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Monitoring the Philippine Conditional Cash Transfer: Gains, Lessons, and Ways Forward

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**Takeaways from
CCAGG Monitoring of the
Philippine Conditional
Cash Transfer Program**

Commentary by Joy Aceron & Jonathan Fox



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World Bank Philippines Mission Final Visit with Sudipen 4Ps Parent Leaders. (Photo Source: CCAGG)

Summary

The Concerned Citizens of Abra for Good Government (CCAGG) based in Abra province, Northern Philippines is a movement for good governance formed in 1986 to fight corruption through citizen monitoring. CCAGG has been monitoring government programs implemented in Abra, including the government’s national conditional cash transfer program, the Pantawid Pamilyang Pilipino Program (4Ps).

From 2014 to 2018, CCAGG implemented the project entitled “Guarding the Integrity of the Conditional Cash Transfer Program” or i-Pantawid in cooperation with the Partnership for Transparency Fund (PTF), Responsible Citizens and Empowered Communities in Solidarity for Social Change (RECITE), and the Affiliated Network For Social Accountability-East Asia Pacific (ANSA-EAP). The project is an off-shoot of an earlier (2012-2014) CCAGG project called The Conditional Cash Transfer Program (CCTP) Watch implemented from 2012-2014 whose aims were the inclusion of the poorest of the poor as beneficiaries of the program, the exclusion of those who are not poor, and to ensure that public money was not wasted. This study aims to review the two CCAGG initiatives, with focus on i-Pantawid to draw lessons from it and recommend ways forward on citizen monitoring of social programs.

CCTP Watch surfaced the problem of exclusion/ inclusion in 4Ps, the Philippines’ biggest social protection program implemented by the Department of Social Welfare and Development (DSWD). Aside from delays in the payouts as one of the main issues found in its monitoring, CCTP Watch also noted that the Family Development Sessions (FDS), which is 4Ps’ educational component that 4Ps beneficiaries are also required to attend, were not regularly conducted in some communities that CCTP Watch monitored.

i-Pantawid aimed at broadening CCAGG’s monitoring of 4Ps outside of Abra. It covered 20 municipal local government units (LGUs) in three regions of Northern Luzon: Regions 1, 2 and the Cordillera Administrative Region (CAR). It was implemented from March 28,

2014 to March 27, 2018 through a grant of US\$800,000 from the World Bank through the Global Partnership for Social Accountability (GPSA) program. i-Pantawid had four components: (1) Third Party Monitoring or monitoring of 4Ps by partner CSOs and Parent Leaders, (2) Mobilization of 4Ps beneficiaries to engage in applied social accountability at the community level; (3) Capacity-building of partner local CSOs on social accountability and supporting them to effectively implement interventions at the LGU level; and (4) Knowledge and Learning to support the adoption, replication and scaling up of the model.

i-Pantawid trained 37 CSOs, empowered 990 Parent Leaders (PLs) leading 23,000 i-Pantawid members, enhanced FDS, enabled constructive engagement between local CSOs and LGUs in 20 municipalities, developed and tested social accountability tools, such as the community scorecard, third-party monitoring tool and beneficiary monitoring form, that generated data used to identify the key gaps in 4Ps implementation which were discussed with LGUs, DSWD and other service providers to encourage follow-up action.

Social contracts were entered into between LGUs and i-Pantawid members represented by Parent Leaders. The social contracts articulate the community vision that the i-Pantawid members crafted during the enhanced Family Development Sessions and presented before LGU officials for consideration and possibly inclusion in the Municipal Development Plan. The entire process from capacity-building to monitoring to engagement resulted in the reduction of the 'benefit gap' or shortfall in benefits received by beneficiaries, reduction in service delivery gap, increase in beneficiary satisfaction, improvement of services and overall government responsiveness, enhancement of transparency mechanisms and improved CSO participation in LGUs. i-Pantawid also produced Knowledge and Learning products ranging from manuals, stories, case studies, reports and others meant to help mitigate common integrity risks in CCTs, particularly insufficient access to information, high inclusion/ exclusion errors, non-compliance to CCT conditions, inadequate services, payment delays, ineffective grievance resolution, and others.

The paper shares the following key lessons and recommendations from the I-Pantawid experience that can help inform future social accountability initiatives on social programs:

1. Collaborative management of social protection programs, such as 4Ps, will yield large dividends in keeping with Sustainable Development Goal (SDG) No. 17;
2. Strengthen the competencies of CSOs with social accountability (SAcc) training and capacity building, best achieved through 'learning by doing;'
3. Cultivate strategic collaboration among stakeholders for social accountability and

- citizen engagement;
4. Community scorecard proved to be effective in consolidating issues of the community and in generating government response;
 5. Sensitivity to culture and context should always be promoted;
 6. Adhering to indigenous culture, practices and institutions, and learning from indigenous communities would provide unique perspectives to boost the impact of 4Ps everywhere else;
 7. Trained Parent Leaders can propel citizen action;
 8. Consortium and network implementation of the i-Pantawid Project has been an efficient and cost-effective project management strategy for a complex, multi-year community-based project.

The paper ends by underscoring the persistent problem of sustaining and expanding initiatives similar to i-Pantawid once international funding ends. Project i-Pantawid is an innovative approach on how the CCT Program can be implemented differently, beyond merely looking at compliance with program conditionalities. It has provided Parent Leaders and 4Ps members, the poorest sector in the community, a BIGGER SPACE and a BIGGER VOICE, to claim from the government, as duty-bearer, what is due to them. The empowerment process has to be sustained.



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by Aniceta C. Baltar

A cloth bag provided by Molte Aries Foundation to PLs in Sudipen during eFDS. (Photo Source: CCAGG)

CCAGG on 4Ps: How it Began

The Concerned Citizens of Abra for Good Government (CCAGG) is a sustainable movement for good government pursuing socio-economic and political stability, justice and peace through good governance. It was formed in 1986 (as an offshoot of the National Citizens' Movement for Free Elections), shortly after the end of the Marcos dictatorship and when the Philippines was re-establishing a democratic form of government. CCAGG is based in Abra, Northern Philippines, specializing on monitoring government projects.

CCAGG's approach is community- and volunteer-based, and it has resulted in various initiatives that effectively prevented corruption and improved government services.¹

In 2009-2010, the CCAGG staff often received various comments about the *Pantawid Pamilyang Pilipino Program* (4Ps), the flagship social protection program of the government. These feedbacks were mainly about non-poor households that were included among its beneficiaries, many known to have the means of life, e.g., government employees, OFW households, landed families.

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¹ Case studies published on CCAGG: "Power at the Grassroots: Monitoring Public Works in Abra, Philippines, 1986-1990", Innovation for Successful Societies, Princeton University, Rushda Majeed, July 2013; "Helping Communities by Monitoring Infrastructure: A Case Study of the CCAGG in the Philippines", Luz Rimban, October 2012; "Partnering to Make Budgets Work for the People: Concerned Citizens of Abra for Good Government (CCAGG) - Philippines", International Budget Partnership (IBP) - www.internationalbudget.org.

At that time (2009-2010), the poverty situation in Abra had worsened: the poverty incidence of 33.3% among families posted a higher rate with a poverty threshold of PhP16,132.00 (US\$322.64), which was the third highest among the provinces in the Cordillera Administrative Region (CAR). In terms of magnitude, Abra had the greatest number of poor families and individuals in the region with 15,182 families or 94,088 individuals living below the poverty line. The province accounted for more than a quarter or 27.6% of all poor families in CAR. Abra placed 6th in 2000, 19th in 2003, and 9th in 2009 with the highest poverty incidence among the 82 provinces of the Philippines.² Abra was included in the Set 1 areas of the Conditional Cash Transfer Program (CCTP) that comprised the poorest 20 provinces that were prioritized in 2008.

CCAGG thought that it would be good to do a rapid survey to see, with evidence, how 4Ps was faring in the province of Abra. It was an easy decision for the organization since at that time (2010), the Department of Social Welfare and Development (DSWD) was encouraging civil society organizations (CSOs) to participate in the program as *gabay* (guide), *tulay* (bridge), *kaagapay* (mentor) and *bantay* (monitor). In fact, CCAGG was one of two CSOs in CAR that signed a Memorandum of Understanding (MOU) with then DSWD Secretary Corazon 'Dinky'

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2 National Statistics Coordination Board, April 2011.

Soliman, signifying CCAGG's commitment to 4Ps, taking on the four roles mentioned above. CCAGG's core team were of one mind that CCAGG's intervention was crucial.

This study is a critical reflection on what CCAGG did in exacting social accountability in the Philippine government's flagship social protection program, 4Ps, through CCAGG's two projects, "The Conditional Cash Transfer Program (CCTP) Watch" and "Guarding the Integrity of the Conditional Cash Transfer Program (i-Pantawid)". It aims to draw out lessons and good practices from these two experiences to contribute to the further development of social accountability practice, most especially with CSOs, particularly in areas where conditional cash transfer programs are being implemented.

This paper thus seeks to answer the following questions:

- What was the initial 4Ps monitoring process of CCAGG? What were the different activities? What were the initial results?
- How was the scaling up of this 4Ps monitoring process? What were the different components and activities? What were the results?
- What lessons can we draw out from these two projects/experiences?
- What can these two engagements

of CCAGG contribute to the further development and enhancement of social accountability work along conditional cash transfer program implementation?

The CCTP Watch Project

The primary objective of the CCTP Watch Project was the inclusion of the poorest of the poor as beneficiaries of the program, the exclusion of those who are not poor, and to ensure that public money was not wasted.

The Project was implemented for a year and a half starting on June 2011 to September 2012 through funding from the Partnership for Transparency Fund (PTF). That time, the program was in its fourth-year implementation in the Philippines with 2008 at its start.

It had five components: 1) the development of a monitoring tool; 2) monitoring/conduct of a survey; 3) formation of community-based monitoring teams; 4) advocacy on good governance; and 5) policy forum.

Twelve municipalities and 114 barangays under 4Ps were covered by the CCTP Watch Project. The 12 municipalities had a total of 16,572 individual beneficiaries; 4,616 households; 8,164 children aged 5-14 enrolled in schools; 3,940 children aged 0-14 that regularly visited Rural Health Unit (RHU) clinics; and 154 mothers in

reproductive age. The 4,616 household beneficiaries represented 34.41% of the 13,413 total 4Ps beneficiaries in Abra.

The Monitoring Process

Four to six members (two mainstays while the rest were volunteers) monitored the process with the assistance of parent leaders and barangay officials in the localities where this was conducted.

First, the monitoring team discussed the indicators of the poorest of the poor in the communities. This was important in recommending who will be included and excluded from the list of beneficiaries. The project team decided to adopt the following indicators of the poorest of the poor: 1) those who are living in a small bamboo house, usually with cogon roof and earth flooring with barely any appliances; 2) those who could barely have three meals a day, at minimum only one meal; 3) those who barely earn what they need for the day; 4) those who could barely send their children to high school; 5) those who do not own land and do not have steady income; and 6) those who barely participate in public discussions because they are shy to express their opinions.

The next step was the development of monitoring tools, namely: a) inclusion of the poorest of the poor and exclusion of the non-poor from the list of beneficiaries [CCTP Watch Monitoring Tool No. 1]; b)

compliance to the conditions of the program: schooling of children aged 5-14, visits to RHU centers/clinics of children aged 0-14, visits to RHU centers/clinics of mothers of reproductive age, and attendance in Family Development Sessions (FDS) [CCTP Watch Monitoring Tool No. 2]; c) usage of cash transfer [CCTP Watch Monitoring Tool No. 3]; and d) implementation of Self-Employment Assistance para sa Kaunlaran / Kapakanan [CCTP Watch Monitoring Tool No. 4].

It has always been the tradition of CCAGG to employ community-organizing techniques in implementing projects. Hence two seminars, one on community rapid rural appraisal and another on community organizing, were conducted to prepare the monitoring team for the task ahead.

As a protocol, upon entering the project sites (municipalities and barangays), the monitoring team had to meet the Local Chief Executive (LCE) or the Barangay Captain to explain their presence. A letter was handed to these local officials containing information about the CCTP Watch Project, its objectives and what the team wanted to do in the municipality/barangay.

This process was very helpful in conducting the survey.

In the community meeting, the monitoring team posted in public the list of 4Ps beneficiaries³ for the people's feedback. Based on the public list, community members gave recommendations for inclusion and exclusion. Also, many problems related to the implementation of the program surfaced, hence this also became a venue to explain further 4Ps, its policies and guidelines.



CCAGG Monitoring Team conducting interviews and focus group discussions with 4Ps beneficiaries. (Photo Source: CCAGG)

From this initial consultation, the team divided itself into two groups. One group did the house-to-house visits of 4Ps beneficiaries using the list accessed from the Provincial Link⁴ and the recommendations

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3 A prepared list written in a manila paper.

