



Republic of the Philippines
Department of Social Welfare and Development

IBP Road, Batasan Pambansa Complex, Constitution Hills, Quezon City 1126
Telephone Nos. (632) 931-8101 to 07; Telefax (632) 931-8191

e-mail: osec@dswd.gov.ph
Website: <http://www.dswd.gov.ph/>

Memorandum Circular No. 07
Series of 2012

Subject: Framework on the Engagement with Civil Society Organizations on the Implementation of the Department of Social Welfare and Development's Social Protection Programs

I. BACKGROUND/ RATIONALE

The Philippine history bears testament to civic initiatives and vigilance in protecting the country's sovereignty and redeeming its democracy. Popular movements and civil society organizations' (CSOs) continued efforts towards contributing to the country's sustainable development cannot be refuted. CSOs have been very vital in augmenting and supporting the programs and services of the government.

President Benigno S. Aquino, at the start of his term, underscored the importance of public participation in the fulfillment of the government's platform of Good Governance and Poverty Reduction. His commitment to engage the citizenry was reaffirmed when he directed the National Agencies to designate a focal person from their respective Departments who shall be responsible in ensuring that mutual cooperation between the government, civil society organizations and other similar entities is effected and mechanisms sustaining their participation are institutionalized.

In line with the President's mandate, the Department of Social Welfare and Development (DSWD) continues to build and sustain partnerships with Civil Society Organizations (CSOs), and similar entities who have the capacity to provide resources which could support the DSWD in the implementation of its three core poverty reduction programs, namely: (a) Pantawid Pamilyang Pilipino Program, (b) Sustainable Livelihood Program, and (c) KALAHI-CIDSS.

This framework, therefore, aims to serve as an instrument for public-private partnership between the DSWD and the CSOs. It seeks to provide a system for cooperation to ensure faster, better and smarter delivery of services of the core poverty reduction programs of the Department, and to institutionalize transparency and accountability mechanism so that the objectives of this mutual cooperation is realized for the best interest of the poor.

II. LEGAL BASIS

The 1987 Constitution of the Philippines— Article II Section 23 states that “The State shall encourage non-governmental, community-based or sectoral organizations that promote the welfare of the nation.”

Administrative Order No. 21 (Revised Implementing Rules and Regulations Governing Title I of Republic Act No. 8425, otherwise known as the Social Reform and Poverty Alleviation Act)—Rule I Section III states that “The SRA (Social Reform Agenda) shall advocate and institutionalize a multi-sectoral approach towards building social consensus on poverty alleviation at the national and local levels, thereby mobilizing the different but potentially complementary capacities, resources and perspectives of civil society, government, and business towards a concerted societal effort at alleviating poverty.”

DSWD Memorandum Circular No. 16 s. of 2009—States that “In pursuit of the objectives of the Commission on Audit (COA) Circular No. 2007-001, this memorandum circular is issued to provide guidelines on the release, utilization and accounting of DSWD funds transferred to Non-Government Organizations/People’s Organizations (NGOs/Pos).

III. OBJECTIVES

1. To provide a concrete mechanism for mutual cooperation between the DSWD and the CSOs in pursuit of the President’s directive of promoting Public-Private Partnership;
2. To institutionalize mechanisms for CSOs’ involvement in promoting transparency and accountability in the implementation of the DSWD’s core poverty reduction programs; and
3. To assist the DSWD and its partner CSOs in generating and accessing financial and technical resources in implementing these core programs for an improved and sustained implementation and monitoring of the three poverty reduction programs of the DSWD.

IV. DEFINITION OF TERMS

The following terms are defined for the purpose of this guideline:

