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Social Protection and the World Food Programme in the Philippines

Scoping study

Author: Sara Pavanello

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WFP and Social Protection in the Philippines: a scoping study

I. Introduction, aim, and methodology

For decades, the Republic of the Philippines (the Philippines) has grappled with two persistent policy challenges: malnutrition among children under 5 and pregnant women in the poorest income quintiles, and recurrent climatic shocks and conflict, which pose a serious risk to the socioeconomic development gains that have been made. In line with global trends, social protection has witnessed a substantial expansion in the Philippines over the past decade and made an important contribution to the country's social development and poverty reduction.

As envisaged in the WFP Strategic Plan 2017- 2021¹, WFP has increased the attention it devotes to building the capacity of Government agencies globally and has been focusing on strengthening its role as an enabler of food security and nutrition solutions. Similarly, WFP in the Philippines has gradually shifted its focus from direct implementation to capacity strengthening of the Government of the Philippines (GOP). Indeed, the WFP Country Strategic Plan (CSP, 2018-2023) for the Philippines focuses on informing national policies, facilitating knowledge transfer, and providing technical support to the GOP, also in social protection. Since 2018, WFP supported social protection delivery through a range of technical assistance, digital advisory services and solutions. In 2020, WFP also played a key role in supporting the social protection emergency response to the COVID-19 pandemic.

In line with the recent WFP Strategy for Support to Social Protection (WFP Social Protection Strategy- WFP, 2021), WFP in the Philippines views the strengthening of national social protection systems as an important avenue for improving food security, addressing the root causes of malnutrition, and helping people to deal with risks and shocks. WFP in the Philippines requested support from WFP Regional Bureau Bangkok to conduct this scoping study to gain a better understanding of the key national and international social protection actors, their policies, plans, and initiatives, with a view to improving WFP's strategic role, niche and value added

in this space, as well as to gain insights into the key challenges and opportunities for support to social protection in the Philippines.

This report consolidates the findings from the scoping study and provides a set of recommendations for defining and improving WFP's role, engagement, and strategic partnerships in support of national social protection. The report is structured as follows: Section II) describes the country context by outlining the challenges of persistent malnutrition and recurrent risks and shocks; Section III) outlines the social protection system architecture - specifically the main national policies, legislation, priorities and trends; Section IV) provides an overview of the key national social protection actors and programmes; Section V) discusses the main challenges and opportunities to advancing Zero Hunger and shock response through social protection in the country; Section VI) presents the key initiatives of international actors in support of the social protection system in the Philippines; Section VII) concludes with a set of recommendations.

Methodology

Primary data collection was carried out between July and August 2021 through 28 qualitative semi-structured interviews, conducted remotely with key informants based in the Philippines and in Bangkok, Thailand. These included representatives from the GOP, WFP and other UN agencies, The World Bank (WB), The Asian Development Bank (ADB), and one national research organisation (see Annex I and Table 1). Secondary data was collected through online research using existing global and country-specific English documents of thematic relevance. Key informants also shared additional documents, including those not publicly available.

1. <https://www.wfp.org/publications/wfp-strategic-plan-2017-2021>

II. The Philippines context

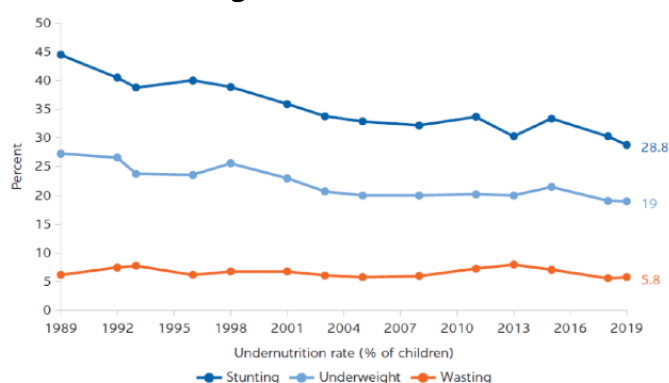
The WFP Social Protection Strategy outlines two interconnected priorities for WFP’s engagement in social protection: to help people meet their food security, nutrition and essential needs, and to help people manage risks and shocks (see Figure 1, Part 2 - Priorities). As elaborated in this section, these two priorities reflect the two main policy challenges that the Philippines has been confronted with for decades.

The challenge of Zero Hunger in the Philippines

Increased economic growth, declining poverty rates and higher standards of living have still not resulted in better nutrition outcomes for children under five and for pregnant women in the lowest income quintile.

Since the early 2000s, the Philippines has experienced robust economic growth at an average rate of 6.3% per year, accompanied by a significant decline in poverty, from over 26% in 2009 to 16% in 2018 (Cho et al., 2020). However, these positive trends have not resulted in improved nutrition in the most at-risk segments of the population: children under five and pregnant women, as mentioned above. As Figure 2 shows, for nearly 30 years, the rates of wasting and stunting among children under five have remained largely unchanged (World Bank, 2021a). The 2015 National Nutrition Survey found that in the poorest income quintile, almost half of children under five were severely stunted and that pregnant women were nutritionally at risk, with a prevalence of 17% of low birthweight rates (Cho et al., 2020). According to the 2019 Expanded National Nutrition Survey, stunting rates are significantly higher in rural areas (30.4%) than in urban areas (26.4%) (World Bank, 2021a). In addition to anthropometric differences (stunting, underweight, and wasting), micronutrient³ malnutrition—the so-called “hidden hunger”—is also highly prevalent in the country (Cho et al., 2020; World Bank, 2021a; WFP, 2018). In 2019, data on anaemia showed that 38% of children 6–11 months and 26% of children 12–23 months were iron deficient, and 20% of pregnant women were anaemic (Cho et al., 2020).

Figure 2: Malnutrition trends in the Philippines for children under age five, 1989–2019



Source: World Bank, 2021a

Lack of access to a diverse diet, inadequate care and feeding practices for mothers and children, limited access to health and environmental services, poverty and deprivation are among the main drivers of persistent undernutrition in the Philippines (World Bank, 2021b). In 2019, only 58% of children ages 0–6 months were exclusively breastfed and a mere 10% of children 6–23 months were fed a nutritionally adequate diet (World Bank, 2021b). The poorest households typically eat a diet heavy in rice with limited food diversity and animal protein intake. In 2018, WFP conducted a country-wide nutrition situation analysis, the Fill the Nutrient Gap (FNG). The results showed that across all regions, the modelled household of five members would not be able to afford a nutritious diet if paid a minimum wage only (WFP, 2018).

Early projections indicate that the economic crisis triggered by the COVID-19 pandemic is further exacerbating already high levels of childhood undernutrition in the country. A nationwide survey conducted by Innovations for Poverty Action in 2020 found that 75% of respondents had difficulty buying the same amount of food they could buy before the pandemic because their household income had dropped, and 26% had to limit portion sizes, while 20% had to reduce the number of meals eaten in a day⁴. UNICEF’s recent estimations indicate that the prevalence of underweight children in the Philippines may increase between 0.03 and 0.08% and wasting between 0.03 and 0.1% as a result of the COVID-19 crisis (UNICEF, 2021). In 2020, WFP revisited the Cost of

3. Such as vitamin A, iron, zinc, folic acid and iodine.

4. <https://www.poverty-action.org/sites/default/files/Philippines-RECOVER-Survey-Analysis.pdf>

Diet component of the 2018 FNG analysis⁵ and found that from January to May 2020 the cost of a nutritious diet had increased by 5% for all Filipinos (WFP, 2020).

The impact of shocks and conflict in the Philippines

The Philippines is at high risk of hydro-meteorological, geological, and seismic hazards. According to the 2020 World Risk Report, the Philippines is the ninth country in the world most affected by extreme weather events (WRI, 2020). An archipelago of 7,641 islands with almost all major cities located along the coastline, the Philippines is prone to coastal hazards such as typhoons, storm surges and rising sea levels (World Bank, 2021b; UNISDR, 2019). Typhoons and floods accounted for the overwhelming majority (80%) of natural disasters that occurred in the country over the past half-century (Jha, 2018 in UNISDR, 2019). The Philippines is also located within the Pacific Ring of Fire between the Eurasian and Pacific tectonic plates and thus earthquakes and volcanoes are serious risks (UNISDR, 2019). Furthermore, the country's climate is strongly influenced by the El Niño climatic events.

In late 2019 and early 2020, the country was hit by a highly unusual series of disaster events, which included one El Niño event in 2019 causing a longer dry season, three earthquakes in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) in October and November 2019, typhoons Tisoy and Ursula in December 2019, another earthquake in BARMM in December 2019, the Taal volcano eruption in 2020, and typhoon Rolly in November 2020, followed by typhoon Vamco a few days later (World Bank, 2020a).

Recurrent disasters threaten the gains that the country has made in socioeconomic development, poverty reduction and food security. Since 1990, the Philippines has been affected by 565 disaster events which have caused a combined estimate of USD 23 billion in damages, mostly from super typhoons (Jha, 2018 in UNISDR, 2019). Food production of rice in particular, is often affected by large-scale disasters: in 2013, typhoon Haiyan alone caused an estimated loss of 260,000 tons of rice, resulting in severe food shortages across the country and pushing an estimated one million people into poverty (UNISDR, 2019). In May 2019, the El Niño-

induced drought prompted rising inflation and agricultural production losses of 447,889 metric tons equivalent to PHP 7.96 billion (USD 137 million)⁶. The combined cost of damage to infrastructure and agriculture caused by typhoons Tisoy and Ursula in 2019 and the Taal volcano eruption in 2020 is estimated to be USD 245 million (World Bank, 2020a).

Decades of unrest, displacement and economic stagnation in BARMM have resulted in widespread underdevelopment, poverty, and malnutrition in the region. BARMM (the former Autonomous Region in Muslim Mindanao, ARMM, see Section III) has long been affected by internal unrest and conflict, including clan feuding, local disputes over resources and community rights, political and armed conflicts by nationalist/separatist groups, and violent extremism (World Bank, 2021b; Rowe, 2019). Recurrent conflict and natural disasters are the main drivers of forced displacement in the region: in April 2020, over 350,000 people were estimated to be internally displaced⁷. The interplay of conflict, weather-related shocks, poverty, and economic marginalisation have had a major negative impact on the population. Between 2015 and 2017, BARMM recorded the lowest (0.583) Human Development Index of all regions (NEDA, 2021). According to the Philippine Statistics Authority (PSA), 61.8% of the BARMM population in 2018 lived below the poverty line, making BARMM the region with the highest poverty rate in the country (vis-à-vis 16.7% nationally)⁸. In 2015, across all regions, the highest prevalence of stunting among children under five (45%) was found in BARMM (World Bank, 2021).

5. The FNG methodology combines a Cost of the Diet analysis with a comprehensive review of existing secondary data on markets, local dietary practices and malnutrition to identify barriers to a nutritious diet. For more information see: <https://docs.wfp.org/api/documents/WFP-0000099672/download/>
6. <https://www.rappler.com/business/neda-says-el-nino-caused-inflation-uptick-may-2019>
7. <http://www.protectionclusterphilippines.org/?p=2421>
8. <http://rssoarmm.psa.gov.ph/statistics/poverty>

III. Social protection in the Philippines: system architecture

National policies and legislation on social protection

The GOP's commitment to universal social protection is embodied in the 1987 Constitution of the Philippines, which underlines the state's responsibility to protect the welfare of its citizens. The Constitution's article on social justice and human rights mandates the Congress to "give highest priority to the enactment of measures that protect and enhance the right of all the people to human dignity, reduce social, economic, and political inequalities, and remove cultural inequities by equitably diffusing wealth and political power for the common good"⁹

Since 2007, the Philippines has established key legislative tools on social protection, consisting of series of national resolutions and executive orders. The key ones are listed in Box 1 below:

Box 1: Key legislative tools for social protection in the Philippines

- **Resolution No. 1**, series of 2007, establishes a common definition for social protection and its component parts. Social protection consists of the: "policies and programs that seek to reduce poverty and vulnerability to risks and enhance the social status and rights of the marginalized by promoting and protecting livelihood and employment, protecting against hazards and sudden loss of income, and improving people's capacity to manage risks"¹⁰. The four component parts of the national social protection system are: Labour Market Programmes, Social Insurance, Social Welfare¹¹, Social Safety Nets.
- **Resolution No. 2**, series of 2009, establishes a Sub-Committee on Social Protection (SCSP) with oversight on national social protection objectives and priorities under the National Economic and Development Authority.
- **Executive Order No. 867**, Series 2010, provides for the adoption of the National Household Targeting System for Poverty Reduction (Listahanan) as the nationwide repository of data on poor households- or social registry, and its use for the targeting of social protection programmes.
- **Resolution no. 7, series 2021**, adopted the Philippine Roadmap on Adaptive Shock Responsive Social Protection (ASRSP) as the overall framework for strengthening the shock responsiveness of the social protection system through anticipatory actions and ex-ante mechanisms.

- **Resolution No. 3, series of 2012**, establishes the Social Protection Operational Framework and Strategy as the basis for harmonizing and implementing social protection programmes in the country. In 2018 the Framework was revised and enhanced (Enhanced Social Protection Framework) to align it to the Philippine Development Plan (PDP) 2017-2022 and other key documents, such as the Association of Southeast Asian Nations (ASEAN) Declaration on Strengthening Social Protection (DSWD and SC-SP, 2018).

Social protection has gained increasing prominence in national development plans, policies and visions. The The PDP 2017-2022 is the overarching GOP strategic framework for national development planning and is aligned to the Ambisyon Natin 2040¹². Chapter 11 of the PDP 2017-2022 "Reducing Vulnerability of Individuals and Families", dedicated entirely to social protection, underlines the need for universal and transformative social protection as a key pathway towards reducing vulnerability to risks and disasters and building socioeconomic resilience (NEDA, 2016a). In February 2021, the PDP 2017-2022 was revised and updated (Updated PDP 2017-2022) to account for and respond to the new challenges resulting from the COVID-19 pandemic. Chapter 11 on social protection was also revised and some of the national priorities identified in the revised chapter are outlined below.

Similarly, the BARMM regional development plan focuses on social protection. The passage of the Bangsamoro Organic Law in 2018 and its ratification in 2019 provided for the establishment of a new political entity in the Philippines, the formal replacement of ARMM with BARMM, and the formation of the new Bangsamoro Government. This was the result of several years of peace talks between the GOP and various autonomist groups, with the latter calling for devolution of power from the central government (World Bank, 2021b). In 2020, BARMM developed its first regional development plan, the Bangsamoro Development Plan (BDP) 2020-2022, as the blueprint for development in the region. The BDP 2020-2022 is articulated in 13 chapters, aligned with the PDP 2017-2022 and Ambisyon Natin 2040. The overall goal of the BDP 2020-2022 is "to uplift the lives of the Bangsamoro and [to] establish the foundations for self-governance through moral governance" (BARMM, 2020). The BDP 2020-2022

9. <https://www.officialgazette.gov.ph/constitutions/1987-constitution/>

10. <https://neda.gov.ph/as-delivered-secretary-pernias-presentation-on-social-protection-and-human-capital-development/#:~:text=%E2%80%9CSocial%20Protection%20constitutes%20policies%20and,improving%20people's%20capacity%20to%20manage>

11. Social welfare was replaced with the term social assistance in the 2018 Enhanced Social Protection Framework

12. In 2016, NEDA adopted Ambisyon Natin 2040, a 25-year long-term vision and plan to transform the Philippines in a prosperous middle-income country free of poverty. The vision embodies three elements to ensure that Filipinos are: i) socially cohesive (matatag), ii) comfortable (maginhawa); and iii) secure (panatag) (NEDA, 2016). Similarly, the PDP 2017-2022 is organised along three main pillars: Malasakit (building a high-trust society), Pagbabago (transforming towards equity and resiliency), and Patuloy na Pag-unlad (increasing growth potential).

Goal Number 5 “Improving Access to and Delivery of Services for Human Capital Development” focuses on social protection and the Ministry of Social Services and Development (MSSD) is the agency responsible for its realisation (Ibid.).

In addition to national legislative and policy provisions, the Philippines has ratified several international conventions on universal social protection These include the Universal Declaration of Human Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Elimination of all forms of Discrimination against Women; and the Convention on the Rights of the Child. The Philippines has also agreed to ILO’s Recommendation 202 adopted at the International Labour Conference in June 2012, in which it commits to establishing a national Social Protection Floor (SPF). As elaborated in the following sections, concrete policy steps are currently being implemented to effect this commitment.

The ASEAN, of which the Philippines is a member, has developed a number of instruments to guide social protection and disaster risk reduction approaches to increase resilience in the region. Through the ASEAN Declaration on Strengthening Social Protection of 2013, ASEAN member states, including the Philippines, committed to taking actions to extend universal social protection. More recently in 2021, the ASEAN Secretariat produced the ASEAN Guidelines on Disaster Responsive Social Protection to Increase Resilience¹³ (ASEAN Guidelines) to provide a common understanding on how countries in the region should incorporate disaster risk considerations into social protection systems. Additionally, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025¹⁴ includes strengthened ASRSP as a key outcome under its Priority Programme 2 “Prevention and Mitigation”. Two related outputs are:

- (Output 2.5.1.1) Action plan and relevant capacity building programmes are developed to implement the building blocks¹⁵ of the ASEAN Guidelines; the use of innovative approaches such as forecast-based financing are highlighted in this output.
- (Output 2.5.1.2) A study and/or assessment on vulnerability of women and other vulnerable groups developed to support the implementation of the ASEAN Guidelines.

The building blocks are: institutional capacity, information and data management systems, flexible program design, flexible delivery system and flexible financing.

National priorities in social protection

The adoption of the SPF is a national priority. The finalisation and official adoption of the SPF, which, as discussed in Section VI is led jointly by ILO with the Department of Labor and Employment (DOLE), is indicated in the Updated PDP 2017-2022 as a key step for advancing a universal social protection system. The Updated PDP 2017-2022 also notes the intention to issue “a policy directive... to officially adopt and enumerate [SPF] components” (NEDA, 2021: 206). Similarly, the SCSP Social Protection Plan 2020-2022 and the 2018 Enhanced Social Protection Framework include the adoption and institutionalization of the SPF as key priorities (DSWD, 2020a; DSWD and NEDA, 2018).

The current administration is committed to addressing the persistent challenge of malnutrition. In 2016, President Duterte expressed his commitment to end hunger and malnutrition in the country¹⁶. Since then, important policy and legislative advances have taken place. In 2018, Republic Act No. 11037 (National Feeding Law) institutionalized the National Feeding Programme (NFP) for undernourished children in public day care centers, kindergarten, and elementary schools. In 2020, the President signed Executive Order 101 to establish the Inter-Agency Task Force on Zero Hunger (IATF-ZH) to support the achievement of Sustainable Development Goal 2 on Zero Hunger. Led by the Cabinet, the IATF-ZH was responsible for the formulation of the 2020 National Food Policy, to which WFP has also been providing technical input (see Section VI). In 2021, the Philippines participated in the Global Food Systems Summit¹⁷ dialogues, became signatory to the School Meals Coalition¹⁸, and the DepEd issued the Operational Guidelines on the Implementation of School-Based Feeding Programme for 2020-2021¹⁹.

However, the commitment to end malnutrition has not yet resulted in substantial advancements to nutrition-sensitive approaches in social protection programming. As elaborated in Section V, there are growing calls

13. <https://asean.org/book/asean-guidelines-on-disaster-responsive-social-protection-to-increase-resilience/>

14. <https://asean.org/book/asean-agreement-on-disaster-management-and-emergency-response-aadmer-work-programme-2021-2025/>

15. The building blocks are: institutional capacity, information and data management systems, flexible program design, flexible delivery system and flexible financing. <https://www.nnc.gov.ph/39-featured-articles/1789-duterte-declares-nutrition-as-top-priority-in-annual-nutrition-award-ceremony>

17. <https://www.un.org/en/food-systems-summit>

18. <https://schoolmealscoalition.org/>

19. https://www.deped.gov.ph/wp-content/uploads/2020/09/DO_s2020_023.pdf

The methodology developed for this study was informed by the CSP 2018-2023; WFP Social Protection Strategy and WFP Strategic Plan 2017- 2021. The WFP Social Protection Strategy and its strategic framework (Figure 1) provided the overall guiding framework for this study and informed data collection, analysis, presentation of findings and development of recommendations.

Table 1: Key informant interviews

Key Informant Group	Number of interviews
International agencies (UN agencies, WB, ADB representatives)	12
WFP (Manila and Bangkok) representatives	9
Government agencies representatives	6
National research organisation representative	1
Total	28

Figure 1: WFP Social Protection Strategy: Strategic Framework



Source: WFP, 2021

Data collection encountered several challenges. The social protection system in the Philippines is one of the most advanced in the East Asia Pacific region (Smith et al., 2017), and comprises several schemes and benefits. A review of all the existing social protection programmes—including labour market schemes, social care services, general subsidies, non-contributory (i.e. publicly funded) cash and in-kind transfers (also often termed social assistance), and contributory social insurance programmes—was not feasible given the relatively limited time available for this study. To ensure a sufficient level of depth and analysis, the scope of this exercise was narrowed to focus on formal non-contributory regular and emergency social protection² only, which is also an area where WFP, in line with its mandate and expertise, can continue to engage strategically.

Due to the time constraints, a relatively small number of approximately one-hour each were conducted, and no representatives of national and international NGOs were interviewed. Likewise, it was not always possible to gain a good sense of actual progress of international actors' activities in support of social protection (e.g. whether activities are ongoing, paused or almost completed, as well as the main implementation challenges), particularly for actors such as the WB and ADB, given the breadth of activities that they are supporting. It was also not possible to gain a clear idea of the nature and level of coordination between the WB and ADB.

2. Non-contributory regular social protection refers to social protection assistance that is delivered to eligible beneficiaries regularly, and where beneficiaries are not requested to contribute financially to gain access to social protection benefits. Emergency social protection refers to social protection assistance that is delivered to eligible beneficiaries, also without expectation for their financial contribution, during emergencies to mitigate the negative impacts of shocks and disasters.

among international actors stressing the potential of social protection for redressing malnutrition at scale and highlighting the need to ensure greater attention to the design and implementation of social protection programmes in nutritionally-sensitive ways.

Efforts to ensure greater shock-responsiveness of the social protection system has received significant attention by national policymakers and international actors. National policies and plans, recent resolutions and interview findings all indicate significant attention by the GOP, with international support, to strengthening and adapting the social protection system so that it can become an effective avenue for responding to recurrent shocks. The 2018 Enhanced Social Operational Protection Framework is explicitly informed by a “risk-management approach to identify the risks and vulnerabilities confronting the country and its citizens” (DSWD and NEDA, 2018: 7), with social protection indicated as having a transformative role in addressing poverty and underlying vulnerabilities (Ibid.). In addition, one of the key areas of the SCSP Social Protection Plan 2020-2022 focuses on the adoption and institutionalization of the ASRSP Roadmap as indicated in Box 1 (DSWD, 2020). The ASRSP Roadmap was developed in 2018 by FAO, WFP and UNICEF under the umbrella of an ECHO-funded regional project²⁰ (see Section VI). The findings and recommendations from the project fed into the development of the 2018 Enhanced Social Protection Operational Framework and, in July 2021, they provided the basis for the issuance of National Disaster Risk Reduction and Management Council (NDRRMC) resolution 7/2021 on the Adoption of the ASRSP Roadmap.

One priority of the BDP 2020-2022 is to enhance the capacity of BARMM to deal with natural hazards. The BARMM regional government is focusing attention on improving disaster response through social protection. One of the key actions included in the BDP 2020-2022 is the development of a Social Protection Master Plan to ensure that social protection is mainstreamed in Local Development Plans and the establishment of clear protocols for social protection programmes in disaster-prone areas (BARMM, 2020).

In BARMM, there is limited focus on the contribution that social protection can make to peacebuilding and to embedding a conflict-sensitive approach to social protection. Well-designed and delivered social protection contributes to peace and stability and supports state legitimacy through the strengthening of

the social contract (WFP, 2021). In BARMM, strengthening social protection can maximize opportunities for better disaster response, but also, critically, for peacebuilding. To do so, understanding the causes of fragility and adopting conflict-sensitive programming, both in social protection and humanitarian assistance, is needed. The BDP 2020-2022 recognises protracted armed conflict as one key risk in BARMM, which, together with disasters, contributes to recurrent displacement waves and to “the complex humanitarian situation” in the region (BARMM, 2020: 177). This recognition, however, does not seem to be matched by efforts to incorporate a conflict-sensitive lens to social protection. Chapter 9 of the BDP 2020-2022, for example, does not unpack the relationship between social protection and peacebuilding and does not elaborate on whether a conflict-sensitive approach to social protection is being adopted in BARMM. Similarly, according to one key informant, the MSSD has limited understanding of peacebuilding in the context of social protection, and the priority of the regional government is largely on response to emergency situations rather than on the role that social protection can play in strengthening the social contract, social cohesion and peace.

The COVID-19 pandemic has highlighted the importance of a social protection system that is able to respond quickly and effectively to shocks. Several documents, as well as interviews, with GOP representatives highlighted widespread recognition of social protection as a key instrument for policymakers to respond to the negative socio-economic consequences of the COVID-19 pandemic. The Updated PDP 2017-2022, for example, recognises that the “pandemic has amplified the importance of social protection programs and the need to enhance distribution systems” (NEDA, 2021: 58). In the same vein, interviewees also acknowledged that the negative and widespread socioeconomic impacts of the pandemic have highlighted long-standing challenges surrounding social protection in the country and the need to better ensure its shock responsiveness (see also World Bank, 2020).

The COVID-19 pandemic has prompted greater focus on key national priorities for improving both regular and shock-responsive social protection. Some of the government priorities outlined in Chapter 11 of the Updated PDP 2017-2022 are:

- **Implementing the digital national identification system.** Republic Act No. 11055 (the Philippine

20. The “Strengthening capacity of ASEAN Member States to design and implement risk informed and shock responsive social protection” is an ECHO-funded regional project to support ASEAN Member States to improve the availability of policies and operational options to strengthen the shock-responsiveness of their social protection systems. Focus countries, in addition to the Philippines, are Cambodia, Myanmar and Vietnam.

Identification System Act) was signed into law in 2018 to establish the Philippine Identification System (PhilSys) and to mandate the PSA as the agency responsible for its implementation²¹. The PhilSys is a digital national identification system to enable the registration and provision of a proof of identity or digital ID card (PhilSys ID) with biometric data to all citizens and to foreign residents in the Philippines. As indicated in the Updated PDP 2017-2022 and in interviews, the GOP is currently fast-tracking the PhilSys and, at the time of writing, citizens' registration in the PhilSys was ongoing. However, no indications emerged from the documents reviewed or interviews conducted of when exactly this process is expected to be completed and the PhilSys finalised.

- Improving the interoperability of existing databases for better social protection targeting.** Currently, multiple social protection databases containing information on beneficiaries or on the population at large co-exist, but they lack interoperability and integration. This was often indicated in both interviews and documents as hampering exchange and aggregation of information between social protection and other relevant ministries and departments. The Listahanan, the country's social registry, for example, is not integrated with beneficiary's databases of the various social protection programmes managed by the Department of Welfare and Development (DWSD). A similar situation is found in BARMM where every MSSD programme has its own database and there is no unified database consolidating all programme data (Rowe et al., 2019). As highlighted in the Updated PDP 2017-2022, the GOP is planning to link the Listahanan with the PhilSys and other major databases (e.g. of the Department of Education (DepEd) and the Department of Health (DOH)) using the national unique identification (PhilSys ID). This is expected to pave the way for data integration and interoperability to uniquely identify social protection beneficiaries and check their eligibility. This is also expected to lead to better targeting of routine social protection programmes and during emergencies (NEDA, 2021; World Bank, 2020). (see Section V).
- Improving the delivery of social protection cash transfers during emergencies.** The GOP plans to establish linkages between the PhilSys ID and a digital social protection payment system for more

rapid disbursement of Government-to-Person (G2P) payments during crises. As part of the registration process for the PhilSys ID, registrants can open a bank account with the Land Bank of the Philippines²² through which social protection cash transfers and other G2P payments can be made (NEDA, 2021).

Social protection and decentralisation processes in the Philippines

The Mandanas-Garcia ruling

The Mandanas-Garcia ruling has provided a new impetus towards decentralization in the Philippines.

The passage of the Local Government Code in 1991 represented the first step towards greater decentralization of government authority, public service delivery and associated budgets in the country. Until today, however, decentralisation has not achieved the expected goals of improved governance and greater participation, and therefore has fallen short of its potential to strengthen public service delivery. The central government, for example, continues to spend an overwhelmingly large share of its budget on local public expenditure, particularly for social services (World Bank, 2021). The Supreme Court Mandanas-Garcia ruling, which was confirmed in 2019 and is set to take effect in 2022, is a landmark decision to boost decentralization and local service delivery by devolving several programmes, including social protection, to Local Government Units (LGUs) and concurrently increasing by 55% the share of revenues (Internal Revenue Allotment) that LGUs receive from the central government (Ibid.).

The Community-Based Monitoring System

The Community-Based Monitoring System (CBMS) is set to replace the Listahanan and become the national poverty targeting mechanism. The CBMS is a diagnostic tool used to assess poverty at barangay²³, municipal, and provincial levels since its development in the early 1990s²⁴. Republic Act No. 11315 of 2019 (the CBMS Act) institutionalized the CBMS and shifted responsibility for its implementation from the Department of the Interior and Local Government (DILG) to the PSA. In 2021, the PSA started the roll out of a Pilot CBMS in nine

21. <https://www.neda.gov.ph/philsys/>

22. The Land Bank of the Philippines is the main financial service provider for distribution of conditional cash transfers under the GOP flagship social protection programme (see Section iv).

23. Barangay is the smallest administrative division in the Philippines and is a Filipino term for village.

24. <https://cbms.dilg.gov.ph/>

25. <https://psa.gov.ph/content/psa-clears-conduct-2021-pilot-community-based-monitoring-system-0>

municipalities in coordination with relevant LGUs²⁵ to collect disaggregated data such as the demographic and socio-economic characteristics of individuals and households, and the physical characteristics of the city/ municipality, service institutions, and infrastructures etc.²⁶ The data is stored in a database for use at national and municipal levels to inform planning, targeting and monitoring of “[g]overnment programs geared towards poverty alleviation and economic

development”²⁷. Repealing Executive Order No. 867, Series 2010, which, as highlighted above, mandated the use of the Listahanan, the CBMS Act is also in line with broader decentralisation processes mandating the use of the CBMS database as the national poverty targeting mechanism. As interviewees also confirmed, while the Listahanan is currently being used as the main source of targeting for social protection programmes, the CBMS is expected to eventually replace it.

IV. Social protection in the Philippines: key actors and programmes

This section provides an overview of the main national social protection actors and the non-contributory social protection schemes that they oversee. In addition, because of the relevance of DRM actors in the implementation of ASRSP agenda, this section also includes a brief overview of the main national Disaster Risk Management (DRM) actors.

National social protection: main actors and programmes

The Department of Social Welfare and Development (DSWD) is the lead ministry responsible for social protection in the Philippines. The DSWD mission is “to lead the formulation, implementation and coordination of social welfare and development policies and programmes for and with the poor, vulnerable and disadvantaged” (DSWD AND NEDA, 2018: 1). The DSWD comprises several Bureaux, Offices, Services and Units in charge of different functions and programmes. The main ones²⁸ are listed here below (see also Annex 3).

The National Household Targeting Office (NHTO) manages the Listahanan, the national social registry that is currently used for targeting beneficiaries of social protection programmes, and which should be updated every four years as per Executive Order No. 867, Series 2010. The Listahanan uses a Proxy Means Test (PMT)²⁹ formula, based on various socioeconomic criteria to identify and maintain a database of poor households countrywide.

The National Program Management Office (NPMO) is responsible for the management and implementation of the Pantawid Pamilyang Pilipino Program (4Ps), which translates as Bridging Program to the Filipino Family, the flagship national social protection programme described in Box 2.

Box 2: The flagship social protection programme of the Philippines: the 4Ps

Launched in 2008, the 4Ps is a nationwide conditional cash transfer programme providing conditional cash transfers to poorest of the poor eligible households with the aim of improving health, nutrition and education outcomes of children (0-18)³⁰. Since its launch, the coverage of the 4Ps has grown exponentially: from 6,000 households in 2008 to more than 4 million households in 2018, reaching nearly a quarter of the total population (Cho et al., 2020). In terms of the absolute number of households covered by a social protection programme, the 4Ps ranks fourth globally after Brazil, Indonesia, and Mexico (Ibid.). Implemented in 145 cities and 1,483 municipalities nationwide, the 4Ps was responsible for a quarter of the total poverty reduction between 2006 and 2015 (World Bank, 2019). Until recently the 4Ps was an executive programme of the President; underscoring GOP’s commitment to the 4Ps, it was enshrined in legislation through the 2019 4Ps Act.

Cash transfers are disbursed every two months to household beneficiaries fulfilling health and education conditions³¹ (IPC-IG and UNICEF, 2019). As part of the health conditions, 4Ps beneficiaries are required to attend the monthly Family Development Sessions (FDS) consisting of short sessions of 2-3 hours such as lectures, participatory discussions, and structured learning exercises delivered following the FDS Manual³². Designed to promote socio-behavioural outcomes, FDS focuses on a range of topics including food and nutrition, health, prevention of abuse and violence, family planning (ADB, 2020).

26. <https://psa.gov.ph/content/psa-clears-conduct-2021-pilot-community-based-monitoring-system-0>

27. See also <https://psa.gov.ph/cbms>

28. This is a limited list of the social protection programmes implemented by DSWD.

29. The PMT is a statistical model that aggregates multiple proxy indicators into a single score to represent the household’s welfare level.

30. <https://www.officialgazette.gov.ph/programs/conditional-cash-transfer/#:~:text=The%20Pantawid%20Pamilyang%20Pilipino%20Program,of%20children%20aged%200-18>

31. Health condition: children below 5 years old must attend monthly visits to health facilities; children 6 to 14 years old must take deworming medicine 2 times per year; pregnant women must attend trimestral health checks during pregnancy and have a delivery attended by a skilled health worker; the benefit recipient or spouse must attend monthly family development sessions. Education condition: children from 3 to 5 years old must be enrolled in pre-school or day care. Children from 6 to 18 years old must be enrolled in school and keep an attendance rate of 85% of school days per month (IPC-IG and UNICEF, 2019).

32. Gabay sa Pagpapaunlad ng Pamilyang Pilipino (Guide to Filipino Family Development) Manual

Households identified as 'poor' in the Listahanan and those with a pregnant woman and/or children under the age of 18 are eligible for 4Ps assistance. Cash transfers are distributed either manually as cash in hand or digitally via a Land Bank of the Philippines cash card. The cash amount varies according to beneficiary household's composition, but it is set at a maximum of Philippine Peso (PHP) 1,400 or USD 29³³ per month.

The **Disaster Response and Management Bureau (DRMB)** is responsible for DSWD's emergency relief operations. Building on the response to typhoon Yolanda in 2013 and as part of DSWD's focus on enhancing the shock-responsiveness of the social protection system, the DRMB established the **Emergency Cash Transfer (ECT)** programme, with WB's support. According to the ECT Guidelines for Implementation (ECT Guidelines), released in August 2019, the ECT "is an adaptive strategy in bridging the gaps between immediate disaster relief, humanitarian response and early recovery support through the provision of unconditional cash to victims of disasters and emergency situations" (DSWD, 2019: 2). The ECT cash transfer value, frequency and duration of transfer vary depending on its use³⁴. ECT Guidelines also state that UN agencies, international organizations and donors can provide funding support to the ECT, as well as technical assistance and 3rd party independent monitoring and studies (Ibid.). At the time of writing, the ECT was yet to be rolled out as a shock-responsive social protection mechanism. As indicated in Section IV, DRMB in collaboration with IOM is also responsible for the development of a new platform aimed at improving planning, management and reporting of disaster response.

In 2020 the GOP launched a nationwide social protection response to the COVID-19 shock – the Social Amelioration Program (SAP), managed by DSWD's Crisis Intervention Unit (CIU) in collaboration with LGUs. At the end of March 2020, the GOP passed the Bayanihan to Heal as One Act, No. 11469 (Bayanihan law), followed by Bayanihan 2 law and in August 2021, Bayanihan 3 law to mitigate the negative effects of the restrictions imposed to limit the spread of COVID-19. The Bayanihan law 1 and 2 laid out an extensive package of social protection measures targeting poor and vulnerable groups worth over PHP 200 billion (USD 4 billion) and equivalent to 1.1% of the country's gross

domestic product, making it the largest direct financial assistance granted by the GOP in history (World Bank, 2020). These measures included the SAP— consisting of two instalments of unconditional cash assistance ranging between PHP 5,000 to 8,000 (USD 100 to 160), depending on the minimum workers wage and households' subsistence expenditure in each region—for an initial target of 18 million families, or around 75% of the total population (Navarro et al., 2021). Intended beneficiaries were 4Ps (as a cash top-up to their regular entitlements); non-4P poor families with members with disabilities, older people, pregnant mothers, single parents; displaced informal workers; and other vulnerable groups (UNICEF and UNDP, 2020).

Since 2006, the DSWD has been implementing the **Supplementary Feeding Programme** to provide hot meals to three to five-year-old undernourished children in day care centres³⁶. In addition, since 1997 the DepEd has been running the School-based Feeding Programme to provide school meals to undernourished children from kindergarten to grade six, in order to improve their nutrition, behaviour towards health and nutrition, and school attendance. The institutionalization of the NFP in 2017 (see Section III) brought the Supplementary Feeding Programme and the School-Based Feeding Programme under the NFP umbrella. In addition to provision of school meals, the NFP provides a range of other services to eligible children, such as the Milk Feeding Programme, health examinations, vaccinations and deworming. Pursuant to Republic Act 8976 (Food Fortification Law), the National Feeding Law also stipulates that NFP meals should be fortified (e.g. serving iron-fortified rice) and should be provided for no less than 120 days in a school year³⁷.

In BARMM, the key institution responsible for social protection is the **MSSD**, the former ARMM's Department of Social Welfare and Development. MSSD's mission is to provide a "balanced and responsive approach to social welfare whereby the rights, needs, and interests of all citizens within its jurisdiction, with special focus on the marginalized and vulnerable sectors... are protected and addressed at all times, especially during ... crisis" (MSSD, 2021: 4). The MSSD comprises three divisions: Protective Services and Welfare, Disaster

33. Note that the minimum wage in the Philippines varies from region to region, ranging from PHP 316 (USD 6.57) to PHP 537 (USD11.17) a day in 2021. <https://www.aseanbriefing.com/news/minimum-wages-in-asean-for-2021/>. Hence, when compared to the minimum wage, the 4Ps cash value is as relatively low. 4Ps beneficiaries are also entitled to benefits from other national programs such as health coverage from the National Health Insurance Program, rice subsidy, and temporary assistance from the unconditional cash transfer (UCT) programme (for the latter see Annex 3) (Cho et al., 2020).

34. When ECT is disbursed as relief assistance, the value should be 75% of the prevailing regional daily wage rate, disbursed on a monthly basis for a maximum of three months; when it is disbursed as support to early recovery and rehabilitation, the value should be equivalent to the approved cost of Emergency Shelter Assistance (ESA) for families with damaged houses (DSWD, 2019).

35. In addition to the SAP, other social protection measures included distribution of in-kind relief consisting of food and non-food items; provision of 10 to 30 days employment to approximately 800,000 displaced workers; waiving all 4Ps conditionalities for six months, and others (UNICEF and UNDP, 2020).

36. <https://fo6.dswd.gov.ph/about-us/programs/supplementary-feeding-program/>

Response and Emergency Assistance, and Specialized Programmes. Social protection programmes in BARMM comprise both national- and regional-led programmes. National programmes include the 4Ps and the NFP, among others. Regional programmes designed and financed by the MSSD include a range of in-kind and cash programmes and other types of assistance (e.g. access to education and health), and comprise both regular social protection programmes as well as programmes delivered in response to crises. An overview of some of these programmes is provided in Annex 2.

The National Economic and Development Authority (NEDA), created in 1972 through Presidential Decree no. 107 and sitting under the Cabinet, is the key social and economic development planning and policy coordinating agency of the GOP³⁷. In the words of a key informant “NEDA has a powerful convening role and can bring together different GOP agencies with relevance for social protection, such as DSWD, DOLE, DOH etc”. As outlined in Section III, the SCSP sits under NEDA and is responsible for providing oversight on social protection development objectives and priorities related to the Updated PDP 2017-2022, the Social Protection Plan 2020-2022, the 2018 Enhanced Social Protection Operational Framework and is expected to endorse the upcoming SPF.

Social protection and the Mandanas-Garcia ruling

With the Mandanas-Garcia ruling coming into effect in 2022, DSWD envisages to shift its role from implementer to overseer of social protection. In 2020, DSWD published its Policy Agenda 2020-2025³⁹ to strengthen the quality of social policies in the context of changes in the national administration and policy landscape, including the Mandanas-Garcia ruling. The Policy Agenda 2020-2025 proposes a shift to DSWD’s role from “rowing to steering,” where LGUs will be in charge of social protection delivery and DSWD will be responsible for provision of the overall direction for social protection (DSWD, 2020). Similarly, discussing DSWD’s Supplementary Feeding Programme, one GOP respondent stated that “DSWD will move from implementer to provider of technical assistance”. To achieve this, DSWD aims to work on two parallel tracks: establishing a supportive framework for

decentralization on the one hand (e.g. developing SOPs, policies, manual of operations etc.), and providing technical assistance to LGUs on the other (e.g. in the form of training activities, consultation meetings, demonstration sessions, coaching and mentoring) (DSWD, 2020).

The 4Ps will continue to be overseen by DSWD, but other social protection programmes are expected to be devolved, in part or in full, to LGUs. As key informants explained, the Mandanas-Garcia ruling is not expected to affect the 4Ps, which will remain under the central oversight of DSWD. That said, other social protection programmes, including the DSWD/NPMO Supplementary Feeding Programme and the DepEd-run School-Based Feeding Programme, are expected to be devolved, partially or in full, to LGUs, from 2022. As explained in the interviews, commencing from 2022, the DepEd is planning to manage the supply of iron-fortified rice of the School-Based Feeding Programme, but to devolve the supply of all other food commodities to LGUs. A key informant also indicated that DSWD has been working on a phased and gradual approach to the devolution of its Supplementary Feeding Programme. The plan for 2022 is for DSWD to devolve the Supplementary Feeding Programme to all LGUs⁴⁰, except in LGUs in the 32 priority provinces that the IATF-ZH has identified as having the highest prevalence of hunger and malnutrition and in 5th and 6th class LGUs, where DSWD will continue to manage and implement the Programme.

DRM actors

Broadly speaking, the DRM function in the country is currently split among different actors, including DRMB in charge of disaster response (as highlighted in the preceding section), LGUs in charge of preparedness and response, and the NDRRMC responsible for supervision and coordination.

The **NDRRMC**, established through Republic Act 10121 in 2010, comprises a range of government, non-government, civil sector and private sector actors, and is attached to the Department of National Defence. The NDRRMC oversees overall DRM policymaking, coordination and supervision at central and local levels (World Bank, 2020a).

37. Fortified meals refer to the deliberate increase of essential micronutrients to provide the level of calories and protein prescribed by the National Nutrition Council (NNC), consisting of at least one-third of the daily requirement based on the Philippine Dietary Reference Intake https://www.lawphil.net/statutes/repacts/ra2018/ra_11037_2018.html

38. http://neda.rdc2.gov.ph/?page_id=322

39. The DSWD Policy Agenda is articulated along four themes, which are drawn from the Ambisyon Natin 2040: advancing social equity and social justice, promoting people-centred sustainable development, developing sustained institutional capacity for effective social welfare development and enhancing governance by harnessing whole of government and partnerships (DSWD, 2020).

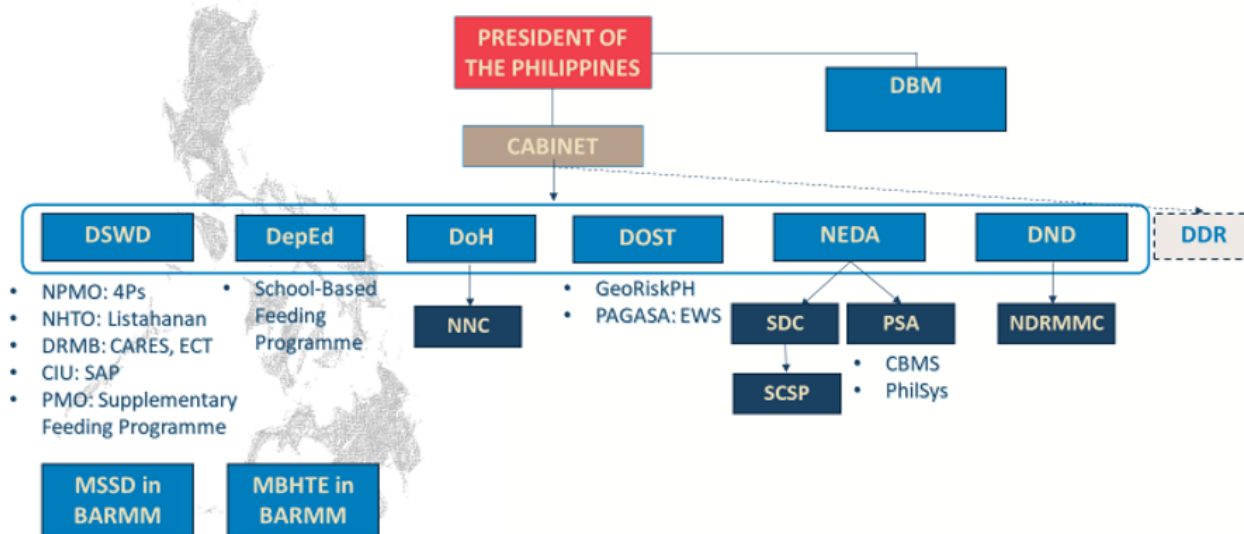
40. <https://www.rappler.com/voices/imho/opinion-why-department-disaster-resilience-should-not-be-created>

The **Department of Science and Technology (DOST)** is responsible for policies and programmes in the fields of science and technology. Sitting under DOST is PAGASA, the agency in charge of the Early Warning System (EWS) for the Philippines.

Department of Disaster Resilience (DDR). House Bill 5989 (the Disaster Resilience Act), passed by the House of Representatives in September 2020, provides for the establishment of a new government agency, the DDR, as the primary government actor responsible for planning, preparing, and responding to disasters and managing recovery efforts. The Disaster Resilience Act envisages the elimination of the NDRRMC and the concentration of power and responsibility for all functions related to DRM under one central agency, the DDR. In addition, and as indicated in key informant interviews, the DSWD/DRMB, as well as the PAGASA/ DOST would be absorbed by and incorporated into the new DDR. In November 2020, however, the Senate

opposed the Disaster Resilience Act and, at the time of writing, the Act was still under consideration by the Senate. Among the arguments against the establishment of the DDR is that it contradicts GOP's commitments to decentralization and efforts to reduce public administration costs, that proper funding for establishing and running the DDR is lacking, and that the DDR would be replicating much of the coordinating work that the NDRRMC is already doing. By contrast, arguments in favour of the DDR derive from concerns around the "fragmented institutional functions and actions among concerned agencies on climate change and disasters" (NEDA, 2021: 355), and the need to ensure greater harmonization and coherence of DRM, as elaborated in Section V. As one respondent noted, the establishment of the DDR is expected to improve the DRM function as a whole in the country through better coordination, "avoiding things falling through the cracks".

Figure 3: The Philippines Government Institutional Framework



Source: Author. Note that only the institutions and programmes that have been mentioned in this study have been included in this framework.

V. Advancing Zero Hunger and shock response through social protection

This section explores the ways in which the social protection system in the Philippines can better contribute to the two priorities identified in the WFP Social Protection Strategy: achieving Zero Hunger and

helping people better manage risks and shocks, which are also two critical national policy challenges. The main gaps, challenges and opportunities in achieving these priorities are also discussed.

41. <https://www.pna.gov.ph/articles/1116255>

42. <https://www.rappler.com/voices/imho/opinion-why-department-disaster-resilience-should-not-be-created>

43. An estimated PHP 1.5 billion are required to set the DDR. <https://www.rappler.com/voices/imho/opinion-why-department-disaster-resilience-should-not-be-created>

Advancing Zero Hunger through social protection in the Philippines

As Section IV showed, the Philippines social protection system has a good degree of maturity, and it is one of the most advanced social protection systems in the East Asia Pacific region (Smith et al., 2017). Given the persistent challenge of undernutrition in the Philippines, particularly among children under five, and further exacerbated by the COVID-19 pandemic, there is strong interest among national and international actors to explore how to enhance the ability of social protection interventions—the 4Ps in particular — to improve nutrition outcomes.

The potential of the 4Ps for advancing Zero Hunger in the Philippines is not fully realised. Recent WB and UNICEF studies have highlighted the potential of the 4Ps to improve nutrition outcomes (see Section VI). Global evidence indicates that an important avenue through which food access can be enhanced is through regular and predictable cash injections at the household level, which can lead to greater household economic capacity and, in turn, better food consumption (WFP, 2021). Indeed, when 4Ps cash transfers are delivered regularly – as is the case nationwide, but not in BARMM as discussed below – they can improve household food consumption and, therefore, reduce malnutrition. 4Ps cash transfers are also conditional upon children’s health check-ups and growth monitoring; this conditionality is expected to further enhance nutrition outcomes (Cho et al., 2020). Impact evaluations of the 4Ps that have been conducted over the past decade have shown that during the early stages of implementation, the 4Ps did in fact have positive effects on nutrition outcomes. Over time, however, these effects have faded and several challenges, which are discussed below, are currently hindering the realisation of this potential (Cho et al., 2020; UNICEF and EPRI, 2019). However, since the 4Ps reaches almost a quarter of the total country’s population, it is well-positioned to support improved nutrition outcomes at a large-scale (Cho et al., 2020).

The 4Ps’ main objective is not to improve nutrition. As indicated in Section IV, the main objective of the 4Ps is not to improve nutrition but to reduce poverty. This is not entirely surprising. Globally, social protection programmes with nutrition and food security as primary objectives are relatively small number, with the majority having broader poverty reduction objectives

similar to the 4Ps (WFP, 2021; Sabates-Wheeler and Devereux, 2018). As key informants noted, nutrition is not an explicit objective of the 4Ps, but an indirect one through the health check-ups and growth monitoring aspects of the health conditionality, through the nutrition messages delivered during FDS, and through the fortified rice subsidy granted to 4Ps beneficiaries (see Box 2). In principle, it could be argued that social protection programmes that reduce poverty should also reduce hunger. However, in practice, a growing body of evidence shows that the potential to reduce malnutrition is not fully realised unless social protection programmes are designed in a nutrition-sensitive way, such as intentionally targeting population groups with characteristics associated with a greater risk of food insecurity and malnutrition (WFP, 2021; Sabates-Wheeler and Devereux, 2018).

The outdated Listahanan challenges the ability of the 4Ps to target pregnant women and children under five .

Intentional targeting of the most at-risk groups in the Philippines, pregnant women and children under five, is currently challenged by the quality of data contained in the Listahanan, which, as key informants and documents reviewed amply indicate, is outdated. While Executive Order No. 867, Series 2010, provides for the updating of the Listahanan every four years, in practice this has not taken place. Data collection for the first Listahanan (Listahanan 1) was finalised in 2011, and the second data collection took place in 2015 (Listahanan 2), but a moratorium on the enrolment of new households in 2015 prevented inclusion of new beneficiaries into the 4Ps using Listahanan 2 (World Bank, 2020; Cho et al., 2020). Hence, beneficiaries that were targeted by the 4Ps at the time of writing were identified in 2009— well over a decade ago. Unsurprisingly, the 4Ps targeting performance and in turn the number of poor households with pregnant women and children under five that it reaches have decreased substantially over the past decade (Cho et al., 2020).

The Listahanan is being updated but there are questions around the quality of data collected and its reliability for targeting.

As several key informants noted, DSWD started to update the Listahanan in 2019⁴⁴ but this process was put on hold by the onset of the COVID-19 pandemic in March 2020 and only resumed in September 2020 (Cho et al., 2020). That said, while the idea of having a much needed up-to-date and accurate social registry to inform the targeting of the 4Ps and

44. NHTO/DSWD sought to survey 16.4 million people nationwide using around 37,000 enumerators for a total cost of 50 million USD. <https://www.adb.org/news/events/harnessing-data-digital-age-poverty-reduction-live-webinar>

other social protection programmes is clearly positive, “the technical quality of the current round of Listahanan is in question” (Ibid.: 35). As one key informant explained, the finalisation of the data collection for the Listahanan 3 was fraught with challenges: the majority (around 70%) of data was collected before March 2020 (World Bank, 2020) and there were serious concerns that this data is also outdated in light of the major negative effects of the COVID-19 pandemic on vulnerability and poverty levels. Also, there have been large-scale grievances at the community level and DSWD has faced validity challenges since, as also explained by one key informant, a high number of people, many of whom have seen their poverty worsening, are asking to be included in and/or questioning the Listahanan data collection process and its validity (see also World Bank, 2020).

The current CBMS does not offer a reliable and accurate base for targeting and the process of transitioning from the Listahanan to the CBMS is not clear. As provided in the CBMS Act and as outlined above, the CBMS will eventually replace the Listahanan. However, according to a 2020 WB report, the quality of CBMS data varies among regions and the CBMS currently offers an “inadequate basis for household targeting” (World Bank, 2020). Indeed, a recent assessment of the CBMS found that LGUs, who thus far have been in charge of CBMS data collection, have not been doing so on a regular basis, nor have they followed a set schedule across the country to collect data at the same time (Diokno-Sicat et al., 2020). In addition, as interviewees pointed out, when and how the transition from the DSWD-led Listahanan to the PSA-led CBMS will occur is not clear. As key informants added, DSWD at the time of writing was largely concerned with finalising and releasing the Listahanan 3, with transition-related matters not viewed as a priority.

Socio-cultural factors and shortcomings in the implementation of FDS contribute to 4Ps’ poor nutritional outcomes. A 2019 UNICEF qualitative assessment of the nutritional impact of the 4Ps noted a general perception among local stakeholders interviewed that Filipino children ‘are small’, even among local level health personnel, which contributed to creating a sense of normality around stunting and diminishing the need to address the problem (UNICEF and EPRI, 2019). The same assessment found that the potential of FDS to induce behaviour change on nutrition is hampered by several factors concerning the quality of FDS delivered to beneficiaries. For example,

FDS have become a platform for all types of communication to beneficiaries and often lack the depth and focus on the nutrition required to promote effective behaviour change at household level. In addition, FDS often consists of a one-way lecture with little interaction or engagement between the speaker and 4Ps beneficiaries. This was also seen in the assessment as reducing the quality of the sessions delivered and, ultimately, the information absorbed by the beneficiaries (Ibid.; see also ADB, 2020).

The 4Ps does not monitor nutrition indicators As key informants noted, the 4Ps monitoring framework does not include nutrition-specific indicators, and, in turn, nutrition outcomes are not monitored. Indeed, the FNG analysis that WFP conducted in 2018 also recommended the inclusion of nutrition indicators.

The nutrition potential of the NFP is limited by the lack of systematic inclusion of fortified food in the meals provided to children. With its explicit nutrition objectives, the NFP is another social protection programme that can contribute significantly to better nutrition outcomes. To maximise the nutrition potential of the NFP, the National Feeding Law provides for the provision of fortified hot meals, such as iron-fortified rice (see Section IV). As discussed during interviews, however, there is no systematic inclusion of fortified food in the hot meals served by the NFP across the country, with the bulk of rice served still unfortified. One key reason relates to the limited production of iron-fortified rice at the local level, which is hindered by the difficulties that farmers face to regularly source iron-fortified kernels (WFP, 2021a).

Responding to disasters and other shocks through social protection in the Philippines

Since 2018, there has been growing interest among GOP, UN agencies and donors to explore how the routine social protection system can be adapted and strengthened for response to future shocks. This has led to important policy advances, as discussed in Section III. However, as the social protection response to the COVID-19 crisis has shown, there is still room for improvements to ensure greater adaptability and effectiveness of social protection during crises (World Bank, 2020).

Limited coordination between DRM and social protection actors. A 2017 study noted that despite the

NPMO, the bureau in charge of the 4Ps and DRMB, the bureau in charge of managing emergency relief responses both sit under DSWD, they nonetheless “work totally separately” (Smith et al. 2017: 54). This scoping study found similar challenges. For example, key informants mentioned that coordination among the different bureaux of DSWD is generally limited. In turn, in the words of one key informant, it is important that international actors working to strengthen DSWD’s capacity “do the legwork” in the sense of acting as facilitators and brokers between these different bureaux to strengthen coherence of approaches and collaboration.

There are no linkages between EWS and social protection response. EWS, a key component of DRM approaches, can be critical mechanisms linking social protection and DRM: EWS can provide timely and accurate underlying risk knowledge in the form of weather forecasts, bulletins and other advisories, and can act as triggers for the activation of social protection scale-up. In the Philippines, however, the DOST-led EWS do not trigger DSWD-led social protection responses (Hobson, 2018).

The lack of actionable guidelines for flexing and scaling the 4Ps and other social protection programmes during crisis is limiting effective and timely shock response . A key gap identified in documents and interviews relates to the absence of a risk-adapted Operations Manual (for the 4Ps and for other programmes) and Standard Operating Procedures (SOP) (e.g. well-defined preparedness actions, pre-defined protocols, risk-adjusted procedures, roles and responsibilities) for the 4Ps or other programmes in the event of a shock that can serve as the guiding framework for the scaling of social protection when a shock occurs (NEDA, 2021; WFP, 2021b; Hobson, 2018; Smith et al., 2017). One of the recommendations of the recently endorsed ASRSP roadmap is to review the existing Operational Manuals of social protection programmes and develop a set of risk-adjusted programme procedures to enable the 4Ps and other programmes to respond in a timely and appropriate way during crises (Hobson, 2018).

The absence of a menu of social protection response options hinders GOP decision-making in the event of shocks. The Updated PDP 2017-2022 envisages the development of a menu of social protection programmes that can be readily implemented in the event of shocks (NEDA, 2021). This echoes the suggestion of one interviewee that international

agencies including WFP should “put their heads together and work on a menu of response options for when disasters strike” to support the GOP and DSWD in particular, in order to roll out a response modality that is best suited for each shock. Indeed, a number of interviewees highlighted that despite the existence of the ECT and the release of its Guidelines in 2019, a new social protection emergency mechanism, the SAP, was created to respond to the COVID-19 crisis in 2020 (see Section IV). While this was explained as a decision that was taken by the highest levels of the administration in response to an unprecedented nationwide shock, the lack of a readily available menu of response options was also indicated as having hindered international actors’ advocacy efforts to the GOP around COVID-19 response modalities in 2020, including around the ECT roll out.

The outdated Listahanan has contributed to delaying the SAP cash response in 2020 for non-4Ps beneficiaries. In 2020, the Listahanan could have been used to quickly identify eligible non-4Ps SAP beneficiaries, but the lack of up-to-date information meant that the DSWD had to implement a new, rather lengthy and cumbersome targeting process to ensure greater accuracy of SAP targeting. In particular, LGU officials were asked to draft a list of potential beneficiaries based on their local knowledge of and on predefined eligibility criteria, and to compile forms where the details of potential SAP beneficiaries were collected. These forms were then cross-checked and validated by DSWD to avoid duplication of beneficiaries or overlapping of benefits, and the identified SAP beneficiaries were eventually registered and enrolled manually (Cho et al., 2021; Navarro et al., 2021). Unsurprisingly, this process took a considerable amount of time and contributed to delaying the delivery of the first tranche of SAP cash to non-4Ps beneficiaries in 2020⁴⁵ (Cho et al., 2021).

The Listahanan lacks some of the features that could greatly enhance relevance and use in disaster preparedness and response. The Listahanan is the one registry authorised by Cabinet for use during shocks (Hobson, 2018). In addition to containing outdated information as discussed above, the current Listahanan, and also the Listahanan 3 currently being developed, have limited information on household characteristics such as disabilities, Indigenous Peoples, Internally Displaced Persons, workers in the informal sector, etc., which could help to capture vulnerability in advance of

45. The delays experienced led to a number of changes in the delivery of the second tranche of SAP, including the introduction of a digital payment mechanism through collaboration with multiple Financial Service Providers beyond the Land Bank of the Philippines. For an in-depth analysis of the implementation of the second tranche of the SAP see Cho et al., 2021

a shock (DSWD, 2020 and 2020a). Furthermore, the Listahanan, both current and the upcoming Listahanan 3, are not geo-referenced to hazard-prone areas and their PMT formula does not collect data on climatic vulnerability (Hobson, 2018).

The routine payment system was used to deliver the first tranche of SAP assistance to 4Ps beneficiaries as a top-up quickly and effectively; however, in contrast, delivery of SAP assistance to non-4Ps beneficiaries was faced with challenges and delays. To disburse SAP cash assistance to 4Ps beneficiaries, DSWD used the existing 4Ps digital payment system and transferred funds directly to their Land Bank of the Philippines accounts (the SAP cash transfers were then accessed by beneficiaries using their 4Ps cash cards). However, the delivery of SAP cash to non-4Ps beneficiaries was challenged by limited ownership of bank accounts among non-4Ps beneficiaries on the one hand, and the lack of an established G2P ecosystem through which SAP cash transfers could be swiftly delivered to new beneficiaries on the other (see Section IV). The transfer of the first tranche of SAP to 4Ps beneficiaries as a top-up benefit was completed by 5 April 2020, whereas for non-4Ps beneficiaries it extended beyond June 2020 (Cho et al., 2021).

In BARMM, the digitalization of 4Ps cash transfers is lagging and significant delays in 4Ps payments continue to limit the predictability and effectiveness of regular and shock-responsive social protection in the region. The overwhelming majority (over 90%) of 4Ps beneficiaries nationwide receive their entitlements digitally via Land Bank of the Philippines cash cards (Cho et al., 2021). By contrast, in BARMM, the majority

of payments are delivered as cash-in-hand: in 2018, less than 7% of BARMM 4Ps beneficiaries received their entitlements via a cash card (DSWD AND NEDA, 2018 in Rowe, 2019). 4P payments in BARMM are also affected by serious delays: for example, in the Lanao del Sur province, 4Ps transfers for the entire year of 2018 were delivered in August 2019, and other beneficiaries were still waiting for their 2018 payments in mid-2020⁴⁶ (World Bank, 2020). In addition to the above challenges related to routine 4Ps payments, the distribution of SAP emergency cash assistance in BARMM in 2020 was also affected by challenges and delays, including the inability of existing financial service providers to deliver cash manually because of the restrictions in place to contain the spread of the virus.

There are plans for adapting the NFP to deliver nutritious family food packs during emergencies. The distribution of family food packs to meet immediate needs during crises has long been an emergency assistance modality used by DSWD in several relief responses across the country (see for example Smith et al., 2017). More recently and as outlined in Section IV, during the COVID-19 crisis in 2020, the delivery modality of the NFP was adjusted from provision of hot meals to students at schools or kindergartens to take-home food packs for the whole family. According to the updated PDP 2017-2022, this adaptation is expected to be adopted as a standard approach during emergencies so that “instead of hot meals, day care and elementary school students [are] provided with nutritious food packs for their families, including vegetable noodles ... iron-fortified rice, and enhanced nutribun⁴⁷” (NEDA, 2021).



46. The literature and key informant interviews point to several reasons for the significant payment delays and low penetration of cash cards in BARMM- including duplicated beneficiary profiles, low levels of financial inclusion, as well as underdeveloped financial services infrastructure in the region- which clearly all have a major negative impact on the ability of the 4Ps to reach its very core objectives (Rowe, 2019; Cho et al., 2020 and 2021; World Bank, 2020).
47. Nutribun is a bread product used in elementary school feeding programmes in the Philippines to combat child malnutrition that was first started to be provided by USAID in 1972. <https://www.mypope.com.ph/history-of-the-now-enhanced-nutribun/>

VI. International support to the social protection system

Social protection systems comprise an overall architecture, made up of identifiable building blocks, and a set of programmes that deliver assistance and services to people. Therefore, strengthening a social protection system means contributing to the system architecture and/or its programmes (WFP, 2021). This section uses the building blocks related to the system architecture, programme features, and knowledge and learning elements included in the WFP Social Protection Strategy, Figure 4 below, to present the main activities that international actors, including WFP, are implementing in support of the social protection system in the Philippines.

Figure 4: The building blocks of a national social protection system



Source: WFP, 2021

System architecture

Policy and Legislation

Social Protection Floor – ILO, DOLE, NEDA. Since 2015, ILO has been leading national policy dialogues for the establishment of the SPF to support the Philippines to realise its commitment to ILO’s Recommendation 202. As interviews indicated, ILO launched the Assessment-Based National Dialogue (ABND)⁴⁷ in 2015 and updated it in 2017 to reflect changes in policy directions following Presidential elections in 2016. ABND results were presented to NEDA in 2018 and fed into the 2018 Enhanced Social Protection Operational Framework. More recently, ILO and DOLE, in consultation with national and international stakeholders, have developed a set of recommendations on the SPF, articulated along the four guarantees⁴⁸. The issuance of a NEDA resolution, expected to take place in the last quarter of 2021, will officially establish the SPF in the country. The following recommendations, as well as

their timelines for implementation, are included in guarantee number 2 on children – “all children receive basic income security providing access to nutrition, education, care and any other necessary goods and services”:

- development of a nutrition-focused pilot under the 4Ps, 2021-2022;
- extension of coverage to 4Ps children under 5 years old, indigenous people and PWD children not enrolled in school or day care, 2023-2028;
- provision of nutritious meals under the NFP all year round, instead of the current 120 days, 2021-2022;
- distribution of nutritious take-home food packs during emergencies under the NFP.

Development and adoption of the ASRSP Roadmap - FAO, WFP, UNICEF, DSWD. As mentioned in Section III, the ASRSP Roadmap developed in 2018 by FAO, WFP, and UNICEF under the ECHO-funded regional project

47. The ABND is an ILO-led consultative process aiming to develop a common diagnosis of the social protection situation in the country and to identify priority areas.

48. Access to a nationally defined set of goods and services constituting essential health care and basic income security for children, persons of working age in case of sickness, older persons, as well as for unemployment, maternity and disability

was officially adopted through NDRRMC resolution 7/2021 in July 2021. The resolution appoints DSWD as the agency responsible for leading implementation of the ASRSP, in coordination with the Technical Working Group on Anticipatory Action (TWG AA) see below.

Mainstreaming RISR SP in the Bangsamoro

Development Plan – FAO, UNICEF, MSSD. UNICEF and FAO, in collaboration with MSSD, are working under the umbrella of a Joint SDG Fund project⁵⁰ to lay the foundations for Risk Informed Shock Responsive Social Protection (RISR SP) in BARMM. One of the activities consists of the mainstreaming of RISR SP in the BDP 2020-2022.

WFP has been engaging in upstream policy dialogues with the GOP (both central and BARMM) to advance policy changes on food security and nutrition. While these policy actions did not specifically engage social protection actors, they nonetheless indicate WFP substantial policy work on food security and nutrition in the country. In 2018, WFP conducted the FNG analysis (see Section II and below) and the results were used to support the operationalisation of the Philippine Plan of Action on Nutrition. More recently, WFP provided substantial technical input to the formulation of the 2020 National Food Policy, led by the IATF-ZH. In February 2020, WFP and the National Nutrition Council also co-established the Scaling Up Nutrition Business Network as the platform for business cooperation on nutrition initiatives. Also in 2020, jointly with FAO, WFP co-authored the first Food Security and Nutrition Roadmap for BARMM with the Ministry of Agriculture, Fisheries and Agrarian Reform, aligned to the IATF-ZH National Food Policy (WFP, 2020a). This led to the creation of the Bangsamoro Food Sufficiency Task Force, which aims to support BARMM food security and nutrition strategies.

Governance, Capacity and Coordination

UN-Development Partners Social Protection Sub-group: AA Social Protection Sub-Group was established under the Partnership Framework for Sustainable Development (PFSD) 2019-2023, the UN strategic planning document aligned to national priorities and aspirations with membership from the WB, ADB, DFAT and UN agencies (UNICEF, FAO, WFP, ILO and UNFPA). The Sub-Group was maintained in the 2020 UN

Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines (SEPF), which is the UN Philippines' blueprint for supporting recovery from the pandemic. The Sub-Group currently coordinates planned and ongoing activities in shock responsive social protection in the country.

Social protection informal group. An informal coordination mechanism was established a few years ago to exchange updates on ongoing and future planned activities in social protection. This group consists of international actors working in social protection in the country including UNICEF, DFAT, WB, ADB. Just before the start of COVID-19 pandemic, an invitation to join the group was extended to FAO, WFP and ILO. As key informants explained, meetings used to take place on a quarterly basis over lunch, but since 2020 they have stopped due to COVID-19 related restrictions. Several key informants mentioned the importance of resuming them using remote modalities (e.g. via Teams or Zoom calls).

The **TWG AA**, co-chaired by DSWD, NDRRMC and FAO, and of which WFP is also a member⁵¹, is a coordination platform to support the establishment and scaling of anticipatory actions and approaches in the country. A number of key informants also mentioned an anticipatory action initiative that is being rolled out in the country, albeit not under the umbrella of the TWG AA. In March 2021, the Typhoon Anticipatory Action in the Philippines was launched as a pilot funded by the **Central Emergency Response Fund** (CERF pilot). The CERF pilot, which at the time of writing was in the process of being designed, aims to deliver multi-sectoral interventions ahead of a typhoon through implementation by UN agencies (FAO, WFP, UNFPA, UNICEF, IOM), the Philippine Red Cross/German Red Cross and the START Network, in collaboration with various NGOs in selected municipalities. Under the CERF pilot, WFP is developing a proposal focused on the distribution of multipurpose cash transfers three days before the onset of a typhoon to support beneficiaries in Region 5 in order to undertake preparatory actions to protect their lives and livelihoods. To enable the rapid roll-out of anticipatory multipurpose cash assistance, WFP also seeks to profile and register 25,000 at-risk households in SCOPE.

49. The “Ensuring inclusive, risk-informed and shock-responsive social protection resulting in more resilient communities in the Bangsamoro Autonomous Region in Muslim Mindanao” project is a 24 month intervention launched in August 2020 for 24 months and funded by the Joint SDG Fund (USD 1,960,000) with additional funds provided by the Australian Department of Foreign Affairs and Trade (DFAT) and implemented jointly by UNICEF and FAO. <https://jointsdgfund.org/programme/ensuring-inclusive-and-risk-informed-shock-responsive-social-protection-resulting-more>

50. The TWG AA was previously co-chaired by WFP.

Platforms and infrastructure

Digital transformation strategy – WB, DSWD. In 2020, the WB launched the Philippines Beneficiary FIRST Social Protection Project P174066 (Beneficiary FIRST) to mitigate the impacts of COVID-19 and strengthen DSWD's social protection delivery systems to be more adaptive to shocks (World Bank, 2020). One of the several activities of this project (see below) consists of supporting DSWD to develop a medium-term digital transformation strategy, guided by data privacy protection principles in line with the Data Privacy Act⁵¹. This strategy, which will also pursue integration with the PhilSys to ensure interoperability with other government agencies, aims to guide the adoption by DSWD of digital technologies and platforms for use in administrative processes and social protection service delivery (Ibid.). As one GOP representative explained, as part of the development of the strategy, DSWD is planning to hire an IT firm to conduct a strategic assessment of existing system infrastructure (e.g. networking, cloud computing, records management) and propose investments needed to upgrade the existing system.

Digital advisory and solution services - WFP. For several years, WFP has been providing digital advisory and solution services to central and regional governments to ensure 'business continuity' of social protection during crises. For example, SCOPE-based solutions⁵² were provided to DSWD during the Marawi siege in 2017, typhoon Ompong in 2018, and the eruption of the Taal volcano in 2020 to register and profile affected populations. In 2020 during the COVID-19 crisis, WFP offered a customized version of SCOPE to MSSD in BARMM to support registration and distribution of SAP payments to over 480,000 households, since existing financial service providers were unable to operate as a result of restrictions to contain the spread of the virus (WFP, 2020). In 2021, WFP has provided technical assistance to the DSWD Field Office in Region V to use SCOPE to improve the management of the beneficiary information database of the Emergency Shelter Assistance (ESA) cash programme (e.g. conduct deduplication of beneficiary records) and support ESA cash distribution.

Knowledge and Learning

Assessments, analysis and evidence-based advocacy

Nutrition-sensitive social protection – UNICEF, World Bank. Between 2019 and 2021, UNICEF and the WB have generated evidence on the potential of the 4Ps to improve nutritional outcomes in the country. Following the WB third impact evaluation of the 4Ps in 2019 (World Bank, 2019), UNICEF conducted a qualitative assessment to delve deeper into the evaluation's quantitative findings and gain a better understanding of the impact of the 4Ps on nutrition outcomes of children younger than five (UNICEF and EPRI, 2019). Similarly, in 2020 and 2021, the WB analysed the potential of the 4Ps to address malnutrition among children under five and pregnant women and subsequently provided a set of recommendations (Cho et al., 2020; World Bank, 2021a). As highlighted in interviews, the evidence generated has been used to inform policy discussions and advocate to DSWD and NEDA for a more nutrition-sensitive approach of the 4Ps, including the monitoring of younger children and the inclusion of nutrition indicators (see also UNICEF, 2019). In addition, for a number of years, UNICEF, ADB, DFAT and the WB have been conducting joint field missions every six months to review 4Ps progress. As indicated in interviews, improving the 4Ps nutrition performance has been the focus of joint recommendations provided to DSWD following these missions.

Fill the Nutrient Gap (FNG) nutrition situation analysis – WFP, DSWD. In 2018, WFP conducted the FNG analysis to understand availability, physical access, affordability, and choice of nutritious foods in the Philippines and how systems, including social protection, can improve these aspects. The analysis also focused on the potential of 4Ps cash transfers to improve access to a nutritious diet for vulnerable households (WFP, 2018). Echoing UNICEF and WB advocacy on inclusion of nutrition indicators as highlighted above, the recommendations suggested the integration of nutrition indicators in the 2018 Enhanced Social Protection Framework and Strategy. They also suggested appropriate coverage for children with disabilities and children from indigenous communities, similar to SPF recommendations in the children guarantee as indicated above.

51. <https://www.privacy.com.ph/learn-data-privacy-compliance/data-privacy-faqs/#:~:text=Republic%20Act%20No.,the%20processing%20of%20personal%20information.>
52. SCOPE is WFP corporate beneficiary information and transfer management platform

Welfare impacts of COVID-19 on low-income households and the role SAP cash assistance – WB.

Starting in early 2020, the WB undertook a series of Low Income Household Panel Economic (HOPE) Surveys to understand the impact of the COVID-19 pandemic on 4Ps beneficiaries and other low-income households and analyse the role, delivery and performance of SAP cash assistance (Cho et al., 2020a).

Assessment of child poverty effects and efficacy of SAP cash assistance - UNICEF, DSWD. In 2020, UNICEF conducted a countrywide assessment of: a) monetary and child poverty and multidimensional vulnerabilities as a result of the COVID-19 pandemic using scenario-based impact modelling, and b) the ability of SAP cash transfers to reduce poverty using qualitative research methods to investigate SAP design and implementation and its ability to protect families and children from negative coping strategies (UNICEF, 2021). The report was launched in 2021 and, as indicated in interviews, findings and recommendations have been presented to DSWD and plans were made to present them to Congress to inform upcoming discussions on Bayanihan laws 3 and the ongoing shock-responsive social protection agenda.

Remote monitoring of food security, nutrition and SAP cash assistance – WFP, DSWD. In 2020, WFP jointly with DSWD designed and conducted a remote household survey to: a) monitor the food security and nutrition of SAP and non-SAP beneficiaries (for the former in 15 regions of the country, for the latter in BARMM and NCR) using the mobile Vulnerability Analysis and Mapping (m-VAM) tool to collect data for a range of WFP corporate indicators⁵⁴, and b) developed outcome indicators to understand beneficiaries' use of and satisfaction with SAP cash (two rounds between June – August and November-December 2020). At the time of writing, the report was being drafted and preliminary findings had been shared with DSWD.

Case study on SAP implementation – ADB. In late 2021, ADB published a case study exploring the implementation challenges, successes, and lessons learned from the nationwide shock-responsive social protection intervention in the Philippines, specifically focusing on the SAP cash assistance (Gudmalin et al., 2021).

Vulnerability and risk analysis – WFP. As part of a five-year Forecast-based Financing project (2015-2020) aimed at strengthening GOP's capacities in early action, WFP collected vulnerability and risk data in ten

provinces across the country to inform risk assessments on typhoon and drought hazards and developed initial models for vulnerability maps with triggers and thresholds (WFP, 2020). Under the regional ECHO-funded project in 2020-21, WFP conducted a countrywide Vulnerability and Risk Analysis (VRA) to understand underlying vulnerabilities to climate-related risks at city and municipality levels and developed risk indices for typhoon, flood and drought hazards. As key informants explained, WFP has started to test risk indices to inform geographical targeting of anticipatory actions in Region V and implementation of the WFP convergence model for food security⁵⁵ in BARMM. Once tested, the idea is to share risk indices with the GOP to inform geographical targeting of ASRSP interventions in the country. At the time of writing, WFP was also conducting a Climate Change and Food Security Analysis (CCFSA) to analyse the range of impacts that climate change poses on food security, nutrition, and livelihoods in rural and urban areas (WFP, 2021c).

Vulnerability assessment and profiling in typhoon-prone areas, CARES - IOM, DRMB. With support from IOM, DSWD/DRMB is developing the Comprehensive Assistance for Disaster Response and Early Recovery Services (CARES) system to improve planning, management and reporting of disaster response. Unlike the Listahanan, which focuses on and collects data on poor households only, the CARES system is designed to collect data on the entire population living in cities and municipalities prone to typhoons, and rank households according to a vulnerability index (DSWD, 2020b). As interviews indicated, data on typhoon-prone areas, households and communities was collected using IOM's Vulnerability Assessment and Profiling, a corporate profiling tool consisting of biometric registration and verification software (IOM's Biometric Registration and Verification System, BRaVeS). The CARES system is expected to improve the accuracy and timeliness of rapid disaster assessment, enable the tracking of displacement patterns, ensure prioritization of the most vulnerable for assistance, and support calculations and provisions of the family food packs that DSWD distributes during emergencies (DSWD, 2020b). In addition, and as also indicated in interviews, the DSWD/DRMB and IOM are planning to link the CARES system with the Philsys and make it interoperable with Listahanan, the CBMS and other databases. At the time of writing, data collection was still on-going and, according to interviewees, the CARES system was expected to be populated and finalised in the last

54. Multi-dimensional deprivation index (MDDI), Food Consumption Score (FCS), reduced coping strategy index (rCSI), and livelihood-based coping strategies index (ICS).
55. The convergence model aims to strengthen coordination and collaboration across BARMM regional agencies and sectors to holistically implement their programmes and optimize impact to (a) protect, conserve and rehabilitate forests, coastal and marine resources; (b) improve the lives of decommissioned and soon-to-be decommissioned combatants through agricultural productivity that will assimilate them back to society as economic contributors; and (c) mainstream disaster risk reduction and climate change adaptation measures to improve resilience (WFP, 2020).

quarter of 2021.

Hazard and risk analysis platform, GeoRiskPH - DOST, WB. The DOST, jointly with the Philippine Institute of Volcanology and Seismology and with support from the WB, manages GeoRiskPH: an integrated and comprehensive hazard and risk analysis platform comprising the following three components (NEDA, 2021):

- HazardHunter application: generates rapid geologic and hydrometeorological hazards assessments for specific locations.
- GeoMapper database: stores hazard and disaster exposure information and is intended to serve as the central source of information for disaster risk assessments.
- GeoAnalytics application: generates maps and charts based on risk assessments.

A Directive issued in 2019 by the Office of the President requires all GOP Departments and Agencies to use GeoRiskPH in all physical planning and evidence-based policy-making processes, and mandates LGUs to use GeoRiskPH to integrate climate and disaster risks in their local development plans and sectoral plans (World Bank, 2020a).

Risk monitoring and analysis in BARMM - UNICEF, FAO, MSSD. Under the Joint SDG Fund project, UNICEF and FAO are working with the MSSD in BARMM to build the capacity of the regional government to monitor and analyse risks (both climatic and conflict-related) to inform and strengthen planning and implementation of anticipatory actions and shock-response in BARMM.

Food security and peacebuilding project – WFP, forumZFD. Together with forumZFD, a local peacebuilding agency, in October 2020 WFP launched a study to better define WFP's contribution to peacebuilding in BARMM. This study conducted a systemic conflict analysis to better understand the conflict context, including conflict drivers, issues of governance, exclusion and marginalization. Based on this analysis, it conducted consultations to investigate WFP's contributions to peace and developed indicators, for inclusion in WFP's monitoring framework, e.g. social cohesion indicators.

SRSP Capacity Assessment – WFP, NDDRMC, DSWD. In 2020-21 under the ECHO-funded regional project, WFP developed a capacity assessment tool to assess the readiness of the existing social protection system in the Philippines to respond to shocks. The findings were presented in May 2021 to NDDRMC and DSWD's representatives and a report consolidating findings and

recommendations was in the process of being finalized at the time of writing.

Synergies between agriculture and social protection – FAO. In 2019, FAO published a paper titled "Seeking greater coherence between agriculture and social protection in the Philippines" that made the case for greater linkages and coherence between social protection and agriculture as part of efforts to combat hunger and poverty (FAO, 2019).

Landscape analysis of social protection in BARMM – UNICEF. In 2019 UNICEF commissioned a landscape analysis of social protection in BARMM to inform UNICEF's future engagement and potential entry points and programming options for strengthening risk-informed, shock-responsive social protection in the region so that it can better support people affected by conflict and natural disasters (Rowe, 2019).

WFP has also generated a wealth of research, data and lessons learned on food security and nutrition in the country that has been used to successfully influencing national food security policy dialogues and relevant food policymakers. In October 2020, WFP launched social and behaviour change communication (SBCC) research in Maguindanao, BARMM, to explore the socio-cultural factors that contribute to poor dietary practices among women and children and identify enablers and motivators that can improve those practices. The findings of this research contributed to the National Food Policy developed by the IATF-ZH (WFP, 2020). In 2019, WFP and the BARMM Ministry of Basic, Higher, and Technical Education (MBHTE) piloted a project focused on the local production of iron-fortified rice and its inclusion in the School Feeding Programme in Maguindanao, BARMM. This project, which also included a research component, sought to demonstrate the feasibility, scalability, and sustainability of local production of iron-fortified rice (WFP, 2021a). The results and lessons learned from this project have also paved the way for the institutionalization of the School Feeding Programme in BARMM and have fed into the development of Guidelines for the implementation of the MBHTE School Feeding Programme and into the National Food Policy.

Programme features

Registration and enrolment

Unified Beneficiary Database (UBD) – WB, DSWD. Under the Beneficiary FIRST project, the WB is working with DSWD to establish a UBD as a repository of master data

on core beneficiary attributes (e.g. basic demographic information, family and household groupings, socio-economic status, health and disability status). The UBD will consolidate multiple databases, which will also include adopting the PhilSys for registration and enrolment, carry out demographic matching, deduplication, and data cleaning to ultimately develop an interoperable information system to enable DSWD to have access to consistent and holistic information on beneficiaries across all social protection programmes (World Bank, 2020).

Adoption of Listahanan 3 for 4Ps targeting – WB, DSWD.

Through the Beneficiary FIRST project, the WB is also supporting DSWD to adopt the upcoming Listahanan 3 for targeting of the 4Ps. To do so, the DSWD with WB support aims to conduct a sample survey and analysis of inclusion and exclusion errors to identify areas of adjustments in targeting, given that, as highlighted in Section V, around 70% of household data was collected prior to the COVID-19 crisis (World Bank, 2020). As part of this activity, there is also a focus to ensure children in the age group of zero to five are monitored in the 4Ps.

Targeting strategy and transitioning from the Listahanan to the CBMS – WB, DSWD, PSA. The WB intends to use the sample survey and analysis outlined in the preceding point to support the DSWD and the PSA to develop a medium-term targeting strategy using the Listahanan 3 as a baseline while preparing for the transition to the CBMS (World Bank, 2020).

Updating the FDS Manual – ADB, DSWD. In 2020, ADB launched the Expanded Social Assistance Project (ESAP)⁵⁶ to provide financial and technical support to the 4Ps. The technical assistance component⁵⁷ seeks to ensure that the 4Ps cash grants provided under the financial assistance component, which intend to mainly target indigenous households in BARMM, are delivered in an efficient and timely manner. One of the areas of focus of the technical assistance is to review and update the FDS Manual to: a) address gaps in health, nutrition and education and incorporate gender and cultural sensitivity throughout, and b) develop new modules to address emerging concerns (e.g. teenage pregnancy), guide beneficiaries towards community empowerment (e.g. strengthening parent groups) and sustainability (e.g. financial literacy, livelihoods) (ADB, 2020).

Improving the poverty registry in BARMM to include risk and hazard vulnerability indicators- FAO, UNICEF, MSSD. Starting in December 2020, UNICEF and FAO

under the Joint SDG project have been assessing existing poverty registries (Listahanan and others) in BARMM. The results are being used to inform the development of an expanded poverty registry to include vulnerability indicators and predictive analysis, which is expected to feed directly into the BARMM MSSD's management information system.

Benefit delivery

Strengthening 4Ps delivery systems through digitalization and financial literacy training – WB, DSWD.

The WB beneficiary FIRST project seeks to enhance the 4Ps delivery system through digital payments and beneficiary training on financial literacy and specifically (World Bank, 2020):

- supporting 4Ps beneficiaries to acquire a transaction account to facilitate digital G2P payments.
- raising awareness and training 4Ps beneficiaries in basic financial literacy.
- support improved 4Ps payments delivery in BARMM through information system enhancement, digital payments, and adoption of the PhilSys ID.
- supporting data management of payment account information.
- enhancing DSWD capacity for digital budgeting, accounting, and cash disbursement.

Strengthening 4Ps delivery systems – ADB, DSWD. One of the areas of the technical support provided to DSWD under the ESAP project focuses on strengthening the 4Ps cash delivery systems including: upgrading the DSWD's PPIS, developing linkages with the DepEd and DOH⁵⁸ databases to ensure interoperability, integrating new beneficiaries targeted under the financial assistance component - poor and vulnerable households, specifically focusing on indigenous households in BARMM, in the upcoming Listahanan 3, delivering cash cards to new 4Ps beneficiaries and exploring innovative technologies for digital delivery of 4Ps payments (ADB, 2020a).

Accountability, protection and assurance

Grievance policy and Grievance Redress System (GRS) – WB, DSWD. Under the Beneficiary FIRST project, the WB

56. <https://www.adb.org/news/adb-approves-500-million-loan-keep-filipino-children-healthy-and-school>

57. The financial assistance component consists of USD 500 million loan to provide 4Ps cash grants to poor and vulnerable households, specifically focusing on indigenous households, the majority of which (72.6%) are in Mindanao <https://www.adb.org/sites/default/files/project-documents/52257/52257-001-pam-en.pdf>

58. Department of Education's (DepEd) Learner Information System (LIS) and the Department of Health's (DOH) Integrated Clinic Information System (i-ClinicSys)

is supporting DSWD to strengthen mechanisms for grievance redress by developing and operationalizing a grievance policy and integrated GRS for the 4Ps and other DSWD-managed programmes (World Bank, 2020).

GRS sensitive to the needs of indigenous people – ADB, DSWD. Under the ESAP, the ADB is working with the DSWD to ensure that the GRS is accessible and sensitive

to the specific needs of indigenous communities (ADB, 2020a).

A number of key highlights can be extrapolated from the review and analysis of international actors' plans and activities presented thus far. These are summarized in Box 3.

Box 3: International support to the national social protection system: key highlights

- **Evidence-based advocacy on nutrition-sensitive social protection is for the most part spearheaded by the WB and UNICEF**, with ILO also contributing to this agenda through policy dialogues on the SPF and the elaboration of nutrition-focused SPF recommendations.
- **FAO has asserted itself as a prominent actor in the ASRSP agenda**, with WFP having contributed to key policy advances, such as the ASRSP roadmap.
- **The social protection space at the central level is relatively crowded**, with several international actors supporting the DSWD on a number of policy and programmatic areas. **In BARMM, the social protection space is less crowded, with UNICEF and FAO currently the main international agencies working with the MSSD**, and with WFP having provided support to ensure 'business continuity' of social protection in BARMM during shocks (COVID 19 and other previous shocks).
- **The WB and ADB are lending a wide range of technical support to the social protection sector**, largely focused on improving the information management system, registration and enrolment, and benefits delivery.
- The **development of a digital transformation strategy** by DSWD with WB's support is an important step towards much-needed **interoperability** of existing databases and greater **digitalization** of social protection delivery, **grounded in data privacy protection principles**.
- **Both the WB and ADB lack operational presence in BARMM** and largely rely on international (and national) agencies with presence in the region, such as WFP, for implementation.
- **Strong attention has been given by GOP agencies and international partners to vulnerability and risk analyses**, also with regards to predictive features, to strengthen the ability of national and international actors to anticipate and respond to shocks.
- These **efforts**, however, appear to be largely **disjointed**, and **existing and/or planned analyses, assessments, platforms, and risk indices have not been developed with integration and interoperability in mind**, and are not currently providing an integrated basis for the establishment of commonly agreed upon thresholds and triggers for social protection (and humanitarian) response.

International support to social protection and the Mandanas-Garcia ruling

As indicated in Section III, the implementation of the Mandanas-Garcia ruling in 2022 will lead to changes in the role of DSWD and is expected to set in motion the devolution of several social protection programmes, except the 4Ps, to LGUs. The findings of this study indicated that, in general, there appeared to be a limited understanding of the exact nature of the upcoming administrative changes resulting from the decentralisation processes underway, both among government representatives and international actors.

Interviewees frequently pointed to differing levels of LGUs' capacity and stressed the need for targeted capacity-building activities to equip LGUs with the skills and know-how needed to manage devolved programmes and funds effectively and deliver quality services. That said, relatively limited suggestions were put forward during interviews as to the specific capacity-building support that LGUs might require in the lead up to 2022 and in for the coming years. Interviews also did not point to any practical steps being undertaken by international actors to engage with the different units of DSWD to discuss decentralization plans, processes and potential areas for support. One key informant suggested that UN agencies in the country should meet

VII. WFP's role and recommendations for engagement in social protection in the Philippines

with the Union of Local Authorities in the Philippines, the umbrella organization of all LGUs and locally elected government officials, to initiate a discussion of their main requirements, gaps and the specific type of support that might be needed.

WFP role and niche in social protection in the Philippines

WFP's strong expertise in emergency response and operational presence in hard-to-reach areas is widely recognised. In line with the reputation that WFP has built globally as “the world's first responder⁵⁹”, virtually all key informants interviewed in this study acknowledged WFP's capacity and consolidated expertise in emergency response, as well as their presence in challenging contexts, such as BARMM. As one key informant put it, “WFP is known for being able to reach beneficiaries under extremely difficult circumstances”. Several interviewees, both government and international actors, also used the term “respect” to describe how they regarded WFP's work in the country, which denotes positive perceptions of WFP as a credible and trusted partner when disasters strike. In the words of one interviewee, “WFP is the go-to agency for disaster response”.

WFP traditional emergency response's niche can be leveraged to engage in the ASRSP agenda more prominently. In line with global trends (see Devereux and Sabates-Wheeler, 2018), several key informants saw WFP's competitive advantage in emergency response as complementing the ongoing ASRSP agenda in-country. At the same time, there were also mentions that WFP could do more to draw on the strong capacity, expertise and technical credibility that it has built up in humanitarian operational response to assert itself more prominently as a strong partner in this agenda. This study concurs with the general perception, but also stresses that the spirit behind this recommendation is one of collaboration rather than competition. In other words, the suggestion here is that more prominent engagement with this agenda should entail the exploration of ways to actively complement the work that other international actors, such as FAO, are doing

in support of ASRSP in the country.

WFP's ability to work in hard-to-reach areas could be drawn upon to strengthen support to social protection in BARMM. The technical support that WFP has provided to the MSSD in 2020 to facilitate SAP payment distributions in BARMM was mentioned frequently by interviewees as a valuable intervention. WFP's operational presence in BARMM could be leveraged more to support the social protection system in the region, where, unlike at the central level, the social protection space is less crowded.

WFP could use its food security and nutrition expertise to inform on-going nutrition-sensitive social protection discourse and related advocacy efforts. As highlighted so far, there are growing calls among international actors to harness the 4Ps potential in improving nutrition-outcomes. The analyses, pilot projects, and interventions that WFP has conducted in the country, in line with its mandate and core expertise, have been successful in advancing policy dialogues with relevant national nutrition actors and encouraging important programmatic changes, as highlighted in the preceding sections. WFP could build on its technical expertise and wealth of evidence generated to influence social protection actors, in addition to nutrition actors. The substantial work in food security and nutrition lends credibility to WFP as a valuable partner that has much to offer to the unfolding nutrition-sensitive agenda and it should be used to advocate to DSWD and NEDA, jointly with actors such as the WB and UNICEF, for a more nutrition-sensitive approach to social protection.

Complementary actions in WFP programmes. As the WFP Social Protection Strategy highlights, it is important for WFP to explore opportunities for intentionally creating complementary synergies between its interventions and those of national social protection actors (WFP, 2021). Indeed, many of WFP's activities in the Philippines, ranging from modalities of intervention and analytical tools, to approaches and delivery mechanisms, have the potential to contribute positively to the national social protection system. For example, initiatives such as the development of indicators to monitor WFP's contribution to peace in BARMM under the Food Security and Peacebuilding project, the SBCC research initiative, the work on iron-fortified rice in the

59. <https://www.ungeneva.org/en/news-media/news/2020/10/un-world-food-programme-wins-2020-nobel-peace-prize-hunger-mounts>.

NFP and in the School Feeding Programme in BARMM, and the VRA (see Section VI) all contain elements that are of great relevance for social protection and could be leveraged more to inform improvements in social protection, as elaborated in the Recommendations section below .

Recommendations

The recommendations provided are in line with the proposed WFP role and niche outlined above and have been articulated around the four Areas of Work identified in the WFP Social Protection Strategy (WFP, 2021). The proposed level of priority for implementation of each recommendation is also included. Two overarching considerations to ensure timely and effective implementation of the recommendations provided are:

- WFP in the Philippines should consider expanding and sustaining its long-term workforce capacity with relevant social protection expertise. The approach to workforce planning outlined in the WFP Social Protection Strategy suggests to strike a balance between 'build, buy and borrow' (Ibid.). This means that WFP in the Philippines should explore what can be done realistically on the basis of available funding but in a way that assures continuity and scale-up of social protection work among the three options: building the capabilities of existing employees, both national and international, including leveraging the technical expertise that sits with WFP Regional Bureau Bangkok; hiring (buy) to secure long-term social protection capacity and expertise; and leveraging external expertise by hiring short-term social protection consultants when needed (borrow).
- The role of WFP in the social protection arena in the Philippines and the recommendations presented below cannot (nor should) be realised by WFP alone. Instead, a partnership-oriented approach should be at the core of WFP's engagement in social protection context and used systematically to guide efforts to implement the following recommendations.

Area of Work 1: "Contribute to strengthening the national social protection system architecture"

To advance the ASRSP agenda and under the TWG AA umbrella, WFP should undertake the following sequential actions:

1. Discuss key priorities and next steps for

implementation of the ASRSP Roadmap and identify clear opportunities for engagement and support.

Priority: high.

2. Using the upcoming DSWD's digital transformation strategy as the basis and with data protection issues in mind, explore options for integration and/or promotion of interoperability of the various vulnerability, hazard, and risk analyses, indices and related platforms and databases developed by WFP and other actors (e.g. DOST-GeoRiskPH and EWS, DRMB-CARES Information System, WFP – Vulnerability and Risk Assessment). **Priority: high.**
3. Ensure that integration and/or interoperability of platforms and databases provide a solid basis for the establishment of commonly agreed thresholds and triggers for activation of social protection and humanitarian response. **Priority: high.**
4. Support DSWD to develop actionable guidelines for flexing and scaling the 4Ps and other social protection programmes (e.g. the NFP) when crises hit. **Priority: medium.**

In addition to advancing the ASRSP agenda under the umbrella of the TWG AA, WFP in the Philippines should also:

- Assess opportunities for providing technical support to the GOP to fulfil its ASEAN commitments and ASRSP objectives, particularly to realise the two Outputs (2.5.1.1 and 2.5.1.2) of the AADMER Work Programme 2021-2025 (see Section III). **Priority: medium.**
- Leveraging WFP's operational presence in BARMM, discuss with UNICEF, FAO, and MSSD opportunities for engagement in ongoing policy and programmatic shock-responsive social protection efforts. **Priority: high.**

Discuss with DSWD/DRMB and the WB, the respective roles that the ECT and the CERF Pilot's would play in emergency response (e.g. whether the CERF Pilot could serve a 'gap filling' or other function), activation protocols for these two cash response modalities, targeting mechanisms and criteria, payment delivery mechanisms, cash transfer values, etc. **Priority: high.**

Given WFP's prominent role in disaster response in the country, WFP should keep a close eye on DDR legislative developments, particularly monitoring the evolution of the DRR mandate which might change depending on the Senate's decision, and the coordination mechanisms that will be put in place between the DDR and international agencies. **Priority: low.**

With the implementation of the Mandanas-Garcia ruling in 2022, WFP should:

- Discuss with DSWD the gaps and needs in fulfilling its social protection overseeing role and providing a supportive framework for decentralization, and identify relevant areas for technical support and capacity strengthening. **Priority: high.**
- Discuss with the Union of Local Authorities in the Philippines and with LGUs in WFP's areas of operation their gaps and needs related to upcoming devolution processes and related management of social protection programmes, such as the Supplementary Feeding Programme, and identify areas for technical support and capacity strengthening. **Priority: high.**

Leveraging WFP's extensive expertise in nutrition and in working with the private sector to support the DepEd to explore options for outsourcing the production of iron-fortified rice for the School-Based Feeding Programme to the private sector across all phases, from kernels to rice blending. **Priority: high.**

Area of Work 2: "Support enhancements to the quantity and quality of national social protection programming"

- To support the nutrition outcomes of the family food packs distributed during emergencies, explore with /DRMB (and the CARES system being developed with IOM support), DepEd, and LGUs and other relevant interlocutors, options for the provision of technical assistance for the design and inclusion of fortified rice in the food packs, to ensure effective and swift procurement, preparation and timely delivery. **Priority: high.**
- To improve 4Ps' nutritional outcomes, gauge DSWD and ADB's interest for WFP's technical support to the review and update of the FDS Manual with a focus on the food and nutrition modules. **Priority: medium.**
- Keep a close eye on the development of DSWD's digital transformation strategy to: a) understand how to best leverage and use the in-house expertise that WFP has built in digital solutions and technical advice to support the implementation of the strategy, fill gaps, and provide relevant technical support. **Priority: medium** and, b) explore options for integration and/or promotion of interoperability of the various vulnerability, hazard, and risk analyses, indices and related platforms and databases developed by WFP and other actors. **Priority: medium.**

- Priority: medium Consider piggybacking on existing 4Ps' payment delivery mechanisms for WFP future cash-based interventions and explore options for the provision of technical assistance to support the roll out the ECT as a shock-responsive social protection mechanism. **Priority: medium.**

Cross-cutting to Area of Work 1 and 2: "Knowledge, learning and advocacy"

- To enhance WFP's positioning and visibility as a credible partner in ongoing efforts aimed at strengthening the nutritional outcomes of the 4Ps and the NFP, ensure that future external-facing knowledge base on nutrition is designed, where appropriate, to also investigate and discuss implications for social protection policy and programmes and that relevant recommendations for the social protection sector are developed. **Priority: high.**
- Finalise, publish, and disseminate the results of the 2020 remote monitoring of food security, nutrition and SAP cash assistance. **Priority: high.**
- With UNICEF, discuss the opportunity for a joint initiative focused on: a) drafting and publishing a joint synthesis report on qualitative and quantitative findings and lessons learned from the 2020 SAP cash assistance and, b) conducting evidence-based joint advocacy, also including ADB, to DSWD and NEDA on findings and lessons learned. **Priority: high.**
- Drawing on findings from the WFP SBCC research in BARMM, develop relevant recommendations for DSWD, DepEd, and NEDA on how the behaviour of beneficiaries of social protection interventions can be positively influenced in the Philippines context to improve their nutrition outcomes. **Priority: high.**
- Leveraging the results and recommendations of the 2018 FNG analysis that WFP has conducted in the Philippines, explore opportunities for advocating to DSWD and NEDA jointly with UNICEF and the WB for the inclusion of nutrition indicators in the 4Ps (e.g. Food Consumption Score, Minimum Diet Diversity for women and children 6-23 months, Minimum Acceptable Diet; wasting (weight for height/length) and stunting (height/length for age) for children under 5). **Priority: medium.**
- Use the upcoming CERF Pilot to produce a study to publish evidence and lessons learned on the effects of anticipatory cash transfers on targeted

households. This study could also support evidence-based advocacy efforts to DSWD, NDRRMC and NEDA on the relevance of anticipatory action in the Philippines and it would usefully contribute to the growing body of WFP's evidence-based practice in anticipatory action⁷¹. **Priority: high.**

Area of Work 3: "Improve the effectiveness of social protection in the shared space between humanitarian, development and peace actors"

Draw on the evidence generated through the systemic conflict analysis conducted under WFP Food Security and Peacebuilding project in BARMM (and other projects, as relevant) to:

- Initiate a dialogue with the MSSD on the linkages between peacebuilding and social protection in BARMM. **Priority: medium.**
- With the MSSD, explore options for piloting the introduction of social cohesion indicators in one (or more as feasible) MSSD social protection programme. **Priority: medium.**

Area of work 4: "Build social protection partnerships"

- WFP should establish and strengthen collaborative relationships with:
- NEDA to advance social protection policy dialogues and advocacy. **Priority: high.**
- DSWD to jointly explore priorities and areas of support in line with the recommendations provided. **Priority: high.**
- PSA to support the development of a risk-informed CBMS. **Priority: high.**
- WB, ADB, UNICEF, IOM, ILO, FAO to collaborate in implementing the recommendations provided. **Priority: high.**

Acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ABND	Assessment-Based National Dialogue
ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
ARMM	Autonomous Region in Muslim Mindanao
ASRSP	Adaptive Shock Responsive Social Protection
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BDP	Bangsamoro Development Plan, 2020-2022
CARES	Comprehensive Assistance for Disaster Response and Early Recovery Services
CBMS	Community Based Monitoring System
CCFSA	Climate Change and Food Security Analysis
CSP	Country Strategic Plan
DASS	Digital advisory and solutions services
DDR	Department of Disaster Resilience
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DOH	Department of Health
DOST	Department of Science and Technology
DOLE	Department of Labor and Employment
DRM	Disaster Risk Management
DRMB	Disaster Response and Management Bureau
DSWD	Department of Social Welfare and Development
ECT	Emergency Cash Transfer
ESA	Emergency Shelter Assistance
EWS	Early Warning System
FbF	Forecast-based Financing
FDS	Family Development Sessions
FNG	Fill the Nutrient Gap
GOP	Government of the Philippines
GRS	Grievance Redress System
G2P	Government-to-Person
ILO	International Labour Organisation
IATF-ZH	Inter-Agency Task Force on Zero Hunger
LGU	Local Government Unit
MBHTE	Ministry of Basic, Higher, and Technical Education
MCCT	Modified Conditional Cash Transfer
MSSD	Ministry of Social Services and Development
NEDA	National Economic and Development Authority
NDRRMC	National Disaster Risk Reduction and Management Council
NHTO	National Household Targeting Office
NFP	National Feeding Programme

NPMO	National Program Management Office
ODC	Office of Civil Defense
PDP	The Philippine Development Plan, 2017-2022
PFSD	Partnership Framework for Sustainable Development
PHP	Philippine Pesos
PhilSys	Philippine Identification System
PMT	Proxy Mean Test
PPIS	Pantawid Pamilya Information System
PSA	Philippine Statistics Authority
SAP	Social Amelioration Program
SBCC	Social and Behaviour Change Communication
SCSP	Sub-Committee on Social Protection
SO	Strategic Outcome
SOP	Standard Operating Procedures
SPF	Social Protection Floor
TWG AA	Technical Working Group on Anticipatory Action
UBD	Unified Beneficiary Database
WB	World Bank
4Ps	Pantawid Pamilyang Pilipino Program

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Annex 1

Name and surname	Title	Organisation
WFP		
Brenda Barton	Country Director	WFP, Manila
Giorgi Dolidze	Deputy Country Director	WFP, Manila
Martin Parreno	Programme Policy Officer	WFP, Manila
Mark Cervantes	Programme Policy Officer	WFP, Manila
Juanito Berja	VAM Officer	WFP, Manila
Rowell Dikitanan	M&E Officer	WFP, Manila
Alicia Follosco	Programme Policy Officer	WFP, Manila
Mishael Argonza	Head of Field Office BARMM	WFP, Cotabato
Chitraporn Vanaspongse	Programme Policy Officer	WFP, RBB
EXTERNAL		
Shamit Chakravarti	Principal Social Sector Specialist	ADB, Manila
Ma. Zella Quilla	Social Protection Specialist	FAO, Manila
Lourdes Macapanpan	Senior Programme Assistant	ILO, Manila
Atty Anjanette Saguisag	Head of Social Policy	UNICEF, Manila
Rosela Agcaoili	Social Policy Specialist	UNICEF, Manila
Troy Dooley	Head of Programme	IOM, Manila
Conrad Navidad	Head of Emergency Preparedness and Response Unit	IOM, Manila
Dr. Aniceto Orbeta	Senior Research Fellow	Philippine Institute for Development Studies
Yoonyoung Cho	Senior Economist, Social Protection	World Bank, Manila
Lesley Jeanne Yu Cordero	Senior Disaster Risk Management Specialist, Disaster Risk Management	World Bank, Manila
Vilma Cabrera	Former Undersecretary of DSWD	World Bank, Manila
Ruben Villanueva Rodriguez	Regional Social Protection Specialist	UNICEF, Bangkok
Wilma D. Naviamos	Director, Program Management Bureau (Supplementary Feeding)	DSWD
Gemma B. Gabuya	National Program Manager Pantawid Pamilyang Pilipino Program (4Ps), Director	DSWD

Name and surname	Title	Organisation
Dr. Corazon Dumlao	Chief Health Program Officer, Bureau of Learner Support Services- School Health Division	DepEd
Hasim Guiamil	Disaster Risk Management Division Chief	MSSD
Luz Tagunicar	Supervising Health Program Officer, Children's Health Development Division	Department of Health
Dr. Azucena Dayanghirang	Executive Director	National Nutrition Council

Annex 2

Overview of BARMM social protection programmes

National social protection programmes

<i>Labor Market Interventions</i>	<i>National Government Agency (NGA)</i>
Special Employment Program for Students	Department of Labor and Employment (DOLE)
Education Assistance Program	National Commission on Indigenous Peoples (NCIP)
<i>Social Welfare Programs/Long-term programs</i>	
Livelihood and Self-employment Programs	Department of Social Welfare and Development (DSWD)
Pantawid Pamilyang Pilipino Program	DSWD
Kapit Bisig Laban sa Kahirapan – Comprehensive and Integrated Delivery of Social Services/KALAHYON-CIDSS	DSWD
Malusog na Simula, Mayaman na Bansa	DSWD
Supplemental Feeding Program	DSWD
School Based Feeding Program	Department of Education (DepED)
Rice Price Subsidy	National Food Authority (NFA)
Seed and Fertilizer Subsidy	Department of Agriculture (DA)
Family Welfare Program/Workers with Special Concerns	DOLE
Assistance to Displaced Workers – AMP	DOLE
Implicit Subsidy	National Food Authority (NFA)
<i>Social Safety Net (Emergency Response/short term programs)</i>	
Core Shelter Programs	DSWD
Assistance to Individuals in Crisis Situations	DSWD
Katas ng VAT para kay Lolo at Lola; Social Pension for Indigent Sr. Citizens	DSWD
Katas ng VAT Pantawid Kuryente	DSWD
Emergency (Calamity) Loan	Government Service Insurance System (GSIS)
<i>Social Insurance</i>	
PhilHealth Indigent Program	Philippine Health Insurance Corporation (PhilHealth)

Source: Diokno-Sicat and Mariano, 2018

Key BARMM's social protection programmes

Kupkop Program - Financial Assistance for Orphans	Providing eligible orphaned children with a monthly cash transfer of PHP 5,000 to enable access to nutrition, education, and alternative care arrangements as needed. Coverage: 921 orphans assisted with monthly cash assistance; 8,289 orphans assisted with a one-off cash assistance.
Kalinga Sa May Kapansanan Program Financial Assistance for PWDs	Providing eligible PWD with a monthly cash assistance of PHP 500 and other assistance (e.g. wheelchairs, canes) to improve living conditions, meet food and other needs, and protect PWDs from neglect and abuse. Coverage: 30,000 beneficiaries
Women's Welfare Program	Providing a range of assistance to address: <ul style="list-style-type: none">• Violence against women: information dissemination, capacity-building, campaigns; provision of temporary shelters; counseling and referral;• Needs of pregnant and lactating women: distribution of maternity kits;• Trafficking: provision of after-care services.
Bangsamoro Sagip Kabuhayan (BSK) Program	Providing a grant of PHP 15,000 to eligible people including indigent and/or vulnerable women, youth, solo parents/ widows, former combatants, who had existing livelihoods prior to the COVID-19 pandemic to support the recovery / rehabilitation of their livelihoods.

Source: Adapted from MSSD, 2021

