

# Extent of Implementation of Conditional Cash Transfer (CCT) Program in a Local Government Unit in Southern Philippines: Basis for Intervention Strategies

*Agregado James Ryan*<sup>1,\*</sup>, *Patalita Novelyn*<sup>1</sup>, *Sellar Elton June*<sup>1</sup>, and *Tenorio Christine*<sup>1</sup>

<sup>1</sup>Government Affairs Department, Bukidnon State University, Philippines

**Abstract.** This study focused on the extent of the Conditional Cash Transfer program implementation in a local government unit in Southern Philippines and the adherence of the Department of Social Welfare and Development (DSWD). The research examined how the agency and the personnel follow guidelines in beneficiary selection, compliance, monitoring, and feedback mechanisms. The study was anchored on Republic Act 11310, the Pantawid Pamilyang Pilipino Program (4Ps) Law, and its Implementing Rules and Regulations (IRR). The Data were collected through a self-made survey instrument focusing on the personnel of the 4Ps employees as the research participants. A quantitative research design was employed. The findings suggest that the program is well implemented. It may be that the DSWD personnel are adhering to the IRR of the 4Ps law. However, challenges were identified, including reliance on manual monitoring, inter-agency cooperation issues, and cultural, social, and educational factors affecting beneficiary compliance and data accuracy. Based on these findings, the researchers proposed intervention strategies to improve beneficiary lives and enhance program operations for DSWD personnel and 4Ps beneficiaries.

## 1 Introduction

In implementing the Pantawid Pamilyang Pilipino Program (4Ps), researchers identified that the DSWD still encounters challenges. According to the implementing agency, as of November 2023, there are 202 program beneficiaries. Some of these beneficiaries reside in remote areas, while others belong to a tribe that uses its tribal language as a communication medium. Due to this, it becomes a challenge for the personnel of DSWD to reach out and communicate effectively for some important announcements regarding certain activities required to stay in the program and track beneficiary records and information. This study determined the challenges encountered by the implementing personnel as the basis for intervention strategies to enhance program implementation. In the Philippine context, the 2023 – 2028 Philippine Development Plan (PDP) has laid out plans to address the poverty

---

\*Corresponding author : [2101104116@student.buksu.edu.ph](mailto:2101104116@student.buksu.edu.ph)

predicament. The latest poverty estimates show that the country’s gains in poverty reduction from 2015 to 2018 were partially reversed. The poverty incidence in 2021 increased to 18.1 percent, up from 16.7 percent in 2019, but remained lower than the 23.5 percent in 2015, largely due to the government cash transfers targeted to low-income households (National Economic and Development Authority, 2023).

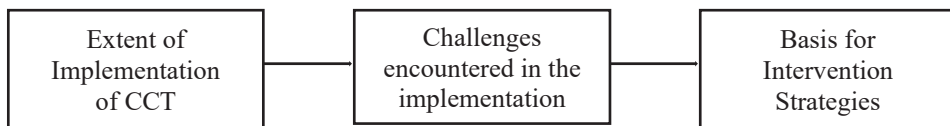
### 1.1 Statement of the Problem

1. What is the extent of implementation of the 4Ps in terms of;
  - 1.1. DSWD Personnel’s Role in Selection of Qualified Households
  - 1.2. DSWD Personnel’s Role in Case Management and Non-Compliance Conditions
  - 1.3. DSWD Personnel’s Role in Regular Planning, Monitoring, and Evaluation
  - 1.4. DSWD Personnel’s Role in Grievance Redress System
2. What challenges do the DSWD personnel encounter in implementing the 4Ps?
3. What strategies can be proposed to address the DSWD personnel's challenges?

### 1.2 Conceptual Framework

This study utilized two theoretical frameworks. John Locke and Jean-Jacques Rousseau’s Social Contract Theory and Peter Drucker’s Theory of Change (Muthle, 2021). According to Noida International University (2023), social contract theory is an agreement between the people and the government to achieve the greater good for everyone. It is understood as surrendering an individual’s rights to the government by honoring its authority and on the condition that the government supplements social security and welfare. This theory could be applied to the case of the Pantawid Pamilyang Pilipino Program (4Ps) since it illustrates a social contract in which the government (state) provides cash grants to households living in the poverty line to realize their essential needs.

