



# SOCIAL PROTECTION PLAN

## 2023 2028



# Foreword

In times of crisis, be it natural or human-induced, it is always the poor, vulnerable, and disadvantaged sectors of society who bear the brunt of the impact.

It is with this viewpoint that the Department of Social Welfare and Development (DSWD), as the lead agency in social protection (SP) and Chair of the Subcommittee on Social Protection under the National Economic and Development Authority (NEDA)-Social Development Committee, remains committed to develop, implement, monitor and evaluate the different interventions that mitigate the adverse effects of shocks.

Considering that social protection is one of the strategies being promoted by the administration of President Ferdinand R. Marcos Jr. as specified in the Philippine Development Plan 2023-2028, it is only proper that commitments of government agencies be identified to ensure the realization of a strengthened SP system in the country.

Given the task to lead the formulation of the Social Protection Plan 2023-2028, the Department ensured that the contents of this document underwent rigorous and strategic consultations and discussions in order to appropriately determine the priorities of the government in the next five years.

With the involvement of 30 national government agencies and non-government organizations, the Plan determined three strategic focuses. These are the Implementation of the SP Floor; Development of Adaptive and Shock-Responsive SP programs; and Rationalization, Integration and Modernization of the SP system.

The SP Plan 2023-2028 provides the list of programs, activities and projects that need to be prioritized to ensure that safeguards are put in place to protect people in need from further socioeconomic scarring.

May this document serve as a guide that will set the standard on succeeding social protection initiatives of the public sector.



  
**Rex Gatchalian**  
Secretary  
Department of Social Welfare and Development

# Foreword

Social protection has long stood as one of the pillars of poverty reduction in the Philippines given that the inability of vulnerable individuals or families to manage and cope with risks often results in adverse poverty outcomes. The discussion has gone a long way since the Social Development Committee of the NEDA Board officially defined it in 2007.

The importance of a robust and responsive social protection system in the country cannot be overemphasized. The impact of the energy and food crises due to the COVID-19 pandemic and other global factors such as disrupted supply chains, volatile energy prices, and geopolitical instability made the role of social protection in human capital development and economic growth in the Philippines even more significant.

In line with the long-term vision of *AmBisyon Natin 2040* and the Philippine Development Plan 2023-2028, the Social Protection (SP) Plan will serve as a blueprint to guide our country as it strives to achieve a universal, modern, and integrated SP system that will enable Filipinos to manage present and future risks. It seeks the full implementation of the Social Protection Floor; the development of adaptive and shock-responsive social SP programs; and the rationalization, modernization, and integration of the SP system.

This Plan encapsulates relevant insights derived from years of implementation of SP policies. Thus, the lessons learned from these experiences will inform and guide the government, the private sector, civil society, the academe, and development partners in policymaking and programming.

I am very grateful to the DSWD for spearheading the completion of this Plan. May it guide us in fostering a society where no one is left behind, reinforcing our steadfast dedication to realizing our nation's long-term vision of a *matatag, maginhawa, at panatag na buhay* for every Filipino, and a *Bagong Pilipinas* for the nation.



**Arsenio M. Balisacan**  
Secretary  
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## List of Acronyms and Abbreviations

4Ps	Pantawid Pamilyang Pilipino Program
ADSDPP	Ancestral Domain Sustainable Development and Protection Plan
AFP	Armed Forces of the Philippines
AICS	Assistance to Individuals in Crisis Situation
AIP	Agricultural Insurance Program
ALMP	Active Labor Market Policies/Programs
ASRSP	Adaptive and Shock-Responsive Social Protection
A-VAW	Anti-Violence Against Women
BFP	Bureau of Fire Protection
BJMP	Bureau of Jail Management and Penology
CADT	Certificate of Ancestral Domain Title
CAFGU	Citizen Armed Force Geographic Unit
CAT-DDO	Catastrophic Deferred Download Operations
CBMS	Community-based Monitoring System
CDRA	Climate and Disaster Risk Assessment
CFW	Cash for Work
CLUP	Comprehensive Land Use Plan
CPD	Commission on Population and Development
CPI	Corruption Perception Index
CSBP	Comprehensive Social Benefits Program
CSE	Comprehensive Sexuality Education
CSO	Civil Society Organization
DILG	Department of the Interior and Local Government
DILP	DOLE Integrated Livelihood Program
DOH	Department of Health
DOLE	Department of Labor and Employment
DROM	Disaster Response Operations Modality
DSWD	Department of Social Welfare and Development
ECCD	Early Childhood Care and Development
ECP	Employees' Compensation Program
ECT	Emergency Cash Transfer
EPRI	Economic Policy Research Institute
GAA	General Appropriations Act
GDP	Gross Domestic Product
GIDA	Geographically-isolated and Disadvantaged Area
GSIS	Government Security and Insurance Services
IMAP	Individual Medical Assistance Program
IP	Indigenous Peoples
IPRA	Indigenous Peoples' Rights Act

KALAHI-CIDSS	Kapit Bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services
LCPC	Local Council for the Protection of Children
LFS-APIS	Labor Force Survey-Annual Poverty Indicator Survey
LGBTQI	Lesbian, Gay Bisexual, Transgender, Queer, intersex
LGC	Local Government Code
LGU	Local Government Unit
MIS	Management Information System
NCDDP	National Community-Driven Development Program
NDRMC	National Disaster Risk Reduction and Management Council
NEDA	National Economic and Development Authority
NHIP	National Health Insurance Program
NHTS-PR	National Household Targeting System for Poverty Reduction
NTA	National Tax Allotment
NYC	National Youth Commission
OCD	Office of Civil Defense
OFW	Overseas Filipino Worker
OWWA	Overseas Workers Welfare Administration
PDP	Philippine Development Plan
PhilHealth	Philippine Health Insurance, Inc.
P/M/BDRMC	Provincial/Municipal/Barangay Disaster Risk Reduction and Management Council
PMNP	Philippine Multi-Sectoral Nutrition Project
PNP	Philippine National Police
PNP-RBAS	Philippine National Policy-Retirement and Benefits Administration Service
PPA	Programs, Projects and Activities
PPACL	Philippine Program Against Child Labor
PSA	Philippine Statistics Authority
RA	Republic Act
RFFA	Rice Farmers Financial Assistance
RSBSA	Registry System for Basic Sector in Agriculture
SBFP	School-based Feeding Program
SCSP	Sub-committee on Social Protection
SFP	Supplemental Feeding Program
SLP	Sustainable Livelihood Program
SP	Social Protection
SPF	Social Protection Floor
SPISC	Social Pension for Indigent Senior Citizens
SSS	Social Security System
TESDA	Technical Education and Skills Development Authority
TUPAD	Tulong Panghanapbuhay sa Ating Disadvantaged/Displaced

UCT  
WEF

Workers  
Unconditional Cash Transfer  
World Economic Forum

## Country Context

The Philippines achieved significant progress towards inclusive growth before the onset of the COVID 19 pandemic. Poverty incidence decreased from 23.5 percent in 2015 to 16.7 percent in 2018.<sup>1</sup> The average annual family income also increased from Php189 thousand to Php268 thousand during the same period, indicating stronger purchasing power among Filipino families. This progress was attributed to the strategic confluence of sustained growth, increased investment in human development and good governance.

The global pandemic caused major economic setbacks, which eventually resulted to an increase in poverty incidence at 18.1 percent in 2021 and other social losses that could take longer to recover. The pandemic was initially seen as a health issue but propelled to broader socio-economic problems after mobility restrictions were imposed to contain transmission of the virus. Aside from strengthening health services and facilities, the government expanded various forms of social assistance to mitigate the effects of the pandemic even while revenue collections significantly decreased. Notwithstanding the multi-sectoral response, the poor and/or vulnerable groups were disproportionately affected by the pandemic as manifested by following situations:

- a) Limited access to/coverage of basic maternal and child health care services including routine immunization and pre-natal care which contributed to maternal mortality. The coverage of immunization was reportedly lower among low-income households;
- b) Health seeking behaviors, particularly among senior citizens and other patients who need regular check-ups, were constrained by restrictions on mobility as well as the lack of health resources including supplies of medicines and health workers, most of which were focused on addressing the pandemic;
- c) Students from poor/isolated areas had difficulty in adjusting to remote learning modes due to limited facilities and/or poor connectivity;
- d) Several Filipinos lost their incomes due to closure of many local businesses as well as displacement of overseas workers. Unemployment increased to 17.6 percent in April 2020, and under-employment reached 21 percent in mid-2021;<sup>2</sup>
- e) Restrictions on mobility seriously affected both ends of the market with the farmers being unable to sell their products, on one hand, and the consumers with limited access to food supply, on the other hand; and,

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<sup>1</sup> Family Income and Expenditure Survey: 2015 and 2018; Philippine Statistics Authority (PSA)

<sup>2</sup> Labor Force Survey: 2020 and 2021; PSA



- f) Although geographically isolated areas, including indigenous communities, had less number of COVID-affected persons, the pandemic put them in an even more disadvantageous situation with prolonged disruption in basic services which were already limited to start with.

The Philippines also continued to experience unpredictable weather patterns due to climate change and frequent occurrence of other natural hazards such as volcanic eruptions and earthquakes. Extreme weather conditions cause repeated agricultural losses among marginalized farmers and/or artisanal fishers; agricultural losses result to increased cost of food products that, in turn, affect the food security and nutritional status of families, especially children. Unpredictable weather conditions also displace families who live in erosion-prone areas or flood-prone areas, especially urban poor communities; increase environment-related health risks; and, intermittently disrupt school activities as well as delivery of most basic services.

While the economy is slowly recovering, the government recognizes the importance of continuing to strengthen social protection programs as a major strategy for the next six years. The Philippine Development Plan (PDP) 2023–2028 focuses on both economic and social transformations. Specifically, PDP seeks to strengthen the capabilities of Filipinos by promoting human and social development as well as reducing their vulnerabilities and safeguarding their purchasing power.

# Major Risks Confronting Filipinos

Based on NEDA–Social Development Committee (SDC) Resolution No. 1, s. 2007, social protection is defined as “policies and programs that seek to reduce poverty and vulnerability to risks and enhance the social status and rights of the marginalized by promoting and protecting livelihood and employment, protecting against hazards and sudden loss of income, and improving people’s capacity to manage risks”.

It is important to note though that the degree of vulnerability is determined by the nature and intensity of risks/threats against the coping capacity of the affected individual/groups. In the Philippines, the overarching determinant of vulnerability is income due to the phenomenon of chronic poverty or inter-generational poverty among households. Poor Filipino households tend to have higher family size (about 5 compared to national average of 4); low educational attainment; smaller living space; and lower access to basic sanitation facilities.<sup>3</sup> Consequently, the causes of vulnerabilities/marginalization in the country are multi-dimensional that require inter-sectoral social protection policies and programs.

Notwithstanding that vulnerabilities are multi-dimensional, the various risks are categorized into four major types. These categories provide a perspective for analyzing the causes and nature of risks that serve as basis for determining entry points for social protection.

## **A. Individual Life-cycle Risks**

There are risks that are inherent to each of the major stages of human development. Children<sup>4</sup> are considered vulnerable as they are still in the process of building their capability to cope with physiological, emotional, and social challenges. Children are vulnerable to various risks such as preventable diseases; malnutrition; limited access to basic education; and various forms of abuse, neglect, or exploitation.

**Children:** In 2015 and 2018, Filipino children ranked third among marginalized groups with highest proportion of individuals belonging to families with income below the official poverty thresholds.<sup>5</sup> In 2021, about 10.46 million children or 26.4 percent of 39.7 million children belong to poor households.<sup>6</sup>

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<sup>3</sup> Annual Poverty Indicators Survey; PSA

<sup>4</sup> Republic Act No. 7610 defines a child as one who is below 18 years of age or one who is over 18 years of age but who cannot take care of himself fully because of a physical or mental disability or condition.

<sup>5</sup> PSA (2023) "Fisherfolks and Farmers Remain to Have the Highest Poverty Incidences Among the Basic Sectors in 2021"

<sup>6</sup> Ibid.

Mortality rate among under-five children remained unchanged between 2017 and 2022.<sup>7</sup> Similarly, childhood nutrition slowed-down although stunting among children under five years old decreased from 33.4 to 26.7 percent and wasting from 7.1 to 5.5 percent.<sup>8</sup> Childhood immunization rate was 70 percent in 2017, which is below the target of 95 percent.<sup>9</sup> Basic vaccination coverage is worse among low-income households than middle- to high-income households as a result of limited access to basic health services/facilities. Since most of the health resources were focused on managing the pandemic, it is expected that immunization rate would remain below target in recent years. During the COVID-19 pandemic, vulnerabilities to hunger and disruption in education activities were heightened.

Children are also vulnerable to various forms of exploitation or abuse, with young girls at highest risk. Although there is dearth of data, there is an increase in reported cases of child trafficking from 168 cases in 2021 to 277 cases in 2023.<sup>10</sup> Children are also victimized by child pornography and cyber bullying, but it is difficult to track the extent of cases. Despite strong legal deterrence, there are about 935,000 reported cases of child labor in 2021. Filipino youth or older children are more likely to engage in child labor to supplement their family income or fend for themselves.

**Youth:** It was estimated that 5.1 million or 16.6 percent of youth belong to poor households in 2021.<sup>11</sup> Filipino youth from poor households face some distinct risks that are mostly related to completion of basic education to fully prepare them for productive work. The net enrollment rate among youth was 47.8 percent in 2019, with higher rate among female students by, at least, 19 percentage points.<sup>12</sup> Completion rate was 77 percent while cohort survival rate was 78 percent.<sup>13</sup> In 2020, there were about 9.7 million out-of-school youth. Employment and early marriage were cited as most common reasons (22 percent and 15 percent, respectively) for not attending school.<sup>14</sup>

In terms of quality of education, the 2018 National Achievement Test reported that only 6.39 percent of third graders and 12.63 percent of sixth graders were found to be “proficient” learners. A World Bank report estimates that learning poverty rate in the Philippines is at 90.9 percent,

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<sup>7</sup> PSA Estimates. (2018 and 2020). Technical Working Group on Maternal Mortality Ratio Estimation

<sup>8</sup> PSA Estimates. (2018 and 2020). Technical Working Group on Maternal Mortality Ratio Estimation

<sup>9</sup> World Health Organization (WHO). (2019). Immunization gaps contribute to rising measles cases in the Philippines.

<sup>10</sup> NBI and PNP data cited in US Department of State "2023 Trafficking in Persons Report: Philippines".

<sup>11</sup> PSA (2023) "Youth at the Forefront of Sustainable Growth and Development".

<sup>12</sup> NYC (2021) 2021 Youth Statistics Update.

<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

which means that nine out of ten 10-year-old Filipino children are unable to read and understand a simple text.<sup>15</sup> The PDP also recognized that inequalities persist at the secondary level.<sup>16</sup>

With regard to health risks among youth, it was estimated that 8.6 percent of women, aged 15–19 years old, started childbearing<sup>17</sup> and birth rate among women of the same age group was at 26 percent in 2021.<sup>18</sup> Although adolescent pregnancy has declined from 8.6 percent in 2017 to 5.4 percent in 2022,<sup>19</sup> it has been cited as a major cause of high maternal mortality. In addition, about 26.8 percent of youth aged 10–19 years old experience stunting.<sup>20</sup>

Filipino youth are also susceptible to social problems largely due to strong peer influence. The National Youth Commission (NYC) reported that drug dependence usually starts at the age of 22 years.<sup>21</sup> About 34 percent of persons deprived of liberty were youth aged 15–30 years as of December 2021.<sup>22</sup>

**Senior Citizens:** In 2023, about 8.8 percent of Filipinos are senior citizens and expected to reach 10.3 percent by 2030.<sup>23</sup> The proportion of senior citizens in poor households increased from 9.1 percent in 2015 to 10.3 percent in 2018. Senior citizens are faced with risks that are primarily attributed to degenerative diseases as well as limited productivity. Only 61.90 percent of senior citizens received pension from either DSWD (Department of Social Welfare and Development), SSS (Social Security System), GSIS (Government Service Insurance System), or pension system of military and uniformed personnel.