4 A Provincial Link is the one coordinating 4Ps at the provincial level under the Department of Social Welfare and Development (DSWD).

during the community meeting. The other group visited the school/s and the Rural Health Center to interview the school and health personnel on the attendance and performance of children in school and their health visits and checkups. Likewise, Parent Leaders (PLs), the Municipal Link (ML) and some parent beneficiaries were interviewed about how the cash grants were utilized and the problems that they encountered related to the program.

what happened. At the end of the month, the Project Coordinator read the journals and later processed the same with the team.

In the whole course of monitoring, the project team was always accompanied by Parent Leaders (PLs). The presence of PLs not only facilitated the monitoring process, but it also became an opportunity for them to be mentored by the project team on how they could track/monitor the 4Ps implementation.

Initial Results

The CCTP Watch project recommended 1,500 families for inclusion in the list of beneficiaries. This big number clearly showed that many poor families were not reached when the household targeting system was conducted. Many of them were found in the outskirts where good roads were non-existent and basic services were barely delivered.



FGD with 4Ps members. (Photo Source: CCAGG)

There were instances when focus group discussions were done with beneficiaries, especially when community meetings could not be conducted. The results of these community meetings, interviews and focus group discussions served as inputs for the Monitoring Forms/Tools, which were later on consolidated and summarized.

Each member of the monitoring team maintained a journal where experiences for the day were recorded, including thoughts, feelings, impressions, and perceptions of

These 1,500 families had the same profile in all of the 12 municipalities that were monitored. They lived in small houses made of temporary materials, with barely any appliance inside the house, and with no steady source of income. Many of them were marginalized farmers with small landholdings, tenants, and seasonal farm workers (hired during land preparation and harvest time). Some depended on fish caught from the river, some were firewood gatherers, while some were house helpers,

vendors, hired drivers of tricycles and public utility vehicles. Their daily income was barely enough to support their families.

On the other hand, 60 families were recommended for exclusion: 11 of them were public school teachers, 5 were government employees in the municipal and provincial LGUs, 5 were barangay officials, 1 was a municipal official, had OFWs in the family, merchandisers, business people, had large landholdings, houses were big with complete home appliances, and had motorcycles and cars. The inclusion of these 60 families in the list of beneficiaries represented a leakage of PhP4.2 million based on the PhP1,400.00 monthly cash grant that they received for ten months every year since 2008.

The status of compliance to the conditions of the program was excellent in all of the three conditionalities: education (85% attendance in school), health (regular checkup of children and pregnant mothers) and attendance in Family Development Sessions (FDS). This brought good results in the performance of children in school, improved health conditions of children and pregnant mothers, enhanced family values and relationships, developed community awareness, participation and involvement, and the emergence of new leaders in the community.

It was found out that the usage of the cash grant was for the needs of the whole family

– for school and health needs, basic needs of the family (food, clothing, house repair and renovation, payment of water and electric bills), and capital for income-generating projects like animal raising, vegetable gardening and selling, buy-and-sell of goods.

4Ps was widely criticized as a dole-out program. Many questioned the right of 4Ps beneficiaries to receive PhP1,400.00 for ten months every year without breaking their bones. This is because 4Ps is partly being financed by international loans that all Filipinos would pay. Another criticism was that the program encouraged indolence and that the cash grants were not used as intended.

The rapid assessment revealed that the small amount the beneficiaries received, aside from supporting the education and health needs of those enrolled in the program, was used for the general welfare of the family like food, clothing, house repair and renovation, payment of water and electric bills, and capital for income-generating projects like animal raising, vegetable gardening and selling, buy-and-sell of goods. It provided incentives and the “push” for these families to improve their condition, eventually extricating themselves from poverty.

One of the goals of the CCTP was to provide a lifeboat or a “*salva vida*”, to poor people so that they can bolt themselves out of the poverty mill. In the monitoring process,



FGD with 4Ps members. (Photo Source: CCAGG)

there were indicators that this goal could be significantly achieved.

Many problems were related to cash grants. Many did not receive cash grants in full for several months. Some beneficiaries did not even receive any cash grant at all. Many received cash grants only for a few months before the grants stopped without any clear reason.

For many beneficiaries, the manner by which cash grants were released was also a problem, e.g., over-the-counter releases, delayed releases, retroactive payments, no payrolls presented to the beneficiaries before the payout. The use of ATM cards was also a challenge to many (lost, burned, destroyed, stolen, and the long period of time for the cards to be replaced). Updating the list for those who have transferred residence and those that have reached the age requirement of 14 years also took a long time.

Another problem was the conduct of regular Family Development Sessions. Not

all barangays had FDS; some did not even know the meaning of FDS. Officially, the FDS is a soft component attached to the health condition of the program; however, in practice, the FDS is a separate condition/obligation that a member needs to comply with in order to receive the full amount of the cash grant. If a parent or guardian was absent in the monthly FDS, an amount was deducted from his or her cash grant, even though he/she was able to comply with the health requirement. The conduct of the FDS is lodged under the Municipal/City Link, but this was contracted out to CSOs. This was to unload the MLs/CLs so that they could be more efficient in monitoring the compliance to the conditions and the timely release of cash grants to beneficiaries. However, not all CSOs could do this task, especially because this was treated by the DSWD as *pro bono* service rendered by CSOs that required a full-time personnel.

Since the conduct of FDS is long-range, capacitating Parent Leaders to manage the FDS could be a sustainable solution. This could be the task of partner-CSOs in the

program. Capacitating means the provision of skills, training and the mentoring for Parent Leaders to ably conduct the sessions monthly in their own clusters. However, DSWD was not open and not yet convinced that Parent Leaders were capable of preparing and conducting monthly FDS.

The FDS is unique to the Philippines. Other countries that have CCTP do not have this feature. It is the education and empowerment component of the program. It deals with family and community relationships, and citizenship-building. CCTP Watch included this as one major assessment area. The key findings were: the FDS had strengthened relationships among members of the family; had enhanced the knowledge and skills of beneficiaries; and had developed responsible members of the community.

The bottlenecks in the implementation of the CCTP were found in the efficiency level of the Municipal Links, and in the bureaucratic treadmill since the program was implemented from the national level. There was one Municipal/City Link per municipality, regardless of the number of beneficiaries. Numerous problems were identified to be attributed to the inability of the Municipal/City Links to cope and respond to problems and issues in a timely manner. As grievances were elevated to the regional office, then to the national office, addressing these grievances took a

long time, which deprived beneficiaries of enjoying the benefits of the program for several months, some even years.

The problems in 4Ps implementation boiled down to system inefficiency and consequently wastage of public money.

The findings of the CCTP Watch Project were presented to CAR DSWD Regional Director Leonardo Reynoso, as well as in a public policy forum organized by CCAGG and attended by different stakeholders from government, civil society organizations, Parent Leaders acting as representatives of 4Ps beneficiaries, Municipal Links and a representative from the DSWD regional office. Dir. Reynoso greatly appreciated the initiative and recognized that this would be a great help to them especially in managing grievances. He was happy of the beneficiaries' high compliance rate to the program conditionalities and the positive results of the program that the CCTP Watch Project reflected in its final report. He was open to the recommendation of excluding some households from the list, but this needed to undergo a validation process by DSWD. As to those recommended for inclusion, they had to wait for the next National Household Targeting period, which, at that time had no schedule yet. Further, DSWD did not have any plan as of that time for additional beneficiaries.

Three months after the conclusion of the CCTP Watch Project, DSWD informed CCAGG that the 60 households recommended for exclusion were validated by a team from DSWD, which affirmed the CCAGG findings, except for one household that they decided to be eligible.

Project Completion Assessment

The Project Completion Assessment (PCA) of an external evaluator contracted by PTF⁵ had this overall conclusion on the CCTP Watch Project:

“The CCTP Watch Project provided for an important initiative of community feedback on the current functioning of the CCTP or 4Ps flagship social protection scheme in Philippines. The findings from the different tools used by the CCTP Watch, whether they be baseline survey, regular feedback to monitoring teams, or in capacity building seminars for parent leaders organized by the project, all confirmed the positive impact that the 4Ps is having among the poor in Abra. The results from all 12 municipalities covered suggest that children are attending school in greater numbers, pregnant mothers visit RHU clinics more frequently, underweight children are more likely to be identified through the CCTP and their needs

addressed, as well as the empowerment of parents through the monthly Family Development Sessions (FDS) provide for a unique opportunity to better harness Parent Leaders in co-governance of flagship government schemes such as the 4Ps in delivering more effective outcomes.

“The CCTP Watch project additionally helped in generating monitoring tools that CCAGG used in validating the implementation of the 4Ps, which can be useful for other CSOs and developed further by the DSWD to be used more widely for community monitoring of the 4Ps across the country. The CCTP Watch project has shown the value of replicating what the CCAGG undertook in the 12 municipalities of Abra can on a larger scale. In Abra, this can be done in the remaining 15 municipalities, but also extended to other parts of Northern Luzon and the other regions, with some modifications suiting to the needs of each province/region. The two most significant contributions of the CCTP Watch project has been in validating the list of CCT beneficiaries for errors of exclusion or inclusion and in monitoring on behalf of the community the instances of grievances and types of challenges that 4Ps beneficiaries face.

“When the CCTP Watch project proposal

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5 Raha, Shomikho, Project Completion Assessment by External Evaluator, Conditional Cash Transfer Project (CCTP) Watch, Partnership for Transparency Fund, June 30, 2013.

was developed, the primary objective was to assess whether the 4Ps was functional in delivering results for their beneficiaries and the extent of “leakage” or weaknesses in the targeting of beneficiaries that compromised the program. The problem as identified by the CCTP Watch project was to use the community feedback to inform whether the 4Ps was fundamentally a credible program and whether it was performing to address the key goals of improving the education of children, health of pregnant mothers and infants, or the empowerment of Parent Leaders that it had set out to.

“Given the findings now of the CCTP Watch project and the World Bank’s CCT Program Impact Evaluation (2013)⁶, any further project along the lines of CCTP Watch will no longer be primarily validating the fundamental usefulness of the 4Ps, which is now proven with greater evidence, but should be more inclined to improving further the existing effectiveness of the 4Ps. In particular, the CCTP Watch project has highlighted that the specific issue of underpayment or delayed payments to beneficiaries needs to be given more attention in any such future project objective. The potential to further the empowerment of the Parent Leaders

through the institutional provision under the 4Ps for monthly FDS should also be enhanced as a project objective in improving co-governance of officials and citizens in implementation of the 4Ps.”

Expanding CCAGG Monitoring: The i-Pantawid Project

Less than two years after the CCTP Watch Project, in 2018, CCAGG, along with three other CSOs, engaged another CCTP-related project called “Guarding the Integrity of the Conditional Cash Transfer Program” or i-Pantawid. The i-Pantawid project covered 20 municipal LGUs in Northern Luzon, which had spread in three regions - Regions 1, 2 and CAR. It was implemented from March 28, 2014 to March 27, 2018 through a grant of \$800,000 from the World Bank through the Global Partnership for Social Accountability (GPSA). It developed and piloted a model for civil society-government partnership to promote transparent and accountable implementation of the 4Ps at the community level. The i-Pantawid Model showcased the engagement of local CSOs and the use of social accountability approach and tools. The model demonstrated that high levels of citizen engagement can have a big impact.

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6 The World Bank, “Philippines Conditional Cash Transfer Program on Track to Meet Goals of Keeping Children Healthy and in School”, March 1, 2013, www.worldbank.org

Comparing this with the first project, i-Pantawid was more complex. It was bigger in scope, longer in duration, and provided for further engagement in the use of social accountability approaches and tools. It also adopted a multi-stakeholder approach, used a consortium and network mode of implementation, and had a bigger impact.

The i-Pantawid Project Management was a four-tiered structure led by a consortium of four CSOs: the lead organization CCAGG, Partnership for Transparency Fund, Responsible Citizens and Empowered Communities in Solidarity for Social Change (RECITE), and Affiliated Network For Social Accountability-East Asia Pacific (ANSA-EAP). They composed the Project Management Committee (PMC).



*Project Management Committee Meeting for the i-Pantawid Project.
(Photo Source: CCAGG)*

PTF is an international NGO that advances innovative citizen-led approaches to improve governance, increase transparency, promote the rule of law, and reduce

corruption in developing and emerging countries. RECITE is a non-government organization that promotes good governance and empowerment of communities and marginalized sectors in the province of Pangasinan. ANSA-EAP is a regional network that promotes the practice of social accountability by providing a common platform for exchange of information and experience, capacity-building opportunities, and technical assistance to citizen groups and governments.

