

SAP-ESP TERMINAL REPORT

2022



TERMINAL REPORT

DSWD SOCIAL AMELIORATION PROGRAM-EMERGENCY SUBSIDY PROGRAM (SAP-ESP)

Department of Social Welfare and Development

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LIST OF ABBREVIATIONS

AOC	- Agency Operations Center
DA	- Department of Agriculture
DBM	- Department of Budget and Management
DOLE	- Department of Labor and Employment
DSWD	- Department of Social Welfare and Development
FSP	- Financial Service Provider
FOs	- DSWD Field Offices
LAG	- Livelihood Assistance Grants
LGU	- Local Government Unit
LSWDO	- Local Social Welfare and Development Office
NPMO	- National Program Management Office
SAP-ESP	- Social Amelioration Program - Emergency Amelioration Program
SCG	- Strategic Communication Group
SLP	- Sustainable Livelihood Program
TNVS/PUV	- Transport Network Vehicle Service / Public Utility Vehicle
4PS	- Pantawid Pamilyang Pilipino Program

EXECUTIVE SUMMARY

In light of the enactment of Republic Act (RA) No. 11469 or the Bayanihan to Heal as One Act (Bayanihan 1) and RA No. 11494 or the Bayanihan to Recover as One Act (Bayanihan 2), the Department of Social Welfare and Development (DSWD) has been mandated to implement social amelioration measures. Thereby, the Social Amelioration Program-Emergency Subsidy Program (SAP-ESP) under Bayanihan 1 and Bayanihan 2 was implemented for affected poor and low-income Pantawid Pamilyang Pilipino Program (4Ps) and non-4Ps families. The DSWD also implemented the Livelihood Assistance Grants (LAG) – a financial assistance for eligible low-income families whose livelihoods were affected during and after the implementation of community quarantine pursuant to the provisions of Bayanihan 2.

This Terminal Report presents the legal bases of SAP-ESP, program description, design and implementation, including program design and formulation, program outputs, program costs and financing, program schedule and implementation arrangements. Furthermore, this report cites the COVID-19 emergency subsidy programs of ASEAN countries, as well as the beneficiary experience in digital Government-to-Person (G2P) payments in the Philippines, Colombia and Bangladesh. It further highlights the evaluation of program performance wherein the attainment of outcome and output indicators of SAP-ESP were assessed based on the Social Amelioration Framework.

Moreover, this report features good practices in implementing SAP-ESP, including the facilitating factors of the program for current and future implementation of social protection programs. Lastly, it discusses issues, challenges and recommendations regarding the SAP-ESP implementation in terms of policy development, beneficiary targeting, beneficiary registration, mode of distribution, data management, partnership, liquidation, monitoring and reporting, communication plan, validation, refund, and grievance and appeal mechanism. Below is the list of recommendations based on the identified issues and challenges:

1. Conduct benchmarking with other countries and Local Government Units (LGUs) on their pandemic responses.
2. Harmonize existing policies that are responsive during the state of national calamity.
3. Expand, modify or improve existing social protection responses.
4. Maximize the existing information systems available in the Department to temporarily address the duplicates.
5. Ensure access to and maximize the data collected by the Community-Based Monitoring System (CBMS) along with the enactment of RA No. 11315 or the CBMS Act.
6. Improve the available administrative/program specific data.
7. Forge a data sharing agreement with other National Government Agencies (NGAs) and private companies that handle beneficiary level data.

8. Increase access of the poor to financial services.
9. Transform social protection delivery in the country through the Philippine Identification System.
10. Evaluate the capability of Financial Service Providers (FSPs).
11. Continue the improvement of the G2P social protection payment through the digital financial ecosystem.
12. Intensify partnerships with other Money Service Businesses (MSBs) such as M Lhuillier and Palawan Express to minimize the employment of special disbursing officers (SDOs).
13. Devise a plan for the escalation of security procedures or protocols for the prevention of loss of funds, especially in times of national/local emergencies.
14. Improve the current monitoring system of SAP-ESP Agency Operations Center (AOC).
15. Intensify partnerships with private and public communication channels for information dissemination.
16. Institutionalize the strategic communication group within the Department.
17. Issue a policy to cover mechanisms, criteria, financial processing or platforms of collection and legal proceedings in order to collect/recover SAP-ESP subsidies from non-4Ps beneficiaries who have overpayment and multiple subsidies.
18. Consider forging a Memorandum of Agreement (MOA) with the Department of Interior and Local Government (DILG) that would focus on identification, validation and collection.
19. Establish an interactive grievance redress mechanism between the beneficiaries and the government.
20. Establish referral systems of available programs and services being offered by different government agencies.
21. Draft a policy for DSWD staff which will include the provision of support and assistance (i.e. mental health services, cash assistance and alternative work arrangement), the strengthening of the implementation of occupational health safety protocol in the workplace and the institutionalization of hazard pay for all employees exposed to hazards at various levels.

I. INTRODUCTION

The President issued Proclamation No. 922 s. 2020, declaring a State of Public Health Emergency throughout the country due to the threat of the Coronavirus Disease 2019 (COVID-19). Thereafter, the President issued Proclamation No. 929 s. 2020, declaring a State of Calamity and imposing community quarantine in the entire Luzon because of evidence of sustained community transmission of said disease. Local government units (LGUs) outside of Luzon also declared local community quarantine.

Imposition of community quarantine involved stringent measures causing restriction in the mobility of people, suspension of operations or even closure of business establishments, implementation of alternative work arrangements in the government and private offices, and stoppage of public transportation. These developments resulted in the severe disruption of economic activities all over the country and affected the means of livelihood and subsistence of poor and low-income families.

Consequently, Republic Act (RA) No. 11469 or the Bayanihan to Heal as One Act (Bayanihan 1) was passed to adopt an intensified government response covering full assistance to LGUs and mobilize necessary resources to undertake urgent and appropriate measures, curtailing the effects of community quarantine declarations on the economic, physical and psychosocial wellbeing of the most affected citizens. Thereby, the Department of Social Welfare and Development (DSWD) has been mandated to implement social amelioration measures.

Under RA No. 11494 or the Bayanihan to Recover as One Act (Bayanihan 2) – a law that follows on the passage of Bayanihan 1, the DSWD sustained the implementation of social amelioration measures, particularly as COVID-19 response and recovery interventions to address the emergent

socio-economic needs of the poor, vulnerable and disadvantaged individuals, families and communities.

At the core of its social amelioration measures, the DSWD implemented the Social Amelioration Program-Emergency Subsidy Program (SAP-ESP) under Bayanihan 1 and Bayanihan 2, for affected poor and low-income Pantawid Pamilyang Pilipino Program (4Ps) and non-4Ps families.

Pursuant to the provisions of Bayanihan 2, the DSWD also implemented the Livelihood Assistance Grants (LAG) – a financial assistance for eligible low-income families whose livelihoods were affected during and after the implementation of community quarantine. It is intended to support new or existing microenterprise activities and/or to augment expenses for pre-employment requirements. Primarily, it aims for the recovery and rehabilitation of livelihood activities to ensure sustainability for affected families, particularly those in the informal sectors and other target beneficiaries.

II. LEGAL BASES

1. Presidential Proclamation No. 922, Series of 2020, Declaring a State of Public Health Emergency Throughout the Philippines.
2. Office of the President, Memorandum from the Executive Secretary dated 16 March 2020, Community Quarantine Over the Entire Luzon and Further Guidelines for the Management of the Coronavirus Disease 2019 (COVID-19) Situation.
3. Presidential Proclamation No. 929, Series of 2020, Declaring a State of Calamity Throughout the Philippines due to Coronavirus Disease 2019.

4. Republic Act No. 11469 or the “Bayanihan to Heal as One Act,” An Act Declaring the Existence of a National Emergency Arising from the Coronavirus Disease 2019 (COVID-19) Situation and a National Policy in Connection Therewith, and Authorizing the President of the Republic of the Philippines for a Limited Period and Subject to Restrictions, to Exercise Powers Necessary and Proper to Carry out the Decided National Policy and for Other Purposes.
5. DSWD-DOLE-DTI-DA-DOF-DBM-DILG Joint Memorandum Circular (JMC) No. 1, Series of 2020, Special Guidelines on the Provision of Social Amelioration Measures by the DSWD, Department of Labor and Employment (DOLE), Department of Trade and Industry (DTI), Department of Agriculture (DA), Department of Finance (DOF), Department of Budget and Management (DBM) and Department of the Interior and Local Government (DILG) to the Most Affected Residents of the Areas Under Enhanced Community Quarantine.
6. PNP-DILG-DBM-DOLE-DSWD-DA-DTI-DOF-DND-AFP Joint Memorandum Circular No. 2, Series of 2020, Joint Implementing Guidelines for the Implementation of the Social Amelioration Program for the Second Tranche and Financial Subsidy to Rice Farmers and TUPAD of the DA and DOLE.
7. DSWD Memorandum Circular No. 04, Series of 2020, Special Guidelines on the Provision of Social Amelioration Measures by the DSWD to the Most Affected Residents of the Areas under Community Quarantine and Continuation of the Implementation of the Social Pension for Indigent Senior Citizens and the Supplementary Feeding Programs.
8. DSWD Memorandum Circular No. 05, Series of 2020, Supplemental Guidelines to Memorandum Circular No. 04, Series of 2020, on the Provision of Social Amelioration Measures by DSWD.
9. DSWD Memorandum Circular No. 06, Series of 2020, Supplemental Guidelines for Memorandum Circular No. 04, Series of 2020, on the Provision of Social Amelioration Measures by the DSWD to Provide Further Guidance on the Provision of Assistance to Individuals in Crisis Situation (AICS) to the Most Affected Residents of the Areas Under Enhanced Community Quarantine.
10. DSWD Memorandum Circular No. 09, Series of 2020, Omnibus Guidelines in the Implementation of the Emergency Subsidy Program of the DSWD intended to harmonize Memorandum Circular Nos. 04, 06, and 07, series of 2020 issued by the DSWD relative to the implementation of Emergency Subsidy Program.
11. Guidance Notes in the Conduct of Post-Validation in Line with Memorandum Circular No. 09, series of 2020, or the Omnibus Guidelines in the Implementation of Emergency Subsidy Program of the DSWD.
12. Guidance Notes for Extension of Payment Deadline for the Remaining SAP-ESP Appeals/ Grievances of Field Office-National Capital Region.
13. DSWD Memorandum Circular No. 14, Series of 2020, Special Guidelines in the Implementation of the ESP of the DSWD for the Additional Beneficiaries.
14. DSWD Memorandum Circular No. 17, Series of 2020, Guidelines on Deduplication Procedures in line with the Provision of the Emergency Subsidy through the DSWD Social Amelioration Program.
15. DSWD Memorandum Circular No. 18,

Series of 2020, Guidelines on the Enhanced Deduplication Procedure Amending Memorandum Circular No. 14 and 17, Series of 2020.

of Republic Act No. 11465 or the General Appropriations Act of Fiscal Year 2020.

III. PROGRAM DESCRIPTION

Social Amelioration Program-Emergency Subsidy Program (SAP-ESP)

The SAP-ESP was provided through various national and local government agencies to Filipino families qualified as “low-income” that are most affected by the economic standstill and most vulnerable to the economic slowdown resulting from the COVID-19 crisis, thus, unable to earn for their daily sustenance under the stay-at-home or community quarantine conditions. The SAP-ESP subsidy amounted from a minimum of Five Thousand Pesos (₱5,000.00) to a maximum of Eight Thousand Pesos (₱8,000.00) a month, for two months, to provide for basic food, medicine, toiletries, and other basic necessities. Below is the breakdown of the subsidy amount for 4Ps and non-4Ps families per region, based on prevailing daily minimum wage rates and cash grants that the 4Ps beneficiaries already receive. (see table in next page)



A DSWD social worker visits an elderly beneficiary in his home to deliver the financial assistance from the SAP.

16. DSWD Memorandum Circular No. 19, Series of 2020, Special Guidelines on the Provision Livelihood Assistance Grants.
17. DSWD Memorandum Circular No. 20, Series of 2020, Supplemental Guidelines to Memorandum Circular No. 18, Series of 2020, specifying the new provision on payroll processing and release of funds for the waitlisted/additional and second tranche beneficiaries of the DSWD-SAP.
18. DSWD Memorandum Circular No. 27, Series of 2020, Supplemental Guidelines to Memorandum Circular No. 20, Series of 2020.
19. DSWD Memorandum Circular No. 28, Series of 2020, Amendment to Memorandum Circular No. 14, Series of 2020, relative to the Requirement of Social Amelioration Card and Identification Card Numbers of Beneficiaries.
20. Republic Act No. 11494 or the “Bayanihan to Recover as One Act,” An Act Providing for COVID-19 Response and Recovery Interventions and Providing Mechanisms to Accelerate the Recovery and Bolster the Resiliency of the Philippine Economy, Providing Funds Therefor, and for Other Purposes.
21. Republic Act No. 11519, An Act Extending the Availability of Appropriations under Republic Act No. 11494, Otherwise Known as the “Bayanihan to Recover as One Act”.
22. Republic Act No. 11520, An Act Extending the Availability of the 2020 Appropriations to December 31, 2021, Amending for the Purpose Section 60 of the General Provisions

Table 1. Subsidy amount for each household in the region of residence, computed as proportion to the respective regional daily minimum wage rates defined by Joint Memorandum Circular No. 1, Series of 2020

Region	Daily minimum wage (₱)	Subsidy amount for Non-4Ps (₱)	Subsidy amount for 4Ps (₱)
NCR	537.00	8,000.00	6,650.00
CAR	350.00	5,500.00	4,150.00
I	340.00	5,500.00	4,150.00
II	370.00	5,500.00	4,150.00
III	420.00	6,500.00	5,150.00
IV-A	400.00	6,500.00	5,150.00
MIMAROPA	320.00	5,000.00	3,650.00
V	310.00	5,000.00	3,650.00
VI	395.00	6,000.00	4,650.00
VII	404.00	6,000.00	4,650.00
VIII	315.00	5,000.00	3,650.00
IX	316.00	5,000.00	3,650.00
X	365.00	6,000.00	4,650.00
XI	396.00	6,000.00	4,650.00
XII	320.00	5,000.00	3,650.00
CARAGA	320.00	5,000.00	3,650.00
BARMM	325.00	5,000.00	3,650.00

Consistent with the directive of the President and Inter-Agency Task Force for the Management of Emerging Infectious Diseases (IATF-EID) Resolution No. 18, Series of 2020, the subsidy was provided in the form of outright cash. In the First Tranche SAP-ESP implementation, around 18 million families were targeted as beneficiaries. But as the community quarantine declarations were extended, the government allowed the inclusion of other eligible families not covered in the First Tranche, especially those in areas placed under Enhanced Community Quarantine for the Second Tranche.

To extend the SAP-ESP effectivity and cover more beneficiaries, the Bayanihan to Recover As One Act (Bayanihan 2) was further passed into law. This meant the provision of ₱6 Billion to finance DSWD programs such as, but not limited to, Assistance to Individuals in Crisis Situations, emergency subsidy

to cater for areas placed on granular lockdown, distribution of food and non-food items, livelihood assistance grants, and supplemental feeding program for day care children.

The SAP-ESP required national government agencies to coordinate and share their beneficiary database with each other to ensure that households did not receive more assistance than they were eligible for.

