

**MEMORANDUM CIRCULAR**

**NO.:** 18  
**Series of 2019**

**SUBJECT : IMPLEMENTING GUIDELINES IN THE PROVISION OF THE SOCIO-ECONOMIC PROGRAMS FOR NORMALIZATION FOR THE DECOMMISSIONED COMBATANTS (DC) OF THE MORO ISLAMIC LIBERATION FRONT (MILF) UNDER THE COMPREHENSIVE AGREEMENT ON THE BANGSAMORO (CAB)**

**I. RATIONALE:**

The Government of the Philippines (GoP) and the Moro Islamic Liberation Front (MILF) signed the Comprehensive Agreement on the Bangsamoro (CAB) on 27 March 2014 in pursuit of the attainment of just and lasting peace and development in the Bangsamoro.

The Department of Social Welfare and Development (DSWD) recognizes the importance in implementing the CAB and further recognizes the CABs Annex on Normalization signed on 25 January 2014, which provides for a process to ensure human security in the Bangsamoro and enable the communities to achieve their desired quality of life through the pursuit of sustainable livelihood and political participation within a peaceful and deliberative society.

To carry out the implementation of the components of CAB, President Rodrigo Roa-Duterte signed Executive Order 79 on April 24, 2019 creating the Inter-Cabinet Cluster Mechanism on Normalization (ICCMN) and mandating thereof all concerned National Government Agencies (NGAs) such as DSWD which is one of the NGAs responsible to deliver the socio-economic programs for the Decommissioned Combatants (DCs).

The provision of the Department's socio-economic programs to the DCs through the Bangsamoro Transitory Family Support Package (BTFSP) and the Livelihood Settlement Grants (LSG) will enable them and their families to be mainstreamed in their respective communities where they are capable of re-starting normal lives.

**II. LEGAL BASES:**

- 1. Comprehensive Agreement on the Bangsamoro (CAB)** signed on 27 March 2014 by the Government of the Philippines and the Moro Islamic Liberation Front (MILF) which provided a negotiated political settlement for the attainment of a just and lasting peace and development in the Bangsamoro;

2. **Annex on Normalization** signed on 25 January 2014 which provides for a process to ensure human security in the Bangsamoro and enable the communities to achieve their desired quality of life through the pursuit of sustainable livelihood and political participation within a peaceful and deliberative society;
3. **Executive Order No. 79 of 2019** (Implementing the Annex on Normalization under the CAB) signed by President Rodrigo Roa Duterte on April 24, 2019 which requires for the implementation of normalization programs that covers the aspect of security, socio-economic development, sustainable livelihood, political participation, confidence building, and transitional justice and reconciliation; and,
4. **Memorandum of Agreement (MOA)** signed between the DSWD and the Office of the Presidential Adviser on the Peace Process (MOA) on 09 August 2019 for the implementation of the socio-economic programs for normalization on the Bangsamoro,

### III. PROJECT DESCRIPTIONS:

The socio-economic programs for normalization for the DCs of the MILF is the DSWD's contribution to the Government of the Philippine's efforts in attaining the peace and development gains under CAB.

These socio-economic programs are designed to assist and empower the DCs and their families towards normalization. The components are:

#### A. Bangsamoro Transitory Family Support Package (BTFSP)

1. The **Bangsamoro Transitory Family Support Package (BTFSP)** is a one-time outright cash assistance to be provided in tranches to the MILF combatants upon their decommissioning and within their settling and transitioning phase towards normalization. This intervention utilizes the Emergency Cash Transfer (ECT) strategy designed to address the need for food and non-food items (NFIs) and other necessary basic support of the DCs and their families; and,
2. The BTFSP institutes an unconditional service intervention providing the DCs with the flexibility to choose from among their priority needs for food and NFIs, shelter, livelihood, special needs of the vulnerable family members with prime consideration on their socio-cultural background.

## B. Livelihood Settlement Grants (LSG)

1. The **Livelihood Settlement Grants (LSG)** is a one-time outright cash grant that supports the livelihoods or economic activities of the DCs during their normalization phase; and,
2. The LSG can be used as a seed capital to start-up micro-enterprises for identified new, feasible and viable micro-enterprises and/or seed capital for the purchase of inputs or starter kits for the identified livelihoods.

