

The Philippine Social Protection Operational Framework and Strategy

**Department of Social Welfare and Development and
NEDA-SDC-Subcommittee on Social Protection (SC-SP)
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ACRONYMS

| | |
|--------------|---|
| ABND | Assessment Based National Dialogue |
| ABSNET | Area-based Standards Network |
| ADB | Asian Development Bank |
| BWSC | Bureau of Workers with Special Concerns |
| CDD | Community Driven Development |
| CBMS | Community Based Monitoring System |
| CSO | Civil Society Organization |
| DAP | Development Academy of the Philippines |
| DepEd | Department of Education |
| DILG | Department of the Interior and Local Government |
| DOH | Department of Health |
| DOLE | Department of Labor and Employment |
| DENR | Department of Environment and Natural Resources |
| DPWH | Department of Public Works and Highways |
| DSWD | Department of Social Welfare and Development |
| FRVA | Family Risk and Vulnerability Analysis |
| GIDAs | Geographically Isolated and Disadvantaged Areas |
| HDPRC | Human Development and Poverty Reduction Cluster |
| ILO | International Labor Organization |
| IP | Indigenous peoples |
| KALAHl | Kapit–Bisig Laban sa Kahirapan |
| KALAHl-CIDSS | KALAHl Comprehensive and Integrated Delivery of Social Services |
| LGBT | Lesbian Gay Bi-sexual Transgender |
| LGU | Local government unit |
| LPRAP | Local Poverty Reduction Action Planning |
| MDGs | Millennium Development Goals |
| NAPC | National Anti-Poverty Commission |
| NEDA | National Economic and Development Authority |
| NEPF | National Evaluation Policy Framework |
| NGOs | Non-government organization |
| NSCB | National Statistical Coordination Board |
| NSO | National Statistics Office |
| NHTSPR | National Household Targeting System for Poverty Reduction |
| PDF | Philippine Development Forum |
| PO | People's Organization |
| PDP | Philippine Development Plan |
| PPAs | Programs, Projects and Activities |
| Philhealth | Philippine Health Insurance Corporation |
| PWDs | Persons with Disabilities |
| SEA-K | Self-Employment Assistance Kaunlaran Program |
| SCSP | Sub-Committee on Social Protection |
| SDC | Social Development Committee |
| SGLG | Seal of Good Local Governance |
| SDGs | Sustainable Development Goals |
| SP | Social Protection |
| SPDR | Social Protection Development Report |
| SPVAM | Social Protection Vulnerability and Adaptation Manual |
| SSS | Social Security System |
| SWS | Social Weather Station |
| UNDP | United Nations Development Program |
| UPCSWCD | UP College of Social Work and Community Development |

Definition of Selected Terms

| | |
|---|--|
| Adaptive capacity | The ability of an individual, households or a community to adjust to climate change (including climate variability and extremes), to moderate potential damages, to take advantage of opportunities, or to cope with the consequences" |
| Convergence, Horizontal and Vertical | Vertical convergence is collaboration and cooperation within a national agency and its counterparts at the regional and local levels; horizontal convergence is collaboration among national agencies or across LGU units |
| Disadvantaged | Person or area in unfavorable circumstances, especially with regard to financial or social opportunities; "underprivileged". |
| Eclectic | Selecting in what is best in the various frameworks |
| Ex-ante | Happened before an event |
| Empowerment | When an individual, sector or group has the ability to determine its own destiny and future |
| Floor | Minimum to be implemented |
| Inclusive | Transparent and participatory approaches are ensured in the planning, programming and budgeting, implementation, monitoring and evaluation processes at all levels |
| Inequality | differentiation in terms of preference of access of social goods in society brought about by power, religion, kinship, prestige, race, ethnicity, gender, age, sexual orientation, and class |
| Macroeconomic stabilizer | A factor that is able to help maintain stability of economic growth of a country |
| Poverty incidence | Percentage of number of individuals/families falling below the poverty threshold vis-à-vis total population |
| Risk Management | Programs and policies that prevents and/or mitigates the occurrence of various risks |
| Rights Based | Social protection emanates from the basic human right of being shielded and /or insured from various risks |
| Social Protection Index | A composite of indicators with given weights that contribute to a measure of performance in the implementation of social protection programs |
| Subsistence Farming | Farmers plant only for their own household consumption |
| Transformative | Used in document in terms of change in individual, household or community behavior and in social structures |
| Universal | Social protection system aims to cover all types of vulnerabilities of every citizen in their entire life-cycle |
| Vulnerability Incidence | Percentage of number of individuals/families susceptible to harm from exposure to stresses associated with environmental and social change and from the absence of capacity to adapt over the total population |

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I. Introduction

A. History and Milestones

In 2006, while in the process of formulating its sectoral reform agenda¹, the Department of Social Welfare and Development (DSWD) defined its contribution and important role in rationalizing social protection in the Philippines. One of its key initiatives was to begin discussions on social protection at the Sub-Group on Social Protection of the Working Group on MDGs and Social Progress in the Philippine Development Forum (PDF²). The recommendations of the Sub-Group on Social Protection were then presented to the Technical Board of the Social Development Committee (SDC) and eventually to the SDC Cabinet Level. This led to the formalization of the social protection definition on February 13, 2007.

The social protection definition and framework became more critical at the onset of the global financial crisis in 2008. As a response to the crisis, the government issued Administrative Orders 232 and 232-A which clustered social welfare programs to a National Social Welfare Program Cluster. In 2009, the Cluster commissioned the Development Academy of the Philippines (DAP) to conduct an assessment of social welfare and protection programmes in the country entitled "Review and Strengthening of the National Social Protection and Welfare Programs". The study recommended that social welfare programs need to be harmonized in order to avoid overlaps and to improve targeting of areas and beneficiaries. The government must also align and coordinate poverty reduction with social protection especially in crafting interventions and strategies. A "poverty versus risk" chart was also prepared to clarify the distinctions and their interactions.

In response to the results of the DAP study, the Department of Social Welfare and Development (DSWD), the National Economic and Development Authority (NEDA) and the Social Security System (SSS) led jointly in formulating an Operational Framework to harmonize all social protection programs. The framework was presented to the SDC Cabinet Level in October 2009. Subsequently, SDC created a Sub-Committee on Social Protection during the same period.

In 2010, Executive Order No. 10 was issued adopting the National Household Targeting System for Poverty Reduction (now known as Listahanan) as mechanism for identifying the poor households who will be recipient of various social protection programs.

In 2012, the SP Operational Framework was approved and adopted as SDC Resolution No. 3. The framework serves as the overall framework for implementing social protection programs / interventions and other policies related to SP. In the same year, the DSWD led the formulation of the SP Handbook and the SP Vulnerability and Adaptation Manual. The SP Handbook serves as primary reference guidebook in implementing social protection interventions from the national to LGU level while the SP VAM serves as the tool for assessing risks and vulnerabilities at the local level.

In 2014, training on the use of SP Handbook and SP-VAM was conducted to capacitate the local government units. Also, in 2014, Republic Act 10645 was passed to provide Mandatory

¹National Sector Support for the Social Welfare and Development Reform Project (NSS-SWDRP) which was funded by the World Bank

² The PDF is the primary mechanism of the Government for facilitating substantive policy dialogue among stakeholders on the country's development agenda including key multilateral and bilateral donors

Philhealth Coverage for Sr. Citizens. In 2015, Joint Memorandum Circular No. 1, between the DSWD and DILG was issued enjoining all provinces, cities and municipalities to use the SP Handbook in local planning and program implementation. Further, the Inter-agency Committee on Social Protection Statistics was established to serve as venue for discussion and resolution of issues, review of current techniques/methodologies and for recommendation of policies and workable schemes towards improvement of social protection and other related statistics.

Also in 2015, with the goal towards establishing a nationally defined social protection floor in the Philippines, an Assessment Based National Dialogue (ABND) to review the social protection system in the country was conducted by the ABND Core Group jointly chaired by BWSC-DOLE and NEDA. From March to April 2015, three island-wide consultations were conducted to validate the assessment matrix of major social protection programs. In a Joint NEDA Board-SDC and HDPRC Meeting in 2015 the results of the ABND activities including the several scenarios/options were presented. As of December 2017, the matrix was reviewed and validated with concerned agencies.

