





# SOCIAL PROTECTION HANDBOOK

A Guide for Philippine Localities



MITIGATING  
RISKS



PLANNING  
RESPONSES



DELIVERING  
EFFECTIVELY

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MAINSTREAMING SOCIAL PROTECTION IN  
LOCAL DEVELOPMENT PLANNING  
FOR IMPLEMENTERS



# SOCIAL PROTECTION HANDBOOK

A Guide for Philippine Localities

## Key Concepts

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# MESSAGE OF THE SECRETARY

Social protection is a priority of the Aquino administration. This is reflected in the overall goal of the 2011-2016 Philippine Development Plan to achieve inclusive growth and equitable access to quality basic social services by the poor and the vulnerable.

In Chapter 8 of the Plan, it explicitly states that the social protection sector shall ensure the empowerment and protection of the poor, vulnerable, and disadvantaged individuals from all types of risks. Following this, the Sub-Committee on Social Protection under the National Economic Development Authority Social Development Committee formulated an operational framework and strategy that is directly linked to and placed within the overall inclusive development goals and overall poverty strategy of the country.

In order to concretize this framework, this Social Protection Handbook (SP Handbook) was developed to serve as the primary reference of local government units (LGUs), civil society organizations, and government agencies in implementing social protection programs and projects.

This handbook is designed to be broad enough to provide policymakers the opportunity to consider their particular and unique development contexts, so that they can exercise their creativity as they expand efforts to cushion the various shocks faced by their constituents.

It is our hope that this handbook proves to be a useful tool for providing a social protection lens in the regular course of planning, budgeting, implementing, monitoring and evaluating inclusive interventions for the underprivileged.

The Department of Social Welfare and Development is pleased to lead in the crafting of the SP Handbook. We remain fully committed in assisting LGUs, particularly the local chief executives and the program implementers as its core users, in mainstreaming social protection in local development planning.



CORAZON JULIANO-SOLIMAN

Secretary

Department of Social Welfare and Development



# FOREWORD

The Department of Social Welfare and Development (DSWD) together with the Sub-Committee on Social Protection (SCSP) under the National Economic Development Authority (NEDA) Social Development Committee is privileged to share with you the Social Protection (SP) Handbook that underscores the commitment of the Department to its Reform Agenda to be a leader in social protection.

This handbook is an attempt to harmonize efforts for effective and efficient implementation of social protection programs particularly focused at the local levels.

It is expected to strengthen the existing mechanisms for coordination at the different levels of governance and incorporate social protection as a key strategy down to the municipal/barangay levels and re-orient local governments and partner-civil society organizations on its uses.

The handbook which consists of two sets, one for Local Chief Executives (LCEs) and one for Local Implementers, provides the concepts and the how to's of planning, implementing, monitoring and evaluating social protection interventions.

A partner-document of this handbook is the Social Protection Vulnerability Adaptation Manual (SP VAM) to be used in assessing the risks and vulnerabilities in the locality.

In preparation for the widespread dissemination and utilization of the SP Handbook by LGUs, the Department shall continue to provide technical assistance in undertaking social protection advocacy, planning, implementation, monitoring, and evaluation at the local level.

With the Handbook, we look forward to mainstreaming social protection programs and interventions at the local level that would reduce people's vulnerabilities and get them out of poverty.

*Florita R. Villar*

**FLORITA R. VILLAR**

Undersecretary for Policy and Plans, DSWD  
and Chairperson, Sub-Committee on Social Protection

# ACKNOWLEDGEMENT

The Department recognizes the importance of a Handbook in the development and implementation of appropriate and relevant social protection policies, programs and projects.

Thus, the crafting of this Social Protection (SP) Handbook has been a very inspiring undertaking for the Department, as well as for the National Economic Development Authority (NEDA) Social Development Council Sub-Committee on Social Protection (NEDA SDC-SCSP).

Producing the SP Handbook was a collective effort and it is with gratitude that we recognize the people who have been instrumental in successfully shepherding its development and completion.

Foremost is former DSWD Undersecretary Alicia R. Bala and now Deputy Secretary-General of the Association of South East Asian Nations (ASEAN) Socio-cultural Community. Her vision and leadership as erstwhile Chair of the Sub-Committee on Social Protection provided the encouragement and motivation when the Handbook was being conceived.

The Social Development Staff of NEDA also served a crucial role through their incessant support and guidance in ensuring that the Handbook aids local development planning processes.

More importantly, we acknowledge the enthusiastic participation of members of civil society organizations, local government units, and officials and staff of national line agencies and field offices across the country who shared their knowledge, experiences, and time to make this Handbook useable and relevant.

We also wish to thank the members of the Sub-Committee on Social Protection under the NEDA Social Development Committee, who provided valuable contributions and feedback on the contents of the Handbook.

Last but not least, we owe the completion of this Handbook to the creativity, persistence, and patience of the project consultant, Dr. Alvin P. Ang, and his team members at the University of Sto. Tomas. Their input will truly make this Handbook more responsive to the needs of its main users - the LGUs and CSOs.

  
**GEMMA B. GABUYA**  
Director IV  
Policy Development and Planning Bureau

# ACRONYMS

4Ps	Pantawid Pamilya Pilipino Program
ADB	Asian Development Bank
AIP	Annual Investment Plan
ALMPs	Active Labor Market Programs
ARMM	Autonomous Region of Muslim Mindanao
AusAID	Australian Agency for International Development
BUB	Bottom Up Budget
CBMS	Community Based Monitoring System
CCT	Conditional Cash Transfer
CDD	Community Driven Development
CLUP	Comprehensive Land Use Plan
CREAM	Clear, Relevant, Economic, Adequate, Monitorable
CSO	Civil Society Organizations
CSR	Corporate Social Responsibility
DA	Department of Agriculture
DAP	Development Academy of the Philippines
DAR	Department of Agrarian Reform
DENR	Department of Environment
DepEd	Department of Education
DILG	Department of Interior and Local Government
DOH	Department of Health
DOLE	Department of Labor and Employment
DOLE-SRS	Department of Labor and Employment - Skills Registry
DPWH	Department of Public Works and Highways
DRR-CCA	Disaster Risk Reduction-Climate Change Adaption
DRRMP	Development Report or local Disaster Risk Reduction Plan
DSWD	Department of Social Welfare and Development
ELA	Executive and Legislative Agenda

FGD	Focus Group Discussion
FHIS	Family Health Information System
FIES	Family Income and Expenditure Survey
GPB	Grassroots Participatory Budgeting
HDPRC	Human Development and Poverty Reduction Cluster
HH	Households
HS	High School
ILO	International Labor Organization
IPDET	International Program for Development Evaluation Training
IPPF	International Planned Parenthood Federation
IPs	Indigenous People
ISDR	International Strategy for Disaster Reduction
JMC	Joint Memorandum Circular
KALAHI-CIDSS	Kapit-Bisig Laban saKahirapan–Comprehensive Integrated De-
LCE	Local Chief Executive
LDP	Local Development Plan
LEAD	Local Enhanced Automated Databank
LED	Local Economic Development
LFS	Labor Force Survey
LGU	Local Government Unit
LPDC	Local Planning Development Coordinator
LPDO	Local Planning Development Office
LPRAP	Local Poverty Reduction Action Plan
LPRAT	Local Poverty Reduction Action Team
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MNDC	Metro Naga Development Council
MPDO	Municipal Planning and Development Office
MSWDO	Municipal Social Welfare and Development Office

NEDA	National Economic and Development Authority
NGO	Non-government organizations
NHTS – PR	National Household targeting System for Poverty Reduction
NSO	National Statistics Office
OJT	On-the-Job Training
OSYs	Out of School Youth
PAMANA	Payapa at MasaganangPamayanan
PDP	Philippine Development Plan
PESO	Public Employment Service Office
PLEP	Philippine Labor and Employment Plan
PO	People’s organizations
PPP	Public-Private Partnerships
PWDs	Persons With Disabilities
RBM&ES	Results-Based Monitoring and Evaluation System
RDC	Regional Development Council
RKCG	Regional Kalahi Convergence Group
RVA	Risk Vulnerability Assessment
SC-SP	Subcommittee on Social Protection
SDC	Social Development Committee
SLP	Sustainable Livelihood Program
SMS	Short Messaging Services
SP	Social Protection
SPDR	Social Protection development Report
SPFs	Social Protection Floors
SP-VAM	Social Protection Vulnerability Adaptation Manual
SRS	Skills Registry System
SSS	Social Security System
SWDO	Social Welfare Development Officer
SWDRP	Social Welfare and Development Reform Program
SWI	Social Welfare Indicators
SWOT	Strengths, Weaknesses, Opportunities and Threats
TESDA	Technical Education and Skills Development Authority
UK	United Kingdom
UKaid	United Kingdom Department for International Development
Unicef	United Nations Children’s Fund



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KEY CONCEPTS

# KEY CONCEPTS ON SOCIAL PROTECTION

This starting volume discusses the context of social protection in the Philippines and the key definitions and concepts surrounding it. It aims to have readers and eventual users of this Handbook all similarly understand social protection as defined and operationalized therein. This volume will also include the operational framework of SP, so that users of this Handbook will consider coordinating and converging SP-related activities. Specific action goals from the 5-year Philippine SP Plan will be used as directions for long-term implementation planning.

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<sup>1</sup>The Plan shall serve as the blueprint for policymakers, planners and program implementers on what specific approaches and strategic interventions are best suited to be carried out by responsible agencies on SP to cover specific target groups and vulnerabilities. The DSWD, through the SDC Subcommittee on Social Protection shall lead the formulation of this medium-term plan.



# WHY SOCIAL PROTECTION?

*Core message 1: Many poor are being left behind.*

- Growth is yet to make a significant dent on Philippine poverty, and modest growth in recent years continues to bypass the poor; and
- Many Filipino families cannot get out of poverty because they have limited capabilities and because they lack opportunities to earn a decent living; and



*Core message 2: Filipino families, whether poor or non-poor, face various economic, environmental and man-made risks. Managing such risks is important for families to prevent them from falling into, falling deeper, and trapped into, poverty.*

- The poor need to be protected from the negative impacts of natural and man-made risks, and support their efforts to manage these risks;
- Government has a responsibility to promote the rights and welfare of the poor; and
- Thus, social protection programs are needed to enable the poor to handle and eventually surpass those risks. Doing so will eventually make them exit poverty and lower their exposure to vulnerable situations.

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<sup>2</sup>From “Core messages of the DSWD: A source booklet for DSWD officials and communication staff”. In <ftp://ftp1.car.dswd.gov.ph/coremessages/CoreMessagesJuly2012Edition.pdf>

# KEY CONCEPTS ON SOCIAL PROTECTION: THE SP OPERATIONAL FRAMEWORK

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**Definition.** Social Protection (SP) constitutes policies and programs that seek to reduce poverty and vulnerability and to enhance the social status and rights of the marginalized. These goals can be achieved through promoting and protecting livelihood and employment, protecting against hazards and sudden loss of income,

and improving people’s capacity to manage or handle risks (Social Development Committee Resolution No. 1, s2007).

SP programs aim to lift people out of poverty. SP programs also seek to prevent people from becoming vulnerable because of individual and life-cycle risks, economic risks, environmental risks, and social and governance risks.

**Goals and objectives.** SP programs aim primarily to improve the quality of life of the poor and vulnerable. Specifically, the objectives of SP programs are four-fold:



## FIGURE 1: FOUR OBJECTIVES OF PHILIPPINE SOCIAL PROTECTION PROGRAMS

1

**To protect and prevent** people from falling from their current income/consumption levels due to various risks.

2

**To build** people's capacity and adaptability so that that better quality of life is maintained and sustained.



3

**To expand** income opportunities and improve human capital investments in the long term.

4

**To sustain** one's standard of living in spite of people's exposure to various natural and man-made risks.

## TYPES OF RISKS

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Yolanda, the earthquake that struck Bohol and Cebu and the siege in Zamboanga City that displaced many families from their homes. These happened in 2013 and are clear examples of natural and man-made risks.

The presence of risks makes people vulnerable to poverty. Risk can be defined as an uncertain event that may damage someone's well-being, leading to poverty. Risks are pervasive and are of different types. Each type requires a different type of response. Hence, without good information, there is no clear understanding of what are the different types of risks, especially in the communities affected by these. The country's SP framework groups these risks into the following:



### A. Individual and life cycle risks

*Vulnerabilities?* Hunger, illness or injury, disability, old age, death

*Who responds?* Individual households or through informal means

The term “life-cycle” has a two-fold meaning. One, “life-cycle” consists of ages-stages wherein the needs of an individual change, from birth to death. Changing needs, however, are not solely related to age. Two, “life-cycle” also refers to the different stages and events of life that an individual or household passes through, and which often brings different statuses to individuals (e.g. becoming a widow/er, a single mother, an adolescent, unemployed).

In a rapidly-changing world, an individual does not conform to a line sequence of life stages relating solely to age (birth, education; marriage; work; nurturing; old-age). Instead, the individual may follow a cyclical pattern as life-events, often due to economic, social and spatial changes, like the death of a relative, an accident, one's loss of a job, or the migration of household members. These life-changing events lead to adjustments of a person's role and responsibilities (Bonilla, and Gruat, 2003 in HelpAge International, UK).

## B. Economic Risks

*Vulnerabilities?* Unemployment, low/irregular income, price instability, economic crisis  
*Who responds?* Government, business, civil society, citizens



These are risks brought about by changes in the local and the national economy. Examples include price increases for basic commodities, unemployment, low and irregular income due to lack of local business opportunities, or weak agricultural production. These risks affect primarily those who are generally dependent on wage employment, those who are self-employed, and those who manage small businesses.



### C. Environmental and natural risks

*Vulnerabilities?* Drought, floods, landslides, earthquakes, volcanic eruption  
*Who responds?* Government, business, civil society, citizens

Risks under this category are very common to Filipinos, either they come our way or these are brought about by environmental conditions in a locality. Extreme weather, natural paths of typhoons, presence of volcanoes and earthquake fault lines, floods and droughts are examples of these natural and environmental risks. Other environmental risks are even man-made: local pollution, illegal mining and cutting of trees.

Some of these risks are easily identifiable but others require a thorough scanning of environmental conditions locally. In short, worsening impacts of natural and environmental risks, like devastation by a strong typhoon or a volcanic eruption, can be prevented both by natural response and by policies.

These are risks that came about since some groups are excluded from the supposed economic benefits of mainstream society to everyone. These risks can also be a result of breakdown of the rule of law, or sometimes bad governance. These risks also affect communities and families, like when supposed government funds for development projects do not reach intended beneficiaries.

### D. Social and Governance risks

*Vulnerabilities?* Crime, corruption, political instability, armed conflict  
*Who responds?* Government, business, civil society, citizens



The most common forms of social and governance risks are corruption, crime, and family violence. An extreme risk is armed conflict and rebellion, similar to what happened in Zamboanga City in 2013. Local conditions that are unable to respond to the other three types of risks—life-cycle risks, environmental risks and economic risks—are easily vulnerable to social and governance risks.

But whatever the type of risk, responding to these various risks requires a careful understanding of a locality's conditions. Responding to these risks is everyone's business.



## PRINCIPLES OF RISK MITIGATION

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The different types of risks require localities to prepare mitigating the potential impacts of these risks. Thus, a ladder-type of intervention process that considers risks at different levels needs to be put in place. The intervention levels are as follows:

**Protective.** We should ensure that basic needs of the locality and its populace are met (e.g. price controls of basic necessities, subsidies, scholarships).

**Preventive.** These measures should be done before a risk occurs (e.g. vaccination, basic education, health insurance, disaster preparedness). Other forms of preventive interventions may also depend on the impact of the event:

- **Mitigating mechanisms** helping individuals reduce the impact of future risky event (e.g. crop insurance should a drought come; health insurance prior to one getting sick; savings and food storage should a major disaster come);
- **Coping mechanisms** alleviate impact of risk once it occurred (e.g. relief and rehabilitation, especially after a typhoon); and
- **Adapting mechanisms** prepare individuals and households for the next shock and risk (e.g. disaster preparedness)



**Promotive.** This allows people to save and invest, giving them enough financial cushion to meet future problems brought about by occurrence of various risks. There should also be programs that build, diversify and enhance the use of people's assets and resources. (e.g. cash transfers, access to credit, land reform programs.)

**Transformative.** This helps people and communities build deeper adaptive capacities. This will be

done through policy and program reforms that help promote minority rights, remove discrimination and provide social funds to those who need it most (e.g. ordinance for women and children protection, funds for disaster relief and rehabilitation, programs for agriculture after a drought).

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<sup>2</sup> Adapted from the Social Protection presentation of former Sec. Cabral August 2008 and discussions on the Operational Framework for SP (Aldaba and Ang) 2012



# CORE SOCIAL PROTECTION PROGRAMS AND RESPONSES

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In the Philippines, there are four types of social protection programs that stakeholders and policy-makers in communities can implement.

## 1. Labor Market Interventions

These are measures aimed at enhancing employment opportunities and protecting the rights and welfare of workers. Examples include employment facilitation schemes, livelihood programs, active labor market programs (ALMPs), emergency and guaranteed employment.



## 2. Social Insurance



These programs seek to mitigate income risks by pooling resources and spreading one's handling of risks across time and classes. These types of programs are premium-based schemes protecting households from life-cycle and health-related risks. Examples include health insurance, crop insurance, pension, etc.

### 3. Social Welfare

These are preventive and developmental programs that seek to support the minimum basic requirements of the poor and of various sectors. They provide basic protection to those who are poor, excluded, discriminated and marginalized. Examples: crisis interventions for abused women and children, programs for indigenous peoples, transient homes for trafficking victims, etc.



### 4. Social Safety Nets



These are stop-gap mechanisms or urgent responses that address effects of risks on specific vulnerable groups. These are mostly short-term measures. Responses after typhoons are an example.

## PHILIPPINE GOVERNMENT RESPONSE ON SOCIAL PROTECTION

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These social protection programs to respond to various natural and man-made risks were determined by various agencies and stakeholders. Given their identification, the next step is to encourage implementing social protection programs at regional and local levels. Meanwhile, at the national level, a Sub-committee on Social Protection (SC-SP) under the Social Development Committee (SDC) of the National Economic and Development Authority (NEDA) exists to oversee the conduct of social protection programs in the country, especially by local communities.



**Republic of the Philippines  
NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY**

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**SOCIAL DEVELOPMENT COMMITTEE (SDC)  
Resolution No. 2 (Series of 2009)**

**APPROVING THE CREATION OF A SUB-COMMITTEE  
ON SOCIAL PROTECTION**

**WHEREAS**, it is the duty of the State to protect its citizens against risks, vulnerabilities and chronic poverty;

**WHEREAS**, to mitigate the impact of the recent global economic crisis, the government issued Administrative Order 232 and 232-A to set in motion the clustering of existing social welfare and protection programs to form a National Social Protection and Welfare Program (NSPWP);

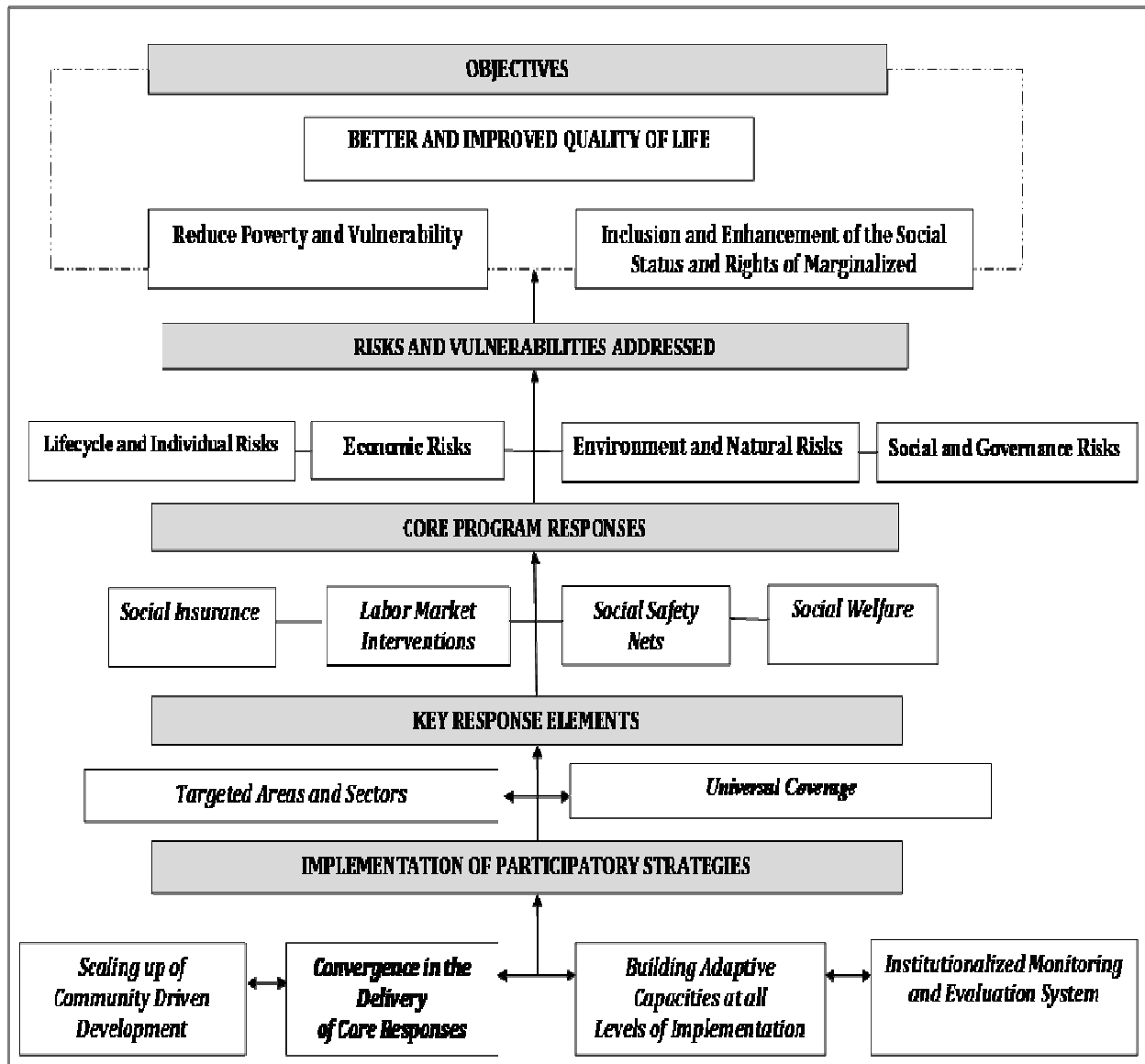
### **Creating a Subcommittee on Social Protection (SCSP)**

The Cabinet's SDC, through Resolution no. 2 (series of 2009), mandated the creation of the SCSP.

The SCSP subsequently spearheaded the development of a *Social Protection Operational Framework*. This framework has been officially adopted by the Social Development Committee through SDC Resolution No. 3 2012. The framework consists of the following aspects:

- 1.Objectives;
- 2.Risks and Vulnerabilities to Address;
- 3.Core Response Programs;
- 4.Key Response Elements; and
- 5.Implementing Participatory Strategies.

FIGURE 2: OPERATIONAL FRAMEWORK FOR SOCIAL PROTECTION IN THE PHILIPPINES



## KEY RESPONSE ELEMENTS

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Given the various risks people face, our responses to mitigate the impact of these risks should be clear and focused. Doing so will avoid duplication of efforts and resources. In this context, SP responses (i.e. policies and programs) also need to identify the beneficiaries to be assisted. There is also a need to provide a range of beneficiaries depending on the type of response that is being considered.

