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The first Social Protection and Labor (SPL) Programmatic Analytical and Advisory Assistance (PAAA) in FY2012-14 successfully solidified the Bank’s role as the Government’s partner of choice in delivering high quality technical assistance and advice related to the strengthening of the Government’s flagship programs, such as the Pantawid Pamilya Conditional Cash Transfer Program, as well as to the policy and institutional capacity development aimed at efficient and effective delivery of public programs to the population. The technical assistance provided by the Bank has contributed significantly to the transformation of social protection in the Philippines.

Building on the achievements and the momentum of that first programmatic engagement, this second phase of assistance to the Department of Social Welfare and Development continued the support to (i) fine-tune the implementation of the Conditional Cash Transfer (CCT) program, the Pantawid Pamilyang Pilipino Program (Pantawid Pamilya), and Government’s household targeting system, the Listahanan, and (ii) broaden the knowledge base to inform advancements in the Philippine’s overall social protection system.

The assistance was provided through the second SPL PAAA that was implemented over FY2014-17. The activities were significantly supported through a trust fund resources provided by the Australian DFAT. This technical assistance program has contributed to the refinement of several key implementation aspects of the Pantawid Pamilya CCT and the national household targeting system, Listahanan. The CCT coverage was expanded from 3.8 million beneficiary households in December 2013 to 4.4 million in December 2015, accompanied by an expansion to cover older children (15-18 years old) beyond the original eligibility of 0-14 years old. By the end of 2015, the CCT coverage reached 100% of households with children identified as poor by Listahanan. The Impact Evaluation conducted under this TA, as well as a Benefit Incidence Analysis using household survey data showed that the CCT program is performing very well in delivering on its objectives. The heightened attention received by the CCT program over these years from program beneficiaries, partners, legislators, and observers has not only led to enhancements in the program’s grievance redress mechanism but also to more and better articulation of evidence of the program’s impacts. 2015 marks the first update of the Listahanan since it was first done in the Philippines over 2007-2010. Overall, this program has contributed strongly to the client’s successful achievement of remarkable results in implementing the CCT program and in establishing and operating one of the most comprehensive national household targeting systems in the world.

1 This report was prepared by Rashiel Velarde, Economist, and Pablo Acosta, Senior Economist, both from the Social Protection & Labor Global Practice. It reflects the outputs and results achieved by the programmatic analytical and advisory activities delivered by the Social Protection & Labor Team of the World Bank Manila Office, which comprised of WB Staff and Consultants listed in Appendix 1.
I. BACKGROUND

The Government of the Philippines has made significant progress in developing its social protection sector over the last 10 years, which has been one of its main strategies to address poverty and vulnerability. The most notable developments had been the introduction of a national household targeting system (more popularly known as Listahanan), a conditional cash transfer (CCT) program, and the universal health care (UHC) program that reaches out to the poorest Filipino families, i.e., those who belong to the bottom 40 percent as identified in the Listahanan.

The flagship social protection program is the Pantawid Pamilyang Pilipino Program, a CCT program. It was introduced to support poor families’ investment in health and education of children 0-14 and to alleviate their poverty. It has rapidly grown from 360,000 beneficiary households at the time it was launched in 2008 to 3.8 million poor households in 2013. By then, the Pantawid has become the world’s third largest CCT program – covering nearly 20 million people or 75% of the poor population and with a budget that reached 0.4% of GDP. Free health insurance and access to primary health care has been extended to all the Pantawid beneficiaries, as well as to other families that belonged to the bottom 40 percent of the population, as part of the UHC program. Both the Pantawid and UHC programs benefited from the Listahanan that was established in 2009. The Listahanan contains information of 11 million households nationwide (about 60 percent of the population), of which 5.2 million households were classified as “poor” and prioritized for various Government assistance programs.