According to Theory of Change Community (2023), it is an in-depth description and illustration of how and why a desired change is expected to occur in a particular scenario. It focuses on outlining or filling in activities or interventions that make up a program or change activity and how these contribute to achieving the intended results. This theory applies to the DSWD personnel as the program's lead implementors. It maps out how the program's financial assistance and conditions should reduce poverty for beneficiaries.



**Fig. 1.** Schematic Diagram of the Study

## 2 Research Methods

The study used quantitative research methods to gather data. It used a self-made research instrument anchored on the 4Ps law’s Implementing Rules and Regulations (IRR) to gather data from the Department of Social Welfare and Development—Office of the Pantawid Pamilyang Pilipino Program personnel. The responses of the research participants were analyzed to determine the extent of implementation.

## 2.1 Research Instruments

The study utilized a self-made research instrument to gather the necessary participant data. The researchers used primary and secondary data to answer the study's problems. The primary data were gathered through quantitative research instruments, and the secondary data were gathered from the DSWD records.

## 2.2 Data Gathering Procedure

The researchers secured a permit to conduct the study from the Dean of the College of Public Administration and Governance (CPAG), the Chairperson of the Government Affairs Department of Bukidnon State University, and the Head of DSWD. Before they gathered the necessary information, the researchers provided a letter of informed consent. The data acquired were calculated, analyzed, and interpreted with fairness, careful judgment, and without bias.

## 3 Results and Discussion

### 3.1 Problem 1. The extent of implementation of the 4Ps

*Table 1. The total mean of the categories in Problem 1.*

Categories	Mean	Qualifying Statement
1.3. DSWD personnel's role in Case Management and Non-Compliance Conditions	4.84	Well-Implemented
1.2. DSWD personnel's role in Grievance Redress System	4.83	Well-Implemented
1.4. DSWD personnel's role in Regular Planning, Monitoring, and Evaluation.	4.78	Well-Implemented
1.1. DSWD personnel's role in the Selection of Qualified Households.	4.48	Well-Implemented
Overall Mean	4.73	Well-Implemented

The table above presents the mean of each category on problem 1 and the overall mean. According to the scoring matrix of this study, the extent of implementation and the role of the MSWD personnel fall under the well-implemented category. In a study by Lagdameo (2018), he argued that the program's effect of expanding the poor's human capability has implications not only in assessing the 4Ps itself but also in reorienting the program and improving its targeting and selection process.

### 3.2 Problem 2. The challenges encountered in implementing the 4Ps.

*Table 2. Challenges encountered by the DSWD Personnel in the implementation of the 4Ps.*

Indicators	Total No. of Responses	Percentage (%)	Rank
Reliance on manual enforcement through staff visits.	20	100%	1
Lack of cooperation between government agencies.	19	95%	2
Additional allocation of funds.	8	40%	3

As presented in the table above, reliance on manual enforcement through staff visits and lack of cooperation between government agencies are two of the most challenging aspects DSWD Personnel face. Of all the indicators, an additional allocation of funds got the lowest mean, less than half of the entire population’s response. This implies that although the resources may be limited, the budget may not be a major challenge for the DSWD personnel. Manual enforcement through staff visits becomes a challenge for DSWD Personnel. This may lead to errors and delays and hinder the program’s effectiveness. Furthermore, a lack of cooperation between government agencies may lead to inaccurate beneficiary information or ensure that beneficiaries receive all the services they’re entitled to according to the provisions of the 4Ps law.

### 3.3 Problem 3. Strategies to be proposed to address the challenges encountered.

*Table 3. DSWD Personnel's experiences of the obstacles encountered in implementing the program as a basis for intervention strategies.*

Indicators	Responses	Percentage (%)	Rank
Cultural, social, and educational factors hinder beneficiary compliance.	17	85%	1
Accuracy of up-to-date beneficiary data.	16	80%	2
Accurate utilization of the system in identifying households living in poverty.	10	50%	7