More recently, the newly formulated Philippine Development Plan (PDP) 2017-2022 included an exclusive chapter on social protection considered as one of the major strategies to build the socioeconomic resilience of individuals and families by reducing their vulnerabilities to various risks and disasters. In 2018, After six years of implementation, there were suggestions to refine further the framework like specifying the underlying principles, relating the framework to climate change and disaster risk reduction and management, highlighting fiscal sustainability and changes in a key term (i.e. social welfare). Given these new developments, the operational framework was reviewed and further enriched through conferences, regional consultations and meetings conducted under the auspices of the Social Development Committee. Inputs by experts from multilateral and bilateral institutions, the academe and think tanks were also taken into consideration.

B. The Operational Framework and Strategy, the PDP 2017-2022, the ASEAN SP Framework and Strategy and the SDGs

The Context of the Framework

This revised social protection operational framework and strategy is placed within the over-all inclusive development goals and over-all poverty strategy of the country. Social protection is not limited to addressing poverty and promoting resiliency from shocks. It should also be part of a broader development strategy: social protection is like a “macroeconomic stabilizer” fuelling demand and enabling people to better overcome poverty and social exclusion. Social protection also entails an aspect of social justice that can help avoid and mitigate social conflicts. In the case of recent conflicts in the country, social protection can be used as an important mechanism of the government to provide people’s needs in pre-, during and post-conflict situations.

Chapter 11 of the new Philippine Development Plan states that “by the end of the planning period, Filipinos will have greater socioeconomic resiliency. A *universal* and *transformative* social protection will be provided to all, to empower the people and make them capable of preventing, responding to, and recovering from various risks (i.e., economic, governance, and political risks, risks from natural hazards and individuals’ inherent vulnerabilities).”

It must also be emphasized that reduction of poverty and vulnerability can be achieved through a combination of development interventions that include macroeconomic growth and stability, asset build up, social protection, participation of the poor and marginalized and good governance. (See attached chart – Annex A). Thus, social protection must be viewed as *one of the key pillars* in reducing poverty and vulnerability in the country. The current Philippine Development Plan has also confirmed and elaborated on this fact.

The ASEAN Declaration on Strengthening Social Protection was adopted by the Leaders at the 23rd ASEAN Summit on October 9, 2013. The Declaration included several principles underlying Social Protection in the region, a very important component which needs to be included and in the enhanced country framework. The revised SP framework is also aligned with the various goals in the SDGs i.e.:

- (Goal 1) No Poverty
- (Goal 2) Zero Hunger
- (Goal 3) Good Health and Well-Being
- (Goal 5) Gender Equality
- (Goal 8) Decent Work and Economic Growth
- (Goal 10) Reduced Inequalities
- (Goal 13) Climate Change Action

Overview of the Framework

The operational framework to be adopted includes elements of the various frameworks utilized in social protection practice. It is quite *eclectic* in this sense, borrowing relevant parts of these frameworks. Over-all, the proposed framework uses a *risk-management approach* as a key component in identifying the risks and vulnerabilities confronting the country and its citizens. It covers the major risks over a person's life cycle. This component is a major undertaking in the implementation of the various social protection programs at various levels.

In terms of the key principles underlying the framework, the *universality* of social protection as a basic human right is embraced. Universal coverage is the ideal target where major risks affecting the citizens are aptly covered by a corresponding menu of social protection interventions. To be able to do this, the framework also implies an *integrated system* i.e. it goes beyond risk management interventions to include responses to structural as well as shock-related vulnerabilities and facilitates a multi-stakeholder coordination and collaboration. However, because of limited resources available the gradual realization of universal coverage is applied through the social protection floor. Another key principle taken from a recent framework is the *transformative role* of social protection which sees the various interventions as also addressing the increasingly relevant socio-political drivers that cause and perpetuate poverty, social exclusion and vulnerability to risks of the citizenry.

Finally, the operational framework highlights the important *role of local governments* at the provincial, city, municipal and barangay levels in the implementation of social protection programs. Thus, while horizontal convergence is essential, vertical coordination will also be key to successful implementation. The ability to rationalize and refine the different social protection programs through monitoring and evaluation and the conduct of strategic studies comprise another key element of the framework. (see Annex C for the Social Protection Operational Framework Chart)

II. Definition, Principles, Goals and Objectives of Social Protection

A. Official Definition

Social Protection constitutes policies and programs that seek to reduce poverty, inequality 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. (as adopted by SDC Resolution No. 1 Series of 2007). Social protection also hopes to realize the rights of citizens for full participation in decision-making affecting their access to and control over resources necessary to maintain and sustain a decent and secure life. Social Protection also aims to contribute to social transformation and cohesion to promote human rights, public welfare and equity among all citizens of a country.

B. Principles

1. Social protection is a basic human right to promote the well-being and dignity of individuals and households. Implementation of social protection should be based on respect for fundamental freedoms, promotion and protection of human rights, promotion of social justice, social solidarity, non-discrimination, accessibility, gender equality, social inclusiveness, coherence, and accountability. It is the responsibility of the state to allocate adequate resources and to deliver its programs. A social protection system aims to cover from vulnerabilities every citizen in their entire life-cycle, especially those who are poor, at risk, persons with disabilities, elderly, out-of-school youth, children, overseas workers, and other marginalized groups like farmers, fisher folks, indigenous people, internally displaced persons, persons with disabilities (PWDs), informal settlers and workers, solo parents, youth & LGBT.

2. Social protection must have a transformative role in society. Transformative measures seek to address concerns of social equity and exclusion and include changes to the regulatory framework to protect “socially vulnerable groups against discrimination and abuse” (Devereux and Sabates-Wheeler, 2004). Transformative social protection includes social and political mechanisms intended to empower the poor and tackle social structures that perpetuate poverty, social exclusion and discrimination which includes current issues like the culture of ageism, sexism, racism and misogyny. It must therefore also be gender responsive, promote women empowerment and social cohesion among the various sectors of society.

3. Social protection must be inclusive in its every aspect. Transparent and participatory approaches should be ensured in the planning, programming and budgeting, implementation, monitoring and evaluation processes of social protection at all levels. Its implementation requires coordinated and holistic approaches with the involvement of households, communities, local governments, private sectors, development partners, civil society, service providers, and other key stakeholders. Important sectors’ perspectives and concerns must also be taken into account, e.g. women, PWDs, indigenous peoples, children, elderly, solo parents, fisherfolk, farmers, overseas and workers of the informal economy. An inclusive approach must also start with understanding the situation or a situational analysis of the sectors which social protection programs will serve. Ultimately, SP must be able to promote social cohesion in the nation and among its key stakeholders.

Gender must specially be mainstreamed in social protection programs and strategies. Programs and strategies should be designed, implemented and monitored accounting the differences in the experiences of men and women. Of particular interest to women are measures to address risks and burdens related to sexual activity, pregnancy, childbirth, and old age. Reproductive health care, particularly maternity benefits, are of prime importance to them, but even in the formulation of universal health care legislation.

C. Goals and Objectives

The primary goal of social protection is to contribute to better and improved quality of life for the citizenry as recently exemplified by Ambisyon 2040. This is achieved through substantial reduction in poverty, inequality and vulnerability and the inclusion of the marginalized in the development process. The definition of poor, vulnerable and marginalized mostly follow those adopted in the Sub-committee on Social Protection (SCSP) below:

- *Poor* refers to individuals and families whose income fall below the poverty threshold as defined by the government and/or those that cannot afford in a sustained manner to provide their basic needs of food, health, education, housing and other amenities of life (RA 8425 or the Social Reform and Poverty Alleviation Act, 11 December 1997). However, more recently being poor is viewed from a multi-dimensional perspective. Multidimensional poverty is made up of several factors that constitute poor people's

experience of deprivation – such as poor health, lack of education, inadequate living standard, lack of income (as one of several factors considered), disempowerment, poor quality of work and threat from violence.

