

Indigenous Peoples Plan

April 2020
Draft

Philippines: Social Protection Support Project – Second Additional Financing

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CURRENCY EQUIVALENTS

(as of 28 March 2020)

Currency unit	–	peso (₱)
₱1.00	=	\$0.0197
\$1.00	=	₱51.44

ABBREVIATIONS

4Ps	–	<i>Pantawid Pamilyang Pilipino</i> Program
ADB	–	Asian Development Bank
CCT	–	Conditional Cash Transfer
CF	–	Community Facilitators
CFDS	–	Community Family Development Sessions
DepEd	–	Department of Education
DOF	–	Department of Finance
DoH	–	Department of Health
DSWD	–	Department of Social Welfare and Development
ESAP	–	Expanded Social Assistance Project
FDS	–	Family Development Sessions
FGD	–	Focus Group Discussions
FPIC	–	Free Prior Informed Consent
GIDA	–	Geographically Isolated Disadvantaged Area
GRS	–	Grievance Redress System
ICC	–	Indigenous Cultural Communities
IEC	–	Information-Education-Communication
IKSP	–	Indigenous Knowledge Systems and Practices
IP	–	Indigenous Peoples
IPP	–	Indigenous Peoples Plan
IPRA	–	Indigenous Peoples Rights Act
LGU	–	Local Government Unit
MCCT	–	Modified Conditional Cash Transfer
MIS	–	Management Information System
ML	–	Municipal Links
M&E	–	Monitoring and Evaluation
NCIP	–	National Commission on Indigenous Peoples
NCR	–	National Capital Region
NEDA	–	National Economic and Development Authority
NPMO	–	National Project Management Office
RCCT	–	Regular Conditional Cash Transfer
RPC	–	Regional Program Coordinator
RPMO	–	Regional Project Management Office
SLP	–	Sustainable Livelihood Program
SPS	–	Safeguards Policy Statement
SPSP	–	Social Protection Support Project
TA	–	Technical Assistance

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I. DESCRIPTION OF THE PROJECT

A. Background

1. The coronavirus disease (COVID-19) global pandemic¹ has hit the Philippines hard. The government's immediate response to contain and slow down the spread of COVID-19 has included a "lockdown" (commonly called community quarantine) in the National Capital Region (NCR) and nearby areas on 15 March 2020. This measure was extended to the entire island of Luzon on 17 March 2020. Factories have shut down, malls and restaurants closed, and supply chains cut. Public transportation has been shut down. These measures have deprived thousands of informal sector workers including daily wage laborers of their livelihoods. Consequently, they and their families are finding it difficult to pay for food, medicines, and other basic necessities. Even the payouts for ongoing government social assistance programs including the 4Ps and social pension for the indigent elderly have been suspended temporarily. The medium- to long-term impact of all these collateral adverse effects of COVID-19 – in terms of rising economic cost and social anxiety, poverty and hunger, especially among the already vulnerable segments of the NCR - will be grave and needs to be addressed on a fast-track, emergency basis.

2. ADB has assessed that even under a moderate scenario, which assumes that travel restrictions will begin to ease three months after the epidemic reaches its peak, losses to gross domestic product of the Philippines will range from \$669 million to \$1.9 billion, and job losses would range from about 97,000 to over 250,000.² Exposure of Philippines trade to the COVID-19 affected countries is substantial, accounting for more than half of the value of both exports and imports. Nearly 370,000 workers of firms connected to the global value chains that simultaneously export and import will be at risk. Small- and medium-sized enterprises will also find it more difficult to withstand shocks from COVID-19 and containment measures than larger firms.³

3. On March 24, 2020, the Philippine Congress passed Republic Act 11649 or "An Act Declaring the Existence of a National Emergency Arising from the COVID-19, otherwise known as the "*Bayanihan* Heal as One Act". The law empowered the government to: (i) provide an emergency subsidy between P5,000 to P8,000 per month to around 18 million low income households per month for two months; and (ii) implement an expanded and enhanced *Pantawid Pamilyang Pilipino* Program, responsive to the need posed by the crisis, and provision of cash assistance program, through local government units (LGUs) or directly to identified households, including households working in the informal economy and those who are not currently recipients of the current *Pantawid Pamilyang Pilipino* Program. The law also empowers the President, to augment resources and programs that provide support to the poor and most affected population. Consistent with the law, the government has launched a Social Amelioration Program. The program, under the leadership of the Office of the President and in coordination with the Department of Social Welfare and Development (DSWD) and LGUs, will identify the poorest and most vulnerable segments of the population and provide cash or in-kind support equivalent to the established amounts for two months.

4. The government of the Philippines through the Department of Finance (DOF) has requested ADB for a second additional financing support on an urgent basis to the Social

¹ The World Health Organization declared the coronavirus disease (COVID-2019) outbreak as a public health emergency of international concern in January 2020. In March 2020, it was formally declared as a pandemic.

² ADB. 2020. *The Economic Impact of the COVID-19 Outbreak on Developing Asia*. ADB Briefs. No. 128. 6 March.

³ L. Jandoc; A. Mendoza; S. Quimbo. *Vulnerable to the Virus: Globally-Oriented Manufacturing Firms at Risk From the Spread of COVID-19*. Discussion Paper No. 2020-01. Quezon City: UP School of Economics. <https://econ.upd.edu.ph/dp/index.php/dp/article/view/1524>.

Protection Support Project (SPSP). The SPSP-Additional Financing (AF) II loan of \$150 million will support expenditures for 4Ps households that are already receiving support under the ongoing SPSP under DSWD. This top up support will be unconditional and not be tied to any of the 4Ps conditions. The beneficiary households will receive social assistance for disaster prevention and community mitigation to incentivize social distancing and individual proper health hygiene practices, cushion the loss of income, prevent hunger, and maintain social order.

