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Republic of the Philippines DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT

Joint Memorandum Circular No. 2022-001 Date: MAY 052022

FOR

: ALL LOCAL CHIEF EXECUTIVES OF LGUS WITH 4PS BENEFICIARIES, DSWD AND DILG REGIONAL DIRECTORS, BARMM MINISTER OF SOCIAL SERVICES AND DEVELOPMENT AND MINISTER OF THE INTERIOR AND LOCAL GOVERNMENT, AND OTHERS CONCERNED

SUBJECT : GUIDELINES IN SUPPORT OF THE IMPLEMENTATION OF THE PANTAWID PAMILYANG PILIPINO PROGRAM (4Ps)

1. Background

- 1.1 Through the 1987 Constitution, it is a policy of the State to "promote a just and dynamic social order that will ensure the prosperity and independence of the nation and free the people from poverty through policies that provide adequate social services, promote full employment, a rising standard of living, and an improved quality of life for all."
- 1.2 Towards this end, the State shall establish programs that invest and harness our country's human capital and improve the delivery of basic services to the poor, particularly education, health and nutrition, which is an intervention anticipated to break the intergenerational cycle of poverty.
- 1.3 One such program is the Pantawid Pamilyang Pilipino Program (4Ps) which is the national poverty reduction strategy and a human capital investment program that provides conditional cash transfer to poor households for a maximum period of seven (7) years, to improve the health, nutrition and education aspect of their lives.
- 1.4 For more than a decade of implementation, the 4Ps was institutionalized through the passage of Republic Act No. 11310 on April 17, 2019 while its Implementing Rules and Regulations (IRR) was approved on December 10, 2019.
- 1.5 The 4Ps utilizes the Pantawid Kilos-Unlad (KU) Social Case Management Strategy – a process to guide the shepherding of 4Ps households to achieve improved well-being towards stepping up (from survival to subsistence to self-sufficiency level) and out of poverty (program exit)

within a seven-year operational period. The KU will employ various strategies that include convergence approach and partnership engagement to mobilize a wide array of support services as well as referral to other relevant institutions, or agencies, to address their needs and/or sustain their gains during and after the program exit.

1.6 Executive Order No. 138, Series of 2021 provides for the full devolution of certain functions of the Executive Branch of the National Government (NG) to Local Government Units (LGUs), specifically stated in the 5th Whereas clause of the EO, the substantial increase in the shares of the LGUs from the national taxes will empower the LGUs in providing basic services and facilities to its constituents, and aid them in the effective discharge of other duties and functions devolved to them under Section 17 of Republic Act No. 7160, otherwise known as the "Local Government Code of 1991". This provision includes social protection services and facilities, which may contain aftercare or post-program interventions for exited/graduated 4Ps households.

2. Scope/Coverage

This Joint Memorandum Circular (JMC) covers all Provinces, Cities, and Municipalities with 4Ps beneficiaries; and shall serve as the guidelines for said concerned LGUs in support of the 4Ps implementation within their respective areas of jurisdiction.

3. Purpose/Objective

This JMC, along with the annexed monitoring tool, aims to build a collaborative engagement between the DSWD and the DILG to jointly ensure that the households are properly supported to achieve an improved level of well-being and sustained to lead an independent life.

Specifically, the JMC shall:

- 3.1 Track or monitor the progress of the 4Ps households especially those households bound for program exit;
- 3.2 Lay hold of the LGUs programs and services provided for the 4Ps beneficiaries, including the aftercare or post-program services to exited households;
- 3.3 Recognize the initiatives and good practices of LGUs in support to the 4Ps program implementation documented through the Monitoring Tool; and
- 3.4 Identify LGU areas of concern for the provision of possible Technical Assistance and Resource Augmentation (TARA). The concerned DSWD Pantawid Pamilyang Pilipino Regional Program Management Office shall provide TARA based on the identified concern raised related to the issued policy.

4. Definition of Terms

- 4.1 <u>Aftercare Service</u> is the provision of interventions, approaches, and strategies with the end goal of ensuring effective reintegration and relapse prevention of the children, youth, women, persons with disabilities, and older persons discharged from residential and correctional facilities. It may be support services provided to exited households designed to sustain their gains made while in the 4Ps.
- 4.2 <u>Case Management</u> refers to a process used by the DSWD to enable the qualified household beneficiaries to improve their functioning by dealing with their difficulties specifically in complying with the terms of the program. It shall refer to a mutually agreed process of assessing, planning, managing, coordinating and advocating for services and other interventions towards improving the well-being of households using the Social Welfare and Development Indicator (SWDI) and other related tools.
- 4.3 <u>Case Manager LGU Link</u> refers to program staff directly working with qualified household beneficiaries to effect change and assist them to improve their well-being. They are the City/Municipal Links and other staff trained in Case Management process, counseling, family therapy, group process, project management and other related training, as may be determined by DSWD.