- *Vulnerable* refers to households confronted by ex-ante risk that if currently non-poor, will fall below the poverty line, or if currently poor, will remain mired in poverty. It is also defined in terms of exposure to adverse shocks to general welfare and not just in terms of exposure to income poverty. (NEDA)
- *Marginalized* people are those groups in society who, for reasons of poverty, geographical inaccessibility, culture, language, age, sex, gender, migrant status, disability or other disadvantage, have not benefited from health, education, employment and other opportunities, and who are relegated to the sidelines of political persuasion, social negotiation, and economic bargaining.

Specific objectives of social protection programs and policies are to:

- protect and prevent people's income from declining from their current income/consumption levels due to various risk factors,
- build capacity and adaptability to ensure that better quality of life is maintained and sustained,
- expand opportunities for employment through sound policies and income generation expansion and improved human capital investment in the long term.
- generate adequate support from government and other sectors to ensure sustained standards of living in spite of exposure to risk of different types
- help create mechanisms and institutions to promote social inclusion and prevent/mitigate social vulnerabilities and discrimination
- integrate responses to indigenous people's and other cultural concerns and issues

III. Key Elements of the Social Protection Operational Framework

A. Identification Major Risks and Vulnerabilities

Social protection must be able to respond to various types of risks and vulnerabilities that confront households and individuals over their life-cycle. Risks can be age, sector and gender specific. The responses can emanate from the households themselves, from government or from the private and civil society sectors as enumerated in Table 1 below. From the table, we can see that a *multi-stakeholder response* is also significant in managing risks and vulnerabilities. Table 1 is not exhaustive (other risks may still be identified) and dynamic – it could change after the passage of time.

Table 1: Types of Risks/Vulnerability and Responses

| Assessment | Responses | | |
|---|--|--|---|
| <i>Types of Risks/Vulnerability</i> | <i>Household or Informal Mechanisms</i> | <i>Government</i> | <i>Private and Civil Society Sector</i> |
| Individual Lifecycle | | | |
| Hunger and malnutrition | Support from relatives, subsistence farming | Health and nutrition policy, programs and projects | Provision of nutrition services, soup kitchens, etc. |
| Illness, Injury, Disease (incl. HIV-AIDS, mental and psychological) | Herbal medicines, traditional healers, extended family and community support | Social security, health insurance and micro-insurance, retroviral therapy for HIV-AIDS, specific health programs | Private health insurance (HMOs), private health care providers, pharmaceutical and medical supplies companies |

| Assessment | Responses | | |
|---|--|--|---|
| Types of Risks/Vulnerability | Household or Informal Mechanisms | Government | Private and Civil Society Sector |
| Accessibility of People with Disability (to home, office, basic services) | family and community support | Laws on accessibility, social security, social assistance, employees compensation | Private insurance and micro-insurance |
| Young adult (female) - pregnancy, childbearing, etc. | Family support and advice | Health insurance, seminars, clinics, childcare provisions | Health insurance |
| Old Age (widowhood for females) | Asset/Savings reduction; family support | Pension Plan | Old age annuities, private pension |
| Death | Savings, Inheritance, Debt from relatives | Social Security, Death benefits for relatives | Private life insurance |
| Economic | | | |
| End of source of livelihood | Diversified sources of livelihood | Sound macro and sector policies for job generation; emergency and guaranteed employment | Private sector investments that are job-generating |
| Unemployment | Private transfers, child labor | Regional and rural development policies, Emergency and guaranteed employment, | Private job search institutions |
| Low and irregular income; underemployment | Depletion of assets/savings | Labor market policies, social assistance, conditional cash transfers | Banking services to the poor, microfinance |
| Price instability of basic commodities | Reduced consumption of basic goods | price control; inflation management through monetary policy, Unconditional cash transfers (UCT) | Sales discounts and subsidies |
| Economic crisis | Migration, loans from relatives | Social funds, subsidies, emergency employment | Temporary employment for workers |
| Issues in Overseas Work | Household or relative support | Insurance and SSS | Overseas Filipino organization programs |
| Natural Hazards and Human Induced | | | |
| Drought | Migration | Environmental policy, programs and projects | Environmental advocacy and prevention of man-made disasters |
| Rains and Floods | Community Action | Infrastructure investments | Disaster mitigation and prevention measures |
| Earthquakes | Private transfers | Relief and rehabilitation | Relief and Rehabilitation programs |
| Volcano eruption and landslides | Extended family support Asset/Savings Depletion | Relocation-temporary and permanent Disaster prevention and mitigation measures Geo-hazard mapping Insurance against disasters | |
| Governance and Political | | | |
| Social exclusion and cultural risks (e.g. GIDAs, IPs, lack of birth certificates) | Community organization and networks | Increased access to basic services; hard and soft infrastructure to promote connectivity and inclusiveness | Outreach programs |
| Shelter Insecurity | Living with relatives | Relocation, resettlement, community mortgage programs | Gawad-Kalinga housing; Habitat for Humanity |
| Corruption | Community pressure | Public information, transparency and accountability campaign; bottoms up budgeting | Strengthening participation of NGOs and CBOs |
| Crime and domestic violence (e.g. RIDO) | Women's groups and watchdogs | Providing public security, security and equal access to justice | Peace and order promotion and advocacy |

| Assessment | Responses | | |
|--|---|---|---|
| Types of Risks/Vulnerability | Household or Informal Mechanisms | Government | Private and Civil Society Sector |
| Political instability and armed conflict | Migration | Participation of citizens and civil society groups; peace negotiations; programs for surrenderees | Advocacy for democracy and democratic transitions |

Sources: ADB Social Protection Strategy Paper (2001) Aldaba (2008, 2012), regional consultations (2018)

Anticipating New and Emerging Risks, GIDAs and Demographic Changes

There are new emerging risks particularly in terms of technological changes affecting the economy and the labour market e.g. artificial intelligence, machine learning, internet of things, etc. There is a need to always be pro-active in the determination of future social risks so that responsive programs, whether poverty or social protection related can be designed in a timely manner. A strategy for this is also discussed in Section IV below. It is also important to consider social risks related to the geographically isolated and disadvantaged areas (GIDAs). These zones should need special attention as seldom do government entities or even the civil society sectors are able to reach these areas. GIDAs have very high poverty and vulnerability incidence rates.

Another important area that needs to be highlighted includes risks associated with the current demographic changes and transition occurring in the country today. While we might be enjoying a demographic dividend with a large proportion of the population entering the labour force in the next few years, we might also be confronting a demographic time bomb given a high stunting and wasting rates among our young children. SP should be an investment in *cognitive capital* that can generate the kinds of returns that can address the challenges of these demographic shifts and can be “pathways to long-term economic prosperity” (Samson 2018).

At the same time, because of better access to health and welfare services, the Philippine population will also have an increasing elderly population in the next fifteen to twenty years. Part of the ageing population are farmers and fisherfolk, whose average age currently ranges between 48 to 55 years old. And thus, SP for the elderly will have to be expanded and designed more appropriately.

Risks Confronting Other Marginalized Sectors

Other risks include the online sexual exploitation of children, substance abuse and use of children as drug courier and climate change and increased disaster risks. Certain sectors like the children in need of social protection, children in conflict with the law, homeless street families and their children, children with disabilities, indigenous children also require government responses in terms of social protection.

Workers in the informal economy comprise the majority of total employed and have always been considered the “missing middle” in social insurance programs), since the very poor are included through targeted systems, while those in the formal sector are usually covered because of the regularity of their incomes and the share of premiums legally shouldered by their employers. The State, recognizing the intermittent nature of job and income in the informal economy, should take steps to subsidize the contributions of informal workers. Poor agricultural and fishing households also face tremendous risks such as natural resource degradation, climate change, greater volatility of food prices, ill-health, low productivity, and insecurity of land.

B. Government Responses to Identified Social Risks

The Social Protection program responses to the above risks and vulnerabilities are clustered into the following components: 1) Social Insurance, 2) Labour Market Interventions, 3) Social Assistance³ and 4) Social Safety Nets.

Social Insurance and related programs are contributory and non-contributory based schemes protecting households from lifecycle and health related risks. Examples include life and health insurance, crop insurance, pensions and retirement benefits.

Labour market interventions aim to give gainful employment to citizens through employment facilitation and placement schemes, active labour market programmes (ALMPs), emergency and guaranteed employment and unemployment insurance. These programs should also respond to specific needs of sectors. For example, government should adopt measures aimed at enhancing employment and entrepreneurial opportunities and providing security of tenure for the workers in the informal economy.

