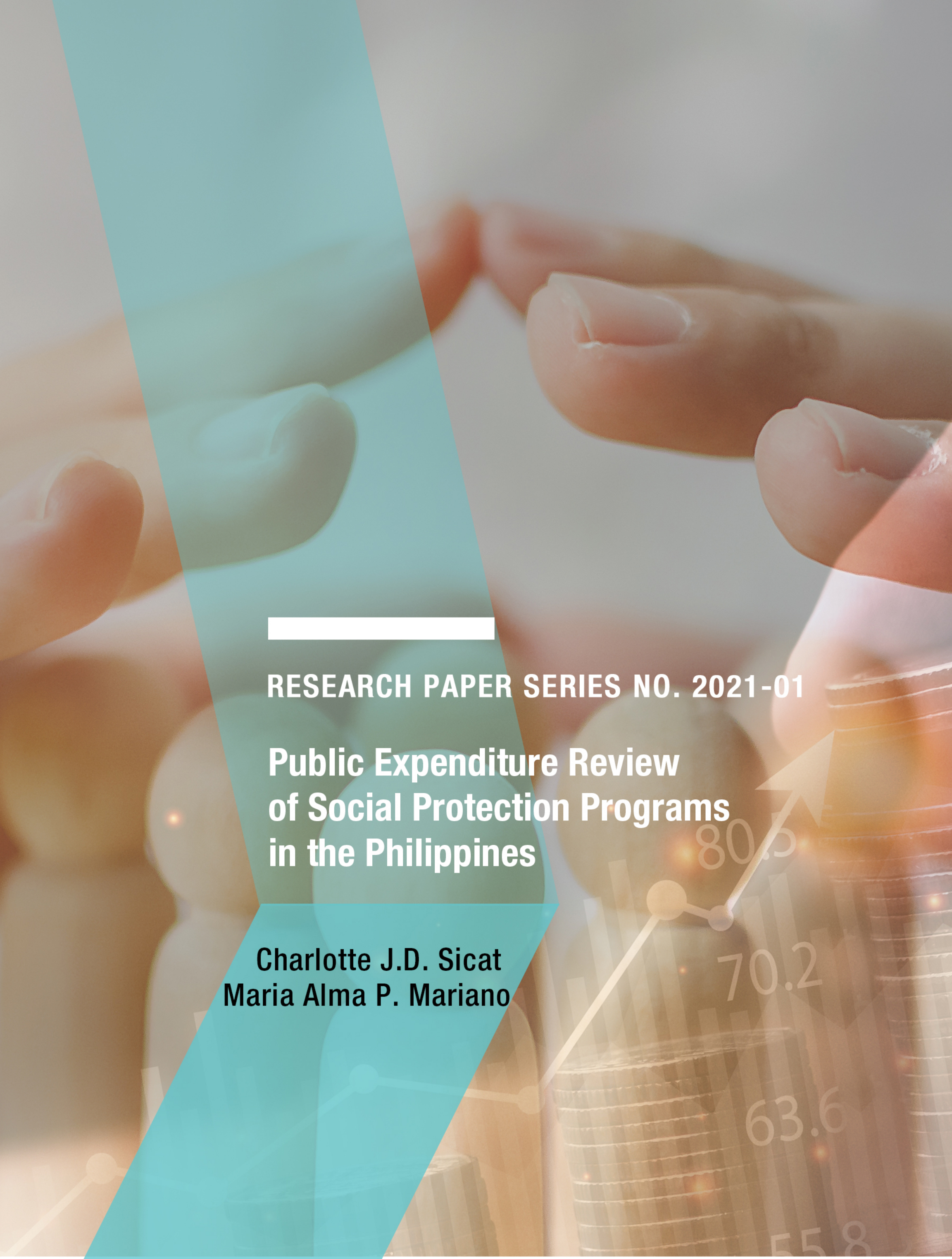


RESEARCH PAPER SERIES NO. 2021-01

Public Expenditure Review of Social Protection Programs in the Philippines

Charlotte J.D. Sicat
Maria Alma P. Mariano

Research Paper Series No. 2021-01

Public Expenditure Review of Social Protection Programs in the Philippines

Charlotte Justine D. Sicat and Maria Alma P. Mariano

Philippine Institute for Development Studies
Surian sa mga Pag-aaral Pangkaunlaran ng Pilipinas

Published by
Philippine Institute for Development Studies

Please address all inquiries to:

Philippine Institute for Development Studies
18th Floor, Three Cyberpod Centris - North Tower
EDSA corner Quezon Avenue, 1100 Quezon City
Telephone: (63-2) 8877-4000
Fax: (63-2) 8877-4099
E-mail: publications@mail.pids.gov.ph
Website: https://www.pids.gov.ph

ISSN 1908-3297
ISSN 2508-0830 (electronic)
RP 01-21-600

Editorial and production team:
Sheila V. Siar, Maria Judith L. Sablan, and Carla P. San Diego

Table of Contents

List of tables and figures

Table

Figure

List of Acronyms

AMP	Adjustment Measures Program
AO	Administrative Order
AFMA	Agriculture and Fisheries Modernization Act
Agri-Pinoy	*Agrikulturang Pinoy*
ADB	Asian Development Bank
COA	Commission on Audit
CCT	conditional cash transfer
CIU	crisis intervention units
DA	Department of Agriculture
DAP	Development Academy of the Philippines
DBM	Department of Budget and Management
DepEd	Department of Education
DECS	Department of Education, Culture, and Sports
DOF	Department of Finance
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
DAP	Development Academy of the Philippines
DILP	DOLE Integrated Livelihood Program
DIP	Dropout Intervention Program
EA	educational assistance
EAP	Educational Assistance Program
EO	Executive Order
FWP	Family Welfare Program
FY	fiscal year
FSP	Food-for-School Program
GOCC	government-owned and -controlled corporation
GWA	general weighted average
GMA	*Ginituang Masaganang Ani*
GSIS	Government Service Insurance System
GDP	gross domestic product
HYTA	High Yield Technology Adoption

HEI	higher education institution
IP	indigenous people
IPIN	implicit price index
IT	information technology
IMF	International Monetary Fund
KALAHI-CIDSS	*Kapit-bisig Laban sa Kahirapan* - Comprehensive and Integrated Delivery of Social Services
LGU	local government unit
MBS	merit-based scholarship
MCC	Millenium Challenge Corporation
NCIP	National Commission on Indigenous Peoples
NEDA	National Economic and Development Authority
NFA	National Food Authority
NGA	national government agency
Nego-Kart	*Negosyo sa Kariton*
NGO	nongovernment organization
4Ps	*Pantawid Pamilyang Pilipino* Program
PWD	person with disability
PhilHealth	Philippine Health Insurance System
PIDS	Philippine Institute for Development Studies
PHP	Philippine peso
PSA	Philippine Statistics Authority
PESO	Public Employment Service Office
RFU	regional field unit
RO	regional office
RA	Republic Act
SBFP	School-Based Feeding Program
SEA-K	Self-Employment Assistance *Kaunlaran*
SocPen	Social Pension for Indigent Senior Citizens
SPI	social protection index
SSI	social security institution
SSS	Social Security System
SPES	Special Employment Program for Students

SAOB	Statement of Allotment, Obligations, and Balances
SFP	Supplementary Feeding Program
SLP	Sustainable Livelihood Program
TRAIN	Tax Reform for Acceleration and Inclusion
TULAY	*Tulong Alalay sa Taong may Kapansanan*
UNDP	United Nations Development Programme
VAT	value-added tax
WB	World Bank
YES	Youth Entrepreneuship Support

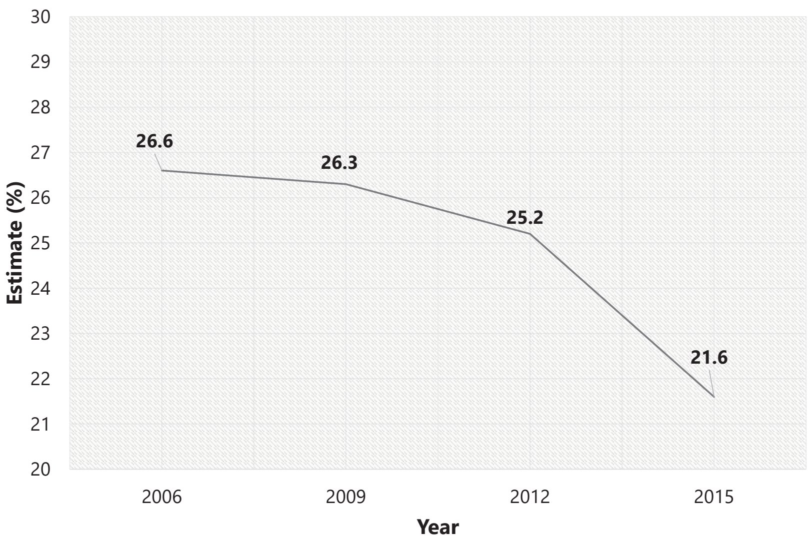
Abstract

In a developing country such as the Philippines, social protection is crucial in providing support to the poor and vulnerable. There has been recent progress in the design and delivery of social protection programs, owing largely to a more coherent social protection strategy and framework introduced in 2009. Efforts to consolidate programs and improve their targeting, design, and implementation are well documented. In addition, social protection programs were believed to have contributed to an observed reduction in poverty and inequality. However, more work is needed to increase the coverage, as well as improve implementation and coherence of social protection policy. This paper aims to provide an overall view of national government social protection expenditures in the Philippines. Public expenditure trends in social protection were examined, with emphasis on selected major programs. Social protection efforts in the Philippines were compared with those in other countries and a review of existing literature on current social protection programs in the country was made to guide policymakers in rethinking either the design or the existence of these programs. The paper concluded with recent developments in social protection policy that could be continued to further the gains of social protection efforts in the last decade.

Introduction

In a developing country such as the Philippines, social protection is crucial in providing support to the poor and vulnerable. From 2009, the design and delivery of social protection improved through the adoption of a social protection strategy and operational framework by the National Economic and Development Authority (NEDA) National Social Protection and Welfare Program Cluster (DAP 2009). The strategy and framework consolidated social protection efforts across government and improved the targeting of programs, reflected in findings that “the overall level of effort and institutional development is high, with a coherent architecture around the three typical pillars in social protection: social assistance, social insurance and intervention" (WB 2018b, p. 5). Since the introduction of sectoral reforms, social protection spending has been a consistent priority of the national government. In addition, social protection programs, particularly the Philippine conditional cash transfer program called the *Pantawid Pamilyang Pilipino* Program (4Ps), were believed to contribute to an observed reduction in poverty and inequality (WB 2018b). While poverty reduction cannot be attributed solely to social protection programs, poverty incidence declined steadily from 2006 to 2015 (Figure 1). Despite this progress, however, there is still more work needed to expand the coverage and coherence of social protection programs.

Figure 1. Poverty incidence: Philippines, 2006–2015



Source: Philippine Statistics Authority (PSA) (2018)

This paper aims to provide an overall view of the social protection expenditures of the Philippine government. Using data from official sources (see Appendix 1), it examines the public expenditure trends in social protection, with emphasis on selected major programs. Social protection efforts of the Philippines are compared with those in other countries, and literature on current social protection programs in the country are reviewed to guide policymakers in rethinking either the design or the existence of these programs. The paper concludes with recent developments in social protection policy that must be continued to further the gains of social protection efforts in the last decade. A comprehensive review of these fiscal policy efforts is crucial in ensuring that social protection remains a spending priority amid the other priorities of the current administration, such as the 'Build, Build, Build' program, the first package of the Tax Reform for Acceleration and Inclusion (TRAIN) Law, and continued investment in community-based programs.

Philippine Social Protection System

Overview of the Philippine social protection system

The Philippine social protection system is the overall effort of the government to protect the poor and vulnerable in society.[1] The system has four main components: (a) labor market interventions; (b) social insurance; (c) social welfare; and (d) social safety nets (Figure 2).

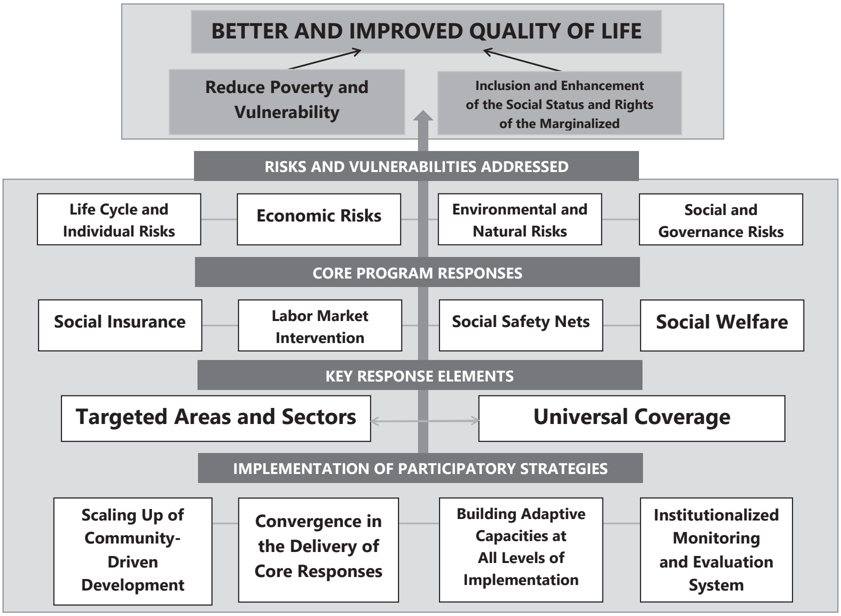
In general, social welfare programs, safety nets, and labor market interventions are financed by the government while social insurance programs are financed by member contributions.

The components of the social protection sector are defined as follows:

a) Labor market interventions are government measures that enhance employment opportunities and protect workers from the risks of underemployment, unemployment, and loss of income. These include skills development training, labor and trade policies, and agricultural support (e.g., special employment program for students; assistance to displaced workers).
b) Social insurance programs are contributory programs that seek to mitigate income risks by pooling resources and spreading risks across time and income classes. Beneficiaries pay a premium over a given period to protect themselves from loss

[1] NEDA-Social Development Committee Resolution 1, series of 2007, Adopting a Philippine Definition of Social Protection

Figure 2. Social protection operational framework and implementation strategy



Source: Villar (2013)

of income or unemployment from illness, injury, disability, retrenchment, harvest failure, maternity, or old age. Social insurance in the Philippines is provided by the following social security institutions (SSIs): (1) Social Security System (SSS); (2) Government Service Insurance System (GSIS); and (3) Philippine Health Insurance Corporation (PhilHealth).[2]

c) Social welfare programs seek to support the minimum basic requirements of the poor and reduce risks associated with unemployment, resettlement, marginalization, illness and disability, old age, and loss of family care. Social welfare programs are usually direct assistance in the form of cash or in-kind transfers to poor and marginalized groups (ADB 2009). The 4Ps program of the Department of Social Welfare and Development (DSWD) is an example of a social welfare program in the Philippines.

[2] These SSIs are government corporations and are classified internationally as nonmonetary financial public corporations (IMF 2001). The GSIS and the SSS are responsible for the pension plans of public and private sector employees, respectively, while PhilHealth provides adequate and affordable health insurance. Social insurance in the Philippines is financed by member contributions, excluding indigent members whose contributions are shouldered by the national government.

d) Social safety nets are urgent responses that address the effects of economic shocks, disasters, and calamities on specific vulnerable groups to provide relief and facilitate transition. These might include emergency assistance, price subsidies, food programs, employment programs, retraining programs, and emergency loans (ADB 2009). An example in the Philippines would be DSWD's Social Pension for Indigent Senior Citizens Program.