4.4 Convergence

The convergence strategy is an approach to mobilize various government agencies to strengthen the capacity of the poor communities to identify their needs, mobilize resources, and participate in the local planning and policy development, including the budgeting processes.

Within the framework of a national poverty alleviation strategy and a holistic social protection program, the various agencies of government implementing multi-stakeholder programs and services for the poor shall guarantee that the same complement and converge seamlessly with the aim of ensuring that the targeted household-beneficiaries are alleviated from poverty and remain non-poor even after the prescribed maximum period for the conditional cash grant. Such convergence shall focus on the enhancement of operational efficiency and strengthening of inter-agency partnership. (Section 19 of the 4Ps Law)

4.5 <u>Exit</u>

A qualified household-beneficiary shall be deemed to exit from the Program, whichever comes first, when:

- a. The last monitored child in the household reaches 19 years old;
- b. The last monitored child in the household finishes high school;
- c. The household reaches the 7-year duration in the Program;
- d. The household is no longer poor, based on the latest assessment thru the adopted standardized targeting system;

e. The household voluntarily waives its membership from the Program; or

- f. The household commits offenses wherein the sanction is delisting, subject to the standards to be developed by the DSWD.
- 4.6 <u>Geographically Isolated and Disadvantaged Areas (GIDAs)</u> are areas or communities with marginalized populations that are physically and socioeconomically hard to reach areas or separated from mainstream society and characterized by absence or limited access to roads, opportunities for development, social services, and food security.
- 4.7 <u>Graduation</u> refers to the improvement of the level of well-being of poor households from survival and subsistence to self–sufficiency towards their eventual exit from the program through provision of integrated and holistic support services and programs.
- 4.8 <u>Household Intervention Planning (HIP)</u> refers to the process of mapping out strategies or action plan that is mutually-agreed by the case manager (C/ML) and the household-beneficiary to meet the agreed goals within a specific timeline.
- 4.9 <u>Household Transition Plan</u> is a dynamic, interactive and collaborative process of assessment and evaluation of the HIP towards the development of new action plan for the next stage of intervention leading to the eventual exit from the program.
- 4-10 <u>Kilos-Unlad-Social-Gase-Management-Strategy</u> is a process to guide the shepherding 4Ps households to achieve improved well-being towards stepping-up (from survival to subsistence to self-sufficiency) and out of poverty (graduation or exit) within a 7-year operational period while being in the program.
- 4.11 <u>Poor</u> refers to households whose income falls below the poverty threshold as defined by the National Economic and Development Authority (NEDA) and cannot afford in a sustained manner to provide their minimum basic needs of food, health, education, housing, and other essential amenities of life.
- 4.12 <u>Social Welfare and Development Indicators (SWDI)</u> is a case management tool specifically developed by the DSWD to assess and monitor the well-being of the household of 4Ps.
- 4.13 <u>Supply Side</u> refers to the educational and health facilities such as schools and health centers and other related services in a specific area that are necessary for qualified household beneficiaries to comply with the set conditions of the program.
- 4.14 <u>Sustainability Plan</u> refers to the LGUs' overall plan for the 4Ps exiting households to support and sustain the initiative started while in the Program.

- 4.15 <u>Transition</u> is the new phase of intervention specific to the planning for the future and building self-reliance and independence skills as preparation for program exit. In this phase, connections to support networks and services that promote permanency of improved well-being of self-sufficient 4Ps households, are identified and built.
- 4.16 <u>Vulnerable Groups</u> refer to those who experience a higher degree of social exclusion and deprivation than the general population, and those who go through difficult circumstances, including but not limited to the following: (i) children, (ii) women, (iii) indigenous peoples, (iv) homeless street families, (v) groups that experience a higher risk of poverty in line with the Special Protection Operational Framework of NEDA.

