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## GOVERNING THE SOCIAL WELFARE SECTOR

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### I. WHAT SOCIAL WELFARE ENTAILS

Social welfare is a development priority of the Philippine government. Conceptually, social welfare refers to the "well being of all the members of human society, including their physical, mental, emotional, social, economic and spiritual" state (Mendoza 198: 1). It can be achieved through laws, programs, benefits, and services that assure or strengthen provisions in meeting basic needs. Ultimately, social welfare provisions redound to the good of the social order (Mendoza 1981: 1). These provisions may be directed to –

- strengthening existing arrangements;
- mitigating the hardships or handicaps of particular individuals and groups;
- pioneering new services;
- stimulating a better adaptation of the social structure;
- including the creation of new programs as needed; or,
- a combination of these approaches to respond to social needs.

Another view holds that social welfare is attained when "well being" is manifested by people (Midgley 1995: 14). To achieve well being requires three elements. The first is the degree to which social problems are managed. The second is the extent to which needs are met. Third is the degree to which opportunities for advancement is provided. In other words, it is important to set up mechanisms by which the attainment of well being is assured, and to make sure that this is sustained and improved. The concept of well being covers broad requirements, such as income, security, housing, education, recreation, and cultural traditions (Mendoza 1981: 1).

Services to address these requirements are not necessarily lodged in one office. For instance, the Department of Social Welfare and Development (DSWD) caters to the broad social welfare needs of the population. Different government agencies undertake other social welfare requirements that need specialized services (i.e., health and labor). Social welfare needs to be pursued as part of the process of governance. Governance deals with managing resources and political authority to ensure that public programs address basic needs in a way that conforms with accepted standards of effectiveness, efficiency, relevance, equity, and sustainability.

### II. BRIEF HISTORICAL ACCOUNT

#### Centralist Mode

In postwar Philippines, a central organization – the Social Welfare Administration under the Office of the President – attended to the social welfare needs of the country. This was later elevated to a department, called the Department of Social Welfare, in 1968 under President Ferdinand Marcos, under whose administration it became the Ministry of Social Services and Development when the country shifted to parliamentarism in 1978. In 1987, the office was re-

named the Department of Social Welfare and Development under President Corazon Aquino, the name it retains at present (Bautista 1997a: 5).

Social welfare played a limited role in its early years under postwar Philippines (Bautista 1997a). In the early 1950s, the provision of social welfare services was considered reactive, that is, mainly targeting those beset by problems that could not be attended to by the family. As the National Economic Council indicated, social welfare catered to those who were considered as "destitute, the unfortunate victims of calamities and dissidence, and others not in a position to take care of themselves or to be taken care of by relatives and friends" (National Economic Council 1955: 38).

Improvements in social welfare programs occurred under the Garcia administration with the provision of services to the destitute aimed at attaining self-sufficiency. Programs were planned to set up income-producing self-help projects for the needy, training of physically handicapped persons, and gradual establishment of a social security system (Bautista 1997a: 15). Child welfare services were also programmed for expansion to include probation and parole, child guidance clinics, Boy's Town to house offenders, and child aid and placement (Bautista 1997a: 15).

A more proactive stance was taken under the Marcos administration when social welfare services started to be conceived of as "development" activities rather than as mere treatment and rehabilitation of remedial cases such as orphans, juvenile delinquents and disaster victims. There was a shift in focus on organized groups such as families and barangays, rather than on disadvantaged individuals, to be able to provide a holistic perspective in responding to potential or actual problems of the marginalized – economically, psychologically, physically and socially (Bautista 1997a: 19).

As stated in the 1978-1982 Five-Year Plan, social services should be extended to the lowest 30 percent of the population especially in depressed regions, along with the mobilization and development of human resources at the barangay level to increase productivity and instill self-reliance. The department shifted its emphasis from the traditional, often institution-based, social welfare to community-oriented programs and services that increased people's own capacities for problem solving (Mendoza 1981: 23). Hence, the change in name of the department to incorporate "development" signifies the expansion of the scope of coverage of its programs.

It was also during the Marcos regime when a policy of coordination between public and private social service organizations was adopted by the social welfare sector in order to expand clientele outreach and maximize the efficient use of resources (Mendoza 1981: 7). However, for the most part, government assigned a very utilitarian role to civil society, that of efficient user of resources. In spite of calls for better cooperation between these two sectors, "real coordination" still had to be maximized and "clearly defined" (Mendoza 1981: 13).

Under the Corazon Aquino administration, women found a place as a concern in the DSWD. In fact, women were extended priority concern in the 1986 Philippine Constitution as Article II, Section 14 provides for "the role of women in nation building, and ...the fundamental equality before the law of women and men." This paved the way for the setting up of the Bureau of Women's Welfare to ensure the empowerment of women by the establishment of productivity skills and capability building centers (Laigo 1998: 30). Other disadvantaged sectors who were given priority attention included the disabled and rebel returnees (Bautista 1997a: 28). It was also under Aquino's term when the role of non-government organizations (NGOs) and people's organizations (POs) became constitutionally mandated. This reinforced the agenda of DSWD to forge collaborative efforts between government and civil society.

The Aquino administration sought to enhance the development component of social welfare. This was carried out through a multidisciplinary approach in the formulation of policies and

programs (Abueva and Roman, 1993: 214). Unfortunately, in spite of the effort to pursue development rather than mere social welfare, the many disasters that hit the country under Aquino's term "largely dictated the focus on social welfare rather than on development" (Abueva and Roman 1993: 214). In fact, the lives of the poor had not been improved. This necessitated further advocacy for the eradication of poverty, distributive justice, and popular participation in the development process (Abueva and Roman 1993: 215).

In 1991, toward the end of President Aquino's term, Congress passed the Local Government Code. This introduced significant modifications in the provision of basic social services, subsuming social welfare. The Code transfers the provision of social welfare services to local government units (LGUs). At the barangay level, these services include the maintenance of day care centers, which serves pre-school children. At the municipal and city levels, devolved responsibilities include programs and projects on the welfare of child and youth, elderly and disabled persons.

The essence of participatory management is also captured in the imperative to set up community-based rehabilitation programs for vagrants, beggars, street children, scavengers, juvenile delinquents, and victims of drug abuse. Local governments also are responsible for setting up livelihood projects for the poor and other related projects. The provision of nutrition services and family planning is also under their jurisdiction. Specific programs to cater to these groups are the most in number in municipalities and cities.

These programs include the following (see Asian Development Consultants Inc. or ADC 1997: 3-4):

- Self-Employment Assistance (SEA), which provides livelihood and entrepreneurial assistance to disadvantaged sectors such as women, out-of-school youth, disabled and handicapped;
- Family and Community Welfare, which focuses on assisting and strengthening family relationship and communities with such services as Parent Effectiveness, Pre-marriage Counseling, Responsible Parenthood, Family Casework and Counseling, Social Preparation for People's Participation, Community Volunteer Resource Development, and Social Welfare Structure Development;
- Women's Welfare Program, which focuses on services catering to women such as Self-enhancement Skills Development, Maternal and Child Care Skills, Productivity Skills/Livelihood Development and Community Participation Skills Development;
- Emergency Assistance Program, which focuses on supplementary services and disaster management support such as: Supplemental Feeding, Food for Work, Emergency Shelter Assistance, *Balik Probinsiya*, Crisis Intervention and Disaster Management Capability Building; and,
- Program for Disabled Persons and the Elderly, which encompasses the provision of assistance to disabled persons and elderly like: Information Dissemination on Disability Prevention, Assistance for Physical Restoration of Disabled Persons, Social/Vocational Preparation for Employment Services, After Care and Follow-up Services, and Special Social Services for the Elderly.

At the provincial level, the mandate includes programs and projects on rebel returnees and evacuees, relief operations, and population development. Disaster relief assistance encompasses the provision of food, temporary shelter, clothing and domestic items, and rescue/evacuation (Asia Development Consultants, Inc. 1997: 3). Although specific programs had not been incorporated in the Local Government Code, a Memorandum of Agreement was signed between the DSWD and the LGUs in order to implement these services over time (ADC Inc 1997: 4).

The DSWD continues to implement some basic services for national programs and projects, funded either through the department's budget or through external sources. These include: the Self-Employment Assistance-*Kaunlaran* Project (SEAK), which involves organizing beneficiaries into groups of 25 members and providing them with basic capability building skills, values, and business management techniques; provision of services to children in especially difficult circumstances, includes setting up 24-hour hotlines and maintaining a Child Help Intervention and Protection Service; and, special services for children who are victims of abuse. The function of the Department to "steer" entails the provision of technical assistance to LGUs; introduction of new technologies for eventual adoption by LGUs; monitoring and evaluation; the formulation and advocacy of policies; and, networking with various stakeholders from the government, private, and civil society sectors. The turnover of manpower and budget as mandated by the Local Government Code started during the last quarter of 1992 under the administration of President Fidel Ramos (Laigo 1998: 29). It was reported that the workers who were transferred to low income municipalities suffered from a weak flow of benefits because of low revenues affecting social service delivery in these areas (Laigo 1998: 29). By 1997, it was reported that 66 percent of 6,264 field personnel were devolved to LGUs (Brillantes, Jr. 1998: 55). Alongside the devolution of basic services in social welfare, the period of the Ramos presidency also is remembered for initiating the convergence approach in alleviating poverty through the Social Reform Agenda (SRA).

The principle of convergence provided the mechanics for partnership between government, NGOs, and POs at the different levels of government – national and local – not only in the implementation of services but also in social welfare planning. This improved the earlier interface with NGOs where coordination was undertaken mainly to determine the scope of work and avoid duplication, sometimes the case in disaster relief work. This time, the objective was to enhance complementation and supplementation of services (DSWD 1991: 7).

### **Convergence Policy in CIDSS and other Innovative Measures**

One of the flagship programs in the SRA pertained to social welfare and was under the helm of the DSWD. This was the Comprehensive and Integrated Delivery of Social Services (CIDSS) (see Bautista 1999). Implemented through an executive order, CIDSS is mandated by Republic Act 8425, the "Social Reform and Poverty Alleviation Act" of 1997. Innovative strategies under CIDSS include the following:

***Application of community organizing.*** The intention is to ensure effective engagement of the community through the representatives they elect in organized groups, to interface in local development management. This is realized through the deployment of a CIDSS Worker who undertakes the preparation of the community and also takes an active role in situation analysis, planning, implementation and monitoring/evaluation or SAPIME);

***Formulation of objective data to determine quality of life using 33 Minimum Basic Needs (MBN) indicators.*** MBN indicators are the basis for planning at the local level. They supplement the Family Income and Expenditures Survey, which is conducted by the National Statistics Office every three years. The indicators were formulated through a participatory process, as various stakeholders were invited in eight regional consultations (see Appendix A);

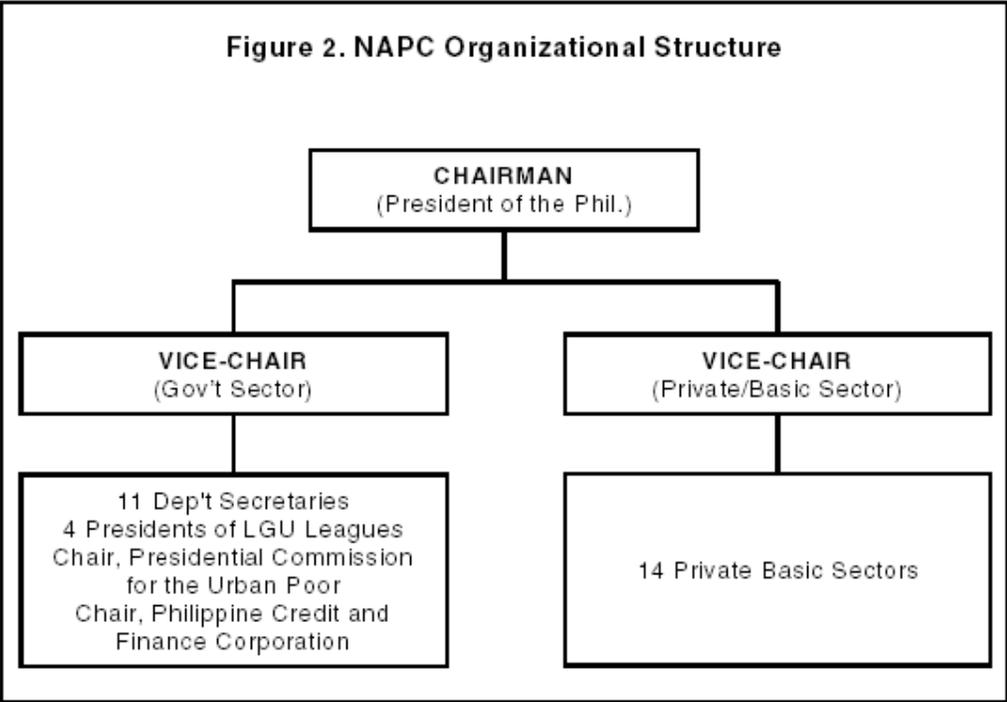
***Application of a focused targeting strategy to seek out the most depressed, deprived, and underserved families and individuals.*** This ensures that a human face is identified in the provision of services, while maintaining the objective indicators of the MBN approach;

***Adoption of the convergence principle.*** Representatives of government, NGOs, and POs are mobilized to assume an active role in the different phases of governance in SAPIME,

both at the national and local levels. Because of the interdisciplinary character of the MBN, various sectors of government are expected to contribute their efforts in responding to community needs, mainly in social welfare, health, education, population, housing, and civil defense. The most active are social welfare, education, and health. Convergence is done through an interagency committee created in each level of government. At the macro-level, there is an inter-agency body that interrelates CIDSS with different programs in social reform. Formerly under the Social Reform Council, this is now under the National Anti-Poverty Commission or NAPC; and,

***Adoption of the family approach to address development problems.*** This is based on the assumption that the needs of the entire family must be addressed in order to make a meaningful dent on individual members with problems. This is consistent with the family approach started under the Marcos term.