### ***Target beneficiaries***

The SDC Subcommittee on Social Protection (SCSP) had said the following should benefit from social protection programs and services:

- **The Poor.** They are individuals and families whose incomes fall below the poverty threshold (as defined by the government), and/or those who cannot afford to provide their basic needs of food, health, education, housing and other amenities of life on a sustained basis (RA 8425 or the Social Reform and Poverty Alleviation Act, 11 December 1997).





- **The Vulnerable.** They are households confronted by *ex-ante* risk that, if they are currently non-poor, will fall below the poverty line; if they are currently poor, they will remain in poverty. Vulnerable is also defined in terms of exposure to adverse conditions related to welfare, not just in terms of their exposure to poverty (NEDA).
- **The Marginalized.** They those in society who, for reasons of poverty, geographical inaccessibility, culture, language, religion, age, gender, migrant status or other disadvantage, have not benefited from health, education, employment and other opportunities. They are also relegated to the sidelines of political persuasion, social negotiation, and economic bargaining (International Planned Parenthood Federation). Examples include indigenous people, elderly, among others.

## Identifying beneficiaries

The Philippine government identifies the poor, the vulnerable, and the marginalized with the help of a survey called the National Household Targeting System for Poverty Reduction (NHTS-PR), handled by the Department of Social Welfare and Development (DSWD). Using a proxy means test, the NHTS-PR unified the criteria for the selection of the poorest population in a locality, and had created a database of poor households. The database then serves as a reference to identifying beneficiaries of social protection programs.

Based also on the different kinds of risks, potential SP beneficiaries may also include the non-poor. Those families with homes washed away by a strong typhoon and flooding are examples. Hence, targeting these specific beneficiaries of social protection programs may be relaxed so as to help fulfil the aim of universally providing basic social services. People's universal coverage of social services entails the nationwide provision of the full requirements of citizens' basic rights in terms of education, health and nutrition, shelter, water and sanitation.



If there are no problems with resources there should be no distinction if social protection beneficiaries are poor or non-poor. However, as more resources are required, social protection programs will need to *target* individuals, households and areas who and which are poor and highly vulnerable to risks. Hoping that government increases resources, major social protection programs, especially those related to health and education may reach universal coverage and be integrated into the delivery of basic social services.

### **Target Areas**

Using various indicators, government must also target priority areas for social protection programs, especially to areas that have concentrations of poverty, and areas that are vulnerable to conflicts and disasters. The Human Development and Poverty Reduction Cluster (HDPRC) of the Cabinet has identified 1,233 municipalities in this regard. Social protection programs should also be prioritized to reach areas potentially at risk from climate change. Geo-hazard mapping technology can be used here.

### **Target sectors**

Target sectors, meanwhile, are identified by the extent of their marginalization and social exclusion. DSWD has long been involved with these marginalized sectors —women, children, youth, elderly, indigenous peoples (IPs), people with disabilities (PWDs), among others— in the agency’s social welfare programs.

It should be noted that the target sectors and areas are not mutually exclusive as they can cut across sectors or areas, or gender.





## CRUCIAL QUESTIONS

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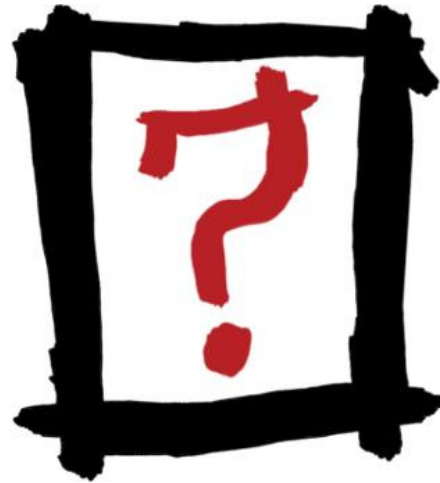
### ***Are all social protection programs for the poor?***

Social protection programs are defined according to the component objective in which they are being pursued. Social insurance and labor market interventions, for instance, are components that can benefit both the poor and non-poor.

Social safety net programs are provided to help cushion or prevent further negative impacts to their lives and their livelihood as a result of a catastrophic event affecting families and/or communities. There are no specific social safety net programs *per se* but they are relative to situations and conditions that families and communities are facing (e.g. flooding).

Social welfare programs are those that help the poor and the marginalized (such as the elderly or persons with disabilities). These programs hope to move the poor out of poverty in the medium-term by providing them with minimum basic needs (e.g. food, basic education, health), and preventing them from falling further into poverty. For cases in which more focused interventions are required, targeted social protection programs (e.g. targeting precisely the jobless, etc.) can be developed to focus on the chronic poor and/or mostly social safety net interventions (e.g. cash transfers, food-for-work, emergency employment programs). Social welfare programs are time-bound and are, at best, bridge programs to tide affected families. This is until these chronic poor beneficiaries have developed basic capacities to meet future needs and improve the economic conditions of their families.

Hence, *not all SP programs are for the poor.*

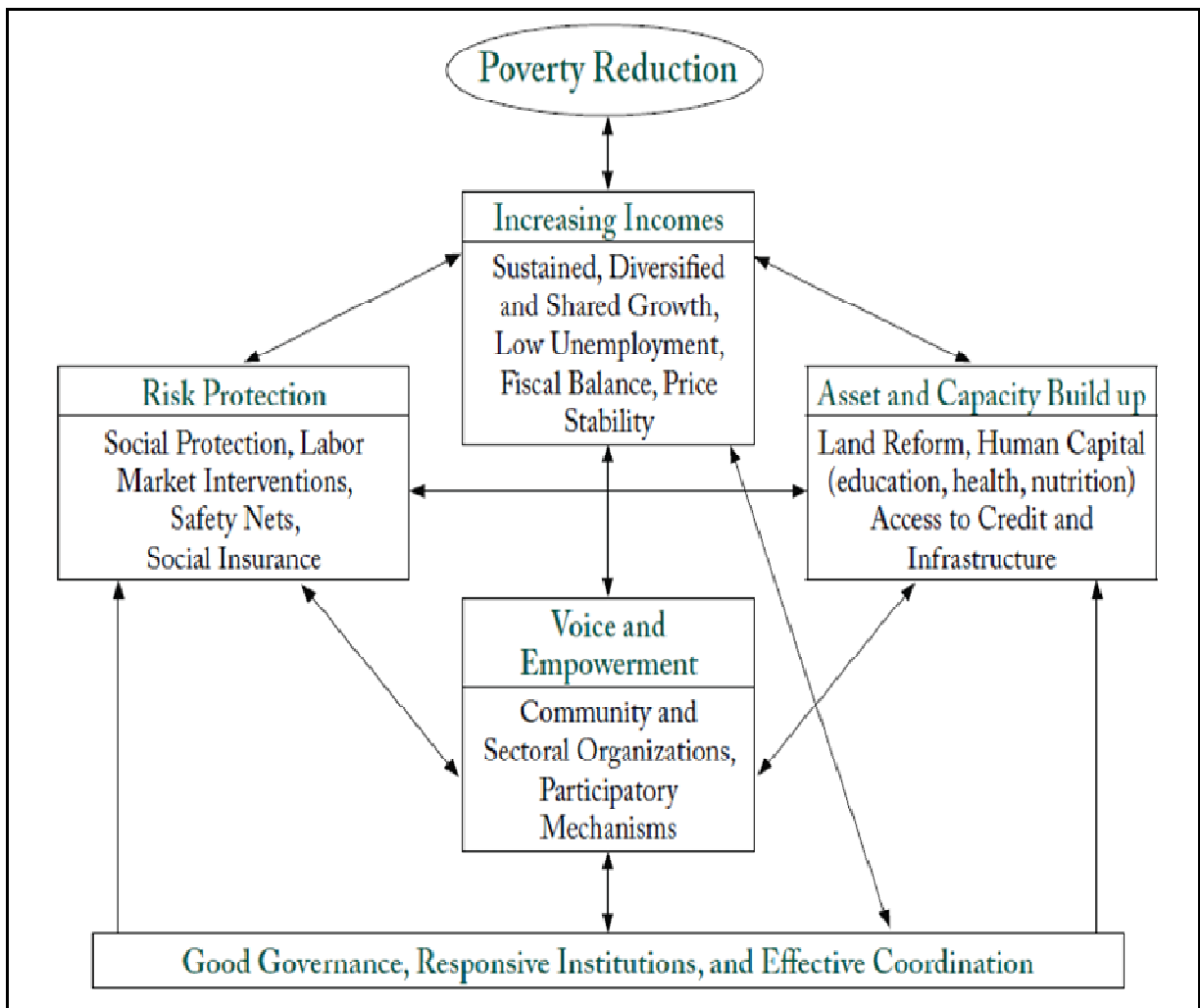




**Is social protection the same as poverty alleviation?**

According to an Asian Development Bank (ADB) study on poverty in 2009, the reduction of poverty has four pillars: *increasing incomes, asset and capacity build up, voice and empowerment, and risk protection*. Risk protection is seen as the pillar where social protection belongs.

**Figure 3: Four pillars of poverty reduction. Social protection is under the pillar risk protection. (Source: Asian Development Bank, 2009)**



Thus, social protection is *just one pillar* of poverty reduction, and *cannot be the sole response to poverty*. At the same time, from the perspective of a developing country, social protection is *a targeted approach* for the poor. This is due to limitations surrounding budgets and resources.

Government efforts that are focused on providing universal access to education and health services, and on targeted programs (e.g. the Pantawid Pamilya program), are good examples of social protection programs.

Therefore, SP as a response *can help in poverty alleviation* and, more importantly, *prevent more people from falling into poverty*.

***How is social protection different from basic social services?***

Social protection is different from basic social services such as access to education, health, nutrition, water and sanitation. Social protection is basically a

*response to protect and manage the households' vulnerability from slipping toward poverty* because of various natural and man-made risks.



Basic social services, for their part, are regularly offered regardless of the state of the population, whether they are poor or non-poor. However, some social services programs contribute to social protection objectives by improving human capital as in basic health and education programs.

# IMPLEMENTATION STRATEGY FOR SOCIAL PROTECTION: CONVERGENCE

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Given the various natural and man-made risks to be addressed, as well as the scale of the poverty problem, stakeholders (especially local government units) can implement various strategies on conducting social protection programs. The key word here is convergence.

Convergence will be the main strategy to implement SP programs. This Social Protection Handbook defines convergence for SP as **directing complementary and or synergetic programs or interventions through multi-sector, inter-agency, inter-governmental and private sector cooperation to specified targets —poor households, families, individuals and or communities and areas.**

## Why Converge?

In a situation where both vulnerability and poverty incidence are high, a *common response is the most effective strategy*. This common response requires a multi-dimensional and multi-stakeholder approach. Thus, coordination and collaboration are required. In addition, limited resources and existing capacity constraints among stakeholders (including government) compel tapping into each other's resources and skills. Finally, when there is pooling of expertise, resources and capacities, overlaps and duplication of projects and programs are avoided. Convergence thus improves efficiency and effectiveness of program delivery and implementation.

Convergence 'sound like'

Cooperation / Collaboration /  
Complementation



## 1.1 CONVERGENCE APPROACHES FOR SOCIAL PROTECTION PROGRAMS

### 1. By target areas



The Metro Naga Development Council (MNDC) is an alliance of 16 local government units in the Province of Camarines Sur that seeks to bring about growth and development by maximizing the resources of its member-areas under an integrated area development framework. Through local economic development (LED) activities, MNDC is seeking to strengthen the links between urban Naga City and its neighboring rural municipalities to widen the economic benefits derived from its phenomenal growth ([www.lgsp-led.ph](http://www.lgsp-led.ph))

### 2. Work with the private sector in delivering SP programs

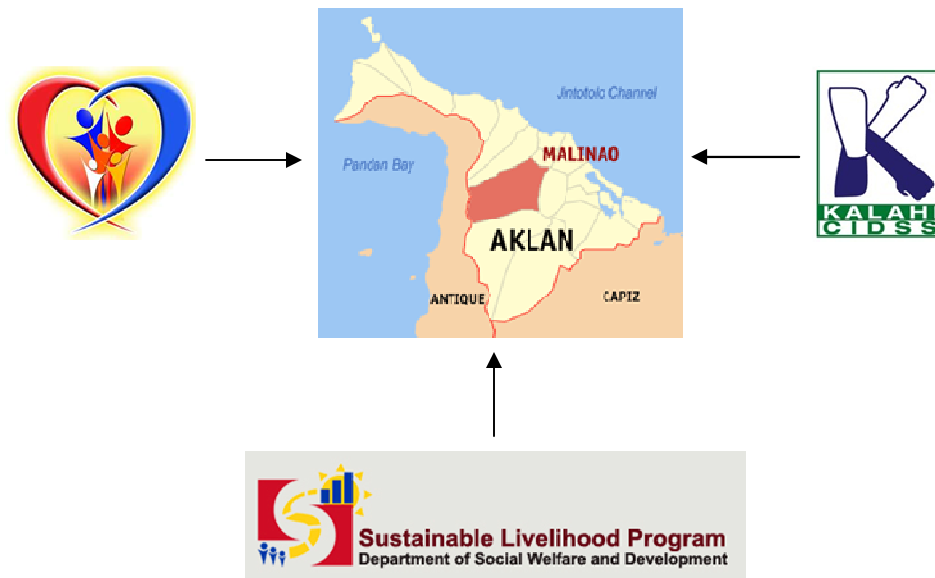


This means government agencies collaborate with other stakeholders.

An example is the Pantawid Program which collaborates with NGOs. This collaboration allows for the facilitative delivery of Pantawid services to beneficiaries.

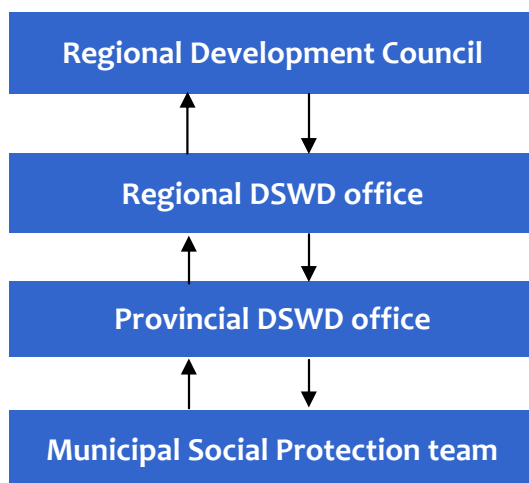
The NGO partners of the Pantawid Program act as *bantay* (anti-corruption monitor), *gabay* (provider of technical assistance), *kaagapay* (program implementer) and *tulay* (link for facilitating implementation and feedback) while the DSWD implements the Pantawid program.

### 3. Package of interventions for target areas (e.g. municipalities)



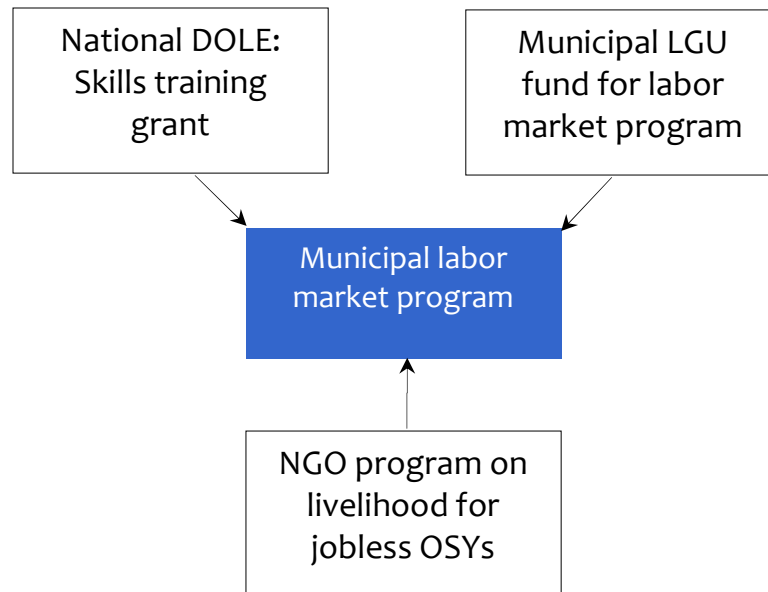
The DSWD's delivery of three programs focused in a particular target area is called *Tatsulo*. This is a convergence of a package of interventions coming from the Kalahi-CIDSS (community development) Program, the National Community Driven Development Program, and the Pantawid Program. The convergence of these three programs in a locality ensures that each aspect of development is addressed.

### 4. Coordinating mechanisms/feedback systems from the top to the ground and vice-versa



This type of convergence requires the coordination of various programs implemented by one department or agency, or the coordination in a delivery of program between a national agency (with its regional units) and local governments (province, municipality and barangay).

## 5. Convergence of resources available for implementers —from national to the local levels, more importantly in budgeting.



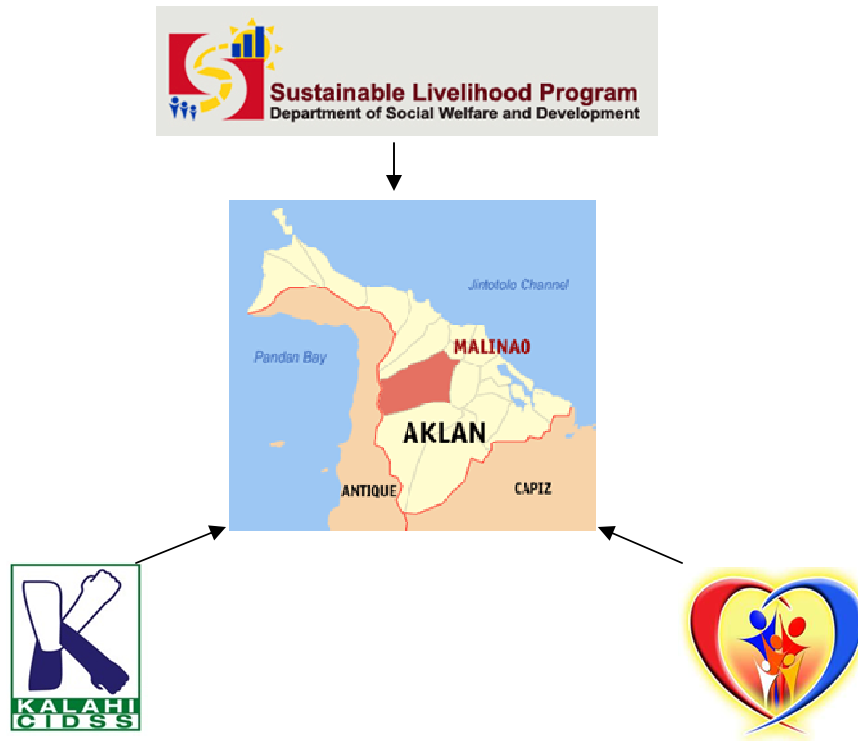
An example of this is sector-based coordination. This type of convergence necessitates the cooperation of agencies, local government units, and NGOs (or other stakeholders) in the delivery of programs for a target sector.

### 1.2 OPERATIONALIZING CONVERGENCE AND ITS TYPES

DSWD has institutionalized a form of *vertical* and *horizontal* convergence.

- Vertical means from top to bottom (example: national-regional-local).
- Horizontal, meanwhile, means convergence among offices or groups of the same footing (example: Five offices of the local government involved in basic social services).

## Example of operational convergence: DSWD's Tatsulo



The DSWD internally harmonized the implementation of KALAHI-CIDSS, Pantawid and Sustainable Livelihood Program in 40 municipalities. Activities in those 40 municipalities included (in World Bank and DSWD, 2012):

- Following the NHTS-PR as the unified targeting system in identifying beneficiaries; Synchronizing the implementation of social preparation and mobilization activities;
- Involving the 40 local government units in implementing the Tatsulo program;
- Coordinating capability building activities;
- Harmonizing monitoring and reporting of accomplishments and program activities;
- Integrating Social Case Management; and
- Enhancing partnership with NGOs in the localities .



## Another example of operational convergence: DSWD's Pantawid Program



In implementing the basic program features of Pantawid Pamilya, DSWD has long been working together with the Department of Education (DepEd) and the Department of Health (DOH). In addition, DSWD partners with the Department of Public Highways (DPWH) and the Department of Environment and Natural Resources (DENR) for guaranteed employment programs for similar beneficiaries of the Pantawid Program.

### Modes of Convergence

For purposes of implementing social protection programs, here are five ways to converge programs and stakeholders (all in World Bank and DSWD, 2012):

#### A. *Horizontal and Inter-agency Convergence*

This requires the coordination and cooperation of various government agencies focusing on the delivery of a program, or on the delivery of various programs in a target area or sector. Horizontal and Inter-agency convergence may be done at various levels, i.e. at the national, regional, and local government levels.



*Example 1 (convergence focusing on the delivery of a program):* The Pantawid Program. Here, three departments--DSWD and the Departments of Health and Education jointly implemented a conditional cash transfer program for poor households.

*Example 2* (convergence focusing on the delivery of various programs in a target area or sector): The National Convergence Initiative of the Departments of Agrarian

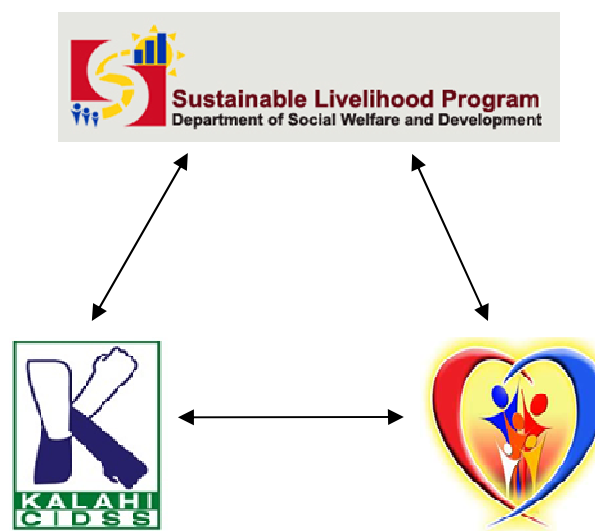


Reform, Agriculture and Environment and Natural Resources (DAR-DA-DENR) focuses on rural development initiatives in target municipalities.

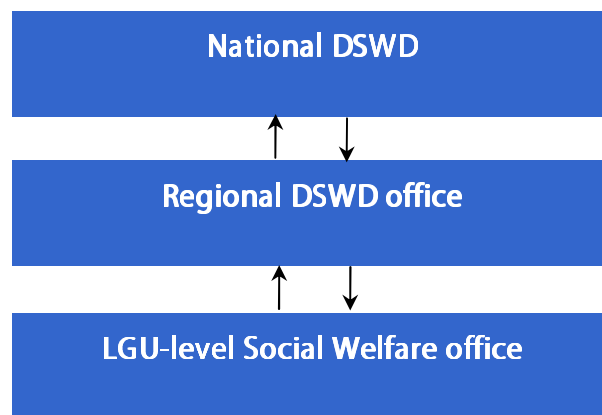
*Example 3* (convergence by level of government): The Regional Kalahi Convergence Group is composed of various agencies working together on a common poverty strategy focusing on target provinces or municipalities. The RKCG is implementing DSWD’s Kalahi-CIDSS program (Kapit Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services), now called the *Makamasang Tugon* program.

**B. Vertical- Intra-agency or Vertical-National or Local Convergence**

This type of convergence requires the coordination of various programs implemented by one department or agency or the coordination in a delivery of program between a national agency (with its regional units) and local governments (province, municipality city and/or barangay).



Example: DSWD’s Tatsulo program



Example: DSWD’s daycare and children’s programs that local government units coordinate with regional and national offices of DSWD.