1. **Civil Society Organizations (CSOs)**—refer to the wide array of non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations. It therefore refers to a wide array of organizations: community groups, non-governmental organizations (NGOs), labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations and foundations.
2. **Development Partner**—refers to international aid agencies such as the Asian Development Bank, Australian Agency for International Development (AusAID), World Bank, United Nations organizations, etc.
3. **DSWD Registered**—refers to a SWDA whose operation is officially recognized to be within the purview of social welfare and development through the issuance of a certificate of registration issued by the DSWD and inclusion in the registry of social welfare and development agencies. (A.O. No. 17 s. of 2008)
4. **DSWD Licensed**—refers to a SWDA who has a legal permit to operate as such after having met or complied with certain standards and requirements. (A.O. No. 17 s. of 2008)
5. **DSWD Accredited**—refers to a licensed SWDA who has been provided with official recognition by the DSWD after having met the minimum standards set by the government. (A.O. No. 17 s. of 2008)
6. **Family Development Session (FDS)** – FDS is a monthly session that discusses interactively topics along enhancement of family life such as husband and wife relationship, home management and financial management. Attendance to FDS is one of the conditions for beneficiaries of the Pantawid Pamilyang Pilipino Program. .
7. **Family Development Session Plus (FDS Plus)** – refers to a range of initiatives that are complementary/follow thru to the FDS and are not included as conditions of the *Pantawid Pamilya*. Tapping strengths of CSOs in specified areas, FDS plus initiative are intended to be tailored to the needs of CCT beneficiary parents and households, to provide them opportunities (on a purely voluntary basis) to access other

socioeconomic support (e.g. literacy and numeracy skills, training and mentoring to support improved livelihoods, community mobilization, etc.) through popular and adult education as a means to help *Pantawid Pamilya* beneficiary household to sustainably transition out of poverty, as well as deepen their level of learning on family life and active citizenship.

8. **KALAHI-CIDSS (KC)**—is one of the Philippine government’s flagship poverty alleviation projects implemented by the DSWD that utilizes the Community-Driven Development Approach. It stands for Kapit-Bisig Laban sa Kahirapan—Comprehensive and Integrated Delivery of Social Services. It entrusts the poor with greater powers, supports poor LGUs in local development, and invests heavily on people, not just projects.
9. **Pantawid Pamilyang Pilipino Program (*Pantawid Pamilya*)**—is a social development strategy of the national government that provides conditional cash grants to poor households identified through the National Household Targeting System, to improve their health, nutrition and education particularly of children aged 0-14. It has dual objectives: (a) social assistance—to provide cash assistance to the poor and alleviate their immediate needs (short-term poverty alleviation); and (b) social development—to break the intergenerational poverty cycle through investments in human capital.
10. **Partner Organization**—refers to CSOs that have formally entered into a partnership with the DSWD for a common undertaking.
11. **Public Private Partnership**—describes a government service or private business venture, which is funded and operated through a partnership of government and one or more private sector organizations.
12. **Social Welfare and Development Agency (SWDA)**—refers to a person, corporation or organizations, engaged in providing direct or indirect social welfare services and obtains its finances either totally or in part, from any agency or instrumentality of the government and/or from the community by direct or indirect solicitations and/or fund drives and/or endowment.
13. **Sustainable Livelihood Program (SLP)**—is a community-based livelihood program which provides capacity-building to improve the program participants’ socio-economic status by supporting microenterprises to become organizationally and economically viable and linking participants to employment opportunities.

V. DESCRIPTION OF THE ENGAGEMENT/PARTNERSHIP

The engagement and partnership between the DSWD and the CSOs can be described according to the following broad categories:

- (a) "**Bantay**," wherein DSWD and partners cooperate in implementing projects and activities geared towards fighting or preventing corruption;
- (b) "**Gabay**," a mechanism wherein the partnership is intended to enhance technical capacities of DSWD staff and/or direct service workers utilizing the expertise of the partner NGOs or CSOs on a required program area needing technical assistance;
- (c) "**Kaagapay**," wherein the partnership is on implementing anti-poverty projects and activities targeting a commonly agreed upon sector or geographical areas and results; and
- (d) "**Tulay**," wherein the partnership's primary intent is facilitating action, feedback and monitoring of a specific program and area of implementation using the partner as facilitators/link between the Department and its target sectors.

The partnership and engagement with the CSOs is symbiotic nature. Hence, the partnership paves the way for a mutual sharing of skills, transfer of technology, and resource augmentation for the partners. In addition, CSOs may choose to engage with the DSWD in more than one category of partnership depending on their mandate and capacity.

Subject to existing government issuances and policies, the partner CSOs may be entitled to funding support for project engagements stipulated in the memorandum of agreement.