Before the social protection reform agenda was introduced in 2009, social protection in the Philippines was fragmented and underinvested. Sectoral reform improved coordination by requiring related agencies to collaborate regularly under the overall social protection strategy (DSWD et al. 2012; Villar 2013). At present, the *Philippine Development Plan 2017–2022* envisions to reduce vulnerabilities of individuals and families by decreasing people's exposure to risks and increasing their adaptive capacities. The Plan includes a universal and transformative social protection program for all Filipinos that will build up socioeconomic resilience.

In a World Bank (2018b) review and assessment of key social protection programs and the country's social protection framework, it was found that the overall level of effort and institutional development is high, with a coherent architecture around the three typical pillars in social protection: social assistance, social insurance, and labor market interventions. Social protection programming was found to be mature across all pillars, resilient to changes in administration, and supported by a serious commitment based on the level of spending. In addition, social protection programs, particularly the 4Ps, was believed to contribute to an observed reduction in poverty and inequality (WB 2018b). However, the report also highlighted the need to improve the coverage and coherence of social protection programs.

International comparisons of the Philippine social protection system

To assess the nature and effectiveness of social protection programs and facilitate cross-country comparison, the Asian Development Bank (ADB) developed a social protection index (SPI) in 2013 using 2009 data gathered from 35 countries in Asia and the Pacific.[3]

[3] The ADB SPI is derived from the total social protection expenditures divided by the total number of intended beneficiaries of all social protection programs. This ratio of expenditure and beneficiaries is then applied to poverty line expenditures for assessment purposes. For consistency, each country's poverty line expenditures are set at one-quarter of its GDP per capita. Hence, the SPI can be expressed directly as percentage of GDP per capita (ADB 2013). A more detailed documentation of the methodology used by the SPI can be found in Appendix 2.

Within the region, social insurance dominated social protection with expenditures at about 1.9 percent of gross domestic product (GDP) per capita (ADB 2013).[4] Despite the country's upward trend in terms of government expenditures on social protection in recent years, it is still behind other developing countries. The Philippines falls slightly below the average weighted SPI index[5]—at 2.1 percent of GDP per capita—compared to overall social protection programs in Southeast Asia. Similarly, Philippine social insurance and social assistance expenditures fell below the regional average at 1.7 percent and 0.3 percent of GDP per capita, respectively; though the country fared best among its neighbors in terms of labor market programs at about 0.2 percent in 2013 (Table 1). In 2015, the Philippines spent lower on social assistance at 0.7 percent of GDP compared to the 1.5 percent of GDP spent by lower middle-income countries on average (Table 2). Substantial work is needed to increase social protection coverage in the Philippines to ensure that the poorest are adequately covered.

Table 1. Social protection indices (SPI) in the Southeast Asian Region: 2013

Country	Overall SPI	Weighted Program		
		Social Insurance	Social Assistance	Labor Market Programs
Singapore	0.169	0.158	0.008	0.003
Malaysia	0.155	0.145	0.010	0.000
Thailand	0.119	0.092	0.025	0.003
Indonesia	0.044	0.014	0.028	0.002
Philippines	0.085	0.068	0.011	0.005
Viet Nam	0.137	0.116	0.017	0.004
Lao People's Democratic Republic	0.026	0.017	0.009	0.000
Cambodia	0.020	0.005	0.012	0.003
Regional Average	0.094	0.077	0.015	0.003

Source: Asian Development Bank (ADB) (2013)

[4] Please refer to Appendix 2 Table 1 for the complete table.

[5] The weighted SPI includes data from all the social protection categories and is computed as the ratio of the sum of social protection expenditures to the sum of the intended beneficiaries of all programs. It is easier to interpret the SPI as a proportion of GDP per capita, which is estimated by multiplying the SPI with 0.25 (which is the normalization factor used by ADB (2013) as explained in Appendix 2. For example, the Philippines overall SPI is 0.085 but in terms of GDP per capita it is 0.02125 = 0.085 x (0.25 x GDP per capita) or 2.1 percent of GDP per capita.

Table 2. Public spending on social assistance (in % of GDP) for lower middle-income countries in Asia

Country	Social Assistance (% of GDP)	Year
Georgia	7.0	2013
Timor-Leste	6.5	2015
Mongolia	2.0	2013
India	1.5	2016
Armenia	1.4	2014
Marshall Islands	1.1	2009
Fiji	1.1	2015
Viet Nam	1.0	2015
Samoa	0.8	2014
Indonesia	0.8	2015
Sri Lanka	0.7	2015
Philippines	0.7	2015
Pakistan	0.6	2016
Bhutan	0.3	2009
Vanuatu	0.3	2009
Lao PDR	0.2	2011
Papua New Guinea	0	2015
Average for lower middle-income countries	1.5	

GDP = gross domestic product
Notes: Data for the Philippines are for 2015; others are for the latest available year. Countries were ranked by social assistance; data taken from the Atlas of Social Protection–Indicators of Resilience and Equity (ASPIRE)—the World Bank's compilation of Social Protection and Labor indicators gathered from officially recognized international household surveys to analyze the distributional and poverty impact of social protection and labor programs. Social expenditures figures represent total program expenditure including spending on benefits and on administrative costs. Social assistance programs were inclusive of unconditional cash transfers, conditional cash transfers, social pensions, school feeding, in-kind transfers, fee waivers, public works, and other social assistance. Expenditure for social insurance and labor market programs are not yet available
Source: World Bank (WB) (2018c)

Review of National Government Social Protection Expenditures

Scope of the review

This review did not consider the entire Philippine social protection system. Rather, it covered major social protection programs that require budgetary support from the national government, with two exceptions. First, the implicit subsidy given to the National Food Authority in the form of taxes and customs duties exemption (i.e., tax expenditure subsidy in the Philippine budget accounts) represents revenue loss for the government in providing social protection, though it is not an expenditure of government per se. Including the subsidy in this review would better capture the support given by government. Second, only a portion of the social insurance system is included since SSIs are public corporations that finance operations primarily through member contributions rather than budgetary support from national government. The two programs of the social insurance system included in this study are the PhilHealth Indigent Program and the GSIS emergency/calamity loan. The PhilHealth Indigent Program is included in the expenditure review because the national government provides budgetary support for indigent member contributions (PhilHealth 2014). Finally, while the GSIS loan is not a public expenditure per se because it must be repaid and is available only to members of good standing, it is still recognized as a social safety net program as it provides immediate assistance to members who are adversely affected by calamities (GSIS 2018). Table 3 shows the national government social protection programs by social protection component and the lead implementing government agencies.

Table 3. National government social protection programs

Labor Market Interventions	National Government Agency
Special Employment Program for Students	Department of Labor and Employment (DOLE)
Education Assistance Program	National Commission on Indigenous Peoples
Social Welfare Programs/Long-term programs	
Livelihood and Self-employment Programs	Department of Social Welfare and Development (DSWD)
Pantawid Pamilyang Pilipino Program	DSWD
Kapit Bisig Laban sa Kahirapan – Comprehensive and Integrated Delivery of Social Services	DSWD
Malusog na Simula, Mayaman na Bansa	DSWD
Supplemental Feeding Program	DSWD

Table 3. (continued)

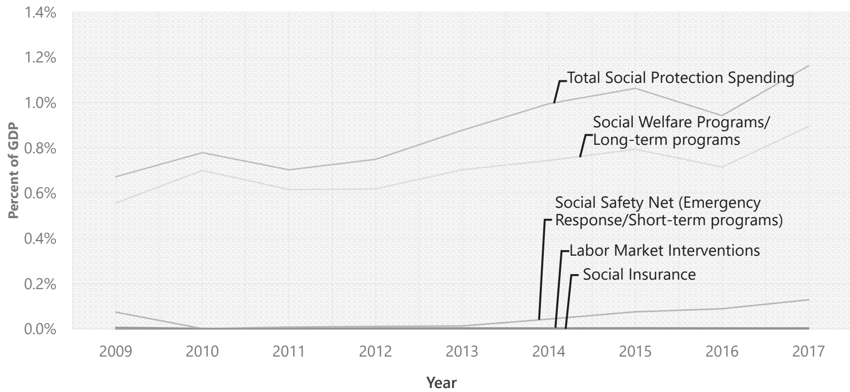
Labor Market Interventions	National Government Agency
School-Based Feeding Program	Department of Education
Rice Price Subsidy	National Food Authority (NFA)
Seed and Fertilizer Subsidy	Department of Agriculture
Family Welfare Program/Workers with Special Concerns	DOLE
Assistance to Displaced Workers – Adjustment Measures Program	DOLE
Implicit Subsidy	NFA
Social Safety Net (Emergency Response/short term programs)	
Core Shelter Programs	DSWD
Assistance to Individuals in Crisis Situations	DSWD
Katas ng VAT para kay Lolo at Lola; Social Pension for Indigent Senior Citizens	DSWD
Katas ng VAT Pantawid Kuryente	DSWD
Emergency (calamity) Loan	Government Service Insurance System (GSIS)
Social Insurance	
PhilHealth Indigent Program	Philippine Health Insurance Corporation (PhilHealth)

Source: Authors'compilation

Overall trends in national government social protection expenditures

Public spending on social protection programs has improved over the last decade. For earlier years, an upward trend of expenditure on key social protection programs was observed (Manasan 2009) and estimated to continue from 2010 to 2016 (WB 2016). From 2009 to 2017, total social protection spending showed an upward trend, amounting to 0.7 percent of GDP on average (Figure 3). Of the four components, social welfare programs (including the NFA implicit subsidy) received the greatest budgetary support at around 0.7 percent of GDP on average, mirroring the growth of total social protection spending over the same period. Expenditures on social safety nets, however, were consistently at less than 0.2 percent of GDP, barely breaching the 0.1-percent mark on average. When expressed as a percentage of GDP, expenditures on social insurance and labor market interventions were nearly negligible.

Figure 3. Government social protection expenditures (% of GDP): Philippines, 2009–2017



GDP = gross domestic product
Source: Authors' compilation

As a percentage of national government expenditures, total social protection spending averaged at 5.8 percent over the same period, while social welfare programs accounted for 4.7 percent of the total expenditures on average (Table 4). Expenditures on social insurance and social safety nets averaged 0.8 percent and 0.3 percent of national government spending, respectively.

Social welfare programs received the largest portion of social protection expenditures at 75 percent, on average, from 2009 to 2017 (Table 5). Among the long-term social welfare programs, the DSWD's 4Ps received the largest support from 2009 to 2017. PhilHealth's Social Insurance Indigent Program—the only social insurance program considered in this study—followed with 18 percent of total social protection expenditures, peaking in 2010 and, again, from 2013 to 2014. Social safety nets, meanwhile, accounted for 7 percent of total social protection spending, with the *Katas ng VAT Para kay Lolo at Lola* program (later changed to Social Pension for Indigent Senior Citizens) receiving the bulk of budgetary support. Historically, labor market interventions, such as the Special Employment Program for Students (SPES) and the Education Assistance Program (EAP) of the Department of Labor and Employment (DOLE) and the National Commission on Indigenous Peoples, respectively, received the smallest budgetary allocation possibly

Table 4. National government social protection expenditures: Philippines, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
In nominal terms (in PHP million)										
Total Social Protection Spending	53,974	70,137	65,544	79,705	99,561	131,021	138,611	132,699	179,011	105,585
Labor Market Interventions	575	277	272	455	534	582	707	698	749	539
Social Welfare Programs	44,641	63,073	57,091	65,923	79,501	99,341	102,713	99,847	136,496	83,181
Social Safety Net	5,985	153	843	1,232	1,554	5,540	10,135	12,945	20,483	6,541
Social Insurance	2,773	6,634	7,338	12,095	17,972	25,558	25,056	19,209	21,283	15,324
In real terms (2,000 = 100)										
Total Social Protection Spending (in PHP million)	35,508	44,391	39,966	47,443	58,223	74,444	79,206	74,551	97,288	61,225
Labor Market Interventions	378	176	166	271	312	330	404	392	407	315
Social Welfare Programs	29,370	39,919	34,812	39,240	46,476	56,444	63,446	60,463	74,182	49,372
Social Safety Net	2,735	97	0	0	0	1,562	2,438	2,680	2,164	1,297
Social Insurance	1,824	4,199	4,989	7,932	11,418	16,107	17,671	15,384	26,535	11,118
As % of gross domestic product										
Total Social Protection Spending	0.7	0.7	0.6	0.6	0.7	0.8	0.9	0.8	1.0	0.7
Labor Market Interventions	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Table 4. (continued)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
Social Welfare Programs	0.6	0.7	0.6	0.6	0.7	0.8	0.8	0.7	0.9	0.7
Social Safety Net	0.1	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.0
Social Insurance	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
As % of national government expenditures[a]										
Total Social Protection Spending	4.6	6.0	5.1	5.2	5.9	7.7	6.6	5.5	5.9	5.8
Labor Market Interventions	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Social Welfare Programs	3.9	5.4	4.4	4.3	4.7	5.9	4.9	4.2	4.5	4.7
Social Safety Net	0.5	0.0	0.1	0.1	0.1	0.3	0.5	0.5	0.7	0.3
Social Insurance	0.2	0.6	0.6	0.8	1.1	1.5	1.2	0.8	0.7	0.8
Memo Items:										
IPIN deflator (2,000=100)[b]	1.52	1.58	1.64	1.68	1.71	1.76	1.75	1.78	1.84	
Nominal GDP (in PHP million)	8,026,143	9,003,480	9,708,333	10,561,089	11,538,410	12,634,187	13,322,041	14,480,720	15,876,921	
NG expenditures (in PHP million)	1,155,280	1,178,733	1,301,021	1,516,182	1,674,942	1,697,877	2,105,277	2,378,361	3,015,123	

PHP = Philippine peso; IPIN = implicit price index
Notes: a - Total national government expenditure figures used in calculations are net of debt servicing;
b - To determine if any nominal increases in expenditure data are due to actual increases in goods and services delivery of government or due to inflation, data are reported in both nominal and real terms with IPIN deflator with 2000 as the base year.
Source: Authors' compilation

because these are targeted programs that provide means, apart from tuition fee subsidies, to finish schooling for poor students who seek employment while studying (SPES) or are indigenous persons (EAP). In addition, the bulk of national government programs for education are under the Department of Education, through individual state universities and colleges and the Commission on Higher Education. When viewed by sector, the social welfare sector (through the DSWD) received 61 percent of the total national government social protection expenditures. Meanwhile, the social protection programs for the agriculture sector, from both the NFA and the Department of Agriculture (DA), received an average of around 9 percent of national government expenditures from 2009 to 2017. The NFA figures include both the rice price subsidy and the implicit subsidy.

The spike in the share of social welfare programs in the period 2010–2012 can be attributed to increased coverage of the 4Ps, while the spike in the share of social safety nets in 2015 is accounted for by the Social Pension program (Table 5). The National Health Insurance Act also expanded the PhilHealth coverage for indigent members, reflected as a marked increase in 2013.