## **B. Economic Risks**

Inadequate household income or household income that is below the poverty threshold is often used as the major determinant of vulnerability. While poverty incidence among households significantly decreased from 2015 to 2019, it increased to 18.1 in 2021 mainly as a result of the pandemic. Aside from loss of jobs/income, the Philippines was confronted with weakened purchasing power with inflation reaching 8.1 percent in December 2022 or an average of 5.8 percent in the whole of 2022, the

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<sup>15</sup> World Bank (2022) Fixing the Foundation: Teachers and Basic Education in East Asia and the Pacific

<sup>16</sup> Chapter 2, Philippine Development Plan: 2023-2028

<sup>17</sup> Ibid.

<sup>18</sup> PSA (2023) Registered Live Births in the Philippines, 2021

<sup>19</sup> PSA (2023) "Teenage Pregnancy Declined from 8.6 percent in 2017 to 5.4 percent in 2022" based on 2017 and 2022 NDHS

<sup>20</sup> NYC (2021) 2021 Youth Statistics Update.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> ESCAP. Demographic Changes in Asia and the Pacific (Philippines)

highest since 2008. This translated to an additional expense of Php13.26 to buy goods that was worth Php100 in 2022.<sup>24</sup>

From 2010 to 2019, the net employment generation (+7.9 million) was more than the increase in labor force (+6.8 million), which means that there are more jobs generated than the increase in number of job seekers.<sup>25</sup> This gain was, however, reversed due to the pandemic, increasing unemployment rate to 10.3 percent in 2020, resulting to an additional 2.2 million workers unemployed.<sup>26</sup> By 2022, labor market started to recover with unemployment rate decreasing to 5.4 percent.<sup>27</sup> However, underemployment remains high at 14.2 percent and vulnerable employment (i.e. self-employed and unpaid family labor) was at 34.1 percent in 2022.<sup>28</sup> Employment continues to be volatile, especially among younger members of the labor force, which is primarily attributed to the mismatch between the training/education and the needs of the labor market.

The fisherfolks and farmers remain to be the poorest in the country. In 2021, about 30.6 percent of fisherfolks and 30.0 percent of farmers belong to families with income below the official poverty thresholds. The agriculture sector continues to be vulnerable due to unsustainable farming/fishing practices; inadequate access to support services/facilities; weak market linkages; soil degradation; climate change and other natural or biological hazards such as Avian and Swine flu.

The migrant and informal workers are also among the vulnerable sectors of the labor force. In 2021, there were about 1.83 million overseas Filipino workers (OFWs) of whom, about 40 percent are engaged in low-paying, manual work (e.g., construction/factory work, domestic helpers, agricultural worker).<sup>29</sup> It was estimated that 60 percent of OFWs are women. The remittances from OFWs represent about 75 percent of the national income. Remittances from OFWs increased by 3.6 percent with a record-high total of US\$36.14 billion in 2022.<sup>30</sup>

Despite their major contribution to the national economy, OFWs are vulnerable to abuse or exploitation, overwork, discrimination, poor or

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<sup>24</sup> PSA (2023) Summary Inflation Report Consumer Price Index for the Bottom 30% Income Households (2018=100): September 2023

<sup>25</sup> Philippine Development Plan (PDP): 2023-28; Chapter 4

<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid.

<sup>29</sup> PSA (2022) Special Release: "2021 Overseas Filipino Workers (Final Results)"

<sup>30</sup> BSP (2023) "Personal Remittances Reach a New Record High in December 2022; Full-Year Level of US\$36.1 Billion Highest to Date"

unsafe work/living conditions and even trafficking not to mention the burden of being alone or separated from their families. In 2020, there were 23,714 documented cases of contract violations which involved maltreatment of OFWs<sup>31</sup>. It was also reported that 75 percent of cases of abuse involved female OFWs<sup>32</sup>.

The informal workers consist of self-employed and small-scale producers or distributors of goods and services such as ambulant vendors and street hawkers, small transport operators such as tricycle and pedicab drivers, temporary construction workers, small-scale miners and quarry workers, unpaid family workers, and those engaged in home-based work. It was estimated that about 15.68 million or 38 percent of the working population in the Philippines are in informal economy<sup>33</sup>. Majority of the workers in the informal economy are not covered by labor laws and regulations thus, have limited access to pensions, insurance and other unemployment or retirement benefits, making them vulnerable to shocks. To start with, informal economy involved people who have limited opportunities to engage in formal employment or whose income are not sufficient to meet their family's basic needs.

### **C. Natural Hazard-, Health- and Human-Induced Risks**

Frequent natural hazards has been one of the main threats to sustaining economic growth and reducing poverty in the Philippines, which ranked first in the 2022 World Risk Index and 34th among 191 in the 2023 Index for Risk Management. The most frequent hazards that hit the Philippines include storms, floods, landslides, volcanic eruptions and earthquakes. There is direct correlation between poverty and natural hazards since the regions that are often hit by disaster are also the areas with high poverty incidence.

In 2021, the total damages caused by natural hazards was valued at Php60 billion.<sup>34</sup> In 2022, over three million families were affected by major natural events and disasters in the Philippines. A recent study by the Economic Policy Research Institute (EPRI) estimated that 174, 351 households will become new poor as a result of natural hazards.<sup>35</sup> Further, it was estimated that the average income losses of households affected by a natural hazard is 10.4 per cent of household income.

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<sup>31</sup> Philippine Overseas Labor Offices data in Harvard International Review (2023) Overseas Filipino Workers: The Modern-Day Heroes of the Philippines.

<sup>32</sup> Overseas Workers Welfare Administration data in Harvard International Review (2023) Overseas Filipino Workers: The Modern-Day Heroes of the Philippines.

<sup>33</sup> PSA. 2018 Informal Sector Survey

<sup>34</sup> Statista Research Department (2022) Natural disasters in the Philippines - statistics & facts.

<sup>35</sup> FAO (2022) Investment case for anticipatory action through adaptive and shock responsive social protection in the Philippines. FAO Economic Policy Research Institute

Typhoons, floods and droughts also have serious impact on agricultural production and, consequently, on food security. On the other hand, urban areas are also significantly affected by more frequent floods that causes disruptions in work, schooling and health-seeking activities as well as increase communicable diseases, particularly in informal settlements and/or evacuation centers.

Climate change is expected to worsen the vulnerabilities among women, children, senior citizens and persons with disabilities who experience pre-existing economic risks and compounded by natural hazards. Aside from natural hazards, there are other environmental risks owing to poor solid and hazardous waste management, depletion of potable water and poor air quality that increases related diseases/illnesses. The occurrence and impact of the other environmental risks, however, remain unmonitored or under-reported.

#### **D. Social and Governance Risks**

Major social risks in the Philippines include discrimination or social exclusion based on gender, culture or ethnicity, disability. Although there are strong legislative framework that promote the rights of marginalized groups, most of these remain under-implemented or under-funded.

**Gender-based risks:** The 2023 Global Gender Gap Report of the World Economic Forum (WEF) showed that the Philippines' gender parity score is 0.791, which placed the country at the 16<sup>th</sup> place globally. Indeed, the Philippines has achieved major strides in closing the gender gaps in terms of economic development, health, education and governance. Despite strong legislative support, primarily through the Magna Carta of Women, as well as mandated gender planning and budgeting at all levels of government, major gaps in economic empowerment persists. Poverty incidence among women (i.e., women belonging to poor families) increased from 16.6 percent in 2018 to 18.4 percent in 2021 or from 8.66 million in 2018 to 9.99 million in 2021.<sup>36</sup>

While gender parity may have been nearly achieved in primary and secondary education, a closer analysis of tertiary education indicated that women still tend to choose courses that are stereotypical among women such as the caring professions. Although labor force participation increased among women, wage gap persists with women earning only about 78 percent of the wage that men receive.<sup>37</sup> This is indicative of the lower value given to women labor, especially in rural areas where female are considered as support to men. While there are

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<sup>36</sup> PSA (2023) Fisherfolks and Farmers Remain to Have the Highest Poverty Incidences Among the Basic Sectors in 2021.

<sup>37</sup> Global Gender Gap Report in 2021

legal mandates against harassment or abuse at workplace as well as provision of incentives for female workers such as flexible working hours and longer maternity leave, compliance reporting has been very limited among private companies.

There are more women among informal and migrant workers who are susceptible to gender-based violence or abuse. Informal workers are not likely to be covered by any form of social insurance nor by labor laws and regulations. In 2022, 57.8 percent of Overseas Filipino Workers (OFWs) were women.<sup>38</sup> Special studies indicated that women migrant workers are at-risk of being underpaid, overworked, unsafe or poor working conditions and other unfair labor practices.<sup>39</sup>

In terms of health, maternal mortality remains high, particularly among which was attributed largely to teenage pregnancy. During the lockdown due to the pandemic, there were indications that more women assumed the multi-burden of caring and guiding school-aged children who are into blended or home-based learning arrangements; caring for sick members of the family; and having to continue to work or earn in situations of restricted mobility. Similarly, women are more vulnerable during natural hazards, which magnifies their pre-existing poor health and nutritional conditions; with limited access to information; and usually not given opportunity to participate in decision-making about their evacuation or recovery, yet they are expected to find supplemental income-generating activities as well as alternative arrangements for disrupted household management. There were also reports of increased domestic abuse in post-disaster situations as well as women and child trafficking as a reaction to loss of assets/income.

Moreover, women's representation in politics and leadership roles remain limited that could undermine their influence on relevant legislations that promotes gender equality. Despite having female presidents in the past, the country has a relatively low proportion of women in politics, with only 28 percent of elected officials being female. In a lot of instances, female elected officials are temporary replacement of their husband/father who have reached the mandated maximum term of office. On the other hand, women in management positions in private corporations are grossly under-reported.

Lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI+) Filipinos are seemingly tolerated rather than accepted in the Philippines. The LGBTQI experience stigma or discrimination that manifest in bullying, harassment, and even outright prevention from access to places, events

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<sup>38</sup> PSA (2023) 2022 Survey on Overseas Filipinos (Final Result)

<sup>39</sup> Harvard International Review (2023) Overseas Filipino Workers: The Modern-Day Heroes of the Philippines.



and opportunities. The discrimination against LGBTQI are largely based on social and religious norms, labelling them as either immoral or mentally unfit thus there is strong social pressure to deny or hide their identity. They are generally perceived as artistic, irreverent and funny but also frivolous, untrustworthy, unfaithful or disloyal and even predatory that limits their socio-economic opportunities. Although there are initiatives to protect the rights of LGBTQI+, these are met with a lot of opposition or objections.

**Risks confronting indigenous peoples:** The number of indigenous peoples in the Philippines remains as an estimate at 17 million, belonging to 110 ethno-linguistics groups. More than half or 61 percent of IPs are in Mindanao while about 30 percent are in Luzon. The PSA generates statistical data on the basic sector or marginalized groups except on the indigenous groups, which is reflective of the difficulty in reaching indigenous communities that are among the so-called “geographically isolated and disadvantaged areas (GIDA).

Although information are limited, IPs are considered among the poorest groups in the country that hardly reached by basic social services and facilities. Most indigenous communities have struggled with historical exclusion as well as displacement due to mega-development projects and regressive land policies, which were aggravated by resource exploitation by mining and large-scale agribusinesses as well as conflict. Majority of the IPs are engaged in farming and fishing as primary source of income, but their productivity is seriously constrained by inadequate support services, natural hazards and other impact of climate change. Consequently, special studies revealed that most IPs have low educational attainment, poor health and nutritional status. The inadequate access to basic services is not just a factor of geographic isolation but also attributed to culturally inappropriate or perception thereof of the services. The long years of exploitation has also made the IPs wary of mainstreamed interventions.

The issuance of the Republic Act 8371, also known as the “Indigenous Peoples Rights Act” (1997, IPRA), recognized the right of IPs to manage their ancestral domains. As of date, there are 135 certificates of ancestral domain title (CADT) has been issued by the National Commission on Indigenous Peoples. The issuance of the CADT set the stage for the development of the Ancestral Domain Sustainable Development and Protection Plan (ADSDPP), which articulates the aspirational plan to achieve self-governance, protection of rights, social justice and cultural integrity. However, most of the ADSDPP are constrained by limited resources or remain unfunded.

**Persons with disabilities:** In 2010, around 1.4 million Filipinos or 1.57 percent of population had disability<sup>40</sup>. This estimate is very much lower than the global trend which estimates that 10 percent of population has some form of disability. In 2021, about 271 thousand (17.2 percent) persons with disability aged 15 and above belong to poor households. Similar to other marginalized groups, data on persons with disabilities are limited. There are disabilities (e.g., intellectual, mental, or sensory impairments) that are difficult to detect or identify by interview and, instead, requires more complex test that are only administered by licensed professionals.

Persons with disabilities are those with serious impairments that limits their ability to perform some roles. A study by the DSWD and UNICEF shows that households of children with disabilities spend about 40 percent to 80 percent more compared to other households to achieve the same standard of living.<sup>41</sup> In 2019, only 53 percent of persons with severe disability said that they have good or very good quality of life, much lower than those with no disability (92 percent), mild disability (88 percent) and moderate disability (80 percent).<sup>42</sup>

Disability among children limits access to education and experience discrimination in school, undermining their development in later years or it could lead to secondary impairment. Due to inadequate information, myths or misconceptions, some childhood disabilities are treated as deviant behaviors and left unattended. Special education programs/services remain very limited particularly in rural areas and, if available, are expensive.

There are about 1.9 million persons with disabilities among Filipinos of working age in 2022.<sup>43</sup> Persons with disabilities encounter difficulties looking for work and/or are relegated to low-paying jobs as well as experience discrimination in the workplace.

At the community, persons with disabilities experience various forms of discrimination, including bullying, exclusion from community activities/events; and stereotyping from their community. Despite the issuance of the Magna Carta for Disabled Persons in 1992 (more than 30 years ago), there is very limited data/information about the situation of Filipino persons with disabilities, including the availability of accessibility and/or adaptive facilities/devices as well as special services.

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<sup>40</sup> PSA, 2010 Census of Population and Housing.

<sup>41</sup> Robinson and Hakeem (2022). Cost of Raising Children with Disabilities in the Philippines. UNICEF.

<sup>42</sup> 2016 Disability Prevalence Survey: Model Functioning Survey; PSA

<sup>43</sup> PSA January 2022 Labor Force Survey cited in Rappler (2023)

Aside from social risks, there are risks owing to poor or weak governance that results to exclusion or inadequate programs and resources for vulnerable/marginalized groups. Corruption undermines the rule of law and public trust, diverting resources from essential social programs and disproportionately impacting the poor. The Philippines is perceived to be one of the most corrupt countries in the world, having been among the top one-third most corrupt countries based on the Corruption Perceptions Index (CPI). The CPI measure is based on survey among business people regarding their engagement with the public sector and may not necessarily reflect the real situation. Nevertheless, significant legal framework as well as social accountability programs/mechanisms have been put in place to address corruption to reduce leakage of resources that could be used to address vulnerabilities.