Social assistance programs give basic protection to those who are poor, excluded, discriminated and marginalized. These may include conditional and unconditional cash transfers, housing and shelter subsidies, food stamps, educational scholarships, etc. Social assistance must be specific depending on the needs of the sector. Specific sector example for PWDs include access to assistive devices/technology, personal assistance, sign language interpreters, home improvement to mitigate the possible impact of disaster or to improve accessibility of home, etc.

Social safety nets are short-term stop-gap measures usually implemented as a response to emergencies and crisis situations unlike social assistance and services which maybe regular programs with longer duration. (Annex B identifies the specific government program responses by agencies and units.)

C. Working towards Universal Coverage through the Social Protection Floor

The state must ensure a minimum level of income or consumption granted as a right to all citizens and residents of a country, thus treating everyone with equal consideration and respect (Turalde 2018). Universal coverage implies every citizen without exception must be covered by the social protection system. Thus, implementation of social protection must follow a progressive realisation towards a universal system and coverage with the government being mainly responsible through national legislations, policies, programs, strategies, standards and guidelines. A universal and integrated system of social protection programs is the goal to be established such that all Filipinos will be able to access a menu of programs responding to and covers the various risks that will confront them over their lifetimes. Universal coverage is the goal but given limited resources, the social protection floor will be adopted. Poor and marginalized sectors will be prioritized and targeted through effective and empirically-based mechanisms. Purely targeted social protection programs are those that focus on the transient and chronic poor and are mostly social safety net interventions such as cash transfers, food for work and emergency employment programs to develop their basic capacities and resilience to meet future needs and improvements of their families. Social protection must be able to identify and focus its target groups and target areas considering that its potential beneficiaries range from the non-poor to the chronic poor. In terms of targeting the marginalized poor, the government has mandated all agencies to utilize the Department of Social Welfare and Development's (DSWD) Listahanan or the National Household Targeting System for Poverty Reduction. A national ID

³ This was originally "social welfare" but Alcid (2018) emphasizes that social welfare goes beyond direct assistance and it is a much broad concept that social protection. There was also a clamour from social work professionals that the more adequate term is social assistance which is also aligned with the ASEAN framework.

system which was recently approved by Congress can also become a common registry for poverty and SP programmes. The government must ultimately aim for the integration of registries, to allow the efficient targeting of beneficiaries and/or referral of beneficiaries to information and services, across a menu of social protection programs.

However, to progressively realize social protection coverage of all citizens in their entire life-cycle, efforts will be made to achieve the social protection floor as proposed in the Sustainable Development Goals (SDGs). Four social security guarantees, to be defined at the national level consist of the floor⁴:

- access to essential health care, including maternity care;
- basic income security for children, providing access to nutrition, education, care and any other necessary goods and services;
- basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and specially those with *disability*;
- basic income security for older persons.

The government will immediately embark on the urgent tasks of identifying the specific programs that will comprise the initial social protection floor.

D. Current Social Protection Floor Initiatives⁵

While the government already has a menu of responses to cover the various risks, the following are current interventions related to the Social Protection Floor (see Annex B):

On healthcare: Health insurance coverage is about 94%⁶ according to Philhealth but accessibility to hospitals/health facilities and full implementation of “no balance billing” remain for many members especially the informal sector workers remain government’s target.

On income security for children: The Pantawid Pamilya Program already covers 4.4 million households⁷ and some improvements in education and health of children have been ascertained through various evaluation studies but stunting and wasting continues to be high among children. Thus, income security to be further provided by the state must involve assurance that children should have proper nutrition and not experience multiple deprivations, particularly during their early years of life. These should include mandatory coverage of free college education for Pantawid Pamilya children and identified non-pantawid poor households.

On income security for the working age population: The Social Security System (SSS) and the Government Service Insurance System (GSIS) including the Employees Compensation Commission and Philhealth covers partially cases of sickness, maternity, accidents in the workplace for formal sector workers but provide low coverage for informal and overseas workers. Unemployment insurance nor employment guarantee schemes in the labour market can still be introduced by government in the future.

On Income security for the elderly : State pension system exists for government and formal sectors workers but not for the informal sector workers. There are small grants for poor senior citizens from the national and selected local governments (varied amounts). The ideal is the provision of adequate or uniform social pension support to poor senior citizens.

⁴ The actual amounts for subsidy would depend on a country’s resources and prioritization

⁵ The assessment of the various programs for the SP floor are specified in the matrix of ABND

⁶ As of first semester 2018 reported in the Philhealth website

⁷ As of 2015 reported in the DSWD website

IV. Key Strategies for the Implementation of Social Protection Programs

Across the following strategies, *participatory and gender sensitive* approaches must be followed. This has been specifically mentioned in the principle of inclusiveness as discussed in the earlier part of the framework.

A. Convergence and Community Driven Development in the Delivery of Social Protection

There should be convergence in the design and delivery of SP programs on target areas or groups to maximize impact. This will entail coordination among key government agencies and multi-stakeholder participation. Aside from financing the SP programs, since coordination is costly, this activity should also be funded.

Convergence is the act of directing complementary and or synergetic programs or interventions to specified targets - poor households, families, individuals and or communities. It calls for the synchronization and coordination of all interventions of the government (national and local) and the private sector in one geographical area to ensure that reforms in terms of poverty alleviation, among others, are achieved. Operationalization of convergence requires the following for better service delivery and effective results:

- convergence in terms of targeting and in target areas/municipalities,
- convergence with the private sector in the delivery of social protection programs,
- convergence in the package of intervention to be delivered in the target areas/municipalities,
- convergence of coordinating mechanisms/feedback systems from the top to the ground and vice-versa, and
- convergence of resources (including cost sharing for coordination) that are available for the implementers from the National to the local levels more importantly in budgeting.

A social protection system consists of all types of social protection schemes and programs within a given country. These different schemes and programs, which can be contributory or non-contributory, should be interlinked and complementary in their objectives and functions. For reasons of effectiveness and efficiency, it is essential that there is close coordination within the system. Lindert (2018) notes that this is also because these programs pass the same phases in the delivery chain i.e. from targeting to assessment, decision and implementation. For example, with the new National Identification System, how should convergence be done in terms of targeting.

To adequately supply benefits, social protection policies and programs need to be coordinated among the different social policy sectors —social development, health, education, labor among others— and between the different administrative levels at which these policies and programs are implemented (see also Section C). For example, convergence can be strengthened by adopting a coherent approach between two sectors such as social protection policies and programs, and agriculture, food security and nutrition interventions. In practice, this could mean harmonizing registry systems, criteria for selection, targeting in same geographic areas, sequence program interventions and services, use same coordination structures at the national, regional and local level and combine cash transfers with agriculture sector activities to increase productivity, for instance.

Internal and External Convergence of Social Protection Programs

An example of internal convergence, DSWD harmonized the implementation of KALAHI-CIDSS, Pantawid Pamilya and Sustainable Livelihood Program through:

- A unified targeting system - The National Household Targeting System for Poverty Reduction (NHTSPR) or the Listahanan⁸
- Synchronized implementation of social preparation and mobilization activities
- Harmonized engagement of the Local Government Units
- Coordinated capability building
- Harmonized monitoring and reporting
- Integrated social case management
- Enhanced partnership with the Civil Society Organizations and Beneficiary Groups.

Different national agencies have also worked together in the implementation of Pantawid Pamilya. In particular, the adoption of the Pantawid Pamilya as core social protection and poverty alleviation strategy has naturally grouped the DSWD together with the Department of Education (DepEd) and the Department of Health (DOH) to collaborate institutionally to deliver the package of interventions under the Pantawid Pamilya. In addition, DSWD partners with the Department of Public Highways (DPWH) and the Department of Environment and Natural Resources (DENR) for guaranteed employment programs for similar target beneficiaries of the Pantawid Pamilya. Convergence of SP programs at the national and regional level can emanate from other NGAs. For instance, DA's Special Area for Agricultural Development (SAAD) Program has actively sought and included 4Ps households, among others, as part of their program beneficiaries.