The World Bank, jointly with Australian Aid (DFAT), first supported the Government’s ambitious social protection agenda through a series of discrete technical assistance grants from 2006 through 2010. This was followed by the first Social Protection Programmatic AAA (SP PAAA) that covered FY2010-FY2013. The Bank’s assistance throughout this foundational period for the Philippine SP system has been instrumental, particularly in the areas of poverty targeting, CCT implementation and monitoring, and rigorous analytical work to inform the broader policy dialogue on social safety nets and poverty reduction.2

The second SPL PAAA built on the results achieved in the first seven years of close collaboration with DSWD and DFAT. It sought to continue the technical support and advice to the Government in further strengthening its flagship SP programs while at the same time open new areas of engagement beyond social assistance and targeting. While the foundational management information systems and procedures had already been established and functioning in support of Listahanan and the world’s third largest CCT program, the Pantawid Pamilya, to deliver on their respective objectives, DSWD was keen to ensure that these systems continued to be strengthened and primed to meet evolving demands. The Government remained keen on learning more about how to make its CCT program more effective using rigorous evaluations and in-depth process assessments to inform necessary recalibration of the current program design and implementation. In

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2 The achievements from the first SP PAAA (P118853) is summarized in the Completion Report in June 2015 (http://imagebank.worldbank.org/servlet/WDSContentServer/IW3P/IB/2015/07/29/090224b083032f5f/1_0/Rendered/PDF/Philippines0000nd0completion0report.pdf).
addition, attention to other components of the social protection system was just as important. Thus, the second phase of technical assistance was designed to continuously provide high quality technical support to DSWD in its efforts to enhance the design of the CCT program and Listahanan and strengthen their operation systems and business processes. Also, the TA was designed to open the dialog in insurance/pensions and to further Bank engagement in the labor, skills, and jobs agenda.

Relevance of the Program

This program was aligned well with the World Bank Group (WBG) twin goals of poverty reduction and shared prosperity. It directly contributed to the achievement of the objectives of the World Bank’s Country Partnership Strategy for the Philippines, specifically in Engagement Area 2: Empowering the Poor and Vulnerable. Besides contributing to the achievement of better health and education outcomes for poor children, it also informed and assisted DSWD and other policy making agencies in efforts to improve program’s performance by taking actions to continuously improve its implementation. More importantly, the PAAA was focused on strengthening the social protection as a whole - SP played an important role in the Philippine Government’s overall strategy to reduce poverty and boost shared prosperity.

With its long and excellent tradition and track record in social protection, the WBG was uniquely positioned to conduct this PAAA. The program was a continuation of technical assistance which laid the foundations for the core safety net program, and continued to guide the dynamic evolution of the social protection system.

II. OBJECTIVES AND INTENDED RESULTS

The SP&L PAAA primarily benefited the Department and Social Welfare and Development (DSWD), the main implementing agency for the CCT program and targeting system. It also benefited other government agencies involved in SP, such as the State Social Security System (SSS), the Department of Labor and Employment (DOLE), NEDA, DBM and others.

Specifically, the Concept Note (CN) for the SP&L PAAA articulated the following objectives:

(i) **Assist DSWD sustain the role of the CCT program as a well-established and implemented backbone of the SSN in the Philippines.** This will be achieved by further strengthening of the CCT operations and management, including identification of beneficiaries, eligibility and compliance verification, grievance and redress and payment delivery, MIS integration, monitoring and evaluation capacity and expansion to cover poor children in secondary education.

(ii) **Advance the implementation of the Government’s convergence agenda by broadening and deepening the knowledge base for overall social protection policy dialog** to include social security and labor market policies.

In doing so, the program committed to contribute to achieving the following outcomes:
<table>
<thead>
<tr>
<th>Intermediate outcome</th>
<th>Indicators</th>
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<tr>
<td>1. Policy/strategy informed</td>
<td>Government policy/strategy informed, Public debate stimulated/initiated, Bank country strategy informed</td>
</tr>
<tr>
<td>2. Client capacity increased</td>
<td>Design capacity strengthened, Implementation capacity strengthened, Monitoring &amp; Evaluation capacity increased</td>
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<tr>
<td>3. Knowledge deepened</td>
<td>Facilitated exchange of best practice w/ clients</td>
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</tbody>
</table>

To deliver on this ambitious program, a combination of just-in-time technical assistance on the daily operation and troubleshooting of DSWD programs, discrete analytical products, and capacity building workshops was designed over a 3-year period (FY14-FY16) to benefit mainly DSWD management and technical staff. All activities in the programs have been discussed and agreed on with the counterparts in DSWD and in consultations with DFAT staff.