### ***C. Area-based Convergence***

This requires the collaboration of various agencies (national and local) in the delivery of program or programs at target areas. For example, the Tatsulo program is being implemented in 40 municipalities. Another example is the Bottom-Up-Budgeting (BUB) initiative of the Department of Budget and Management (DBM), which first got underway in 600-plus poor municipalities. Then local stakeholders developed a Local Poverty Reduction Action Plan (LPRAP) whose funding will come from the BUB proposals submitted. That LPRAP will then be implemented by a Local Poverty Reduction Action Team (LPRAT).

### ***D. Sector based Convergence***

This type of convergence requires cooperation by agencies in the delivery of programs for a target sector. The sector identified can be farmers, children, people with disabilities, elderly, indigenous people, among others.

## **E. Multi-level and multi-focus Convergence**

This type of convergence *combines* vertical, horizontal, area-based and sector-focused types of convergence that were explained earlier. A prime example is the BUB (Bottom-Up Budgeting) process and the implementation of a community's LPRAP (Local Poverty Reduction Action Plan).

### 1.3 ACTIVITIES FOR CONVERGENCE

When stakeholders convergence for social protection (especially locally), they can do the following activities:

- **Poverty, Risk and Vulnerability Analysis.** What naturally starts convergence efforts is a situational and needs analysis of specific localities. This would entail shared and common tools to conduct poverty, risk and vulnerability analysis.
- **Targeting.** Once the risk and vulnerability analysis is finished, aided by targeting systems such as the NHTS-PR, beneficiaries can now be identified and targeted for social protection programs. Local government units can complement data from the NHTS-PR with local surveys that help identify the poor and the vulnerable. (Over time, local governments can adopt their own targeting tool that is fitted for their location and condition.)
- **Policy Formulation.** A common effort at policy formulation may also be important. A broader constituency may also increase possibilities of reform proposals to be enacted as policies, especially at local levels.
- **Program Planning, Budgeting and Resource Mobilization.** After adequate situation and needs analysis, a common task at hand for convergence is program planning, budgeting and resource mobilization. This would require agencies to set sessions for the formulation of *common plans*.

- **Program Implementation and Delivery.** Probably the most difficult activity for convergence is the implementation and delivery of social protection programs and services. But first the mechanisms to implement social protection programs should be established. As well, there must be a clear definition of roles for each stakeholder, both government and outside of government. It will be best if a locality forms a Local Social Protection Team, or uses existing committees or task forces (e.g. Local Poverty Reduction Action Team) as a locality's social protection team.
- **Monitoring and Evaluation.** Finally, coordination must also be done towards a more convergent M&E system. Having a reliable M&E system will help find out if social protection programs have helped beneficiaries.

## OTHER RELATED ENDEAVORS FOR SOCIAL PROTECTION

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### 1. **Scaling Up Community-Driven Development (CDD)**

Since implementation of social protection always starts at the ground level, community driven development (CDD) is an important strategy. CDD as an approach helps poor communities develop the necessary skills, and provides people with resources in selecting, implementing, and sustaining small-scale community infrastructure projects and key social services. CDD helps empower ordinary citizens to actively and directly participate in local development programs since they will identify their own community's needs, prioritize, plan, implement, and monitor projects to address local poverty issues collectively (DSWD, 2013). Scaling-up CDD activities may include institution-building, (e.g., formation of CDD units within sectors and departments), conducting inter-agency pilot activities on CDD, and identifying NGO partners for CDD.

## 2. **Building Adaptive Capacities**

Mitigating risks and avoiding the impacts of various risks call for SP programs—at all levels—to assess adaptation efforts. Adaptation goes beyond the physical provision of better infrastructure and warning systems. It requires involving individuals and their social networks, local units and national agencies—and all should be involved in a participatory manner. This is consistent with convergence.

For example, after a powerful typhoon, how will a municipal disaster risk reduction and management council work with local barangay officials, relevant departments of the municipal government, and with people's organizations to avoid another similar fate when another typhoon comes?

As earlier mentioned, there are four principles of risk mitigation: protective, preventive, promotive and transformative. In relation, social protection can build adaptive capacity through *protective* and *preventive* strategies for coping, as well as through *promotive* and *transformative* measures. The capacity to absorb stress and manage and maintain basic function during stress, and the ability to bounce back after stress is a crucial component of an integrated adaptive system (Adger et al. 2004). Protective, preventive, promotive, and transformative measures are not mutually exclusive but are actually mutually reinforcing measures. The transformative potential of all social protection measures exists from the start of implementing social protection programs, and needs to be progressively realized across time.

### **3. Institutionalized Monitoring and Evaluation System**

A monitoring and evaluation (M&E) system should be institutionalized on all levels of implementing social protection programs. A regular M&E system is important to be able to adjust, refine or even terminate programs so that appropriate responses to the various risks are implemented and sustained. The M&E system will also assess how convergence is achieved among the various stakeholders at all levels. The system also hopes to integrate early detection systems of risks that will affect various communities.

So specific financial and human resources have to be allocated in order to institutionalize this M&E system, especially is a local government unit's resources permit.





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PLANNING FOR SOCIAL PROTECTION



# INTRODUCTION

One of the key elements of a successful policy and program implementation is effective planning. In the Philippine context, planning is well understood and is considered a core activity for national and local governments and extending to their private counterparts and civil society organizations (CSOs). In fact, there are already a number of planning mechanisms established from the national to the local governments. The primary planning mechanism is the process for the national



Chapter 8 of the PDP identifies the cross-cutting core strategies in meeting poverty and vulnerability reduction targets, as well as, addressing the MDG gaps. Seven of the 11 identified cross-cutting strategies are directly related to social protection. These are as follows: a) Attaining the MDGs, b) Providing direct CCTs to the Poor, c) Achieving Universal Coverage in Health and Basic Education, d) Adopting the CDD Approach, e) Converging SP Programs for Priority Beneficiaries and Target Areas, f) Mainstreaming Climate Change Adaptation and Disaster Risk Reduction in Social Development Interventions and g) Developing and Enhancing the Competence of the Bureaucracy and Institutions, to Improve Quality and Equitable Access to Social Services.

development plan called the Philippine Development Plan (PDP). The PDP at present was prepared for the period covering 2011-2016 and is currently being updated. Previously and subsequently, development plans cover a period of five years. It embodies the national aspirations and priorities amidst competing needs and requirements and limited budgets at the different levels of governance. The preparation of the PDP is an extensive process involving sub-regional to local level inputs. At the sub-regional level, a regional development plan consisting of provincial plans is integrated taking into consideration the local level differences. The present PDP covers various concerns including the social sector. It also focuses in detail on the implementation of social protection policies and programs as its core social sector strategy addressing poverty and the remaining gaps in the millennium development goals (MDGs) in education, health, social welfare and housing.

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<sup>1</sup>The CDP must cover all the development sectors and consolidates the programs and projects necessary to carry out the objectives of different development sectors

<sup>2</sup>The CLUP is the long term guide for the physical development of the local area, the framework for the management of the local territory. It is also a zoning ordinance that is legally enforceable (DILG, RPS 2008)

<sup>3</sup>Some parts were culled from the 5-year SP Plan formulation

Apart from these policies and strategies in the PDP, other planning initiatives such as the Philippine Labor and Employment Plan (PLEP) and the DSWD Convergence Program help define the direction of Social Protection in the next five years.

SP does not require a new separate plan that is independent from existing plans. At the LGU levels, the DILG already issued a directive that LGUs must focus its planning efforts towards completing its Comprehensive Local Development Plan (CDP)<sup>1</sup> and its Comprehensive Land Use Plan (CLUP)<sup>2</sup>. LGUs also have internal plans that they develop, these are the Executive-Legislative Agenda (ELA) and the Annual Investment Plan (AIP). Complementing the longer term CDP and CLUP, the ELA and the AIP are short term plans that coincide with the term of the LCE or within 3 years. This handbook does not compete in the preparation of these plans, but instead complements the planning efforts by grouping together SP policies and programs that are already in place.

## KEY LEARNING OBJECTIVES

This volume will guide the user in:

- a. Developing a broad understanding of SP from the national to the local level
- b. Connecting the planning process for SP with the CDP and other related initiatives such as the ELA and AIP.
- c. Relating the results of the RVA and converting them into actual SP programs and projects
- d. Using the inventory of existing programs and adaptation strategies to develop convergent SP programs and projects

## WHY IS THERE A NEED TO IDENTIFY SOCIAL PROTECTION AT THE LOCAL LEVEL?

The locality is where the action is, as the saying goes. Communities directly face natural and man-made risks. People and stakeholders from these communities are also in the best position to mitigate risks and improve people's socio-economic conditions. Development is best felt at community levels.

It is thus compelling to adjust



existing local programs and projects and relate them to social protection. But how does a social protection perspective figure out with already-existing plans at the local level?

We have the Philippine Development Plan that outlines national development priorities. Locally, we have the provincial, city and municipal development plans that target medium-to-long-term development needs locally. We also have the Comprehensive Land Use Plan (CLUP) that, even if focused on what a locality will be doing with its natural resources, also contains a community's socio-economic needs and some plans. Each LGU also has the Annual Investment Plan (or AIP, said to carry the budget for the calendar year) and the Executive-Legislative Agenda (or ELA, the list of priority areas for local legislation).

Within these plans and other related ones, are a number of initiatives that can fall within the purview of social protection. **Since SP as a development initiative is a relatively new concept at the national and local levels, there is a need to determine how social protection needs and programs are mainstreamed into national and local plans.**

But take note that developing a Local Social Protection Initiative *will not be a new exercise*. Making that SP Plan is **about refocusing existing programs and projects — nationally and locally— to respond to social protection and prioritizing these as the social protection programs for your locality.**

It is thus critical is to identify current initiatives related to SP and classify these initiative as under *labor market interventions, social insurance, social welfare and social safety nets*.

Local-level SP programs are unique because these basically respond to risks, vulnerabilities and demands for mitigation and adaptation. And when local-level social protection needs and programs are identified, putting these together can make up a regional or a national response on social protection.

Thus, local SP classification of programs and projects will flow naturally from conducting a local-level risk and vulnerability analysis (RVA) [for the RVA, refer to the module titled *Social Protection Vulnerability and Assessment Manual or SP VAM, that accompanies this SP Handbook*]. For practical purposes, the aim of this volume is to identify which among the existing local programs and projects have social protection lens and cull them out from existing development-



related documents of the locality, particularly the provincial/city/municipal development plan and the CLUP to come up with a local SP initiative. Once the SP-related programs—covering the four components of social protection—are integrated, the next step is to show how to mainstream social protection and implement these programs through convergence.

## KEY STEPS IN MAINSTREAMING SP INITIATIVES FROM LOCAL SP PLANS

The following steps are needed in identifying your locality's social protection initiatives:

1. Create a local SP Team;
  2. Identify key, present issues related to social protection;
  3. Make an inventory of SP-related policies and programs, especially locally;
  4. Develop outcomes, outputs and indicators for the local SP initiatives that are consistent with the SP framework;
  5. Identify policies and stakeholders that can be made part of convergence efforts for social protection; and
- Integrate the outcomes to highlight SP initiatives that were culled out from the Local Development Plan and the Comprehensive Land Use Plan.

### *STEP 1: DEVELOPING A LOCAL SP TEAM*

This local SP team will be your locality's main advocates for social protection. This team can be formed under a directive of the local chief executive or with a legal mandate given a provincial / city / municipal ordinance.

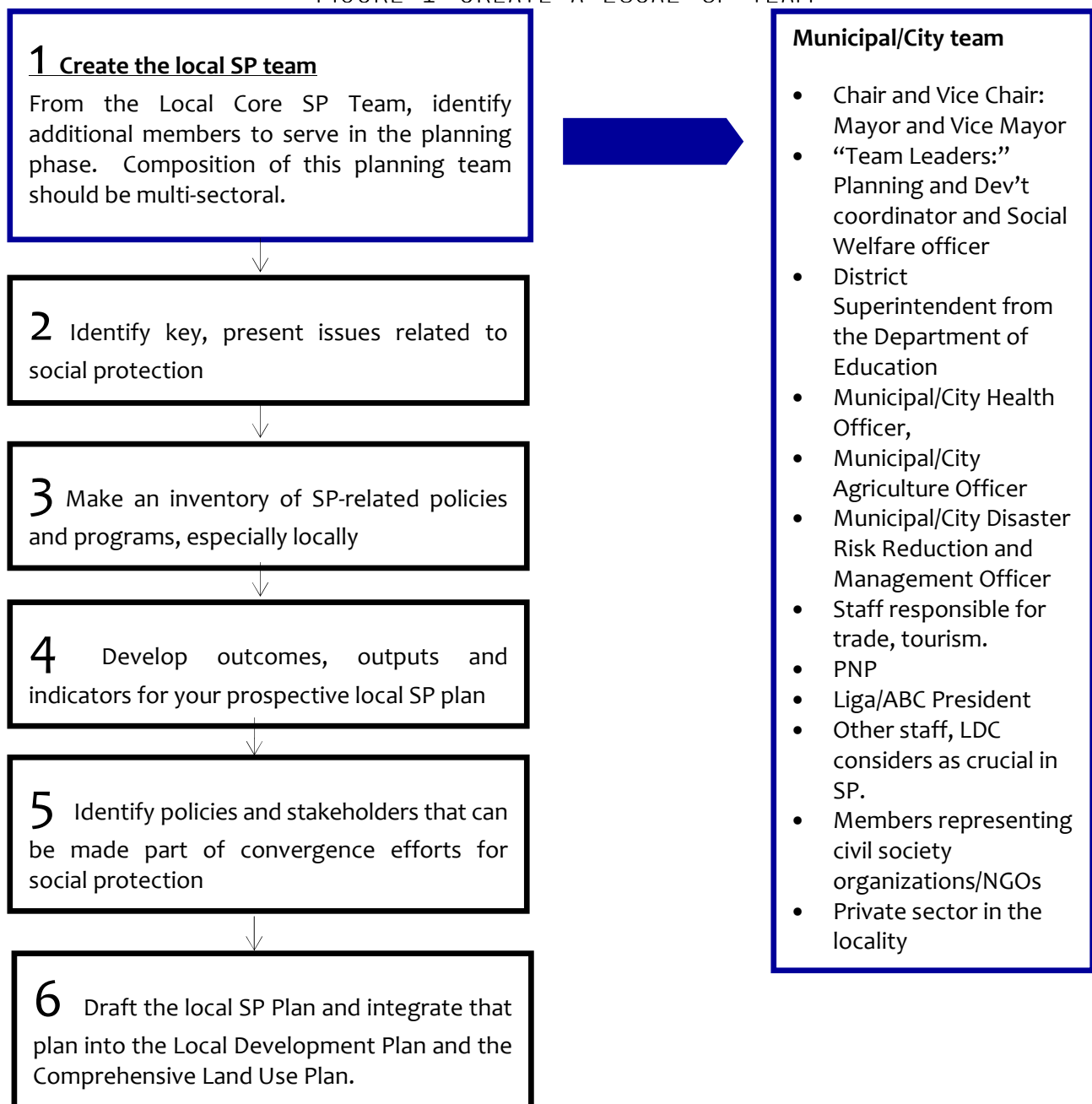
This local core team for SP can be chaired by the local chief executive, and you can even have your Vice Governor or Vice Mayor as vice chair. The local SP team can even be a sub-committee of a prevailing council at LGUs: the Local Development Council.

The local chief executives can be assisted by SP "lead coordinators" or "team leaders": the planning and development officer (P/C/MPDO) and the social welfare and development officer (P/C/MSWDO). The planning and social welfare officers will be responsible primarily to the local chief executive. The LDC, per the recommendation of the SP "team leaders," can identify members of the locality's core SP team. The recommended members of the team can include:

1. District Superintendent from the Department of Education;
2. Municipal/City Health Officer;
3. Municipal/City Agriculture Officer;
4. Municipal/City Disaster Risk Reduction and Management Officer;
5. Municipal/City Environment and Natural Resources Officer;
6. Public Employment Service Office (PESO) Manager;
7. Staff responsible for trade and/or tourism;
8. Members representing the civil society organization;

9. Municipal/City police chief;
  10. ABC (Association of Barangay Captains) President;
  11. Members of the Sanggunian Bayan; and
  12. Other staff that the LDC considers as important in implementing social protection programs (e.g. municipal / city population officer).
- Do not also forget to invite active NGOs, people’s organizations and businesses in the locality into this local SP team.

FIGURE 1: CREATE A LOCAL SP TEAM





The lesson here is we do not need to re-invent the wheel. This SP Handbook recognizes that there already existing local planning structures based on the 1991 Local Government Code (Republic Act 7160). We have the Local Development Council (LDC) at the policy level. In cities and municipalities, the mayor heads the LDC with the different barangay chairpersons, the chair of the



committee on appropriations of the Sanggunian Bayan, the Congressman and representatives of NGOs as members. Providing technical support to the LDC is the role of the City or Municipal Planning and Development Office (LPDO), headed by a Planning and Development Coordinator. The local SP team, if ever a local government unit forms one, will work with these existing structures.

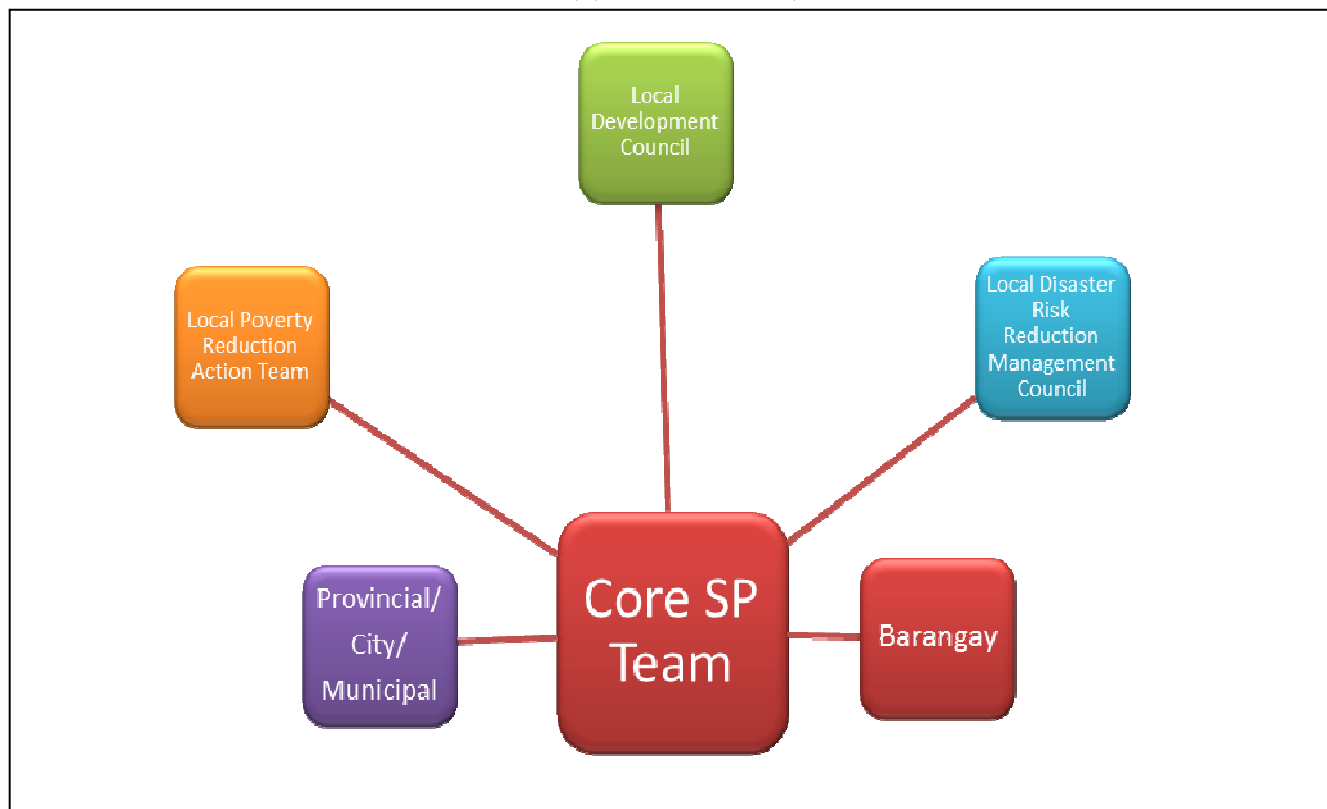
**Roles.** The locality's core SP team will do multiple roles. It will conduct the risk and vulnerability analysis (RVA). After the RVA had fleshed out the social protection needs of residents, the team will then do the following for SP programs: plan, mobilize resources, implement, and then monitor and evaluate the outcomes of SP programs. This local core SP team can even complement the roles of the Local



Development Council and even the locality's DRRM Council (see Figure 2). If a locality that is part of the government's Bottom-Up Budgeting process and has already formed a Local Poverty Reduction Action Team (LPRAT), the core SP team will all the more complement the work of the LPRAT.

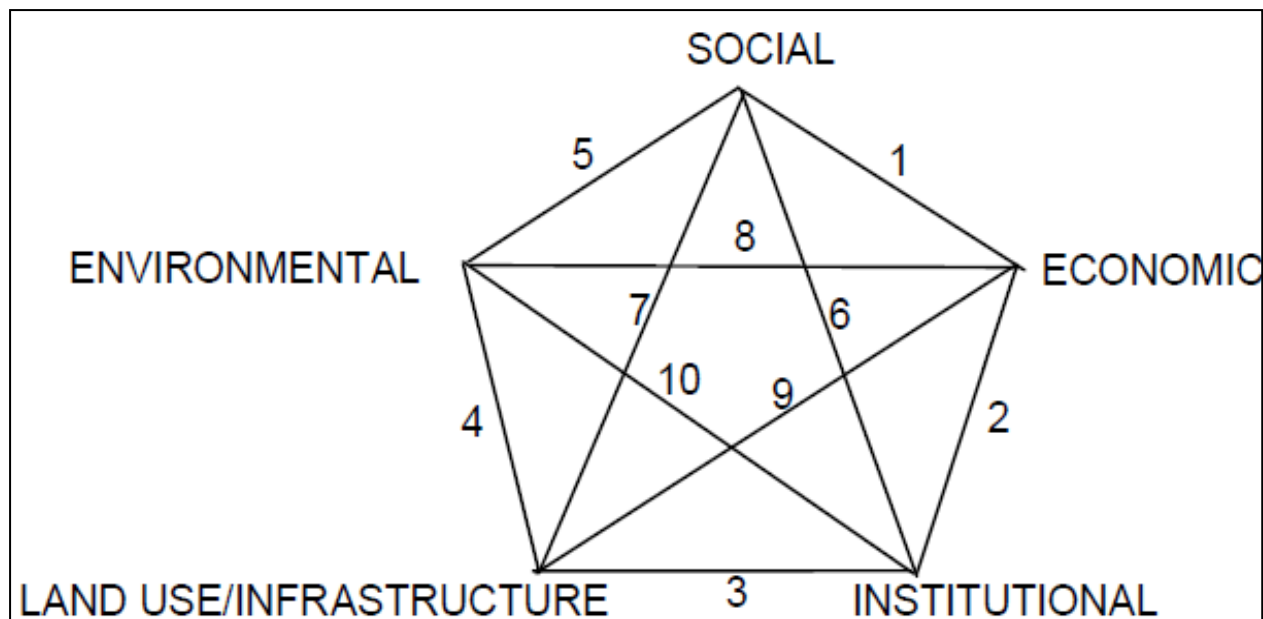
A *barangay-level SP Team*? If a locality permits, and if financial and human resources will allow, a barangay-level SP team can even be created. It can be composed of the Barangay Chairperson; the heads of the Barangay Council Committees on health, education, and related committees; Barangay Health Workers; Barangay Nutrition Scholars; Day Care Workers, the Municipal/City Social Worker; and any of the members of the Barangay DRRM Council.

