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**Executive Board  
First Regular Session**

**Rome, 9–10 February 2015**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

*Agenda item 7*

*For approval*



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## **PROTRACTED RELIEF AND RECOVERY OPERATIONS – PHILIPPINES 200743**

### **Enhancing the Resilience of Communities and Government Systems in Regions Affected by Conflict and Disasters**

Number of beneficiaries	408,000
Duration of project	3 years (1 April 2015–31 March 2018)
Gender marker code*	2A
WFP food tonnage	22,920 mt
<b>Cost (United States dollars)</b>	
Food and related costs	30,642,430
Cash and vouchers and related costs	5,813,325
Capacity development and augmentation	16,142,525
Total cost to WFP	73,568,078

\* <https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>.

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

## EXECUTIVE SUMMARY

Protracted relief and recovery operation 200743 will build the resilience of vulnerable population groups through a range of market-sensitive food-assistance options and work with the Government to improve the response structures and policy frameworks. The operation will cover a range of population groups: vulnerable groups will benefit from gender-sensitive emergency preparedness planning and in-kind and cash assistance; nutrition interventions will target pregnant and lactating women and children aged 6–23 months.

The design was informed by the 2014 operations evaluation, and is in line with the 2012–2018 United Nations Development Assistance Framework.

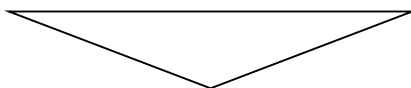
The operation will provide food assistance in cash and in kind in central-western Mindanao; food assistance for assets will support vulnerable population groups in communities affected by conflict and natural disasters. Cash-based assistance will be provided as appropriate. Nutrition interventions will aim to prevent stunting, a major concern in the region. Targeted supplementary feeding will address acute malnutrition in areas where prevalence is high.

The operation includes capacity-augmentation and policy-development components agreed with the Government. WFP will seek to increase emergency preparedness and response capacities and help government partners to develop food and nutrition policies. Activities related to emergency preparedness and response will be nationwide, covering also Eastern Visayas and Luzon, which are areas traditionally affected by typhoons – most recently Haiyan and Hagupit.

Food assistance in Mindanao will complement capacity augmentation for local government offices in planning, implementation and monitoring of community-based resilience projects, nutrition programmes and school feeding. Enhancement of national disaster-management systems will limit the need for international assistance. Policy development and advocacy will contribute to food-security and nutrition solutions and investment priorities.

The operation contributes to Strategic Objectives 1, 2 and 3, to Millennium Development Goals 1, 2, 3 and 4, and to the Zero Hunger Challenge.

## DRAFT DECISION\*



The Board approves the proposed Philippines protracted relief and recovery operation 200743 “Enhancing the Resilience of Communities and Government Systems in Regions Affected by Conflict and Disasters” (WFP/EB.1/2015/7-B/1).

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## SITUATION ANALYSIS

### Context

1. The population of the Philippines is 100 million,<sup>1</sup> of whom 49.6 percent are women.<sup>2</sup> After years of political and economic turmoil, the country has experienced sustained economic growth since the mid-1990s and has achieved middle-income country status. Gross domestic product during 2000–2010 averaged 4.8 percent.
2. The proportion of people living below the poverty line fell in this period, but is now static; a quarter of the population live on USD 1.25 per day. The Gini coefficient of 0.43 indicates major income inequality: the income share of the richest fifth of the population is ten times that of the poorest fifth.
3. The Philippine economy is in transition from a strong focus on agriculture to a focus on services and manufacturing. Only one third of the country's labour force is employed mainly in the agricultural and fishery sector and these activities account for less than 15 percent of gross domestic product. Rural poverty of 39.4 percent is significantly higher than the national average of 26.5 percent and is more than three times higher than the percentage in urban areas.
4. The Philippines is vulnerable to natural hazards and climate change: on average 20 typhoons affect the country every year and there have been six major natural disasters since 2009. In the context of poverty, inequality and conflict, large-scale natural disasters and financial fluctuations are significant. In 2009, rising food prices contributed to a 9.5 percent reduction in the standard of living and the cost of recovery from two typhoons was estimated at USD 4.4 billion.
5. Conflicts and natural disasters affect women, girls, boys, men, the aged and the disabled differently. Biological, cultural and economic factors together determine the specific risks that they face, the roles they are expected to play, the coping mechanisms they can employ and the resources they can access in the process.
6. Official poverty statistics from 2009 indicate that the Autonomous Region in Muslim Mindanao (ARMM) has had the highest household poverty incidence consistently since 2003. Since the 1960s armed conflict between the Moro separatist groups and government troops has caused major insecurity and population displacements in several parts of Mindanao. Natural disasters have also affected Mindanao, increasing the number of internally displaced persons and worsening the already squalid living conditions of the displaced. In addition to all of these challenges, *rido* – clan violence – plagues some municipalities principally in Maguindanao, North Cotabato and Lanao del Sur provinces.
7. The role of women has been affected by the conditions: women become heads of households when men are absent or fleeing *rido*, and are increasingly involved in traditionally male-dominated economic activities in the agriculture and retail sectors. Women in central Mindanao face additional forms of economic and political exclusion, resulting from traditional practices and formal regulations. They are more likely than women in other parts of the country to experience early or forced marriage, polygyny, inequality and gender-based discrimination in the family, and inequality with respect to inheritance rights and control over land and other resources.

<sup>1</sup> Philippine Statistics Authority. 2014. *Philippines in Figures*. Manila.

<sup>2</sup> Philippine Statistics Authority. 2010. *2010 Census of Population and Housing*. Manila.

8. While education is universal in the Philippines, enrolment and retention rates in Mindanao are one third of the national average; there is no evident discrimination between boys and girls.
9. In March 2014, the Government and the Moro Islamic Liberation Front (MILF) signed a peace agreement, but the long-term conflict continues to be a major factor in the perpetuation of poverty and instability in Mindanao.

