



**WFP EVALUATION**



**World Food Programme**

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# **Thematic Evaluation of WFP Philippines Country Capacity Strengthening Activities July 2018 – June 2022**

**Decentralized Evaluation Report**

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WFP Philippines

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# Executive Summary

## INTRODUCTION

1. This is a report of the Thematic Evaluation of WFP Philippines' Country Capacity Strengthening (CCS) activities. The evaluation covered CCS activities from July 2018- June 2022 in all regions of the country. This decentralized thematic evaluation was commissioned by the WFP Philippines Country Office.

## CONTEXT

2. The Philippines ranks ninth on the World Risk Index (2020) as one of the countries most affected by weather events<sup>1</sup> such as typhoons, earthquakes, floods, landslides, and volcanic eruptions.<sup>2</sup> On average, 20 tropical cyclones and typhoons enter the Philippine Area of Responsibility every year, with about half making landfall.<sup>3</sup> Food insecurity and poverty are also salient issues for the region. As of 2018, poverty incidence in the Philippines is 16.7 percent<sup>4</sup> (16.6 percent for women).<sup>5</sup> Meanwhile, 64.1 percent of all Philippine households are food insecure.<sup>6</sup>

## PURPOSE, OBJECTIVES AND AUDIENCE

3. This evaluation, timed after the midterm review, will enable the country office to systematically assess its completed and ongoing CCS activities using OECD-DAC<sup>7</sup> criteria of relevance, sustainability, and effectiveness, and the WFP CCS framework. The evaluation questions are:
  - **EQ1:** How relevant is WFP Philippines' country capacity strengthening work to country priorities and people's needs?
  - **EQ2:** How effective is the country office approach to country capacity strengthening?
  - **EQ3:** How sustainable are country capacity strengthening results?
  - **EQ4:** What factors have affected the country capacity strengthening results?
4. Using these questions, the evaluation's main purpose is to review WFP Philippines' strategic and operational approach to CCS. The CCS is operationalized through WFP Philippines' Country Strategic Plan (CSP) 2018-2023.
5. The WFP Philippines country office, the CCS Unit at WFP Headquarters (HQ), and Regional Bureau Bangkok (RBB) are the main WFP stakeholders who will make use of the findings and recommendations of this evaluation. For the country office, findings and recommendations will support refinement of the current and subsequent CSP strategy, programme design, and implementation methods for the remaining implementation period and phaseout. The report findings will also allow inform WFP's better positioning within a shrinking funding landscape and as a strategic partner within the Philippines in support of Zero Hunger goals and emergency response, and will guide ongoing capacity investments and organizational reform for the country office. The RBB is expected to use the findings for strategic guidance, programme support, oversight, and to share learnings with other country offices in the region.

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<sup>1</sup> Congressional Policy and Budget Research Department. 2020. FF2021-20. World Risk Index.

<sup>2</sup> United Nations Office for Disaster Risk Reduction. 2019. Disaster Reduction in the Philippines.

<sup>3</sup> [Center for Excellence in Disaster Management and Humanitarian Assistance. 2018. Philippines: Disaster Management Reference Handbook.](#)

<sup>4</sup> Philippine Statistics Authority. 2020. Updated Official Poverty Statistics of the Philippines: Full Year 2018.

<sup>5</sup> Philippine Statistics Authority. 2019. Poverty Among the Basic Sectors in the Philippines: 2015 and 2018.

<sup>6</sup> Food and Nutrition Research Institute. 2019. Expanded National Nutrition Survey.

<sup>7</sup> Organization for Economic Cooperation and Development – Development Assistance Committee



## SUBJECT OF THE EVALUATION

6. WFP works throughout the Philippines with diverse stakeholders including government ministries, local communities, and schools. Their collaborations support improved food and nutrition security and community resilience to crises. CCS orientation to conduct activities is operationalized through CSP strategic outcomes (SOs) 2, 3 and 4.<sup>8</sup> SO1 is excluded from the direct evaluation scope because it focusses on direct implementation by WFP.<sup>9</sup>

## METHODOLOGY

7. The evaluation applied a mixed-methods approach using primary and secondary sources including desk review, key informant interviews, and focus group discussions to explore selected themes in depth. The WFP CCS framework provided the conceptual structure for the evaluation and was used in designing the lines of inquiry for the thematic assessments and in their analysis. Findings were triangulated and validated across diverse sources and methods to the extent possible to avoid bias in the evaluative judgement. Both GEWE and AAP, to the extent relevant to CCS activities, were included in the analysis and reported as cross-cutting themes.

## KEY FINDINGS: RELEVANCE

8. WFP's CCS work is highly aligned to national goals and objectives. The CSP was designed to support the goals of the Philippine Development Plan (PDP) 2017-2022, the Bangsamoro Development Plan in BARMM, and auxiliary plans and policies. Accordingly, WFP also contributes to progress on the Sustainable Development Goals (SDGs) highlighted by both Governments: SDG 1, 2, and 17. WFP plays a key role in shaping government policies and systems by providing technical expertise and supporting partnerships and initiatives. WFP's work with Government and partners has enabled the Government of the Philippines to engage in collaborative work and make progress on its national and global commitments. WFP's activities are aligned with the development and humanitarian work of the wider United Nations, upholding the pillars of the Socioeconomic and Peacebuilding Framework.

## KEY FINDINGS: EFFECTIVENESS

9. CCS activities have progressed well across all five pathways of the CCS framework. The CCS pathways, *Policies and Legislation* and *Institutional Effectiveness and Accountability*, have seen the most effective results. The quality of CCS activities remains high. The CCS approach focuses on maintaining relationships with government partners and stakeholders. This has ensured activities are relevant and address the capacity deficits/needs of the Government. WFP staff demonstrate technical proficiency across the activities under review.
10. The country office has strengthened coordination amongst partners operating in the Humanitarian-Development-Peace Nexus (HDPN), especially in BARMM. Gender inequality, protection, accountability to affected populations, and environmental sustainability are also recognized as cross-cutting themes within the CCS activities.

## KEY FINDINGS: SUSTAINABILITY

11. Sustainability was not central to the design of many CCS activities though some CCS activities do have a likelihood of sustainability and continued growth. Both WFP and government partners are working toward

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<sup>8</sup> SO2: Women, boys and girls in provinces prioritized by the Government have adequate and healthy diets to reduce malnutrition in line with government targets by 2022. SO3: Vulnerable communities in Mindanao have improved food security, in support of government targets by 2022. SO4: National and local government have enhanced capabilities to reduce vulnerabilities to shocks by 2022.

<sup>9</sup> SO1: Crisis-affected people in the Philippines are able to meet their food and nutrition needs during and immediately after an emergency,

self-sufficiency in the CCS activities. While WFP is committed to exploring avenues/mechanisms for sustainable funding, future funding remains an unknown. It has been difficult to mobilize multi-year funding, affecting sustainability. However, there are opportunities for immediate/short-term growth and development of all CCS activities. The country office has demonstrated an intent to scale CCS initiatives moving forward. Sustainable gains among beneficiaries are seen through trainings that build the capacity of government implementing staff. Training current and future trainers or facilitators enables government partners and community leaders to shape planning and implementation whilst also taking ownership of projects.

## KEY FINDINGS: FACTORS AFFECTING RESULTS

12. The overall quality of assessment and analysis that informed the design and implementation of specific CCS activities is high, especially in the second half of the CSP. However, the country office is not set up to effectively support further growth given financing and associated human resources challenges. Current financing is insufficient to meet government needs and WFP's ambitions. Limitations exist around the allocation of government finances to support many of the CCS activities. In the midst of these limitations, WFP's role as a trusted partner, convener and partnership facilitator was a key strength to CCS positive results thus far.
13. Gaps in performance data have restricted the analysis of activity progress based on outcomes and output indicators. While the number of beneficiaries with disabilities is identified, current targeting and data collection do not provide consistent disaggregated data on other important characteristics like gender or age. There is a further need for relevant indicators linked to the CCS framework to measure and assess outcomes and progress.
14. The COVID-19 pandemic brought about challenges that impacted planning and implementation of CCS work. Operational risks emerged with the health crisis, with regulations affecting supply chain services and restricting the movement of staff and beneficiaries. Activities were delayed or suspended due to inadequate preparedness of WFP for the pandemic and safety assurance. School closures additionally impacted the Home- Grown School Feeding Programme.

## CONCLUSION

15. CCS activities align with national priorities and demonstrate appropriate and proactive adaptation to context and needs. There is a lack of a structured CCS approach due to the still-emerging practical guidance on CCS within WFP and ongoing resource limitations for the country office. However, through a combination of formal and informal approaches, and building on WFP's positive reputation in the Philippines, the CCS activities implemented by WFP in the Philippines have been effective in supporting the Government in several priority areas, with early signs of benefit for final beneficiaries. Most CCS results to date are sustainable and there is an opportunity to further strengthen government systems, policies and processes with strategic country office support. The country office is proactively addressing factors that are affecting CCS performance.
16. With regards to gender considerations, the country office has demonstrated its commitment to coordinated GEWE integration and targeting of CCS activities by implementing gender analyses and integrating gender into monitoring tools. Women are intentionally included at the project level, though more work is required to create a robust M&E system that monitors gender and inclusion.

## RECOMMENDATIONS

17. Recommendations are presented by priority within strategic and operational categories:

**Strategic Recommendation 1: Focus strategic prioritization and resourcing on CCS domains and geographic areas where WFP and the country office have a demonstrated and differentiated value-add. This should be followed by a participatory needs assessment in these strategic areas.**

18. As the country office is in an important business development phase, prioritize activities under two key strategic tiers, based on urgency/need. Examples include:

- **Tier 1:** High-potential domains for implementation, where relationships are foundational. Examples:
  - o Disaster preparedness and management (with Department of Information and Communications, DSWD, Office of Civil Defense). This includes the application of a beneficiary and transfer management platform for localized disaster response and food assistance, investment in response communication and coordination capacity, and logistics.
  - o Investment in BARMM as an incubator for CCS work, as leading practice in applying CCS and WFP participatory tools in a structured manner. Strengthen the existing partnership approach that goes beyond technical solutions to good governance building.
  - o Iron fortification of rice in BARMM. This includes school feeding and livelihood activities.
  - o Expansion of climate resilience activities, including beyond AA and FbF (i.e., EWRS) and urban programming.
- **Tier 2:** Areas/domains that require more development or are latent. Examples:
  - o Mainstreaming iron fortification of rice at the national level.

**Strategic Recommendation 2: Develop a Theory of Change (ToC) specific to CCS (including focus areas) with an associated results framework to track performance across CSPs.**

19. This ToC should be informed strategically by the HDPN and co-created by relevant government agencies. Sufficient emphasis should be on all five CCS pathways. Building on the gender assessment, the ToC should ensure that GEWE and other inclusion considerations such as disability are considered in a structured and coherent way when developing change pathways for the next CSP. This ToC should be presented to external stakeholders through national and sub-national consultation.

**Operational Recommendation 1. Proactively engage with the HQ CCS Unit and RBB CCS advisor to formulate a CCS approach contextualized to country office activities. This should focus on principles and ways of working for a whole-of-government approach that leverages whole-of-CSP capacity.**

20. This revised CCS approach should distil practical guidance from the existing CCS framework, supplemented by other evidence-based sources. Lessons should draw from successful CCS activities such as school feeding and the Food Security and Nutrition roadmap. This should also include a transparent mapping of the various CCS initiatives and roles/responsibilities of the country office and government staff within respective initiatives. The country office should consult closely with HQ (i.e., HQ CCS Unit) to adopt and adapt the latest iteration of the performance logbook and tracker/database and engage with HQ advisors to troubleshoot issues as they arise. This approach should be sensitized with the Government before finalizing.

**Operational Recommendation 2: Continue investing in country office human resources improvements, specifically in national capacity.**

21. WFP PH has made significant improvements in strengthening staff capacity through investments in staffing and staff. However, the operating model goes beyond staffing. It should focus on building a strong organizational culture. While short-term technical assistance is necessary as the country office addresses immediate staffing deficits, national officers should be prioritized for recruitment, particularly for capacity-strengthening roles. Without sustained multi-year funding, human resources and change management investment will not be possible. The country office needs to work with RBB and HQ colleagues to develop multi-year funding opportunities (internal and external to WFP) to enable staffing reforms to continue.

**Operational Recommendation 3: Host structured sessions to guide CCS strategic decisions, and the implementation and learning for a whole-of-government approach.**

22. Organise specific reflection and planning sessions with consideration for appropriate venues. For example, as part of the APP that discusses CCS outcomes in a non-numerical manner to understand progress, revisit the strategic vision for government partnership and WFP's role in capacity strengthening, and refocus efforts on key areas of risk and opportunity. Key questions should include: how do we most effectively and efficiently progress toward a longer-term line of sight, specifically with regards to building/strengthening relationships

and exploring funding opportunities? Sessions should include internal and external stakeholders comprised of senior leadership, national activity managers, the HQ CCS unit and representatives of key partners.

# Introduction

## 1.1. EVALUATION FEATURES

23. **Rationale for the evaluation.** This is the report of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities (July 2018 – June 2022). This decentralized evaluation was commissioned by WFP Philippines to enable the country office to systematically assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities since July 2018, and to support strategic planning, learning and accountability. Learning has greater weight for the evaluation given goals for capacity strengthening based off findings and recommendations. The evaluation was timed right after the mid-term Country Strategic Plan (CSP) review (finalized in September 2021), which focused on the achievement of activity results, and intended to complement it with a specific focus on CCS so that findings can be used to determine whether the CCS approach needs to be adapted and/or resources invested differently for the remainder of the CSP (2018-2023). During these changing times, where availability of funds is limited and requirements for engaging with the Government are becoming highly specialized, the evaluation aspires to provide an evidence base for generating additional funding to continue and improve what WFP Philippines believes to be an important and highly relevant approach. The evaluation was conducted by an outside firm to ensure an independent assessment.
24. **Objectives and scope.** The evaluation objective is to review WFP Philippines' strategic and operational approach to CCS, including considerations for gender equality and women's empowerment (GEWE) and accountability to affected populations (AAP). As a measure of accountability, the evaluation assesses and reports on the performance and results of CCS activities implemented in partnership with the various levels and agencies of the Government. The evaluation provides evidence-based findings to inform strategic decision-making by assessing how relevant, effective, and sustainable its CCS activities have been, identifying reasons why certain results occurred or not. Both GEWE and AAP are framed as cross-cutting themes in CCS activities and the report discusses their inclusion (where present) in CCS activities. The report provides recommendations to inform improved programming and considerations in the second half of the CSP and the next CSP, relevant to phasing out WFP Philippines' direct implementation of food assistance and strategically positioning itself as a key partner to the Government of the Philippines in strengthening its capacity and technical expertise to deliver food assistance to the most food-insecure populations in the country.
25. The evaluation covers all CCS activities implemented from July 2018 to June 2022 across the country. As CCS activities cut across WFP's four strategic outcomes (SOs) and deal with government entities at different levels, the evaluation covers a wide spectrum of engagements and modalities. The scope also includes WFP's support to the Government's response to the COVID-19 pandemic. This evaluation does not revisit the CSP results reviewed at mid-term. Rather, it focuses on CCS outputs and outcomes, which are not sufficiently captured by the current WFP Corporate Results Framework or other conceptual framework; there is no formal baseline or theory of change (ToC) for results measurement of CCS activities. This evaluation is intended to fill this gap and thus involved the reconstruction of a baseline and ToC using available documentary evidence and primary data from stakeholder interviews.
26. **Stakeholders and users.** The main WFP stakeholders of this evaluation are the WFP Philippines country office, the CCS Unit at HQ, and the Regional Bureau Bangkok (RBB). WFP Philippines will use the findings and recommendations to refine its overall CSP strategy, programme design and implementation methods for the remaining implementation period; better engage the Government; and better position itself as a strategic partner to the Government for emergency preparedness, resilience building and broader engagement with social protection and its delivery systems. The RBB is expected to use the findings for strategic guidance, programme support, and oversight, to share learnings within the region and to inform the design of the next CSP. WFP HQ, Office of Evaluation, and Executive Board have a vested interest in a quality and credible evaluation that can be used to support capacity strengthening, learning, and programme synthesis. External to WFP, several stakeholders have an interest in the findings and recommendations to inform their own

learning processes: the Government of the Philippines and its ministries, provincial governments, Bangsamoro Autonomous Region of Muslim Mindanao (BARMM), the United Nations Country Team, non-governmental organizations (NGOs), civil society organizations (CSOs), research institutes, donors, and the private sector. As the recipients of food assistance, direct beneficiaries have an additional stake in the evaluation through the benefit that will come to them (as well as indirectly to the government programme beneficiaries) with refined programming.

27. **Methodology.** The evaluation applied a mixed-methods approach using primary and secondary sources including desk review, key informant interviews (KIIs), and focus groups to explore selected themes in-depth. The WFP CCS framework provided the conceptual structure for the evaluation and was used in designing the lines of inquiry for the thematic assessments and in their analysis. Findings were triangulated and validated across diverse sources and methods to the extent possible to avoid bias in the evaluative judgement.
28. **Evaluation team.** The core evaluation team (ET) was comprised of four international and two national evaluators and was gender balanced. Collectively, the team has evaluation experience in the Philippines, CCS models, and evaluations of WFP and other United Nations agency programming. The team was supported by two researchers and a quality assurance manager internal to the evaluation firm.
29. **Evaluation activities.** The evaluation was fully remote, save for an in-person validation workshop in Manila after the draft evaluation report was submitted. The evaluation began with an inception phase September 2021 – January 2022, which culminated in an inception report to present an initial analysis of information gathered and a detailed methodology and workplan that would lay the foundation and strategy for the evaluation phase. The inception report underwent an iterative review process involving the evaluation committee and WFP’s outsourced reviewer in conformance with WFP Decentralized Quality Assurance System (DEQAS) guidance and was finalized in January 2022. This was followed by data collection through June 2022, beginning with an intensive focus group schedule and shifting toward KIIs toward the end of this period. The analysis and reporting phase included the validation workshop in early June 2022, led by the team leader and with the participation of the country office, RBB, HQ and invited stakeholders; input from the workshop was used to finalize the evaluation report. The reporting phase terminated in late July 2022 with a final evaluation report that underwent evaluation committee and DEQAS review; the country office will then proceed with report dissemination and follow-up.

## 1.2. CONTEXT

30. This section presents contextual information relevant to the subject of the evaluation. It does not cover information related to national development, such as economic data, migration patterns, and other trends, as these are within the scope of the upcoming Country Strategic Plan Evaluation (CSPE).

### *Geography and demography*

31. The Philippines is an archipelago state with a population of about 110 million people (2020); 50.2 of the population is male and 49.8 is female.<sup>10</sup> The country has a large youth population, with 18.7 percent between 15-24 years of age<sup>11</sup> and 30 percent under 15 years old.<sup>12</sup> Only a small proportion – 6 percent – are 65 years old or older.<sup>13</sup> However, whereas the percentage of the population aged 0-14 has been decreasing since 1948,<sup>14</sup> the elderly population has been steadily growing since 1995.<sup>15</sup> The age demographics have implications for pressures on the workforce; 55 percent are dependent on the working-age population as of

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<sup>10</sup> [World Bank. 2021. Total population.](#) Consulted 11 November 2021.

<sup>11</sup> United Nations Economic and Social Commission for Asia and the Pacific. 2022. The Philippines: Demographic Indicators.

<sup>12</sup> [World Bank. 2022. World Development Indicators: Population dynamics.](#) Consulted 30 May 2022.

<sup>13</sup> [World Bank. 2022. Population ages 65 and above \(% of total population\) Philippines.](#) Consulted 30 May 2022.

<sup>14</sup> [World Bank. 2022. Population ages 0-14 \(% of the total population\) – Philippines.](#) Consulted 30 May 2022.

<sup>15</sup> [World Bank. 2022. Population ages 65 and above \(% of total population\) Philippines.](#) Consulted 30 May 2022.



2020.<sup>16</sup> The large youth population calls for development projects that invest in youth health and education, youth leadership, and gender empowerment.<sup>17</sup>

32. In 2010, of the then-92.1 million household population, 1.57 percent of the population had a disability.<sup>18</sup> For ages 15 and older, according to the 2016 National Disability Prevalence Survey, 81 percent of the population have experienced disability.<sup>19</sup> Gender and age are shown to influence the disability and its severity. Women and persons 60 and older experienced moderate to severe disability more often than men; for both men and women, severity of disability increases in each age bracket, and women in each age bracket have greater (perceived/real) severity in their disabilities than men.

### *Climate change and disaster context*

33. The World Risk Index (2020) ranked the Philippines as ninth-most affected by weather events.<sup>20</sup> In 2022, the Philippines is still a disaster-prone region with the top global ranking, according to the 2022 INFORM Risk Index, in Natural Hazards & Exposure risk.<sup>21</sup> On average, 20 tropical cyclones and typhoons enter the Philippine Area of Responsibility every year, with about half making landfall.<sup>22</sup> Such acute natural disasters, and the longer-term impacts of climate change, negatively affect agriculture and the broader food system – as well as urban and rural populations’ coping and adaptation strategies for food and livelihood security. About one-third of the national population is employed in the agriculture sector and, in 2022, the national agenda placed extra emphasis on agriculture as a national priority.<sup>23,24</sup>
34. Super Typhoon Rai (known as “Odette” in the Philippines) hit in December 2021, causing devastation in the islands of Visayas and northern Mindanao and exacerbating the impacts of the COVID-19 pandemic.<sup>25</sup> As of 27 May 2022, the Government reported 12 million persons were impacted across 10 regions, with more than 500,000 persons displaced in the immediate aftermath and 2.4 million in need of assistance. Over 61,000 hectares of agricultural land were damaged alongside large losses in the fishing industry. Markets are operating, but in some places, consumer prices are rising due to damage to agriculture and supply chain disruptions in typhoon-affected areas, and the Central Bank recommended non-monetary interventions to guarantee domestic food supply. Access to food, potable water, safe bathing facilities, health facilities and protection issues were identified by humanitarian actors and affected populations as top-priority needs.<sup>26,27</sup> WFP’s response to Typhoon Rai is ongoing.
35. National and international experts consider a major earthquake in Manila “overdue,” potentially affecting millions of people. The Government and United Nations agencies are engaged in contingency planning and simulation exercises, with WFP Philippines taking proactive preparedness actions such as relocating its Manila warehouse to the Clark area for response staging.<sup>28</sup>

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<sup>16</sup> [World Bank. 2022. Age dependency ratio \(% of working age population\) – Philippines.](#) Consulted 30 May 2022.

<sup>17</sup> United Nations Population Fund. 2022. Philippines- What We Do: Young People.

<sup>18</sup> Philippine Statistics Authority. 2013. Persons with Disability in the Philippines (Results from the 2010 Census).

<sup>19</sup> The PSA uses the Model Disability Survey, which conceptualizes disability as an experience rather than an attribute of a person.

<sup>20</sup> Congressional Policy and Budget Research Department. 2020. FF2021-20. World Risk Index.

<sup>21</sup> WFP Philippines. 2022. Country Brief: May 2022.

<sup>22</sup> Center for Excellence in Disaster Management and Humanitarian Assistance. 2018. Philippines: Disaster Management Reference Handbook.

<sup>23</sup> Ibid.

<sup>24</sup> Reuters. 2022. UPDATE 1-Philippines' president-elect Marcos assigns himself agriculture portfolio.

<sup>25</sup> WFP. 2022. WFP Philippines – Typhoon Odette Situation Report #20. 18 May 2022

<sup>26</sup> WFP. 2021. WFP Philippines – Typhoon Odette Situation Report #3. 21 December 2021.

<sup>27</sup> [UNHCR. 2021. Typhoon Odette Aftermath: Emergency Situation Report – 18 December – 19 December, Issue No. 1.](#)

<sup>28</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

## **BARMM**

36. **Background.** Following war between the national Government and Moro Islamic Liberation Front (MILF) from 1970 to 2014, BARMM was established in 2019 as part of a peace agreement replacing the Autonomous Region in Muslim Mindanao (ARMM) after ratification of the Bangsamoro Organic Law.<sup>29</sup> BARMM has its own parliament and a share of local revenues.<sup>30</sup> BARMM is the fastest-growing region in the Philippines (3.26 percent growth rate), with a population of 4.4 million as of May 2020.<sup>31</sup> A major goal of BARMM is the development of its region. The poverty incidence was 62 percent in 2018, which is very high relative to both national data and to other low- to middle-income countries.<sup>32</sup> BARMM depends heavily on external assistance to address socio-economic and other development challenges.
37. **HDP nexus approach.** Since 2019, separatists of the Moro Islamic Liberation Front (MILF) have overseen BARMM's interim administration, with transition elections that were originally planned for 2022 now expected in 2025. There are public frustrations with the transition, which is compounded by political divisiveness, emphasizing the need for ongoing commitment by all stakeholders to the peace process.<sup>33,34</sup> SO3 has introduced a humanitarian development peace nexus approach and is a pilot for a WFP corporate peace measurement study using the "PRIME" approach (see Finding 13).
38. **School feeding.** WFP's Home-Grown School Feeding (HGSF) links smallholder farmers and fishers to the Government's school feeding programme: Local Government Units (LGUs) adopt a buy-back scheme to be integrated in their respective development plans to facilitate procurement of locally produced food commodities for school meals.
39. **Agriculture.** Between 2018 and 2021, BARMM had the highest growth rates of value of production in agriculture and fisheries out of the Philippines' 16 regions (7.5 percent at constant 2018 prices). The agriculture, forestry, and fishing sector is the second-largest contributor to BARMM's regional gross domestic product (GDP), at a 36.4 percent share.<sup>35</sup> Supporting the sector within BARMM is essential to economic and social development, and to overall peacebuilding within the region.
40. Agriculture and forestry interventions have been used by BARMM ministries and WFP to encourage combatants, conflict-affected populations and indigenous peoples to assimilate into society as economic contributors. WFP works with the Ministry of Agriculture Fisheries and Agrarian Reform (MAFAR), Ministry of Environment, Natural Resources and Energy (MENRE), Ministry of Interior and Local Government (MILG) and the Bangsamoro Planning and Development Authority, and in collaboration with LGUs and the Provincial Government, on asset-creation projects that support smallholder market linkages and strengthening local food security plans.

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<sup>29</sup> Global Security. 2019. Bangsamoro/Autonomous Region in Muslim Mindanao (ARMM).

<sup>30</sup> Ibid.

<sup>31</sup> Philippines Statistics Authority. 2021. Official Result of 2020 Census of Population and Housing (CPH) in BARMM. (most recent census data available)

<sup>32</sup> [Philippine Statistics Authority BARMM](#). Consulted 7 December 2021.

<sup>33</sup> International Crisis Group. 2022. Ballots and Bullets in the Bangsamoro.

<sup>34</sup> Ibid.

<sup>35</sup> Republic of the Philippines - BARMM. 2021. BARMM's economy rises by 7.5% in 2021, sets record as 2<sup>nd</sup> fastest-growing region in PH.

### Poverty, food and nutrition security

41. As of 2018, poverty incidence<sup>36</sup> in the Philippines is 16.7 percent (16.6 percent for women) and, 64.1 percent of all Philippine households are food insecure<sup>37, 38,39</sup>. Food insecurity is higher for male-headed households; 12.6 percent are mildly food insecure (compared to 11.3 for female-headed households), 30.3 percent are moderately food insecure (24.1 percent for female-headed households), and 12.9 percent are severely food insecure (12.7 for female-headed households).<sup>40</sup> One in four pregnant women is at risk of becoming malnourished.<sup>41</sup> Regarding anthropometrics, 29.6 percent of children under five are stunted (28.8 percent of girls and 30.3 percent of boys), 19.1 percent are underweight (19.3 percent of girls and 18.8 percent of boys), 3.5 percent are overweight for height (3.1 percent of girls and 3.8 percent of boys), and 5.7 percent are wasted (5.1 percent of girls and 6.3 percent of boys).<sup>42</sup>
42. Gains have been made in poverty reduction – the proportion of the employed population of at least 15 years of age, for example, decreased significantly from 5.5 percent in 201, to 2.0 percent in 2019; in 2021, amid the pandemic, this rose to 2.8 percent.<sup>43</sup> The Government has implemented several policies to alleviate poverty and promote economic activity through training, digitization, tax incentives, and community-based services.<sup>44</sup>
43. Shocks and stresses like COVID-19 and the Russia-Ukraine crisis pose a risk to poverty reduction gains. COVID-19 and its associated restrictions have severely disrupted economic activity and the Russia-Ukraine crisis is expected to inflate the global price of cereals, which will push an additional 1.1 million Filipinos into poverty in a country that is a net importer of cereals and where cereals compose 44 percent of household consumption.<sup>45, 46</sup> The Government is mobilizing resources to mitigate impacts on the most disadvantaged, i.e., through the Bayanihan to Heal as One Act (Bayanihan 1) and the Bayanihan To Recover as One Act (Bayanihan 2) initiatives.<sup>47</sup>

### Social protection

44. The downstream economic impacts of the COVID-19 pandemic and a series of disasters in late 2019 and early 2021 affected food production (especially rice production) and resulted in food shortages, further endangering vulnerable groups. The Government is responding by increasing the prominence of social protection in national development plans, policies and visions, discussed further in the next section.<sup>48</sup> There is also a recognized need to improve protection systems, including delivery systems for cash-based transfer systems, especially through digitalization.<sup>49</sup>

### Relevant government policies and institutional capacities

45. **Philippine Development Plan (PDP) 2017-2022.** The PDP 2017-2022 is the Government of the Philippines' mid-term plan to reduce poverty in line with the *AmBisyon Natin 2040*. The PDP, which serves as the country's overall development blueprint, devised strategies under three pillars: Pillar I, *Malasakit*, enhancing the social

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<sup>36</sup> defined as the proportion of the population unable to afford minimum basic food and non-food needs

<sup>37</sup> Philippine Statistics Authority. 2020. Updated Official Poverty Statistics of the Philippines: Full Year 2018.