The Local Government Code (LGC) of 1991 involved the devolution of basic services to local government units (LGUs) to achieve efficiency and responsiveness of the delivery system. However, the resources of LGUs, primarily through the National Tax Allotment or NTA (formerly the Internal Revenue Allocation or IRA) is skewed in favor of provinces/ municipalities with higher revenues and large population, leaving poor areas with lower allocation and making it difficult to provide for basic services even if their poverty incidence is high. More than 31 years after the devolution, poor villages or barangays still do not have complete basic services/facilities as provided for by the LGC.

Downward social accountability is more rhetorical than a standard of good governance. Citizens' participation in governance has mostly served as a platform for faster service delivery rather than developing capacity for broad-based decision-making. The lack of representation/participation in governance coupled with pervasive poverty, personal grievances and political rivalries could escalate to conflicts or apathy from the communities. On their part, poor communities remain largely unorganized and are not prepared to engage LGUs to demand for services for the address vulnerabilities. While the DSWD and DILG have implemented participatory local governance, primarily through the KALAHI-CIDSS, to promote priority attention on basic needs of poor villages in local planning and budgeting, this initiative remains largely as a program and have yet to be institutionalized as an approach for inclusion or platform for social protection. The Philippines have also been known for having a dynamic civil society network but a mapping of development CSOs indicated that very few operate in the most vulnerable areas.

# Assessment and Challenges of Social Protection in the Philippines

## A. Legal and Institutional Support

The Philippines has strong legislative and institutional support for social protection. There are laws that promote and protect the rights of almost all the vulnerable groups as listed in Annex B. There are also overarching laws that mandates priority attention to the poor and marginalized groups, the major one of which are:

- a) the Social Reform and Poverty Alleviation Act (R.A. No. 8425), providing for the formulation of the National Anti-Poverty Action Agenda; identifies 14 basic or marginalized sectors; and creates the National Anti-Poverty Commission, which includes representatives from marginalized groups as members, to oversee and coordinate all poverty reduction programs.
- b) the Magna Carta of the Poor (R.A. No. 11291), which calls on the government to establish a system to provide the requirements, conditions and opportunities for the full enjoyment of the following rights of the poor: (1) right to adequate food; (2) right to decent work; (3) right to relevant and quality education; (4) right to adequate housing; and (5) right to the highest attainable standard of health. It mandates the implementation of a social protection system and a system for targeting beneficiaries.

Most of the specific laws for the different vulnerable groups also provides for the creation of coordinative bodies in recognition of the need for multi-sectoral response to address vulnerabilities. At present, there are more than 10 coordinative bodies whose mandates focus on social protection. The effectiveness of these different coordinative bodies has yet to be fully assessed. The overarching coordinative body is the National Economic and Development Authority (NEDA), which has a Social Development Committee (SDC) at national and regional levels, that oversees the development of policies, medium-term plans and programs on all matters related to social development and poverty reduction.

The SDC has been instrumental in enhancing and accelerating the national policies on social protection, including the adoption of SP official definition in 2007; establishment of the Sub-Committee on Social Protection (SCSP) in 2009 for policy coordination; adoption of a risk-

based Social Protection Operational Framework as well as the National Household Targeting System for Poverty Reduction (NHTS-PR), also known as *Listahanan* in 2012; and the approval of the SP Floor in 2022.

Notwithstanding the existence of coordination policies and mechanism, there is a need to strengthen the horizontal and vertical collaboration among key implementers of social protection. The effectiveness of a social protection program requires functional collaboration among the national agencies as well as with the LGUs at various levels. While mechanisms for convergence have been established at various levels<sup>44</sup>, these have been beset with problems like shifting representation, causing delays in policy decisions. With the increase in LGU shares from national taxes as mandated by the Mandanas-Garcia Supreme Court ruling, the LGUs are in better financial position to deliver the devolved social protection services.

## **B. Programs and Projects**

The Philippines has a broad range of social protection programs and projects, most of which are long-running and regular operations of various programmatic sectors (e.g.; health, education, population development, social welfare and labor and employment). There are more than sixty (60) SP programs delivered by various agencies. These do not include those established and delivered by LGUs.

Since the fundamental goal of the past and present Philippine Development Plans is to reduce poverty, most of the programs were purposely designed to address risks/vulnerabilities with marginalized group/individuals as targets. Other national programs have universal target but would have differentiated delivery mechanisms for the vulnerable, an example of which is the Indigent Program of PhilHealth, Inc. that caters specifically for poor members.

By organizing and classifying the various SP programs and projects around the general categories of risks, it was realized that there are overlaps or duplication and even fragmentation. The major programs/services that indicated significant overlaps/duplication include a) social assistance (either cash subsidies or in-kind); b) livelihood or income-generating programs, including emergency/temporary employment; and, c) skills training or capacity building.

One of the major reasons for program fragmentation and overlap is the absence of a unified targeting system. The major social registries

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<sup>44</sup> The Sub-committee on Social Protection at the National Level and Social Protection Teams at the Local Levels

include the NHTS-PR, the Registry System for the Basic Sectors in Agriculture (RSBSA) and the Community Based Monitoring System database. As provided by law, there are several on-demand registration for senior citizens at the Office of Senior Citizens Affairs and persons with disabilities at the Persons with Disabilities Affairs Office, both at the LGUs.

Despite the broad range of programs and seeming overlaps, the SP coverage in the Philippines remains limited at 36.7 percent of population, which is below the average coverage at 44.1 percent among countries in the East and Pacific Region<sup>45</sup>. Based on NEDA's estimates, using merged Labor Force Survey – Annual Poverty Indicators Survey (LFS-APIS) datasets, the bottom poorest 40 percent of household-beneficiaries had lower rate of coverage in 2017, 2019 and 2020 compared to the total households that were covered by SP for income security or social insurance.

To consolidate the various SP programs and projects, the Social Protection Plan 2020-2022 was formulated. However, the plan was implemented during the height of the lockdown due to the COVID 19 pandemic. Thus, most of the planned activities were partially accomplished and a few could not be started.

### **C. Financing**

Despite substantial increase in government expenditure for social protection, it is still lower than other developing countries<sup>46</sup>. Government spending on social protection programs as percentage of gross domestic product (GDP) in 2020-2022 is at 2.6 percent, which is lower than that of Malaysia, Thailand, and Vietnam (World Social Protection Report).

The weighted Philippine expenditure on social protection at 2.9 percent of GDP falls below the average weighted Social Protection Index of 5.3 percent for Asia and 3.0 percent for Southeast Asia. The low spending results in decreased investments in programs, restricted coverage and restrained benefit value, affecting the poverty alleviation efforts of the government. Although the COVID-19 pandemic emphasized the importance of social protection, it also highlighted the remaining gaps in the social protection systems, including the inadequate financing.<sup>47</sup> It is noteworthy that the national government has adopted some alternative financing scheme in anticipation of future shocks,

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<sup>45</sup> ILO (2021) World Social Protection Report 2020-22

<sup>46</sup> Diokno-Sicat and Mariano (2021) *Public Expenditure Review of Social Protection Programs in the Philippines*. Research Paper Series RPS 2021-01, Philippine Institute for Development Studies.

<sup>47</sup> Orbeta, A. (2022, July 7). *Social Protection in the Philippines: Insights and Lessons from PIDS Studies* [PowerPoint slides]. Philippine Institute for Development Studies.

including the Catastrophic Deferred Download Operations (CAT-DDO); emergency cash transfer; disaster response modality (DROM) of the KALAHI-CIDSS Program and the contingent emergency resource component, which is a quick-disbursing scheme in the event of disaster and/or shocks.

It will also be important to have a good estimate of the SP expenditures of LGUs since basic services and/or several SP services have been devolved and these could be involving a sizable amount. However, it has been difficult to capture the LGU budget for SP since the expenditure reports aggregate all social services. A special study must be undertaken to have a good estimate of LGU spending for SP and, eventually, advocate for increased SP services and financing by LGUs. The aim is to advocate for a fixed percentage of the LGU budget dedicated for social protection services. There are also a significant number of non-government organizations, including corporate foundations, that provide SP programs and services, which need to be estimated, at best.

# Vision of Social Protection in the Philippines

The vision of social protection in the Philippines is for every Filipino to have a better and improved quality of life by building their capability to manage risks and reduce vulnerabilities. On a medium-term, the country aims to have a transformative social protection system that helps Filipinos manage risks and addresses structural vulnerabilities as well as social inequities. The universality of a social protection system is realized when everyone has access to its programs in times of need. Through multi-stakeholder collaboration, these initiatives will enable Filipinos to continually transform their lives by preventing the adverse impact of shocks, protecting them from various risks, building their adaptive capacities and promoting socioeconomic participation.

## Goals of Social Protection Plan 2023-2028

**The Social Protection Plan.** The SP Plan will contribute to the overarching goal of the PDP 2023– 2028, which is to achieve “economic and social transformation for a prosperous, inclusive, and resilient society<sup>48</sup>. Specifically, the SP Plan is aligned with the PDP objective “to develop and protect capabilities of individuals and families by strengthening the social protection system”<sup>49</sup>.

In the next five years, the Plan seeks to further strengthen and rationalize the social protection system such that Filipinos are able to access programs covering all types of risks in their lifetime through the following key strategies: a) mitigating individual and lifecycle risks; b) managing economic risks; c) mitigating natural health, climate and human induced hazards; and d) addressing social and governance risks; and, e) establishing a universal, modern and integrated social protection system.

The following are the key performance indicators of the SP Plan to measure its contribution to the PDP goal. Annex A provides the detailed results framework of SP Plan, including the intermediate outcome indicators by strategic focus areas.

- Percentage of families covered with social insurance (%)
- Percentage of poor households with members 18 years old and below that are 4Ps beneficiaries (%)
- Percentage of senior citizens who receive pension (%)
- Percentage of documented Overseas Filipinos to total Overseas Filipinos (%)
- Percentage of economically active population contributing to SSS (%)
- Total expenditures on social protection programs as percentage of gross domestic product (%).

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<sup>48</sup> Philippine Development Plan (PDP): 2023-28; Chapter 1

<sup>49</sup> Philippine Development Plan (PDP): 2023-28; Chapter 1



## Strategic Framework

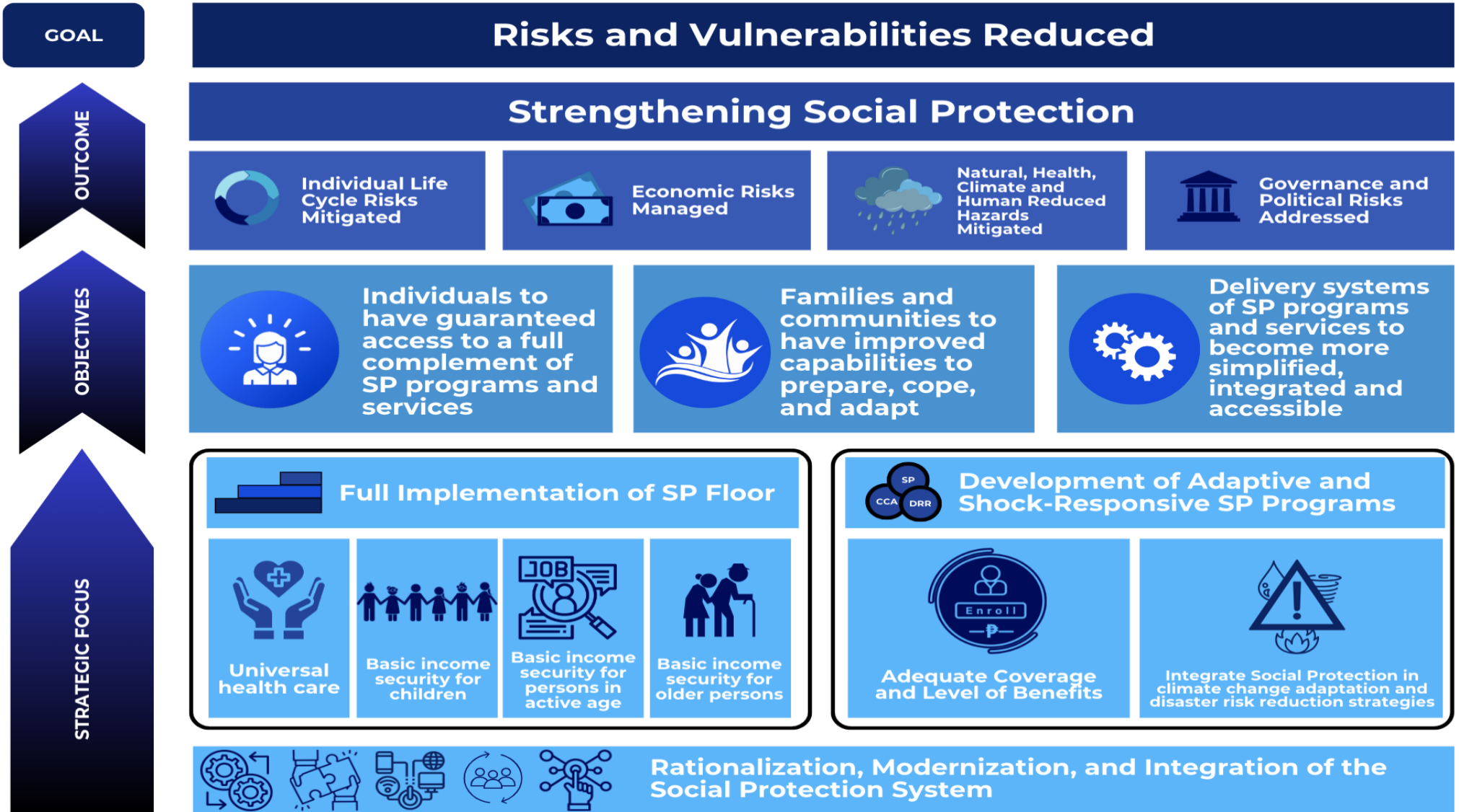
The strategic framework for the SP Plan emanates from the Social Protection Sub-Chapter of the PDP (Sub-Chapter 3.2) and other relevant chapters on health, education, nutrition, livable communities, and labor/employment. The major strategies take cognizance of the continuing risks that affect vulnerable groups and areas in the country, at the same time, acknowledging that these risks could worsen as a residual impact of the pandemic and as a result of extreme weather conditions as well as other global trends such as mounting international tensions; rapid technological innovations; and shifting investment priorities. Thus, even while the Philippines has a comprehensive legal/policy and institutional support as well as broad range of programs, most of which have been assessed as effective, the strategic framework calls for more adaptation approaches and not only mitigating measure. Lastly the framework requires a more meaningful and functional coordination among the different stakeholders.

To achieve the Plan's goal, three strategic focus areas have been outlined for 2023 to 2028:

- a) **Full Implementation of the Social Protection Floor.** Strategic initiatives will be implemented to ensure comprehensive income security and universal health care for all age groups, providing everyone guaranteed access to a menu of SP programs during various life-cycle shocks and risks.
- b) **Development of Adaptive and Shock Responsive Social Protection Programs.** This will entail strategic initiatives that will increase the current social beneficiary coverage to build household and community resilience
- c) **Rationalization, Modernization and Integration of the SP System.** Strategic initiatives will focus on the modernization, digitalization, and integration of the social protection system from policy formulation, program development, to monitoring and evaluation.