The 4Ps beneficiaries were granted a lower amount of subsidy due to the deduction of cash grants (e.g., health grants, rice subsidy, and educational grants) they already received. The computation of 4Ps cash grants covered by the SAP-ESP includes the health grant amounting to ₱750.00 and rice subsidy amounting to ₱600.00. The resulting SAP-ESP subsidy ranged from ₱3,650.00 to ₱6,650.00 per 4Ps household per month depending on their region of residence.

Table 2. Overview of the coverage of Bayanihan 1 and 2

	Bayanihan 1 Social Amelioration Program	Bayanihan 2 Emergency Subsidy Program and Livelihood assistance Grants
Legal Basis	RA 11469 Bayanihan to Heal As One Act	RA 11494 Bayanihan to Recover As One Act
Amount of Subsidy	₱5,000 to ₱8,000 per family	ESP - ₱5,000 to ₱8,000 and LAG - ₱15,000 at most
Target Beneficiaries	Most affected low-income families nationwide for the first tranche and those in ECQ-declared areas last May 2020 for the second tranche	1. For ESP - low-income family beneficiaries: a. residing in areas under Granular Lockdown b. not provided with subsidy from the SAP of Bayanihan 1 c. recently returned OFWs who were undocumented 2. For LAG – low-income families with at least one member in the informal sector
Allocated Budget to DSWD	₱19 Billion	₱6 Billion (₱5 Billion for Bayanihan 2 ESP and ₱1 Billion for LAG)
Implementing Agencies	DSWD (with the assistance of LGUs, AFP, PNP, Financial Service Providers), DILG, DA, DOLE, DTI, DBM, DOF	DSWD, with the assistance of LGUs, FSPs, DILG

Livelihood Assistance Grant (LAG)

The DSWD's response to COVID-19 continued providing recovery interventions such as the provision of Livelihood Assistance Grants (LAG) to low-income families in the informal sectors whose livelihoods or jobs were affected by the imposition of community quarantine. The maximum amount of LAG per eligible family was ₱15,000.00 for micro-enterprise or employment-related projects or a combination of both and provided once per family.

The LAG can be used as a seed capital for new alternative income-generating activities or certain micro-enterprise ventures, as a support and an additional capital to the existing viable micro-enterprise of the target beneficiary, income of which had been severely affected by the imposition of community quarantine. Furthermore, the LAG can be used to support beneficiaries' needs for pre-employment requirements such as, payment of certifications, food and transportation in securing documents, employment kits, and food and

transportation allowance during the first month of employment.

IV. DESIGN AND IMPLEMENTATION

A. Program Design and Formulation

Social Amelioration Program-Emergency Subsidy Program (SAP-ESP)

On March 28, 2020, JMC No. 1, Series of 2020, or the Special Guidelines on the Provision of Social Amelioration Measures by the DSWD, DOLE, DTI, DA, DOF, DBM and DILG to the most affected residents of the areas under Enhanced Community Quarantine was issued to serve as basis by and among said agencies to harmonize its various social amelioration programs to mitigate the socio-economic impact of the COVID-19 health crisis.

As implied by the Social Amelioration Framework under JMC No. 1, Series of

2020 (see Figure 1), it is coherent with the social protection policy of the Philippine Government. Clustering of government programs and services under Relief and Recovery seeks to reduce or mitigate the effect of community quarantine due to COVID-19 by providing basic needs, urgent responses to socio-economic shocks to vulnerable sectors, and strengthening people's capacity to respond to risks.

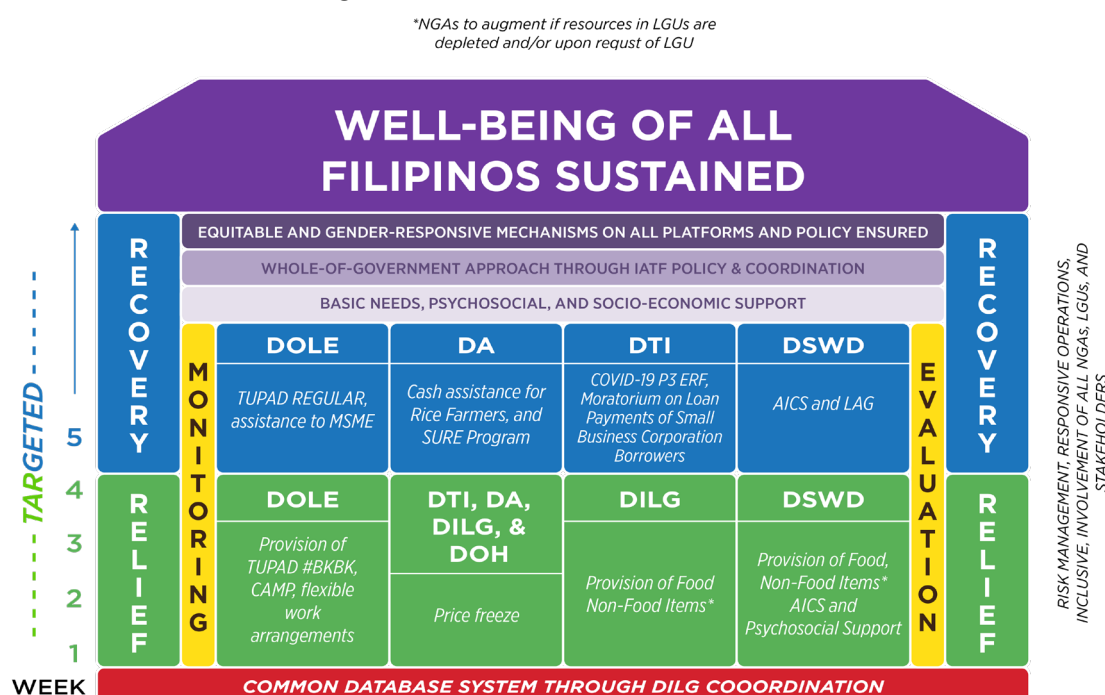
Emphasizing the whole-of-nation approach in addressing food insecurity, hunger, sudden loss of income, and unemployment is among the most important factors to consider in order to guarantee that the well-being of the Filipino people will be sustained in times of the Public Health Emergency due to COVID-19. Given the context of the situation, it is deemed necessary for the government as a duty-bearer to ensure that the rights and welfare of affected sectors are protected and promoted. The principles of human rights and inclusivity provide a moral ground to guarantee that all affected families shall have access to programs and services in overcoming the challenges brought by this emergency situation.

The SAP-ESP is expected to contribute to the Philippine Development Plan Chapter 11 outcome of ensuring food resiliency and reducing vulnerabilities of Filipinos. The program design was aligned with the government's We Recover As One report that contains recommendations to rebuild confidence and adjust to the "new normal" that arose from the country's response to COVID-19.

Said program was also consistent with the DSWD COVID-19 Response and Recovery Plan 2020-2022 focusing on the DSWD's mandate to ensure delivery of social protection and social amelioration programs, projects and services adaptive to the current pandemic context to mitigate the effects on health, economic, social, physical and psychosocial well-being of the most vulnerable sectors.

The development hypothesis of SAP is that: if the beneficiaries are able to access and utilize the emergency subsidy to augment their income sources, the socio-economic impact of the COVID-19 health crisis and the enhanced community quarantine will be mitigated.

Figure 1. Social Amelioration Framework



As an immediate outcome the emergency subsidy was expected to augment the income of affected families and enable them to cover essential needs. The program output of SAP is efficient delivery of emergency subsidy. A grievance system in place also complements service delivery to ensure that issues and concerns of target beneficiaries will be addressed.

The DSWD closely coordinated with the LGUs in the implementation of SAP-ESP First Tranche wherein both parties entered into a memorandum of agreement (MOA). LGUs were responsible for identification, eligibility and family profiling of beneficiaries subject to review and final generation of lists of beneficiaries by the DSWD. The LGUs also conducted the distribution of the SAP-ESP through direct payout.

The DSWD conducted a deduplication process for the SAP-ESP First Tranche implementation to ensure eligibility of the beneficiaries paid, and to identify possible duplicates in the provision of assistance. For the SAP-ESP Second Tranche, the DSWD had a partnership with Financial Service Providers (FSPs) for electronic or digital payment. For some areas without available FSPs, like in Geographically Isolated and Disadvantaged Areas (GIDA), the DSWD conducted direct cash payout through Special Disbursing Officers (SDOs) from the Field Offices.

The SAP-ESP First Tranche program implementation period was scheduled for a maximum of two (2) months during the duration of ECQ in covered areas last April to May 2020. Meanwhile, the SAP-ESP Bayanihan 2 was implemented in areas under granular lockdown and additional beneficiaries who were not provided with subsidy from the SAP-ESP of Bayanihan 1.

Livelihood Assistance Grant (LAG)

As stipulated in the Memorandum Circular No. 19, Series of 2020, the LAG shall be provided to low-income families with at least one member in the informal sector, subject to compliance with eligibility assessment such as those who are: (a) directly hired or occasional worker/s; (b) subcontracted worker/s; (c) homeworkers; (d) househelpers; (e) drivers of public utility vehicles; (f) drivers and operators of tricycles and pedicabs; (g) micro-entrepreneurs and producers, operators of sari-sari stores and the like; (h) family enterprise owners; (i) sub-minimum wage earners; (j) farmers; (k) fisherfolks; (l) stranded workers; (m) identified as Indigent Indigenous Peoples; (n) underprivileged and homeless individuals; (o) Overseas Filipinos in distress; (p) retired individuals; and (q) other vulnerable groups.

For a target beneficiary to be considered eligible, they must satisfy the following criteria: (1) families profiled through the Social Amelioration Card (SAC) for non-4Ps and families in the 4Ps database for 4Ps beneficiaries; (2) families whose source/s of income (employment, livelihood, etc.) were affected during the ECQ or locally declared quarantine period and/or projected to be continuously affected in the next three (3) to six (6) months after the lifting of the ECQ or locally-declared or mandated community quarantine; and (3) families that are not included as recipients of various livelihood recovery or rehabilitation projects of other national government agencies and/or other stakeholders. The maximum amount of LAG per eligible family shall not exceed (₱15,000.00) for microenterprise or employment related projects or a combination of both, and shall only be provided once per family.

B. Program Outputs

Output 1: SAP-ESP Provided.

As of May 31, 2022, a total of 17,527,402 beneficiaries (or 97.61% of a target of 17,956,093) received the cash subsidy in the SAP-ESP First Tranche implementation under Bayanihan 1. Beneficiaries were 4Ps households and low-income non-4Ps families (including Transport Network Vehicle Service [TNVS]/Public Utility Vehicle [PUV] drivers in the National Capital Region). The main reason for variance among 4Ps and non-4Ps targets were beneficiaries returned their grants due to receipt of SAP from other agency and non-appearance during payout despite several conduct of payouts. A total amount of ₱99,497,238,412.36 (or 99.53% of an allotment of ₱99,970,571,348.90) was disbursed for the implementation of the SAP-ESP First Tranche under Bayanihan 1.

In the SAP-ESP Second Tranche implementation under Bayanihan 1, a total of 14,911,850 beneficiaries received the cash

subsidy as of 31 May 2022. Beneficiaries include 4Ps households, low-income non-4Ps families, waitlisted low-income non-4Ps families (or those left out from the SAP-ESP First Tranche), families of TNVS/PUV drivers, beneficiaries identified by the Department of Labor and Employment (DOLE) and beneficiaries identified by the Department of Agriculture (DA).

During the SAP-ESP First Tranche implementation, there were 1,143,708 beneficiaries that received cash subsidy twice; thus, they were considered to have already been paid for two (2) tranches and also accounted for under the SAP-ESP Second Tranche.

However, in the implementation of the SAP-ESP First and Second Tranches, there were low-income non-4Ps families left out and identified as waitlisted beneficiaries. A total of 5,102,644 waitlisted non-4Ps families were thereby provided with cash subsidy.

Table 3. SAP-ESP First Tranche for 4Ps and Non-4Ps beneficiaries

Region	4Ps Households		Non-4Ps Families		Total	
	Target	Served	Target	Served	Target	Served
NCR	227,843	224,415	1,560,761	1,553,044	1,788,604	1,777,459
CAR	60,136	60,134	258,571	239,185	318,707	299,319
I	205,764	205,667	793,767	776,269	999,531	981,936
II	105,536	105,009	592,506	571,097	698,042	676,106
III	295,190	294,209	1,512,739	1,503,914	1,807,929	1,798,123
IV-A	311,809	311,742	1,937,758	1,918,884	2,249,567	2,230,626
MIMAROPA	195,101	194,612	418,999	394,939	614,100	589,551
V	368,967	365,909	777,947	771,254	1,146,914	1,137,163
VI	322,313	321,831	1,150,370	1,131,916	1,472,683	1,453,747
VII	288,679	286,421	1,057,934	1,024,098	1,346,613	1,310,519
VIII	281,564	280,036	593,682	550,250	875,246	830,286
IX	313,488	310,894	408,353	400,158	721,841	711,052
X	267,864	266,375	624,713	626,232	892,577	892,607
XI	265,646	264,791	687,875	683,256	953,521	948,047
XII	250,484	247,282	703,369	666,411	953,853	913,693
BARMM	337,159	316,912	286,448	180,978	623,607	497,890
Caraga	190,133	188,474	302,625	290,804	492,758	479,278
Total	4,287,676	4,244,713	13,668,417	13,282,689	17,956,093	17,527,402

* Based on agreements in a meeting of the FMS, PDPB, PMB and AOC on 7 September 2021, the original targets – according to DSWD Memorandum Circular No. 9 s. 2020 – were adopted.