President Joseph Estrada's brief stint left the impression of a presidency that was an advocate of poverty alleviation (Bautista 2001). He is remembered for having launched the National Anti-Poverty Action Agenda, which benefited from multi-sectoral consultations held in six regional centers. Under the Social Reform and Poverty Alleviation Act, he created the National Anti-Poverty Commission (NAPC). NAPC combines three coordinating bodies involved in poverty alleviation: the Presidential Commission to Fight Poverty, Social Reform Council, and the Presidential Council for Countryside Development. Among the mandates of NAPC was to continue CIDSS in the three poorest barangays in all fifth and sixth class municipalities. The Estrada administration identified 14 basic sectors that were given a seat alongside their government counterparts in the policy formulation process (see Figure 1).



Unfortunately, Erap Estrada's management of poverty was inconsistent as can be witnessed in the top-down structure of his *Lingap sa Mahihirap* Program, which contrasts with the participatory approach of the CIDSS. Furthermore, while the basic sectors were activated under his term, there was intervention on the part of the presidential family in the appointment of some basic sector commissioners, that some appointments did not go through the normal participatory process of the basic sector assembly. Some of these commissioners were reportedly active in the EDSA Tres uprising. Another weakness of his administration was failure to advocate to a more participatory approach to poverty alleviation among local chief executives (Bautista 2001).

**III. CURRENT ADMINISTRATION'S RHETORIC**

**MTPDP and DSWD Perspective**

The Medium Term Philippine Development Plan (MTPDP) of 2001-2004 embodies the current government's vision on development and social welfare. This vision is consistent with the thrust of the DSWD, which takes charge of providing direction for social welfare.

Part III ("Comprehensive Human Development and Protecting the Vulnerable") of the MTPDP stresses that the goal of the government "is to win the battle against poverty within the decade and bring prosperity within reach of every Filipino in the 21<sup>st</sup> century" (National Economic and Development Authority or NEDA 2001). To be able to fulfill this goal, it is considered crucial to "have social bias as a balance to economic growth" (NEDA 2001: 37). In the plan, social development is addressed through a composite of programs covering economic, social, and development administration. Economic requirements can be fulfilled through asset reform, the redistribution of physical and resource assets, particularly land and credit. Social development covers basic human services like education, health, shelter, water, electricity, social welfare, security and protection against violence, and assistance for the poorest and most vulnerable sectors and communities. Development administration places importance on participation of the poor in governance, signifying that the management of development should veer away from dole-out of services.

The DSWD provides specific response measures for social welfare that are consistent with the policy directions of the MTPDP. This is the "improved social protection and promotion of the rights and welfare of the poor and the disadvantaged" by serving as their "champion" and as the "leader and authority in social welfare and development" (DSWD 2000: 4). The DSWD reiterates its commitment to involve the poor in governance by harnessing them "to realize their individual and collective aspirations and become productive and contributing members of society" (DSWD 2000: 5). The DSWD also stresses its role as a vehicle for facilitating the active interface of various stakeholders from business, church, media, and the rest of civil society to share in the responsibility for social reform and human development.

Overall, the DSWD upholds the basic principles of participatory governance by stressing the importance of people's organizations taking an active role in decisionmaking. It also considers as its basic approach the role of networking with various stakeholders.

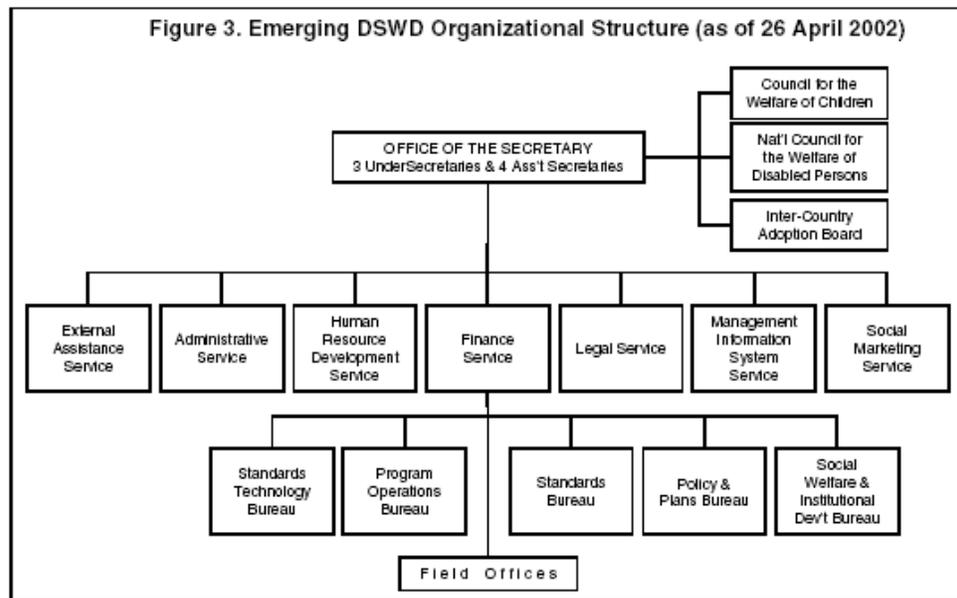
President Arroyo's poverty alleviation agenda is known as the KALAH I Program – *Kapit-Bisig Laban sa Kahirapan* (Linking Arms against Poverty). An assessment of the initial implementation of the program reveals its similarity to the Social Reform Agenda in terms of program components as asset reform, human development, social security, and development administration (Bautista 2002). In addition, it also applies such strategies as convergence, focused targeting, and the empowerment of communities. KALAH I is different in its intention to implement all of the programs in social reform in target areas. In contrast, the SRA failed to pursue this for the different flagship programs. It was only through the CIDSS that convergence was manifested by the different agencies in social services, although there was still a faultier to interlink with other concerns targeted by the other sectors. Furthermore, KALAH I has given premium to addressing immediately problems in social security. Thus, social security is separated as an agenda from human development commitment, then encompassed under human development through CIDSS in the SRA.

A criticism of KALAH I is its initial failure to prepare adequately the community to become actively involved in decision-making process, something that CIDSS was able to achieve. Furthermore, services are implemented without a thorough assessment of the important problems in the locality as a basis for planning and prioritization of projects (Bautista 2002). PO leaders in Valenzuela City engaged in CIDSS processes view KALAH I as "dole-outs" because projects are identified and implemented with very little participation of POs, from conceptualization to implementation of priority services (interview February 21, 2002).

## **Structure**

At the national office and field offices in the different regions, the DSWD maintains the following technical bureaus: social technology, program operations, standards, policy and programs, and social welfare and institutional development). It has these support services: external assistance, administrative, human resources and development, finance, legal, management information system and social marketing. These offices enable the department to carry out its retained service functions and to perform its "steering role" for the devolved responsibilities (DSWD 2001: 60). The DSWD also continues to maintain attached coordinating bodies for policy formulation and monitoring the implementation of laws pertinent to particular groups. For instance, the Council for the Welfare of Children (CWC) works to ensure that laws and programs are within the context of the Child and Youth Welfare Code and the Philippine Plan of Action for Children (DSWD 2000: 37). Year 2000 is considered the banner year for CWC as it has been able to formulate a policy document on the Philippine National Strategic Framework for Plan Development for Children for 2000-2025 or CHILD, among the very few in the world to have been crafted (DSWD 2000: 37).

Another is the National Council for the Welfare of Disabled Persons (NCWDP), which serves as the central policymaking, coordinating, and advisory agency of government on all disability-related matters. The third attached agency is the Inter-Country Adoption Board, which acts as the central authority in matters pertaining to the Inter-Country adoption of Filipino Children (DSWD 2000: 39). See Figure 3.



An essential structural innovation is the move to set up a matrix organization where different offices can be harnessed to contribute their talent and expertise for particular strategic activities. For instance, a Research Management Committee has been set up under the leadership of the Undersecretary for Policy, Programs and Standards with all Assistant Secretaries as members (DSWD 2001). While the Technical secretariat is headed by the Bureau Director for Policy, Plans and Information Systems, the members of the Research Matrix Group can be tapped from selected technical staff from other bureaus, offices/units, field offices and attached agencies. This structural arrangement enables experts from different offices to have a cross-fertilization of ideas.

At the moment, however, the Corporate Plan of the DSWD continues to evolve. It is now in its seventh draft. An important informant remarked that sometimes, they do not know what is

happening in other offices because changes occur quite swiftly (February 11, 2002). This is often associated with changes in top leadership. As mentioned earlier, in the case of the national program for poverty alleviation like CIDSS, interagency bodies at the different levels of government are to be constituted. As the principle of convergence policy is being upheld, it harnesses the participation of representatives from government, NGOs and POs, and lately, the basic sector representatives and other government representatives from the economic development sector not included in earlier interagency committees.

### **Situationer of the Sectors**

**Poverty and Family Focus.** Poverty remains high in the Philippines. It rose from 36.8 percent of the total population in 1997 to 40 percent in year 2000 (Collado 2001). In terms of total number of families affected, the increase was from 31.8 percent (4.511 million families) in 1997 to 34.2 percent (5.216 million families) in year 2000. A slight improvement can be witnessed in the percent share of the top 10 percent in income, which declined from 39.3 percent in 1997 to 38.7 percent in 2000. However, the condition of the bottom 10 percent has remained stationary at 1.7 percent since 1997. The family as a sector is the main priority of the DSWD. In its argument for addressing social welfare development through the total family approach (TFA), the DSWD asserts that the family is the basic unit of the intervention even if a member is given special attention. The argument is that unless care is taken to ensure the total well being of families, the well being of society will suffer. Monitoring the provision of services to marginalized families has been made more systematic through the setting up of the MBN information system in CIDSS localities. In 1996, the total number of families serviced was registered at 173,074 in 55 provinces, 290 municipalities and 879 barangays (DSWD 2001b: 18). The peak year in terms of coverage was 1999, with a total of 478,131 families reached in all provinces, 1,076 municipalities and 2,608 barangays. However, the total number of families covered declined in year 2000 to a total of 270,907 families. This could be attributed to the fact that localization efforts in CIDSS took place after five years of program implementation. Responsibility for operationalizing CIDSS has been transferred to LGUs. They are reported, therefore, as accomplishments of the LGU, not of the national government.

**Women.** A situationer of women in the Corporate Plan (DSWD 2001a: 4-5) cites the 2000 Census in determining the female population – 37.4 million or 49 percent of the total population. The same report mentions that close to 30 percent (10.3 million) of the women are in the poverty threshold. This deprivation could have moved them to engage in employment opportunities that are prone to abuse, such as the trafficking of women, with 750 documented by the Department of Foreign Affairs in 1999-2000 (the real number is probably higher since this is an underground trade). More than half of all employed women are in the informal sector and are engaged in home-based work, vending and retailing, laundry work, domestic service, beauty culture, vegetable and animal raising, and others in 1998 (Ofreneo 1999: 2). Engaging in this type of work makes women invisible, unrecognized, unregulated and unprotected, low-skilled and low paid, and therefore prone to abuse (Ofreneo 1999: 2). Apprehensions are also aired over migrant women who constitute 61 percent of migrant workers, including other undocumented problems on trafficking of women and problems affecting indigenous women (Ofreneo 1999: 2). Being abused by husbands and other adults happen to 4 out of 10 abused women as reported by the United Nations Children's Fund and the University of the Philippines' Center for Women Studies in 1996 (mentioned by DSWD 2001a: 4-5).

**Children.** Children 18 years and below number 32.1 million, 42.6 percent of the total population based on the 1999 Multiple Indicator Cluster Survey conducted by the National Statistics Office for the United Nations Children's Fund (Office of the President 2001: 17). Social welfare concerns pertinent to children include those engaged in hazardous occupations. They numbered 2.2 million out of the 3.7 million gainfully employed (DSWD 2001: 8). Another is the commercial sexual exploitation of children, with 60,000 to 100,000

estimated in 1997 (Office of the President 2001: 45). Other problems include: substance users, estimated at 1.5 million in 1996 and rising to an alarming 3 million in 1998; physically abused and maltreated children with 2,700 cases reported in 1998; abandoned/neglected children with 1,300 being cared for by the DSWD in 1999; and children displaced by armed conflict with an estimated 142,802 affected by the Mindanao crisis alone (Office of the President 2001: 43-48).

