

## **Pantawid Pamilya Indigenous Peoples Framework for COVID-19 Emergency Social Protection Project**

### **I. Background/Rationale**

The Coronavirus Disease 2019 (COVID-19) has infected more than 19.4 million individuals around the globe, with 722,285<sup>1</sup> deaths or 3.7%. In the Philippines, the total number of cases is at 129,913<sup>2</sup> with 2,270 deaths or 1.7%. There is no comprehensive data yet on the number of COVID cases in Indigenous Cultural Communities but initial data shows low prevalence of confirmed cases. Despite the low prevalence, the data shows that the pandemic further aggravated the prevailing vulnerable situation of the Indigenous Peoples.

According to the National Commission on Indigenous Peoples (NCIP), there is an estimated number of 14-17 million Indigenous Peoples in the Philippines as of 2007 and is considered as one of the most vulnerable sectors in the country. Recognizing this, the Department thru Pantawid Pamilyang Pilipino Program has committed to ensure the promotion and protection of rights of all Indigenous Peoples. The Department developed the Indigenous Peoples Participation Framework (IPPF) in 2009 to ensure compliance of World Bank-assisted Social Welfare and Development Reform Project (SWDRP) to the IP Rights Act of 1997 as well as to the World Bank Revised Operational Policy on IPs (O.P. 4.10). The IPPF or Memorandum Circular 01 of 2009 “serves as a declaration of policies and standard procedures in developing, funding, and implementing programs, projects and services for indigenous people as part of the social welfare and development reform”. The framework was further enhanced and was approved by the National Advisory Committee as NAC Resolution 29 Series of 2015. In the years of its operationalization, the Program has gained more insights and learnings with regards on how it could be responsive to IPs and on how the Enhanced IP Participation Framework can be further improved. In 2019, the Enhanced IPPF was further revised into Pantawid Pamilya IP Framework (PPIPF) to include sustainability of Program interventions even after Program graduation. At present, the Program continuously ensure IP-sensitive and responsive interventions to its IP beneficiaries comprising to 663,488 or 15.4% from the total number of Pantawid beneficiaries, with 483,380 (72.9%) households coming from Mindanao; 160,937 (24.3%) from Luzon; and 19,171 (2.9%), from Visayas 675,691.

Relative to the Department’s AO 3 Series of 2020: *DSWD COVID-19 Response and Recovery Plan*, the Pantawid NPMO conducted a COVID-19 Rapid Assessment for Indigenous Peoples to understand the situation of IP beneficiaries in the light of the pandemic. The rapid assessment aims to guide the Program in developing plans for the IPs and validate responsiveness of existing initiatives. The rapid assessment tool was administered in seven (7) barangays per region: Four (4) Barangays with the most number of IP beneficiaries, and three (3) barangays with IP beneficiaries that has been under a community quarantine or lockdown. In cases where there are either zero (0) or numerous barangays under lockdown, the field offices was instructed to choose the barangay with most number of IP beneficiaries. The tool is divided

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<sup>1</sup> WHO data as of August 9, 2020

<sup>2</sup> DOH data as of August 9, 2020

into five (5) sections: general information, socio-economic, political, health and education. It was designed to utilize secondary data as possible to prevent social gatherings and ensure health protocols.

Although the submitted results were not yet complete, initial impression from the partial submissions showed that the pandemic greatly affected the mobility of indigenous peoples, specifically the transportation to and from the center of barangay where health stations, schools and market places are usually located. Consequently, transportation of products from the ICCs was hampered, thereby affecting the income of IP beneficiaries. Further, conduct of community assemblies and consultations which are essential in collective decision-making of IPs were massively affected. To address the socio-economic adverse effects of the pandemic, provision of grants and Social Amelioration Program proved to be very useful in augmenting the needs of the IP beneficiaries. Maximizing the existing resources within the locality such as farmland/garden, livestock and other resources, also helped sustain the food and nutrition requirements of IP households. With this, food security and sustainability of livelihood interventions need to be strengthened by addressing the hindering factors that prevent the IPs from sustainably producing foods needed by the community. This is consistent with the recommendation cited in Women's Economic Empowerment and Leadership (WEEL) project to strengthen the Enhanced Support Services and Intervention (ESSI) through provision of eco-cultural livelihood while ensuring environmental protection, sustainable and ecological resource utilization, management and conservation.

