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Memorandum Circular 06  
Series of 2014

**SUBJECT: Guidelines in Conducting the Social Preparation Phase for the Implementation of the Conditional Cash Transfer for Indigenous Peoples in Geographically Isolated and Disadvantaged Areas**

**I. Background/Rationale**

The Department of Social Welfare and Development, in fulfillment of its mandate of providing social services to the disadvantaged and marginalized sectors of society such as Indigenous Peoples (IP), executed MC O1, Series of 2009 or the Indigenous Peoples Policy Framework (IPPF). The IPPF was formulated to serve as the agency's "declaration of policies and standard procedures in developing, funding and implementing programs, projects and services for indigenous peoples".

Adopting the IPPF within the context of the Pantawid Pamilya Pilipino Program, a special project under the Department of Social Welfare and Development, entails more challenge in reviewing and reforming program policies which would work in favor of the indigenous people entirely. It can be seen that while the State attempts to implement development projects, there are difficulties on the part of the IP communities because they are still governed by their own indigenous institutions and they struggle to preserve their customary laws and traditions. The September 2012 Mid Term Review of the SWDRP observed that while the CCT Program may have been successful in reaching the IPs, outward feeling of dissatisfaction on the program implementation remains.

Some indigenous people who have joined and experienced the Pantawid Pamilya program saw the advantage of membership. However, for many other indigenous peoples, they have had difficulties complying with the program conditions making it difficult for them to appreciate it. This may be because of program policies that may run in conflict with their customs and traditions.

To provide for a meaningful participation in the program, the Pantawid Pamilya Pilipino Program conceptualized the Conditional Cash Transfer for the IPs, which is more culturally responsive in improving IPs' access to basic social services such as health, nutrition and sanitation, and to formal and non-formal education. This shall be distinct from the existing Pantawid Pamilya program that is presently being provided since indigenous peoples are involved in identifying, formulating, and planning developmental strategies to be employed before the approval and implementation of the program. It works within the policy context of the IPRA and the three main goals articulated in the IPPF: (1) Empowerment of the IP; (2) Promotion of the IP rights; and (3) Protection from any unavoidable adverse effects caused by the development process. Central to the advancement of IP rights, the CCT for IPs shall serve as a social protection intervention helping the indigenous people identify their own development needs while investing in human capital to break the intergenerational transmission of poverty.

## II. Legal Bases

1. **Administrative Order No. 16- Guidelines on the Implementation of Pantawid Pamilyang Pilipino Program (4Ps)**- The Pantawid Pamilya is a poverty reduction strategy that provides cash grant to extreme poor households to address their immediate consumption needs, while the conditionalities are focused on building human capital and thus break the intergenerational cycle of poverty.
2. **Indigenous Peoples' Rights Act of 1997 (IPRA) or Republic Act 8371**- The IPRA is an expression of the principle of *parens patriae* and that the State has the responsibility to "guarantee the realization of the rights of the indigenous people, taking into consideration their customs, traditions, values, belief interests and institutions, and to adopt and implement measures to protect their rights to their ancestral domain."
3. **Memorandum Circular No. 1 Series of 2009- Indigenous Peoples Participation Framework**- The IIPF provides for the strategies to be adopted by the DSWD in developing, funding, implementing programs, projects and services for indigenous peoples as part of the social welfare and development agenda to ensure full and meaningful participation of IPs.

## III. Definition of Terms

- a. **IPs**- refer to a group of people or homogenous societies identified by self ascription and ascription by others, who have continuously lived as organized community on community bounded and defined territory, and who have, under claims of ownership since time immemorial, occupied, possessed and utilized such territories, sharing common bonds of language, customs, traditions and other distinctive cultural traits, or who have, through resistance to political, social, cultural inroads of colonization, non-indigenous religions and cultures, became historically differentiated from the majority of Filipinos.<sup>1</sup>
- b. **Itinerant IPs**- refer to indigenous peoples who retain some or all of their own social, economic, cultural and political institutions, but who may have been displaced from their traditional domains or who may have resettled outside their ancestral domains.<sup>2</sup>

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<sup>1</sup> Congress of the Philippines. "An Act to Recognize, Protect and Promote the Rights of Indigenous Cultural Communities/ Indigenous Peoples, Creating a National Commission on Indigenous Peoples, Establishing Implementing Mechanisms, Appropriating Funds Therefor, and for Other Purposes." Republic Act 8371 of 1997, Senate and House of Representatives, Tenth Congress, Third Regular Session. [www.ncip.gov.ph](http://www.ncip.gov.ph). Retrieved on March 12, 2014

<sup>2</sup> Ibid.

- c. **Geographically Isolated and Disadvantaged Areas (GIDA)**- refer to communities with marginalized population physically and socio-economically separated from the mainstream society and characterized by physical factors (isolated due to distance, weather conditions and transportation difficulties- island, upland, lowland, landlocked, hard to reach and unserved/ underserved communities) and socio-economic factors (high poverty incidence, presence of vulnerable sector, communities in or recovering from situation of crisis or armed conflict).<sup>3</sup>
- d. **Community organizing**- is the method and process of building and strengthening people's participation in all levels of the society and organizing them to develop their capacity as a community to take action on their immediate and long-term needs.
- e. **Social preparation**- is the conduct of preliminary social analysis of the community where organizers engage in institution preparations, area selection, and social investigation/integration.