### **The Food Security and Nutrition Situation**

10. The Philippines faces serious challenges to food and nutrition security because the recent economic growth has not reached the poorest households. The national rate of stunting is 30 percent; the rate of wasting is 5 percent. The convergence of poverty, gender and other inequalities, natural disasters and conflict is the main driver of food insecurity and malnutrition.
11. Floods, tropical storms, droughts and earthquakes in the Philippines exacerbate vulnerability and food insecurity through the destruction of agricultural land, interruption of livelihoods and markets, and damage to assets. Fighting between the Government and separatist groups, mainly in Mindanao, also contributes to food insecurity and malnutrition.
12. In Mindanao, poverty, natural disasters, conflict and minimal investment in infrastructure prevent market development and access to services, thereby reducing resilience to shocks. A survey by WFP and the World Bank in central Mindanao showed that 4 percent of households had a poor food consumption score and 21 percent were borderline; 7 percent of households headed by women had a poor score and 20 percent were borderline; 4 percent of households headed by men had a poor score and 21 percent were borderline. Internally displaced, returned, and resettled populations were the most vulnerable.
13. Money is borrowed for food in 86 percent of households. The use of credit to access agricultural inputs and healthcare is low; borrowing for expenses such as education, loan repayment, non-food needs or start-up capital is negligible.
14. The double burden of malnutrition is prevalent in the Philippines, as in other lower-middle-income countries. Overweight is increasing faster than underweight is decreasing, and obesity has tripled in lower-middle-income countries in two decades.<sup>3</sup>
15. Chronic malnutrition largely occurs during the first two years of life, and the effects are irreversible. The 33.6 percent national prevalence of stunting among children under 5 amounts to a serious public health problem; Mindanao and the Visayas regions have the highest rate – 40 percent. Low birthweight associated with poor maternal nutrition and stunting is 15.9 percent, peaking at 18.2 percent in central Mindanao.<sup>4</sup> The wasting rate of 7.3 percent is classified by the World Health Organization as “poor”.
16. An estimated 11.9 percent of lactating mothers have a body mass index below 18.5, and 17.7 percent have an index above 25. Underweight is 11.8 percent among mothers aged 20 and under, but only 6.7 percent are overweight. Underweight has decreased from 13.2 percent to 11.9 percent since 1998, but overweight has increased from 13.6 percent to 17.7 percent. It is hence unlikely that the Philippines will achieve Millennium Development Goal 1. Overweight affects 4.3 percent of children under 2, compared with 2.3 percent in 2003.

<sup>3</sup> Data not available for the Philippines. This trend is observed in middle-income countries such as Viet Nam and Indonesia.

<sup>4</sup> Philippine Food and Nutrition Research Institute. 2011. *National Nutrition Survey*. Manila.

17. Micronutrient deficiencies among women and children are a major risk: 15.2 percent of children under 5 are vitamin-A deficient,<sup>5</sup> and iron-deficiency anaemia is 55.7 percent among babies, 41 percent among infants and 42 percent among pregnant women.<sup>5</sup> Exclusive breastfeeding increased from 8.6 percent in 2008 to 11.8 percent in 2011, but only 55 percent of children aged 6–23 months are fed according to recommended practices. Socio-culturally, when women engage in economic activities outside the household, it is other women in the family – grandmothers, mothers, sisters, aunts – who tend to the food needs of the young children.
18. Rice, corn, beans, vegetables, fish and meat are available in markets, and were consumed by most of the surveyed households. Markets supply 85 percent of rice, with 15 percent grown by communities. In North Cotabato and Sultan Kudarat, 90 percent of respondents used a daily market, but remote areas have fewer markets and banks, and security issues such as clan wars mean that cash transfers will not be appropriate in all municipalities. Geographical targeting will be carried out before implementation begins.
19. The 2013 main season rice crop was estimated at a record 10.4 million mt, 3 percent higher than 2012, largely because of abundant rainfall and government production incentives. The aggregate 2013 rice production is estimated at a record 18.9 million mt, 4 percent more than the previous year. The Food and Agriculture Organization of the United Nations (FAO) forecasts rice production for 2014 at 19.3 million mt.<sup>6</sup>
20. The national average price of regular and well-milled rice varieties reached a record level, however, despite a record 2013/14 secondary harvest. This was caused by low stocks, reduced imports, and high oil and electricity prices. To stabilize prices, the National Food Authority imported 1.3 million mt of rice between May and August 2014.

## Scenarios

21. As a follow-up to the March peace agreement between the Government and the MILF, the Bangsamoro<sup>7</sup> Basic Law is under review by Congress. WFP is strategically placed to support the incoming authorities of the Bangsamoro Entity in the future Bangsamoro Region of Mindanao. It will help improve food and nutrition analysis and responses that recognize the needs of different population groups – women, girls, boys and men – in future development and disaster-response strategies and plans. The success of the transition will also depend on the full engagement of women and men at all levels of social and political discussion. There is a risk of conflict if MILF breakaway factions are not given a voice in the peace process.
22. The low school enrolment and literacy rates in Mindanao compared with the rest of the country are just two of the many negative effects of decades of conflict. Of students enrolled in schools, 54 percent are girls and 46 percent are boys. WFP will work with national and provincial Department of Education officials and Bangsamoro authorities to analyse the constraints boys and girls face and to assess whether schools have the facilities required for effective school feeding programmes.
23. The food security, nutrition and livelihoods of poor people are impacted by natural disasters and other successive shocks. WFP can provide immediate support through food assistance and will work with government institutions to provide technical support to inform policy and enhance operational capacities.

<sup>5</sup> Philippine Food and Nutrition Research Institute. 2008. *National Nutrition Survey*. Manila.

<sup>6</sup> FAO. 2014. *Global Information and Early Warning System (GIEWS) Country Briefs: Philippines*. Rome.

<sup>7</sup> Bangsamoro is a new autonomous Muslim entity that is to replace the Autonomous Region of Muslim Mindanao.



## CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

24. The Philippine Development Plan (2011–2016) promotes social protection schemes to reduce poverty, increase purchasing power, support livelihoods and accelerate human capital development. The National Food Authority ensures that food is available and that the supply and price of rice remain stable.
25. Through the Philippine Plan for Gender-Responsive Development (1995–2025) the Government ensures that goals and strategies for mainstreaming gender equality in public programmes and policies inform the implementation of social protection initiatives that ensure equal access and opportunities for poor women and men.
26. In 2011, the Office of the Presidential Adviser on the Peace Process launched Peaceful and Resilient Communities to promote peacebuilding, reconstruction and development in conflict-affected areas, especially in Mindanao.
27. WFP's main partner, the Department of Social Welfare and Development (DSWD), works with the Department of the Interior and Local Government, the Department of Health, the Department of Education and local governments on social-protection schemes and oversees various safety nets: i) a conditional cash transfer programme covering 4 million households in 1,484 municipalities and 143 cities; ii) the Sustainable Livelihood Programme promoting entrepreneurial activities to help people to escape from poverty; iii) the cash-for-work programme supporting recovery after natural disasters; and iv) the National Community-Driven Development Programme providing small grants for community infrastructure development and social services in 900 municipalities.
28. The Government has two institutional supplementary feeding programmes: one targets 1.2 million children aged 2–6 in day-care centres; the other targets 562,000 pupils in primary schools and is implemented in collaboration with the DSWD and the Department of Education. Both initiatives support the Philippine Plan of Action for Nutrition (2011–2016), which aims to reduce hunger and improve nutrition among vulnerable populations. The Philippines is a member of the Scaling Up Nutrition movement.
29. The 2010 National Disaster Risk Reduction and Management Act promotes investment in disaster preparedness and risk reduction; the Office of Civil Defence coordinates disaster responses. Through the National Disaster Risk Reduction and Management Council, the DSWD allocates resources for food packs for disaster relief. These are augmented with rice and high-energy biscuits provided by WFP.
30. WFP's livelihood component complements the technical assistance and materials provided by the Department of Agriculture's flagship strategic framework to enhance farming technologies for food sufficiency, *Agri Pinoy*.

### Policies, Capacities and Actions of other Major Actors

31. Other actors contributing to food and nutrition security include FAO, the United Nations Children's Fund, the International Labour Organization, the United Nations Development Programme, Oxfam, World Vision, Plan International, *Action contre la Faim* and Save the Children. National non-governmental organization (NGO) partners are Community and Family Services International, the National Confederation of Small Farmers' and Fishers' Organizations, the Philippine Rural Reconstruction Movement and the Philippine Partnership for the Development of Human Resources in Rural Areas.



32. WFP supplies rice to a farm rehabilitation project run by the Department of Agrarian Reform, the Asian Development Bank and local governments in Lanao del Sur in central Mindanao with the aim of enhancing the capacities of local communities to achieve food security.
33. The United Nations Development Assistance Framework (UNDAF 2012–2018) is aligned with the Philippine Development Plan (2011–2016), as along with other complementary national plans such as the Philippine Plan for Gender-Responsive Development (1995–2025) and the Philippine Plan of Action for Nutrition (2011–2016).

## Coordination

34. Coordination among the United Nations agencies is defined in the UNDAF and is the responsibility of the United Nations country team, the humanitarian country team, the Mindanao humanitarian team and the Philippines Development Forum. WFP co-leads the food and nutrition security group with the National Nutrition Council and the non-food items cluster with the DSWD. WFP co-chairs the United Nations Gender Mainstreaming Committee and is a signatory of the Memorandum of Understanding for emergency assistance.

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## OBJECTIVES OF WFP'S ASSISTANCE

35. The goal of protracted relief and recovery operation (PRRO) 200743 is to build the resilience of vulnerable population groups through a range of market-sensitive food-assistance options. PRRO 200743 contributes to Strategic Objectives 1, 2 and 3,<sup>8</sup> to Millennium Development Goals 1, 2, 3 and 4,<sup>9</sup> and to the Zero Hunger Challenge.<sup>10</sup>
36. The objectives are to:
- meet the food and nutrition security needs of women, girls, boys and men affected by conflict and natural disasters in Mindanao (Strategic Objective 2);
  - enhance government and community disaster preparedness and response systems at the national and some sub-national levels to ensure timely responses to natural disasters (Strategic Objective 3);
  - advise government departments on the development of gender-responsive food security and nutrition policies (Strategic Objective 3); and
  - provide life-saving food assistance in disasters (Strategic Objective 1).

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<sup>8</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.

<sup>9</sup> Millennium Development Goals: 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality.

<sup>10</sup> The five elements of the Zero Hunger Challenge are: i) zero stunted children under 2; ii) 100 percent access to adequate food all year round; iii) 100 percent sustainable food systems; iv) 100 percent increase in smallholder productivity and income; and v) zero loss or waste of food.

## RESPONSE STRATEGY

### Assistance to Date

37. WFP re-established its presence in the Philippines in 2006 when the Government requested support in conflict-affected areas of Mindanao. WFP assistance also complements government responses to natural disasters.
38. The previous PRRO focused on the recovery of food-insecure conflict-affected communities in central-western Mindanao. A recent evaluation of PRRO 200296 found that nutrition in Mindanao had improved significantly since 2008, and recommended that WFP should work with the Government to prevent stunting as well as acute malnutrition. It also found that food-assistance-for-assets (FFA) activities should be targeted more accurately and integrated with local perceptions, that school feeding should be reviewed with regard to sustainability and that disaster preparedness should be integrated into other activities to increase efficiency.
39. It also supported the enhancement of institutional capacities to implement gender-sensitive disaster preparedness and response in vulnerable municipalities. An impact evaluation of the effectiveness of the enhanced capacities is under way.
40. WFP worked with the Government and partners to respond to several natural disasters, the most recent being the emergency operation in 2013 following typhoon Haiyan, from which lessons learned have informed PRRO 200743. To deliver efficient and effective services to affected populations, WFP will need to ensure that: i) cash transfers are rapidly scaled up in emergencies; ii) WFP's three-pronged approach<sup>11</sup> is expanded to optimize the design, planning and implementation of resilience-building programmes; and iii) partners' logistics and supply-chain capabilities are maximized.