Table 5. Share of national government social protection programs to total national government social protection expenditures (in %): Philippines, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
Labor Market Interventions	2	1	1	1	1	1	1	1	0	1
Special Employment Program for Students (DOLE)	2	0	0	0	1	0	0	0	0	1
Education Assistance Program (NCIP)	0	0	0	0	0	0	0	0	0	0
Social Welfare Programs/Long-term programs	68	80	79	81	75	70	72	74	75	75
Livelihood and Self-employment Programs (SEA-K)	0	0	0	0	2	2	4	6	5	2

Table 5. (continued)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
Pantawid Pamilyang Pilipino Program / 4Ps (DSWD)	23	31	54	55	57	52	48	48	52	47
KALAHI-CIDSS (DSWD)	3	1	5	2	1	2	12	8	8	4
*Malusog na Simula, Mayaman na Bansa*** (DSWD)	3	0	0	0	0	0	0	0	0	0
Supplemental Feeding Program (DSWD)	2	1	7	4	4	4	2	3	2	3
School-Based Feeding Program (DepEd)	6	0	0	0	0	0	1	3	4	1
Rice Price Subsidy (NFA)	7	23	6	11	3	4	3	3	3	7
Seed and Fertilizer Subsidies (DA)	22	24	6	8	9	5	2	2	1	9
Family Welfare Program/ Workers with Special Concerns (DOLE)	0.1	0.0	0.0	0.0	0.0	0.0	0	0	0.0	0.0
Assistance to Displaced Workers - AMP (DOLE)	0.1	0.1	0.1	0.0	0.0	0.0	0	0	0.0	0.1
Social Safety Net (Emergency Response/ Short-term programs)*	21	0	2	2	2	5	8	10	12	7
Core Shelter Programs (DSWD)	0.4	0.4	0.0	0.0	0.0	0.0	0	0.0	0.0	0.1

Table 5. (continued)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
Assistance to Individuals in Crisis Situations (DSWD)	1	0	0	0	0	3	3	4	2	1
Katas ng VAT para kay Lolo at Lola; Social Pension for Indigent Senior Citizens (DSWD)	1	0	2	2	2	3	5	6	10	3
Social Insurance (PhilHealth Indigent Program)	10	19	19	17	22	25	19	15	13	18

PhilHealth = Philippine Health Insurance Corporation; VAT = value-added tax;
DOLE = Department of Labor and Employment; KALAHI-CIDSS = *Kapit-Bisig Laban sa Kahirapan* - Comprehensive and Integrated Delivery of Social Services; NCIP = National Commission on Indigenous Peoples; SEA-K = Self-Employment Assistance *Kaunlaran;* DSWD = Department of Social Welfare and Development; DepEd = Department of Education; AMP = Adjustment Measures Program
Notes: *programs that were short in nature, but were considered as they are within the coverage years of the research; **separate and distinct from DepEd's program of the same name. Three social safety net programs were discontinued in 2010, namely, *Katas ng VAT Pantawid Kuryente* (DSWD), Out-of-School Youth Servicing Towards Economic Recovery (Philippine National Police), and Out-of-School Youth Servicing Towards Economic Recovery (Department of Public Works and Highways). Expenditures for these programs in 2009 were included in totals though no longer explicitly reported.
Source: Authors' compilation

Social protection expenditures by national government agency[6]

Department of Agriculture (DA)

As one of its mandates, the DA implemented a seed and fertilizer subsidy program that averaged to 0.1 percent of GDP, peaking in 2010 (Appendix 3 Figure 1).

From 2003 to 2009, the *Ginintuang Masaganang Ani* (GMA) program was the banner program for agricultural development in the Philippines. The program covered all agricultural commodities (crops, livestock, and fisheries) and aimed, among others, to achieve food

[6] For departments such as DSWD and DOLE, social protection expenditure data are also reported as a share of department spending.

security and alleviate poverty. It was envisioned in the Agriculture and Fisheries Modernization Act (AFMA) to strengthen the agriculture and fishery sectors through modernization, greater participation of both small stakeholders and the private sector, food security and self-sufficiency, and people empowerment (RA 8435).

The GMA program had several components: production support; research and development, irrigation, postharvest, other infrastructure, farm-to-market roads, extension support (training and allowance to agriculturalists), and devolved personnel. However, one of the challenges, as with any policy, is ensuring that the targeted beneficiaries of the program will be reached in a timely manner to maximize benefits.

In 2007, a Commission on Audit (COA) sectoral performance audit found several irregularities in the rice and fertilizer subsidies program under the GMA rice program of both DA and NFA (COA 2007). First, fund allocations were not prioritized based on needs and items that would increase rice production. In effect, only 47 percent of total allocations for agricultural supplies were obligated for financial year (FY) 2005. Target fund allocation for FY 2006 was also not attained. In addition, it was found that production was not commensurate to the funds allocated for the purpose.

Second, there was documented failure in the procurement of agricultural supplies. The responsibility of purchasing agricultural supplies was transferred to nongovernment organizations (NGOs) under the GMA program. Surprisingly, the DA did not monitor the funds transferred to the NGOs. Hence, a total amount of PHP 1 billion was left unliquidated by December 2006. Furthermore, liquidation reports submitted to some regional field units (RFU) of the DA were not supported by accomplishment reports or acknowledgement receipts of farmer-beneficiaries. These items were claimed to be procured and distributed by the NGOs.

Third, full benefits of increased rice production from both the DA and NFA programs were not realized with resources unutilized and misused because of: (1) delayed distribution of hybrid seeds owing to the absence of either the required quality test or the masterlist of farmer beneficiaries; (2) undistributed insecticides and fertilizers—some already reached expiration date due to improper storage; and (3) negligence in locating complementary infrastructure, such as farm-to-market roads within the residential areas in the town/barangay proper, which indirectly affected efficient movement of farm inputs and outputs from farm sites to the market.

Fourth, the COA (2007) report revealed the inadequacy of the NFA in handling program operations due to (1) poor planning in determining rice demand; (2) poor handling and storage of rice; (3) lack of enforcement of contracts (accepting deliveries which do not conform to contract specifications); (4) poor cost recovery strategy for imported rice; (5) inaccuracies in inventories of rice and palay versus the actual physical count and records maintained at the warehouses; and (6) poor information dissemination of available NFA programs leading to low uptake by Filipino farmers (COA 2007).

In 2011, the Aquino administration renamed the GMA program as *Agrikulturang Pinoy* (*Agri-Pinoy*) program, which also included programs for the rice and corn sectors called Agri-Pinoy Rice and Corn Programs. More recently, the DA adapted the High Yield Technology Adoption (HYTA) project with the objective of raising farm productivity level through the provision of high-quality hybrid and inbred rice seeds with some other yield-enhancing inputs (e.g., fertilizers) to farmers. With this redesigned program, the preferences of the beneficiaries are considered when selecting hybrid and inbred seed varieties, as well as fertilizers, based on the beneficiary masterlist of the RFUs.[7]

The DA, however, wants to eliminate subsidies to farmers by 2021 and shift to low-interest financing programs to support farmers (Simeon 2018).

Department of Education (DepEd)

The share of social protection programs to DepEd started high in 2009, owing to the large allotment given to the Food-for-School program (Table 6). However, from 2010 until 2014, the DepEd share of social protection programs was low. It was only in 2015 that expenditure shares started to recover.

The main social protection program of DepEd at present is the School-Based Feeding Program (SBFP). DepEd feeding programs vary in type and identified beneficiaries and are called by different names, such as 'Breakfast Feeding Program', 'Food-for-School', and *Malusog na Simula, Mayaman na Bansa*.[8]

---

[7] DA Memorandum Order 2016-34, Regional Supplemental Guidelines in the Implementation of High Yield Technology Adoption (HYTA) Programs for WS 2017 and Succeeding Cropping Season

[8] DepEd Order 37, series of 2014, Implementation of the Department of Education (DepED) and the Department of Social Welfare and Development (DSWD) funded School-Based Feeding Program (SBFP) for School Year 2014–2015

Table 6. Social protection expenditures: Department of Education, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Share of DepEd Social Protection Programs to Total DepEd spending (in %)	1.26	0.04	0.11	0.10	0.09	0.08	0.64	1.14	1.36
In PHP million, 2000 prices	1,148	65	113	89	104	122	877	2,372	3,381
Food-for-School Program	1,099	-	-	-	-	-	-	-	-
School-Based Feeding Program	49	65	113	89	104	122	877	2,372	3,381
Total DepEd Spending, in PHP million, in 2000 prices	91,000	145,000	103,089	87,371	121,029	154,177	136,163	208,704	249,134
Memo Item									
IPIN deflator(2000=100)	1.52	1.58	1.64	1.68	1.71	1.76	1.75	1.78	1.84

DepEd = Department of Education; IPIN = implicit price index; PHP = Philippine peso
Note: Data from DepEd report on School Health Nutrition program
Source: Department of Education (DepED) (various years)

In 1997, DepEd conceptualized and launched the Breakfast Feeding Program to address the short-term hunger syndrome, i.e., condition experienced by public school children who do not eat breakfast and walk long distance to reach school. As it progressed, there was a shift to address a more serious problem of undernutrition identified among the common cause of childhood mortality (DepEd 2011).

In August 1999, the Bureau of Elementary Education - Dropout Intervention Program (DIP) instituted the Breakfast Feeding Program through the Department of Education Culture and Sports Memorandum 305, series of 1999. This program was aimed at Grade 1 pupils in 50 schools with high dropout rates from the school divisions included in the Social Reform Agenda. Foodstuffs include supersnack mongo, supersnack chicken, supermacaroni beef, and chicken.

This program evolved and focused on improving the active learning capabilities of school children through provision of breakfast among Grade 1 pupils in the selected schools. Foodstuffs now include specially-formulated noodles containing 300 kilocalories, 10 grams, protein, and 800 IU beta carotene, fortified with iodine. This program was renamed to *Malusog na Simula, Mayaman na Bansa* program starting 2007.[9] The program was one of the components of the Accelerated Hunger Mitigation Program addressing malnutrition among children. The DepEd and the DSWD gave hot meals and milk to Grade 1 students and children in DSWD daycare centers, respectively.

In 2012, the Breakfast Feeding Program was renamed SBFP so as not to limit the feeding to breakfast only. This program aims to rehabilitate severely wasted children to normal nutritional status and the improvement of classroom attendance of the beneficiaries, as well as their health and nutrition status and behavior.[10]

---

[9] Another feeding program implemented was the Food-for-School Program (FSP), which was implemented from November 2005 to 2010 to address hunger among children in Grade 1, preschools, and daycare centers, with the larger goal of improving school attendance and academic performance. Recipient schools were selected based on the following criteria: high incidence of families living below subsistence threshold level; high prevalence of malnutrition among Grades 1 and 2 pupils; and high dropout rates.

The program only lasted until 2009 because of reported leakages and irregularities in the distribution of rice to students (DepEd 2008). With the change of presidential administration in 2010, the FSP was terminated when the evaluation of the DBM determined that the program no longer delivered its intended outcomes.

[10] DepEd DO 87, series of 2012, Guidelines on the Implementation of the HNC-funded School-Based Feeding Program (SBFP).

A PIDS study found that while the SBPF is a "well managed program", several areas of improvement and important implementation challenges need to be addressed, such as monitoring the weight and height of children prefeeding and postfeeding and augmenting the current allocation of PHP 16 per child (Albert et al. 2015). Further, the study recommends strengthening the links with local government units and stakeholders to complement SBFP community-based activities.

In 2017, DepEd adopted the recommendations of PIDS in (1) prioritizing undernourished (wasted and severely wasted) children as target beneficiaries, (2) investing in technology to ensure accurate body mass index computation, and (3) increased budget per beneficiary. Other options explored were allowing partnership agreements with other private and government stakeholders for provide equipment, services, and inputs.[11]

National Commission on Indigenous Peoples (NCIP)

The NCIP Education Assistance Program (EAP) has received a relatively stable allocation averaging of PHP 73 million (in 2000 prices) for the period 2009–2017 (Appendix 3 Figure 2).

Beginning 1992, there were allocations for the scholarship of members from northern and southern cultural communities. However, in 1999, NCIP became more aggressive in pushing for regular budgetary allocation for the scholarship grants to indigenous peoples (IPs). For the school year (SY) 1999–2000, the *Edukasyong Handog ni Erap para sa Mahihirap* and *Katutubong Mag-aaral* Priority Courses scholarship programs were merged to establish the NCIP scholarship program. This program is available to members of indigenous cultural communities/ IPs enrolled in elementary, high school, vocational, college, and postgraduate courses.

In 2012, NCIP issued the implementing guidelines for its merit-based scholarship (MBS) and educational assistance (EA) programs.[12] MBS programs are scholarships for students under a baccalaureate program or graduate/masters/doctorate degree belonging to the top 10 of the graduating class with a general weighted average (GWA) of 85 percent or its equivalent. On the other hand, the EA program provides

---

[11] DepEd DO 39, series of 2017, Operational Guidelines on the Implementation of School-Based Feeding Program for School Years 2017–2022

[12] NCIP AO 5, series of 2012, Guidelines on the Merit Based Scholarship (NCIP-MBS) and Educational Assistance (NCIP-EA)

financial assistance to students under a degree program, vocational, and even high school and elementary students, with a GWA grade of not lower than 80 percent. To qualify, prospective scholars must submit, among others, a certificate of confirmation of tribal membership, a certificate of income of parents, and copy of grades. Once qualified, under the MBS, a student may receive a total of PHP 24,000 per semester divided as follows:

- PHP 8,000 for tuition and miscellaneous fees
- PHP 2,000 book allowance/school supplies
- PHP 1,000 uniform allowance
- PHP 2,000 transportation allowance
- PHP 12,000 boarding/food allowance or PHP 2,400/month for five months

On the other hand, a scholar under the EA is entitled to receive the following based on his/her school level:

- degree/vocational – PHP 10,000/semester
- high school – PHP 5,000/school year
- elementary – PHP 2,500/school year

In the same year, COA observed that the NCIP had been lenient in the grant of EA by using family income as criterion in the selection process. Per COA audit (COA 2012), most grantees were enrolled in private universities and colleges, suggesting that the families could afford tuition thus depriving underprivileged IPs of receiving educational assistance.

Department of Labor and Employment (DOLE)

DOLE implements both labor market interventions and social welfare programs. The major labor market intervention program of DOLE is the Special Employment Program for Students (SPES). The two ensuing social welfare programs of DOLE are the Family Welfare Program/ Assistance to workers with special concerns for various sectors of society and Assistance to Displaced Workers - Adjusted Measures Program (AMP) implemented by the Bureau of Workers with Special Concerns. The recently established *Kabuhayan* Program consolidated all DOLE livelihood programs.

From 2009 to 2017, DOLE spent an average of about 0.07 percent of their total expenditures on social protection programs (Table 7).