5. Legal Bases

- 5.1 Republic Act No. 11310 or "An Act Institutionalizing the Pantawid Pamilyang Pilipino Program (4Ps)", otherwise known as the "Pantawid Pamilyang Pilipino Program (4Ps) Act" and its Implementing Rules and Regulations (IRR).
- 5.2 Republic Act No. 10173 or "An Act Protecting Individual Personal Information in Information and Communications Systems in the Government and the Private Sector, creating for this Purpose a National Privacy Commission, and for Other Purposes", otherwise known as the "Data Privacy Act of 2012" and its IRR.
- 5.3 Title I, Chapter II, Sections 16 [General Welfare] and 17 (b)(2)(iv), (b)(3)(v), (4) [Basic Services and Facilities] of Republic Act No. 7160 or the "Local Government Code of 1991" and Rule I, Article 3 (d) of its IRR.
- 5.4 Executive Order No. 138, Series of 2021, dated June 1, 2021, titled "Full Devolution of Certain Functions of the Executive Branch to Local Governments, Creation of a Committee on Devolution, and for Other Purposes" and its IRR.

6. Policy Content and Guidelines

- 6.1 All Provinces, Cities, and Municipalities with identified 4Ps householdbeneficiaries are hereby encouraged to support the full implementation of the 4Ps through the following:
 - 6.1.1 Institutionalize a comprehensive local Social Protection Ordinance which shall mandate the concerned LGUs' delivery of adequate social protection services including a clause complementing the Pantawid program and a package of support services to exiting and graduated households as part of the sustainability plan of the LGU with the aim of reducing poverty and vulnerability; improve the well-being and promote the rights of the poor and marginalized; and allocating funds therefor;

- 6.1.2 Include as many necessary 4Ps-related programs and activities in each LGU's budget allocation through the Annual Investment Program (AIP), Comprehensive Development Plan (CDP) and/or Local Poverty Reduction Action Plan (LPRAP) to complement the implementation of the 4Ps program;
- 6.1.3 Facilitate and address the identified supply-side gaps and concerns for health, nutrition, education to comply with the program conditions as well as livelihood and employment in a timely manner to enable the beneficiaries sustain the gains of the program;
- 6.1.4 Provision of appropriate programs, services and interventions to vulnerable groups and sectors within the 4Ps such as, but not limited to, children/youth, women, persons with disabilities, Indigenous People (IPs) and Homeless Families (HSF) especially those in the Geographical Isolated and Disadvantage Areas, and Conflict-Affected Areas;
- 6.1.5 Assist the City/Municipal Link/LGU link, Community Facilitator/Case Worker in identifying cash for work projects for the Indigenous Peoples (IPs), Indigenous People in Geographical Isolated and Disadvantage Areas (IPs in GIDA), Homeless Families (HSF) and other vulnerable groups under Pantawid Pamilyang Pilipino Program;
- 6.1.6 Assist in Community Organizing by providing access to data, necessary information from the relevant offices of the LGUs subject to the Data Privacy Act;
- 6.1.7 Convene, preside, lead the regular Provincial/City/Municipal Advisory Council Meetings and/or hold special meetings if needed; ensure IP representation especially in areas with Ancestral Domain, through their Indigenous Peoples Structure (IPS) being the highest governing body of the Ancestral Domain or the IP Mandatory Representative/s (IPMR) recognized by the IP Community with valid Certificate of Affirmation (COA); to ensure genuine IP representation, NCIP coordination and validation shall be secured;
- 6.1.8 Assist in the assessment and ensure resolution of program concerns and feedback in coordination with the Pantawid Pamilya workforce, especially C/MLs;
- 6.1.9 Allow the City/Municipal Link to collaborate and work with the City/Municipal Council for the Protection of Children, the Local School Board, the Local Health Board, and other existing committees or units established in the LGU focusing on health and education and other children and social protection concerns;

- 6.1.10 Designate or hire an LGU Link as the LGU's counterpart in the 4Ps implementation who shall assist the assigned DSWD City/Municipal Links/Community Facilitator/Case Worker in the conduct of Family Development Sessions (FDS) and program implementation, specifically during the monitoring of the aftercare services;
- 6.1.11 Provide office space and other logistical support to the DSWD City/Municipal Link and LGU Links like office supplies, equipment, and other paraphernalia for program implementation;
- 6.1.12 Assist in the monitoring of the implementation of Support Services Interventions (SSI) projects for the IP beneficiaries of 4Ps.
- 6.2 Support the implementation of the Pantawid Kilos-Unlad Seven-Year Social Case Management Strategy which shall facilitate provision of support services including referral to relevant institutions and other concerned National Government Agencies (NGAs) through convergence.
 - 6.2.1 Include the City/Municipal Action Plan related to the Pantawid Pamilya implementation in the LGU's Comprehensive Development Plan (CDP);
 - 6.2.2 Ensure implementation of the City/Municipal Action Plan and agreements for the Pantawid Pamilya beneficiaries with specific programs and services detailing transitioning or exit procedure for an eventual exit of household-beneficiaries from the program;
 - 6.2.3 Participate and attend in case conferences of identified household-beneficiaries for program exit and transfer, as well as cases involving those with special and difficult cases such as child protection issues and gender-based related cases;
 - 6.2.4 Ensure package of complementary intervention and support services are available and sufficient based on the agreed household intervention/transition plan;
 - 6.2.5 Ensure the provision of post-program services based on the exit plan of Pantawid households to sustain the gains of households and establish an operational monitoring mechanism;
 - 6.2.6 Ensure that the endorsed households are regularly monitored by the LSWDO up to a period of one (1) year.

7. Policy Compliance

7.1 All concerned DILG and DSWD Regional Directors are hereby enjoined to cause the immediate and widest broad dissemination of this Joint Memorandum Circular and ensure compliance of the LGUs within their respective areas of jurisdiction.

- 7.2 Similarly, the BARMM Minister of the Interior and Local Government is encouraged to lay the foundation of the provisions of this JMC and broadly circulate and implement in their area of jurisdiction.
- 7.3 The City or Municipal Advisory Committee shall conduct the monitoring of the compliance of the concerned LGU to this JMC and shall submit a quarterly monitoring report to the concerned DSWD Regional Office and/or Provincial Advisory Committee.
- 7.4 Collection, processing, and use of all pertinent personal information/data of 4Ps beneficiaries by LGUs in the local implementation of the program shall be subject to the limitations set and protection provided by RA 10173 or the "Data Privacy Act of 2012" and its IRR. Any breach of information/data confidentiality/privacy is punishable by said law.
- 7.5 Any LGU official and/or functionary committing violations identified in Section 24 of RA 11310 shall be sanctioned with penalties prescribed in the same Act.
- 7.6 All Capacity Development Activities and Technical Assistance such as, but not limited to, capturing and documenting good practices, etc. on the Pantawid Pamilya program implementation shall be provided by the DSWD with the support of the DILG.

8. Monitoring

8-1-A-tool-to-monitor-the-compliance-to-this-policy-was-developed-to-assess the LGU's progress in carrying out roles and responsibilities supporting the Pantawid implementation, including best practices and knowledge management output, etc.

It specifically aims to:

- 8.1.1 Document the accomplishments and support provided by LGUs to 4Ps implementation;
- 8.1.2 Identify programs and services provided by the LGUs to graduating/exiting 4Ps households and active 4Ps constituents;
- 8.1.3 Recognize the innovations of the LGUs in the course of implementing the program; and
- 8.1.4 Identify LGU areas of concern for provision of possible technical assistance and resource augmentation or other social developmental intervention.
- 8.2 The Local Social Welfare and Development Officer (LSWDO) of the City/Municipality designated by the Local Chief Executive shall accomplish the monitoring tool on a quarterly basis. Once accomplished, the tool with relevant attachments will be submitted to the DSWD Regional Office for onward transmittal to the DSWD Central Office.

9. Financing and Budgeting

The LGU's institutionalization of support to the 4Ps implementation and provision of supplemental interventions (e.g., basic social services, aftercare program) to beneficiaries shall be primarily financed by the LGU (e.g., Development Fund) as part of its social services and development initiatives for its constituents.

10. Effectivity

This Joint Memorandum Circular shall take effect immediately upon the date of its issuance.

11. Separability

If, for any reason, any part or provision of this JMC is declared invalid or unconstitutional, the other provisions not affected thereby shall remain in full force and effect.

12. Approving Authority

CW **ROLANDO JOSELITO D BAUTISTA** Secretary, DSWD

EDUARDOM AÑO Secretary, DILG

For inquiries and other related concerns, you may contact the Pantawid National Program Management Office (NPMO) of the DSWD at telephone no. 962-3424 and/or email <u>pantawidpartnership@dswd.gov.ph</u>; or the Bureau of Local Government Development (BLGD) of the DILG at telephone no. 8876-3454 loc. 4107 and/or emails at <u>blgd.ladddms@gmail.com</u> and <u>blgd.gad@gmail.com</u>.

14. Annexes

13.—Feedback

- A. Monitoring Tool (template)
- B. RA 11310 or the 4Ps Act
- C. IRR of RA 11310

MONITORING TOOL FOR THE LGUS SUPPORT in the PANTAWID PAMILYA IMPLEMENTATION

This tool must be thoroughly accomplished. Indicate with a Yes or No each question and provide the corresponding additional information, as necessary. Further, the LSWDO is encouraged to provide comprehensive details/ remarks on suggestions/ recommendations for possible technical assistance from DSWD. An additional sheet may be attached, as appropriate, for any additional details/information.