III. SUBTASK: CCT BUSINESS PROCESSES, GRIEVANCE REDRESS SYSTEM, AND MANAGEMENT INFORMATION SYSTEM (P150519)

This subtask assessed existing system requirements and the necessary enhancements to significantly improve the efficiency of the CCT program implementation. Specifically, it assessed the following: (i) business process related to the CCT payment, and Grievance Redress System (GRS); and (ii) the automated integration of the various components of the CCT Management Information System (MIS) architecture. This subtask also supported training of CCT field implementers (Municipal Links and Grievance Officers) to help them perform more effectively and help resolve issues expeditiously. Assistance in developing and rolling out a campaign was also extended to increase awareness of the general public on the GRS process. This task was created at Mid-Term implementation, merging from other existing subtasks (P150519, P150224, P150518, P150529, P150531, and P150533). Specific activities under this sub-task are as follows:

**GRS and overall CCT MIS (originally 150519):** The TA was intended to improve the GRS processes of the CCT for faster processing of complaints, and improve its MIS application and integration with the rest of the CCT program delivery and information systems through a thorough Business Process Review by a highly specialized firm (PriceWaterhouseCoopers). The activity focused particularly on: (i) reviewing the business process related to the CCT’s GRS and its automated integration with other relevant business processes such as Compliance Verification System (CVS) and processing of retroactive payments; (ii) enhancing capacity of program front liners such as the Municipal Links and Grievance Officers to processes grievance reports more effectively; and (iii) assessing other CCT business processes, their automation, and related data management.
Main outputs for this sub-task included technical reports on the CCT (Business Process Review), GRS (IT and Business Processes), and consultations with relevant DSWD project implementers, and trainings.

**Strengthening of the CCT payment method (originally P150224):** DSWD has diversified payment delivery modes in order to reduce transportation costs, and travel and waiting time borne by CCT beneficiaries when claiming grants. Beneficiaries collect grants either through Land Bank of the Philippines (LBP)-issued Cash Cards, LBP over-the-counter (OTC) payments, or through LBP conduits (G-Cash, Rural Banks, etc.). This activity intended to examine the efficiency of the payment processes, focusing on the impacts of the diversification of payment delivery modes on program beneficiaries’ access to payments, transaction costs, and accountability mechanisms associated with delivering grants. Global good practice examples and technical advice on how to further improve and strengthen the CCT payment system will be provided. As agreed with DSWD, this activity focused on assessing current payment modes and payment procedures/timelines of the Pantawid Pamilya and providing concrete recommendations from the perspective of payment solutions, financial management, and financial inclusion. It sought to address two research question defined jointly by WB and DSWD teams: (1) how to increase electronic solutions (i.e., reduce manual transactions like OTC), and (2) how to make financial processes and timelines more efficient and streamlined. It was intended that the outputs and the close technical advice with the client will result in faster release of CCT cash grants to beneficiaries that minimizes governance risks and transaction costs both to program implementers and beneficiaries.

**Spatial Differences in CCT Implementation (originally P150518):** CCT implementation follows a standard set of processes and procedures that applies to all program areas. However, program monitoring data show regional variations in implementation and performance. The National Capital Region, which is highly urbanized and has the lowest poverty rate in the country, and the Autonomous Region of Muslim Mindanao (ARMM), which is predominantly rural and has the highest poverty rate in the country, stand out as poor performers in program outcome indicators. To understand what drives these results, this activity examined conditions, factors, and dynamics that affect the CCT implementation in these areas. A process and risk mapping review assessed how the program was implemented at each step of the program cycle using available administrative and survey data. Other factors that may be beyond the control of the CCT operational processes but affect service delivery were also explored, such as socio-cultural dynamics. This activity delivered a technical note on spatial differences in the CCT implementation, which was thoroughly discussed with the client. It was intended that these outputs will contribute to improving the CCT implementation in underperforming localities.

**Enhancing activation and transition from the CCT program opportunities (P150529):** The Government strategy to poverty reduction combines social assistance with a range of programs aimed at human capita development and the enhancement of employment opportunities to help poor and vulnerable households exit poverty on a sustainable basis. The Sustainable Livelihood Program (SLP) is a community-based capacity building program of the DSWD that seeks to improve economic sufficiency of its target participants through microenterprise development (Track 1) and employment facilitation (Track 2). The
program started in 2011 and was developed as a graduation program for beneficiaries of the CCT Program. In 2015, the program has benefited over 1 million individuals from CCT households. This activity examined the SLP as the DSWD’s existing activation, transition, livelihood program. In particular, it reviewed the business processes of the SLP with a view to increasing the effectiveness and efficiency of its implementation and help it achieve its desired result of improving the economic well-being of program participants. The study intended to provide the SLP Program Management Office (PMO) with fresh perspectives on how the program can be further developed to serve its objectives.

