"Assessing the Implementation of Joint Programming in Government Social Protection and Economic Inclusion Interventions in the Philippines"

Jose Ramon G. Albert,Ph.D., Frances Genevieve Genio and Jan Joy Crismo

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Outline

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2. **Study Methodology**
   - ❑ Data collection methods/tools
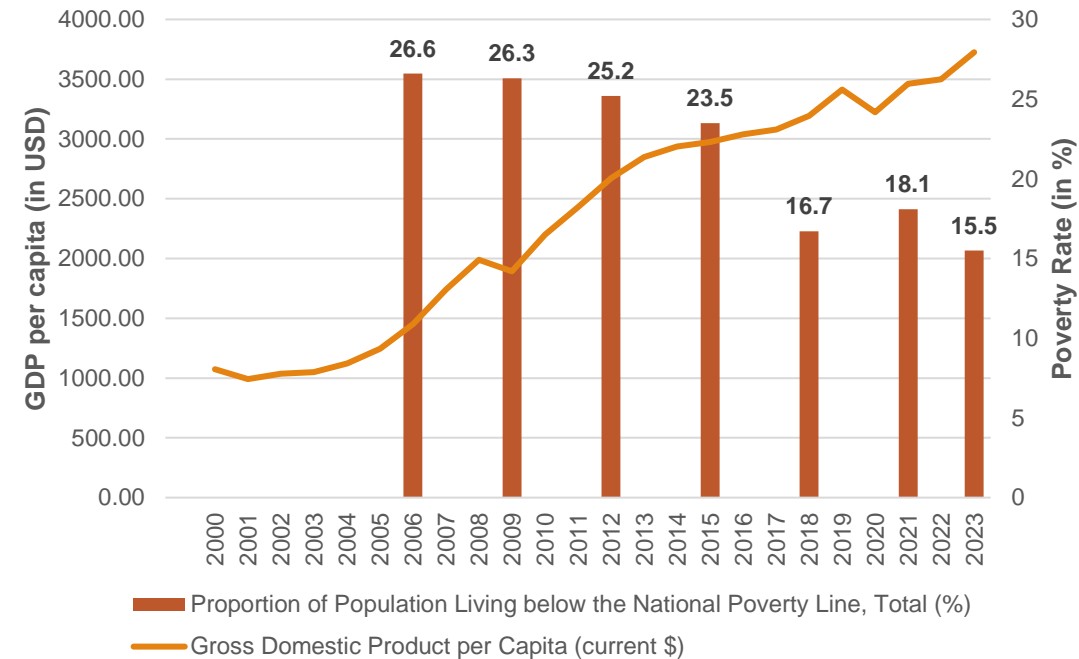   - ❑ Study sites
3. **Key Findings and Results**
4. **Summary, Policy Implications and Ways Forward**

1. Introduction

Brief Description of Study

- Headcount Poverty incidence:
    - 15.5% (2023) reduced from 16.7% in 2018 but pandemic yielded uptick in 2021
- **PDP 2023-2028 poverty target**: 9% by 2028
- Joint programming considered crucial for focused support to poor and vulnerable
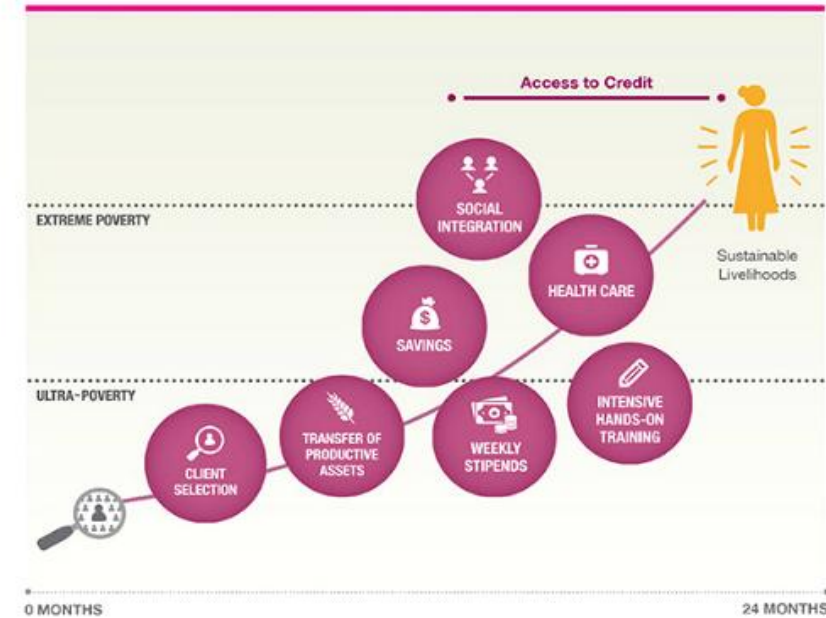
1. Introduction