Another example is where the Department of Labor and Employment (DOLE) is leading the initiative to harmonize and rationalize the implementation of livelihood programs of various government agencies to ensure that the quality of services rendered to the targeted beneficiaries is optimized and that the livelihoods provided are sustained and viable. This was done through the DOLE Integrated Livelihood Program. The key convergence of policy areas include targeting of beneficiaries, package of assistance and/or support, advocacy and promotion, documentation of best practices, linkages, etc.

Another example is the mechanism of multi-agency collaboration for Disaster Risk Reduction and Management. In addition, sectoral convergence at the Local Government Level will be more effective in terms of program implementation and monitoring of SP programs at the Provincial/Municipal Planning Development processes and coordination systems. Initiatives and contributions of Civil Society Organizations (CSOs), Social Welfare and Development Agencies (SWDAs) and other private organizations are also essential parts of the External Convergence of Social Protection.

Convergence as a strategy for SP must not be considered a separate but as an integral approach related to the implementation of other plans and programs such as the over-all poverty reduction strategy, the Sustainable Development Goals (SDGs) and the overarching Philippine Development Plan/Ambisyon 2040. Possible past models of convergence include the Regional Kalahi CIDS Convergence Groups and the Bottom-up Budgeting Program.

National agencies and local government units must also coordinate with PO, civil society, NGO networks such as the Area-based Standards Network (ABSNET) and beneficiary groups. Ownership and participation in the design, implementation and monitoring of SP programs by such groups is important for political economy considerations. Morato (2018) also shows that there are good practices in SP delivery systems among civil society groups which may be mainstreamed e.g. programmes of faith-based groups.

⁸ EO 867, s 2009 encourages the national government agencies to utilize the Listahanan database for social protection programs/ services.

Implementing Social Protection via Community Driven Development (CDD) Programs

The implementation of social protection will always start at the ground level – at communities in the barangay. Thus, another important strategy is to implement such interventions within the community driven development programs which is an approach of helping poor communities to develop the necessary skills and to provide them with resources in selecting, implementing, and sustaining small-scale community infrastructure projects and key social services. CDD approaches and strategies enable barangays to: (a) Participate in identifying, prioritizing, planning and budgeting community development interventions; (b) Implement community projects; and (c) Practice transparency and accountability in resource allocation and implementation of sub-projects by having project grants directly managed by community volunteers without passing through the local government units. These strategies build and strengthen social capital by generating the appropriate environment and opportunities for people to collaborate in designing and implementing development programs.

Several social protection programs may be suitable to meet the needs of the rural and the urban poor. Labour intensive public works programmes (PWPs) can simultaneously deliver the infrastructure communities need and generate jobs for vulnerable and income-insecure households. Cash and in-kind transfers (e.g. food transfers) can help vulnerable households (e.g. the elderly and those not able to work) meet their needs. There are three broad SP project areas that have been financed by CDD models in other countries - income security, access to social services, and community-based social insurance (Infante-Villaroel, 2015).

B. Strengthening Implementation by LGUs, NGOS and CSOs

Local governments are generally viewed as a major delivery arm and the frontline of public services because of its physical proximity to constituencies and beneficiaries. LGU are thus, also important in the context of social protection programs. They are also able to provide services in a relatively efficient and cost-effective way, thereby contributing to the administrative sustainability of service delivery. However, the role of local government and the extent to which it can fulfil these functions varies greatly depending on specific social and political contexts.

Generally, social protection programs aim to strengthen the ‘demand side’ of service delivery. An increase in demand for public services, generated through social transfers to households, needs to be linked to adequate and improved delivery and supply of services. Given that local government often has a key role to play in ensuring access to and the supply of public services, it must also play a role in delivering social protection. Local government is important for social protection in two ways: as a direct implementer of social protection programs, both local and emanating from national agencies; and as a coordinator of services across different sectors in order to maximize and strengthen development outcomes. Note however, the limitation in the implementation of social protection programs at the local government level considering the resources and priorities of the local government units.

The administrative and management tasks that can be delegated to local government in social protection mainly concern frontline service delivery functions: 1. sensitization and awareness raising 2. identifying vulnerable groups (targeting) 3. delivering benefits 4. monitoring and reporting 5. managing grievance and redress mechanisms 6. coordination (of services across sectors) including the integration of SP in local development and physical framework plans and budgeting. The following are related action points:

- Establishment of SP Committee at LGU level composing of social welfare officer (LSWDO), local health officer, PESO, MLGOO, CSOs and NGOs to promote convergence

- Provision of adequate human resources, capability training and financial support to social welfare and protection units of LGUs before SP programs are passed to them. Multiple designations of social welfare officers must be addressed;
- Utilization of SP handbook, family vulnerability and risk assessment (FVRA), social protection vulnerability and adaptation manual (SP-VAM) and the social protection development reports (SPDR) provided by the SDC and orientation of LGUs and partner civil society organizations on its uses.
- Establishment of Mechanisms to transfer social protection PPAs from national government agencies to LGUs to ensure that national programs are cascaded in an adequate manner
- The enhancement of incentive mechanisms to reward capable LGUs in implementing SP programs such as the Seal of Good Housekeeping for Local Governance (SGLG) where more SP indicators can be included (e.g. a Social Protection index);
- Involvement of local chief executives and/or their offices in the consultation process from SP program design and implementation to ensure sustainability and support.
- The establishment of mechanisms to ensure continuation of SP programs despite changes in administration; institutionalization of SP programs and success indicators through an ordinance using DILG-DSWD JMC # 1, series of 2015 as an important reference

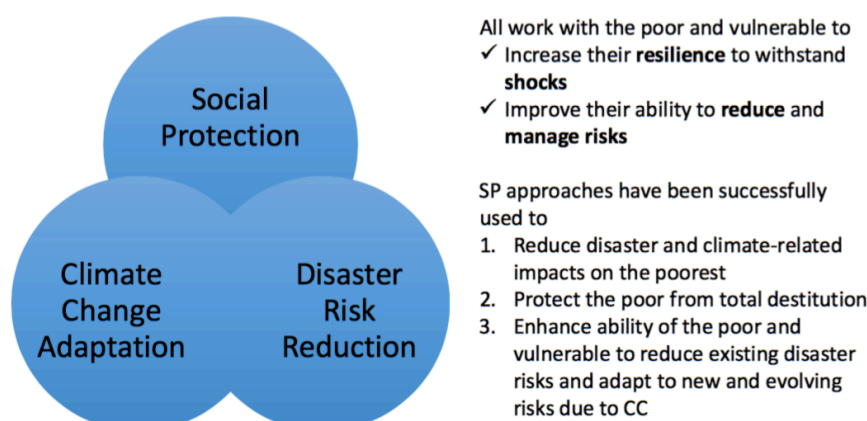
Civil society organizations from NGOs, academe, corporate foundations, peoples' organizations to women's groups are also important partners in social protection. They can contribute both human and financial resources in the delivery of social protection programs. They are also important in awareness raising for the public as well as advocating key issues related to social protection. They can also be watchdogs in the SP implementation and contribute to the institutionalized M&E system (e.g. their role in the Open Government Partnership). And ultimately, at the same time, SP programs also hope to empower these important stakeholders.

C. Building Resilient and Adaptive Capacity

Social protection should be adaptive to both current and emerging risks, including changes in the economy and labor markets, impacts of climate change, disasters, economic crises, and health risks, (e.g. rising teenage pregnancy and HIV-AIDS incidence).

SP Alignment with Disaster Risk Reduction and Management, Humanitarian Assistance and Climate Change Adaptation

Social protection should be adaptive to the different risks such as lifestyle and individual risks, social risks, and emerging risks and vulnerabilities e.g. changes in the economy and labour markets and impacts of climate change, disasters and economic crises. Often times these disasters are costly and undermines development outcomes (Pablo 2017). Developing economies like the Philippines continue to grapple with the twin problems of poverty and vulnerability to natural and man-made disasters. In varying degrees, these countries have crafted social protection programs to respond to the various risks confronting its people. Most of them have departments and units that deliver emergency and humanitarian assistance when disaster or violent conflicts erupt. However, implementation of these programs were usually done separately and coordination occurred only occasionally. Adding to these are programmes promoting climate change adaptation emanating from the environmental departments. Thus, these departments have all been operating separately with varying focus and mandates. However as can be seen below, social protection, disaster risk reduction, management and prevention/humanitarian assistance and climate change adaptation have common objectives.