<sup>38</sup> Philippine Statistics Authority. 2019. Poverty Among the Basic Sectors in the Philippines: 2015 and 2018.

<sup>39</sup> Food and Nutrition Research Institute. 2019. Expanded National Nutrition Survey.

<sup>40</sup> Ibid.

<sup>41</sup> Food and Nutrition Research Institute. 2020. Annual Report: Navigating R&D and S&T innovations amidst adversities.

<sup>42</sup> Food and Nutrition Research Institute. 2019. Expanded National Nutrition Survey.

<sup>43</sup> National Economic and Development Authority. 2022. 2022 Voluntary Review of the Philippines.

<sup>44</sup> Ibid.

<sup>45</sup> World Bank. 2022. Philippines Economic Update: Strengthening the Digital Economy to Boost Domestic Recovery.

<sup>46</sup> Ibid.

<sup>47</sup> National Economic and Development Authority. 2022. 2022 Voluntary Review of the Philippines.

<sup>48</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

<sup>49</sup> World Bank. 2022. Philippines Economic Update: Strengthening the Digital Economy to Boost Domestic Recovery.

fabric, which centres on improving the quality of governance; Pillar II, *Pagbabago*, reducing inequality, which focuses on expanding and increasing access to economic opportunities; and Pillar III, *Patuloy na Pag-unlad*, increasing potential growth by promoting technology adoption and innovation.<sup>50</sup> PDP, Chapter 11 provides additional detail on the provision of social protection for vulnerable groups, setting up registries for vulnerable sectors and expanding coverage of the Social Security System.<sup>51</sup>

46. **Partnership Framework for Sustainable Development (PFSD) 2019-2023.** The PFSD 2019-2023 was developed to guide United Nations system engagement with the Government to address development challenges. In 2020, this framework was updated with the introduction of the United Nations Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines 2020-2023 (SEPF). The SEPF provides a roadmap for prioritizing, aligning, and positioning the United Nations in the Philippines in its partnerships with humanitarian and development actors for a more robust post-pandemic recovery and a continued peace through purposeful humanitarian-development-peace (HDP) programming.<sup>52</sup> Building on the PFSD, the Government's *We Recover as One* roadmap to re-building national confidence post COVID-19 and an updated Common Country Assessment, the SEPF consolidates actions from the Humanitarian Response Plan and additionally bolsters the AmBisyon Natin 2040 and PDP 2017-2022, while utilizing an HDP approach to better assess and impact systemic causes of conflict and vulnerability.<sup>53</sup>
47. **Gender and inclusion.** The Philippines has several national policies and instruments relevant to mainstreaming GEWE in government programming. The Philippines Harmonized Gender and Development Guidelines (2016)<sup>54</sup> call for the inclusion of women in planning, implementation, and monitoring of programs, and participation of women on equal terms with men.<sup>55</sup> The Magna Carta of Women (Republic Act No. 9710) supports the General Appropriations Act on programs/projects related to gender and development, which underpins the development of annual plans and budgets. While data are limited on nonbinary groups, policy is increasingly drawing attention to the rights of transgender Filipinos, with inclusion of a section on Lesbian, Gay, Bi-sexual, and Transgender Plus (LGBT+) rights included in the Women's Empowerment, Development and Gender Equality Plan in 2013, which guides gender equality dimensions of the PDP.<sup>56</sup> GEWE standards are emphasized in Executive Order No. 273 "Approving and Adopting the Philippine Plan for Gender-Responsive Development" 1995-2025, and in local Gender Development Codes. Since 2012, the United Nations has been developing the United Nations System-wide Action Plan to integrate a common set of standards and indicators to achieve gender equality and women's empowerment throughout the United Nations system.<sup>57</sup>
48. **Nutrition policies and plans.** The Government launched a National Food Policy in 2020 to combat hunger in support of Sustainable Development Goal (SDG) 2. As part of the policy, an Inter-Agency Task Force on Zero Hunger was established to coordinate work with government agencies, as well as monitor and evaluate government progress in attaining zero hunger. In line with this policy is the 2017-2022 Philippine Plan of Action for Nutrition (PPAN), launched by the Department of Health (DOH) National Nutrition Council (NNC),

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<sup>50</sup> [Republic of the Philippines. 2017. Philippines Development Plan.](#)

<sup>51</sup> WFP. 2021. Operationalising the HDP Nexus in WFP – Case Study 4: The Philippines.

<sup>52</sup> [United Nations. 2020. Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines \(2020-2023\).](#)

<sup>53</sup> United Nations. 2020. Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines (2020-2023).

<sup>54</sup> [Republic of the Philippines. 2016. Harmonized Gender and Development Guidelines: Third Edition.](#)

<sup>55</sup> Republic of the Philippines. 2016. Harmonized Gender and Development Guidelines: Third Edition.

<sup>56</sup> UNDP, Commission on Human Rights of the Philippines. 2018. Legal Gender Recognition in the Philippines: A Legal and Policy Review.

<sup>57</sup> UN Women. n/d. Promoting UN accountability (UN-SWAP and UNCT-SWAP).

which is currently being updated.<sup>58</sup> The NNC is the highest health policymaking and coordinating body in the country and heads several agencies throughout the Philippines, including the Department of Agriculture. WFP's engagement in the Food Systems Summit and Global School Meals Coalition resulted in the Government's School Meals Declaration, a national priority highlighting intent, participation and engagement for improved school meals programmes.

49. **Social protection.** Starting with its 1987 Constitution, the Philippines has numerous legislative tools that together define the Government's commitment to social protection in a comprehensive manner. Table 21 (Annex 17) provides an overview of key resolutions No.1, 2, 3, and 7. In 2018 the Framework was revised (and renamed the Enhanced Social Protection Framework) to align it to the 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). The BARRM regional development plan also focuses on social protection.<sup>59</sup>
50. Furthermore, the Philippines committed to instituting a national Social Protection Floor (SPF).<sup>60</sup> The SPF is a joint initiative by the Department of Labour and Employment, NEDA, and the ILO to set national social security guarantees that at a minimum ensure access to essential health care and basic income securities.<sup>61</sup> As detailed in the recent scoping study on social protection in the Philippines, "The adoption of the Social Protection Floor" [SPF] is a national priority.<sup>62, 63</sup> The finalization and official adoption of the SPF is indicated in the updated PDP 2017-2022 as a key step for advancing a universal social protection system. The updated PDP also notes the intention to issue "a policy directive... to officially adopt and enumerate [SPF] components. Similarly, the Social Protection Plan 2020-2022 of the Sub-Committee on Social Protection (SCSP), and the 2018 Enhanced Social Protection Framework, include the adoption and institutionalization of the SPF as key priorities.<sup>64</sup>
51. **Institutional capacities.** The Common Country Assessment (CCA)<sup>65</sup> of September 2017 indicated that shortfalls in the development of human capabilities, constraints in national capacities, threats to social peace and an inadequate appreciation of slow-onset impacts of climate change are impeding the Government's development trajectories and entry points for United Nations country team support. The CCA was updated in February 2021 to reflect developments related to COVID 19 and its socioeconomic impact. The latter report predicted a regression in human development capacities and opportunities as a result of the pandemic, along with other consequences such as reducing economic growth. A slowing economy stemming from the pandemic is anticipated to strain public resources, affecting the Government's capacity to deliver in priority areas such as health systems and economic recovery, while fiscal realignments "might also affect the creation of socio-political structures for Filipino communities that are trying to recover from violence and armed conflicts and the building of social capital that enables them to have a more just and peaceful society."<sup>66</sup>

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<sup>58</sup> Scaling Up Nutrition. 2017. A turning point for the next generation of Filipinos with the launch of a new nutrition action plan. Additional information on update status received through written communication from WFP Philippines CO, 6 December 2021

<sup>59</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

<sup>60</sup> Ibid.

<sup>61</sup> ILO. n/d. Social protection floor.

<sup>62</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

<sup>63</sup> The Philippines 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.

<sup>64</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

<sup>65</sup> WFP. 2021. Thematic Evaluation of WFP Philippines Country Capacity Strengthening Activities (July 2018 – July 2021). Terms of Reference.

<sup>66</sup> United Nations. 2021. United Nations Common Country Assessment Update for the Philippines. February.

## **SDG 2 and SDG 17**

52. While the Philippines has made considerable progress in reducing poverty, hunger, and malnutrition since the 1990s, it remains challenged to achieve the SDGs of eradicating poverty, ending hunger and addressing all forms of malnutrition by 2030. For SDG 2 (zero hunger), the Philippines is rated as “moderately improving.”<sup>67, 68</sup> For SDG 17 (partnerships for the goals), it scores as “stagnating” or increasing at less than 50 percent of the required rate to meet the goal.<sup>69</sup> At the time of writing, the 2019 Voluntary National Review of the Philippines reports that many SDG indicators for Goal 17 have remained the same or have increased slightly over 2015 baseline values.

## **Gender, equity and inclusion**

53. The Philippines ranks first in Asia and 16<sup>th</sup> out of 153 countries in terms of closing the gender gap.<sup>70</sup> Within agriculture, Filipino women, who comprise about 25 percent of the agricultural workforce, have more financial and agricultural decision-making power compared to women in other Southeast Asian countries;<sup>71</sup> however, they also have a more intense workload and less access to land and its entitlements.<sup>72</sup> Furthermore, official data may not accurately capture women’s work in agriculture due to perception of their work as an extension of household tasks.<sup>73</sup> In 2018, the national nominal wage for men in agriculture was 284.72 pesos compared to 255.80 pesos for women.<sup>74</sup> Gender inequality persists in economic opportunities, political empowerment, and the domestic sphere. The United Nations Development Programme’s Gender Inequality Index (2020) ranked the Philippines 104<sup>th</sup> out of 189 countries for gender inequality.<sup>75</sup> Combined with a lack of productive employment opportunities for women and the fact that unpaid domestic and care work is predominantly done by women, women’s participation in paid work continues to be constrained.<sup>76</sup> Furthermore, women have not benefited as much as men from economic growth and poverty reduction, as they continue to have limited access to credit, control of productive means of income, and participation in decision-making.<sup>77</sup>
54. The pandemic is negatively impacting the nutrition and food security of the population, especially women and children, against a backdrop of rising maternal mortality, teenage pregnancy, and threats of increased gender-based violence. Between 2016 to 2021, there was a large decrease in reported gender-based violence cases among women (from 60,755 to 25,651) and reported abuses against children (from 29,389 to 16,966), though restrictions in movement due to the pandemic were a potential factor in this decrease.<sup>78</sup> The Gender Analysis WFP performed in 2021 found food security during COVID-19 particularly compromised among female-headed households, pregnant and lactating mothers, and historically marginalized populations such as Indigenous people (women), internally displaced persons, children, persons with disabilities, and LGBT+ individuals. The analysis also found curtailed decision-making power and access to and control of resources

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<sup>67</sup> [Sustainable Development Report Dashboard.](#)

<sup>68</sup> The most recent Voluntary National Review (2019) does not report on SDG 2.

<sup>69</sup> [Sustainable Development Report Dashboard.](#)

<sup>70</sup> [Philippine Commission on Women. 2020. Philippine drops 8 places in gender, remains top in Asia.](#)

<sup>71</sup> [Akter, S., Rutsaert, P., Luis, J., Htwe, N. M., San, S. S., Raharjo, B., & Pustika, A. 2017. Women's empowerment and gender equity in agriculture: A different perspective from Southeast Asia. Food Policy, 69, 270–279.](#)

<sup>72</sup> Philippine Commission on Women. 2021. Agriculture, Fisheries and Forestry.

<sup>73</sup> Ibid.

<sup>74</sup> [Philippine Statistics Authority. 2018. Gender-Based Indicators of Labour and Employment in Agriculture.](#)

<sup>75</sup> UNDP. 2020. Gender Inequality Index.

<sup>76</sup> [Philippine Institute for Development Studies. 2019. Counting Women's Work in the Philippines.](#)

<sup>77</sup> WFP. 2021. Thematic Evaluation of WFP Philippines Country Capacity Strengthening Activities (July 2018 – July 2021). Terms of Reference.

<sup>78</sup> National Economic and Development Authority. 2022. 2022 Voluntary Review of the Philippines.



and capital for women.<sup>79</sup> During the pandemic, national government agencies and instrumentalities were harmonized under the Philippine Commission on Women's GAD-specific guidelines to ensure prioritization to gender issues would be reflected in budget and activity.<sup>80</sup>

### **Key external events that led to significant changes in WFP's work**

55. **COVID-19.** In the Philippines, initial United Nations assessments indicate that the COVID-19 pandemic may have set the country back by as much as ten years in achieving the SDGs. GDP has dropped by 9.5 per cent,<sup>81</sup> unemployment is up by over 10 per cent,<sup>82</sup> health care systems have been pushed to the limit, school closures were among the longest in the world, critical peace and reconciliation processes have been delayed, and capacities to address the increase in incidence and severity of natural disasters have been badly strained. This has exacerbated nutrition and protection issues, and national capacity and resources to address such issues are increasingly stretched.<sup>83</sup>
56. Early government initiatives such as Bayanihan 1 and 2 were largely effective in strengthening COVID-19 response. Bayanihan 1 supported COVID-19 testing and treatment systems that were integral to funding pandemic-related procedures.<sup>84</sup> Bayanihan 2 expanded assistance and health system functions, including providing cash assistance for the unemployed, food provisions, and grace periods on loans.<sup>85</sup> The Philippines has since shifted from crisis mitigation to sustaining recovery and resilience. In doing so, COVID-19 has pointed to the importance of developing intra- and international strategic partnerships and contingency planning to support achievement of SDGs and regional and global commitments.<sup>86</sup>
57. **Typhoon Odette.** WFP's immediate Typhoon Odette response sustains the Government's operations by transporting critical food and non-food items and helping to stabilize connectivity in provinces with damaged power and communications infrastructure. WFP is complementing the Government's typhoon response through emergency telecommunications operations using new mobile communications systems jointly designed and built with the Government, which operated in the immediate aftermath of the typhoon to restore downed systems. WFP also provides lifesaving food (in-kind and cash) to the most vulnerable food insecure populations, particularly those whose food security situations were already compromised prior to Odette's onslaught due to economic hardships and the COVID-19 pandemic.<sup>87</sup>
58. **Global resource crisis.** At the time of writing, there are emerging global food, fuel, and fertilizer shortages due to compounding crisis, i.e., the COVID-19 pandemic and the Russia-Ukraine crisis. Interviews with senior WFP staff indicate these crises will have significant ramifications for WFP and the Government's ability to implement programs and respond to emergencies.

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<sup>79</sup> WFP. 2021. Philippines Gender Analysis 2021.

<sup>80</sup> National Economic and Development Authority. 2022. 2022 Voluntary Review of the Philippines.

<sup>81</sup> Ibid.

<sup>82</sup> World Bank. 2021. GDP growth (annual %) – Philippines. Consulted 21 July 2022.

<sup>83</sup> Written input received from the WFP Philippines country office on 6 December 2021.

<sup>84</sup> National Economic and Development Authority. 2022. 2022 Voluntary Review of the Philippines.

<sup>85</sup> Ibid.

<sup>86</sup> Ibid.

<sup>87</sup> WFP Philippines. 2022. WFP Philippines Typhoon Odette Situation Report #4. 6 January.

### ***Features of international assistance in the area***

59. The amount of net official development assistance (ODA) and official aid Philippines received was USD 547 million in 2018 and increased to USD 905 million in 2019.<sup>88</sup> Net ODA as a percentage of gross national income increased from 0.14 percent in 2018 to 0.21 percent in 2019, rising further in 2020 to 0.37.<sup>89</sup>
60. Figure 3 (Annex 17) shows the top ten ODA funding sources and amounts between 2019-2020 (most recent figures available); Japan, United States, France and Korea are the top four.<sup>90</sup> Further examination of bilateral ODA by sector shows that the focus was primarily on economic infrastructure and services (58 percent), followed by multisector (15 percent) and programme assistance (8 percent). In 2018-2019, social infrastructure and services was the third-largest sector (at 8 percent), now only 5 percent for 2019-2020.<sup>91</sup> An additional 4 percent went to health, 4 percent to population and production, and less than a combined 5 percent to education and unspecified sectors.<sup>92</sup>

### ***Evolution of WFP work in the Philippines***

61. WFP's presence in the Philippines was re-established in 2006 after its first operation ended in 1996 (1968-1996), mainly to support the peace process in Mindanao by providing food assistance to those affected by the protracted armed conflict in the region.<sup>93</sup> The re-establishment eventually evolved into a much broader engagement, assisting the Government in fighting poverty, hunger, and malnutrition.<sup>94</sup> The inter-agency humanitarian evaluation of the Level-3 emergency response to Typhoon Haiyan in 2014, as well as an evaluation of cash transfers in humanitarian contexts led by the World Bank, identified a need for all actors to improve disaster preparedness mechanisms and approaches to responding to major emergencies. The CSP reflects WFP's strategic transition from direct implementation in the context of DRR and climate adaptation to advocacy, capacity strengthening, service delivery and technical assistance for sustained results with Government and other partners.<sup>95</sup> Adoption of the triple nexus approach - engaging in fully integrated HDP analysis, assessment, and programming - is also an increasing priority.

### ***Related work of other key humanitarian/ development actors***

62. WFP Philippines has partnered with various United Nations agencies and other organizations in its capacity-strengthening efforts, i.e., the International Organization for Migration (IOM), United Nations Children's Fund (UNICEF), Food and Agriculture Organization (FAO), and Asian Development Bank. WFP supported IOM and Translators Without Borders to assess how organizations are planning and responding to protection issues.<sup>96</sup> WFP worked with the Department of Science and Technology's Food and Nutrition Research Institute (DOST-FNRI) with support from UNICEF to produce the Fill the Nutrient Gap Study (published in 2019 and updated in 2020 to include COVID-19),<sup>97</sup> and is also working closely with UNICEF on initiatives to strengthen the implementation of Philippine Integrated Management of Acute Malnutrition, and roll-out of capacity strengthening on Nutrition in Emergencies. WFP worked with UNICEF and FAO in 2019 to produce a report on the State of Food Insecurity in the Philippines.<sup>98</sup> FAO provided funding support for agriculture initiatives

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<sup>88</sup> [World Bank. 2022. Net official development assistance and official aid received \(current US\\$\) – Philippines](#). Consulted July 2022.

<sup>89</sup> [World Bank. 2022. Net ODA received \(% of GNI\) – Philippines](#). Consulted July 2022.

<sup>90</sup> [OECD-DAC. 2022. Top Ten Donors of Gross ODA for Philippines](#): Consulted May 2022.

<sup>91</sup> OECD-DAC. 2022. Aid at a glance chart. Consulted May 2022

<sup>92</sup> [OECD-DAC. 2022. Top Ten Donors of Gross ODA for Philippines](#): Consulted May 2022.

<sup>93</sup> WFP. 2021. Thematic Evaluation of WFP Philippines Country Capacity Strengthening Activities (July 2018 – July 2021). Terms of Reference.

<sup>94</sup> Ibid.

<sup>95</sup> WFP. 2018. WFP Philippines Country Strategic Plan (2018-2023). WFP/EB.A/2018/8-A/4.

<sup>96</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>97</sup> WFP. 2019. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report.

<sup>98</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

in Mindanao following the impacts of El Niño in 2019;<sup>99</sup> the relief effort took place alongside a joint activity between FAO and WFP. A South-South partnership mapping was also conducted at HQ level, which identified cooperation opportunities for each CSP strategic outcome area.<sup>100</sup>

### 1.3. SUBJECT BEING EVALUATED

63. This is a thematic evaluation of WFP CCS activities (July 2018 – June 2022) that are part of the ongoing WFP Philippines CSP (2018-2023).<sup>101</sup> The CSP, active throughout the country (see map, Annex 1), is the vehicle through which WFP operationalizes its approach to CCS. To develop the CSP and corresponding CCS activities, WFP engages with stakeholders to define relevant, existing capacity assets and stakeholder needs to design and deliver validated and demand-driven CCS interventions. This section describes CSP dimensions as relevant to CCS; attention to wider aspects of the CSP is expected in the CSPE.
64. It bears noting that at the outset of the CSP, strategic, operational, and fiduciary risks were anticipated. Strategic risks were posed by natural hazards, economic inflation and disasters, armed conflicts, and funding shortfalls. Operational risks were caused by COVID-19 stalling programme implementation, restricting staff movement, and disrupting the arrival and clearance of overseas cargo. Fiduciary risks related to staff health and wellness amid the pandemic, and changes/gaps in leadership. WFP helped mitigate issues arising from these risks by monitoring natural hazards, appealing to donors and WFP's Strategic Resource Allocation Committee, telecommunications, and using a business continuity plan and risk outlook.<sup>102</sup>

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<sup>99</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

<sup>100</sup> WFP. 2018. South-South Investment Opportunities for WFP Philippines.

<sup>101</sup> The CSP started 01 July 2018 and originally was to end 30 June 2023. It was extended through the end of 2023 to align with the SEPF. Originally set to cover July 2018 – July 2021, the period of evaluation was extended through June 2022.

<sup>102</sup> WFP. 2020. WFP Philippines Annual Country Report 2020;

**CCS activities in the context of CSP strategic outcomes**

65. The complete line of sight for the CSP is provided in Annex 2. Table 1 maps the four main CCS activities corresponding thematic assessments used in this evaluation to explore CCS activities.<sup>103</sup>

**Table 1: WFP Philippines CCS activities, CSP strategic outcomes, and thematic assessments of the CCS evaluation**

Strategic Outcome	WFP Philippines CCS Activity	Beneficiary Group	Thematic Assessment
<b>Strategic Result 2: End malnutrition (SDG 2.2)</b>			
<b>SO2:</b> Women, boys and girls in provinces prioritized by the Government have adequate and healthy diets to reduce malnutrition in line with government targets by 2022	<b>Activity 02 (PH02.02.021.CS11)</b> Provide direct and technical assistance, build evidence and advocate to ensure adequate and healthy diets, through nutrition-specific and -sensitive multiple sectoral responses for most vulnerable groups.	Vulnerable populations including pregnant and lactating women/girls, girls, boys and child-care providers (including men); Government of the Philippines	<b>Theme 3:</b> Evidence building for fortified rice and social behaviour change
<b>Strategic Result 5: Capacity strengthening (SDG 17.9)</b>			
<b>SO3:</b> Vulnerable communities in Mindanao have improved food security, in support of government targets by 2022.	<b>Activity 03: (PH02.05.031.CS11)</b> Support the Government of ARMM [currently BARMM] and local governments in addressing the food security and nutrition needs of all segments of the population, in an equitable manner, to further consolidate and enhance peace and development.	Local governments; BARMM	<b>Theme 1:</b> The BARMM FSN Roadmap and its contribution to governance and the Humanitarian-Development-Peace Nexus  <b>Theme 2:</b> Provision of digital advisory and solution services to the Government
<b>SO4:</b> National and local government have enhanced capabilities to reduce vulnerabilities to shocks by 2022.	<b>Activity 04: (PH02.05.041.CS11)</b> Support national and local capacities for disaster risk reduction and management and climate change adaptation.  SO4 also includes food security and nutrition activities triggered by emergencies.	Government of the Philippines; Vulnerable municipalities in provinces exposed to natural hazards	<b>Theme 6:</b> Anticipatory Action systems

<sup>103</sup> The basis for the selection of the thematic assessments is described in Sec. 1.4 under Data sources.

**Table 1: WFP Philippines CCS activities, CSP strategic outcomes, and thematic assessments of the CCS evaluation**

Strategic Outcome	WFP Philippines CCS Activity	Beneficiary Group	Thematic Assessment
<p><b>SO4:</b> National and local government have enhanced capabilities to reduce vulnerabilities to shocks by 2022.</p>	<p><b>Activity 05: (PH02.05.041.CS12)</b> Strengthen and augment Government and partners' emergency preparedness and response capacities to include supply chains and emergency telecommunications.</p>	<p>Government of the Philippines</p>	<p><b>Theme 4:</b> Disaster response: food packing systems</p> <p><b>Theme 5:</b> Disaster response: emergency telecommunications</p>

Source: ET, based on WFP Philippines CCS activities; WFP CCS Framework, WFP Philippines Country Strategic Plan and Annual Country Reports

## *Theory of change*

66. The CCS activities in the WFP Philippines CSP are nested in activity-level theories of change; the country office has not generated an overarching, consolidated ToC for CCS at the CSP level. The ET developed a preliminary reconstructed ToC during the inception phase for this evaluation (see Annex 3), and a follow-up consultancy is planned to develop a CCS-specific ToC and associated results framework, building on the recommendations of the current evaluation.

## *CCS intervention modalities*

67. **SO1.** SO1 states that WFP will provide unconditional nutrition-sensitive food assistance through the Government's safety nets or partners and appropriate logistical support to crisis-affected communities in the event of natural hazards or human-induced shocks and disruptions. CCS activities for SO1 include direct and technical assistance, advocacy and evidence- building to ensure adequate and healthy diets, through providing in-kind and cash assistance during emergency operations to vulnerable groups.

68. **SO2.** SO2 seeks to reduce malnutrition through technical support to the national and regional governments in the formulation and development of policies to integrate food security and nutrition in their plans, research, and strengthening of government capacity to carry out nutrition interventions in poverty-stricken and hard-to-reach areas. A chief example of this is through school feeding programmes.

69. **SO3.** WFP provides support to the Government of BARMM and local governments in addressing the food security and nutrition needs of all segments of the population, in an equitable manner, to further consolidate and enhance peace and development. This is done through advocating for adequate food security and nutrition policies to be adopted in BARMM development plans, and through piloting asset creation and fortified and home-grown school meals sourced from smallholder farmer initiatives. The aim is to demonstrate the relevance and effectiveness of such projects for BARMM to eventually take over and scale up.

70. **SO4.** Two main CCS activities are implemented under SO4. Under the first, WFP supports the Government in reaching the PDP 2017–2022 goals of providing universal and transformative social protection for all Filipinos and increasing the adaptive capacities and resilience of ecosystems. WFP also provides technical assistance to implement shock-responsive social protection programmes and strengthen delivery systems. Food security monitoring tools were provided to the Government during the pandemic and the first phase of forecast-based financing. WFP has also been involved in conducting nation-wide assessments with the Government to characterize risks and vulnerabilities through climate change through a food security lens.<sup>104</sup> Under the second activity, WFP assists the Office-of-Civil-Defense (OCD)-led supply chain management component of national emergency coordination mechanisms to progressively reduce WFP's level of direct service delivery. WFP supports the development of a disaster preparedness and response supply chain roadmap. In addition, WFP works to ensure that the disaster supply chain management curriculum is progressively incorporated into disaster risk reduction and management (DRRM) policies and that human capacities are strengthened.

71. **Cash and voucher programming.** Cash and voucher programming are significant parts of WFP's AA and response plans and are utilized mainly under SO1 and SO3. In 2018, an inter-agency rapid damage needs assessment found affected populations had a strong preference for cash-based interventions to meet both food and non-food interventions, including house repair.<sup>105</sup> The importance of cash-based transfers (CBTs) is underscored by WFP's membership in a United Nations joint cash working group that brings together agencies and other non-governmental organizations (NGOs) monthly to discuss current CBT initiatives, best practices, and learning.<sup>106</sup> Cash and voucher programmes focusing on food security are also discussed and coordinated through the Food Security and Agriculture Cluster, which is co-led by WFP. Management of

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<sup>104</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>105</sup> WFP. 2018. WFP Philippines Annual Country Report 2018.

<sup>106</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.



beneficiaries to receive cash distributions is facilitated by the SCOPE system,<sup>107</sup> with Western Union as the cash distributor. CBTs have been provided to beneficiaries in support of the purchase of food and non-food items. Conditional and unconditional CBTs have been used following conflicts and hazard events, with assistance provided to the displaced and to decommissioned combatants in their transition to productive work.

72. In 2021, the country office has made significant efforts to increase its capacity for cash-based transfers under anticipatory actions, emergency response and livelihood programmes. While this led to successful response in Odette, the country office is limited in its capacity to cover CBT-related tasks and requires investment in the growth and development of cash and voucher programming.<sup>108</sup> In 2022, the country office is preparing to launch a competitive tender in areas where Western Union is not present to support and finance CBT activities.<sup>109</sup> Further, the country office is investing in national capacity by introducing a national CBT Officer and Programme Associate positions, as part of the 2022 organizational realignment process, to mainstream CBT-related preparedness and response efforts.
73. **SCOPE.** SCOPE is a cloud-based digital flexible beneficiary identity and beneficiary management system.<sup>110</sup> Its core feature is registering beneficiaries, including their biometric information (e.g., fingerprints). SCOPE is designed and adapted to WFP programming; however, its technical features are relevant to government programming, particularly departments that lack solutions for beneficiary and data management for shock-responsive protection programmes. This evaluation, and the included thematic review (under SO4, Activity 4), focus on the use and application of beneficiary identity management systems in which SCOPE was used as a temporary solution for the Government in WFP-supported programming. SCOPE, in its current iteration, is designed for WFP programming and the Government does not intend to use SCOPE as a national solution.

### *Gender dimensions of the CSP*

74. WFP Philippines Country Office's Gender Results Network has a yearly gender action plan which is being implemented in the context of the COVID-19 pandemic.<sup>111</sup> The plan ensures GEWE across activities, so that women, men, boys and girls equally benefit from the outlined activities, including knowledge transfer of Zero Hunger solutions and maintaining WFP's capacity to augment the Government's emergency response. The plan has four overarching objectives: 1) to increase the capacity of the country office to respond to gender issues; 2) to enhance staff capacities on gender mainstreaming; 3) To ensure a gender-sensitive working environment within the country office; and 4) to measure results of gender mainstreaming through gender-sensitive reporting, monitoring and evaluation.<sup>112</sup> The plan outlines outputs and activities for all objectives.
75. The design of the CSP was not informed by a gender analysis or a gender and development framework, thus CCS activities do not have specific gender objectives. Outcome data are not disaggregated by gender; thus, the available data are not sufficient to report on GEWE performance at the outcome level. However, all SOs were planned to address gender inequalities, protection, and accountability to affected populations. For example, under SO1, disaster risk reduction and management assistance are aligned with the Philippines' Harmonized Gender and Development Guidelines. WFP takes a gender-transformative approach across objectives and uses gender analyses for activities under SO2 and SO4, with special attention to persons with disabilities. WFP's gender-transformative approach is participatory and beneficiary-centred; WFP takes a supporting role in multi-sector planning and implementation rather than acting as a direct implementer. WFP engages in gender-responsive planning and budgeting for food security and nutrition; supports gender-transformative school feeding and asset-creation initiatives and other community-based initiatives; and

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<sup>107</sup> SCOPE is used solely for WFP interventions. Other agencies can also utilise SCOPE, subject to data sharing agreements and willingness to cover associated fees and costs.