Table 4. SAP-ESP First Tranche Bayanihan 1 Fund Disbursement

Region	Allotment (₱)	Disbursement (₱)
Central Office	655,378,693.94	561,608,492.12
NCR	13,921,496,383.20	13,699,283,283.20
CAR	1,565,655,402.60	1,564,897,081.60
I	5,218,737,674.80	5,218,737,674.80
II	3,613,608,783.60	3,613,608,783.60
III	11,308,368,643.20	11,275,791,143.20
IV-A	14,153,749,603.60	14,153,744,413.60
MIMAROPA	2,688,553,837.00	2,685,926,038.00
V	5,210,495,481.20	5,190,827,411.20
VI	8,300,823,646.40	8,300,823,646.40
VII	7,520,770,290.40	7,508,469,680.40
VIII	3,774,014,996.80	3,773,864,846.80
IX	3,161,507,872.80	3,154,340,983.80
X	4,987,461,167.46	4,987,461,167.46
XI	5,336,561,666.80	5,336,561,666.80
XII	4,259,802,248.70	4,230,660,998.70
BARMM	2,096,303,750.00	2,096,303,750.00
Caraga	2,197,281,206.40	2,144,327,350.68
Total	99,970,571,348.90	99,497,238,412.36

Table 5. SAP-ESP Second Tranche 4Ps and Non-4Ps Beneficiaries

Region	4Ps Households		Non-4Ps Families		Total	
	Target	Served	Target	Served	Target	Served
NCR	227,843	215,933	1,558,615	1,404,363	1,786,458	1,620,296
CAR	14,003	13,926	114,958	96,468	128,961	110,394
I	128,089	123,791	435,540	410,877	563,629	534,668
III	286,139	282,800	1,474,998	1,298,818	1,761,137	1,581,618
IV-A	311,809	309,567	1,944,919	1,586,784	2,256,728	1,896,351
V	77,370	76,653	168,760	142,122	246,130	218,775
VI	104,027	103,608	487,981	429,712	592,008	533,320
VII	152,519	149,431	598,218	530,253	750,737	679,684
IX	51,661	48,782	116,518	42,752	168,179	91,534
XI	33,670	32,365	298,043	285,693	331,713	308,503
Total	1,387,130	1,356,856	7,198,550	6,227,842	8,585,680	7,575,143



Table 6. SAP-ESP Waitlisted Non-4Ps Beneficiaries

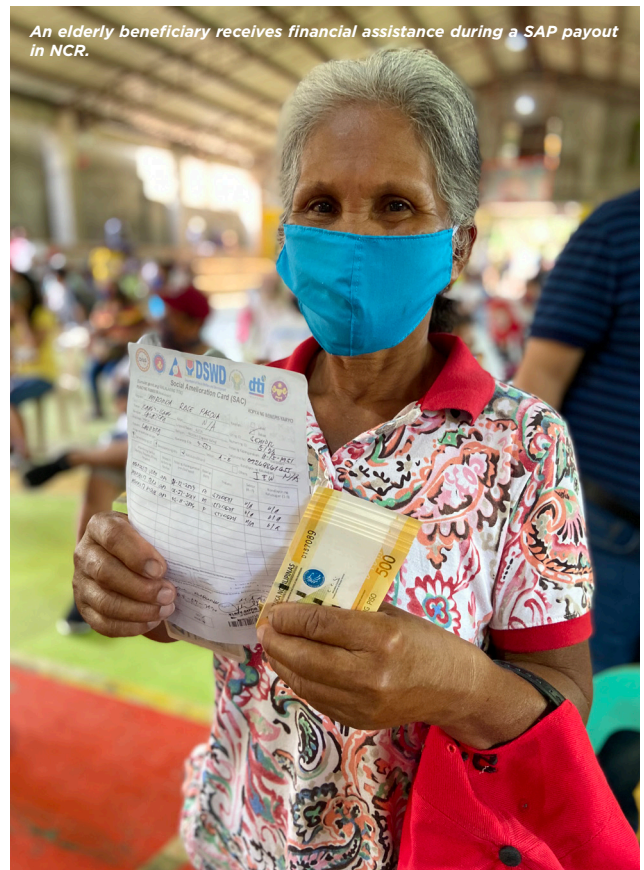
Region	Target Beneficiaries	Beneficiaries Served
NCR	1,625,154	1,969,232
CAR	14,385	10,801
I	75,423	48,379
II	57,120	50,273
III	993,317	937,079
IV-A	1,225,868	943,803
MIMAROPA	126,050	86,526
V	112,225	94,293
VI	206,679	167,859
VII	269,401	282,612
VIII	70,941	68,280
IX	62,607	83,616
X	162,672	135,996
XI	121,943	121,019
XII	20,375	18,938
BARMM	100,345	0
Caraga	83,823	83,938
Total	5,328,328	5,102,644

Moreover, drivers of TNVS and PUV were targeted as SAP-ESP beneficiaries. A total of 242,453 TNVS/PUV drivers were provided with a cash subsidy.

Table 7. SAP-ESP TNVS/PUV Beneficiaries

Region	Target Beneficiaries	Beneficiaries Served
NCR	73,313	129,053
CAR	17,364	8,551
I	12,298	7,330
II	3,691	3,618
III	47,546	27,177
IV-A	13,877	13,877
MIMAROPA	2,310	1,671
V	4,434	0
VI	43,658	28,395
VII	14,343	536
VIII	6,303	4,813
IX	3,924	0
X	10,191	1,793
XI	22,658	11,690
XII	10,130	3,949
BARMM	0	0
Caraga	3,942	0
Total	289,982	242,453

The DSWD further extended SAP-ESP top-up support for beneficiaries identified by the Department of Labor and Employment (DOLE) and the Department of Agriculture (DA).



Due to grievances or complaints received by the DSWD and corresponding validation, there were 432,000 non-4Ps families whose cash subsidy was reprocessed for payment and eventually paid.

As of May 31, 2022, a total amount of ₱91,560,270,139.37 (or 98.99% of an allotment of ₱92,490,731,144.88) was disbursed for the implementation of the SAP-ESP Second Tranche under Bayanihan 1.

Under Bayanihan 2, beneficiaries of the SAP-ESP include 4Ps households and non-4Ps families in areas under granular lockdown and additional non-4Ps families not covered by Bayanihan 1.

As of May 31, 2022, a total amount of ₱5,196,039,090.13 (or 80.17% of an allotment of ₱6,481,471,147.14) was disbursed for the implementation of the SAP-ESP under Bayanihan 2.

Table 8. SAP-ESP Top-up for DOLE and DA Beneficiaries

Region	DOLE Top-up Beneficiaries		DA Top-up Beneficiaries	
	Target	Served	Target	Served
NCR	0	0	0	0
CAR	2,947	2,107	0	0
I	5,694	5,248	108,692	102,840
II	8,047	0	12,966	7,306
III	21,942	21,239	15,998	15,374
IV-A	26,526	24,620	25,879	25,755
MIMAROPA	17,020	16,754	0	0
V	20,097	16,737	17,324	17,294
VI	8,829	0	79,379	75,061
VII	11,743	0	53,087	12,150
VIII	5,778	4,904	0	0
IX	4,302	3,673	0	0
X	15,192	14,255	9,059	9,000
XI	8,510	5,607	0	0
XII	15,585	14,863	0	0
BARMM	0	0	0	0
Caraga	12,819	11,560	0	0
Total	185,031	141,567	322,384	264,780

Table 9. SAP-ESP Reprocessed Non-4Ps Beneficiaries

Region	Beneficiaries Reprocessed and Served
NCR	193,996
CAR	27,518
I	13,105
II	1,366
III	40,426
IV-A	141,763
MIMAROPA	2,134
V	0
VI	4,105
VII	188
VIII	34
IX	2,046
X	0
XI	2,500
XII	2,733
BARMM	0
Caraga	86
Total	432,000

Table 10. SAP-ESP Second Tranche Summary of 4Ps and Non-4Ps Beneficiaries

Region	Target Beneficiaries**	Beneficiaries Served
NCR	3,484,925	3,912,577
CAR	163,657	159,371
I	765,736	711,570
II	81,824	62,563
III	2,839,940	2,622,913
IV-A	3,548,878	3,046,169
MIMAROPA	145,380	107,085
V	400,210	347,099
VI	930,553	808,740
VII	1,099,311	975,170
VIII	83,022	78,031
IX	239,012	180,869
X	197,114	161,044
XI	484,824	458,874
XII	46,090	40,483
BARMM	100,345	0
Caraga	100,584	95,584
Total	14,711,405	14,911,850*

*1,143,708 beneficiaries received twice in the SAP-ESP First Tranche

** Based on agreements in a meeting of the FMS, PDPB, PMB and AOC on 7 September 2021, the original targets – according to DSWD Memorandum Circular No. 9 s. 2020 – were adopted.

Table 11. SAP-ESP Second Tranche Bayanihan 1 Fund Disbursement

Region	Allotment (P)	Disbursement (P)
Central Office	76,016,410,829.01	75,765,816,722.00
NCR	2,667,064,550.00	2,120,927,300.00
CAR	408,515,650.00	406,873,600.00
I	886,379,075.87	886,363,575.87
II	56,932,500.00	56,932,500.00
III	2,043,224,100.00	1,994,782,718.20
IV-A	2,395,151,650.00	2,391,599,400.00
MIMAROPA	119,455,000.00	88,920,000.00
V	778,191,350.00	768,056,770.00
VI	2,580,945,600.00	2,580,945,600.00
VII	2,872,172,590.00	2,849,441,200.00
VIII	73,930,000.00	67,965,000.00
IX	557,100,400.00	557,100,400.00
X	224,211,500.00	223,351,500.00
XI	462,130,950.00	459,055,200.00
XII	105,600,000.00	98,823,253.30
BARMM	-	-
Caraga	243,315,400.00	243,315,400.00
Total	92,490,731,144.88	91,560,270,139.37

Table 12. SAP-ESP Bayanihan 2 4Ps and Non-4Ps Household Beneficiaries in Granular Lockdown Areas

Region	4Ps Households		Non-4Ps Families	
	Target	Served	Target	Served
NCR	209	209	59	59
CAR	264	263	1,377	1,281
I	4,764	4,757	2,554	2,474
II	0	0	1,546	1,537
III	458	458	4,528	3,904
IV-A	69	69	1,743	1,707
MIMAROPA	1,270	1,260	9,677	8,507
V	120	120	0	0
VI	559	559	3,810	3,718
VII	161	161	745	744
VIII	15,700	15,526	32,140	30,549
IX	0	0	631	594
X	322	322	5,988	5,988
XI	12	12	50	50
XII	1,304	1,297	4,170	3,966
Caraga	3,126	3,123	13,676	11,779
Total	28,338	28,136	82,694	76,857



Table 13. SAP-ESP Bayanihan 2 Additional Non-4Ps Beneficiaries

Region	Target Beneficiaries	Beneficiaries Served
NCR	75,452	72,363
CAR	646	579
I	5,199	4,999
II	18,008	17,503
III	142,976	130,104
IV-A	149,084	146,146
MIMAROPA	30,268	22,229
V	2,278	1,950
VI	22,771	18,415
VII	34,914	32,894
VIII	5,276	4,863
IX	351	191
X	46,828	46,828
XI	8,633	8,633
XII	3,324	2,972
Caraga	12,266	9,748
Total	558,274	520,417



Table 14. SAP-ESP Bayanihan 2 Fund Disbursement

Region	Allotment (P)	Disbursement (P)
Central Office	1,358,231,453.00	100,560,350.00
NCR	739,609,159.00	739,343,063.27
CAR	28,499,622.00	28,494,680.82
I	100,704,350.00	100,698,850.00
II	148,732,590.00	148,732,590.00
III	1,070,742,770.00	1,070,742,208.00
IV-A	1,166,323,100.00	1,166,323,100.00
MIMAROPA	235,970,000.00	235,970,000.00
V	87,920,000.00	79,660,000.00
VI	226,259,590.00	226,259,590.00
VII	290,581,356.00	290,564,002.73
VIII	249,875,697.00	249,824,390.14
IX	46,778,890.00	46,747,584.98
X	369,476,794.14	369,476,794.14
XI	107,160,428.00	106,937,841.00
XII	92,647,545.00	89,252,545.00
Caraga	161,957,803.00	146,451,500.05
Total	6,481,471,147.14	5,196,039,090.13

Output 2: Livelihood Assistance Grants (LAG) Provided.

The Sustainable Livelihood Program shifted its implementation in CY 2020 to the provision of livelihood assistance for those affected by the pandemic, prioritizing 4Ps Households and identified SAP beneficiaries as endorsed by LGUs. For CY 2020-2021 the LAG has an

accumulative target of 93,776 households with ₱1,000,000,000.00 financial allocation. The program has provided LAG to 93,560 households (99.77%) with a total amount obligated of ₱999,990,015. The program was not able to serve all targets since some beneficiaries passed on prior to the release of grants and some cannot be located during payout.

Table 15. Livelihood Assistance Grant Targets and Household Served

Region	Target Beneficiaries	Beneficiaries Served
NCR	6,582	6,852
CAR	1,259	1,268
I	6,915	6,915
II	3,469	3,467
III	9,792	9,690
IV-A	12,989	12,740
MIMAROPA	3,356	3,359
V	7,645	7,645
VI	9,665	9,665
VII	6,420	6,420
VIII	3,911	3,911
IX	4,202	4,059
X	5,081	5,081
XI	5,705	5,701
XII	4,153	4,153
Caraga	2,632	2,634
Total	93,776	93,560

Table 16. Livelihood Assistance Grant Fund Allocation and Fund Accomplishment

Region	Allotment (₱)	Disbursement (₱)
NCR	101,745,159	101,745,159
CAR	17,846,472	17,846,472
I	57,750,000	57,750,000
II	40,294,590	40,294,590
III	104,335,770	104,335,770
IV-A	129,800,600	129,800,600
MIMAROPA	35,490,000	35,490,000
V	68,490,000	68,490,000
VI	85,004,740	85,004,740
VII	76,495,356	76,495,356
VIII	50,545,397	50,545,397
IX	42,003,890	41,993,905
X	51,550,000	51,550,000
XI	55,062,428	55,062,428
XII	55,077,945	55,077,945
Caraga	28,507,653	28,507,653
Total	1,000,000,000.00	999,990,015

C. Program Costs and Financing

For the implementation of the SAP-ESP under Bayanihan 1, the Department of Budget and Management (DBM) issued Special Allotment Release Orders (SARO) in the total amount of ₱196,044,703,507.00.

In addition, the DSWD modified certain unobligated and available fund balances from its FY 2019 Continuing Appropriations and FY 2020 Current Appropriations – for the SAP-ESP under Bayanihan 1 – in the total amount of ₱10,620,938,686.00, in accordance with DBM National Budget Circular (NBC) No. 580 dated 22 April 2020 titled, "Adoption of Economy Measures in the Government Due to the Emergency Health Situation."

Thus, the total allotment for the SAP-ESP implementation under Bayanihan 1 was ₱206,665,642,193.00.

In line with the implementation of the SAP-ESP under Bayanihan 2, the DBM issued SARO No. BMB-B-20-0018170 dated 27 October 2020 in the total amount of ₱6,000,000,000.00, inclusive of the ₱1,000,000,000.00 for the Livelihood Assistance Grants (LAG).

Moreover, an amount of ₱481,471,147.14 – from unobligated and available funds of the SAP-ESP under Bayanihan 1 – was modified for the SAP-ESP implementation under Bayanihan 2. Hence, the total allotment for the SAP-ESP under Bayanihan 2 was ₱6,481,471,147.14.



Table 17. SAP-ESP Bayanihan 1 Allotment

Source	Allotment (P)
SARO No. BMB-B-20-0005534 dated 2 April 2020	100,000,000,000.00
SARO No. BMB-B-20-0006998 dated 16 April 2020	65,298,632,507.00
SARO No. BMB-B-20-0006999 dated 16 April 2020	30,746,071,000.00
DSWD Modification from the FY 2020 Current Appropriations (DBM NBC No. 580 s. 2020)	9,507,058,933.00
DSWD Modification from the FY 2019 Continuing Appropriations (DBM NBC No. 580 s. 2020)	1,113,879,753.00
Total	206,665,642,193.00

Table 18. SAP-ESP Bayanihan 2 Allotment

Source	Allotment (P)
SARO No. BMB-B-20-0018170 dated 27 October 2020	6,000,000,000.00
DSWD Modification from the SAP-ESP Bayanihan 1 Funds	481,471,147.14
Total	6,481,471,147.14

D. Program Schedule

The program was approved on 23 March 2020 through the enactment of Republic Act No. 11469 or the Bayanihan to Heal as One Act. In accordance with RA No. 11469 the SAP-ESP was implemented for two (2) months in April to May 2020. The additional financing became effective on 27 July 2020 after the enactment of RA No.11494 or the Bayanihan to Recover as One. All activities were completed. The program closed on December 26, 2021, as scheduled.

E. Implementation Arrangements

The SAP-ESP implementation arrangements were adequate and responsive to program needs. The DSWD, as the executing agency,

directed the overall management and supervision of the program, including coordination with other national government agencies and local government units.

For the SAP-ESP First Tranche, the DSWD Field Offices and LGUs entered into a MOA. The MOA was signed by the DSWD Regional Director and the Local Chief Executive (LCE). The LGUs were required to submit a budget proposal to the DSWD Field Offices along with the signed MOA. Based on the target number of beneficiaries and the amount of funds transferred to the LGUs, they identified the eligible beneficiaries who will be included in the SAP-ESP First Tranche.