The Project Management Office (PMO), which was lodged with CCAGG, was the main project holder that implemented the decisions of the PMC. It was also responsible for the day-to-day operations of the PMC. Ground implementers were local CSOs (LCSOs), members of the Northern Luzon Coalition for Good Governance (NLCCG). Seven of them were the coalition's original members that have been working for good governance even before the birth of the coalition ten years back, while the other five were new members that had initial exposure on social accountability through their engagement in Project i-Pantawid. The Project Steering Committee (PSC) was a CSO-government mixed body at the national level that set the direction and policies for Project i-Pantawid. This was composed of four CSOs (CCAGG, PTF, RECITE, ANSA-EAP), government (DSWD, Department of Education, Department of Health, Department of the Interior and

Local Government, Department of Budget and Management, National Commission on Indigenous Peoples), media (Philippine Center for Investigative Journalism) and World Bank-Philippines as ex-officio member.

In a sense, the management of the i-Pantawid project was about coordinating and handling a network. This was made easier by the fact that partners belong to the same network, already familiar with each other, and had a history of good working relations in previous projects. But it was not without problems. For example, partners had differing capacity levels in the area of social accountability; individual members of the management team also displayed varying forces of personality. In any case, they were all united in the common objective of the i-Pantawid project and in understanding the values the team wanted to impart to the 4Ps beneficiaries. CCAGG, as the recognized leader of NLCGG, also provided stability to the working relations of partner CSOs and the implementing CSOs in the LGUs. Likewise, the reputation that CCAGG has been able to build with DSWD and the covered LGUs was a positive factor.

i-Pantawid had 4 components:

1. Third Party Monitoring (TPM) which involved development of tools and approaches for sustained monitoring of 4Ps by partner CSOs and Parent Leaders;

2. Mobilization of 4Ps beneficiaries to engage in applied social accountability at the community level. This entailed the enhancement of existing FDS modules by adding the concept and practice of social accountability and the development of PLs as community facilitators;
3. Capacity-building of partner local CSOs on social accountability and supporting them to effectively implement interventions at the LGU level; and
4. Knowledge and Learning (K&L) which consolidated outputs from the other components, developed new tools and manuals, and documented knowledge and learning materials in various formats, all of which would be needed to support the adoption, replication and scaling up of the model.

The Key Elements of the i-Pantawid Model as well as the accompanying social accountability tools and processes were the following: a) Local civil society organization (LCSO) engagement to implement i-Pantawid model; b) Use of social accountability approach - active citizens, Family Development Session (FDS) facilitator, community facilitators for change; c) Local Government Unit (LGU) participation through constructive engagement with LCSO and PLs; and d) social contracting.

Pantawid covered all conditionalities of 4Ps, though unlike CCTP Watch, it did not take up the issue of inclusion-exclusion. The Project Management Committee decided not to include addressing inclusion/exclusion errors in i-Pantawid based on the assumption that DSWD 4Ps has already improved its National Household Targeting System.

As the i-Pantawid project ended in 2018, the big challenge was to sustain the elements of the model, in whole or in part, in the pilot regions and their replication to other LGUs. The Memorandum of Agreement (MOA) between DSWD and CCAGG establishing the implementation framework of Project i-Pantawid mandated that the piloting of the model should lead to replication.

Key Results

A significant number of CSOs (37), including NLCGG members and affiliates, were trained in social accountability using the

i-Pantawid model.⁷

The transformation of 990 PLs from being timid and powerless housewives to being confident and empowered facilitators of change in the community was also one of the most significant impacts of the i-Pantawid model.⁸ This was the result of their Enhanced Family Development Sessions (eFDS) and use of social accountability tools.

Finally, 20 municipalities signed memoranda of agreement (MOAs) and adopted plans for constructive engagement with local CSOs for enhanced social accountability and transparent 4Ps implementation.⁹

Implementation of the project by batch¹⁰ proved to be a good approach and practice for this strategy allowed adaptive learning to continue, and it improved the social accountability tools and project implementation design per batch.

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7 Out of the 37 CSOs, 17 had members who assisted in implementing the project in 20 target LGUs in Northern Luzon which included 5 additional member-CSOs (new members) that implemented the Project in the targeted 9 LGUs.

8 By the end of the Project, a total of 990 PLs were trained and provided with enhanced knowledge and skills for mobilizing 4Ps beneficiaries and facilitating engagements with LGUs and service providers.

9 For this project, the MOA was a tool to gauge the CSO's ability to work constructively with the LGU, thus creating confidence with each other. The MOA was also a tool to establish the LGU's commitment to assisting 4Ps implementation in the municipality, particularly with respect to access to public documents needed for more effective 4Ps implementation, entering into a social contract with PLs, and ensuring PLs' and LCSO's representation in the Municipal Advisory Committee.

10 The 20 LGUs covered by the i-Pantawid Project were divided into three batches (Batch 1 - 7 LGUs, Batch 2 - 7 LGUs, Batch 3 - 6 LGUs) with 16 months project implementation per batch.

Social Accountability (SAcc) Tools Developed
Innovation in SAcc tools

The i-Pantawid Project also saw the development of beneficiary self-monitoring. Beneficiary self-monitoring was an innovative SAcc tool that the i-Pantawid Project introduced to simultaneously track gaps in: a) beneficiary compliance with conditionalities (from the point of view of beneficiaries); b) delivery of health and education services by service providers (service delivery gap); and c) in the amount of cash benefit the beneficiary actually received during the pay-out and the amount the beneficiary is entitled to receive based on policies and own compliance with conditionalities (benefit gap).

The Beneficiary Monitoring Form No. 3 (BM#3)¹¹ was a calendar-like monitoring system where a 4Ps member (a parent) checks daily the attendance of her/his children to school, the monthly visits to the

rural health clinic and monthly attendance in the Family Development Sessions, and computes the expected amount of cash grant for the payment period. To make sure that the child regularly goes to school, the parent could cross-check the child's attendance with the teachers using his/her filled up BM Form. There were occasions that the expected amount of cash grant due to the members were not the same, or that the cash grant released was more than what was expected (called 'benefit gap'). Through the BM#3 that was filled up as evidence, the beneficiary could lodge a complaint with the Municipal Link and demand the right amount of cash benefit. If the amount received was more than what was expected, then the Municipal Link should explain. Usually, this was a retroactive payment of the cash grant not received in the past.

Beneficiary self-monitoring was crucial to measure the percentage reduction in the 'Benefit Gap' and the gap in the availability of



Left: A 4Ps member filling up the Beneficiary Monitoring Form No. 3(BM#3). Right: A 4Ps member studying the monitoring form during eFDS. (Photo Source: CCAGG)

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11 See Annex 1, Beneficiary Monitoring No. 3 (BM#3).

health and education facilities and services (service gap). On the other hand, the percentage of CCT beneficiaries complying with health and education conditionalities was measured via Third Party Monitoring,¹² which involved primarily the use of a Community Score Card (CSC) and interface meetings.

The Community Score Card (CSC) was used by Project i-Pantawid as a TPM tool in assessing health and education services in the project areas. Being a TPM tool, a local CSO acted as the “third party” who leads in gathering, organizing, presenting, and analyzing the CSC results, together with the beneficiaries and service providers.

In Project i-Pantawid, CSC was carried out as part of the Family Development Sessions. It was designed to prepare and build the capacities of Pantawid beneficiaries to engage in an applied social accountability project. The key entitlements or performance indicators were pre-determined and standardized based on the information gathered from the project sites.

There were certain variations in the way local CSOs implemented CSC in Project i-Pantawid. Despite these variations, a general trend was observed in the process that was followed by local CSOs as described below:

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12 See Annex 2, sample of Third Party Monitoring Form.

Step 1. Local CSOs provide a brief training to 4Ps Parent Leaders on the CSC process, particularly on how to fill-out the scorecard for health and education services.

Step 2. Local CSOs orient service providers on the CSC initiative.

Step 3. Parent Leaders conduct the scoring process with Pantawid beneficiaries while local CSOs observe and provide assistance.

Step 4. Local CSOs facilitate the scoring with service providers.

Step 5. Local CSOs collate and analyze the numerical scores using a Spreadsheet (i.e., MS Excel). This information, along with the reasons for the scores and recommendations, are packaged into a PowerPoint presentation.

Step 6. Local CSOs present the results in an Interface Meeting. Beneficiaries and service providers deliberate the results and agree on action plans.

Step 7. Parent Leaders give feedback to the rest of the Pantawid beneficiaries on the results of the Interface Meeting.

The Third-Party Monitoring (TPM) Tool was developed for LCSOs' use in monitoring 4Ps. It was a scorecard where 4Ps members at the end of their monthly eFDS collectively assess (by putting weights and giving feedbacks) the quality of services that the government was providing them through 4Ps. This was facilitated by the implementing Local CSO partners at the end of the eFDS. These filled-up forms were consolidated and analyzed by the LCSO's Monitoring and Evaluation (M&E) Officer at the local level (project sites) and the Project M&E Officer at the regional level (all 20 project sites). The results/analysis became the basis for feedbacks and recommendations to government (DSWD,

Department of Education, Department of Health, LGUs), done during the interface meetings with service providers at the local level and at the Project Steering Committee meetings at the national level, to improve the delivery of services.

Reduction in Compliance Gap

The Community Scorecard (CSC) process was used to generate the baseline compliance data at the start of eFDS training and the endline data at the end of the eFDS training.¹³

It was noteworthy to highlight that the beneficiaries' appreciation of 4Ps conditionalities had gone beyond viewing them as mere requirements for availing of the cash grants, recognizing that they were in fact "important to family well-being". Data showed the percentage of beneficiaries who would continue to comply with their education and health co-responsibilities, even without the pay-out.

Reduction in Benefit Gap

The percentage reduction in 'benefit gap' refers to a reduction in the share of



Project Steering Committee Meeting at the DSWD Main Office held quarterly. (Photo Source: CCAGG)

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13 Regarding education conditionalities, the percentage compliance by beneficiaries exceeded targets in all 3 batches with overall compliance improving from 91% at the start of eFDS training to 94% at the end – achieving 103% of target. Regarding health conditionalities, the percentage compliance by beneficiaries also exceeded targets in all 3 batches with overall compliance improving from 89% at start of eFDS training to 93% at the end – achieving 104% of the target. This means that the compliance of beneficiaries to the 4Ps conditionalities (education and health) have improved within the 4-year period (2014-2018) of the i-Pantawid project.

beneficiaries reporting that they experienced a shortfall in benefits received. In DSWD’s system, a ‘benefit gap’ can arise from underpayment or overpayment. The target was met based on 75% of total beneficiaries that submitted the filled-out Beneficiary Monitoring No. 3 (BM#3). Comparing the percent reduction in benefit gap from the baseline to the endline of Batches 1-3 of LGUs, there was a reduction of 14% for Batch 1, 10% for Batch 2, and 6% for Batch 3. This means that the monitoring of the beneficiaries’ compliance to the program’s conditionalities had improved as indicated by the reduction of benefit gaps from the time when the project started until its end. Benefit gap is one of the many grievances that beneficiaries raise to the DSWD.

Reduction in Service Delivery Gap

The RHU, Barangay Health Station (BHS) and Education Service Scorecards assessed the adequacy/availability of health and education services provided to CCTP beneficiaries.

For the health sector, the beneficiaries’ ratings from 1 to 4 (1 as the lowest, 4 the highest) were in the following areas:

1. availability of doctor/s,
2. availability of nurse/s,

3. staff behavior/attitude,
4. availability of immunization,
5. availability and adequacy of basic medicines,
6. availability of basic laboratory tests,
7. availability and condition of birthing facilities,
8. condition of waiting areas,
9. condition of comfort rooms,
10. availability of facilities for PWD, and
11. overall RHU services.¹⁴

On the other hand, the education sector has the following indicators:

1. school fees/contributions,
2. treatment of students,
3. accessibility of teacher,
4. availability of functional basic facilities,
5. availability of textbooks/children’s books,
6. availability of functional learning laboratory facilities,
7. availability of first aid medicines and medical personnel,
8. functional amenities,
9. availability of school canteen and healthy food in the canteen,
10. adequacy of school rooms,
11. safety of students,
12. adequacy of verification process by the school teacher on education compliance by the CCTP beneficiaries, and

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14 See Annex 3 for samples of Third-Party Monitoring Forms assessing the delivery of health services at the RHU and at the Barangay Health Station.

13. overall education services and facilities.¹⁵

The information generated from the 3 scorecards (RHU, BHS and Education) conducted at the start and at the end of the eFDS training reflected the feedback of beneficiaries such as:

- the improvement in RHU facilities and services was from 89% (baseline) to 100% (endline),
- for BHS, improvement was from 88% (baseline) to 96% (endline),
- for education, improvement was from 89% (baseline) to 93% (endline).