Table 7. Social protection spending: Department of Labor and Employment, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
In nominal terms, in PHP million										
Assistance to Displaced Workers - AMP	40.7	39.5	28	0	0	44.877	54.51	37.409	0	27.22
Special Employment Program for Students	208	150.3	151.7	331.7	409.1	471.9	584.6	552.5	612.7	385.83
Family Welfare Program/Workers with Special Concerns	16	13	0	0	0	34	35	26	30	17.11
Total DOLE Social Protection Programs	264.7	202.8	179.7	331.7	409.1	550.777	674.11	615.909	642.7	430.17
Total DOLE Expenditures	2,321	2,290	7,856	8,655	9,137	5,208	12,346	7,591	9,360	7,196
Proportion of total DOLE expenditures										
Assistance to Displaced Workers - AMP	0.017	0.017	0.003	0	0	0.008	0.004	0.005	0	0.006
Special Employment Program for Students	0.089	0.065	0.019	0.038	0.045	0.091	0.047	0.073	0.065	0.059
Family Welfare Program/Workers with Special Concerns	0.007	0.005	0	0	0	0.006	0.003	0.003	0.003	0.003
Total DOLE Social Protection Programs	0.113	0.087	0.022	0.038	0.045	0.105	0.054	0.081	0.068	0.069

Table 7. (continued)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
In real terms (2000=100), in PHP million										
Assistance to Displaced Workers - AMP	26.8	25.0	17.1	0	0	25.5	31.1	21.0	0.00	16.28
Special Employment Program for Students	136.8	95.1	92.5	197.4	239.3	268.1	334.1	310.4	333.0	222.97
Family Welfare Program/ Workers with Special Concerns	10.5	8.2	0	0	0	19.3	20.0	14.6	16.3	16.14
Percentage change (in 2000 prices)										
Assistance to Displaced Workers - AMP		(6.6)	(31.7)	(100.0)	0	0	22.2	(32.5)	(100.0)	(31.08)
Special Employment Program for Students		(30.5)	(2.7)	113.4	21.2	12.1	24.6	(7.1)	7.3	(17.29)
Family Welfare Program/ Workers with Special Concerns		(21.8)	(100.0)	0	0	0	3.5	(27.0)	11.6	(16.72)
Memo items:										
IPIN deflator (2000=100)	1.13	1.20	1.27	1.33	1.37	1.47	1.52	1.58	1.64	

DOLE = Department of Labor and Employment; AMP = Adjustment Measures Program; PHP = Philippine peso; IPIN = implicit price index
Note: Data for 2012 and 2013 are not yet available.
Source: Department of Labor and Employment (DOLE) (various years)

Among the DOLE social protection interventions, the SPES received the largest budgetary allocation, on average, for the past seven years.

Kabuhayan Program. DOLE Administrative Order 173, series of 2017 integrated all existing livelihood programs of DOLE into the Kabuhayan Program. These programs include the DOLE AMPs and the DOLE Integrated Livelihood Program (DILP).

The Kabuhayan Program is a grant assistance that provides livelihood capacity building for the poor, vulnerable, and marginalized workers, either as an individual or a group livelihood undertaking. This is DOLE's contribution to the government's national agenda of reducing poverty through the promotion of livelihood and entrepreneurship.[13]

The program aims to reduce the vulnerability risks of the poor and marginalized workers by providing working capital in the form of raw materials, equipment, tools and jigs, and other support services necessary for setting up a business. Prior to this, DOLE regional offices (ROs) provided training on how to set up, start, and operate beneficiaries' livelihood undertakings. Group livelihood projects are categorized into micro (15–25 members, entitled to less than PHP 250,000 financial assistance), small (26–50 members, entitled to less than PHP 500,000), and medium (more than 50 members, entitled to less than PHP 1 million).

For individual projects, beneficiaries can avail of the starter kit (quick start) or *Negosyo sa Kariton* (Nego-Kart) with a vending cart up to a maximum of PHP 20,000. The DOLE ROs are responsible in directly administering the implementation of the program and are given full approving and signing authority. The DOLE ROs shall also prioritize graduates of Technical Education and Skills Development Authority (TESDA) courses in the selection of beneficiaries. The 4Ps beneficiaries and government employees cannot avail of the program.

The Kabuhayan program also assists workers in both the formal and informal sectors and those unemployed. There are also specific Kabuhayan projects for specific sectors, such as the following: (1) DOLE Kabuhayan Starter Knowledge Sharing, Inputs Acquisition, Training on Entrepreneurship and Skills Acquisition for the informal economy, displaced wage workers, families, and other workers with special concern; (2) Nego-Kart for ambulant vendors; (3) *Kabuhayan para sa Magulang*

[13] DOLE AO 173, series of 2017, Revised Guidelines in the Implementation of DOLE Integrated Livelihood and Emergency Employment Programs

ng Manggagawa parents of child laborers; (4) Youth Entrepreneurship Support (YES) for new college graduates or graduating students; and (5) *Tulong Alalay sa Taong may Kapansanan* (TULAY) for persons with disabilities (PWDs).[14]

Special Employment Program for Students (SPES). This program was instituted by Republic Act (RA) 7323 or the "Act to Help Poor but Deserving Students Pursue Their Education by Encouraging Employment during Summer and/or Christmas Vacations through Incentives Granted to Employers, Allowing Them to Pay Only Sixty per Centum of Their Salaries or Wages and the Forty per Centum through Education Vouchers To Be Paid by the Government, Prohibiting and Penalizing the Filing of Fraudulent or Fictitious Claims, and for Other Purposes".

Subsequently, RA 9547 or the "Act Strengthening and Expanding the Coverage of the Special Program for Employment of Students, Amending for the purpose of Provisions of RA 7323, otherwise known as the Special Program for Employment of Students", expanded the employment period of students in the tertiary level from only in summer and Christmas breaks to any time during the year.

This program targets poor but deserving youth enrolled or intending to enroll. The Public Employment Service Office (PESO) facilitates the matching of the employer and the students to be employed for 20–52 working days during vacation. In return, DOLE provides a 40-percent wage subsidy to employer.

From 2009 to 2017, DOLE spent an average of 0.02 percent of their total expenditures on social protection programs (Appendix 3 Figure 3). An impact evaluation of DOLE's SPES program revealed that 89 percent of the treatment group, comprised of randomly selected participants enrolled in the SPES program, indicated that SPES increased the likelihood of being currently employed with a private employer, local government unit (LGU), or NGO (Beam et al. 2018).

Assistance to Displaced Workers-Adjustment Measures Program (AMP). This program offers a package of assistance and other forms of intervention to workers displaced by social and economic disruptions, such as local and overseas employment facilitation and livelihood assistance to those who prefer to engage in entrepreneurial activities. In 2007, DOLE expanded the coverage of AMP to assisting skilled workers

[14] Though the YES and TULAY programs are considered part of Kabuhayan programs for special sectors, the expenditures for these programs are reported under the SPES expenditures starting 2008.

in key industries, as well as affected companies that want to restructure and manage their workforce.[15] To do this, DOLE formed quick response teams in national and regional offices.

When the Enhanced Basic Education Act of 2013 (RA 10533) was enacted, DOLE assisted all displaced higher education institution (HEI) personnel—due to the K–12 basic education program implementation—under the AMP. To mitigate the immediate adverse economic impacts of the displacement, a total of PHP 10,000 or an amount equivalent to 75 percent of their last monthly salary—whichever is higher—shall be provided for six months, for totally displaced HEI personnel, and three months for temporarily displaced and partially displaced HEI personnel. Similarly, DOLE provides employment facilitation as well as livelihood opportunities for the same.[16]

Family Welfare Program (FWP) at the workplace. This program seeks to introduce the concept of promoting the welfare of workers and their families as a key to workplace productivity and improved worker-management relations. The FWP advocates for the integration of the 11 dimensions: reproductive health and responsible parenthood; education/gender equality; spirituality or value formation; income generation; medical health care; nutrition; environmental protection, hygiene and sanitation; sports and leisure; housing; and transportation.[17]

In 2011, the FWP was specified under the budget line-item "Promotion and Maintenance of Workers with Special Concerns". Major activities conducted under the FWP include setting up of a workplace lactation station, advocating programs intended for women workers, and promoting the rights of women employed in the private sector. Appendix 3 Figure 4 shows the decreasing trend of both of Assistance to Displaced Workers-AMP and the FWP programs.

Department of Social Welfare and Development (DSWD)

DSWD has the largest number of social protection programs among all national government agencies (NGAs). Majority are social assistance programs that include livelihood, conditional cash transfer (CCT), and

---

[15] DOLE DO 85, series of 2007, DOLE Adjustment Measures Program for the Prevention of Job Losses and Assistance to Displaced Workers

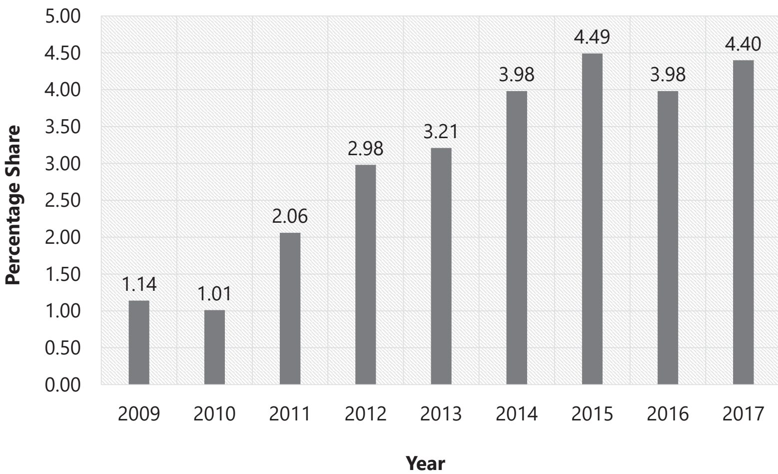
[16] DOLE DO 177, series of 2017, Expanding DOLE Adjustment Measures Program for Displaced Higher Education Institution Personnel due to the Implementation of RA 10533

[17] DOLE DO 56, series of 2003, Rationalizing the Implementation of Family Welfare Programs in DOLE

feeding programs as long-term programs and core-shelter and crisis assistance as emergency response programs.

DSWD social protection programs received increased shares of the total national government budget averaging 0.04 percent (Figure 4). The allocation to social protection programs within the DSWD budget averaged 39 percent for the period 2009–2017 (Appendix 3 Table 1). In 2008, 4Ps was introduced and has since became the main social protection program of DSWD receiving increased budgetary allocations (Appendix 3 Table 2).

Figure 4. Share of social protection programs to total national government expenditures (in %): Department of Social Welfare and Development, 2009–2017



Source: Department of Social Welfare and Development (DSWD) (various years)

Assistance to individuals in crisis situations. This program helps and gives support to those affected by crises, such as poverty, child abuse, and rape. DSWD operates crisis intervention units (CIU) to provide material, psychosocial, and other interventions to individuals, families, and groups in crisis situation.[18] The target beneficiaries or clientele groups are the following: (1) individuals and families in crisis situation needing social welfare and development intervention; (2) abandoned, abused, neglected,

[18] DSWD AO 5, series of 2008, Omnibus Guidelines on the Management of DSWD-Operated Crisis Intervention Units

and exploited children and adults; (3) victims of disaster; (4) individuals and families categorized as transient[19], strandees, and displaced;[20] (5) deportees, repatriates, and victims of trafficking; (6) individuals with no adequate means to provide for medical, hospitalization, transportation, burial, and other immediate needs; and (7) DSWD employees and their dependents who are in crisis situation.

The services and interventions of the CIUs include: (1) rescue operation to respond to cases needing immediate action in coordination with law enforcers and other government agencies; (2) counseling and critical incident stress debriefing; (3) limited financial assistance for burial, transportation, medical, educational and others; (4) limited material assistance, such as daily food assistance (e.g. a family of six shall be given 3 kilos of rice/day; 6 cans of sardines/day; 3 packs of noodles/day; or other substitutes), clothing assistance, and provision of meal (PHP 50/person/meal); (5) referral services; (6) monitoring and augmentation assistance to disaster victims; (7) coordination with other agencies for the conduct of home visitation to families and relatives for their reintegration; and (8) referral of clients to other agencies providing assistance for their rehabilitation and appropriate assistance.[21]

The maximum allowable amounts of the grants are as follows: PHP 20,000 for material and financial assistance; PHP 5,000 for burial assistance; PHP 5,000 for transportation assistance; PHP 5,000 for medical assistance (medicines and hospitalization); and PHP 3,000 for other emergency needs (DSWD 2011).

The *Kapit-Bisig Laban sa Kahirapan* - Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDDS) is the Philippine government's flagship poverty alleviation project implemented

---

[19] Transient refers to individuals, families, or groups of people who have no place to stay and in need of temporary shelter.

[20] Displaced person refers to an individual, a family, or a group who has been displaced physically and emotionally as a result of armed struggle, disasters, and other similar circumstances.

[21] Executive Order 221, series of 2003, states that DSWD should aid LGUs, NGOs, NGAs, peoples' organizations, and other members of civil society in effectively implementing programs, projects, and services that will alleviate poverty and empower disadvantaged individuals, families, and communities for an improved quality of life. RA 7610, or the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act, mandated DSWD to formulate a comprehensive program against abuse and exploitation. Administrative Code of 1997, Title XVI, Section 2, Chapter 1 mandates DSWD to provide a balanced approach to welfare not only at the outbreak of crisis but more importantly in the period before the crisis. The Rape Victim Assistance and Protection Act of 1998 (RA 8505) mandated DSWD to provide support services to rape victims and their families.

by DSWD through the financial support of the World Bank (WB) (DSWD n.d.). It empowers local communities by increasing their participation in local development through capability building, implementation support, provision of grant funds, and monitoring and evaluation.

The project started in 2002, was funded by WB in 2003, and ended in 2010 covering 200 municipalities. That same year, the government decided to continue the project as a startup for a community-driven approach for another three years. Additional funding from the WB and the Millennium Challenge Corporation (MCC), through the Millennium Challenge Account – Philippines, continuously provided grants to increase the coverage of municipalities availing the program (DSWD n.d.).

The funds are directly released to KALAHI-CIDSS communities to manage, monitor, and supervise the implementation of subprojects. It also has a community-driven mechanism to address the supply side of the government's CCT program through construction of classrooms/day care centers, healthcare facilities, water systems, access roads, and other priority community projects (DSWD n.d.)

An impact evaluation carried out by the MCC found out that projects implemented in KALAHI-CIDSS areas were reflective of residents' stated priorities thus satisfaction level is extremely high. However, the study also found that the road project reduced agricultural productivity and that the KALAHI-CIDSS is not effective in generating broader social change related to improved governance or community empowerment (MCC n.d.).

Appendix 3 Figure 5 shows select DSWD social protection programs that have been in place for most of 2009 to 2017. These programs include KALAHI-CIDDS, assistance to individual in crisis situations, and Supplementary Feeding program.

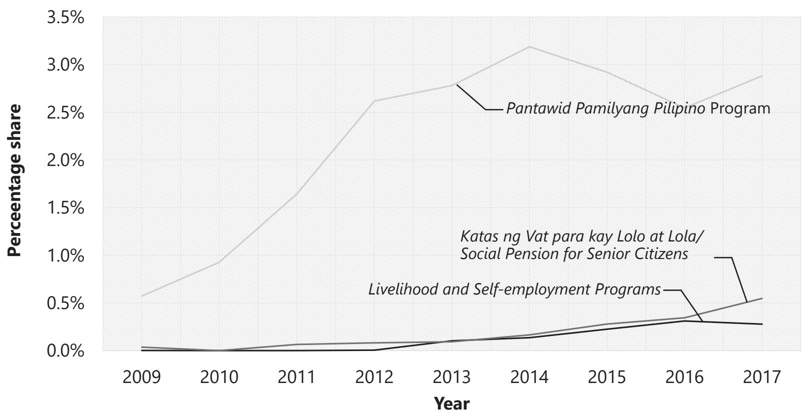
Supplementary Feeding Program. This program provides food in addition to regular meals to target children as part of the DSWD's contribution to the Early Childhood Care and Development program of government.[22] Food supplementation is in the form of hot meals served to children five days a week for 120 days during morning snack and afternoon sessions. The parents are responsible for managing the feeding program based on a prepared meal cycle using indigenous

[22] DSWD AO 8, seris of 2012, Omnibus guidelines in the implementation of the Supplementary Feeding Program (SFP)

food materials. Children are weighed before the start of the feeding program and each month to monitor improvements in nutritional status.[23] This program allocates PHP 15 per meal (already including rice) per child, hence a total allocation of PHP 30 per day for 120 days.[24] This program received increased budgetary allocations starting 2011.