### Strategy

⇒ *Component 1: Food and nutrition assistance for vulnerable populations in central-western Mindanao*

41. PRRO 200743 will provide food and nutrition assistance in five provinces Maguindanao, Sultan Kudarat, North Cotabato, Lanao del Sur and Lanao del Norte; assistance is based on a comprehensive gender assessment. WFP's main partners will be the authorities of the ARMM, the Bangsamoro Transition Committee and the Bangsamoro Development Agency; the DSWD, the Department of Health, the Department of Education and other departments will ensure local participation and ownership of the activities.
  - FFA activities are suggested by the communities through focus group discussions and by using tools such as seasonal livelihood programming to determine a priority set of activities by area. From these, FFA activities will be selected based on a gender-sensitive livelihood assessment.
  - Stunting prevention will focus on the first 1,000 days of life, addressing acute malnutrition in the event of an emergency. Blanket supplementary feeding with special nutrition products will target pregnant and lactating women and children aged 6-23 months, coupled with messaging on complementary feeding, dietary diversity, hygiene and sanitation. The activity will complement government

<sup>11</sup> i) National-level analysis to identify entry points; ii) seasonal livelihood programming to identify complementarities and partnerships; and iii) community-based planning to adapt programmes to local contexts.

health services, which recently started introducing child-friendly spaces targeting all of the child's caregivers.

- School feeding is expected to be implemented with increased ownership by the regional authorities where adequate facilities are in place. WFP will reduce the number of pupils supported and seek to support schools where other partners are already working to improve the quality of education. WFP will help the Government to liaise with the private sector to obtain further necessary resources in support of the targeted boys and girls.

⇒ *Component 2: Augmentation of public-sector systems that support relief and recovery*

42. WFP will use its comparative advantage to work with public-sector organizations at the national and sub-national levels and with communities to promote timely responses to natural disasters, focusing on Mindanao and the Visayas, where needs are greatest. Nutrition awareness information will be disseminated through local governments and communities. WFP will work with the DSWD, the Department of the Interior and Local Government, the Office of Civil Defense and universities to enhance the capacities of local government units and communities in developing gender-sensitive development and humanitarian responses to improve resilience, such as the family-based disaster preparedness plans and climate-resilient agriculture.
43. This component will be supported by a logistics special operation to: i) establish disaster-response facilities in Luzon, Visayas and Mindanao; ii) enhance the efficiency of the National Resource Operation Centre in Manila; iii) develop distribution planning guidelines; and iv) design and implement a government training programme for disaster-response logistics and supply-chain management.<sup>12</sup>
44. WFP will establish a technical and operational agreement with the DSWD that will include:
  - developing standard operating procedures for the delivery of the different types of interventions;
  - technical assistance and national coordination to expand the coverage of gender-specific social-protection schemes to disaster-affected populations and to link emergency responses to recovery and development activities; and
  - training packages for provincial offices in Mindanao and the Visayas on the seasonal livelihood programming tool, with a view to hand-over to the Government.

⇒ *Component 3: Policy development and advocacy for food and nutrition security*

45. WFP will advocate for gender-sensitive food and nutrition security policies through:
  - support for research and policy formulation to address stunting and to develop guidelines on complementary feeding, ready-to-use supplementary food and food fortification, with emphasis on rice fortification and the development of locally produced nutrition products;

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<sup>12</sup> See the special operation 200706 document.

- support for the development of a gender-sensitive food and nutrition security policy for Mindanao and associated investment priorities in conjunction with the Bangsamoro administration, the Government, United Nations agencies, development banks and civil society;
- policy dialogue with the Government and guidance on integrating gender-sensitive food and nutrition security into poverty alleviation and disaster risk reduction strategies; and
- development of a system for analysing climate change and food insecurity with the Department of Science and Technology, the University of the Philippines and the Climate Change Commission.

⇒ *Component 4: Virtual emergency contingency stock*

46. PRRO 200743 will continue to manage a virtual emergency contingency stock of rice, drawing down from the National Food Authority where and when needed. For this purpose it is expected that 10,125 mt of rice will be procured locally and that 900 mt of high-energy biscuits for immediate response will also be held.

## Hand-Over

47. The activities of PRRO 200743 will be progressively handed over to the Government and the Bangsamoro Administration. Food assistance in Mindanao will be complemented with capacity augmentation for local governments in planning, implementation and monitoring of community-based resilience, nutrition and school feeding programmes that address the different needs of all population groups. In response to disasters, WFP will leverage government social-protection schemes to expand their coverage further to vulnerable populations in Mindanao and the Visayas.

## BENEFICIARIES AND TARGETING

48. Food assistance will target 408,000 beneficiaries, mostly in central Mindanao but also in other parts of the country as emergency contingency for response to natural disasters.

<b>TABLE 1: BENEFICIARIES BY ACTIVITY</b>			
<b>Activity</b>	<b>Boys/men</b>	<b>Girls/women</b>	<b>Total</b>
Emergency contingency*	88 200	86 800	<b>175 000</b>
School feeding**	32 760	32 240	<b>65 000</b>
Stunting prevention: supplementary feeding for children 6–23 months	30 240	29 760	<b>60 000</b>
Stunting prevention: supplementary feeding for pregnant and lactating women	-	40 000	<b>40 000</b>
Food assistance for assets (in-kind)	31 752	31 248	<b>63 000</b>
Food assistance for assets (cash)	75 600	74 400	<b>150 000</b>
<b>TOTAL</b>	<b>254 016</b>	<b>289 984</b>	<b>544 000</b>
Adjusted total***	205 632	202 368	<b>408 000</b>

\* The emergency contingency figure is based on past requests from the Government and responses by the country office. In an average year WFP responds to two or three small-scale emergencies with rice and high-energy biscuits for 10,000–15,000 families.