The DSWD FOs facilitated the transfer of funds to the LGUs. Upon receipt of funds, the LGUs conducted the distribution of subsidies. During the payouts of the SAP-ESP First Tranche, the LGUs were responsible for the completion of requirements as specified in the DSWD guidelines. The lists of paid beneficiaries of the SAP-ESP First Tranche was provided by the LGUs to the DSWD as the basis for implementation of SAP-ESP Second Tranche, subject to deduplication process.

The deduplication process was conducted for the lists of beneficiaries submitted by the LGUs to determine beneficiary eligibility to receive the SAP-ESP Second Tranche. Deduplication was intended to identify the presence/existence of records and detect duplicate copies/entries in a given database or set of databases merged as one. The deduplication process aimed to avoid families from receiving multiple assistance from the different social amelioration programs of other government agencies (i.e., DSWD, DTI, DOLE, DA, LTFRB and SSS). It was also intended to detect duplicates of family or individual records that were collected in one region or across regions. In applicable cases, the DSWD FOs and LGUs also conducted post-validation for the beneficiaries of SAP-ESP First Tranche implementation to cater to grievances and/or address allegations of inclusion and exclusion errors.



Secretary Rolando Bautista and Social Marketing Service Director Irene Dumlaog during a taping session of uSAP Tayo.

For the SAP-ESP Second Tranche, the DSWD also engaged Financial Service Providers (FSPs) to facilitate the distribution of subsidies to qualified beneficiaries. The DSWD signed a multilateral memorandum of agreement with the Land Bank of the Philippines and the FSPs: GCash, Rizal Commercial Banking Corporation (RCBC), Robinson's Bank, PayMaya and Starpay on June 30, 2020.

Strategic Communication Group

To develop and proactively plan the communication intervention in response to the issues encountered in the implementation of the SAP-ESP, the DSWD created the Strategic Communication Group. The creation of the said group intended to inform and educate internal and external publics on the SAP-ESP, provide appropriate response/message to the vital issues of the program and further establish inter-agency communication to provide right and proper information.

The Strategic Communication Group is composed of three (3) units with the following functions:

Communication Development Unit

1. Review all issuances related to SAP, including but not limited to the Bayanihan Act, Joint Memorandum Circulars, Memorandum Circulars, Scope, Budget, Distribution, programs of other agencies implementing SAP;
2. Design and develop Monitoring and Evaluation for the SAP to include the data to be captured, indicators, frequency of reports, collection strategies, format of reports, etc.;
3. Serve as data managers of SAP and other National Agencies programs;
4. Monitor and collect data from the field on how many were served, how much was released, and numbers of plan to be served and amounts to be released for succeeding weeks;
5. Conduct analysis of data and formulate appropriate messaging;
6. Prepare infographics, social media cards, press releases, and column feeds; and
7. Conduct briefing to the spokespersons and talking heads.

Media Relations and Response Communication Unit

1. Monitor and receive all news, pieces of information and grievances related to SAP from social media, TV, radios, email, texts and calls, etc.;
2. Categorize the news and grievances and assign to specific team within the unit for appropriate response;
3. Analyze and formulate appropriate messaging to the issues raised;
4. Conduct risk management analysis on the impact or consequences of the proposed messages;
5. Conduct rapid pre-testing of the message before communicating to the public;
6. Package the message into multimedia products;
7. Conduct virtual pressers, attend TV and radio interviews and provide PRs; and
8. Attend IATF TWG meetings and other external meetings on SAP communications.

External Affairs Unit

1. Collaborate with other stakeholders like CSOs and private sectors;
2. Coordinate and advocate with the Leagues of Provinces, Cities and Municipalities for ownership of SAP and its proper implementation;
3. Build constituencies for the SAP and identify

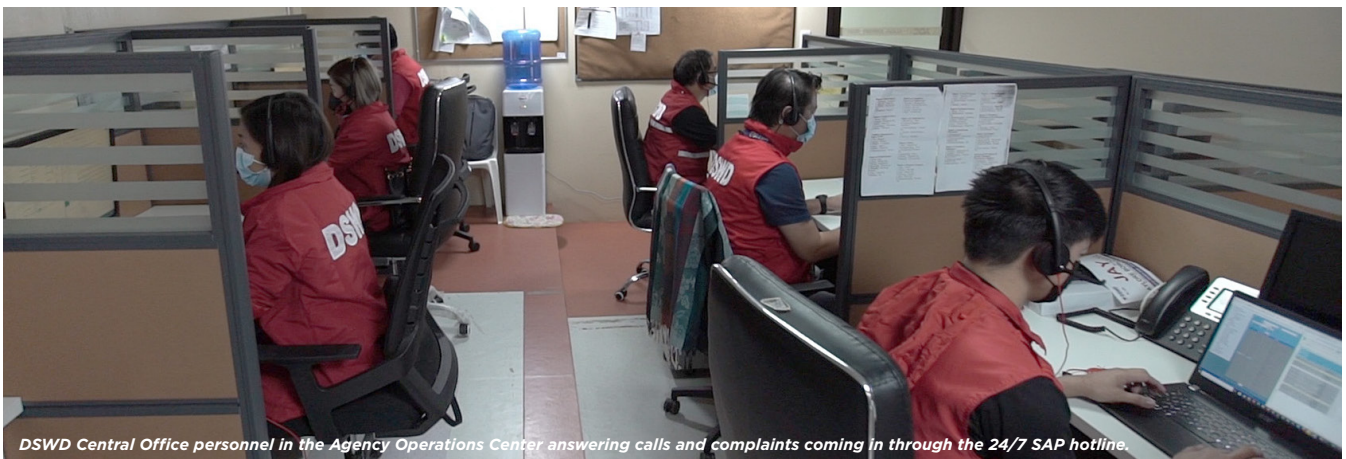
champions from the different stakeholders (i.e. LGUs, 4Ps, informal sectors, middle class, etc.) to support SAP; and

4. Identify influencers to amplify central messages.

F. Grievance Mechanisms

The Grievance Redress Mechanism was established in the DSWD Central Office. It was managed and monitored by the DSWD Central Office Agency Operation Center (AOC). In the operationalization of the Grievance Redress Mechanism, the AOC provided a dedicated hotline for Persons With Disabilities (PWDs) and Senior Citizens to take into consideration their special needs. Mobile numbers (Smart, Globe and Sun) and Facebook accounts for FOs were also set-up for accessibility and convenience. The AOC, through the 24/7 hotline, received complaints and ensures proper referencing and reporting to the concerned office for validation and/or investigation. The concerned office was required to respond to reports within twenty-four (24) hours from receipt.

At the FOs, complaints and grievances were directly reported to and addressed by the Regional Director or his/her representative. Validation was conducted in coordination with the concerned LGUs.



DSWD Central Office personnel in the Agency Operations Center answering calls and complaints coming in through the 24/7 SAP hotline.

G. Deduplication Process

With the aim to fast track the implementation of the SAP-ESP Second Tranche, necessary adjustments in the process were made to ensure that the generation of certified/clean lists of beneficiaries and the release of funds were facilitated.

Thus, the deduplication process was decentralized at the level of the FOs amending the process being implemented as per MC No. 14, Series of 2020, or the “Special Guidelines in the Implementation of the ESP of the DSWD for the Additional Beneficiaries” and MC No. 17, Series of 2020, or the “Guidelines on Deduplication Procedures in line with the Provision of the Emergency Subsidy through the DSWD SAP.”

The deduplication procedure entails cross-matching of the list with available databases of the DSWD and list/s shared by other government agencies implementing the SAP to determine if there were duplicates in the subsidies provided or beneficiaries that received the same.

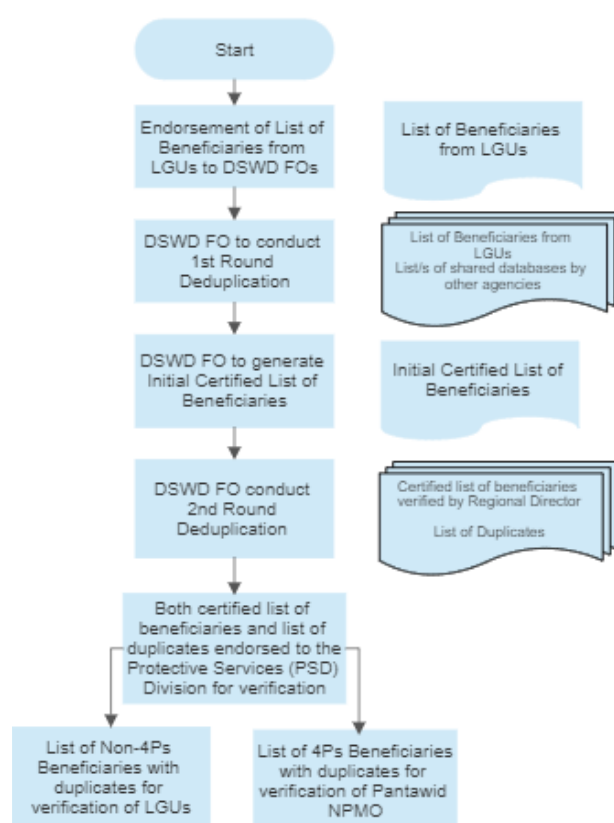
G.1 Field Office Deduplication Process

Figure 2 shows the deduplication process conducted by the FOs. The list of beneficiaries from the LGUs underwent a deduplication process conducted by the FOs’ Information Communication and Technology Management Unit (ICTMU). The ICTMU runs the first round of deduplication using an algorithm. The result of the first round of deduplication generated the initial certified list of beneficiaries. In order to identify additional probable duplicates, a second round of deduplication was conducted based on the initial certified list of beneficiaries. The ICTMU prepared the Certified List of Beneficiaries approved by the

Regional Director. Both the certified list and list with duplicates (breakdown as to Non-Pantawid and Pantawid beneficiaries) were endorsed to the Protective Services Division of the FOs for verification.

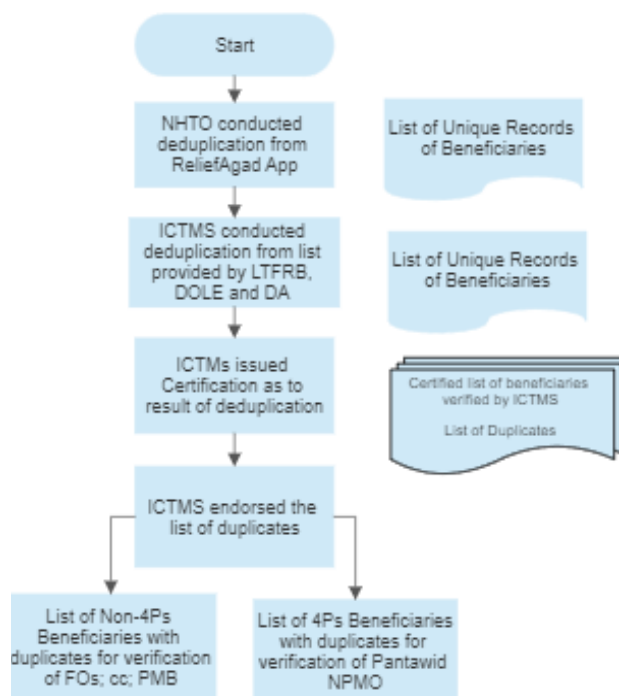
1. Non-4Ps Beneficiaries. The FOs endorsed the list with duplicates to the LGUs for verification if the duplicated beneficiaries were one and the same. The LGUs were required to return the verified list for processing of payment.
2. 4Ps Beneficiaries. The FOs endorsed the list with duplicates to the 4Ps NPMO for further verification and actions pursuant to Financial Management (FM) Guidelines No. 12, Series of 2020, as amended by FM Guidelines No. 17, Series of 2020.

Figure 2. Process Flow of Decentralized Deduplication of SAP-ESP Beneficiaries



G.2 Central Office Deduplication Process

Figure 3. Process Flow of Central Office Deduplication of SAP-ESP Beneficiaries



The DSWD Central Office, through Information and Communications Technology Management Service (ICTMS) and National Household Targeting Office (NHTO) continued to perform deduplication activities for ReliefAgad Records and shared lists of LTFRB, DOLE or DA.

The NHTO facilitated the deduplication of beneficiaries' records uploaded through the "ReliefAgad" System. The unique records from the "ReliefAgad" system were considered eligible for payment and prioritized for digital payment options. Meanwhile, the deduplication of beneficiaries from the list provided by either the LTFRB, DOLE or DA was performed by the ICTMS in order to facilitate processing of payment at the Central Office level. The ICTMS issued the certification as to the result of the deduplication made.

Moreover, the ICTMS endorsed the list with

duplicates for non-4Ps beneficiaries to the FOs, copy furnished the Program Management Bureau (PMB). The list with duplicates for 4Ps beneficiaries was endorsed to the 4Ps NPMO for further verification and action pursuant to FM Guidelines No. 12, Series of 2020, as amended by FM Guidelines No. 17, Series of 2020.

H. Monitoring and Reporting

Considering the enormity of the DSWD mandate under Bayanihan 1 and Bayanihan 2, an Agency Operations Center (AOC) was created at the DSWD Central Office to serve as a command facility that monitors and coordinates the implementation of the SAP-ESP.

The Agency Operations Center (AOC) served as repository data of SAP-ESP to ensure timely monitoring and evaluation. The AOC operates 24/7 to monitor and coordinate the Department's implementation programs during the ECQ, specially on tracking the implementation of the Emergency Subsidy program. The AOC prepared daily reports on the implementation of ESP programs in compliance with Republic Act No. 11469 or the Bayanihan to Heal as One Act.

The AOC performed the following specific functions: (1) served as a command and control facility for the DSWD Secretary and Executive Committee (EXECOM) to monitor and coordinate the implementation of the SAP-ESP; (2) served as point of coordination and collaboration with other national government agencies such as, but not limited to, the Department of Labor and Employment (DOLE), Department of Trade and Industry (DTI), Department of Agriculture (DA), Department of Finance (DOF), Department of Budget and Management (DBM), and Department of Interior and Local Government (DILG); (3)

consolidated the physical and financial reports of the involved DSWD Bureaus, Services, National Program Management Offices and Field Offices on the implementation of the SAP-ESP; and (4) operated the DSWD hotline numbers to respond to queries from clients on various concerns regarding the SAP-ESP.

The AOC was supervised by the Undersecretary for Social Welfare and Development and composed of a Director and core teams for reporting, coordination and client support.

Accordingly, the creation of the AOC at the DSWD Central Office was adopted at the DSWD Field Offices; hence, the creation of the Regional AOC. Moreover, the following institutional arrangements were implemented along the SAP-ESP monitoring and reporting:

DSWD Field Offices

- Ensured the submission of daily reports;
- Established the Regional AOC; and,
- Submitted weekly summary of grievances received and actions taken to the AOC.

Policy Development and Planning Bureau

- Collaborated with the AOC for the development of monitoring forms;
- Coordinated with offices on submission of reports about other COVID-related programs;
- Coordinated with the Social Marketing Service and Information and Communications Technology Management Service in the development of dashboards; and
- Coordinated with the Office of the President-Presidential Management Staff for any additional reportorial requirements (i.e., daily agency reports, bimonthly

reports on COVID-related expenditures and monthly reports on Bayanihan 2).

