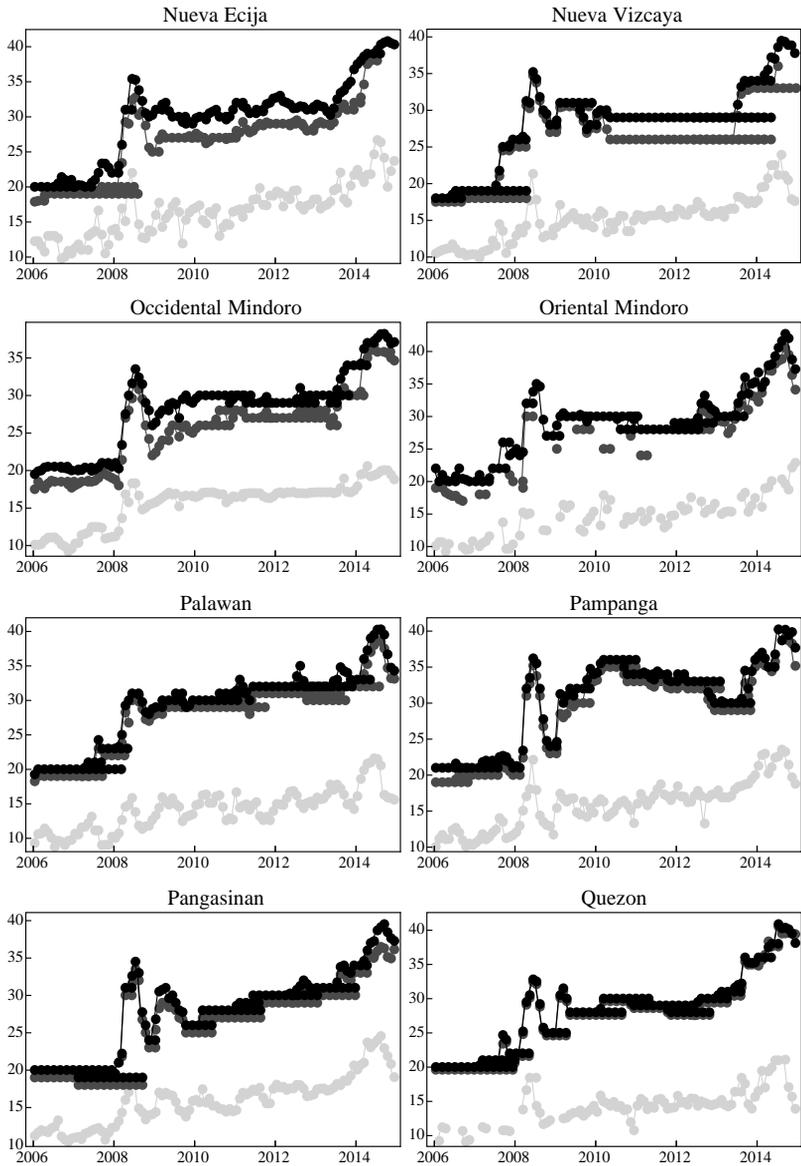


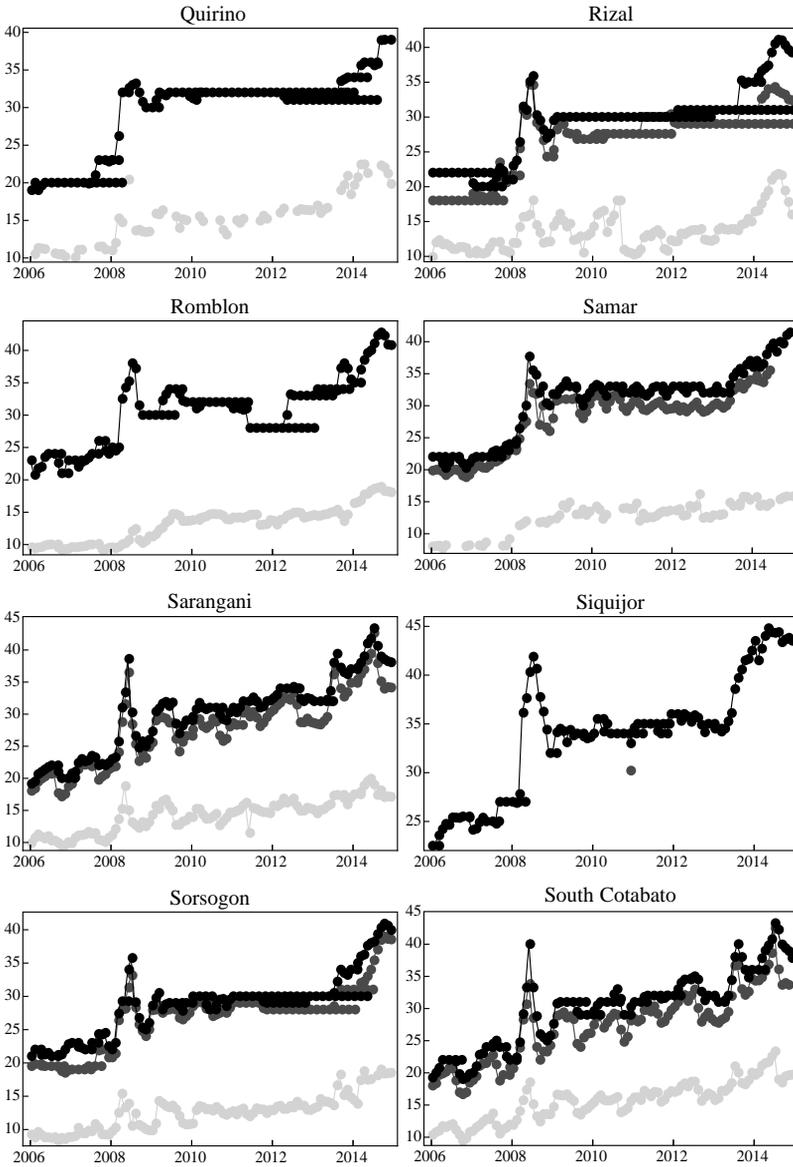


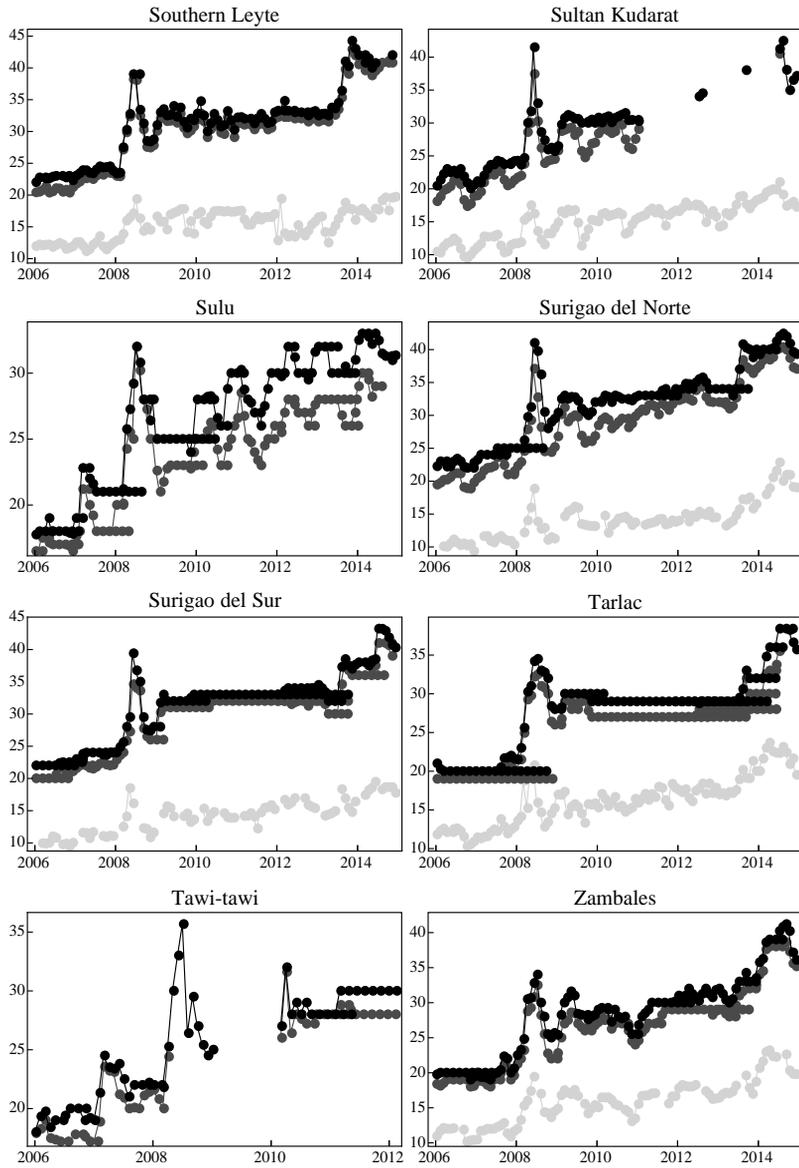


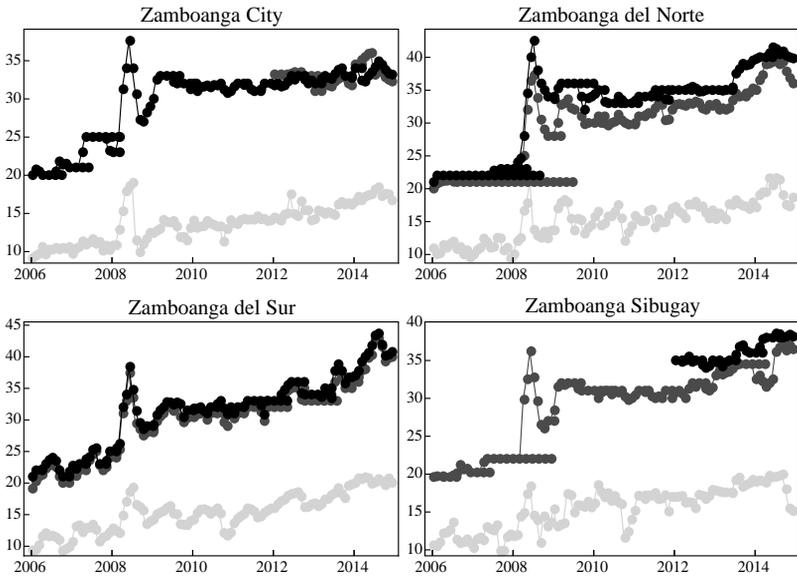






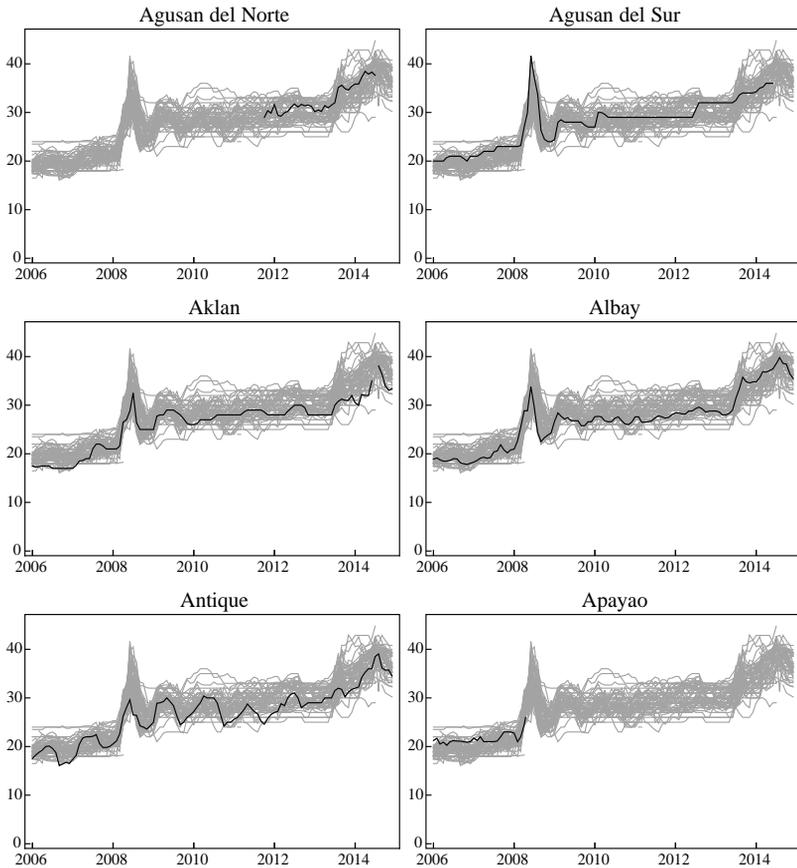


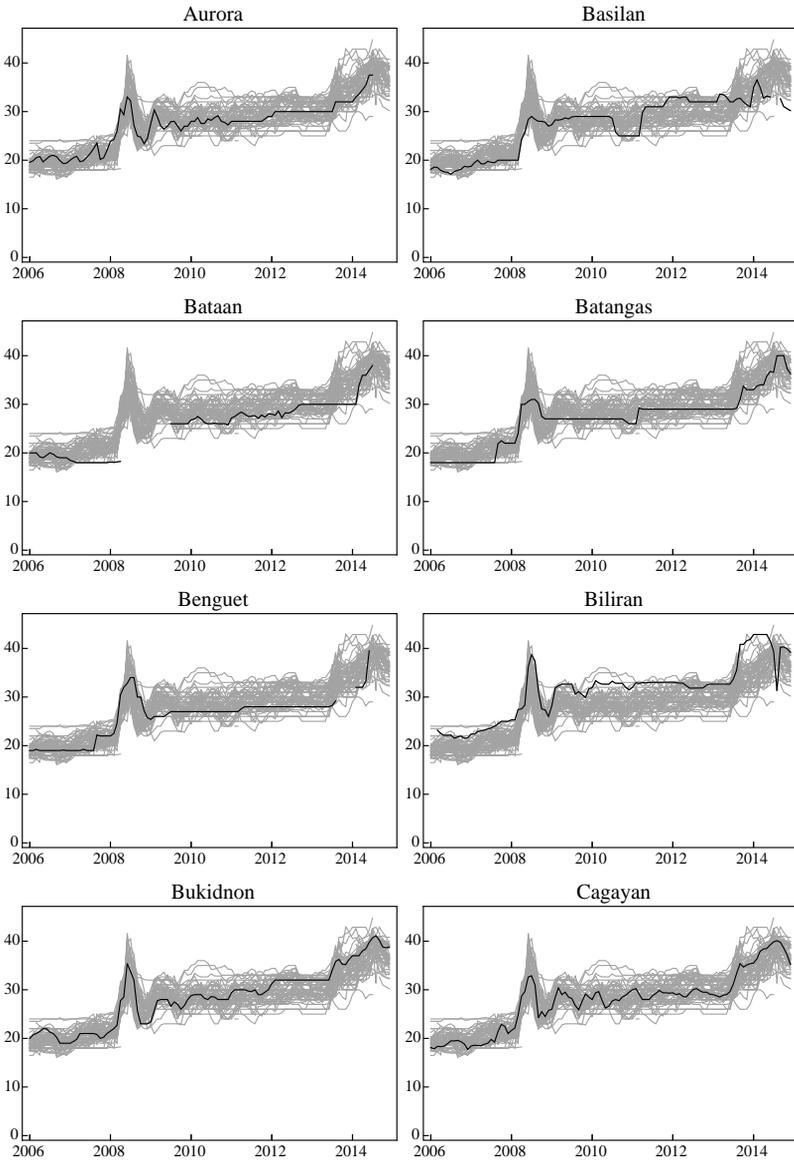


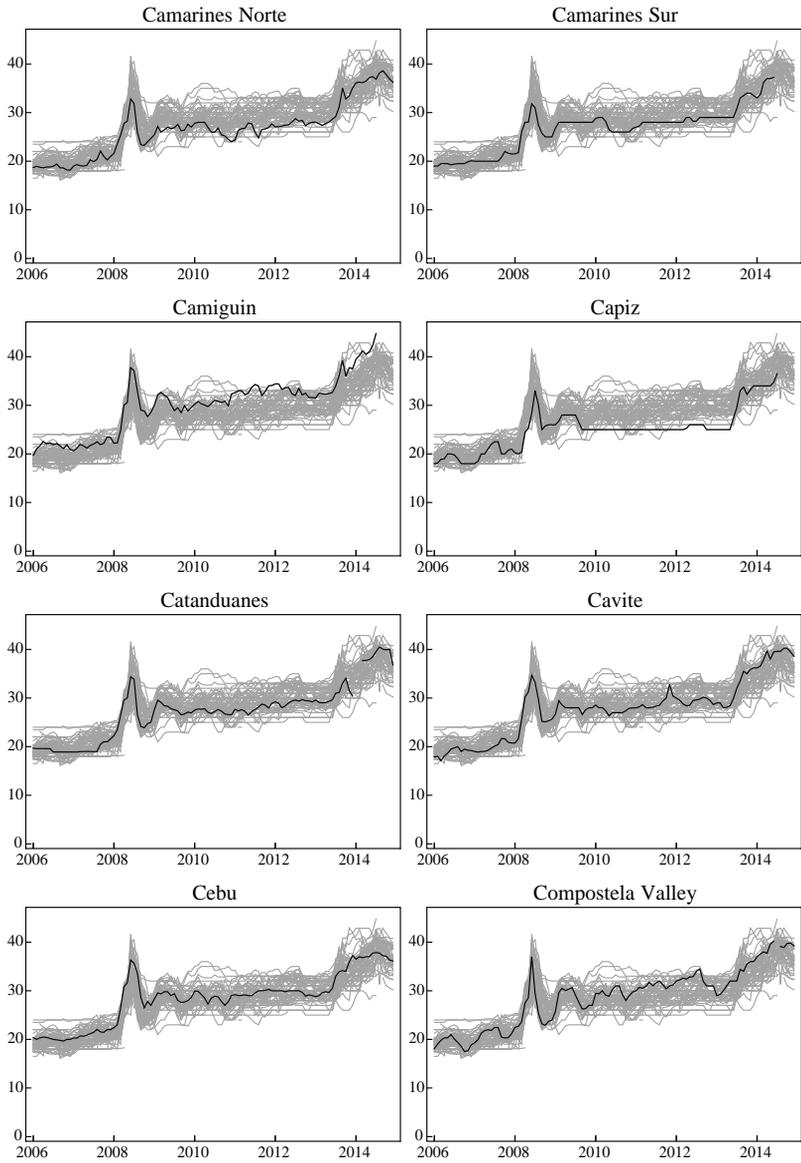


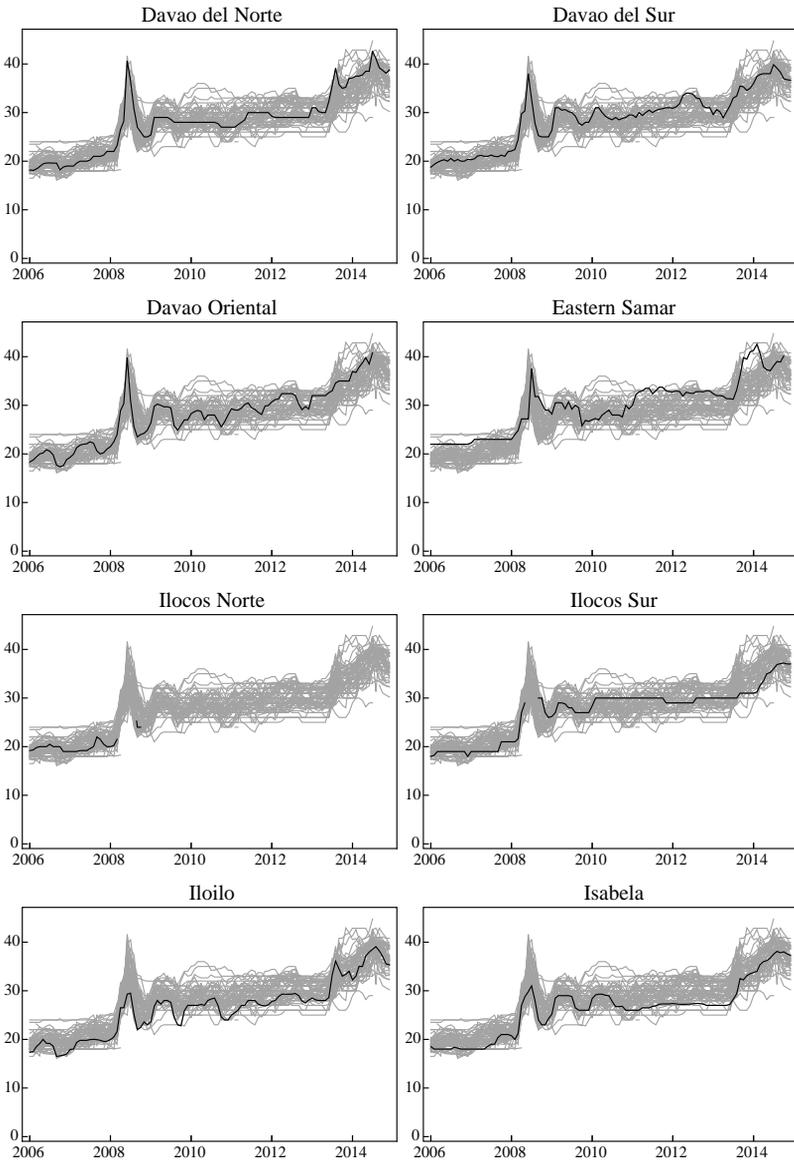