**Capacity building for the social protection policy and system development (P150531):** This task supported the first ever WB SPL core course in a given country. This activity was designed to provide training that is customized to the local requirements of the Philippine Social Protection System by experts on social protection system development and implementation. The SPL core course curricula was patterned after the World Bank Social Protection courses. The course was intended to keep policy-makers and practitioners abreast with the latest knowledge and global good practice in the development and implementation of the social protection systems and their implementation. This highly innovative approach was designed to provide counterparts with a solid understanding of the basics of social insurance, social safety nets, labor market and skills, and social protection (SP) systems. At the same time, the course addressed specific issues of program design and implementation that applies in the Philippine context. Over seventy participants comprising policy makers, analysts and technical staff from thirteen Philippine government agencies participated in the course, including staff from DSWD, the Social Security Institute, Department of Labor and Employment (DOLE), National Economic Development Authority (NEDA), and Department of Finance (DoF). Representatives of UNICEF, ILO and Australian DFAT attended as well.

**Social Protection Benefit Incidence Analysis (P150533):** The objective of this activity was to enrich evidence base for the policy dialogue on the CCT Program and complement results of the CCT impact evaluation. Using the latest national household surveys (FIES 2012, APIS 2013), a benefit-incidence analysis of the CCT program will be undertaken to assess the performance of the CCT program in terms of targeting efficiency, benefit adequacy, and its poverty impact. The main output was a policy note that was used by the Bank and DSWD in its policy dialogs with legislators, partner agencies in the CCT program, and other stakeholders, with results presented at several conferences and quoted in the press.

IV. OUTPUTS AND RESULTS ACHIEVED

The SPL PAAA, and this particular subtask, has successfully contributed in informing policy and operational decisions of the Government in the continuous enhancement of its core social protection instruments. The dialog around social protection had been informed by high quality analytical products from this PAAA on topics related to social assistance design (specifically on the CCT and SLP).

The Program has also maintained cultivating a culture evidence using M&E systems and enhancing local capacity. Systematic monitoring and evaluation is not inherent in
Government, and less so in agencies deluded with program implementation. However, in the same vein, investing in M&E systems and the capacity of its workforce in systematic monitoring is so much more important to enhance their effectiveness in implementing large programs. This second phase of assistance allowed for continuing hand-holding with DSWD to build staff capacity and appreciation in using M&E tools to improve their effectiveness in implementing programs.

The GRS Assessment reports served as basis for DSWD to finalize changes in the GRS procedures and timelines in responding to grievances. The GRS Assessment Report was presented to DSWD in a workshop on November 10-12, 2014 in Manila. Specifically, the report recommended redefining grievance typologies, enhanced GRS flowchart (with clear accountability, feasible timeline and resolution indicators), simplified and localized grievance uptake form, and decentralized strategy of grievance handing to provide immediate advice to beneficiaries on queries regarding updates, compliance and payment concerns. The PAAA provided financial and technical capacity to disseminate the results of the assessment and to ensure continuous, efficient and effective implementation of GRS operations.

A business process review of the CCT’s MIS led to a larger, more in-depth review of the business process of Pantawid Pamilya. This study found that the CCT as a program is able to accomplish its objectives by effectively reaching out to more than 4.4 million beneficiaries. This means that the right beneficiaries are able to receive the appropriate grants according to their degree of compliance with program conditionalities, and that process controls are in place to ensure this. The report found that it still has significant room for improvement in terms of enhancing controls and in ensuring data integrity and accuracy. The report observed that the key vulnerabilities of the program relate to the multiple manual conduct of tasks across the Pantawid processes coupled with its unintegrated information systems. Furthermore, the inflexibility of the current information systems paired with the regular changes being made in the processes and policies make it difficult for the systems and processes to fully synchronize and nimbly adapt to any changes in direction. It therefore recommended to further automate processes and integrate information systems. This entails improving the Pantawid’s technological infrastructure, with primary focus on upgrading its database. This upgrade would reduce bottlenecks experienced in data processing, promote efficient processing, and strengthen internal controls. Implementing IT service management practices will also help in ensuring that the Pantawid’s information systems will become more responsive to the changing needs of the program. These findings were discussed in depth with new authorities at DSWD, which are now taking action for its implementation.