Program Management Bureau, Sustainable Livelihood Program-National Program Management Office, Pantawid Pamilyang Pilipino Program-National Program Management Office, and Disaster Response Management Bureau

- Ensured that issues and concerns raised by the Field Offices are reviewed and acted upon; and,
- Provided the needed technical assistance to the Field Offices, as needed.
- Provided list to City/Municipal Action Team (C/MATs) for validation as to location, eligibility and those that already received other SAP assistance prior to facilitation of payroll list
- Conducted duplicity checking and name-matching of the SAP beneficiaries' list
- Created internal monitoring in updating the statuses of submissions and payments for the beneficiaries
- Regularly reported to PDPB and AOC
- Provided updates in Pantawid Pamilya Information System (identified moved-out members, etc.)

Information and Communications Technology Management Service

- Provided information communication technology equipment needed the effective and efficient operation of the AOC;
- Developed a Geographic Information System map and DSWD Dashboard;
- Provided technical assistance to the AOC on the use of dashboard; and
- Enhanced the dashboard based on updated templates, as needed.

The reports collected and consolidated by the AOC – from the Regional AOC – are provided to

the DSWD offices concerned for information and reference in program monitoring and reporting.

V. COMPARATIVE ASSESSMENT OF EMERGENCY SUBSIDY PROGRAM IMPLEMENTED BY OTHER COUNTRIES

Member countries of ASEAN adopted COVID-19 emergency subsidy program in the form of cash assistance. Cash assistance was provided at the individual level. Below is the summary of emergency subsidy program implemented by selected ASEAN countries:

Table 19. ASEAN Countries Emergency Response for COVID-19 Pandemic

Country	Program Description	Beneficiary	Amount	Timeline
Brunei Source: Ministry of Finance and Economy, Brunei Darussalam	Granting of financial assistance to the three groups of employees in the private sector.	Those who are placed on unpaid leave for more than seven (7) days either due to the impact of the COVID-19 pandemic on the company or being issued a Quarantine Order by the Ministry of Health. Self-employed or freelancers with earning a basic monthly salary of B\$1,500.00 and below.	B\$250.00 (P 9,437.51) per month for employee who is single; B\$250.00 (P 9,437.51) per month for those who are married and B\$50.00 (P1,887.50 per month for each dependent including the recipient's spouse and up to four (4) children under the age of 18 years old and are not receiving any other allowances from the Government such as student allowances and welfare allowances. Applications for such assistance can only be made by either one of the parents or by the guardian.	September to December 2021
Cambodia Source: Vantha, 2020	Cash support to factory workers in the garment industry and tourism workers who lost their jobs due to the pandemic	Factory workers in the garment industry, and tourism workers who lost their jobs due to the pandemic	\$70 or P3,670.00 each for factory workers \$40 or P2,097.14 each for tourism sector workers	December 2020 to March 2021
Indonesia Source: Medina, 2020	Support for consumer spending under the National Economic Recovery Program	Laid-off workers and vulnerable households	Total budget of US\$11.6 billion (P 6.08 trillion) for social programs Family Hope Program (educational and health facilities) Staple Food Program Pre-Employment Program	

Country	Program Description	Beneficiary	Amount	Timeline
Lao-PDR Source: International Monetary Fund, 2021)	Provision of cash allowances	Poorest, 6,000 low-income earners and informal sector workers who have lost income due to the pandemic and suffer extreme financial hardship	1.5 billion kip or ₪6,162,911.33 (total allocation)	
	Subsidies to individuals and households	80,000 workers who currently participates in the Social Security Scheme	LAK500,000 or ₪2,052.46 for each worker	
Malaysia Source: International Monetary Fund, 2021)	“Bantuan Prihatin Nasional (BPN)” (One-off cash assistance)	Employees in the private sector, FELDA settlers, farmers, fishermen and small traders 1.5 million civil servants of grade 56 and below, including contract workers 850,000 Government pensioners	MYR10 billion (total allocation) MYR750 million (total allocation)	March 2020
	Social assistance support	120,000 e-hailing drivers Identified vulnerable groups: 1. Persons with disabilities (OKU): 185,713 recipients costing MYR55.7 million 2. Home Help Services: 1,815 recipients costing MYR544,500 3. Registered single mothers: 1,350 recipients costing MYR405,000	MYR425 million (total allocation) MYR60 million (total allocation) MYR108 million (total allocation)	April 2020
Singapore Source: Singapore Government website (gov.sg)	Temporary Relief Fund One-off interim assistance scheme to help Singapore Citizens and Permanent Residents (PRs) who have lost their jobs, or a substantial portion of their income due to COVID-19. COVID-19 Support Grant	<ul style="list-style-type: none"> Temporary Relief Fund Singapore Citizens or PRs aged 16 years and above Loss of job or at least 30% of personal income due to COVID-19 (after 23 Jan 2020) Prior gross monthly household income of ≤\$10,000, or monthly per capita income of ≤\$3,100 Not on ComCare assistance COVID-19 Support Grant Singapore Citizens or PRs aged 16 years and above Unemployed due to retrenchment/contract termination as a result of COVID-19 (after 23 Jan 2020) 	Temporary Relief Fund One-off \$500 cash assistance COVID-19 Support Grant For those who have experienced job loss or presently on involuntary NPL for a period of at least three consecutive months Up to \$800 for 3 months For those who have experienced income loss of at least 30% for a period of at least three consecutive months Up to \$800 for 3 months The Courage Fund	Temporary Relief Fund April 2020 COVID-19 Support Grant April - July 2020 The Courage Fund One-time

Country	Program Description	Beneficiary	Amount	Timeline
	<p>A scheme to help Singapore Citizens and PRs who are presently unemployed due to retrenchment or contract termination, or presently on involuntary no-pay leave (NPL) for at least three consecutive months, or presently experiencing reduced monthly salary of at least 30% for at least three consecutive months as a result of the economic impact of COVID-19</p> <p>The Courage Fund</p> <p>Targeted to help lower-income households whose family member(s) have contracted COVID-19, or are on Stay-Home Notice (SHN), mandatory Leave of Absence (LOA), or Home Quarantine Order (HQO)</p>	<ul style="list-style-type: none"> Involuntary NPL for a period of at least 3 consecutive months (e.g. Mar - May 2020, May - Jul 2020) Experiencing reduced monthly salary of at least 30% for a period of at least 3 consecutive months (e.g. Mar - May 2020, May - Jul 2020) Prior gross monthly household income of ≤\$10,000, or monthly per capita income of ≤\$3,100, prior to unemployment, no pay leave or income-loss Live in a property with annual value of ≤\$21,000; not own more than one property Not on ComCare assistance Have not applied or received the Self-Employed Persons Income Relief Scheme (SIR) Have not commenced the SGUnited Mid-Career Pathways-Company-Training (SGUP-CT) or the SGUnited Skills (SGUS) Programme Not a Full-time National Servicemen (NSF) or intern Previously employed as full-time/part-time permanent or contract staff Agree to actively participate in job search or attend a training programme under Workforce Singapore (WSG) or the Employment and Employability Institute (e2i) Unemployed applicants need to provide supporting documents of their job search and training efforts <p>The Courage Fund</p> <ul style="list-style-type: none"> Households with at least one Singapore Citizen or Permanent Resident whose family member(s) have contracted COVID-19, or are on SHN, mandatory LOA, or HQO Loss of complete or partial (at least 10%) household income due to COVID-19 Prior household income of \$3,900, or per capita household income of \$1,350 ComCare clients may apply 	One-time lump sum of up to \$1,000 (depending on the household's per capita income after being affected by COVID-19)	
Vietnam Source: Tilleke & Gibbins, 2020	Financial support given to employees and employers in difficult circumstances	Employees working under labor contracts who have had to agree with their employers (which, due to the COVID-19 pandemic, do not have sources of income to pay salaries) to suspend their contracts or take unpaid leave for a period of one month or more.	USD 43 to 70 per month	April to June 2020

Country	Program Description	Beneficiary	Amount	Timeline
		Employees whose labor contracts are terminated and are not eligible for unemployment insurance, and employees working without a labor contract who lose their jobs.		
Thailand Source: Marome & Shaw, 2021	Monthly Allowance	Low income citizens whose livelihood were affected by the pandemic	THB 5000 (USD150)	April to June 2020

Comparative Beneficiary Experience of Digital Government-to-Person (G2P) Payments.

In January 2022, the Innovations for Poverty Action (IPA) conducted a study of consumers' experience with digital cash transfers from the Philippines, Colombia, and Bangladesh to support policy recommendations to improve the effectiveness of Government-to-Person (G2P) payments and future financial inclusion. In an earlier study (IPA, 2022), it was found that beneficiaries of G2P payment implemented in the Philippines, Colombia and Bangladesh were satisfied, however, this did not translate to wider account usage.

The study also revealed that prior to the receipt of payment, beneficiaries had low rates of financial inclusion, very few had existing deposit accounts and most received all income in cash. Many beneficiaries reported long waiting times at their withdrawal points and reported experiences varying across demographic characteristics, financial service providers, and financial and digital literacy. Official communication and training on how to use the benefit account were limited. In the Philippines, only 16 percent knew they were given a deposit account for their payment. In Bangladesh and Colombia, most knew they were given an account but were unaware that they could use it for any purpose other than withdrawing their payment. In all three countries, the majority of beneficiaries withdrew their full benefit in a single transaction and did not leave a balance. In

Colombia, most beneficiaries immediately cashed out either because few merchants accept digital payments or because beneficiaries were unfamiliar with using mobile money as a form of currency (IPA, 2022).



A beneficiary withdraws the financial assistance provided during the SAP Second Tranche through a partner-outlet of a financial service provider.

Table 20. Comparative Beneficiary Experience of Digital Government-to-Person (G2P)

Program Characteristic	Philippines	Colombia	Bangladesh
Interventions	Social Amelioration Program	Compensacion de IVA- a VAT compensation benefiting one million poor households who were already part of other existing cash transfer programs	Cash payments to the most Vulnerable
Disbursement Method	Digital account and manual cash outs	E-wallet and manual cash outs	Round 1 & 2: Bank accounts Round 2: Mobile money wallets
Transfer type	COVID-specific, unconditional cash transfer	Not COVID-specific, unconditional cash transfer	Not COVID-specific, unconditional cash transfer
Survey type	Quantitative survey, random sampling; Sample size: 5,000	Qualitative interviews; Sample size: 32	Quantitative survey, random sampling; Sample size: Round 1: 5,039 Round 2: 3,122
Awareness of the Program	Awareness among respondents about the key aspects of the SAP was high. All respondents knew SAP was a government aid program and 66 percent were aware that the DSWD was the implementing agency (IPA, 2021).	Most respondents knew about the program, but typically only after they were enrolled and received the first payment. Many respondents did not understand eligibility requirements and some thought the program was based on a lottery system. Further, many thought their benefit was directly tied to their household-level expenditure on VAT, rather than the average VAT for their income bracket (IPA, 2022)	Beneficiaries in Bangladesh were aware of the program's general features, but lacked knowledge of the specifics. For example, only 19 and 29 percent ¹ understood that notification of disbursement would occur via SMS, but 89 percent depended on local communications networks to get details on the timing of disbursements (IPA, 2022)
Understanding of the Digital Distribution Methods and Functionality of Digital Accounts	Awareness about the financial service provider and the account provided was low. Only 31 percent of the respondents correctly recall the name of the financial service provider that dispersed the emergency subsidy and only 16 percent had awareness that an account had been created for them (IPA 2021, p.2) Most beneficiaries preferred to immediately cash out their benefits (IPA, 2022).	In Colombia, beneficiaries had varying experiences with the mobile money platform used to disburse payments. Some respondents had difficulty downloading/ activating their accounts while others reported that they were generally comfortable and pleased with the system as they previously used prior to the government cash transfer. Internet connectivity was also an issue that interfered with the platform's effectiveness particularly in rural areas (IPA, 2022).	Given the high awareness and understanding of Bangladesh beneficiaries that payment would be disbursed via mobile or bank account, low literacy level and lack of mobile phone ownership hindered their ability to easily access their cash transfers (IPA, 2022).

¹ Statistics from Bangladesh are presented in the brief as two numbers representing findings from two (2) survey rounds.

Program Characteristic	Philippines	Colombia	Bangladesh
Withdrawal Experience	Majority (90%) of SAP-ESP beneficiaries reported high satisfaction with the withdrawal experience and almost all withdrew the whole SAP benefit and did it in just one transaction. Further, majority experienced no reported difficulties in their SAP withdrawal (63%) and the average time spent in the queue to receive payments was about an hour and the withdrawal fee was about US\$1 (IPA, 2022)	Majority of beneficiaries in Colombia cashed out their cash transfers immediately because of the limited number of merchants accepted mobile money. As a result, many experienced long queue times-some waiting for as long as two hours. Technical issues with the mobile money app also delayed the transfer, including fund transfer to inactive accounts. These issues were more pronounced for older and rural beneficiaries (IPA, 2022).	Majority (90%) of beneficiaries were able to receive their benefit in one trip and withdraw their benefit immediately. Common challenges experienced during the withdrawal process are negative attitude of staff at cash points, long waiting times and unexpected fees or a "tip" on average USD 0.40- USD 0.20 (IPA, 2022)
Account Usage	As mentioned, most of the respondents were inexperienced with formal financial services and the channels to access the subsidy. While 82 percent of beneficiaries know where the nearest bank is, only 9 percent had access to an active bank account (IPA, 2020).	Mobile money app was more difficult in remote areas with weak or unstable cellular connection. Benefits of mobile money are not always perceived by households and none of the interviewed individuals reported purchasing goods or services with mobile money (IPA, 2020)	Majority of those receiving benefits in a bank account (99%) cashed out the full benefit immediately after receiving payment. Most of them said they needed the money immediately while about 5 percent were unaware that they could leave their money in their account (IPA, 2022).

Digital financial services offer promising opportunities for greater financial inclusion among beneficiaries of social protection programs. Making G2P payments digitally, if executed well, can be a useful to hasten the delivery of government assistance. However, challenges remain in terms of ensuring adequate digital and financial infrastructure, especially in GIDA, and fostering greater awareness of available financial services and how to use them. With further interventions to invest in digital payment ecosystems and encourage account usage, beneficiaries could access formal financial services that are previously out of their reach. To improve the effectiveness of digital G2P payment, stakeholders may want to consider: (1) improving communication; (2) establishing effective and inclusive complaints and redress channel; (3) expediting the withdrawal process; (4) improving the digital and financial services ecosystems; (5) having better coordination between government and private sector; and (6) collecting data on consumer experience (IPA 2022, p. 5-6).

VI. EVALUATION PERFORMANCE

Socio-economic Impact of the COVID-19 Health Crisis and the Enhanced Community Quarantine Mitigated. The COVID-19 pandemic has not only created an unprecedented health crisis but also triggered economic downturns in the Philippines. The mobility restrictions affected workers and businesses that resulted in income declines among Filipinos, most especially the vulnerable sectors. Without the introduction of the SAP benefit, an immediate result of the mobility restriction was the increase of poverty incidence. Albert et al simulated the effect of pandemic in income using data from the 2018 Family Income and Expenditure Survey (FIES). As observed, the proportion of poor Filipinos can increase by 2.4 percentage point from 16.8 percent in 2018, with an income contraction of 5 percent across the income distribution, or in worst-case scenario of a 20 percent income contraction, they predicted 66 percent increase in the share of the population living below the total poverty line, from 16.8 percent in 2018 to 28.0

percent. The emergency financial subsidies such as the SAP and small business wage subsidies helped curb the impact of the COVID-19 pandemic by preventing about four million Filipinos from slipping into poverty (Albert et.al, 2020).