The table above presents the two major obstacles encountered by the DSWD personnel. Cultural, social, and educational factors hinder beneficiary compliance, which has the highest rank at 85%. This constitutes 17 responses from the population of 20. One of the causes of this obstacle is when the personnel cannot communicate well with beneficiaries through the tribal medium. Most DSWD personnel have little to no knowledge of how they would instruct the beneficiaries on the specific requirements to be submitted and how to accomplish them. This is due to a lack of proper education, which may result in a limited understanding of the program's goals and benefits and can lead to non-compliance. In connection with that, if beneficiaries cannot comply with the requirements and conditions set under the 4Ps law, it will lead to the 2<sup>nd</sup> ranked obstacle, the accuracy of up-to-date beneficiary data. According to Saavedra (2021), The Department of Social Welfare and Development (DSWD) in Central Visayas will delist Pantawid Pamilyang Pilipino Program (4Ps) beneficiaries not complying with requirements. This decision is based on the 4Ps law IRR - Rule 9, Section 20. Whether the beneficiaries lack understanding of the conditions or the lack of enforcement from the implementing personnel, the researcher's intervention is “Shared Accountability.” The beneficiary must strive to meet the requirements, but the DSWD personnel plays a crucial role in providing support and following proper procedures for them to comply.

## 4 Findings

Findings 1: The results indicate that the Pantawid Pamilyang Pilipino Program (4Ps) has been implemented with an adequate impact observed by the DSWD Personnel in terms of the Selection of Qualified Households, Case Management and Non-Compliance Conditions, Regular Planning, Monitoring, and Evaluation, and the Grievance Redress System.

Findings 2: However, the implementors have experienced challenges and obstacles. The researchers identified four (4) challenges faced by DSWD personnel. First, the reliance on manual enforcement of personnel. According to the respondents, it is time-consuming, logistically impractical, and expensive. This may make it difficult to verify beneficiaries' compliance or provide necessary support services. Second, the lack of cooperation between government agencies may lead to inaccurate beneficiary information.

Findings 3: Some of the identified challenges are related to each other. When one challenge occurs, another follows. This is observable in the cultural, social, and educational factors hindering beneficiary compliance and up-to-date beneficiary data's accuracy. When some beneficiaries are not capable of complying with the requirements and conditions outlined in the 4Ps law – IRR, it may be caused by ineffective enforcement and instruction due to barriers such as the educational level of beneficiaries and the use of the Manobo language to communicate with households' beneficiaries which belong to the Indigenous Communities.

## **5 Conclusion**

The Pantawid Pamilyang Pilipino Program (4Ps) extent by which the DSWD personnel's role in the Selection of Qualified Households, Case Management and Non-Compliance Conditions, Regular Planning, Monitoring, and Evaluation and utilization of the Grievance Redress System has been well implemented. However, four (4) major challenges were encountered. Manual enforcement through staff visits becomes challenging because it is time-consuming, logistically unpractical, and expensive. A lack of cooperation between government agencies may lead to inaccurate beneficiary information. Another major obstacle experienced by the DSWD personnel is the cultural, social, and educational factors that hinder beneficiary compliance. Lastly, if beneficiaries do not comply with the requirements and conditions set under the 4Ps law, it may lead to the accuracy of up-to-date beneficiary data. The challenges were supported by related pieces of literature from various authors. These challenges have become the basis of the researchers' proposed intervention strategies.

## **6 Recommendations**

While manual enforcement by DSWD personnel is important, it is logistically expensive and time-consuming. The researchers recommend exploring more efficient and cost-effective verification methods to enhance beneficiary information compliance. To ensure the accuracy of beneficiary data, cooperation among government agencies responsible for the data collection of qualified household beneficiaries is recommended. Considerations may be given to program beneficiaries' cultural backgrounds and educational levels, as these factors may hinder their compliance. Further, to ensure program compliance, beneficiaries may adhere to program requirements. Failure to comply may lead to inaccurate beneficiary data, hindering the program's ability to accurately assess and address beneficiaries' needs. Most importantly, the researchers recommend Intervention Strategies that the DSWD Personnel may implement. They aim to improve the program's effectiveness by addressing the identified challenges. This study provides insights for policymakers and DSWD personnel. By identifying challenges and implementing the interventions, the 4Ps program may be further strengthened, ensuring it delivers its intended benefits to the household beneficiaries more efficiently.