A. Support in the implementation of the program

Indicators	Responses
 Passage of at least one (1) comprehensive local ordinance, mandating the LGU to deliver adequate social protection services including a clause complementing the Pantawid program and a package of support services to exited and graduated households as part of the LGU. 	YES NO
Please enumerate issued local policies (SB, Eos, LOs) related to the implementation of 4Ps, if (Indicate Title, Date of Passage) 1. 2.	any.
Remarks (Suggestions/Recommendations) Remarks	
 2. 4Ps – related program and activities included in the approved annual budget through the Annual Investment Plan and/or Local Poverty Reduction Action Plan/Comprehensive Development Plan complementing the implementation of 4Ps' program a. Allocation of budget for 4Ps included in the AIP/LPRAP or CDP b. Please list all 4Ps' PAPs with corresponding budget allocation from the LGUs 	YES NO

Тс	otal Allocated budget for 4Ps	Actual spent budget for 4Ps		
С	overed year:	Covered year:		
	Php	Php		
Rer	marks			
3.	Facilitate and address the identified supply – s and education in a timely manner and has a st graduating/exiting beneficiaries including livelit a. Supply side gaps and concerns on health, mainstreamed in the Local Poverty Reductior and addressed to enable the beneficiaries to c b. Provision of strategic and anti-poverty interv such as livelihood and employment to identifie Please identify specific livelihood and employ exiting/graduating beneficiaries	rategic and anti – poverty interventions for hood and employment. nutrition and education are incorporated/ n Action Plan (LPRAP) and are facilitated comply with the program conditions. ventions that foster financial independence d graduating/exiting beneficiaries.	YES YES	NO NO
4.	Municipal/City Advisory Council (AC) Mee quarterly) convened, presided and led by the L a. # of conducted AC meetings for this year? schedule: please specify if monthly, bi – month	ocal Chief Executive	YES	NO
	b. # of AC meetings attended by the LCE? _			
	c. # of AC meetings presided by the LCE?			
	d. # of approved resolutions by the C/MAC?			
	e. Assisted in the assessment and ensured and coordinated with City / Municipal Links		YES	NO
	Please identify 4Ps grievances resolved and c	coordinated with City/Municipal Links		

5.	Designated or hired an LGU Link position as LGU's counterpart in the 4Ps implementation which shall assist the assigned City/Municipal Links in the conduct of FDS and program monitoring, promotion, and other functions related to the program.	YES	NO
	Total number of hired LGU link (s)?		
6.	Provided office space and other logistical support to the City/Municipal and LGU Links like office supplies, equipment and other paraphernalia for program implementation.	YES	

B. Provision of Complementary Services under the 4Ps Kilos Unlad – Social Case Management

	Indicators	Respons	ies
1.	A City/Municipal Action Plan for Pantawid in the LGUs' Comprehensive Development Plan (CDP)	YES	0
2.	A City/Municipal Action Plan and agreements for the Pantawid Pamilya beneficiaries with specific programs and services detailing transitioning or exit procedure for an eventual exit of household beneficiaries from the program.	YES	
3.	Participate and attend in case conferences of identified household-beneficiaries for program exit and transfer, as well as cases involving those with special and difficult cases such as child protection issues and gender – based related cases.	YES	
	Number of case conference conducted for the year?		
	Number of case conferences attended?		
	Number of Gender Based related cases: a. Received?		
4.	Ensure package of complementary intervention and support services are available.	YES	
	Please enumerate all post – program services for 4Ps beneficiaries to sustain the gains of the households even after exiting/graduating from the program:		
	Programs and Services # of 4Ps graduates served		
5.	Number of referred high – risk and difficult cases?		
6.	Operational monitoring mechanism for 4Ps graduated/exited beneficiaries established	YES	NO
	Please specify established monitoring mechanism for 4Ps graduated/exited beneficiaries		

7.	Participated and/or led the graduation ceremonial rite of the identified transitioning/graduating beneficiaries.	YES	NO
	Number of LGU led graduation ceremonial rite?		
	Number of LGU attended graduation ceremonial rite?		

Other Comment/s:

Accomplished by:	
(City/ Municipal Local Social Welfare and Development Officer)	(

Approved by: (Local Chief Executive)

Signature over printed Name	
Position/Designation:	
Contact Number (s)	
Date:	

Signature over Printed Name	
Position/ Designation:	
Date:	

MONITORING TOOL IN SUPPORT OF THE IMPLEMENTATION OF THE PANTAWID PAMILYANG PILIPINO PROGRAM (4Ps)

Additional Sheets

Section and Item	Indicators/ Remarks/ Additional Information