Emergency Subsidy Augmented Income of Affected Families Enabling them to Cover Essential Needs. According to the DSWD-World Food Programme Study, about 1 in 3 households has experienced some form of deprivation at the time of the COVID-19 pandemic. The level of deprivation was derived from the multidimensional deprivation index that was generated by looking at the health, food security, living condition and well-being status of the households. For households that received cash assistance, most of them used the money primarily to buy food. Thus, food consumption among SAP beneficiaries is higher as compared to non-SAP beneficiaries. However, among SAP beneficiaries, one (1) percent of the respondents still experienced poor food consumption while two (2) percent among non-SAP households had poor food consumption (DSWD & UN-WFP, 2020).

Among those who received assistance through the government's SAP, the proportion of households using negative coping strategies was lower by two (2) percent compared to non-SAP beneficiaries. Negative coping strategies derived from the series of questions regarding the households' experience with livelihood stress and asset depletion during the onset of COVID-19 lockdown.

Social Amelioration Programs Efficiently Delivered. Digital payments offer a fast and transparent way to distribute cash aid to households that have been economically hard-hit by the pandemic. The DSWD partnered with 6 financial service providers (FSPs) on the second transfer of SAP-ESP. Recipients were assigned to certain FSPs to collect payments through temporary digital financial accounts (mobile money or bank account, depending on the provider). Afterward, these accounts could

be potentially converted to verified accounts to access all financial features. The objective of the introduction of digital payments was to speed up the process and reduce the risk of contracting COVID-19 during delivery. In the study conducted by IPA titled "Monitoring Digital Financial Payments of Cash Transfers in the Philippines" between February and April 2021 among recipients from four Regions (III, IV-A, V, VII) who received payments through FSPs' digital channels, results revealed that digital cash transfer recipients were generally satisfied with their withdrawal experience, however, account awareness and use among them remained low. Awareness about the financial service provider and the account provided was very low. Only 31 percent could correctly recall which financial service provider disbursed their transfer and only 16 percent had awareness that an account had been created for them. Of this number, 58 percent said they could use the account for other financial services, and 38 percent reported having used other financial services (e.g., receiving or sending remittances and paying bills). This lack of awareness and adoption of accounts limits the impact on furthering financial inclusion. A majority (90 percent) reported high satisfaction with the SAP withdrawal experience. Almost all withdrew the whole SAP amount (99.8 percent) at the time of the survey, with 93 percent doing it in just one transaction. Furthermore, a majority experienced no difficulties in their SAP withdrawal (63 percent). The average time spent in the queue to receive payments was about an hour, and the average withdrawal fee was about USD 1.00. Although account awareness remained low, the creation of financial accounts for these underbanked beneficiaries presents an integral milestone in increasing financial inclusion amongst the poor. If further interventions were implemented to raise awareness and encourage account use, recipients could have greater access to formal financial services that were previously out of reach. Collaboration between the government and the financial services providers would mean a) standardizing the onboarding and account processes, b) developing communication

strategies to support usage, and c) supporting efforts to improve digital financial literacy could support this transition. The DSWD recognizes the importance of increasing access of the poor to financial services that will further help the delivery of cash subsidy. The government must continue to invest in IT infrastructure and intensify partnership with FSPs to align with the goal of the National Strategy for Financial Inclusion.

Given the various mode of implementation of SAP-ESP in the Philippines, Table 21 shows the advantages and disadvantages of different mode of distribution of cash assistance in the Philippine experience.

Table 21. Advantages and Disadvantages of Different Modes of Distribution of SAP-ESP Subsidy

Advantages/ Disadvantages	Direct Release of Funds to LGUs	Digital Payout	Special Disbursing Officer
Advantage	<p>Less accountability for DSWD Offices</p> <p>Reduce the cash management administrative costs such as logistics cost and hiring additional SDOs from the DSWD</p>	<p>A cashless payout is able to reduce corruption because financial transactions are more transparent in the system.</p> <p>Convenience instead of going to direct payout.</p> <p>Documentation for funds transfer can be reduced because transactions are kept in computer networks.</p> <p>Reduce the cash management administrative costs such as logistics cost and hiring additional SDOs.</p> <p>Reduce crime for possible stealing.</p> <p>Save time for implementers</p>	<p>Within the control of the DSWD</p> <p>Can execute payment without applying for banking requirements or documents needed by FSPs.</p> <p>Lack of knowledge of technology among beneficiaries is no longer an issue.</p>
Disadvantage	<p>Possible political interference.</p> <p>Decentralized management of funds</p> <p>DSWD Guidelines may not fully implemented</p> <p>Misinformation about the program due to different interpretation of LGUs</p>	<p>Digital payouts cannot execute payment without working with a smartphone or tablet. Thus, most people must have to carry a backup in the form of cash. Increases the ability for cybercriminals to infiltrate the e-payment system.</p> <p>Possible to access or shut down e-Wallets or mobile banking remotely. Thus, the hacker can break into people's financial accounts.</p>	<p>Limited number of SDOs that may lead to delays.</p> <p>More prone to crime and corruption.</p> <p>Possible mismanagement of funds.</p>

Advantages/ Disadvantages	Direct Release of Funds to LGUs	Digital Payout	Special Disbursing Officer
Disadvantage	<p>Possible mismanagement of funds</p> <p>Hard to monitor the implementation and liquidation</p> <p>More prone to crime and corruption.</p>	<p>Many beneficiaries do not have a smartphone or tablet. Thus, they cannot make financial transactions through e-payment applications like QR code or e-Wallet.</p> <p>Some people lack knowledge of technology, so they are afraid to use a cashless system and prefer the old ways of cash transactions.</p> <p>The e-payment system requires customers to divulge their personal information, thus, payment may lead to a possible data breach.</p>	<p>More accountability for DSWD.</p> <p>Limited workforce to implement.</p> <p>Less efficient and too costly to the Department.</p>

Livelihood Activities of COVID-19 Affected Families Helped to Recover Decreased Income.

According to the DSWD Sustainable Livelihood Program, on the average, the microenterprises of respondents earned a net income of ₱9,718.93 in the pre-pandemic setting. During the pandemic crisis and after LAG was provided, the average monthly net income of the respondents even decreased to ₱6,386.47. When it comes to the household income, from the pre-pandemic average monthly net household income of ₱12,684.54, it dropped by about half at ₱6,523.01 during the pandemic. With the provision of LAG intended to recover the livelihood and income of beneficiaries, the results indicate 37.9 percent increase in overall household income. The average monthly net household income at present was recorded at ₱8,994.13 across regions. When further asked if there have been any changes in their household income after receiving LAG, 5.7 percent said that their household income increased, in which the computed average increase across the six regions was ₱3,060.48. Among the respondents, 60.7 percent stated that they were able to generate savings from the respective established microenterprises, while the remaining 39.3 percent were not. Based on the survey results, the waffle and shake enterprise under wholesale

and retail trade industry classification had the highest reported monthly savings (SLP, 2021).

In terms of acquired or received livelihood assets after the provision of LAG, most common livelihood assets were under the tools/equipment needed for microenterprise category (31.6%), then training/seminar/orientations that they attended to (19.5%), basic accounting skills (14.7%), access to credit loans (6.6%), and business space for the microenterprise (3.6%). Majority of the respondents (56.8%) stated that the assistance exceeded or far exceeded their needs and preferences and some (32.5%) said that it met their needs and preferences. On the other hand, 2.2 percent of the respondents said that the assistance did not meet their needs and preferences since they were not able to sell the purchased goods/products due to declaration of lockdowns and lack of customers (SLP, 2021).

Most of the respondents (13.4%) shared that their LGUs monitored their respective enterprises, immediately followed by those who were provided by financial/cash assistance (12.4%), provided with family food packs (10.3%), oriented on basic enterprise management (8.2%), included in the list

of LAG beneficiaries (8.2%), assisted the SLP staff during the monitoring (7.2%), monitoring through regular/scheduled meetings (6.7%), informing the beneficiaries on the monitoring schedule of the SLP staff (5.2%); reduced the amount for the business permit renewal (5.2%), provision of tools/equipment that can be used in the enterprise (4.6%), among others.

SAP-ESP Strategic Communication Plan was Developed to Serve as Guide to have one Objective Message to Public. To manage the expectations of the public especially in the implementation of the second tranche of SAP-ESP, the DSWD issued SAP-ESP Strategic Communication Plan which was based on the lessons learned from the First Tranche of SAP-ESP implementation and aims to serve as a guide to have one objective and message to the public. Generally, the communication plan aims to raise public awareness on SAP-ESP activities and understand the processes involved in the release of the second tranche. Specifically, the plan aims to: 1) Increase the level of understanding of the public on the SAP-ESP by regularly publishing and cascading clear information materials through various formats and channels for wider reach; 2) Feature success stories focusing on inter-agency partnership, public-private partnership, and how the SAP-ESP subsidies provided to beneficiaries were put into good use; 3) Regain trust and acceptance of the public on SAP-ESP implementation by being more transparent in its process; and 4) Release clear and factual information materials on SAP-ESP which are accessible through various channels/media on a regular basis (DSWD Strategic Communications Group, 2022).

VII. GOOD PRACTICES

The fact remains that while the Philippine government has faced many natural disasters and provided relief and recovery assistance for affected families and individuals, it is its first time to handle a pandemic. It is then worthy to note the facilitating factors and good practices of the SAP-ESP for the current and future implementation of DSWD's social protection programs.

Reyes, et. al (2020) argued that the implementation of the SAP-ESP reduced the number of Filipinos who will become poor to approximately 410 thousand families or 2.82 million individuals. The discussion below summarizes the good practices in the SAP-ESP implementation as identified by the DSWD FOs and documented during the SAP-ESP Performance Evaluation held in February 2022:

1. Planning process. As in other programs and interventions, a results framework for the Social Amelioration Program proved helpful in guiding the NPMOs to quickly respond to the needs of stakeholders. In line with this, an Implementation Plan was also cascaded to the FOs. For the delineation of roles, the creation of teams to oversee specific functions was initiated. The teams include the following:

- Post-Deduplication Team
- Tagging Team
- Grievance Redress Team with integrated GBV lens
- Liquidation Reporting Team
- Liquidation Finance Team
- Reporting Team
- Financial Service Provider (FSP) Focal Person
- SFTP Focal Person
- Establishment of TWG and Small Group

2. Policy Development. With all the guidelines issued by the DSWD to keep up with new directives of external authority, and the identified needs of stakeholders, some FOs were still able to localize the SAP-ESP guidelines and its amendments. This is key to ensuring that all policies are cascaded down to the LGUs. To guarantee accountability, forging of MOA between the LGUs and the DSWD was also initiated. The MOA contained provisions on institutional arrangements and reiteration of processes under the DSWD-issued guidelines on SAP-ESP implementation. What facilitated the issuance of MOA in some LGUs was the advance preparation of documents and MOA template for advance review of concerned parties.

3. Beneficiary Targeting and Registration. The Listahanan database proved useful in implementing social protection programs not just by the DSWD, but by other agencies as well. Realizing the need to quickly arrive with program targets, the Listahanan was used as the baseline of target beneficiaries for planning and budgeting purposes of the Department of Finance.

Following the Bayanihan to Heal as One Act, the 4Ps beneficiaries were automatically considered as SAP-ESP beneficiaries. In addition, the program already has an existing database of its beneficiaries which resulted in a quick beneficiary targeting and distribution of the said subsidy.

4. Partnership. With the need to efficiently deliver the program through engagement with different stakeholders, the orientations and close coordination with the DILG, AFP, PNP, LGU and its LSWDOs, Commission on Audit (COA), Bangko Sentral ng Pilipinas (BSP) and Department of Justice (DOJ) were underscored to be important elements in the SAP-ESP accomplishments. Not only did partnership provide avenues for program and policy enhancements, it also aided the DSWD

in terms of operations. On the other hand, the presence of the Municipal Action Teams (MATs) in LGUs also made a difference in the SAP-ESP implementation.

5. Digital Payments through FSP Partnership. In order to keep up with the increasing demands to fasttrack the payout, digital payments were used to take advantage of high mobile phone penetration in the Philippines. According to the IPA (2021), the reported satisfaction on SAP-ESP through digital transfers was high, and that digital transfers provided beneficiaries a positive financial withdrawal experience. This was done by partnering with Financial Service Providers (FSPs) such as Gcash and Starpay.

The 4Ps beneficiaries of over 3.7M cash cardholders were the very first recipients of the SAP-ESP First Tranche subsidy released as early as April 3 in just three (3) days. The remaining non-cash cardholders received their subsidy afterward as their payout scheme had to be managed and coordinated well with the different LGUs.

6. Creation of a SAP-ESP portal in DSWD Official Websites and Social Media Pages. In line with the strategies under the “We Recover As One”, the DSWD, through the Social Marketing Service, created a COVID-19 portal in its official website and social media pages, containing links and information on SAP-ESP e.g., who is eligible, how to avail the programs, who to contact in times of dispute.

7. Functional Communication Lines at all times. To respond to queries and grievances, designated mobile phone numbers and email addresses were shared to the public. The DSWD FOs also utilized their respective Facebook pages to share updates and announcements as regards the availment of SAP-ESP. It was ensured that the respondents were knowledgeable about the program details.

VIII. ISSUES, LESSONS AND RECOMMENDATIONS

The provision and implementation of SAP-ESP had several issues and challenges in terms of policy development, beneficiary targeting, beneficiary registration, mode of distribution, data management, partnership, liquidation, monitoring and reporting, communication plan, validation/refund, and grievance and appeal mechanism.

A. Various changes on the policy guidelines led to confusion of the LGU implementers. Conflicting policy issuances of the DSWD resulted in different interpretations from the LGUs implementers, including criteria/qualification of beneficiaries. Thus, the DSWD set up grievance desks to address queries and clarifications regarding the program. Given the issues and challenges stated above, herewith are the recommendations along policy development:

1. Conduct benchmarking with other countries and LGUs on their pandemic responses. Given that other countries have some similarities with the context of the Philippines in terms emergency response, gathering of good practices among different countries will further help the Philippine government in reviewing and redesigning existing strategies of its own pandemic response. In addition, some LGUs have demonstrated a remarkable response to the COVID-19 pandemic. Aside from benchmarking good practices, it is also important to conduct community consultation on the response action for COVID-19 to ensure that humanitarian response is more accountable, inclusive, and enabling.
2. Harmonize existing policies that are responsive during the state of national calamity. The government must consider having a general policy in handling pandemics and other disasters since the

Philippines is prone to natural calamities. A general policy would not be too restrictive for the DSWD and other implementing agencies to allow changes if need be. In cases where specific provisions are warranted, supplemental memorandum circulars can be issued and annexed to the general guidelines. Furthermore, in the process of policy development, it must be ensured that consultative processes are conducted with concerned stakeholders such as the different levels of implementers and civil society groups. It is also integral to include the important elements of policy implementation, including risk assessments in order to identify significant risks that may hinder the achievement of the policy and program objectives. This is also important in the identification of existing controls for both legal and financial aspects. Orientation and cascading of policies must be conducted for uniform understanding and interpretation.