Source: Lagdameo (2016)

Basically, the three programs target the poor so that they are able to build resilience and withstand shocks so as to eventually lift them out of poverty. The programs also aim to develop adaptive capacity so that the poor can tackle any kind of risks that will confront them. Ultimately, their alignment also promotes social justice among the marginalized groups. This shock responsive social protection system provides a reorientation from *ex post* focus to include *ex ante* focus where the integration of SP programs aims to build resilience of households. There are four components for consideration in the delivery of risk informed, shock responsive SP programs. Information Systems, Delivery mechanisms, Financing, and Institution Capacity, Coordination and arrangements. The aligned programs will hopefully be able to fulfil the various goals enshrined in the SENDAI framework (a 15-year, voluntary, non-binding agreement which recognizes that the State has the primary role to reduce disaster risk but that responsibility should be shared with other stakeholders). Alignment of the programs is possible through:

Flexibility in the design of programs to scale-up

Linking social protection, disaster risk reduction and climate change adaptation programs does not imply changing or merging the programs but must bring flexibility into the design of existing programs. Social protection programs will also be able to address emergencies if there is flexibility (tweaks) in their design and implementation mechanisms to enlarge coverage during shocks and to scale back upon return to normal times (Hannigan 2018). These programs can be scaled up by increasing the benefit value of the subsidy e.g. cash grants or the duration of an existing program (vertical expansion) or by registering additional beneficiaries (horizontal expansion) (OPM, 2016). This might entail altering the type of provisions given and the conditionalities or selection criteria required. Institutional implementation and delivery arrangements must also be readily adjusted during these times.

Information and data management systems

Empirical based forecasts and predictions related to the possible location and communities to be hit by a shock are key to the timely implementation of social safety net programs, disaster prevention/reduction or humanitarian assistance. Targeting has been a costly and time-consuming activity and this can also be facilitated if there is an existing database of poor and vulnerable households. If the data on households are also characterized by their vulnerability to shocks i.e. the likelihood of being affected by climate extremes or disasters, then it will be more useful since beneficiaries of social protection programs may not be the same people to be affected by disasters. Mapping of available resources and real time stocks of inventories are also important information needed during emergency responses. Information and data systems that are on hand and easily accessed by relevant actors can also facilitate the vertical and horizontal expansion of social protection programmes.

Availability of additional financing or reserve funding

Alignment of the programs refer to both horizontal (coverage) & vertical (benefit-level) alignment of programs. Horizontal and vertical expansion of existing social protection programs require the availability of financing mechanisms during the emergency whether funded by government solely or jointly with development partners through grants or soft loans. Fund-raising by the private and civil society sectors for an emergency fund tied to the mechanism can be done even before the crisis strikes so as such can be readily available during the shock.

Sharing delivery and implementation platforms

Humanitarian agencies and DRRM-CCA related institutions can also utilize social protection administrative platforms to 'piggyback' on existing delivery systems. Usually, social protection programmes are delivered through a nationwide network of trained personnel managed by a responsible government agency. In case of cash transfers, there also exists a payment system that is used by the state typically in partnership with public or private financial institutions or intermediaries.

D. Ensuring Fiscal Sustainability of Social Protection Programs

Social protection is a human capital investment that should be supported by adequate fiscal resources in order to empower people to meet their basic needs in a sustainable manner. The state needs to expand fiscal space by broadening and diversifying the tax base, and improving the progressivity of taxation; they need to reprioritize public expenditure, thereby significantly increasing resources available for the key programmes. The World Bank (2018) notes that increases in spending has translated into a substantial increase in program coverage around the world. Increasing the funding available to pursue social SP goals will require increasing the efficiency of existing spending, making the development case for social protection clearly to policymakers, accessing some of the fiscal resources resulting from economic growth, and leveraging external resources, particularly in countries that rely heavily on external aid.

Possible sources of funding include:

1. Earmarked taxes
2. Regular funds from revenues of government corporations
3. Development assistance
4. Endowment funds from corporate donations
5. Re-allocating and rationalizing public expenditures and subsidies;
6. Expanding social security coverage and contributory revenues
7. Using foreign exchange reserves;

Strengthening the Legal Foundations of Social Protection Programs

To ensure fiscal sustainability of social protection programs, its legal foundations must be enhanced. The constitutional basis of social protection is quite explicit and can be found in the Philippine Constitution's Article XIII on Social Justice and Human Rights:

Section 1. "The Congress shall give highest priority to the enactment of measures that protect and enhance the right of all the people to human dignity, reduce social, economic, and political inequalities, and remove cultural inequities by equitably diffusing wealth and political power for the common good" and

Section 3. "The State shall afford full protection to labor, local and overseas, organized and unorganized, and promote full employment and equality of employment opportunities for all."

While there are existing legislation and rules on sector-specific social protection programs, there is none in terms of an “integrated social protection system”. The legal basis of such a system must then be established through a legislation passed by congress and the corresponding fiscal support for such law.

E. Institutionalized Monitoring and Evaluation System

At all levels of implementation, a monitoring and evaluation (M&E) system should be institutionalized. For example, the establishment of M&E system at the agency level for the is important for its oversight function. This M&E mechanism should also be able to facilitate the rationalization of various social protection programs according to the various key components. A regular monitoring and evaluation system is also important to be able to adjust, refine or even terminate programmes so that appropriate responses to the various risks are implemented and sustained. The M&E system must be aligned with the National Evaluation Policy Framework (NEPF) which was recently released through the Joint Memorandum Circular No. 2015-01 by NEDA and the Department of Budget and Management (DBM). Its evaluation criteria cover four areas, namely relevance, effectiveness, efficiency, and sustainability.

The M&E system will also assess how convergence is achieved among the various stakeholders at all levels. The system also hopes to integrate early detection systems of risks that will affect various communities. Thus, it will also be important that specific financial and human resources be allocated for this institutionalized M&E system.

In a certain sense, M & E is an integral part of the process of program development and management, and hence no there is no need to institutionalize it. However, in practice various government agencies and units fail to integrate M&E for various reasons like lack of resources, expertise or time limitations.

The M&E system must also integrate information technology for more efficient monitoring and evaluation by implementers of the social protection programs and better utilization of M & E results for program improvements. Related to this, there is also inadequate data to provide baseline information against which social protection outcomes can be defined and measure and thus, there is a need to establish statistical coordination mechanism to initiate the development of comprehensive social protection statistical system that is important for monitoring and evaluation. There is also a need to strengthen institutional capacities for the generation and use of social protection statistics especially at the local government levels. The implementation of a M&E system can be lodged in a government think tank which can also organize and lead a network of research institutes undertaking research on social protection.