2. Time series plots of the wholesale price of regular milled rice in individual provinces, against the price spread across all provinces, between January 2006–December 2014

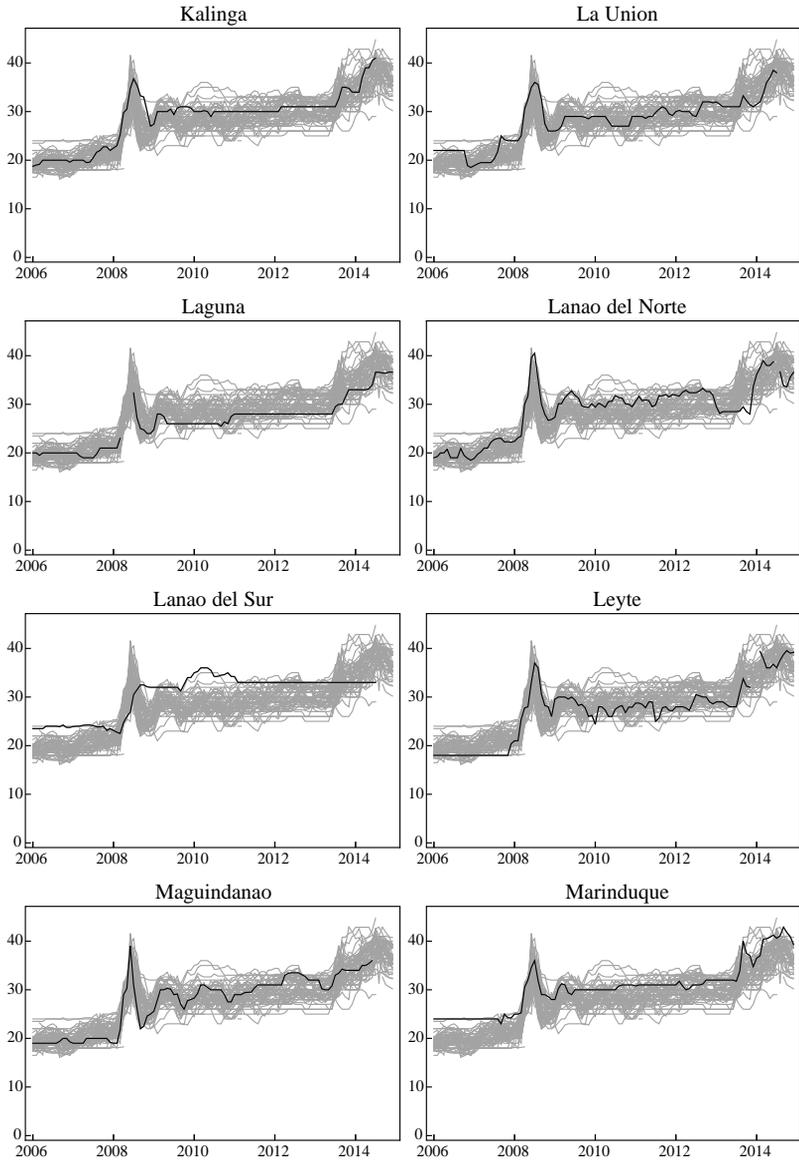
The figures below were created by the author, using average monthly price data on the wholesale price of regular milled rice extracted from the BAS’ website. The vertical axis measures rice prices in PHP/kg, and the horizontal axis measures the time period of observation, between January 2006 and December 2014. The wholesale price of regular milled rice is indicated by the black line, and the spread of the wholesale price of rice across all provinces is indicated by the gray mass. Prices are unavailable for some provinces.