Findings from the assessment of the CCT payment system resulted in operational changes in the payment procedures of the CCT program not only to improve speed of delivering cash grants to beneficiaries but also to facilitate faster liquidation. This task was completed in December 2015 with the delivery of a Technical Note on the findings and detailed operational recommendations to strengthen the CCT Payment System and a Social Protection Policy Note that summarizes the findings of the Technical Note. Under the guidance of DSWD’s appointed focal, in the person of the Undersecretary for Finance, several consultations were with partner agencies Land Bank of the Philippines (LBP) and
the Commissions on Audit (COA), as well as a series of consultations and presentations with relevant units in DSWD at the central and field offices. The assessment mapped the business process flow of the CCT program’s Payment System, identified its strong points, and also highlighted several bottlenecks in the current procedures which ultimately resulted in delays or miscomputations of CCT grants received by beneficiaries, delays in liquidating cash, and adverse audit observations by the COA. Among others, the review recommended to discontinue the use of an Acknowledgement Receipt and replace it with payroll lists. This step is a low hanging fruit and can shorten payment liquidation by LBP and it conduits who deliver grants to beneficiaries by up to 10 days. The review also recommended to pilot three payment improvement options: (i) expanding cash withdrawal network via POS terminals, (ii) linking to existing accounts (or new accounts) at financial institutions (conduits), and (iii) Direct deposit through PhilPaSS Remit. DSWD new authorities, in collaboration with LBP, are already moving forward with some of key recommendations. The SPL team in Manila worked with local and international Bank staff in the Finance and Markets Global Practice (GFMDR) and hired local consultants to complement the task team. Internally to the Bank, this TA resulted in deeper collaboration between the SPL and F&M Global Practices to meet client demand and deliver quality output and expert advice to the client.

The review on spatial differences in the CCT implementation helped uncover implementation blocks on the ground. The “Comparative Study of Regional Differences in Pantawid Pamilyang Pilipino Program Implementation” was completed in October 2016 and presented to DSWD technical staff in September 2015. The qualitative study aimed to uncover factors that affect high compliance rate in some regions (e.g., Ilocos Region and CARAGA, which are the 2 regions with the highest average compliance rate on education and health) and what hinders success in other regions (e.g., NCR and ARMM, which are the poorest performers in complying with education and health conditions). The study pointed to the following as factors that drive compliance in high-performing areas: knowledge and proactivity of program implementers on the ground especially the Municipal Links; beneficiaries understanding of the program and their responsibilities; active engagement of the local government units and partners in the Departments of Education and Health; and accessibility and adequacy of supply services. The study pointed out that mainly the opposite are factors at play in low-performing areas. The study confirmed that opportunity costs and conflict affected low compliance in NCR and ARMM, respectively. In addition, due to local norms and political and geographic challenges in ARMM, the study found deviations in program implementation and monitoring in the region. Findings of the study is hoped to feed into further operational refinements of the CCT program to better serve low-performing areas. Beyond learning about what works and what did not in program areas, the study provided opportunity for DSWD technical staff to apply acquired knowledge in program monitoring. Under the guidance of the Bank team, DSWD led the conduct of the study, provided administrative data and orientation about the CCT program to the study team. DSWD technical staff prepared the TOR, proposed the study methodology, selected study areas, and monitored the study closely. Throughout the process, available program data was used to validate the study’s preliminary findings, confirm hypotheses of reasons for low or high compliance, and implications on potential adjustments to the program.
Findings from the assessment of the SLP design and implementation open opportunities for the Bank’s increased engagement in SLP of the DSWD as well as its partner agencies. The “Business Process Review of the Sustainable Livelihood Program” was presented to counterparts in DSWD and completed in September 2015 with their feedback and inputs. The review highlighted a number of design and implementation challenges of the program that need to be strengthened as well as processes that need to be formalized and systematized. There is significant scope for improvement in the design and implementation of the SLP. While there may be several areas to focus on, the assessment pointed to four priority areas of assistance: (i) improving selection of program areas; (ii) intensifying social preparation; (iii) strengthening capacity of ground implementers; and (iv) improving effectiveness of field management systems. The Bank’s continued involvement in these areas will also naturally increase the SLP PMO’s capacity to implement and monitor the program. In addition, this open opportunities for DSWD and the Bank to partner more formally on the SLP work with relevant government agencies including Technical Education and Skills Development Authority (TESDA), Department of Labor and Employment (DOLE), and Department of Trade and Industry (DTI) to determine medium- to long-term strategic directions for the SLP and priority livelihood sectors and support at the local level.