## IV. DEFINITION OF TERMS:

1. **Assembly and Processing Area (APA)** – designated strategic location for the decommissioning, biometrics profiling and distribution of the immediate socio-economic programs for the DCs;
2. **Decommissioned Combatant (DC)** - refers to a member of the MILF that has been profiled, assessed and decommissioned by the IDB and has been issued by the same with a signed document that serves as a proof of being a decommissioned combatant.
3. **Independent Decommissioning Body (IDB)**- is the body under CAB tasked to undertake the decommissioning of the MILF combatants and weapons. The IDB shall conduct verification, registration, validation and inventory of weapons and forces of the MILF.
4. **Joint Normalization Committee (JNC)** – a Philippine government and MILF-formed organization tasked to coordinate the different normalization processes and mechanisms under CAB.
5. **Normalization** – is the process through which communities affected by armed conflict in Mindanao can return to peaceful life and pursue sustainable livelihoods, free from fear of violence and crime. It involves the transition of the MILF's combatants to a peaceful civilian life, which includes putting their weapons beyond use. It also involves the redress of unresolved legitimate, grievances and the rehabilitation of conflict-affected areas.
6. **Task Force for the Decommissioned Combatants and their Communities (TFDCC)** – a joint Government of the Philippines and MILF organization tasked to undertake all efforts related to socio-economic and development programs for MILF combatants and their communities.

## V. OBJECTIVES

This guideline intends to provide the mechanisms of the following to ensure proper management of the releasing and monitoring of DSWD's socio-economic programs for the DCs of MILF:

1. Provide the eligibility requirements to qualify for the socio-economic programs of DSWD;
2. Determine the documentary requirements to access the grants;
3. Set the cost parameter, scope and coverage of the socio-economic programs of DSWD; and,
4. Specify the institutional arrangement among key stakeholders.

## VI. SCOPE AND COVERAGE

### A. Eligible Grant Recipient

The only eligible individual to receive the BTFSP and the LSG grants are the MILF combatants who have been decommissioned by the IDB through its mechanism issued with the corresponding identification card.

These include the 145 combatants who were decommissioned on 16 June 2015 at the Old Maguindanao Provincial Capitol, Brgy. Simuay, Sultan Kudarat Maguindanao.

### B. Cost Parameter

Each DC shall receive a one-time cash support in the amount of One Hundred Thousand Pesos (P100,000.00) which may be given in full or in tranches dependent on the recommendation of the TFDCC.

1. **Bangsamoro Transitory Family Support Package (BTFSP)- Eighty Thousand Pesos (P80,000.00).** The BTFSP can be used to support the needs of the DC and his/her family such as but not limited to the following and sets no conditionalities in the release of the assistance either in tranche or full amount.
  - a. Food support;
  - b. Non-food support such as hygiene kits, family kits, kitchen kits, sleeping kits; and shelter kits; and,
  - c. Special and/or various needs of the vulnerable family members e.g. children, older persons, persons with disabilities (PWDs).
2. **Livelihood Settlement Grant (LSG)- Twenty Thousand Pesos (P20,000.00)** which can be used for the following:

- a. Purchase of inputs, tools, materials, equipment that are needed for the existing or development of new microenterprise/s;
- b. Purchase of materials for the construction of a makeshift facility/ies or any physical assets that are useful for the micro-enterprise/s; and,
- c. Expenses for identified trainings/seminars/workshops that is/are useful for the management of the microenterprise/s.

**C. Fund Source**

The BTFSP and LSG project implementation shall be charged against the fund support from OPAPP covered under the MOA signed on 09 August 2019.

**D. Mode of Releasing**

The BTFSP and LSG shall be directly released to each DC in cash or in check through the DSWD-FOs' Special Disbursing Officers (SDOs) subject to applicable existing government and auditing laws, rules and regulations.

**E. Implementation Period**

The project timeline shall be for a three (3)-year period commencing this year until such all MILF combatants shall be decommissioned consistent with the applicable provisions under the CAB.