**Youth.** Based on 1995 data of the National Statistics Office, the 15-29 age group constitutes 28.7 percent (19.5 million) of the total population. Youth with special needs include ten clientele groups: youth in indigenous communities, youth with disabilities, youth in situations of armed conflict, young victims of natural disasters and calamities, youth offenders, juvenile delinquents, drug dependent youth, street youth, abused/exploited youth, and abandoned youth (National Youth Commission or NYC, 1999). Except for indigenous youth, all others are within the coverage of social welfare. NYC data on the youth with special needs under social welfare are as follows:

- Disabilities in the 15-29 group was 14.8 percent or 136,514 in 1995, a decline of 22 percent in 1990 (165,564);
- 12.7 percent (6,430) of the 15-17 group was estimated to be affected by situations of armed conflict in 1992;
- 7,228 youth offenders were served in 1995 by the DSWD (in 1996, the Bureau of Corrections had 24.8 percent inmates 19-24 years old; the Bureau of Parole and Probation served a total of 18,247 youth offenders in the 18-30 year age group in 1997);
- Drug dependent youths served by the Dangerous Drug Board increased from 3,107 in 1995 to 4,476 in 1996; the number served by the DSWD is still small compared with the over 1 million children affected by this problem;
- From 222,289 street children recorded in 1991, the number rose to 1.5 million in 1995; many of these children migrated from provinces with families or stowed away or migrated to the city on their own; they are vulnerable to drug abuse and exploitation by adults;
- Abused and exploited youth was estimated at 40,000 in 1992 although reported cases are lower than the estimate; the DSWD reported only a total of 2,253 cases of sexually abused and exploited children, mostly females; and,
- In 1995, 2,343 abandoned, neglected, and orphaned children and youth were placed in adoption centers; a cause of concern is the placement of children for adoption by foreigners.

There are 12 million youth – constituting 66 percent of the total population – who are working (National Youth Commission 1998). Many of them are neither studying nor learning skills to be economically productive in their adulthood. They are also at risk of being abused since they might not have enough negotiating skills to press for their concerns.

**Elderly.** According to the 1995 Census, the elderly comprised 5.4 percent or 3.7 million of the total population for that year (DSWD 2001: 7). The vision for the elderly is to enable them to return to the development mainstream, maximize their contribution to society, and fully participate in community activities (Government of the Philippines 2000: 94). Thus, there is interest on the part of the government to harness the elderly's potentials in development.

**PWDs.** In 1995, the National Statistics Office placed the total number of disabled at 919,272 or 3 percent of the population that year (National Youth Commission 1999). This is actually lower than the World Health Organization's uniform estimate of 10 percent of the population for all countries (NYC 1999). The total number of disabled increased in 1995. Based on 1990

data from the National Statistics Office, there were 755,774 persons with disabilities, then placed at 1 percent of the total population (NYC 1999). However, we still lack a system for the continuous monitoring of the PWD population. The 1995 census was the first and last one that measured the size of this sector.

**Victims of Natural Disasters and Calamities.** Among the sectors the DSWD and LGUs attended to are victims of natural disasters and calamities. Annual figures from 1986 to 1991 show an average of more than 400 deaths, about 700 injured, and more than a billion pesos in property damaged due to typhoons and other less frequent causes of disasters such as drought, earthquakes, and volcanic eruptions (NYC 1999). The most devastating to date was the July 16, 1992 earthquake, which cost P2.7 billion worth of damages (NYC 1999). In 1997, the Office of Civil Defense recorded 260 disasters, 64 from natural causes and 196 from man-made causes (NYC 1999). Armed conflict affected a total of 105,394 families from 1992-1995, with Mindanao registering the highest number of displaced families at 94,306 (NYC 1999). By 2001, the estimated number of affected families rose to 142,802, involving 756,099 persons (Office of the President 2001: 47).

## Resources

**National Expenditures.** Financial expenditure for social welfare has not changed significantly before and during devolution years relative to the total expenditure. Expenditures in 1998 were close to expenditures during the latter years of devolution (see Table 4-1).

Table 4-1: Expenditure of DSWD in Relation to Total Government and Social Services Expenditure: Selected Years (In Million Pesos)

Year	Total Expenditure	DSWD Expenditure	percent DSWD to Total	Total Social Services Expenditure	percent of DSWD Expenditure to Social Services
1987	155,500	538	.34	27,500	1.9
1989	173,300	751	.43	38,500	1.9
-	-	-	-	-	-
1992	286,603	1,009	.35	58,862	1.7
1993	313,749	530	.17	64,508	.8
1994	327,768	928	.28	78,917	1.2
1995	372,081	984	.26	99,985	1.0
1996	416,139	1,555	.37	122,864	1.3
1997	491,783	1,715	.35	158,864	1.0
1998	537,433	1,788	.33	175,152	1.0
1999	580,385	1,958	.34	192,838	1.0
2000	682,460	2,203	.32	212,982	1.0

Source: Department of Budget and Management, Budget of Expenditures data.

During devolution years, social welfare expenditure remained at about 0.30 percent of total expenditures, except for the period 1993-1995 when it reached a low of 0.17 percent in 1993, then 0.28 percent in 1994 and 0.26 percent in 1995. Under the Ramos administration, expenditure fluctuated from a low of 0.17 percent to a high of 0.37 percent, or an average 0.27 percent. Thereafter, the expenditure pattern has remained more stable with an average of 0.33 percent. During devolution years, the percentage share of the social welfare budget was from 0.17 percent to 0.37 percent of the total, with expenditures at the latter years reaching a little more than 0.30 percent, which was close to its level of expenditure in pre-devolution years. In other words, in spite of devolution, the percentage share of the DSWD has not changed in relation to the total expenditure.

In relation to total social services expenditure, social welfare expenditure in predevolution years was generally higher, with a percentage allocation of 1.9 percent for 1987 and 1989. During devolution years, this fluctuated: from a high of 1.7 percent in 1992, to 0.8 percent in 1993, to 1.2 percent in 1994, down to 1.0 percent in 1995, and then up to 1.3 percent in 1996. Thereafter, the percentage has remained stationary at 1.0 percent to the total until year 2000. Thus, the share of social welfare in the budget for social services declined in devolution years. This can probably be attributed to the transfer to LGUs of social welfare responsibility. Overall, social welfare accounts for a meager slice of the total budget for social development, where education has consistently topped the list.

**Local Government Expenditures.** The latest data on the expenditure pattern of LGUs for social welfare is reported by Manasan in 1997. Altogether, the expenditure patterns of provinces, municipalities and cities show a slight increase from 2.1 percent of the total budget net of debt service in 1991 to 2.3 percent in 1994. However, it must be noted that social welfare is clustered with labor and other social services. Since labor is not a devolved responsibility, it is probable that social welfare accounted for the major share of this expenditure.

In terms of the national government expenditure net of debt service, the share of the DSWD increased slightly at 0.5 percent in 1996 and 0.4 percent in 2000 (Manasan 1997). In comparing the share of social welfare, labor, and other social services in LGUs, the total expenditure in relation to social services improved between 1991 to 1994, from 7.6 percent to 8.2 percent, respectively.

The figures on the share of social welfare to total expenditure and to the social services sector are higher for LGUs, as compared with the national government. This is a positive sign since the bulk of the responsibility for social welfare has been transferred to LGUs. However, there is still the issue of the adequacy of these resources to respond to social welfare requirements at the LGUs level.

**Funds for Poverty Alleviation.** Among the contributions of the Social Reform Agenda was the attempt to distinguish funds for poverty as a contribution of different government agencies. At the close of the term of President Ramos, the Department of Budget and Management (DBM) was mandated to reflect the regional distribution of funds that were allocated for poverty programs, including CIDSS. The DBM found that the regions with the most support for poverty alleviation were the Cordillera Administrative Region (CAR), Cagayan Valley, Southern Mindanao, Northern Mindanao, and the Autonomous Region of Muslim Mindanao or ARMM, in that order (cited in Bautista 1997b: 274). Mindanao received the bulk of financial support.

There was close consistency in terms of the regional rank for budgetary allocation and the magnitude of poverty in the locality, with the exception of Cagayan Valley, which got more than it should, and ARMM, which got less than what it needed (see Table 4-2). It can also be seen that Bicol and Western Visayas should have gotten more support but failed to do so. Out of 15 regions, 10 have complete data that have consistency in their rank on magnitude of per capita allocation and poverty incidence.

**Table 4-2. Social Reform Agenda Budget Disaggregation and Poverty Incidence by Region.**

Region	Budget Allocation		Poverty Incidence	
	Per Capita in Pesos	Rank	Percentage	Rank
National Capital Region	P184	16	8.5	15
CAR	1,484	1	55.4	2
Ilocos	964	7	48.7	6
Cagayan Valley	1,151	2	36.1	11
Central Luzon	868	9	24.6	14
Southern Tagalog	661	13	29.5	13
Bicol	629	14	54.2	4
Western Visayas	580	15	42.5	8
Central Visayas	728	12	32.0	12
Eastern Visayas	739	11	38.7	10
Western Mindanao	806	10	45.0	7
Northern Mindanao	1,061	4	52.2	5
Central Mindanao	909	8	40.3	9
Southern Mindanao	1,074	3	54.8	3
ARMM	1,033	5	60.5	1
CARAGA	1,029	6		

Source: Bautista 1997b: 274, citing DBM Report of 1996.

In the case of the CIDSS program, budgetary disaggregation is carried out at the barangay level. This is made possible through the preparation of the Work and Financial Plan, indicating the contribution of various stakeholders from NGAs, LGUs, NGOs and POs. In all of the sampled barangays from CIDSS areas, apart from obtaining support from CIDSS, barangay governments have contributed in two out of 8 projects to address MBN. Community and municipal government support are also present in more than one project. On the other hand, in non-CIDSS areas, the role of the community is meager: only 34 percent of the barangays have active community participation. The barangay governments themselves had meager contributions; only one non-CIDSS barangay was actually engaged in a project (Bautista 1999: 219).

#### **IV. ACCOMPLISHMENTS**

Although the DSWD has devolved the bulk of its programs (i.e., five major programs with 30 projects altogether), it continues to implement four national programs: the CIDSS, Self-Employment Assistance-*Kaunlaran* Integrated Program, Productivity Skills Capability Building for Disadvantaged Women, and Early Childhood Care and Development (ECCD). These are four statutory programs based on legislative mandate. Under them fall such projects as Child Care and Placement Services, Protective Custody for Children in Especially Difficult Circumstances (CEDC), operation and maintenance of centers and institutions, Rehabilitation Services for Youth Offenders; and a special project on Assistance to Transnational Children (DSWD 2000b: 4-5).

ECCD is among the more recent programs targeting 0-6 children. It is funded by the World Bank and the Asian Development Bank. It is designed to enhance the quality and coverage of essential health, nutrition, psychosocial development, and early education services with the hope of enhancing and supplementing LGU resources, and the conduct of research and development by the DSWD (DSWD 2001: 25). In addition, the DSWD continues to manage

65 residential and seven non-residential centers nationwide (Interview of Key Informant, Policy, Plans and Information Systems Bureau, February 11, 2002).

### **Performance of Steering Role**

**Policy Formulation.** As a key agency engaged in policy formulation, the DSWD in year 2000 was responsible for paving the way for the passage of the Solo Parents Act (Republic Act 8972). This law provides benefits and privileges to single parents and their children. A series of inter-agency consultations was conducted in order to draft the Implementing Rules and Regulations (DSWD 2000: 7). Another recent policy that was passed is Early Childhood Care and Development (ECCD), which paved the way for the formulation of a comprehensive program to carry out the National ECCD through the convergent effort of such agencies as the Departments of Health, Justice, Interior and Local Government, and Social Welfare and Development (DSWD 2000: 7). The ECCD responds to the needs of the child sector using an inter-sectoral, instead of a uni-sectoral, approach.

At the international level, the DSWD also completed the preparation of the Country Monograph for Youth, which focuses on the youth situation, policies and progress, as an input to the ESCAP Project on Capacity Building on Human Resource Policy Making for Youth (DSWD 2000: 7). These recent achievements cap previous local and international policies that had been formulated in order to target the different basic sectors, i.e., children and youth, women, persons with disabilities, elderly, victims of calamities, and the family (DSWD 2000: 13).

(1) Children and Youth. For children and youth, a total of eight policies has been passed, including the ECCD (DSWD 2000: 13). These respond to peculiar problems of children such as employment of children, child abuse and discrimination, and international and domestic adoption. Labor laws pertaining to children include Republic Act 7658, which prohibits the employment of children below 15 years of age in public and private undertakings. It was reported that out of 73,824 establishments inspected in 1996, 1 percent was found violating labor laws affecting 1,522 young workers, with 1,192 employed in hazardous workplaces (Government of the Philippines 2000: 83).

To prevent child abuse, Executive Order 275 was promulgated for the special protection of children from all forms of neglect, abuse, cruelty, exploitation, discrimination, and other harmful conditions. This directive mandated barangays to establish committees to protect children in the community against harmful working conditions. Such committees have been organized in 35 percent of the barangays in the country, although only 50 percent of the total are reportedly functional (Government of the Philippines 2000: 82).

Some policies also view the total requirements of children and youth both as a right and as an instrument for nation building. Republic Act 8044 (Youth in Nation-Building Act) was passed in 1995 to provide for the establishment of the National Comprehensive and Coordinated Program on Youth Development, which is embodied in the Medium Term Youth Development Plan for 1999-2004 (Government of the Philippines 2000: 93). This law defines the youth as those who are from 15 to 30 years old. It also mandates that a National Youth Parliament be convened every two years to give youth leaders an opportunity to formulate the youth agenda for consideration of the legislative and executive branches of government (Government of the Philippines 2000: 93).