The chart below illustrates the hierarchical relationship of the three focus areas to the broader target outcome of strengthening social protection system. The following section provides a detailed description of each strategic focus, highlighting the intermediate outcomes and the milestones or major activities.

Figure 1. Strategic Framework of the Social Protection Plan 2023–2028



## **A. Strategic Focus 1: Full Implementation of Social Protection Floor (SPF) Towards Universal Access**

The fundamental objective of the SP Floor (SPF) is to prevent or alleviate poverty, address vulnerability and social exclusion. The operational concept of an SP Floor is about the basic right of each individual to have access to a composite set of guarantees that are necessary to have a decent quality of life all throughout the development cycle. The set of guarantees is nationally defined as may be relevant to the country context.

The Philippine SP Floor has been adopted by the SDC in 2022 and includes four guarantees, as follows: a) basic income security for children, providing access to nutrition, education, care and any other necessary goods and services; b) basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; c) basic income security for older persons; and d) universal health care.

The guarantees for children is an investment in the future and would be a critical approach to break the cycle of poverty. On the other hand, the guarantees for working or active age provides support to those who not gainfully employed by reason of health, disability, economic displacement and other shocks while the guarantees for senior citizens assures sufficient care and basic needs even while they wind-down productivity, mitigating household dependency.

The SPF is a basic standard of an integrated SP system and serves as a platform for convergence of multi-agency services around a common target. The fulfilment of all the guarantees will be pursued in the context of closing any manifestation of gender gap and promoting gender equality. Since the SPF was adopted as the country started to recover from the pandemic, the next five years will involve setting-up the operational mechanisms for its full implementation, which will be a priority agenda under focus area 3 on rationalization, modernization and integration of SP system.

### **a) Basic Income Security for Children**

Maternal and child health care and early childhood education will continue to be implemented as devolved programs with augmentation from national government. Special attention will be given to address hunger and malnutrition and protecting children with special needs or children in difficult circumstances, including adolescent parents.

**Hunger and malnutrition addressed.** Malnutrition among children is caused by interrelated factors that include inadequate food supply; limited knowledge on proper food preparation; large family size and/or short birth-spacing; poor environmental sanitation; and poverty. The national government, through the National Nutrition Council (NNC), adopted a multi-pronged approach to address malnutrition that involved community-based nutrition education; food preparation/production, growth monitoring and supplemental feeding; school-based nutrition program that provides food or vitamin supplementation/subsidy; deworming and dental health services; annual medical check-up; provision of food vouchers/subsidies; and, hospital based services that focuses worst case of malnutrition that requires in-patient treatment. However, the devolution of basic nutrition programs have constrained the proven nutrition programs as well as nutrition monitoring. In recent years, there are several initiatives to address malnutrition such as the Enhanced Partnership Against Poverty and Hunger; Philippine Multi-Sectoral Nutrition Project; Pantawid Pamilyang Pilipino Program or 4Ps (Philippine conditional cash transfer program); and the preparation of the Philippine Plan of Action for Nutrition. These initiatives bring together various stakeholders to forge a holistic and integrated approach to address hunger and malnutrition, including the provision of technical and financial support for nutrition services at the local levels with high rates of malnutrition. Special attention will be given to reach and monitor children in indigenous communities; girl-children; out-of-school children; children with disability; and, children in communities affected by conflict and/or natural hazards.

**Social Protection for children in with special needs:** Adolescent pregnancy has been cited as a major cause of persistently high maternal mortality and neo-natal/infant mortality. The SP Plan will work towards developing a multi-sectoral program on addressing adolescent pregnancy, involving key national government agencies (i.e. DOH, DSWD, CPD, DILG, non-government organizations, and community stakeholders. The approach would be expanding access to reproductive health education and other services; improved implementation of Comprehensive Sexuality Education (CSE) in the K-12 curriculum; and, intensifying the information dissemination on the risks of adolescent pregnancy.

The SPF will also be integrated in special services for childhood disability; child labor; abandoned/neglected and abused children. The use of SPF across social welfare services would serve as a minimum standard of operations.

## **b) Income Security for Active Aged Individuals**

**Coverage and benefits of unemployment insurance increased:** This will focus on increasing social security membership among informal workers, workers of platform and gig economies, and workers of micro-enterprises. Special attention will be given to ensure that the social security membership will be inclusive for persons with disabilities, LGBTQI, women and other underserved groups. A rapid assessment of the major bottlenecks that constrain social security membership among these workers would be undertaken to inform policy and program adjustments such as simplifying the enrollment process, and offering flexible contribution schemes that accommodate the varying income levels and work patterns of these workers. The information campaign on the advantages of social insurance will also be intensified among labor groups with low enrolment. By expanding access to social security for the non-traditional employment sectors could result to improved access to healthcare and expand retirement security for a wider range of workers. The information campaign will also promote financial literacy, with focus on building capacity for savings and the advantages of having bank account, among others.

**Livelihood and public works programs rationalized:** Several reviews will be undertaken to identify new or innovative programs to increase social security coverage among active-aged individuals. The SCSP would initiate a comprehensive assessment of the feasibility of providing government subsidy for insurance premium among informal workers as well as for short-term employment such as job-orders, contract-of-service staff in government agencies. In addition, a review existing programs and policies that support workforce inclusion, income security, and skills development for vulnerable populations will be conducted to understand how these interventions contribute to the overall goals of social protection, such as reducing poverty, promoting social cohesion, and enhancing resilience against shocks. By examining the effectiveness and impact of current labor market initiatives, the review can identify areas for strategic adjustments in response to emerging risks; serve as basis for development a protocol or framework for achieving synergies among the various employment/livelihood services for vulnerable groups. For returning OFWs, the various relevant programs will be reviewed and, if necessary, reorganize to provide different options or opportunities to resettle, retire or pursue alternative economic activities. A “one-stop-shop” will be established to assist the returning OFWs.

### c) Income Security for Senior Citizens

#### **Coverage and benefits of retirement and social pension expanded:**

The government will explore options to expand the coverage of social insurance for senior citizens, both contributory and non-contributory. Alternatively, a study will be conducted to assess the feasibility of expanding the list of basic goods and services that are eligible for the senior citizen discount. Best practice models on LGU-supported benefits for senior citizens will be documented and considered for nation-wide adoption.

### d) Universal Health Care

#### **Reinvigorating Maternal and Child Health and School-Based Health Programs:**

As the country recovers from the pandemic, policy and program adjustments will be undertaken to reinvigorate the coverage of basic health services for children and youth, primarily the Maternal and Child Health Program for 0-6 years old children as well as the school health and nutrition programs for school-aged children/youth. Partnership with LGUs will likewise be strengthened to ensure effective resource sharing for primary health care.

**Increased availment of PhilHealth:** For individuals of productive age and senior citizens, a massive awareness campaign will be conducted to increase the uptake of health insurance. This involves extensive education and information dissemination about the benefits, processes, and availability of health insurance options. Multi-stakeholder partnerships among government agencies, non-government organizations, private sector, and community groups can be leveraged to expand the reach of health insurance services.

**Table 1. Summary of SF 1 Strategic Initiatives**

<b>Sub-outcomes</b>	<b>Strategic Initiative</b>
SP Floor fully implemented across all four guarantees	
Hunger and malnutrition addressed	<p>Strategic Initiative 1: Stronger and more coordinated multi-sectoral efforts through the Philippine Multi-Sectoral Nutrition Project</p> <p>Strategic Initiative 2: 4Ps, Supplemental feeding, School-based feeding, First 1K Days, and other related programs are jointly implemented and expanded</p> <p>Strategic Initiative 3: All qualified children are enrolled and monitored in the 4Ps program</p>

Sub-outcomes	Strategic Initiative
Social Protection for children in need, i.e. for teen-age mothers and their children, implemented	Strategic Initiative 1: Establishment of multi-sectoral program on teenage pregnancy Strategic Initiative 2: Integration of social protection floor with other programs on children to maximize child protection and development outcomes
Coverage and benefits of social pension unemployment insurance increased	Strategic Initiative 1: Increasing SSS membership of informal sector workers, workers of platform and gig economies, and workers of micro-enterprises.  Strategic Initiative 2: Provision of insurance subsidies for workers in the informal sector
Livelihood and public works programs rationalized	Strategic Initiative 1: Review of labor market interventions towards rationalization and improvements in effectiveness and impact
Coverage and benefits of retirement and social pension expanded	Strategic Initiative 1: Implement projects to increase coverage and regularly adjust pension benefits to keep pace with inflation and protect the purchasing power of the elderly.
Increased availment of Philhealth.	Strategic Initiative 1: A massive awareness campaign through multi-stakeholder partnerships to increase availment of health insurance by the population.

## B. Strategic Focus 2: Development of Adaptive and Shock Responsive Social Protection Programs

The impact of the COVID 19 pandemic, the perennial extreme weather conditions and more frequent occurrence of volcanic eruptions and earthquakes have undermined the development gains in Philippines. Thus, it is imperative that building resilience is an element of both the goal and strategy of the current PDP. Global experiences have indicated that social protection contributes to community and household resilience. However, the unpredictability of shocks and breadth of their impact requires more than early response or mitigation measures. Resilience requires adaptation and ASRSP readiness to manage shocks at its onset.

The SP Plan adopts the Adaptive and Shock-Responsive Social Protection (ASRSP) as one of its strategic focus areas. Adaptive social protection entails investments in building capacities of vulnerable households and communities to prepare, cope and manage shocks while shock-responsive means that the social protection system has the flexibility to respond to shocks in the quickest time possible.

In 2021, the National Disaster Risk Reduction and Management Council (NDRRMC) issued Resolution No. 7, adopting a roadmap to operationalize

ASRSP, building on existing experiences such as disaster-risk financing strategies, inclusion of contingency emergency response component in new programs; catastrophic deferred download operations and the disaster response operations modality in community-based program. The roadmap will define the building blocks of the Philippine ASRSP operations including: a) a policy framework that set the strategic priorities and commitments at the highest level; b) establishing a universal delivery system which involves, among others, the installation of a comprehensive, dynamic social registry that is integrated with civil registry, payment systems, and other government climate risk information systems; c) adoption of climate-smart interventions; d) identifying sustainable and disaster-risk financing options; and, e) strengthening institutional arrangements across social protection, climate change and disaster risk management stakeholders with adequate technical and financial resources.

The roadmap specifically aims to achieve the following results by 2024: a) ownership of the adaptive, shock responsive social protection system agenda; b) design for pilot-testing the scale up of social assistance programs in response to disasters in selected provinces completed; c) Disaster Risk Financing (DRF) strategy developed; d) pilot-testing of vertical and horizontal expansion of 4Ps and ECT evaluated and institutionalized; and, e) social assistance programs integrated with risk-informed livelihood programs.

In addition, the ASRSP focus area under the SP Plan involves two major strategies: a) building adequate coverage and level of benefits; and b) integrating social protection in climate change adaptation and disaster risk reduction.

### **a) Building Adequate Coverage and Level of Benefit**

**Social protection intervention for the near poor reviewed for possible implementation:** Unpredicted shocks could have drastic impact such that households/families, that have income just a little above the poverty threshold, could become poor. An assessment of the potential benefits, costs, and challenges associated with implementing targeted programs for the near poor will be conducted by the SCSP. The study will examine the needs and vulnerabilities of the near-poor, aiming to determine the policy requirements and identify the most suitable interventions to address their specific risks and prevent them from slipping into poverty. The analysis will also consider the financial, institutional, and logistical aspects of delivering these social protection measures, to determine the feasibility of the evolving approaches for implementation.



**Expanding or adjusting selected programs to support preparedness and adaptation components:** Existing SP programs/services will be assessed in terms of their potential to integrate targeted support for households and communities during different phases of a crisis: preparedness, coping, and adaptation. The experiences of the 4Ps and the National Community-Driven Development Program (NCDDP) could be examined in terms of the key design features that allow immediate shift to disaster or shock-responsive modality. The 4Ps has instituted an emergency cash transfer protocols that are followed when disaster or other shocks affect the recipients. The NCDDP has a disaster response operations modality (DROM) that involve shifting the community processes, type of support services/facilities and fiduciary rules when disaster hit a target area. The DROM was applied in respond to Typhoon Haiyan and the pandemic. Mental health and psychosocial services will also be expanded or adjusted as part of disaster response package. Moreover, more permanent evacuation centers will be built with enhanced design to allow better access for persons with disabilities, children, senior citizens and other groups with special needs.

**Pilot-testing and Mainstreaming of Adaptive and Shock-Responsive innovations:** The adjusted programs to integrate shock-responsive mechanisms/elements could be pilot-tested, evaluated and, if found successful, institutionalized or scaled-up. Mainstreaming successful pilot programs also entails integrating these initiatives into existing social protection systems, policies, and strategies, allowing for a more cohesive and coordinated approach to addressing shocks.

**b) Integrate Social Protection in Climate Change Adaptation and Disaster Risk Reduction Strategies**

**Mainstream approaches in hazard risks responses that are anticipatory, adaptive, and shock-responsive:** Hazard risk assessment and responses will be integrated in planning and policymaking to anticipate potential risk impact and, identify corresponding adaptive and shock-responsive policies. This will ensure that ASRSP programs are supported by broader policies and plans.

At the local level, risk assessment is done through the Climate and Disaster Risk Assessment (CDRA), the government's instrument for mainstreaming DRRM and CC in local development plans (i.e., CDP and CLUP), which informs local action plans. The risk assessment will be enhanced in a way that identifies the location of the poor and vulnerable and assesses that disaster and climate risks that they face, so that anticipatory or adaptive/shock-responsive actions can be delivered immediately.

**Enhance social and environmental risks assessment in upstream development of programs/projects:** While environmental and social impact assessment is part of requirements for program development, the tools need to be enhanced in order to anticipate emerging risks that a proposed project could trigger and, at the same time, anticipate the risks/shocks that could affect the proposed project. In doing so, the proposed project could include anticipatory or contingency components or design features to manage the risks/shocks that occur during implementation as well as include adaptive measures, as deemed relevant.

**Diversify livelihoods and income sources:** One of the serious impact of shocks is the loss of income since it can cause secondary impact on other aspects of human development (e.g., health, education) and can take more time to recover or rebuild. It is important to consider diversification of livelihood and income sources, which can require the adaptation of technologies, products, and market links, among others. Support services can be provided or expanded such as agricultural insurance and incentives for increased savings. This is particularly difficult for subsistence farmers and artisanal fishers who have limited capacity for adaptation, including resistance to innovations thus, awareness raising on adaptation or climate-smart economic activities and technologies. Existing livelihood projects can pilot-test adaptive mechanisms and technologies on livelihood for potential scaling-up once proven effective.

**Institutionalization of community-driven disaster response operations modality:** As mentioned earlier, the DROM under NCDDP has been implemented in response to the impact of Typhoon Haiyan in 171 municipalities and to address the impact of the pandemic. An assessment of the reconstruction action plan for Yolanda-affected areas showed that the DROM was one of the programs that was able to effectively respond to the needs and losses. The DROM was also implemented to support community-based response to the effects of the pandemic after only 2 months into the lockdown. The lessons learned from DROM will be synthesized as basis for institutionalizing NCDDP as a quick and adaptive response to emerging shocks.