Brief Description of the Study

ULTRA-POVERTY **GRADUATION MODEL**

- Study findings can **enhance operationalization** of **joint programming**, effectively reaching last mile poor.

- Particularly **relevant for** BRAC DSWD DOLE **Ultra-Poor Graduation Initiative** (UPGI)

Convergence (or joint programming) refers to efforts to harmonize program activities of social protection and livelihood programs to improve impact and efficiency of these programs.

- Insights on improving joint programming could **benefit the poorest sectors** and **optimize resource utilization** across interventions targeting them

1.1. What is Joint Programming?

Coordinated effort of multiple agencies

Integrated, harmonized services for social protection and livelihood

Aims: Enhance impact, improve efficiency, reduce duplication

1.2. Literature Review

Theoretical Foundations (Key Concepts on Social Protection)

- Social Assistance and Labor Markets (Barrientos, 2010; Cook & Pincus, 2014)

- Social Risk Management (Holzmann & Jorgensen, 2000; Gentilini & Omamo, 2009)

- Transformative Social Protection (Devereux & Sabates-Wheeler, 2004)

1.2. Literature Review

Practical Approaches (Joint Programming: Evidence and Practice)

- Graduation Model success (Hashemi & Umaira, 2011) even in PH DOLE (Schelzig & Jilani, 2021; IPA 2022)
- Social Protection Operational Framework adoption through NEDA Social Development Committee Resolution No. 3, Series of 2012
  - Integrated case management (Roelen et al. 2017; Acosta & Velarde, 2015)
  - Program integration in PH (World Bank, 2018; Albert & Dacuycuy, 2017; Orbeta & Paqueo, 2016)

1.2. Literature Review

Components of Effective Graduation Approaches

Core Components Supporting Elements
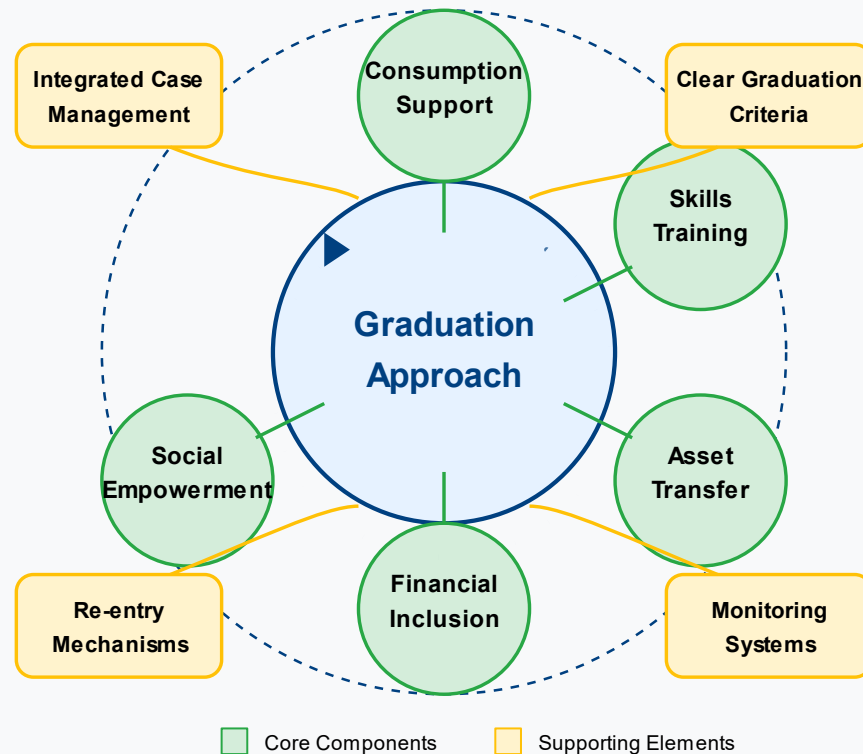
Graduation Approach combines consumption support, asset transfers, skills training, financial inclusion, and coaching in a comprehensive model for poverty reduction.