In order to reinforce the responsibility of LGUs to uphold the rights of children to survival, development, and protection, Executive Order 183 was passed establishing presidential awards for child-friendly municipalities and cities (Government of the Philippines 2000: 82). An essential activity is that children who are rescued from abusive work conditions are referred to child-caring agencies where they are given counseling, therapeutic services, and opportunities for formal or vocational education (Government of the Philippines 2000: 83).

International participation and commitments were made in the Convention on the Rights of the Child and the Lisbon Declaration on Youth Policies and Programmes.

(2) Women. For the women sector, a total of six laws were passed to protect women against such problems as discrimination, matching Filipino women for marriage to foreign nationals, rape, and, repatriation of Filipino women who have lost their Philippine citizenship by marriage to aliens. These laws significantly expand the protection given to women. For instance, the 1997 Anti-Rape Law (RA 8353) extends the definition of rape to include insertion of any instrument into the genital or anal orifice. It recognizes marital rape and revises the definition of rape from a crime against chastity to a public crime against persons (Government of the Philippines 2000: 111). This means that a rape case, once filed, can be pursued by the state even if the complainant withdraws the charges. An important feature of this law is the imposition of the death penalty when the victim is 18 years and younger and if the offender is a parent, step-parent, guardian, a relative by consanguinity or affinity within the third civil degree, or the common-law spouse of the child's parent (Government of the Philippines 2000: 113). Republic Act 8505 (An Act Providing Assistance and Protection to Rape Victims) mandates the creation of a women's crisis center in every province to extend legal aid and counseling to victims and survivors of rape (Government of the Philippines 2000: 111).

Some of these policies seek to empower and develop self-reliance among women by helping them to engage in micro and cottage business enterprises, and overall recognizing their role in development and nation building. The DSWD entered into five international commitments, including the Beijing Platform of Action, Jakarta Declaration and Plan of Action for the Advancement of Women in Asia and the Pacific, and the Bangkok Agenda and Plan of Action to Combat Trafficking of Women (DSWD 2001: 13). An innovation in management is the mandate to include a gender and development allocation of at least 5 percent in the total budget of all government agencies and LGUs. This was agreed upon in a Joint Circular among the Department of Budget and Management (DBM), National Economic and Development Authority (NEDA), and the National Commission on the Role of Filipino Women or NCRFW (NCRFW 1999: 1). In a report on the status of integrating gender responsive projects in the different agencies, poor compliance was noted in 39 percent of some 147 national offices that in 1999 integrated gender concerns in their budget (NCRFW 1999: 2). The top three agencies with the biggest allocation for gender and development included the Commission on Higher Education (CHED), DSWD, and Department of Health (DOH) (NCRFW 1999: 7).

(3) Persons with Disabilities (PWDs). With respect to persons with disabilities, an interagency committee on employment, promotion, protection, and rehabilitation of this group was mandated to be created in 1995 (DSWD 2001a: 13). An earlier legislation, the Magna Carta for PWDs or RA 7277 passed in 1992, targets the development of self-reliance of this group, apart from assuring their mainstreaming into society. International commitments had been entered into by the Philippines in two forums – the Agenda for Action for the Asia and Pacific Decade of Disabled Persons, and the United Nations Standard Rules on the Equalization of Opportunities for Persons with Disabilities. The Philippine Plan of Action for the Asian and Pacific Decade of Disabled Persons (1993-2002) was also formulated to address the needs of Filipinos with disability as result of the Agenda for Action on Disabled persons (Government of the Philippines 2002: 87).

(4) Elderly. Two legislations have been passed for this sector. The first law (RA 7432 – Senior Citizens Law) encourages senior citizens to contribute to nation building. This also entitles them to benefits like 20 percent discount on fees for transportation, restaurants, purchase of medicines, and recreation centers (Government of the Philippines 2000: 94). The second creates the Office of Senior Citizen Affairs (RA 7876), which is responsible for monitoring the implementation of RA 7432. It is mandated to issue uniform ID cards to eligible senior citizens so that they can avail of the benefits due them (DSWD 2001: 14; Government of the Philippines 2000: 94).

A total of 2,856,681 elderly were issued ID cards, representing 77 percent of the 3.7 million Filipino older persons based on the 1995 Population Census (Government of the Philippines 2000: 94). However, despite the enactment of RA 7432, it has been observed that senior citizens continue to encounter difficulties in availing of their benefits and privileges. There are several reasons for this. Some private establishments have difficulty claiming costs as tax credits because of bureaucratic red tape. Too many documents are required to apply for an ID card (Government of the Philippines 2000: 94). Some municipalities also find it difficult to set up a senior citizens center because of lack of resources (Government of the Philippines 2000: 95).

An initial gain for the sector is the setting up of 130 model senior citizens centers. These centers provide a meeting place for social, recreational, educational, and livelihood activities (Government of the Philippines 2000: 95). The Philippines participated in three international forums for the elderly: the United Nations Principles for Older Persons, International Plan of Action on Aging, and the Macau Declaration and Plan of Action on Aging for Asia and the Pacific. (5) Victims of Disaster. For victims of disaster, two legislations have been passed. The first institutes a program on community disaster preparedness. The second ensures financial support for this purpose by allocating 5 percent of the estimated revenue set aside for relief, rehabilitation, reconstruction and other works, and services among LGUs (DSWD 2001: 14).

(6) Family. For the needs of the family in general, three laws have been passed: the Family Code, the setting up of family courts, and the Solo Parents Welfare Act. Provisions in the Family Code of 1987 corrected provisions of the Civil Code that were deemed unfair, unjust, inadequate, and not in tune with contemporary developments (NCRFW 1995: 95). These provisions are described below:

- Unequal treatment of husband and wife as to rights and responsibilities, contrary to the policy of equality declared by the 1987 Constitution;
- Inadequate safeguards for strengthening marriage and the family as the basic social institution;
- Inadequate grounds for legal separation in the Civil Code;
- More safeguards for the protection of children in the matter of adoption by foreigners; and,
- Bringing in step the law of paternity and filiation with the latest scientific discoveries.

The law on Family Courts was passed on October 28, 1997. It establishes family courts in provinces and cities and gives these courts exclusive jurisdiction over child and family cases (Office of the President 2001: 58). Another important feature of this law is the protection of women and child victims through secrecy and confidentiality in all stages of the trial (Government of the Philippines 2000: 113). On the whole, there is a consistent attempt to address the problems of each of these sectors and at the same time build their respective capabilities to forge self reliance. Thus, the objective is not merely to respond to their problems but to develop capabilities in order to prevent and surmount their problems. Among the different sectors targeted, women and children have the most policies crafted pertinent to them. This could be attributed partly to the vigilant support of local participants from civil society and international institutions.

On the downside, however, is that "full implementation of these policies is seriously constrained by inadequate resources," a fact that the DSWD recognizes (DSWD 2001: 13). Thus, while there is "sufficient legal mandate for the pursuit of poverty alleviation" (DSWD 2001: 13), the lack of resources could serve as a barrier. As one key informant said, there is

a need to incorporate funding provisions in the law because some legislations, like the setting up of senior citizens centers and dealing with solo parents, are not matched with adequate resources (Key Informant, Policy, Plans and Information systems Bureau, January 31, 2002).

**Social Technology Development.** Since year 2000, several programs have been implemented in response to the DSWD's role as social technology developer. Social technology development is the "process of designing and implementing programs, projects and interventions for social welfare and development (SWD) for its own use and for other stakeholders like LGUs, NGOs, POs, other government agencies and civil society and its subsequent replication and localization by the LGUs and other intermediaries" (DSWD 2000: 9). In general, these projects provide proactive measures to address a sector's problems, a participatory approach, self-reliance, and innovative service.

Proactive measures (3 projects) entail building capacities to effectively confront or avoid problems. One instance is the Night Care for Young Children as a measure to eliminate abuse and neglect of young children by providing night care for children whose parents have night jobs. This is being pilot tested in Taytay, Rizal, and has served 97 children in the ages 3 months to 12 years old (DSWD 2000: 11). Another one is the Child Protective Behavior Program, which aims to protect children against abuse by providing them with practical skills for their safety. This also hopes to increase their ability to protect themselves against any form of abuse and assault. A third example targets elderly persons. This is the Physical Fitness Program for Older Persons, which is aimed at preventive services introduced in the Senior Citizens Center to maintain and regain their optimum level of physical, mental, and emotional well being (DSWD 2000: 12).

Four projects mobilize community members in implementing services for particular groups. These include the Family Group Conference, which trains *Lupong Tagapamayapa* to facilitate family dialogue in resolving problems concerning marital and child/abuse problems. Another is the training of volunteers as support groups to assist potential victims of family violence. There is also the Empowerment and Reaffirmation of Paternal Abilities (ERPAT) to enhance parenting skills. Still another is the Neighborhood Support Services for Older Persons where capabilities of potential caregivers for older persons are developed within the family and the community.

Building self-reliance is the aim of six projects catering to youth, women, and persons with disabilities (DSWD 2000: 11-14). For the youth, there is the Eco-Granja Project conducted with the Rizal State College and participated in the boy wards of the National Training School for Boys. It develops the youth's skills in agriculture as a way of rehabilitating them from their conflict with the law. Another one is Peer Counseling Services for 12-24 years old and out-of-school youth to help them discover and develop personal qualities and life skills needed for a positive and healthy lifestyle. On the part of women, an example of this type of program is the Home Aide Service being provided to disadvantaged women in Region VII and the National Training Center/Social Laboratory for Women's Welfare and Development on home management, and care giving to children and the elderly. For mentally challenged persons, there is the Sheltered Workshop/Work Center for High Functioning Mentally Challenged Persons in Davao City, which aims to provide not only training on livelihood but also on proper behavior, work adjustment, self care, hygiene, grooming, and mobility.

Innovative services are provided in a total of five projects (DSWD 2000: 11-14). These include a project on Innovative Therapy Sessions to children who are victims of abuse and exploitation. Another intervention is the *Tuloy Aral Walang Sagabal* (TAWAG), which is aimed at mainstreaming 3-6 years old children with disabilities into the day care service programs and children of school age in regular schools. This is operational in 11 regions and involves training day care workers and parents. Another example is a project that harnesses senior citizens as resource persons on values formation in day care centers in Mandaluyong.

A model approach like CIDSS implements a convergent strategy for social services and other social development needs. CIDSS has also incorporated other innovative strategies mentioned earlier like focused targeting, community organizing, and setting up of an MBN information system. An evaluation has shown the positive impact of the approach, as indicated by the greater net improvement of CIDSS communities compared with non-CIDSS areas in meeting MBN problems. CIDSS areas had a net gain of 14 percent while the non-CIDSS areas only had an average improvement of 1 percent for their top eight common problems. A regression analysis showed that the most influential factor that led to this improvement was community involvement in the different phases of management (Bautista 1999).

On the whole, innovative projects introduced by the DSWD are consistent with its mission of encouraging community responsibility in either responding to or preventing problems of selected sectors. Among the target sectors, projects have also been crafted to enable them to be self-reliant in meeting their needs and to be economically self-sufficient, thus lessening their dependence on government for basic services. There is also an effort to initiate new ways of dealing with the marginalized. A key issue is the need to determine the effectiveness of these projects and the feasibility for localization. One long-standing program is the Productivity Skills Capability Building Program, a center-based skills training and livelihood program for disadvantaged women. This was able to train 34,181 women. Of these women, 84 percent was subsequently absorbed in the labor force either through open employment, self-employment, sheltered workshop or sub-contract jobs (DSWD 2000: 12). Of the 108 productivity centers, five are already devolved to LGUs since year 2000 with the rest scheduled to be devolved within four years (DSWD 2000: 12). What still needs to be addressed is the capacity of LGUs to absorb these centers and the sustainability of the employment of those who had been trained.

**Planning and Monitoring: Sectoral Approach.** Planning is a key role performed by the DSWD as it determines specific needs of both LGUs and programs and services retained by the national office. The *Compendium of DSWD and Selected SWD Statistics* reports data submitted to the different offices of the DSWD pertaining to particular sectors. The Policy, Plans and Information Systems Bureau consolidates the data from the different offices and presents the sectors served by DSWD from 1996-2000 into the *Compendium*. The report is able to show the problems often encountered by particular sectors, based on the complaint of those who sought assistance from the DSWD-managed centers. These problems included

- Those encountered by children. Of the total 11,045 cases of abused children served in 2000, 46.9 percent were sexually related (i.e., rape, incest, victimized by acts of lasciviousness), 23 percent dealing with neglect, and 14.5 percent involving physical abuse;
- Those encountered by women. Of the total 7,130 cases served in 2000, 44.6 percent pertained to physical abuse, 12.6 percent involved sexual abuse, and 9.1 percent involved victims of trafficking;

Specific problems encountered by persons with disabilities and by the elderly are not yet reflected in the *Compendium*. This makes it difficult to undertake specific services for these sectors. Persons with disabilities and the elderly are not reported because the *Compendium* carries data only on those detected with problems and given interventions. It does not report persons with problems who have not yet been served. Moreover, because of the absence of data on the total number of persons in these two sectors, it is difficult to determine the percent of clients reached relative to the sector.

What is also missing in the *Compendium* is the accomplishment of the programs devolved to LGUs. This is because since devolution, the national office has encountered problems in obtaining updated data on LGU accomplishments. LGUs do not submit information to the national office regularly. The rate of data retrieval from LGUs is estimated at only 33 percent (Key Informant from Policy, Plans and Programs Bureau, January 21, 2002).