FIGURE 2. LOCAL SP TEAM AND ITS RELATIONSHIP TO LDC, LDRRMC AND LPRAT



*Locally, social protection is not just under the social sector. It should be noted that social protection is not an intervention that is focused solely on the social sectors. Other sectors of the locality have to be consulted also because social protection can also cover these sectors. Thus, social protection cannot be left alone in the already-overburdened Social Welfare and Development Officer. The municipal or city development plan provides cross-sectoral and over-arching initiatives that the LDC needs to act on it as a whole rather than through sectoral units. So inter-sectoral consultations (see Figure 3) for social protection can be done similar to the CDP process.*

FIGURE 3. INTER - SECTORAL CONSULTATION PROCESS IN CDP



*Adjustments during the SP identification phase.* Considering that the concerns of SP interconnect with differing local priorities (e.g. education, health, basic sectors, infrastructure, disaster management, the environment, etc.), the local SP initiative should be multi-sectoral and multi-level in composition. Because of such demands for social protection, a number of existing mechanisms need to be brought in into the picture. For example, the re-organized Local Poverty Reduction Action Team (LPRAT) whose formation was based on the Bottom-up Budgeting (BUB) process that some municipalities had implemented can be integrated into the local core SP team since majority of the members will be the same people.

#### The LPRAT

According to the Joint Memorandum Circular No. 2 (2012) of the departments of Budget and Management, Interior and Local Government and Social Welfare and Development, and the National Anti-Poverty Commission (NAPC), the expanded LPRAT will be chaired by the Local Chief Executive. The LPRAT can be composed of the Chairperson of the Sangguniang Panglungsod / Bayan Appropriations Committee; the Planning Officer; Agriculture Officer; Social Welfare and Development Officer; Budget Officer; Liga ng mga Barangay; Local Government Operations Officer; PESO Manager; DSWD Municipal Links; a local Parent-Leader of the Pantawid Program; and a Community Health Team Leader, LGU accredited CSOs, NGA accredited/recognized NGOs, NAPC- identified basic sector representatives and a private sector

## STEP 2: IDENTIFYING KEY, PRESENT ISSUES RELATED TO SOCIAL PROTECTION

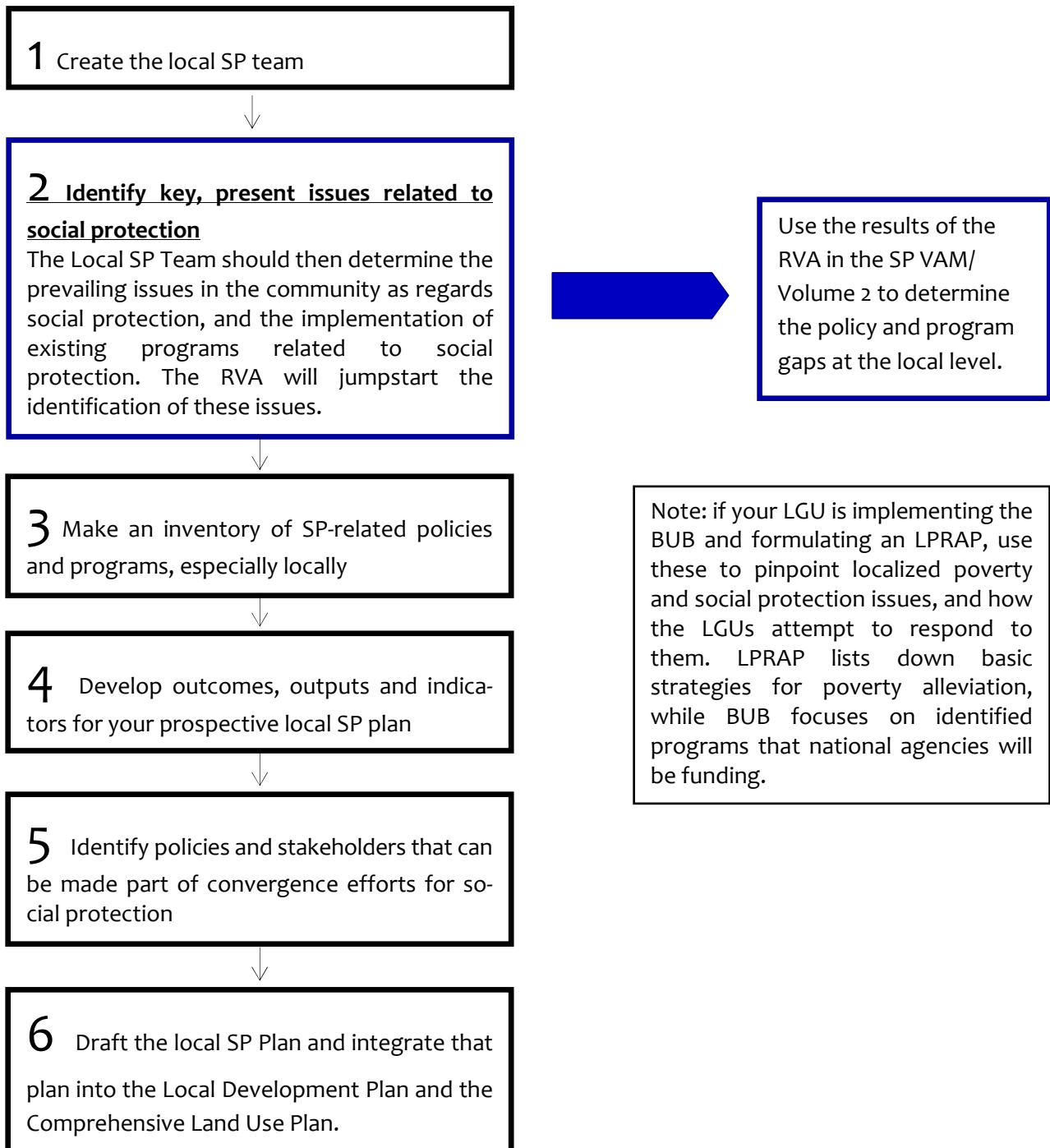
Identifying the social protection-related issues in your locality will rest in your local SP team's conduct of a risk and vulnerability analysis (RVA). Essentially the outcomes of the RVA provide the basis for identifying SP issues at the local level. The companion document of this handbook is a Social Protection Vulnerability Adaptation Manual (SP VAM) to help you conduct the RVA.

### PROCEDURES IN IDENTIFYING LOCAL SP ISSUES

1. Use the results of the RVA to determine the risks and vulnerabilities people face, who are the ones affected, and the policy and program gaps at the local level (*In this SP Handbook, there are worksheets that can help you process and analyze the results from your RVA.*);
2. Use the SP Operational Framework to determine and identify policies and programs that will be considered given local conditions;
3. Given the results of the RVA, the local SP team should determine how the identified local SP issues can be addressed through focused-targeting of beneficiaries / sectors and geographical areas. But the local SP team should balance this targeting with available resources
4. List down also existing policies / programs / projects related to social protection and who implements these initiatives.



## STEP 2: IDENTIFY KEY, PRESENT SP - RELATED ISSUES IN THE LOCALITY



# WORKSHEET 1 IDENTIFYING LOCAL SP ISSUES AND LOCAL RESPONSES

*EXPECTED OUTPUT – INVENTORY OF GAPS IN EXISTING SP RELATED INITIATIVES AT THE LOCALITY/LGU*

Fill out instructions:

- a. Using the results of the SP VAM your local SP team had conducted, list the risks, vulnerabilities, hazards and disaster situations of the locality. List who are vulnerable to these risks in your locality.
- b. Get copies of your local government unit's Local Development Plan /CLUP/ELA / AIP / Social Protection Development Report (SPDR) and look for programs and projects that respond to any of the four major risks identified in SP VAM. At the least, there should be at least five (5) programs and projects in the LGU's existing budget that are social protection programs: be it labor market interventions, social insurance, social welfare and/or social safety nets. The programs and projects may be funded by the LGU and other stakeholders (e.g. NGOs, people's organizations, private sector, overseas Filipinos, etc.).
- c. List currently existing program/project (AT LEAST 5 OF THE MAJOR SOCIAL DEVELOPMENT PROGRAMS) and their individual descriptions that respond to any of the risks identified. They should include the objectives and targets of these SP-related programs.
- d. Trace the basis for the program's/project's implementation locally (Is it because of national policy? A local ordinance?).
- e. Identify these programs' / projects' current state of implementation, as well as the issues they face in program / project implementation.

IDENTIFIED RISK AND VULNERABILITY SPDR (CITY/ MUNICIPALITY);	IDENTIFIED VULNERABLE	EXISTING SP POLICIES, PROGRAMS AND PROJECTS	SHORT DESCRIPTION OF PROGRAMS/	LOCAL IMPLEMENTING	IDENTIFIED LOCAL SP ISSUE/s
<p>e.g.</p> <p>Economic Risk:</p> <p>Seasonality of Labor</p>	<p>Rice Farmers in lowland sitios near waterways</p>	<p>Food for Work;</p>	<p>Employing seasonal unemployed crop farmers for local public works such as road clearing, dredging of river, building of public edifice and cleaning of public areas. They are paid either with food or cash to purchase local products</p>	<p>Municipal Agricultural Office and Municipal Engineering Office</p>	<p>a.Funding— Limited during calamities only</p> <p>b.Payments are delayed</p> <p>c.Targeting— Non-crop farmers benefitting from program</p> <p>d.Sustainability</p>

### *STEP 3: MAKING AN INVENTORY OF LOCAL SP PROGRAMS AND POLICIES<sup>4</sup>*

One of the crucial steps is the conduct of an inventory and rapid assessment of policies and programs per SP component at all levels – national, regional and local levels. Once you do step 2, you are halfway into making a local inventory on social protection programs and policies. The key is to relate this to the SP Framework.

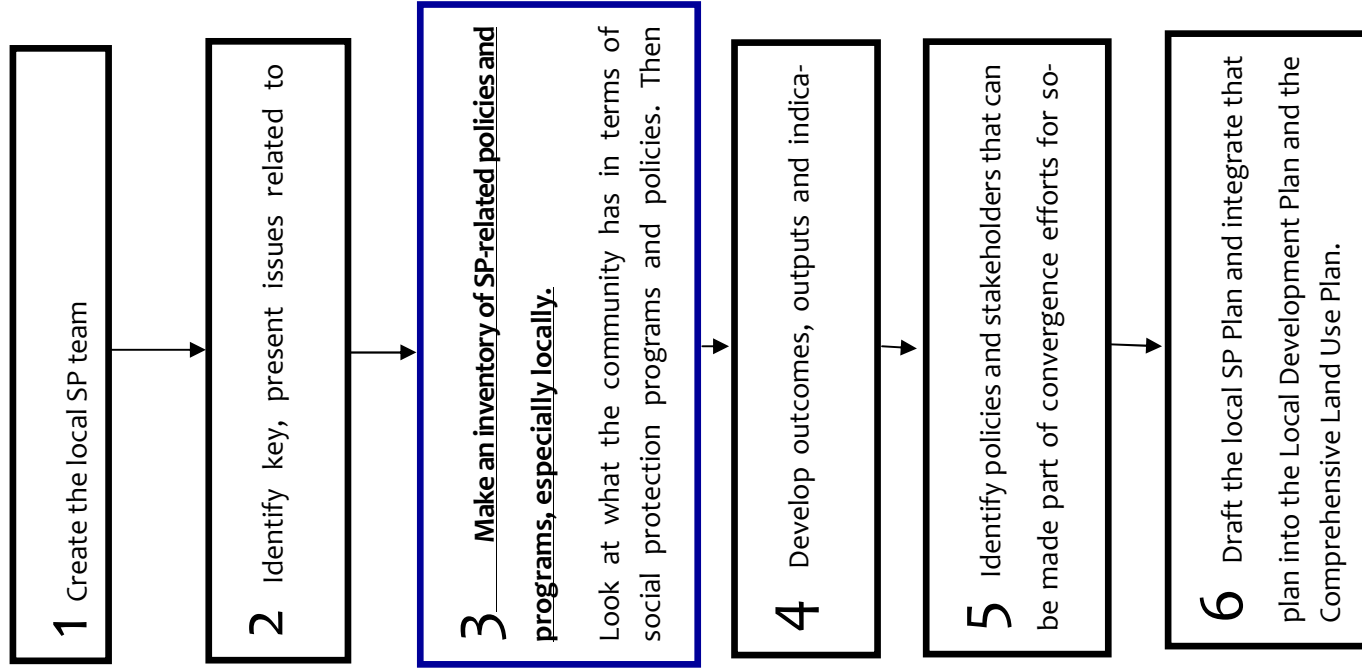
Essentially, your inventory will look at the initiatives done locally and by external agencies / groups / institutions benefiting the local community. The inventory also looks how programs and projects implemented by outside or external stakeholders converge or relate to what the locality needs. The inventory will also help you paint a clear picture of the gaps of current social protection efforts vis-à-vis the risks and vulnerabilities your residents face.

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<sup>4</sup>This is taken from the Convergence Framework and the 5-year SP Plan



### Step 3: Make an inventory of SP programs and policies locally



Policies /Programs	Description	Coverage /Sector	Funding Source	Implementing Agency	Risks and vulnerabilities being responded to	Type of convergence being adopted
Write the name of the policy or program.	Explain briefly what this policy / program is all about.	Indicate who are covered by this program or policy.	Say who or what funds this program	Say who implements this program or policy.	Classify what risks are being addressed (individual, economic, environmental, social?).	Determine the type of convergence being done by the program or policy (refer to Volume 1).

## PROCEDURES IN CONDUCTING THE INVENTORY

### ***Step 1 - List all social programs and projects being implemented in the area by funding source.***

Doing this step helps you determine who are involved in SP at the local level. For classification purposes (i.e. into which programs are under labor market interventions, social insurance, social welfare and social safety nets), it is better to list down all social development-related programs and projects, then list down who funds these programs—whether the LGU or other stakeholders locally and outside of the locality.

It is also important to identify existing adaptation strategies of the locality, especially to natural disasters. This can be classified as an activity that is regularly conducted.



### ***Step 2 - Classify the programs and projects as they respond to the risks and vulnerabilities being addressed and to the SP components***

Classify each program or project if they are under labor market interventions, social insurance, social welfare and social safety nets. Categorize also each program or project if it responds to either individual / life-cycle risks, economic risks, environmental risks or to social and governance risks.

It is possible that an existing program addresses one or more types of risks, or falls under at least two social protection programs.

Classifying the programs and projects helps your local SP team streamline and focus on programs related to SP. Classification can also help you spot programs that have the same beneficiaries, target sectors or geographical areas, as well as people or areas that do not respond to any risks and vulnerabilities. Classifying the SP programs and projects will later on give you ease in identifying funding sources.

### ***Step 3 - Further classify programs and projects that can be converged***

Further classify the programs and projects identify according to possibilities that these initiatives and their implementers may be converged. Based on the SP Convergence Operational Framework, the following forms of convergence may be considered:

1. By target areas/municipalities or cities/barangays;
2. With the private sector, NGOs and other stakeholders in the delivery of social protection programs;
3. By the package of interventions to be delivered in the target areas/municipalities or cities/baragays;
4. By coordinating mechanisms/feedback systems —from the top to the ground and vice-versa; and
5. Of resources that are available for the implementers —from national to local levels.

Classifying SP programs or projects through possible convergence strategy/ies will recognize the overall importance of convergence as the core strategy of implementing local SP programs.

### ***Step 4 - Finalize the list of SP programs and projects and classify each responding to all risks and vulnerabilities in the locality***

Once your local SP team completes the inventory, you will be able to have a finalized list of SP programs and projects that clearly identifies the risks and vulnerabilities being addressed; which program/s fall/s under each of the four SP components (labor market interventions, social insurance, social welfare and social safety nets); who and where are the beneficiaries; and the sources of funds of these existing SP programs. (*An example can be gleaned from Worksheet number 2.*)

## WORKSHEET 2      MATRIX OF ALL SP PROGRAMS AND PROJECTS INCLUDING LOCAL ADAPTATION STRATEGIES

*EXPECTED OUTPUT: COMPLETE LISTING OF ALL SP PROGRAMS AND PROJECTS THAT ARE FUNDED AND IMPLEMENTED IN THE LOCALITY.*

FILL OUT INSTRUCTIONS:

1. Expand the programs/projects listing in Worksheet 1 to include other programs/projects funded and unfunded by other offices in the LGU and by other stakeholders.
2. In this worksheet, all programs and projects related to SP—whether funded by the LGU or externally—must be listed.
3. It is important to list the population covered, source/s of funding, and who implements the said program or project.
4. The worksheet also needs to identify what risks and vulnerabilities are being addressed.
5. Finally, the last column identifies the process to which the programs and projects are interconnected with the different levels of governance through the convergence process being adopted.

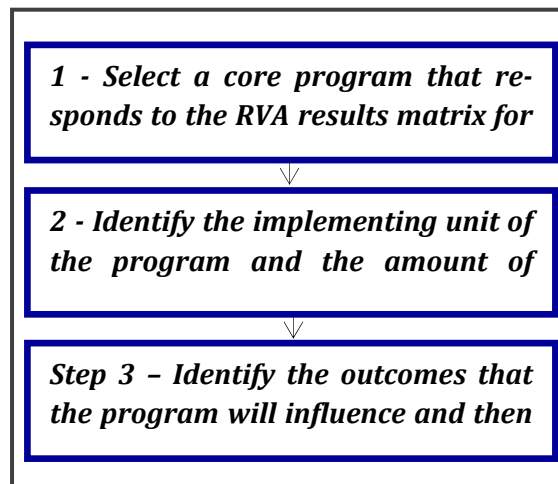
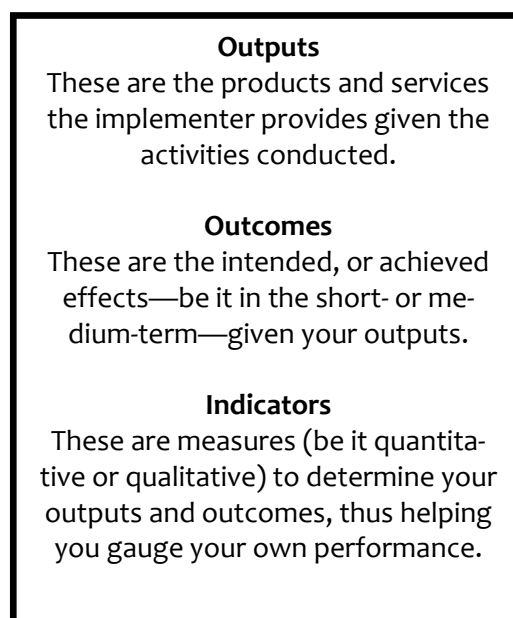
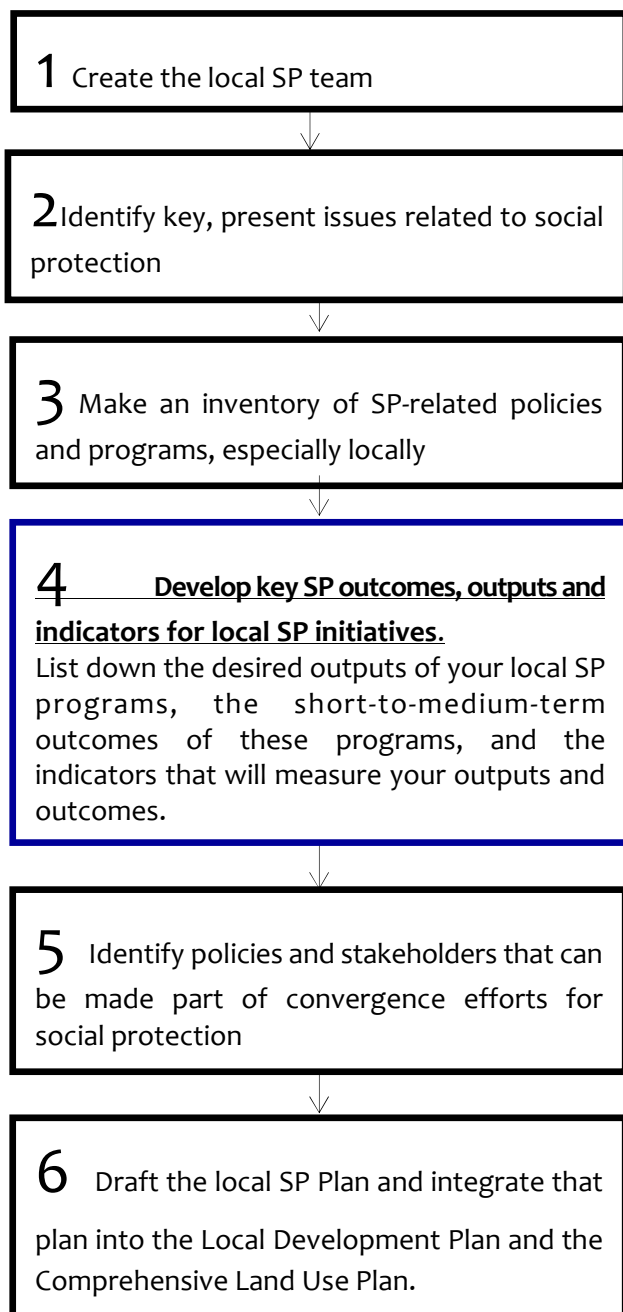
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<sup>5</sup>Culled from Convergence Framework for SP

## WORKSHEET 2

EXISTING LGU and NON-LGU SP PROGRAM AND PROJECT	DESCRIPTION OF SP PROGRAMS/PROJECTS	VULNERABLE POPULATION COVERED	SOURCE OF FUNDING	IMPLEMENTING AGENCY/UNIT	RISK AND VULNERABILITIES ADDRESSED BASED ON SP VAM RESULTS	TYPE OF CONVERGENCE BEING ADOPTED
E.g. Pantawid Pamilya	A national program that seeks to invest in human capital of poor families having children...	Women, children	National	DSWD, DOH, DEPED	Individual Life Cycle, Economic Risks	National to local delivery of social services
Vaccination	Provision of basic health protection against communicable	Children	CSO	DOH, CSOs	Individual Life Cycle	National to local delivery of social services
Disaster Warning System	A locally developed system to inform villagers of rising flood waters and when it is time to evacuate	All living near river	Barangay	Barangay	Individual, economic	Barangay services
Phil-Health Coverage for All	Basic health insurance coverage with priority funding for the indigent and those in the informal sectors	All	PhP100Mn	PhilHealth, LGU	Life Cycle, Economic, Environmental Risks	National to local

## Step 4: Develop outcomes, outputs and indicators for your prospective local SP plan



## *STEP 4: DEVELOP OUTCOMES, OUTPUTS AND INDICATORS FOR YOUR PROSPECTIVE LOCAL SOCIAL PROTECTION INITIATIVES*

Now that you have identified the risks and vulnerabilities and the SP-related initiatives being done locally, it is time to develop outcomes, outputs and indicators. Having these *metrics* will serve as a guide if your locality's SP-related programs have met their desired goals and objectives.

### **What are inputs, activities, outputs, outcomes and impacts?**

**INPUTS** are resources that are used to contribute to a program, project or policy. They are either funded internally by the LGU or through external sources. Examples:

- Financial resources;
- Personnel;
- Time allotted to the program/project;
- Rent of venue, vehicles, equipment and other non-purchased physical assets;
- Purchase of equipment; or
- Contribution from other organizations either cash or in kind.