- Evidence shows **impressive results**: sustained increases in consumption (5.8%), asset growth (15%), and savings (96%), with impacts persisting up to 7 years

- **Implementation challenges** include high costs ($1,000-$2,000 per household) and complex delivery requiring substantial institutional capacity

- While cost-benefit analyses show strong returns (133-433%), **strategic targeting** and **careful adaptation** are essential for feasibility in the Philippine context where resources are constrained

1.3. Study Objectives

Assess implementation of joint programming → Map interventions and analyze overlaps → Identify partnerships and convergence models

Evaluate on-ground operationalization → Recommend enhancements

1.3. Study Objectives

Key Policy Questions on

- Extent of implementation and operationalization
- Effectiveness of targeting and beneficiary assignment
- Status of resource flows and potential duplication
- Coordination mechanisms and partnerships
- Gaps, challenges, and opportunities

2. Study Approach
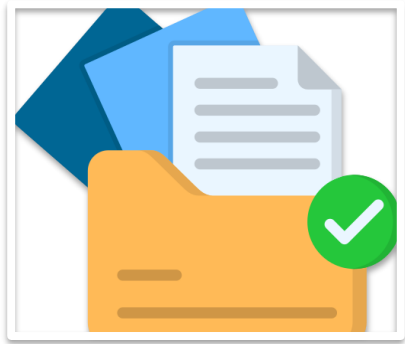
Document review

Key Informants

(40 LGU and field office staff plus 10 central office staff of DSWD, DOLE, etc)

Focus Groups
targeting 95 participants

2.1. Research Design

Data Collection Method (Qualitative Data)

Method	Focus Area / Topic	Justification for topic
1. **FGDs**	• Registration for programs; • Processes and effects of convergence/joint programming on beneficiaries	Extent, gaps, issues and recommendations related to joint programming (and outcomes) from beneficiaries
2. **KIIs**	• Convergence/ coordination of government agencies in implementing social protection and livelihood programs	Extent, gaps, issues and recommendations related to convergence from implementers

2.1. Research Design

Study Sites and Number of Respondents for Qualitative Data

Regions	Notes	Number of KII/FGD participants				Total per Region
		Beneficiaries	Regional	Provincial	Municipal	
1		10	2	2	2	16
5		10	2	2	2	16
6	Region has 2 provinces with BRAC program - Negros Occidental and Iloilo	35	2	4	4	45
8		10	2	2	2	16
10	With Program	15	2	2	2	21
12	With Program	15	2	2	2	21
		95	12	14	14	135
National			10			145
w/buffer						153

2.2. Data Analysis

Key Themes:

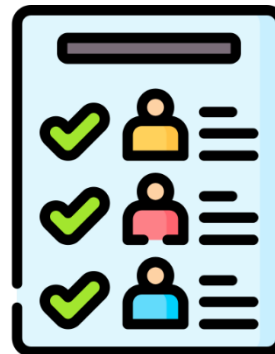**Implementation processes and challenges**

Inter-agency coordination and mechanisms

Resource allocation and utilization

Monitoring and evaluation (M&E) systems

Beneficiary experiences and perceptions

Best practices and innovations in joint programming

2.3. Study Limitations

Geographic Scope

Time Constraints

Potential Selection Bias

Reliance on self-reported data

3. Key Findings and Results

PROFILE of KII/FGD participants

4 out of 5 KII/FGD participants are women (with ages ranging from 25 to 54 years old).