Subject also to elaboration in the operational guidelines being developed for specific interventions, the following possible areas of cooperation are generally foreseen:

- a. Facilitation and/or conduct of Family Development Sessions of the *Pantawid Pamilya*;
- b. Implementation of **FDS Plus** for the *Pantawid Pamilya*;

- c. Fund transfer as deemed necessary and appropriate for the implementation of various DSWD Programs such as Sustainable Livelihood Program and other programs where CSO can be a partner in the delivery.
- d. Engagement under the Grievance and Redress System of the *Pantawid Pamilya* particularly in geographically-isolated/hard-to-reach areas to any of the three core poverty alleviation program referred to this guideline;
- e. Conduct of social preparation and technical assistance for SLP and KC;
- f. Extend understanding of project implementation through technical assistance, orientation, and sharing of basic skills of small infrastructure for KC;
- g. Development and conduct of IP and gender sensitive advocacy materials or activities in the locality promotive of the core poverty alleviation programs of the DSWD;
- h. Monitoring and evaluation of core poverty reduction programs such as *Pantawid Pamilya*, SLP and KC; and
- i. Fostering active citizenship among beneficiaries of *Pantawid Pamilya*, SLP and KC for their unimpeded participation in community development.

The partner CSO may commence with the implementation of the approved partnership agreement in coordination with the concerned DSWD Field Office after signing of the MOA and in accordance with the timelines indicated in the approved project proposal. For partner organizations that have a national coverage, the concerned national project management office (e.g. *Pantawid Pamilya*, SLP or KC) of the DSWD Central Office will monitor the implementation of the project activities stipulated in the MOA. For partner organizations with specific locality covered per MOA, DSWD Field Offices through its Technical Assistance Division (TAD) will monitor said partner organization's implementation .

Technical assistance and monitoring shall also be jointly conducted by the concerned NPMO/RPMO and partner CSO on agreed schedules while the project is being implemented to provide inputs and ensure that work schedules, target outputs and other required actions are undertaken according to plans. Consultation meetings, workshops and spot checks shall also be conducted to ensure that issues and gaps along agreed deliverables and timelines are addressed by both parties immediately.

The partner CSOs shall prepare a quarterly status report using the prescribed form and submit to the TAD DSWD five (5) working days after the end of the reported quarter or based on the agreed schedules for reporting.

It shall also be the responsibility of the partner CSO to keep and maintain financial and accounting records as necessary of the funds released by the DSWD based on COA Accounting Rules and Regulations.

Upon completion of the project partnership, the CSO shall prepare and submit project completion report a month after using the prescribed format by the DSWD. The said report shall be reviewed by the DSWD regional TAD and reported issues and areas for recommendations shall be acted upon appropriately by concerned office.

Post evaluation of the partnership will be a joint activity of the DSWD and its partner organization not later than 2 months after the culmination of the project, focus of which will be the determination of the achievement of the partnership objectives and/or deliverables. The parties shall mutually agree upon the evaluation schedule.

*The partnership will be on a semestral basis (six months) and subject for renewal based on the assessment of the DSWD on the compliance of the CSO in the partnership agreement. The DSWD has the right to terminate the Memorandum of Agreement of both parties anytime if the CSO fails to comply in the agreement stated in the MOA.

The detailed selection process for proposed partnerships and the manner of release/reimbursement of funds shall be stipulated in the operational guidelines which shall be created in support of this framework.

VI. CRITERIA FOR ELIGIBILITY TO PARTNERSHIP

The proponent CSO that wishes to enter into a partnership with the DSWD but shall not avail of any funding support from the Department given that it has the capacity to provide for such should have the following:

- a. Has in its capacity to provide human resources as possible workforce augmentation and/or technical skills that may be beneficial for the implementation of the DSWD's social protection programs;
- b. Submitted a formal expression of commitment and support duly signed by the Board of Directors /Trustees to any of the DSWD's social protection program that is the intended subject of the partnership;
- c. Willing to enter into a Memorandum of Agreement with the DSWD relative to the proposed area of engagement and support;

- d. Proof of projects completed on area of specialization indicating source of funds and manpower support;
- e. Should have no outstanding cash advances funded by the Priority Development Assistance Fund (PDAF) that remains unliquidated for more than three (3) months after their project has been concluded;
- f. Should have no pending case involving misuse of funds; and
- g. Should have no derogatory reports from other agencies of the government as certified by said agency and should have no member of the board who is also a board member of an organization black listed by the DSWD.