**VII. IMPLEMENTATION MECHANISMS:**

**A. Identification of Decommissioned Combatants (DCs)**

1. Under the CAB, the IDB shall be the responsible organization tasked to determine and process the decommissioning of MILF combatants;
2. Each DC shall be issued by the IDB with an identification card or decommissioning certificate as proof that the MILF combatant has been decommissioned;
3. The DSWD shall undertake the biometrics profiling of the DCs to generate among others the socio-economic information of the DC as basis for the assessment and service intervention by the DSWD, other NGAs and stakeholders which may provide;
4. A DC Identification Card shall be issued by the TFDCC upon completion of the biometrics profiling. The same shall serve as the identifying information for use of the DC to access all government services and interventions;
5. The management of the identity and information of the DCs under the biometrics system shall be under the jurisdiction of the DSWD-FOs and shall be in compliance to Republic Act 10173 (Data Privacy Act of 2012) and the applicable provisions under CAB.

**B. Identification of Schedule and Areas of Distribution**

1. Under the CAB, the TFDCS through OPAPP shall endorse to the DSWD the detailed distribution plan for the socio-economic programs which shall include the target number of DCs per date and APA; and,
2. The DSWD may negotiate with OPAPP a change on the distribution schedule primarily based on financial concerns subject for approval.

### **C. Grant Releasing Process and Procedures**

1. The DSWD in collaboration with OPAPP shall establish a process on how the grants will be released to the DCs;
2. The DSWD is expected to institute its own internal process to ensure that it is compliant to existing accounting and auditing laws, rules, regulations procedures and it safeguards its manpower and the integrity of the Department. At the minimum, the following items should be observed:
  - a. All DCs shall present the ID issued by the TFDCS as proof of having undergone the biometrics profiling;
  - b. All DCs shall undergo the biometrics profiling to generate their socio-economic information as a conditionality to access the socio-economic programs of the government;
  - c. All DCs shall undergo a re-engagement process to further generate a detailed socio-economic information which are essential for the provision of further interventions such as livelihood, education, etc.;
  - d. Actual grant releasing:
    - i. The DC is the only one allowed to receive the grants.
    - ii. In extreme emergency cases such as sickness, the spouse or a child of legal age of the DC, as included on the biometrics profile, may claim the BTFSP and LSG. For this case the representative of the DC should present at least one (1) valid ID, a certification or authority from the DC allowing his/her representative to claim the BTFSP and LSG and the ID of the DC issued by the TFDCS;
    - iii. In case of death of the DC, his/her spouse or child of legal age, as registered on the biometrics profile, may claim the BTFSP and LSG. For this case the family member claimant should present the ID issued by the TFDCS and a Certification from the JNC through the TFDCS attesting the passing of the DC; and,
    - iv. In case of two (2) or more claimants for a deceased DC (spouse or children), the TFDCS shall assess and officially endorse to the DSWD-the authorized claimant to receive the cash assistance.
  - e. Post grant releasing activities by the DSWD-FOs to include grant utilization monitoring and livelihood project implementation monitoring.
    - i. The DSWD through the Sustainable Livelihood Program (SLP) Project Development Officers (PDO) or any designated DSWD staff of the concerned DSWD-Field Office shall conduct the grant utilization monitoring at least within one (1) month after the complete release of all the grants and shall provide continuous technical assistance to the DCs for the implementation of their livelihood projects; and,

- ii. The process shall be formulated by DRMB and SLP-NPMO subject for cascading and compliance by all concerned implementing DSWD-Field Offices. However, changes on the grant releasing process may be undertaken, if needed.

#### **D. Grievance and Redress Management**

1. The DSWD-FOs shall set-up a Grievance and Redress Management Desk in each grant releasing activity to address areas of concerns pertaining to delivery of the DSWD socio-economic programs and its other basic statutory services which can be accessed by the DCs.

#### **E. Reporting, Monitoring and Evaluation**

1. The DSWD-Central Office through the DRMB shall provide reports to the OPAPP and other concerned offices within and outside the DSWD highlighting the result of each grant releasing activity and other conducted activities;
2. Submission of reports shall be based on mutually agreed indicators, formats and timeline set by the DSWD and OPAPP as inputs to the whole initiatives of the government;
3. The DRMB, PMB, SLP-NPMO, SMS, PDPB and FMS of DSWD-Central Office and DSWD-Field Offices IX, X, XI, XII and MSS-BARMM shall conduct a monitoring on the utilization of the grants provided to the DCs during the re-engagement period or whenever necessary at the community level when security permits access;
4. The purpose of the monitoring is to determine the impact of the assistance to the DCs and their families as part of their normalization process and for the DSWD to assess their programs on this context and can be a reference for program enhancement or development;
5. Project assessment meetings and evaluation workshop shall be undertaken as platforms for the continuing review, enhancement, knowledge management on the project implementation.; and,
6. The monitoring and evaluation indicators shall be harmonized and/or in compliance to the DSWD Harmonized Planning, Monitoring and Evaluation System (HPMES).