<sup>108</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

<sup>109</sup> Ibid.

<sup>110</sup> UNHCR. 2018. Terms of Reference: Marawi IDP and Returnee Profiling.

<sup>111</sup> WFP. 2021. WFP Philippines Gender Analysis (Draft).

<sup>112</sup> WFP. 2021. WFP Philippines Gender Action Plan.

invests in gender-responsive food security and nutrition analysis and monitoring.<sup>113</sup> WFP additionally included gender dimensions in the remote and post-distribution monitoring conducted to gauge the impact of the pandemic and utilization of financial assistance from the Government. Collaborations with partners have additionally integrated work with vulnerable populations: a section on improving GEWE was included in the development of the Food Security and Nutrition Roadmap of the Bangsamoro Region and as a complement to the Food Security and Nutrition Plan 2020-2023, WFP supported a technical working group in Lanao del Sur to enhance the Gender and Development Code.<sup>114</sup> Further, interviews indicated the country office has secured an international Gender/Climate junior staff to support these efforts, arriving in August 2022.

### **Planned and actual outputs and activities; beneficiary numbers**

76. As noted above, WFP's CCS activities are not associated with a consolidated ToC and are not associated with a results framework for performance measurement. There is some measurement of outputs and outcomes; see Annex 4 for data on CCS indicators by SO, comparing targets to actual achievement by year and by activity. The data table shows an inconsistency of data collection across years, making it difficult to assess performance in quantitative terms. However, assessment statements can be made for the two key indicators that are tracked consistently over time for activities 2, 3, and 5: C.5.1 number of new CCS technical assistance activities and C.5.2 number of CCS initiative related training sessions. Overall, activities 2, 3 and 5 were close to or exceeded targets for these indicators in most years. Activity 3 achieved twice the planned target in 2020 and Activity 2 achieved 50 activities out of the planned 14 in 2021, exceeding target. The output data indicates that the programme did well regarding the number of technical assistance CCS activities facilitated and CCS trainings across activities, 2, 3, and 5.
77. As noted above, a CCS-specific ToC and associated results framework will be developed in a forthcoming exercise; moreover, a thorough review of all indicators is expected in the CSPE.

### **Main partners**

78. WFP Philippines CSP activities are conducted in partnership with the national, provincial, and local<sup>115</sup> levels of the Philippines Government and BARMM (see Annex 5 for a full list of WFP partners in the Philippines), as well as the National Nutrition Cluster. WFP Philippines largely implements the CCS activities directly with the Government. WFP also works with research institutions and NGOs to implement many CCS activities.
79. WFP's main partners in providing support for the relief-to-resilience continuum in conflict- and disaster-affected communities and capacity strengthening in disaster-prone areas of the country have been the Department of Social Welfare and Development (DSWD), Office of Civil Defense (OCD) and the BARMM Government.

### **Resources**

80. This section presents an overview of the CSP budget and trends 2018-2022 as background to its analysis of CCS activities specifically. A full resource analysis is expected in the CSPE.
81. **Overall CSP budget and trends.** Figure 1 shows the total budget from 2018 – 2022 by needs-based plan (NBP), implementation plan, and actual expenditure. The total CSP budget is USD 53 million.<sup>116</sup> The money budgeted for implementation was less than the NBP except in 2019 due to leftover budget from 2018. The available resources under the implementation plans were never fully spent, as seen by the expenditures. The

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<sup>113</sup> WFP. 2018. WFP Philippines Country Strategic Plan (2018-2023). WFP/EB.A/2018/8-A/4.

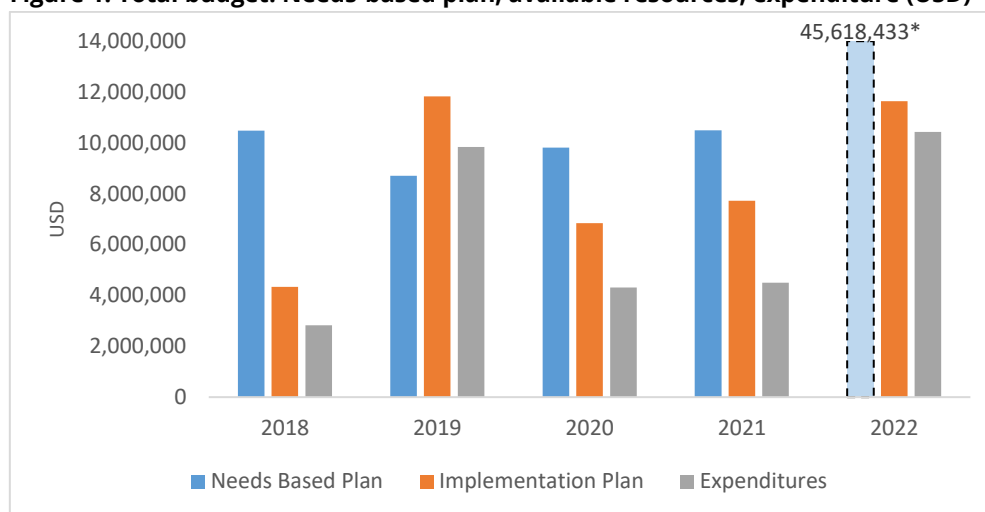
<sup>114</sup> WFP. 2020. WFP Philippines Country Achievements: Based on WFP Philippines Annual Country Report 2020.

<sup>115</sup> municipal, local government units and *barangay*

<sup>116</sup> WFP Philippines WINGS Database (Donor contributions)

budget for the current CSP period was 50 percent funded (USD 42,360,765 funded versus USD 85,124,460 NBP) as of May 2022.<sup>117</sup>

**Figure 1: Total budget: Needs-based plan, available resources, expenditure (USD)**



\*2022 Needs based plan not to scale due to size. (USD 45.6 million)

Source: WFP WINGS database

82. Figure 4 (Annex 17) illustrates how total expenditures have changed across years in activities 1, 2, 3, 4, and 5. The largest expenditures were for Activity 1 (USD 15 million) and Activity 5 (USD 7 million). 2022 saw a significant increase in the NBP for activities 1, 2 and 3. The corresponding projected expenditures have also increased compared to the previous year but the gap between it and the NBP has further increased.
83. As shown in Table 22 (Annex 17), funding levels have varied over the programme period, with most activities being underfunded by various degrees. Especially notable is the funding of SO4, Activity 5 in all years, which received well over twice the NBP amount in all years, peaking in 2019 at over 600-percent funding. Activity 4 of SO4 was overfunded in the first year but became underfunded in subsequent years. In contrast, Activity two was the least funded, at 70 percent in the first year falling to 3-14 percent funded in subsequent years.
84. Spending against available resources has varied over the programme period, with overall spending being low. Activities 1, 3 and 4 consistently spent most of their available resources. Activity 5 spent the least amount of its available resources (see Table 23, Annex 17). The highest expenditures were in 2019, reflected by the high percentage of available resources spent, seeing Activity 1 and 5 exceeding their NBP in expenditure. This was the only time that an activity's expenditure exceeded its NBP. In the case of Activity 5, this was the result of funds received from the Government for DICT activities (see Finding 22).
85. **CCS expenditures.** Table 2 demonstrates what percent of an activity's total yearly expenditure goes toward CCS. CCS is the main pillar in SO 4 which seeks to enhance the capabilities of national and local government agencies to reduce vulnerabilities to shocks by 2022. Within SO4, Activity 5 is the most focused on capacity strengthening, receiving 88 percent of total expenditures across the current CSP period; SO4's Activity 4 closely follows with 71 percent. Activity 1 is the least focused on CCS, with only 8 percent of total expenditures.

**Table 2: Expenditure on capacity strengthening as percent of total, by SO, 2018-2022k**

Strategic Outcome and Activity	2018	2019	2020	2021	2022	Total
SO1. Activity 1	1%	2%	26%	15%	8%	8%
SO2. Activity 2	23%	40%	0%	0%	74%	32%
SO3. Activity 3	14%	8%	51%	43%	64%	37%
SO4. Activity 4	67%	66%	66%	88%	99%	71%

<sup>117</sup> Figures reflect WINGS data provided by country office, May 2022.

SO4. Activity 5	93%	87%	94%	78%	90%	88%
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Source: WFP WINGS database

86. CCS is primarily captured in SO4 with activities 4 and 5. Donor contributions to capacity strengthening can be examined through their contributions to these activities, as illustrated by Figure 5 and Figure 6 (Annex 17).

### **Analytical basis of the subject**

87. WFP has undertaken or supported several important assessments and research projects to inform CSP programme design and generate evidence to influence policy and programming of its partners. A significant example is the Fill the Nutrient Gap study,<sup>118</sup> which reviewed the nutrition situation in the Philippines using secondary data and the results from linear programming from the Cost of the Diet (CotD) tool. The Fill the Nutrient Gap report established nutrition and IFR as priority concerns in the legislature. In 2020, the FNG was updated to compute the cost of a nutritious diet at the national level. This was done to assess the impact of the COVID-19 pandemic on the cost of diet in the country. In March of the same year, WFP partnered with DSWD to undertake a joint assessment of the impact of COVID-19 on food security and essential needs and the role of the social amelioration program (SAP) in the country. Further examples include the monitoring of SAP-generated important recommendations for DSWD, and the Climate Change and Food Security Analysis (CCFSA).
88. This thematic evaluation immediately follows the WFP Philippines CSP (2018-2023) midterm review (MTR) completed in September 2021. At the time of this CCS evaluation, the ET finds that the MTR further catalysed ongoing country office efforts to strengthen external technical, implementation and funding partnerships, and address staffing structure and capacity issues.
89. Assessment activities generally ratcheted up beginning in the second and third years of the CSP, catching up to plan in the wake of various disaster response operations, including COVID-19 and pandemic-related operational constraints. The assessments during this intensive period are included in Annex 6.

## **1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS**

### **Overview**

90. As envisioned in the terms of reference (TOR) (see Annexes 6 and 7), this evaluation is a hybrid of a performance and formative evaluation. The evaluation methodology applies a mixed-method, qualitatively focused approach that is grounded in a participatory model to maximize knowledge generation and accompaniment to the WFP Philippines team and its partners. The approach includes an overall review of the WFP Philippines CCS portfolio to date, and thematic assessments/deep dives, identified in consultation with the country office, in selected areas of strategic collaboration across key CCS activities. The evaluation was undertaken in three phases: an inception phase, a data collection phase, and an analysis and reporting phase.
91. The evaluation scope focuses on relevance, effectiveness, and sustainability criteria within the OECD-DAC framework. These three criteria were deemed most relevant to the CCS focus of the evaluation, and considering the WFP Philippines CSPE scheduled for 2022, which will include the full set of criteria. The evaluation covers all SOs.
92. The conceptual framework for the evaluation is the WFP Corporate Approach to CCS (Annex 9). The framework has three domains: enabling environment domain (i.e., supportive laws, policies, strategies, and procedures), organizational domain (i.e., well-functioning organizations), and individual domain (i.e., educated, skilled people). It presents WFP support to stakeholder capacities along five critical pathways: 1) policies and legislation; 2) institutional accountability; 3) strategic planning and financing; 4) stakeholder programme design and delivery; and 5) engagement and participation of civil society and private sector. Finally, WFP's CCS approach describes capacities in relation to four levels that help to identify some of the

<sup>118</sup> WFP. 2019. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report.

more common capacity needs in each domain and pathway as well as help highlight changes in capacity levels over time).

93. The evaluation applied a combination of analytical techniques framed by the causal hypotheses outlined in the reconstructed ToC.
94. In view of COVID-19 situation and its volatility in the Philippines during the inception phase, data collection was planned and executed in a fully remote format.; This approach also afforded the participation of a wider array of stakeholders than would otherwise have been logistically feasible and within budget. The validation workshop was facilitated in-person in light of improvements in the COVID-19 situation in the Philippines.
95. See Annex 10 for the evaluation timeline.

#### ***Evaluation criteria and evaluation questions***

96. The number and scope of the questions and sub-questions in the TOR were narrowed down to priority areas of inquiry based on inception-phase discussions with the evaluation committee and other inception-phase interviews, a review of the questions and themes covered in the recent MTR, standard questions included in CSPEs, and ET experience with this type of evaluation. Evaluation findings are organized in this report following the four high-level evaluation questions:
  - EQ1: How relevant is WFP Philippines' country capacity strengthening work to country priorities and people's needs?
  - EQ2: How effective is the country office approach to country capacity strengthening?
  - EQ3: How sustainable are country capacity strengthening results?
  - EQ4: What factors have affected the country capacity strengthening results?
97. The evaluation questions and sub-questions are specified in the evaluation matrix (Annex 9), which identifies the evaluation questions with the OECD-DAC criteria and details indicators, data sources, and methods of data analysis and triangulation.
98. The evaluation questions reflect consideration of GEWE dimensions in terms of implementation processes and the results achieved (see details in Annex 9). The evaluation also assesses adherence to humanitarian principles, protection issues, and accountability to affected populations (AAP) in relation to WFP's CCS activities, as appropriate.

#### ***Data sources, data collection methods, and sampling***

99. **Thematic assessments.** Thematic assessments of priority activities and related CCS actions were a primary data collection mechanism, consisting of document review, focus group discussions and follow-up interviews. The assessments were designed to provide a lens on the relevance, effectiveness, and sustainability of CCS as pertinent to different CSP activities. The assessments applied a semi-structured case study approach (see data collection tools, Annex 13). The descriptive aspects of the assessments are summarized in Annex 14, with findings and analysis integrated into the main report under higher-level evaluation findings. The themes for the assessments were selected from a list of potential case studies suggested by the ET and finalized using criteria agreed upon by the country office (see Annex 9 for selection criteria). The final themes are as follows (see Annex 9 for full descriptions):
  - Theme 1: Food Security and Nutrition in BARMM;
  - Theme 2: Digital Advisory and Solution Services (SCOPE);
  - Theme 3: Evidence building for fortified rice and social behaviour change;

- Theme 4: Disaster preparedness and response – food packing systems;<sup>119</sup>
- Theme 5: Disaster preparedness and response: emergency telecommunications; and
- Theme 6: Anticipatory Action.

100. **Document review.** The ET conducted an in-depth desk review of relevant WFP programming, monitoring, and reporting documents, as well as relevant external documents. The primary source of documentation was the MS Teams e-library prepared by the country office, supplemented by documents identified by the ET. See Annex 18 for the list of documents reviewed.

101. **Focus group discussions.** Online FGDs were conducted for the thematic assessments via Zoom or MS Teams. FGD size ranged from 6-18 individuals. There was no sex disaggregation or balancing applied to FGD participation. However, each FGD team was co-facilitated by one male and one female ET member (including one international and one local researcher), supported by a notetaker in most cases. The FGDs were guided by topical outlines (see Annex 13) and tailored to the knowledge and experience areas of the focus group participants.

102. FGD participants from stakeholder organizations were identified through multiple consultations between the ET and the WFP thematic focal points, with input from senior leadership. Stakeholder organizations were subsequently invited to the FGD process through a letter from the country director. The ET and WFP thematic focal points finalized the list based on stakeholder feedback on preferred participants, and on availability.

103. **Key informant interviews.** The KIIs were semi-structured, guided by topical outlines (see Annex 13). Sampling for KIIs was purposive and exhaustive, well beyond the preliminary list of informants identified in the inception phase.<sup>120</sup> Additional KIIs were added through snowball sampling and suggestions from country office and RBB colleagues.

104. Some stakeholders participated in both FGDs and KIIs, as these exercises sought information on different topics. See KII list in Annex 15.

105. **Quantitative data review.** The ET relied on quantitative data available in existing WFP monitoring and reporting documents and requested additional data from the country office as needed. The primary use of quantitative data is to report on CCS performance indicators.

### *Integration of gender, equity and inclusion*

106. **GEWE.** GEWE considerations in the methodological design included the following lines of inquiry:

- Extent to which activity design considered specific and differentiated needs of girls, boys, women, and men (level and quality of gender analysis in the assessments and project documents);
- Extent to which activity design was based on an explicit and common understanding of gender dynamics at household, community, and institutional levels;
- Existence or not of gender-earmarked budget lines within financial allocations;
- Type and adequacy of indicators used to measure gender-sensitive objectives (participation, empowerment, protection);
- Depth of gender analysis in monitoring;

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<sup>119</sup> Theme 4 as presented in the inception report was split into two distinct themes, now themes 4 and 5. Theme 5 as presented in the inception report is now Theme 6 and focusses on AA. The Climate Change and Food Security Analysis component of the original theme 5 (now 6) was removed given limitations to information and stakeholder availability.

<sup>120</sup> During the inception phase, Activity Managers developed a long list of potential interviewees based on the following three criteria: participation in capacity- strengthening processes in an operational or strategic decision-making role, confirmation of willingness to participate, and availability.



- Use of sex-disaggregated data; and
- Level of knowledge and skills of WFP staff and cooperating partners regarding gender.

107. Other inclusion and equity issues were not the focus of CCS activities and not explicit to the evaluation/ thematic assessment themes selected with the country office.

### **Data analysis**

108. The analysis followed the plan outlined in the evaluation matrix (Annex 12), which is organized by OECD-DAC criteria and connects evaluation questions and sub-questions to indicators, data sources and methods, and triangulation approaches. The main analytical approaches applied were semi-structured thematic literature review, qualitative iterative analysis, and contribution analysis. The ET applied elements of outcome harvesting techniques in the facilitation of FGDs for the thematic assessments, to understand changes and ascertain attribution/contribution. Triangulation was facilitated through a structured top-line review template to organize and facilitate real-time analysis (see next section for further description). The ET met frequently during the data collection process to debrief on the FGDs and KIIs conducted and documents reviewed, discuss what themes were emerging for the evaluation questions and on what evidence basis, assess the extent to which the evaluation questions could be answered with the data gathered and reviewed at that stage, and discuss and draft preliminary findings and conclusions. As the data collection and analysis stages proceeded, the ET was continuously assessing whether sufficient evidence had been gathered to support its developing findings and conclusions. It returned to FGD and KII transcripts and relevant documents and continued to gather primary data until findings and conclusions could be evolved and finalized based on the evidence and stated with confidence.

### **Triangulation and validation**

109. This is a mixed-methods evaluation that draws on multiple primary and secondary data sources and is premised on triangulation of findings across sources. The ET has systematically reviewed all known sources pertinent to each evaluation question and sought to present a robust evidence base for each finding and conclusion presented. Where data and information are sparse, unclear, conflicting or inconclusive, the team consulted relevant documents and stakeholders to obtain a clearer picture or explain why these data limitations and validity issues exist. This included follow-up communications with country office staff to review emerging themes and analysis. The ET thus triangulated findings by reviewing the data gathered from multiple sources for any given question, factoring in any considerations of data reliability and validity, and formulating findings based on the strength of the evidence.

110. On 03 May 2022, the ET held a data collection debrief to country office and RBB stakeholders to present the progress, status, and challenges of data collection to date and discuss some preliminary findings. The team leader travelled to Manila for a validation workshop on June 8; input from this workshop fed into the report revision.

111. The draft evaluation report was reviewed by the Evaluation Committee and Evaluation Reference Group (ERG), further contributing to the impartiality of the evaluation and safeguarding against bias and influence.

### **Ethical issues and safeguards**

112. WFP decentralized evaluations must conform to WFP and United Nations Evaluation Group (UNEG) ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

113. This evaluation observed the 2020 [UNEG code of conduct and ethical guidelines](#), including ethical standards per UNSWAP criterion 2e, throughout all phases. No instances of conflict of interest were found, informed consent was received for all interviews, there were no breaches of confidentiality, data protection protocols

were followed in all cases, and data access was limited to authorized staff and consultants involved in the evaluation. The ET also observed COVID-19 protocols, though these were largely a moot point given the remote nature of data collection. The ET comprised men and women and international and local consultants, and roles and tasks (especially interviews) were assigned to team members in accordance with their cross-cultural and linguistic/communication strengths.

114. See Annex 9 for further description of ethical risks and safeguards.

### ***Limitations and mitigations***

115. This section discusses the general limitations and constraints faced in the evaluation. The ET did not encounter any significant risks that would hinder the successful conduct of the evaluation. See Annex 9 for details regarding the planned versus actual application of specific data collection methods, limitations to validity, and mitigation measures.

116. **Limited availability of interviewees.** The availability of stakeholders to participate in interviews and FGDs was an important prerequisite of the qualitative component of the evaluation. The main limits to availability were the operational context of the Typhoon Odette response, which greatly diverted and added to the workload of WFP staff and government partners focused on response operations, and COVID-19. Further, the election lead-up period also affected the availability of interviewees for FGDs and KIIs.

117. Limitations were most strongly felt in scheduling the thematic assessment FGDs, initially planned as a series of three groups for each of the five selected themes, involving scheduling up to 15 people per group and across time zones. For continuity, ideally, the same set of people would participate in all FGDs for any given theme, given the iterative process of eliciting and validating the information over the course of the three-FGD series. In addition, some stakeholders were identified as relevant to more than one thematic area, hence their participation was requested in more than one set of thematic FGD. In practice, full participation as envisioned, proved challenging. It was not possible to achieve full attendance of all invitees to any of the FGD series. However, this proved to be only a minor limitation. It became clear after the second FGD for each theme that a “saturation point” of information had already been achieved, and a third FGD was not necessary. It was agreed with the country office and the FGD participants themselves that additional consultation could take place via individual follow-up over email or phone. While in-person data collection would have been preferred, the ET did not find virtual consultations to hamper the quality of the discussion or collected data.

118. The indication in the TOR that the evaluation timeline would be flexible was also a support and comfort to all parties involved; indeed, the timeline presented in the TOR was modified in the IR and subsequently to accommodate the changing circumstances on the ground, in consultation with the country office.

119. **Respondent bias.** Respondent bias is an inherent risk in any evaluation. To mitigate this risk, the ET solicited perspectives from a range of stakeholders and took anticipated biases into account in the analysis. The methodology relied on a cross-section of information sources and a mixed-methods approach to mitigate bias and triangulate information through a variety of means.

120. **Retrospective and qualitative evaluation.** In order to construct an assessment of baseline capacities of the Government in the thematic areas (see Annex 14), the evaluation analyses involved interviewed participants to recall events and comments on the context and events at the start of CCS activities in 2018. While definitive statements on baseline capacities could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the evaluation compiled evidence from primary and secondary sources to construct the baseline assessments presented in Annex 14. There is higher confidence in the current status than in starting points due to limitations in recall. Discussions on progress allowed reflections of change (i.e., from baseline government capacities in 2018 to the time of the evaluation, after CCS activities were implemented) at the pathway level, rather than a CCS domain level.

# Evaluation findings

## 2.1 EVALUATION QUESTION 1: HOW RELEVANT IS WFP PHILIPPINES' COUNTRY CAPACITY STRENGTHENING WORK TO COUNTRY PRIORITIES AND PEOPLE'S NEEDS?

*EQ 1.1 To what extent is the CCS work relevant/aligned with national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals and the Philippines National Development Plan?*

**Finding 1: WFP's CCS activities are highly aligned with national objectives outlined in government policies, strategies, and plans.**

121. Consistent with MTR findings,<sup>121</sup> document review, and FGDs and KIIs, the CSP objectives and CCS activities were designed in alignment with national policies and plans. This alignment has benefited from WFP's co-design and delivery of CCS activities with government stakeholders. National collaborations include government line ministries and institutions such as MAFAR, DSWD, DA, DAR, NNC, DICT, Department of Interior and Local Government (DILG), OCD, and CoA; close collaboration also was found at the regional, municipal and LGU levels, particularly with BARMM ministries.<sup>122 123</sup>
122. WFP's SO1 crisis response interventions are aligned with the PDP (2017-2022) objective of "ensuring food resiliency and reducing vulnerabilities of Filipinos."<sup>124</sup> Alignment was achieved through partnership between WFP and DSWD on SCOPE. Initially, SCOPE was used to assist the Task Force Bangon Marawi (TFBM) in registration and biometric data collection of internally displaced persons (IDPs) and returnees of Marawi City following the 2017 siege. WFP and BARMM have used SCOPE in several emergency operations to register and distribute cash assistance to affected households; for instance, in the Typhoon Ompong (Mangkhut) response in Benguet (Cordillera Administrative Region) and Cagayan (Region II) (2018), the Typhoon Goni response in Bicol (Region V) (2020-2021), the Typhoon Vamco response in Cagayan, and during the COVID-19 pandemic.
123. WFP's SO3 food security interventions are also highly aligned with the PDP, specifically the objective of "attaining just and lasting peace," which emphasizes that peace is imperative for economic growth to be buoyant, sustainable, and inclusive.
124. The PDP objective of "expanding economic opportunities in agriculture, forestry, and fisheries and ensuring food security"<sup>125</sup> is strongly reflected in the Food Security and Nutrition (FSN) Roadmap initiated and co-developed by WFP and BARMM ministries. The 2020 Roadmap, looking to bolster nutrition-sensitive interventions and support the PPAN (2017-2022), prioritized farmers and fisherfolk to improve their living conditions and their ability to innovate and be more economically secure. In line with the PDP, the three goals of the FSN Roadmap are to i) have a sustainable, competitive, and accessible food supply chain for Bangsamoro; ii) promote a balanced intake of halal food; and iii) increase the adaptive capacity of Bangsamoro communities. The FSN Roadmap also aligns with the First Bangsamoro Development Plan (BDP)

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<sup>121</sup> Brain Trust Inc. 2021. WFP Philippines Country Strategic Plan 2018-2023, Midterm Review. September.

<sup>122</sup> e.g., in Batangas, Benguet, Cagayan, Compostela Valley, Davao Oriental, Iloilo, Laguna, Maguindanao, and Misamis Oriental.

<sup>123</sup> The relevant BARMM ministries are Environment, Natural Resources and Energy (MENRE), Public Works (MPW), Interior and Local Government (MILG), Social Services and Development (MSSD), Basic, Higher and Technical Education (MBHTE), Health (MOH), Finance and Budget and Management (MFBM), Trade, Investment and Tourism (MTIT), Science and Technology (MOST), Labor and Employment (MOLE), Transportation and Communications (MOTC), Indigenous Peoples' Affairs (MIPA), the Technical Management Service – Office of the Chief Minister (TMS-OCM), Bangsamoro Women Commission (BWC), National Nutrition Council (NNC-BARMM), Philippine Coconut Authority (PCA-BARMM), Cooperative and Social Enterprise Authority (CSEA), and Interior and Local Government (MILG).

<sup>124</sup> Brain Trust Inc. 2021. WFP Philippines Country Strategic Plan 2018-2023, Midterm Review. September.

<sup>125</sup> This specifically targets small farmers, fisherfolks, and micro, small, and medium enterprises (MSMEs) to ensure that the groups that lag behind will benefit from these opportunities.

(2020-2022) with BDP (2023-2038) in development. As stipulated in the FSN Roadmap, the WFP BARMM team is providing support to strategic planning and financing, and integration of such plans, for improved food security in the region.

125. WFP's technical support to evidence-building for locally-sourced IFR and related Social Behaviour Change Communication (SBCC) activities under SO2 of the CSP is strongly aligned with identified needs and strategies of the Government.<sup>126</sup> A key example is the alignment to Republic Act No. 8976 and the Philippine Food Fortification Act of 2000, the national legislation supporting IFR that stipulates the mandatory iron fortification of staple foods to combat malnutrition and micronutrient deficiencies.<sup>127</sup> The NNC requires fortification be based on standards provided by DOH fortification guidelines.<sup>128</sup> The Food and Nutrition Research Institute is mandated to review its implementation to inform the PPAN (2017-2022), which includes food policy directives related to IFR.<sup>129</sup> In 2019, WFP extended its 2018 Home Grown School Feeding Programme from three to twelve municipalities, with an additional enhancement of IFR.<sup>130</sup> In late 2019, WFP conducted a pilot project on IFR in Maguindanao that demonstrated the feasibility and scalability of local IFR production pursuant to the Food Fortification Law. The law also supported the National School Feeding Law, passed in 2018 to institutionalize school feeding programs across the country to combat hunger and nutrition among students.
126. The IFR pilot allowed WFP to present improved implementation strategies to the Inter-Agency Task Force on Zero Hunger (IATF-ZH). Discussions are ongoing at the Cabinet Secretary level to advance the implementation of the IFR agenda, including a commitment to scale up IFR through social protection programming. Also, WFP, DSM and ILSI Japan commissioned a study to better understand the gaps in the IFR supply chain, and present advocacy and campaign initiatives that could explain low supply, acceptance and consumption.
127. Another example of alignment is in WFP's support to the National Resource Operation Center (NROC). WFP assisted in optimizing the operations of the existing NROC in Manila and further consulted with DSWD and partners to determine the best strategic location for a new mechanized packing facility (later determined to be in Cebu).
128. There is strong alignment between WFP's efforts in Anticipatory Action (SO4, Activity 4) and national priorities. Interviews with senior WFP staff indicate the alignment between national agendas and WFP support in FbF and AA contributes to the progress made in policy and legislation in these domains (see Finding 6). For instance, WFP works in support of the national DRM framework per the National Disaster Risk Reduction and Management Council (NDRRMC) Revised Guidelines for the Declaration of a State of Calamity,<sup>131</sup> which provides an entry point for the adoption of FbF mechanisms. In 2019, WFP was approached by OCD to conduct a review and develop technical guidance for Memo Order No. 60, s. 2019, and WFP and OCD have formed a partnership to implement this policy at NDRRMC level. WFP is also a key member of the Anticipatory Action Technical Working Group (AA TWG). The transfer of the AA TWG from the NDRRMC Disaster Preparedness Pillar to the Disaster Response and Early Recovery Pillar in October 2021 has allowed WFP to better integrate its AA efforts with the national Philippine Adaptive and Shock-Response Social Protection (ASRSP) agenda. WFP also coordinates with the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA), a key national government partner on AA, on identifying

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<sup>126</sup> Examples of evidence generation include WFP. 2019. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report, as well as two WFP studies that commenced in 2021: i) Understanding the Rice Value Chain in the Philippines: Defining the Way Forward for Rice Fortification; and ii) WFP Study on Iron Rice Fortification Capacities, Supply Chain and Campaign Initiatives in the Philippines.