Important insights on availability/adequacy of facilities and services were also seen from beneficiaries' ratings of these facilities and services. For example,

- for RHUs, *Availability of Immunization* had the highest rating, both at baseline (90%) and endline (95%),
- *Availability of doctor/s* was rated the 3rd lowest, at 94% (baseline) and 92% (endline),
- *Availability of laboratory test/s* the 2nd lowest, at 76% (baseline) and 88% (endline).

For BHS Services,

- *Availability of immunization* (from 91% to 97%) also had the highest rating, followed by *Availability of nurse/s* (from

91% to 95%).

- Likewise, *Condition of comfort room/s* had the lowest rating (from 75% to 87%).

For Education Services,

- *Accessibility of teachers/principal* had the highest rating, both at baseline (95%) and endline (98%).
- Rated lowest was *Availability of textbooks*, both as baseline (63%) and endline (83%). *School fees* was rated the second lowest at 66% (baseline) and 87% (endline).

Other Results

There were other significant results of the i-Pantawid Project that need to be highlighted in this paper:

Responsiveness of service providers to problems/issues identified by beneficiaries

Field data from the End-of-Project Evaluation showed that service providers had a significant response to the issues raised by beneficiaries through the service scorecards. Beneficiaries also observed changes in service delivery in both health and education sectors in all i-Pantawid Project sites due to the CSC/interface process and dialogues with local service providers. These included: 1) provision

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15 See Annex 4 for the TPM Form used to assess education services and facilities.

of or improvement in quality of facilities and equipment like: waiting areas, toilets, sinks, classrooms, laboratory equipment, lying-in; 2) improved attitude of service providers; 3) reduced contributions or fees for school facilities or equipment, class projects; 4) improved access to or availability of supplies like medicines and textbooks; and 5) hiring of additional service staff like doctors, nurses and midwives.

Increase in beneficiary satisfaction

Beneficiaries had a very high satisfaction level with the 4Ps program in all the 20 LGUs covered by the i-Pantawid Project based on CSC monitoring of 9 indicators that included satisfaction with health and education conditionalities, the amount of cash grants, and assistance of Municipal/City Links. Average satisfaction level for the 20 LGUs ranged from 92% to 100%.

Furthermore, all indicators showed that beneficiary satisfaction improved from the start (baseline) to the end of the i-Pantawid Project (endline), especially with regard to the ‘amount of payout’ where satisfaction jumped from 92% at baseline to 99% at endline. This could be the result of beneficiaries’ gaining confidence, through Beneficiary Self-Monitoring (BM#3), that they are receiving the correct pay-out amount.

Beneficiary satisfaction with the key elements/tools of the i-Pantawid model was also analyzed. The data from CSC monitoring conducted after the end of eFDS training for all the 20 LGUs revealed a high satisfaction rating of 100% for the training of PLs as community facilitators, the eFDS Modules, and Community Scorecard and Interface Meetings. BM#3 and Social Contract had an average satisfaction rating of 98% and 97%, respectively. The PLs cited the following



Left: A Parent Leader facilitating the monthly Enhanced Family Development Session (eFDS) . Right: Community Visioning eFDS where 4Ps members craft their community’s development path which later is inputted into the social contract with the Municipal Local Government Unit. (Photo Source: CCAGG)

as the basis for the high satisfaction ratings: enhanced skills in facilitating group processes; increased confidence in speaking with other people; and improved knowledge of citizens' rights especially their involvement in local governance.

Mobilizing household beneficiaries to engage in applied social accountability at the community level

Through eFDS training manuals and modules, the Project succeeded in integrating the social accountability approach within DSWD's FDS. The eFDS embodied the concept and practice of the following social accountability tools used in the i-Pantawid Project: community scorecard and interface meeting, BM#3, social contract with LGU, as well as other third party and beneficiary monitoring tools. As a result, the eFDS also became the vehicle for the cost-effective generation

of data and information on the impact of increasing citizens' engagement and the demand for greater accountability by service providers.

Establishing constructive engagement at the community level between LGUs and beneficiaries through the social contract

Constructive engagement for i-Pantawid means "building of a mature relationship between two naturally opposable parties— i.e., citizens or citizen groups, on the one hand, and government—bound together by a common reality" (ANSA-EAP's Primer entitled 'Social Accountability: An Approach to Good Governance').

All 20 LGUs had gone through the social contracting process, and 19 succeeded in having a formal signing between the LGU (Mayor and Sanggunian Bayan) and the Pantawid beneficiaries as represented by the PLs.



Left: Social Contract Signing among 4Ps members, the Diocese of Urdaneta represented by the Bishop and the Mayor of Balungao, Pangasinan. Right: Social Contract Signing among 4Ps Members, Molte Aries Foundation and the Mayor of Sudipen, La Union. (Photo Source: CCAGG)

The social contract was different from the MOA signed with the LGUs at the start of the i-Pantawid Project. The MOA was a plan adopted for constructive engagement with local CSOs for enhanced social accountability and transparent implementation of 4Ps. The social contract was an agreement between i-Pantawid members (represented by the Parent Leaders) and the LGUs based on the community vision that the i-Pantawid members crafted and developed during the eFDS, which the PLs presented and discussed with the LGU officials for consideration and possible inclusion in the Municipal Development Plan. In general, it contained a list of commitments by each party to the contract (i.e., LGU/barangay, 4Ps beneficiaries, and partner CSOs) toward a common vision or in response to identified issues.

Project i-Pantawid had evolved a few versions of the social contract from the learnings and experiences of earlier batches. For example, the Pidigan (Abra) social contract was in the form of a signed Municipal Government Resolution, which the municipal government continues to follow. On the other hand, the Mayor of Lamut (Ifugao), who has been reported by the Municipal Link and the PLs to be opposed to 4Ps in general, has remained resistant to signing the Social Contract. Nonetheless, the aspirations and needs of the 4Ps beneficiaries in the proposed Social Contract draft had been submitted

to the LGU for their consideration.

Other LGUs introduced monitoring mechanisms or activities to track accomplishments, e.g., Mapandan's social contract provided for the formation of third-party monitors, while Pilar's agreement provided for annual assessments to be initiated and facilitated by the partner CSO. In Tineg and Burgos, copies of the social contracts in the local language were also posted in public places to inform other residents and allow them to check the agreements' status. In Sudipen, the LCSO was signatory to the social contract to provide technical assistance to the beneficiaries and conduct periodic monitoring of commitments. Sudipen's social contract also provided provision for transitioning beneficiaries to sustainable livelihood and social services.

Local CSOs were given a free hand in social contract implementation, thus respecting the culture and political economy context of the community.

As a result of the social contracts, beneficiaries reported numerous accomplishments, including the following significant results: 1) improvement in the delivery of 4Ps-related services (daycare, more medicines, provision of ambulance, additional doctors, repair of school buildings, scholarships, etc.); 2) provision of basic services (water systems, electricity connections, toilets, etc.); 3)

provision of livelihood, employment, and training opportunities, whether LGU-initiated or those accessed through national government agencies (TESDA, DSWD's SLP); 4) completion of requested infrastructure projects (drainage, roads, streetlights, etc.); 5) beneficiaries providing volunteer community works, including community clean ups, as part of their counterpart commitments; and 6) barangay officials installing full disclosure boards, sharing information on budget and expenses, and recognizing grantees during barangay assemblies or meetings.

Local beneficiaries actively participating in decision-making and community forums

Beneficiaries from all three LGU batches demonstrated increased participation in recent elections and in barangay assemblies. Their participation rate, on the average, had exceeded the Project target by 13%. Both PLs and 4Ps members attributed their increased confidence in taking part in barangay assemblies and other community activities from information and knowledge they gained from eFDS and from their practice of social accountability.

The collaborative research of the Massachusetts Institute of Technology

Governance Lab (MIT GOV/LAB) with the i-Pantawid Project provided more evidence of the positive changes in behavior not only of PLs but also of local government officials resulting from eFDS leadership training:¹⁶

Civic leadership training for parent leaders increased their political participation and engagement. The consistent pattern across so many outcomes provides suggestive evidence that the training increased political engagement among parent leaders.

There were changes in government responsiveness. While there was little difference in citizens' perceptions of government responsiveness to their complaints and concerns, local government officials in the communities where parent leaders were trained complied at higher rates with government transparency regulations.

There was no evidence of parent leaders being co-opted. In fact, reported rates of co-optation, measured with a series of questions about election-related engagement and personal assistance received from officials, were lower on average in the municipalities where parent leaders had been trained.

Overall, 990 Parent Leaders, leading over

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16 Tsai, Lily L., McMurry, Nina and Rajeswaran, Swetha (2018). The effect of civic leadership training on citizen engagement and government responsiveness: experimental evidence from the Philippines. Making All Voices Count Research Report.

23,000 i-Pantawid members in 20 LGUs, were trained and empowered through the practice of social accountability. They are now practicing active citizenship in their barangays and municipalities.

Building the capacity of CSO members of the NLCGG

Seventeen NLCGG CSO members and affiliates were trained in social accountability and were involved in the field implementation of the project in the 20 target LGUs in Northern Luzon. With World Bank approval, the number of target LGUs was reduced from 30 to 20 LGUs. With the number of LGUs as the base, performance would represent 85% achievement of the target.

At the project preparation stage, CCAGG, the founding leader of NLCGG, was driven by the vision of the project becoming the vehicle for reinvigorating the partnership that exists among NLCGG members, setting the target of all NLCGG members of good standing to be tapped to implement the project.

The PMC addressed the issue of low participation from the original NLCGG members by adopting new strategies of recruiting and providing training on social accountability to existing local-based CSOs and becoming members of NLCGG and participating in the project. As a result, five local CSOs became new members of NLCGG.

Knowledge and Learning Products

The Knowledge and Learning (K&L) Component served as the platform for producing quality-assured manuals, handbooks and guidebooks, which documented the K&L products, processes and uses of social accountability (SAcc) tools developed in the project. As envisioned, the K&L products produced should respond to the knowledge and learning needs of stakeholders and partners at the national and local levels. This should include manuals, handbooks, SAcc tools, compendium of lessons and good practices learned and other similar learning and “how to” materials that were turned over to DSWD for use in the replication phase of the project.



Turning Over Event of Knowledge Learning Products of I-PANTAWID to DSWD National Officials. (Photo Source: CCAGG)

These K&L products were also meant to: a) enhance CSO knowledge of global practices



Monthly eFDS facilitated by a Parent Leader in Bolbolo, Pilar, Abra. (Photo Source: CCAGG)

for improving social accountability; b) extract lessons from implementation experience; c) share experiences among Project implementers and with other CSOs involved in the 4Ps program; d) exchange of experiences with the global community of social accountability practitioners; and e) provide technical assistance to upgrade local capabilities to undertake K&L activities.

There were 52 K&L products developed by the Project which included 6 manuals/guides, 5 case studies and 10 stories to tell from the frontline.¹⁷ The Project also prepared 9 special studies/reports, and conducted 8 knowledge sharing/peer learning sessions throughout the project implementation period that were most useful to local and national CSOs that can be involved in 4Ps implementation. Major K&L products were turned over to DSWD

for use in replicating the i-Pantawid model to other regions of the country.

The K&L products developed and used in Project i-Pantawid were also meant to address certain integrity risks and governance gaps that have been documented to have burdened the implementation of CCT programs in various parts of the world, most of which were also found in 4Ps implementation. Typical of these integrity risks in 4Ps include, among others, inadequate exit or transitioning programs for graduating beneficiaries into other productive avenues. This was addressed by the social contract among beneficiaries, the Local Chief Executives and the local CSOs.

To show the impact of i-Pantawid, presented below are the Key Integrity Risks in CCT Programs and Mitigation with SAcc Tools and K&L Products in Project i-Pantawid:

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¹⁷ These include: 1) Manual on CSO participation in the Pantawid Program; 2) Users' Guide to Monitoring, Evaluation and Learning & Beneficiary Monitoring No. 3; 3) Handbook on Community Score Card & Interface Meeting for the Pantawid Program; and 4) Revised Enhanced Family Development Sessions (eFDS) Manual.