### **VIII. INSTITUTIONAL ARRANGEMENTS:**

Engagement of the DSWD-Central and Field Offices shall be anchored on its inherent functions, as mandated with the following salient tasks and responsibilities:

#### **A. DSWD Central Office**

##### **1. Office of the Secretary**

- a. Acts as Permanent Representative to the Inter-Cabinet Cluster Mechanism on Normalization (ICCMN) under Executive Order No. 79;
- b. Provides necessary guidance to all concerned DSWD Offices, Bureaus, Services and Units (OBSUs) in the entire project management cycle;

- c. Approves the downloading of funds to the DSWD-FOs with amount consistent with the delegated authority;
- d. Issues internal policies through Memorandum Circulars, Policy Memorandum, Guidance Notes and among others, related to the implementation of DSWD's socio-economic programs for the DCs of MILF, as recommended by the Undersecretary of the Disaster Response Management Group; and,
- e. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**2. Office of the Undersecretary, Disaster Response Management Group (DRMG)**

- a. Acts as the 1<sup>st</sup> Alternate Representative of the DSWD Secretary in the ICCMN under Executive Order No. 79;
- b. Approves the downloading of funds to the DSWD-FOs with amount consistent with the delegated authority;
- c. Coordinate and collaborate with the Office of the Undersecretary for Inclusive Peace and Development for necessary guidance in the management of the entire project cycle;
- d. Provides guidance to all DSWD CO OBSUs in the entire project management;
- e. Recommends necessary policy guidelines to address implementation gaps to the DSWD Secretary for the latter's approval, if necessary;
- f. Issues guidance on the reporting and monitoring of activities and outputs and other guidance notes that do not necessarily require the approval and signature of the DSWD Secretary; and,
- g. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**3. Office of the Undersecretary, Inclusive Peace and Development**

- a. Acts as the 2<sup>nd</sup> Alternate Representative of the DSWD Secretary in the ICCMN under Executive Order No. 79;
- b. Coordinate and collaborate with the Office of the Undersecretary for DRMG for necessary guidance in the management of the entire project cycle;
- c. Provides guidance to all DSWD-CO OBSUs in the entire project management;
- d. Recommends necessary policy guidelines to address implementation gaps to the DSWD Secretary for the latter's approval, if necessary;
- e. Issues guidance on the reporting and monitoring of activities and outputs and other guidance notes that do not necessarily require the approval and signature of the DSWD Secretary; and,
- f. Attends to meetings, workshops, project evaluation and other related activities relative to the project implementation.



**4. Disaster Response Management Bureau (DRMB)**

- a. Acts as the lead DSWD-Central Office OBSU in the preparation, actual releasing and post releasing activities;
- b. Creates a National Project Management Team (NMPT) to spearhead the BTFSP and LSG project implementation and to provide policy directions, coordinate and integrate further interventions of other OBSUs of the Department as anchored under EO 79;
- c. Formulates a Work and Financial Plan (WFP) in consultation with concerned DSWD-Central and Field Offices for the project implementation;
- d. Recommends the release of funds to the DSWD-FOs subject for approval by the DRMG Undersecretary or Secretary within the amount consistent with the delegated authority;
- e. Coordinates with the Finance Management Service (FMS) of DSWD Central Office for all finance-related matters that concern the releasing of BTFSP and LSG;
- f. Collaborates with OPAPP for all concerns related to the use of BTFSP and LSG as a socio-economic package;
- g. Conducts field monitoring activities to determine areas of convergence for effective and efficient project implementation;
- h. Coordinates with the Office of the Secretary and concerned members of the DSWD-ExeCom and ManCom for their participation before and during grant releasing activities;
- i. Analyzes and submits reports to the DSWD Management and other stakeholders;
- j. Continuously collaborates with other stakeholders particular with other NGAs that are providing socio-economic programs for the DCs; and,
- k. Spearheads in the conduct of meetings, workshops, project evaluation and other related activities relative to the project implementation.