<sup>127</sup> [Food and Fertilizer Technology Centre for the Asian and Pacific Region \(FFTC-AP\). 2014. Republic Act 8976: Establishing the Philippine Food Fortification Programs.](#)

<sup>128</sup> Republic of Philippines, Department of Health Administrative Order No. 4a, s.1995.

<sup>129</sup> Food and Fertilizer Technology Centre for the Asian and Pacific Region (FFTC-AP). 2014. Republic Act 8976: Establishing the Philippine Food Fortification Programs.

<sup>130</sup> [United Nations. 2022. The 17 Goals.](#) Consulted 17 May 2022.

<sup>131</sup> Memorandum No. 60, s. 2019.

triggers for AA and promoting weather and climate information services. Overall, interviews indicate that the long-term CCA engagement is rendering steady and sustainable results.

**Finding 2: WFP plays a key technical and facilitation role in shaping government policies and systems in BARMM.**

129. BARMM is a unique and critical government priority, and WFP has been responsive to this important area of government focus. WFP enabled the introduction of the framework for FSN in BARMM, which gained the support of partner ministries. In 2019, the (BARMM) Office of the Interim Chief Minister issued Memorandum Order No. 311 directing agencies to align their plans, programs, and projects to the Interim Chief Minister's 12-point priority agenda that was adopted in drafting the First Bangsamoro Development Plan (BDP) 2020-2022. The agenda includes a focus on improving food security and nutrition in the region.<sup>132</sup>
130. Part of WFP's capacity strengthening-strategy for achieving food and nutrition security in BARMM was the introduction of the first-ever BARMM FSN Roadmap. The FSN Roadmap has been gradually institutionalized at the regional and LGU levels, and the formulated strategies have been adopted and incorporated into the Bangsamoro Development Plan (BDP); the Roadmap has also contributed to national peacebuilding targets.<sup>133</sup> Policies and structures arising from WFP's partnership with the BARMM Government also include the creation, with the issuance of BARMM Executive Order 005 in 2020 of the FSN Task Force,<sup>134</sup> which took the lead in executing the FSN Roadmap. The Task Force presented the FSN Roadmap to the Minister of MAFAR and explained the need to organize and formalize the Task Force. WFP acts as a technical advisor to the BFS Task Force and advocates for parallel and vertical coordination for the implementation and development of plans and strategies.<sup>135</sup> WFP has also collaborated with BARMM ministries (MAFAR, MENRE, MILG and BPDA) in establishing a Convergence Development Model (CDM) in 2019.
131. WFP has shaped government policies and systems in BARMM through the pilot implementation of HGSE in Maguindanao Province in collaboration with the Ministry of Basic, Higher and Technical Education (MBHTE) in 2018. In addition, the use of iron-fortified rice (IFR) on the school feeding in Maguindanao piloted to demonstrate to the MBHTE its feasibility, which would provide a basis for the institutionalization of the utilisation of IFR for the implementation of the BARMM School-Based Feeding Programme. In October 2021, during its fourth annual meeting, the Regional Nutrition Committee (RNC) approved Resolution No. 4,<sup>136</sup> otherwise known as the *Masustansyang Pagkain Para sa Batang Pilipino* Act. Related to this was the approval of Bangsamoro Economic and Development Council (BEDC) Resolution No. 12, series 2021,<sup>137</sup> to enjoin BARMM LGUs to allocate funds and MILG to issue enabling policy on the matter.
132. WFP is leveraging SBCC research to augment BARMM efforts in improving food security and nutrition. SBCC enables WFP to use evidence-based communications tools, approaches, and activities to redress context-specific, nutrition-related knowledge, attitudes, and behaviours. This aligns with the Maguindanao's Provincial Nutrition Plan (2019-2022) priority on stunting.<sup>138</sup> In 2019, WFP initiated its SBCC approach in the region through the Better Access of Mothers and Babies on Integrated Nutrition Agenda (BAMBINA) project, which improves the nutrition situation and delivery of local services in Maguindanao by addressing barriers to access and use of nutritious diets, and by refining knowledge and tools.

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<sup>132</sup> WFP. 2020. Food Security and Nutrition Roadmap of BARMM. Page 27.

<sup>133</sup> See also the discussion on the humanitarian-development-peace nexus under EQ 2.3.

<sup>134</sup> Per Theme 1 focus group participants, partner survey reports and WFP. 2020. Food Security and Nutrition Roadmap of BARMM. BARMM Office of the Chief Minister. 2020. Executive Order No. 005: Creating the Bangsamoro Food Sufficiency Task Force.

<sup>135</sup> Survey report of MAFAR, BPDA, MENRE and MILG.

<sup>136</sup> "Approving of the Regional Nutrition Committee to serve as a Home – Grown School Feeding Inter – Agency Committee in support of Republic Act No. 11037,"

<sup>137</sup> "Creating the Regional Nutrition Committee of the Bangsamoro Autonomous Region in Muslim Mindanao under the Social Development Committee of BEDC"

<sup>138</sup> WFP. 2019. Collaboration Meeting for Maguindanao Nutrition Program.



133. Interviews with senior WFP staff indicated that BARMM in particular saw the CCS framework being implemented in a structured and coherent manner. Key staff under SO3 Activity 3 utilised key WFP CCS tools such as capacity needs mapping (CNM), People-Risk Indicator Measurement and Engagement (PRIME), and other community-based participatory tools as part of activity implementation. These tools were developed by WFP HQ, which advocates their mainstreaming into programming in all relevant country contexts. Interviews indicated that key staff in BARMM worked specifically to link these WFP tools with the CCS framework. Interviews with HQ colleagues confirmed that the results of the CNM and capacity outcome statements were recorded in the [offline] Database of Country Capacity Strengthening (DACCS). The outcome of these CBPPs was the creation of locally based and informed development plans for LGUs that can be integrated into municipal and provincial development plans, which are important instruments for strengthening FSN activities and ensuring sufficient funding is allocated to sustain outcomes. Interviews with country office staff discussed the potential for BARMM to be used as an 'incubator' for CCS work; with a structured, coherent and locally co-developed approach, CCS activities can be implemented effectively and reflect leading practices for WFP.

134. Beyond SO3, interviews indicate that WFP provides technical support to national and regional government in developing policies to integrate FSN into planning processes and activities. Specifically, WFP has provided technical support to the Zero Hunger Task Force and the Enhanced Partnership Against Hunger and Poverty. Interviews further highlight that WFP is developing the National Food Policy, through its involvement with the Zero Hunger Task Force (see Finding 3).

**Finding 3: WFP has made important contributions to the Government of Philippines' achievement of its SDG commitments.**

135. The PDP (2017-2022) /AmBisyon 2040 supports prioritization of SDGs 1 (no poverty), 2 (zero hunger), and 17 (partnerships for the goals). WFP's work is highly relevant to these SDGs as well as to SDG 13 (climate action), which are reflected in WFP's initiatives and targets.<sup>139</sup>

136. **SDG 1.** Poverty reduction is an underlying theme in WFP's engagement with beneficiaries and partners. In preparation and response to emergencies, cash-based assistance is available to beneficiaries. In alignment with SDG 1, CBTs support income-generating opportunities and protect beneficiaries against shocks. Asset-creation interventions under SO1 have supported food consumption and expenditure during crises.<sup>140</sup> SO3 activities have stimulated markets and supported business development in BARMM. Work under SO4 supports the building of local emergency infrastructure informed by analysis, which provides evidence on strategies to reaching the most vulnerable. SDG 1 also intersects with SO2's aims to mitigate hunger. Poverty approaches take special consideration of the diverse dimensions of the Philippine population, prioritizing vulnerable groups.

137. **SDG 2.** The IATF-ZH was established in 2020 through the President of the Philippines' Executive Order 10. The Task Force launched a National Food Policy in the same year. WFP acted as technical partner and advisor in the National Food Policy in all key result areas.<sup>141</sup> Jointly with UNICEF, FAO, and WHO, WFP works with the IATF-ZH in developing the National Food Policy and achieving the goals of the Task Force.<sup>142</sup>

138. WFP initiatives have supported the National School Feeding Law. Through WFP's advocacy initiative, the Department of Education (DeptEd) joined the Global School Meals Coalition and expressed its commitment to improve the national school meal programme and to strive for every child to have the opportunity to receive healthy and nutritious meals in school. WFP's 2019 extension of the 2018 Home Grown School

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<sup>139</sup> Brain Trust Inc. 2021. WFP Philippines Country Strategic Plan 2018-2023, Midterm Review. September.

<sup>140</sup> WFP. 2019, 2020, and 2021. WFP Philippines Annual Country Reports 2019, 2020 and 2021.

<sup>141</sup> 1) review and rationalize existing policies, rules, and regulations related to Zero Hunger; 2) ensure available and affordable food; 3) secure nutrition adequacy; 4) secure food accessibility and safety; 5) ensure sustainable food systems, food resiliency, and stability; and 6) ensure information, education, awareness, and people participation WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>142</sup> WFP. 2020. WFP's support to the Philippine Government's initiatives in achieving Zero Hunger by 2030.

Feeding Programme also furthered the Government's commitment to the school feeding law.<sup>143</sup> WFP launched an Enhanced School Feeding with IFR programming in Maguindanao in 2020.<sup>144</sup>

139. **SDG 17.** WFP contributes to SDG 17 through SO2 activities. WFP provided technical guidance for the adoption of IFR as a common initiative of the Scaling Up Nutrition (SUN) Business Network (SBN). WFP linked the IATF-ZH to key stakeholders like the SBN and the International Finance Corporation (IFC) (a possible funder). Discussions are ongoing around IFR scale-up. In April 2022, WFP conducted consultations with IATF-ZH, IFC and the SBN on IFR with support from the Regional Food Fortification Advisor for Asia and the Pacific. SBN members were also actively involved in the 2021 Scaling Up Nutrition Joint Assessment (SUNJA). With WFP's initiative, the SBN was able to work with FAO, UNICEF, and the private sector in the fulfilment of the plan of action. Interviews highlighted that WFP has also contributed to the SUN Development Partners Network; WFP worked closely with the NNC in reaching country commitments to the SUN strategy.

140. SO3 is a significant contributor to joint targets of SDG 2 and SDG 17. In 2019, the BARMM Government and WFP entered into a framework agreement to improve food security and nutrition in the region. In 2020, WFP conducted 11 activities in BARMM targeting SDG Goals 17.1 and 2.1 and highlighting peace, resilience, and self-capacity in community programming and development. Four of the activities supported the development of the BARMM convergence model for participatory community development; the model has been used to strengthen BARMM's capacity to monitor conflict sensitivity using Population Risk Indicator Measurement and Engagement in the region, and to formulate and update Local Climate Change Adaptation Plans with select municipalities. WFP collaborated with MBHTE to institutionalize the School-based Feeding Program (SBFP), with underlying goals of social cohesion between the Government and the BARMM region. WFP similarly worked with Marawi City's TFBM, the BARMM Marawi Rehabilitation Program Steering Committee, the City Government of Marawi, and other stakeholders to create an enabling environment and mechanism for food security. In 2020, WFP supported BFSTF in developing the BARMM Food Security Plan.

141. Through SO4, WFP has conducted capacity-strengthening activities in support of national emergency coordination operations and mechanisms (SDG target 17.9). WFP has supported the development of Emergency Telecoms Cluster (ETC) guidelines, conducted missions and research with the Philippine Government and Logistics Cluster partners; and provided logistics support through transport and warehousing assistance for emergency preparation.<sup>145</sup> In support of anticipatory action, WFP uses an artificial intelligence-powered tool called Automated Livelihoods Information Assistant (ALIA) to provide resilience-building information pre- and post-emergencies.<sup>146</sup> ALIA datasets were used in the vulnerability analysis after Typhoon Kammuri (2019). With support from the WFP Innovation Accelerator, WFP helped develop comprehensive predictive analytics by prototyping ALIA.<sup>147</sup>

142. **SDG 13: climate action.** SDG 13 has been integrated in WFP's SO3 work in BARMM. In BARMM, WFP supports the development of LGU's Local Climate Change Action Plan (LCCAPs) in six municipalities and the Provincial Government unit of Basilan. SOPs have additionally been developed for LGUs for forecast-based emergency preparedness for priority climate hazards. SO4 activities additionally support SDG 13. Among these was a climate change and food security analysis and the development of livelihood zone and climate suitability maps in 2021.<sup>148</sup> WFP is also one of the key partners in a pilot UN CERF AA Framework initiated in September 2021 in Bicol (Region V) and Eastern Visayas (Region VIII) by OCHA and other strategic and operational partners to mitigate the impact of typhoons and related hazards on people's livelihoods and homes while

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<sup>143</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

<sup>144</sup> [United Nations. 2022. The 17 Goals.](#) Consulted 17 May 2022.

<sup>145</sup> Ibid.

<sup>146</sup> ALIA creates a plan of action in response to disasters and ensures appropriate and targeted support to affected populations. [WFP. 2019. 821 million reasons bootcamp teams will disrupt hunger.](#)

<sup>147</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

<sup>148</sup> [United Nations. 2022. The 17 Goals.](#) Consulted 17 May 2022.



complementing the Government's mandatory pre-emptive emergency response procedures.<sup>149</sup> WFP has developed SOPs to distribute multi-purpose CBT to the most vulnerable populations in target regions as early as three days before a forecasted typhoon Category 4 or 5 makes landfall.

143. WFP has also been involved in the Scaling up Forecast-based Financing/Early Warning Early Action (FbF/EWEA) and Shock Responsive Social Protection for Disaster Resilience in ASEAN initiative, implemented in collaboration with FAO, UNICEF, the DSWD, and DG-ECHO, contributing to SDG targets 13.1, 2.1, 1.5, and 1.3.<sup>150</sup> The project, implemented 2019-2021, helped strengthen ASEAN Member State capacity and facilitated regional cooperation in the use of FbF/EWEA.<sup>151</sup> ASEAN member states, per the Agreement on Disaster Management and Emergency Response Work Programme (2021-2025), prioritized the enhancement of ASEAN capacities to forecast, assess and monitor multiple risks and deliver forecast-based impact analysis using science-based, climate-responsive, and innovative approaches and to promote early and anticipatory actions.<sup>152</sup> In June 2022, having moved beyond WFP's involvement in the initiative, ASEAN launched the Framework on Anticipatory Action in Disaster Management. The framework represents a landmark commitment from ASEAN to move the AA action agenda forward in the sub-region. It also supports ASEAN in achieving its long-term goals of securing a climate-resilient future.<sup>153</sup>

144. In 2019, OCD signed a memorandum stipulating that an LGU can declare a state of calamity when 15 percent of the forecasted affected population, based on scientific projections, needs emergency assistance;<sup>154</sup> The Government approached WFP to conduct a review and develop technical guidance for this memorandum.<sup>155</sup> Subsequent to the signing, WFP and OCD formed a partnership to implement this policy change at NDRRMC level. Under this agreement, WFP committed to outlining good practices on FbF and financing anticipatory actions.<sup>156</sup> Given its experience with FbF, WFP was selected as a key implementing partner in the 2021/2022 AA pilot project in the Philippines.<sup>157</sup> WFP has also been involved in directly implementing FbF in target provinces through AA SOPs for hurricane-induced floods.

### ***EQ 1.2 To what extent is the CCS work coherent and aligned with the Socioeconomic and Peacebuilding Framework and wider United Nations and other strategic partnerships based on the comparative advantage of WFP in the Philippines?***

**Finding 4: WFP's CCS activities are highly aligned to the three pillars of the SEPF for COVID-19 Recovery in the Philippines (2020-2023): people, prosperity and planet, and peace.**

145. **Pillar 1 (people).** SEPF Pillar 1 seeks an outcome where the most marginalized and vulnerable people and groups benefit from more inclusive and quality services and live in more supportive environments where their nutrition, food security, and health are ensured and protected.<sup>158</sup> Pillar 1 outcomes are reflected well in WFP Philippines CSP SO2. WFP uses participatory approaches like CBPP to ensure inclusion of the most vulnerable groups, including Indigenous peoples in BARMM, the elderly, and pregnant and lactating women (PLW).

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<sup>149</sup> OCHA. 2021. Anticipatory Action Framework Philippines Pilot 2021-2022.

<sup>150</sup> [United Nations. 2022. The 17 Goals](#). Consulted 17 May 2022.

<sup>151</sup> Ibid.

<sup>152</sup> This update was shared by a member of the WFP Philippines team.

<sup>153</sup> Ibid.

<sup>154</sup> Memorandum No. 60 s. 2019, The Revised Guidelines for the Declaration of a State of Calamity.

<sup>155</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2019 Narrative Report.

<sup>156</sup> Refer to Thematic Area 6: Anticipatory Action and Climate Risk Management (SO4, Activity 4) for more details.

<sup>157</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

<sup>158</sup> [United Nations. 2019. Partnership Framework for Sustainable Development \(2019-2023\)](#). SEPF Pillar 1 response interventions target health and health systems; food security; education and training, and social protection. Immediate response interventions centre on logistical support following a disaster. Medium-term interventions aim to ensure inequities affecting availability, accessibility, and utilization are adequately addressed.

146. WFP's nutrition work under SO2 is also consistent with SEPF Pillar 1, as it relates to reducing malnutrition for women and children under the age of five, evidence generation, and enhancing coordination between stakeholders. Assessments like the Fill the Nutrient Gap study (2019), formative research on SBCC, and mapping of resources and agencies have helped inform policy and launch strategies for improving the nutrition of various groups. In 2020, WFP, in partnership with UNICEF, supported the DOH and the NNC to review and finalize the Nutrition in Emergencies Manual; the manual now guides the provision of package of health and nutrition interventions to PLW and young children.<sup>159</sup> Please refer to Annex 6 for studies jointly conducted by WFP and other United Nations and government agencies as examples of work under this pillar.
147. **Pillar 2 (prosperity and planet).** Pillar 2 seeks an outcome where urbanization, economic growth, and climate change actions converge for a resilient, equitable, and sustainable development path for communities.<sup>160</sup> Features of Pillar 2 are found in all SOs of the WFP Philippines CSP, given its emphasis on sustainable agri-food systems. Under SO4, for example, WFP focuses on the DRRM capacities of vulnerable municipalities, early warning investments and emergency telecommunications, and green infrastructure. In addition, FbF has been an element in WFP's strengthening of government capacities in beneficiary registration, logistics, and emergency communications since 2018. However, whereas Pillar 2 refers to gender-sensitive response in its interventions (and in the PFSD), Activities 4 and 5 under SO4 do not explicitly integrate gender. Addressing deforestation and restoration of degraded natural environments is addressed under SO3 and reported under Pillar 3 (Peace) as part of WFP's work under the Convergence Model. Further under Pillar 2, gender-sensitive response in interventions is mainstreamed in the process of the implementation for various Food For Asset (FFA) activities under SO3. Such activities include but are not limited to sustainable agriculture production, reforestation, and integrated watershed management.
148. **Pillar 3 (peace).** SEPF Pillar 3 seeks an outcome where national and local governments and stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of more inclusive and responsive governance systems, and accelerating sustainable and equitable development for just and lasting peace in conflict-affected areas of Mindanao.<sup>161</sup> Pillar 3 is reflected in WFP's CCS activities, as conflict sensitivity trainings are integrated throughout WFP trainings in the Philippines; in BARMM, awareness of conflict and its impact on programming, assistance, and the beneficiaries of assistance is especially important. In support of this goal, WFP and forum ZFD launched the "Food Security and Peacebuilding" study in 2020. A finding of the study was that establishment of the convergence model with regional ministries was uplifting to communities.<sup>162</sup> The model engages diverse stakeholders to ensure the Government is held accountable and the most marginalized in society are included in planning and decision processes.

**Finding 5: WFP's CCS activities align with various United Nations and other strategic partnerships.**

149. **Partnerships with United Nations agencies.** WFP is a pro-active facilitator of national and international strategic partnerships in the Philippines, including with United Nations agencies, that inform the development of the country's pathway to food systems transformation. This includes working jointly with UNICEF, FAO, and WHO through the Philippine IATF-ZH in developing the National Food Policy and in

<sup>159</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>160</sup> United Nations. 2019. Partnership Framework for Sustainable Development (2019-2023). SEPF Pillar 2 interventions target stimulation of green, climate-responder, job-rich recovery and resilience, agriculture-based growth, environmental protection, and innovative finance for green, climate and disaster risk reduction. Immediate responses are focused on evidence generation as well as financial and material support to farmers. In the medium term and recovery phase, support to the Government's and agri-food systems' resilience and transition towards sustainable futures are prioritized.

<sup>161</sup> Ibid. SEPF Pillar 3 interventions target COVID-19 response and an acceleration of inclusive development for peace in Mindanao; a normalization process and comprehensive agreement on Bangsamoro; and a reduction in community-based conflicts and strengthening of community economic empowerment. Immediate responses are a mixture of assessments and service mapping, capacity strengthening to the Government, and community empowerment. Medium-term and recovery phase prioritize support to an inclusive society with the tools to resolve conflict and address shocks.

<sup>162</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

achieving the goals of the Task Force.<sup>163</sup> WFP is also working with UNICEF and FAO to pool resources to fund IFR initiatives. WFP is part of the United Nations Country Team in the Philippines, which consists of 11 resident funds, programmes and specialized agencies.<sup>164</sup> Further, WFP is involved in the Food Systems Summit (involving Rome-based Agencies, UNICEF and WHO). Finally, to address the food/fuel crisis with FAO and IOM, WFP is party to the United Nations BARM Joint Conflict Transformation Fund (WFP/FAO/UNDP, IOM), a new SDG Fund received in June 2022.

150. **Enhanced Partnership Against Hunger and Poverty.** In December 2019, a Memorandum of Understanding on Enhanced Partnership Against Hunger and Poverty (EPAHP) was signed to create synergy and cooperation with LGUs, line agencies and other partners, in supplementary feeding and other government feeding programs, to achieve the 2030 Zero Hunger goal.<sup>165</sup> Jointly, WFP and FAO are advisers to the EPAHP and provide technical assistance in designing rural extension services, credit, and insurance to smallholder farmers; feeding programmes, procurement, and community hub management; monitoring and evaluation methodologies; and public policy design. The antecedents of WFP's involvement in the EPAHP included a South-South cooperation effort in 2013, when WFP invited national officials for a study tour of its Centre of Excellence in Brazil, linking school feeding initiatives to local agricultural systems, to draw on the country's experiences in fighting hunger. This tour of duty became a model on how WFP can support the EPAHP.<sup>166</sup> For example, in November 2021, WFP led the meeting with the Cabinet Secretary, chair of the IATF-ZH and EPAHP, together with the IFC, a member of the World Bank Group, and the SUN Business Network Philippines, to discuss how they can best support small-scale farmers and different agencies on rice fortification.

151. **Strategic government partnerships through SO1.** WFP's strong capacity in emergency response was activated following the 2017 siege of Marawi City. WFP supported the World Bank in the use of SCOPE to assist the Task Force Bangon Marawi (TFMB)<sup>167</sup> with registering IDPs and returnees. In 2018, WFP worked with the DSWD and the TFBM to register IDPs and Marawi residents.<sup>168</sup> The overall registration project, known as *Kanthor*, has been used as a centralized database by the Government to distribute assistance and will be integrated into a new Management Information System that the World Bank developed for TFBM.<sup>169</sup> Additionally, interviews indicated that partnerships were formed with IOM, UNDP and FOA toward these stabilisation efforts. Following the development of a Humanitarian Needs and Response Plan, the UNRC also recommended that SCOPE be used as a uniform beneficiary management system to support Filipinos affected by typhoons in 2020 and the COVID-19 pandemic given WFP's strategic positioning in the country. More recently, WFP supported the government in assessing the impact of COVID-19 on food security and essential needs of the affected population, and monitor outcomes of SAP to its beneficiaries. This involved WFP providing its remote monitoring and evaluation (rM&E) and the mobile Vulnerability Analysis and Mapping tools to DSWD support in a joint post-distributing and monitoring in all regions.<sup>170</sup>

152. **Strategic partnerships have been critical to resilient and responsive supply chain efforts.** Building on its experience in coordinating and collaborating on logistics management, WFP signed a memorandum of agreement (MOA) with the DSWD to collaborate in this area in December 2021. Under this MOA, WFP committed to providing logistics and supply chain support and assistance, which includes transportation and

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<sup>163</sup> WFP. 2020. WFP's support to the Philippine Government's initiatives in achieving Zero Hunger by 2030.

<sup>164</sup> FAO, ILO, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNIDO, WFP, WHO, and IFAD

<sup>165</sup> Republic of the Philippines, Department of Social Welfare and Development. 2019. Memorandum of Understanding on Enhanced Partnership Against Hunger and Poverty.

<sup>166</sup> WFP. 2020. WFP's support to the Philippine Government's initiatives in achieving Zero Hunger by 2030.

<sup>167</sup> TFBM is a conglomerate of 25 government departments responsible for recovery, reconstruction, and rehabilitation in Marawi.

<sup>168</sup> WFP. 2019. *Kanthor Report: WFP's technical support to Kanthor Profiling of Task Force Bangon Marawi with funding support from the World Bank.*

<sup>169</sup> WFP. 2019. WFP-DSWD Workshop on Scoping of Technical Solutions for Social Protection Programmes.

<sup>170</sup> WFP. 2022. Joint Assessment of the Impact of COVID-19 Pandemic on Food Security and Essential Needs, and Role of the Social Amelioration Programme (SAP) in the Philippines. June 2020 – January 2021

operational support equipment.<sup>171</sup> Focus group participants indicated that the provision of equipment contributes to addressing operational challenges as government resources for equipment supply are limited and budgetary proposals tedious.

153. **Anticipatory Action Framework (2021-2022).** Under SO4, WFP is a key partner in the CERF Anticipatory Action (AA) Framework (2021-2022) along with UNICEF, UNFPA, FAO, IOM, Red Cross/Red Crescent, and local authorities. The Central Emergency Response Fund (CERF) is funding a collective AA project in Bicol (Region V) and Eastern Visayas (Region VIII). The framework positions WFP, as one of the biggest recipients of the CERF budget (66 percent) to trigger multi-purpose cash distribution 72 hours before landfall.<sup>172</sup>

## 2.2. EVALUATION QUESTION 2: HOW EFFECTIVE IS THE COUNTRY OFFICE APPROACH TO COUNTRY CAPACITY STRENGTHENING?

154. **Note:** This section addresses evaluation subquestions 2.1, 2.2., 2.3, and 2.4. The presentation of 2.1 and 2.2 in reverse sequence is intentional, to improve the readability and flow of the findings.

### *EQ 2.2 To what extent did the CCS work deliver expected outputs and contribute to expected outcomes?*

155. The CCS activities saw general success in different pathways of the CCS framework (see Annex 9). The findings for EQ 2.2 are presented by pathway. Each pathway/finding has an accompanying summary table located in Annex 17, which provides examples of CCS activities under its corresponding pathway/subcomponent.

156. Analysis on the CCS improvements at government partner level is discussed in detail in the Thematic Reviews (Annex 14) and summarised in Conclusion 3 in Section 3.1. Table 3 provides an overview of the government capacity changes for each thematic area, based on discussions with government partners and WFP staff and triangulated to the extent possible from secondary data. Refer to Annex 13 for more information on capacity level definitions.

**Table 3 Government partner capacity level at baseline (2018) and current (2022)**

CCS Thematic Area	2018 Baseline	2022
<b>Thematic Area 1:</b> Food Security and Nutrition in BARMM	Emergent	Moderate / Self-sufficient
<b>Thematic Area 2</b> Digital Advisory and Solution Services (SCOPE) to DSWD	Latent	Emergent
<b>Thematic Area 3</b> Evidence building for Iron Fortified Rice and Social Behaviour Change	Emergent	Moderate
<b>Thematic Area 4</b> Disaster Preparedness and Response – GECS-MOVE	Emergent	Self-sufficient
<b>Thematic Area 5</b> Disaster Preparedness and Response – Logistics and Food Packing Systems	Moderate	Self-sufficient
<b>Thematic Area 6</b> Anticipatory Action and Climate Risk Management	Emergent	Moderate

<sup>171</sup> WFP and DSWD. 2021. Memorandum of Agreement: Framework of a Basic Agreement Concerning Assistance. | The MOA specifically cites generators, mobile storage units, and prefabricated office and accommodation units.