B. Existing Social Protection Strategies Need to be more Flexible in the Context of Emergency Response. Some vulnerable sectors were ineligible to avail the SAP-ESP such as those individuals living alone and retired pensioners with meager pension. As a result, the FOs tapped other programs or used other forms of assistance available at the LGU level for ineligible individuals e.g., provision of family food packs, AICS and other social assistance. The lack of a clean list of beneficiaries from the Barangays was also a challenge during program implementation. This was resolved by reiterating the use of Listahanan 2 as a baseline target of beneficiaries and the issuance of Guidelines on Deduplication Procedures in line with the provision of emergency subsidy. There were also minor issues encountered in terms of beneficiary registration such as the mismatch of the SAP-ESP recipient's name in the ID and SAC form as well as the misspelled name in the payroll. Thus, the SAC uploading application was made available

as well as the certification of “one and the same person” from the barangay. Grievance staff closely coordinated with the FOs ICTMU for the details/status of beneficiaries addressing the non-inclusion issue. Given the issues and challenges stated above, hereunder are the recommendations along beneficiary targeting and registration process:

1. Expand, Modify or Improve Existing Social Protection Response. For emergency response, it is more strategic to expand, modify or improve current/existing social assistance programs with established implementation processes rather than creating new programs and introducing new mechanisms for implementation (Reyes, et.al, 2020). The issue of exclusion error of other potential beneficiaries can be addressed by expansion or adjustment of existing beneficiary identification mechanisms with workable validation mechanisms.
2. Maximize the existing information systems available in the Department to temporarily address the duplicates. Given the issue of fragmented information in the DSWD, there is a need to intensify the effort to harmonize the available information system on social protection. The DSWD Unified Beneficiary Database Project is one of the attempts to invest in digital infrastructure for social protection. The ongoing development of the UBD Project in coordination with PhilSys will help address the inconsistency in beneficiary information and will allow beneficiaries to be verified and enrolled in a timely and reliable manner. Furthermore, the shift to the use of digital platforms and technologies will help make Government’s social protection programs more efficient and adaptive. The UBD Project can be further expanded to integrate social protection programs of other agencies including the social assistance and emergency response implemented during community lockdown.
3. With the enactment of RA No. 11315 or the Community-Based Monitoring System Act, the appropriate national government agencies including the DSWD shall have access to and use the data collected by the CBMS. This is imperative in prioritizing timely, relevant, and much-needed social protection programs of the government in the identified areas with the highest poverty incidence. Although the DSWD has no full control over the implementation of CBMS, it may support the timely delivery of updated data to serve as a reference point in identifying potential beneficiaries of future social protection assistance. The DSWD, PSA and DILG may push for the issuance of a Joint Memorandum Circular to ensure synchronized data collection on CBMS every three (3) years with the necessary financial and technical assistance. In addition, the DSWD may intensify the inclusion of CBMS in mainstreaming social protection in the local development process including the current effort to implement the social protection statistical framework and institutionalizing medium-term social protection plan. It would also be facilitating if the Implementing Rules and Regulations of the CBMS law will be amended to include the DSWD as one of the major implementing agencies.
4. Improve the Available Administrative/ Program Specific Data. The SAP-ESP has an existing Results Framework with identified Outcome and Output Indicators, however there is still absence of assessment tools and limitation on other information crucial to program implementation. The DSWD needs to further intensify the capacity of its offices along the Results-Based Monitoring and Evaluation System. Prior to the full implementation of the program, there must be a clear assessment tool that will capture the program’s outcome indicators, a reporting template that will gather significant

information (outcome and output data), and more granular data for DSWD regular reporting to the concerned government agencies.

5. Forge a Data Sharing Agreement with other National Government Agencies and Private Companies that Handling Beneficiary Level Data. The absence of an available Unified Beneficiary Database of all government agencies (i.e., DOLE, DA, SSS, GSIS, Private Insurance Company, DTI, etc.) that will be used for the deduplication process can still be addressed if there is a readily available data sharing agreement that can be accessed anytime.

C. Delayed distribution of cash subsidies and lack of access to financial service providers (FSPs) were the major challenges in terms of mode of distribution.

Despite this, the DSWD was able to mobilize human resources and intensify the role of LGUs Quick Response Team. The DSWD also engaged the DILG to follow up the LGUs in the completion of the SAP-ESP distribution and in the harmonization of payouts to maximize time of the staff and reduce their exposure. Additionally, the DSWD strengthened its information dissemination to ensure the presence of beneficiaries during payouts. On the other hand, issues and challenges were encountered as the DSWD transitioned to FSPs. For instance, FSPs were overwhelmed by the volume of beneficiaries with no mobile numbers. This was closely coordinated with the FOs and the LGUs to firm up schedules of mobile payouts to complete the distribution. Similarly, FSPs responded to the overpriced fees they charged by returning the excess fees (beyond ₱50.00) to SAP-ESP beneficiaries. The SAP-ESP Small Working Group also held several meetings with the FOs and FSPs to finalize and strictly implement the agreed payout schedules. For the cash cards rejected due to purged accounts, these were validated and communicated to the Land Bank of the Philippines

(LBP) for the crediting of the updated/issuance of new Europay, MasterCard and Visa (EMV) accounts. Given the issues and challenges discussed, below are the recommendations along mode of distribution:

1. Need to increase access of the poor to financial services. It is necessary to intensify the partnership of DSWD with BSP and FSPs aligned with the intention of the Philippine National Strategy for Financial Inclusion to increase the accessibility of the poor to financial services. The MOA with FSPs may include additional provisions on their participation in enrollment of beneficiaries in digital banking with flexible documentary requirements and data entry of beneficiaries digital and traditional banking transactions. There must be a policy to be developed including the waiving of transaction fee charges and security measures aligned with the risk assessment to be conducted.
2. Transform Social Protection Delivery in the Country through Philsys. Reiterating the importance of full implementation of PhilSys for timely delivery of social assistance is a learning of the DSWD in the onset of community restriction. Prompt delivery of ESP, especially in times of crises and shocks is very vital in order to lessen any impact to the well-being of families. The Philippines needed a massive expansion of social protection coverage and delivery to mitigate the impact of pandemic. Countries that already had good and inclusive digital infrastructure (including internet connectivity, digital identification, digital payments and integrated data ecosystems) were better equipped to quickly adapt their social protection programs to meet urgent needs. They also fared better in maintaining continuity of services when in-person interactions could be moved online. Fortunately, the Philippines is moving to address digital infrastructure gaps, including

the development of the PhilSys. The DSWD will be the first agency to utilize the secure biometric and Short Messaging Service-based identity authentication offered by the PhilSys to uniquely identify and verify its beneficiaries. Adopting PhilSys will enable the DSWD to further accelerate its digital transformation. By automating verification and business processes for its programs and services, the DSWD will be able to improve the impact while reducing the costs of social protection programs. The PhilSys will assist with identifying and removing ghost, duplicate and deceased beneficiaries to address leakages, fraud and corruption, and will thus boost transparency and public trust.

3. Capability of FSPs needs to be evaluated. The conduct of monitoring and evaluation studies focusing on participation of FSPs in the provision of assistance to DSWD clients must be regularly conducted. The assessment of FSPs must cover the aspect of legal compliance, capacity of coverage, operational capacity, experiences in handling cash transfers and cost of service, and transaction financial process.

D. The number of SDOs was limited which resulted in multiple cash advances. For the distribution of SAP-ESP subsidy, all FOs identified a set of possible staff as SDOs. Due to the limited number of SDOs, there was slow compliance with the liquidation of cash advances. This process is vital to be able to request for cash advances again. To resolve this concern, the Financial Management Service Accounting Division for Regular Program (FMS-ADRP) initiated the preparation of liquidation reports based on the details of paid beneficiaries uploaded to Secure File Transfer Protocol (SFTP). Based also on various reports from FOs, the security of SDOs during the handling and release of funds was at risk. Given these, the following are the recommendations along liquidation and security

of SDOs:

1. Continue the improvement of the Government to Person (G2P) social protection payment through Digital Financial Ecosystem. The limited number of SDOs will be successfully addressed with the continued engagement of the digital FSPs. Drawing on the lessons learned from the pandemic, governments, donors and other humanitarian groups have an opportunity to improve delivery and reduce consumer risks through end-to-end program design, clear accountability across multiple service providers and beneficiary-friendly redress systems.
2. For beneficiaries residing in GIDA, the Government must intensify partnership with other Money Service Businesses (MSBs) such as M Lhuillier and Palawan Express to minimize the employment of SDOs. As a last resort, the DSWD may continue the transfer of funds to LGUs with good liquidation records as an alternative efficient way of providing services to beneficiaries.
3. Devise a plan for the escalation of security procedures or protocols for the prevention of loss of funds, especially in times of national/ local emergencies. If possible, the DSWD must establish security units in the FOs such as the Composite Fraud Teams composed of members of the Crisis Intervention Section and Legal Units who will conduct random checks.

E. Encoding of paid beneficiaries to the SAP-ESP AOC monitoring system was slow. Aside from this, it was also observed that changing the timeline of submission or deadlines of reports affected the data quality of the list submitted by LGUs in terms of monitoring and reporting. As such, the DSWD created a team at the regional and SWAD level to focus on the encoding and

submission of reportorial requirements. Moreover, the Agency and Regional Operation Centers were established to serve as the lead in monitoring SAP-ESP implementation. In view of these, hereunder are the recommendations along monitoring and reporting:

1. Improve the current monitoring system of SAP-ESP AOC. The current system of AOC is limited to only using Google excel and reflects only the consolidated statistics of LGUs client served. With the available ICT infrastructure, the existing database must ensure major features supported or required by the offline applications with ability to sync with the online database. The data reporting must capture individual level data for consolidation of city/municipality, provincial, regional and national data.
2. For partnership transactions with FSPs, the DSWD must ensure that these service providers have an interoperability system that can sync to the main database (to be handled by the DSWD).

F. Poor communication channels were seen particularly at the LGU level. The development of SAP-ESP Strategic Communication Plan was a vital process in program implementation to ensure that the DSWD is communicating objective messages to the public. However, poor communication channels were seen particularly at the LGU level. Low coordination with external partners in the propagation of core messages was also observed. In the DSWD Central Office, one of the issues identified was the lack of monitoring of the communication plan. A Strategic Communication Group (SCG) was established to address these problems. One of the tasks of the SCG was to establish a good relationship with FSPs in the preparation of core messages on digital payments. This was operationalized by establishing partnership with Private and Public Communication Channel (e.g.

SMART Communication, Globe, Phil Information Agency and other media groups). Regular meetings with LSWDOs and Regional Inter-Agency Task Force were also conducted to discuss SAP-ESP concerns, and recommend resolutions and strategies. Given the issues and challenges stated above, hereunder are the recommendations along the communication plan:

1. Intensify partnership with Private and Public Communication Channel for information dissemination. Disinformation can be further strengthened by engaging the private and public communication channel. Digital platforms can be further maximized during the information campaign. In addition, the government should invest in tools that identify fake news to improve online accountability.
2. Institutionalize the Strategic Communication Group within the Department.

G. In terms of validation and refund, there was no refund mechanism for persons who wrongfully received the SAP-ESP under digital payment. This can be attributed to the ineligible beneficiaries identified in the barangay level based on the validation and assessment of C/MSWDOs and DSWD staff. However, the validation process was also seen as slow in determining the qualified SAP-ESP Second Tranche beneficiaries. As a response, the DSWD conducted reconciliation meetings with FSPs, strengthened the investigation for proper determination of possible administrative, civil and/or criminal liability, including the refund of the subsidy, and developed validation tool (i.e., SAC Regional Validation System). However, there is also a need to establish a duplicate scanning system (e.g., FO III DUPSCAN; standard validation process). Given the issues and challenges stated above, hereunder are the recommendations along validation/refund:

1. Issue a policy to cover mechanisms, criteria, financial processing or platforms of collection and legal proceedings in order to collect/recover SAP subsidies from non-4Ps beneficiaries who have overpayment and received multiple subsidies.
2. Create a team and/or committee who will be responsible for coming up with strategies which will resolve the above mentioned cases.
3. Consider forging a MOA with DILG that would focus on identification, validation and collection.

H. Numerous grievances were received in relation to their eligibility to the program.

Moreover, citizens are sending both private and public messages inquiring/questioning the identification of eligible beneficiaries. Coordination meetings were then conducted between the DSWD and DILG to resolve grievances against erring officials of barangays/LGUs on some irregularities in the selection of beneficiaries and splitting of the cash subsidy. Frequently Asked Questions (FAQs) for grievances were also regularly updated, cascaded and shared at the DSWD Facebook account. The DSWD also conducted information campaign drives through local broadcast networks (CLTV 36) and their respective Information Offices about the SAP-ESP. In response to these, below are the recommendations along grievance and appeal system:

1. Establish an interactive Grievance Redress Mechanism Between the Beneficiaries and Government. It is essential to make it easy for beneficiaries to report grievances. Thus, a team of staff must be dedicated to read through grievances and to address the ones which require immediate attention. The grievance mechanisms must be in the most cost-effective and efficient manner. Grievance redress mechanisms must be easily scalable from national, regional and

LGU levels.

2. Establish referral systems of available programs and services being offered by different government agencies. The issue of exclusion from SAP-ESP can be further addressed by connecting different programs and services of the government to more easily create referral systems for people to access them. In addition, FAQs for grievances must be regularly updated and cascaded to LGUs. The grievance mechanism should also provide emphasis on extensive checking/monitoring to ensure that the root causes of grievances will be addressed properly.

I. The pandemic and the implementation of SAP have taken a toll on the mental health of internal staff and LSWDOs.

This can be attributed to the lack of risk management in the new modalities as well as its integration in the planning process. As a response, the DSWD provided psychosocial support to the LSWDO and DSWD internal staff and came up with measures to mitigate the risks. Given the issues and challenges stated above, hereunder is the recommendation along organizational strengthening:

Draft a policy for internal staff which will include the following measures:

1. Provision of support and assistance (i.e., mental health services, cash assistance and alternative work arrangement);
2. Strengthening of the implementation of Occupational Health Safety Protocol in workplace; and
3. Institutionalization of hazard pay for all employees exposed to hazards at various levels.

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Table 22. Chronology of Major DSWD SAP-ESP Policy Issuances

DATE	ISSUANCE	TITLE	OBJECTIVE
30 March 2020	Memorandum Circular No. 04, Series of 2020	Special Guidelines on the Provision of Social Amelioration Measures by the Department of Social Welfare and Development to the Most Affected Residents of the Areas Under Community Quarantine and Continuation of the Implementation of the Social Pension for Indigent Senior Citizens and the Supplementary Feeding Programs	Provide guidance on the implementation of AICS, FNI, and LAG, as interventions to aid in the provision of basic necessities, amelioration and recovery of the target beneficiaries who are deemed to suffer the greatest impact of the implementation of community quarantine; and Adopt scheme(s) that will expedite the distribution of stipend to Socpen beneficiaries and the implementation of SFP during the implementation of community quarantine
31 March 2020	Memorandum Circular No. 05, Series of 2020	Supplemental Guidelines to Memorandum Circular No. 04 Series of 2020 on the Provision of Social Amelioration Measures by DSWD	This supplemental guideline is being issued to clarify the provision of emergency subsidy to 4Ps households. Particularly: (1) Identify the 4Ps households eligible to receive the emergency subsidy; (2) Prescribe the amount of emergency subsidy per region based on the amounts indicated in MC 04, series of 2020 and in consideration of their cash grants and rice subsidy; (3) Clarify “expanded and enhanced” Pantawid Pamilyang Pilipino Program
31 March 2020	Memorandum Circular No. 06, Series of 2020	Supplemental Guidelines for Memorandum Circular No. 04 Series of 2020 on the Provision of Social Amelioration Measures by DSWD to provide further Guidance on the Provision of AICS to the most affected residents of the areas under community quarantine	The supplemental guidelines is issued to provide further guidance on the implementation of emergency subsidy through the DSWD’s AICS. Specifically, it will: a) Provide clarification on the procedures in the transfer of AICS to the LGUs; and (b) Prescribe the amount of emergency subsidies that may be provided on a regional basis.
03 April 2020	Memorandum Circular No. 07, Series of 2020	Amendment and Supplemental Guidelines to Pertinent Provisions of Memorandum Circular Nos. 04, 05 and 06 Series of 2020	As emphasized in RA No. 11469, the low-income households shall be given emergency subsidy. Based on MC n. 04, series of 2020, the target beneficiaries include informal economy workers, which shall cover “Fisherfolks and “Other Vulnerable Groups” as part of the enumeration. For the purposes of this amendment items (m) and (n) shall be inserted in item VI (2): VI. Target beneficiaries- The target beneficiaries shall be low-income household or those on subsistence economy or workers in the informal economy, assessed to be most affected by the declaration given their existing life situations or circumstances. xxx Informal economy workers- refer to those who are independent, self-employed, small-scale producers and distributors of goods and services, like the ff: m. Fisherfolks- people who earn their living by fishing and are registered under the Bureau of Fisheries and Aquatic Resources. n. Other Vulnerable Groups- those sectors identified by the National Anti-Poverty Commission to be at risk or disadvantaged.