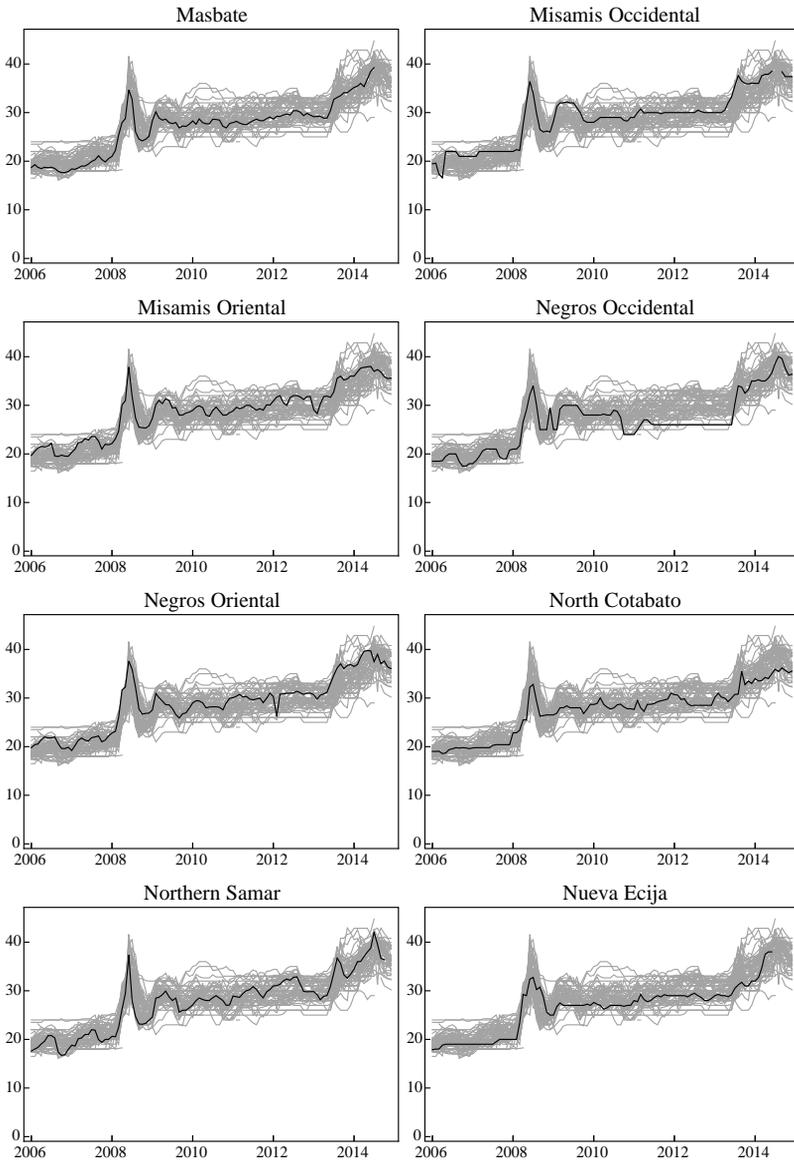


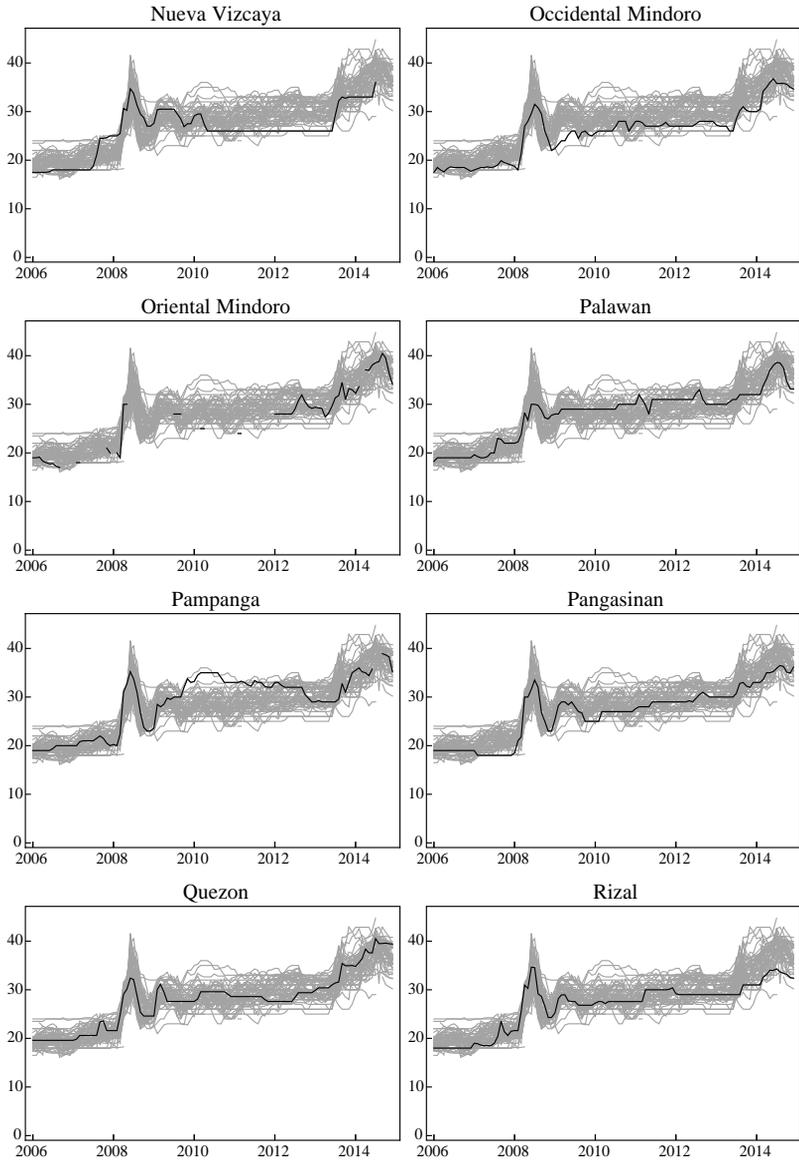


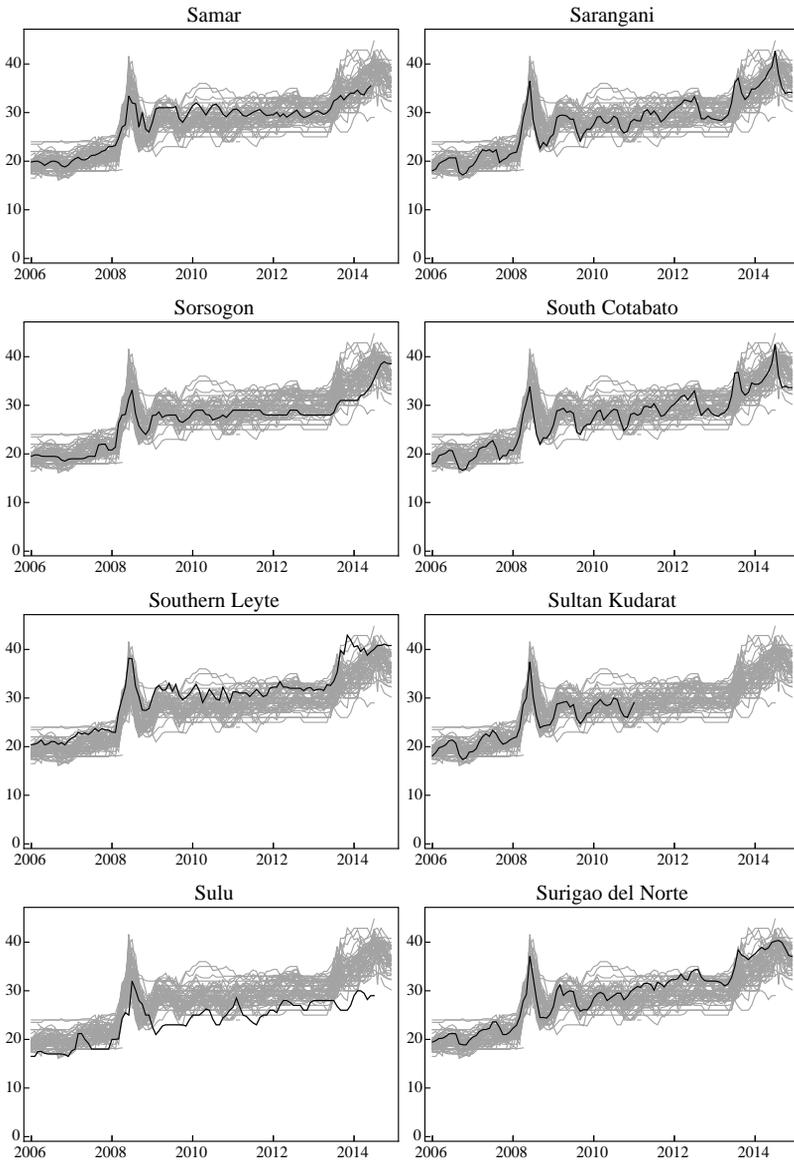


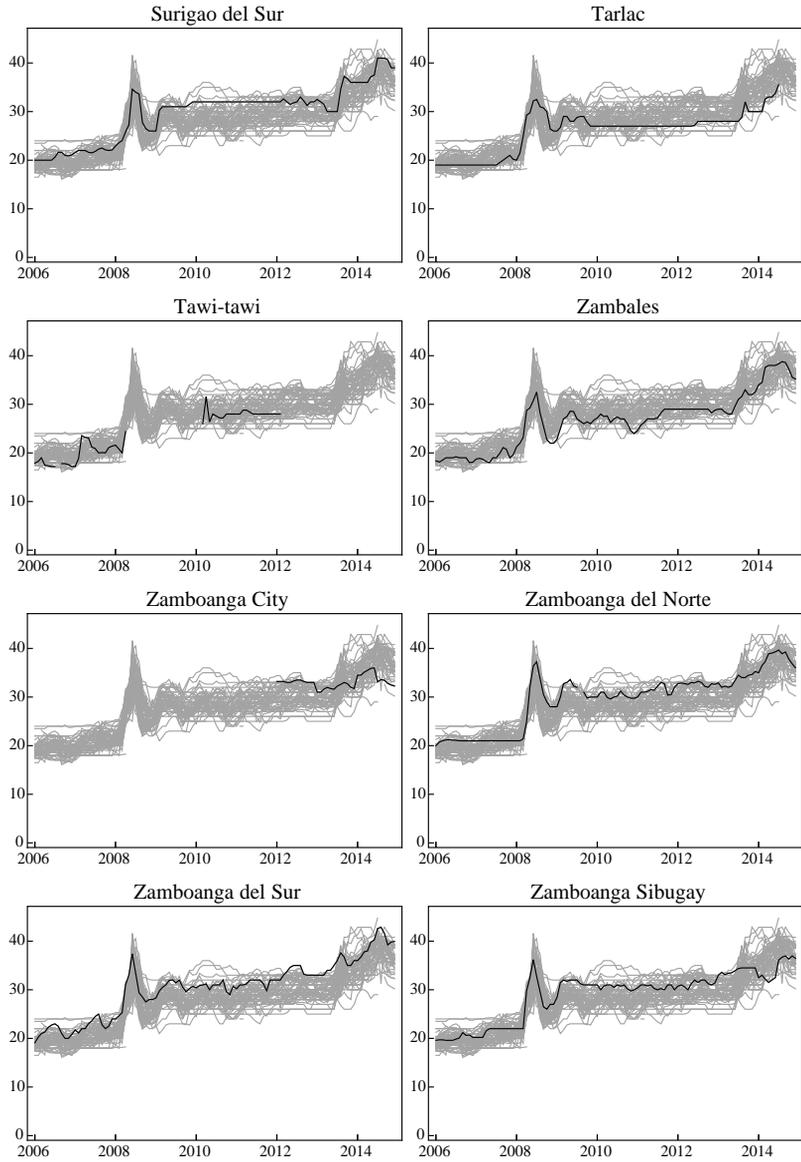












Notes

- 1 Kidapawan and the rice riots (2016). Rappler. Retrieved 8 July 2016, from [<http://www.rappler.com/newsbreak/in-depth/129386-riceriots-kidapawan>].
- 2 Kidapawan and the rice riots (2016). Rappler. Retrieved 8 July 2016, from [<http://www.rappler.com/newsbreak/in-depth/129386-riceriots-kidapawan>].
- 3 Please refer to the section on foreign trade in Chapter 4 of this book, for greater details on the Philippines' foreign importation policies with regards to rice.
- 4 The other is to ensure that domestic consumers have a constant and affordable access to rice.
- 5 Source: Guidelines on Rollback of Interisland Liner Freight Rates Per The Order Dated 14 August 1991 of the Marina Board. Maritime Industry Authority. Retrieved 5 May 2016, from [<http://marina.gov.ph/policies/listMC.html>].
- 6 Note that each of these works defines "spatial market integration" somewhat differently and that the criteria for market integration adopted by these authors do not necessarily conform with our criterion of Pareto efficiency.
- 7 The PBM is based on earlier work on stochastic frontier and switching regression models by Aigner, Lovell and Schmidt (1977), Spiller and Wood (1988), and Sexton, Kling, and Carman (1991).
- 8 For example, a 2010 study conducted by the World Bank on agricultural trade in the Philippines suggests that the performance of agricultural value chains continues to be adversely affected by deficiencies in logistics.

Although the study focused on the domestic trade of corn and bananas, instead of rice, it highlighted that trade costs are high due to a lack of basic infrastructure and physical linkages to market outlets, and poor service of inter-island logistics. The study recommends investing in infrastructure and making improvements to export logistics (World Bank, 2010).

- 9 The Philippines Nautical Highway System, which is also known as the Road Roll-on/Roll-off (Ro-Ro) Terminal System, is a network comprised of highway and vehicular ferry routes. It was opened to the public on April 12, 2003, and has been appraised for reducing the handling costs of goods, including agricultural cash crops, throughout the country.