**ACTIVITIES** are tasks, actions or services that will take place in order to have the changes in the situation/condition that the program/project wants to achieve. They specify what will be done, how it will be done, who will do it and when. Examples:

- Provide training on road cleaning to 100 farmer beneficiaries;
- Organize and recruit 20 potential trainers and orient them on disaster management;
- Conduct of food distribution to 10 elementary schools every week;
- Produce 5 prototype indigenous life boats for replication by barangays; or
- Identification of target areas through two types of information gathering, survey and interviews.

*OUTPUTS* are the products or services delivered as a result of the program or project. They are easily observable and seen and can be considered the external manifestation of an intervention. They can serve as the immediate measure of progress. Examples:

- Number of target beneficiaries given financial assistance;
- Number of stakeholder meetings co-ordinated;
- Number of school supplies distributed to target students;
- Amount of cash contribution from partner organization;
- Number of training activities conducted;
- Number of materials produced; or
- Number of roads cleared of debris.
- More volunteers in the conduct of local surveys; or
- Increased income among farmer beneficiaries.

*OUTCOMES*<sup>6</sup> are the changes that the program and project can make to address the issues of the locality. They are expected to result to positive improvements, making things stable or preventing further deterioration of the conditions of individuals, community, organization/institution, environment and systems/structures. Words frequently used when writing outcomes include *increased, decreased, more, less, better, with a point of view to compare situations before and after, among others*. Examples:

- Improved family relationships due to Pantawid Pamilya;
- Increased school participation rate of elementary student;
- Decreased prevalence of flu due to mass vaccination;
- Less unemployment during off-season;
- Better information flow in the municipality;
- More volunteers in the conduct of local surveys; or
- Increased income among farmer beneficiaries.

*IMPACTS* are the final and longer-term goals on the specific aspects which the program and project seeks to influence. Impacts can either be quantitative or qualitative. Quantitative impacts can be tracked as they can be measured. Qualitative impacts, on the other hand, can be observed as they are less tangible. Examples:

#### *Quantitative Impact*

- Rise in the employment level of low skilled beneficiaries;
- Increased business registrations in the municipality;
- Doubling of productivity of rice farmers;

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<sup>6</sup>Adapted from the Big Lottery Fund UK at [www.biglotteryfund.org.uk](http://www.biglotteryfund.org.uk)



- 100% increase in the use of health insurance;
- Average educational attainment of youth rises to college level; or
- 50% decline in maternal mortality rates.

#### Qualitative Impact

- Changes in people's behavior towards health insurance use;
- Significant decline of solid waste in the river;
- Transfer of permanent dwellings to higher ground;
- Changes in people's perception of government policies;
- Improved relations between family members;
- Increased awareness in environmental changes among children;
- Broader citizen participation in LGU decision making;
- Capacity building efforts becoming an integral part of introducing new activities; or
- Pregnant mothers regularly coming for their prenatal check up.

But before you make your locality's SP plan bearing these outputs, outcomes and indicators, be *guided* by two documents: The Social Protection Operational Framework and the Philippine Development Plan. Both have identified specific outcomes that need to be responded to.

- a) Attaining the Millennium Development Goals (MDGs);
- b) Providing direct conditional cash transfers (CCTs) to the poor;
- c) Achieving universal coverage in health and basic education;
- d) Adopting the community-driven development (CDD) approach;
- e) Converging SP programs for target beneficiaries and Areas;
- f) Mainstreaming climate change adaptation and disaster risk reduction in social development interventions; and
- g) Developing and enhancing the competence of the bureaucracy to improve quality and equitable access to social services.

So your local SP plan must be aligned to these national SP objectives as the local situationers will help in attaining targeted national outcomes. And yet your local SP initiative and its outputs, outcomes and indicators should be based on your locality's needs and requirements.

But given the locality's risks and vulnerabilities, as well as the SP-related initiatives, your local SP team had identified, how will you develop those outputs, outcomes and indicators?

## PROCEDURES IN DEVELOPING INDICATORS

### **Step 1 – Return to the RVA results and the database of SP targets and gaps.**

Review your RVA results and your analysis of the targets and gaps of existing SP programs locally. Identified gaps will reveal the current condition and therefore provide the ideal environment in identifying outcomes.

### **Step 2 – Identify inputs, outputs, outcomes and impacts and classify them according to SP component**

You have already clustered or classified your locality's SP programs by component, whether labor market interventions, social insurance, social welfare and social safety nets. So for each component, then make your inputs, outputs, outcomes and activities.

Let us use health insurance, with the Philippine Health Insurance Corp. (PhilHealth) as the implementer, as an example. Some outputs, outcomes, indicators and impacts can be initial, intermediate and long term. Nonetheless, what is important is to focus on the desired results. (see Figure 4 to illustrate the example for PhilHealth.)

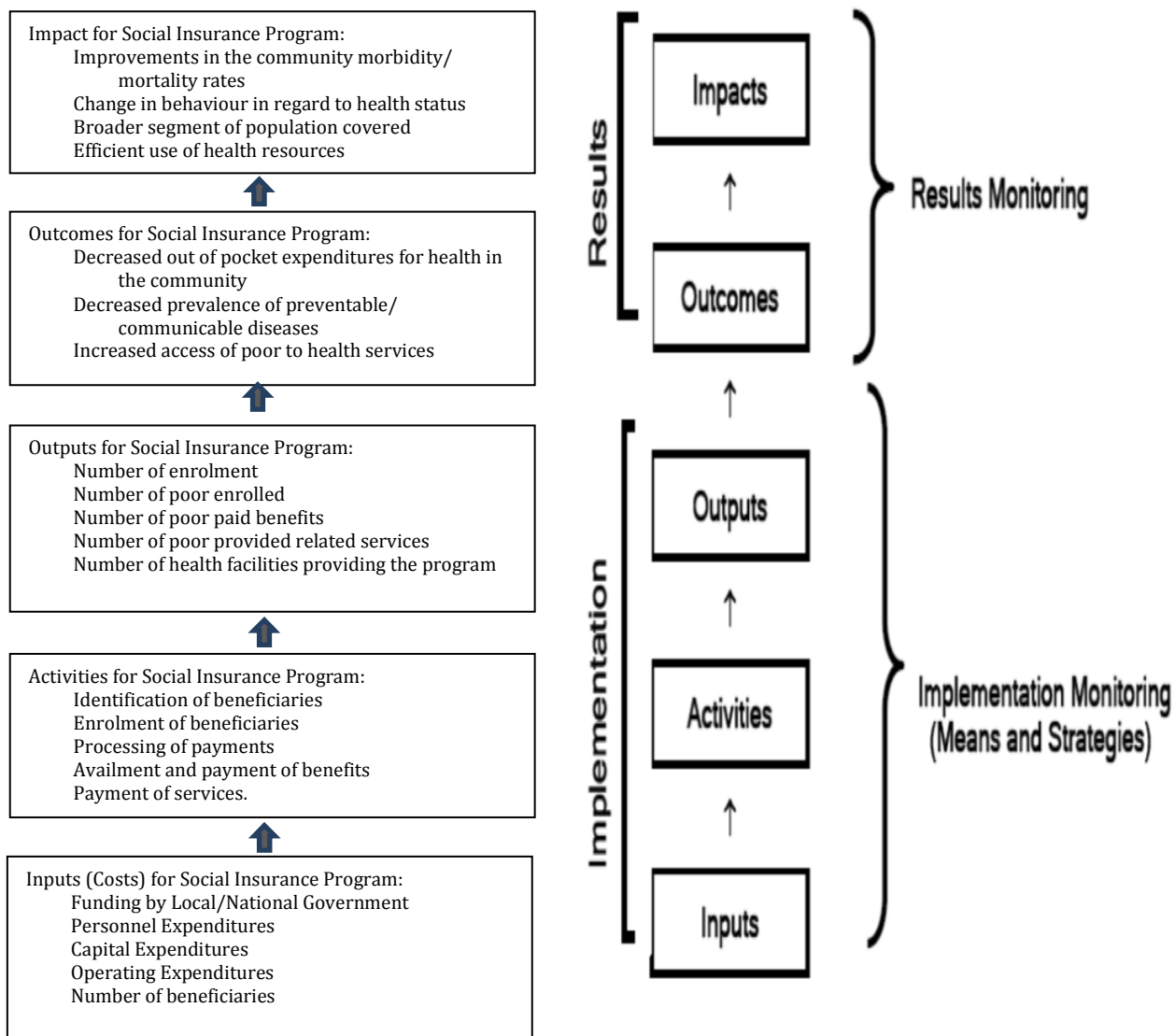
### **Step 3 – List all possible related indicators corresponding to each outcome and prioritize. But do these according to data availability.**

Develop your indicators with the help of available data. You can use results of the NHTS-PR for your locality, or your locality's socio-economic survey (e.g. CBMS or the community-based monitoring system). In case either a local community survey or NHTS data are not available, the locality is encouraged to conduct its own simple survey. (The SP VAM accompanying this SP Handbook has an example of a survey form for poverty, even covering community hazards and vulnerability assessments.)

For this Handbook, you can use two worksheets (worksheets 3 and 4) that link the inputs, outputs and outcomes with the list of SP programs and projects corresponding the type of risk (individual/life-cycle, economic, environmental or social and governance risk) and the SP component (labor market interventions, social insurance, social welfare and social safety nets). What follows will be the agencies, institutions or stakeholders responsible for implementing the corresponding SP program, and then the budget needed.

The result will be a local SP Plan with outputs, outcomes, indicators and impacts that correspond to each social protection component, the stakeholder/s assigned to handle such and the budget required.

FIGURE 4: A DIAGRAM OF A SOCIAL PROTECTION PROGRAM'S DIFFERENT ELEMENTS INPUTS, ACTIVITIES, OUTPUTS INTO THE DESIRED OUTCOMES OF A PROGRAM. SOURCE: WORLD BANK IPDET VOLUME 4: USING SOCIAL HEALTH INSURANCE AS AN EXAMPLE



## WORKSHEET 3      MATRIX OF MEASURABLE INDICATORS FOR EACH LOCAL SP PROGRAM/PROJECT

*EXPECTED OUTPUT: DEVELOPMENT OF SPECIFIC MEASURABLE OUTPUT, OUTCOME AND IMPACT INDICATORS FOR EACH SP PROGRAMS/PROJECTS*

Fill out instructions:

1. Use the programs/projects identified in worksheet 1 and transfer details in columns 1 to 3,
2. Provide specific details of the budget of the identified programs/projects
3. From the program/project details, look at the expected outputs and use this to develop expected outcomes
4. The expected outcomes can be considered by looking at the program and/or project objectives
5. The impact indicators that will be selected must be easily collectible and should be part of the implementation process.

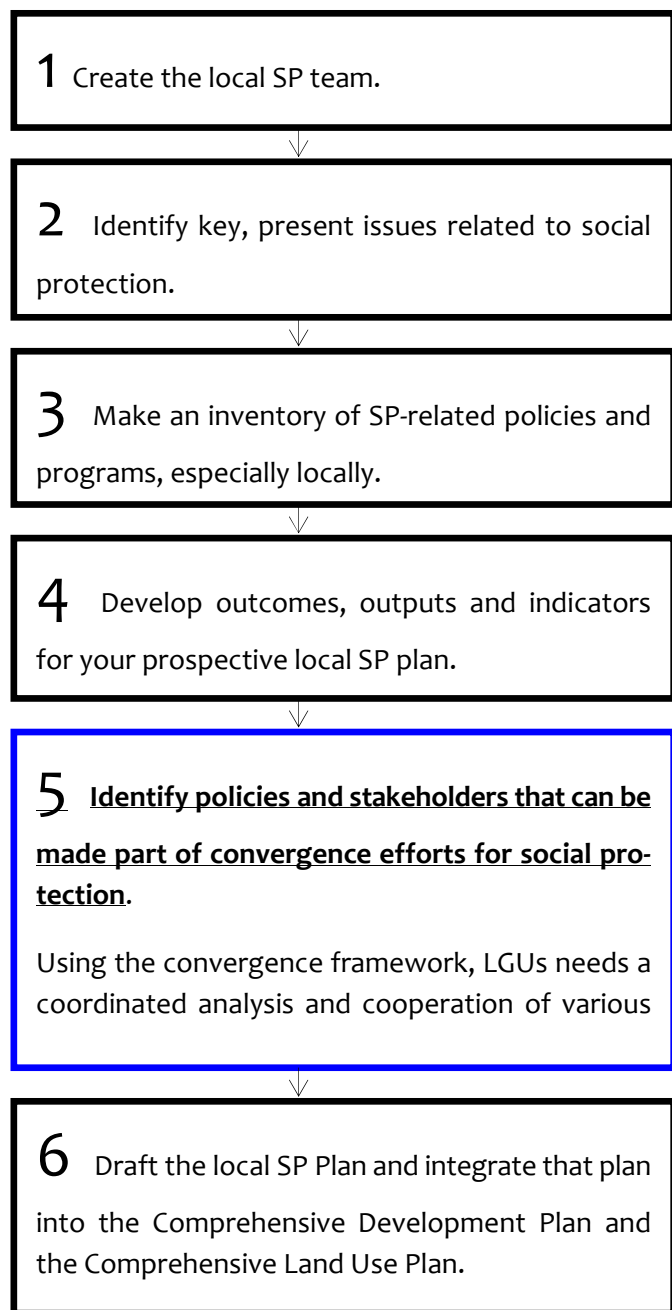
WORKSHEET 3: SAMPLE MATRIX OF MEASURABLE INDICATORS FOR LOCALLY IMPLEMENTED SP PROGRAMS AND PROJECTS

LOCAL SP PROGRAM AND PROJECT	RISK AND VULNERABILITIES ADDRESSED	IDENTIFIED VULNERABLE POPULATION COVERED	BUDGET (AMOUNT)	OUTPUTS	OUTCOMES	IMPACTS	AGENCIES / STAKEHOLDERS RESPONSIBLE
Food and Cash for Work	Individual Life Cycle and Economic Risks	Rice Farmers in lowland sitios	P200,000 per year	Total Number of rice farmers provided with food ration  Total Number of rice farmers registered and receiving cash grants	Decrease in malnutrition rate among beneficiary families  Stable rice farmer income and productivity  Rise in school participation of children of rice farmer	Change in attitude in regard to work  Increased awareness of the need for sustainable source of income  Willingness to plant other crops	MSWDO MAO Rural Improvement Club of Brgy. Pinagkuartelan Regional Office of Dept. of Agriculture

**WORKSHEET 4**  
**SAMPLE COMPLETED MATRIX FOR DEVELOPING TIME-BASED SP INDICATORS**  
**LOCALLY IMPLEMENTED PROGRAMS AND PROJECTS**

LOCAL SP PROGRAM/ PROJECT	KEY OBJECTIVES OF THE PROGRAM	ISSUES AND GAPS OF THE PROGRAM	DESIRED OUTCOMES AS A RESULT OF THE PROGRAM	INITIAL INDICATOR (YEAR 1)	INTERMEDIATE INDICATOR (YEAR 3)	LONG TERM INDICATOR (YEAR 5)
Food and Cash for Work	Provide daily food rations and maintenance cash to seasonal unemployed rice farmers to sustain their income and improve nutritional status	Limited funding Slippage in targeting	Drop in the unemployment rate of rice farmers Improvement in the nutritional status of target groups and their families Sustain income increase of target groups	Number of target group provided assistance	30% Improvement in the unemployment rate of target group 50% of target group improved their nutritional status Income of target group increased by 20%	Seasonal unemployment rate down 50% No. of rice farmers shifting to high value added crops increased by 50% Income of target groups increase by 30% Productivity of target group increased by 30%

## STEP 5: IDENTIFY POLICIES AND STAKEHOLDERS THAT CAN BE MADE PART OF CONVERGENCE EFFORTS FOR SOCIAL PROTECTION IN YOUR LOCALITY<sup>7</sup>



Remember that the SP Operational Convergence Framework (see Volume 1) is a multi-level and multi-focus convergence. Volume 1 also gave examples of convergence, depending on the social protection needs of the target areas or sectors.

After your local SP team does a coordinated situation analysis of a locality or a sector, vertical or horizontal convergence may be utilized in the implementation of various responsive programs. Important also is that your local SP plan specifies the activities that need cooperation and that help define roles among agencies and stakeholders.

Your local SP plan should also establish mechanisms or venues where convergence activities, say per SP component, will be done.

As a review, your locality's SP convergence efforts may:

- Focus on Packages.** Here you will offer a menu of different programs benefiting the same target sector or target area. An example could be a menu of programs delivered independently by various agencies to a focus area or sector.
- Focus on Converged Delivery Mechanism.** Here you will offer a range of programs under a uniform, consolidated delivery mechanism. An example is the Pantawid Pamilya which is technically composed of a variety of programs (health, education, value formation) but delivered through a single mechanism.
- Mix both packages and converged delivery mechanism.**

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<sup>7</sup>Social Protection Convergence Framework 2012

## STEP 6: DRAFT THE LOCAL SOCIAL PROTECTION INITIATIVE AND INTEGRATE INTO THE LOCAL DEVELOPMENT PLAN AND THE COMPREHENSIVE LAND USE PLAN

Your local SP team is now ready to create a common initiative for social protection in your locality. (A *template for local SP Initiative* is in Annex \_\_.) This Local SP Initiative can be similar to your locality's Local Tourism Plan, Local Health Plan, Local Agricultural Development Plan, and other similar plans.

As SP is a concern that cuts across sectors in your locality, social protection will interact with the general land use policies (i.e. the CLUP) and the different sectoral plans contained in the CDP. The outcome of this exercise is now your Local SP Plan.

Following the earlier steps in this Volume, you will cull your local SP Initiative's contents from ongoing endeavours in your locality. But to legitimize your local SP Initiatives, your local SP team should convince your local chief executive and your city or municipal legislative council to integrate that initiative into two important documents: the Comprehensive Development Plan (CDP) and the Comprehensive Land Use Plan.

For your Local SP Initiative to be recognized and funded at both the local, national and even international levels, the Local SP Initiative must be forwarded to the Provincial Government, to your Regional Development Council (RDCs), and to NEDA's Social Development Committee. These bodies can possibly fund some of the items as identified. In your LGU, you lobby to the *Sangguniang Panglungsod* or *Sangguniang Bayan* to include your Local SP Initiatives in the CDP and the CLUP. What follows next is convincing them to fund these mandated social protection programs with allocations in the LGU's Annual Investment Plan.



### CDP versus CLUP

#### *Comprehensive Development Plan*

This is the plan "with which the LGU promotes the general welfare of its inhabitants in its capacity as a corporate body."

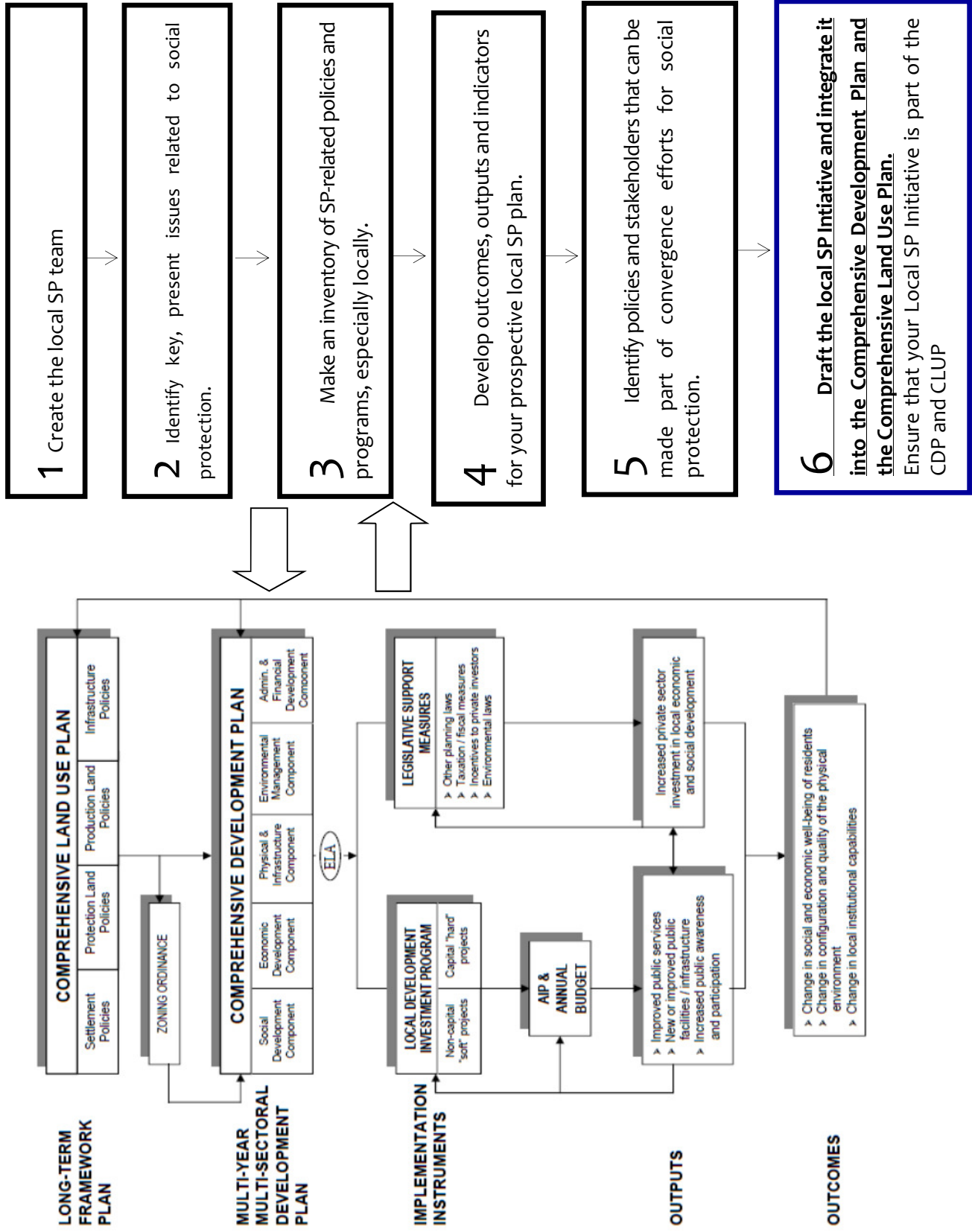
#### *Comprehensive Land Use Plan*

This is the plan "for the management of local territories."

Source: Manuel Gotis (2008).  
"Introduction to the Rationalized Planning System." Presented to the Fifth National CBMS Conference, Manila.



## Step 6: Draft the Local SP Initiative and Integrate into the CDP and the CLUP



## RESOURCE MOBILIZATION FOR SP PLAN

Resources are not just all about money or financing. People, time, commitment, volunteerism— these are resources that can all be used for social protection programs. All these are “supplies” to which people’s access to social protection— can be produced.

These resources can come from the local community, from the region or province where the locality is found, or from national government agencies. Resources can also come from the private sector and from civil society groups, or even from individuals—whether Filipino or foreign, based in the Philippines or abroad.

This section highlights the key role of mobilizing resources of from the identified activities in the local SP plans and programs. It will help readers understand how existing budgets from within a local government unit, or from outside sources, can be identified as resources for some or all social protection programs—be it labor market interventions, social insurance, social welfare, or social safety nets. It also hopes to give users information in cases where there is need for additional resources for unfunded SP programs and activities. This information will pinpoint where to access such monetary and non-monetary resources—be it locally, regionally, nationally, or through “public-private partnerships”.