## **Policy Context**

### **A. Republic Act 11310: An Act Institutionalizing the Pantawid Pamilyang Pilipino Program**

The Pantawid Pamilya Act has stipulated the inclusion of Indigenous Peoples as one of the eligible beneficiaries of the Program upon compliance to the set conditions.

***Section 6. Eligible Beneficiaries.** Farmers, fisherfolks, homeless families, indigenous peoples, those in the informal settler sector and those in geographically isolated and disadvantaged areas including those in areas without electricity shall be automatically included in the standardized targeting system to be conducted by the DSWD: Provided, That to be eligible for the cash grants, households or families must meet the following criteria: (a) Classified as poor and near-poor based on the Standardized Targeting System and the poverty threshold issued by the Philippine Statistics Authority (PSA) at the time of selection; (b) Have members who are aged zero (0) to eighteen (18) years old or have members who are pregnant at the time of registration; and (c) Willing to comply with the conditions specified by this Act.*

### **B. The Indigenous Peoples Rights Act (IPRA Law)**

The IPRA Law safeguards against negative or adverse project impacts on ancestral domains. It also ensures that IPs have the right to participate in decision-making, in all matters that may affect their lives. The law stipulates that IPs have the right to an informed and intelligent participation in the formation of any projects be initiated by government or private entities.

### **C. UN Declaration on the Rights of the Indigenous Peoples**

The declaration explicitly defines the right of the Indigenous Peoples to participate in decision-making in matters which would affect their rights and the responsibility of the state to consult with the indigenous peoples concerned to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them.

### **D. World Bank Environmental and Social Framework**

The World Bank Environment and Social Framework includes standards on Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities (ESS7). The ESS7 contributes to poverty reduction and sustainable development by ensuring that projects supported by the Bank enhance opportunities for Indigenous Peoples and that they will benefit from, the development process in accordance with their unique cultural identities and well-being. ESS7 further recognizes the distinct aspirations and identifies of IPs that should be duly considered in the design of projects. Thus, ESS7 aims to projects respect the rights and dignity of IPs; avoid adverse impact on them and, instead, promote sustainable development benefits that are accessible, culturally appropriate and inclusive.

### **E. Republic Act 11469: Bayanihan to Heal as One Act**

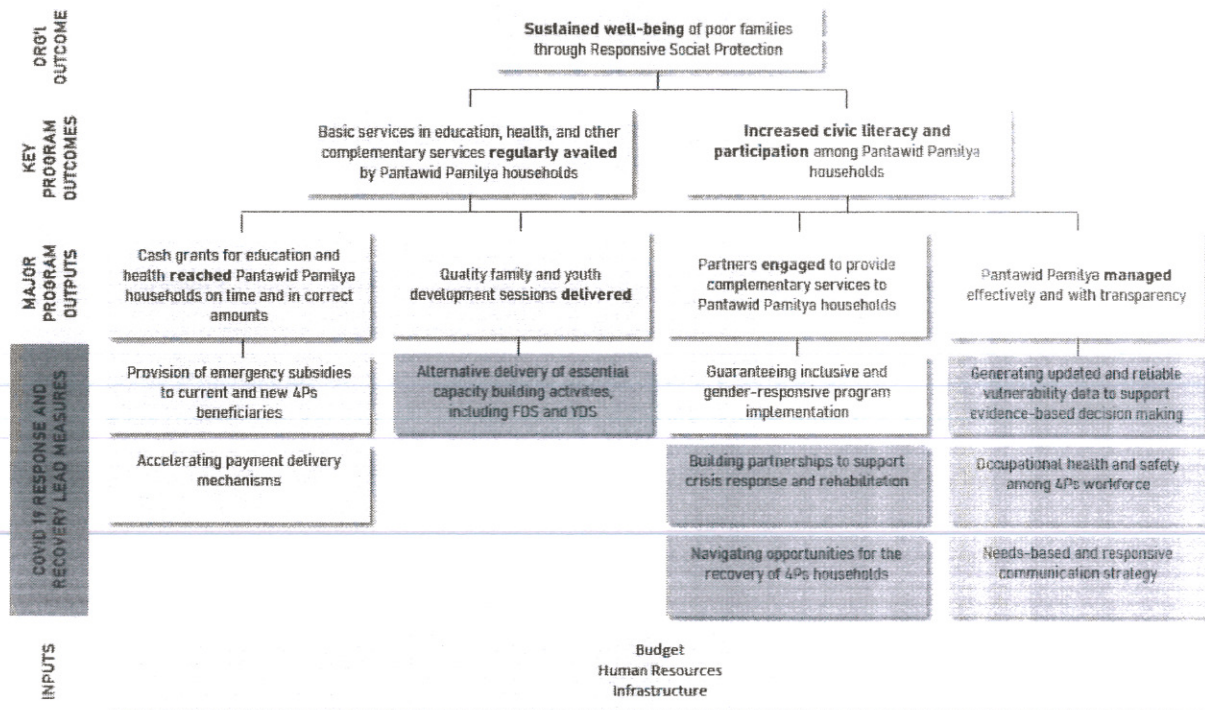
The Act declares the existence of a national health emergency due to COVID-19 thereby recognizing the need to “undertake a program for recovery and rehabilitation, including social amelioration program and provision of safety nets to all affected sectors”; and to “partner with the private sector and other stakeholders to deliver these measures and programs quickly and efficiently”.