#### IV. Objectives of the Guidelines

These guidelines are being issued to provide overall guidance and uniform directions in conducting the social preparation for the Implementation of the Conditional Cash Transfer for Indigenous Peoples. It also outlines the expected results of the social preparation phase, as well as, the procedures and concrete steps to produce these results. The intended users of these guidelines are the DSWD Supervisors and staff at NPMO and Regional Field Offices, Community Facilitators and Civil Society Organization partners.

More specifically, the guidelines aim to achieve the following objectives:

- a. To initiate and integrate within the indigenous structure social preparation activities and other major steps in community organizing as entry point for the implementation of the CCT for IP in GIDAs.
- b. To create and operationalize a programming process that engages the full and meaningful participation of beneficiary IP households in the context of their indigenous cultural communities

#### V. Description

The Conditional Cash Transfer for Indigenous Peoples Program will provide equal opportunities to indigenous cultural communities in GIDAs in accessing the services and benefits of the Pantawid Familyang Pilipino Program. The program is founded on full recognition of the participation rights of IPs to ensure the quality of services that are responsive and appropriate to the needs and desires of these communities. The

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<sup>3</sup> Bureau of Local Health Development. Department of Health. [www.doh.gov.ph](http://www.doh.gov.ph). Retrieved on March 12, 2013.

strategy is Conditional Cash Transfer but with modifications in terms of processes in targeting, conditionalities, package of benefits, interventions and modes of implementation. The program, therefore, will regard the IP communities not just as mere passive recipients or beneficiaries but as active partners in development.

The CCT for IP will employ holistic approach of community development to achieve empowerment so that the basic services delivered can be a mechanism to sustain cultural integrity. The initial step in community organizing is the social preparation activities. Thus, to utilize the maximum participation of the Indigenous People, this social preparation guidelines are issued for the Field Offices and other key players to prepare the target communities in the implementation of the program.

## **VI. Target Areas and Households**

The selection of pilot IP communities in geographically isolated and disadvantaged areas (GIDA) and other relevant areas for the implementation of the program shall be facilitated by the DSWD Regional Field Offices in consultation with Tribal Leaders, Local Government Units and Civil Society Organizations. The following are the criteria in the selection of target areas:

1. Indigenous people in GIDA particularly those with:
  - no or limited opportunities for development
  - no or limited access to social services particularly health and education
  - no access road or hard to reach areas.
  - areas inflicted by armed conflict
  - Low food security
2. Itinerant Indigenous Peoples, such as, but not limited to, the Badjaos;
3. Indigenous peoples living outside or inside their ancestral domains particularly those with no or limited access to social services
4. IP families with children aged 0-18 (we cannot cover yet beyond the 18 YO) years old and/or with pregnant member of the family at the time of selection.

## **VII. Social Preparation Activities**

The social preparation phase shall be conducted for a period of three to six months depending on the area to be covered and the accomplishment of the targeted outputs. The National Program Management Office is expecting the concerned DSWD Regional Field Offices to achieve the following deliverables within the prescribed period of time.

**A. Key Result Area 1: A Civil Society Organization (CSO) has been selected and engaged by DSWD as partner in social preparation.**

As part of the community organizing strategy for implementing the CCT for IPs, the CSO will undertake the social preparation stage. In areas where there are no qualified CSO, the DSWD Field Offices will engage the existing staff or hire new ones to serve as community facilitators tasks to conduct the social preparation activities.

In the selection of CSOs, the DSWD Regional Field Offices shall identify those who are directly serving IP communities; or are closely familiar with the culture, traditional customs and practices, and social organization of IP communities; and with expertise and track record in community organizing or community development. Under the CSO-run mode of implementation, provisions on partnership shall follow the general procedures stipulated in the Revised Guidelines for CSO Partnership.

**Key Strategies/Activities:**

1. **Signing of Memorandum of Agreement** - Based on the Revised Guidelines for CSO Partnership, a MOA between DSWD and prospective CSO shall be signed prior to the conduct of community entry and validation.
2. **Hiring of Community Facilitators** - In the absence of a qualified CSO, DSWD will hire community facilitators who may not necessarily be a social worker by profession but a graduate of allied courses. He/she, however, must have intensive experience working with IPs. Considering the cultural sensitivities required in dealing with the IP communities, the Community Facilitators are expected to demonstrate openness and willingness to critically integrate with the cultural nuances of the IP communities.
3. **Orientation and coordination with Local Government Unit and Inter- Agency Representatives at all levels.** This will involve a series of coordination meetings with the Local Chief Executives, Local legislators and other partner agencies at all levels to orient them on the CCT Program for IPs. The meetings will clarify their respective roles and responsibilities in the implementation of the program and highlight the need for inter-agency collaboration and partnership to ensure the IP's full access to basic services.