Focus Groups:

- 110 participants (85% female) including 59 DSWD beneficiaries and 51 DOLE beneficiaries
- Concentrated in 40-49 and 50-59 age groups with diverse educational backgrounds
- Geographic distribution across six regions with highest participation from Regions 6 (34) and Region 1 (23)

Key Informants:

- 65 key informants (65% female, 35% male) with balanced age distribution across career stages
- Predominantly college graduates (44) or post-graduates (21) with representation across regions

3.1. Evolution of Joint Programming

- Evolution of joint programming dates back to mid-2000s when DSWD began collaborating with World Bank to reform the social sector
  - DSWD internal convergence (focused on collaboration of implementors of 4Ps, SLP, KALAHI-CIDSS) formalized 2010 (in MC No. 18, 2012)
  - Current cross-agency initiatives include Projects LAWA and BINHI, showing successful collaboration

- PCB framework provides strategic alignment but faces implementation challenges in operational settings
  - DOLE's recent leadership of PCB for Livelihood and Employment creates formal mechanisms for resource alignment

- COVID-19 pandemic catalyzed significant innovations in program implementation and digital engagement

3.2. Inter-agency Coordination

- Multiple agencies implement similar interventions with overlapping target beneficiaries
- Territorial behaviors and institutional resistance impede collaborative efforts
- Misaligned planning and budgeting cycles complicate synchronization
- Successful partnerships include Projects LAWA and BINHI between DSWD and DOLE
- MOAs formalize partnerships between agencies and LGUs
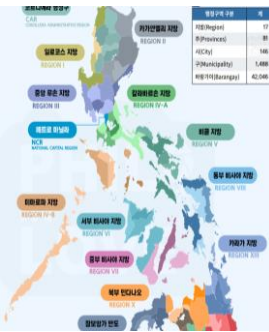
3.3. Role of LGUs

- Approximately 70% of municipalities lack dedicated budget lines for joint programming activities
- Implementation quality varies substantially between urban and rural areas
- Some LGUs have developed effective approaches to sustaining partnerships:
  - Establishing permanent inter-agency coordination committees
  - Developing formal resource-sharing agreements
  - Incorporating joint programming into local development plans

3.4. Resource Allocation and Utilization

- 75% of implementing units report insufficient funding for integrated program delivery

- Budget cycles often fail to synchronize effectively across agencies

- PCB framework provides foundation but bureaucratic processes limit flexible deployment

- Innovative approaches to resource optimization:
  - Integrated service delivery achieving 30% operational cost reduction
  - Shared facilities and pooled training programs

3.5. Monitoring and Evaluation Systems

- Data integration remains a critical challenge despite agency-level systems (DSWD's SLP information system, DOLE's TUPAD management system, NEDA's PDP Results Matrix)

- Within a department, programs typically cannot access data on their beneficiaries from other programs
  - PhilSys offers potential solutions, but full implementation remains ongoing

- Priority areas include developing common results frameworks and improving data sharing protocols

3.6. Targeting and Beneficiary Selection

Implementation of Community-Based Monitoring System (CBMS)

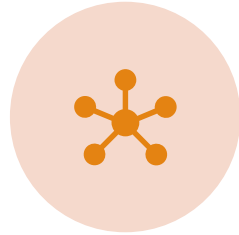Development of unified beneficiary database ongoing