### **F. DSWD COVID-19 Response and Recovery Plan for 2020 to 2022 (Administrative Order 03 S. 2020) and 4Ps PAGBANGON Plan**

1. Due to the pandemic, the DSWD came up with the COVID-19 Response and Recovery Plan for 2020 to 2022. The plan provides appropriate and responsive social protection programs and social amelioration measures to mitigate the impacts of the pandemic in promoting and protecting the rights of the poor, vulnerable and marginalized sector.
2. Thus, the DSWD is implementing the following measures to drive the effectiveness and efficiency of its operations in mitigating the impact of the COVID-19 crisis:
  - a. Ensuring delivery of responsive social welfare development programs;
  - b. Provision of appropriate interventions for vulnerable sector;
  - c. Ensuring continuous augmentation of food and non-food items;
  - d. Mainstreaming responsive social protection programs;
  - e. Reducing regulatory burdens;
  - f. Keeping workforce safe and healthy;
  - g. Ensuring fiscal flexibility;

- h. Promoting informed and evidence-based decision-making through credible and reliable information systems; and
  - i. Strategic communication and partnership.
3. In support with the agency-wide Response and Recovery Plan, the 4Ps came up with its plan which espouses sustained well-being of Filipino through responsive social protection. For the 4Ps, the objective is to **sustain school participation, health services availment, and access to other complementary services**, especially amidst the COVID-19 crisis when vulnerabilities are expected to get worse for the poor households covered by 4Ps.
  4. The response and recovery plan of 4Ps in the wake of COVID-19 pandemic is anchored on the 4Ps results framework, which will now include lead measures to assist 4Ps beneficiaries in tiding over the crisis brought by the COVID-19 pandemic and the systems that should be in place to restore and improve their living conditions.

Figure 1. 4Ps Results Framework



5. The response measures (yellow) include: providing emergency subsidies to current and new 4Ps beneficiaries, accelerating payment delivery mechanisms, and guaranteeing inclusive and gender-responsive program implementation.
6. On the other hand, recovery measures (pink) include building partnerships to support crisis response and rehabilitation; alternative delivery of capacity building activities, including FDS and YDS; navigating opportunities for the recovery of 4Ps households; generating updated and reliable vulnerability data and studies to support evidence-based

decision making, occupational health safety and safety among 4Ps workers; and needs-based and responsive communication strategy. In summary, the following are the lead measures of 4Ps on response and recovery:

Figure 2. 4Ps Lead Measures on COVID-19 Response and Recovery

Response	P	Provision of emergency subsidies to current and new 4Ps beneficiaries
	A	Accelerating payment delivery mechanisms
	G	Guaranteeing inclusive and gender-responsive program implementation
Recovery	B	Building partnerships to support crisis response and rehabilitation
	A	Alternative delivery of essential capacity building activities, including FDS and YDS
	N	Navigating opportunities for the recovery of 4Ps households
	G	Generating updated and reliable vulnerability data and studies to support evidence-based decision making
	O	Occupational health and safety among 4Ps workforce
	N	Needs-based and responsive communication strategy