Pantawid Pamilyang Pilipino *Program (4Ps).* The 4Ps is a CCT program that aims to provide social assistance to the poor and, at the same time, break the intergenerational poverty cycle through investments in human capital, particularly education and health. This program was piloted in 2007 and has been expanded since then (Figure 5). Beneficiaries were selected based on the DSWD's National Household Targeting System for Poverty Reduction. As of July 2018, about 4.3 million household beneficiaries have benefitted from the 4Ps.[25]

Figure 5. Share of recent social protection programs to total national government expenditures: Department of Social Welfare and Development, 2009–2017



Source: DSWD (various years)

[23] DSWD AO 5, series of 2011, Amendment to AO 4, s. 2011 on the Guidelines in the Implementation of the SFP

[24] DSWD AO 3, series of 2017, Supplemental Guidelines to AO 4, series of 2016, Otherwise Known as Amended Omnibus Guidelines in the Implementation of the SFP

[25] Data based on the DSWD website

The CCT program for education provides PHP 3,000 for one school year, or PHP 300 per month for 10 months, for children enrolled in the elementary level and PHP 5,000 in a school year, or PHP 500 per month, for those enrolled in high school (DSWD 2018). A maximum of three children is allowed per household. In addition, a household with three qualified children receives a maximum subsidy of PHP 1,400 per month during the school year, or PHP 15,000 annually, if they comply with the conditionalities, e.g., beneficiary children have at least 85 percent school attendance rate (RA 11199).

A grant of up to PHP 6,000 a year, or PHP 500 per month per household, is provided for health and nutrition expenses under the CCT program for health. Conditionalities include regular check-ups, vaccines, de-worming, prenatal and postnatal care for pregnant women, and attendance to family development sessions (RA 11210).

The CCT program also provides rice subsidy of PHP 600 a month, or PHP 7,200 per year, to registered, active, and compliant 4Ps household beneficiaries. With the passage of the TRAIN Law in 2017, a top-up cash of PHP 200 per month in 2018 and PHP 300 per month in 2019 and 2020, is provided per household as part of the national government's unconditional cash transfer to help the poor cushion the adverse effects of inflation (RA 11199).

In 2015, DSWD shifted its efforts to correcting data integrity issues caused by the rapid expansion of the program. However, in May 2017, COA found 15,898 duplicate entries in the database. A 2017 COA Performance Audit Report found that 31,389 households that received benefits were nonpoor and therefore ineligible (COA 2017). These errors were the result of the 2009 data gathering for the National Household Assessment that produced the *Listahanan*, the main source of information of program beneficiaries. Program officials, however, claimed that the errors were due to insufficient time and staff to validate the data because of mass registration.

The mass expansion of the program stretched the information technology (IT) infrastructure of the department since Listahanan was only designed to handle 300,000 households. The list was expanded to register 4.4 million households. The effect was increased processing time of system users due to system lags and downtimes. COAs' recommendation was to upgrade its IT system before expanding the database further. To date, DSWD implemented a moratorium on the acceptance of new households to address existing gaps (COA 2017).

In addition, various critics of the 4Ps program also claim that the program be abolished because (1) the cash grant given to the poor would just increase household spending on vices and (2) benefits are granted to beneficiaries above the poverty line. A PIDS study, however, claimed that parent-beneficiaries were able to spend their resources responsibly. In addition, 82 percent of the beneficiaries belong to bottom 40 income class while 53 percent are from the bottom 20 income class. The authors recommended raising the amount of the grant and adjust the program conditionalities (Orbeta and Paqueo 2016).

Self-Employment Assistance Kaunlaran (SEA-K). This is one of the social programs that survived several administrations. It was introduced in the early 1970s and became a national program administered by DSWD in 1993. The program adopted a microfinance strategy that provides small loans to the poor to encourage entrepreneurial activity and savings generation. While average share of total national government expenditures is small (0.2%), it has been increasing.

Until 2010, SEA-K was the core financial assistance program of DSWD. The program transformed to become the Sustainable Livelihood Program (SLP). SLP enables the poor to have access to credit for micro-enterprise[26]; promote entrepreneurship; increase understanding of the values of honest work; pay debts; encourage social responsibility; and increase their income (DSWD n.d.). It is envisioned to create income-generating opportunities for the poor, prioritizing graduates and members of 4Ps families (Social Protection Organization 2017).

This program provides two tracks of livelihood assistance schemes: (1) employment facilitation (opportunities for marginalized household to access employment) and (2) microenterprise development (provision of entrepreneurial activities for the household).[27] The latter track is aimed at enhancing the socioeconomic skills of poor families through business management training, provision of interest-free, noncollateral

[26] The SLP target participants for micro-enterprise are those "who have limited or no access to formal credit facilities (microfinance, bank, cooperatives, formal lending investors, pawnshops, and other formally registered credit entities) (Sec. VIII, DSWD AO 11, series of 2011).

[27] DSWD AO 11, series of 2011, Guidelines on the Implementation of the Sustainable Livelihood Program

capital seed fund for income-generating projects, social preparation, savings mobilization, and access to other services. Under the program, a self-managed and community-based microcredit organization for entrepreneurial development is established.

Target beneficiaries of the program are poor individuals living in households identified by the Listahanan, with the potential and willingness to establish a microenterprise or are seeking employment. Participants of this track may avail of the skills training fund, seed capital fund, or cash for building livelihood assets. Participants of the employment facilitation track have the option to avail of the skills training fund and the employment assistance fund.

The skills training fund may amount up to a maximum of PHP 15,000 for all the benefits, including training. These include technical-vocational skills training fee, basic living allowance, training supplies and materials, and equipment and materials needed for employment and assessment fees. For the seed capital fund, a maximum amount of PHP 15,000 per program per participant may be availed. The amount covers the working capital for small tools, raw materials, startup expenses, permit/s to operate, and other large and long-lived tangible assets required to start or expand a microenterprise.

Acosta (2018) found that the effective utilization of funds by microenterprise development track participants depends on the vulnerability level of households. Vulnerable families who use the funds for both household consumption and livelihood activities were found to experience difficulty in repayment as compared to those who have an existing enterprise and would avail of the additional funds for capital development.

In terms of employment facilitation, both Acosta (2018) and Ballesteros (2017) noted that the SLP should be integrated with other active labor market programs in the country. There is a need for the DSWD SLP program implementers to involve other national and local agencies with capacity to provide further guidance and resources for securing employment, such as TESDA, DOLE, and PESO, that have forged partnerships with training institutions for provision of skills and the private sector for job internship opportunities and eventual absorption and job placement (Acosta 2018). Similarly, Ballesteros et al. (2017) observed that there was a significant improvement in chances of employment through partnership with training institutions; however, the SLP program needs to strengthen relationships with PESOs.

Katas ng Value-Added Tax (VAT) *Para kay Lolo at Lola.* This program provides a one-time cash subsidy of PHP 500 for 1 million qualified senior citizens as an initiative of the national government to alleviate economic difficulties affecting senior citizens. The targeted beneficiaries are senior citizens that are 70 years old and above, dependent or belonging to a family whose income is within or below the poverty threshold per area, and not covered by GSIS, SSS, or any private or government agency retirement benefits. Of the PHP 500 million budget allocation, PHP 421.9 million was utilized by the end of 2009 (DSWD 2009).

Social Pension for Indigent Senior Citizens (SocPen). SocPen is the most recent social welfare program of DSWD. This program provides a PHP 500 monthly stipend for indigent senior citizens pursuant to Section 5 of the Expanded Senior Citizen's Act of 2010. Target beneficiaries are identified based on the Listahanan data and validated by the respective local government unit's Social Welfare and Development Office and the local Office of Senior Citizen Affairs (DSWD n.d.).[28] Among the indigent senior citizens, priority is given to those who are 80 years old and above. Second priority is given to indigent senior citizens aged 70 to 79 years, while last priority is given to those 60 to 69 years old.[29]

In 2011, the eligible age requirement to receive the monthly pension was lowered to 77 years old and above.[30] The age requirement was further reduced to 65 years in 2015 and even lowered in 2016, where the entitlement to the social pension was for those at least 60 years old. Figure 5 shows the upward trend in the share of the SocPen program to total national government expenditures.

Albert and Velarde (2018) found that the "poverty mitigating impact (of the SocPen) may diminish over time if program benefits do not keep pace with increasing prices, delays in releasing grants, and beneficiary selection is not maintained with consistent and clear standards (Albert and Velarde 2018, p. 1)." These issues were magnified because of the rapid expansion in program coverage.

---

[28] Each municipality is mandated by Sec. 7 and Sec. 8 of RA 7432 to create an Office of Senior Citizen Affairs (OSCA).

[29] DSWD AO 15, series of 2010

[30] DSWD AO 3, series of 2011, Operational Procedures in Line with AO 15, series of 2010, on the Implementation of the Social Pension for Indigent Senior Citizens

Government-Owned and -Controlled Corporations (GOCCs)

National Food Authority (NFA)

One of the efforts of the national government to improve the plight of poor farmers is through the NFA-mandated policy of purchasing rice from eligible farmers at competitive prices and sell the purchased rice at lower prices. NFA receives a rice price subsidy—stabilization and food security subsidy as indicated in the NFA financial accounts—from the national government. The *Tindahan Natin* program, done in coordination with DSWD, is one of the mechanisms under this mandate. The rice price subsidy of the national government as percent of GDP increased at an average of 58 percent peaking in 2010, which was a presidential election year (Figure 6 and Appendix 3 Table 2).

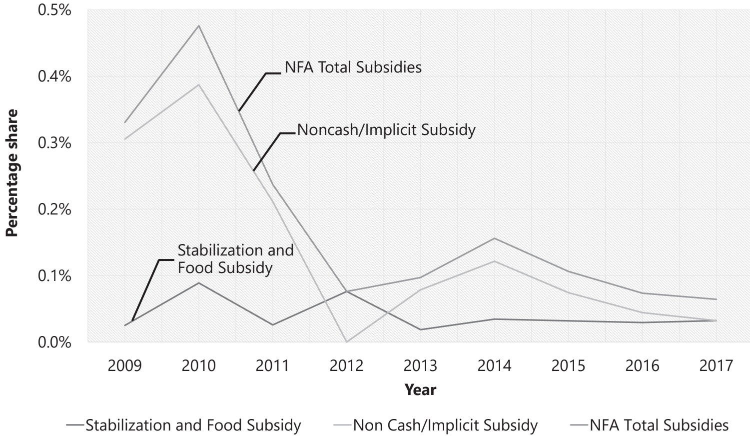
Aside from the rice subsidy, NFA also benefits from a tax exemption on rice importation. This is known as a tax expenditure subsidy, or implicit subsidy, since the government does not actually transfer funds to NFA for this purpose. Implicit subsidies, however, represent a loss in national government revenues and have consistently been larger than the stabilization and food security subsidy (Figure 6). Implicit subsidies of NFA as percent of GDP increased at an average of 29 percent with the largest increase in 2010.

NFA, however, has been riddled with controversy considering the huge support it receives from the national government despite the large operational losses it incurs (COA 2007). Since 2007, NFA has been receiving increasing implicit subsidies while subsidy for stabilization and food security has continued to decline.

Government Service Insurance System (GSIS)

GSIS emergency or calamity loans are granted to GSIS members affected by crises such as flood or typhoon. It is classified as a social safety net program. While this is among the national government social protection expenditure discussed in the study, it is not an expenditure of the national government per se but a loan given to GSIS members contingent on the payment status of their GSIS contributions. In addition, granting emergency loans depends on the occurrence of an emergency or a calamity and, therefore, funding is not programmed (Appendix 3 Table 4).

Figure 6. Stabilization and food subsidy, implicit subsidies: National Food Authority, 2009–2017



GDP = gross domestic product; NFA = National Food Authority
Note: Data from annual audit reports of the Commission on Audit (COA) and the National Food Authority (NFA)
Source: COA and NFA (various years)

Philippine Health Insurance Corporation (PhilHealth)

The National Health Insurance Act of 1994 established PhilHealth to provide a national health insurance program. This law also provides that the contribution for indigent members shall be paid by both the national and local government. An indigent is a person with no visible means of income, or whose income is insufficient for the subsistence of his family, as identified by the local health insurance office and based on specific criteria set by PhilHealth. In the case of fourth, fifth, and sixth class LGUs, the national government shall provide subsidy of up to 90 percent for indigents for a maximum of five years (Section 29, RA 7875). This is known as the regular PhilHealth indigent program.

The government shall provide a basic package of needed personal health services to indigents through premium subsidy—or through direct service provision—until such time that the program is fully implemented. The law also seeks to provide all citizens with the mechanism to gain financial access to health services (Section 3.a, RA 7875) and prioritize and accelerate the provision of health services to all Filipinos, especially that segment of the population who cannot afford such services (Section 3.c, RA 7875).

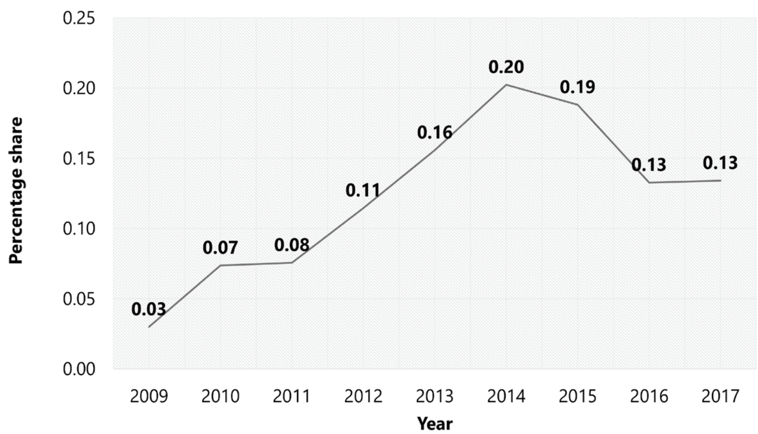
In January 2004, former President Gloria Macapagal-Arroyo instituted the Enhanced Philippine Charity Sweepstakes Office (PCSO) Greater Medicare Access Program expanding coverage of PhilHealth to an additional five million indigent families nationwide through Executive Order (EO) 276. Subsequently, EO 452 was issued in July 2005 directing the enrollment of 2.5 million indigent families to the National Health Insurance Program.

Overall national government subsidy for PhilHealth increased in recent years. Figure 7 shows the national government contribution to the premium payment of indigents, as a percent of GDP, peaking in 2014.

By virtue of RA 10351, otherwise known as the Sin Tax Law, 80 percent of the remaining balance from the incremental revenue derived from excise tax on alcohol and tobacco products shall be allocated for the universal health care under the National Health Insurance Program.

From 2011 to 2016, the appropriations for the subsidy for health insurance premium payment of indigent families to the National Health Insurance Program were under the Department of Health. The amount, as indicated in the special provision, shall be released to PhilHealth through the Bureau of the Treasury. However, starting 2017, the appropriations are directly released to PhilHealth. Appendix 3 Figure 6 shows increasing appropriations in favor of PhilHealth. With the passage of the Sin Tax Law in 2013, PhilHealth has seen a 300-percent increase in appropriations.