## References

1. Albert, J. R. G. (2017). Evaluation and assessment of the effectiveness of the DSWD internal and external convergence as operationalized by the regional, provincial, and city/municipality action teams. <https://www.econstor.eu/handle/10419/210992>
2. Bank, A. D. (2017, December 27). Ambitious Vision to End Poverty in the Philippines by 2040. Asian Development Bank. <https://www.adb.org/news/features/ambitious-vision-end-poverty-philippines-2040>
3. Bank, A. D. (2023, August 24). Increased Cost-of-Living Crisis Undermines Progress on Poverty Alleviation in Asia and Pacific. Asian Development Bank. <https://www.adb.org/news/increased-cost-living-crisis-undermines-progress-poverty-alleviation-asia-and-pacific>
4. Best Practice – Glossary. National Institute of Standards and Technology (2023) | CSRC. (n.d.). [https://csrc.nist.gov/glossary/term/best\\_practice#:~:text=Definitions%3A,standard%20suitable%20for%20widespread%20adoption.](https://csrc.nist.gov/glossary/term/best_practice#:~:text=Definitions%3A,standard%20suitable%20for%20widespread%20adoption.)
5. CIPP Model. (2019, January 10). Poorvu Center for Teaching and Learning. <https://poorvucenter.yale.edu/CIPP#:~:text=The%20CIPP%20model%20was%20created,the%20future%20of%20a%20program.>
6. Connell, J. P., & Kubisch, A. C. (1998). Applying a theory of change approach to evaluating comprehensive community initiatives: progress, prospects, and problems. *New approaches to evaluating community initiatives*, 2(15-44), 1-16. [https://www.edulinks.org/sites/default/files/media/file/Applying%20a%20Theory%20of%20Change%20Approach%20to%20the%20Evaluation%20of%20Comprehensive%20Community%20Initiatives\\_%20Progress%2C%20Prospects%2C%20and%20Problems.pdf](https://www.edulinks.org/sites/default/files/media/file/Applying%20a%20Theory%20of%20Change%20Approach%20to%20the%20Evaluation%20of%20Comprehensive%20Community%20Initiatives_%20Progress%2C%20Prospects%2C%20and%20Problems.pdf)
7. Department of Social Welfare and Development. (2020). RA-11310 – Pantawid Pamilyang Pilipino Program – DSWD. <https://pantawid.dswd.gov.ph/wp-content/uploads/2020/02/RA-11310.pdf>
8. Frost, J. (2022, October 24). Purposive Sampling: Definition & Examples. Statistics by Jim. <https://statisticsbyjim.com/basics/purposive-sampling/>
9. Guo, Y., Zhou, Y., & Liu, Y. (2022, July 1). Targeted poverty alleviation and its practices in rural China: A case study of Fuping County, Hebei Province. *Journal of Rural Studies*; Elsevier BV. <https://doi.org/10.1016/j.jrurstud.2019.01.007>
10. Justine Mae G. Talimio and Mary Rose M. Salagubang (2019, September). EFFECTIVENESS OF PANTAWID PAMILYANG PILIPINO PROGRAM (4Ps) ON FILIPINA WOMEN EMPOWERMENT IN BARANGAY 211, ZONE 19, LICO STREET, TONDO MANILA. Letran Research Center. Retrieved November 21, 2023, from <https://research-manila.lettran.edu.ph/read/122>
11. Lalu, G. P. (2024, February 21). Imee Marcos' budget realigning led to millions not receiving 4Ps — Bongalon. INQUIRER.net. <https://newsinfo.inquirer.net/1907290/imee-marcos-budget-realigning-led-to-millions-not-receiving-4ps-bongalon>
12. Macasero, R. (2022, November 24). Over 5.6 million Filipino families living in
13. Poverty – DSWD. RAPPLER. <https://www.rappler.com/nation/filipino-families-living-in-poverty-2022-dswd/>
14. Macours, K., Millán, T. M., Barham, T., Maluccio, J. A., & Stampini, M. (2019,

15. February 1). Long-Term Impacts of Conditional Cash Transfers: Review of the Evidence. World Bank Research Observer; Oxford University Press.  
<https://doi.org/10.1093/wbro/lky005>
16. Medina-Muñoz, Rita D.; Medina-Muñoz, Diego R. (2019). Corporate social
17. Responsibility for poverty alleviation: An integrated research framework. *Business Ethics: A European Review*, (), beer.12248– <https://doi.org/10.1111/beer.12248>
18. Mangiat, Thessalonica S.; Dy, Marison Felicidad R.; Ferido, Melissa P.; and
19. Baconguis, Rowena DT., "Perceived effect of the FDS seminars on the familial relationship among Pantawid Pamilyang Pilipino Program (4PS) beneficiaries in Bay, Laguna, Philippines" (2021). Journal Article. 3926.
20. <https://www.ukdr.uplb.edu.ph/journal-articles/3926>