

The Philippine Experience in Social Assistance

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Outline

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- Key Issues and Concerns
- Government Response:
 - The Social Welfare and Development Reform Program
 - The CCT Model-Pantawid Pamilyang Pilipino Program (4Ps)
- Conclusions

Introduction

- Poverty Incidence Among Families

- 2003 – 24.4%

- 2006 – 26.9%

- Poverty Incidence Among Population

- 2003 – 30.0%

- 2006 – 32.9%

Introduction

■ Basic Sectors - Poverty Incidence

SECTOR	2003	2006
Fisher folks	43.6%	49.9%
Farmers	42.4%	44.0%
Children	38.8%	40.8%

Introduction

Basic Sectors - Magnitude of Poverty

SECTOR	2003	2006
Children	13.4 M	14.4 M
Women	11.6 M	12.8 M
Urban Poor	6.4 M	6.9 M

Introduction

Gini Coefficient for Income Inequality (2007)

- Philippines = 0.44
- Thailand = 0.42
- Indonesia = 0.34
- Malaysia = 0.49

Introduction

Table 1: Types of Risks and Vulnerabilities*

RISKS	VULNERABILITIES
Individual Life-cycle Risks	hunger and malnutrition, injury, illness, disability, old age, death
Economic Risks	unemployment, underemployment, low and irregular incomes, economic crises
Environmental Risks	natural calamities, typhoons, drought, floods, earthquakes, volcanic eruption, fire, man-made disasters
Social and Governance Risks	armed-conflicts, crime, political instability, social exclusion, large family size and lack of family care, housing insecurity, land tenure, landlessness, lack of willpower in decision making

Aldaba Study (2008)*

Introduction

- Three major problems to be addressed based on the Risk and Vulnerabilities Assessment –Aldaba (2008):
 - Fragmented approach of social welfare and development (SWD) programs
 - Lack of legislation that will facilitate the synergy of government interventions, as well as responsive policies
 - Need to allocate more resources for SWD programs, which can be used for capability trainings of LGUs in delivering social services.