\*\* 198 feeding days per child per year.

\*\*\* Accounts for overlaps among beneficiary categories receiving more than one type of food assistance.

49. Beneficiary numbers are lower in PRRO 200743 than in its predecessor, in line with a shift to an early-recovery operation and the introduction of the capacity augmentation and policy development component, which has no direct beneficiaries.
50. WFP will work with the Government using gender-sensitive approaches during community focus group discussions to assess priority needs before selecting municipalities in central-western Mindanao with high levels of vulnerable returnee and resettled households affected by conflict, disasters and poverty.

### **Nutritional Considerations and Rations/Value of Transfers**

51. PRRO 200743 will use cash and in-kind transfers. Cash will be used in municipalities where beneficiaries have access to markets, WFP has effective partners, security is not a constraint and transparent payment systems exist.<sup>13</sup>
52. Analysis shows that many municipalities in central Mindanao have these conditions in place and that constraints are manageable. Financial assessments show that reliable financial service providers are available in many areas. It has been established that 80 percent of households prefer cash, or a combination of cash and food,<sup>14</sup> and that although cash is more expensive to deliver than a transfer of rice, it results in greater dietary diversity.
53. The cash transfer value for FFA was based on the expenditure gap between average food expenditures of households in central and western Mindanao and a regional threshold established by the National Statistics Coordination Board. Average expenditure on food is 49 percent of the monthly food threshold of a family of six, indicating an expenditure gap of USD 64. The number of working days for FFA meets 80 percent of the daily wage. The cash modality enables beneficiaries to meet or exceed the calorie and nutritional content of the in-kind ration. In remote areas with limited markets, in-kind assistance will be distributed in the form of rice. Preliminary monitoring findings did not reveal gender-specific preference for either food or cash, but more precise questions will be included in future monitoring to better reflect the situation and tailor WFP assistance.
54. The planned annual cost per child of the school feeding programme is USD 35, which is within the WFP average cost range.
55. For stunting prevention, a monthly ration of Nutributter® will be given to children aged 6-23 months; pregnant and lactating women will receive a food supplement and may also be given vouchers to enable them to purchase nutritious foods until local production of nutrition products begins.

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<sup>13</sup> WFP. 2013. *Philippines Macro Financial Assessment*. Manila. The Philippines has a variety of payment mechanisms, including by mobile phones, automatic teller machines, bank branches, post offices and remittance centres.

<sup>14</sup> European Union and WFP. 2013. *Baseline Food Security Survey in Five Provinces of Central Mindanao*. Manila.

	School feeding	Stunting prevention: pregnant and lactating women	Stunting prevention: children aged 6–23 months	FFA	Emergency
Rice	150	–	–	666	450
Beans	20	–	–	–	–
Oil	10	–	–	–	–
Food supplement	–	47	–	–	–
Nutributter®	–	–	20	–	–
High-energy biscuits	–	–	–	–	100
Cash/vouchers (USD/person/day)	–	–	–	0.71	–
<b>TOTAL</b>	<b>180</b>	<b>47</b>	<b>20</b>	<b>666</b>	<b>550</b>
Kcal/day	696	247	108	2 398	2 070
% kcal from protein	29	9–0	10	94	88
% kcal from fat	26	25–31	16	8	41
No. of feeding days per month	22	30	30	15	30

	School feeding	Stunting prevention: pregnant and lactating women	Stunting prevention: children aged 6–23 months	FFA	Emergency	Total (mt/USD)
Rice	5 792	–	–	1 619	10 125	<b>17 536</b>
Beans	772	–	–	–	–	<b>772</b>
Oil	386	–	–	–	–	<b>386</b>
Food supplement	–	2 030	–	–	–	<b>2 030</b>
Nutributter®	–	–	1 296	–	–	<b>1 296</b>
High-energy biscuits	–	–	–	–	900	<b>900</b>
<b>Cash (USD)</b>	–	–	–	<b>4 800 000</b>	–	<b>4 800 000</b>
<b>Total volume (mt)</b>	<b>6 950</b>	<b>2 030</b>	<b>1 296</b>	<b>1 619</b>	<b>11 025</b>	<b>22 920</b>

## IMPLEMENTATION ARRANGEMENTS

56. DSWD will continue to be WFP's main government counterpart. At the field level, collaboration with other departments and partners will ensure local participation and ownership. WFP's complaints and feedback mechanism will be assessed for use in addressing reports of sexual and gender-based violence and discrimination. WFP is part of the protection cluster and supports the working group on gender-based violence.

### Participation

57. Gender issues cut across all aspects of food security in terms of access to and control over food supplies and response to shocks. With this in mind, assessments, intervention designs, implementation modalities and monitoring and evaluation (M&E) will be informed by gender, age and diversity considerations. The feedback mechanism will be used to calibrate targeting, ensure appropriate conduct, track efficient utilization of resources and address grievances.

### Partners and Capacities

58. WFP will work with the Government, development partners and local authorities on targeting vulnerable population groups. The activities will be implemented through NGOs and local governments; the NGOs will be selected through a competitive process.

59. For the capacity-augmentation and policy-development components, WFP will engage with its government partners, FAO, the International Fund for Agricultural Development, the University of the Philippines, the Food and Nutrition Research Institute, and the Asian Development Bank and the World Bank.

### Procurement

60. Food procurement will follow standard WFP procedures to ensure cost effectiveness and transparency. Most purchases will be made internationally and regionally, but 10,125 mt of rice will be purchased locally for the contingency stock.

61. Financial service providers will be selected through competitive bidding, with long-term agreements whenever possible to maximize efficiency.

### Logistics

62. Regional and international purchases will arrive in Mindanao or Manila; containers will go to General Santos and Davao. Food will be stored in warehouses in Polloc Port and Cotabato City and transported to final delivery points by commercial firms. The contingency stock of rice will be held at National Food Authority warehouses. Locally purchased food and in-kind donations will be delivered directly to final delivery points.