The existing monitoring form for LGUs, which is summarized in the Computerbased Management Information System (CBMIS)/National Consolidation Form defines what is contained in the SWD Plan of each LGU. It indicates the planned target and what has been completed. The Form does not provide a situation report for each sector that could be the basis for formulating targets. Thus, it is easy to overestimate or under-estimate the targets.

Because of this deficiency, the national office also finds it difficult to make a rational plan according to the needs of the sector. Currently, the plan is increased by a 10-percent increment over the previous plan (interview of Key Informant from Policy, Plans and Information Systems Bureau, January 31, 2002). This is probably inaccurate because it assumes an escalation of the problem and, therefore, the need for increase in the budget as well.

(1) Situationer. In order to correct this deficiency, the DSWD has moved toward preparing a profile of each sector by directing its field offices to accomplish the SWD Situationer per Region, with LGU data included. More specifically, the Situationer will be used "as basis in coming up with the regional plans, formulation of program policies, program development and other strategies in order to address/respond to SWD problems prevailing in the area" (DSWD n.d.).

The Situationer could also assist in formulating plans for the different field offices. In the Situationer disseminated to field offices while this study was being written, the information collected included:

- A regional profile, indicating the number of LGUs, income classification and sources of livelihood;
- Demographic profile categorized by sex, age and rural/urban distribution in each province, city, and municipality;
- Poverty profile in each LGU except the barangay; and,
- Situationer on SWD per province, city, and municipality according to sector (children, youth, women, persons with disabilities, elderly, families, and victims of disasters); depressed areas; other social problems (such as employment/unemployment and literacy rate); human resources available; facilities available; and, MBN data.

An issue with respect to the Situationer is the capability of the LGUs to provide the information that could enable the Regional Office to consolidate accurate data under its jurisdiction.

(2) Data Network. Another development that could improve the planning and monitoring processes at the DSWD is the integration of information on social welfare problems collected by different offices to avoid double counting. For this purpose, the DSWD set up in year 2000 an interagency body called the "Technical Working Group on Social Welfare and Development (SWD) Data Network". This network is mandated to ensure the availability and accessibility of SWD statistics to serve as a basis for advocacy, networking, policymaking, planning, program development, and other uses (DSWD 2000: 9). This body is composed of

NGAs and NGOs involved in delivering social services to the various sectors. The conceptual framework on networking SWD data and data assessment among the different agencies was completed in 2000. A recent output for the National Capital Region was the reconciliation of information on rape victims recorded by the Philippine National Police and the National Bureau of Investigation. The data of these two offices will also be synchronized with the centers of the DSWD that handle this type of problem.

(3) Computerization. To enhance the communication system of the DSWD central office with its field offices and other partners, the department formulated a five year Information Systems and Strategic Plan for 1999-2003. At present, the national office has the ability to obtain information from the field offices through the Internet (key Informant Interviews from Policy, Plans and Programs Office, January 31, 2002).

(4) Planning and Monitoring: Convergent Approach. A recent development in information system is the formulation of a design for a Shared Government System for Migration (SGISM) (DSWD 2000: 9). This entails exchanges in information on migration through linking of databases pertaining to minors travelling abroad, foreign and local adoption, and child trafficking.

CIDSS has also contributed in providing a profile of the status and progress of the families targeted by the program as it regularly monitors the MBN of these families using the 33 indicators. It is able to provide data on the net effect of CIDSS by showing the change in the number of families who encounter these problems over a period of time. Among all the programs implemented, it has been able to demonstrate net improvement because of regular collation of data from target barangays. The percentage decrease in top ten unmet MBNs from 1996 to 1998 was 68 percent. These pertained to the following MBN indicators:

- Family with income above subsistence threshold level
- Family with sanitary toilet
- Family with access to potable water
- Other members of the family 15 years old and above employed
- Children 3-5 years old attending day care/pre-school
- Head of the family employed
- Housing durable for at least 5 years
- Couples practicing family planning in the last 6 months
- No severely and moderately underweight children under 5 years old
- Children 13-16 years in high school

As an information system, MBN provides an intersectoral view of the problems that can be used by different sectors of government and those of civil society. A recent development is the adoption of CIDSS in the poverty program of the Arroyo Administration (KALAHI Program) implying expansion of the coverage of CIDSS. A total of 40 provinces with the highest poverty incidence have been selected.

In these provinces, one-fourth of all municipalities will be prioritized. Municipalities will be chosen based on –

- Deprivation resulting from a deprivation survey (constituting 50 percent of the total rating as a basis for selection);
- Counterpart or cost sharing, which is the willingness and capacity of the locality to contribute to the project (25 percent of the total rating); and,

- Presence of and willingness of civil society organizations and media groups to participate in the project (25 percent of the rating).

All barangays are targeted for inclusion in the recent KALAHI-CIDSS tie-up. A total of 5,378 barangays are included in the list. They come from 193 municipalities in the 40 provinces. The adoption of the MBN Information System could aid local planners to identify significant local problems, although there are limitations. For one, the MBN information system alone might not suffice to distinguish other sectors (besides women and children) that could be affected by a problem. For another, the MBN approach fails to determine the total number afflicted by a problem in a family since the unit of analysis is the family instead of family members. Finally, MBN might not capture sensitive information that a family does not wish to divulge, such as incest or battering of a family member.

A related information system that has been piloted by the NSO and the NEDA is the Community-based Poverty Indicator Monitoring System (CBPIMS). This system improves on the MBN by determining the total number of persons affected by a problem, isolating an MBN problem that a family might not wish to disclose (i.e., incest), and determining particular sectors in a family such as women, children, youth, and elderly. However, CBPIMS still does not capture information on persons with disabilities.

An innovation in the area of Gender and Development is the mainstreaming of gender concerns in the different offices. This occurs through the appointment of Focal Persons in each agency to ensure that agency plans, programs, projects, and processes have a gender perspective. Another innovation pertaining to gender issues is the conduct of multi-sectoral meetings among government and NGOs in order to coordinate and validate information on policy issues such as anti-trafficking and prostituted women (Government of the Philippines 2000: 114). A major accomplishment of these intersectoral meetings was the formulation of the Philippine Plan for Gender Responsive Development in 1995 to 2025.

**Licensing and Accreditation.** Licensing and accreditation are functions that the DSWD is expected to perform in keeping with its task of regulating the institutions and workers that are to serve in social welfare. Through licensing the DSWD extends recognition and gives authority to an agency to implement services and operate as a SWD agency (DSWD 2000: 14). Agencies that want a license are guided by a 1999 Department Order 29 on the Revised Guidelines of the Licensing of Social Work or Social Welfare and Development Agencies. The role of the DSWD is to assess the agency's qualifications through site visits. The total number of days it takes to act on the license application is stipulated in the Department Order, from the filing of the application to the inspection by the DSWD. This ensures that issuance of the license is made within a specified period. The license has a three-year duration. It can be renewed subject to compliance with DSWD requirements. Through accreditation, the DSWD certifies that the services extended by a licensed SWD agency comply with accepted social work standards.

Accreditation is beneficial to the agency because it gets opportunities to obtain projects, technical assistance, subsidy, training assistance, resource sharing, and other benefits from the DSWD. A review process is undertaken by a team before accreditation is granted. The review could be suspended if the agency fails to comply with the standard. Among the guidelines for standardization that the DSWD has completed is the "Accreditation of Day Care Centers and Day Care Workers." Responsibility for this accreditation has been decentralized to field offices of the DSWD. The most recent information show that only 57.3 percent of barangays have accredited day care centers, while 24.4 percent do not have day care centers (DSWD 2001b: 55). Regions with the highest proportion of barangays without day care centers are the Autonomous Region for Muslim Mindanao (ARMM), 71 percent; NCR, 40 percent; Region IV, 37.4 percent; and, Region VIII, 37 percent. Regions with the

lowest proportion of barangays without day cares are Region VII, .003 percent; Region IX, 5.3 percent; Region X, 6 percent; and Region XI, 8 percent, mostly from Mindanao areas.

In terms of number of NGOs licensed to operate as SWD agencies in the country, the *Compendium* (DSWD 2001b: 54) reports a total of 770 NGOs having been issued licenses. Thirty percent of these NGOs operate in the NCR. Other LGUs with the most number of licensed SWD NGOs are Regions III (accounting for about 9 percent of total), Region VI (6.9 percent) and Region VII (6.9 percent). Regions with the least number of NGOs operating in their area are CARAGA (only 5 NGOs), Region XII (7 NGOs), Region II (9 NGOs) and Region I (13 NGOs). A total of 88 NGOs (11 percent of total) are operating in multiple locations.

Most (45 percent) of these NGOs serve the child and youth sector. The others are engaged in:

- Family and community welfare (30.8 percent)
- Rehabilitation welfare (9.3 percent)
- Emergency welfare (9.6 percent)
- Women's Welfare (5 percent).

The number of NGO-managed centers catering to the elderly and persons with disabilities is not visible although concerns pertaining to these sectors could be subsumed under women and children. Of the 770 licensed NGOs, 42 (5 percent) are under suspension and 481 (62.5 percent) are still waiting for their accreditation as of year 2000. This reflects a bottleneck in the regulatory process.

Acknowledging its lack of personnel to do licensing and accreditation, the DSWD has launched an Area-based Standards Network (ABSNET) consisting of local NGOs. Piloted in Regions IV and XI, the network assists in the accreditation of day care centers and licensing of NGOs. The possibility of tapping retirees and the elderly to help in the ABSNET is also being considered. This Network can also assist in compliance monitoring (Key Informant from Policy, Plans and Information Systems Bureau, January 31, 2002).

There is a move to set up DSWD facilities as centers of excellence to serve as demonstration sites for the benefit of LGUs. It has been recognized that some of the centers are not able to fulfill standards because of budget constraints. To inspire LGUs to emulate these centers, it is considered important for these centers to comply with standards advocated by the DSWD (Key Informant Interview from Policy, Plans and Programs Bureau, January 31, 2002).

**Technical Assistance and Resource Augmentation.** Another responsibility of the DSWD is the provision of technical skills and know-how to LGUs, other agencies, organizations, groups, and individuals. The objective is to enhance human and institutional capabilities in performing their tasks relative to SWD (DSWD 2000: 16). In the past, the practice was to draw from the different regions their own assessment of the needs of field staff and those of different LGUs. This is supplemented by looking at secondary data or conducting a training needs assessment (TNA) through random selection of respondents from field offices and LGUs as a basis for technical support. Thus, before conducting capability-building activities, there is an effort to ascertain the recommendations and observations of field offices (Assistant Secretary for Field Operations February 6, 2002). Since resources are limited, key problems are prioritized according to commitments to poverty alleviation.

An issue that can be raised is the capability to identify these key problems in the absence of a workable and reliable information system.

(1) Technical Assistance. The national government can provide technical assistance to LGUs through –

- Community based programs or services where clients are assisted in their respective home or community with appropriate services or needed interventions;
- Center/institution-based services where clients are provided temporary residential care and protection for a period of time depending on their needs, until they are rehabilitated; and,
- Locally funded projects of LGUs where special projects are extended funding by the national government (DSWD 2001b: 5-6).

In year 2000, the proportion of LGUs reached by the national government through these three types of technical assistance included the following (DSWD 2001b: 35-36):

- 100 percent of provinces;
- 88.5 percent of cities;
- 90.5 percent of municipalities; and
- 27.8 percent of barangays.

This shows that, the devolution of social welfare services notwithstanding, national government has continued to assist all levels of LGUs. CIDSS alone has covered all provinces in year 2000. Among municipalities, 71.4 percent of the total has been covered, while among barangays, coverage is 7.7 percent. Since basic services are delivered at the barangay level, the ranking of regions in terms of support to barangays from the national government reflect a Luzon bias. The top three most benefited regions are NCR, Region I, and Region IV. CARAGA, in Mindanao, ranks fourth with 32 percent of its barangays having received national government support. Two regions from Mindanao (Regions XI and XII) are in the 5th and 6th ranks, respectively. The least assistance has been given to ARMM, Region VIII, Region II, and Region VI.

In the case of CIDSS areas, the bias is for Mindanao. *Compendium* data show that the highest coverage is in CAR based on the total number of barangays reached (17.1 percent), followed by CARAGA (13.3 percent), ARMM (10.9 percent), and Region VII (9.3 percent). The least support was for NCR (.71 percent), Region III (4.9 percent), Region IV (6.0 percent) and Region V (6.9 percent).

Percent of Barangays Extended Support by the DSWD			
NCR	99.4	Region III	14.6
Region I	74.0	Region VII	14.4
Region IV	57.5	Region X	13.1
CARAGA	32.2	Region V	11.6
Region XI	29.0	ARMM	10.9
Region XII	20.84	Region VIII	10.2
CAR	17.4	Region II	8.74
Region IX	17.1	Region VI	5.9

In terms of the sectors served by DSWD technical assistance for year 2000, the biggest number served are families (297,789). This is consistent with the Department's total family approach, although this represented a decline from the 1999 total of 479,434 families. One explanation for this is the localization process of CIDSS areas. The next biggest number served are children (42,052). Women follow closely with 41,311. The youth sector comes third with a total of 14,915. The least coverage is for persons with disabilities (5,719) and senior citizens (2,913).