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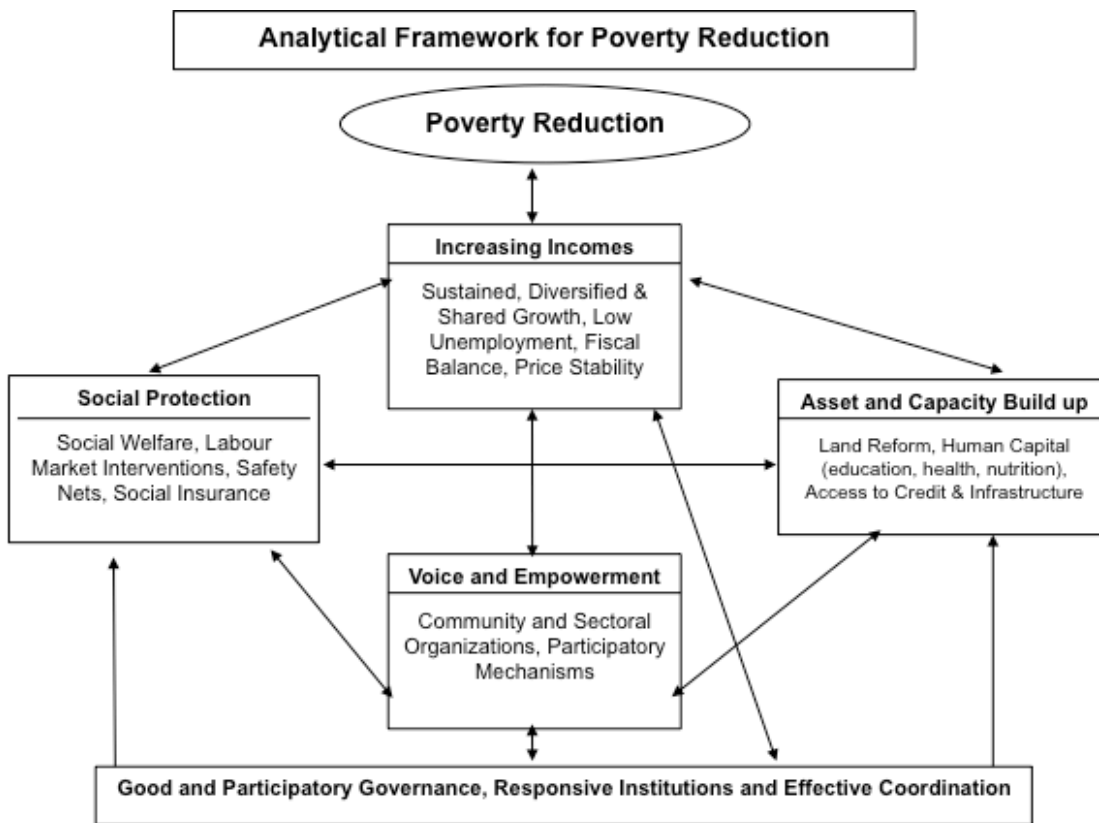
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Zipagan-Banawis, S. "Social Protection Floor", ppt presentation in the High Level Conference on the Enhancement of the Social Protection Operational Framework, April 12-13.

Annex A



Source: ADB (2009)

Annex B: Social Protection Programmes Implemented by Government

| SP Component | Name of Programme | Implementing Agency/Agencies |
|-------------------------|---|---|
| Social Insurance | Pension for Private Sector | SSS |
| | Pension for Govt Sector | GSIS |
| | Agricultural Insurance Programmes | Philippine Crop Insurance Corporation, DA |
| | Armed Forces Retirement and Separation Benefits | DND, AFP, AFP-RSBS |
| | Veterans Hospitalization and Medical Care Program | DND |
| | Medical, Healthcare, Disability and Death Benefits for OFWs | OWWA |
| | Social Pension | DSWD |
| | Health Insurance | Phil health |
| | Social Assistance | Pantawid Pamilya |
| | | DSWD, DEPED, DOH |
| | <ul style="list-style-type: none"> Kapit-Bisig Laban sa Kahirapan- Comprehensive and Integrated Delivery of Social Services Sustainable Livelihood Programme Supplementary Feeding Programme | DSWD |
| | <ul style="list-style-type: none"> Alternative Learning System Institutionalization of SPED Programs in All Schools Implementation of SPED Inclusive Education Provisions of Educational Services for Learners with Special Educational Needs (LSEN) Financial Assistance for Private Madaris Madrasah Education in the K to 12 Program School –Based Feeding Program Adopting the Indigenous Peoples Education (IPED) Curriculum Framework Declaration of Schools as Zones of Peace | DEPED |
| | Student Financial Assistance Programs (StuFAPs) Tertiary Education Subsidy | CHED |

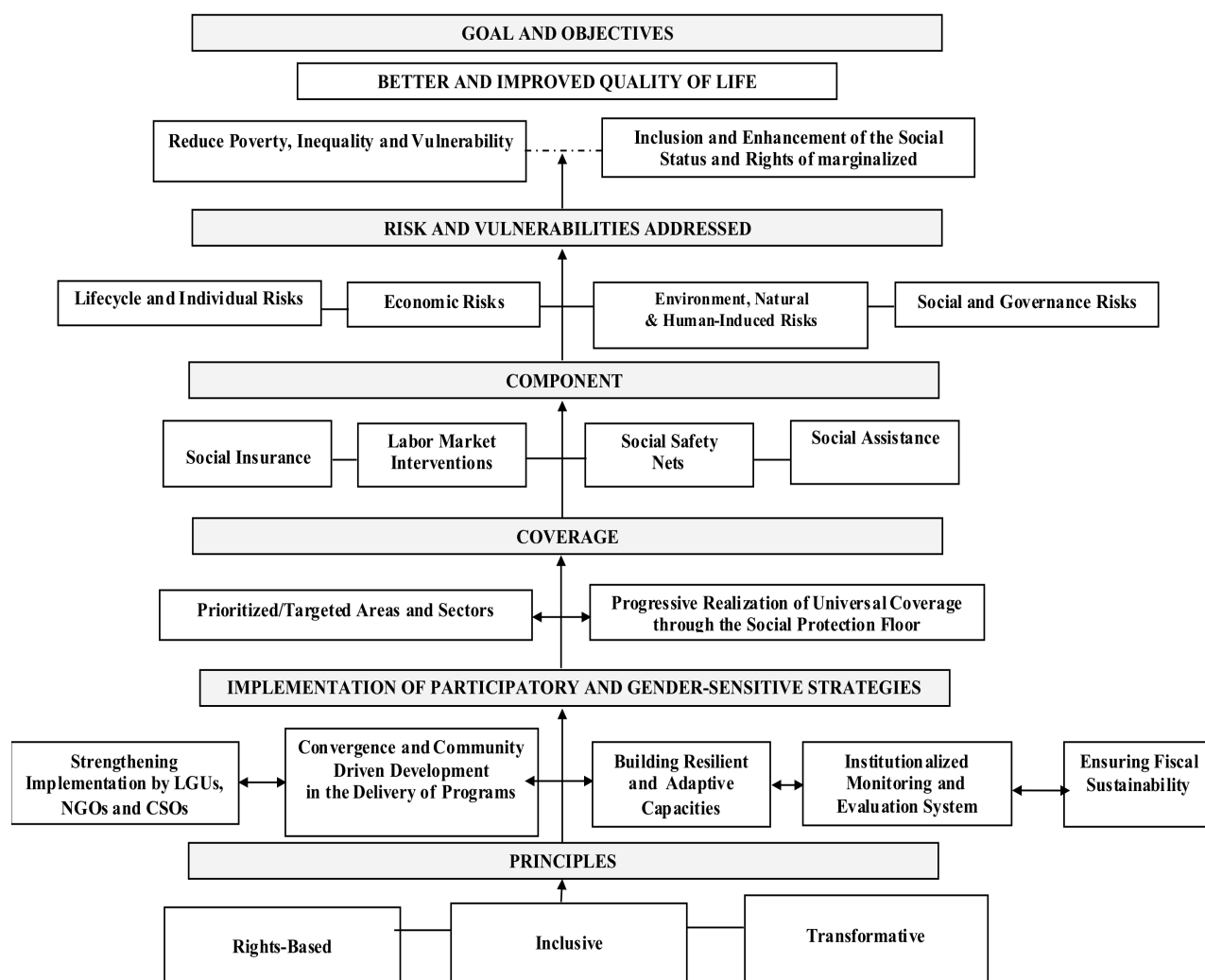
| | | |
|----------------------------------|--|---|
| | Production Loan Easy Access (PLEA) | DA-ACPC |
| | Special Area for Agricultural Development (SAAD) Program | DA-SAAD |
| Labor Market Intervention | Public Employment Service Office (PESO) | LGU, DOLE |
| | OWWA-NLDC LDPO Project (assistance for business capital) | OWWA, National Livelihood Development Corporation |
| | Improving the competitiveness of MSMEs: <ul style="list-style-type: none"> • SME Roving Academy (SMERA) • Shared Service Facilities (SSF) | DTI |
| | <ul style="list-style-type: none"> • Employees' Compensation Commission-Quick Response to Persons with Work-Related Disability (PWRDs) • Katulong At Gabay sa Manggagawang May Kapansanan (KaGabay) • Physical Restoration of PWRDs • Job Placement Facilitation • Prevention Program in the Workplace | DOLE-ECC |
| | <ul style="list-style-type: none"> • Community Based Employment Program (2012) • Social Amelioration Program (Republic Act No. 6982- an act strengthening the social amelioration programme in the sugar industry, providing the mechanics for its implementation, and for other purposes) • DOLE Integrated Livelihood and Emergency Employment Programme (DILEEP) including the TULAY Livelihood Program for PWDs • Occupational Safety and Health • JobStart Philippines • Two-tiered Wage System | DOLE |
| | Education and Training | OWWA |