**Table 2. Summary of SF 2 Strategic Initiatives**

<b>Sub-outcomes</b>	<b>Strategic Initiative</b>
Social protection intervention for the near poor reviewed for possible implementation	Strategic Initiative 1: Feasibility study of social protection provision for the near poor
A menu of programs that can be expanded and adjusted to support preparedness, coping and adaptation is adopted	<p>Strategic Initiative 1: Complement social assistance services/programs with social safety net</p> <p>Strategic Initiative 2: Implementation and Mainstreaming of Adaptive and Shock-Responsive Pilots</p>
Mainstream approaches in Hazard Risks Responses that are anticipatory, adaptive, and shock-responsive	<p>Strategic Initiative 1: Mainstream approaches in Hazard Risks Responses that are anticipatory, adaptive, and shock-responsive</p> <p>Strategic Initiative 2: Integrate and mainstream safeguards (social and environmental safeguards) in the Development Interventions planning, implementation, and M&amp;E</p> <p>Strategic Initiative 3: Diversify livelihoods and income sources</p> <p>Strategic Initiative 4: Institutionalization and Harmonization of Community-Driven Development (CDD) Approach</p>

### **C. Strategic Focus 3: Modernization, Rationalization, and Integration of the SP System**

Social protection addresses various risks that are multi-dimensional, requiring a systemic approach for efficient delivery of services and harmonized or complementation of strategies as well as resources; and, functional or integrated interventions. The modernization, rationalization and integration of the SP system is a cross-cutting strategic focus that involves the following components: a) policy synergy to achieve shared goal; b) institutional coordination and governance; c) synchronized delivery mechanism; d) harmonized communication and knowledge sharing; e) coordinated capacity building; and f) unified monitoring and evaluation.

## a) **Policy synergy**

**Established policy or legal framework for a Universal SP System:** As an initial activity, a comprehensive review of key SP Programs will be undertaken to determine areas for rationalization and integration. The results of the review will serve as major basis in drafting a legislation that mandates and integrated SP system with following elements:

- i. Recognition of SP as a basic right provided by the State;
- ii. Institutionalization of SP floor;
- iii. Establishment of effective coordination structures;
- iv. Establishment, updating and interoperability of social registries;
- v. Enhancement of digital payment platforms; and
- vi. Sustainable financing
- vii. Protocols for sustainability and continuing of SP programs

Although the Philippines has a strong legal framework on SP, the SP Plan will pursue the passage of additional laws that will strengthen SP in the country. For the current Congress, the SCSP will advocate for the following priority bills: a) Universal and Integrated SP System; b) Unified System of Separation, Retirement, and Pension; c) Disability Support Allowance; d) Expansion of Unemployment Insurance; e) Evacuation Center Act; and, f) Magna Carta for Informal Workers. A short description and the lead agency for each of the legislative agenda are provided in Annex C.

## b) **Institutional coordination and governance**

**Forging partnerships and synergies with key stakeholders in the design and implementation of transformative and innovative SP Programs:** This entails identifying and documenting innovative and transformative SP programs which were initiated by LGUs or CSOs. By fostering these partnerships, a more comprehensive and context-sensitive approach can be developed, ensuring that SP programs effectively address the diverse needs of vulnerable populations. Additionally, multi-stakeholder collaborations can lead to the sharing of expertise, resources, and innovative solutions, ultimately enhancing the overall efficiency and impact of social protection initiatives.

**Devolution and localization of effective SP programs:** Since LGUS are in best position to implement SP programs within the context of local realities, it is important to define clear guidelines for devolution or localization of SP innovations that were found effective. Establishing clear guidelines on the devolution and localization of social protection programs includes defining the roles and responsibilities of various levels

of government and local stakeholders in the design/planning, implementation, and monitoring of these initiatives. This process aims to ensure that social protection measures are tailored to the specific needs and contexts of communities while maintaining consistency with national policies and objectives. By providing a well-defined framework for devolution and localization, authorities can promote more efficient and responsive social protection systems that empower local actors and foster greater ownership and accountability at the grassroots level. Furthermore, this approach can enhance the adaptability and effectiveness of social protection programs by enabling them to better respond to the unique challenges faced by different regions and populations. The varying roles of local governments i.e., province, city and municipality must also be clearly delineated to facilitate complementation and resource sharing.

**Fiscal sustainability for SP programs ensured:** The PDP's targets to increase government support to SP to 5.5 percent of GDP by 2028. While the government should be the major source of financing for SP programs, other sources, including the private sector, development partners, and NGOs will be mobilized through partnership and alliance building. Timely and responsive financing for SP programs in emergencies must also be ensured. Government will adopt policies/legislation that will ensure the availability of funds that can be accessed to implement SP programs during wide-scale emergencies. A comprehensive review of alternative/anticipatory financing for disasters (e.g. disaster-risk financing, CATDDO) will be done to draw lessons learned and assess potentials for broader implementation. Such flexibility in government budgeting will allow timely and sufficient response to crises whilst ensuring continuity of other government services. The budget and expenditure of both national and local governments must be tracked to have a complete picture of the fiscal resources for the SP system.

### c) **Delivery System**

**An integrated and coordinated service delivery established.** An integrated SP service delivery system requires the updating and harmonizing the SP management information systems (MIS) to capture relevant, accurate and timely data on the risk profile/situation as well as status of key performance indicators primarily for informed policy and program development as well as to rationalize financing. It also necessitates the adoption of unified targeting system and expanded digital platforms for monitoring and social accountability. With the PhilSys in-place, and the mandate to establish the community-based monitoring system (CBMS), an integrated or well-coordinated delivery system for SP will be established. This harmonization can promote

complementation of efforts, improve targeting of beneficiaries, and minimize duplication or potential fraud or errors in service delivery.

**Adopt Digital Payments and Benefit Transfers:** A digital platform for payment of transfers or benefits will increase efficiency and transparency and provide a more convenient and secure mechanism for beneficiaries to access social assistance. Digital payment such as mobile transactions, bank transfers or prepaid cards has been used on a limited basis with the advantage of real-time tracking, reduced administrative costs, and minimized leakages or corruption. Digital payments also promote financial inclusion by linking beneficiaries to formal financial services, allowing them to save, borrow, or insure themselves against risks. Additionally, digitalizing the payment system can enhance the responsiveness and adaptability of social protection programs during emergencies or crises, as it allows for rapid disbursement of assistance to affected populations. Overall, the digitalization of payment systems for SP is expected to contribute to more effective, transparent, and inclusive service delivery. Nevertheless, the beneficiaries and other stakeholders will be consulted to determine the most feasible arrangements for digitalization and the beneficiaries will still be given the option to choose their preferred payment modality so as not to inadvertently cause exclusion.

**Establish a clear graduation and exit strategy for key social protection programs:** Social protection builds the capacity of individuals and groups to overcome multiple risks and vulnerability and, ultimately, enables them to achieve self-sufficiency and resilience. In this context, it is important to define specific milestones and criteria to determine if beneficiaries are ready to transition out of the programs. Additionally, a well-defined exit strategy should be based on continuous monitoring and evaluation of effectiveness, as well as establish support systems to help beneficiaries sustain their capacity to manage risks even after leaving the program.

**Organize and link SP Programs to enhance impact:** The various SP programs/services will be linked around shared development objectives; mutually reinforcing components and common implementation arrangements towards achieving convergence of services. The SPF and ASRSP will serve as framework or platform for defining complementary programs. A standard menu of programs for SPF guarantees will be rationalized, merged, or reorganized as deemed necessary. An initial list of clusters of programs/services, which can be enhanced by establishing linkages or complementary points is as follows:

- i. Health and nutrition services: Ensuring access to quality healthcare, including maternal and child health services,

vaccinations, and nutrition support, to improve the overall well-being of beneficiaries.

- ii. Scholarships and education support services: Providing access to quality education, including early childhood development programs, primary and secondary schooling, and adult literacy initiatives, and scholarships to foster human capital development.
- iii. Livelihood and skills training: Offering vocational training, entrepreneurship development, and job placement assistance to help beneficiaries develop marketable skills and access sustainable livelihood opportunities.
- iv. Financial inclusion and literacy: Promoting access to financial services, such as savings, credit, and insurance, and providing financial education to enable beneficiaries to better manage their resources and mitigate risks.
- v. Social empowerment and community participation: Fostering social empowerment through life skills training, gender equality promotion, and community participation initiatives to enhance social cohesion and beneficiaries' sense of agency.
- vi. Psychosocial support and counseling: Providing mental health support, counseling, and other psychosocial interventions to address trauma, stress, and other psychological challenges faced by beneficiaries.
- vii. Legal aid and protection services: Ensuring access to legal assistance, protection services, and awareness-raising initiatives to safeguard beneficiaries' rights and promote social justice.
- viii. Housing and infrastructure support: Improving access to adequate housing, safe water, sanitation, and other basic infrastructure services to enhance living conditions and reduce vulnerability to shocks and stresses.

Building a stronger link between national government and LGUs for SP will be medium-term agenda. In consultation with the DILG and leagues of LGUs, the SCSP will define the roadmap for strengthening and consolidating SP programs and budget of the LGUs. The roadmap will include the provision of capability building activities to strengthen or enhance the SP dimension of local planning/budgeting with particular focus on strengthening programs for women and children with special needs, indigenous peoples, persons with disabilities, marginalized senior citizens and geographically-isolated and disadvantaged areas (GIDA). A Handbook of Local SP planning has been developed, in partnership with DILG, and has been pilot-tested with positive results. However, this capacity building initiative has not been expanded to cover more provinces and municipalities. Under the SP Plan, this will be one priority action to support strong SP at the local level.

#### d) **Communication and Feedback Mechanism**

**A national communication plan established and implemented:** SP programs have yet to be widely understood. To mobilize support for SP integrated system, a communication strategy and plan has been prepared and ready for implementation. It has a comprehensive analysis of the communication issues and problems of the current SP system. A key challenge is to broaden the understanding of social protection programs that they can access in cases of shocks and emergencies. The strategic communication plan is also intended to promote social accountability and assess beneficiary satisfaction. In addition, the communication plan will generate technical and financial support from intermediaries at various levels, including policy makers.

#### e) **Capacity building**

**Strengthen capacities for social protection among national and local government officials:** The SP plan adopts new framework and strategies that needs to be broadly understood among the key implementors at the national and local levels. As a first step, a training plan will be developed by the SCSP, including comprehensive curriculum designed to enhance the knowledge, skills, and competencies of professionals responsible for implementing social protection initiatives. The key elements of such a program could include:

- i. Policy understanding and contextualization
- ii. Program design and targeting
- iii. Service delivery and resource management
- iv. Monitoring and evaluation
- v. Grievance redress mechanisms
- vi. Community engagement and participatory approaches.
- vii. Partnerships and networking
- viii. Innovation and technology

#### f) **Monitoring, evaluation, and learning**

**Monitoring and Evaluation institutionalized:** Institutionalization of monitoring and evaluation in the social protection system involves embedding a structured and continuous process of data collection, analysis, and learning within the framework of social protection programs and policies. This approach ensures that program implementation is closely tracked, enabling timely identification of areas for improvement, adaptation, and scaling of successful interventions. By integrating monitoring and evaluation into the core of the social protection system, policymakers and practitioners can make more



informed decisions, optimize resource allocation, and ultimately enhance the effectiveness and impact of social protection measures on vulnerable populations.

The monitoring component of the M&E framework involves tracking progress toward the social protection system's goals and objectives with disaggregation by vulnerable groups, as deemed appropriate. The frequency and focus of the monitoring report will follow the protocols as defined by NEDA to ensure that it serves as input to the PDP accomplishment report, particularly with reference to the SP chapter.

The monitoring report will be done through the regular collection of data, which may include indicators such as:

- i. Number of beneficiaries enrolled in the program
- ii. Type and amount of benefits distributed to beneficiaries
- iii. Percentage of beneficiaries who are female or from marginalized groups
- iv. Number of grievances or complaints received by the program
- v. Percentage of beneficiaries who report increased economic security as a result of the program

The evaluation component of the M & E framework involves the conduct of special studies and assessing the impact of the social protection system on beneficiaries and the broader community. This may be done through a variety of methods, such as i) randomized controlled trials (RCTs); ii) quasi-experimental studies; iii) case studies and qualitative research; and iv) cost-benefit analysis.

The evaluation may focus on outcomes such as i) changes in household income or poverty levels; ii) improved health and nutrition outcomes; iii) increased access to education and training opportunities; iv) reduced risk of social exclusion or exploitation; and v) impact of anticipatory programs on livelihood and household wellbeing.

The M and E framework will also have a knowledge sharing or learning component, which the dissemination of the results of monitoring and evaluation to improve the design and implementation of the social protection system.

**Implement Social Protection Statistical Framework:** Implementing the approved Social Protection Statistical Framework and selecting core outcome indicators for social protection involves establishing a standardized system for collecting, analyzing, and reporting data on the performance and impact of social protection programs. The framework provides a consistent basis for measuring the effectiveness of

interventions, enabling comparisons across different programs, and facilitating evidence-based decision-making. By focusing on core outcome indicators, policymakers and practitioners can track progress towards key social protection objectives, such as poverty reduction, social inclusion, and resilience, ensuring that resources are allocated effectively and that vulnerable populations receive the support they need. The Outcome Performance indicators are found in Section V of the Plan.

### Summary of SF 3 Strategic Initiatives

Sub-outcomes	Strategic Initiative
Established policy or legal framework for a Universal SP System .	<p>Strategic Initiative 3.1.1: Comprehensive Review of SP Programs towards Rationalization and Streamlining</p> <p>Strategic Initiative 3.1.2: Draft Legislation and Advocacy Plan towards enactment of legal framework</p> <p>Strategic Initiative 3.1.3: Establishing guidelines and protocols for sustainability and continuity of SP Programs during changes in political administration</p>
Partnerships and synergies with key stakeholders forged in the design and implementation of transformative and innovative SP Programs	Strategic Initiative 1: Upscaling best practices: multi-stakeholder partnerships in the design and delivery of SP programs
Devolution and Localization of SP implemented effectively	Strategic Initiative 1: Establishing clear guidelines on the devolution and localization of SP
Fiscal sustainability for SP programs ensured.	Strategic Initiative 1: Mobilizing resources across sectors for SP Programs
An integrated and coordinated service delivery for the SP System established	<p>Strategic Initiative 1: Updating and Harmonization of Data and Information Systems which includes social registry, targeting and list of beneficiaries</p> <p>Strategic Initiative 2: Adopt Digital Payments and Benefit Transfers</p> <p>Strategic Initiative 3: Establish a clear graduation and exit strategy for key social protection programs like the 4Ps</p> <p>Strategic Initiative 4: Organize and link SP Programs with Complementary Services to Enhance Impact</p>

Sub-outcomes	Strategic Initiative
A national communication plan established and implemented	Strategic Initiative 1: Delivery of a national communication plan to raise awareness and facilitate access to social protection programs
Strengthened capacities for social protection among national and local government officials	Strategic Initiative 1: Development and Implementation of a training program for social protection implementers
Monitoring and Evaluation in the SP System institutionalized	Strategic Initiative 1: Mandating the institutionalization of M&E in all SP programs  Strategic Initiative 2: Implement Social Protection Statistical Framework

## Major Programs, Projects and Activities

To operationalize the three strategic focus areas and achieve the set outcomes, there are various programs, project and activities (PPA) that will be implemented during the plan period. Annex D provides the matrix of PPAs for each focus areas with corresponding target groups/ individuals and the annual target values from 2023 to 2028. Annex E gives a short description of major SP programs and projects.