- 10 Sharecrop tenancy, or sharecropping, was widely practiced in the Philippines until 1963 when the Agricultural Reform Code which was signed into effect by President Diosdado Macapagal abolished the practice. Under a sharecropping arrangement, a sharecrop tenant (farmer) produces rice on land belonging to a landlord (farmer) and receives a part of the output in some mutually agreed proportion. The landlord and sharecrop tenant jointly participate in rice production, where the landlord furnishes the land and the sharecrop tenant his labor, with either or both contributing any one or several of the factor inputs of production. The output is then divided between them in proportion to the value of their respective contributions. As opposed to a sharecropping arrangement, a leasehold tenant (farmer) cultivates rice on land belonging to or legally possessed by, a landlord (farmer) who does not contribute to production costs. In return for leasing the land to him, the leasehold tenant pays rent to the landlord either in terms of some fixed rent, or in some percentage of his output, or in both.
- 11 Sub-sections 5.0.1–5.0.7 draw heavily upon the writings of Fuwa (2000).
- 12 The quota, or quantitative restriction (QR), is an exception granted by the WTO under Annex 5 of the Agreement on Agriculture, and it applies only to the Philippines and South Korea at present.
- 13 According to the Philippines National Congress, for every kg of rice that the NFA imports from abroad, 2.47 PHP gets wasted due to inefficient storage and handling (Congress of the Philippines, 2010).
- 14 Too much moisture content in palay causes its quality to be compromised.
- 15 The countries are Indonesia, Thailand, Vietnam, and the Philippines.
- 16 In Table 18, we observe that the average storage rental cost in the Philip-

pires is roughly on par with that in Thailand and Vietnam. This reflects the fact that although modern silos demand higher rental fees than conventional warehouses, rice is stored for longer periods of time in the Philippines than in the latter two countries.