For the first time, gender differentiation of clients served was noted in the *Compendium* in year 2000. Female children accounted for 58 percent of all children served. Among senior citizens, 53 percent of those served consisted of females. In the youth sector, males constituted 89 percent of those served while males also dominated the services given to persons with disabilities (55 percent).

(2) Capability Building. Training and capacity building of implementers are extended to LGUs, NGOs, NGAs, and POs. For year 2000, a total of 15,570 persons were recorded by the *Compendium* as having received training assistance (2001b: 53). Of this total, 53.1 percent were representatives of POs, 35.3 percent of LGUs, 6.5 percent of NGOs, and 5.2 percent of NGAs. The *Compendium* did not contain data on the specific topics covered by the training.

(3) Resource Augmentation. Resource augmentation is provided in the form of personnel, money, and other resources to LGUs and other partners from government and civil society to enable them to deliver basic social services (DSWD 2000: 16-17). The type of augmentation extended is mainly assistance to localities affected by calamities.

In year 2000, a total of 205 disasters were documented. They affected an estimated 2.2 million families in 11,935 barangays. Of these families, only 38 percent were reportedly served (DSWD 2001b: 59). In terms of financial support, the biggest assistance came from the DSWD, which contributed 42 percent of the P196.3 million that the national government spent for this purpose. The LGU share is 35.4 percent, while other sectors (i.e., NGOs and NGAs) provided 22.8 percent. The highest per capita assistance has been channeled to Mindanao regions (DSWD 2001b: 61). Many regions from Luzon have received the least assistance.

<b>Regions that Obtained the <u>Most</u> Per Capita Assistance</b>	
Region XI	490.00
Region IX	378.50
Region XII	74.00
Region VII	63.60
<b>Regions that Obtained the <u>Least</u> Per Capita Assistance</b>	
Region I	0.98
Region VI	1.50
Region III	3.65
Region IV	6.60

(4) TARA Plan. A recent innovation in the provision of Technical Assistance and Resource Augmentation (TARA) is the principle of "demand-driven" assistance. The 2001 TARA Plan opens opportunities to NGOs, POs, NGAs, and other sectors to submit a proposal seeking assistance from the DSWD. A requirement is the conduct of TNA using the Situationer developed by the Policy, Plans and Information System Bureau. The TARA proposal from proponents are expected to contain the following pieces of information:

- Problem area that requires TARA
- Objectives
- Type/form of TARA needed
- Mode/methods to be applied
- Beneficiaries
- DSWD and other technical persons to be involved
- Frequency of TARA
- Impact or desired results
- Other support mechanisms

The Social Welfare Institutional Development Bureau is responsible for developing and implementing the organizational and capability building standards and programs of the DSWD, and other organizations engaged in SWD service provision. The current direction of the Bureau is to enhance the ability of field staff to identify priority areas where capability building can be undertaken. The national office usually conducts training for projects funded by international institutions and for training of trainers.

The provision of assistance to LGUs is encouraged as long as they are able to customize their plans to the specific needs of their locality. This provides incentives to those who can present data on their locality's situation, which makes this consistent with the need to prepare a Situationer on the LGU. This innovation has been tested in San Jose del Monte, Bulacan.

#### **Accomplishments of LGUs**

In 1997, a report entitled "Delivery of Social Welfare Services after Devolution and Factors Affecting This" was completed by Asia Development Consultants, Inc. (ADC). This was an assessment of the role and performance of LGUs in SWD. The study covered 101 municipalities from Luzon, Visayas, and Mindanao. Respondents were DSWD Regional Officers, senior LGU officials, NGO representatives, DSWD devolved personnel, and beneficiaries. The study asked why municipalities had low performance in terms of networking and advocacy when these activities should be aggressively fulfilled by devolved social workers to enhance the participation of other local officials in SWD.

**Structure and Functions.** Among the different levels of LGUs, the municipality has the biggest responsibility in implementing social welfare services. In terms of the role of the municipal social welfare and development office (MSWDO), the ADC report shows that this role is performed by 76.3 percent of the MSWDO staff. Only about one-third engage in both planning and supervision. Others engage in other activities such as networking and linkaging, provision of technical assistance, advocacy, and monitoring/evaluation. Surprisingly, monitoring/evaluation does not have a high percentage of engagement, even though planning can not be done effectively without monitoring/evaluation. Other activities not stipulated in the function of the office are also performed by the social welfare personnel. These include population, nutrition, and serving as consultants to local chief executives (LCEs).

Based on the ADC report, the social welfare office is usually made up of four staff members, such as the Municipal Social Welfare and Development Officer (MSWDO), other social welfare staff, and a utility staff. Day care workers provide staff support and are based in the different day care centers. Planning activities are often preceded by a needs assessment exercise. Close to 40 percent of those surveyed by ADC do this, with some using the MBN information system. Less common forms of obtaining information entail the conduct of home visits, conferences, meetings, and dialogues.

At the provincial level, an average of four to six staff members manage the Provincial Welfare and Development Office (PSWDO). The office is normally constituted according to the programs and services devolved to LGUs, such as emergency assistance, family and community welfare, relief and rehabilitation, and a special concerns unit. These are apart from the administrative and manpower development offices. The ADC report noted that provinces take care of providing the directions and program thrusts for the MSWDOs. This actually reverses the previous process where planning and needs assessment occurred at the local level, with the national government setting overall goals and targets. (At present, the national and local offices set the directional and annual program thrusts; preparation of plans and targets are done at the local level.)

At least 30 percent of PSWDO survey respondents said that the roles of the province are mainly that of implementing social welfare services and providing technical assistance to municipalities. Very minimal involvement of the province is seen in monitoring and evaluation, identification of basic needs, training and information dissemination.

The type of training extended to MSWDOs are primarily on program requirements (i.e., disaster management and relief operations; trainers' training on community disaster preparedness). There are no trainings on how to interface with LCEs, mobilize resources, strengthen social welfare sectors, or how to manage social welfare services at the municipal level. This can partly explain why performance of these tasks is quite low among LGUs.

**Service Delivery.** ADC listed 30 services in its assessment clustered into the following seven major activities (Appendix B):

- Self-Employment Assistance Program,

- Family and Community Welfare Program,
- Women Welfare Program,
- Child and Youth Welfare Program,
- Emergency Assistance Program,
- Program for Disabled and Elderly, and
- Day Care Service.

It can be seen that apart from services, there are strategies woven into some program components that are meant to prepare three target groups for participatory governance. For instance, this is evident in the program for Family and Community Welfare where Social Preparation, Community Volunteer Resource Development, and Social Welfare Structure Development were included. Under Women Welfare Program, this is indicated by the Community Participation Skills Development Service. Social Preparation entails the conduct of participative community analysis and goal setting (Osteria 1994: 39). This is actually complemented by Community Volunteer Resource Mobilization, which taps leaders who can assist in community mobilization through volunteer skills development and participatory leadership development activities. The intervention on Social Welfare and Development Structures actually strengthens and organizes committees for parent effectiveness, development and welfare of women, promotion of disabled persons' welfare and development, shelter assistance, and livelihood generation (Osteria 1994: 39).

On the whole, community mobilization appears to be implemented in a sectoral way since skills development for community participation is implemented according to target groups – especially the family sector and women. However, the essence of community mobilization is to enable community residents to appreciate the importance of being organized. It is not meant to be a venue for programs and projects envisioned per sector. Instead, it is meant to enhance initiative in the development process for greater self-reliance and, ultimately, for sustainability. Thus, community mobilization can actually be forged as an over-arching strategy to ensure a multidisciplinary view of the problems encountered by organized groups from the community.

The total number of services to be implemented appears to be overwhelming given that there are only four persons manning the SWD Office in the municipality. Furthermore, considering that the responsibility for social welfare has been devolved, monitoring success according to compliance with the 30 services might be difficult to expect if these do not match the problems of the locality. Thus, of the total number of 30 services listed or devolved to LGUs, the following services are the ones most commonly provided in the municipality:

- Day care services
- Loan assistance,
- Parent effectiveness,
- Marriage counseling,
- Supplemental feeding, and
- Information dissemination for disability prevention.

About 85 percent of LGUs engage in these services. Since day care service is expected to be implemented in every barangay, it is inevitable that this turned out to be the service that receives the most attention. This is complemented by Parent Effectiveness Service, which includes holding parent effectiveness assemblies and setting up day care parents committees (Osteria 1994: 38). Supplemental feeding has also been extended as a form of service under emergency assistance. Loan assistance, which ranks as second, is among the

platforms to ensure livelihood and economic self-reliance among marginalized groups. Pre-marriage counseling is also mandated for every couple who plan to marry. It should be mentioned that a high premium is also given to community participation; at least 60 percent of municipalities engage in community mobilization activities.

What seems odd is that loan assistance is not adequately complemented by entrepreneurship development and capability building services. This could lead to poor management of resources. Less than 35 percent of the municipalities reportedly engage in these activities.

Child and Youth Programs also lag behind, with less than 42 percent of surveyed municipalities providing community-based services for street children and delinquent youths. This could be attributed to the fact that street children do not abound in rural areas.

Some services for disabled persons and elderly also fall below 50 percent of municipalities in terms of implementation. These services include social preparation for employment and after-care/follow-up services.

In provincial offices, disaster management is the key program that is implemented in four of the six services prioritized, with 40 percent or more of SWD staff working under this program. In terms of accomplishment of targets, most of the MSWDOs are shown to have fulfilled 70 percent to 100 percent of their targets. ADC points out, however, that MSWDOs tend to lower their targets because of limited funds.

**Client Assessment.** Social welfare clients surveyed by ADC have an optimistic view of service delivery, with 55 percent saying they are satisfied. This is a significant increase in client satisfaction, which registered only 27 percent during predevolution years. Programs with at least 60 percent of clients expressing satisfaction are those dealing with self-employment assistance, family welfare, women, and youth. Programs with less than 60 percent satisfaction are emergency assistance, day care services, and those for the elderly and disabled. The ADC report shows duplication of services and target beneficiaries for the livelihood projects of LGUs and regional offices.

**Linking with Local Chief Executives.** In the ADC study, many MSWDOs and PSWDOs raised issues pertaining to their LCEs. Among the major concerns are low prioritization given by LCEs to social welfare programs, political intervention especially in the appointment or upgrading of positions, lack of regularity in monitoring social welfare programs, and lack of dialogue and consultation with different stakeholders. The lack of interface with the different stakeholders can hinder rational decision-making on investments that can be made for social welfare. This weakness could partly explain why there is a low level of commitment to social welfare among LGU leaders.

**Linking with other Stakeholders.** On the part of NGOs, ADC notes that their contributions are mainly channeled to the provision of capital and materials, financial assistance, and technical support. These are often directed to self-employment assistance, emergency assistance, and capability building of clients. NGOs tend to implement their own programs and services instead of linking up with the SWD office. Like LGUs, they also are affected by limited funds, which prevents them from expanding the coverage of their SWD projects.

In the case of POs, the general observation of ADC is that they have mainly served as clients of the MSWD office especially in livelihood, health, and nutrition projects. This form of engagement defeats the essence of empowerment. This is attributed to such factors as lack of managerial skills among PO leaders and lack of involvement among members.

Other government agencies also provide support to the SWD Office. Among the forms of assistance they give are technical support, coordination, direct implementation of programs,

and provision of financial and material assistance. However, these forms of assistance are considered very weak since an efficient referral system is not yet in place. Although building networks is high in the agenda of the DSWD, other stakeholders have not been effectively mobilized at the local level.

**Linking with the DSWD.** In terms of the support extended by the DSWD National Office, the ADC documented mainly the provision of technical assistance in the form of training to improve SWDO staff capabilities. This is in keeping with the role of DSWD to "steer" rather than "row" responsibility. There are few guidelines and preparatory activities regarding monitoring, however, which could explain the poor submission of information on the status of SWD services by LGUs.

**Problems and Gaps.** According to the ADC report, 79 percent of municipal SWD staff said they were hampered by limited financial resources. Thirty-nine percent said they lacked administrative support, as exemplified by limited travel allowance, slow release of funds, and failure to provide benefits to staff. About 20 percent cite problems of manpower lack, political intervention in the selection of beneficiaries, implementation of services for political purposes, low priority given to SWD programs by LGUs, dole-out mentality of clients, and lack of technical assistance from regions and/or the national office.

### **Other Stakeholders**

NGOs, the private sector and other sectors of civil society play a critical role in the delivery of social welfare services. The DSWD has formally recognized the role of different institutions apart from government in the implementation of these services, whether through a convergent effort or as independent bodies. As earlier noted, the DSWD issues licenses and accredits institutions that provide services to the different client sectors.

One example of an NGO-supported facility is Project HAVEN (Government of the Philippines 2000: 112). Started in 1997 and meant to address victims of violence against women (VAW), this project is implemented with the assistance of the Congressional Spouses Foundation Inc. Project HAVEN provides medical and legal services and also serves as drop-in center for VAW victims. The project is also a "one-stop-shop" where all services needed by the victims can be provided.

HAVEN stands on a lot owned by the government in Alabang, Muntinlupa. It serves women and children who are victims of rape, incest, involuntary prostitution, illegal recruitment, domestic violence, and abandonment by spouses or parents (Suarez 2002). These victims receive counseling, training skills, and livelihood opportunities. They usually stay for about eight months. The hope is that they will develop enough confidence to face life's challenges. There are 13 other centers of this type operating in other regions (eight in Luzon, two in the Visayas, and three in Mindanao).