The matrix shows a broad range of PPAs that comprise a conglomeration of center/institution-based, home-based, and community-based approaches, involving several agencies. Most of the PPAs are long-running and have established delivery mechanisms that were adjusted or will be adjusted to be responsive to the impact of the pandemic as well as other emerging risks. As one of the major activities under Strategic Focus 3, a comprehensive review of key SP programs will be undertaken to rationalize, harmonize and ensure convergence of the various related SP PPAs.

For the full implementation of the SPF, most of the PPAs are regular programs of the Department of Health (DOH) and the Department of Labor and Employment (DOLE). The Universal Health Care and National Immunization Programs are the primary programs that provide access to essential health care, including pre- and post-natal child and maternal care. Support services are provided through medical assistance for indigence individuals. To ensure well-nourished children, the Philippines has a comprehensive program that combines community-based Supplemental Feeding Program (DSWD), School-based Nutrition Program (DepEd) and the hospital-based services (DOH), which is being reinvigorated through the recently-launched Philippine Multi-Sectoral Nutrition Project (PMNP). Aside from direct services, the nutrition programs include support services such as nutrition education, growth monitoring, promotion of home gardening, training on proper

food preparation and the provision of food stamp which was recently launched as a flagship program of the government. Education guarantees are primarily provided through free public education from elementary to senior high school.

There are various livelihood programs to promote income security for active age who are unable to earn sufficient income due to disability, illness, retrenchment, and other economic shocks. These livelihood programs are purposely targeted for vulnerable groups and includes skills training, simple business planning, supplemental capital and savings mobilization and market support. For income security among senior citizens, social insurance, subsidies or pensions are made available although there is a need to explore other schemes to expand coverage of benefits. Likewise, the SP Plan includes activities to explore and pilot-test new scheme to increase coverage of social insurance among informal workers.

SPF programs also include various social assistance programs for vulnerable groups, the major one of which are focused on prevention of child labor; support services to eliminate and address violence against women and children; special assistance for person with disability accessibility to basic services; conditional and unconditional cash transfers.

For ASRSP implementation, the current PPAs are mostly social assistance or responses for individuals/households who are affected by natural hazards/calamities. However, the ASRSP roadmap has been adopted in 2021 that seeks to better understand the impact of natural hazards, climate change and other emerging shocks as well as develop a comprehensive ASRSP policy framework; adaptation or adaptive programs; establish early detection or warning system; promote climate-smart technologies/practices; mobilize alternative financing; and install appropriate coordinative mechanism to achieve convergence for ASRSP. The results of the roadmap by 2024 is expected to enhance the existing PPAs as well as develop new programs that will put in place an ASRSP policies and programs.

The third strategic focus area involves policy development such as the statistical framework; protocols/standards for resource sharing, devolution of key SP programs; model building of innovative SP projects; establishing more effective coordinative linkages for convergence or coordinated delivery of services; installing an integrated monitoring and evaluation mechanism; and other key features that will establish an SP system. Strategic focus 3 also focuses on advocacy for major legislative support as presented in Annex C; implementing a strategic communication plan to mobilize support and resources for SP; and capacity building for major stakeholders of SP programs/projects at the national and local levels.

## Institutional Arrangements and Financing the SP Plan

The SCSP of the NEDA-SDC will oversee the implementation of the SP Plan. Regular progress reporting will be prepared, following the format and frequency as may be required by the SDC. Specific lead agencies have been designated for each strategic focus areas: DOLE for SPF; NDRMMC-OCD for ASRSP; and DSWD for SP system. Whenever necessary to facilitate decision-making or inter-agency tasks, ad-hoc and thematic technical working groups (TWG) will be organized and authorized by the SCSP to undertake preparatory technical analysis on major issues related to policy and program development as well as other inter-agency tasks as may be included in the SP Plan.

At the regional level, the regional SDC or the regional SCSP (if organized) will oversee the SP Plan implementation as relevant to the priority issues affecting their respective regions. At the provincial, municipal and barangay levels, the Social Protection Team or existing local development councils and/or other inter-agency bodies (e.g., LCPC for SPF; P/M/BDRMMC for ASRSP) will be mobilized to coordinate the implementation of the SP Plan in their area of jurisdictions.

Concerned government agencies shall ensure that proper budgetary requirements are allocated and included in their respective annual work and financial plan for the actual implementation of commitments reflected in Annex D. In relation to this, additional commitments by member agencies may be included in the implementation matrices of the Plan, should there be an identified need by the SCSP. Any amendment to the SP Plan-PPA should be specified in the annual plan and noted by the SCSP. The SCSP will convene a resource mobilization meeting to generate support from development partners and other financing intermediaries for PPAs that be unfunded or under-budgeted. As mentioned under focus area 3, the LGU programs and budget for SP will be progressively generated as part of strengthening the SP system.

# Annex A: Results Matrix - Strengthening Social Protection

INDICATOR	BASELINE (YEAR)	ANNUAL PLAN TARGETS						MEANS OF VERIFICATION	RESPONSIBLE AGENCY/ INTER-AGENCY BODY
		2023	2024	2025	2026	2027	2028		
<b>Intermediate Goal: Develop and Protect Capabilities of Individuals and Families</b>									
<b>Chapter Outcome: Reduce Vulnerabilities and Protect Purchasing Power</b>									
<b>Subchapter 3.2: Strengthen Social Protection</b>									
Percentage of families covered with social insurance (%)	83.8 (2020)	100	100	100	100	100	100	Annual Poverty Indicators Survey	SSS, GSIS, PhilHealth, Philippine Crop Insurance Corporation
Percentage of poor households with members 18 years old and below that are 4Ps beneficiaries (%)	64.52 (2019) Listahanan 2	67.5	71.0	74.5	78	81.5	85.0	Listahanan Latest Standardized Targeting System	Department of Social Welfare and Development (DSWD)
Percentage of senior citizens who receive pension (%)	60.27 (2021)	62.98	63.74	64.20	65.41	65.84	66.53	SSS, GSIS, DSWD, Philippine National Police (PNP) Pensioner Online Accounting System admin data and Philippine Statistics Authority population projection	SSS, GSIS, DSWD, National Commission of Senior Citizens, PNP, Armed Forces of the Philippines
Percentage of documented Overseas Filipinos to total Overseas Filipinos (%)	88.9 (2021)	Increasing						Department of Foreign Affairs report	Department of Foreign Affairs, Department of Migrant Workers, Overseas Workers Welfare Administration, Commission on Filipinos Overseas
Percentage of economically active population contributing to SSS (%)	37 (2021)	39-40	40-41	40-41	41-42	41-42	42-43	SSS admin data	SSS
Total expenditures on social protection programs as percentage of gross domestic product* (%)	2.7 (2021)	3.13	3.55	3.98	4.49	4.83	5.25*	Department of Budget and Management data	National Economic and Development Authority Social Development Committee

\*Average spending of middle-income countries on SP excluding health (Source: ILO, World Social Protection Report 2020-22)

## Annex B: List of Major Social Protection Relevant Laws

<b>Number</b>	<b>Title</b>	<b>Year Issued</b>
RA 11310	Pantawid Pamilyang Pilipino Program (4Ps) Act	2019
RA 11291	Magna Carta of the Poor	2019
RA 11230	Tulong-Trabaho Act (TVET)	2019
RA 11223	Universal Health Care for All Filipinos	2019
RA 11199	Social Security Act of 2018	2019
RA 11055	Philippine Identification System Act	2018
RA 11037	Masustansyang Pagkain para sa Batang Pilipino Act	2018
RA 10969	Free Irrigation Services Act	2018
RA 10931	Universal Access to Quality Tertiary Education Act	2017
RA 10868	Centenarians Act of 2016	2016
RA 10692	PAGASA Modernization Act of 2015	2015
RA 10630	Juvenile Justice and Welfare Act (Amendment)	2013
RA 10606	Amendments to the National Health Insurance Act	2013
RA 10606	National Health Insurance Act of 2013	2013
RA 10152	Mandatory Infants and Children Health Immunization Act	2011
RA 10121	Philippine Disaster Risk Reduction and Management Act	2010
RA 9994	Expanded Senior Citizens Act of 2010	2010
RA 9710	Magna Carta of Women	2009
RA 9262	Anti-Violence Against Women and Their Children Act	2004
RA 9257	Expanded Senior Citizens Act of 2003	2004
RA 9231	An Act Providing for the Elimination of the Worst Forms of Child Labor	2003
RA 9262	Anti-Violence Against Women and Their Children Act	2004
RA 8415	Institutionalizing the Social Reform and Poverty Alleviation Program	1997
RA 8371	Indigenous Peoples' Rights Act	1997
RA 8291	GSIS Act of 1997	1997
RA 8282	Social Security Law	1997
RA 7875	National Health Insurance Act of 1995	1995
RA 7277	Rehabilitation, Self-development and Self-Reliance of Disabled Persons and Their Integration into the Mainstream of Society	1992
BP 344	Accessibility Law	1983
RA 742	Senior Citizens Act	1982
PD 603	Child and Youth Welfare Code	1974

## Annex C: Legislative Agenda to Strengthen Social Protection

LEGISLATIVE AGENDA <sup>50</sup>	RATIONALE/KEY FEATURES	RESPONSIBLE AGENCY
Universal and Integrated SP System	<p>The need for a legal framework that will rationalize SP programs toward an integrated system where there is:</p> <ul style="list-style-type: none"> <li>● Recognition of SP as a basic right provided by the state;</li> <li>● Institutionalization of SP floor;</li> <li>● Establishment of effective coordination structures;</li> <li>● Establishment and updating of social registries;</li> <li>● Enhancement of digital payment platforms; and</li> <li>● Sustainable financing (See Subchapter 11.1) and partnerships with the private and civil society sectors</li> </ul>	DSWD and NEDA
Unified System of Separation, Retirement, and Pension	This bill seeks to provide an equitable and sustainable pension system for uniformed personnel. It also intends to address the weakness in their current pension system such as automatic indexation, funding sources, and the need to adjust the pensionable age, among others.	Department of Finance
Disability Support Allowance	The bill seeks to grant a cash subsidy to supplement incomes of households with persons with disability.	National Council on Disability Affairs
Expansion of Unemployment Insurance	This will expand the coverage and benefits of unemployment insurance under the Social Security System (SSS) and Government Service Insurance System (GSIS).	SSS, GSIS, Department of Labor and Employment
Evacuation Center Act	This will establish permanent and typhoon-resilient evacuation centers with necessary facilities to avoid the practice of using classrooms during calamities. These centers will also take into consideration in their design the welfare of children, women, persons with disability, and the elderly.	NDRRMC
Magna Carta of Informal Workers	The bill seeks to afford the informal workers, economic units, and own-account workers preferential treatments, policy and Infrastructure support, and measures intended to help the informal sector thrive and flourish as a successful and formidable economic force.	DOLE

<sup>50</sup> Chapter 3.2 of the PDP 2023-2028



# Annex D1: SF 1 Implementation Matrix

Social Protection Plan 2023–2028: Programs, Projects and Activities  
STRATEGIC FOCUS 1: FULL IMPLEMENTATION OF SP FLOOR

Strategic Initiatives	Programs/Projects/Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
<b>Sub-outcome 1: SP Floor fully implemented across all four guarantees</b>											
<b>Access to essential health care, including maternity care</b>											
	Universal Health Care	DOH		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Medical Assistance to Indigent and Financially-Incapacitated Patients (MAIP)	DOH		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Individual Medical Assistance Program (IMAP)	DOH		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	National Immunization Program	DOH			85%	90%	95%	95%	95%		Fully-immunized child
<b>Basic income security for children, providing access to nutrition, education, care and any other necessary goods and services.</b>											
	Pantawid Pamilyang Pilipino Program	DSWD		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Kalusugan at Nutrisyon ng Mag-Nanay Supplemental Materials in Family Development Sessions	DSWD	Household Beneficiaries/ Ma in grantees of the Program	100% of current active 4Ps HHs	100% of active HHs	100% of active HHs	100% of active HHs	100% of active HHs	100% of active HHs	TBD	
	Supplementary Feeding Program for Child Development Centers	DSWD	2 to 4 years old children in SNPs	1,739, 896	TBD	TBD	TBD	TBD	TBD	TBD	Targeting put on hold because of devolution by 2025

Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
	(CDCs and Supervised Neighborhood Play (SNPs)		3 to 4 children enrolled in Public CDCs  5 year old children who are not enrolled in the DepEd pre-school but enrolled in PCDCs								
	Tutok Kainan Dietary Supplementation Program	NNC	Stunted and wasted 6-23-months-old children and NAR Pregnant Women in 3rd trimester	10,426 NAR PW	8,000 NAR PW	TBD	TBD	TBD	TBD	TBD	- The original plan was to fully devolve the program by 2024. - as of 13 Sept 2023, only 4,000 PW bens are approved while the remaining 4,000 PW are still for budget appeal.
	School-based Feeding Program	DepEd	Severely wasted Kindergarten to Grade 6 Learners	1,678, 704 learners	1.7 learners	1.7 learners	1.7 learners	1.7 learners	1.7 learners	LGU and NGOs to operate central kitchen for the SBFP  Pasteurized milk through National Dairy Authority and Phil. Carabao Center; other food requirements may be supplied by cooperatives and groups under DA, DSWD, DAR,	Possibility of tapping DOLE TUPAD for the central kitchen or in the SBFP  For 2024 onwards, SBFP will be implemented at 220 days

Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
										and SMEs under DTI, and food technology adopters under DOST-FNRI	
	F1KD Integrated Package	DOH, NNC		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Food Stamp / Walang Gutom	DSWD	Poor households (including children)	3,000 HHs	50,000	250,000	300,000	400,000		P 37 Billion	For proposal to the GAA DSWD Flagship Program
	Children's rights: LCPC Programs, Sagip-Bata Manggagawa, CNSP Registration	DSWD, CWC, DOLE, DILG, LGUs, DOJ, PNP		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
<b>Basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability.</b>											
	Emergency Employment Program or Tulong Panghanapbuhay sa Ating Disadvantaged Workers (TUPAD) Program  Number of beneficiaries provided with emergency employment increased  Baseline: 3,053,328 beneficiaries (average 3-year accomplishment 2020-2022)	DOLE	Disadvantaged (vulnerable, marginalized, displaced) workers/ Nationwide	5%	10%	15%	20%	25%	30%	TBD	Commitment under LEP which is still for finalization
	DOLE Integrated Livelihood Program (DILP) or Kabuhayan	DOLE	Disadvantaged (vulnerable, marginalized,	5%	10%	15%	20%	25%	30%	TBD	



Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
	Apprenticeship and Learnership			TBD	TBD	TBD	TBD	TBD	TBD	TBD	-same-
<b>Basic income security for older persons</b>											
	Pension (private, public, military and police personnel): contributory	SSS, GSIS, AFP, PNP									
	Social Pension for Indigent Senior Citizens  <i>increase of stipend from PhP500/monthly to PhP1,000/ monthly per indigent senior citizen per RA No. 11916.<sup>51</sup></i>	DSWD and NCSC	Indigent senior citizens (based on RA No. 9994)	4,085,066	4,085,066	4,337,591	4,495,549	TBD	TBD	Per NEP FY 2024, the budget is PhP49B (at PhP1,000 monthly per beneficiary) for 4,085,066 senior citizens.	The target beneficiaries for each target includes the existing beneficiaries and replacement or the new beneficiaries based on the annual GAA.
	Continuous implementation of the Centenarian Act covering 100 years old and above per RA NO. 10868.	DSWD and NCSC	100 years old and above	2,465	TBD	TBD	TBD	TBD	TBD	PhP100,000 for each centenarian	The target beneficiaries are based on the updated validated qualified centenarians from LGUs.
<b>Sub-outcome 2: Hunger and malnutrition addressed</b>											
Stronger and more coordinated multi-sectoral efforts through the Philippine	Implementation of Philippine Multi-Sectoral Nutrition Project			TBD	TBD	TBD	TBD	TBD	TBD		<i>No specific activities to strengthen coordination were indicated.</i>

<sup>51</sup> Note: Transfer of the programs for Older Persons from DSWD to the NCSC upon approval of the engagement plan between DSWD and NCSC by virtue of RA No. 11350 which was enacted into law on 25 July 2019. The engagement plan for the transition to NCSC includes the programs such as; Social Pension, Centenarian and OP activities/dialogues re: EFW, NAPC and FSCAP is targeted to commence this year (2023).