**5. Sustainable Livelihood Program-National Program Management Office (SLP-NPMO)**

- a. Coordinates with DRMB, being the lead office for the implementation of socio-economic programs for the DCs, in the entire implementation of the provision of LSG to the eligible DCs;
- b. Provides technical assistance to all concerned DSWD-Field Offices particularly in the management of the releasing of LSG and all other post-releasing activities; and,
- c. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**6. Program Management Bureau (PMB)**

- a. Provides technical assistance to the DSWD-Field Offices in the hiring of personnel for the case management of DCs;
- b. Recommends appropriate case management strategies for the DCs;
- c. Conducts capacity building activities for personnel engaged in the case management of DCs; and,

- d. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**7. Policy Development and Planning Bureau (PDPB)**

- a. Provides technical assistance to DRMB and SLP-NPMO in the development of a monitoring and evaluation mechanism, result framework, monitoring and evaluation plan;
- b. Ensures the integration of targets and accomplishments in the Harmonized Planning, Monitoring and Evaluation System (HPMES) forms and assessment reports; and,
- c. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**8. Finance and Management Service (FMS)**

- a. Assists DRMB and facilitate the request for sub-allotment and transfer of funds to the DSWD-FOs;
- b. Spearheads in the liquidation of funds with the OPAPP as funding agency; and,
- c. Attends meetings, workshops, project evaluation and other related activities relative to the project implementation.

**9. Social Marketing Service (SMS)**

- a. Develop an initial publicity plan for the project implementation in 2019-2020.;
- b. Provides technical assistance to the DRMB information officers and our counterparts in the concerned field offices. The SMS shall review and approve the press release to be drafted by the DRMB IOs and repackaging the stories from the FOs; and,
- c. Attends meetings, workshops and other related activities relative to the project implementation.

**B. DSWD-Field Offices (FOs) IX, X, XI and XII**

1. Act as direct project implementers in close coordination with all concerned DSWD-OBSUs at the DSWD-Central Office and other stakeholders within the region;
2. The project management for the Provinces of Basilan, Sulu and Tawi-tawi shall be under DSWD-FO IX and the Provinces of Lanao del Sur AND Maguindanao for DSWD-FO XII subject for turnover to the Ministry of Social Services (MSS) of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) whenever possible and authorized;
3. Create a Regional Project Management Team (RPMT) to spearhead the BTFSP and LSG project implementation at the regional level to include further interventions as anchored under EO 79. The project management for the Provinces of Basilan, Sulu and Tawi-tawi shall be under DSWD-FO IX and the Provinces of Lanao del Sur and Maguindanao under DSWD-FO XII subject for turnover to the MSS-BARMM, whenever possible and authorized;

4. Identify SDOs for the disbursement of grants;
5. Facilitate the release of funds to Special Disbursing Officers (SDOs) and monitor compliance to liquidation of cash advances following COA rules and regulations;
6. Coordinates with other NGAs and other stakeholders for a harmonious project implementation;
7. Conduct regular monitoring in all phases of the project implementation;
8. Ensure judicious management of funds;
9. Formulate and implement a localized communication plan for the project management;
10. Consolidate and submits monthly reports and other reports as requested on the status of the project implementation to DSWD Central Office and other bodies;
11. Capacitate and collaborate with MSS-BARRM for DSWD-FOs IX and XII for the project implementation in the Provinces of Basilan, Lanao del Sur, Maguindanao, Sulu and Tawi-tawi;
12. Tap services from various agencies of government and private sector/CSOs as necessary to accompany the livelihood enterprise development and provide business development, whenever necessary; and,
13. Attend meetings, workshops, project evaluation and other related activities relative to the project implementation.

**IX. EFFECTIVITY:**

This Memorandum Circular shall take effect immediately and shall be circulated to all DSWD-Central and Field Offices.

Issued in Quezon City this 3rd day of September 2019.



**ROLANDO JOSELITO D. BAUTISTA**  
Secretary

fn:Guidelines,Socio.Econ@9.02.2019  
R.JDB/FCB/RME/ACG/rem/tcm

Certified True Copy:



**MYRNA H. REYES**  
OIC-Division Chief  
Records and Archives Mgt. Division