The Women's Crisis Center (WCC) is another example of NGO engagement in social welfare. The center focuses on the prevention and elimination of violence against women. Set up in 1989 and based at the East Avenue Medical Center, WCC offers services like counseling, legal and medical assistance, shelter, and survivor support groups to women victims of violence. WCC is assisted by the Raquel Edralin-Tiglao Institute for Family Violence Prevention (RETIFVP) as its training and research arm. WCC institute has extended training courses to the provinces with the help of partners and host organizations and has served nine sites in the country (Suarez 2002).

Another NGO service is *Bantay Bata 163 Hotline*, which was established by the ABS-CBN Foundation in 1997 (Government of the Philippines 2000: 85). This is a 24-hour hotline and provides rescue, counseling, intervention, and referrals for rehabilitation of children in distress. It has also expanded its operations to cover medical and legal services, a feeding

program, a foster care program, and other outreach projects for children and families (*Philippine Star* 2002). This is a multi-agency endeavor that includes the participation of private business institutions. When it marked its 5<sup>th</sup> year on February 9, 2002 through an affair called "Pista ng Bata", it brought in the participation of six private business institutions, such as, Jollibee Foods Corporation and Burger King.

Since 1992, a hotline for women victims of domestic violence has been maintained by the NGO KALAKASAN (Jimenez 1996: 4). In its documentation of 600 hotline cases, KALAKASAN found that 82 percent were women who suffered physical violence.

A partnership started in 1993 between government and NGOs are the Philippine National Police Women's Desks. Established in strategic police stations, these Women's Desks handle women victims of violence (Jimenez 1996: 7-8). The Women's Crisis Center and KALAKASAN helped to conduct gender sensitivity and women-friendly police investigation techniques to these desks.

### **Broader Milieu of the DSWD**

The commitment of government and other institutions to social welfare is influenced by the broader socio-political-economic milieu. These influences pertain to the presidential leadership, donor institutions, and globalization.

***Influence of Presidential Leaders.*** Presidential leaders signal their commitment for particular programs and mobilize different sectors to invest their resources for the program. Thus, even if departments define their thrusts and commitments, overall policies formulated by the president could affect the way these commitments are prioritized.

For example, former President Marcos' avowed development platform was to focus on the poorest of our society by meeting their basic needs for nutrition, education, employment opportunities, and access to other basic services (Bautista 1997: 16). This policy direction was contradicted by his investments in economic development, which took the major chunk in the budget – accounting for 44 percent during the first decade his rule and 33 percent in the second decade. Social development allocation on the other hand was only 24 percent and 19.5 percent, respectively, for the first and second decades (Bautista 1997: 14).

President Joseph Estrada's *Lingap Para sa Mahihirap Program* actually contradicted the overall policy of the DSWD to implement participatory strategies in poverty alleviation like the CIDSS. *Lingap* targeted 100 poorest families in every municipality or city, with 20 families drawn from the barangay. This approach made it difficult to harness community participation since there was no critical mass that could be organized to participate actively in the decision-making process (Bautista 2001). Besides, the package of services delivered did not go through a participatory process but were defined by the officials at the national level.

The way *Lingap* beneficiaries were identified also came under criticism. Political meddling took place since the MBN indicators had not been uniformly adopted in the participating barangays. The Filipino Report Card on Pro-Poor Services prepared by the World Bank on the *Lingap* showed that non-poor barangays benefited more from the program than non-poor barangays (World Bank 2001). Moreover, since Congress controlled the distribution of two-thirds of the *Lingap* funds, program allocation was based on patronage politics.

President Arroyo's KALAHI program seeks to fast-track the provision of services to marginalized communities in some localities in the National Capital Region. Although the program has vowed to consider the participation of community groups in governance, the initial implementation has tended to be "dole-out" in character.

Community groups were not involved in identifying and implementing the projects undertaken in their localities. Strengthening community participation in KALAHI will depend significantly on the willingness of program managers to learn from the gains of the CIDSS approach. A good sign is that some KALAHI areas already have taken the initiative to implement CIDSS.

***Effective and Efficient Public Administrative System.*** One of the factors that could affect the implementation of SWD programs and projects is the general culture of governance in the public administrative system, and the extent to which this is accepted by its clients and the general public. Through the years, one of the criticisms aired against government is the culture of corruption that drains public coffers.

In 2001, an estimated 23 percent of the national budget was wasted through corruption (Wallace 2001). The draft report of the "Consultations on the UN Conference on Financing for Development" conducted in the Philippines (UNDP 2001) has a lower estimate of 13 percent of the national budget. The report observes that out of a total national budget of P781 billion in 2001, P100 billion was at risk of being lost to corruption – 70 percent involving public works contracts and 30 percent involving the purchase of supplies and equipment (UNDP 2001). The report points out that failure to perform some government functions also leads to losses. For instance, about P150 billion is lost to tax evasion. Of this amount, some P92 billion constitutes uncollected income tax. Tax revenues as a share of gross domestic product (GDP) fell from 17 percent in 2000 to 13.5 percent in 2001. This contributed to the fall in social services expenditure as a share of GDP, from 6.5 percent in 2000 to 5.9 percent in 2001.

In a corruption perception index prepared by Transparency International from a survey of international business executives, the Philippines ranked in the middle among a group of 99 countries known to be afflicted with corruption (World Bank: 2002: 31). A November 2001 survey by Social Weather Stations, 83 percent of respondents believed corruption in government was either very large or somewhat large (2002: 45).

A key informant from the DSWD has claimed that some legislators try to benefit from the department, especially in the release of funds for calamities. Pressure is even put on the DSWD by withholding the approval of its budget if these requests are not granted.

***Role of Donor Institutions.*** Bilateral and multilateral institutions have also influenced the way programs are crafted. They try to affect the content, and even the approaches adopted to implement these programs. For instance, many of the policies pertaining to a particular sector are due to the direct influence of these institutions.

A usual venue for exerting this influence are international conferences sponsored by these institutions. One example is the 1989 International Labor Organization Convention, which resulted in a directive on Indigenous and Tribal Peoples (ILO Directive No. 169). This is considered the most comprehensive and updated international standard addressing the living and working conditions of indigenous peoples (IPs) (Government of the Philippines 2000: 85). It has paved the way for the formulation of local policies, such as the inclusion of IPs in the Social Reform Agenda of the Ramos administration (Government of the Philippines 2000: 85). The Social Reform Agenda created a Flagship Program on the Recognition, Respect and Protection of Ancestral Domains for IPs. This sought to end the age-old economic marginalization, sociocultural displacement, and political disenfranchisement of this sector (Government of the Philippines 2000: 92). In 1997, Republic Act 8371 or the Indigenous Peoples Right Act was enacted. This provides for the recognition and promotion of all rights of IPs, such as, ancestral domain, self-governance and empowerment, social justice and human rights, and cultural integrity (Government of the Philippines 1997: 92).

The government has also implemented measures to fulfill the provisions of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (Government of the Philippines 1997: 110). The Philippine Human Rights Plan in 1995 provided a significant policy tool for safeguarding women's rights. This paved the way for the creation of an inter-agency committee to protect these rights (Government of the Philippines 1997: 110). A Philippine Plan for Gender Responsive Development was formulated in 1995, which laid down the plans to address gender inequality and to promote women's advancement (Government of the Philippines 1997: 114).

The United Nations Development Program has also influenced the formulation of social indicators, to supplement purely economic indicators, in the determination of the quality of life of people. Through the Human Development Index (HDI), a Philippine NGO, the Human Development Network, has been set up to examine the attainment of HDI in the country. The Network publishes its own Human Development Report every three years, and focuses on a particular sector (i.e., women, education) in each report. The Network has advocated the use of social and economic measures in governance processes at the national and local levels.

The formulation of the set of MBN indicators was also influenced by United Nations bodies, which formed a consortium called the Joint Consultative Policy Group in the early 1990s (Bautista 2000). This consortium helped the then Presidential Commission to Fight Poverty conduct multi-sectoral forums in the country's different regions to formulate indicators for the MBN information system.

**Globalization and Economic Crisis.** Numerous criticisms have been made against multilateral institutions like the World Bank, International Monetary Fund, and the Asian Development Bank. They are criticized for imposing structural adjustments on the country as a condition for releasing loans to different localities (Briones 1997: 6-7). The conditions include: trade liberalization, reforms in the financial sector, privatization, fiscal and monetary policy measures (particularly of budget deficits and the restructuring of the Central Bank), and other economic policies that promote globalization (Briones 1997: 6).

In his book, *Trade for Life: Making Trade People Work for Poor People* (2001), Mark Curtis of Christian Aid discusses the negative impact of trade liberalization and provides recommendations on how this can be avoided. Curtis says the rules of global trade discriminate against poor countries because the World Trade Organization is dominated by the government of wealthy nations. Agreements harm rather than help the poor because the major players impose uniform policies that are not applicable to the poor. There are no rules formulated for important concerns, such as the way transnational corporations operate. Even the United Nations Development Program (2000: 10) argues that if trade expansion is to benefit the poor, then international rules of the game must be made more fair. For one, high priority should be assigned to eliminate protectionist policies that are biased against developing countries.

Some local economists believe that globalization is among the causes of the economic crisis now being felt by the Philippines (Lim 1998). Ofreneo and Acosta (2002: 11) lament the negative impact on women of globalization and the resulting economic crisis. They argue that women are the ones immediately affected by these events. Women are the first to be retrenched or laid off from work. Many of these displaced women work in enterprises that produce garments, home décor, and other products that cannot compete with cheaper imports (Ofreneo and Acosta 2002: 11).

Seeking employment, many of these women seek job opportunities outside the country. Filipino women comprised 57 percent of all overseas Filipino workers during the period 1993-1998 (Ofreneo and Acosta, 2002: 13). The welfare needs of these overseas Filipino women workers are alarming. There are many recorded cases of deaths under mysterious circumstances. Many come home physically or mentally ill. Some have even been trapped

into the globalized sex trade. If working abroad is not an option, many jobless women cope by joining the informal sector as sidewalk vendors, sari-sari store operators, peddlers, and domestic helpers. They work long hours that leave them very little time for their personal and family needs (Ibon Facts and Figures 1997: 8). Lim speculates that as hard times continue and incomes deteriorate in economic crisis, violence against women and children will increase in intensity and number (Lim 1998).

## V. GAINS

The DSWD has made important gains in attending to the needs of the depressed, deprived, and underserved in the country. Among its major contributions is a commitment to advocate self-reliance by providing skills development to every sector under its jurisdiction. The family welfare program has a social preparation component that seeks to enhance client participation and volunteerism in the community. The women's welfare program aims to develop skills in self-enhancement, maternal and child care, and productivity. Emergency assistance builds capability in disaster management. The program for disabled persons provides self-social enhancement services. In addition, there are the six innovative interventions mentioned earlier being pilot tested by the national office that aim to develop self-reliance.

Harnessing people participation in governance is an important DSWD strategy. Preparatory activities to encourage community participation can be seen in the services devolved to LGUs, such as those for family welfare and women's welfare. Community participation is implicit as well in child and youth welfare programs through the institution of community-based services. CIDSS, the department's key program for poverty alleviation applies community organizing and participatory needs assessment before services are delivered to the community. Community preparation is integrated in the different phases of social welfare management – in situation analysis, planning, implementation, and monitoring/evaluation. This approach is considered the most critical factor for the positive impact of CIDSS on the quality of life of areas covered by the program. Many of the innovative technologies spearheaded by the DSWD also incorporate a participatory approach, such as the *Lupong Tagapamayapa*, ERPAT, and Neighborhood Support Services for Older Persons.

Harnessing the participation of various sectors in civil society as partners in SWD is also a major contribution of the department. This capitalizes on the strengths of NGOs in rendering service to particular groups. The DSWD has set up ABSNET where NGOs are given recognition as partners in reviewing other NGOs that could be issued licenses and accreditation. The department has also entered into an agreement with some NGOs to provide training in gender sensitivity to police officers in charge of the Women's Desks in police stations. In the CIDSS program, there is recognition of NGOs as partners in policy formulation and in overseeing the governance of services pertaining to the basic needs of target barangays.

The effort at convergence with other government agencies is important to the CIDSS approach. Many of the requirements in MBN can be responded to by linking up with different sectors of government. Convergence helps to minimize the doublecounting of client data. For example, convergence helped to reconcile the data on rape victims of the National Bureau of Investigation and the Philippine National Police in the National Capital Region.

A survey conducted by Asian Development Consultants, Inc. in 1997 reveals higher client satisfaction with social welfare services. Highest satisfaction was attributed to services dealing with the family, women, and youth welfare. A discordant finding, however, is the relatively low satisfaction rating given to day care services, the most prevalent service among LGUs.

Among the different programs implemented at the national level, CIDSS has been most equitable in extending services to the different regions, judging from the preferential treatment given to marginalized areas in Mindanao. In disaster management, many of the regions in Mindanao have benefited from higher per capita assistance over Luzon areas, which traditionally get more assistance.

The Philippines can also be credited with having formulated legislation consistent with the policy recommendations of international social welfare bodies.