Potential of PhilSys for improved targeting and service delivery

3.7. Challenges in Joint Programming

Policy coherence and consistent implementation across levels

Data sharing and integration issues

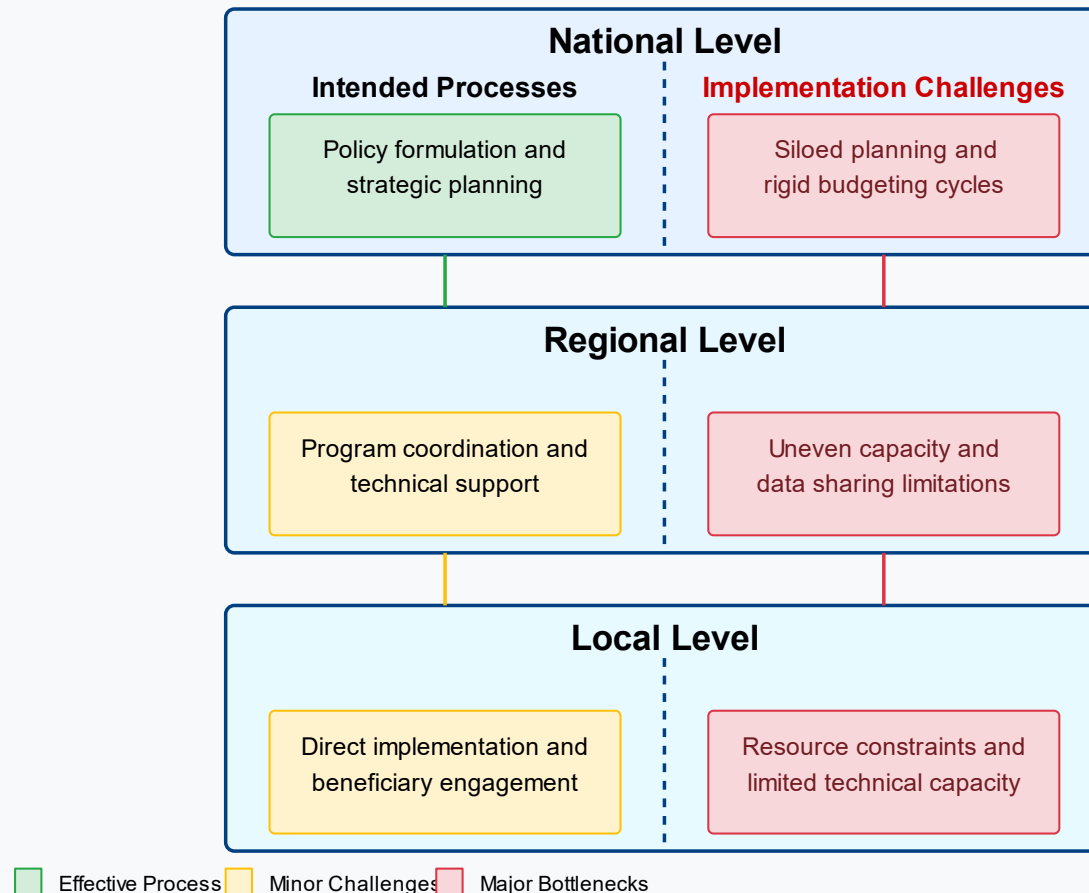Limited human and financial resources

Changes in administration affecting continuity of support

Balancing agency-specific targets with collaborative efforts

3.7. Challenges in Joint Programming

Implementation Challenges Across Governance Levels

National Level

Intended Processes

Policy formulation and strategic planning

Implementation Challenges

Siloed planning and rigid budgeting cycles

Regional Level

Program coordination and technical support

Uneven capacity and data sharing limitations

Local Level

Direct implementation and beneficiary engagement

Resource constraints and limited technical capacity

☐ Effective Process ☐ Minor Challenges ☐ Major Bottlenecks

- **Top-down gaps**: National plans don't translate well due to siloed budgeting and planning.
- **Weak local capacity**: Regional and local levels lack skills and data systems.
- **Design-delivery mismatch**: Good plans face bottlenecks in actual implementation.