DATE	ISSUANCE	TITLE	OBJECTIVE
09 April 2020	Memorandum Circular No. 09, Series of 2020	Omnibus Guidelines in the Implementation of the Emergency Subsidy Program of the Department of Social Welfare and Development	The omnibus guidelines serve to harmonized MC Nos. 04, 06, and 07, series of 2020 issued by the DSWD relative to the implementation of ESP, through its social amelioration programs, as required under RA No. 11469 or the “Bayanihan to Heal as One Act”. The MC No. 5 remains valid and effective insofar as SAP for the 4Ps beneficiaries is concerned.
13 April 2020	Memorandum Circular No. 10, Series of 2020	Amendments to Memorandum Circular No. 05 series of 2020 on the Provision of Social Amelioration to Pantawid Pamilyang Pilipino Program (4ps) Households	In view of the necessity to provide efficient delivery of cash assistance to 4Ps households affected during the lockdown period, amendments to MC no. 5, series of 2020 is hereby provided, as follows: 4) an amount of ₱1,350.00 per hh per month shall therefore be deducted from the emergency subsidy per region. This covers health grants amounting ₱750.00 and rice subsidy amounting to ₱600.00; 5) The resulting emergency subsidy shall now range from ₱3,650.00-₱6,650.00 per 4Ps hh per month, depending on their region of origin.; 6) The 4Ps hh, especially those with cash cards, shall therefore receive the emergency subsidy in full amount as top-up to their cash grants and rice subsidies. They will no longer be required to fill out SAC and will no longer be eligible to receive other forms of assistance under DSWD MC No. 4, series of 2020.; 8) Meanwhile, for 4Ps hh without cash cards, said emergency subsidy shall be provided thru either of the ff, whichever is most efficient and applicable (i.e. over the counter transaction at landbank, thru fund transfer to LGUs; Direct cash payout by designated SDO).
01 June 2020	Memorandum Circular No. 14, Series of 2020	Special Guidelines in the Implementation of the Emergency Subsidy Program of the Department of Social Welfare and Development for the Additional Beneficiaries	<p>This circular is intended to provide guidance for the implementation of ESP through DSWD-SAP under AICS for additional low-income family beneficiaries of SAP. The process on how the DSWD will come-up with the Certified List of these additional beneficiaries/families, with consideration of harmonizing all of the available databases, shall likewise be laid down herein. The provisions of MC no. 09, series of 2020, including the provisions of MC nos. 04, 06, and 07, series of 2020, that are expressly mentioned therein shall be applied, and all other provisions shall be inapplicable for the implementation of this circular.</p> <p>This circular shall cover the provision of emergency subsidy for the estimated 5 million eligible families which were not included in the initial 18 million (low income) family beneficiaries of SAP for the first tranche. Identification of the additional beneficiaries shall be subjected to the provisions of RA No. 11469, the resolution(s) to be issued by the IATF-EID, as well as other pertinent issuances. Provided that, these additional beneficiaries shall be validated to determine their eligibility to receive the assistance based on the provisions of this Circular and to ensure that there are no duplications in the list paid in the first tranche by the DSWD, DOLE, DA and DOF-SSS mandated to implement the SAP under the RA 11469.</p>
29 June 2020	Memorandum Circular No. 17, Series of 2020	Guidelines on Deduplication Procedures in line with the Provision of the Emergency Subsidy through the DSWD Social Amelioration Program	This circular provides the deduplication procedures that will be followed by the Central and Field Offices in determining duplication in the availment of emergency cash subsidies under the SAP in compliance with the existing policies and guidelines

DATE	ISSUANCE	TITLE	OBJECTIVE
17 July 2020	Memorandum Circular No. 18, Series of 2020	Guidelines on the Enhanced Deduplication Procedure Amending Memorandum Circulars No. 14 and 17, series of 2020	<p>As consistently applied by the DSWD, the lists of beneficiaries submitted to the DSWD must duly certified by the LGUs and concerned agencies (e.g. LTFRB, DOLE and DA). No payout shall be allowed, unless the complete validation process that consists of eligibility and duplication checks performed by the LGU/concerned agencies and the DSWD, respectively is observed.</p> <p>After due consideration of the need to speedily deliver the emergency subsidy while ensuring the conduct of the deduplication process, Item VIII of MC 14-2020 is hereby amended to reflect the changes in the deduplication process.</p> <p>The Levels 2 and 3 deduplication process, as defined in DSWD MCs 14 and 17-2020, shall be entirely decentralized at the FO for all lists of beneficiaries except for those covered by Central Office where the Central Office shall conduct the deduplication process.</p>
18 August 2020	Memorandum Circular No. 19, Series of 2020	Special Guidelines on the Provision Livelihood Assistance Grants	Provide guidance on the implementation of LAG as a recovery and rehabilitation intervention that support the recovery of affected livelihoods or jobs of low income families in the informal sector.
23 August 2020	Memorandum Circular No. 20, Series of 2020	Supplemental Guidelines to Memorandum Circular No. 18, series of 2020	This Circular reiterate the provision under JMC No. 2 in relation to the drivers certified by the LTFRB. As provided in MC No. 18, series of 2020 "the lists of beneficiaries submitted to the DSWD must be certified by the LGUs and concerned agencies (e.g. LTFRB, DOLE and DA)". For clarification, the certification to be issued shall be as follow: a) LGUs shall issues a certified list of beneficiaries attesting as to the eligibility of the beneficiaries paid during the 1 st tranche and those who have been included as additional beneficiaries; b) Beneficiaries identified and paid by the DOLE and the DA are deemed eligible based on their respective guidelines. As such, the certification endorsed and signed by the head of the respective agency or the authorized representative shall be acceptable to and be paid by the DSWD; and c) The certified list of drivers submitted by the LTFRB shall be accepted as proof that the drivers included therein are registered drivers per its record; any further attestation from the LTFRB that the drivers are eligible shall no longer be required pursuant to JMC No 2.
05 October 2020	Memorandum Circular No. 22, Series of 2020	Special Guidelines on the Implementation of the Provisions of Republic Act No. 11494 or the "Bayanihan to Recover As One Act" concerning DSWD and the continuing implementation of Republic Act No. 11469	<p>The affirmation of the existence of a continuing national emergency under RA No. 11494 or the Bayanihan to Recover as One Act", the whole-of-government-approach remains to be the most effective strategy to ensure the efficient implementation of the COVID-19 response and recovery interventions.</p> <p>For this reason, the DSWD shall continue to implement programs and services identified under the Act as interventions to aid in the recovery of affected families and households using the existing DSWD guidelines for the ESP, LAG, AICS, SFP, Social pension and the provision of Food and Non-Food Items.</p> <p>This guidelines shall lay down the amendments in the ESP guidelines and its harmonization with the availment of AICS and the continued implementation of other DSWD programs in line with the provision of RA No 11494 and RA No. 11469.</p>

DATE	ISSUANCE	TITLE	OBJECTIVE
30 October 2020	Memorandum Circular No. 27, Series of 2020	Supplemental Guidelines to MC No. 20 s2020 or the Guidelines on the Enhanced Deduplication Procedure	This circular intends to: a) Supplement Item III.D. of MC No. 20, series of 2020 to ensure facilitation of the submitted DA and DOLE payrolls within DSWD after conducting further duplication check on the lists of DA and DOLE beneficiaries in light of the enhanced deduplication process of the DSWD; and b) Amend Item IV of MC No. 20, series of 2020 to reflect the requirement of PD 1145.
27 October 2020	Memorandum Circular No. 28, Series of 2020	Amendment to MC No. 14 s2020 relative to the requirement of Social Amelioration Card and Identification Card Numbers of Beneficiaries	This Circular aims to: 1) Reiterate the policy on the purpose of the SAC form as a profiling tool per MC No. 06 and 09, series of 2020; 2) Amend Item VII. Of MC No. 14, series of 2020 on dispensation of the requirement of SAC ID numbers in the masterlist of waitlisted/additional beneficiaries similar with the original beneficiaries estimated 18 million SAP beneficiaries; and 3) Reiterate that the SAC number and the identification card number are not requirements for the prefunding of the subsidies, the creation of transactional accounts and subsequent deposit of subsidies therein by the Financial Service Providers.
13 November 2020	Memorandum Circular No. 30, Series of 2020	Special Guidelines on the Implementation of the Provisions of Republic Act No. 11494 or the "Bayanihan To Recover As One Act" concerning DSWD.	This Circular intends to repeal DSWD MC No. 22, series of 2020, and thereby govern the Implementation of the RA No. 11494 by the DSWD, to conform with the Implementing Guidelines of RA No. 11494 issued by the Office of the President.
04 February 2021	Guidance Notes	Guidance Notes on the Replacement of Bayanihan 1 and 2 Beneficiaries and Transfer of Fund to LGUs	The guidance note was issued to respond to the issues raised by the Regional Directors in the regular SAP-TWG meetings concerning the replacement of beneficiaries under Bayanihan 1 and 2, internal deadline of implementation and transfer of funds to LGUs. The guidance notes was issued to serve as basis of appropriate action by the FOs, viz: a) Replacement of ineligible beneficiaries under Bayanihan 1 and 2 is allowed; b) Process to be employed in the replacement of beneficiaries; c) Internal deadline- February 15, 2021 as the deadline for acceptance of the list of replacement beneficiaries for Bayanihan 1; and d) Transfer of fund to LGUs
04 March 2021	Guidance Notes	Guidance Notes on the Reimplementation of Bayanihan 2 Pursuant to Republic Act No. 11519	Pursuant to the opinions issued by DOJ and DBM concerning the effect of the extension of Bayanihan 2 appropriations sanctioned by RA No. 11519. Deadline of Implementation: Not exceed 30 June 2021, the last day of validity of the Bayanihan 2 funds.
19 April 2021	Guidance Notes	Guidance Notes on the Termination of Bayanihan 1	This guidance notes was issued to govern the continued provision of emergency subsidy under Bayanihan 1 pursuant to the extension of the validity of the general appropriations for FY 2020 under RA No. 11520. Termination Date of All Payouts: All payouts to beneficiaries of Bayanihan 1 must be made by all FOs on or before 30 June 2021.

DATE	ISSUANCE	TITLE	OBJECTIVE
20 May 2021	Memorandum Circular No. 03, Series of 2021	Omnibus Guidelines on the Recovery of Over-payments from Pantawid Pamilya Beneficiaries	These Omnibus Guidelines aim to consolidate all previous issuances that seek to recover excess grants released to Pantawid Pamilya household regardless of time of occurrence and those subsidies mandated by special issuances of the Government as assistance in responding to a contingency. The latter may or may not be compliance-based but household's eligibility is provided by issuances providing for the said assistance or subsidy.
02 June 2021	Memorandum from the Secretary	Adjusted Deadline for the Obligation and Disbursement under Bayanihan 1 Relative to Issued Guidance Notes	<p>Extension of deadline of the obligations and disbursements in relation to ALL payrolls [for processing] that will be charged under the Bayanihan 1 funding, the provisions on deadline in Item C.e of the Guidance Notes issued on 27 May 2021 and Item C. 1, 2 and 3 of the Guidance Notes issued on 19 April 2021 are hereby amended to reflect the adjusted timeline of the obligation and disbursement under Bayanihan 1.</p> <p>The following deadlines were issued on the extension of Bayanihan 1: 1) FOs shall submit the request for fund augmentation to the Central Office not later than 28 May 2021; 2) Obligations and disbursements to the special disbursing officer/s must be made on or before 04 June 2021; and 3) All payouts must be completed not later than 30 June 2021.</p>
01 July 2021	Memorandum from the Secretary	Extended Timelines of the Bayanihan 1 Implementation	<p>In view of the fervent requests of the Field Offices to extend the deadline of the implementation of Bayanihan 1 in relation to the remaining unserved beneficiaries of the SAP, the provisions on deadline in items C.e and F of the Guidance Notes issued on 27 May 2021 and Items C.1,2,3 and D of the Guidance Notes issued on 19 April 2021, as adjusted by the Memoranda of the Secretary dated 02 June 2021 and 22 June 2021, were amended to reflect the adjusted timelines.</p> <p>The following deadlines were issued on the extension of Bayanihan 1 implementation: 1) Fos request for fund augmentation to the Central Office not later than 15 July 2021; 2) Obligations and disbursements to the special disbursing officer/s must be made on or before 27 July 2021; and 3) All payouts must be completed not later than 31 July 2021.</p>
20 August 2021	Guidance Notes	Guidance Notes on the Verification and Processing of the Remaining Grievances	Relative to the completion of the manual payouts of the emergency subsidy under Bayanihan 1 on 31 July 2021, the concerned DSWD FOs and the AOC are hereby directed to undertake the validation of received grievances for the purpose of terminating the SAP- Second Tranche implementation with finality and coming up with the final report of accomplishment.

DATE	ISSUANCE	TITLE	OBJECTIVE
17 November 2021	Memorandum from the Secretary	Extension of Payment Deadline for SAP-ESP Appeals/Grievances of Field Office-NCR	This memorandum shall be supplemental to the Guidance Notes on the Verification and Processing of Grievances dated 20 August 2021 and the Memorandum for Extension of Payment Deadline of FO-NCR dated 25 October 2021 to set the adjustments in the timelines stated therein. Thus, the final deadlines for the processing and payment of all remaining SAP-ESP appeals shall be the following: 1) All payouts shall be completed until 30 November 2021. 2) All charges/obligations on the administrative cost of SAP-ESP must be made until 20 December 2021; 3) The liquidation report must be completed by 30 December 2021
13 January 2022	Memorandum from the Secretary	Submission of Final SAP-ESP Accomplishment Report and Explanation on the Failure to meet the Granted Extension Deadlines	Relative to the completed deadline on 19 December 2021 given to FO NCR for payment of all its SAP-ESP grievances and appeals, all FOs requested to submit final accomplishment report on or before 19 January 2022, reflecting the total number of paid and unpaid beneficiaries, the breakdown of unpaid beneficiaries as to reasons for non-payment, and narration of its finished or pending activities, if there are any, such as liquidation reports completion, tagging in the SAP-ESP database and others.

Technical Working Group on the Development of the SAP-ESP Terminal Report

Chairperson: Undersecretary Danilo G. Pamonag

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