For CSOs that seek to access funding support from the DSWD as part of the pursuance of the intended engagement, the abovestated criteria shall also apply with the addition of these below:

- a. DSWD registered/licensed and/or accredited (if a SWDA); or
- b. At least with a valid SEC registration certificate (for those who are non-SWDA).

VII. FUNDING SUPPORT

Funds may be availed on reimbursement basis and depending on the nature of collaboration with the CSOs as specified in item V of this Order.

Eligible expenditures in the implementation of activities as enumerated in Section V of this Order shall be clearly defined in the operational guidelines to be developed for specific engagements, as well as in the Memorandum of Agreement (MOA).

Should the funds be released to the CSOs, said release and utilization shall follow the **COA Circular No. 2007-001 or the Revised Guidelines in the Granting, Utilization, Accounting and Auditing of the Funds Released to Non-Governmental Organizations/Peoples Organizations.**

Funds granted to CSOs shall retain their character as public funds.

VIII. INSTITUTIONAL ARRANGMENTS

A. DSWD Central Office

1. Review proposals endorsed by the DSWD Regional Offices for possible funding.
2. Select the CSO partner through a Selection Committee to be created by the Department or Bureau in-charge of the project. The Selection Committee shall

perform the selection process, including the screening of the qualifications of documents, ocular inspections of the CSO business site, and evaluation of the technical and financial capability of the proponent CSO.

3. Forge a Memorandum of Agreement (MOA) with partner organizations with approved proposals.
4. Provide monetary resource augmentation/funding on proposed partnerships as stipulated in item VIII of this Order thru its own annual budget appropriations or through funds provided by development partners.
5. Provide guidance to partner organizations on field decorum and certain cultural sensitivities thru project orientations.
6. Conduct monitoring and assessment/evaluation on the implementation of the partnership agreement for partner organizations with national coverage as basis for possible renewal/non-renewal of the approved engagement.
7. Designate a Focal Person from each Office/Bureau/Service/Unit on CSO concerns, which shall monitor and provide necessary technical assistance to ensure that the basic program standards/objectives are met.
8. Ensure timely submission and validate liquidation reports submitted by the partner CSOs.

B. DSWD Field Offices

1. Review and endorse project proposals from CSOs/NGOs/Volunteer Groups that have met the criteria stated in Section V of this Order to the DSWD Central Office for possible funding.
2. Provide guidance to partner organizations on field decorum and certain cultural sensitivities thru project orientations.
3. Conduct monitoring and assessment/evaluation on the implementation of the partnership agreement for partner organizations with specific/local coverage as basis for possible renewal/non-renewal of the approved engagement.

C. Partner Organization

1. Submit project proposal to the DSWD Central Office Poverty Reduction Programs Bureau (if national in scope) or to the DSWD Regional Office (if with specific/local coverage) for possible funding assistance.
2. Enter into a MOA with the DSWD once the proposal has been approved.
3. Put up an equity to the project equivalent to 20% of the total project cost, which may be in the form of labor, land for the project site, facilities, equipment, and the like to be used in the project/engagement.
4. Enact the agreements stipulated in the MOA.
5. Submit physical/accomplishment and financial reports to the concerned national project management office (*Pantawid Pamilya*, SLP or KC) if national in scope or to the DSWD Field Office concerned (if with specific/local coverage) the frequency and period of which shall be stipulated in the MOA.
6. Submit the Final Fund Utilization Report certified by its accountant and approved by its president/chairperson in accordance with COA Circular No. 2007-01 dated October 25, 2007 within sixty days after the completion of the project/engagement.
7. Make available to the DSWD or the COA all records/files relative to the disbursement of funds, whenever validation will be conducted by the DSWD.

XI. REPEALING CLAUSE AND EFFECTIVITY

This order shall take effect immediately and amends previous issuances inconsistent herewith.

Copies of this order shall be disseminated to all concerned Offices, Bureaus and Services at the DSWD Central and Field Offices.

Issued in Quezon City, this 7th day of May 2012.


CORAZON JULIANO-SOLIMAN
Secretary