Figure 7. PhilHealth Indigent Program, 2009–2017



GDP = gross domestic product; PhilHealth = Philippine Health Insurance Corporation
Note: Data from annual audited reports of the Commission on Audit (COA) and PhilHealth
Source: COA and PhilHealth (various years)

General Findings and Recommendations

The past decade has seen improvements in social protection expenditures in the Philippines, owing largely to the reform of the social protection sector in 2009. Coordinated efforts across government agencies encouraged a rise in national government social protection spending from 2009 to 2017. Social protection programs, particularly the 4Ps, was believed to contribute to an observed reduction in poverty and inequality (WB 2018b), demonstrating the need for social protection to remain a spending priority of the national government.

However, while social protection expenditures have shown an upward trend, the Philippines is still behind other developing countries (ADB 2013). There is opportunity as well to increase budgetary support to other components of social protection. The bulk of social protection spending has consistently been accounted for by social welfare programs, while labor market interventions have contributed the smallest share on average since 2009. While social insurance has been receiving increasing budgetary support, coverage rates could be improved (WB 2018b).

In general, the coverage and coherence of social protection programs need to be enhanced. There are recent changes in the country's social protection policy that the government must highlight and continue in line with this objective.

Improving integration and coherence of social protection policies within implementing bodies and across the public sector

Integration and coherence within implementing bodies

There were some improvements in the design evolution and program consolidation in terms of similar objectives within NGAs (internal coherence). For instance, DepEd's SBFP evolved from various feeding programs until it was consolidated as one program. Monitoring and evaluation through audits and impact assessments, as well as the willingness of policymakers to heed to such results, were influential in the redesign of the program. In addition, consolidating efforts to mitigate hunger and improving program implementation makes for a stronger argument in requesting budgetary support. After the 2012 redesign of SBFP, its expenditures increased by 3700 percent in 2017. Despite some successes in improving program design and delivery, there is a need for periodic audits and review of existing programs.

Integration and coherence across the public sector

Public financial management reforms, such as improving program budgeting and rightsizing the government, may be utilized to consolidate and remove overlapping and duplicative programs. The Department of Budget and Management's program expenditure classification reform introduced a manner of classifying projects and activities under programs of government agencies that have clear objectives aligned with individual organizational outcomes (DBM 2016). Rightsizing, on the other hand, will promote efficiency and economy in the government to improve public service delivery through streamlining, integrating, or assigning overlapping mandates and functions of government agencies across sectors (SB1395; Diokno-Sicat 2018). By identifying the contribution of programs to sectoral and societal goals and rightsizing the government (reviewing mandates/functions) to remove these overlaps and redundancies across NGAs, it would be easier to make social protection efforts more cohesive.

Ensuring proper monitoring and evaluation of programs to aid in redesigning and/or discontinuing current programs

Regardless of the policy horizon or motivation of a social protection program, it is crucial to monitor and evaluate its efficiency and effectiveness to assess and inform future policy direction. As an example of the value of monitoring and evaluation in the redesign of programs, the DA's rice and fertilizer program was originally designed such that the national government would procure seeds and fertilizers for farmers. However, a COA report showed this was ineffective because subsidized inputs had not been the appropriate intervention. This led to a redesign of the seeds and fertilizer program in 2014, which was conducted in a more consultative manner. The current administration has expressed its intent to remove the seed/fertilizer subsidy for farmers and replace it with a financing program.

Creating new programs and/or redesigning existing programs to keep pace with changing times and needs

With the Fourth Industrial Revolution shifting some economic activities to digital platforms and increasing investment in artificial intelligence and robotics, there will be adjustments in the kind of jobs and skills demanded from the labor force. In addition, the effects of globalization bring about higher chances of global externalities and uncertainties like the most recent coronavirus disease pandemic. It is likely that some sectors may experience frictional unemployment from repatriation of overseas workers. This is on top of the domestic workers who also found themselves unemployed due to the pandemic. These developments and evolving times require social protection policymakers to keep pace with changing needs.

In the case of labor market interventions, two major laws have been passed to benefit workers. First, SSS members who have lost their jobs may apply for unemployment insurance or involuntary separation benefits while applying for another job (RA 11199). A member may also receive 50 percent average monthly salary credit for a maximum of two months. Second, RA 11210 extends the paid maternity leave of female workers in the public and private sector to 105 days from the current 60 days, with an option to extend for 30 days without pay (RA 11210). Though these labor market interventions are contributory and do not require funding support from the national government, these legislations represent the government's initiative to protect its workers.

Allocating more investments and resources for timely and consistent reporting of data and harnessing developments in technology

The availability of data that is timely and consistently reported is vital to the successful design, implementation, and monitoring and evaluation of any program. This is especially important for targeted programs, such as social protection interventions. For each program, the objectives, criteria for qualification, and period of eligibility should be clearly defined and identified at the onset. During implementation, program incidence and challenges should be examined through a systematic monitoring and evaluation program to improve design as needed and ensure prudent use of public money. Using new and disruptive technologies will improve availability of data that policymakers and implementing bodies need to deliver targeted programs effectively. For instance, the 4Ps and SocPen program both depend on the Listahanan targeting system to identify beneficiaries. Information technology and having a comprehensive database by integrating/aligning the Listahanan with the National Identification System may be used to minimize leakage and enhance targeting. A harmonized platform of personal identification may also streamline efforts across government agencies and allow for better delivery of social protection services.

Another example of a social protection program that would benefit from the use of technology is the Social Welfare Benefits Program. Under the TRAIN Law, less than 30 percent of incremental revenues should be earmarked for various time-bound social protection programs providing targeted relief from the moderate and temporary effects of inflation brought by the reform. Beneficiaries will be identified through a National Identification System, which has to be enacted by Congress.[31] Another recent landmark legislation is the Universal Health Care Act, which aims to provide automatic enrolment in the National Health Insurance Program to help patients with financial problems seek medical attention.

Moving forward, the concept of 'adaptive social protection' has emerged as an international concern that will address the impacts of shocks on households, including those from natural disasters and climate change, as well as manmade conflicts and forced displacement (WB 2018a). In general, the poor, often lacking savings and having limited access to credit, financing, or insurance, are more vulnerable to these shocks. The Philippine government should be able to design social protection programs adaptively in the event of such shocks in the future.

[31] DBM-DOF-DSWD Joint Memorandum Circular 001, series of 2018, General Guidelines for the Implementation of the Social Welfare Benefits Program

References

Acosta, P.A. and J. Avalos. 2018. The Philippines Sustainable Livelihood Program: Providing and expanding access to employment and livelihood opportunities. World Bank Social Protection Policy Note. Taguig City, Philippines: World Bank.

Albert, J.R.G., A.M.L. Tabunda, and I. Angeles-Agdeppa. 2015. Feeding severely wasted children in school: examining processes in DepED's School Feeding Program. PIDS Policy Note No. 2015-01. Makati City, Philippines: Philippine Institute for Development Studies. https://www.pids.gov.ph/publications/5459 (accessed on October 15, 2018).

Albert, J.R.G. and J.F. Vizmanos. 2018. Vulnerability to poverty in the Philippines: An examination of trends from 2003 to 2015. PIDS Discussion Paper Series No. 2018-10. Quezon City: Philippine Institute for Development Studies. https://www.pids.gov.ph /publications/6140 (accessed on October 15, 2018).

Albert, J.R.G. and R.B. Velarde. 2018. The SocPen and its role in closing the coverage gap among poor elderly Filipinos. World Bank Social Protection Policy Note, Taguig City, Philippines: World Bank.

Asian Development Bank (ADB). 2009. Social assistance and conditional cash transfers: The proceedings of the regional workshop, edited by Clifford Burkley Sri Wening Handayani. Mandaluyong City, Philippines: ADB.

———. 2010. Republic of the Philippines: Support for social protection reform. Technical Assistance Report. Mandaluyong City, Philippines: ADB.

———. 2013. The social protection index. Mandaluyong City, Philippines: ADB

Ballesteros, M.M., A.C. Orbeta, J.P. Corpus, and J. Ancheta. 2017. Assessment of livelihood success and implementation issues on the Sustainable Livelihood Program of the DSWD. PIDS Discussion Paper Series No. 2017-54, Quezon City, Philippines: PIDS. https://www.pids.gov.ph/ publications/5894 (accessed on October 15, 2018).

Beam, E., L. Linden, S. Quimbo, and H. Richmond. 2018. Impact evaluation of the Philippine department of labour and employment's special programme for employment of students. 3ie Grantee Final Report, New Delhi: International Initiative for Impact Evaluation. https://www.3ieimpact. org/sites/default/files/2019-01/ie87-philippines-spes.pdf (accessed on October 16, 2018).

Commission on Audit (COA). 2007. Sectoral performance audit government's rice program. Quezon City: COA.

———. 2009. Performance audit report on Motor Vehicle Users' Charge (MVUC). Quezon City, Philippines: COA.

———. 2012. COA observations and recommendations. COA Audit Report, Quezon City, Philippines: COA.

———. 2017. *Pantawid Pamilyang Pilipino* Program performance audit report, Quezon City, Philippines: COA.

Development Academy of the Philippines (DAP). 2009. Review and strengthening of the National Social Protection and Welfare Program. Report prepared for National Welfare Program Cluster and the National Economic and Development Authority. Pasig City, Philippines: DAP.

Department of Agriculture (DA). various years. Statement of Appropriations, Allotments, Obligations, Disbursements, and Balances 2010–2017. https://www.dbm.gov.ph/index.php/programs-projects/statement-of-allotment-obligation-and-balances (accessed on August 14, 2018).

Department of Budget Management (DBM). 2016. PREXC: Program expenditure classification. DBM Briefer. Manila, Philippines: DBM.

———. 2018. Budget of expenditures and sources of financing, 2019. Manila, Philippines: DBM.

Department of Education (DepEd). various years. Statement of Appropriations 2009–2017, Allotments, Obligations, Disbursements, and Balances. https://www.deped.gov.ph/transparency/ (accessed on August 15, 2018).

Department of Labor and Employment (DOLE). various years. Statement of Appropriations, Allotments, Obligations, Disbursements, and Balances 2009–2017. https://www.dole.gov.ph/transparency/ (accessed on August 15, 2018).

Department of Social Welfare and Development (DSWD). 2009. Annual Report. Quezon City: DSWD.

———. n.d. DSWD NCDDP website. https://ncddp.dswd.gov.ph/ (accessed December 11, 2018).

———. n.d. DSWD website. https://www.dswd.gov.ph/issuances/AOs/AO_2010-013.pdf (accessed on December 11, 2018).

———. n.d. *Kapit-Bisig Laban sa Kahirapan*-Comprehensive and Integrated Delivery of Social Services website. https://ncddp.dswd.gov.ph/ (accessed October 11, 2018).

———. n.d. *Listahanan*. https://listahanan.dswd.gov.ph/about-us/ (accessed June 13, 2018).

———.2018. Pantawid Pamilya. https://pantawid.dswd.gov.ph/faq/ (accessed October 10, 2018)

———. various years. Statement of Appropriations, Allotments, Obligations, Disbursements, and Balances 2009–2017. https://transparency.dswd.gov.ph/ (accessed on August 15, 2018).

Department of Social Welfare and Development (DSWD), United Nations Development Programme (UNDP), and National Economic and Development Authority (NEDA). 2012. Strengthening social protection components and strategies in the Philippines: A compilation of social protection think papers. Quezon City, Philippines: DSWD.

Diokno-Sicat, C.J. 2018. Economic principles for rightsizing government. PIDS Dicsussion Paper Series No. 2018-46, Quezon City, Philippines: Philippine Institute for Development Studies. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1846.pdf (accessed on January 5, 2019).

Executive Order (EO) 276. 2004. Implementing the enhanced PCSO greater medicare access. Manila, Philippines: Official Gazette of the Philippines.

Executive Order (EO) 452. 2005. Directing the enrollment of 2.5 million indigent families pursuant to EO 276, s. 2004 and for other purposes. Manila, Philippines: Official Gazette of the Philippines.

Government Service Insurance System (GSIS). 2018. Emergency loan. http://www.gsis.gov.ph/active-members/loans/emergency-assistance-loan/ (accessed on November 4, 2018).

———. various years. Audited financial statements 2009, 2010, 2011, 2012, 2013, 2014, 2017. https://www.gsis.gov.ph/financial-statements/ (accessed on August 20, 2018).

International Monetary Fund (IMF). 2001. Government finance statistics mannual 2001. https://www.imf.org/en/Publications/Manuals-Guides/Issues/2016/12/30/Government-Finance-StatisticsManual-2001-15203 (accessed December 5, 2018).

Ismael G. 2002. GMA launches credit facility for rural women. *The Philippine Star*. June 16.

Manasan, R.G. 2009. Reforming social protection policy: Responding to the global financial crisis and beyond. PIDS Discussion Paper Series No. 2009-22, Makati City: Philippine Institute for Development Studies. https://www.pids.gov.ph/publications/4493 (accessed on October 15, 2018).

Millenium Challenge Corporation (MCC). n.d. Millenium Challenge Account. https://www.mcc.gov/resources/doc-pdf/summary-measuring-results-of-the-philippines-community-driven-development-project-kalahi-cidss (accessed February 28, 2019).

National Commission on Indigenous Peoples (NCIP). various years. Statement of appropriations, allotments, obligations, disbursements, and balances 2009–2017. https://www.dbm.gov.ph/index.php/performance-management/agency-profile/14-performance-management/950-nationalcommission-on-indigenous-peoples-ncip (accessed on August 20, 2018).

National Economic and Development Authority (NEDA). 2017. Reducing vulnerability of individuals and families. *Philippine Development Plan 2017-2022* Abridged Version.Pasig City, Philippines: NEDA.

National Economic and Development Authority-Social Development Council (NEDA-SDC). 2018. *Pantawid Pamilyang Pilipino*. https://www.officialgazette.gov.ph/programs/conditional-cash-transfer/ (accessed on September 4, 2018).

National Food Authority (NFA). various years. Financial statements 2009–2017. http://www.nfa.gov.ph/transparency (accessed on August 29, 2018).

Orbeta, A.C. Jr. 2011. Social protection in the Philippines: Current state and challenges. PIDS Discussion Paper Series No. 2011-02. Makati City: Philippine Institute for Development Studies. https://www.pids.gov.ph/publications/4918 (accessed on October 15, 2018).

Orbeta, A.C. Jr., and V. Paqueo. 2016. *Pantawid Pamilya Pilipino* Program: Boon or bane? PIDS Discussion Paper Series No. 2016-56, Quezon City: Philippine Institute for Development Studies.

Philippine Health Insurance Corporation (PhilHealth). 2014. Indigent members: Who are qualified?. https://www.philhealth.gov.ph/members/indigent/ (accessed November 10, 2018).

———. various years. Stats and charts 2009–2017. https://www.philhealth.gov.ph/about_us/statsncharts (accessed on September 4, 2018).

Philippine Statistics Authority (PSA). 2018. Poverty press releases. http://www.psa.gov.ph/poverty-press-releases (accessed on October 16, 2018).

Republic Act 11210. 2018. An act increasing the maternity leave period to one hundred five (105) days for female workers with an option to extend for an additional thirty days without pay, and granting an additional fifteen days for solo mothers and for other purposes. Manila, Philippines: Congress of the Philippines.

Republic Act 11199. 2018. An act rationalizing and expanding the powers and duties of the Social Security Commission to ensure long-term viability of the SSS repealing for the purpose. Manila, Philippines: Congress of the Philippines.

Republic Act 10351. 2012. An act restructuring the excise tax on alcohol and tobacco products by amending Sections 141–145, 8, 131 and 288 of RA 8424 otherwise known as the NIRC of 1997. Manila, Philippines: Congress of the Philippines.