- 17 According to the researchers at IRRI whom I interacted with, including my field assistant Ms. Fe Gascon, markets in Luzon have a common distribution system for rice. This includes Camarines Sur province, which is the location which Allen (2014) visited.
- 18 Please refer to Figure 28 for an example of a more complicated distribution system in the province of Nueva Ecija. The system is more complex in this province than in Laguna, because there are a larger number of rice collectors and distributors, each of whom operates on different scales.
- 19 There are two rice planting/harvesting seasons in Laguna, namely the dry and the wet seasons.
- 20 See, for example, [<https://www.olx.ph/all-results/q-rice-wholesale/>].

References

- Aigner, D., Lovell, C. K., & Schmidt, P. (1977). Formulation and estimation of stochastic frontier production function models. *Journal of Econometrics*, 6 (1), 21–37.
- Alavi, H. R., Aira Htenas, R. K., Andrew W. S., & Clarete, R. (2012). *Trusting trade and the private sector for food security in Southeast Asia*. Washington, D.C.: The World Bank.
- Alexander, C. & Wyeth, J. (1994). Cointegration and market integration: An application to the Indonesian Rice Market. *Journal of Development Studies*, 30, 21–37.
- Allen, T. (2014). Information frictions in trade. *Econometrica*, 82 (6), 2041–2083.
- Anderson, J. N. (1964). *Land and society in a Pangasinan society. Foundation of Community Development*. Manila: Garcia Publishing.
- Anderson, J. E. & Van Wincoop, E. (2004). Trade costs. *Journal of Economic Literature*, 42 (3), 691–751.
- Arnold, J. & Villareal, T. (2002). Philippines logistics study.
- Balisacan, A. (2000). *Growth, inequality and poverty reduction in the Philippines: A reexamination of evidence*. University of the Philippines, Quezon City.
- Balisacan, A. (1996). Investing in equity: Toward an alternative paradigm for reforming agricultural land relations. In R. V. Fabella & K. Ito (eds.), *Financial Sector Issues in the Philippines*. Tokyo: Institute of Developing Economies.
- Barret, C. (1996). Market analysis methods: Are our enriched toolkits well suited to enlivened markets? *American Journal of Agricultural Econom-*

ics. August 1996.

- BAS (2012). Food consumption and nutrition. *Bureau of Agricultural Statistics, Agricultural Indicators System*, Report No. 2012-05.
- BAS (2015). Marketing cost structure for palay/rice. *Discussion paper, Philippine Bureau of Agricultural Statistics*.
- Baulch, B. (1997). Transfer costs, spatial arbitrage, and testing for food market integration. *American Journal of Agricultural Economics*, 79 (2), 477-487.
- Baulita-Inocencio, Arlene & David (1995). *Comparative and competitive advantage of Philippine rice production: 1966–1990*. PIDS Discussion Paper Series No. 95–03 (October).
- Bello, W., Docena, H., de Guzman, M., & Malig, M. (2004). *The anti-development state: The political economy of permanent crisis in the Philippines*. London: Zed Books.
- Beltran J. C., Bordey F. H., Moya P. F., Launio C. C., Manalili R. G., Marciano E. B., San Valentin M. R., Valencia M. S. S., & Dawe D. C. (2016). *Rice Prices and Marketing Margins*. IRRI.
- Borras Jr., S. M. (1999). *The Bibingka strategy in land reform implementation: Autonomous peasant movements and state reformists in the Philippines*. Quezon City: Institute for Popular Democracy.
- Bureau of the Census and Statistics. *Journal of Philippine Statistics*, Vol. 19, No. 3 (July-September 1968).
- Cerrero, L. M. C. & Cuevas, A. C. (2013). An analysis of the effects of trade costs on interregional trade flows using the gravity model: The case of rice trade in the Philippines. *Journal of International Trade & Commerce*, 9 (2), May 2013.
- Congress of the Philippines (2010). Subsidizing the national food authority: Is it a good policy? (PB-10–04). Senate Economic Planning Office.
- Cororaton, C. B. & Corong, E. (2009). Philippine agricultural and food policies: Implications for poverty and income distribution. Research Reports 161. Washington D. C.: International Food Policy Research Institute.
- Crowther, W. (1986). Philippine authoritarianism and the international economy. *Comparative Politics*, 18 (3), 339–356.
- Dalisay, A. M. (1937). Types of tenancy contracts on rice farms of Nueva Ecija. College of Agriculture, University of the Philippines.
- David, C. C. (1997). *Food policy: Its role in price stability and food security*. PIDS Discussion Paper Series No 97–11 (May).
- Dawe D. C., Moya P. F., & Casiwan C. B. (eds.). *Why Does the Philippines*

- Import Rice? Meeting the Challenge of Trade Liberalization*. IRRI and PhilRice.
- Dawe, D. C. (2006a). The Philippines imports rice because it is an island nation. In D. C. Dawe, P. F. Moya, & C. B. Casiwan (eds.), *Why does the Philippines import rice? Meeting the Challenge of Trade Liberalization*. IRRI and PhilRice.
- Dawe, D. C. (2006b). Farm laborers, not palay farmers, do the bulk of the work producing the nation's rice. In D. C. Dawe, P. F. Moya, & C. B. Casiwan (eds.), *Why does the Philippines import rice? Meeting the Challenge of Trade Liberalization*. IRRI and PhilRice.
- Dawe, D. C. (2001). How far down the path to free trade? The importance of rice price stabilization in developing Asia. *Food Policy*, 26, 163–175.
- Dawe, D. C. & Slayton, T. (2010). The world rice market crisis of 2007–2008. In Dawe, D. C. (eds.), *The rice crisis: Markets, policies and food security*. London/Washington, D.C.: Earthscan.
- De los Reyes, B. N. (1972). Can land reform succeed? *Philippine Sociological Review*, 79-92.
- de Janvry, A., Sadoulet, E., and Wolford, W. (1999). The changing role of the state in Latin American land reforms. Paper prepared for the WIDER-FAO workshop on “Access to Land”, Santiago, Chile, April 27-29.
- de Janvry, A. & Sadoulet E. (1989). A study in resistance to institutional change: The lost game of Latin American land reform. *World Development*, 17 (9), 1397–1407.
- Fang, A. H. (2015). Patronage politics and rice policies in the Philippines and Thailand. Doctoral dissertation, National Graduate Institute for Policy Studies.
- Fegan, B. (1989). The Philippines: Agrarian stagnation under a decaying regime. In G. Hart, A. Turton, & B. White (eds.), *Agrarian transformations: Local processes and the states in Southeast Asia*. Berkeley: University of California Press.
- Fuwa, N. (2000). Politics and economics of land reform in the Philippines: A survey. Background paper prepared for a World Bank Study, Dynamism of Rural Sector Growth: Policy Lessons from East Asian Countries.
- Garilao, E. D. (1988). The Ramos legacy in agrarian reform: A Transition Report.
- Gloria-Pelicano, E. & Edmundo, B. P. (2013). A study on rice self-sufficiency in Mindanao. 2013 Biennial convention of the Philippine Agricultural Economics & Development Association (PAEDA).

- Gupta, S. & Mueller, R. (1982). Analysing the pricing efficiency in spatial markets: Concept and Application. *European Review of Agricultural Economics*, 9, 24–40.
- Hayami, Y., Ma, Quisumbing, & Lourdes S. A. (1990). *Toward an alternative land reform paradigm: A Philippine perspective*. Ateneo de Manila University Press.
- Hayami, Y. & Kawagoe, T. (1992). *The agrarian origins of commerce and industry: A study of peasant marketing in Indonesia*. St. Martin's Press.
- Hayami, Y. & Kikuchi, M. (1999). *A rice village saga: Three decades of green revolution in the Philippines*. Rowman & Littlefield Publishers.
- Hayami, Y. & Kikuchi, M. (1982). *Asian village economy at the crossroads: An economic approach to institutional change*. Tokyo and Baltimore: University of Tokyo Press and the John Hopkins University Press.
- Hayami, Y. & Otsuka, K. (1993). *The economics of contract choice: an agrarian perspective*. Clarendon Press.
- Hayami, Y. (2007). *An emerging agricultural problem in high-performing Asian economies*. Policy Research Working Paper Series 4312. Washington, D.C.: The World Bank.
- Intal Jr., P. S., Power, J. H., & Mundial, B. (1990). *Trade, exchange rate, and agricultural pricing policies in the Philippines*. Washington DC: World Bank.
- Intal Jr., P. S. & Ranit L.O. (2001). Literature review of the agricultural distribution services sector: Performance, efficiency and research issues. Discussion Paper Series No. 2001-14. Philippine Institute for Development Studies.
- Intal Jr., P. S. & Garcia, M. C. (2008). Rice and Philippine politics. Research Paper Series. Philippine Institute for Development Studies, (1), I.
- Ji, P. & Chu, K. F. (2002). A dual-matrix approach to the transportation problem. *Asia-Pacific Journal of Operational Research*, 19 (1), 35–45.
- Lantican, F. A., Quillooy, K. P., & Sombilla, M. A. (2011). Estimating the demand elasticities of rice in the Philippines. Los Baños, Philippines.
- Llanto, G. M. (2008). In Dy, R. T. (eds.), *Modernizing Philippine agriculture and fisheries: The AFMA implementation experience*. Pasig City: University of Asia and the Pacific.
- Llanto, G. M. & Ballesteros, M. M. (2003). Land issues in poverty reduction strategies and the development agenda: Philippines (No. DP 2003-03). Philippine Institute for Development Studies.
- Llanto, G. M., Sombilla, M. A., & Quimba, F. M. A. (2012). Interregional