| | | |
|---------------------------|--|---|
| | <p>Benefits</p> <ul style="list-style-type: none"> • Pre-Departure Education Programme • Comprehensive PDEP • PDOS • Skills-for Employment • Education for Development Scholarship Programme • OFW Dependents Scholarship Programme <p>Seafarers' Comprehensive Education and Training Programme</p> <ul style="list-style-type: none"> • Seafarers' Upgrading Programme • Mariners' Dugtong-Aral • Incentive Program for 200 Maritime Cadets • Maritime Educational Development Loan Program <p>OWWA- Microsoft Tulay Tuloy-Aral Project Tuloy-Kolehiyo</p> | |
| | Skills Training and Capability Enhancement | NRCO |
| | Technical-Vocational Education and Training (TVET) | TESDA |
| | Government Internship Program | NYC serves as the secretariat of the programme. NYC arranges other government agencies and private companies to hire unemployed youth and OSY as interns. |
| | Phil Job Net | Bureau of Local Employment - DOLE |
| | Special Program for Employment of Students (SPES) | BLE-DOLE |
| Social Safety Nets | Relief and Humanitarian Assistance | DSWD, NDRRMC |
| | Assist WELL (Welfare, Employment, Livelihood and Legal Services) | National Reintegration for OFWS, DOLE, POEA, OWWA, TESDA |
| | <ul style="list-style-type: none"> • Cash-For-Work | DSWD |

| | | |
|--|---|------------|
| | <ul style="list-style-type: none"> • Core Shelter Assistance Program (CSAP) and Modified Shelter Assistance Program (MSAP) • Assistance to Individuals in Crisis Situation (AICS) | |
| | <ul style="list-style-type: none"> • Locating OFW's whereabouts • Repatriation Program • Reintegration Program | OWWA, NRCO |
| | Tulong Panghanapbuhay sa Ating Disadvantaged Workers (TUPAD) | DOLE, LGU |
| | Survival and Recovery (SURE) Assistance Program | DA-ACPC |
| | Development of Education in Emergency (EioE) ADM modules | DEPED |

ANNEX C

SOCIAL PROTECTION OPERATIONAL FRAMEWORK



Annex D: Laws, Executive Order Related to Social Protection

| Social Protection Component | Laws, EO | Implementing Government Agencies | Notes |
|---|---|---|--------------|
| Senior Citizen | Republic Act 7432 of 1992 An Act to Maximize the Contribution of Senior Citizens to National Building, Grant Benefits and Special Privileges and for Other Purposes | | |
| | Republic Act No. 9257 Expanded Senior Citizen Act of 2003 | | |
| | Republic Act No. 9994 Expanded Senior Citizens Act of 2010 | | |
| | Republic Act No. 10645 An Act Providing for the Mandatory Philhealth Coverage for All Senior Citizen, amending for the Purpose RA 7432, as amended by RA 9994, otherwise known as the “Expanded Senior Citizen Act of 2010 | DSWD, Philhealth | |
| National Household Targeting System for Poverty Reduction | Executive Order No. 867 of 2010 Providing for the Adoption of the National Household Targeting System for Poverty Reduction as the Mechanism for Identifying Poor Household who shall be recipients of Social Protection Programs Nationwide | DSWD | |
| Persons with disabilities | Republic Act No. 7277 of 1992 An Act Providing for the Rehabilitation, Self-Development and Self-Reliance of Disabled Persons and their Integration into the Mainstream of Society and for other purposes | | |
| | Republic Act No. 10070 of 2010 An Act Establishing An Institutional Mechanism To Ensure The Implementation Of Programs And Services For Persons With Disabilities In Every Province, City And Municipality, Amending Republic Act No. 7277 Otherwise Known As The “Magna Carta For Disabled Persons,” As Amended, And For Other Purposes | | |
| | Republic Act No. 10524 of 2012 An Act Expanding the Positions Reserved for Persons with Disability, amending for the Purpose Republic Act No. 7277, as Amended, Otherwise Known as the Magna Carta for Persons with Disability | | |
| | Republic Act No. 10754 – An Act Expanding with the Benefits and Privileges of Persons with Disability | | |

| Social Protection Component | Laws, EO | Implementing Government Agencies | Notes |
|-------------------------------------|--|---|--------------|
| Pantawid Familyang Pilipino Program | Administrative Order No. 16 Series of 2008 Implementing Guidelines for the project named Pantawid Familyang Pilipino Program (4Ps) | DSWD | |
| Students/Children | Republic Act 10931 otherwise known as the "Universal Access to Quality Tertiary Education Act of 2017" | | |
| Health Insurance | Republic Act 10606 of 2013 (National Health Insurance Act of 2013); an Act Amending RA 7875 | | |
| | Republic Act 11223 of 2019 Universal Health Care Act | | |
| Micro insurance | Republic Act No. 10607 of 2013 An Act Strengthening the Insurance Industry, further amending Presidential Decree No. 612. Otherwise known as the "The Insurance Code", as amended by Presidential Decree No. 1141, 1280, 1455, 1460, 1814 and 1981 and Batas Pambansa Blg. 875 and for other purposes | | |
| Livelihood | Republic Act No. 9509 of 2008 An Act Establishing Livelihood and Skills Training Centers In Fourth, Fifth And Sixth Class Municipalities And For Other Purposes (Barangay Livelihood and Skills Act of 2008) | | |
| Disaster and Relief | Executive Order No. 335, s. 1941 Creating A Civilian Emergency Administration, Defining Its Powers And Duties And Providing For The Coordination And Control Of Civilian Organizations For The Protection Of The Civil Population In Extraordinary And Emergency Conditions | | |
| | Republic Act 1190 of 1954 , otherwise known as the Civil Defense Act of 1954 | | |
| | Presidential Decree No. 1566 of 1978 Strengthening the Philippine Disaster Control, Capability And Establishing The National Program On Community Disaster Preparedness | | |
| | Administrative Order No. 171 of 2007 Presidential Task Force on Climate Change | | |
| | Republic Act No. 9729 of 2009 An Act mainstreaming climate change into government policy formulations, establishing the framework strategy and program on climate change, creating for this purpose the Climate Change | | |

| Social Protection Component | Laws, EO | Implementing Government Agencies | Notes |
|---|--|----------------------------------|-------|
| | Commission, and for other purposes. | | |
| | Executive Order No. 831, s. 2009 Authorizing the Department Of Finance, For the Duration Of The Current Emergency, Complete Discretion In Authorizing Tax And Tariff Exemptions For Relief Goods Donated From Abroad | | |
| | Republic Act No. 10121 of 2010 An Act Strengthening the Philippine Disaster Risk Reduction And Management System, Providing For The National Disaster Risk Reduction And Management Framework And Institutionalizing The National Disaster Risk Reduction And Management Plan, Appropriating Funds Therefor And For Other Purposes | | |
| | Republic Act No. 10174 of 2012 An Act Establishing the People's Survival Fund to Provide Long-Term Finance Streams to Enable the Government to Effectively Address the Problem of Climate Change, amending for the Purpose Republic Act No. 9729, otherwise known as the "Climate Change Act Of 2009", And For Other Purposes | | |
| | Executive Order No. 12 of 2017 Inclusion of the Department of Transportation and the Department of Information and Communication Technology as members of the National Disaster Risk Reduction and Management Council | | |
| Social Protection Definition | NEDA-SDC Cabinet Resolution No. 1 Series of 2007 Adopting A Philippine Definition of Social Protection | | |
| National Social Welfare Program | Administrative Order 232 and 232-A of 2008 Further Strengthening The Clustering Of The Social Welfare Reforms Into A National Social Welfare Program | | |
| Social Protection Operational Framework | SDC Resolution No.3 (s. 2012) , Approving and Adopting the Social Protection Operational Framework | | |