In details, resource mobilization for SP is as follows:

1. Understand how budgets of different supporting units and/or agencies can be used to identify mechanisms for coordination and convergence in order to achieve the desired outcomes in SP;
2. Identify key available resources that can be tapped in implementing SP programs;
3. Determine appropriate budget given identified outcomes, outputs and indicators;
4. Understand the roles of other providers of resources —private sector, civil society, “public private partnership— for your Local SP Plan; and
5. Understand the existing internal policies/ guidelines of the other providers.



## STEP 1: CONVERGING SOCIAL PROTECTION PROGRAMS

The LGU has existing projects and budgets for all its offices. These projects correspond to the provincial, city or municipal development plan. The budget, meanwhile, is contained in the Annual Investment Plan.

Before SP can be clustered into labor market interventions, social insurance, social welfare and social safety nets, the LGU is already funding existing programs for agriculture, infrastructure, health, education, and so on. That will be the opening for the local social protection team to see how SP programs can be funded.

Since it is the local government unit that will spearhead the implementation of the local SP Plan, the Local SP Core Team<sup>8</sup>, as explained earlier, will be comprised of the different executive offices of the LGU and other related agencies and CSOs. In the context of resource mobilization, the Local SP Core Team may have to include skills and capacities that have focus on identifying resources. In particular, it is imperative that the person within the LGU, say the City or Municipal Treasurer, who is handling the nitty-gritty of the Local Development Investment Plan (LDIP) and the Annual Investment Plan (AIP) be given a vital role. The budget officer and the *Sanggunian* should also be included as part of the team.

### ***Where to start looking at existing resources?***

It is important to look and scan the LGU's offices and their budgets and see how these can be put together as part of the Local SP Plan and the attendant programs for social protection. It also matters that a dialogue with the heads of offices in the LGU, and involve them in the conduct of SP Programs and projects. It is likely that what may be needed at the local level is not a development of a new list of programs and projects but simply a reconfiguration of existing programs and projects already being funded by the LGU that will be lumped together as a social protection program.

### ***Possible Partners within the LGU***

The LGU structure provides a clear direction of possible partners within. Apart from those who have been identified as part of the SP Team, there are other units who can partner for SP. The municipal directory of officials is the simplest place to find connections. See this example in Figure 5:

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<sup>8</sup>The SP Core Team is the same from volume 2.

FIGURE 5: THE LGU'S DIRECTORY AND HOW TO MAP OUT PARTNERS FOR SOCIAL PROTECTION PROGRAMS

Office of the Mayor	tel: (047) 481-7950 / (047) 481-3591 fax: (047) 481-2191
Office of the Vice Mayor	tel: (047) 481-4096
Office of the Sangguniang Bayan	tel: (047) 481-1542 / (047) 636-1204
Municipal Accounting Office	tel: (047) 481-4791 / (047) 636-1203
Municipal Budget Office	tel: (047) 481-4457
Municipal Assessor Office	tel: (047) 636-1518
Municipal Treasury Office	tel: (047) 636-1519 / (047) 636-1205
Municipal Engineering Office	tel: (047) 481-2114
Municipal Health Office	tel: (047) 636-1517
Municipal Social Welfare & Development Office	tel: (047) 636-1516
Local Civil Registry	tel: (047) 481-2265
Department of Agriculture	tel: (047) 481-2267
DWWS	tel: (047) 481-4638
HRMO	tel: (047) 481-1544
MPDC	tel: (047) 636-1510
PESO	tel: (047) 481-5458
Rural Health Unit I	tel: (047) 481-7957
Rural Health Unit II	tel: (047) 481-4402
Public Market	tel: (047) 636-1514
Common Terminal	tel: (047) 481-5459
Slaughter House	tel: (047) 481-4534

## Looking at Existing Budgets

Once partners within the offices of the LGU have been identified and have given their support and commitment, the local SP Team can look into existing LGU budgets. Social protection is not just an endeavor on the part of the local social welfare and development office, so programs and their corresponding budgets by the other offices can make up an entire locality's social protection program (see example below in Figure 6).

FIGURE 6: EXAMPLE OF HOW EXISTING BUDGETS OF LGU OFFICES CAN BE TAPPED FOR SP PROGRAMS

Other Special Projects/Programs		
a) 5 K Program		
1. Karunungan-		
Education Program		1,500,000.00
Math and Science Program		300,000.00
Scholarship Program		240,000.00
Municipal Book Program		200,000.00
2. Kapaligiran-		
Environmental Sanitation and Natural Resources Management		400,000.00
Environmental Monitoring Program		150,000.00
Solid Waste Management		350,000.00
Gawad Kaka		200,000.00
Clean and Green Program		250,000.00
Maintenance of Cemetery		100,000.00
3. Kabuhayan-		
Livelihood and Cooperative Development Program	}	250,000.00
Public Employment Services		120,000.00
4. Kalusugan-		
Medical Assistance to Govt. Officials and Employees		500,000.00
Sports Development Program		450,000.00
Philhealth Para sa Masa Program		500,000.00
Inter LGU Sportsfest		100,000.00
Medical Supplies		100,000.00
Dental Supplies		50,000.00
Laboratory Supplies		50,000.00
Drugs and Medicines Expense		400,000.00
5. Kaunlaran		
Traffic Maintenance Program		300,000.00
c. Municipal Gymnasium Maintenance		
		150,000.00
E. Libreng Kasalang Bayan Program		
		100,000.00
F. Capability Building		
		100,000.00
G. Community eCenter		
		200,000.00
total		<b>18,749,676.57</b>

## Other resources for social protection programs

As mentioned earlier, resources for local SP programs are not only cash or in-kind, but they can also be in forms such as training and capacity building. Hence, a broader source of resources apart from the local budget is available. In particular, local SP programs and projects can get: a) *Cash assistance or Grants* from identified groups of donors intended for specific purposes; b) *Donations or gifts* for charitable purposes, either from individuals or groups; c) *Loans or credit*, usually given to those with enterprises, those who plan to set up enterprises, or to those in need of money to meet daily needs; and d) *Training and capacity-building services* from groups, and their technical aspects depending on the topic or project.



### STEP 2: LINK SOCIAL PROTECTION OUTCOMES, OUTPUTS AND INDICATORS TO THE LGU'S RESOURCES AND BUDGETS

The Local SP Plan had already listed down the outputs, outcomes and indicators. The next part is to find out the resource requirements of these different activities. The Local SP Core Team with the assistance of the budget officer can link the different SP activities and resources (reference: Worksheet 1).



The SP Plan should also be carefully linked with the Local Development Investment Plan (LDIP), sometimes called the Annual Investment Plan (AIP) if the LDIP is issued annually, to make it consistent with the Comprehensive Development Plan and the Comprehensive Land Use Plan. The LDIP and/or the AIP list/s down all programs and projects that the LGU hopes to implement during the three-year period (as covered by the CDP and the CLUP). The LDIP



Donations, trainings and capacity building, and loans

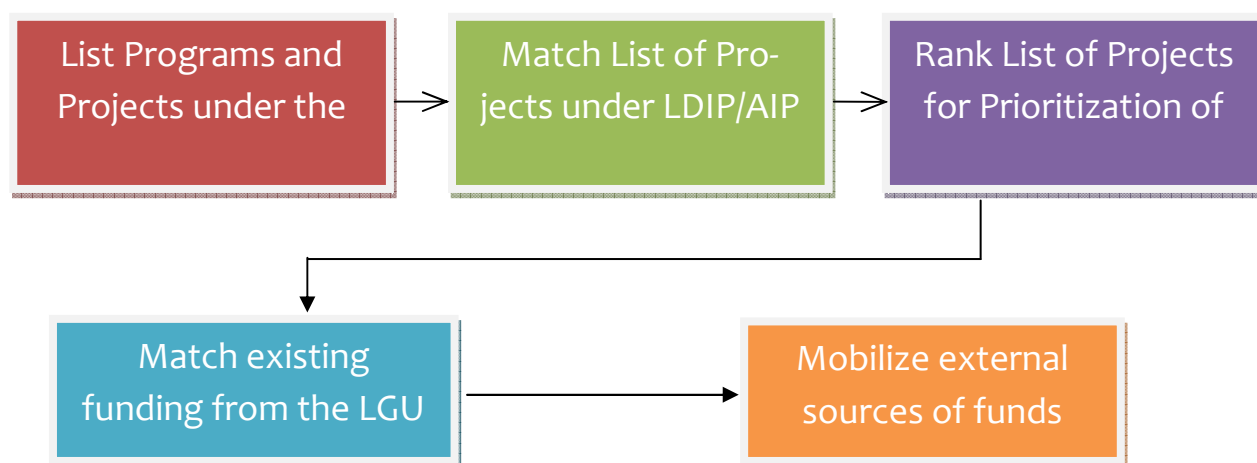
and AIP also spell out how to finance these different programs and projects.

To a certain extent, the investment plan is linked to the Local Development Council (LDC) and the Local Finance Committee (LFC), especially in cases where there is need to raise additional funds, and where the LGU's fiscal management powers and authority are needed. In any case, the local SP team needs to work closely with the LFC and the LDIP/AIP Specialist, and the LGU's Budget Officer to maximize the available resources of the LGU for SP programs and projects.

Procedurally, the finished SP Plan and its list of programs and projects can be matched with the list of programs and projects at the LDIP and AIP. The LDIP and the AIP already have cost estimates, and many of the concerns in SP cross cuts across other sectors. Thus, it is possible that there are already available resources for many of these programs and projects for social protection. Furthermore, many of the programs and projects in the AIP have already passed through the sectoral committees of the LDC (i.e. economic, social, infrastructure, environmental and institutional). Some have been prioritized through the inter-sectoral consultations.

*(Figure 7 provides a simple procedure on how to link the SP plans to the LDIP. What may be critical here is the process of prioritization among the many competing programs and projects in the locality. Table 1, on the other hand, provides a set of criteria in prioritizing projects.)*

FIGURE 7: PROCEDURES FOR LINKING SP PLAN WITH RESOURCES



**Table 1: Criteria for Prioritizing Projects<sup>9</sup>**

Category	General criteria
Urgent	<ul style="list-style-type: none"> <li>•Projects that cannot be reasonably postponed</li> <li>•Projects that would remedy conditions dangerous to public health, safety, welfare</li> <li>•Projects needed to maintain critically-needed programs</li> <li>•Projects needed to meet emergency situations</li> </ul>
Essential	<ul style="list-style-type: none"> <li>•Projects required to complete or make usable a major public improvement</li> <li>•Projects required to maintain minimum standards as part of an ongoing program</li> <li>•Desirable self-liquidating projects</li> <li>•Projects for which external funding is available</li> </ul>
Necessary	<ul style="list-style-type: none"> <li>•Projects that should be carried out to meet clearly identified and anticipated needs</li> <li>•Projects to replace obsolete or unsatisfactory facilities</li> <li>•Repair or maintenance projects to prolong life of existing facilities</li> </ul>
Desirable	<ul style="list-style-type: none"> <li>•Projects needed for expansion of current programs</li> <li>•Projects designed to initiate new programs considered appropriate for a progressive community</li> </ul>
Acceptable	<ul style="list-style-type: none"> <li>•Projects that can be postponed without detriment to present operations if budget cuts are necessary</li> </ul>
Deferrable	<ul style="list-style-type: none"> <li>•Projects recommended for postponement or elimination from immediate consideration in the current LDIP</li> <li>•Projects that are questionable in terms of overall needs, adequate planning, or proper timing</li> </ul>

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<sup>9</sup>From Rationalizing the Local Planning System (RPS) 2008



**Worksheet 5 (Example):  
Plotting resources for a locality's social protection plan**

COMPONENT OF SOCIAL PROTECTION: <i>SOCIAL INSURANCE</i>						
SECTOR: <i>POOR RESIDENTS, INCLUDING ELDERLY</i>						
Resource requirements (fill in the blanks)						
Plans	Outputs	Outcomes	Indicators	Primary: LGU budget	Counterpart: Nat'l agencies' budgets	Other sources: Civil society
				Other sources: Private sector	Other source: Foreign aid?	
PhilHealth enrolment	1,000 new enrollees in PhilHealth	1,000 new enrollees of PhilHealth will begin seeking health insurance	100 percent coverage of the new enrollees identified by the Municipal Health	Budget of the Macabebe Health Office (P1 million)	PhilHealth national (P50,000)	Jose Katigbak Family Foundation (P150,000)
				Macabebe Chamber of Commerce and Industry (P200,000)		UNICEF program on social protection (P50,000)

## INSIGHT: HOW TO ACCESS FOREIGN FUNDS?

It is not easy to access foreign funds for development projects like those for social protection. It requires an innovative idea from the one proposing a project. Accessing funds may also require that the implementing group —say, a local government or a non-government organization— should be friends with these foreign donors. But there is no



substitute for having a solid track record of implementing development projects. Usually, when one has an innovative project that works, donors (including foreign donors) will come to the implementer of the said innovative project.

Usually, foreign funders support development projects by virtue of asking proponents for project proposals. NGOs know this very well, since most of their projects are funded by foreign donors—and the way these NGOs access these funds is by writing project proposals.



Foreign funding came in droves after the 1986 EDSA People Power 1 Revolution. However, many foreign funding agencies, particularly foreign NGOs and foundations, had left the Philippines during the last decade — citing reasons that the Philippines is becoming better off and that other countries need more help.

Usually, when a foreign donor funds a local NGO or LGU, the NGO or LGU

must show that it is implementing the project it proposes. Even weaknesses and challenges faced while implementing the project are —and should be— honestly mentioned to the donor. When the project ends, the NGO or LGU must submit a narrative report of a project’s implementation, and a financial audit of the funds used. If a foreign donor finds the submitted documents in order, there are chances the NGO can get funding again.

In the case of government agencies (be it national or local), a common source of funds for them is bilateral aid, or funds coming from governments through their embassies or through country offices of development aid agencies such as USAID, AusAID, or Canada Fund. This bilateral aid is usually for an identified project, depending on how the foreign government wishes to help the Philippines. The project and its corresponding funds can either be disbursed directly to proponent government agencies, or it will be coursed through implementing groups like a consultancy organization, a big NGO or foundation, or even an identified government agency. This mechanism is true also for multilateral aid—or aid coming from the United Nations agencies, development banks (e.g. Asian Development Bank, World Bank), and other international organizations.

## HOW CAN LOCAL GOVERNMENT UNITS IMPLEMENTING SOCIAL PROTECTION PROGRAMS ACCESS FOREIGN FUNDS?

1. *Be innovative* in thinking how to best serve those in need (especially that these needs are based on data).
2. *Network* with government, civil society, and other like-minded groups that embrace development work and that find social protection to be important. Attend conferences or seminars where these partners participate in, and be friends with them (do not be shy, or they will not find out what your work is about).
3. When implementing projects, *have a system*. Follow all the volumes in this SP Handbook, leading to the implementation of sound social protection programs and projects. Properly document all your project accomplishments and challenges faced.
4. *Communicate* to the general public. Develop flyers or brochures explaining your programs, and issue press releases explaining the accomplishments of your social protection program. If resources permit, have a website and show pictures, accomplishment reports, and other information explaining what your program does. Make your social protection program searchable in Google.

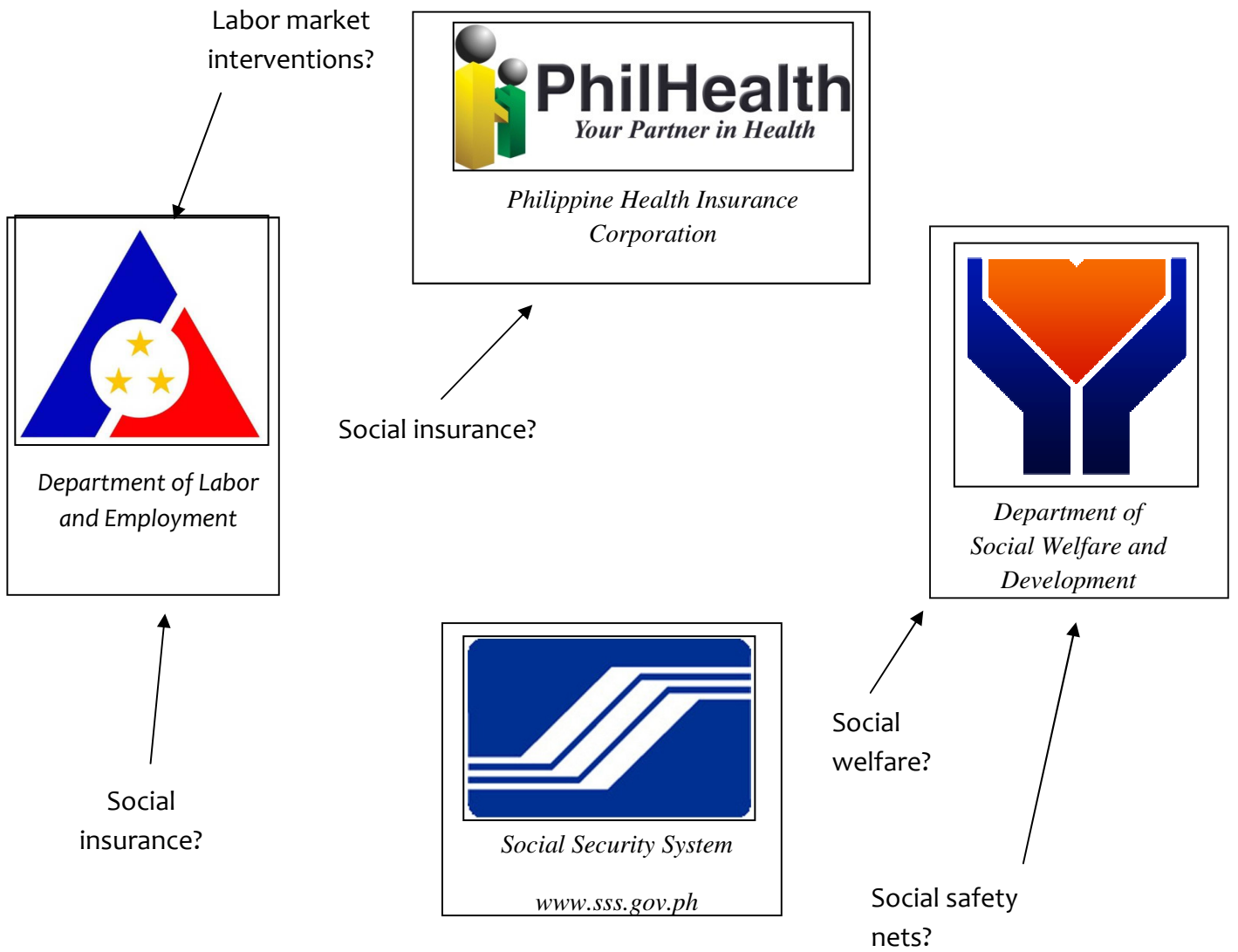


5. *Partner.* If you are an LGU, partner with an NGO with foreign funds—the same that NGOs should partner with LGUs in implementing development projects—and it gives you the opportunity to collaborate for social protection projects.
6. *Learn* how to write project proposals. If you are an LGU implementing a social protection program, seek the help of your planning coordinator
7. *Search* for donors using the Internet. A good example of a website that has a list of funding opportunities is [www.fundsforngos.org](http://www.fundsforngos.org)

## NATIONAL GOVERNMENT AGENCIES

The regional offices of national government agencies can be tapped too. These regional offices have budgets from their mother national government agencies. This means that these regional offices will implement national programs in coordination with local governments. Regional offices of the Department of Labor and Employment, for example, can be in charge of labor market interventions. The Philippine Health Insurance Corporation (PhilHealth) can be in charge for social insurance; whereas the Social Security System (SSS), in charge of the pension funds for private workers, can help in social insurance. And being the agency in charge of providing social welfare services and of responding to disaster relief, the Department of Social Welfare and Development (DSWD) can probably handle social welfare and social safety nets.

Yet as proven by experience, these regional offices provide support to efficient program implementers, even regularly. It is because efficient implementers at local levels will all the more help the regional office make their programs efficient.





## LEARN CERTAIN SKILLS TO MOBILIZE RESOURCES AND PARTNERS FOR SOCIAL PROTECTION

### ADVOCATE!

Advocate that:

- ›Your local chief executive wholeheartedly supports social protection programs, and releases executive orders to that effect
- ›Your local legislative council (*sanggunian*) appropriates budgets for social protection programs.



### NETWORK AND PARTNER

Network with:

- ›Your local government's department heads, especially those identified to possibly contribute to developing a social protection program.
- ›The regional offices of national government agencies.
- ›With civil society and private sector groups known to be helping the community.



### BUILD RAPPORT

Build rapport with your social protection partners by:

- ›Informing them frequently, and always, of your programs for the community. A simple newsletter, email update, or photos of activities on Facebook matter.
- ›Making friends with them during work, or when you get the chance to meet them in gatherings, or even outside work.
- ›Reporting always the accomplishments of your social protection programs, and what have your partners contributed to the cause.





CHAPTER  
3

IMPLEMENTING, MONITORING, AND  
EVALUATING SOCIAL PROTECTION





# INTRODUCTION

This section provides explains and guides readers on how to implement specific and convergent SP programs, and how to monitor and evaluate the same. It is also crucial to integrate the process of monitoring and evaluation and assist the user in evaluating how to further improve program implementation. It recognizes the importance of monitoring and evaluation as the critical factor in linking planning and implementation cycles. SP is not an exception. Because of the convergent nature of SP programs and projects, its implementation, monitoring and evaluation require a more definitive and standard set of procedures. Doing so will help SP program implementers improve the conduct of these programs, as well as report the SP program’s accomplishments to the provincial, regional and national levels.



Specifically, this section will guide the user in:

1. Discussing and understanding the concepts of results-based monitoring and evaluation (RBM&E) and their relationships with each other;
2. Monitoring and evaluating SP programs —the steps on doing results-based monitoring and evaluation, and what tools to use for monitoring and evaluating SP programs; and
3. Understanding the roles of key actors in implementing, monitoring and evaluating SP programs.

## MONITORING AND EVALUATING CONVERGENT SP PROGRAMS

Let us define monitoring and evaluation so that we know their roles in implementing social protection programs. *Monitoring is a process of data collection and analysis to validate if the program or project is being implemented according to plan. Monitoring provides an opportunity to make adjustments in project implementation. Evaluation, on the other hand, is focused on certain expected results of a program or project after a certain period of time, or after a milestone is achieved in order to ascertain the effectiveness.*



The main point of monitoring and evaluation is to analyze whether the outputs, outcomes and impacts of the programs/projects have been achieved (hopefully, at the least cost). The inputs, activities and outputs of a program or project are related to implementation. Outcomes and impacts, on the other hand, are related to the results and objectives. Expect all of these to contribute positive changes leading to the development of the community. These can be seen in the overall changes related to the socio-economic conditions of community members, the quality of the business and physical environment, and the institutions that facilitate governance.

As M&E can be planned accordingly based on phasing project implementation and completion, clearly-determined parts of the process (i.e. inputs, activities, outputs, outcomes and impacts) needs to be set in place. A sample program is treated to provide a broader view on how SP should be monitored and evaluated. (To standardize this process, the M&E will primarily use Worksheets 3 and 4 from Volume 2. These worksheets identify the indicators of the identified SP programs and projects. Figure 3 in Volume 2 provides the link and connection between the different processes involved in M & E.)

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<sup>1</sup>Inputs, activities, outputs, outcomes and impacts are discussed in detail in Volume 2.

## FOUR KEY COMPONENTS OF M AND E SYSTEM<sup>2</sup>

In order to implement a workable M & E System, the following questions need to be answered:

*What does the project want to change and how?* This means what outcome the project wants to happen and how will this happen.