Republic Act 10533. 2013. An act enhancing the Philippine basic education system by strengthening its curriculum and increasing the number of years for basic education, appropriating funds therefor and for other purposes. Manila, Philippines: Congress of the Philippines.

Republic Act 10606. 2013. National Health Insurance Act of 2013. Manila, Philippines: Congress of the Philippines.

Republic Act 10963. 2017. An act amending sections 5, 6, 24, 25, 27, 31, 32, 33, 34, 51, 52, 56, 57, 58, 74, 79, 84, 86, 90, 91, 97, 99, 100, 101, 106, 107, 108, 109, 110, 112, 114, 116, 127128, 129, 145, 148, 149, 151, 155, 171, 174, 175, 177, 178, 179, 180, 181, 182, 183, 186, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 232, 236, 237, 249, 254, 264, 269, and 288; Creating New Sections 51-A, 148-A, 150-A, 150-B, 237-A, 264-A, 264-B, and 265-A; and repealing sections 35, 62, and 89; all under Republic Act 8424. Manila, Philippines: Congress of the Philippines.

Republic Act 9994. 2010. An act granting additional benefits and privileges to senior citizens, further amending RA 7432, as amended, otherwise known as "An act to maximize the contribution of Senior Citizens to nation building, grant benefits and special privileges and for other purposes. Manila, Philippines: Congress of the Philippines.

Republic Act 9547. 2009. An act strengthening and expanding the coverage of the special program for employment of students, amending for the purpose provisions of RA 7323, otherwise known as the special program for employment of students. Manila, Philippines: Congress of the Philippines.

Republic Act 8371. 1997. An act to recognize, protect and promote the rights of indigenous cultural communities/indigenous peoples, creating a national commission on indigeneous peoples, establishing implementing mechanisms, appropriating funds therefore, and for other purposes. Manila, Philippines: Congress of the Philippines.

Republic Act 8435. 1997. An act prescribing urgent related measures to modernize the agriculture and fisheries sectors of the country in order to enhance their profitability, and prepare said sectors for the challenges of globalization through an adequate, focused, and rational delivery of necessary support service, appropriating funds, therefore and for other purposes. Manila, Philippines: Congress of the Philippines.

Republic Act 7875. 1994. An act instituting a National Health Insurance Program for all Filipinos and establishing the Philippine Health Insurance Corporation for the purpose. Manila, Philippines: Congress of the Philippines.

Republic Act 7323. 1992. An act to help poor but deserving students pursue their education by encouraging their employment during summer and/or Christmas vacations, through incentives granted to employers, allowing them to pay only sixty percentum of their salaries or wages. Manila, Philippines: Congress of the Philippines.

Senate Bill 1395. 2017. An act rightsizing the national government to improve public service delivery and for other purposes. Pasay City, Philippines: Senate of the Philippines.

Simeon, L.M. 2018. No more farm subsidies by 2021 - DA. *The Philippine Star*. May 27.

Social Protection Organization (SPO). 2017. Sustainable Livelihood Program. http://socialprotection.org/system/files/DSWD%20Sustainable%20Livelihood%20Program_0.pdf (accessed June 23, 2018).

Stiglitz, J. and J. Rosengard. 2015. Economics of the public sector. 4th ed. New York: W.W. Norton and Company, Inc.

Sy, M. 2011. Irregularities found in GMA's OYSTER program. The *Philippine Star*. September 13.

Villar, F.R. 2013. The Philippine social protection framework and strategy: An overview. Paper presented during the 12th National Convention on Statistics (NCS), October 1-2, Mandaluyong City, Philippines.

World Bank (WB). 2016. Republic of the Philippines public financial management and accountability assessment (PEFA). Washington, D.C.: WB.

———. 2018a. The state of social safety nets. Washington, D.C.: International Bank for Reconstruction and Development - WB.

———. 2018b. Philippines: Social protection review and assessment. Washington DC: WB.

———. 2018c. World Bank website. October 7. http://datatopics.worldbank.org/aspire/ (accessed on September 18, 2018).

Appendices

Appendix 1. Data Sources

Data on social assistance programs, except for the NFA implicit subsidy and GSIS emergency loans, are obligation figures. For social protection programs of NGAs, expenditure data are taken from their Financial Accountability Report (FAR 1)—formerly Statement of Allotment, Obligations, and Balances (SAOB) before 2014. Expenditure figures used are obligations (liabilities legally incurred and committed that the government pays for either immediately or in the future) of NGAs. While these are different from actual cash outlays, these reflect the best approximation of government expenditures. Appropriations are the legal authority of payment out of government funds under specified conditions or for specific purposes. Allotments, on the other hand, are authorizations issued by DBM to incur/commit obligation for specified amounts contained in legislative appropriations (DBM 2018). For government corporations like NFA and PhilHealth, data are taken from COA-audited financial statements, budget expenditures and sources of financing reports, and other reports available online.

Other data, such as the implicit price index, GDP, and total national government expenditures with and without debt servicing are from DBM. All financial figures are reported in Philippine pesos.

Appendix 2. Asian Development Bank Social Protection Index (2013) Methodology

Comparing the Philippine government social protection spending with its regional peers serves as guide for future policy. There are, however, many challenges to making cross-country comparisons. First, it is difficult to find detailed data that are regularly reported and comparable across countries. Furthermore, even within a country and given the evolution of social protection programs and definitions, comparing current to previous expenditures presents another challenge. However, recently, there were reforms in public financial management to shift the reporting of NGA programs to accord with internationally defined classifications of the functions of government.[1]

[1] COA-DOF-DBM Joint Circular 1, Modification of the Unified Accounts Code Structure due to the Adoption of the Program Expenditure Classification-Based Performance Informed Budgeting for FY 2018

The Asian Development Bank (ADB) developed a social protection index in 2013, based on 2009 data gathered from 35 countries in Asia and the Pacific. One of the objectives in preparing the index is to assess the nature and effectiveness of the social protection programs, as well as to facilitate cross-country comparison (ADB 2013). Appendix 2 Table 1 shows a comparison of the definition and categories of social protection of ADB and the Philippine government. These definitions direct social protection efforts towards poverty reduction and vulnerability. It is only in the classification of social protection programs that the two differ. The ADB definition combines both social welfare and safety net programs under one social assistance category.

Appendix 2. Table 1. Comparison in the definition of and social protection components used by the Philippines and Asian Development Bank (ADB)

Particulars	Philippine government	ADB
Definition of social protection	Constitutes policies and programs that seek to **reduce poverty** and **vulnerability** to risks and enhance the social status and rights of the **marginalized** through promotion and protection of livelihood and employment, protection against hazards and sudden loss of income, and development of people's capacity to manage risks	Set of policies and programs designed to **reduce poverty** and **vulnerabili**ty by promoting efficient labor markets, diminishing people's exposure to risks, and enhancing their capacity to protect themselves against hazards and interruption/ loss of income.
Components/ subcomponents	Labor market interventions	Labor market programs – cash or food-for work programs and skill development and training
	Social welfare Social safety nets	Social assistance (social transfers, child welfare, disaster relief, assistance to the elderly, health assistance and disability programs)
	Social Insurance	Social insurance (pensions, health insurance, other social insurance)

Source: ADB (2013)

The ADB SPI can be derived from total expenditures on social protection divided by the total number of intended beneficiaries of all social protection programs. This ratio of expenditure and beneficiaries is then applied to poverty line expenditures, for assessment purposes. For consistency, each country's poverty line expenditures are set at one-quarter of its GDP per capita. Hence, the SPI can be expressed directly as percentage of GDP per capita (ADB 2013).

$$\frac{[\text{Total Social Protection Expenditures/Total Intended Beneficiaries}]}{[0.25\ (\text{GDP/Total Population})]} \quad \text{(eq. 1)}$$

There are two SPIs estimated. First, the unweighted SPI is the ratio of expenditures to intended beneficiaries by program. Second, the weighted SPI includes data from all the social protection categories and is computed as the ratio of the sum of social protection expenditures to the sum of the intended beneficiaries of all programs.

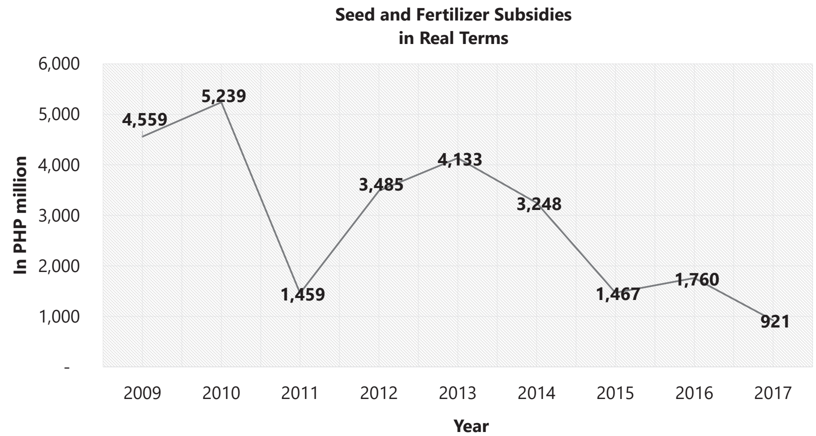
Appendix 2. Table 2. Average social protection expenditures of 35 countries in Asia and the Pacific

Program	Unweighted Average
Social insurance	0.075
Social assistance	0.032
Labor market programs	0.003
Overall social protection	0.110

Note: Asian Development Bank staff estimates based on social protection index country reports
Source: ADB (2013)

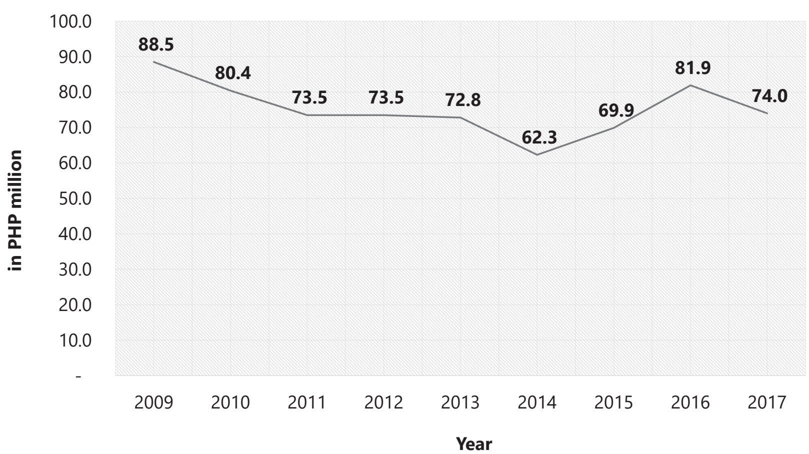
Appendix 3. Tables and figures for social protection expenditures, by national government agency

Appendix 3. Figure 1. Social protection spending: Department of Agriculture, 2009–2017



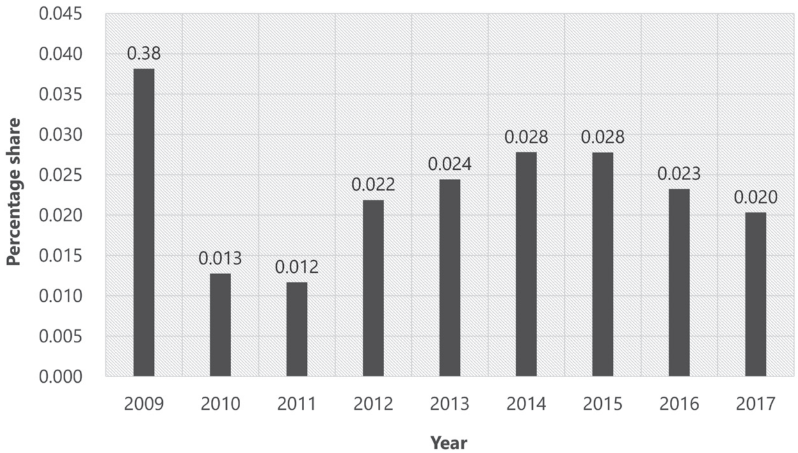
PHP = Philippine peso
Note: Data from financial accountability reports on Production Support Services of the National Rice Program
Source: Department of Agriculture (various years)

Appendix 3. Figure 2. Educational Assistance Program spending: National Commission on Indigenous Peoples, 2009–2017



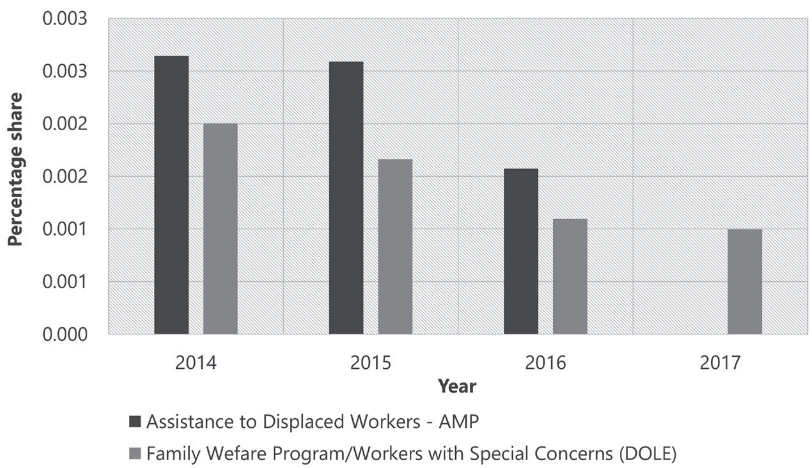
PHP = Philippine peso
Source: National Commission on Indigenous Peoples (NCIP) (various years)

Appendix 3. Figure 3. Share of Special Employment Program for Students to total national government expenditures (in %): DOLE, 2009–2017



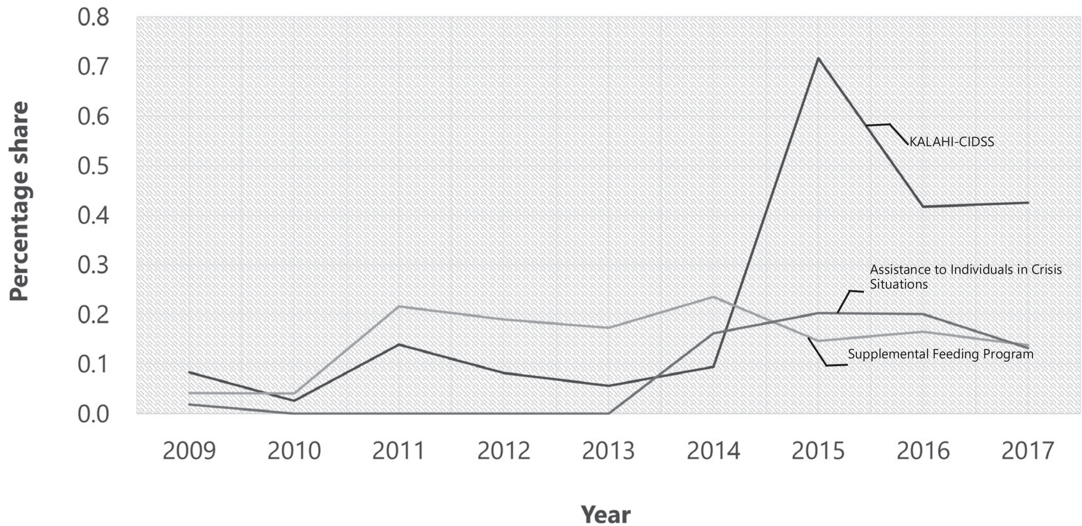
Note: Data from financial accountability reports
Source: Department of Labor and Employment (DOLE) (various years)