## **VI. PROBLEMS/GAPS**

### **Internal Management**

**Service Delivery.** Although service delivery has been transferred to LGUs, the DSWD retains more than 70 centers and institutions under its jurisdiction. Shifting its role from "rower" to "steerer" has not been fully achieved. The services devolved to LGUs tend to be delivered according to sector, unlike the services that are planned and formulated in CIDSS, which are crafted through a convergent effort. This means even the community organizing process is done by sector – for example, organizing women is done outside of the organizing for the family welfare program. It is not surprising that the ADC report shows low LGU performance in community mobilization. In contrast, the CIDSS approach does community mobilization as a prior activity before other interventions take place; it is therefore undertaken not just for particular marginalized sectors. Since planning occurs through a convergent process, community leaders are mobilized according to particular problems they have identified through situation analysis using the MBN information system. Community mobilization is an integrated process that looks at community-wide problems and brings together all marginalized sectors – men, women, youth, and senior citizens.

An issue that needs follow-up is the sustainability of CIDSS after it has been localized. What happens after localization? Will POs still be as active? Will LGUs continue to invest in basic needs? Will the MBN information system continue to be used as a tool in planning and focused targeting?

Another issue is the scope of CIDSS coverage. At the moment, that coverage is too low to make a substantial dent on the total population of poor families. CIDSS still needs to generate a critical mass of served families for it to have measurable impact on quality of life indicators.

**Monitoring System.** A major problem is the weak capability of the DSWD national office to track the performance of LGUs. One explanation is that LGUs find it difficult to submit progress reports because they are burdened by the number and cost of the many services devolved to them. A significant flaw in the system for determining LGU accomplishments is the reliance on planned targets by social welfare officers, who could easily underestimate what they plan to do. In fact, municipalities are expected to be realistic in the range of services (from the list of 30 services) they choose deliver to the community by matching services with prevailing local problems. If LGUs choose not to use a problem analysis mechanism like the CIDSS/MBN, however, they will find it difficult to determine and understand the actual problems existing in the community.

This considerably diminishes their ability to prepare a rational SWD plan. Use of the CIDSS method among LGUs is not yet widespread. This is why the DSWD seeks to implement CIDSS in all the barangays of target municipalities located in the country's 40 most depressed provinces. This is an intermediate step to applying the method nationwide.

The current plan to adopt the *Situationer* as a means to determine the problems of an LGUs relies on a sound data base, especially at the barangay level. Right now, the CIDSS/MBN information system, in spite of its limitations, is still the best source of barangay information.

**MBN Information System.** Although MBN is an effective tool to ascertain quality of life, it is still encumbered with problems. For one, the structure of the instrument could be confusing because some of the items are negatively stated (i.e., "no deaths in the family due to preventable diseases"; "no diarrhea episode for children less than 5 years old"). In addition, MBN can count problems at the family level only and not the total number of individuals in the family affected by a problem (i.e., "total number of infants fully immunized"; "number of pregnant women given tetanus toxoid"). In addition, sensitive family information, such as rape and family violence, are not easily captured.

The Community-based Poverty Information System (CBPIMS) can address some of the weaknesses of the MBN. The National Anti-Poverty Commission had plans in 1998 to review and consolidate the different MBN information systems. This consolidation has yet to be done.

Another problem concerning MBN is the method for measuring net improvement. Net improvement is computed as a percentage increase in the number of families using a relatively old baseline. This is a defective approach because it does not standardize the percentage of problems addressed according to the number of families attended to, which varies over time.

**Policies.** There is a need to assess the actual implementation and impact of the many policies that have been crafted for every sector. There is also a need to ascertain if these policies are matched with adequate resources since some policy directives cannot be pursued for lack of funds.

**Financial Management.** It is important to examine the resources that have been channeled to poverty alleviation programs and determine if the poor and marginalized have actually benefited from these resources. Under the Ramos administration, there was an attempt to disaggregate the contribution of every agency involved in the poverty program in order to determine if resources were equitably distributed. This effort was not sustained, however. In CIDSS localities, it is possible to track down the contribution of the different stakeholders (i.e., LGU, NGA, NGO, and PO) since the preparation of the neighborhood plan incorporates a Work and Financial Plan. However, this approach is not uniformly shared by other programs. This makes it difficult to ascertain how much contribution is made to address the needs of particular sectors.

**Sectors.** Among the sectors whose needs have yet to be ascertained completely are the disabled and the elderly. The tracking system of the DSWD currently lacks appropriate mechanisms to determine the specific needs and problems of these groups can not be discerned. For persons with disabilities, lack of specific information in the Census also limits the ability of the DSWD to respond adequately to their peculiar requirements.

**Long-drawn Reorganization Process.** One of the internal processes that could affect the stability and morale of DSWD employees is the failure to complete the reorganization process. Right now, there is no final paper that presents the structure and functions of the different offices of the DSWD. The shift in top leadership could have partly affected the failure to make this closure. This could dissipate the interest to make long-term commitments and plans on the part of some of units of the institution.

## **Local Government Level**

**Commitment.** Lack of commitment among LCEs is considered to be a prevailing problem at the different levels of local government. This could stem from the lack of preparation and orientation of LCEs on the importance of investing in social welfare and development. Then, too, there is the lack of funding at the local level.

**Role of Devolved Social Workers.** There is a need to ensure that devolved social workers are continuously updated on recent developments in their field of expertise. Unfortunately, there are insufficient capability building activities that center on social mobilization, advocacy, networking and marketing strategies. Since, devolved workers depend on LCEs for financial support and commitment to SWD projects, their ability to advocate the need to invest in social welfare hinges on their capability to "steer" the LCEs and other stakeholders. Mobilizing community residents remains a daunting task.

**Devolution.** There is a need to examine the impact of devolution and the measures to ensure that LCEs are adequately prepared to assume their role in local governance. Commitment to SWD and other social services is an important issue. The chief rationale of devolution is to make services more responsive to local needs by bringing governance closer to the people. This can happen only if LCEs are trained to govern with a bias toward the poor, the marginalized, and the underserved. Lack of provisions in the Local Government Code that concretely directs LGU resources for the benefit of the poor and marginalized could result in resources being distributed to those who do not urgently need them. Since the Code is not clear on this, some LCEs might not appreciate the importance of a monitoring system to determine the situation of the people in the locality. This results in bias in the identification of target beneficiaries, the formulation of plans, and the allocation of resources. Provisions to prevent this need to be spelled out in the Code.

**Fulfillment of Basic Services.** The majority of LGUs (85 percent) tend to focus on delivering only a handful of social welfare services. These include day care services, loan assistance, parent effectiveness, marriage counseling, supplemental feeding, and information dissemination for disability prevention. This is a relatively small number of services, considering the list of 30 services that LGUs are mandated to provide.

In many of the services devolved to LGUs, PO participation is confined to being mere clients rather than as active participants in SAPIME. The CIDSS approach provides mechanisms for strong PO participation. However, these mechanisms have not been transferred widely to LGUs.

**NGOs.** Licensing and accreditation are functions performed by the DSWD. An issue is the capability of the DSWD to perform this function effectively. One problem is that NGOs tend to concentrate on the needs of particular sectors like women, youth, children, and calamity victims. Few focus on disabled persons and the elderly. A proper estimation of need could be done if data can be made available on the number, location, and needs of these two sectors.

### **Macro-level: Inconsistency in Policies**

At the macro-level, lack of consistency in policies nullifies the gains achieved by some programs and projects. For instance, the commitment to participatory approach in CIDSS could be contradicted by the desire to fast-track services to the poor and marginalized sectors. Program managers might prefer to sidestep investments in community preparation to forge self-reliance.

Failure to appreciate consistently the value of participatory action by the executive and legislative branches could circumvent the initial gains in mobilizing self-reliance. Legislators who unilaterally decide to distribute resources without following a set of criteria could end up confusing target beneficiaries – some receive services for no clear reason; others get

services only after going through a maze of regulations. This illogical approach will not curb the cycle of dependency that marks poverty in the country.

Furthermore, there is an observed tendency on the part of national leaders to keep on introducing new programs, even though there are already existing and effective ones. The practice of giving new names to programs that borrow the basic features of existing programs can be confusing to stakeholders.

## **VII. REFORM AGENDA**

### **Install a Monitoring System Useful to Both National and Local Governments**

It is important for the DSWD to install a monitoring system that is acceptable to both the national and local government levels. The monitoring system should be one that LGUs can use. It should not only be a tool for the national government to track down LGU compliance in service delivery. The monitoring system should provide data that determines the existence of a problem. The assessment of service delivery performance should be linked to the actual needs and capabilities of an LGU and not only be an absolute measurement of services provided. The current system of assessing performance according to targets may not be meaningfully assessed if data on needs are not available. Spelling out target outputs of implementers can be overestimated or under-estimated.

### **Enhance and Install the MBN Information System**

The MBN information system is a good tool to determine the social welfare situation of LGUs. It can be adopted for focused targeting and planning. It can be enhanced further by integrating some of the strengths of the Community-based Poverty Indicator Monitoring System (CBPIMS) such as:

- determination of the total number of family members affected by a problem;
- separation of sensitive topics in the MBN form, under the Community Form;
- and, determination of the profile of the members of the family in terms of gender and age.

CBPIMS itself could also be improved by incorporating questions pertaining to disability and the actual occupation of each member of the family. This way, there is no need to conduct a separate census of the number of persons with disabilities, this being one of the target sectors in SWD.

Inclusion of occupation could also broaden the contribution of the MBN form to determine the type of basic sectors that are most common in the LGU, i.e., farmers, fisherfolks, students, informal labor, etc. This information could even help the National Anti-Poverty Commission ascertain the total number of persons constituting a basic sector. There should be a move to have families, if they are literate, complete the Form families themselves.

This system should be installed not only in CIDSS areas but, as planned, in the targeted 20 percent of families in every municipality of the country. In the long run, MBN could also become a tool that all LGUs can implement, as is the practice now in Thailand.

**Distinguish Participatory Process from Substantive Components of the Program** There is a need to reassess the services that are devolved since the approach in dealing with the delivery of services is equated with the actual substantive component of the program.

Community mobilization, being a strategy, should be separated from service delivery of key programs and projects since this is an overriding strategy that should govern the outlook of the different sectors. Community mobilization is a process that can be undertaken in a convergent way by the different service implementers. As in CIDSS, a cross-section of the different sectors are the potential targets in the community mobilization process. Community organizing is not undertaken for particular sectoral groups only.

### **Implement the Initial Plan of the DILG to Constitute a Multidisciplinary Mobile Team**

It may be worthwhile restoring an earlier plan of the DILG to organize a Multidisciplinary Mobile Team that will take care of orienting LGUs on the specific services transferred to them. This Team can build synergy among various social welfare development activities. For instance, health and social welfare are both concerned with encouraging community participation. The Team can undertake this as a single, integrated effort. This minimizes confusion on the part of the community.

### **Ensure Orientation of Newly-installed LCEs**

It is important for newly-installed LCEs to be oriented on their responsibilities to ensure continuity of services. Apart from the importance of the technical requirements of each devolved service, governance principles concerning people participation, civil society interface, sustainability, pro-poor bias, gender sensitivity, and equity can be incorporated in the orientation process.

### **Motivate LCEs**

There should be additional effort to recognize LCEs, even at the barangay level, to ensure that good governance is properly rewarded. The DSWD can institute its own mechanism to acknowledge excellence in social welfare and other stakeholders in order to motivate and sustain innovative responses to SWD needs. The move of the Country Program for Children to recognize "Child-Friendly LGUs" is one example. Other stakeholders with a bias for particular sectoral concerns can move in the same direction. *Galing Pook Awards* can feature special awards for particular sectoral concerns (i.e., women, disabled, etc.).

### **Ensure that Innovative Technologies Are Institutionalized and Localized**

The DSWD should ensure that innovative approaches are disseminated to LGUs. These technologies could be consistently embedded in training programs and advocacies so that LGUs are able to learn them. For instance, the CIDSS approach could be incorporated in the capability building activities involving LGUs from non-CIDSS areas. This could help to generate a critical mass of LGUs that are effective in lowering the incidence of poverty.

### **Determine Financial Allocation for the Marginalized**

It is important to determine if resources are being distributed to the most needy sectors. Budgetary disaggregation might be helpful to ascertain whether services are benefiting the truly needy. It might also help determine if priority is being given to these services based on the existence of and magnitude of need.

### **Assess Impact of the Different Policies**

There is a need to analyze the impact of different policies and modify them, if necessary. It is also important to determine if these policies are matched by adequate resources.

### **Ensure Consistency of Policies**

National leaders should avoid issuing inconsistent or contradicting policies. They should lay out basic commitments and values to guide the policies that they issue. Some specific directions regarding policy include the need to ensure that –

- Poverty programs subscribe to the principle of beneficiary participation to break the cycle of dependence and ensure self-reliant efforts among the marginalized sectors;
- A pro-poor bias permeates strategies in order to empower the poor, determine rationally who the poor are, and ensure formulation of plans that are relevant to the poor; and,
- The rationale of devolution remains by transferring national programs and projects that have proven to be more effective under the direct supervision of LGUs.

### **Finance Legislations**

It is important to determine if policies are matched by adequate resources. Some acts of legislation are not matched by resources. Examples include the Solo Parents Act, the law establishing women crisis centers, and the law establishing detention centers for minors.

### **Build on and Sustain Effective Programs and Projects**

National leaders should learn how to build on and sustain effective programs and projects. They should be able to provide continuity for programs that have been proven effective rather than embarking on entirely new ones or merely "re-labeling" existing ones. This could confuse different stakeholders and could lead to the creation of unnecessary structures.



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