3.8. Best Practices and Innovations

DSWD's Padayon model for comprehensive support

DOLE's strategic partnerships (e.g., PUV Modernization Program)

Development of integrated electronic case management systems

Innovations in program delivery during COVID-19 pandemic

Streamlining of processes (e.g., DSWD's SLP process reduction)

3.8. Best Practices and Innovations

- DSWD's Padayon model demonstrates effectiveness through integrated support mechanisms, beneficiary-centered design, and systematic monitoring

- DOLE's implementation successes from ADB-BRAC Graduation evaluation show strategic partnerships and coaching components increasing enterprise sustainability by 42%

- Joint innovations include integrated case management systems and digital tools that expanded program reach by 40% while reducing coordination costs by 30%

3.8.1. Innovations from COVID-19 Crisis Response

- Pandemic catalyzed significant innovations in program implementation

- Agencies demonstrated remarkable agility in modifying delivery mechanisms

- Digital tools expanded program reach, with field officers reporting 40% more beneficiaries

- Digital engagement varies across regions: approximately 65% of urban beneficiaries compared to only 35% in rural areas

3.9. Sustainability and Future Directions

✓ Development of Social Protection Floor work plan

💬 Efforts to finalize Social Protection Communication Plan

👤 Full implementation of Community-Based Monitoring System (CBMS)

🏛 Need for sustained institutional support and long-term planning

🏢 Importance of building local institutional capacity

4. Summary of Key Findings

Progress on Joint Programming

- Evolution of joint programming: gradual development of coordination mechanisms

- Inter-agency coordination: Social Development Committee, MOAs, Program Convergence Budgeting

- LGU engagement: critical role in implementation, varying capacities

- Innovations: DSWD's Padayon model, integrated case management systems

4. Summary of Key Findings

Challenges and Opportunities

- Multiple agencies implement similar interventions with overlapping target beneficiaries, resulting in inefficient resource utilization, potential duplication of services, and confusion among beneficiaries

- Program Convergence Budgeting (PCB) provides valuable framework but misaligned planning cycles and complex approval processes hinder operationalization

- Within departments, programs typically cannot access data from other programs pertaining to their beneficiaries

4. Summary of Key Findings

Challenges and Opportunities

- Territorial behaviors and institutional resistance to sharing control often impede collaborative efforts

- 75% of implementing units report insufficient funding for integrated program delivery

- Approximately 70% of municipalities lack dedicated budget lines for joint programming activities

- Implementation quality varies substantially between urban and rural areas, with digital engagement at approximately 65% in urban areas compared to only 35% in rural

4. Summary of Key Findings

Mandate Overlaps and Operational Challenges

- The study identified several areas of **mandate overlap** affecting program efficiency:
  - Multiple agencies implement similar livelihood support interventions with overlapping target beneficiaries
  - Employment facilitation services are duplicated across DOLE programs, DSWD components, and LGU-operated PESOs
  - Various agencies conduct similar training and skills development activities without coordination

- These overlaps result in inefficient resource utilization, service duplication, and beneficiary confusion

- Data Privacy Act requirements necessitate complex MOAs and security protocols, slowing inter-agency collaboration

- Changes in administration often disrupt continuity of support for convergence initiatives

4. Summary of Key Findings

Implementation Innovations and Adaptations

- *Padayon* model demonstrates effective integration of diverse support mechanisms:
  - Integration of financial assistance, skills training, access to credit, and basic services
  - Customized, beneficiary-centered program design addressing individual barriers
  - Focus on sustainable livelihood development through capacity building
  - Community involvement enhancing program relevance and sustainability

- Digital tools expanded during pandemic, with field officers reporting 40% more beneficiaries reached and 30% reduction in coordination costs

- Some LGUs have developed innovative approaches to partnership sustainability:
  - Coordination committees that meet regularly regardless of ongoing projects
  - Formal resource-sharing agreements extending beyond specific projects
  - Integration of joint programming into local development plans

4.1. Policy Implications

Policy Design and Implementation

- Rationalize agency mandates through systematic review of overlapping responsibilities

- Mainstream graduation approaches (especially given exit of 2.8M 4Ps benes next year) by embedding principles in existing programs