Appendix 3. Figure 4. Share of social welfare program expenditures to total national government Expenditures (in %): Department of Labor and Employment, 2014–2017



Note: Data from financial accountability reports
Source: DOLE (various years)

Appendix 3. Figure 5. Share of select social protection programs to total national government expenditures: Department of Social Welfare and Development, 2009–2017



KALAHI-CIDSS = *Kapit-Bisig Laban sa Kahirapan* - Comprehensive and Integrated Delivery of Social Services
Note: Data from financial accountability reports
Source: DOLE (various years)

Appendix 3. Table 1. Social protection expenditures: Department of Social Welfare and Development, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017
					(in PHP million)				
Livelihood and Self-employment Programs	13	0	0	43	1,004	1,304	2,704	4,149	4,541
Pantawid Pamilyang Pilipino Program	4,348	1,914	13,033	23,626	27,240	30,750	35,130	34,019	47,232
KALAHI-CIDSS	633	193	1,104	738	549	910	8,618	5,573	6,970
Supplemental Feeding Program	314	302	1,715	1,714	1,694	2,271	1,765	2,205	2,259
Assistance to Individuals in Crisis Situations	141	0	0	0	0	1,562	2,438	2,680	2,164
Katas ng VAT para kay Lolo at Lola/ Social Pension	271	0	514	733	909	1,585	3,354	4,593	8,969
Total DSWD Social Protection Programs, in 2000 prices	5,720	7,409	16,366	26,854	31,396	38,382	54,009	53,219	72,135
Total DSWD spending, in 2000 prices	19,449	16,786	38,160	52,503	69,610	86,118	124,347	108,893	153,623
Share of DSWD social protection programs to total DSWD spending (in %)	29	44	43	51	45	45	43	49	47
MEMO ITEMS									
IPIN deflator (2000 = 100)	1.52	1.58	1.64	1.68	1.71	1.76	1.75	1.78	1.84

PHP = Philippine peso; IPIN = implicit price index; KALAHI-CIDSS = *Kapit-Bisig Laban sa Kahirapan* - Comprehensive and Integrated Delivery of Social Services; VAT = value-added tax; DSWD = Department of Social Welfare and Development
Notes: The 2009 figures contain the amount for two discontinued programs: Katas ng VAT: Pantawid Kuryente and Core Shelter Program
Source: DSWD (various years)

Appendix 3. Table 2. Social protection expenditures: National Food Authority, 2009 – 2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
In current prices, in PHP million										
NFA Total Subsidies	26,522	42,859	23,011	8,030	11,211	19,719	14,144	10,647	10,205	18,483
Stabilization and Food Security	2,000	8,000	2,500	8,030	2,146	4,361	4,250	4,250	5,100	4,515
Noncash (Implicit/ tax subsidy)	24,522	34,859	20,511	0	9,065	15,358	9,894	6,397	5,105	13,968
In real terms (2000=100), in PHP million										
NFA Total Subsidies	17,449	27,125	14,031	4,780	6,556	11,204	8,083	5,982	5,547	11,195
Stabilization and Food Security	1,316	5,063	1,524	4,780	1,255	2,478	2,429	2,388	2,772	2,667
Noncash (Implicit/ tax subsidy)	16,133	22,062	12,507	0	5,301	8,726	5,654	3,594	2,775	8,528
Percentage change										
NFA Total Subsidies		55.5	(48.3)	(65.9)	37.2	70.9	(27.9)	(26.0)	(7.3)	(1)
Stabilization and Food Security		284.8	(69.9)	213.5	(73.7)	97.5	(2.0)	(1.7)	16.1	58
Noncash (Implicit/ tax subsidy)		36.8	(43.3)	(100.0)	0.0	64.6	(35.2)	(36.4)	(22.8)	(17)
As % of GDP										
NFA Total Subsidies	0.33	0.48	0.24	0.08	0.10	0.15	0.10	0.07	0.06	0.002
Stabilization and Food Security	0.02	0.09	0.03	0.08	0.02	0.03	0.03	0.03	0.03	0.000

Appendix 3. Table 2. (continued)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	Average
Noncash (Implicit/ tax subsidy)	0.31	0.39	0.21	0.00	0.08	0.12	0.07	0.04	0.03	0.001
Percentage change										
NFA Total Subsidies		44.1	(50.2)	(67.9)	27.8	60.6	(32.0)	(30.7)	(12.6)	(8)
Stabilization and Food Security		256.6	(71.0)	195.3	(75.5)	85.6	(7.6)	(8.0)	9.4	48
Noncash (Implicit/ tax subsidy)		26.7	(45.4)	(100.0)	0.0	54.7	(38.9)	(40.5)	(27.2)	(21)
As % of NG expenditures										
NFA Total Subsidies	2.29	3.64	1.77	0.53	0.67	1.16	0.67	0.45	0.34	0.013
Stabilization and Food Security	0.17	0.68	0.19	0.53	0.13	0.26	0.20	0.18	0.17	0.003
Noncash (Implicit/ tax subsidy)	2.12	2.96	1.58	0.00	0.54	0.90	0.47	0.27	0.17	0.010
Percentage change										
NFA Total Subsidies		58.4	(51.4)	(70.1)	26.4	73.5	(42.2)	(33.4)	(24.4)	(8)
Stabilization and Food Security		292.0	(71.7)	175.6	(75.8)	100.5	(21.4)	(11.5)	(5.3)	48
Noncash (Implicit/ tax subsidy)		39.3	(46.7)	(100.0)	0.0	67.1	(48.0)	(42.8)	(37.0)	(21)

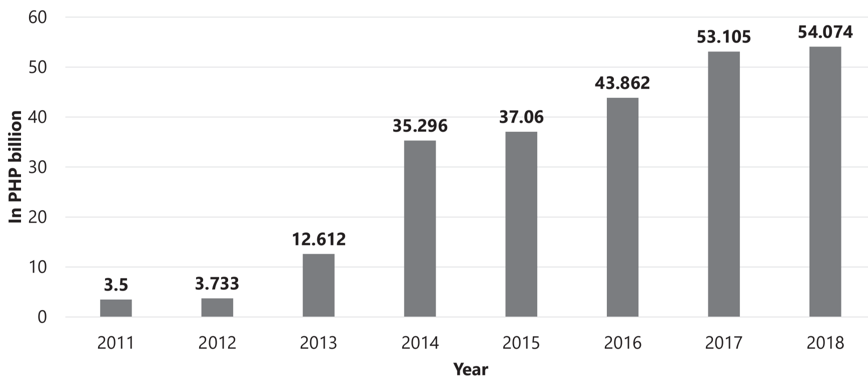
NFA = National Food Authority; NG = national government; PHP = Philippine peso
Source: National Food Authority (various years)

Appendix 3. Table 3. Government Service Insurance System Emergency Loans, 2009–2017

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Nominal, in PHP million	0	115	5,505	8,004	8,913	11,600	8,317	7,777	6,100
In 2000 prices, in PHP million	0	73	3,357	4,764	5,212	6,591	4,753	4,369	3,315
As percent of GDP	0.00	0.00	0.06	0.08	0.08	0.09	0.06	0.05	0.04
As percent of NG expenditures	0.000	0.010	0.423	0.528	0.532	0.683	0.395	0.327	0.202

PHP = Philippine peso; GDP = gross domestic product; NG = national government
Notes: Data for 2015 and 2016 from Commission on Audit Notes to Financial Statements (https://www.gsis.gov.ph/downloads/transparency/20170717-CY-2016-Notes-to-FS-Audited.pdf)
Source: Government Service Insurance System (various years)

Appendix 3. Figure 6. PhilHealth subsidy to indigent patients, 2011–2018



PhilHealth = Philippine Health Insurance Corporation; PHP = Philippine peso
Source: PhilHealth (various years)

Appendix 3. Table 4. Social protection programs expenditures, 2009–2017 (nominal)

In Nominal terms, in PHP million	2009	2010	2011	2012	2013	2014	2015	2016	2017
Labor Market Interventions	576	277	273	455	534	582	707	698	749
Special Employment Program for Students (DOLE)	441	150	152	332	409	472	585	552	613
Education Assistance Program (NCIP)	135	127	121	123	125	110	122	146	136
Social Welfare Programs	44,642	63,074	57,090	65,922	79,473	99,340	111,031	107,625	136,495
Livelihood and Self-Employed Programs (DSWD)	20	0	0	72	1,716	2,294	4,732	7,385	8,356
Pantawid Pamilyang Pilipino Program (DSWD)	6,609	10,925	21,373	39,692	46,581	54,120	61,477	60,553	86,907
KALAHI-CIDSS (DSWD)	963	305	1,810	1,241	939	1,601	15,081	9,920	12,824
Malusog na Simula, Mayaman na Bansa (DSWD)	880	0	0	0	0	0	0	0	0
Supplemental Feeding Program (DSWD)	477	478	2,813	2,879	2,869	3,996	3,088	3,925	4,157
Food for School Program (DepED)	1,670	0	0	0	0	0	0	0	0
School-Based Feeding Program (DepED)	74	102	185	150	177	215	1,535	4,223	6,221
Malusog na Simula, Mayaman na Bansa (DepED)	442	0	0	0	0	0	0	0	0

Appendix 3. Table 4. (continued)

In Nominal terms, in PHP million	2009	2010	2011	2012	2013	2014	2015	2016	2017
Rice Price Subsidy (NFA)	2,000	8,000	2,500	8,030	2,146	4,361	4,250	4,250	5,100
Tax/Implicit Subsidy (NFA)	24,522	34,859	20,511	0	9,065	15,358	9,894	6,397	5,105
Seed and Fertilizer Subsidies (DA)	6,930	8,277	2,393	5,854	7,067	5,716	2,567	3,132	1,695
Family Welfare Program/ Workers with Special Concern (DOLE)	16	13	0	0	0	34	35	26	30
Assistance to Displaced Workers – AMP (DOLE)	41	0	0	0	0	45	55	37	0
GSIS Calamity Loans	0	115	5,505	8,004	8,913	11,600	8,317	7,777	6,100
Social Safety Net	4,157	153	843	1,232	1,554	5,540	10,135	12,946	20,483
Core Shelter Programs (DSWD)	107	153	0	0	0	0	0	0	0
Assistance to Individuals in Crisis Situations (DSWD)	214	0	0	0	0	2,750	4,266	4,771	3,981
Katas ng VAT para kay Lolo at Lola; Social Pension for Indigent Senior Citizens (DSWD)	412	0	843	1,232	1,554	2,790	5,869	8,175	16,502

Appendix 3. Table 4. (continued)

In Nominal terms, in PHP million	2009	2010	2011	2012	2013	2014	2015	2016	2017
Katas ng VAT Pantawid Kuryente (DSWD)	3,424	0	0	0	0	0	0	0	0
Social Insurance	2,773	6,634	7,338	12,095	17,972	25,558	25,056	19,209	21,283
PhilHealth Indigent Program	2,773	6,634	7,338	12,095	17,972	25,558	25,056	19,209	21,283
Total Social Protection Expenditures	**52,150**	**70,138**	**65,544**	**79,704**	**99,533**	**131,020**	**146,929**	**140,478**	**179,010**

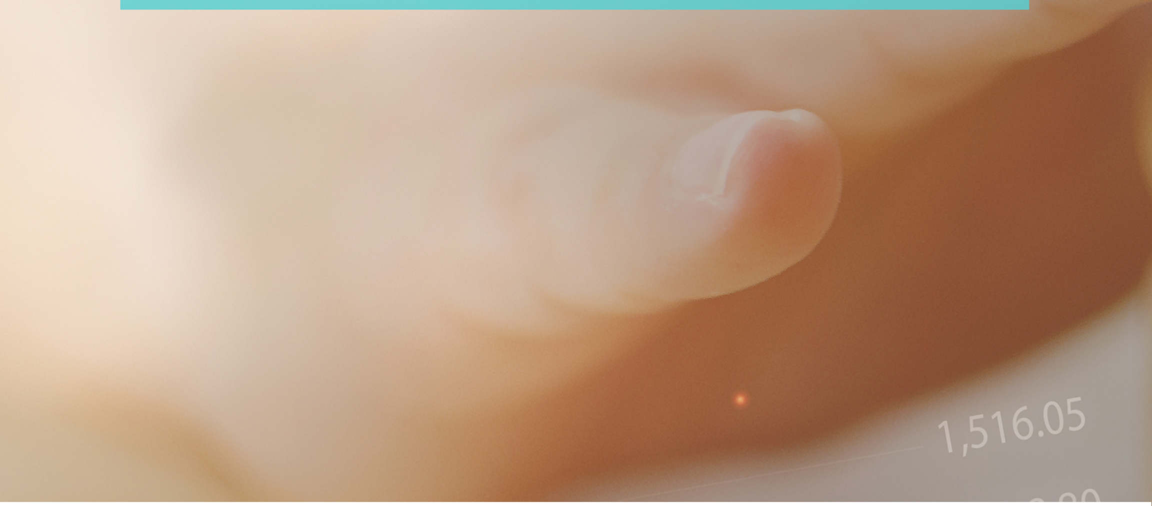
PHP = Philippine peso; DOLE = Department of Labor and Employment; NCIP = National Commission on Indigenous Peoples; DWD = Department of Social Welfare and Development; DepEd = Department of Education; NFA = National Food Authority; DA = Department of Agriculture;
DOLE = Department of Labor and Employment; GSIS = Government Service Insurance System; AMP = Adjustment Measures Program; VAT = value-added tax; PhilHealth = Philippine Health Insurance Corporation
Source: Authors' compilation

The Authors

Justine Diokno-Sicat is an assistant professor at the Virata School of Business, University of the Philippines (UP) Diliman and is currently on secondment as a research fellow at the Philippine Institute for Development Studies (PIDS). She has a PhD in Business Administration, is a PhD in Economics candidate, and has master's degrees in Management and Economics all from the UP Diliman. Her academic and professional experience has focused on the public sector and policy.

Maria Alma P. Mariano is a former senior research specialist at PIDS and is currently a public finance management associate for the ProtectHealth project of the United States Agency for International Development. She obtained units in Master in Industrial Relations and Special Education at the UP Diliman. She has worked on research studies on social protection, health financing, public finance management, and change management.

In a developing country such as the Philippines, social protection is crucial in providing support to the poor and vulnerable. There has been recent progress in the design and delivery of social protection programs, owing largely to a more coherent social protection strategy and framework introduced in 2009. Efforts to consolidate programs and improve their targeting, design, and implementation are well documented. In addition, social protection programs were believed to have contributed to an observed reduction in poverty and inequality. However, more work is needed to increase the coverage, as well as improve implementation and coherence of social protection policy. This paper aims to provide an overall view of national government social protection expenditures in the Philippines. Public expenditure trends in social protection were examined, with emphasis on selected major programs. Social protection efforts in the Philippines were compared with those in other countries and a review of existing literature on current social protection programs in the country was made to guide policymakers in rethinking either the design or the existence of these programs. The paper concluded with recent developments in social protection policy that could be continued to further the gains of social protection efforts in the last decade.



Philippine Institute for Development Studies
Surian sa mga Pag-aaral Pangkaunlaran ng Pilipinas

18th Floor, Three Cyberpod Centris - North Tower
EDSA corner Quezon Avenue, Quezon City, Philippines
Tel.: (+632) 8877-4000
Email: publications@mail.pids.gov.ph
Website: http://www.pids.gov.ph

facebook.com/PIDS.PH twitter.com/PIDS_PH