- trade of high-value fruits and vegetables: Issues on transport and shipping. No. DP 2012-08. Philippine Institute for Development Studies.
- Macalintal, A. (n.d.). That rice you throw away. *Rice Today*, 11 (2), 26–27.
- Mangahas, M., Ruttan, V. W., & Recto, A. E. (1964). Production and market relationship for rice and corn in the Philippines. International Rice Research Institute.
- Mas-Colell, A., Whinston, M. D., & Green, J. R. (1995). *Microeconomic theory* (Vol. 1). New York: Oxford University Press.
- Mears, L. A., Agabin, M. H., Anden, T. L., & Marquez, R. C. (1974). Chapter 3: Rice economy of the Philippines. Rice production. Quezon City: University of the Philippines Press.
- Mears, L. A., & Agabin, M. H. (1971). Finance and credit associated with rice marketing in the Philippines (No. 197115). University of the Philippines School of Economics.
- Mears, L. A. & Agabin, M. H. (1972). Transport and rice marketing in the Philippines (No. 197212). University of the Philippines School of Economics.
- Morduch, J. (2005). Consumption smoothing across space: Testing theories of risk-sharing in the ICRISAT study region of South India, 38-57. Oxford: Oxford University Press.
- Odchimar, A. I. & Hanaoka, S. (2015). Intermodal Road-RoRo transport in the Philippines, its development and position in the domestic shipping. *Journal of the Eastern Asia Society for Transportation Studies*, 11, 739–759.
- Otsuka, K. (1991). Determinants and Consequences of Land Reform Implementation in the Philippines. *Journal of Development Economics*, 35, 339–355.
- Otsuka, K. (1996). Land Reform in the Philippines: lessons from the past and direction for the future. In Choice, growth and development: Emerging and enduring issues—essays in honor of Jose Encarnacion. Quezon City: University of the Philippines Press.
- Otsuka, K., Liu, Y., & Yamauchi, F. (2014). The future of small farms in Asia. Paper submitted to the Overseas Development Institute and International Fund for Agricultural Development.
- PhilRice-BAS (Philippine Rice Research Institute–Bureau of Agricultural Statistics). (2004). Rice statistics handbook, 1970–2002. Muñoz, Nueva Ecija, Philippines.
- PhilRice-BAS (Philippine Rice Research Institute–Bureau of Agricultural

- Statistics). (2003). Survey of rice-based farm households, 2001–02.
- PhilRice-BAS (Philippine Rice Research Institute–Bureau of Agricultural Statistics). (1998). Survey of rice-based farm households, 1996–97.
- PhilRice-BAS (Philippine Rice Research Institute–Bureau of Agricultural Statistics). (1994). Regional rice statistics handbook. Muñoz, Nueva Ecija, Philippines.
- Philippine Rice Research Institute (2011). Philippine rice industry primer series.
- Putzel, J. (1992). *A Captive Land: the politics of agrarian reform in the Philippines*. New York: Monthly Review Press.
- Ravallion, M. (1986). Testing market integration. *American Journal of Agricultural Economics*.
- Regalado, A. (2000). State's failure to fulfill and defend its citizens' right to food: The Philippine experience.
- Reyes, C. (2009). Incorporating regional rice production models in rice importation simulation models: A stochastic programming approach. Philippine Institute for Development Studies.
- Reyes, C. & Mina, C. (2005). The role of SCF in rice procurement and storage policy: The Philippine case. Presentation slides for the Orientation Forum on climate concepts and seasonal climate forecasts for decision-makers in agriculture, December 1, 2005, Malaybalay, Bukidnon.
- Richardson, J. D. (1978). Some empirical evidence on commodity arbitrage and the law of one price. *Journal of International Economics*, 8 (2), 341–351.
- Riedinger, J. M. (1995). *Agrarian reforms in the Philippines: Democratic transitions and redistributive reform*. Stanford: Stanford University Press.
- Rivera, G. F. (1954). Economic and social survey of rural households in central Luzon.
- Rice Technical Working Group (RTWG) (1997). National cooperative testing manual for rice: guidelines and policies. Science City of Munoz, Nueva Ecija: Philippine Rice Research Institute.
- Rufino, C. (2005). The Philippines inter-regional market integration for rice. Paper prepared for the Agricultural Distribution, Services, and Trade Project, Bureau of Agricultural Research.
- Sexton, R. J., Kling, C. L., & Carman, H. F. (1991). Market integration, efficiency of arbitrage, and imperfect competition: methodology and application to US celery. *American Journal of Agricultural Economics*, 73 (3),

- 568–580.
- Sidel, J. (1999). *Capital, coercion and crime: Bossism in the Philippines*. Stanford: Stanford University Press.
- Slayton, T. (2009). Rice crisis forensics: How Asian governments carelessly set the world rice market on fire. Working Paper. Washington D.C.: Center for Global Development.
- Sombilla, M. A., Lantican, F. A., & Beltra, J. C. (2006). Marketing and distribution. In A. M. Balisacan & L. S. Sebastian (eds.), *Securing rice, reducing poverty: Challenges and policy directions*. Los Baños, The Philippines: SEARCA, PhilRice and DA-BAR.
- Spiller, P. T. & Wood, R. O. (1988). The estimation of transaction costs in arbitrage models. *Journal of Econometrics*, 39 (3), 309–326.
- Tagigawa, T. (1976). *Sengo Philippine nochi kaikaku ron* (Treatise on Post-war Philippine Land Reform). Tokyo: Institute of Developing Economies. (in Japanese)
- Tiongco, M. M. & Francisco, K. A. (2011). Philippines: Food security versus agricultural exports?. PIDS Discussion Paper Series. Makati City: Philippines Institute for Development Studies.
- Umehara, H. (1974). A Hacienda Barrio in central Luzon: Case study of a Philippine village (No. 12). Institute of Developing Economies. ISO 690.
- Umehara, H. (1992). *Philippine no noson: Sono kouzo to hendo* (Rural Philippines: Its Structure and Changes). Tokyo: Kokon Shoin. (in Japanese)
- Umehara, H. (1997). Sonraku-level demiru Philippine Nochi Kaikaku no Tenmatsu [The Particulars of Agrarian Reform at the Pilot Village in Central Luzon, Philippines]. In K. Mizuno & S. Shigetomi (eds.), *Tonanajia no Keizaikaihatsu to Tochiseido* [Economic Development and Land System in South-East Asia]. Tokyo: Institute of Developing Economies. (in Japanese)
- World Bank (2010). Philippines: Study on agribusiness, infrastructure and logistics for growth in Mindanao. Policy Note.
- Wurfel, D. (1983). The development of post-war Philippine land reform: Political and sociological explanations. In A. Ledesma, P. Q. Makil, & V. A. Miralao (eds.), *Second view from the paddy*. Institute of Philippine culture, Ateneo de Manila University.
- Wurfel, D. (1988). *Filipino politics: Development and decay*. Ithaca: Cornell University Press.