Strategic Initiatives	Programs/Projects/Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
Multi-Sectoral Nutrition Project											
4Ps, Supplementary Feeding, School-Based feeding, First 1000 days and other related programs are jointly implemented and expanded	Implementation of healthy settings (schools/institutions/communities)	DOH	School-aged children	TBD	TBD	TBD	TBD	TBD	TBD		
	Roll-out of health promotion playbook for nutrition	DOH		TBD	TBD	TBD	TBD	TBD	TBD		
	Micronutrient supplementation for children (vitamin A supplementation)	DOH	Infants/children	TBD	TBD	TBD	TBD	TBD	TBD		
	Micronutrient supplementation for pregnant and postpartum (Iron, folic acid and vitamin A)	DOH	Pregnant and post-partum women	TBD	TBD	TBD	TBD	TBD	TBD		
All qualified children are enrolled and monitored in the 4Ps Program	Policy review on increasing the coverage of monitored children per HH	DSWD	4Ps HHs	Policy review document	Guidelines						
<b>Sub-outcome 3: Social Protection for children in need, i.e. for teen-age mothers and their children, implemented</b>											
Establishment of a multi-sectoral program on teen-age pregnancy	Social Protection Program for Adolescent Mothers and their Children	CPD	Adolescent Mothers	650						Adoption of SPPAMC as a regular program; policy issuance	Only a special provision in the GAA for 2023
	ProtecTEEN (in support to SPPAMC)	DSWD	Adolescent Mothers and their families	280	TBD	TBD	TBD	TBD	TBD	Inclusion of funds in the GAA and LGU IRA	Ongoing pilot implementation; for nationwide implementation by 2024 onwards

Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
	Establishment of Teen Centers in LGUs	CPD									Included in the SGLG but without definite target at the National Level due to devolution; Provision of TA is the main role of CPD
	Implementation of Health Promotion Playbooks (adolescent sexual and reproductive health)	DOH	Adolescents	TBD	TBD	TBD	TBD	TBD	TBD	Collaboration with LGUs	
Integration of Social Protection Floor with other programs on children to maximize child protection and development outcomes	Prepositioning of resources and provision of non-food items to respond to the needs of children and other victims of disasters	OCD	Communities and households	QRF based on GAA	QRF based on GAA	QRF based on GAA	QRF based on GAA	QRF based on GAA	QRF based on GAA	OCD Quick Respond Fund	Where to preposition is based on hazard assessment and pre-disaster risk assessment
	Child Labor Prevention and Elimination Program (CLPEP)	DOLE									
	Percentage of profiled child laborers monitored for provision of services to remove them from child labor increased  Baseline: 472,225 child laborers profiled from 2018 to 2022 who are still in child labor	DOLE, SDC, NCACL, DOLE, DSWD	Child Laborers/ Nationwide	33%	66%	100%	-	-	-	TBD	

Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
	Number of parents/guardians of child laborers provided with livelihood assistance	DOLE	Parents/guardians of child laborers/ Nationwide	Needs-based	Needs-based	Needs-based	Needs-based	Needs-based	Needs-based	TBD	
	SHIELD against Child Labor  Percentage of children provided with assistance through the SHIELD Against Child Labor Program increased Baseline: 1,400 (FY 2022)	DSWD	Child Laborers/ Nationwide	20%	30%	40%	50%	60%	70%		Need for additional funds under GAA
	National Immunization Program  <i>(also mentioned above under Sub-outcome 1: SP Floor)</i>	DOH			85%	90%	95%	95%	95%		Fully-immunized child
	Disability Support Allowance for Children with Disabilities	DSWD	Children with disabilities		Passage of a Law for Support Allowance  Development of a program for provision of allowance for children with disabilities	TBD	TBD	TBD			Input from SWP. The DSWD is currently developing a program for children with disabilities.
<b>Sub-outcome 4: Coverage and benefits of unemployment insurance increased</b>											
Increasing SSS membership	Study exploring a viable scheme that integrates active labor market and	DOLE - ILS with BLE, TESDA		TBD							



Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
of informal sector workers, workers of platform and gig economies, and workers of micro-enterprises <sup>52</sup>	unemployment insurance scheme										
Provision of insurance subsidies for workers in the informal sector	Sustainable Livelihood Program advocacy initiatives Percentage of total served SLP participants covered by insurance	DSWD	SLP beneficiaries	5%	15%	35%	50%	65%	80%	TBD	
	Percentage of SLP beneficiaries accessing employment assistance fund.	DSWD		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Include COS and JOs in unemployment insurance	SSS, DILG, CSC, DOLE		TBD	TBD	TBD	TBD	TBD	TBD	TBD	
<b>Sub-outcome 5: Livelihood and public works programs rationalized.</b>											
Review of labor market interventions towards rationalizatio	Conduct of Study on the employment of TVET graduates (SETG)	TESDA	Nationwide	1	1	1	1	1	1	TBD	

<sup>52</sup> The enhancement of AlkanSSSy Program of SSS is for consideration as part of the commitments.







Strategic Initiatives	Programs/Projects/ Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
	Services in Emergency (MHPSS)		evacuation centers								
	Water, Sanitation and Hygiene (WASH) in Emergency (MHPSS)	DOH, LGUs	Nationwide esp in evacuation centers	TBD	TBD	TBD	TBD	TBD	TBD	GAA	
	Nutrition in Emergency (Nutrition Cluster)	DOH, NNC, LGUs		TBD	TBD	TBD	TBD	TBD	TBD		
	Medical Assistance for Indigent and Financially Incapacitated Patients through Malasakit Program	DOH, DSWD, PCSO, PagCor, PhilHealth	Indigents and Financially Incapacitated patients / Nationwide	100%	100%	100%	100%	100%	100%	General Appropriation Act - Special Provision	
	Quick Response Fund (QRF) for Health Emergency	HEMB-DOH	as need arises( request needed to facilitate transfer) /nationwide	as need arises	as need arises	as need arises	as need arises	as need arises	as need arises		
	Financial Assistance to disaster victims	OCD	Need-based	as need arises	as need arises	as need arises	as need arises	as need arises	as need arises	OCD Trust Fund for Donated Funds	
	Implementation of Comprehensive Emergency Program for Children (CEPC)  <i>Establishment of Child Friendly Evacuation Centers and Transitional</i>	DSWD, DOH, DepEd, DILG, NDRRMC, LGUs	Nationwide, esp. in evacuation centers, GIDA areas, disaster-prone, climate hazard LGUs, state of	TBD	TBD	TBD	TBD	TBD	100% of LGUs under state of calamity	From GAA - Protective Services Budget, DRMM budget, N/LDRRMF,	





Strategic Initiatives	Programs/Projects/Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
Mainstream approaches in Hazard Risks Responses that are anticipatory, adaptive, and shock-responsive	Development of National Resilience Index	NEDA		TBD	TBD	TBD	TBD	TBD	TBD		in partnership with UNDP
	Development of an enhanced Predictive Analytics for Humanitarian Response (PAHR) tool and an enterprise geographic information system (GIS) platform for anticipatory action in disaster response	DSWD - DRMB (Disaster Response Command Center) and ICTMS		TBD	TBD	TBD	TBD	TBD	TBD		In partnership with UN-FAO; Procurement for subscription for sustained use in the succeeding year/s
	Anticipatory and shock-responsive supply chain mechanisms for disaster preparedness and response through the Buong Bansa Handa Project	DSWD - NRLMB		TBD	TBD	TBD	TBD	TBD	TBD		
Integrate and mainstream Safeguards (social and environmental safeguards) in Development Interventions planning, implementation and M&E	Redesigning the Risk Resiliency Program thru Cash-for-Work and Training (RRP-CFW/T) for Anticipatory Action on slow-onset hazards through the Project Local Adaptation to Water Access (Project LAWA) and food security interventions	DSWD - DRMB	<i>Beneficiary type:</i> Economically poor, vulnerable, and marginalized families of IPs, farmers, fisherfolks affected by El Nino  <i>Locations:</i> Target areas vulnerable to	4,590 families  (Pilot - FO CAR, VI, XI)	TBD	TBD	TBD	TBD	TBD		In partnership with DA-BSWM, MLGUs, and UN-WFP





Strategic Initiatives	Programs/Projects/Activities	Implementing Agencies	Beneficiary Type and Locations	Target Per Year						Resource Requirements	Remarks
				2023	2024	2025	2026	2027	2028		
Adoption and harmonization of Community-Driven Development approach	Implementation of Follow-on Project: Pagkilos-Community-Driven Climate Action	DSWD	Vulnerable and High Risk Communities						19,647 bgys in 847 munis (2023-28)	P 77B Oversight approval on the proposed follow-on project	
	Passage of CDD Institutionalization Bill: An Act Institutionalizing the Community-Driven Development (CDD) Approach as a National Strategy for Inclusive Growth and Social Protection, and Appropriating Funds	DSWD	National Government Agencies							Legislative approval on the CDD Bill	Filed at the 19 <sup>th</sup> congress
	Implementation of Community-Based Training Programs	TESDA	Nationwide	TBD	TBD	TBD	TBD	TBD	TBD	TBD	
	Implementation of climate change adaptation projects thru the People's Survival Fund	DOF, CCC, DILG, LGU	LGUs and accredited local/community organizations	% of projects proposals approved for grants							People's Survival Fund - PhP 1 billion fund which will be sourced from the national budget. Can be augmented by funding sources such as counterpart local government units, private sector, and individuals who support adaptation initiatives.

## Annex D3: SF 3 Implementation Matrix

Social Protection Plan 2023–2028: Programs, Projects and Activities

STRATEGIC FOCUS 3: RATIONALIZATION, INTEGRATION, MODERNIZATION OF THE SOCIAL PROTECTION SYSTEM

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
<b>Policy, and Monitoring, Evaluation and Learning</b>			
<b>Sub-outcome 1: Established policy or legal framework for a Universal SP System</b>			
<b><i>Strategic Initiative 1: Comprehensive Review of SP Programs towards Rationalization and Streamlining</i></b>	Mapping of SP Programs <i>(Based on desk review)</i>	2024	DSWD and NEDA Support: SCSP
	Conduct of Field Visits and Interviews with SP Stakeholders	2024	DSWD and NEDA Support: SCSP
	Assessment of SP Programs	2024	DSWD and NEDA Support: SCSP
	Conduct of Meetings and Consultation Workshops	2024	DSWD and NEDA Support: SCSP
	Presentation of the Result of the Final Assessment to SDC-SCSP	2024	DSWD and NEDA Support: SCSP
<b><i>Strategic Initiative 2: Draft Legislation and Advocacy Plan towards enactment of legal framework</i></b>	Develop Policy (Universal and Integrated Social Protection System Bill) for Integrated Delivery of Social Protection <ul style="list-style-type: none"> <li>- Including review of SP Operational Framework and SP Definition</li> <li>- Including M&amp;E mechanism (as detailed in SI 1)</li> </ul>	2025	DSWD and NEDA Support: SCSP
	Presentation of the Policy Framework for Integrated Delivery for Social Protection to NEDA-SDC	2025	DSWD and NEDA Support: SCSP

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency	
	SDC Resolution Endorsing the Passage of Universal and Integrated Social Protection System Bill	2025	DSWD and NEDA Support: SCSP	
<b><i>Strategic Initiative 3. Establishing guidelines and protocols for sustainability and continuity of SP Programs during changes in political administration.</i></b>	Conduct of consultation meeting between DSWD and DILG	2023	DSWD and DILG	
	Issuance of DSWD-DILG Joint Memorandum Circular enjoining LGUs to mainstream social protection in local plans	2024	DSWD and DILG	
	MC on the Prioritization of SP Programs in AIP and CDP	2024	DILG	
	Continued review and integration of SGLG SP indicators	2023-2028	DSWD and DILG	
Institutional Coordination and Governance				
Sub-outcome 1: Partnerships and synergies with key stakeholders forged in the design and implementation of transformative and innovative SP Programs				
<b><i>Strategic Initiative 1:Upscaling best practices: multi-stakeholder partnerships in the design and delivery of SP programs</i></b>	Expansion of service providers in Malasakit Centers through MOA between DOH-CHDs and private healthcare providers	2024-2025	DOH and other Participating Agencies (PAs)	
	Implementation of MOA (provision of services and reimbursement of services rendered by private providers)	2024-2025	DOH and other PAs	
	Monitoring and evaluation	2024-2025	DOH- MPO	
	<i>Malasakit Centers in LGUs</i>			
	Establishment of additional Malasakit Centers in LGUs	2024-2028	DOH and other PAs	
	Monitoring and Reporting	2024-2028	DOH and other PAs	

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
	Local Climate Change Action Plan (LCCAP)	2024-2028	DILG
	Documentation of Best Practices	2025	
	Social Marketing/Popularization	2028	
<b>Sub-outcome 2: Devolution and Localization of SP implemented effectively</b>			
<b><i>Strategic Initiative 1: Establishing clear guidelines on the devolution and localization of SP</i></b>	Cascading and Provision of Technical Assistance to LGUs	2025	
	Monitoring, Reporting and Evaluation	2028	
<b>Sub-outcome 3: Fiscal sustainability for SP programs ensured</b>			
<b><i>Strategic Initiative 1. Mobilizing resources across sectors for SP Programs</i></b>	Submission of budget proposals for social protection programs with complete supporting documents during the budget preparation stage.	2024-2028	SCSP
	Submission of Budget and Financial Accountability Reports of NGAs which will serve as inputs in the various DBM publications and reports.	2024-2028	SCSP, DBM
	Proper tagging of the social protection programs under the Classification of the Functions of Government (COFOG) in the Online Submission of Budget Proposal of the government agencies.	2024-2028	DBM
	Preparation, administration and review of the budget of National Government Agencies (NGAs), GOCCs, SUCs, and LGUs; and policy formulation, standards-setting; and conduct of the results-based performance monitoring, evaluation and reporting	2024-2028	DBM
	Include in the legal framework on SP a provision on tapping private businesses for a SP fund (similar to the National Resilience Council)	2024	DSWD