### Transfer Modalities

63. PRRO 200743 will use the immediate cash model for cash transfers: this involves mobile telephones, remittance companies and postal and banking services.



64. In view of the likelihood of natural disasters, the Government intends to adopt a multi-mechanism delivery platform to expedite emergency responses through cash transfers. WFP's activities will therefore incorporate additional delivery mechanisms such as mobile money and automatic teller machines. An assessment of financial service provision in Mindanao showed that remittance transfer is the most widespread mechanism for delivering cash to all beneficiaries.

## PERFORMANCE MONITORING

65. WFP will monitor the distribution of assistance using both quantitative and qualitative indicators. All data collection will be disaggregated by sex, guided by the project's logical framework and based on monitoring checklists that are in line with WFP's results-based management monitoring guidelines.
66. Food and nutrition security information will be collected through annual surveys – baseline, follow up and close-out – and through post distribution monitoring activities. All outcome indicators will be disaggregated by modality, sex and age group. A final external evaluation is planned.

## RISK MANAGEMENT

67. Contextual risks include: i) a major sudden-onset disaster; ii) a further deterioration in security; iii) a delay in the political transition process in Mindanao; iv) a resurgence of high food prices; and v) slow development of governance structures by the Bangsamoro Transitional Authority.
68. In terms of risk mitigation, PRRO 200743 includes an emergency contingency to respond to needs arising from conflict or natural disaster. The focus on augmenting national response systems will help the Government to respond to such needs.
69. The risks affecting cash transfers include price and currency fluctuations, supply shortages, fraud and insecurity (see Annex II). Mitigation measures for these risks include regular market monitoring, a robust delivery system with checks to prevent fraud, and security analyses before distributions.

### Security Risk Management

70. The main security concerns in the Philippines arise from the conflict between the Government, the Moro separatist groups and the New People's Army. These groups have not threatened or targeted the United Nations or humanitarian workers, but links with Al Qaeda have raised concerns.
71. *Rido* – clan violence – is common in central Mindanao, usually originating in land disputes. It poses no direct threat to United Nations personnel but vehicles have been caught in crossfire.
72. WFP's measures to ensure the safety and security of its personnel include strict adherence to United Nations security recommendations and the deployment of security personnel in areas of high risk. The current threat level is 4 (high) in central Mindanao and 5 (very high) in western Mindanao. Minimum operational security standards are in place, and all WFP offices meet minimum security telecommunications standards; all personnel have received security-awareness training.

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity ( <i>mt</i> )	Value ( <i>USD</i> )	Value ( <i>USD</i> )
<b>Food</b>			
Cereals	17 535	9 266 797	
Pulses	772	977 094	
Oil and fats	387	324 222	
Mixed and blended food	4 226	13 922 623	
<b>Total food</b>	<b>22 920</b>	<b>24 490 736</b>	
External transport		1 321 213	
Landside transport, storage and handling		2 101 945	
Other direct operational costs: food		2 728 536	
<b>Food and related costs<sup>1</sup></b>		<b>30 642 430</b>	<b>30 642 430</b>
Cash and vouchers		4 800 000	
Related costs		1 013 325	
<b>Cash and vouchers and related costs</b>		<b>5 813 325</b>	<b>5 813 325</b>
<b>Capacity development and augmentation</b>		<b>16 142 525</b>	<b>16 142 525</b>
Direct operational costs			52 598 280
Direct support costs (see Annex I-B) <sup>2</sup>			16 156 933
<b>Total direct project costs</b>			<b>68 755 213</b>
Indirect support costs (7.0 percent) <sup>3</sup>			4 812 865
<b>TOTAL WFP COSTS</b>			<b>73 568 078</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>Staff and staff-related</b>	
Professional staff	5 080 782
General service staff	3 750 600
<b>Subtotal</b>	<b>8 831 382</b>
<b>Recurring and other</b>	<b>4 044 600</b>
<b>Capital equipment</b>	<b>135 000</b>
<b>Security</b>	<b>238 551</b>
<b>Travel and transportation</b>	<b>2 507 400</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>400 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>16 156 933</b>

<sup>1</sup> Reflects estimated costs when these activities are carried out by third parties. If the activities are carried out by country office staff, the costs are included in the staff and staff-related and travel and transportation categories.

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<b>Cross-cutting result</b>		
<b>Gender</b> Gender equality and empowerment improved	Proportion of households where females and males together make decisions over the use of cash, voucher or food  Proportion of households where females make decisions over the use of cash, voucher or food  Proportion of households where males make decisions over the use of cash, voucher or food  Proportion of women beneficiaries in leadership positions of project management committees  Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	Cultural influences on communities and households do not hamper acceptance of gender equality and empowerment.
<b>Partnership</b> Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners  Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)  Number of partner organizations that provide complementary inputs and services	Essential complementary resources are secured from partner agencies and government departments.  Landownership constraints do not hamper community participation and the sustainability of assets.  There is agreement on the prioritization of activities.
<b>Protection and accountability to affected populations</b> WFP assistance delivered and utilized in safe accountable and dignified conditions	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)  Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)  Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site  Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites	No major outbreak of conflict or shock leads to an emergency, shifting the focus from early recovery to relief.