**B. Key Result Area 2: IP communities demonstrate full understanding of the CCT- IP program with community-wide acceptance and support.**

In recognition of the IP's participatory rights enshrined in the Indigenous People's Rights Act (IPRA) and working within the purview of DSWD's Indigenous People's Participation Framework, the program will endeavor to seek the acceptance of and full support to the program. It is therefore important for DSWD to work within the existing structures, cultural traditions and social systems of the IPs; and for the community leaders and residents to fully understand the program. This process is undertaken to establish a genuine partnership between the program and the IPs in

improving the quality of life of children, women and the community as a whole through self-empowerment.

**Key Strategies/Activities:**

1. **Entry into the community and initial integration** – Based on their experience, creativity, existing network or contacts and on the peculiarities of IP communities, the CSO is given liberty to choose an appropriate *entry point* to “penetrate” and integrate with the IP communities. This process will involve immersion and integration into the rhythm and tempo of life of the community.
2. **Orientation of tribal leaders** and other community leaders – This will involve the CSO’s *legwork* and *ground working activities* in preparing an initial contact between DSWD and the tribal leaders and other IP community leaders to orient them on the CCT for IP Program. In community organizing parlance, they may form what is referred to as the “core group”. This initial contact will include discussions on the CCT processes, systems and activities and clarification of expectation from both parties.
3. **Continuous Integration and profiling of (potential representative beneficiaries) IP Partner families-** This will involve establishing partnership with IP community members and getting acquainted with their communal practices and traditions in close coordination with and guidance from IP tribal leaders.. This will include profiling of potential representative beneficiaries, specifically IP families selected by the community having children who are in-school or out-of- school; those who appear to be suffering from acute malnutrition; and women who are pregnant and lactating.
4. **Social Investigation which includes supply side assessment** - This is to secure initial findings in the community and maintain an adequate factual basis that is material, relevant and pertinent for sound planning in the IP community. Activities to be undertaken may include the following:
  - **Supply side assessment** - Supply side assessment shall be conducted to determine not only the availability and utilization of education and health facilities in the target areas prior to the implementation of CCT for IP but also to ensure the readiness of the tribal leaders and other IP structures, city/municipal local government to take part in the services delivery. These include the delivery of substitute services such Alternative Learning System, Alternative Delivery Modes (e.g. mobile classroom) and other special measures for the improvement of IPs social conditions and economic activities without compromising their customs, traditions, values, beliefs, interests and socio-political institutions.
  - **Rapid situational analysis** – a need to identify the IP family’s needs and difficulties in life; the problem scoring; the services provided by the institution in the area ( if any) and the scoring of that services at the point of view of the IPs.

- **Mobility assessment-** shows the motion of the IP within and outside the IP community. This assessment will determine the places where they visit and the reasons for visiting an area (e.g. cultivators- to sell their products, buy supplies, collecting food from common property resources, etc.)
- **Capital assessment-** speaks with the IP natural resources capital, economic capital, social capital and political capital, eg. peace and order situation in the area.

**C. Key Result Area 3: (Beneficiaries) Partner Families identified and IP community gained understanding through Community Learning Activities (CLA)**

While conducting the social preparation activities, the CSO or community facilitators, as the case may be, are expected to have come up with a list of prospective representative beneficiaries selected by the IP community members in accordance with the agreed criteria by the end of the third month. With respect to the communal worldview of the IPs and in recognition of the universality aspect of the Convention on the Rights of the Child, the selection process will include all children and all pregnant and lactating mothers in the community. All identified representative beneficiaries who agreed to participate in the program must attend the series of organizational meetings which include the assessment on mobility, capital assessment, etc.; and must attend in the Community Learning Activities.

**Key Strategies/Activities:**

1. The conduct of community learning activities, otherwise known as Family Development Session in the regular CCT, shall be the main conditions in providing cash grants for the three to six months social preparation activities.
2. Community learning activities shall include IP sensitive modules integrating IKSP whenever appropriate in every topic (i.e agriculture, child and maternal health care, etc.) or by providing a guide questions that would lead in understanding their cultural practices and it may serve as input in strengthening the program implementation. The sessions shall be conducted twice a month under the social preparation activities only. The conditions after six months of social preparation will depend on the guidelines to be prepared by the IP unit.
3. Delivery of cash grant of Php 500.00 per month for the first 6 months of social preparation based on compliance with the Community Learning Activities and attendance in organizational meetings. The mode of delivery of cash grant will be based on agreed terms. The scheme should be the result of a series of consultations with tribal leaders and program beneficiaries according to customary laws and practices and in recognition of the peculiarities of IP communities.

**VIII. Strategy and Scheme of Implementation**

The MCCT shall employ community organizing as a strategy for implementing the program. This scheme shall either be in partnership with a CSO or shall be carried out by the DSWD Field Offices in areas where there are no qualified Civil Society Organizations to handle the MCCT for IPs.

Under the CSO Run mode of implementation, provisions on partnership shall follow the general procedures stipulated in the revised guidelines for MCCT.

Submitted by:

  
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