Key Integrity Risks in CCTPs	i-Pantawid SAcc Tools/ K&L Products to Mitigate Risks	Level of effectiveness and Impact of SAcc tools in Project i-Pantawid
Access to information was insufficient.	DSWD-CCAGG Memorandum of Agreement on access to 4Ps data and information	High; more efficient application of SAcc tools
High inclusion and/or exclusion errors	Beneficiary-Local CSO consultations and feedbacking during eFDS	Low; COA reports indicate persistent inclusion and exclusion errors – therefore waste of resources; CSO-led community verification CCAGG used in PTF-funded CCT Watch Project not prioritized due to improvement in DSWD targeting system.
Non-compliance with CCT conditions	Third Party Monitoring: 2-rounds of Community Scorecards and Interface Meetings and monitoring of Action Plans by Local CSOs, eFDS	High; monitoring of relevant RF indicators showed improvement of High Beneficiary Satisfaction overall, and on key elements of i-Pantawid model, such as eFDS, CSC, BM#3, and Social Contract. Batch 1 to Batch 2 to Batch 3 LGUs and between 1st round and 2nd round of CSC.
Inadequate access, supply and quality of health and education services	Third Party Monitoring: 2-rounds of Community Scorecards and Interface Meetings and monitoring of Action Plans by Local CSOs; Social Contract; eFDS	High; monitoring of relevant RF indicators on access and supply showed improvement from Batch 1 to Batch 2 to Batch 3 LGUs, and between 1st round and 2nd round of CSC. Based on Mid-term Review (MTR) and End-of-Project (EOP) Review, eFDS has succeeded to infuse the values that health and education conditionalities are important to their well-being, and not merely as conditions for cash transfer.
Payment delays (cash releases do not reach the beneficiaries in the stipulated time and in proper amounts)	Beneficiary Monitoring (BM#3) supervised by Local CSO	High; monitoring of percent decrease of beneficiaries experiencing “benefit gaps” showed better than target performance from Batch 1 to Batch 2 to Batch 3 LGUs. From 14% in Batch 1 to 6%. Batch 3, compared to target of 5%. High beneficiary satisfaction on the use BM#3.
Ineffective grievance resolution processes	Beneficiary-Local CSO consultations and feedbacking during eFDS	Low; Happening only during the Feedbacking window of the monthly eFDS, this could not be an appropriately sufficient GRS-related mechanism to foster ‘citizen voice’ on these issues. Sufficient though to resolve individual grievance redress system (GRS) issue. i-Pantawid did not include direct engagement with 4Ps GRS.

Key Integrity Risks in CCTPs	i-Pantawid SAcc Tools/ K&L Products to Mitigate Risks	Level of effectiveness and Impact of SAcc tools in Project i-Pantawid
Weak linkages between national program at local levels and local governments	Social Contract (SC) among Beneficiaries and Local Chief Executives (LGEs) and Local CSO. Municipal Advisory Council (MAC) providing ground level coordination closest to issues under control of LCE is key.	High; The DSWD-CCAGG MOA provided the basis for instituting an effective and innovative mechanism to bring LGUs into the mainstream of 4Ps implementation at community level. Thru the SC the LCE is drawn to publicly commit the support of the LGU to 4Ps program implementation. The SC can reinforce the functionality of the MAC, like what happened to the Sudipen Social Contract.
Elite capture of social accountability processes	eFDS	High; Based on the MIT Study, eFDS provided the antidote to elite capture of 4Ps. The study showed: (a) civic leadership training for parent leaders in i-Pantawid LGUs resulted in higher level of increase in their political participation and engagement than in non-i-Pantawid LGUs; (b) in i-Pantawid LGUs with eFDS training, the PLs and their members have extracted greater transparency and accountability from their barangay officials than in non-i-Pantawid LGUs; and (c) the reverse of elite capture is happening as LGU officials seek support and engagement of parent leaders and beneficiaries for their projects.
Exit or inadequate transitioning of graduating beneficiaries into other productive avenues (e.g. jobs, higher education, healthy family education programs, etc.) so that intergenerational transmission of poverty is sustained.	Social Contract among Beneficiaries and Local Chief Executives (LGUs) and Local CSO	High; Spurs constructive engagement between Beneficiaries & LGU. Through dialogue and negotiation, the local government concurs (and offers) to provide services in support of the attainment of the beneficiaries' community development vision. For SC impact on transitioning beneficiaries to sustainable livelihood and social services, refer to the case of the Sudipen Social Contract.

Lessons and good practices learned

Field implementation of the i-Pantawid SAcc framework had been multi-dimensional and complex, and yielded numerous learnings. The bi-annual peer learning workshops had harvested many of these lessons and good practices which were then used to inform continuing improvements of the SAcc tools themselves as well as the project implementation strategy. The lessons and good practices were all in line with the adaptive learning approach used in i-Pantawid. Below are the significant and strategic lessons and good practices learned:

1. Collaborative management of social protection programs, such as 4Ps, will yield large dividends in keeping with Sustainable Development Goal (SDG) No. 17.

4Ps would enable the government to fulfill its commitment to meet five of the SDGs namely: No Poverty, Zero Hunger, Good Health and Well-Being, Quality Education, and Gender Equality. Progress on meeting these SDGs however also hinges on how effective Goal 17 is being applied. Goal 17 seeks the strengthening of partnership between government and civil society organizations in achieving the SDGs, particularly at the local level where these global goals will need to be concretized in the context of specific local

conditions. The participation of CSOs in this process is imperative. They can perform important roles at the community level as key knowledge providers, articulating the needs and aspirations of the poor, and as agents of accountability and service delivery, thus ensuring good governance. In the context of Goal 17, achieving the SDG at the local level would call for government to enhance CSOs' engagement, impact and effectiveness. Project i-Pantawid provided the evidence for this claim.

2. Strengthen the competencies of CSOs with SAcc training and capacity building, best achieved through 'learning by doing'.

Under the i-Pantawid Project, local CSOs were mobilized and strengthened with training and capacity-building in areas like constructive engagement and use of SAcc tools and innovations in good governance, all of which contribute to a more effective implementation of 4Ps. As CSOs gained additional experience through the actual practice of SAcc, they became better able to engage with 4Ps stakeholders by: a) heightening awareness of people's rights and entitlements vis-à-vis government or service providers' mandates; b) adapting approaches and tools that were more congruent with the community's culture and people's vision; c) creating or giving a voice to 4Ps members so that they could step up and speak to government officials to demand their rights, monitor service delivery, and provide feedback to service



One of the Peer Learning Sessions attended by implementing LCSOs, Parent Leaders, Municipal/ City Links. (Photo Source: CCAGG)

providers; d) prodding government officials and service providers to proactively and sensitively address community needs using existing community structures, such as convening community meetings and practicing budget transparency.

3. Cultivate strategic collaboration among stakeholders.

The Memorandum of Agreement (MOA) signed between DSWD and CCAGG (as the lead CSO in the consortium) was the basis for the implementation of i-Pantawid. In addition, a mechanism was created for regular communication about the developments, challenges, and bottlenecks in project implementation to ensure that emergent issues and concerns are addressed. The potentials of the Municipal Advisory Committee as a hub for dialogue and constructive engagement for policy and practice reforms may be harnessed. Benefit gaps, such as the factors that

hinder children’s school attendance (e.g., the condition of the roads between homes and school), are better resolved with local policies addressing the issues, rather than compelling beneficiaries to comply with conditions.

4. Optimize the potential of Family Development Sessions (FDS) as a robust mechanism for social accountability and citizen engagement.

The FDS is a distinct Philippine CCT feature. It offers a platform where social accountability concepts and practices are introduced to household beneficiaries and service providers. The eFDS modules that integrated citizenship engagement and good governance can ensure more active interaction between 4Ps members (and the larger community) and government/service providers. The tools integrated in eFDS - community scorecard, social contract and beneficiary self-monitoring - illustrate some of the transformation in both the beneficiaries and the service providers/



4Ps members during monthly eFDS. (Photo Source: CCAGG)

local government. Regular conduct of eFDS provides a learning venue for citizens whose opportunities for education had been so limited by the social and economic challenges they faced early on in life. eFDS may not have issued diplomas but was seen in the community as a platform for socialization, learning new skills and for exchange of ideas and opinions. A young mother in Tineg, Abra who was not a 4Ps grantee attended most eFDS in her barangay, and she absorbed lessons from the topics discussed by the PL and from the interaction with 4Ps beneficiaries. DSWD or LGUs can promote FDS/ eFDS as 'learning center' for beneficiaries, and mother-citizens at large may gather into a community of continuing learners and engaged citizens.

5. Community scorecard proved to be effective in consolidating issues of the community and in generating government response.

In the End-of-Project Evaluation, field data showed significant response from service providers in relation to the issues raised by grantees through the services' community scorecard initiative (CSI). The grantees observed changes in service delivery in both the health and education sectors in all project sites, and attributed the changes to the feedback they gave through the scorecards, and/or (for those who were able to join the interface meetings) their efforts to dialogue with local service providers. At least 50% of issues raised in

most LGUs were reported to have been addressed or responded to by RHU/BHS staff and local school officials. Nine out of the sixteen LGUs had resolution rates between 70-100% of issues. Grantees in two project sites – Solsona and Balungao – estimated almost 100% issue resolution rate for a number of barangays.

Drawing from the experience of Project i-Pantawid, the following factors were found to be helpful in facilitating an effective CSC initiative:

- The adoption of a set of standards and/or entitlements allows easy aggregation of data and comparison of results across project sites. The consolidated results may also reveal trends and patterns on the way public services are being delivered in various sites in Northern Luzon.
- It is advisable to conduct separate dialogues with the beneficiaries and service providers before the Interface Meeting. In this pre-Interface Meeting, local CSOs gather feedback on the CSC results. These feedbacks are critical in preparing presentation materials and facilitation techniques to be used in the Interface Meeting.
- Observing protocols, such as sending out written invitation to service providers, resulted in a more constructive engagement between the service providers and beneficiaries.

- Understanding of group processes is key in the successful facilitation of CSC.
- Laying out of house rules during the Interface Meeting facilitated a more open dialogue between service providers and beneficiaries.
- It is always advisable to have a circular or U-shaped seating arrangement in any focus group discussion to emphasize that all participants in a CSC initiative are co-equals, regardless of social status or position in government or in the community.

6. Sensitivity to culture and context should always be promoted.

Applying SAcc through various tools (eFDS, CSC, BM, and social contract) should always be context- and culture-specific. As observed during project implementation, modules in eFDS had to be delivered in the language understood by the beneficiaries. Similarly, the community culture had to be considered in framing the tools for citizens demanding accountability from government and service providers.

7. Adhering to indigenous culture, practices and institutions, and learning from indigenous communities would provide unique perspectives to boost impact of 4Ps everywhere else.

When cash grants to beneficiaries could not be distributed for about a year due to combination of government bureaucracy and banking rigidities,¹⁸ indigenous peoples' communities, being geographically isolated communities, developed a stronger resolve to take care of their needs as a community. The parents of pupils in Tineg built footbridges for their children to be able to go to school and not have to face the dangers of crossing the river from their homes. Likewise, mothers built perimeter fences around the elementary school to ensure the safety of their children from wild animals.

The interface of indigenous leadership mechanisms with 4Ps protocols to strengthen 4Ps implementation can be adopted. A thorough study of indigenous grievance resolution system that could complement or strengthen the 4Ps grievance redress mechanism would result to culturally appropriate procedures and protocols. As shared by the IP Council of Elders in Tineg, a four-layer grievance resolution is in place in the community to address misdemeanors (by 4Ps beneficiaries), such as use of cash grants for gambling and alcohol. Misbehaving beneficiaries were not simply chastised by the Elders, they were also

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18 This was due to G Cash's failure to provide cash payments to beneficiaries. Eventually 4Ps had to terminate its contract with G Cash. Land Bank as the conduit of funds has a policy that it cannot process the replacement of lost and destroyed ATM cards unless there are 20,000 cash cards gathered for this, hence beneficiaries could not claim their cash grants on time.



Final Project Workshop Participants, Baguio City. (Photo Source: CCAGG)

provided guidance and counseling before these were reported to the Municipal Link, lest their cash assistance was cancelled and impact the entire household.

8. Trained Parent Leaders can facilitate change.

Trained PLs facilitated members’ understanding of 4Ps and basic citizens’ rights (health, education, participation in governance, etc.). Such understanding and awareness could propel citizen action, such as those initiated by PLs and their groups who are undertaking biodynamic vegetable gardening, running feeding activities for malnourished children, and advocating for regular testing of potable drinking water in schools and communities. Continuous capacity-building is needed, including a periodic learning exchange among PLs.

9. Consortium and network implementation of the i-Pantawid Project has been an efficient and cost-effective project management strategy for a complex, multi-year community-based project.