<sup>172</sup> [OCHA. 2021. Anticipatory Action Framework: Philippines.](#)

**Finding 6: WFP's contributions to policy and legislation have seen the most progress in SO3 Activity 3 (FSN Roadmap) and SO4 Activity 4 (AA and FBF), with activities from the remaining SOs focusing primarily on building partnerships.**

157. **SO3 Activity 3.** WFP has made a significant impact on the FSN policy landscape of BARMM through the FSN Roadmap. By implementing the convergence model – a partnership-based approach involving community members and FSN stakeholders – WFP has been advocating for improved FSN programming, investments and partnerships for operations by 2025. Discussions with WFP and government partners indicated that the FSN Roadmap has been adopted by BARMM stakeholders and that functional governance and accountability systems are in place. Discussions with government partners indicated that WFP has also been involved in shaping BARMM-department-specific policies and processes around FSN. Enhancing FSN instruments at the systems level through platforms like the Roadmap highlights the significant contribution of WFP CCS activities. To operationalize the FSN Roadmap, WFP influenced the BARMM Government in the creation of the Food Security Task Force, comprised of government ministers in the region. Through this platform, the BARMM Government, with facilitation from WFP, formulated the Bangsamoro FSN Plan (2023 – 2028). This multi-ministerial plan aims to ensure strategic financing for activities and programmes.
158. Since WFP's 2019 IFR pilot for school feeding, MBHTE has adopted its School Based Feeding Programme for 160,000 school children in BARMM's five provinces and 63 *barangays* of Special Geographic Areas in North Cotabato. The MBHTE sustained its use of the programme through COVID-19, with take-home rations of IFR provided to children. WFP initiated the process review of the Government's school-based feeding programme in the same year to prepare MBHTE for its implementation. To further scale up school feeding, WFP continuously advocates for the adoption of HGSF, which has been piloted in three municipalities in Maguindanao. The Regional Nutrition Committee adopted a resolution for the implementation of HGSF in BARMM. This resolution is giving an imprimatur to the scaling up of the HGSF in different municipalities.
159. **SO2 Activity 2.** Discussions with WFP staff and government partners indicated the difficulty in advocating and implementing IFR policies in the face of governmental reforms on rice tariffs. A major setback in mainstreaming IFR was its exclusion from the Rice Tariffication Law (RTL)<sup>173</sup> and the National Food Authority's (NFA) ability to monitor IFR compliance. The RTL also removed government limits on rice importation, which resulted in price drops of *palay* and non-IFR rice, with IFR now comparatively more expensive.
160. Despite this, positive policy outcomes for IFR have emerged from WFP advocacy and programming. For example, WFP used the successful results from the IFR pilot project for school feeding (2018) to advocate for IFR initiatives to senior government officials and the NFA. Interviews highlight that a direct result of these efforts was NFA's adoption of IFR as a banner programme, in addition to a change in policy guidelines mandating increasing the fortification ratio from one in 100 grams to one in 200 grams; this significantly increased the efficiency of mixing the fortification while minimising changes in taste and smell. The ratio change was enabled by the adoption of enhanced blending technology, moving from coating to blending fortified rice kernels. Interviews showed that WFP provided technical inputs on the policy and legislation on the nutrition element of the DSWD Family Food Packs including the use of IFR.
161. Demonstrating the importance of regional partnerships, WFP engaged with the Food Systems Summit and Global School Meals Coalition with the RBAs, UNICEF, and WHO. Interviews with senior WFP staff showed this resulted in the Government's School Meals Declaration.<sup>174</sup> Further, WFP has partnered with ADB on a feasibility study to improve the nutrition focus of national social protection systems through linking food vouchers with SBCC.
162. **SO4, Activity 4.** Significant progress can be seen at the policy and legislation level regarding AA and FbF, as they continue to become mainstreamed in national and local disaster response. The integration of AA into national and local-level SOPs has been a key focus of CCS activities and this pathway has seen the most

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<sup>173</sup> Rice Liberalization Act No. 11203

<sup>174</sup> A national declaration of intent, participation and engagement for improved school meals programmes.

progress and impact for this SO. The signing of Memorandum No. 60 s in 2019<sup>175</sup> and the implementation of the United Nations CERF AA Framework in Region V (2021) are good indicators of progress toward mainstreaming AA. Interviews note the integration of the AA Technical Working Group (AA TWG) and the CERF AA pilot as good demonstrations of proof-of-concept to the Government. Further, interviews highlight the Government's engagement in integrating AA into its own systems and processes.

163. WFP is also building partnerships with DSWD to formalize a process for technical assistance on a general beneficiary management system. Interviews indicate this includes support for strengthening information systems, communication and payment processes. KIIs show that WFP has supported multiple government partners in analysis and policy recommendations, particularly to DSWD. However, government partners expressed there are no policies allocating funding to implement improved information management systems at this time.

164. **SO4, Activity 5.** WFP has been active in formalising roles, responsibilities and support agreements with DSWD and OCD around mechanised food-packing facilities and national disaster response centres from which WFP assists with the transport of family food packs during emergencies. Interviews highlight that WFP assists government resources (i.e., transport), particularly where deficits exist. A key example of such agreements is the MOA between DSWD and WFP signed in 2021 (which builds upon MOAs from previous years). As part of this agreement, WFP committed to providing logistics and supply chain support and assistance, including transportation and operational support equipment.<sup>176</sup> WFP is further involved with the nutrition element of the family food packs, according to interviews. Discussions revealed that WFP provides input into the nutritional values and balance of food packs, to which the packing facilities have been receptive so far.

165. Discussions with government partners indicated there has been little movement on the GECS-MOVE project impacting policy and legislation on emergency telecommunications. However, WFP has engaged with its Dubai-based FITTEST<sup>177</sup> division, fostering international linkages with DICT. Discussions with senior WFP staff indicated this has allowed the transfer of technical skill sets from the FITTEST team to DICT on how best to operate telecommunication units in emergency contexts. Both WFP and DICT staff highlighted in discussions that more robust engagement with national policy and legislation is required, drawing upon the lessons learned from the MOVE project. WFP has invested in strengthening the national cluster system and the ETC in particular. The national ETC cluster led by DICT and WFP has been providing support to adopt humanitarian cluster standards. In both Odette and Agathon, the national clusters were activated prior to the emergency and the deployment of the move followed the cluster protocol. That said, the capacity strengthening of the national ETC is still a priority.

**Finding 7: WFP made the greatest contributions to institutional effectiveness and accountability under SO4, Activity 5 (food packing) and SO4, Activity 4 (anticipatory action), which both draw from WFP's institutional expertise in these domains. The remaining SOs see steady progress.**

166. **For SO3, Activity 3,** progress in the institutional effectiveness and accountability pathway is tied closely with outcomes of the policy and legislation pathway. The adoption of the FSN Roadmap highlights ownership by BARMM stakeholders, which was expressed strongly in FGDs in this thematic area. According to these discussions, in BARMM, WFP is largely valued for institutionalization of interventions that promote food security. WFP was a key player in the institutionalization of school feeding in 2019. Interviews highlighted the national Government does not allocate funds for this type of intervention, making WFP's financial and technical support indispensable. Government partners raised concerns of continued institutional funding, changes in the national Government and the ability to pass on responsibilities to LGUs as key considerations for building/ensuring institutional effectiveness.

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<sup>175</sup> Which stipulates that an LGU can rightfully declare a state of calamity when 15 percent of the forecasted affected population, based on scientific projections, need emergency assistance.

<sup>176</sup> WFP and DSWD. 2021. Memorandum of Agreement: Framework of a Basic Agreement Concerning Assistance.

<sup>177</sup> Fastest Information Technology Telecommunications Emergency and Support Team



167. For **SO2, Activity 2**, CCS activities have centred on advocacy for IFR, particularly with key national stakeholders. Discussions with government partners indicated that WFP coordinated with the Department of Agriculture and the Department of Agrarian Reform to push for nutrition stakeholders to recognize/implement iron fortification in national and local programmes. General feedback from discussions indicated this was hindered at the LGU level due to competing priorities that transcend the adoption of IFR in school feeding programs. Despite a strong policy base for IFR, low commitment among LGUs and other implementers and weak horizontal and vertical coordination have contributed to poor adoption at the local level. However, interviews suggested there has been increased interest in national iron-fortification processes. For example, in 2020, DOST-FNRI developed new rice blending machines, registered rice processors, and conducted trainings for rice fortification for nutrition stakeholders. This highlights the emergence of key institutional actors leading IFR production and advocacy, complementing the advocacy efforts of WFP.
168. For **SO4, Activity 4**, progress for Anticipatory Action in institutions is seen through the successful implementation of FbF at the national and sub-national disaster risk management levels. WFP activities worked to mainstream FbF and AA into policies; FGDs indicated this has led to direct and meaningful outcomes. For example, the implementation of CBT was activated successfully and had good results ahead of Typhoon Tisoy in 2019. The development of FbF SOPs in 10 partner provinces is direct progress toward more robust forecast-based emergency preparedness. Further outcomes of these activities have led to the institutionalization of a 72-hour assessment as part of LGU pre-disaster needs assessments (In Laguna, Benguet) and the allocation of a portion of DRRM funds to AA (Davao de Oro, Davao Oriental). Looking ahead, interviews indicated that further engagement of a wider range of DRRM stakeholders (i.e., local and international NGOs, responders) is a priority for strengthening the institutionalization of AA.
169. According to FGDs, there is interest at subnational and local levels to utilise a beneficiary profiling/management system for emergency operations with the Government. Discussions have suggested a need for an improved beneficiary management system, like SCOPE, in provincial and municipal social protection programmes (in addition to emergency response protocols). Interviews indicate the request to use SCOPE as a temporary solution in Region V came directly from the DSWD undersecretary. DSWD is now in the process of developing an independent information system similar to SCOPE, which indicates feasibility and utility of mainstreaming a similar system within programming at the regional and LGU levels.
170. **SO4, Activity 5** showcases one of the strongest examples of progress across all WFP CCS activities relating to institutional effectiveness. FGD participants indicate that CCS activities, funded by WFP remaining Typhoon Haiyan funds (UK and Australia) supported the DSWD to establish mechanized food packing facilities capable of producing 10,000 Family Food Packs (FFP) per day, sufficient to feed families of 5-6 people for two to three days. Discussions with senior WFP staff highlighted that DSWD has been able to sustain and maintain this investment made in 2015 independently. It was also able to close and re-establish equipment in the emergency centre facilities twice, and WFP did not receive a financial request to support this.
171. WFP is also heavily involved in building and strengthening government capacities through logistical support. In addition to supporting the FFP systems, WFP is actively involved in transporting food and other key assets, both pre-emergency and during response. For example, interviews indicated that WFP pre-positions stock of emergency logistics equipment (MSU, generators), enabling immediate support to the Government at all times. Further, during the Odette response, WFP transported approximately 600 trucks of government/DSWD family food packs across the Philippines produced using the above-mentioned mechanized systems. This demonstrates that CCS activities are focused beyond implementation capacity and include significantly supporting the logistics capacity of the Government. It is important to note that while WFP provides this support in logistics, it does not replace Government capacity and implementation. Overall, interviews with WFP staff suggest that logistics, process and infrastructure support – as seen in activities under this SO – is a core strength WFP, as it draws from its wealth of technical expertise, experience and lessons from other contexts.
172. Implementing another government post-Haiyan learning and recommendation, WFP supported the Government to create mobile telecommunications systems that could be quickly deployed to typhoon-



impacted areas. WFP co-designed and built the mobile units and through the same GECS-MOVE project, progress for this CCS pathway can be seen mainly through the staff training at various levels, in both technical capacity strengthening and emergency management and in cluster leadership. As examples of the former, WFP initiated more than 30 specialized technical and capacity training courses to train staff from DICT and disaster responders from June 2019. This training focused on the deployment and utilisation of vehicle units. Interviews with WFP and government partners indicated that these trainings were crucial for operationalising the units in emergency response; however, staff turnover at DICT has resulted in a loss of institutional capacity.

173. The other category of training has been focusing on DICT management and is less technology-focused and system-specific. Interviews show that WFP arranged several round-table discussions to build capacity around different ETC cluster services. KIIs highlighted this was validated in Odette where DICT stepped up on the national level. Interviews indicated that additional focus now needs to be placed on systems for connectivity support to affected communities. To the extent possible, WFP reuse and localize resources available within WFP TEC and the global ETC cluster. The evidence shows that scaling up training activities is an essential component in preserving institutional effectiveness.

**Finding 8: WFP demonstrated the most progress toward CCS in strategic planning and financing in SO2 Activity 2 (RPAN) and SO3 Activity 3 (convergence development model). However, mobilizing resources remains a challenge, as does a lack of strategic financing for FSN overall.**

174. For **SO3, Activity 3**, there has been good progress in activities that highlight stakeholder partnerships and collaboration; however, strategic financing remains a key challenge. The primary CCS activity that supports strategic planning of FSN in BARMM is the operationalization of the convergence development model, as discussed in Finding 5. This model has allowed for heads of ministries to strategically identify projects for the attainment of Zero Hunger. FGDs with WFP and government partners indicated that while utilized by BARMM actors, there are still challenges inherent in this type of multi-stakeholder collaboration, namely competing interests and priorities. Discussions indicated that implementation plans for FSN initiatives are still based on a forecast on what will be received, rather than on calculated financial requests. In the context of WFP's specific involvement in strategic financing, WFP initiated and collaborated with the BFSTF for the formulation of the Bangsamoro FSN Plan 2023-2028. Interviews with senior WFP staff indicated that there was deliberate intent to ensure the LGU also provide co-financing for the initiative; this was stated to ensure ownership of the plan and encourage formulation of respective food security plans among the ministries. This highlights how WFP has remained strategic with its financial support, focusing on longer-term sustainability.

175. For **SO2 Activity 2**, strategic planning is demonstrated through WFP's support to developing a regional plan of action for nutrition (RPAN). While this sits under SO3 Activity 3, support and collaboration for this progress is also drawn from SO2 Activity 2. Interviews indicated that RPAN is a useful strategic mechanism for FSN as it the basis for all sectors to work together. Discussions highlighted that while the plan was approved in 2018, its operationalization was hampered by the transition to BARMM. However, WFP senior staff indicated that given the new mandates of BARMM (from 2020 onward), the plan was properly launched with the help of the Regional Nutrition Committee (RNC). Despite this strategic planning, FGDs highlighted that SO2 has been consistently underfunded in its implementation due to limited investment from donors, affecting food distribution. Recognizing these financial limitations, interviews and documentation highlight that WFP has engaged in advocacy and evidence generation to support the Government's capacity strengthening.<sup>178</sup> For example, at the national level, WFP supported the Government in drafting the PPAN 2023-2028 and is a member of the SBCC TWG for the SBCC Strategy of the PPAN 2023-2028. Additionally, according to discussions with staff, WFP has also recently begun working with UNICEF and other United Nations agencies to pool their resources to fund IFR initiatives.

176. In **SO4, Activity 4**, WFP has been heavily involved in the strategic planning of AA and FbF nationally and locally. A key outcome was the development and integration of FbF SOPs for 10 pilot LGUs, which supported

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<sup>178</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

the predictive capacity of early warning systems and the creation or supplementation of local protocols. Discussions with WFP staff indicated that these SOPs have since been utilized and reviewed, following emergencies such as Odette. Simulation exercises were further employed to strengthen the SOPs, and WFP discussions highlighted that the lessons learned were internalized well at LGU level. With regards to funding, interviews indicate there is progress toward the integration of AA into the Quick Response Fund and the National Disaster Risk Reduction and Management Plan. However, full integration requires legislation, which is still missing. Interviews with staff also indicate WFP is supporting a proposal to the Green Climate Fund (GCF) for funding an impact-based approach to early warning for the Philippines.

177. Under SO4, WFP is also continuing to highlight the usefulness and utility of a beneficiary profiling and information management system for government needs, as discussed in Finding 7. For instance, WFP reconfigured SCOPE to fit DSWD data and information requirements, and the data still serve as the basis for planning and distributing assistance. FGDs suggested that for the tool to cascade to different levels, a strategic approach to mainstreaming digital solutions is needed for beneficiary data management and assistance tracking and to allow interoperability between different programs and government entities. Discussions indicate that there is no national budget for disaster response operations on a nationwide scale and such operations are coordinated at the regional level. Thus, strategic funding for digital solutions – and the efforts to integrate them into a wider mechanism – is an area that requires strengthening, as noted in FGDs.

178. For **SO4 Activity 5**, WFP demonstrated good progress in strategic planning through DSWD capacity-strengthening initiatives. A key activity was the support to co-creating a curriculum for the Disaster Response Management Training for DRR officers (2019). The curriculum was informed by a training needs analysis of the Government's logistical capacity. Senior WFP staff indicated the training was based on an existing training package; the curriculum was co-adapted to the local context by WFP and DSWD. FGDs highlighted this was to build ownership of the curriculum, which was handed over to DSWD in the Q2 of 2019. Discussions with government partners indicated that WFP's overall support in strategic planning in logistics and supply chain management was of particular value. This was evident in the support WFP provided in selecting strategic locations for the Disaster Response Centres; WFP identified strategic locations based on proximity to sea, air and land transportation networks/routes, based on its previous experience and technical expertise. With regards to financing, discussions with WFP staff and government partners highlighted that procurement and financial requests with WFP are less protracted than via official government channels. Senior WFP staff indicated that sourcing equipment, for example, is significantly easier for WFP and its partners than it is for the Government. This considered, interviews indicate there has not yet been a situation where the Government has asked WFP to procure items/goods, outside the GECS-MOVE project.

179. Progress in SO4 is also seen in the co-financing support to DICT across Phase 1 and 2 of the GECS-MOVE project. Both phases were co-funded primarily by DICT (USD 7.2 million), with a very small portion from WFP and other funding partners; WFP staff indicated in discussions, as with other CCS pathways and SOs, that there was an intention to build ownership of the project so funding would be shared with government partners. Transfer of ownership of the project is already evident in the evolution of WFP and DICT's management of mobile emergency units. DICT now has ownership of six units designed in collaboration with WFP. These vehicles helped re-establish communication services in affected areas after Odette.<sup>179</sup> Discussions with WFP and government partners further outlined the significant opportunity for cross-fertilization of processes and approaches between WFP and DICT, given both agencies are leads in the global and national emergency telecommunications clusters, respectively. FGDs indicated that further avenues for similar cross-fertilization are being discussed between ETC cluster stakeholders.<sup>180</sup>

**Finding 9: WFP provided good CCS support for stakeholder programme design and delivery across all SO activities under review.**

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<sup>179</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

<sup>180</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

180. For **SO3, Activity 3**, the main progress has been through the development of the FSN Roadmap in BARMM. Specifically, WFP hosted a series of key consultation meetings/workshops with BARMM ministries during the development of the Roadmap. FGDs with WFP staff and government partners indicated that the Roadmap has gained support from BARMM initiatives as a result of this early consultation and coordination. To fully implement the Roadmap, WFP was involved as a technical advisor to the Bangsamoro Food Sufficiency (BFS) Task Force in BARMM.<sup>181</sup> FGDs indicated that the Task Force also helped institutionalize the Regional Nutrition Council of BARMM. Interviews with senior WFP staff indicated that supporting BARMM ministries and FSN stakeholders through technical advice and evidence-based solutions characterizes much of progress in this CCS pathway. Aside from supporting the FSN roadmap, FGDs also highlighted WFP has been involved with school feeding programs in Maguindanao spearheaded by BARMM ministries; this primarily included sharing best practices of WFP in other countries, and an assessment of what works well and what needs to improve.
181. For **SO2, Activity 2**, progress is primarily seen in WFP's work with the MBHTE to pilot the Homegrown School Feeding Programme in Maguindanao in 2018. This overlaps with the activities under SO3 Activity 3, described in Finding 8. There was a positive consensus in FGDs of WFP's involvement; the pilot test was considered a good model whereby stakeholders participated to improve the nutritional status and define advocacy channels to guide policy development at the local level. Discussions confirmed that WFP continues to provide technical assistance to MBHTE to institutionalize the use of IFR for school feeding; this includes the development of school feeding and nutrition manuals and training modules on food and nutrition for family development sessions.
182. For **SO4, Activity 4**, good progress is seen in the evidenced-based assessments and reviews of AA mechanisms that have been operationalized nationally and regionally. A key assessment was the After-Action Reviews (AARs) was conducted by WFP, other agencies and the Government. Interviews with WFP staff indicated the primary goal of the AARs was to detail how forecast information was best utilized (or not) in LGUs' preparedness efforts. Further, AARs also provided a greater understanding on decision-making structures and processes. Discussions with WFP and government partners indicated that these reviews provided evidenced-based insight into strengthening early warning systems and emergency response mechanisms. The most recent AARs conducted at the time of writing are AAR under the CERF AA pilot, the El Niño AAR and the Typhoon Mangkhut AAR.<sup>182</sup> Complementing this, the AA Simulation Exercise (SIMEX) was conducted in December 2021. Interviews show this was successful and generated important operational and process insights. Overall, these evidence-based reviews support the design and implementation of AA mechanisms that have been implemented at national and LGU scales.
183. WFP has also worked closely with DSWD regionally to implement and strengthen beneficiary and information management systems. FGDs indicated that this support has been motivated by WFP and by direct requests from DSWD. For example, DSWD asked WFP support in May 2020 to strengthen the registration of targeted beneficiaries and to monitor the real-time distribution of cash assistance for a COVID-19 social amelioration program.<sup>183</sup> FGDs with WFP and government partners indicate that this was a key example of WFP providing assistance through beneficiary management systems such a SCOPE. However, interviews indicate that DSWD at the national level has not been involved with SCOPE's implementation at the regional level. WFP and government partners indicated that digital solutions and their support are made on a case-by-case and needs basis. FGDs highlighted that this occurred in *Kathanor* with the World Bank, in DSWD Region IV for the Taal eruption, and for the BARMM social amelioration program.
184. **SO4 Activity 5**, the key example of progress for the stakeholder design and delivery pathway is centred around establishing and supporting the DRCs to achieve current self-sufficiency. Discussions with senior WFP

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<sup>181</sup> The Task Force includes nine key government ministries: MILG, MSSD, MBHTE, MOH, MENRE, MFBM, MTIT, MOST and MOLE

<sup>182</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report; DAP. (2020). Lessons Learned Report: Documentation on the implementation of forecast-based financing in the Philippines.

<sup>183</sup> WFP. 2020. Concept Note for Support to the COVID-19 Social Amelioration Programme.

staff also indicated support was given to government partners in standardizing family food packs and maximizing the nutrient efficiency of each pack. Discussions indicated a level of co-design that was required between WFP and DSWD in this standardization process, which also incorporated the physical size of each pack and logistical considerations. Further inputs include technical specifications, operating guidance and maintenance of the mechanized units. Discussions with WFP staff and government stakeholders emphasized that WFP's technical expertise and experience in logistics and supply chain management has been integral in the success of both the DRC and the capability of the mechanized food packing facilities.

185. Under GECS-MOVE, support to this pathway is evident from the collaborative origins of the project and how WFP was engaged as a partner. As WFP coordinates the global and the local humanitarian ETC, DICT leads the national ETC (as indicated in Finding 8), interviews indicated that this project was a result of DICT approaching WFP for technical support. Discussions highlighted that the entire process of collaboration – from developing the prototype vehicles to creating the system of emergency communication it supports – was co-developed by WFP and DICT based on the needs of the Government. Interviews with senior WFP staff indicated that much of the intention of WFP's support was to strengthen government implementation capacity around ETC vehicles and emergency communication protocols in hazard-prone regions.

**Finding 10: There has been early, yet growing, progress across all SO activities around the engagement and participation of the civil society and private sector; the focus is on direct capacity-strengthening of the Government.**

186. For **SO3 Activity 3**, FGDs indicated that WFP is not yet engaging CSOs and the private sector on FSN. Interviews highlight that the focus has been on how WFP can add value to capacity-strengthening activities. Engaging private-sector actors is not yet a line-item budget for WFP. Engaging the private sector is the next step in the implementation of the convergence model, especially in expanding the market for the commodities produced. FGDs stated that WFP is currently in dialogue with private-sector organizations, especially in developing the FSN framework to be more functional.

187. For **SO2 Activity 2**, partnerships with the private sector have seen tangible outcomes. Most progress is seen in the activities with the Philippine SUN Business network; as of December 2021, the SBN comprises 22 private sector companies and has adopted IFR as a common nutrition initiative/intervention. Interviews with WFP staff indicate this result was due to ongoing support from WFP since February 2020. WFP has also worked to create linkages between private sector partners IATF-ZH and the SBN with institutions such as the IFC to initiate discussions on how IFR can continue to be scaled up. WFP further worked with another SBN member, Nutridense, to improve the micronutrient contents of the ready-to-eat complementary food *Momsie*, designed to improve micronutrient intake of older infants and young children. WFP invested in the development of *Momsie* in 2012 by hiring a food technologist and working in partnership with FNRI who was technically involved to increase the number for micronutrients from 6 to 15. Nutridense adopted the technology on the production of *Momsie* from FNRI and continued the production with improved micronutrient content. *Momsie* remains commercially available in the Philippines and is a good demonstration of outcomes resulting from private-sector collaboration.

188. Additionally, in 2020, WFP worked with the University of the Philippines Los Banos to standardize the MAM Recipe Book featuring local Filipino recipes for the rehabilitation of children with MAM. The members of the SUN Civil Society Alliance have praised the book for its benefits to their work in addressing acute malnutrition. Despite early stages of engagement with the private sector and civil society organisations in the context of IFR, WFP has demonstrated tangible outcomes in the civil society and private sector pathway.

189. Under **SO4, Activity 4**, WFP is part of the wider network of AA stakeholders in the Philippines. Interviews show the importance of contributing to knowledge and learning sharing sessions that are organized nationally, particularly in forums that can advocate for AA's effectiveness in operation. For example, national and international stakeholders attended a discussion workshop centred around the implementation and future of FbF in the Philippines. The round-table discussion featured 20 participants from national government agencies and NGO partners. WFP participated in this discussion, which focused on FbF initiatives and the progress of its institutionalization and adoption at the national level (i.e., the NDRRM plan, NDRRMC Memo 60, and the then-FbF TWG). WFP also participated and contributed to National FbF Dialogue Platforms.

Such sessions are valuable in strengthening the overall implementation of AA nationally and at the LGU level. Additionally, WFP has partnered with the Bicol Consortium for Development Initiatives (BCDI),<sup>184</sup> to strengthen the localization of AA project activities and validate LGU-generated beneficiary lists for distribution of cash transfers. WFP partners with Western Union as a financial service provider for the distribution of cash assistance.

190. There is some progress involving local institutions with regards to using a harmonised beneficiary profiling and information management system. Interviews with government partners indicated that members from BCDI were trained on the use of SCOPE. This training included beneficiary registration and processing the SCOPE Card Light (SCL) for direct cash distribution. In the Typhoon Odette response, Action Against Hunger, CARE-ACCORD and Catholic Relief Services in CARAGA were also trained on the use of SCOPE. This involvement of CSOs in the SCOPE system provides evidence of its cross-stakeholder utility. These are prime examples that can be used when advocating for a harmonized beneficiary information management system, particularly if multiple stakeholders have already been trained.
191. For **SO4 Activity 5**, WFP is exploring partnerships with the private sector to supply components of family food packs. For example, WFP has an MOU with the Philippines Disaster Resilience Foundation (an umbrella organization), in which there is close collaboration on planning and response, in addition to logistics activities and information sharing. The National Resource Operation Center (NROC) in Manila and the Visayas Disaster Response Center (VDRC) in Cebu both utilize a large volunteer base organized by DSWD (e.g., church groups, Boy Scouts troops) who pack food boxes during emergencies. These volunteer efforts create a community feeling of helping fellow Filipinos and engage civil society in emergency activities. While WFP has not been involved in the engagement of volunteers, senior WFP staff indicated in interviews that volunteer engagement has demonstrated good results for the NROC and DSWD.
192. There is evidence to indicate that the private sector has been engaged under the MOVE project. Interviews with senior WFP staff indicated that DICT and WFP have involved local vendors for the localized assembly of the MOVE vehicles; senior WFP staff confirmed that no units will be constructed offshore following the commencement of Phase 2. This is intended to build the capacity of the local market and allow for future similar initiatives to be developed and implemented without overseas technical, procurement and assembly support. Interviews with senior WFP staff indicated there has been strong engagement from the local market (i.e., vendors) which is promising for the project's future. In the area of ETC, interviews indicated WFP has several global partners. During the Odette response, multiple private sector partners came forward and offered services. Interviews further showed that among them was the satellite industry, which has offered humanitarian services and equipment under the Crisis Connectivity Charter, with a number of private sector companies as signatories.

### ***EQ 2.1 What is the quality of WFP's CCS approach assessed through the lens of WFP's CCS framework?***

**Finding 11: WFP's CCS approach places a strong emphasis on building foundational relationships with government partners through formal and informal channels.**

193. There is strong evidence of WFP's commitment to building and fostering strategic and operational partnerships with government counterparts under the CCS framework. Thematic reviews indicated that CCS activities are relationship-driven, and WFP invests heavily in building relationships with government partners to ensure support is fit-for-purpose and responds to capacity needs. A key example of this intention is the relationship with DSWD, which has enabled all the food packing support under SO4 Activity 5 to reach self-sufficiency levels of operation. Interviews with senior WFP staff indicate that there are both formal and informal channels of communication between WFP and DSWD; this has allowed needs and requests to be communicated, in addition to promoting transparency of the nature and level of support that can be made available from WFP. Similarly, the partnership WFP has with DICT – particularly on the basis that WFP and

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<sup>184</sup> BCDI is a coalition of 10 social development organizations in the Bicol region.

DICT are both cluster leads for emergency telecommunications – has allowed projects such as the GECS-MOVE to emerge organically, in response to government needs.

194. Discussions with both WFP and government partners indicate that a foundational and stable relationship between both parties is crucial to capacity strengthening. Changes in the political context – the recent national elections and change in government administration after six years, for example – can result in significant shifts in government prioritization and funding availability for certain capacity-strengthening activities. Interviews with senior WFP staff expressed that investing in stable relationships is a way to account for such context shifts.
195. Across multiple interviews with government partners, there was a consensus that WFP is viewed as a primary partner for FSN, across the domains under review. This indicates that WFP is successful in its intention to be a trusted partner to the Government.