*What are the specific objectives to achieve this change?* Here you list down specific objectives that will all contribute to the outcome.

*What are the indicators and how will they measure this?* After making a specific objective, have a corresponding indicator/s so that you can track if achieving those indicators contributes to the objective.

*How will the data be collected and analyzed?* In making an indicator, list down how will you know if this indicator has been achieved. So list down where to get the information. For example: If the indicator is 50 malnourished children have gained 10 pounds in a month, get the results of the weighing scales for each of those 50 children from the rural health clinic.

## RESULTS - BASED MONITORING AND EVALUATION RBM&E

This SP Handbook wishes to encourage users to implement a five-fold approach to monitoring and evaluation: the *Results-Based monitoring and evaluation system* (RBM&ES). Others call this approach a “logical framework” or LogFrame.

*Results-based monitoring* measures progress to find out how well a program, project or policy is being implemented. But monitoring here is not done after a program or project is completed, but during the implementation process. Program and project implementers can get immediate feedback from RB monitoring-related activities so that adjustments in program implementation may be made as soon as possible.

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<sup>2</sup>Chaplowe, S.G. “Monitoring and Evaluation Planning” Guidelines and Tools.

*Results-based evaluation*, on the other hand, assesses a program, project or policy after it has been completed to determine if it is relevant, efficient, effective, sustainable, and creates impact. Generally, the evaluation is to determine whether the program or project has netted significant results that have altered negative behaviour, inefficient ways of doing things and if it has helped in overall development.



Hence for SP programs, monitoring is focused on tracking the achievement of specific, pre-determined targets of individual SP programs. Evaluation, for its part, takes a broader view of an SP project, program, or policy if it leads to the desired change.

*Tasks for the Local SP Team on RBM&E.* Whenever applicable and possible, the identified members of the SP Core team should set up an RBM&E System as early as during the planning of SP interventions in the locality. This RBM&E System will show the links of how programs are implemented with the progress in achieving the desired objectives or goals of these programs. It means that inputs, activities and outputs are interconnected with the desired outcomes and impacts of a social protection program or a program component.

#### **Why RBM&E for SP?**

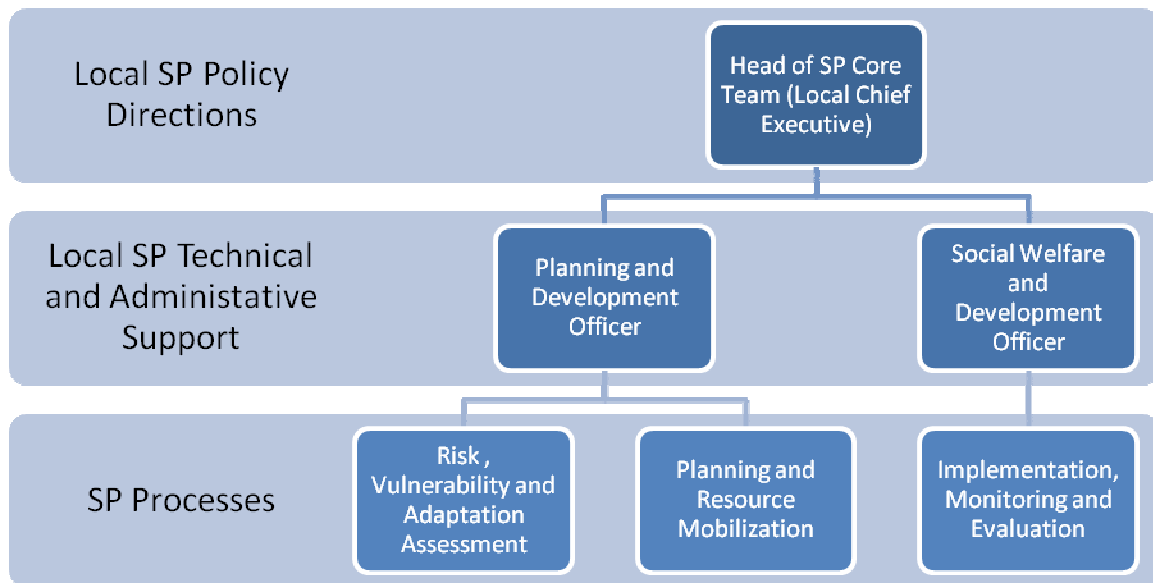
RBM&E will help local SP program implementers assess their performance, particularly in delivering services to target beneficiaries and in how the programs have been managed. On the latter, RBM&E is a tool to identify the strengths, weaknesses, opportunities and threats (SWOT) while implementing current and future SP programs.

RBM&E can also help policymakers, implementers and other stakeholders determine if SP programs have reached intended goals and targets, and to find out if the priorities as contained in the local SP plan were met.

# IMPLEMENTING CONVERGENT LOCAL SP PROGRAMS

The Local SP Plans are already expected to be converged. What is needed for a smooth implementation of the SP program and projects is a *coordinated effort* from all parties concerned. The key to this coordinated effort is the presence of an institutional mechanism that *will remain* regardless of the change of the local, political administration. Based on this, it is critical to retain the existing Local SP Core Team (i.e. at the municipality/city). This team has started the process by conducting a risk, vulnerability and adaptation assessment, planning, and mobilizing resources. The policy aspect of the SP Team continues to be decided by the local chief executive in close coordination with the LDC. The technical and administrative aspects, meanwhile, are shared by both the local planning and development officer and the social welfare development officer (see Figure 1).

FIGURE 1. THE LOCAL SP CORE TEAM AND ITS RESPONSIBILITIES



## ***Members of the Implementation, Monitoring and Evaluation Team***

As mentioned in the previous volumes, the SP Core Team needs to identify partner units within the LGU, partner NGOs or civil society organizations (CSOs), and other possible supporters that can all help implement local SP programs. As examples, in doing risk and vulnerability assessment (RVA), the LGU’s disaster management office is a key partner; for planning, the local planning and development office; for resource mobilization, the local budget office and the treasurer.

For implementation, monitoring and evaluation, the key partner is not limited to a unit but to the different units of the local government and partner CSOs. Based on RA 7160 or the Local Government Code, monitoring and evaluation is a “built-in function” of the sectoral or functional committees in the local planning structure. Thus, there is really no need to create a new unit or structure to do the same for SP.

Hence, to assist the SP Core Team in implementing, monitoring and evaluating the local SP Plan, the existing mechanisms for M&E can be used by the local chief executive. This mechanism ideally consists of the representative of each of the sectoral committees. These sectoral committee members are heads of the Social Development, Economic Development, Land Use and Infrastructure Development,



Environmental Management and Institutional Development Coordinators. This is advantageous for SP since its concerns go beyond a specific sector.

Considering that there are existing mechanisms already in place, the LCE in consultation with the LDC can decide which mechanism to use. It is strongly recommended that the mechanism to which the LGU is most familiar with be used in carrying out the RBM&ES.

The different SP programs and projects have specific goals and objectives that ultimately contribute to the overall reduction of poverty and vulnerability. The different components have specific targets as well. These are supposedly identified and clarified during the planning phase.]

- For each component (labor market interventions, social insurance, social welfare, and social safety nets), the SP Core Team should identify a Component Leader to harmonize the programs and projects. The Component Leader should come from the implementing unit of the LGU.
- The Component Leader is to make a task list of planned activities per program and project based on the activities generated from Worksheets 3 and 4 in Volume 2. This can be facilitated by creating a program or project Gantt chart representing a calendar of when the activities will be conducted (*see Figure 2*). Each program and project should have a specific milestone so as to facilitate the monitoring of progress.
- During the implementation process, make sure that all the activities conducted are documented. These should include photos, videos, documents, reports, attendance sheets—all these can serve as *means of verification* to prove that these activities were staged.
- The use of GANTT chart and documentation will help identify problem/s and will formalize issues and challenges in the course of implementing activities.

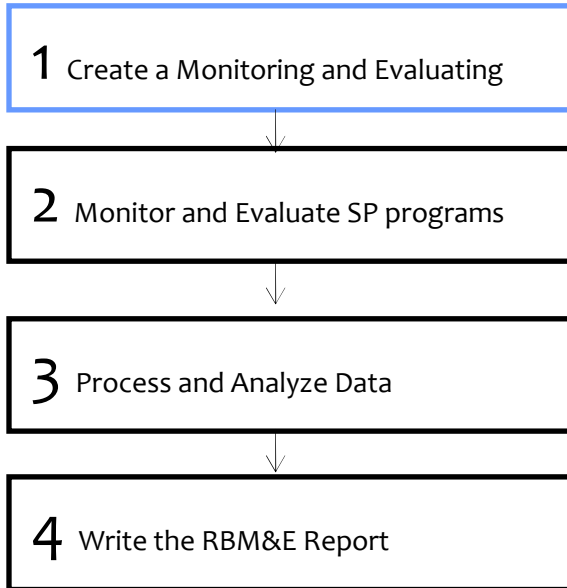


FIGURE 2: SAMPLE GANTT CHART

Section A		Section B						Section C		Section D	
Description	Timeframe						Milestones	Means of Verification			
	M1									M12	
<b>Outcome 1: XXXX</b>											
110 Main activity											
111 Sub-activity one											
112 Sub-activity two											
113 Sub-activity three											
120 Main activity											
121 Sub-activity one											
122 Sub-activity two											
123 Sub-activity three											
<b>Outcome 2: XXXX</b>											
210 Main activity											
211 Sub-activity one											
212 Sub-activity two											
213 Sub-activity three											
220 Main activity											
221 Sub-activity one											
222 Sub-activity two											
223 Sub-activity three											

# PROCEDURES IN CONDUCTING RESULTS - BASED MONITORING AND EVALUATION

## **Step 1 — Create a Monitoring and Evaluation Team**

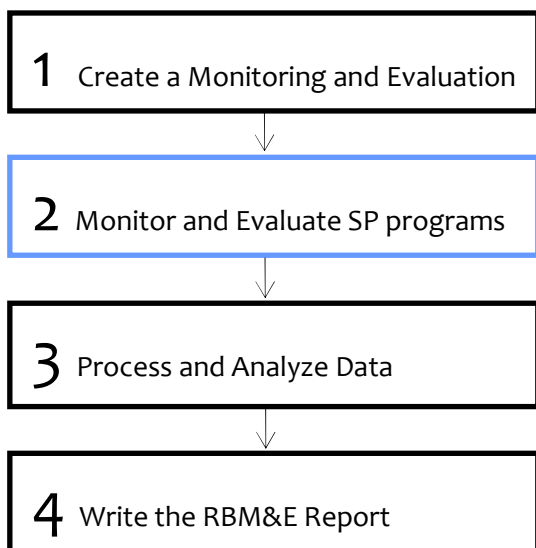


As discussed in an earlier section, the M&E team is the same as the SP Core Team with the participation of the sectoral committee members. The planning coordinator may be asked to handle the overall monitoring and evaluation of the SP Plan. Regardless who may be assigned to monitor and evaluate, there is a need to designate people who can handle specific programs and projects under the SP plan and its components. It is strongly recommended that these people come from the sectoral committees. (Table 1 provides the participation of each member of the team.)

**Table 1. Roles and Selection Criteria of Implementation, Monitoring and Evaluation Team Members**

M&E team members	Role of team member/s	Selection criteria (examples)	What to monitor
Overall monitoring and evaluation leader (C/MPDO)	<ul style="list-style-type: none"> <li>• Oversees the entire monitoring and evaluation process for SP—covering both the individual components for SP and the overarching SP program</li> <li>• Develop monitoring and evaluation sheets (including indicators) for individual SP programs and for the overall SP programs</li> </ul>	<ul style="list-style-type: none"> <li>• Can be involved in the entire set of SP programs</li> <li>• If not involved, s/he should be knowledgeable of program management</li> <li>• Is open to receiving and understanding both the plusses and minuses of the conduct of SP activities</li> </ul>	<ul style="list-style-type: none"> <li>• Entire SP program</li> <li>• Individual SP programs (labor market, social insurance, social welfare, social safety nets)</li> </ul>
Per-SP program M&E evaluator (Sectoral Committee Head)	Conducts the M&E for each of the four SP components	<ul style="list-style-type: none"> <li>• Can be involved in the assigned SP program</li> <li>• If not involved, s/he should be knowledgeable of program management</li> <li>• Is open to receiving and understanding both the plusses and minuses of the conduct of SP activities</li> </ul>	<ul style="list-style-type: none"> <li>• Assigned individual SP program (either labor market, social insurance, social welfare, social safety nets)</li> </ul>
Civil society representatives	Acts as the external evaluator for the LGU's social protection team	<ul style="list-style-type: none"> <li>• Is not antagonistic to the LGU</li> <li>• But is keen to programmatic detail for each of the individual SP programs</li> </ul>	<ul style="list-style-type: none"> <li>• Entire SP program</li> <li>• Individual SP programs (labor market, social insurance, social welfare, social safety nets)</li> </ul>

## Step 2 — Monitor and Evaluate SP programs



This step flows directly from the planning worksheets. With clear SP Plan objectives, SP program implementers can determine precisely and accurately the impacts of local SP programs.

Nonetheless, there is no standard RBM&E system and tool because it depends on the development program being conducted, be it social protection or not. Whenever possible, the RBM&E tool should be developed together with other stakeholders particularly those who will be involved in the planning process.

The Local SP Monitoring and Evaluation team will have to develop first the entire RBM&E system and then design the evaluation tools. How to make this RBM&E system (Note that the steps below follows closely the planning worksheets in Volume 3 based on the logic model)?

### *Step 1: List down all outputs, outcomes and impacts per project/program*

Using the information generated from Worksheets 1 to 4 from Volume 3, the logic model uses the purpose of each input, its conversion to specific activities, the delivery of outputs, and the realization of outcomes and impacts.

### *Step 2: Select key performance indicators*

Indicators are typically measurable, and are thus quantitative. We need performance indicators to observe progress and measure actual results as compared with expected results. They begin from the outputs of the program/project.

An output indicator answers questions such as “How many?” and “How much has the program contributed?” An outcome indicator answers the question “How will we know success when we see it?” Developing indicators is a core activity in building an M&E system and drives all subsequent data collection, analysis, and reporting when actual evaluation is to be done.

When making indicators, remember an acronym: CREAM. The indicator should be “CREAM:”

- **C**lear (precise and clear);
- **R**elevant (appropriate to the subject at hand);
- **E**conomic (available at reasonable cost);
- **A**dequate (able to provide sufficient basis to assess performance); and
- **M**onitorable (amenable to independent validation).

### *Step 3: Collect data*

It is important for the M&E Team to collect baseline data on the indicators formulated. It is also critical to make sure that these baseline data *are available*, or that the team can collect data periodically given available resources. Whenever possible, conduct data gathering activities that are both informal (i.e. asking less-structured questions) and formal (i.e. asking more structured questions to respondents).

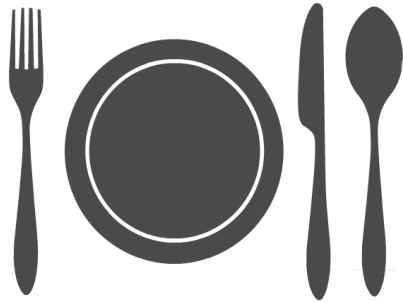
Existing datasets from the LGU, such as a local community survey (e.g. Community-Based Monitoring System), LGU-developed surveys, or surveys implemented in the locality by national government agencies are useful for this process. (See examples in Table 2 and Figure 4.)

**Table 2: Needs met and unmet in the municipality of Magarao, Camarines Sur**

Minimum Basic Needs (MBN) indicators			Unmet Needs		Met Needs	
Indicator theme and sub	No.	Specific Indicator	Rank	Number	Rank	Number
<b>Unmet needs</b>						
<i>Survival</i> Income and livelihood	22	Other members of the family 18 years old and above are employed	1	3,195	21	1,193
<i>Enabling</i> People's participation	29	Any family member/s are involved in at least one legitimate people's organizations/ associations for community development	2	3,163	19	1,539
<b>Met needs</b>						
<i>Security</i> Peace and Order / Public Safety	21	Number of family members who are a victim of armed conflict	31	4	1	4,699
<i>Enabling</i> Family care / psycho-social needs	31	Number of children 18 years old and below engaged in hazardous occupations	32	1	2	4,698

Source: Local Enhanced Automated Databank (LEAD) of Magarao, Camarines Sur

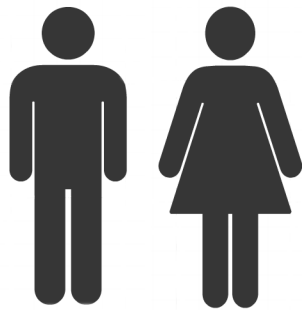
FIGURE 3: RESIDENTS' IDENTIFIED SPECIFIC SOCIO - ECONOMIC DEVELOPMENT CONCERNS IN THE MUNICIPALITY OF MARIBOJOC, BOHOL



Households below the food threshold	
Year	% incidence
2004	48.98
2007	21.79
2010	15.33



Households below the income threshold	
Year	% incidence
2004	64.80
2007	37.31
2010	29.27



Households with unsanitary toilets	
Year	% incidence
2004	15.57
2007	47.11
2010	37.56



Households who do not own a lot	
Year	% incidence
2004	18.95
2007	31.02
2010	14.27

source: Maribojoc's Poverty Database and Monitoring System, (in Institute for Migration and Development Issues et.

## Alternative data gathering activities

Other methods of data gathering can also include conduct of interviews or focus group discussions with local beneficiaries. Document reviews of the implementers of DSWD’s major social protection programs —the Pantawid Pamilya, the Sustainable Livelihood Program, and the Kalahi-CIDSS, is another.

**Table 3: Alternative data gathering tools**

Conversations with concerned	Key informant interviews
Community interviews	Participant observation and/or direct observation <i>(Your personal observation of a certain activity)</i>
Field visits <i>Ocular visits to identified areas</i>	Focus group discussions <i>(Discussions with at least eight people)</i>
Reviews of official records (example:	Survey <i>(Distributing questionnaires to get</i>

### Critical Option - Identify third-party, external monitoring and evaluation teams

It works best that a second opinion from external monitoring teams or groups is executed to validate the results of what the SP Core Team’s monitoring and evaluation. Having an external monitoring and evaluation team will help the local SP program implementer ensure that *quality evaluations* are done. This external evaluation can confirm or challenge findings found on the ground by the local SP team, and delve deeper into exciting or troubling results identified from the monitoring.

More importantly, quality evaluations (including those done by external evaluators) are impartial, useful, and technically accurate. These also involve stakeholders, entice feedback and dissemination, and determine the value for money of programs such as local SP programs.



*Step 4: Do internal and external monitoring, and do impact evaluation as a long term continuing process*

The RBM&E team will have to monitor the activities being conducted by the program implementer (*internal monitoring*), as well as seek people outside of the RBM&E team to get information from program beneficiaries (*external monitoring*). It is after doing internal and external monitoring that the RBM&E team can conduct an *impact evaluation* (or determining how the program made a difference unto beneficiaries) (see box 1).

**Box 1: Internal and external monitoring—What’s the difference?  
Using the DSWD Experience**

**Internal monitoring** is performed on the main activities that correspond to each step of the program cycle from targeting, registration, compliance with program conditionalities, payments of cash grants, updates, filing of complaints and grievances, supply-side assessments, and budget execution. The monitoring of key activities allows for insights into how a given activity is being carried out.



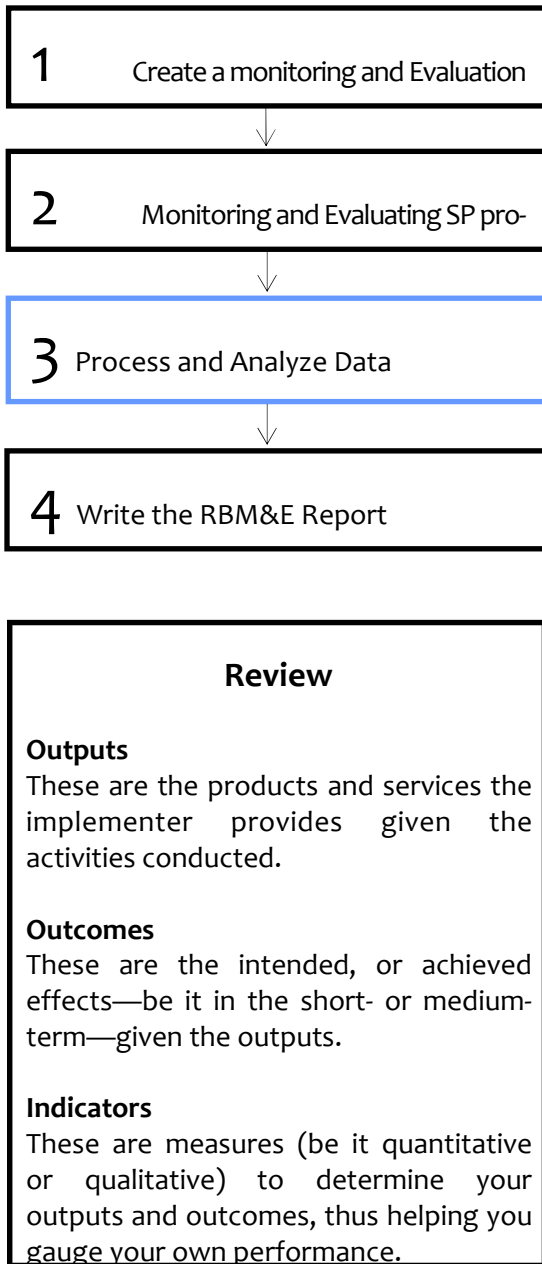
This ensures that inputs are being delivered, work schedules are followed, and that work progresses are achieved as originally planned.

**External monitoring** involves the follow-up of activities that require a more in-depth investigation of operations to evaluate program performance in key areas, as identified by external parties and management. External monitoring uses information collected from samples of key stakeholders in the program to evaluate their performance through Spot Checks (that include the review of processes that is carried out on site).

**Impact evaluation** determines the changes in standards of living that have been introduced into the target population since the implementation of the program and for a given period of time.

Quoted verbatim from **Pantawid Pamilya Operations Manual: 2007-2011**.  
Taken from <https://sites.google.com/site/ncrpantawidme/>

### Step 3 — Process and Analyze Data



The RBM&E has a logical flow to it. Track the inputs, activities and outputs (all under implementation) of the SP programs so that later it will be used to determine the outcomes and impacts (under monitoring and evaluation). Each outcome will have a number of output indicators, and each indicator will have a target (see *Figure 5*). So to reach that target, a series of activities and strategies must be managed and coordinated (see *Table 4* for an example).

FIGURE 4: LINKING OUTCOMES WITH INDICATORS, REALISTIC TARGETS AND ACTIVITIES A SAMPLE

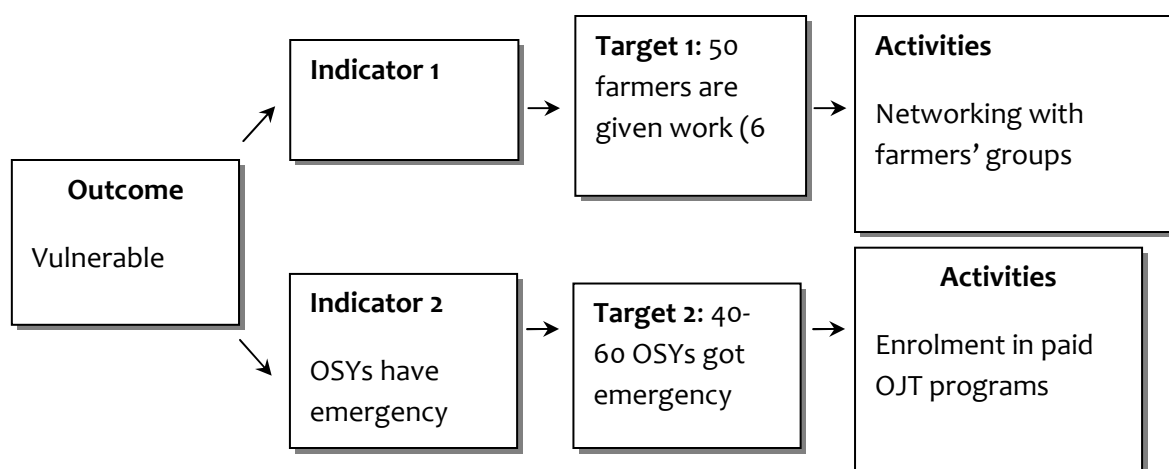
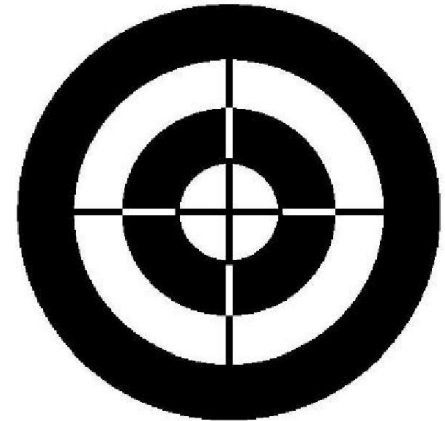


Table 4: Sample local SP plan with outputs, indicators,

Plans	Targets	Outcomes	Indicators	Timelines	Milestones
Rehabilitate 20 trafficked women and children in six months	20 trafficked women and children have been rehabilitated	20 trafficked women and children have coped from the incident six months after they were rehabilitated	20 trafficked women and children have returned to their origin communities	Six months (July-December 2013)	December 31, 2013: The 20 clients have all returned to their community origins
Provide livelihood opportunities to 20 trafficked women and children	20 trafficked women and children were handed out grants to run small businesses	5 to 20 trafficked women and children had become micro-entrepreneurs	5 to 20 trafficked women and children have resorted to running micro businesses	Three months (October-December 2013)	December 31, 2013: at least 5 enterprises by former trafficking victims have begun operating

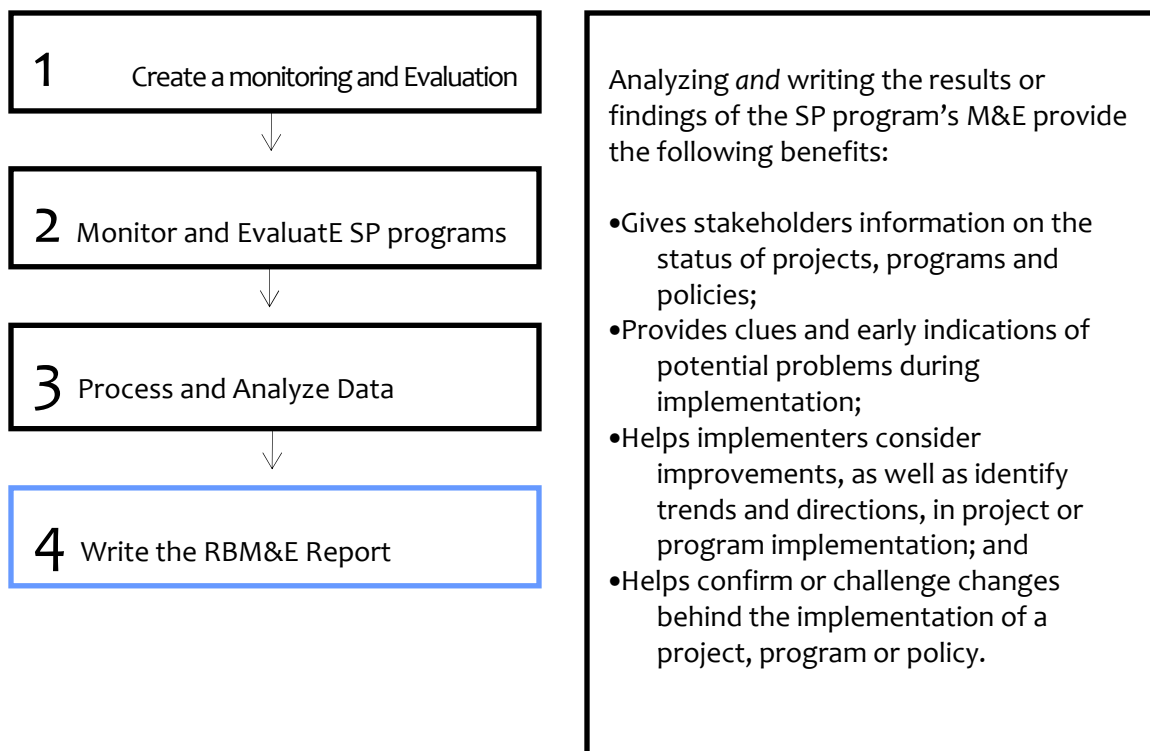
## Setting realistic targets

In relation to the locality's SP programs, it is important that your local SP programs be grounded with what the programs hope to achieve. In doing so, the Local SP Core team must understand:



- The *starting point* using exact baseline data (e.g. how many are below the income threshold in the last three years? How many are unemployed last year?);
- The *levels of funding and personnel resources* over the timeframe in order for you to meet the target (e.g. How many MSWDO personnel are available to implement the social welfare program? What is the 2013 fund of my municipality for the MSWDO?);
- *Relevant political concerns* (e.g. Are emergency employment programs politics free? Will the provincial governor fund next year's provincial health insurance program?); and
- The *LGU/organization's experience in handling programs and projects* (e.g. If DSWD gives the municipality P5 million all for social protection programs, can an MSWDO staff of only two persons—the head included— have the capacity to handle that “big” program?)

## Step 4 —Write the RBM&E Report



Reporting M&E results is important. This activity involves who to report the findings to, what is the format for reporting M&E results, and every what period of time should results be reported. It is critical to look back at the local SP plan —assessing the information the plan has, from activities to milestones— and indicators. When assessing the indicators, look at your baseline data, and then your targets, and then what did the program actually achieve (*see Table 5 for an example*).

**Table 5: Sample— What was targeted with what were achieved**

Plan	Target	What were eventually achieved (M&E result)
Rehabilitate 20 trafficked women and children in six months	12-20 trafficked women and children have been rehabilitated	Only five trafficked women and children have coped from the incident six months after they were rehabilitated

Previous data	Current information	Trends coming out
There is an average of two local women monthly from this municipality being trafficked. This is given the presence of a local trafficking syndicate.	With the LGU's intervention, it was observed that one local woman was trafficked in the last six months.	<ul style="list-style-type: none"> <li>•Before, local trafficking syndicates cannot be touched by authorities.</li> <li>•Now, given a no-nonsense mayor, local authorities raided identified barangays where the syndicates hide the women. Mayor also instructed MSWDO to provide after-care services.</li> <li>•However, a syndicate operating in the neighboring municipality is assisting the fellow syndicate group being raised by local authorities.</li> </ul>

## A TEMPLATE FOR AN RBM&E PLAN

- I. IDENTIFY INDICATORS FROM THE PLANNING WORKSHEETS.
- II. CLASSIFY INDICATORS INTO:
  - A. Locally Funded and Implemented SP Programs;
  - B. Externally Supported and Locally Implemented SP Programs; and
  - C. Time-Based (Immediate, Medium, Long Term).
- III. DEFINE THE INDICATORS AND THEIR UNITS OF MEASUREMENT.
- IV. ESTABLISH A BASELINE OF THE INDICATORS.
  - A. Pre-implementation; and
  - B. Post implementation.
- V. DETERMINE THE TYPE OF EVALUATION TO BE CONDUCTED.
- VI. DEVELOP A DATA COLLECTION AND ANALYSIS PROCESS, TO COVER:
  - A. Methods of collection;
  - B. Sources; and
  - C. Funding.
- VII. DETERMINE TIMELINES AND FREQUENCY OF SCHEDULE.
- VIII. IDENTIFY THE PERSONNEL IN THE DATA COLLECTION, PROCESSING AND REPORTING.
- IX. REPORT TO THE USERS OF THE M & E REPORT.
- X. ACCOMPLISH THE M&E PLAN WORKSHEET.

## WORKSHEET 6

### SAMPLE M & E PLAN FRAMEWORK

INDICATOR	DEFINITION	DATA COLLECTION METHODS AND SOURCES	PERSON RESPONSIBLE	FREQUENCY AND SCHEDULE	DATA ANALYSIS	INFORMATION USERS/ STAKEHOLDERS
Total Number of rice farmers provided with food ration	Rice farmers refer to members of the community who have been planting rice as a source of livelihood for the last 5 years.	Barangay Census/ CBMS/ NHTS-PR/ DA survey	Municipal Agriculture Officer and staff	Quarterly field report of MAO	Field Observation  MAO Report processing during staff meeting	Beneficiaries  Project Team
	Food ration refers to 2 kilos of rice per day and basic vitamins pack from DA.	Visits to cooperatives			MAO Report to LDC	Local and International Donors  National Government





## SUSTAINING A MONITORING AND EVALUATION SYSTEM WITHIN A LOCAL SP PROGRAM

Doing the initial reporting and evaluation is not enough. Programs such as social protection, and implementers of these programs, should ensure that M&E is *habitually done, thus sustained*.

How to sustain an M&E system for your local SP program?

**Step 1**      **Build a formal M&E structure, like an M&E task force, within your local SP team.** That group will be asked to regularly report program performance; publicize the availability of SP program evaluation results, bringing together other stakeholders; and determine collectively next steps to address identified problems given evaluation results.

**Step 2**      **Create clear roles and responsibilities.** That identified M&E group should create clear, formal lines of authority, as well as assign responsibilities in relation to collecting, analyzing and reporting information related to local SP program performance.

**Step 3**      **Build an accountability system.** That M&E group must put in place a means in which external stakeholders are invited to help assess the evaluation results of SP program performance.

**Step 4**      **Build M&E capacities through training.** Local SP program implementers should find means to equip themselves with program management-related skills such as: data gathering, managerial skills, fundraising or resource mobilization, and training other people doing actual monitoring and evaluation.

**Step 5**      **Set up an incentives scheme.** That way, program implementers will be encouraged to do well in implementing local SP programs—hopefully increasing the chances of success.

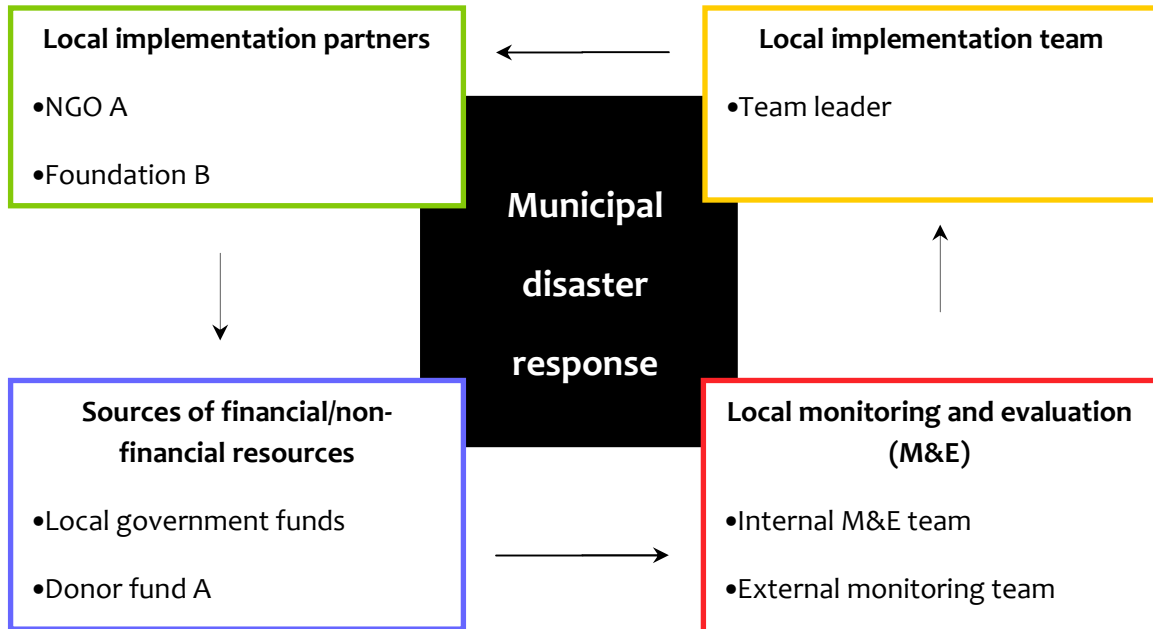
## ISSUES POSSIBLY AFFECTING MONITORING AND EVALUATION

Local RBM&E teams may have to consider the following concerns when making the RBM&E system and the tools (*These were based on the national and regional workshops on the writing of this SP Handbook*):

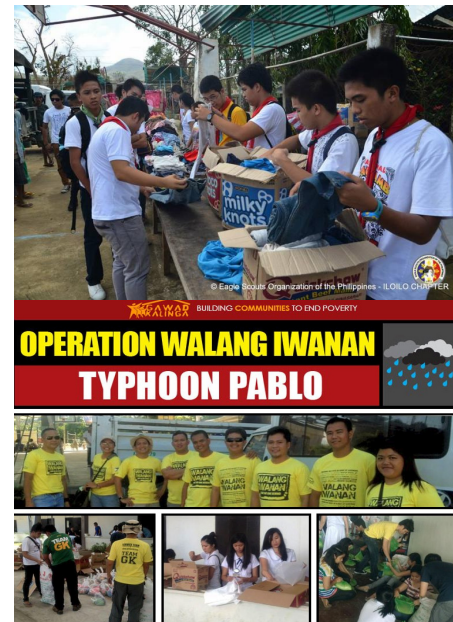
- Can the LGU write a common RBM&E tool to evaluate its entire SP programs
- Does the LGU have the ample resources to conduct a full-blown RBM&E? If the resources are not enough, how can the team conduct RBM&E?
- How long will you conduct RBM&E?
- How will your LGU fund RBM&E activities?
- For sure, your RBM&E team will encounter “beneficiaries” who are not supposed to be the targeted beneficiaries of your SP programs. How will you deal with these kinds of these “beneficiaries” in your evaluation?
- Can the result from the previous M&E be incorporated for future local SP plan?

## Box 2: Would you like to visualize the implementation, monitoring

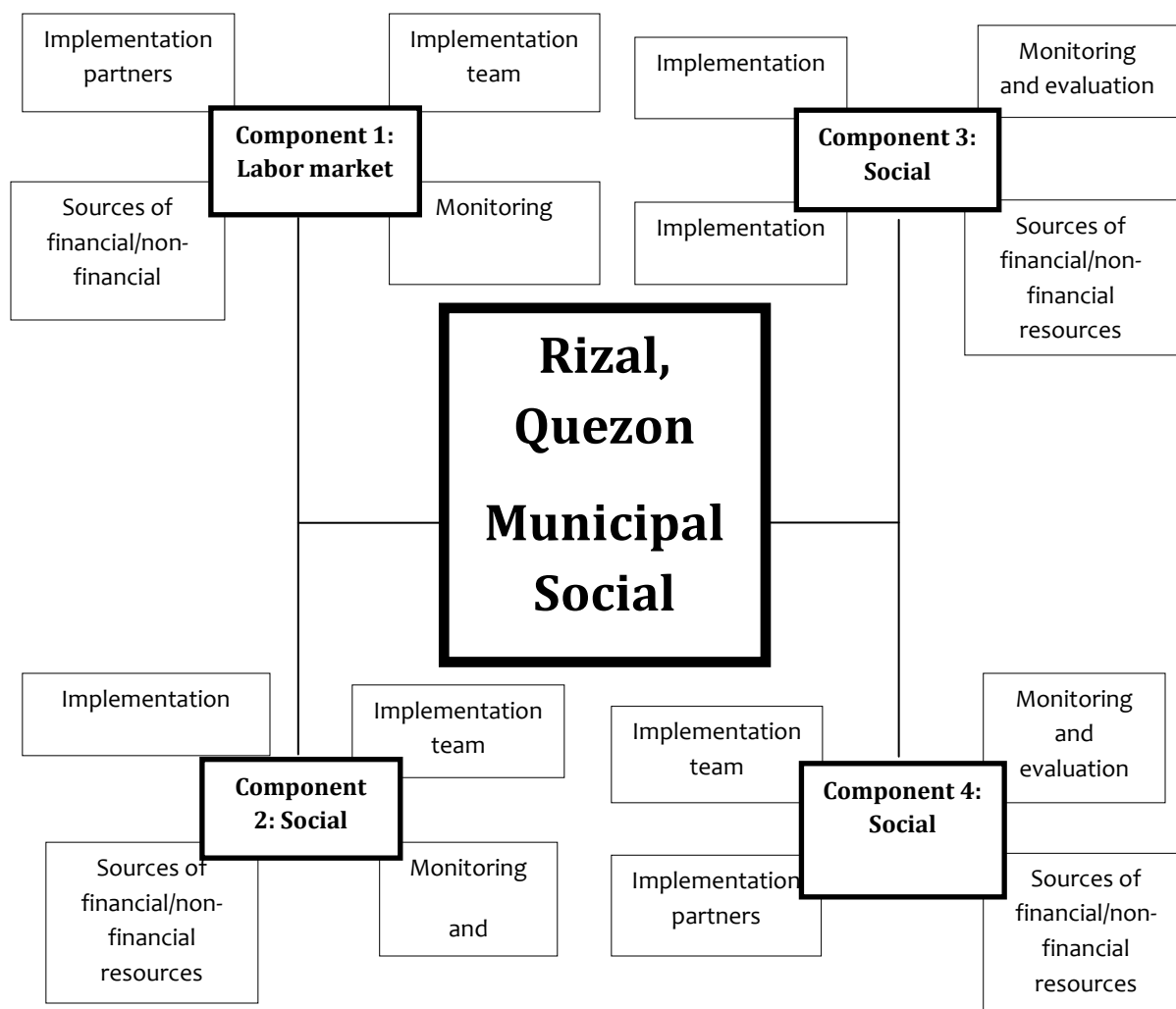
Variation 1: Within a component social protection program



Consider that the municipality, city or province has a disaster response program. In implementing such specific program, there will be a local implementation team that will be searching for partners from other stakeholders. Collectively, the local government and its implementation partners will then map out the sources of financial and non-financial resources within and outside the community. These resources will then be used to implement the municipal disaster response program, which is consistent with that the local SP plan provided. After a certain period, the local implementation team will then conduct internal and external monitoring and evaluation if the municipal disaster response program made any difference or not.



## Variation 2: The local government's entire social protection plan



Given the example from variation 1, consider having four of these individual program components to cover the four components of social protection: labor market interventions, social insurance, social welfare, and social safety nets. These four program components are then consistent with what the local SP plan contained. While individually the local SP components conduct their own implementation, monitoring and evaluation-related activities, a central local SP convergence team will then assess the impacts of each of the individual program components empirically.

While the Local SP Team at the LGU will implement these programs, other stakeholders have a role and they can be part of the SP convergence effort. These are “external stakeholders” include civil society organizations in the community (NGOs, people’s organizations, faith-based groups, foundations, etc.), private sector firms or local entrepreneurs, and other groups that may have projects in your community but are based outside of the locality.

Making them participate in the local SP program’s M&E system can be achieved by:

- Having regular feedback between and among implementers and stakeholders, whether formal or informal; and
- Implementing feedback “mechanisms” such as a suggestion box, short messaging services (SMS) for local officials, a “report card” type of a survey, or frequent dialogues with beneficiaries.

# ANNEXES

# ANNEX A

## TEMPLATE FOR LOCAL SP INITIATIVE

- A. RISKS AND VULNERABILITIES OF THE MUNICIPALITIES (From SP VAM)
    - a. AREA
    - b. SECTOR
  - B. INVENTORY OF EXISTING SP INTERVENTIONS INCLUDING ADAPTATIONS (From Work sheets 1 and 2)
    - a. NATIONAL
    - b. LOCAL
    - c. EXTERNAL
    - d. CSO
    - e. ADAPTATION
  - C. TOP 5 SP PROGRAMS AND PROJECTS CURRENTLY BEING IMPLEMENTED BY LGU (From Worksheet 1)
    - a. Issues on Capacity and Finance
    - b. Coverage
    - c. Targeting
  - D. GAPS OF EXISTING SP INTERVENTIONS AND RISKS (Worksheet 1 and 2)
    - a. AREA
    - b. SECTOR
    - c. BUDGET
  - E. REFOCUSING OF SP INITIATIVES (From Worksheets 3 and 4)
    - a. DESIRED OUTCOMES
    - b. PROJECTED OUTPUTS
    - c. SPECIFIC INDICATORS
    - d. MEDIUM AND TERM LONG INDICATORS
  - F. FUNDING REQUIREMENTS
    - a. LEVEL OF RESOURCES REQUIRED
    - b. SOURCES OF FUNDS
  - G. IMPLEMENTATION PROCESSES
    - a. TRAINING AND CAPACITY NEEDS
    - b. COORDINATION AND CONVERGENCE MECHANISMS
    - c. LINKAGES AND NETWORKING
- TIMEFRAMES

ANNEX B

WORKSHEET 1

IDENTIFIED RISK AND VULNERABILITY SPDR (CITY/ MUNICIPALITY); SP VAM (BARANGAY)	IDENTIFIED VULNERABLE	EXISTING SP POLICIES, PROGRAMS AND PROJECTS	SHORT DESCRIPTION OF PROGRAMS/	LOCAL IMPLEMENTING	IDENTIFIED LOCAL SP ISSUE/s



ANNEX C

WORKSHEET 2

EXISTING NON-LGU SP PROGRAM AND PROJECT	DESCRIPTION OF SP PROGRAMS/ PROJECTS	VULNERABLE POPULATION COVERED	SOURCE OF FUNDING	IMPLEMENTING AGENCY/UNIT	RISK AND VULNERABILITIES ADDRESSED BASED ON SP VAM RESULTS	TYPE OF CONVERGENCE BEING ADOPTED

ANNEX D

WORKSHEET 3

LOCAL SP PROGRAM AND PROJECT	RISK AND VULNERABILITIES ADDRESSED	IDENTIFIED VULNERABLE POPULATION COVERED	BUDGET (AMOUNT)	OUTPUTS	OUTCOMES	IMPACTS

ANNEX E  
WORKSHEET 4

LOCAL SP PROGRAM/ PROJECT	KEY OBJECTIVES OF THE PROGRAM	ISSUES AND GAPS OF THE PROGRAM	DESIRED OUTCOMES AS A RESULT OF THE PROGRAM	INITIAL INDICATOR (YEAR 1)	INTERMEDIATE INDICATOR (YEAR 3)	LONG TERM INDICATOR (YEAR 5)

ANNEX F  
WORKSHEET 5

COMPONENT OF SOCIAL PROTECTION:							
Plans	Outputs	Outcomes	Indicators	Resource requirements (fill in the blanks)			Other source: Foreign aid?
				Primary: LGU budget	Counter-part: Nat'l agencies' budgets	Other sources: Civil society	

# ANNEX G

## WORKSHEET 6: M & E PLAN FRAMEWORK

INDICATOR	DEFINITION	DATA COLLECTION METHODS AND SOURCES	PERSON RESPONSIBLE	FREQUENCY AND SCHEDULE	DATA ANALYSIS	INFORMATION USERS/ STAKEHOLDERS

# PHOTO ACKNOWLEDGEMENT

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