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
	Mobilize CSR Fund for SP	2024-2028	SCSP (Potential role of TWG concerned for resource mobilization)
<b>Delivery System</b>			
<b>Sub-outcome 1: An integrated and coordinated service delivery for the SP System established</b>			
<b><i>Strategic Initiative 1: Updating and Harmonization of Data and Information Systems which includes social registry, targeting and list of beneficiaries</i></b>	Updating and finalizing of the statistical model (PMT)	December 2023	NEDA
	Registration of DSWD program beneficiaries in Philippine Identification System	2023 onwards	PSA, DSWD
	CBMS design responsive data requirements for identifying social protection programs	Q1 2024	PSA
	CBMS data collection, data processing and geotagging activities	Q3 to Q4 2024	PSA in coordination with LGUs
	Preparation of Data Sharing Agreement on the use of CBMS by DSWD, and provision of key CBMS statistics to LGUs	December 2024	PSA, DSWD
	PMT run of the DSWD	2025	DSWD
	Conduct advocacy forum for internal and external stakeholders	2025	DSWD
	Development of protocol to access social registry	2025	DSWD
	Approval of the Social registry of the poor and vulnerable	2025	DSWD
<b><i>Strategic Initiative 2: Adopt Digital Payments and Benefit Transfers</i></b>	Development of the Framework for Digitalization of Payments involving across the SP cluster	2024	DSWD
	Adoption of the Framework for Digitalization	2025	DSWD, NEDA, SCSP

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
	Information Dissemination for the Transactional Account	2024	DSWD
<b><i>Strategic Initiative 3. Establish a clear graduation and exit strategy for key social protection programs like the 4Ps</i></b>	Inventory of Programs that requires exit strategy	2024	SCSP
	Development of the graduation strategy for each program	2024-25	SCSP concerned agencies
	Adoption of the Graduation Strategy by each agency	2025 -2028	SCSP concern agencies
<b><i>Strategic Initiative 4: Organize and link SP Programs with Complementary Services to Enhance Impact</i></b>	Prioritize and identify SP programs with overlapping services (health and nutrition services, livelihood and education)	2024	SCSP
	Conduct series of dialogue in developing protocol for complementation of priority programs	2024-25	Coordinative Bodies (NNC, DOH, DOLE, DepED)
	Pilot testing of the identified complementary services	2025	Coordinative Bodies (NNC, DOH, DOLE, DepED)
	Documentation of existing model of LGU complementation	2025	Coordinative Bodies (NNC, DOH, DOLE, DepED)
<b>Communication and Feedback Mechanism</b>			
<b>Sub-outcome 1: A national communication plan established and implemented</b>			
<b><i>Strategic Initiative 1: Delivery of a national communication plan to raise awareness and facilitate access to social protection programs</i></b>	Inter-agency Workshop on the Development and Validation of the SP Communication Plan <ul style="list-style-type: none"> <li>- Designing of Knowledge Management System for the Feedbacking Mechanism</li> <li>- Creation of a central depository of information such as an SP website or an FB Page</li> <li>- Creation of an SP Brand by adopting an official Filipino name for mass appeal and long-lasting impact (e.g., Buong Bansa, Handa! or Walang Gutom 2027: Food Stamp Program)</li> <li>- Determine the roles of agencies and LGUs in implementing the ComPlan</li> </ul>	2024	DILG

Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
	Approval and Launching of the Communication Plan and Signing of MOA with concerned agencies	2024	SCSP
	Implementation of the Communication Plan	2024	SCSP
<b>Capacity Building</b>			
<b>Sub-outcome 1: Strengthened capacities for Social Protection among national and local government officials</b>			
<b><i>Strategic Initiative 2: Development and Implementation of a training program for social protection implementers</i></b>	Development of the TOR* and Budget Allocation for Capacity Development <i>*with the inter-agency</i>	2023	SCSP
	Training Needs Analysis for the Implementers and Policy Makers for the ff key elements: a. Policy understanding and contextualization b. Program design and targeting c. Service delivery and resource management d. Monitoring and evaluation e. Grievance redress mechanisms f. Community engagement and participatory approaches. g. Partnerships and networking Innovation and technology	2024	DILG and DSWD
	Development of the Training Module - DSWD Academy to consult with TESDA (MOA Signing) - Mapping of potential trainers in the development TOT designs	2024	DSWD TESDA
<b>Monitoring, Evaluation and Learning</b>			
<b>Sub-outcome 1: Monitoring and Evaluation in the SP System institutionalized</b>			
	Development of Social Protection M&E Plan (to include indicators that need for development and evaluation priority topics)	2024	NEDA, PSA and DSWD



Strategic Initiative	Activities	Target Completion Date/Year	Lead Agency
<b><i>Strategic Initiative 1: Mandating the institutionalization of M&amp;E in all SP programs</i></b>	Conduct Evaluation Study on the Comprehensive Assessment of Social Protection Programs	2024	DSWD
	Mapping of SP databases/registry system	2025	DSWD and PSA
<b><i>Strategic Initiative 2: Implement Social Protection Statistical Framework (SPSF)</i></b>	Updating of Inventory of Social Protection Statistics to include priority indicators of SP Floor and Adoptive Shock Responsive Social Protection	2024	PSA
	Regular monitoring of Social Protection Statistics/ Indicators in the SPSF	2024-2028	PSA
	Development of the Social Protection Index (SPI)	2023-2024	NEDA, PSA, UNICEF

# Annex E: Description of Major SP Programs per SP Component

## A. Social Insurance

**National Health Insurance Program (NHIP).** Implemented by the Philippine Health Insurance Corporation (PhilHealth), the NHIP was established to provide health insurance coverage, and ensure Filipinos' access to quality health care services. It provides inpatient and outpatient benefits, Z-benefit packages,<sup>53</sup> and SDG Related benefits for services availed from accredited health facilities. PhilHealth also has a "No Co-Payment" policy which makes access to health free for all members who opt for basic or ward accommodations.

**Government Service Insurance System (GSIS).** A social insurance program for regular government employees except uniformed personnel of Armed Forces of the Philippines (AFP), Philippine National Police (PNP), Bureau of Jail Management and Penology (BJMP), and Bureau of Fire Protection (BFP). The program includes loans, life insurance, retirement, separation, unemployment, disability, survivorship, funeral, and employee compensation benefits. Members of judiciary and constitutional commissions are provided with life insurance only.

**Social Security System (SSS).** A social insurance program for private sector workers, self-employed, voluntary members, and overseas Filipino workers. The SSS provides loans, sickness, maternity, retirement, disability, death, funeral, and unemployment, and employees compensation benefits. The organization also the AlkanSSSy Program to help those with low and irregular income to become members and have social insurance coverage.

**Employees' Compensation Program (ECP).** A social insurance program under the Employees' Compensation Commission that provides benefits to work related accidents. It covers disability benefits, rehabilitation services, career's allowance, funeral expenses, and survivor's pension.

**Overseas Workers Welfare Administration (OWWA).** A membership institution that provides Overseas Filipino Workers pre-departure education, on-site assistance, and reintegration initiatives. The program includes disability, medical assistance, and death benefits. OWWA also implements the Welfare Assistance Program to aid members and/or their families who are not eligible to the mentioned social benefit programs and services.

**Philippine National Police Retirement and Benefits Administration Service (PNP-RBAS).** Provides retirement benefits and commutation of accrued leave benefits.

**Agricultural Insurance Program (AIP).** An insurance program of the Philippine Crop Insurance Corporation that provides farmers and fisherfolks protection against risks experienced by agricultural producers such as loss of crops, live-stocks, and agricultural assets due to natural calamities, and plant pests and disease. The government also provides AIP premium subsidy to farmers and fisherfolk who are under the Registry System for Basic Sectors in Agriculture (RSBSA).

## B. Labor Market Interventions

**DSWD Sustainable Livelihood Program (SLP).** A capacity-building program to improve the socio-economic condition of poor, marginalized, vulnerable, and disadvantaged households. The SLP has two tracks – microenterprise development and employment facilitation.

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<sup>53</sup> Case Type Z – any illness as a primary condition that is life or limb-threatening and requires prolonged hospitalization, extremely expensive therapies or other care that would deplete one's financial resources, unless covered by special health insurance policies. Source: PhilHealth Circular 29, s. 2012. Governing Policies on PhilHealth Benefit Package for Case Type Z

**DOLE Integrated Livelihood Program (DILP).** The program provides grant to individuals and groups to cover the purchase of equipment or fund the establishment, expansion, reestablishment, or transformation of livelihood projects destroyed due to disasters. It can be accessed by self-employed individuals with insufficient income, marginalized landless farmers, fisherfolks, unpaid family workers, women and youth, displaced workers due to disasters, persons with disabilities, senior citizens, indigenous peoples.

**Tulong Panghanapbuhay sa Ating Disadvantaged/Displaced Workers (TUPAD).** A package of assistance that provides emergency employment for displaced workers and other vulnerable workers for a minimum of 10 days to a maximum of 30 days. It is targeted towards displaced workers, the underemployed, and workers who are affected by seasonality.

**Active Labor Market Policies/Programs (ALMPs).** Measures that provide individuals opportunities to have decent work. This may include “vocational training, assistance in the job search process, wage subsidies or public works programs, and support to micro-entrepreneurs or independent workers.”<sup>54</sup> For example, ALMPs for persons with disabilities include sheltered employment,<sup>55</sup> employment quota, tax incentive for employers, and reasonable accommodation.

### C. Social Assistance

**Pantawid Pamilyang Pilipino Program (4Ps).** The 4Ps provides conditional cash transfer to qualified poor households for a maximum period of seven years, to improve the health, nutrition and education outcomes. The program builds the capacity of children and reduces their vulnerability by allowing access to food through cash grants, keeping them in school, and fostering health-seeking behavior.

**Social Pension for Indigent Senior Citizens (SPISC).** Implemented by the DSWD, the program provides cash assistance amounting to PHP1,000 per month to augment the resources of indigent senior citizens. The grant is for the individuals’ daily subsistence and other medical needs.

**Monthly cash allowance for qualified solo parents.** Means-, pension-, and subsidy-tested monthly cash subsidy of PHP1,000 per month per solo parent who is earning a minimum wage or below.

**Supplementary Feeding Program (SFP).** Implemented by DSWD, the SFP provides food to children currently enrolled in daycare centers.

**School-Based Feeding Program (SBPF).** Implemented by the DepEd, SBPF provides food to public school children from kindergarten to grade six.

**Tutok Kainan.** The program “aims to improve the quality and quantity of food and nutrient intakes of beneficiaries by providing nutritious food commodities to pregnant women for 90 days and to children 6-23 months old for 180 days. Priority beneficiaries of the program are nutritionally at-risk or undernourished pregnant mothers and children 6-23 months old. It also ensures the delivery of complementary early childhood care and development (ECCD) services in the first 1000 days pursuant to RA 11148 or the Kalusugan ng Mag-Nanay Act.”<sup>56</sup>

**Comprehensive Social Benefits Program for the military and police (CSBP).** The program provides financial, scholarship, social welfare, health and medical care, shelter and employment assistance to military and police forces who are killed or wounded in legitimate operation, and uniformed personnel of the BJMP, BFP, the Philippine Coast Guard, and

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<sup>54</sup> [Strengthening Active Labor Market Policies to Drive an Inclusive Recovery in Asia | Asian Development Bank \(adb.org\)](#)

<sup>55</sup> **Sheltered Employment.** refers to the provision of productive work for disabled persons through workshop providing special facilities, income producing projects or homework schemes with a view to given them the opportunity to earn a living thus enabling them to acquire a working capacity required in open industry

<sup>56</sup> [Tutok Kainan: Preventing stunting during the first 1000 days \(nnc.gov.ph\)](#)

members of the Citizen Armed Force Geographical Unit (CAFGU), CAFGU Active Auxiliary units who become casualties while in the performance of their respective duties, and their qualified beneficiaries.<sup>57</sup>

Discounts to senior citizens, persons with disabilities, and solo parents. Mandated through laws (i.e. RAs 11861, 9442, 9994), senior citizens, persons with disabilities and solo parents can avail of concessions on the purchase of a list of goods and services.

#### **D. Social Safety Nets**

**DSWD Assistance to Individuals in Crisis Situation (AICS).** Stop-gap mechanism to support the recovery of individuals and families from unexpected crises such as illness or death of a family member. AICS is available to all individuals, but priority is given to poor communities and other sectors in need.

**Individual Medical Assistance Program (IMAP).** Implemented by the Philippine Charity Sweepstakes Office, the program helps individuals pay for medical-related expenditures such as those related to hospital confinement, chemotherapy, dialysis, and post-transplant medicines.

**Rice Farmers Financial Assistance (RFFA).** Implemented by DA, the program provides cash transfer to farmers to compensate for income loss due to decrease in palay prices because of the liberalization of rice imports.

**DSWD Cash-for-Work Program (CfW).** Implemented by the DSWD, the program provides temporary employment to displaced workers. Work provided are often related to disaster preparedness, mitigation, relief, rehabilitation or risk reduction projects and activities in their communities or in evacuation centers.

**Unconditional Cash Transfer (UCT)/Emergency Cash Transfer (ECT).** Cash grants provided to poor households who are affected by covariate shocks that significantly impact their income such as disasters, high price inflation, and policy reforms.

**Wage subsidy.** The government may provide cash assistance to firms whose operations are severely affected by covariate shocks. Such support may help avoid firm closure and displacement of workers.

**Food distribution.** The provision of food packs during crises and wide-scale emergencies.

#### **E. Cross-cutting strategies**

**Philippine Program Against Child Labor (PPACL).** The National Council Against Child Labor will adopt and implement the successor Philippine Program Against Child Labor.<sup>58</sup> The Program shall include transformative initiatives that build the capacities of families and communities, prevent child labor, and facilitate the withdrawal of individuals from child labor (e.g. Sagip Batang Mangagawa). This include the continuous profiling of child laborers and the updating and use of the Child Labor Knowledge Sharing System, conduct of information and education campaigns, the provision of capacity building initiatives and livelihood assistance to parents of child laborers (e.g. DILEEP), and the continuous collection and monitoring of related data.<sup>59</sup>

**Local Councils for the Protection of Children (LCPC).** Created through RA 4881, LCPCs are councils organized at the provincial, city, municipal and barangay levels that address all concerns of children including violence against children. RA 9344 (Juvenile Justice and

<sup>57</sup> Executive Order no. 11: Institutionalizing the Comprehensive Social Benefits Program. <https://www.officialgazette.gov.ph/downloads/2020/04apr/20200407-EO-110-RRD.pdf>

<sup>58</sup> DOLE. (2022). Eradicating child labor one of DOLE's top priorities for 2023. DOLE News Release. Retrieved from: <https://www.dole.gov.ph/news/eradicating-child-labor-one-of-doles-top-priorities-for-2023/>

<sup>59</sup> DOLE. (n.d.) Philippine Program Against Child Labor. Retrieved from: <https://bwsc.dole.gov.ph/programs-and-projects-submenu1/32-programs-projects/child-labor-prevention-and-elimination/33-philippine-program-against-child-labor1.html>

Welfare Act of 2006) mandates that one percent of the internal revenue allotment of LGUs should be allocated for the strengthening and implementation of the programs of the LCPC.

**Anti-Violence Against Women (VAW) initiatives.** Government will ensure the effectiveness of established mechanisms to address violence against women, including stakeholder coordination through the Inter-Agency Council on Violence Against Women and their Children, **Inter-Agency Council Against Trafficking, and Local Committee on Anti-Trafficking and VAW.**<sup>60</sup> It shall also strengthen the capacities of Barangay VAW Desk to prevent violence and assist victims.

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<sup>60</sup> PCW. (.n.d.). Violence Against Women. Retrieved from: <https://pcw.gov.ph/violence-against-women/>