**Finding 12: The country office has demonstrated strong technical capacity, particularly in logistics and coordination.**

196. The country office has demonstrated its technical proficiency across the thematic domains of this evaluation. Evidence from FGDs and project documents emphasize repeatedly that WFP is able to provide context-appropriate and evidence-based support and input. For instance, WFP's support in creating AA SOPs in ten provinces (refer to SO4, Activity 4 in Finding 6 above) – which were successfully operationalized – indicates a level of technical and contextual proficiency with demonstrated outcomes. This is further emphasized in the contribution to the evidence base under the same activity; AARs, for instance (SO4, Activity 4 in Finding 8) are useful knowledge documents for DRRM stakeholders, which FGDs indicate are frequently used as key references.
197. Further evidence of the country office's technical capacity is also found in its support to the Disaster Response Centres and the mechanized food packing facilities. Interviews with WFP staff indicated that WFP has played a pivotal role in establishing the logistics around how food packs are developed and compiled, with reference to supply chain considerations. These are highly specialized and technical concerns, particularly considering the scale of operations; the facilities can produce 10,000 family food packs per day, as indicated previously. WFP has also provided logistical support to the Government, particularly during emergencies (see Finding 7). The deployment of almost 600 WFP-contracted trucks to deliver more than half a million DSWD family food packs during the Odette response is a clear commitment supporting and strengthening the logistical capacity of the Government. Discussions with government partners indicated that WFP's input in these domains has been instrumental in its current effectiveness and self-sufficiency.
198. The country office is in a good position continue to leverage its position and resource to achieve significant CCS gains in the Philippines. This is particularly salient in complex processes such as procurement, logistics and coordination. Interviews with senior WFP staff highlighted, for example, that WFP's existing procurement processes for goods and assets are embedded within a network of international vendors, stakeholders and service providers. This has and will allow for efficient avenues of shifting goods and assets – at scale – into and across the country. However, it is worth noting that WFP is not procuring on behalf/instead of the Government. Timeliness of procurement was stressed to be an issue, particularly for emergency goods and assets that need to be delivered in reliable and time-bound ways. The consensus in these discussions with WFP senior staff and government partners was that WFP was able to support with procurement options that are not only time-efficient but also cost-efficient, given WFP's linkages to international networks and systems.

***EQ 2.3 To what extent did WFP's CCS work facilitate strategic and/or operational linkages between humanitarian, development, and peacebuilding nexus elements***

**Finding 13: WFP was a critical facilitator of the humanitarian-development-peace nexus approach in the Philippines.**

199. The HDPN is embedded within the WFP approach, both at the strategic level and in CCS activities; for WFP country offices located in 'transition settings,' conflict analysis and conflict sensitivity are minimum standards



of work.<sup>185</sup> One of the primary strengths of WFP's contribution to the HDPN is its connectivity between/across domains. A key example is the BARMM FSN Roadmap, which has contributed to national peace-building targets under SO3. The Roadmap, in addition to the Food Sufficiency Task Force and the establishment of the convergence model,<sup>186</sup> has contributed to improved horizontal collaboration among BARMM ministries.<sup>187</sup> The intention in supporting government actors in their capacity to alleviate hunger is that communities will be more likely to support BARMM policies and institutions, rather than the armed groups contesting it.<sup>188</sup> In addition, WFP is the convening agency on the United Nations Joint Programme on Conflict Transformation in Areas Affected by Armed Conflict in BARMM through Area-based Community Driven Development. This project will demonstrate the oneness of United Nations agencies in project implementation that would allow enhancement of convergence and collaboration with the BARMM Government. However, further research and action is still required; an assessment of WFP's contribution to peace in BARMM found that interventions that focus on food security are lacking an integrated approach to land and resource conflicts, though conflict-sensitivity programs are conducted.<sup>189</sup> The focus on peacebuilding is noteworthy as bilateral and multilateral agencies often focus instead on the humanitarian and development domains of the HDPN.

200. In 2021, WFP implemented a peace measurement approach called People-centred Risk Indicator Measurement and Engagement (PRIME). WFP Philippines is one of three country offices globally that is implementing PRIME along with Bangladesh and Sudan. PRIME allows WFP to understand its effects on peace and conflict and human rights to inform programming in conflict-sensitive areas. With the intention of implementing PRIME in BARMM, WFP developed a survey and FGD tools for data collection in the area.<sup>190</sup> WFP's accessibility and engagement with partners across nexus domains in all the SOs have been praised by stakeholders. There is sufficient evidence of coordination meetings between partners across all the SOs on issues relevant to humanitarian, development and peace-building priorities. This is acknowledged in interviews with senior WFP staff, where the importance of utilizing the nexus approach and connectivity therein should be further used to inform strategic decisions on CCS activities.

201. WFP does well to connect humanitarian with development domains through evidence-based learning processes and reviews. Reviews under SO4 Activity 4, for example, have provided key lessons after hazard events, which are documented and reflected by a range of DRRM stakeholders. Discussions with WFP and government partners in this thematic group indicated that processes that needed direct external support/assistance after an emergency (i.e., humanitarian action) are then highlighted as areas that require strengthening (i.e., through development-based initiatives). This is a prime example of good linkages between humanitarian and development domains, as per the nexus approach.

#### ***EQ 2.4 To what extent did WFP ensure inclusion of cross-cutting themes in its CCS work?***

202. WFP encourages gender-responsive planning and budgeting and encourages the same inclusion with its partners. The CSP recognizes several cross-cutting themes that transverse SOs. Gender inequality, protection, AAP, and environmental sustainability are each recognized as influences on intended impacts.<sup>191</sup> While there are no GEWE or AAP-related objectives in the CSP, however, there are some related plans outlined throughout the CSP documents.

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<sup>185</sup> WFP. 2021. Operationalising the HDP Nexus in WFP – Case Study 4: The Philippines

<sup>186</sup> The convergence model assumes that a combination of BARMM's resources, knowledge, and skills will increase collective capacity to implement programs and create a stronger push for reform.

<sup>187</sup> WFP. 2021. Assessment of the World Food Programme's Contribution to Peace in the Bangsamoro Autonomous Region in Muslim Mindanao.

<sup>188</sup> Ibid.

<sup>189</sup> Ibid.

<sup>190</sup> WFP. 2021. Annual Performance Plan.

<sup>191</sup> WFP. 2018. WFP Philippines Country Strategic Plan (2018-2023). WFP/EB.A/2018/8-A/4.



**Finding 14: CCS activities reflect gender considerations, especially in SO2 and SO3, but GEWE has not been formally integrated into WFP's CCS work.**

203. **GEWE.** At an organizational level, WFP Philippines seeks to develop and strengthen knowledge and skills in gender mainstreaming at all levels of the organization. This is noted in the CCS framework's process milestones and CSP, which detail that capacity strengthening processes should be evidence-based, inclusive, equitable, and gender-transformative. Even so, the initial design of the CSP was not informed by a gender analysis.
204. In recognition of needed coordination on GEWE integration and targeting, WFP conducted a Gender Analysis (2021) to identify how WFP can best support the Government in taking a gender-responsive and socially inclusive approach to their shock-responsive national social protection programs.<sup>192</sup> A Gender Action Plan modelling activities to support the country office's capacity to be gender-sensitive and -responsive in programming and the workplace was initiated in the same year. The plan aligns with the Philippines' Harmonized Gender and Development Guidelines goal to be inclusive from planning to implementation.
205. The Gender and Age Marker (GAM) enables WFP to score its integration of gender across each year. Within its SOs, gender-focused activities are largely done in nutrition and agriculture activities with less strategic planning in disaster risk management activities. As a result, typically SO2 and SO3 have higher GAM scores. Within SO2, objectives underscore the inclusion of gender in analysis and activity, particularly through SBCC activities targeting PLW. Under SO3, a partnership with BARMM on the SBFP and women's groups in asset-creation initiatives, as well as the FSN Roadmap of the Bangsamoro Region, facilitated the adoption of policies that protect women's rights and encourage their participation in agricultural value chains.<sup>193</sup> SO3 activities also use a gender-transformative approach that increases gender awareness through community sensitization efforts and which engages women in agricultural production and value chain activities. WFP engaged the Bangsamoro Women's Commission to provide gender-sensitive training at the community level. WFP has similarly supported the development of Gender and Development Codes for Lanao del Sur and Marawi City, which supported development and rehabilitation of the regions with a gendered lens.<sup>194</sup> SO4 activities explicitly do not integrate gender. Still, through protection and social protection activities the safety of women and accessibility to assistance is ensured in SO4.
206. Though women are intentionally included at the project level, the lack of data on gender allows limited gender analysis.<sup>195</sup> The GAM provides a high-level view of gender integration in an SO, but there is not strong integration of gender in the monitoring and evaluation system.

**Finding 15: Social protection is significant to emergency response across activities; however, there is no country strategy or stable funding to support related CCS work.**

207. In the CSP, WFP Philippines supports revision of the social protection framework with the intention of introducing a nutrition focus and enhancing shock responsiveness.<sup>196</sup> In alignment with WFP's corporate Social Protection Strategy, WFP Philippines recognizes that capacity strengthening in social protection is cross-cutting, with needed strengthening of a South-South coordination mechanism.<sup>197</sup> WFP Philippines activities have social protection considerations in their activities, particularly with regards to addressing inequalities and inequities in beneficiary selection and how beneficiaries receive cash assistance. However, to-date, there is no country-specific framework that has been developed or a focal point in the country office to coordinate social protection projects. WFP CO plans to address the lack of framework in the upcoming CSP.

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<sup>192</sup> WFP. 2021. WFP Philippines Gender Analysis (draft) 2021.

<sup>193</sup> WFP. 2021. WFP Country Achievements.

<sup>194</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>195</sup> WFP. 2021. WFP Gender analysis (draft)

<sup>196</sup> WFP. 2018. WFP Philippines Country Strategic Plan (2018-2023). WFP/EB.A/2018/8-A/4.

<sup>197</sup> Ibid.

208. Recognizing gaps in the social protection strategy, WFP conducted a scoping study (2021)<sup>198</sup> to investigate the landscape of social protection in the Philippines and opportunities for entry points. A major recommendation of the study was to put greater investments in the financial and human capital components of social protection programming; building the capabilities of employees, including by leveraging RBB's technical experience; hiring long-term employees with social protection capacity and expertise, and leveraging external expertise through short-term consultant hires would support workforce planning.<sup>199</sup> The study also found a need for greater collaboration with national and international actors to advance social protection dialogue and advocacy, particularly through evidence generation.<sup>200</sup> This scoping study complements the recommendations emerging from the joint WFP/Government post-distribution monitoring of SAP and the impact of COVID-19 on FSN: chiefly that SAP as a response measure to future emergencies is a good model but beneficiary targeting and delivery systems can be improved.<sup>201</sup>

**Finding 16: WFP ensures beneficiary vulnerabilities are considered during and after activities.**

209. **Protection and AAP.** The operational strategy for WFP's Personal Data Protection and Privacy policy stipulates that representative segments of a targeted population are to be consulted in the type of data to be collected, accounting for diverse identities and vulnerabilities. Youth, the elderly, Indigenous peoples, religious groups, persons with disabilities, and women are often prioritized in assistance. WFP has mechanisms in place to ensure that the communities it supports are informed about and can comment on the effectiveness and impacts of its programmes. The Community Feedback Mechanism (CFM), for example, enables beneficiaries and the community to voice their perceptions of how WFP's activities impact them. CFM supports improved programming during crisis response.<sup>202</sup> In 2020, WFP received 138 messages through the CFM, which helped improve targeting.<sup>203</sup>

210. In 2020, WFP developed a Protection Against Sexual Exploitation and Abuse Task Force Facilitator's Training Manual as a proactive step to protect populations at risk of exploitation during participation in WFP-supported activities. WFP worked with the IOM and Translators without Borders to assess how organizations are planning and responding to protection issues.<sup>204</sup> Interviews highlighted, as further examples of evidence building, the Social Amelioration Programme (SAP) and the joint WFP and ADB study for the use of food as part of the national social protection system.

211. While WFP supports inclusion, protection and accountability of historically marginalized populations in the Philippines, outside of gender, there has been no CSP action planning to coordinate activities regarding these groups prior to implementation. WFP's SBCC initiative, BAMBINA, plans to strengthen the intersectionality of its scope by looking into the needs of Indigenous peoples. The project team plans to return to Maguindanao to collect additional insights from the lived experience of these marginalized, neglected groups.<sup>205</sup>

212. **Persons with disabilities.** Though capacity strengthening activities are not designed to be vulnerability-specific, persons with disabilities are highlighted by the CSP as a vulnerable group prioritized in its assistance. In project design, WFP consults with local government and communities to ensure distribution points are accessible, accommodating, and safe for persons with disabilities, the elderly, and PLW. As part of its COVID-19 response, WFP designs programmes, such as the CBT programme and SAP, targeting persons with disabilities. Similarly, during the Marawi crisis, WFP conducted analyses to shape the planning and

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<sup>198</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

<sup>199</sup> Ibid.

<sup>200</sup> Ibid.

<sup>201</sup> WFP. 2022. Joint Assessment of the Impact of COVID-19 Pandemic on Food Security and Essential Needs, and Role of the Social Amelioration Programme (SAP) in the Philippines. June 2020 – January 2021.

<sup>202</sup> WFP. 2021. Operationalising the HDP Nexus in WFP – Case Study 4: The Philippines.

<sup>203</sup> WFP. 2021. WFP Country Achievements.

<sup>204</sup> Ibid.

<sup>205</sup> WFP. 2021. Bambina in Maguindanao, Philippines: SBCC Fact Sheet.

implementation of protection mechanisms across projects. Through a series of Emergency Food Security and Nutrition Assessments, WFP gauged the number of affected people with disabilities. Under SO2, where WFP takes a gender-transformative approach across objectives, special attention is made to persons with disabilities.

**Finding 17: WFP integrates environmental protection into activities to bolster land-based economic activities and infrastructure.**

213. **Environmental sustainability:** Prior to conducting activities, project proposals include a screening of environmental risks; since 2019, activities have been categorized as low risk. In addition to assuring no harm comes to the physical environment, during activities WFP promotes soil protection and fertility through use of organic fertilizers. Such activities emphasize for community members, particularly in BARMM, that sustainable land and water practices are conducive to the region's long-term economic productivity. Furthermore, environmental work aligns with national initiatives that seek environmental sustainability and socio-economic well-being. Reforestation activities in BARMM have supported the transition of combatants into the formal economy. Similarly, in 2019, WFP supported the local Marawi Government in construction of a material recovery facility to help improve waste management in the region.<sup>206</sup>
214. To address environmental sustainability, WFP engages in evidence generation for activities that will prove environmentally sustainable, especially in the context of climate variation and change. The country office's work on climate change plays a significant role in disaster risk reduction and management activities. WFP conducts studies to understand the short- to long-term impacts of climate change on food security, nutrition, and livelihoods. Climate research supports community resilience and ability to adapt to and mitigate the impacts of disasters and hazards on shelter and livelihoods. In BARMM, WFP supported the use of the Seasonal Livelihood Programming tool as a reference to formulate and update Local Climate Change Action Plans in the region.<sup>207</sup> WFP has also conducted the Vulnerability and Risk Analysis and the CCSFA, which are national in scope and analysis and available at the city and municipal level.

### **2.3. EVALUATION QUESTION 3: HOW SUSTAINABLE ARE COUNTRY CAPACITY STRENGTHENING RESULTS?**

#### ***EQ 3.1 To what extent are systems, policies and procedures that have been influenced by WFP's CCS work sustainable?***

**Finding 18: Sustainability was not central to the design of CCS activities, though some CCS activities do have a likelihood of sustainability and continued growth.**

215. It is not clear to what degree sustainability was central to the design of many CCS activities. However, discussions with WFP staff and government partners indicated that both parties are working towards sufficiency without WFP input.
216. KIs with senior WFP staff indicated that avenues for sustainable funding remain unknown. Despite this, WFP has demonstrated progress in exploring funding mechanisms to continue CCS activities. In the case of FSN activities in BARMM (SO3 Activity 3), FGDs indicated that policies at partner ministries were developed to support the implementation of the FSN Roadmap, separate from WFP's input. Interviews additionally indicated that the formulation of food security plans at the LGU level is a good demonstration of planning for sustainable outcomes. In addition to this, interviews discussed the importance of the Mandanas ruling of June 2021 with regards to sustaining the FSN Roadmap. As per the ruling, the internal revenue allotment of LGUs will be substantially increased; interviews expressed the need for partner ministries to be creative in engaging LGUs to ensure that food security remains an integral responsibility. Interviews with WFP stakeholders indicated that it was identified that BARMM needs to enhance its 12-point agenda to focus on food security, to ensure that the gains earned will be sustained over the next three years. WFP demonstrates

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<sup>206</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

<sup>207</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

its commitment through its investment into the 2023 -2028 Food Security and Nutrition Plan for its implementation.

217. Longer-term sustained results can be observed in WFP's support to the Government's COVID-19 response through remote monitoring and vulnerability assessments. Interviews with WFP staff detailed that DSWD (in conjunction with WFP) utilized remote monitoring and assessment tools developed by WFP to collect information on the impact of the pandemic to affected populations nationwide. Interviews indicated that these tools will be used to support the Government in post-distribution monitoring (PDM) moving forward, particularly to understand how beneficiaries utilize financial assistance.<sup>208</sup>
218. The COVID-19 response provided a further opportunity to provide sustained outcomes: the inclusion of SCOPE in DSWD's SAP laid the groundwork for a longer-term approach to developing a harmonized digital beneficiary system. WFP staff and government partners indicated that the application of SCOPE in SAP enhanced the Government's capacity for trust and interest in investing in such a digital solution for its programming. However, the enabling environment and policy potential around the use of digital solutions such as SCOPE were not fully maximized, according to FGDs. Threats to sustainable implementation centre around bureaucratic concerns of funding allocation, lack of technical and IT capacity and the presence of multiple beneficiary management systems (digital and manual) within government systems.<sup>209</sup>
219. The most concrete example of continued results comes from WFP's involvement with mechanized food packing. Discussions with senior WFP staff highlighted that the nature of WFP's input in 2015 to the mechanized food packing, Disaster Response Centres and National Resource Operation Centres (see Annex 14, Theme 5 and EQ 2.2 above) was always as a supporting role; the Government was expected to lead – or eventually lead – these processes. In many instances, this has been observed; the Visayas Disaster Response Center (VDRC) was able to close and reopen establish their packing facilities twice without any WFP support. This emphasizes not only a personal commitment to self-sustainability but highlights that WFP's previous support does achieve demonstrated sustainable results.
220. Across all activities, there are opportunities for immediate and/or short-term growth and development. Interviews with senior WFP staff expressed that scaling up initiatives continue to be a priority for CCS activities, but there are common barriers that hinder all CCS activities in this regard. Chiefly, these barriers are the availability of sustained, multi-year strategic funding linked to acquiring high-level technical staff (especially national staff) and resources to advocate and showcase successful investments. Interviews indicated that the country office needs to avail more funding for such growth and increase its work through partnerships with national and regional stakeholders.

### ***EQ 3.2 To what extent does WFP CCS work contribute to sustainable gains among the final beneficiaries?***

**Finding 19: Sustainable gains among beneficiaries are seen through trainings that build the capacity of both government implementing staff and final beneficiary groups.**

221. The largest impact CCS activities have on final beneficiaries is via supporting training and capacity strengthening of government partners and staff. A consensus in the FGDs was that the trainings and training of trainers (ToTs), across all the SOs, were utilized when implementing programs and activities in that domain. Under SO3, for example, WFP held ToTs on Community Based Participatory Planning (CBPP). This enabled MENRE personnel to strengthen the importance of the community-driven development concept in addition to employing M&E tools to monitor progress. For SO4, interviews highlight that the training on emergency logistics to DSWD and other Government partners has led to its being in more control during emergencies. Interviews with senior WFP indicated this has resulted in the Government being less likely to ask for assistance during emergencies. The capacity of Government response in logistics is defined better than it was

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<sup>208</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>209</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

10 years ago, with the Odette response being an example of this; interviews showed that WFP did not need to provide large-scale logistics support.

222. The investments and training of DICT for the MOVE project has also had a meaningful impact on beneficiaries. The ETC system enabled as a result of these activities has resulted in emergency needs and impact being able to be quickly communicated amongst emergency responders and humanitarian/NGO actors. The technical assistance WFP has provided to FSN has also seen tangible outcomes for final beneficiaries. For example, under SO3, WFP provided technical input into the procurement and programming required for supplying IFR to 160,000 schoolchildren targeted under the BARMM block grant.<sup>210</sup> A further example of beneficiary gains under SO3 is FFA; FGDs with government partners indicated these activities have been received well by final beneficiaries, particularly among women's groups in BARMM. As evidence of the sustainability of these gains, in 2021 FFA was integrated into BARMM's Convergence Model. Finally, the school meals provided to schoolchildren in BARMM are results directly felt at the beneficiary level.

223. Overall, CCS activities have seen sustainable gains among final beneficiaries. This is noteworthy, as most CCS activities are focused more on building the capacity of government partners, rather than direct implementation of programs.

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<sup>210</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

## 2.4 EVALUATION QUESTION 4: WHAT FACTORS HAVE AFFECTED THE COUNTRY CAPACITY STRENGTHENING RESULTS?

### *EQ 4.1 What was the quality of assessment and analysis that informed CCS design and implementation?*

**Finding 20: Although assessments performed prior to the CSP to inform the design and implementation of specific CCS activities were limited in number and scope, the quality of the assessments conducted was high.**

224. Some assessments and analysis were undertaken prior to CCS activities.<sup>211</sup> Overall however, the Philippines CSP was informed by the independent Strategic Review: Food Security and Nutrition in the Philippines in 2016 which identified gaps and opportunities relevant to SDG2 and formed the basis for dialogue and consultations with ministries.<sup>212</sup> Since the inception of the CSP, there have been significant efforts by WFP to improve its information synthesis including engaging in quality assessments and analysis to inform specific CCS activities.
225. AARs jointly conducted by WFP, other United Nations agencies, and national government agencies were of high quality. The AARs outlined how forecast information was utilized in LGUs' preparedness efforts. Project documents highlight that AARs helped stakeholders better understand decision-making structures and forecasts. Recent AARs include the El Niño AAR and the Typhoon Mangkhut AAR.<sup>213</sup> The El Niño AAR was organized by WFP and FAO on 19 September 2019. This provided an opportunity for government and non-government stakeholders to discuss good practices and challenges in planning and managing an effective response to the phenomenon. An action-planning activity was also organized as part of this process to determine improvement on early-action mechanisms for future similar forecasts. Following this review, PAGASA adopted an alert level and waning system specifically for the El Niño-Southern Oscillation.
226. Rice fortification was named as a priority concern in the legislature due to the findings from the Fill the Nutrition Gap report (2019) conducted by WFP and the Food and Nutrition Research Institute (FNRI) with support from the UNICEF.<sup>214</sup> Additionally, the IATF-ZH took note of the concern in the 2019 Fill the Nutrient Gap report and further provided directives for the integration of IFR into national feeding programs. The NFA provides funds for the local government to purchase fortified rice. Further guidance was also provided to MBHTE in BARMM to improve food hygiene and recipes in school-based feeding guidelines. Interviews indicated this guidance was also developed in collaboration with parents of schoolchildren to ensure relevance, familiarity and compliance with the guideline reviews. Interviews indicate these new guidelines are currently in use, as per the Homegrown School Meals pilot study in 2017.
227. In line with the nutrition-focused efforts discussed above, WFP has invested in studies exploring the feasibility of nutri-bars – emergency, storable food products for nutrition supplementation. Interviews highlighted this was funded by South-South and Triangular Cooperation (SSTC) and funds received from Republic of Congo. Interviews indicate this feasibility study examines local produce and production options for nutri-bars and demonstrates WFP capitalizing the availability of excess agriculture outputs (particularly in Maguindanao) into nutritious products. Interviews show the nutri-bars are viewed to supplement farmers income and contribute to addressing malnutrition in the province.

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<sup>211</sup> This includes a Logistics Capacity Assessment conducted in 2012 to identify gaps and resources and supply mapping done to guide MSMEs and producers in supply of IFR, and the Capacity Needs Mapping undertaken in 2017.

<sup>212</sup> WFP. 2018. WFP Philippines Country Strategic Plan (2018-2023). WFP/EB.A/2018/8-A/4.

<sup>213</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report; DAP. (2020). Lessons Learned Report: Documentation on the implementation of forecast-based financing in the Philippines.

<sup>214</sup> WFP. 2019. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report.



228. In 2019, WFP conducted a gender analysis as part of the MTR to determine the effects of asset-creation activities on gender dynamics among participating households. The findings informed decision-making on the use of cash and food related activities.

#### **EQ 4.2 To what extent is the CCS work aligned with WFP country office capacity?**

**Finding 21: Current CCS activities are in line with WFP country office capacity. However, the country office requires additional relevant human resources to effectively support further growth.**

229. The country office's staffing and human resources challenges are an inherent limitation to the further development of CCS activities in the Philippines. This finding is in line with the MTR, which similarly found that the country office experienced major staffing and resource challenges linked to high turnover and funding gaps and recommended reviewing organizational structure and staffing requirements.<sup>215</sup> Interviews stated that the country office staff felt stretched across multiple areas of activities and domains. In 2021 and 2022, new country office management that arrived in Q1 2021, has taken concrete measures to redress this.

230. Strategic objectives 1 and 2 have been short of staff since the inception of the CSP, though the country office has grown. Staffing under the SOs has had high turnover, changes in grades for multiple positions, and the addition or removal of positions between 2018-2022. However, the Supply Chain Unit has seen minimal new positions created, abolished or changes in contract; there has been stability in the unit. The Common Support Services has grown since 2019 while keeping many of its previous positions. The Communications Department has hired and proposed many new positions for 2022 in comparison to previous years.

231. In April 2018, 62 positions at the country office were held to support implementation of the CSP. Hiring processes were slow, especially for lower-level programme staff. SO1 positions at country office grew between 2018-2020 from one to eleven filled posts. However, the Iligan sub-office closed in August 2020, losing 12 previously filled posts, due to insufficient funding and lack of demand for WFP to continue the coordination between BARMM and key partners, particularly for rehabilitation activities in Marawi City and Lanao del Sur province.<sup>216</sup> In 2021, CBT functions were undertaken by a limited number of shorter-term staff, including a Standby Partner with CBT expertise. The Standby Partner spent six months with the country office, with oversight from the Head of Programme, an expert in cash programming. WFP determined, in their 2020 End of Year Review, further investment in growth and development of its existing capacity was needed to ensure the country office's ability to efficiently cover all the CBT- and EPR-related tasks.<sup>217</sup> The country office therefore sought support from the Standby Partner Unit, requesting immediate surge support and technical expertise, particularly given the imminence of the typhoon season.<sup>218</sup> The decision to engage the Standby Partner Unit proved extremely useful given WFP's coordinated response to the Typhoon Odette in December 2021. To support staff capacity, in 2021, the country office established a roster of cooperating partners for emergency response and implementation of AA programmes in Bicol and BARMM.<sup>219</sup> As of 2022, no staff member is dedicated to SO1, Activity 1, however, staff are under recruitment as part of the Q1 2022 organizational alignment exercise.<sup>220</sup>

232. SO2 has often been one of the least funded SOs, with impacts on the number of beneficiaries reached. In 2020, staffing levels were impacted by a combination of lack of funding and the COVID-19 pandemic. For example, in 2020, the hiring of the SBCC team was delayed due to extended quarantine regulations. After the partial lifting of quarantine rules in October, the SBCC team's hiring resumed<sup>221</sup> due to HQ small-scale funds.

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<sup>215</sup> Brain Trust Inc. 2021. WFP Philippines Country Strategic Plan 2018-2023, Midterm Review. September.

<sup>216</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>217</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

<sup>218</sup> Ibid.

<sup>219</sup> Ibid.

<sup>220</sup> WFP. 2022. Organigram Alignment Exercise 2022.

<sup>221</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.



Filling regular staff positions has continued to be challenging, with the departure of the Nutrition Advisor in late 2021. A new position with a higher change of grade is under recruitment for the Nutrition Officer.

233. For SO3, are being reformulated and upgraded as part of the Organizational Alignment review, recognizing that positions specified to SO3 outcomes were not fully captured and work conducted was not always reflected in their TOR or post title.<sup>222</sup> The head of SO3 and BARMM suboffice positions will be upgraded.

234. Since 2018, SO4 has consistently been among the larger programming teams due to the variety of roles at the country office, albeit with several unfilled positions. Expansion will include many posts for the execution of the DICT GECS MOVE Initiative, with funding specific to that project. Additionally, according to FGD participants, under SO4 there is a need for WFP to provide more technical assistance for digital solutions at the local level.

235. Interviews with senior WFP staff recognize the importance of hiring specialized and technical staff for CCS activities. This includes national and international candidates, with a preference for national staff. However, this has proved – and may continue – to pose a challenge due to the lack of funding, especially multi-year funding. During 2021 and 2022, country office management put significant effort into mobilizing no-cost surge support: Standby Partner specialists (2); Junior Professional Officer for Gender/Climate (secured for August 2022), UNVs (2); HQ -funded specialists (SO4 and PRIME); Fellows (1), RBB HR (1) and volunteers (communications). Heads of Communications/Reports/Partnerships and RAM were resourced to address staffing gaps and restructure units alongside strategic planning. While Typhoon Odette response has meant that the country office expanded to about 90 staff, the surge was primarily temporary.

236. The country office faces a competitive environment to attract and retain quality staff, considering higher salaries and packages, plus longer-term contract, offered by the private sector, IFIs, and diplomatic missions, and some United Nations agencies offer higher salary scales and longer-term contracts. Interviews showed the country office is carefully managing international and national staff considerations and is aware of these trade-offs. In view of this, interviews highlighted a strong need for the country office to have sustained, multi-year funding to assure current and future staffing profiles for both national and international officers.

#### ***EQ 4.3 To what extent has WFP been able to mobilize adequate, multi-year, predictable and flexible resources to finance its CCS work?***

**Finding 22: Current financing is insufficient to meet government need and WFP's own ambitions. Limitations exist around allocation of government finances to support many of the CCS activities, though some initiatives are fully funded by the Government.**

237. The extent to which WFP has been able to mobilize adequate, multi-year, predictable and flexible resources to finance its CCS work has been heavily impacted by the current donor landscape in the Philippines. Donor contributions to Activities 1, 2 and 3 have left these activities consistently underfunded by varying degrees over the four years of the CSP. Interviews show that Activity 5 funds included earmarked funds for DICT activities in the CSP; the allocations set in the CSP did not originally include these activities.

238. Across the CSP period, the greatest share of funding allocation for capacity strengthening were through SO4, Activities 4 and 5. These findings are in line with the MTR, which indicated inadequate human and financial resources are a limiting factor to achieve the full potential of programme deliverables.<sup>223</sup> However, despite financial setbacks, the country office has been able to meet most of its objectives.

239. SO2 activities have been noted by WFP as receiving the least from donors since the beginning of the CSP.<sup>224</sup> This has affected WFP's ability to sufficiently reach PLW and children aged 6-23 months in its malnutrition prevention programs. In 2020, though minimal funding limited WFP's capacity to reach intended beneficiaries, a contribution from the 2030 Fund enabled WFP to support the Government with capacity

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<sup>222</sup> WFP. 2020. WFP Philippines Country Office Organigram: Collaborative Matrix Platform.

<sup>223</sup> Brain Trust Inc. 2021. WFP Philippines Country Strategic Plan 2018-2023, Midterm Review. September.

<sup>224</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

strengthening;<sup>225</sup> however, in comparison, the 2021 support from the 2030 Fund was not enough to roll out the SBCC campaign.<sup>226</sup> The rollout of the SBCC campaign, including interpersonal, mid-media, and mass media campaigns, is scheduled to begin in 2022; however, it will start small with interpersonal and mid-media approaches due to limited funding for the rollout. WFP saw some success with funding SO2 activities that support small-scale farmers with rice fortification. As a result of the November 2021 meeting led by WFP with the IATF-ZH, International Finance Corporation (IFC), and SUN Business Network (SBN), the IFC agreed to invest in the development of production machinery and blending machines to help small-scale farmers produce higher quality IFR.

240. SO3 activities received approximately half of the funds required in 2020.<sup>227</sup> Similarly, funding gaps were noted throughout 2021. WFP had a provision of small funding grants with tight terminal disbursement dates, which affected strategic planning and implementation – especially for capacity-strengthening activities. However, the strategic objective was fully funded at the end of the year due to a donation in November. However, the need for flexible funding was noted by WFP as key to improve planning and implementation of interventions.<sup>228</sup>

241. Under SO4, the CCS activities in beneficiary profiling/registration faced significant funding shortfalls. Discussions indicate that DSWD is currently in initial talks with the World Bank to fund capacity strengthening for a national registration system considering DSWD's budget limitations.

242. SO5 was relatively successful in mobilizing funds. FGD participants indicate that WFP initially sourced donors from the UK Government and other partners to support funding to establish the mechanized production system in 2015. However, after the Cebu facility handover in 2018, DSWD assumed paying for all operational, maintenance and upgrade costs for managing the food packing facility.

#### ***EQ 4.4 To what extent did the CCS work lead to/draw on partnerships and collaborations with other actors that positively influenced performance and results?***

**Finding 23: Strategic partnerships have proven instrumental across CCS activities. WFP's role as a convener and partnership facilitator was a key strength to CCS positive results thus far.**

243. Strategic partnerships have proven instrumental across the CSP. Interviews indicate that WFP is widely considered an approachable partner with technical proficiency across a wide range of activities.

244. Under SO2, WFP provided technical guidance for the adoption of IFR as a common initiative of the SUN Business Network (SBN). With strategic support from Nutrition International, UNICEF, and Alcanz International, WFP and the NNC led the first Philippine SUN Business Network Organizational Meeting in Makati City.<sup>229</sup> Over 15 member companies joined and elected Standard Insurance Co. as chair. The SBN adopted IFR as a common nutrition initiative/intervention. Additionally, in 2020, WFP began partnering with the Pilipinas Shell Foundation for adoption of IFR in the Bicol Region; WFP advocated for including IFR into Pilipinas Shell Foundation rice distribution initiatives. Interviews with senior WFP staff indicated that this proved to be a good example and provided momentum to other SBN members for IFR initiatives.

245. Interviews further indicated that a supply-mapping activity is being coordinated to guide MSMEs and other producers in the supply of IFR in the region. Similarly, under SO2, WFP's long-standing relationship with the Integrated Provincial Health Office (IPHO) of Maguindanao was a key entryway for the BAMBINA project, a SBCC initiative.<sup>230</sup>

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<sup>225</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>226</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

<sup>227</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>228</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

<sup>229</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>230</sup> WFP. 2021. BAMBINA in Maguindanao, Philippines: SBCC Fact Sheet.

246. Under SO4, in FbF and anticipatory action, several collaborations have supported the implementation of activities. Interviews indicate that WFP works closely with PAGASA to strengthen its institutional and technical capacities. For example, WFP collaborated with US NOAA to support PAGASA in enhancing monitoring and sub-seasonal forecasting capacities.<sup>231</sup> Interviews indicated this support extends to strengthening PAGASA's institutional effectiveness at the LGU level; WFP hosts locals forums to inform LGU and stakeholders on how to understand and utilise PAGASA's forecasting models and data. WFP also held the fourth national FbF Forum in December 2018.<sup>232</sup> WFP has also partnered with the Bicol Consortium for Development Initiative (BCDI) to carry out community sensitization activities for AA.
247. WFP provides technical assistance to the EPAHP. The partnership consists of 14 national agencies plus the Land Bank of the Philippines (a government-owned universal bank) and is led by DSWD. WFP and FAO serve as the technical advisors to the partnership with four national convergence teams and one national steering committee.<sup>233, 234</sup>

#### **EQ 4.5 Other factors that affected results**

##### **Finding 24: The country office needs to adapt its M&E system framework to better capture and report on CCS activities.**

248. The country office does not systematically track key performance outcome and output indicators for CCS activities. There are significant gaps in tracking key CCS indicators specified in the logical framework that are mandatory to measure and report. Data gaps have significant consequences for monitoring and evaluation of activity progress. While in 2020 the country office became an early adopter of the new corporate tool to support M&E for CCS activities called the Database for CCS (DACCS),<sup>235</sup> this system has not yet been fully integrated into M&E processes. Interviews with senior WFP staff indicated there have been investments in strengthening the Research, Assessment and Monitoring (RAM) team to address some of these issues.

##### **Finding 25: COVID-19 pandemic lockdowns and government response caused delays in programming.**

249. In 2020, the most significant operational risk was the COVID-19 pandemic, which stalled the implementation of WFP's programmes, restricted staff movement, and affected supply chain services and the arrival and clearance of its overseas cargo for one of its major projects with the Government.<sup>236</sup> However, WFP was able to support the Government with its COVID-19 response. Interviews highlight that WFP provided nearly 200 trucks to move response equipment, health items and food packs, and other cargo. Equipment was also allocated, specifically prefabricated offices and mobile storage units. Interviews with senior WFP staff indicated that Government utilised these as temporary health facilities.
250. After the Taal volcanic eruption, in February 2020 WFP was asked to utilize SCOPE to conduct a profiling exercise of the affected populations. However, this activity was quickly suspended in mid-March due to the community quarantine imposed by the Government in Metro Manila and later expanded to Luzon due to the developing COVID-19 pandemic. Based on WFP corporate guidelines, WFP discouraged fingerprinting and mass gathering at registration sites to avoid viral transmission.<sup>237</sup> Soon after, DSWD sought WFP's assistance to assist in implementing the Social Amelioration Program for COVID-19. The Ministry of Social Services and Development in BARMM engaged WFP to help ensure the generation of a clean registry of households with

<sup>231</sup> WFP. 2019. WFP Philippines Annual Country Report 2019.

<sup>232</sup> Ibid.

<sup>233</sup> Some of the partnership's accomplishments include approval of the 2021 Program Convergence Budget, inclusion of the Development Bank of the Philippines (DBP) in the partnership, assessment of 2019 accomplishments, approval of the Joint Memorandum Circular (Guidelines on the Implementation of the EPAHP Convergence Program) and approval of the latest Community Procurement Manual (CPPM).

<sup>234</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>235</sup> Ibid.

<sup>236</sup> WFP. 2020. WFP Philippines Annual Country Report 2020.

<sup>237</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

no duplicate profiles, do near-real-time monitoring of disbursements, and undertake remote post-distribution monitoring.<sup>238</sup>

251. While the SBN was organized in February 2020, its formal launch was rescheduled to the end of the year due to COVID-19.<sup>239</sup>

252. The findings of the Fill the Nutrient Gap study were updated in 2020 to incorporate the impact of COVID-19 on the cost of the diet, minimum wage, infant and young child feeding, agriculture production, and social safety nets (e.g., school feeding). The findings were presented to the EPAHP to be used to leverage member agencies' planning and capacity strengthening to improve and sustain the food production and productivity of small-scale farmers.<sup>240</sup>

253. COVID-19 school-related closures impacted the implementation of HGSP, which could not be continued in 2021 due to in-person classes having been suspended.<sup>241</sup>

254. Other COVID-19 related challenges include major gaps in staffing capacity, particularly at the management level, as staff has been working remotely from home from March 2020 due to COVID-19 pandemic.<sup>242</sup> As a result of already strained staff and management capacity, some planned 2020 activities such as the CSP MTR and Decentralized Evaluation were postponed to 2021.<sup>243</sup>

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<sup>238</sup> WFP. 2019. WFP Strategic Resource Allocation Committee: PHCO Implementation of SCOPE by Government.

<sup>239</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>240</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

<sup>241</sup> WFP. 2021. WFP Philippines Annual Country Report 2021.

<sup>242</sup> WFP. 2020. WFP Philippines Annual Performance Plan 2020.

<sup>243</sup> Ibid.

# Conclusions and recommendations

## 3.1. CONCLUSIONS

**Conclusion 1: CCS activities align with national priorities and demonstrate appropriate adaptation to context and needs.**

255. CCS activities across all SOs align well with national policies, strategies and plans. The CCS activities have provided key support and technical assistance to national development and nutrition plans, proactively addressed priorities outlined in national legislation around nutrition, and provided peacebuilding support in instable regions. WFP has collaborated closely with a range of government ministries, ensuring activities are aligned at both national and LGU levels.
256. WFP's activities in BARMM have contributed significantly to shaping the regional government's policies and systems around building food security and nutrition for the region. This is directly in line with national government priorities for BARMM, given the region's pressing nutritional needs and food insecurity.
257. The relevance and alignment of CCS activities extends to institutional commitments made by the Government to the SDGs and the SEPF. For the SDGs, through the four SOs, CCS activities are explicitly aligned with SDG 1 (no poverty), SDG 2 (zero hunger), SDG 13 (climate action) and SDG 17 (partnerships for the goals).
258. For SEPF, there is high alignment with the three pillars: people, prosperity and planet, and peace. Pillar 1 is fulfilled through activities building nutrition; Pillar 2 is fulfilled through the emphasis on agri-food systems and disaster risk reduction and climate change adaptation activities; and Pillar 3 is fulfilled through the peacebuilding and stability initiatives implemented in BARMM.
259. Beyond the national level, the country office ensures CCS activities are in line with international priorities and global commitments primarily through partnerships. The country office has formed partnerships with several United Nations agencies and holds various MOUs that demonstrate a multilateral commitment to food security and transformation.

**Conclusion 2: Despite the lack of a structured CCS approach at CSP level, WFP's CCS activities are effective in supporting the Government in several priority areas with early signs of benefit for final beneficiaries.**

260. Good progress is demonstrated across all five CCS pathways. Of the activities under review, *Policies and Legislation* and *Institutional Effectiveness and Accountability* have seen the most effective results. The greatest impact on the policy landscape is the development of the FSN Roadmap for BARMM (SO3 Activity 3) and the operationalization of FbF at the national and LGU level (SO4 Activity 4). For the institutional effectiveness pathway, the establishment and proficiency of the mechanized food packing facilities, which are now operated by DSWD, highlights the strongest example of progress across all CCS activities.
261. The impact at the beneficiary level, however, is more demonstrated in technical capacity-strengthening activities. The trainings and ToTs WFP delivered across the activities under review are relevant to the capacity needs of the Government. These trainings have been utilized in implementation by government staff.
262. Despite an insufficiently resourced or organized approach to CCS activities, the quality of work across the activities under review is high. The strong focus on maintaining relationships with government partners and stakeholders has ensured activities are relevant, needs and requests can be communicated efficiently, and the capacity deficits of the Government can be addressed. The quality of the work is also attributed to the strong technical capacity of the country office staff and WFP's ability to leverage its position and resources. WFP's support to complex processes such as procurement, logistics and coordination draws from international experience and networks, and continues to be a highly specialized and valued input to government operations.
263. However, CCS activities were implemented in a structured and coherent manner in BARMM. Through the utilization of key CBPP tools, CCS activities were able to create locally informed development plans for LGUs

to be integrated into higher levels of governance. This is a good demonstration of CCS implementation that utilises community-based WFP tools.

264. CCS activities span all the domains of the HDPN, and the nexus is embedded within the WFP approach. Notable nexus progress lies in WFP's contribution to nutrition in stability efforts in BARMM.

265. With regards to gender considerations, the country office has demonstrated its commitment to coordinated GEWE integration and targeting of CCS activities through implementing gender analyses and integrated monitoring tools. Women are intentionally included at the project level, though more work is required to create a robust M&E system that monitors gender and inclusion.

266. Capacity strengthening in social protection is acknowledged to be a cross-cutting issue and the CCS approach and priorities are aligned with wider corporate WFP frameworks. WFP has conducted analysis and scoping studies into protection and disability that provide strategic and operational insight into incorporating these themes into the CCS approach. The results of these activities and the identification of key priority areas for investment (both financial and human resources) provides a good foundation to strengthen work in these cross-cutting issues.

**Conclusion 3: The majority of CCS results to date are sustainable and there is opportunity to further strengthen government systems, policies and processes with strategic country office support.**

267. Based on the evaluation findings and thematic reviews (see Annex 14), the capacity-level assessments of government partners for the six themes are as follows:

268. **Theme 1: Food Security and Nutrition in BARMM.** The capacity-level change is from emergent in 2018 to moderate / self-sufficient at the time of the evaluation. The engagement of FSN stakeholders in BARMM regarding the FSN Roadmap, in addition to the structured and coherent application of CBPP and tools, allows for very promising and sustained results. However, there is still reliance on WFP for funding and technical support, particularly for school feeding and other nutrition-building initiatives.

269. **Theme 2: Digital Advisory and Solution Services (SCOPE).** The capacity-level change is from latent in 2018 to emergent at the time of the evaluation. There has been successful implementation of SCOPE as a temporary solution with government partners at the regional and LGU levels, which demonstrates the feasibility and utility of improved beneficiary management systems for Government. The use of robust and interoperable data management systems is a government priority but there is a need for ongoing leadership and investment to develop and implement a harmonized system at scale.

270. **Theme 3: Evidence building for fortified rice and social behaviour change.** The capacity-level change is from emergent in 2018 to moderate at the time of the evaluation. Progress toward mainstreaming IFR was observed. However, the continuous setbacks in legislation and the low commitment of LGUs/other implementors to its adoption indicates further investment, across all pathways, is required for self-sufficiency.

271. **Theme 4: Disaster preparedness and response - emergency telecommunications.** The capacity-level change is from emergent in 2018 to self-sufficient at the time of the evaluation. A second phase of the project has been approved, with the majority of financial support coming from the Government. WFP is still involved in providing technical support in an advisory and training role. WFP also provides some funding toward Phase 2, although this is a minority share.

272. **Theme 4: Disaster preparedness and response – food packing systems.** The capacity-level change is from moderate in 2018 to self-sufficient at the time of the evaluation. WFP has successfully handed over the operation of packing facilities to DSWD and government staff have been trained to respond during emergencies. The Government finances all operations directly.

273. **Theme 6: Anticipatory Action.** The capacity-level change is from emergent in 2018 to moderate at the time of the evaluation. There have been considerable policy gains through progress in the institutionalization of AA and the development of SOPs and capacities at the national and sub-national levels. However, AA needs to be further mainstreamed at the national and subnational levels in terms of policy, strategic planning, and

technical capacity strengthening, and WFP's involvement as a technical and implementing partner is still required.

274. Sustained outcomes have been observed, particularly among the engagement of FSN stakeholders in BARMM around the FSN Roadmap. The most concrete example of sustained results – the mechanized food packing facilities – has reached self-sufficiency levels in operation and is a prime example of successful WFP support.

275. There are opportunities for immediate/short-term growth and development for all activities under review. Key factors that are required for scaling CCS activities centre around availing strategic funding and continuing to build partnerships with national and regional stakeholders.

**Conclusion 4: The country office is proactively addressing factors that are affecting its CCS performance.**

276. The country office is currently in the process of strengthening the analytical foundation to inform the CCS approach and activities. While analyses were undertaken prior to the CSP, there have been multiple evidence-based reviews of CCS activities, across the SOs, that continuously inform and (re)shape implementation approaches and processes. Particularly notable studies/reviews have been conducted in the thematic areas of IFR, FSN and DRRM. These reviews are generating lessons and recommendations that are reviewed by a range of relevant stakeholders and are a demonstration of the country office's commitment to contributing to the evidence base.

277. The current staffing capacity of the country office suffers from major challenges linked to high turnover and lack of funding. Key high-level and strategic positions, in addition to operation positions, were vacant during pivotal periods, resulting in a lack of strategic direction and steer. Multi-year funding allocated for recruiting and retaining technical staff is lacking.

278. Current funding for CCS activities remains insufficient. Donor contributions for Activities 1, 2 and 3 have been underfunded for the last four years of the CSP. Donor engagement across the activities was unequal, with Activity 1 receiving the highest donor interest and Activity 2 receiving the lowest. To address these variations in donor contributions, the country office works to secure reliable funding across all the CCS activities. However, the possibility for sustainable funding mechanisms remains unknown and uncertain. Despite financial setbacks, however, the country office had been able to meet most of its activity objectives.

279. Despite these capacity and funding limitations, the country office has successfully positioned itself as a critical broker of partnerships. Through investment in building strategic relationships, many which are foundational to the success of CCS activities, the country office is viewed as a trusted, approachable and technically proficient partner. WFP utilizes these partnerships to institutionalize CCS activities among government partners, toward sustainable outcomes.

280. The M&E framework requires strengthening, given there are significant gaps in tracking output and outcome indicators for CCS activities. There is a need for relevant indicators linked to the CCS framework to measure and assess outcomes and progress. To address this need, the country office is investing in corporate tools to adapt its M&E processes.

281. COVID-19 presented the most significant operational delays for CCS activities. These delays included restricted staff moments, delayed supply chain services and repurposing of activity funds. Staff capacity was also impacted, particularly at management level due to work-from-home mandates. The follow-on effects of these delays resulted in the postponing of both the CSP MTR, and this decentralized evaluation, to 2021.



### 3.2. RECOMMENDATIONS

282. Table 4 presents the recommendations of this evaluation, categorized by strategic and operational and indicating the parties responsible, priority, and timeline. Each recommendation corresponds to specific findings and conclusions; see Annex 16 for a mapping of findings, conclusions, and recommendations.

**Table 4: Recommendations**

#	Recommendation	Recommendation grouping	WFP Responsibilities	Other contributing entities	Priority	By when
1	<p><b>Focus strategic prioritization and resourcing on CCS domains and geographic areas where WFP and the country office have a demonstrated and differentiated value-add. This should be followed by a participatory needs assessment in these strategic CCS domains.</b></p> <ul style="list-style-type: none"> <li>- Towards recognising the country office is in an important business development phase, prioritize activities under two key strategic tiers, based on urgency and need. Examples include: <ul style="list-style-type: none"> <li>o <b>Tier 1:</b> High-potential areas/domains for implementation, where relationships are well established/foundational.</li> <li>o <b>Tier 2:</b> Areas/domains that require more development and are latent.</li> </ul> </li> <li>- Tier 1 examples: <ul style="list-style-type: none"> <li>o Disaster preparedness and management (with DICT, DSWD, OCD). This includes the application of a beneficiary and transfer management platform for disaster response and food assistance, investment into response communication and coordination capacity, and direct logistics activities.</li> <li>o Investment in BARMM as an incubator for CCS work, specifically as leading practice in applying CCS and other WFP community-based participatory tools in a structured manner. There is opportunity to strengthen the existing partnership approach that</li> </ul> </li> </ul>	Strategic	<p><b>Led by</b> CO Senior Leadership, Activity Managers</p> <p><b>Support from</b> HQ CCS Unit, Regional Program Unit, Regional CCS and M&amp;E Advisors</p>	In collaboration with government partners for CCS needs assessment	High	Before finalizing the design of next CSP

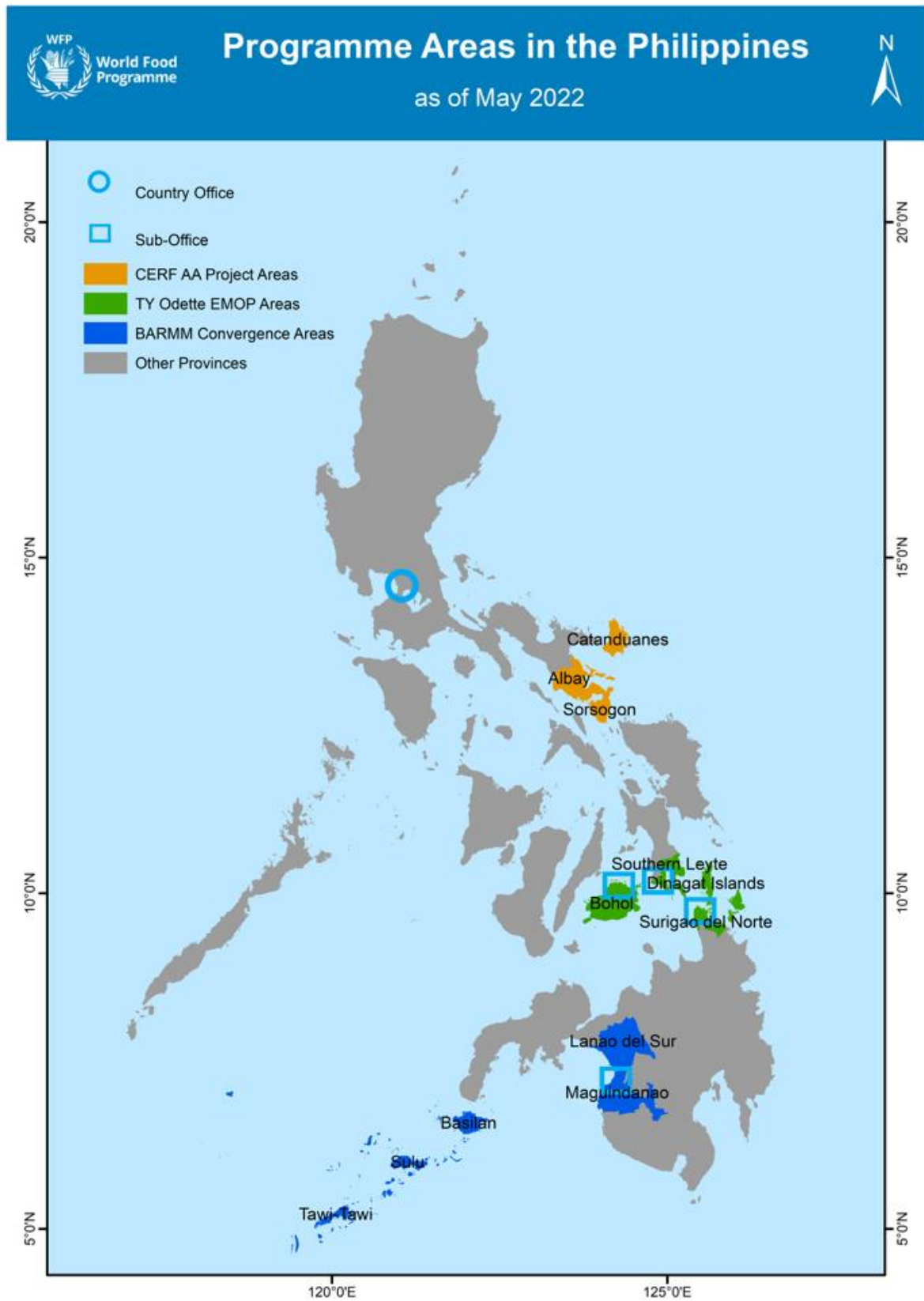
	<p>goes beyond technical solutions to good governance building.</p> <ul style="list-style-type: none"> <li>○ Iron fortification of rice in BARMM. This includes school-feeding initiatives and livelihood activities.</li> <li>○ Expansion of climate resilience activities, including beyond AA and FbF (i.e., EWRS).</li> </ul> <p>- Tier 2 examples:</p> <ul style="list-style-type: none"> <li>○ Mainstreaming iron fortification of rice at the national and subnational level.</li> </ul>					
2	<p><b>Develop a theory of change specific to CCS (including focus areas) with an associated results framework to track performance across CSPs.</b></p> <ul style="list-style-type: none"> <li>- The ToC should be informed strategically by the HDPN nexus.</li> <li>- The ToC should be co-created by the government agencies relevant to each domain/focus area. This will also require RBB involvement.</li> <li>- Ensure emphasis on all five CCS pathways. Build on the pathways with more progress: <i>Policy and Legislation</i> and <i>Institutional Effectiveness and Accountability</i>.</li> <li>- Building on the gender assessment, the ToC should ensure that GEWE and other inclusion considerations such as disability are considered in a structured and coherent way when developing change pathways for the next CSP.</li> <li>- The ToC should be presented to external stakeholders through national and sub-national consultation.</li> </ul>	Strategic	<p><b>Led by</b> CO Senior Leadership and Activity Managers</p> <p><b>Support from:</b> HQ CCS Unit and Regional CCS and M&amp;E Advisors</p>	<p>Government and United Nations partners, as appropriate for joint learning</p> <p>Other CSP implementing and technical partners, as appropriate</p>	Medium	Before finalizing the design of next CSP
3	<p><b>Proactively engage with the HQ CCS Unit and the RBB CCS advisor to formulate a documented CCS approach contextualized to country office activities. This should focus on principles and ways of working for a whole-of-government approach that leverages whole-of-CSP capacity.</b></p> <ul style="list-style-type: none"> <li>- This revised CCS approach should distil practical guidance from the existing CCS framework, supplemented by other evidence-based sources (i.e., reviews, scoping studies).</li> </ul>	Operational	<p><b>Led by</b> CO Senior Leadership, RAM</p> <p><b>Support from</b> HQ CCS Unit and Regional CCS Advisor</p>	<p>Government and United Nations partners, as appropriate for joint learning</p>	High	During implementation of the next CSP

	<p>Lessons should draw from successful CCS activities, such as school feeding and developing the FSN roadmap.</p> <ul style="list-style-type: none"> <li>- It should include preferences for informal and formal coordination, who should be involved, and consider timing and timeliness of interaction.</li> <li>- This should include a transparent mapping of the various CCS initiatives and roles/responsibilities of the country office and government staff within respective initiatives.</li> <li>- Consider using a logbook approach (software solutions are available) to track most recent interactions and key takeaways for easy reference by country office staff. Explore normative guidance developed by WFP from other countries.</li> <li>- Consult closely with the WFP HQ CCS Unit to adopt and adapt the latest iterations of the performance logbook and tracker/database. Engage with HQ advisors to troubleshoot issues as they arise.</li> <li>- This approach should be sensitized with the Government before finalizing, to ensure buy-in and approach compatibility.</li> </ul>					
4	<p><b>Continue investing in country office human resources improvements, specifically in national capacity.</b></p> <ul style="list-style-type: none"> <li>- WFP Philippines has made significant improvements in strengthening staff capacity through investments in international and national staff, and staff restructuring. However, the operating model goes beyond staffing. Focus on building a strong organizational culture.</li> <li>- National staff are a critical part of the strong relationships with government. While short-term technical assistance is understandable as the country office addresses immediate staffing deficits, national officers should be prioritized for recruitment, particularly for capacity-strengthening roles.</li> <li>- Without sustained multi-year funding, human resources and change management investment will not be possible. The country office needs to work with RBB and HQ colleagues to</li> </ul>	Operational	<p><b>Led by</b> CO Senior Leadership</p> <p><b>Support from</b> RB program unit on multi-year funding arrangements</p>		High	Before finalizing the design of the next CSP

	develop multi-year funding opportunities (internal and external to WFP) to enable staffing reforms to continue.					
5	<p><b>Host structured sessions to guide CCS strategic decisions, and the implementation and learning for a whole-of-government approach.</b></p> <ul style="list-style-type: none"> <li>- Organise specific planning sessions as part of the APP that discuss CCS outcomes in a non-numerical manner to understand progress, revisit the strategic vision for Government partnership and WFP's role in capacity strengthening, and refocus efforts on key areas of risk and opportunity.</li> <li>- Key questions should include: how do we most effectively and efficiently progress towards a longer-term line of sight, specifically with regards to building/strengthening relationships and exploring funding opportunities?</li> <li>- Sessions should include internal and external stakeholders comprised of senior leadership, national activity managers, the HQ CCS unit and representatives of key partners and stakeholders.</li> </ul>	Operational	<p><b>Led by</b> CO Senior Leadership, Activity Managers</p> <p><b>Support from</b> HQ CCS Unit and Regional CCS Advisor</p>	Government and United Nations partners, as appropriate	H	Immediately

# Annexes

# Annex 1: Map





## **Annex 2: Line of sight**

(please see next page)