B. Project Description

5. ADB has strong collaboration with and been supporting major social protection program of DSWD including its conditional cash transfers (CCT) and community-driven development (CDD).⁴ These programs are viewed as important mechanism to address the adverse impact of COVID-19 (including social, economic, governance, security) as well as facilitate community mitigation, disaster preparedness, quick response, and equitable access to social assistance for vulnerable households/ families, and communities in the immediate short-term.⁵ These programs have credible targeting systems; extensive reach for the poor households, vulnerable communities; and effective delivery, quick disbursing, and built-in accountability mechanisms. ADB together with the World Bank and other development partners have worked on establishing structures, systems, procedures, and resources within DSWD for the two programs during design and implementation.

6. The SPSP-AF II will have the following output: Cash grants for COVID-19 affected poor and vulnerable groups specifically 4Ps beneficiaries delivered on time. The project will provide social assistance among the poorest households and vulnerable groups as the government imposes community mitigation and social distancing to contain and slow down the spread of COVID-19.

II. LEGAL AND POLICY FRAMEWORK

A. Relevant National Laws and Policies Concerning Indigenous Peoples

7. Philippine national laws include policies that recognize the rights of indigenous peoples to pursue their own economic, social, and cultural development. The ADB IP safeguards are intended to “ensure projects are designed and implemented in a way that fosters full respect for ethnic peoples’ identity, dignity, human rights, livelihood systems, and cultural uniqueness as they define them.” The IPP incorporates principles from both Philippine national laws and the ADB SPS.

8. **The Philippine Constitution of 1987.** The Constitution recognizes and promotes the rights of indigenous cultural communities within the framework of national unity and development.

- (i) **Article XIII, Section 11.** The State shall adopt an integrated and comprehensive approach to health development which shall endeavor to make essential goods, health and other social services available to all the people at affordable cost. There

⁴ ADB designed and implemented Kalahi-CIDSS National Community-Driven Development Project (KC) as an emergency assistance post-Haiyan disaster in 2013. In 2018, KC reached 800 municipalities (94% of target coverage), 18,781 villages (96% of target coverage), 547 Haiyan-affected municipalities (68%), 26,247 total subprojects, and 6.9 million household beneficiaries. Evidence show that KC beneficiary municipalities have higher per capita consumption of 6% to 14% higher than non-beneficiary areas; subprojects have higher rates of return ranging from 16% to 65%; cost effective with huge saving at 44% for health centers; and promotes good governance, e.g., 87% say that there is no corruption in the program, and 93% they have ability to prevent misuse of funds.

⁵ The Department of Labor and Employment and private firms have prepared respective support packages for those who are formally employed.

shall be priority for the needs of the under-privileged, sick, elderly, disabled, women, and children.

- (ii) **Article XIV, Section 2(4).** The State shall encourage non-formal, informal, and indigenous learning systems, as well as self-learning, independent, and out-of-school study programs particularly those that respond to community needs.

9. **Republic Act No. 8371, Indigenous Peoples Rights Act of 1997 (IPRA).** The law represents landmark legislation aimed at correcting historical injustices inflicted upon Indigenous Cultural Communities (ICCs)/IPs. It upholds their rights and is intended to improve their welfare. It calls for enforcing constitutional mandates and observing international norms. IPRA stipulates four basic rights: (i) right to ancestral domains and lands; (ii) right to self-governance and empowerment; (iii) right to social justice and human rights; and (iv) right to cultural integrity. SEC 2(f) states: The State recognizes its obligations to respond to the strong expression of the ICCs/IPs for cultural integrity by assuring maximum ICC/IP participation in the direction of education, health, as well as other services of ICCs/IPs, in order to render such services more responsive to the needs and desires of these communities.

10. The implementing rules and regulations provide the details and conditions, requirements, and safeguards for plans, programs and projects affecting indigenous peoples.

- (i) **SEC. 25. Basic Services.** The ICCs/IPs have the right to special measures for the immediate, effective and continuing improvement of their economic and social conditions, including in the areas of employment, vocational training and retraining, housing, sanitation, health and social security. Particular attention shall be paid to the rights and special needs of indigenous women, elderly, youth, children and differently-abled persons. Accordingly, the State shall guarantee the right of ICCs/IPs to government's basic services which shall include, but not limited to, water and electrical facilities, education, health and infrastructure.
- (ii) **SEC. 26. Women.** ICC/IP women shall enjoy equal rights and opportunities with men, as regards the social, economic, political and cultural spheres of life. The participation of indigenous women in the decision-making process in all levels, as well as in the development of society, shall be given due respect and recognition. The State shall provide full access to education, maternal and child care, health and nutrition, and housing services to indigenous women. Vocational, technical, professional and other forms of training shall be provided to enable these women to fully participate in all aspects social life. As far as possible, the State shall ensure that indigenous women have access to all services in their own languages.
- (iii) **SEC. 27. Children and Youth.** The State shall recognize the vital role of the children and youth of ICCs/IPs in nation-building and shall promote and protect their physical, moral, spiritual, intellectual and social well-being. Towards this end, the State shall support all government programs intended for the development and rearing of the children and youth of ICCs/IPs for civic efficiency and establish such mechanisms as may be necessary for the protection of the rights of the indigenous children and youth.
- (iv) **SEC. 28. Integrated System of Education.** The State shall, through the National Commission on Indigenous Peoples (NCIP), provide a complete, adequate and integrated system of education, relevant to the needs of the children and young people of ICCs/ IPs.
- (v) **SEC. 30. Educational Systems.** The State shall provide equal access to various cultural opportunities to the ICCs/IPs through the educational system, public or private cultural entities, scholarships, grants and other incentives without prejudice

to their right to establish and control their educational systems and institutions by providing education in their own language, in a manner appropriate to their cultural methods of teaching and learning. Indigenous children/youth shall have the right to all levels and forms of education of the State.

11. **Republic Act 11310 (The 4Ps)**. The government will provide conditional cash transfers to qualified poor households for a maximum period of 7 years to improve their access to health, nutrition and education.

12. **Republic Act No. 7160 (Local Government Code of 1991)**. The law that transferred the control and responsibility on public health services from DOH to the LGUs, in which the latter assumed primary responsibility over the delivery of health services and the provision of health facilities.

13. **Republic Act No. 7610 (Special Protection Against Child Abuse, Exploitation and Discrimination, 1992)**. In Section 19 under Health and Nutrition, it states that “The delivery of basic social services in health and nutrition to children of indigenous cultural communities shall be given priority by all government agencies concerned. Hospitals and other health institution shall ensure that children of ICCs are given equal attention. In the provision of health and nutrition service, indigenous health practices shall be respected and recognized.”

14. **Republic Act No. 8423 (Traditional and Alternative Medicine Act, 1997)**. A law which provides that “It is hereby declared the policy of the State to improve the quality and delivery of health care services to the Filipino people through the development of traditional and alternative health care services and its integration into the national health care delivery system.”

15. **Republic Act No. 10606 (National Health Insurance Act of 2013)**. A law that emphasizes mandatory health care and ensures coverage of the marginalized by prioritizing health care needs of the underprivileged, sick, elderly, persons with disabilities (PWDs), women and children and provide free health care services to indigents.

16. **Republic Act No. 10354 (The Responsible Parenthood and Reproductive Health Act of 2012)**. A national policy which provides “that effective and quality reproductive health care services must be given primacy to ensure maternal and child health, the health of the unborn, safe delivery and birth of healthy children, and sound replacement rate, in line with the State’s duty to promote the right to health, responsible parenthood, social justice and full human development”.

17. **DOH Administrative Order No. 2010-0036 (2010)**. It provides for an overall goal that “The implementation of Universal Health Care shall be directed towards ensuring the achievement of the health system goals of better health outcomes, sustained health financing and responsive health system by ensuring that all Filipinos, especially the disadvantaged group in the spirit of solidarity, have equitable access to affordable health care.”

18. **DOH Administrative Order No. 2004-185 (Establishing the Geographically Isolated and Disadvantaged Areas in Support to Local Health Systems Development)**. Issued to address inequity and improve availability as well as access to health resources/services in the hinterlands or far-flung areas by populations/communities that are marginalized, physically and socio-economically separated from the mainstream health service delivery system.

19. **DOH-NCIP-DILG Joint Memorandum Circular 2013-01 (2013)**. A tripartite issuance that aims to set the guidelines that will address access, utilization, coverage, and equity issues in the

provision of basic health care services to achieve better health outcomes for ICCs/IPs in the Philippines.

20. **Joint Memorandum Circular No. 2913-01 (Guidelines on the Delivery of Basic Health Services for Indigenous Cultural Communities/Indigenous People).** The guidelines that will address access, utilization, coverage, and equity issues in the provision of basic health care services for ICCs/IPs to achieve better health outcomes.

21. **Universal Health Care /*Kalusugan Pangkalahatan* (AO 2010-0036).** It aims to improve, streamline and scale-up previous health reform strategies in order to address inequities in health outcomes by ensuring that all Filipinos, especially those belonging to the lowest income quintiles, have equitable access to health care.

22. **National Indigenous Peoples Education Policy Framework.** Ensures the provision of universal and equitable access of all IPs to quality and relevant basic education services towards functional literacy for all. It also provides for adequate and culturally-appropriate learning resources and environment to IP learners. The framework subscribes to the rights-based approach which gives primary importance to the principles of participation, inclusion, and empowerment. This is an important measure in achieving the country's Education for All commitments and the Millennium Development Goals.

23. **Republic Act No. 11469 an Act known as “*Bayanihan to Heal as One.*”** An act declaring the existence of a national emergency arising from the Coronavirus Disease 2019 (COVID-19) situation to: (a) mitigate, if not contain, the transmission of COVID-19; (b) immediately mobilize assistance in the provision of basic necessities to families and individuals affected by the imposition of Community Quarantine, especially indigents and their families; (c) undertake measures that will prevent the overburdening of the healthcare system; (d) immediately and amply provide healthcare, including medical tests and treatments, to COVID-19 patients, persons under investigation (PUIs), or persons under monitoring (PUMs); (e) undertake a program for recovery and rehabilitation, including a social amelioration program and provision of safety nets to all affected sectors; (f) ensure that there is sufficient, adequate and readily available funding to undertake the foregoing; (g) partner with the private sector and other stakeholders to deliver these measures and programs quickly and efficiently; and (h) promote and protect the interests of all Filipinos in these challenging times.

B. ADB Safeguards Policy Statement of 2009 for Indigenous Peoples

24. The ADB SPS fosters full respect for indigenous peoples' identity, dignity, human rights, livelihood systems, and cultural uniqueness as defined by them. It ensures that ADB-assisted development interventions that may impact indigenous peoples will be consistent with the needs and aspirations of affected indigenous communities and compatible with their culture and social and economic institutions. This IPP recognizes the vulnerability of indigenous peoples and ensures that all project impacts will be addressed by the implementing agency. The implementing agency will ensure that affected indigenous peoples have the opportunity to fully participate in and benefit equally from project interventions. The following are the principles of ADB SPS for indigenous peoples:

- (i) Screen early on to determine (a) whether indigenous peoples are present in, or have collective attachment to, the project area; and (b) whether project impacts on indigenous peoples are likely;

- (ii) Undertake a culturally appropriate and gender -sensitive [assessment of social impacts] or use similar methods to assess potential project impacts, both positive and adverse, on indigenous peoples;
- (iii) Undertake meaningful consultations with affected indigenous peoples communities and concerned indigenous peoples organizations to solicit their participation (a) in designing, implementing, and monitoring measures to avoid adverse impacts or, when avoidance is not possible, to minimize, mitigate, or compensate for such effects; and (b) in tailoring project benefits for affected Indigenous Peoples communities in a culturally appropriate manner;
- (iv) Ascertain the consent of affected Indigenous Peoples communities to the following project activities: (a) commercial development of the cultural resources and knowledge of Indigenous Peoples; (b) physical displacement from traditional or customary lands; and (c) commercial development of natural resources within customary lands under use;
- (v) Avoid, to the maximum extent possible, any restricted access to and physical displacement from protected areas and natural resources. Where avoidance is not possible, ensure that the affected indigenous peoples communities participate in the design, implementation, and monitoring and evaluation of management for such areas and natural resources and that their benefits are equitably shared;
- (vi) Prepare an Indigenous Peoples Plan (IPP) that is based on the [assessment of social impacts] with the assistance of qualified and experienced experts and that draw on indigenous knowledge and participation by the affected Indigenous Peoples communities. The IPP includes a framework for continued consultation with the affected indigenous peoples communities during project implementation; specifies measures to ensure that indigenous peoples receive culturally appropriate benefits; identifies measures to avoid, minimize, mitigate, or compensate for any adverse project impacts; and includes culturally appropriate grievance procedures, monitoring and evaluation arrangements, and a budget and time -bound actions for implementing the planned measures;
- (vii) Disclose a draft IPP, including documentation of the consultation process and the results of the [assessment of social impacts] in a timely manner, before project appraisal, in an accessible place and in a form and language(s) understandable to affected Indigenous Peoples communities and other stakeholders. The final IPP and its updates will also be disclosed to the affected Indigenous Peoples communities and other stakeholders;
- (viii) Prepare an action plan for legal recognition of customary rights to lands and territories or ancestral domains when the project involves (a) activities that are contingent on establishing legally recognized rights to lands and territories that indigenous peoples have traditionally owned or customarily used or occupied, or (b) involuntary acquisition of such lands;
- (ix) Monitor implementation of the IPP using qualified and experienced experts; adopt a participatory monitoring approach, wherever possible; and assess whether the IPP's objective and desired outcome have been achieved, taking into account the baseline conditions and the results of IPP monitoring. Disclose monitoring reports.

C. Objectives of the Indigenous Peoples Plan

25. The project has been categorized as B for indigenous peoples. This IPP has been prepared in accordance with the ADB Safeguard Policy Statement (SPS) on indigenous people safeguards. The project is expected to have positive impacts on IPs by providing additional cash

income that will help families to meet their basic needs. It will lessen possible exposure to COVID-19 by reducing the need to leave the home for livelihood activities and by promoting community mitigation measures (community quarantine and social distancing). The plan specifies safeguard provisions to be monitored during project implementation to ensure that indigenous peoples can access and receive benefits from project activities.

26. The project is expected to have positive impacts on IPs by providing additional cash income that will help families to meet their basic needs. It will lessen possible exposure to COVID-19 by reducing the need to leave the home for livelihood activities and by promoting community mitigation measures (community quarantine and social distancing). As of 31 January 2020, 639,014 indigenous households (15.5% of total active households) are covered under 4Ps. Of these households, 74% are from Mindanao, 23% from Luzon, and 3% from Visayas. Around 69.6% of these households are headed by female grantees.

27. The IPP provides the guidance necessary to guarantee culturally appropriate program implementation for indigenous beneficiaries. The project will ensure that indigenous peoples are aware of the additional support provided by the government during the COVID-19 pandemic. The project will employ culturally appropriate and gender sensitive consultation processes when engaging tribal leaders, indigenous communities, and IP representatives.

III. SOCIAL IMPACT ASSESSMENT

A. Indigenous Peoples of the Philippines⁶

28. The exact number of the Philippines' indigenous population remains unknown but is estimated to be 15% of the 108 million national population (2019 estimate). The NCIP, the sole government agency responsible for indigenous peoples concerns, states that 61% of the country's indigenous peoples live in Mindanao, 33% can be found in Luzon, and about 6% in the Visayan group of islands. The Summer Institute of Linguistics has documented 171 distinct languages spoken in the country. Most of them by indigenous groups, and 168 are still spoken. Indigenous people are widely recognized as vulnerable, and are often socially and economically disadvantaged. Many live in isolated communities with few government services available.

29. All of the country's indigenous peoples had tradition-based cultures, and were politically autonomous before Spanish colonization in the 16th century. In 2002, an ADB study summarized the characteristics of indigenous peoples in the seven ethnographic regions defined by the IPRA. The following descriptions, partially culled from that document, describe the diversity of the Philippine indigenous groups. Each group has its own distinct economic, political, and social organization and degree of integration with the mainstream society. The history, current conditions and level of acculturation of these indigenous societies are important factors to consider in any development project that involves them.

30. **The Cordillera Peoples (Northern Luzon).** The Cordillera peoples are collectively known as the Igorot, an identity that distinguishes them from lowland Filipinos. The Igorot peoples are concentrated in the northern mountain ranges of the Cordillera Mountains, occupying the interior hills, strips of flat land along deep valleys, and plateaus.

31. Other groups such as the Tingguian, Isneg and Northern Kalinga are found in the watershed areas of the Abulag, Tineg and Chico rivers. They are largely swidden cultivators,

⁶ ADB Draft Basic Manual for Implementing Indigenous Peoples Safeguards in Development Projects (Philippines). 2011.

depending on upland rice, root crops and vegetables. The Bontoc, Sagada, Ifugao, and Southern Kalinga live on mountain slopes and nearby areas, cultivating rice in both irrigated terraces and swidden fields. The Ibaloi and Kankaney live in the southern region of the Cordillera, basing a largely subsistence economy on wet and dry agriculture. In recent times, however, they have become progressively more integrated in the market economy with the growth of commercial farming of temperate vegetables.

32. The Cordillera peoples commonly identify themselves by the village to which they belong. Villages are usually supervised by a council of elders, which has the authority to decide on matters affecting the welfare of the community. Councils use customary laws to promote equality and cohesion among group members. There is a clearly divided social stratification based on economic affluence.

33. **Indigenous groups in Region II.** In northeastern Luzon, several indigenous groups, including the Ibanag, Itawes, Yogad and Gaddang, inhabit lowland areas of the Cagayan Valley. In southern parts of the region, groups including the Ilongot, Ikalahan, Isinai and Agta practice swidden farming, hunting and gathering, wet-rice agriculture and some commercial activities.

34. **The rest of Luzon and Sierra Madre mountain range.** The indigenous peoples of the Sierra Madre and Zambales mountain ranges in western and eastern Luzon, and the Bicol region in Southern Luzon are for the most part Negritos. Depending on their location, these groups are known as Agta, Aeta, Kabihug, or Tabagnon, among others. Most of them depend on swidden agriculture, hunting and gathering, fishing, gathering of minor forest products for sale, and wage labor for their livelihood.

35. Before Mount Pinatubo in the Zambales Mountains erupted in 1991, and destroyed all its nearby forests, Aeta women gathered wild tubers to help provide the daily food needs of the family. Women possess intimate knowledge of forest foods; they know how to process certain highly toxic wild tubers to make them edible. In the gathering of wild foods, women are in total control of the production of their resources, a fact recognized by their family and other kin groups. Traditionally hunting and gathering societies, the Negrito groups have no formal leadership structures and are constantly flexible and mobile. They no longer practice pure hunting-gathering, but they remain egalitarian societies based on family and kinship ties. Clan elders are always consulted before making community decisions.

36. **Island groups.** Though smaller in numbers, a wide diversity of indigenous peoples occupy parts of the Visayan Islands and Palawan in the central Philippines. They include the seven Mangyan ethno-linguistic groups on Mindoro Island; the Sulod and Ati in the mountains and remote coastal areas of Panay and Negros islands; and the Batak, Palawanon, Molbog and Tagbanua in Palawan. Most of these groups practice swidden agriculture, some hunting and gathering, gathering of minor forest products, fishing, and wage labor. The most influential members of the Island Groups indigenous communities are those who are the best public speakers and have extensive knowledge of traditional laws and customs. There is no central political authority, but the decisions reached in public meetings facilitated by these influential members of the community are recognized and respected.

37. **Mindanao.** The indigenous peoples in Mindanao are collectively referred to as Lumad. Depending on how they are identified, the Lumad groups number between 15 and 21. They are often broken down into different clusters, the Manobo, Bagobo-B'laan, T'boli, Tiruray, Mandaya-Mansaka, Subanen, and Mamanwa. The Bagobo mainly occupy the highlands of central Mindanao, along mountainous slopes of the provinces of Bukidnon, Cotabato and Davao. Other groups including the Manuvu, Matigsalug and Ata occupy the headwaters of the Davao, Kulaman

and Tinanan rivers. The Mandaya, coastal Bagobo, Agusan Manobo and Ata inhabit coastal areas along the Davao Gulf and interior hinterlands of south-eastern Mindanao, Subanen peoples occupy the hinterlands and coastal lowlands of the Zamboanga peninsula. In the uplands of northern Mindanao, mountain dwelling peoples refer to themselves collectively as Higaonon. Most Lumad groups' traditional livelihood activities include integral swidden farming, wetland rice cultivation, hunting and gathering, fishing, and gathering of minor forest products.

38. **National Capital Region (NCR).** Indigenous peoples typically migrate to cities as a result of a loss of livelihood, lack of social services or due to tribal conflicts. Due to their limited skills and education, they often face unemployment and poverty.⁷ Based on DSWD's data, there are 351 indigenous beneficiaries in NCR, and they are mainly Badjaos and Tingguians, with lesser numbers of Subanons, Ivatans, and Aeta. For the Badjao, it is important to consider that they lost their collective attachment to their ancestral territory because of forced severance. The Tingguians, on the other hand, live in NCR in order to sell their products from the Cordilleras. These indigenous peoples migrated to urban centers for economic reasons; they have adapted to the mainstream culture and their livelihood system is different from their customary way of life in their ancestral territories.

B. Situation of Indigenous Peoples in the COVID-19 Pandemic

39. Indigenous peoples are vulnerable to the COVID-19 spread due to their limited access to adequate medicine, lack of access to health and other social services. Their lack of access to adequate health services has put indigenous families and their children at risk to coronavirus. Other factors such as food insecurity and malnutrition have compromise their resistance to viral diseases and predispose them further to more serious health conditions. Based on past experiences, they tend to be excluded in humanitarian and other government services when natural disasters and other calamities occur. With this pandemic, it is no different. Due to their marginal position in society, indigenous peoples are not often represented and part of major decision making process which may result in serious neglect when the whole country is in crisis and there is an intense need for health services and essential supplies. Therefore, it is the task of the government to ensure that no one is left behind and are protected from the threat of COVID-19.

40. Indigenous peoples continue to face multiple-discrimination and have lower social and economic capital. During the COVID-19 pandemic, it is evident that these groups are the most vulnerable. Therefore, it is the responsibility of the government to develop program assistance for indigenous groups to: (i) access medical assistance without any discrimination; (ii) access emergency aid regardless of status; and (iii) receive information about COVID-19 on how to prevent their indigenous families especially their children and the elderly to keep them safe. Information dissemination should be made available in as many local languages, simple, and easy to understand on how to prevent the spread of the disease.

⁷ Urban Indigenous Peoples and Migration: Challenges and Opportunities: UN Permanent Forum on Indigenous Peoples Issue: https://www.un.org/esa/socdev/unpfii/documents/6_session_factsheet2.pdf.

C. Coverage of the Emergency Assistance for the Poor and Vulnerable Affected by COVID19-related Economic Disruption

41. As of February 29, 2020, approximately 4,280,638 Listahanan-poor households are covered by 4Ps and are in the process of receiving grant payouts for December-January in March 2020. In Luzon, there are approximately 1,743,878 4Ps active 4Ps households and about 95% of them have EMV cash cards allowing them to withdraw their grants anytime and anywhere. The cash cards also allows for ease and efficiency in providing additional financial assistance to them. For Non-4Ps beneficiaries, cash assistance will be provided either through direct transfers (those with cash cards) or through distribution by LGUs.

Island / Region	Active Households	Homeless Street Families*	Indigenous Peoples*	Payment Modality		
				Cash Card	Over the Counter	
NCR	215,202	3,199	531	211,480	98%	3,722
CAR	60,161	-	37,425	58,877	98%	1,284
I	205,194	-	13,673	189,367	92%	15,827
II	103,700	-	31,902	98,820	95%	4,880
III	289,654	119	12,583	276,880	96%	12,774
IV-A CALABARZON	312,144	15	2,925	302,790	97%	9,354
MIMAROPA	194,390	-	52,479	162,754	84%	31,636
V	363,427	-	7,302	348,769	96%	14,658
Luzon	1,743,872	3,333	158,820	1,649,737	95%	94,135
VI	319,772	-	13,570	300,666	94%	19,106
VII	282,573	512	3,641	268,064	95%	14,509
VIII	279,133	1	257	247,114	89%	32,019
Visayas	881,478	513	17,468	815,844	93%	65,634
IX	299,439	19	86,531	289,015	97%	10,424
X	265,852	182	56,192	245,503	92%	20,349
XI	256,683	-	104,538	244,777	95%	11,906
XII	246,605	-	80,572	233,268	95%	13,337
Caraga	188,879	250	31,461	172,925	92%	15,954
BARMM	397,830	-	107,832	26,821	7%	371,009
Mindanao	1,655,288	451	467,126	1,212,309	73%	442,979
Grand Total	4,280,638	4,297	643,414	3,677,890	86%	602,748

Table 1: Active Beneficiaries and their Payment Modality by Region/Island as of February 29, 2020

42. The recent declared enhanced community quarantine posed a challenge for indigenous groups who are heavily involved in the market economy and those who live in the NCR where their economic activities are based outside the home. The enhanced community quarantine means limited movement for them. There are indigenous communities who are not used to stocking food and they do not have the economic capacity to stay at home for an extended period of time. They need to be mobile to look for food for their families every single day. For indigenous communities who are relying in cash crops, they are having a difficult time to sell their produce. The agricultural buyers are not allowed to go to the communities during the lockdown period. For those who are near the market, the lack of transportation also hinders them to sell their produce. In general, indigenous groups they have low economic capital, the enhanced community quarantine poses a big challenge.

IV. MEANINGFUL CONSULTATION AND INFORMATION DISCLOSURE

A. Consultation and Participation Mechanisms during Program Implementation

43. The IPP is designed to ensure that indigenous communities continue to be meaningfully consulted and actively participate in accessing cash grants specific for COVID-19 affected poor and vulnerable sector. Meaningful consultation is one of the most vital features of the ADB IP safeguards. It is a process that ensures that the issues and concerns of indigenous peoples are heard, recognized, and responded to by the program implementers. The program staff will utilize culturally-appropriate consultation methods to:

- (i) Ensure that customary leaders are consulted and aware of the additional support provided by the government during the COVID-19 pandemic.

- (ii) Provide the customary leaders and the community members with relevant and adequate information on how to protect their families from infection.
- (iii) Translate information materials in local languages.
- (iv) Use simple language during meetings to explain the purpose of the social assistance cash transfer to 4Ps beneficiaries that it aims to provide one-time unconditional cash transfer assistance package amounting to P5,000 to P8,000 for two months based on the *Bayanihan* Law which will be effective for three months only.

B. Information Disclosure

44. Disclosure of project information will be made available to the indigenous communities and beneficiaries in the form of leaflets or brochures translated into the local language. For indigenous communities where a large number of the adults cannot read, materials will be produced in popularized form. In addition to printed material, project implementers will use visual presentations and other culturally appropriate means to share pertinent project information.

45. The monitoring reports on IPP implementation will also be posted on the ADB website. Summaries of the monitoring reports will be posted in barangay offices and tribal halls, and delivered to IPs through their tribal representatives.

V. PROJECT IMPACTS ON INDIGENOUS BENEFICIARIES AND MITIGATION MEASURES

46. The IPP provides guidance to guarantee culturally-appropriate program implementation for indigenous beneficiaries, and to develop measures to minimize and mitigate any unavoidable adverse impacts. Table 2 describes the identified potential positive and negative impacts, as well as the measures to mitigate the unavoidable negative impacts. The goal is to ensure indigenous beneficiaries receive social and economic benefits that are culturally-appropriate and gender-responsive.

Table 2: Potential Positive and Negative Impacts of the 4Ps on Indigenous Peoples

Outputs	Anticipated Positive Impacts	Anticipated Negative Impacts	Proposed Mitigation Measures
Cash grants for COVID-19 affected poor and vulnerable groups specifically 4Ps beneficiaries delivered on time.	<ul style="list-style-type: none"> • Customary leaders are consulted and aware of the additional support provided by the government during the COVID-19 pandemic. • Indigenous beneficiaries are knowledgeable on the purpose of the one-time unconditional cash transfer assistance package amounting to P5,000 to P8,000 for two 	<ul style="list-style-type: none"> • Indigenous peoples may be excluded from the benefits of the project due to high demand for health services all over the country. • Lack of representation in major decision making process may result in serious neglect when the whole country is in crisis. 	<p><u>IPs are consulted and aware of the additional support provided by the government during the COVID-19 pandemic</u></p> <ul style="list-style-type: none"> • Mobilize the participation of indigenous leaders, Indigenous Peoples Mandatory Representatives, and parent leaders during information campaign drive on COVID-19. • Ensure that no indigenous beneficiaries are not

Outputs	Anticipated Positive Impacts	Anticipated Negative Impacts	Proposed Mitigation Measures
	<p>months based on the <i>Bayanihan</i> Law.</p>		<p>excluded from the list of grantees for additional cash grants by executing the following measures:</p> <ul style="list-style-type: none"> (i) Pantawid regional office to review the IP data provided by the NPMO to ensure that the list matches with the existing IP beneficiaries of the regions. (ii) Data inconsistencies should be reported immediately to the NPMO especially those without cash cards. (iii) Assist indigenous beneficiaries to fast track the completion of documentary requirements. This process should be executed as quickly as possible so there is no time lost in distributing cash grants to beneficiaries. <ul style="list-style-type: none"> • Strengthen partnership with LGUs to provide transportation support for indigenous beneficiaries to claim their cash grants.
	<ul style="list-style-type: none"> • Customary leaders and community members have adequate information on how to protect their families from infection. 	<ul style="list-style-type: none"> • Indigenous communities are not aware of how to protect their families and communities from infection. 	<p><u>Indigenous communities are provided with relevant and adequate information on how to protect their families from infection.</u></p>

Outputs	Anticipated Positive Impacts	Anticipated Negative Impacts	Proposed Mitigation Measures
	<ul style="list-style-type: none"> Indigenous communities are provided with information materials that are easy to understand and in local languages. 		<ul style="list-style-type: none"> Develop communication strategy during project implementation based on specific characteristics of indigenous peoples in the project areas including analysis of factors that limit their access to health care services. Integrate information dissemination activities using simple, easy-to-understand COVID-19 information education materials in local language. Regional Information Officers to develop information materials into visual aids and popular education methods to better assist the parent leaders in explaining the COVID-19 in IP areas. Parent leaders to serve as the main disseminators of accurate information concerning COVID-19.
	<ul style="list-style-type: none"> Program impacts are regularly monitored to ensure the IPP is properly implemented. 		<p>Conduct an evaluation that compares the impacts of the additional cash grants on indigenous communities with non-IP communities.</p>

VI. CULTURALLY APPROPRIATE GRIEVANCE REDRESS SYSTEM

47. The establishment of a grievance redress system (GRS) is crucial in facilitating the resolution of issues and concerns related to 4Ps. The ADB SPS states that the borrower/client is required to establish and maintain a grievance redress mechanism to ensure effective resolution of indigenous beneficiaries' concerns and grievances about program implementation. The project will develop mechanisms to resolve complaints in a timely manner through a transparent process that is gender responsive, culturally appropriate, and readily accessible to all indigenous beneficiaries. The 4Ps GRS staff will ensure that indigenous beneficiaries are oriented on the

project GRS processes. The goal of the 4Ps GRS is to capture and resolve all grievances effectively. It serves as both a venue for program beneficiaries to voice their concerns and a general guide for staff on how to handle and resolve grievance that are raised.

48. **Indigenous Peoples' Conflict Resolution Practices.** Conflicts between two or more indigenous people will be addressed by the community in the context of customary laws and dispute resolution mechanisms. If invited, project-related staff and other stakeholders, e.g., barangay or municipal officials, may participate in the process, but their role will be defined by the officiating tribal leader or council of leaders. Inter-community conflicts will be addressed by the communities themselves according to their customary or agreed upon dispute resolution processes. If an outside facilitator, mediator, or arbiter is required or requested, the project implementing and monitoring units will seek the intervention of the LGU to assume the role. This guideline applies to conflicts or disputes between the affected indigenous group and any of the project units or others groups or individuals involved in project implementation.

49. For project related grievances, the GRS procedures will be followed. At the core of the GRS will be a dedicated division based at the NPMO. The fulltime function of the division is to record and monitor the resolution of grievances. It will build the capacity of people and institutions involved in 4Ps to resolve complaints. It will also maintain a grievance database to ensure efficient and effective tracking of the resolution of complaints.

50. The GRS Division will monitor the resolution of grievances at all levels, including through grievance committees at the national, regional and provincial levels. The main types of grievances anticipated are non-compliance, ineligibility, not listed, problems with payment, and supply-side complaints. The monitoring of resolutions will ensure conformity with the prescribed GRS rules and procedures.

51. The National Advisory Council will act as the National Grievance Committee, which has the responsibility to handle serious complaints and appeals involving program cancellation for household grantees committing their final offense of non-compliance which may lead to termination. It also provides guidance and supervision for the Regional Grievance Committee.

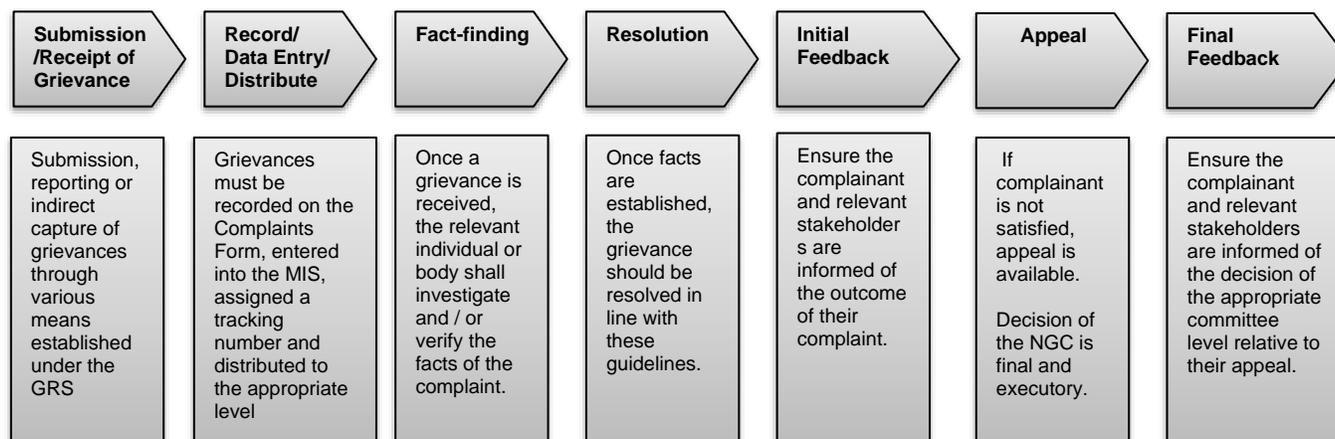
52. The Regional Advisory Council will act as the Regional Grievance Committee, which will entertain complaints about counseling or suspension from the program. It handles complaints about appeals, external pressure, misdemeanor and corruption-related issues involving program staff, partners, and local officials. It also handles cases that cannot be resolved at the provincial level and offers technical advice to the Provincial Grievance Committees.

53. The Provincial Advisory Council will act as the Provincial Grievance Committee and act on cases reported to it directly and those referred by the municipal link, barangay captain or parent leaders. The Committee will respond to all complaints it receives, either through direct or indirect sources. For major urban areas, the next level appropriate committee is the Regional Grievance Committee and is also the appropriate body to handle cases referred by the city link.

54. The city/municipal link is the main grievance monitor and the key frontline worker of the GRS. These program staff will build the capacity of the other grievance monitors, including parent leaders, service providers and barangay officials, to assist in providing appropriate information and resolutions to grievances and issues associated with program implementation.

55. **The Grievance Process.** Figure 1 shows how complaints are handled in 4Ps, from the submission and receipt of grievances, to the final feedback.

Figure 1: GRS Process Flow



56. **Timelines for Complaints Resolution.** In order to ensure that appropriate and timely resolution of grievances, the general rule that an initial resolution will be reached no more than one month after the initial receipt of the complaint. Table 3 contains the timeline for grievance resolution.

Table 3: Estimated Maximum Timelines for Complaint Resolution

Grievance Handling Phase	Working Days	Accumulated Working Days
Receipt of Grievance, Clarification, Entry into MIS, Categorization and Distribution	4	4
Fact-Finding	7-14	18
Complaint Resolution	7-14	32
Feedback to Complainant	2-3	35
Appeal	15	50

MIS = Management Information System.

57. In consideration of the one-month general rule for grievance resolution, complaints should be resolved at the lowest level possible, making the city and municipal links' role in handling complaints fundamental to the resolution process.

VII. MONITORING, REPORTING, AND EVALUATION

58. The implementation of the IPP will be monitored to: (i) ensure that mitigation measures designed to address negative social impacts and measures to enhance positive impacts are adequate and effective, (ii) determine if the indigenous communities have any issues or concerns regarding project implementation, and (iii) propose corrective actions when needed. The MCCT-IP unit will be in charge of monitoring the IPP and making sure that it is implemented regionally through the IP focal persons. The project IPP monitoring indicators will be disaggregated by sex and ethnicity. The monitoring reports include but are not limited to the indicators contained in Table 4.

Table 4: Monitoring Indicators

Indicators	Process Indicators
Comprehensive list of indigenous grantees for additional cash grants	<ul style="list-style-type: none"> • The number of IPs by gender, age, and barangay • Number of households with handicapped, elderly or invalid members; • Number of female-headed households; • Number of poor households; and • Number of households headed by the elderly.
Conduct of meaningful consultation and effective participation of indigenous peoples in the program	<ul style="list-style-type: none"> • Number of consultation and participation activities that occur – meetings, FGDs, information dissemination, brochures flyers, training; • Percentage of IPs as participants; • Number of meetings exclusively with indigenous women; • Location of information disclosure; • Languages used at meetings and information disclosure; and • Consultation and participation progress against plan and budget.
Grievance redress	<ul style="list-style-type: none"> • Level of involvement of IPs in the grievance resolution; • Total number of IPs using the project level GRM; • Number of grievances received by nature of grievance; • Number of grievances resolved within the prescribed timeline; and • Number of grievances not resolved and reasons for not being resolved yet.
Implementation of mitigation measures and beneficial measures	<ul style="list-style-type: none"> • Number of indigenous beneficiaries benefiting from the cash grants disaggregated by gender, age group and geographic location; • Number of IPs provided with IEC materials disaggregated by gender; • Languages used in the IEC materials;

FGD = Focus Group Discussion, GRM = Grievance Redress Mechanism, IEC = Information-Education-Communication, IP = Indigenous Peoples.

59. The MCCT-IP Unit will prepare and submit semi-annual social monitoring reports to ADB for their review and posting on the ADB website. These progress reports will provide updates on IP beneficiaries, progress of program implementation, challenges related to IPP implementation, and any grievances received.

VIII. INSTITUTIONAL ARRANGEMENTS

60. The DSWD will continue to serve as the executing agency and will supervise, coordinate, and manage the AF, ensuring appropriate use of the loan proceeds. The current implementation arrangement will be continued, with some minor adjustments to include DSWD's Disaster Response Management Group in addition to the 4Ps National Program Management Office as an implementation unit. Financial management reporting and requirements will be reviewed as part of the due diligence process.

61. **National Program Management Office (NPMO).** As the lead agency for the implementation of the program, the secretary of the DSWD acts as the national project director and is responsible for the management of project activities. A full-time national project manager and two senior executives who are designated as national deputy project managers for operations and finance manage the day-to-day operations of the NPMO. The NPMO is staffed by professional and technical support personnel that make up the (i) Planning Monitoring and

Evaluation Division; (ii) Social Marketing Division; (iii) Gender and Development Division; (iv) Beneficiary Update and Data Management Division; (v) Grievance Redress Division; (vi) Compliance Verification Division; (vii) Institutional Partnership Unit; (viii) Family Development Division; (ix) Modified Conditional Cash Transfer; (x) Capability Building Division; (xi) Risk Management and Quality Assurance Division; and (xii) Administrative Support Division.

62. **Capacity Building.** DSWD has a robust capacity building program under the ESAP. This IPP has a strong provision on awareness-raising and IEC campaign on COVID-19 prevention in the context of indigenous communities.

63. The NPMO will ensure that all activities and measures detailed in the IPP will be implemented according to the agreed-to time frame. The MCCT-IP Unit, with the support of the 17 regional IP focal persons, will be responsible for IPP implementation at both the national and regional levels. The MCCT-IP unit will develop a system to monitor IPP implementation and compliance. The project will dedicate a National IP Focal whose focus will be the implementation and monitoring of the IPP. The main task of the National IP Focal will be to sensitize program staff and provide guidance in program matters that may impact the social and cultural wellbeing of IP communities. The National IP Focal will ensure that the regional IP focal persons are aware of the importance of the ADB SPS and its requirements and are supported in the implementation of the IPP.

IX. BUDGET AND FINANCING

64. The activities in the IPP are integrated into the overall budget of the project. The program should allocate financial resources to activities, both at the national and regional levels, that enhance its capacity to fulfill all commitments specified in the IPP.

X. INDICATIVE IMPLEMENTATION SCHEDULE

65. Given the urgent nature of the purpose of the loan, it will have a one-year implementation period with full disbursement expected. The IPP will be implemented in parallel with other activities under the Expanded Social Assistance Program project implementation.