## II. The Pantawid Pamilya Indigenous Peoples Framework (PPIPF) for COVID-19 Emergency Social Protection Project

The Pantawid Pamilyang Pilipino Program shall adopt the **Pantawid Pamilya Indigenous Peoples Framework (PPIPF) for COVID-19 Emergency Social Protection Project** which was developed based on the insights and lessons learned from the Enhanced Indigenous Peoples Participation Framework (IPPF) and its previous iterations. Specifically, the framework consists of the same strategies anchored on the full and meaningful indigenous people participation /empowerment; promotion of the IP rights; and protection from any adverse results during the whole cycle of the development process but with emphasis on the engagement of various stakeholders relative to COVID-19 Response and Recovery, as well as the sustainability of interventions to ensure food security, healthcare and education access. These strategies shall be undertaken in coordination with the National Commission on Indigenous Peoples (NCIP) at the national and local levels.

### 1. Participative Program Inclusion

The Program shall ensure a minimum of 10% IP active households/families from the total number of beneficiaries. Accordingly, the Program shall coordinate and partner with Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs) in mapping and validating potential beneficiaries, upon their Free, Prior and Informed Consent. The standardized targeting system, utilized by the Program, shall adopt culture-responsive mechanisms in terms of the indicators used as well as its procedures. Dedicated teams of enumerators shall be assigned for covering IP areas in collaboration with the respective ICCs/IPs in each area. In the event of non-inclusion, ICCs/IPs would be eligible and given priority to On Demand Application.

In the course of implementation, the Program will continuously gather, validate and disseminate data/information of Indigenous Cultural Communities (ICCs) in partnership with the National Commission on Indigenous Peoples (NCIP) and the communities themselves through their IP Leaders. Field validations and monitoring activities shall be regularly conducted in coordination with the ICCs to guarantee that IP data in the Program are correct and up to date. The Program shall continue to monitor, manage, and analyse IP-disaggregated data in the Program's information systems.

## **2. Culture-Responsive Program Design & Management for IPs**

Pantawid Pamilya shall guarantee its culture-sensitive quality service delivery and its conduits for its IP beneficiaries. It shall ensure that culture-responsive mechanisms and support services are continually developed and adopted in consultation with the ICCs and in partnership with the NCIP, other government agencies, and other stakeholders. Culture-appropriate systems and services in health, nutrition, education and other prerequisites for human development developed by stakeholders will continue to be explored in partnership with the Department of Education, Department of Health, National Nutrition Council, and other agencies, converged in the program through the National Advisory Committee. The Program shall partner and/or coordinate with other agencies/ LGUs/ organizations for the facilitation of birth registration of IPs in recognition of the right of IPs to an identity and ensure their access to basic interventions and services.

The Program shall continue to ensure that appropriate components are embedded in all the systems and sub-systems of Pantawid Pamilya to include culture-responsive mechanisms for compliance verification, payment of cash grants, Family Development Sessions (FDS), updating of beneficiary information, supply side assessment, grievance redress, case management, etc. including tools such as SWDI.

The Pantawid Grievance Redress Mechanism shall recognize the indigenous conflict resolution management and indigenous political system in addressing conflict among indigenous cultural communities (ICC). The Program shall ensure participation of the IP tribal leader, chieftain or the Indigenous Peoples Mandatory Representative (IPMR) whenever the grievance involves an IP. If the grievance is against an IP, one (1) member of the fact-finding team conducting field validation shall be an IP tribal leader, chieftain, or IPMR.

The Program shall proactively ensure that no policies, interventions and services would have adverse effects on ICCs/IPs. Culture-sensitive requirements for ICCs/IPs, assistance shall be made available for ICCs/IPs to avail if they so choose.

Relevant researches and documentation activities, specifically related to Indigenous Knowledge Systems and Practices (IKSPs), shall be conducted to obtain insights and basis for improvements in the Program as well as in the services of other NAC member agencies subject to Administrative Order No. 1, series of 2012, issued by NCIP. Similar to the development of the Enhanced Support Services and Intervention (ESSI), the Program shall continue to develop and improve its service-provision based on the needs and in accordance to the IKSPs of IPs.

Due consideration shall be given to IPs and their culture where appropriate schemes and other adjustments will be developed to increase program participation in the course of implementation of the project. The Program will continue to ensure that capability-building activities and technical

assistance are relevant and sensitive for IPs through training needs assessment. IP modules for the Community and Family Development Sessions (CFDS) will be developed or enhanced and other FDS modules as well as other program materials will be reviewed and updated to ensure culture-sensitivity and responsiveness to the IPs. Psychosocial and other related interventions such as the Enhanced Support Services Intervention (ESSI) shall be provided to and be made accessible for ICCs/IPs to address their needs. Further, such interventions shall continue to support the indigenous knowledge, systems and practices of IPs such as but not limited to their indigenous livelihood practices, indigenous political systems, and preservation of indigenous language.

### **3. Representation of IP in Pantawid Pamilya Institutional Arrangements**

The Program shall ensure the representation of ICCs/IPs in all levels of its advisory committee through but not limited to the NCIP, IP Mandatory Representatives and/or IP Leaders identified by their indigenous political system. At the local level, ICCs/IPs shall be represented in the Provincial/Municipal Advisory Committee through the membership of the Mandatory IP Representative and/or IP leader chosen by the community. ICCs/IPs shall be consulted for inputs to policies or program implementation through consultations and IP community resolutions. Pantawid Pamilya shall acknowledge and include these inputs and resolutions in the agenda of the advisory committee meetings. Formal written and verbal feedback shall be provided to the concerned ICCs/IPs based on the results of the meetings.

The established system/network of IP leaders shall be maintained with an updated list of its members recognizing them as the local partners in the conduct of program activities in their respective communities, in coordination with NCIP and Ministry of Indigenous Peoples' Affairs (MIPA)-BARMM ensuring that their traditional governance systems and indigenous political structures are duly recognized and promoted.

Regular IP consultations shall be conducted with the emerging IP concerns gathered to be raised and given appropriate action in the national & regional advisory committees with representation from the NCIP. Proper feedback shall be provided to the ICCs on all results and findings during consultations, meetings and field visits.

Relative to COVID-19 response and recovery for IPs, an engagement strategy shall be developed to ensure participation of IPs despite the challenges posed under the new normal.

### **4. Implementation and Monitoring Compliance to the Pantawid Pamilya IP Framework**

Pantawid Pamilya shall ensure the implementation and monitoring of the PPIPF. Accordingly, the Program shall ensure culture-sensitive/responsive workforce and provide culture-sensitivity trainings and other relevant capability-building activities to all staffs in the Program. Program staffs, officials and stakeholders shall be provided with IP and culture sensitivity training and orientation.

Within the National Program Management Office (NPMO), a dedicated unit/division in the Program shall be assigned to manage all concerns on IPs, including the implementation and monitoring of the framework. In addition, a technical working group for IP will be created consisting of representatives from the various components of the Program that shall monitor the operationalization of the Pantawid Pamilya Indigenous Peoples Framework strategies. IP Action

Plans based on the strategies of this framework shall be created by the technical working group on a yearly basis that will form part of the deliverables of the Program. IP-specific reports and data shall be analyzed and submitted by each division to the lead division in operationalizing the PPIPF. IP-disaggregated data shall be ensured in all reports and databases in the Program.

In the Pantawid Pamilya Regional Program Management Offices, the Regional Program Coordinators and IP focal persons will be maintained to coordinate the implementation and monitoring of all IP-related dimensions of the Program in collaboration with other regional focal persons. The latter shall adopt the PPIPF as its core deliverables in their performance contract. Monitoring activities will continue to be regularly conducted through consultations, field visits and spot-checks as well as community profiling in coordination with NCIP and other relevant stakeholders, and subject to FPIC of the concerned IP groups to ensure their support and protection in accordance with NCIP Administrative Order No. 3, series of 2012.

In the field level, dedicated staffs shall be assigned solely to IP beneficiaries as much as possible. Appropriate caseloads shall be adopted depending on the geographical location of the ICCs/IPs. Program implementers working with ICCs/IPs shall be given additional technical assistance and due consideration in terms of caseload count among others. Program policies and related guidelines on areas such as travel reimbursements, shall be reviewed and, if necessary, amended with relevant offices. This ensures that program implementers are provided with an enabling working environment to conduct quality service delivery to ICCs/IPs in the Program.

#### **5. Program Budget Allocation**

The financial requirement of the activities and materials needed to operationalize these strategies, which is a continuing program, will be allocated with regular appropriation and will form part of the overall Pantawid Pamilya budget. At least one IP-centered activity per semester shall be allotted budget per year such as Culture Sensitivity Trainings, consultation-dialogue with IP beneficiaries, celebration of Indigenous Peoples Month in October, and other activities aimed to promote Indigenous Peoples rights and IP participation in the Program.

Further, the Program shall work together with the finance management arm of the agency to explore, develop and enhance policies on administrative and logistical support to the staff working with ICCs/IPs to enable them to perform their tasks. A dedicated budget allocation for Support Services Interventions (SSI) shall be provided and be made accessible to ICCs/IPs in the Program.

#### **6. Sustainability and Graduation**

Pantawid Pamilya shall ensure the sustainability of program interventions/ results of program inputs on the indigenous cultural communities (ICCs) prior to program exit. Services, projects and interventions in ICCs/IPs areas shall be based on adequate consultations with stakeholders and on their community profiles subject to FPIC. Interventions provided to ICCs/IPs shall prioritize the development/enhancement of existing structures and activities as well as those that address their most pressing needs. Coordination with NCIP and other agencies shall be strengthened to ensure continued support to ICCs even after program graduation.



Projects shall be developed based on the Ancestral Domain Sustainable Development Plan (ADSDPP) if available, and in confirmation with the ICCs/IPs. In areas where ADSDPP is not available or needs to be updated, Sustainable Development Plans shall be developed by the Program together with the concerned ICCs/IPs and in coordination with NCIP three (3) years prior to program exit. The plan shall cover all development aspects such as the social and environmental component apart from economic. It shall include, but not limited to, provision of capability building to ICCs/IPs and relevant stakeholders, improvement of the economic conditions of the community, facilitate the strengthening of local structure and their IKSP, among others. The needs identified in these development plans shall be coordinated to the responsible stakeholders for appropriate intervention.

## **7. COVID-19 Response and Recovery Plans for IPs**

Pantawid Pamilya shall ensure delivery of IP-responsive interventions while practicing DOH health protocols at all times to prevent the spread of coronavirus in indigenous cultural communities. Whenever social gatherings may not be prevented, physical distancing of no less than 1 meter and wearing of face mask shall be practiced.

Program conditions were suspended in the past in response to the declaration of state of calamities. Similarly, program conditions shall be suspended following the declaration of state of calamities relative to the pandemic. Alternative Community/Family Development Sessions offering different modalities shall be conducted so as to reach the beneficiaries while the program conditions are suspended. Electronic FDS (eFDS) or the conduct of C/FDS via online platform shall be explored in IP areas where internet connection is available. This modality shall not be mandatory but is highly encouraged. In IP areas where internet is not available, FDS-on-air shall be explored to discuss FDS topics over the radio. Other alternative FDS delivery options such as FDS modules workbook, small group neighbourhood session, regulated face-to-face meeting, FDS on chat, and home-based FDS shall be explored to continue the conduct of C/FDS despite the pandemic. C/FDS shall continue to provide information on COVID-19 and its prevention using local dialects.

Identification and development of local IP educators shall be explored and coordinated with DepEd to assist in the provision of DepEd blended learning. Initial data from rapid assessment show preference on face-to-face and modular distance learning. Due to low IP adult literacy in some areas however, guidance on the administration of modular distance learning may not be provided by IP parents/guardians. In these areas, local IP teachers or IPs either with education degree or units shall be tapped to provide guidance.

With the transition to new normal while continuously ensuring the health, safety and over-all well-being of IPs, proper coordination with local government units down to the health center facilities in coordination with the IP leaders and ICCs to determine and adapt the applicable measures in light of their existing interim COVID-19 guidelines/protocol and the current local COVID-19 risk classifications to ensure that the IPs beneficiaries shall continue to avail health and nutrition services.

Livelihood interventions shall focus on food security thru provision of eco-cultural livelihood, utilizing grains/plant varieties endemic to the community to ensure environmental protection, sustainable and ecological resource utilization, management and conservation. Identification of eco-cultural livelihood shall be done through non-contact community consultations giving premium on sustainable food production benefitting majority of the community. Livelihood interventions shall also address the need for personal protective equipment and hygiene kit such as face mask and soap-making. In IP areas where water needed for hygiene and sanitation is scarce, development of water system shall be coordinated with LGU. Support from KALAHI-CIDSS and Pantawid's Enhanced Support Services Intervention (ESSI) particularly on Small Scale Community Projects, as well as partnership with civil society organizations shall also be explored.

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