Implementation of the i-Pantawid Project was about the strategic and cooperative deployment of the specialization and expertise that each of the four consortium members bring to the i-Pantawid Project. It was also about the effective mobilization of NLCCG members, a network of local CSOs in Northern Luzon organized and still being led by CCAGG.¹⁹

Regarding cost-effectiveness, the i-Pantawid Project was able to successfully negotiate with many network members for the acceptance of lower-than-average budget for similar CSO engagements. The independent end-of-project evaluation

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19 CCAGG & RECITE are NLCCG founding members. Some LCSO implementing partners in the i-Pantawid project are current NLCCG members while some became members only when they were involved in the i-Pantawid.

of i-Pantawid concluded thus: “While we elaborate cost-benefit or internal rate of return, analysis could be made because of difficulties in monetizing completely relevant project results (particularly from its SAcc initiatives), i-Pantawid’s efficiency as measured by the extent to which it has utilized its resources has shown to be well within the expected range for such a pioneering initiative.”

Recommendations

Moving forward, the fundamental issue and challenge for the project would be the sustainability of the use of the tools and processes already established in the 20 pilot LGUs, and the replication and scaling up of the i-Pantawid model in other LGUs.

The i-Pantawid Model of beneficiary engagement with the implementing authorities in the 4Ps program was successful in reducing integrity risks. Specific risks mitigated include insufficient information and awareness about the program, non-compliance with CCT conditions, inadequate access and quality of health and education services, payment delays, poor coordination and buy-in of the CCT program at the local government level, and elite capture. It is recommended that DSWD intensify the engagement with CSOs and beneficiaries by scaling up and institutionalizing CSO engagement and adopting the good practices and

tools pioneered in the i-Pantawid model.

Transformation of PLs into community facilitators of change was instrumental in improving the integrity of the program and merits mainstreaming in the whole 4Ps nationwide. The i-Pantawid model had shown how to do this effectively. This approach had been evaluated independently by the MIT study which had validated its effectiveness. The model was also consistent with international good practice in CCT programs as highlighted in PTF’s good practice paper.

The introduction of Beneficiary Monitoring (BM) was successful in reducing compliance, service delivery and benefit gaps. It also resulted in enhanced beneficiary family understanding of the rationale underlying the CCT program and led to better compliance and participation. The BM tool was designed, tested and refined under the i-Pantawid Project. It is recommended that its use be institutionalized in the 4Ps program.

The social contract instrument was successful in increasing stakeholder mapping and engagement. It is recommended that it be promoted for wider use.

The i-Pantawid Project had demonstrated how a consortium of grassroots CSOs (17 in this Project) could be built by an apex CSO (CCAGG) and mobilized to play an effective

social intermediation role by bringing together all stakeholders. This experience should be documented and disseminated for wider use.

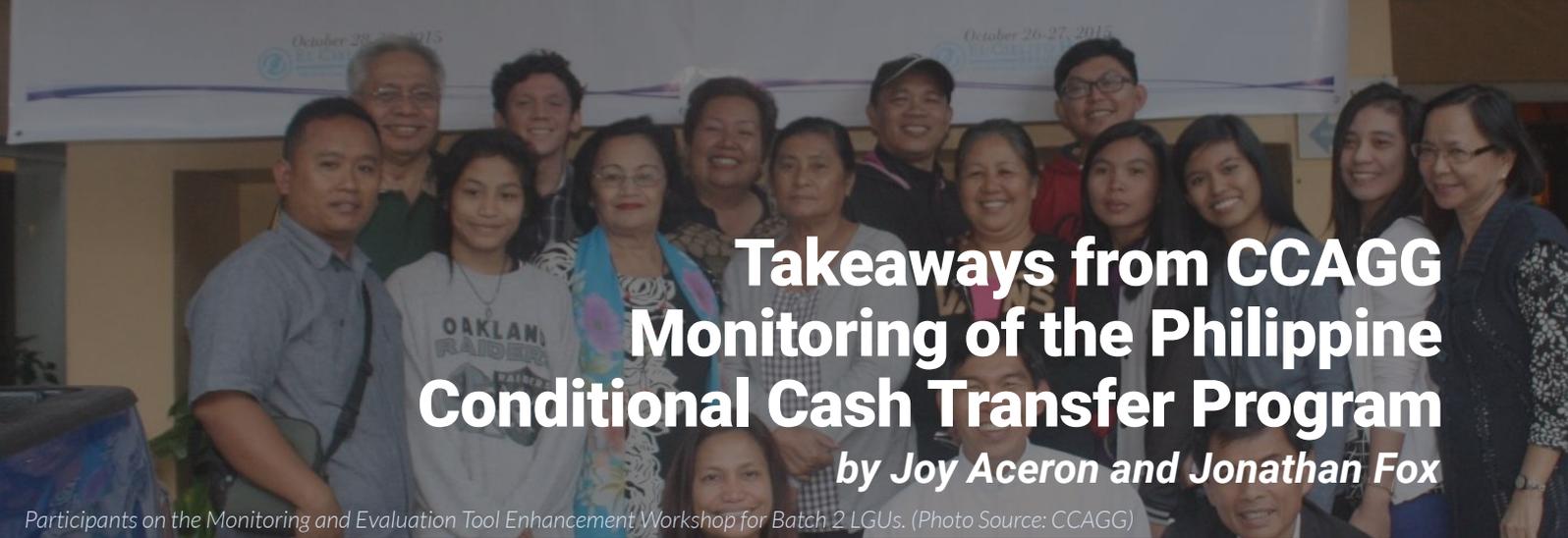
The Municipal Advisory Committee (MAC) also has to be made more functional and be provided with adequate training and capacity-building support as a team with specialized role at the local government level under the 4Ps system. Proposals to increase capacity would be: a) including CSOs and selected Parent Leaders as MAC members; b) improving monitoring and reporting system of the MAC with the Social Contract as another important area for monitoring and reporting; and c) establishing indicators for monitoring performance of the MAC mechanism.

Project i-Pantawid is an innovative approach on how CCT Program can be implemented differently, beyond merely looking at compliance with program conditionalities. It has provided Parent Leaders and 4Ps members, the poorest sector in the community, a BIGGER SPACE and a BIGGER VOICE, to claim from the government, as duty-bearer, what is due to them.

The empowerment process has to be sustained.

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Takeaways from CCAGG Monitoring of the Philippine Conditional Cash Transfer Program

by Joy Aceron and Jonathan Fox

Participants on the Monitoring and Evaluation Tool Enhancement Workshop for Batch 2 LGUs. (Photo Source: CCAGG)

The paper ‘Monitoring the Philippine Conditional Cash Transfer: Gains, Lessons, and Ways Forward’ written by Aniceta Baltar of the Concerned Citizens of Abra for Good Government (CCAGG) is an original first-hand account of a citizen monitoring effort covering the biggest poverty reduction program in the country, the Pantawid Pamilyang Pilipino Program (4Ps).

The paper shares the experience of two CCAGG initiatives that monitored 4Ps: the Conditional Cash Transfer Program (CCTP) Watch, implemented from 2012 to 2014, and “Guarding the Integrity of the Conditional Cash Transfer Program” or i-Pantawid, implemented from 2014 to 2018. Both initiatives have registered considerable gains in making 4Ps more transparent and responsive. The lessons that Baltar listed at the end of the paper are useful in informing and guiding future citizen monitoring and social accountability initiatives.

This part draws key takeaways from Baltar’s paper for research and action, including broader reflection on designing, financing and scaling social accountability initiatives.

International donor organizations can work to extend the reach of already-existing, locally grounded civil society organizations, instead of supporting top-down external interventions.

The broadening of CCAGG’s monitoring of 4Ps – from Abra province to regionwide monitoring, through the support of the Global Partnership for Social Accountability (GPSA) – is a bottom-up approach in replicating a successful initiative that proves effective in delivering results and building grassroots ownership. Both social accountability projects were extremely successful and well-documented. i-Pantawid was substantially larger than CCTP Watch and showed that successful replication of such an ambitious and important initiative is possible.

The number of local governments covered by i-Pantawid and CCTP – 20 in three regions and 12 in Abra, respectively – were not drastically different. However, i-Pantawid had a wider repertoire of activities and tools that mobilized and enabled new partnerships between local civil society organizations and local governments in the provinces and

regions outside of Abra. i-Pantawid also involved engagement with the Department of Social Welfare and Development (DSWD) and national civil society organizations, as well as international organizations such as GPSA and the Partnership for Transparency Fund.

A key enabling factor to CCAGG's expansion of its 4Ps monitoring to i-Pantawid was the support from GPSA. The decision of GPSA to support a proposal that built on the existing work of a grassroots organization made the difference. This is in contrast to top-down external interventions, which often have difficulty building grassroots ownership and doing no harm.

CCAGG's decades of experience as a pioneer of citizen monitoring in the Philippines placed it in a strong position to conceptualize and undertake the kind of monitoring of 4Ps that mattered to the poor. Its CCTP Watch took up the issue of inclusion/exclusion (i.e., inclusion of the non-poor and exclusion of the poor) that has been hounding the 4Ps program. And in spite of how technical the issue was, CCAGG was able to gather ground evidence of actual cases of inclusion and exclusion that it then raised with the authorities.

While it was unfortunate that i-Pantawid did not focus on the same problem of inclusion/exclusion, i-Pantawid remained relevant, well-designed and well-executed because

CCAGG became the lead implementer, who in turn made i-Pantawid grounded and relevant to key stakeholders. i-Pantawid also involved engagement with the Department of Social Welfare and Development and national civil society organizations, as well as international organizations such as GPSA and the Partnership for Transparency Fund.

Scaling up a successful local social accountability initiative could pose trade-offs. On the one hand, scaling could mean more resources and greater clout for the local civic organization. On the other hand, the independent agenda of the local civic organizations can be compromised to accommodate inputs from national and international players.

One point of departure of i-Pantawid from CCTP Watch was the dropping of the inclusion/exclusion issue in i-Pantawid. Baltar recalled that this was a collective decision by the project management committee, which assumed DSWD's National Household Targeting System (NHTS) has already addressed the issue.

To date, the issue of inclusion/exclusion in 4Ps continues to hound 4Ps. CCAGG continues to view the issue as valid and in need of attention. The decision as to which dimensions of 4Ps should be the focus of citizen monitoring was shared with the national government and international funders, and CCAGG was out-voted.

This shows that there are trade-offs once a successful grassroots social accountability initiative is scaled to include other actors, such as national and international civil society organizations and the government. In CCTP Watch, CCAGG set the agenda autonomously and took up an issue in 4Ps that was commonly viewed as critical by people on the ground. In i-Pantawid, CCAGG had to give way to an agenda shared by their national and international partner-organizations and DSWD. CCAGG was unable to pursue the main reason it became interested in 4Ps monitoring in the first place.

This is a crucial point of reflection as it raises the question of who ultimately sets the agenda in the social accountability field.

In spite of the citizen monitoring's consistently positive evaluation results, neither international donors nor the national government sustained or scaled up support for i-Pantawid, which calls for a critical reflection on the basis of decision-making by the donor community.

Baltar's study cites international evaluations and the monitoring results of their citizen scorecards to show a very consistent pattern of positive impacts on service delivery. Yet after international funding from GPSA ended, neither the national agency in charge of 4Ps nor its international donors supported the continuation of civil society monitoring.

To date, there is still no evidence of local civil society monitoring that is being supported by DSWD or by international organizations. The non-replication or non-continuation of i-Pantawid despite its success raises once more the question of sustainability of externally funded social accountability initiatives.

In the case of i-Pantawid, the 2016 elections resulted in the departure of high-level government officials who were supportive of open government reforms and social accountability initiatives. Like in the case of G-Watch's Textbook Count (see Fox and Aceron 2016), the loss of a key government ally was unfavorable to the sustainability of the program.



Hon. Virginia N. Orogo, who briefly held the post of DSWD Secretary from May to October 2018, delivering her Message during the iPantawid Final Project Workshop. (Photo Source: CCAGG)

The other pressing question is the role of evidence in the decision-making of multi-development banks (MDBs). If both the government and MDBs declined to replicate and scale a successful approach such as i-Pantawid, this means that they ignored the favorable evaluations of the initiative. If that is the case, then this suggests that the government and the World Bank were willing to tolerate a regional experiment, bounded in time and space, but were not willing to engage in evidence-based policy-making and act on the findings to scale the successful experiment to the rest of the country.

To sustain effective citizen engagement in government programs, the support for collective citizen action for accountability that utilizes multi-level and multi-faceted approaches, including community leadership training, must be sustained.

Government-led citizen engagement that enables participation of individual citizens is different from embedded collective citizen action for accountability. CCAGG's role went beyond the government-led approach of permitting individual citizen engagement. CCAGG approach provided the needed independence and citizen-led action crucial to advance accountability.

In the case of the 4Ps program, the government facilitated individual citizen engagement through the Family Development Sessions (FDS) and its Grievance Redress System (more on this below).

What i-Pantawid and CCTP Watch were able to achieve was an independent civil society monitoring of 4Ps. In addition, i-Pantawid's emphasis on accountability that has multi-level, multi-sectoral and multi-faceted engagement allowed it to fill a clear gap in the citizen engagement features of 4Ps. A key component of this initiative was that capacity-building was implemented and led by a grassroots-based civil society organization.

It is crucial to underscore how effective social accountability initiatives were supported and financed. In the case of CCAGG's monitoring of 4Ps, support and financing came from an independent and grassroots-based civil society organization. This matters a lot in nuancing how policy actors can best support citizen engagement. For 4Ps, support for citizen engagement continues, but the support and financing were through the government, particularly DSWD. There is still no significant investment directly channelled to civil society for the strengthening and enabling of the citizen engagement features of 4Ps.

While coordinated, region-wide citizen monitoring did not continue after i-Pantawid, a substantial number of independent citizen participation efforts are proving more sustainable beyond the project life of 4Ps at the local government unit level.

The social contracts introduced in i-Pantawid are especially important because they show deepening and spillover effects beyond the scope of the national government's 4Ps program. The social contract was an agreement between the i-Pantawid members (represented by 4Ps Parent Leaders) and the local governments. It is based on the community vision which was developed by 4Ps members during i-Pantawid enhanced Family Development Sessions and presented to local governments. The social contract lists commitments of local governments/barangays, 4Ps beneficiaries and local civil society organizations to achieving a common vision and addressing shared issues.

i-Pantawid's facilitation of engagement between local governments and local civil society enabled the democratic provisions of the Philippine decentralization law. It showed that participatory decentralized government can bring the government closer to the people and that such efforts can be continued beyond external support.

As per Baltar, 12 of the 19 of the social contracts have continued beyond the monitoring project. Local civil society organizations that partnered with i-Pantawid continue to engage 4Ps and the local governments on the basis of their social contracts. Presented in the table below are some stories of ongoing local citizen engagement shared by Baltar.

How i-Pantawid sites are continuing the gains of i-Pantawid

By: Aniceta Baltar

Molte Aries, Inc. (Local Civil Society Organization or LCSO implementer in Sudipen) still has meetings with the Parent Leaders in Sudipen, also with the Municipal Advisory Committee (MAC), where Molte Aries and the PLs are members, as part of their social contract. Two projects under the social contract which LGU Sudipen committed to fund are the dormitory (half-way house) for students from upland barangays, and bamboo reforestation to support the bamboo home industries of the communities. These were discussed in the MAC meetings.

SAC Ilagan (Isabela) continues to monitor the implementation of the social contract in Burgos where a copy was posted in every barangay hall and in every school. Burgos continues to use BM#3 (Beneficiary Self-Monitoring) in monitoring the compliance to the program conditionalities. After our Final Project Workshop in Baguio, DSWD Region 2 decided to adopt BM#3 for their compliance monitoring.

LGU San Juan (La Union) has a livelihood program for 4Ps beneficiaries as part of its social contract. In fact, during the End-of-Project Evaluation (EOP), several members were qualified already to be delisted from the 4Ps roster since they were provided

livelihood projects. Our LCSO partner (Baptist Pastors Brotherhood) continues to facilitate their monthly FDS with 4Ps members, and with the ML still tapping their services. This likewise is an opportunity for the LCSO to track the implementation of the social contract.

There is a similar case in Candon (Ilocos Sur). As a result of the social contract, the LGU has included in its budget, a livelihood program for 4Ps beneficiaries. The Benedictine Sisters continue their ‘journeying’ with 4Ps beneficiaries in Candon. Caritas Nueva Segovia, which is headed by a Benedictine Sister, was the LCSO implementing partner.

Urdaneta, Mapandan, Rosales, Asingan and Balungao were handled by RECITE, headed by Ester Alkonga and Bing van Tooren, and the Diocese of Urdaneta, with Bishop Jack Jose. Bishop Jose wants the eFDS to be conducted in the different parishes of the diocese. RECITE had a meeting with the DSWD Region 1 Director for the use of a new eFDS Module for Region 1 that will be adopted by DSWD. I do not know if this pushed through.

In Tayum (Abra), the LCSO implementing partner continued its engagement with the 4Ps members in a research project, even after the i-Pantawid project. They continued their partnership with DSWD as FDS facilitator. It also provides an opportunity to track the implementation of the social contract, most of which have been fulfilled (e.g., domestic water system).

CCAGG continues to monitor the social contracts in Pilar and Pidigan. One barangay in Pilar already has a Barangay Health Station while another one has its road concreted. These were included in the social contract.

While there were problems encountered in sustaining i-Pantawid, the citizen engagement features of 4Ps continue to function and improve, though with limited perceived effectiveness.

While there were problems encountered in sustaining i-Pantawid, the citizen engagement features of 4Ps continues to function and improve. G-Watch monitoring¹ from 2019 to the present

noted sustainability in the citizen engagement features of 4Ps.

DSWD consistently improves the Family Development Session as the 4Ps’ capacity-building program for its beneficiaries. It has recently been working on strengthening its Youth Development Session (YDS). The 4Ps’ Grievance Redress System (GRS) receives complaints and feedback about 4Ps. Duty-bearers address these complaints

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¹ Aceron, et.al. 2021. “Have loans helped the citizen engagement and accountability mechanisms in Pantawid Pamilyang Pilipino Program (4Ps) to continue amid the COVID-19 pandemic?” Quezon City: G-Watch.

and feedback as a way to ensure that the program is responsive to beneficiaries and stakeholders. DSWD and the World Bank have continuously been working on improving the GRS, and the reports on the GRS from DSWD so far have been generally favorable.

The issue, however, for GRS is its effectiveness as perceived by the people, which in turn affects how much it is used by 4Ps beneficiaries and other stakeholders in resolving 4Ps-related complaints. G-Watch's recent reports show how underutilized the GRS has been. G-Watch's validation² of the Department of Social Welfare and Development's Social Amelioration Program (SAP), which included COVID assistance to 4Ps beneficiaries, shows that majority of the respondents (66%) are not aware of any grievance redress system of DSWD. The low awareness also led to very low use of the GRS. Only 3% of the respondents (15 out of 470 respondents) said they made use of the existing hotlines/GRS.

Furthermore, i-Pantawid's use of alternative problem-solving process without using the 4Ps' GRS adds to the question of the effectiveness and use of the 4Ps' GRS. In addressing complaints and issues,

i-Pantawid utilized localized feedback and the enhanced Family Development Sessions. i-Pantawid did not use the GRS; it did acknowledge 'ineffective grievance resolution processes' as one of the integrity issues common to CCTs.

The dissonance between government/donor reports on 4Ps' effectiveness and the perception on the ground points to the limit of relying only on government self-reporting of citizen engagement performance measures. Again, this highlights the need for independent assessments of citizen engagement and accountability features of government programs.

The emergence of a national people's organization of i-Pantawid members was significant in consolidating citizen voice in 4Ps, which indicate that 4Ps has created a conducive environment for independent citizen organizing to happen.

4Ps, with all its citizen engagement and accountability features, has been institutionalized through the passage of the 4Ps Law in 2019, ensuring 4Ps' continuity as the government's national poverty reduction program. Crucial to the passage of the law is the organizing and lobbying of an independent national association of 4Ps

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2 See page 14-15 of G-Watch. 2020. G-Watch Independent Validation of the Social Amelioration Program (SAP): Report on Field Survey Findings. <https://www.g-watch.org/resources/vertical-integration-research/g-watch-independent-validation-social-amelioration-program>.

beneficiaries, the Samahan ng Nagkakaisang Pamilyang Pantawid (SNPP) [Association of United 4Ps Families].

A monograph entitled *Iisang Pangarap: Ang Kwento ng Samahan ng Nagkakaisang Pamilyang Pantawid* [One Dream: The Story of the Association of United 4Ps Families] (Lopa Perez, et al. 2020) tells the story of SNPP. It recounts a bottom-up, demand-driven and citizen-initiated/led organizing of 4Ps, and documents testimonies of SNPP members who credit their empowerment to 4Ps, particularly through the cash assistance and the education and trainings provided through FDS.

Beyond the cash grants and their impact on the health and education of the children, one of the threads that permeated practically all the stories of the SNPP leaders was the impact of training and continuing education on them as individuals and as leaders within their communities. Again and again, the nanays shared that participating in the

Family Development Sessions allowed them to learn important new skills on parenting, household management, and values formation, among many others. (Lopa Perez, et.al. 2020: 32)

The emergence of SNPP is a crucial development in 4Ps. SNPP was not only pivotal to the passage of the 4Ps Law; as an organization composed of and led by 4Ps beneficiaries themselves, SNPP consolidates the voice and representation of 4Ps beneficiaries. SNPP is also arguably living evidence that the 4Ps empowerment process works.

Synergizing NGO monitoring with policy advocacy of mass-based organizations could broaden civil society's contribution to the 4Ps program and lead to improved impact and sustainability.

Connecting i-Pantawid monitoring on the ground with the national level could ensure that national policy advocacy, including the passage of the 4Ps Law, is informed by a



Some members of the Samahan ng Nagkakaisang Pamilya ng Pantawid (Photo Source: SNPP Official Facebook Page)

systematic monitoring of a grassroots civil society organization on the ground and vice versa. It is interesting to note that no interaction took place between SNPP and i-Pantawid.

While the SNPP was being organized to advocate for the 4Ps Law starting in 2016, i-Pantawid was also ongoing. According to the 2020 SNPP monograph, SNPP activities are mainly focused on policy advocacy. During the pandemic, SNPP has been busy with relief operations and tackling issues that are critical of the current government (e.g., the drug war). CCAGG has been known to pioneer civil society monitoring; i-Pantawid re-demonstrates that strength of CCAGG. Complementing the strengths of these two formations in 4Ps could make a lot of difference, not only in 4Ps but also in making social protection programs in the country more responsive and accountable.

Our research on vertically-integrated social accountability initiatives (Fox and Aceron 2016; Aceron 2018) noted the common disconnect between local or regional monitoring and national policy advocacy. It is rare for organizations to do both monitoring and advocacy. An organization may undertake either monitoring or advocacy depending on the organization's type or nature.

One explanation is the differences in

repertoire of skills and actions needed for either monitoring or advocacy. Yet, this is precisely how the synergy of monitoring and advocacy can enhance the power of citizen action for accountability. Enabling synergy necessitates the creation of coalitions among different types of civil society organizations, as it makes social accountability initiatives more effective in engaging the different levels and facets of governance from policy-making to implementation. For instance, SNPP's policy advocacy at the national level could benefit from the findings of systematic monitoring of i-Pantawid. Similarly, the expansion and sustainability of i-Pantawid's monitoring could be backed up by SNPP advocacy.

Recap

The relative success of CCAGG's monitoring of 4Ps provides good insights and lessons for the designing, financing and scaling of social accountability initiatives.

- International donor organizations can work to extend the reach of already-existing, locally-grounded civil society organizations, instead of supporting top-down external interventions.
- Scaling up a successful local social accountability initiative could pose trade-offs. On the one hand, scaling could mean more resources and greater clout for local civic organizations. On the other hand,

the independent agenda of local civic organizations can be compromised to accommodate inputs from national and international players.

- In spite of the citizen monitoring's consistently positive evaluation results, neither international donors nor the national government sustained or scaled up support for i-Pantawid, which calls for a critical reflection on the basis of decision-making by the donor community.
- To sustain effective citizen engagement in government programs, the support for collective citizen action for accountability that utilizes multi-level and multi-faceted approaches, including community leadership training, must be sustained.
- While coordinated, regionwide citizen monitoring did not continue after i-Pantawid, a substantial number of independent citizen participation efforts are proving more sustainable beyond the project life of 4Ps at the local government level.
- While there were problems encountered in sustaining i-Pantawid, the citizen engagement features of 4Ps continue to function and improve, though with limited perceived effectiveness.
- The emergence of a national people's organization of i-Pantawid members was significant in consolidating citizen voice in 4Ps, which indicate that 4Ps has created a conducive environment

for independent citizen organizing to happen.