Website

- A lack of food for Philippines' 'wasted children'. (n.d.). Channel News Asia. Retrieved March 23, 2016, from [<http://www.channelnewsasia.com/news/asiapacific/a-lack-of-food-for/2402980.html>].
- FAO rice price update. FAO. Retrieved July 10, 2016, from [<http://www.fao.org/economic/est/publications/rice-publications/the-fao-rice-price-update/en/>].
- Filipinos' high rice consumption fueled by the poor. (n.d.). Rappler. Retrieved July 12, 2016, from [<http://www.rappler.com/business/13323-pinoy-high-rice-consumption-fueled-by-the-poor/>].
- Flores, H. (2008, August 7). Pulse Asia: 66 % of Pinoy families cutting back on food. *The Philippines Star*. Retrieved July 13, 2016, from [<http://www.Philstar.com:8080/headlines/77766/pulse-asia-66-pinoy-families-cutting-back-food/>].
- Guidelines on Rollback of Interisland Liner Freight Rates Per The Order Dated 14 August 1991 of the Marina Board. Maritime Industry Authority. Retrieved 5 May 2016, from [<http://marina.gov.ph/policies/listMC.html>].
- Highlights of the Philippine Population 2015 Census of Population. Philippine Statistics Authority. Retrieved 9 October 2016, from [<https://www.psa.gov.ph/content/highlights-philippine-population-2015-census-population/>].
- Kidapawan and the rice riots. (2016). Rappler. Retrieved 8 July 2016, from [<http://www.rappler.com/newsbreak/in-depth/129386-rice-riots-kidapawan/>].
- Larin, B. D. (n.d.). World food crisis and the Filipinos' right to food. Retrieved May 15, 2016, from [<http://philrights.org/wp-content/uploads/2010/10/World-food-crisis-and-the-Filipinos-right-to-food.pdf>].
- Laude, J. (2013, November 14). Tons of Aid Undelivered. *The Philippine Star*. Retrieved March 22, 2016, from [<http://www.philstar.com/headlines/2013/11/14/1256476/tons-of-aid-undelivered->].
- List of Provinces. Philippine Statistics Authority, Philippines Standard Geographic Code Interactive. Retrieved 9 October 2016, from [<http://nap.psa.gov.ph/activestats/psgc/listprov.asp>].
- Mapping rice in the Philippines—when. (n.d.). IRRI. Retrieved March 24, 2016, from [<http://irri.org/our-work/research/policy-and-markets/mapping-rice-in-the-philippines-when/>].

- NFA sets up audit team to look into rice imports. ABS-CBN News. Retrieved August 08, 2016, from [<http://news.abs-cbn.com/business/07/27/10/nfa-sets-audit-team-look-rice-imports>].
- Philippine Food and Nutrition Security Atlas (2012). Rice in the Philippines. Retrieved July 5, 2016 from [<http://documents.wfp.org/stellent/groups/public/documents/ena/wfp246455.pdf>].
- Philippines Port Authority official website, [<http://www.ppa.com.ph>].
- Picana, T. (2012). DA honors top rice producers. Retrieved July 5, 2016 from [<http://manilatimes.net/index.PHP/news/top-stories/16475-da-honors-top-rice-producers>].
- Price and market watch: Rice Sufficiency. Philippine Statistics Authority, Philippine Food Security Information System. Retrieved 8 July 2016, from [<http://philfsis.psa.gov.ph/index.php/id/22>].
- Rice is life: International rice commission meets in Peru. FAO. Retrieved May 10, 2016, from [<http://www.fao.org/newsroom/en/news/2006/1000267/index.html>].
- Ricepedia, Philippines. (n.d.). Retrieved July 29, 2016, from [<http://ricepedia.org/philippines>].
- Sea routes and distances database website, [www.ports.com].
- Sea routes and distances database website, [www.searates.com].
- Subic Bay Metropolitan Port Authority, [www.mysubicbay.com.ph/files/forms.../20120919-162702-20.pdf].
- Why does the Philippines import rice? (n.d.). IRRI. Retrieved July 12, 2016, from [<http://irri.org/news/hot-topics/why-does-the-philippines-import-rice>].

Index

- A**
- agent collector 74–75, 114
 arbitrage 44, 116, 122, 128
 autarky 60
- B**
- barangay 91
 basic freight cost 36, 39
- C**
- chieftains 91
 collector 73, 118
 collusion 81, 84
 colonialization 91
 comparative advantage 14, 30, 43, 66
 consumers 73
 consumption basket 25
 consumption smoothing 57, 124
 cooperatives 75, 77
 cropping seasons 64
 cross-disciplinary method 42
- D**
- deficit regions 14, 126
 distribution 72
 domestically-produced rice 43
 domestic prices 17
 downstream 74
 drying 109
- E**
- economies of scale 126
 evolution 34, 82
 exogenous shocks 126
- F**
- farmer 25, 73, 75, 77, 89, 114, 118–119
 farm gate 77, 82, 85, 111, 119
 farm problem 103, 105–106
 food problem 103–104
 food security 28
 foreign importation 32
 foreign-produced rice 43, 18
- G**
- global food 29
 global food crisis 30
- H**
- handling 111
 heterogeneity 3, 14, 43, 66, 82, 125
- I**
- idiosyncratic shocks 58
 independent collector 74
 information frictions 52, 61, 123
 infrastructure 32
 inter-island rice trade 109, 111
 international market 28, 126

L

land inequality 89
 landless farmers 90
 land ownership 91
 landowning farmers 119
 land reform 93–95, 97, 100–101
 land tenure systems 18, 89–90
 logistics 109, 115

M

Maritime Industry Authority 113
 market integration 47, 49
 market power 81, 86
 markup 81–82, 108
 miller 74, 79–80, 109, 120
 monopoly 30–31, 107
 monopsonistic 87

N

nautical highway 113
 Nautical Highway System 62
 NFA (National Food Authority) 22, 28,
 30, 103, 106, 126

O

overland transport 113
 overwater transport 113

P

packaging 110
 Philippines Nautical Highway System 113
 policy instruments 106
 policy recommendations 128
 political economy 103
 political fragmentation 89
 price-fixing 22, 28, 126
 price gaps 32, 36
 price-intervention 28
 price signals 44
 price spread 36
 production 63
 protectionism 22
 provincial assemblers 75

Q

quantitative restriction (QR) 22

R

retailers 25, 81, 108, 121
 retail prices 83
 rice-deficit 45, 55
 rice-deficit regions 8
 rice distribution system 118
 rice prices 82
 rice-surplus 45, 55
 roll-on-roll-off (Ro-Ro) policy 113

S

scale economies 19
 seasonality 56
 self-sufficiency 13, 67
 solar drying 109
 spanish colonial rule 92
 spatial market integration 3
 storage 111
 substitute 28
 supply and demand 32
 surplus regions 4

T

tenure systems 89
 thin market 32
 time series plot 36
 trade costs 23, 124, 128
 trade flow unidirectionality index 55
 trader 119–120
 transportation 109, 111
 transportation costs 115
 transportation networks 113
 trucks 114
 two-way trade 54, 56, 123

U

upstream 74

V

vertical supply chain 72, 74

W

well arbitrated 44
 wholesale 74, 85, 111
 wholesale price 77, 83
 wholesalers 25, 79, 108, 120
 world price 125

ISBN978-4-946428-91-3
C3061 ¥5000E

Published by
Union Press (a division of Union Services Co., Ltd.)
1-6, Uehommachi-Nishi 5 chome
Chuo-ku, Osaka, 542-0062 Japan

Cover design
Design International

About the author

Olivia Quek

Ph.D. Economics (International and Development Economics), University of Tokyo

Olivia works as a data scientist for the data analysis company Miotsukushi Analytics, and on a part-time basis for the data science school, Tokyo Data Science, where she solves important practical problems and conducts academic research.

She started her studies of economics as an undergraduate at the National University in Singapore. After that, she joined the University of Tokyo for her master's studies, focusing on International Trade.

During her Ph.D. studies at the same university, she worked on International and Development Economics under the supervision of Yasuyuki Sawada, now the Chief Economist at the Asian Development Bank.

In her dissertation, Olivia focused on agricultural markets in the Philippines. The dissertation included a project in collaboration with Michal Fabinger on spatial and time-series aspects of trade in rice, with the goal of identifying the nature of competition and price formation in these markets. This investigation resolved puzzles in the related economic literature. The resulting model was able to predict surprisingly precisely the rice trade flows between different provinces, a task that the previous literature struggled with.

After finishing her studies, Olivia worked as a postdoctoral researcher at Waseda University, where she won a research grant from the Japanese Society for the Promotion of Science.