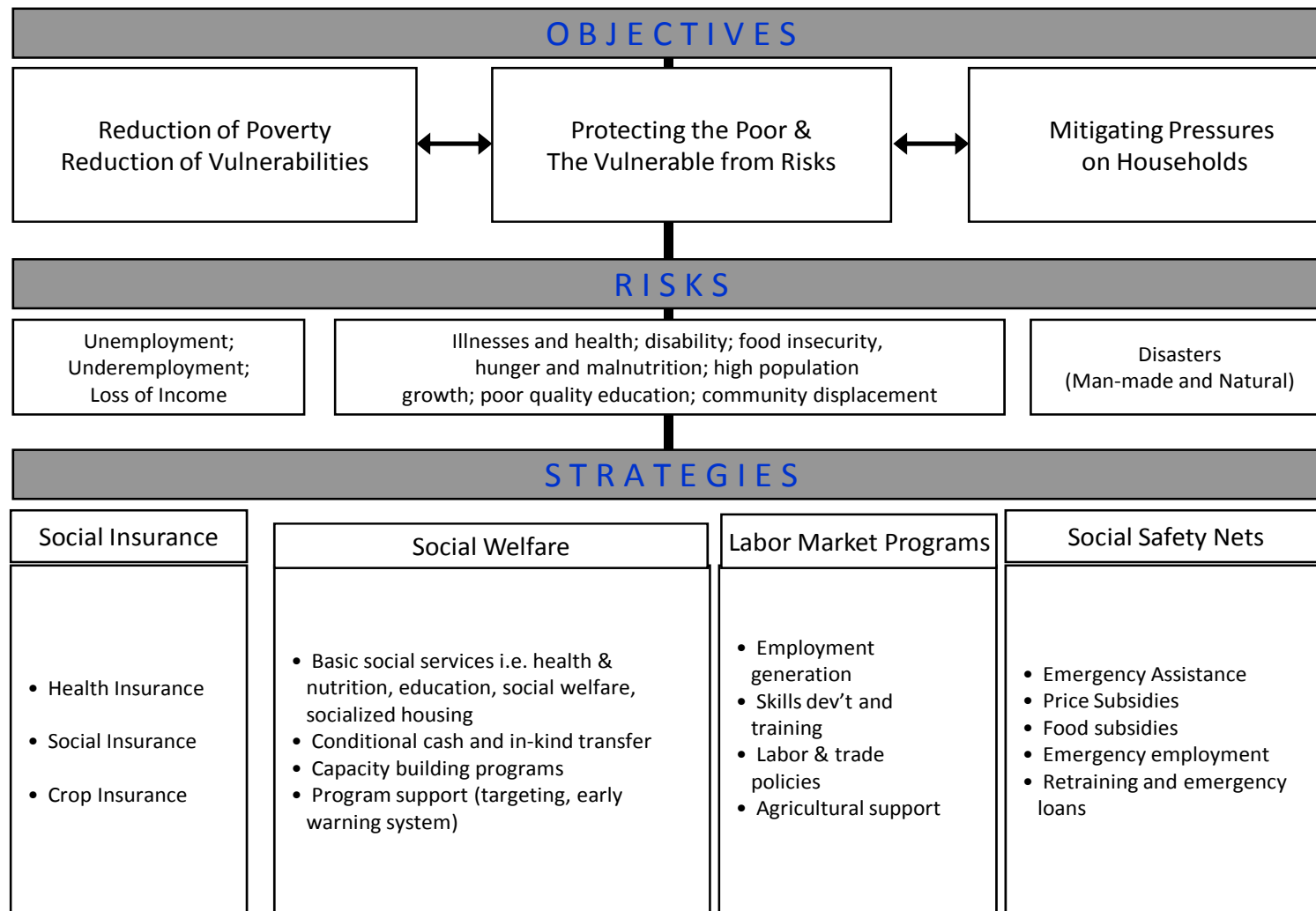
Social Protection Definition

Social Protection constitutes policies and programs that seek to reduce poverty and vulnerability to risks and enhance the social status and rights of the marginalized by promoting and protecting livelihood and employment, protecting against hazards and sudden loss of income, and improving people's capacity to manage risks.

Components of Social Protection

- **Social Welfare-** *preventive and developmental interventions*
- **Social Safety Nets** - *stop-gap mechanisms to address shocks, disasters and calamities*
- **Labor Market Interventions'** - *focus on employment opportunities and protection of the rights and welfare of workers*
- **Social Insurance** – *mitigate income risks by pooling resources and spreading risks*

Figure 1: Social Protection Framework



Social Assistance Models

■ Food for School Program (FSP)

- aims to address hunger among families through their children in Grades 1-6, DepEd supervised pre-schools and day care centers. It is a food subsidy per child/student providing daily ration of one (1) kilo of iron-fortified rice per actual attendance
- Priority Areas:
 - 1) DILG-identified “hot-spots” in NCR,
 - 2) all municipalities and cities of top 10 food poorest provinces,
 - 3) all 5th and 6th class municipalities of the next top 44 food poor provinces,
 - 4) all 4th class municipalities in the next top 44 food poor provinces where there are no 5th and 6th class municipalities and
 - 5) municipalities with high levels of poverty based on the 2003 Small Area Estimates (SAE).
- **Accomplishment:** For the 1st Quarter of 2009, 404,572 children from 11,733 day care centers in 433 municipalities and cities

Social Assistance Models

■ Tindakan Natin

- aims to ensure that poor families get access to low-priced basic food items particularly rice and noodles, ensure availability and supply of rice in the community and create livelihood and job opportunities for the community
- Target Beneficiaries:
 - 1) the marginalized and poor sector as direct beneficiaries of the project and
 - 2) the TN operators as livelihood participants for their additional income.
- **Accomplishment:** As of June 2009, 16,063 TNOs operated serving 5.6 M families

Social Assistance Models

- **Emergency assistance in calamities or rehabilitative/restoration assistance**
 - Food and Non-food Items - good for three (3) days extended when stay in evacuation centers are longer
 - Cash for Work - daily rate is 75% of prevailing daily wage rate set by the National Wage and Productivity Commission
 - Food for Work – same principle as CFW only that it is in the form of food items
 - Shelter Assistance – with labor counterpart from beneficiaries

Social Assistance Models

Assistance to Individuals in Crisis Situations (AICS) Provision of interventions to help distressed individuals/families cope with crisis caused by disability, serious illness, loss of income, separation, death, and other forms of crisis.

AICS Financial Assistance

TYPE OF ASSISTANCE REQUESTED	LIMITED FINANCIAL ASSISTANCE/ SERVICES GRANTED
Burial Assistance	<ul style="list-style-type: none">• Outright cash not exceeding PhP 3,000 (\$62.50) may be given to the client• Financial assistance exceeding PhP 3,000 (\$62.50) but not more than PhP5,000 (\$104.17) shall be issued through a check payable to the funeral parlor
Transportation Assistance	<ul style="list-style-type: none">• Outright cash not exceeding PhP 3,000 (\$62.50) may be extended to the client• Financial assistance exceeding PhP 3,000 (\$62.50) but not more than PhP5,000 (\$104.17) shall be issued through a check payable to the transportation company

AICS Financial Assistance

TYPE OF ASSISTANCE REQUESTED	LIMITED FINANCIAL ASSISTANCE/ SERVICES GRANTED
Medical Assistance	<ul style="list-style-type: none">• Outright cash not exceeding PhP 3,000 (\$62.50) may be extended to the client• For medical assistance requiring treatment or hospitalization shall be charged to endowment funds transferred to accredited partner hospitals
Educational Assistance	<ul style="list-style-type: none">• Tuition is charged to the Priority Development Assistance Fund (PDAF) of sponsoring legislators and released by the DBM to the DSWD
Other Emergency Needs	<ul style="list-style-type: none">■ Outright cash not exceeding PhP2,000 (\$41.67) may be given to clients for emergency cases, i.e., buying milk for babies, impending eviction from houses, etc.

Service Delivery Models

■ **Faith-based organizations and NGOs**

- Non-government organizations (NGOs) and faith-based organizations are also providing services to the disadvantaged and vulnerable sectors of society.
- In 2008 alone, 519 social welfare and development agencies (SWDAs) and social welfare agencies (SWAs) have been registered; 189 SWAs were licensed; 79 SWAs were accredited; and 32 NGOs were endorsed to have duty-free entry of their donated goods.
- According to Aldaba's (2008) study, NGOs and faith-based organizations have succeeded in providing support to health services, micro-insurance, generating employment, agricultural/livestock insurance, banking services to the poor, and promoting good governance.

Service Delivery Models

- **Partnership/Cost Sharing**

Joint undertaking between and among service providers i.e. local government units (LGUs), national government agencies and/or NGOs.

For example, in the establishment of youth homes, the LGUs provide the lot and the cost of actual service delivery, the DSWD provides funds for its construction as well as training of staff while other support services are provided by NGOs.

Key Issues Presented By Experience in Implementing Social Assistance and Social Delivery Models

- Need for better targeting and effective monitoring of social assistance programs
 - Leakage Rate for FSP is 59% and 62% for the DSWD and DepEd component respectively*
 - All children in day care centers, malnourished or not, have been included **
 - Income of parents was not considered**
 - Selection of TNO location is not well-documented**
 - LGUs exercise discretion in choice of TNO location**

*Manasan and Cuenca (2008)

** Reyes (2008)

Key Issues Presented By Experience in Implementing Social Assistance and Social Delivery Models

■ Need to improve budget and cost-effectiveness*

- Basic social services spending accounts to an average of 14.42% and has been decreasing from 1999-2005.
- The share of SWD services in total national government expenditures on basic social services is relatively small (0.3% in 1999-2006 on the average).
- The share of SWD services is notably stable compared to that of the education or health/nutrition sector when measured relative to the total national government spending, national government spending as percentage to GDP and or when expressed in real per capita terms

*Manasan and Cuenca (2008)

Key Issues Presented By Experience in Implementing Social Assistance and Social Delivery Models

■ Inadequate Coverage and Ineffectiveness*

- Social protection has narrow base of beneficiaries
- Poor and informal sectors have limited access , bargaining power and influence on local officials and service providers
- Programs are numerous but have limited reach, uncoordinated, and short-lived

*DAP Review & Strengthening of the Nat'l Social Protection & Welfare Program (2009)

Government Response

- Social Welfare and Development Reform Program with the ff. reform areas:
 - Leading in Social Protection
 - Providing Faster and Better Service Delivery
 - Financial Reforms to Sustain the Reform Process
 - Improving Systems for Service Delivery

The CCT Model – Why the CCT?

What issues does it address?

The Pantawid Pamilyang Pilipino Program

(4Ps) embodies the DSWD's Reform Agenda and the lessons learned from previous implementation of social assistance to the poor.

The CCT Model – Why the CCT?

What issues does it address?

- The 4Ps Conditionalities:

- Pregnant women must get pre- and post-natal care, and be attended by a skilled/trained health professional during childbirth;
- Parents or guardians must attend responsible parenthood sessions, mother's classes, and parent effectiveness seminars;
- Children 0-5 years old must receive regular preventive health check-ups and vaccines;
- Children 3-5 years old must attend day care at least 85% of the time;
- Children 6 to 14 years old must enroll in elementary or high school and attend at least 85% of the time; and
- Children 0-14 years old must avail of de-worming pills every five months.

The CCT Model – Why the CCT?

What issues does it address?

- The Cash Grants:
 - Given these conditionalities, poor households with children 0-14 years old and/or pregnant women are eligible for **health transfer** currently set at PhP 500* per household per month (PhP 6,000 per year). On the other hand, the **education transfer** is set at PhP 300 per month, for a period of 10 months/year (PhP 3,000 per year) for up to a maximum of 3 children.
 - As of January 2009, the 4Ps has already provided cash grants to 341,374 poorest households from 27 poorest provinces, 12 cities, and 148 municipalities in the country. A total of 700,000 households are expected to benefit from this program by the end of 2009.

*1US\$ = PhP48, as of 19 July 2009

The CCT Model – Why the CCT?

What issues does it address?

- 4Ps Support Systems:

- **Proxy Means Test (PMT)** - targeting model was used to identify program beneficiaries. This model became the basis for the creation of the National Household Targeting System for Poverty Reduction (NHTSPR), which aims to reduce leakage rate of pro-poor programs.
- **Compliance Verification System** - a 6-step monitoring system that will assess the compliance of beneficiaries to conditionalities.
- **Impact Evaluation** - measures current and projected outcomes of the 4Ps as basis for program design enhancement and replication.
- **Grievance Redress System** - consists of a monitoring system and a set of guidelines for handling complaints.

The DSWD, in coordination with **Advisory Councils** composed of DepEd, DOH, DILG, NAPC and the LGU representatives at the national, regional and municipal levels will ensure the proper implementation of 4Ps as regards these support systems.

Conclusions- Keys to Successful Implementation

- **Objective Targeting System**
- **Active Participation of Beneficiaries**
- **Monitoring and Evaluation System**
 - *Compliance Verification System*
 - *Impact Evaluation*
 - *Grievance Redress System*
- **Program Design** – incorporating gender perspective
- **Rights-Based Approach instead of a Needs-Based Approach**



Thank You!