- Synergizing NGO monitoring with policy advocacy of mass-based organizations could broaden civil society's contribution to the 4Ps program and lead to improved impact and sustainability

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ANNEX 1: Beneficiary Monitoring No. 3 (BM#3)



Form BM 3. Ang Inaasahang Tulong
(Self-Monitoring of Expected Cash Grant)

MONTH 1

Barangay:	City/Municipality:
Pangalan ng 4P's Member (Name of Member):	Household No.:
Pangalan at lagda ng PL na nakatoka sa form na ito (Name and signature of PL in-charge of this Form):	Buwan na Sakop (Months covered):

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Age: _____ Grade Level: _____	Age: _____ Grade Level: _____	Age: _____ Grade Level: _____																																																																																																																																																																								
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Name of Child: _____ Age: _____ <i>Petsa noong Tinimbang ang Bata</i> (date when the child was weighed in): _____ <i>Timbang (Weight):</i> _____	Name of Child: _____ Age: _____ <i>Petsa noong Tinimbang ang Bata</i> (date when the child was weighed in): _____ <i>Timbang (Weight):</i> _____	Name of Child: _____ Age: _____ <i>Petsa noong Tinimbang ang Bata</i> (date when the child was weighed in): _____ <i>Timbang (Weight):</i> _____
<p><i>Family Development Session</i></p> <p>Date Attended: _____ Topic: _____ Facilitator: _____</p> <p>Please shade one: <input type="radio"/> Compliant <input type="radio"/> Non Compliant</p> <p>Amount Expected: Php500.00 <input type="radio"/> Php0.00 <input type="radio"/></p>		

<i>Buong Halaga</i> (Total amount expected and actually received)	A. <i>Halaga sa unang buwan</i> (Amount in Month 1)	B. <i>Halaga sa ikadalawang buwan</i> (Amount in Month 2)	<i>Buong Halaga sa Loob ng Dalawang Buwan</i> (Total amount in 2 months)
<i>Magkano ang halagang inaasahan?</i> (How much amount is expected?)		XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX
<i>Magkano ang buong halagang natanggap?</i> (How much amount was received?)	----->		XXXXXXXXXXXXXXXXXXXX

Form BM 3. Ang Inaasahang Tulong
(Self-Monitoring of Expected Cash Grant)



MONTH 2

Barangay:	City/Municipality:
Pangalan ng 4P's Member (Name of member):	Household No.:
Pangalan at lagda ng PL na nakatoka sa form na ito (Name and signature of PL in-charge of the Form):	Buwan na Sakop (Month covered):

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<p><i>Family Development Session</i></p> <p>Date Attended: _____</p> <p>Topic: _____</p> <p>Facilitator: _____</p> <p>Please shade one:</p> <p><input type="radio"/> Compliant</p> <p><input type="radio"/> Non Compliant</p> <p>Amount Expected: Php500.00 <input type="radio"/></p> <p> Php0.00 <input type="radio"/></p>		

<i>Buong Halaga</i> (Total amount expected and actually received)	A. <i>Halaga sa unang buwan</i> (Amount in Month 1)	B. <i>Halaga sa ikadalawang buwan</i> (Amount in Month 2)	<i>Buong Halaga sa Loob ng Dalawang Buwan</i> (Total amount in 2 months)
<i>Magkano ang halagang inaasahan?</i> (How much amount is expected?)			
<i>Magkano ang buong halagang natanggap?</i> -----> (How much amount was received?)			

ANNEX 2: Samples of Third Party Monitoring Forms

Form TPM 2. Checklist of Compliance with Conditionalities

Objective: Independently establish (through a 3rd party) baseline levels of compliance, and determine where compliance is difficult.

Responsibility for filling out: Assigned local CSO staff.

Data source & when to fill out: Individual PLs attending the e-FDS for Batch 1 LGUs during 1st Month of iPantawid. Other beneficiaries (20% of total no. of 4Ps beneficiaries per PL group) will be included during the 1st Month of iPantawid during eFDS cascading for Batches 2 & 3 LGUs (please see schedule matrix).

Submit to: i-Pantawid M&E Officer

Barangay:	City/Municipality:	Province:
Name of PL (data source):	Date prepared:	
Name & signature of CSO staff in charge of this form:		

No.	Program Conditionalities	Applicable to household? (yes or no)	If applicable, complied? (yes or no)	If applicable and not complied, why? (brief reason; bullet form)
Health and Nutrition				
Pregnant household member				
1	Visit local health center to avail of pre-natal care			▪
2	Avail of appropriate delivery services from skilled health professional			▪
3	Avail of at least 1 post-natal care within 8 weeks after childbirth			▪
Children 0-5 years old				
4	Visit health center to avail of immunization			▪
5	Monthly weight monitoring and nutrition counseling for children aged 0-2 years old			▪
6	Once every two months weight monitoring for 25-73 months (>2-8 years) old			▪
7	Management of childhood diseases for sick children			▪
8	Receive de-worming pills twice each year			▪
Education				
Children 3-5 years old				
9	Enroll in day-care or pre-school program and maintain minimum attendance of 85% a month			▪
Children 6-18 years old				
10	Enroll in elementary and secondary school and maintain min. attendance of 85% a month			▪
Family Development Sessions (FDS)				
Parents or Guardians				
11	Attend FDS at least once/month			▪
12	Attend Responsible Parenthood and Family Counseling Sessions			▪
13	Participate in community activities, promote and strengthen implementation of <i>Pantawidamilya</i>			▪

Form TPM 10. Grievance Handling Scorecard

Objective: To establish baseline information and provide an independent assessment of beneficiary satisfaction on the Pantawid's grievance and handling mechanism
Responsibility for filling out: Assigned local CSO staff.
Data source & when to fill out: All beneficiaries attending the e-FDS (one rating per group) for Batch 1 LGUs on the 1st Month of iPantawid. For Batches 2 & 3 LGUs, this will be filled out on the 2nd, 8th and 14th Months of iPantawid (please see schedule matrix).
Submit to: i-Pantawid M&E Officer

Barangay:	City/Municipality:	Province:
Data source (check one): All beneficiaries		Date prepared:
Name & signature of CSO staff in charge of this form:		

[Encircle only one answer]

Criteria for Rating					Reasons for Rating (in bullet form)	Suggestions for Improvement (in bullet form)
	1	2	3	4		
1. Understandability of the entire grievance handling process	1	2	3	4	▪	▪
2. Convenience in raising questions/grievances/complaints	1	2	3	4	▪	▪
3. Confidentiality of Grievance Handling Mechanism	1	2	3	4	▪	▪
4. Timeliness of feedback/response to questions/grievances/complaints	1	2	3	4	▪	▪
5. Satisfaction on the assistance of Municipal/City Link on grievance handling	1	2	3	4	▪	▪
6. Satisfaction with feedback/response (from CCT government officials) to questions/grievances/complaints	1	2	3	4	▪	▪
7. Overall satisfaction with 4Ps Program Grievance Handling Mechanism	1	2	3	4	▪	▪

ANNEX 3: Third Party Monitoring Forms for Health

Form TPM 5. Rural Health Unit Scorecard

Objective: To assess 4Ps beneficiaries' satisfaction with the specific health services and facilities of the Rural Health Unit as basis for engaging the health service providers.

Responsibility for filling out: Assigned local CSO staff.

Data source & when to fill out: All beneficiaries attending the e-FDS (one rating per group) for Batch 1 LGUs on the 8th Month of iPantawid, and Health Service Provider (1 rating). For Batches 2 & 3 LGUs, this will be filled up by all beneficiaries (1 rating per group), and the Rural Health Service Provider (1 rating) on the 3rd, 8th and 15th Months of iPantawid (please see schedule matrix).

Submit to: i-Pantawid M&E Officer

Barangay:	City/Municipality:	Province:
Data source (check one): All beneficiaries		Date prepared:
Name & signature of CSO staff in charge of this form:		

[Encircle only one answer.]

Areas to be Rated					Reasons for Rating (in bullet form)	Suggested Improvements (in bullet form)
	1	2	3	4		
1. Availability of doctor/s - Information of schedules	1	2	3	4	▪	▪
2. Availability of nurse/s	1	2	3	4	▪	▪
3. Staff behavior/attitude	1	2	3	4	▪	▪
4. Availability of immunization - Information of schedules	1	2	3	4	▪	▪
5. Availability and adequacy of basic medicines	1	2	3	4	▪	▪
6. Availability of basic laboratory test/s - Urinalysis - Fecalalysis - Sputum Test	1	2	3	4	▪	▪
7. Availability and condition of birthing facilities - Midwife/s - Emergency vehicle - Room beds	1	2	3	4	▪	▪
8. Condition of waiting area/s	1	2	3	4	▪	▪
9. Condition of comfort room/s	1	2	3	4	▪	▪
10. Availability of facilities for PWD - Ramp	1	2	3	4	▪	▪
11. Overall RHU services	1	2	3	4	▪	▪

Form TPM 6. Barangay Health Station Services Checklist and Scorecard

Objective: To assess 4Ps beneficiaries' satisfaction with the specific health services and facilities of the Barangay Health Station as basis for engaging the barangay health service providers.

Responsibility for filling out: Parent Leader. If there is more than one PL, the PLs can fill out this form as a group.

Data source & when to fill out: All beneficiaries attending the e-FDS (one rating per group) and the Barangay Health Service Provider (1 rating) for Batch 1 LGUs on the 8th Month of iPantawid. For Batches 2 & 3 LGUs, this will be filled out by all beneficiaries (1 rating per group) and the Barangay Health Service Provider (1 rating) on the 3rd, 8th and 15th Months of iPantawid.

Submit to: i-Pantawid M&E Officer.

Barangay:	City/Municipality:	Province:
Data source (check one): All beneficiaries		Date prepared:
Name & signature of CSO staff in charge of this form:		

1. Name of Barangay Health Station:		
2. Mayroon bang gumagana na mga sumusunod na kagamitan? (markahan ng ✓)		
a. Sphygmomanometer	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
b. Weighing scale for adults	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
c. Weighing scale for infants	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
d. Height measuring equipment	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
e. Others - please specify:		
_____	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
_____	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala
_____	<input type="checkbox"/> Mayroon	<input type="checkbox"/> Wala

[Encircle only one answer.]

Areas to be Rated	1 2 3 4				Reasons for Rating (in bullet form)	Suggested Improvements (in bullet form)
	1	2	3	4		
3. Availability of midwife/nurse	1	2	3	4	▪	▪
4. Staff behavior/attitude	1	2	3	4	▪	▪
5. Availability of functional equipment	1	2	3	4	▪	▪
6. Availability of immunization - Information of schedules	1	2	3	4	▪	▪
7. Availability and adequacy of basic medicines	1	2	3	4	▪	▪
8. Availability of Pre-natal and Post-natal care/services	1	2	3	4	▪	▪
9. Condition of waiting area/s	1	2	3	4	▪	▪
10. Condition of comfort room/s	1	2	3	4	▪	▪
11. Adequacy of verification process by the BHS personnel on health compliance of the 4Ps beneficiaries	1	2	3	4	▪	▪
12. Overall BHS services	1	2	3	4	▪	▪

ANNEX 4: Third-Party Monitoring Form for Education

Form TPM 8. Education Services Scorecard

Objective: To assess 4Ps beneficiaries' satisfaction with the specific education services and facilities as basis for engaging the education service providers.

Responsibility for filling out: Assigned local CSO staff.

Data source & when to fill out: All beneficiaries attending the e-FDS (one rating per group) and the Education Service Provider (1 rating) for Batch 1 LGUs on the 10th month of iPantawid. For Batches 2 & 3 LGUs, this will be filled up by all beneficiaries attending the e-FDS (one rating per group) and the Education Service Provider (1 rating) on the 3rd, 10th and 16th Months of iPantawid (please see schedule matrix).

Submit to: i-Pantawid M&E Officer

Barangay:	City/Municipality:	Province:
Type of Facility: (check one) <input type="checkbox"/> Day care <input type="checkbox"/> Elementary <input type="checkbox"/> High School		
Data source (check one): All beneficiaries		Date prepared:
Name & signature of CSO staff in charge of this form:		

[Encircle only one answer.]

Areas to be Rated					Reasons for Rating (in bullet form)	Suggested Improvements (in bullet form)
	1	2	3	4		
1. School fees/contributions (Miscellaneous)	1	2	3	4	▪	▪
2. Treatment of students (Teacher-Student relationship)	1	2	3	4	▪	▪
3. Accessibility of teacher (Teacher-Parents relationship)	1	2	3	4	▪	▪
4. Availability of functional basic facilities (table, chair, electric fans, etc.)	1	2	3	4	▪	▪
5. Availability of textbooks/children's books	1	2	3	4	▪	▪
6. Availability of functional learning laboratory facilities - Computers - Audio visual equipment (TV, DVD player, etc.)	1	2	3	4	▪	▪
7. Availability of First Aid Medicines and Medical Personnel	1	2	3	4	▪	▪
8. Functional amenities (drinking water, toilets, water for toilets, electricity)	1	2	3	4	▪	▪
9. Availability of school canteen	1	2	3	4	▪	▪
10. Availability of healthy food in the school canteen	1	2	3	4	▪	▪
11. Adequacy of school rooms	1	2	3	4	▪	▪

12. Safety of the students - Presence of security personnel - Presence of security fences	1	2	3	4	▪	▪
13. Adequacy of verification process by the school teachers on education compliance by the 4Ps beneficiaries	1	2	3	4	▪	▪
14. Overall school services and facilities	1	2	3	4	▪	▪