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Food Consumption Score (FCS): percentage of households with poor FCS (female-headed) FCS: percentage of households with poor FCS (male-headed) Diet Diversity Score (male-headed households) Diet Diversity Score (female-headed households)	No major outbreak of conflict or shock leads to large-scale displacement, which would affect results. No pipeline breaks or resource shortages are experienced.
<b>Output 1.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned	The necessary quantities are available on time.
<b>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</b>		
<b>Outcome 2.1</b> Adequate food consumption reached or maintained over assistance period for targeted households	FCS: percentage of households with poor FCS (female-headed) FCS: percentage of households with poor FCS (male-headed) FCS: percentage of households with borderline FCS (female-headed) FCS: percentage of households with borderline FCS (male-headed) Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) Coping Strategy Index (CSI): average	Community participation and the sustainability of assets created are not hampered by major outbreaks of conflict or shocks; slow progress in community projects, pipeline breaks or resource shortages; unfavourable climate conditions; lack of non-food items or complementary resources from partners, government departments, the community and other stakeholders; or landownership constraints. There are sufficient marketing opportunities to support sustainability.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p><b>Outcome 2.2</b> Improved access to assets and/or basic services, including community and market infrastructure</p>	<p>Community Asset Score (CAS): percentage of communities with an increased CAS</p> <p>Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools</p> <p>Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools</p> <p>Retention rate (boys) in WFP-assisted primary schools</p> <p>Retention rate (girls) in WFP-assisted primary schools</p> <p>Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted pre-schools</p> <p>Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted pre-schools</p>	<p>Community participation and the sustainability of assets created are not hampered by major outbreaks of conflict or shocks; slow progress in community projects, pipeline breaks or resource shortages; unfavourable climate conditions; lack of non-food items or complementary resources from partners, government departments, the community and other stakeholders; or landownership constraints.</p> <p>There are sufficient marketing opportunities to support sustainability.</p> <p>Enrolment rates in WFP-assisted schools continue to increase even though there are no new WFP-assisted schools.</p>
<p><b>Outcome 2.3</b> Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children</p>	<p>Proportion of children who consume a minimum acceptable diet</p> <p>Proportion of eligible population who participate in programme (coverage)</p>	<p>No major outbreak of disease occurs.</p> <p>Complementary resources are available from the United Nations Children's Fund (UNICEF) and the Department of Health.</p>
<p><b>Outcome 2.4</b> Capacity developed to address national food insecurity needs</p>	<p>National Capacity Index (NCI): School Feeding</p>	<p>Dialogue with the Government on the school feeding policy continues, with shared understanding of the different objectives of WFP and the Department of Education and agreement on the way forward.</p>



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 2.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Number of feeding days, as % of planned</p>	<p>The necessary quantities are available on time.</p>
<p><b>Output 2.2</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built restored or maintained by targeted households and communities, by type and unit of measure</p>	
<p><b>Output 2.3</b> Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p> <p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p> <p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p>	
<p><b>Output 2.4</b> National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<p>Number of national programmes developed with WFP support – nutrition, school feeding, safety net</p> <p>Number of technical assistance activities provided, by type</p>	





## ANNEX II: LOGICAL FRAMEWORK

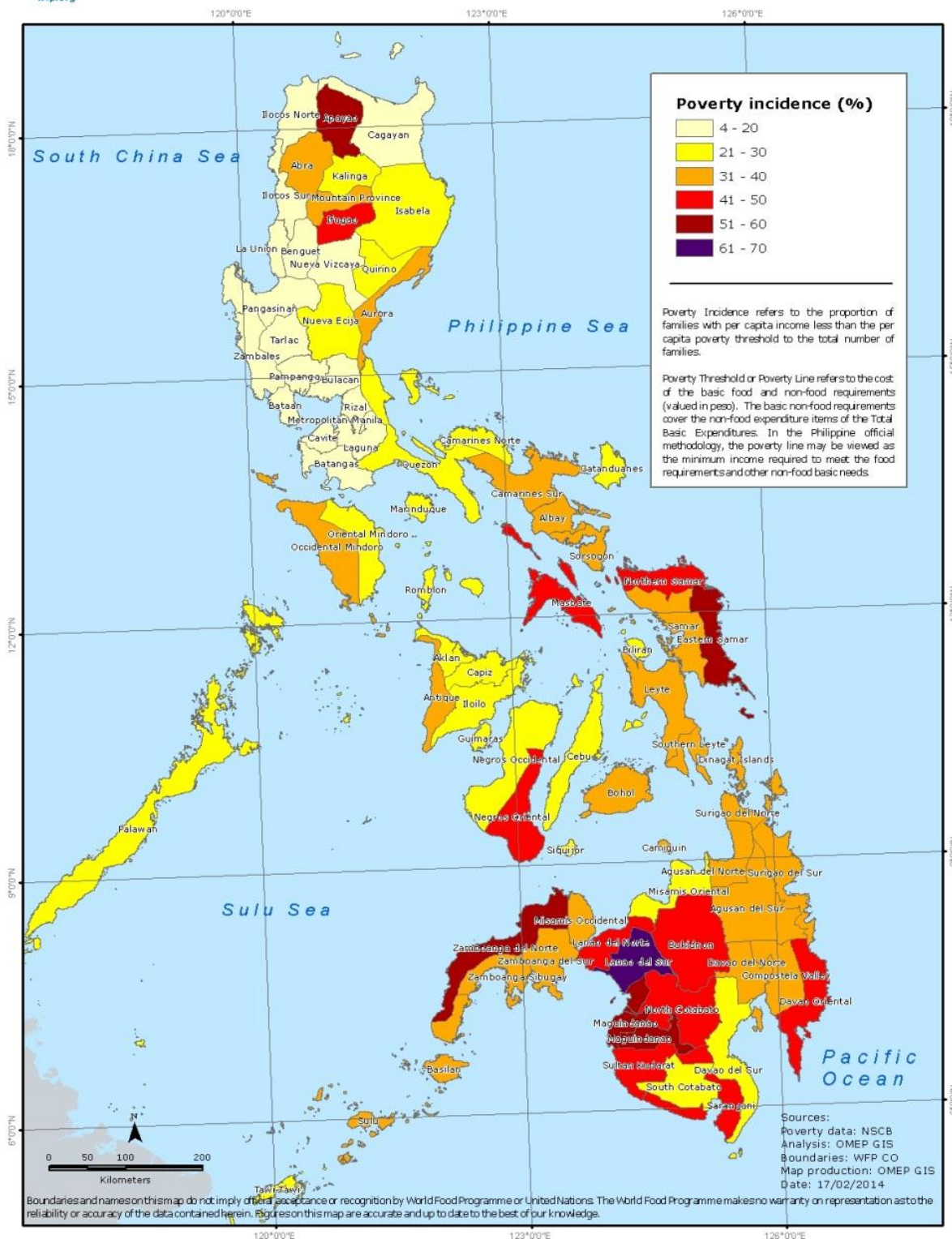
Results	Performance indicators	Assumptions
<b>Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</b>		
<b>Outcome 3.1</b> Risk reduction capacity of countries, communities and institutions strengthened	NCI: Resilience programmes Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP	Changes in the plans, procurement processes and cooperation of local government units do not have negative effects on achievements and resources.
<b>Output 3.1</b> National systems for monitoring trends in food security and nutrition strengthened	Number of food security and nutrition monitoring/surveillance reports produced with WFP support Number of government counterparts trained in collection and analysis of food and nutrition security data	
<b>Output 3.2</b> Human capacity to reduce risk of disasters and shocks developed	Number of people trained, disaggregated by sex and type of training	
<b>Output 3.3</b> National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported	Number of people trained, disaggregated by sex and type of training Number of technical assistance activities provided, by type	
<b>Output 3.4</b> National nutrition, school feeding, safety net policies and/or regulatory frameworks in place	Number of national programmes developed with WFP support – nutrition, school feeding, safety net Number of national safety net policies that are nutrition-sensitive Number of technical assistance activities provided, by type	