- Develop a comprehensive national framework for joint programming with:
  - Targeting mechanisms for extremely poor households
  - Clear graduation pathways through integrated interventions
  - Resource allocation protocols and monitoring systems

4.1. Policy Implications

Governance and Coordination

- Enhance policy coherence between national and local levels

- Strengthen operational-level coordination mechanisms

- Develop clear protocols for inter-agency collaboration

- Promote adaptive program designs responsive to local contexts

4.1. Policy Implications

Systems and Capacity

- Invest in capacity building, particularly at LGU level

- Improve data sharing and system interoperability across agencies

- Develop policies for more efficient resource allocation and utilization

- Institutionalize successful joint programming models and innovations

4.2. Ways Forward

Short-term: Focus on operational improvements

- Standardized protocols for inter-agency data sharing
- Clear guidelines for joint procurement
- Unified communication channels across agencies

Medium-term: Address structural challenges

- Permanent coordination structures with clear authority
- Integrated data management systems
- Joint performance metrics incentivizing collaboration

Long-term: Focus on institutional transformations

- Sustainable funding mechanisms combining regular budget with innovative financing
- Performance metrics rewarding collaborative achievements
- Knowledge management systems for best practices

4.2. Ways Froward

From M&E to Learning

- **Shared vs. Fragmented**: Success joint programming aligns goals, budgets, and responsibilities acros agencies; unsuccessful models operate in silos.

- **Coordination and Data**: Effective programs use integrated systems and joint monitoring; ineffective on lack data sharing and coordination

- **Outcomes**: Aligned programs improve impact and efficiency, whi fragmented efforts lead to duplicati and gaps in service delivery.

Successful vs. Unsuccessful Joint Programming Models

Successful Models
✓

Governance Structure

Clear governance structures with well-defined roles and accountability mechanisms

Performance Metrics

Shared performance metrics that actively incentivize collaboration across agencies

Data Management

Integrated data systems enabling real-time information sharing across programs and agencies

Outcomes

Improved beneficiary outcomes, enhanced resource efficiency, and sustainable program impact

Unsuccessful Models
✗

Governance Structure

Siloed implementation with unclear responsibilities and overlapping mandates

Performance Metrics

Agency-specific targets without incentives for collaboration, encouraging competition

Data Management

Incompatible data systems, inconsistent reporting requirements and restrictive data sharing policies

Outcomes

Service duplication, inefficient resource utilization, beneficiary confusion and fragmented support

Proposed National Framework for Joint Programming in Social Protection and Economic Inclusion

- **Vision**: Coordinated, efficient, and responsive social protection system

- **Guiding Principles**: Integration, Coordination, Efficiency, Responsiveness, Inclusivity, Sustainability, Evidence-based

- **Objectives**:
  - Enhance impact through coordinated implementation
  - Improve targeting and reduce duplication
  - Optimize resource allocation across agencies
  - Strengthen local capacity for integrated program delivery

Proposed National Framework for Joint Programming in Social Protection and Economic Inclusion

- **Governance Structure**:
  - National Joint Programming Committee
  - Technical Working Group
  - Regional and Local Joint Programming Units
- **Implementation Process:**
  - Joint situational analysis
  - Integrated planning and Coordinated implementation
  - Joint monitoring and evaluation (M&E)

Proposed National Framework for Joint Programming in Social Protection and Economic Inclusion

- ## Key Elements:

  - Integrated beneficiary database

  - Joint capacity building programs

  - Common results framework

  - Innovative financing mechanisms

  - Graduation approach integration:
    - Embedding graduation principles in existing social protection programs
    - Coordinating sequenced interventions across agencies
    - Developing clear criteria for identifying households ready for graduation
    - Creating systematic linkages between social assistance and livelihood programs

END
of
Presentation

✉ **jalbert@pids.gov.ph**;

f **/PIDS.PH**

t **@PIDS_PH**

🌐 **http://www.pids.gov.ph**

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