The benefit-incidence analysis of the Pantawid Pamilya has been useful in gaining support to continue the program. This task was completed in October 2015 with the public release of the print-version of the Social Protection Policy Note No. 8. Prior to the release of the publication, results of the analyses have already been presented at various public fora, first in November 2015 in Manila at the launch of the CCT’s second impact evaluation results. This was followed by presentations to the National Advisory Committee (NAC) of the Pantawid Pamilya Program in December 2015, the National Independent Advisory and Monitoring Committee (NIAMC) of the Pantawid Pamilya Program in February 2016, and Monitoring and Evaluations (M&E) Officers and field office staff of DSWD in various occasions. Evidence from the two rounds of rigorous impact evaluations of the CCT already show the program has proved successful in improving health and educational outcomes of children. However, given how much resources the CCT has received, there is always pressure to show that the program has in fact reached poor households and made a dent on overall poverty. Evidence from this report showed that despite the program’s fast expansion, it has remained as one of the best targeted CCT programs in the world – with 82% of beneficiaries belonging to the bottom 40% – and a cost-effective means of delivering assistance to the poor. The analysis also found that, while the cash assistance from the CCT has declined significantly in real terms and represents only 11.6% of the incomes of beneficiaries in the bottom 20%, it reduced income poverty among beneficiaries by 7.4 percentage points and nationally by 1.4 percentage points. The analysis also found that beneficiaries spend their CCT cash grants on basic commodities such as food, clothing, and school and medical expenses. These results were consistent with findings from the second impact evaluation of the CCT of improved schooling and medical attention to children of beneficiary households. The policy note recommended that for the CCT to maintain its poverty impacts, it needs to continuously use an objective and updated targeting system such as the Listahanan, keep a sound monitoring and evaluation system, and adjust the level of cash assistance to be provide adequate assistance to poorest families. DSWD was able to use the results of the BIA to secure the Department’s budget
for the CCT program in 2016 as well as DSWD’s Medium-term Expenditure Plan for 2016-2019 that includes continuation of the CCT program in the next 4 years. Results of the analysis was also used in preparing the Bank’s Second Social Welfare and Development Reform Project (SWDRP II, P153744), which was approved by the WB Board in November 2015 and became effective in June 2016. The analysis also enriched M&E Officers’ knowledge of existing tools that they can use in monitoring performance of DSWD programs on a more regular basis. During presentations, the Bank team went over the technical principles behind it as well as the use of new tools developed by the Bank (ADEPT) that are publicly accessible. The DSWD Policy Development and Planning Bureau (PDPB) has committed to include in their Capacity Building Plan for 2017 a more hands-on training on undertaking benefit-incidence analysis for technical staff in the field offices and produce in-house the next report for the CCT once the full 2015 FIES data becomes available.

Finally, the SPL core course has been a one-of-a-kind event, first time done in a single country. Using the conceptual framework presented in the course, participants teamed up to apply their learning and identify key issues in the areas of SP system, social safety nets, social security and labor markets in the Philippines and proposed strategic actions for short and long term implementation. The participants pointed out that these inputs will be used and further elaborated as the Philippines moves forward to update the Social Protection Operational Framework and prepare the SP strategy, as well as the new Philippine Development Plan.
APPENDIX: SUBTASK MAIN OUTPUTS
(Saved in WBDOCs)

1. GRS Enhancement Report – Business Process Review
2. GRS Enhancement Report – Information Technology
3. GRS Workshops Summary
4. Summary Note on Enhancement of GRS
5. Comprehensive Assessment and Benchmarking of the Pantawid Pamilya CCT
6. CCT Payment Note
7. CCT Comparative Study
8. SPL Core Course – Agenda
9. SPL Core Course – Summary Note
10. SLP Business Process Review
11. CCT Benefit Incidence Analysis Note