ANNEX III



Philippines

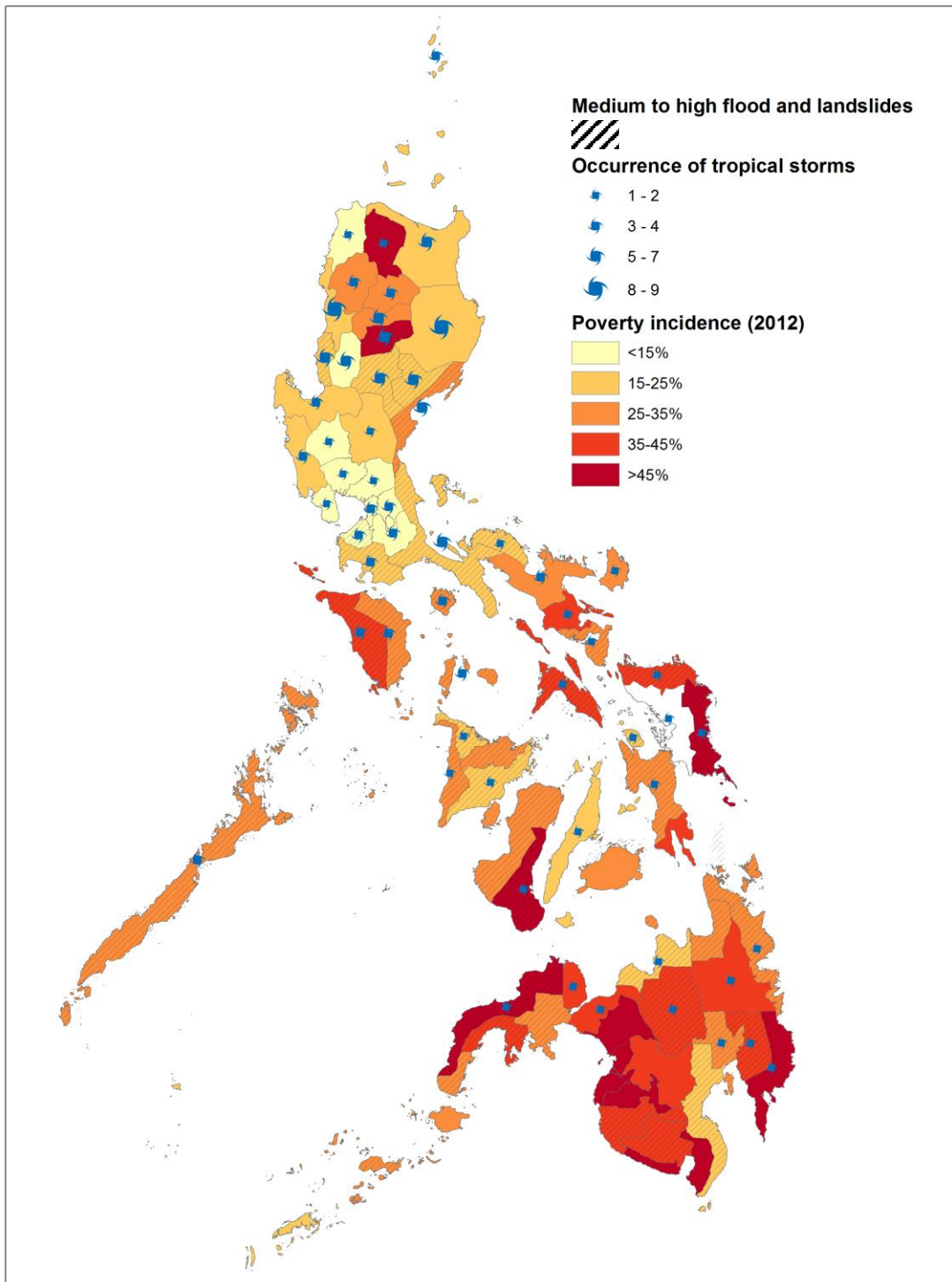
Percentage of population living below the poverty line in 2012



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



### Occurrence of tropical storms and poverty incidence in the Philippines



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## ACRONYMS USED IN THE DOCUMENT

ARMM	Autonomous Region in Muslim Mindanao
CAS	Community Asset Score
CSI	Coping Strategy Index
DSWD	Department of Social Welfare and Development
FAO	Food and Agriculture Organization of the United Nations
FCS	Food Consumption Score
FFA	food assistance for assets
MILF	Moro Islamic Liberation Front
NCI	National Capacity Index
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework