

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
First Regular Session**

Rome, 13–15 February 2012

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL
WFP/EB.1/2012/8/1
24 January 2012
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATIONS— PHILIPPINES 200296

**Support for Returnees and other
Conflict-Affected Households in Central
Mindanao, and National Capacity
Development in Disaster Preparedness and
Response**

Number of beneficiaries	977,112
Duration of project	24 months (1 May 2012–30 April 2014)
WFP food tonnage	38,947 mt
Cost (United States dollars)	
WFP food cost	27,282,464
WFP cash/voucher cost	2,000,000
Total cost to WFP	49,014,993

This document is printed in a limited number of copies. Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

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.

Regional Director, ODB:* Mr K. Oshidari tel.: 066513-3063

Liaison Officer, ODB: Ms S. Izzi tel.: 066513-2207

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

* Regional Bureau Bangkok (Asia)

EXECUTIVE SUMMARY

Forty years of conflict have claimed 150,000 lives and displaced 2 million people in Mindanao; the latest escalation 2008/09 displaced 700,000 people in Central Mindanao, damaged infrastructure and undermined livelihoods. Most displaced people have returned to their homes but recovery needs persist and subsequent shocks such as flooding and violent feuds have exacerbated vulnerabilities such as food insecurity. Peace negotiations have stalled and are unlikely to be concluded in the next two years. This operation addresses the assessed needs using a flexible approach to respond to potential changes.

This operation follows protracted relief and recovery operation 200131 with a view to supporting the recovery of the livelihoods of food-insecure communities affected by conflict and to increase their resilience to shocks, thus contributing to peacebuilding. Targeted support will develop the capacities of national and local actors to improve disaster preparedness and response, in line with Strategic Objectives 1, 2 and 3¹ and Millennium Development Goals 1, 2, 3, 4, 5 and 7.²

The operation takes into account recent assessments that support continued operations by WFP in Mindanao and emphasize the importance of disaster mitigation and preparedness in the Philippines. It is aligned with the Philippines Development Plan 2012–2016, which supports the Government’s peace and development framework, and with the United Nations Philippines (Mindanao) Humanitarian Action Plan (2012) for integrated assistance for conflict-affected communities. The operation is supported by the Government, which has pledged in-kind and cash resources through an expanded partnership.

DRAFT DECISION*

The Board approves the proposed protracted relief and recovery operation Philippines 200296 “Support for Returnees and other Conflict-Affected Households in Central Mindanao, and National Capacity Development in Disaster Preparedness and Response” (WFP/EB.1/2012/8/1).

¹ Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

² 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; 5 – Improve maternal health; 7 – Ensure environmental sustainability.

* 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 Philippines is a lower-middle-income country ranking 112th of 187 countries in the human development index and 75th in the gender inequality index.³ It has the world's 12th largest population and a rapid population growth rate.
2. Despite improved economic growth, the incidence of poverty at the national level is 27 percent;⁴ in the Autonomous Region in Muslim Mindanao (ARMM) it reaches 38 percent. In view of high population growth, the number of poor people is estimated to have increased since 1990.
3. Parts of the country, particularly the south, have suffered from decades of conflict that has perpetuated the cycle of poverty and food insecurity. The long-running conflict between the Government and separatists in Mindanao has claimed the lives of 150,000 people, displaced 2 million⁵ and undermined livelihoods and access to services.
4. In ARMM,⁶ the Moro Islamic Liberation Front (MILF) seeks more autonomy and territory. In 2008, an escalation of conflict between MILF and the Government displaced 700,000 people, most of whom have returned; but the return was slower in Maguindanao as a result of various socio-political factors. Peace talks resumed in December 2009: both sides are committed to achieving peace but an agreement is unlikely in the foreseeable future because a more radical group has emerged in MILF known as the Bangsamoro Islamic Freedom Movement (BIFM), which will not seek peace talks in the current format.
5. Violent family feuds are common in Mindanao and have caused significant temporary displacements and losses of household and productive assets.
6. The Philippines is one of the most disaster-prone countries in the world, ranking ninth in the World Bank list of natural disaster hotspots. The Government has prioritized disaster risk reduction, but gaps in disaster risk management and response remain at the national and local levels, as revealed during tropical storm Washi in December 2011, which displaced 450,000 people, the Central Mindanao flooding in June 2011, and typhoons Nalgae and Nesat in October 2011, which affected 4 million people and strained national response capacities.

Food Security and Nutrition Situation

7. The Philippines is among the world's largest rice producers and importers. The Government has a food self-sufficiency plan, but in the last three years national rice production has declined by 3 percent each year, mainly as a result of severe weather. When cost-effective, WFP purchases rice locally through the National Food Authority, though much of it is imported.
8. Development of livelihoods and markets in interior rural areas of Central Mindanao is undermined by insecurity, natural disasters and low investment in infrastructure. Farmers sell most of their produce to middlemen, often at low prices, because of the lack of storage facilities and high transport costs: their vulnerability is exacerbated by debt, which reduces

³ United Nations Development Programme (UNDP). 2011. *Human Development Report 2011*. New York.

⁴ Philippines National Statistical Coordination Board. 2010. *2009 Official Poverty Statistics*. Manila.

⁵ Coletta, N.J. 2011. *The search for durable solutions: armed conflict and forced displacement in Mindanao, Philippines*. Washington, DC, World Bank.

⁶ Established in 1986; the five provinces are Maguindanao, Lanao del Sur, Basilan, Sulu and Tawi-Tawi.

access to food in pre-harvest periods. Urban areas have better market access and more stable food prices, and are suitable for cash or voucher transfers or a combination of cash and food transfer modalities. A WFP market analysis is focusing on household economy and the use of financial institutions with a view to informing assistance options.

9. Food prices have been high but stable in the past twelve months, with 4.5 percent average inflation.⁷ Fuel prices have increased dramatically, however, leading to a 14 percent increase in transport fares in the first quarter of 2011.
10. A recent World Bank/WFP livelihoods assessment⁸ confirmed the slow recovery of predominantly agricultural livelihoods. Livelihoods are limited to trade, daily labour and transport. Asset wealth is lower among returnees. Two-thirds of households in Maguindanao belong to the two poorest quintiles, compared with 36 percent or less elsewhere in Central Mindanao. The proportion of households headed by women in the poorest quintiles is particularly high.
11. The livelihoods assessment showed that food insecurity is higher among households affected by the 2008/09 conflict. In communities in Maguindanao and Lanao del Sur, 50 percent of households have poor or borderline food consumption scores; in other conflict-affected provinces, prevalence is 25 percent.
12. Undernutrition remains a concern, particularly in conflict-affected areas. The 2008 national nutrition survey⁹ showed that nutrition status in ARMM is lower than in the rest of the country: underweight prevalence is high at 24 percent compared with the national average of 21 percent; stunting is very high 40 percent compared with the national average of 32 percent and wasting is serious at 10 percent compared with the national average of 7 percent.¹⁰ The survey estimated that 27 percent of pregnant women in ARMM were nutritionally at risk and 13 percent of lactating women were underweight.
13. In early 2009, a WFP/United Nations Children's Fund (UNICEF) food security and nutrition assessment¹¹ in conflict-affected communities in Central Mindanao found that global acute malnutrition prevalence reached 9.8 percent, close to the critical threshold, signalling a need for targeted nutrition interventions.
14. Micronutrient deficiencies affect a large number of people of all ages. Iron deficiency anaemia is severe at 56 percent among infants aged 6–11 months, 41 percent among those aged 1 year, and 42 percent among pregnant women.⁹
15. Education is critical for reducing poverty and promoting peace. Violence and natural disasters have interrupted children's education in several provinces. The ARMM Department of Education recognizes the following challenges to access and equity:¹²
 - The proportion of young people with less than two years' education is four times higher than the national average.
 - One in four children is out of school, often because of intermittent displacement and livelihood challenges.

⁷ Bureau of Agricultural Statistics. Available at: www.bas.gov.ph/

⁸ World Bank and WFP. 2011. *Violent Conflict and Displacement in Central Mindanao – Challenges for Recovery and Development*. Manila.

⁹ Food and Nutrition Research Institute. 2008. *National Nutrition Survey*. Manila.

¹⁰ World Health Organization. 1995. *Cut-off values for public health significance*. Global Database on Child Growth and Malnutrition. Geneva.

¹¹ UNICEF and WFP. 2009. Joint emergency nutrition and food security assessment of the conflict-affected persons in central Mindanao, Philippines. Manila.

¹² Department of Education, ARMM. Available at: <http://deped.armm.gov.ph>

- In Maguindanao, the schooling of 14,000 children was affected in 2010: only 56 percent of children aged 6–11 enrolled and cohort survival for the 2009/10 school year was only 30 percent, which means that for every 100 children starting grade 1 only 30 reached grade 6.

Scenario

16. Three developments could have important consequences for Mindanao: i) the progress of peace talks between the Government and MILF; ii) the future of BIFM; and iii) government plans to reform ARMM governance between October 2011 and May 2013.
17. The most likely scenario for the next two years is continued conflict, including feuds, and recurrent natural disasters resulting in widespread displacements that would require humanitarian support, as envisaged in the 2012 United Nations Humanitarian Action Plan for the Conflict-Affected Provinces of Mindanao. WFP's activities will have to be flexible to enable protracted relief and recovery operation 200296 to continue to help food-insecure returnees to re-establish their livelihoods, particularly in remote and insecure areas, and to scale up relief when necessary. Enhancement of national and local government disaster preparedness and response (DPR) capacities are equally important.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHER MAJOR ACTORS

Government

18. The Philippines Development Plan 2011–2016 aims to alleviate poverty through good governance and inclusive growth. Its strategies include creating employment and developing human resources through improved social services and protection such as social safety nets to ensure both the protection and the empowerment of vulnerable groups. The Government is expanding its flagship social-protection programme, in which conditional cash transfers are the main modality for poverty alleviation.
19. In 2011, the Government launched *Payapa at Masaganang Pamayanan* (PAMANA, Peaceful and Resilient Communities), a framework to enhance peacebuilding, reconstruction and development in conflict-affected areas. The May 2010 Disaster Risk Reduction and Management Act is intended to mitigate the effects of natural disasters.

Other Major Actors

20. The 2012 United Nations Humanitarian Action Plan for the Conflict-Affected Provinces of Mindanao addresses ongoing relief requirements and early-recovery needs. Opportunities to leverage partners' commitment to early recovery include: i) bilateral and multilateral donor programmes in Mindanao to improve socio-economic conditions; ii) ongoing peacebuilding in Mindanao by private-sector actors; and iii) involvement in disaster risk reduction by stakeholders such as the United Nations Human Settlements Programme (UN-HABITAT), UNDP, Oxfam, Save the Children and donors.

Coordination

21. Coordination at the national level and in Mindanao is achieved through the United Nations country team, the humanitarian country team, the Mindanao humanitarian team and the Government-led Philippines Development Forum. WFP will continue to be part of this work, a leader of the clusters for food, logistics and emergency telecommunications, and a participant in the clusters for nutrition and early recovery.

OBJECTIVES OF WFP ASSISTANCE

22. The goal of PRRO 200296 is to consolidate the livelihood recovery of food-insecure and conflict-affected communities in Central Mindanao and to increase their resilience to shocks with a view to contributing to peacebuilding. The operation will also support national and local work to improve DPR capacities.
23. The objectives include:
- i) consolidating livelihood recovery in food-insecure communities in Central Mindanao in line with Strategic Objective 3 through food transfers and, on a smaller scale, cash transfers by:
 - creating or rehabilitating productive and communal assets through food for assets (FFA) or cash for assets (CFA);
 - supporting skills training and diversification of livelihoods through FFA and CFA; and
 - supporting the enrolment and continued attendance of schoolchildren in remote areas through on-site school feeding.
 - ii) assisting the most vulnerable individuals whose nutrition security has been reduced by the escalation of conflict through:
 - prevention and treatment of moderate acute malnutrition (MAM) among children aged 6–59 months; and
 - prevention of acute malnutrition among pregnant and lactating women (PLW), in line with Strategic Objective 1; and
 - iii) investing in disaster preparedness and mitigation measures by strengthening national, provincial and local government capacities through targeted DPR activities, in line with Strategic Objective 2.
24. The PRRO is aligned with the Philippines Development Plan 2012–2016 and the United Nations Philippines Humanitarian Action Plan (2012), focusing on integrated assistance for conflict-affected communities, and contributes to Millennium Development Goals (MDGs) 1, 2, 3, 4, 5 and 7.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security and Nutrition-Related Assistance to Date

25. WFP re-established its presence in the Philippines in 2006 following a request by the Government for support in conflict-affected areas of Mindanao. WFP also provided assistance to complement government responses for populations affected by natural disasters and has supported 3.5 million beneficiaries in the last five years with a cumulative budget of US\$131 million.
26. The main activities to date include general food distributions for internally displaced persons (IDPs), emergency school feeding, supplementary feeding, vulnerable group feeding for IDPs, food for work and food for training, DPR, training in vulnerability analysis and mapping for government and non-governmental organization (NGO) counterparts, and piloting micronutrient powders and cash transfers.
27. In 2011, PRRO 200131 was assessed by a European Union monitoring mission that focused on FFA and an external evaluation. These indicate that WFP's support was relevant, appropriate and contributed positively to livelihood enhancement. Further improvements in monitoring capacity were recommended, however. The recommendations of these evaluations are taken into account in PRRO 200296.
28. A joint field visit by the Executive Boards of UNDP, UNICEF, the United Nations Population Fund (UNFPA), the United Nations Office for Project Services and WFP to the Philippines in April 2011 endorsed WFP's programme approach and recommended "the promotion of local purchase initiatives at community level with support from the local private sector, as these initiatives could help to strengthen local economies".¹³

Strategy Outline

29. The strategy of PRRO 200296 involves:
 - providing relief through nutritional support;
 - enhancing livelihood recovery through FFA, FFT and school feeding; and
 - building resilience through DPR capacity development and relief stocks.
30. The relief component will provide ready-to-use supplementary foods for children, and nutritional support for PLW in some vulnerable communities. Prevention of acute malnutrition will target children aged 6–23 months; while treatment of MAM will target children aged 6–59 months in collaboration with UNICEF.
31. Under a joint programming approach¹⁴ of the MDG Fund for Children, Nutrition and Food Security in the Zamboanga peninsula, WFP will continue to provide micronutrient powder for home-based food fortification to reduce and prevent anaemia in children aged 6–23 months.
32. This PRRO emphasizes the consolidation of livelihood recovery and resilience-building in vulnerable communities affected by conflict through activities aligned with national priorities. Through FFA and FFT, WFP will use food transfers and cash and voucher transfers in Mindanao. Where markets are developed and financial infrastructure is

¹³ WFP/EB.A/2011/15.

¹⁴ Partners include UNICEF, the International Labour Organization, the Food and Agriculture Organization of the United Nations and the World Health Organization.

sufficient, cash transfers are expected to: i) increase the purchasing power of beneficiaries and stimulate local economies; ii) provide opportunities to diversify food baskets; and iii) enhance incentives to rehabilitate assets. Expansion of cash and vouchers will be considered on the basis of the efficiency and effectiveness of initial interventions.

33. Food and cash-for-assets interventions will develop skills that support enhancement and diversification of livelihoods¹⁵ through vocational training, with a focus on the needs of women.
34. WFP will help the Government to enhance its DPR capacity by:
- providing technical support for local governments implementing small-scale disaster-mitigation projects;
 - enhancing planning for national and local preparedness and response capacities through training and the sharing of best practices;
 - strengthening the food security cluster; and
 - enhancing the preparedness capacity of the country office with a contingency food stock of 1,500 mt of rice and the pre-positioning of 200 mt of high-energy biscuits (HEBs) for immediate disaster response.¹⁶
35. In line with WFP's gender policy,¹⁷ WFP and its cooperating partners will create an enabling environment to ensure that women benefit equally from food assistance by mainstreaming gender and protection issues into vulnerability analysis and mapping tools. Food and cash and voucher distributions will take into account issues of beneficiary protection, rights and security.

Hand-Over Strategy

36. A hand-over of activities at the end of the two-year PRRO is unlikely in view of the uncertain situation in Central Mindanao and the need to consolidate recovery. The main components of food and cash for assets and training are embedded in the Government's social protection programme, enabling greater national ownership and capacities. WFP will analyse national capacity requirements for the implementation of food-based and cash-based programmes in the social protection framework with a view to informing capacity-development plans.

Beneficiaries and Targeting

37. Of the 977,000 beneficiaries targeted by PRRO 200296, 80 percent are in the two ARMM provinces of Maguindanao and Lanao del Sur; the others will be selected from conflict-affected municipalities in the neighbouring provinces of North Cotabato, Sultan Kudarat and Lanao del Norte and the Zamboanga Peninsula, where the MDG Fund is being implemented.

¹⁵ For example training in vegetable gardening, post-harvest handling and rope and mat-making.

¹⁶ This will address relief needs for 100,000 people in an emergency to allow time for a robust food-security assessment. The HEBs will be stored in WFP's warehouse; forward-purchase contract with the National Food Authority will be signed for the contingency stock of rice.

¹⁷ WFP/EB.1/2009/5-A/Rev.1

⇒ *Food or cash for assets and food or cash for training*

38. On the basis of household food consumption scores, 159,000 food-insecure participants in the targeted municipalities will be selected for livelihood recovery in consultation with communities. Government departments will work with community leaders and community-based organizations to identify community-owned activities that are labour-intensive, gender-sensitive, environmentally sound, low-technology, low-risk and in line with community and government priorities. WFP's cooperating partners will submit the activities that meet the criteria to local project review committees for approval. Of the participants targeted in this component, 50,000 will benefit from cash and voucher transfers on the basis of access to markets, stable food supplies and stable prices. The selection of municipalities and *barangays* (villages) and appropriate cash-transfer mechanisms will be based on an ongoing feasibility study.

⇒ *School feeding*

39. On-site school meals will be provided for 100,000 children in 350 elementary schools in remote communities affected by conflict or disaster to enable children to return to school after years of displacement and to retain those already enrolled. The intervention will also provide a safety net for children from vulnerable households affected by conflict.

⇒ *Supplementary feeding*

40. In Maguindanao, North Cotabato, Lanao del Sur and Lanao del Norte, 23,000 children aged 6–23 months will be targeted for prevention of acute malnutrition in areas that are not covered by the UNICEF/WFP community-based management of acute malnutrition partnership. WFP will be responsible for the treatment of MAM in 7,000 children aged 6–59 months who will be identified by screening. In the targeted municipalities, 10,000 PLW will receive take-home rations of rice and mung beans. WFP will provide micronutrient powders for 26,100 children aged 6–23 months for home-based fortification under the MDG Fund.
41. Locations for capacity development for DPR will be selected on the basis of hazard and risk analyses, capacity needs assessments and stakeholder consultations. Priority will be given to poor municipalities in disaster-prone provinces.

TABLE 1: BENEFICIARIES BY ACTIVITY			
Activity	Men and boys	Women and girls	Total
FFA	419 215	436 325	855 540
CFA	147 000	153 000	300 000
FFT	46 781	48 691	95 472
School feeding	49 000	51 000	100 000
Supplementary feeding for children			
> prevention: children aged 6–23 months	11 270	11 730	23 000
> treatment: children aged 6–59 months	3 430	3 570	7 000
Supplementary feeding – PLW		10 000	10 000
Micronutrient powders for children aged 6–23 months	12 789	13 311	26 100
TOTAL*	478 785	498 327	977 112

* Totals are adjusted to avoid double-counting. The total includes beneficiaries of micronutrient powders, FFT and FFA.

NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF CASH/VOUCHER TRANSFERS

42. Rice is the largest component of the WFP food basket. In FFA and FFT, the average ration per participant per day is 5 kg; the number of work days depends on work norms. For planning purposes WFP estimated an average of 10 working days per month and hence a monthly allocation of 50 kg of rice for a family of six, which is close to the daily energy requirement of each family member; each household would receive a maximum of 200 kg of rice during the two years.
43. Food and cash transfers will be based on work and training norms¹⁸ and will equal 75 percent of local wage rates so that they do not disrupt the regular employment market, in line with government policy.
44. The nutrition intervention for children targets the critical 1,000-days from conception to 2 years of age. A daily food supplement of rice and beans for PLW will provide 50 percent of energy and 35 percent of protein requirements to prevent undernutrition and will encourage the women to attend health centres. Prevention of MAM among children aged 6–23 months with Plumpy'doz® will supplement their regular diet with energy, protein and fat, supplying 100 percent of required micronutrients. Treatment of MAM in children aged 6–59 months will use Plumpy'sup®.

¹⁸ Construction of 1 km of paved road, for example, requires 2,700 person-days; 1 km of soil bund needs 150 person-days.

45. On-site school feeding provides schoolchildren with a daily hot meal of rice and beans cooked with vitamin A-fortified oil and supplemented with vegetables grown by communities or schools. WFP food provides a third of the daily macronutrient requirement of school-aged children.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)

	Food or cash for assets or training	School feeding	Supp. feeding for children	Supp. feeding for-PLW	MDG Fund micronutrient powder	DPR contingency stock
Rice	278	150	-	333	-	228
Beans	-	20	-	33	-	-
Vegetable oil	-	10	-	-	-	-
Plumpy'doz® for children 6–23 months	-	-	47	-	-	-
Plumpy'sup® for children 6–59 months	-	-	92	-	-	-
HEBs	-	-	-	-	-	100
Micronutrient powder*	-	-	-	-	1	-
Cash/voucher value** (US\$/person/day)	4	-	-	-	-	-
TOTAL (g)	-	180	139	366	1	328
TOTAL (US\$)	4	-	-	-	-	-
Total kcal/day	1 000	700	247/500	1 200	-	1 270
% kcal from protein	8	8	10	10	-	9
% kcal from fat	1.3	14	6	2	-	12

*15 vitamins and minerals.

** Cash or food for assets or training rates are based on 75% of the average daily minimum wage and are equivalent to the FFT and FFW rations.

TABLE 3: TOTAL FOOD (mt)/CASH AND VOUCHER (US\$) REQUIREMENTS BY ACTIVITY

	Food or cash for assets or training	School feeding	Supp. feeding for children	Supp. feeding for pregnant and lactating women	MDG Fund micro-nutrient powder	Disaster prep. and response cont. stock	Total
Rice	FFA 23 518 FFT 3 182	5 550	-	2 400	-	1 500	36 150
Beans	-	740	-	240	-	-	980
Vegetable oil	-	371	-	-	-	-	371
Plumpy'doz® (6–23 months)	-	-	778	-	-	-	778
Plumpy'sup® (6–59 months)	-	-	464	-	-	-	464
High-energy biscuits	-	-	-	-	-	200	200
Micronutrient powder	-	-	-	-	4	-	4
Cash and vouchers value (US\$)	2 000 000	-	-	-	-	-	-
TOTAL (mt)	26 700	6 661	1 242	2 640	4	1 700	38 947
TOTAL (US\$)	2 000 000						

IMPLEMENTATION ARRANGEMENTS

46. The Department of Social Welfare and Development will continue as WFP's main government counterpart. WFP will collaborate with other departments at the field level to maximize local participation and resource complementarity and will work with ARMM authorities at the regional provincial, municipal and *barangay* levels.

Participation

47. At the community level, projects will be managed by committees for food distribution and project management and parent-teacher associations. WFP will ensure that at least 50 percent of committee members and leaders are women. In food or cash for assets, priority will be given to projects that help to reduce women's work burden and increase their access to productive assets, for example by establishing sources of drinking water and improving post-harvest practices.

Partners

48. WFP will complement the Government's promotion of social safety nets, nutrition and food security through the collaborations fostered under PRRO 200131 and will work with local government units in targeting villages and households, with technical inputs from the relevant government departments. The capacities of partners in food security impact monitoring will be enhanced through shared reports and assessment and monitoring tools.

49. WFP and the Food and Agriculture Organization of the United Nations are providing complementary support for targeted returnees in Maguindanao; this partnership will be reinforced with joint monitoring of food security and prices. Partnerships with other United Nations agencies, particularly the International Fund for Agricultural Development,

UNICEF, UNFPA, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), UNDP, the International Labour Organization and the World Health Organization, will be expanded on the basis of needs and comparative advantages. WFP will collaborate with the World Bank and the Asian Development Bank to ensure complementary use of resources.

50. WFP will increase the number of NGO partners by engaging those with expertise in nutrition. It is already working with Community and Family Services International and Helen Keller and is exploring possibilities with Save the Children and some community-based organizations for complementary implementation support. WFP is working with *Action contre la faim* on a cash targeting assessment and hopes to extend the partnership into the implementation phase of the cash and vouchers component.

Transfer Modalities

51. In Maguindanao, Lanao del Sur and Lanao del Norte, food distributions will continue through cooperating partners; in North Cotabato and Sultan Kudarat, where WFP has been distributing food, NGOs or local government units will be engaged to implement activities. To develop capacity, local government units will expand their roles in community mobilization, assessment of projects and monitoring.
52. Distribution modalities for cash transfers will include mobile telephones; vouchers will be used in rural areas where the technology is not available. WFP will extend its partnerships with the Department of Social Welfare and Development and private-sector counterparts on the basis of the 2010 pilot in Luzon.
53. In partnership with UNICEF, supplementary feeding will be implemented by cooperating partners with nutrition experience through rural health units managed by local government health workers. Monthly monitoring will be undertaken by cooperating partners, the Department of Health, UNICEF and WFP.

Non-Food Inputs

54. WFP will work with partners to acquire non-food inputs such as weighing scales, height boards and mid-upper arm circumference tapes for rural health units; WFP's resources will be used to purchase such items only if there are major gaps. In some sites, smallholder farmers' groups will receive portable solar dryers and small grain storage units to improve post-harvest handling. Under the DPR component, WFP will procure an emergency stock of non-food inputs such as small boats, mobile warehouses and generators.

Environmental Impact

55. Schemes for food or cash for assets or training are planned in cooperation with the Department of Environment and Natural Resources with a view to maximizing positive environmental impacts through terracing, soil stabilization, tree planting and erosion control. Disaster risk reduction will include raising environmental awareness, especially at the community and local levels.

Logistics

56. Internationally and regionally procured food will arrive by ship at Polloc in ARMM; containerized cargoes will be unloaded in Manila, General Santos or Davao. Food will be stored in two WFP warehouses; commercial and government trucks will transport it to final delivery points. Locally purchased food or in-kind donations will be delivered by the suppliers to final delivery points.

57. Non-food inputs and biscuits for emergency response will be pre-positioned in two warehouses in Luzon and Mindanao. There will be two Commodity Movement Processing and Analysis System stations in Cotabato and Manila.

Procurement

58. Food procurement will follow standard WFP procedures to ensure transparency and cost-effectiveness. The contingency stock of rice is expected to be purchased locally through the government grain agency. In line with the recommendation resulting from the joint visit of the Executive Boards in April 2011, local purchase of food grains will be explored to build the capacities of farmers' organizations.

PERFORMANCE MONITORING

59. Food security information will continue to be derived from the annual assessment. To the extent possible, nutrition data will be gathered in partnership with UNICEF. School feeding results will be obtained from monitoring visits and school records. Data on asset creation and skills development will be collected from project completion reports and assessments. Cooperating partners will prepare monthly monitoring and food distribution reports; the data collected will be disaggregated by gender and age as appropriate. Monitoring data will be captured and analysed through the existing database.
60. Joint monitoring visits will involve WFP, NGO partners, government counterparts and donors as appropriate. Monthly meetings of stakeholders at the sub-office level will discuss monitoring results. An external evaluation is planned for PRRO 200296 in late 2013.

RISK ASSESSMENT AND CONTINGENCY PLANNING

61. WFP undertakes periodic reviews and ranks risks and mitigation measures in terms of impact and likelihood. WFP will continue to update the contingency plan annually in consultation with the Government, provincial administrations, United Nations agencies and NGO partners.

Contextual Risks

62. The main contextual risks to PRRO 200296 include: i) a large sudden-onset disaster that disrupts programmes or dramatically increases needs; ii) further deterioration of security or delay in the peace process that could increase IDP needs or disrupt the operation and restrict access by WFP and partners; and iii) significantly increased food prices.
63. Because political and socio-economic conditions in Central Mindanao are unpredictable, a flexible approach will be adopted. The government early-warning systems for natural disasters have been improved by the National Disaster Risk Reduction and Management Council and the Philippines Atmospheric Geographical and Astronomical Services. The proposed contingency stock of rice and HEBs will meet immediate needs in sudden emergency.

Programmatic Risks

64. Programmatic risks include inadequate capacity in cooperating partners. WFP will expand partnerships, explore options with national NGOs and enhance its partnership with the Bangsamoro Development Agency to mitigate this risk. The country office will monitor the risks of food diversions and weak targeting and respond accordingly.

65. Risks to beneficiaries of cash and voucher interventions include inflation, exchange rate changes, inappropriate use of cash and vouchers, technological problems in remote areas and security threats at distributions. Risks to implementing partners include targeting problems, robbery, distribution error and cash and vouchers diversion. WFP's selection of partners for cash transfers will support the design, implementation and monitoring aspects and minimize risks.

Institutional Risks

66. Inadequate funding may lead to reduced rations, which would affect the nutrition component. WFP will continue its resource mobilization to maintain sufficient funding. Corruption and the politicization of food or cash and voucher assistance, particularly at the local government level, require coordinated monitoring by WFP and partners.

SECURITY CONSIDERATIONS

67. The main security concerns relate to potential conflict between the Government and the BIFM. There is a possibility that WFP staff could be at risk in cases of family feuding or criminal activity; the threat of kidnapping requires vigilance. WFP will strictly enforce standard operating procedures under the current United Nations security level 4 ("substantial") in Central Mindanao, with support from the United Nations Department of Safety and Security. The security requirements of minimum operational security standards and minimum security telecommunications standards have been implemented.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	36 150	20 944 854	
Pulses	980	1 029 000	
Oil and fats	371	452 620	
Mixed and blended food	1 442	4 755 278	
Others	4	100 712	
Total food	38 947	27 282 464	
Cash and voucher transfers		2 000 000	
Subtotal food and transfers			29 282 464
External transport			2 372 037
Landside transport, storage and handling			2 350 451
Other direct operational costs			3 285 564
Direct support costs ² (see Annex I-B)			8 517 889
Total WFP direct costs			45 808 405
Indirect support costs (7.0 percent) ³			3 206 588
TOTAL WFP COSTS			49 014 993

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

² Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	3 377 255
Local staff – national officers	335 455
Local staff – general service	2 003 394
Local staff – overtime	32 197
Hazard pay and hardship allowance	429 894
International consultants	375 284
Local consultants	127 867
Staff duty travel	664 993
Subtotal	7 346 339
Recurring expenses	
Rental of facility	227 900
Utilities	115 360
Office supplies and other consumables	76 920
Communications services	142 520
Equipment repair and maintenance	87 090
Vehicle running costs and maintenance	168 960
United Nations organization services	18 000
Subtotal	836 750
Equipment and capital costs	
Vehicle leasing	244 800
Communications equipment	55 000
Local security costs	35 000
Subtotal	334 800
TOTAL DIRECT SUPPORT COSTS	8 517 888

ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
Objective 1: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations (Strategic Objective 3)		
Outcome 1 Adequate food consumption over the assistance period for targeted returnee and other food-insecure households participating in productive asset creation and skills training	<ul style="list-style-type: none"> ➤ Household food consumption score Target: 90% with acceptable food consumption score (baseline 75%: World Bank/WFP Assessment 2010–2011) 	<i>Assumptions:</i> WFP food pipeline is stable No large-scale population displacements occur that shift the operation's focus from early recovery to relief Food reaches the intended beneficiaries
Output 1.1 Food and cash distributed under secure conditions in sufficient quantity and quality to targeted women and men	<ul style="list-style-type: none"> ➤ % of planned beneficiaries reached, disaggregated by gender under food and cash based interventions Target: 100% (951,000 beneficiaries, at least 50% women) ➤ Tonnage of food distributed during project Target: 26,700 mt ➤ Value of cash/vouchers distributed during project under cash for work or training Target: US\$2 million 	
Outcome 2 Returnee and other food-insecure communities have increased access to productive assets	<ul style="list-style-type: none"> ➤ Community asset score Target: Useful productive assets increased for 80% of projects ➤ % increase in agricultural production Target: 20–50% increase in production 	<i>Assumption:</i> Complementary resources are provided by partner agencies and government departments
Output 2.1 Livelihood assets developed, built or restored by targeted communities and individuals	<ul style="list-style-type: none"> ➤ Ha of cropland supported for agricultural production Target: 3,000 ha ➤ Km of farm-to-market roads constructed/rehabilitated Target: 50 km ➤ Km of irrigation canal rehabilitated Target: 300 km 	<i>Risk:</i> Land ownership constraints in some areas may hamper community participation and sustainability of assets created <i>Assumption:</i> Essential complementary inputs are provided by local government units and other partners
Outcome 3 Returnee and other food-insecure households have enhanced livelihood skills	<ul style="list-style-type: none"> ➤ % increase in household income as a result of acquired skills Target: 15–20% increase in annual household income 	<i>Risk:</i> Lack of marketing opportunities may hinder sustainability



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Output 3.1 Developed skills for diversifying and strengthening livelihoods	<ul style="list-style-type: none"> ➤ Types of skills acquired by the participants Target: At least five types of major livelihood skills enhanced	
Outcome 4 Enrolment of girls and boys in assisted schools stabilized	<ul style="list-style-type: none"> ➤ Rate of retention of girls and boys in WFP-assisted schools Target: Retention rate met for 80% of schools	<i>Assumption:</i> Complementary inputs are provided by the community and other stakeholders
Output 4.1 Food distributed to girls and boys under secure conditions in sufficient quantity and quality	<ul style="list-style-type: none"> ➤ % of planned girls and boys reached in selected elementary schools Target: 100% (85,000) <ul style="list-style-type: none"> ➤ Tonnage of food distributed Target: 6,661 mt <ul style="list-style-type: none"> ➤ Number of schools targeted Target: 350	
Objective 2: Save lives of the most vulnerable individuals whose nutrition security has been adversely affected by the escalation in conflict of 2008/09 (Strategic Objective 1)		
Outcome 5 Reduced MAM in children aged 6–59 months and PLW in targeted communities	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children aged 6–59 months (weight-for-height) and PLW (mid-upper arm circumference) Target: To be decided after UNICEF/WFP nutrition assessment in October 2011	<i>Assumptions:</i> No major outbreak of disease occurs Complementary resources are provided by UNICEF and the Government for community MAM activities
Output 5.1 Food distributed to children aged 6–59 months and PLW in sufficient quantity and quality under secure conditions	<ul style="list-style-type: none"> ➤ % of planned children disaggregated by sex and PLW reached Target: 100% (30,000 children and 10,000 PLW) <ul style="list-style-type: none"> ➤ Tonnage of food distributed Target: 3,882 mt	

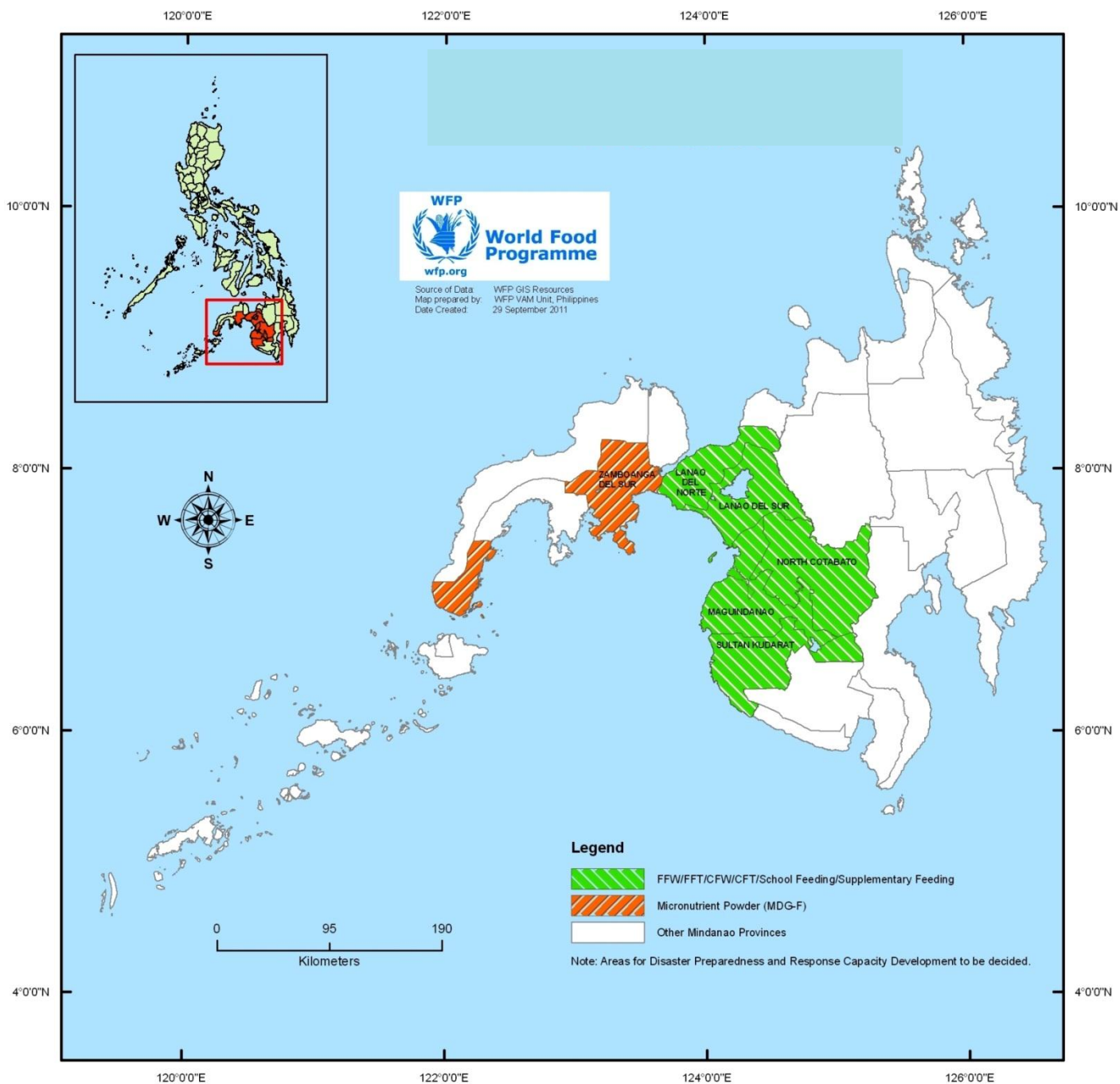


ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Objective 3: Invest in disaster preparedness and mitigation measures (WFP Strategic Objective 2)		
<p>Outcome 6 Increased DPR capacity at the national and local levels</p>	<ul style="list-style-type: none"> ➤ Disaster preparedness index Target: Government capacity strengthened as planned for 80% of projects supported ➤ No. of local government units using food and nutrition surveillance and early-warning systems Target: 10 units 	<p><i>Assumptions:</i> Disaster risk reduction continues to be a priority Suggest DPR work stays on track Required resources are generated</p>
<p>Output 6.1 Developed skills in DPR and early-warning systems</p>	<ul style="list-style-type: none"> ➤ No. of skills training sessions in logistics, needs assessment, disaster response coordination, food and nutrition, early warning Target: 25 sessions ➤ No. of participants in training, disaggregated by gender Target: 500 officials, at least 50% women 	



ANNEX III

AREAS OF OPERATION PRRO 200296



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.

ACRONYMS USED IN THE DOCUMENT

ARMM	Autonomous Region in Muslim Mindanao
BIFM	Bangsamoro Islamic Freedom Movement
CFA	cash for assets
DPR	disaster preparedness and response
F/CFA	food/cash for assets
F/CFT	food/cash for training
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
HEB	high-energy biscuit
IDP	internally displaced person
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MILF	Moro Islamic Liberation Front
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women