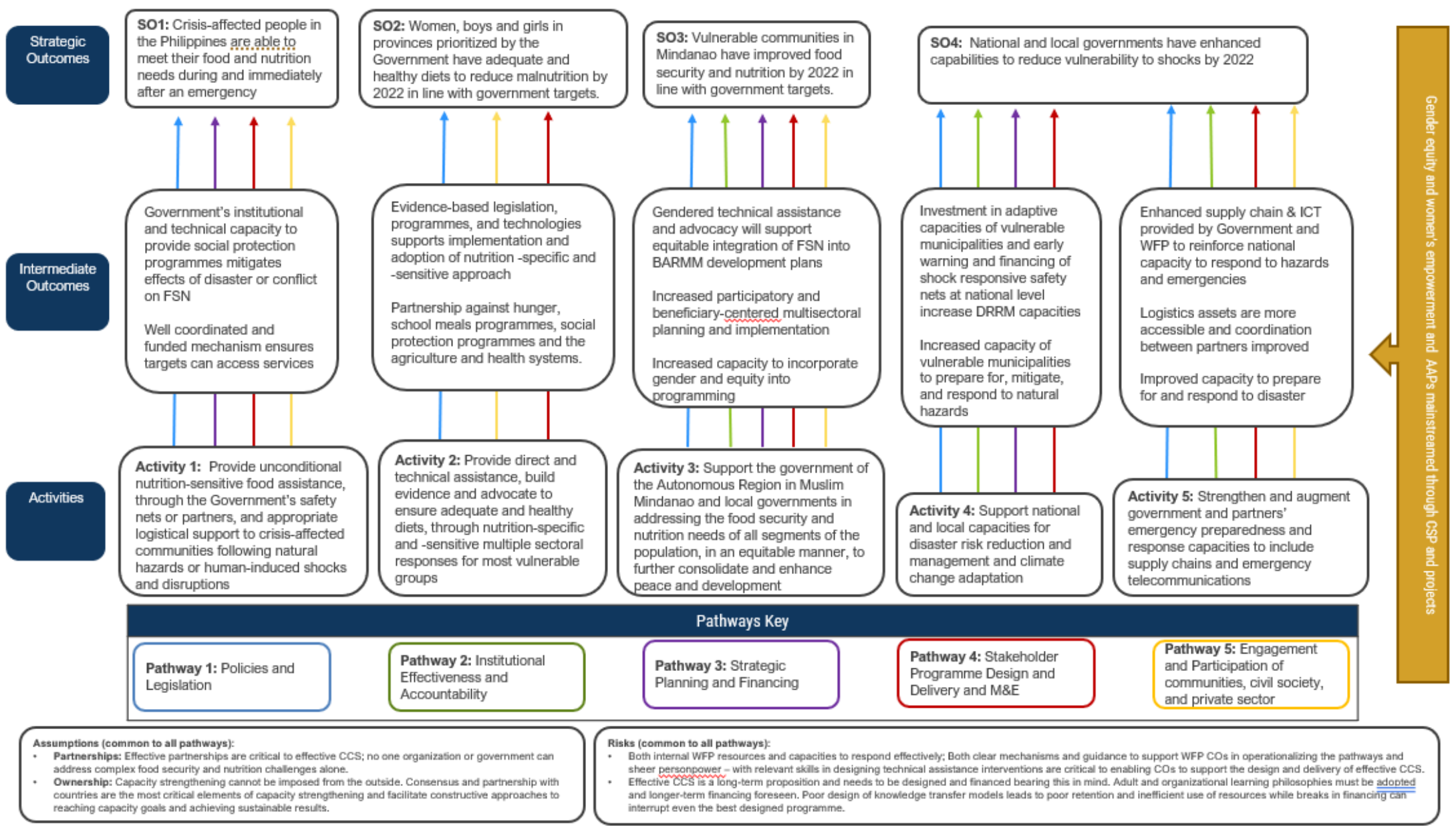
# WFP Philippines Line of Sight

SR 1. Access to food (SDG 2.1)	SR 2. End malnutrition (SDG 2.2)	SR 5. Capacity Strengthening (SDG 17.9)	
<p><b>SO 1. Crisis-affected people in the Philippines are able to meet their food and nutrition needs during and immediately after an emergency</b></p>	<p><b>SO 2. Women, boys and girls in provinces prioritized by the government have adequate and healthy diets to reduce malnutrition in line with government targets by 2022</b></p>	<p><b>SO 3. Vulnerable communities in Mindanao have improved food security and nutrition, in support of government targets, by 2022</b></p>	<p><b>SO 4. National and Local Government have enhanced capabilities to reduce vulnerabilities to shocks by 2022</b></p>
<p><b>Output</b></p> <ul style="list-style-type: none"> <li>Targeted boys, girls, men and women (Tier 1) affected by natural disasters or human-induced shocks and disruptions receive sufficient food and/or cash (output category A1) to meet their basic food and nutrition requirements and adapt healthy nutrition practices (SR1)</li> <li>Targeted children under 5, pregnant and nursing women and girls (Tier 1) affected by natural disasters or human-induced shocks and disruptions receive sufficient nutrition supplements (output category B) to meet their age-specific nutrition requirements (SR2)</li> </ul>	<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>Women, girls and boys (Tier 3) benefit from improved nutrition and regional legislation, policies, programmes and technologies as a result of technical assistance and evidence-building provided to government (output category C) which helps to achieve adequate and healthy diets (SR2).</li> <li>Women, girls and boys (Tier 2) benefit from national and regional legislation, policies and programmes adopting a coherent nutrition specific and sensitive approach (output category J) to meet their nutritional needs (SR2)</li> <li>Targeted pregnant and nursing women, girls, boys and care providers (Tier 1) receive Social Behavior Change Communication, appropriate nutritious food and are linked to services from other sectors (outcome category B and C) to improve their knowledge, attitudes and practices around nutrition (SR2)</li> </ul>	<p><b>Output</b></p> <ul style="list-style-type: none"> <li>Vulnerable men, women, boys and girls (Tier 3) benefit from enhanced means, tools and skills (output category A2 and C) of the regional and local governments to meet their dietary needs (SR1/SR2/SR5) in support of peace and development (SDG5/SDG16).</li> </ul>	<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>Vulnerable people (Tier 3) affected by climate change or other natural and man-made disasters benefit from the operationalization of local and national governments' climate change adaptation and disaster risk reduction policies, plans and programmes, including shock-responsive safety nets and climate services (output category C/I), in order to effectively prepare for and mitigate the impact on households' food security and nutrition (SR1/SR5) (SDG13)</li> <li>Disaster-affected people (Tier 3) benefit from enhanced supply chain and ICT provided by the government and WFP, as needed, to partners (output category C/H) in order to receive timely and effective assistance (SR1/SR5/SR8)</li> </ul>
<p><b>Activity 1:</b> Provide unconditional nutrition sensitive food assistance through the governments' safety net or partners to crisis-affected communities following natural disasters or human-induced shocks and disruptions (activity category: 1, modality: food, cash).</p>	<p><b>Activity 2:</b> Provide direct and technical assistance, build evidence and advocate to ensure adequate and healthy diets, through nutrition specific and sensitive multiple sectoral responses for most vulnerable groups. (modality: F/CS) (activity category: institutional capacity strengthening, analysis, assessment and monitoring activities, malnutrition prevention activities)</p>	<p><b>Activity 3:</b> Support the Autonomous Region in Muslim Mindanao (ARMM) and local governments to address the Food Security and Nutrition (FSN) needs of all segments of the population (activity category: 9, modality: CS/F/CBT) to further consolidate and enhance existing peace and development plans</p>	<p><b>Activity 4:</b> Support national and local capacities for disaster risk reduction and management as well as climate change adaptation (activity category: 9, modality: CS)</p> <p><b>Activity 5:</b> Strengthen and augment government and partners' emergency preparedness and response capacity to include supply chain and ICT (activity category: 9, modality: CS)</p>
Crisis Response	Root Cause	Resilience	

# Annex 3: Reconstructed theory of change for CCS activities

This preliminary theory of change for CCS activities was created by the evaluation team with input from the WFP Philippines country office and will be further developed and validated as part of a follow-on consultancy.

(graphic on next page, followed by narrative)



Gender equity and women's empowerment and AAPs mainstreamed through GSP and projects

### Reconstructed Theory of Change for CCS Activities

- The evaluation team is working in collaboration with the WFP Philippines country office to develop a ToC through an iterative process. Thus, the CCS ToC will continue to be refined during the evaluation phase. Using the WFP Corporate Approach to Country Capacity Strengthening (CCS) framework and the WFP Corporate ToC for CCS as guidance, the evaluation team developed a CCS ToC diagram (above) that includes the five critical pathways, activities, intermediate outcomes, and strategic outcomes. Across the bottom are the CCS five pathways: 1) policies and legislation; 2) institutional effectiveness and accountability; 3) strategic planning and financing; 4) stakeholder programme design and delivery and M&E; and 5) engagement and participation of non-state actors (e.g., communities, civil society, and the private sector). The overarching key activities (Activity 1, 2, 3, 4, and 5) are laid out above the pathways key. GEWE and AAP are cross-cutting issues, integrated across all sectors and pathways. Intermediate outcomes are in the row in the middle of the diagram and follow a logical pathway to the four strategic outcomes.
- The ToC diagram depicts the steps along the pathways for each activity that contributes to the SOs. The diagram can be read in two directions: from bottom to top and from left to right. Starting from the bottom of the diagram, it shows the underlying assumptions and risks common to all pathways. Assumptions describe important conditions that need to be in place for the ToC to be achievable. The assumptions<sup>244</sup> include:
  - **Partnerships:** Effective partnerships are critical to effective CCS; no one organization or government can address complex food security and nutrition challenges alone. Partnerships beyond and across sectors and areas of expertise are critical. Capacity for hunger reduction requires nurturing partnerships, building on the capacity of national systems, and employing a systematic focus on enabling governments to assume ownership for food security and nutrition. Realizing local to global hunger solutions is a transformational objective which requires collective efforts to establish plans and use technologies, skills, knowledge, systems, and institutions — all elements of a nation's capacity — that will enable governments, communities, and households to invest and improve food security and nutrition outcomes.
  - **Ownership:** Capacity strengthening cannot be imposed from the outside. Consensus and partnership with countries are the most critical elements of capacity strengthening and facilitate constructive approaches to reaching capacity goals and achieving sustainable results. Plans can and will change, but when they are based on joint planning and consensus, it is easier to adapt and adjust as needed to reach capacity goals. Systems place little faith in the effectiveness of controlled, planned, and engineered efforts targeted at capacity development. Controlled and directed change, especially when imposed from an external source, is seen as having few chances to be successful in the long run. Indeed, it may damage the natural process of change by curtailing or eliminating unforeseen opportunities for innovation if participants try to tightly design and control outcomes.
- The underlying risks<sup>245</sup> include:
  - Operationalising along the lines of the above assumptions and expectations still carries numerous risks, many of which relate to internal WFP resources and capacities to respond effectively. Not only are clear mechanisms and guidance necessary to support WFP Country Offices in operationalizing the above and below but sheer person power – with relevant skills in designing technical assistance interventions – will be critical to enabling Country Offices to support the design and delivery of effective country capacity strengthening. For this reason the CCS Service is prioritizing – over the next six months - the (a) operationalization of guidance and mechanisms for the accurate and robust assessment of country capacities; (b) integration into capacity assessment of internal capacity assessment at country-level and

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<sup>244</sup> WFP Corporate Theory of Change for Country Capacity Strengthening (CCS).

<sup>245</sup> Ibid.

identification of first-response and support options to build internal knowledge and skills in technical assistance and capacity development; as well as the (c) operationalization of a Technical Experts Network (TEN) to support in the identification and deployment of subject matter experts as needed.

- Effective country capacity strengthening is a long-term proposition and needs to be designed and financed bearing this in mind. Adult and organizational learning philosophies must be adopted, and longer-term financing foreseen. Poor design of knowledge transfer models leads to poor retention and inefficient use of resources while breaks in financing can interrupt even the best designed programme.
- Moving up from the bottom of the diagram, next is the color-coded key for the five critical pathways for interpreting the colours of the arrows indicating which one or more of the five pathways feed into each activity and outcome. Above that are the overarching five key activities, which provide a line of sight to the intermediate outcomes and then the overall strategic outcomes.
- Each of the five key activities are mapped to the following individual CCS support activities:
  - SO1 Activity 1: WFP technical advice provided to DSWD on Listahanan (lists); WFP registration using SCOPE demonstrates the utility of the system and the eventual adoption of practices or cleaned data in the system.
    - Augment DSWD /OCD transport capacity during emergencies for family food packs with pre-emergency training on logistics systems including preparatory (e.g., warehouse management).
    - DSWD food packing facility machinery provided by WFP provides a consistent and reliable source of food packs in times of emergencies, ably and independently managed by DSWD.
  - SO2 Activity 2: WFP advocacy, research, policy advice and pilot programmes through various channels make tangible contributions together with partners SBN, IATF-ZH, FNRI, and NNC. WFP is respected as a credible source of expertise that contributes concretely to the policy dialogue and legislation.
    - WFP assumes leadership of Food Systems Summit and School Meals Coalition, driving forward the Government of the Philippines’ national declaration of participation, and active engagement with action plan, paving the way to better SMP outcomes.
    - WFP South-South Cooperation feasibility pilot, to transform locally grown produce, undertaken.
    - WFP pilots on Home Grown School Meals launched, leading to government adoption.
    - Fill the Nutrient Gap data utilized by government and other key stakeholders for policy decision making as well as an approach to be considered for adoption.
    - WFP iron-fortified rice pilot introduced, with results published and shared with key stakeholders for adoption.
    - WFP social behaviour change pilot undertaken in BARMM, with the approach advocated for adoption by government and other stakeholders based on results.
    - WFP support to national SUN Business Network leads to dedicated and committed actions by national private sector entities.
  - SO3 Activity 3: WFP livelihood projects conducted in concert with the Government using community-based participatory approaches are adopted by the BARMM Government.
    - WFP analysis on conflict and humanitarian development peace nexus, with peace measurement study, encourage and enlighten government to adopt similar approaches.
    - WFP's seasonal livelihood approach and trainings thereof are adopted by government actors.



- WFP's policy and advocacy leadership, with concrete support by drafting and launching such initiatives as the Food and Nutrition Security Roadmap and Food Security Cluster, are mainstreamed into government policies and practices.
- SO4 Activity 4: WFP's policy and advocacy support, with pilots over time, on Forecast-based Financing (FBF) lead to progressive interest, support and adoption of this approach (e.g., GCF/Landbank/WFP project)
  - WFP Anticipatory Action pilot through CERF funding exposes and engages regional governments - and eventually national governments - to this new approach, for future adoption (e.g., regional governments, PAGASA, NDRRMC).
  - WFP's CFSVA and other climate analysis studies, also conducted with other entities, are widely shared; it is an objective that they be integrated into partners' policy and implementation plans.
  - Investments made at local and regional level of the 7-year WFP /USAID long-term DRRM project, with the government staff trained, are sustained over time.
- SO5 Activity 5: Through WFP livelihood/asset building projects and training in BARMM that are DRR/CAA oriented, communities and governments adopt practices, thrive and take forward independently the experience and learning.
  - The 'MOVE' project is developed, undertaken and funded by DICT jointly with WFP, with training deployed into actions on the ground in live settings. The DICT units are tested during an emergency, providing valuable learning for government and ETC practices and protocols, with continued investment by government.
  - WFP supply chain training and support supports government's prompt support to sudden onset crises.

## Annex 4: Summary output and outcome tables

The tables below present output monitoring data for capacity strengthening activities under SO2, SO3, and SO4 as reported in WFP Philippines Annual Country Reports (ACRs), followed by outcome data tables. The ACRs present output data at the aggregate level (i.e., male and female combined), but gender-disaggregated output data are tracked and reported in the COMET system. As noted in Section 2,1, outcome data are not gender disaggregated.

**Table 5: Summary of CCS output data, by activity and year: Strategic Outcome 2**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 P	2021 A	2021 % P/A
2	C.3: Number of technical support activities provided	Technical assistance activities	<b>Total</b> (n)	10	8	80%	ND	ND	ND	ND	ND	ND	ND	ND	ND
2	C.4*: Number of new people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Government/national partner staff	F	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND
			M	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND
			<b>Total</b>	ND	ND	ND	250	320	128%	250	147	59%	100	2,061	2061%
2	C.5: Number of policy reforms identified/advocated	Policy reforms	<b>Total</b> (n)	2	2	100%	ND	ND	ND	ND	ND	ND	ND	ND	ND
2	C.5*.1: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Technical assistance activities	<b>Total</b> (n)	ND	ND	ND	10	9	90%	8	8	100%	14	50	356%

**Table 5: Summary of CCS output data, by activity and year: Strategic Outcome 2**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 P	2021 A	2021 % P/A
2	C.5*.2: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Training sessions	<b>Total</b> (n)	ND	ND	ND	3	3	100%	3	4	133%	5	4	80%
ND = no data available      N/A = not applicable Source: WFP Philippines Annual Country Reports 2018, 2019, 2020															

**Table 6: Summary of CCS output data, by activity and year: Strategic Outcome 3**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 p	2021 a	2021 % P/A
3	C.1: Number of people trained	Government/national partner staff	F	80	76	95%	ND	ND	ND	ND	ND	ND	ND	ND	ND
			M	80	76	95%	ND	ND	ND	ND	ND	ND	ND	ND	ND
			<b>Total</b>	160	152	95%	ND	ND	ND	ND	ND	ND	ND	ND	ND
3	C.3: Number of technical support activities provided	Technical assistance activities	<b>Total (n)</b>	5	5	100%	ND	ND	ND	ND	ND	ND	ND	ND	ND
3	C.4*: Number of new people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Government/national partner staff	F	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND
			M	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND	ND
			<b>Total</b>	ND	ND	ND	200	296	148%	200	250	125%	500	534	107%
3	C.5*.1: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Technical assistance activities	<b>Total (n)</b>	ND	ND	ND	2	2	100%	3	26	867%	8	9	113%
3	C.5*.2: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Training sessions/workshops	<b>Total (n)</b>	ND	ND	ND	5	9	180%	5	16	320%	8	10	125%
3	C.6*: Number of new tools or products developed or revised to enhance national food security and nutrition systems as a result of WFP capacity strengthening support	Tools or products	<b>Total (n)</b>	ND	ND	ND	1	1	100%	2	13	650%	12	14	117%

ND = no data available      N/A = not applicable

Source: WFP Philippines Annual Country Reports 2018, 2019, 2020

Indicators highlighted in pink are not listed in the Logical Framework as being “CSI: Institutional capacity strengthening activities” but are included here because they are reported in ACRs as CCS activities.

**Table 7: Summary of CCS output data, by activity and year: Strategic Outcome 4**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 P	2021 A	2021 % P/A
4	C.2: Number of capacity development activities provided	Technical assistance activities	<b>Total</b> (n)	1	1	100%	ND	ND	ND	ND	ND	ND	ND	ND	ND
4	C.4*: Number of new people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Government/ national partner staff	F M <b>Total</b>	ND ND ND	ND ND ND	ND ND ND	ND ND 200	ND ND 331	ND ND 166%	ND ND 300	ND ND ND	ND ND --	ND ND 300	ND ND 754	ND ND 251%
4	C.5*: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Capacity strengthening Initiatives	<b>Total</b> (n)	ND	ND	ND	10	10	100%	15	ND	--	10	11	110%
4	C.6*: Number of new tools or products developed or revised to enhance national food security and nutrition systems as a result of WFP capacity strengthening support	Tools or products	<b>Total</b> (n)	ND	ND	ND	6	9	150%	10	ND	--	5	5	100%
4	G.7*.2: Percentage of tools developed or reviewed to strengthen national capacities for Forecast-based Anticipatory Action	Anticipatory Action SOPs developed or reviewed through WFP's support	<b>Total</b> (n)	ND	ND	ND	1	1	100%	1	1	100%	3	1	33%

**Table 7: Summary of CCS output data, by activity and year: Strategic Outcome 4**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 P	2021 A	2021 % P/A
4	G.8*.4: Number of people provided with direct access to information on climate and weather risks	People provided with direct access to information on climate and weather risks	F M <b>Total</b>	ND ND ND	ND ND ND	ND ND ND	ND	ND	ND	74	74	100%	14,000	0	0% <sup>246</sup>
4	M.1*: Number of national coordination mechanisms supported	National coordination mechanisms	<b>Total (n)</b>	ND	ND	ND	1	1	100%	1	ND	--	5	6	120%
5	C.3: Number of technical support activities provided	Technical assistance activities	<b>Total (n)</b>	1	5	500%	ND	ND	ND	ND	ND	ND	ND	ND	ND
5	C.4*.1: Number of new people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Government/national partner staff	F M <b>Total</b>	ND ND ND	ND ND ND	ND ND ND	ND ND 50	ND ND 38	ND ND 76%	ND ND 50	ND ND 93	ND ND 186%	ND ND 50	ND ND 90	ND ND 180%
5	C.5*.1: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Technical assistance activities	<b>Total (n)</b>	ND	ND	ND	5	5	100%	5	4	80%	5	4	80%
5	C.5*.2: Number of new capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities	Training sessions/workshops	<b>Total (n)</b>	ND	ND	ND	5	1	20%	5	2	40%	5	7	140%

<sup>246</sup> 0% achieved for 2021 because there was no trigger activation of the UN CERF AA project, and thus the activities related to the dissemination of last-mile early warning messages did not materialize



**Table 7: Summary of CCS output data, by activity and year: Strategic Outcome 4**

Activity	Indicator	Benef Group	Unit	2018 P	2018 A	2018 % P/A	2019 P	2019 A	2019 % P/A	2020 P	2020 A	2020 % P/A	2021 P	2021 A	2021 % P/A
5	H.8*.1: Number of emergency telecoms and information and communications technology (ICT) systems established, by type	Emergency telecoms and ICT systems	Total (n)	--	--	0%	6	1	17%	9	ND	--	6	6	100%
5	H.8*.2: Number of emergency telecoms and information and communications technology (ICT) systems established, by type	Web-based information-sharing and collaboration platforms	Total (n)	ND	ND	ND	5	2	40%	5	3	60%	5	4	80%
5	H.8*.3: Number of emergency telecoms and information and communications technology (ICT) systems established, by type	Humanitarian info-sharing platforms (web-based) that "pick up" Logistics Cluster produced material	Total (n)	ND	ND	ND	5	1	20%	5	3	60%	5	3	60%
5	M.1*: Number of national coordination mechanisms supported	National coordination mechanisms	Total (n)	2	2	100%	2	6	300%	2	6	300%	20	7	35%

ND = no data available      N/A = not applicable  
 Note: Indicators highlighted in pink are not listed in the Logical Framework as being "CSI: Institutional capacity strengthening activities"  
 Source: WFP Philippines Annual Country Reports 2018, 2019, 2020

**Table 8: Summary of CCS outcome data, by activity and year: Strategic Outcome 2**

Indicator	Beneficiaries	Unit/ Sex	Baseline	End-of-CSP target	2021 Target	2021 Follow-up	2020 Target	2020 Follow-up	2019 Follow-up	2018 Follow-up
Strategic Result 2: National SDG targets and indicators										
Activity 02: Provide direct and technical assistance, build evidence and advocate to ensure adequate and healthy diets, through nutrition-specific and -sensitive multiple sectoral responses for most vulnerable groups										

**Table 8: Summary of CCS outcome data, by activity and year: Strategic Outcome 2**

Indicator	Beneficiaries	Unit/ Sex	Baseline	End-of-CSP target	2021 Target	2021 Follow-up	2020 Targ et	2020 Follow-up	2019 Follow-up	2018 Follow-up
<b>Outcome Indicator 2.1.38:</b> Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	Vulnerable population; Philippines	Overall	0	2	3	1	0	0	ND	ND
ND = no data available    N/A = not applicable Source: WFP Philippines ACRs 2018, 2019, 2020.										

**Table 9: Summary of CCS outcome data, by activity and year: Strategic Outcome 3**

Indicator	Beneficiaries	Unit/ Sex	Baseline	End-of-CSP target	2021 Target	2020 Follow- up	2020 Target	2020 Follow-up	2019 Follow-up	2018 Follow-up
Strategic Result 5: Countries have strengthened capacity to implement the SDGs (SDG Target 17.9)										
Activity 03: Support the government of the Autonomous Region in Muslim Mindanao and local governments in addressing the food security and nutrition needs of all segments of the population, in an equitable manner, to further consolidate and enhance peace and development										
<b>Outcome Indicator 5.1.14:</b> Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	Government; BARMM	Overall	0	3	5	5	3	3	3	ND
ND = no data available    N/A = not applicable Source: WFP Philippines ACRs 2018, 2019, 2020.										

**Table 10: Summary of CCS outcome data, by activity and year: Strategic Outcome 4**

Indicator	Beneficiaries	Unit/ Sex	Baseline	End-of- CSP target	2021	2020 Target	2020 Follow-up	2019 Follow-up	2018 Follow-up
Strategic Result 5: Countries have strengthened capacity to implement the SDGs (SDG Target 17.9)									
Activity 04: Support national and local capacities for disaster risk reduction and management and climate change adaptation									
<b>Outcome Indicator 5.1.3:</b> Emergency Preparedness Capacity Index	Government; Philippines	Overall	2.7	>3.7	ND	>2.7	2	ND	ND
<b>Outcome Indicator 5.1.14:</b> Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	Government; Philippines	Overall	ND	ND	ND	ND	ND	ND	ND
Activity 05: Strengthen and augment government and partners' emergency preparedness and response capacities to include supply chains and emergency telecommunications									
<b>Outcome Indicator 5.1.3:</b> Emergency Preparedness Capacity Index	Government; Philippines	Overall	2.7	>3.7	ND	>2.7	3	ND	ND
<b>Outcome Indicator 5.1.14:</b> Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	Government; Philippines	Overall	0	3	ND	2	ND	1	ND
ND = no data available      N/A = not applicable Source: WFP Philippines ACRs 2018, 2019, 2020.									

# Annex 5: List of WFP partners in the Philippines

National Government	BARMM	Provincial Governments
Climate Change Commission	Bangsamoro Planning and Development Authority	Basilan
Department of Agrarian Reform (DAR)	Ministry of Agriculture Fisheries and Agrarian Reform	Batangas
Department of Education (DepEd)	Ministry of Basic Higher and Technical Education	Benguet
Department of Information and Communications Technology (DICT)	Ministry of Environment, Natural Resources and Energy	Cagayan
Department of Interior and Local Government (DILG)	Ministry of Health	Davao de Oro
Department of Social Welfare and Development (DSWD)	Ministry of Interior and Local Government	Davao Oriental
Development Academy of the Philippines (DAP)	Ministry of Social Services and Development	Iloilo
Department of Environment and Natural Resources (DENR)	National Nutrition Council-BARMM	Laguna
Department of Finance (DOF)		Lanao del Norte
Inter-Agency Task Force on Zero Hunger (Office of the Cabinet Secretary)		Lanao del Sur
Land Bank of the Philippines		Maguindanao
National Nutrition Council (NNC) – Department of Health (DOH)		Misamis Oriental
Office of Civil Defense (OCD) – National Disaster Risk Reduction and Management Council (NDRRMC)		Sorsogon
Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA)– Department of Science and Technology (DOST)		Sulu

Food and Nutrition Research Institute (FNRI)- Department of Science and Technology (DOST)		Tawi-Tawi
National Economic and Development Authority (NEDA)		
National Nutrition Cluster		

Private Sector	Private Sector (cont.)	Food Security and Agriculture Cluster
Action Against Hunger		Action Against Hunger
Adventist Development and Relief Agency Philippines (ADRA)	Pilipinas Shell Foundation	Adventist Development and Relief Agency Philippines (ADRA)
AGREAA Agricultural Systems International	Plan International, Inc.	Agency for Technical Cooperation and Development (ACTED)
Allied Metals, Inc.	Robinsons Supermarket	Catholic Relief Services (CRS)
AXA Philippines, Inc.	Save the Children	Community and Family Service International (CFSI)
Ayala Corporation	Standard Insurance	Cooperative for Assistance and Relief Everywhere (CARE)
Ayala Foundation	SUN Business Network	Food and Agriculture (FAO)
ChildFund International	Unilever Philippines	International Committee of the Red Cross (ICRC)
DSM Human Nutrition and Health Philippines	Universal Robina Corporation	International Fund for Agricultural Development (IFAD)
Gems Heart Outreach Development Inc.	Western Union	International Organization for Migration (IOM)
Helen Keller International	World Vision Development Foundation	Islamic Relief Philippines (IR)
International Care Ministries		OXFAM
International Institute of Rural Reconstruction (IIRR)		Plan International
Johnson & Johnson Philippines, Inc.		Save the Children
Kalusugan ng Mag-Ina, Inc. (Health of Mother and Child)		UN-Habitat

Makati Business Club	UNICEF
Nutridense Food Manufacturing Corporation	United Nations High Commissioner for Refugees (UNHCR)
Nutrition and Beyond	United Nations Office for the Coordination of Humanitarian Affairs (OCHA)
Nutrition Center of the Philippines	World Vision
Nutrition Foundation of the Philippines, Inc.	
Philippine Coalition of Advocates for Nutrition (PhilCAN)	

Academic Institutions	NGOs
Holy Trinity College of General Santos	Coastal Community Resources (Coastal CORE) and Livelihood Development, Inc.
Mindanao State University (MSU)	Community and Family Services International (CFSI)
University of the Philippines Los Banos- Institute Human Nutrition and Food	Jaime V. Ongpin Foundation, Inc. (JVOFI)
	Kalimudan sa Ranao Foundation, Inc. (KFI)
	Maranao People Development Center Inc. (MARADECA)
	Philippine Red Cross
	START Network
	The Moroprenuer, Inc (TMI)



# Annex 6: List of assessments

**Table 11: Assessments undertaken to inform CSP design and implementation**

Title	Year	Comments
Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool	2019	Conducted by WFP and DOST-FNRI with support from UNICEF. The study reviewed the nutrition situation in the Philippines using secondary data and the results from linear programming from the Cost of the Diet (CotD) tool. The Fill the Nutrient Gap report established nutrition and IFR as priority concerns in the legislature.
SBCC foundational research <sup>a</sup>	2020	Completed with support from the WFP 2030 Fund for SBCC
Assessment of the Impact of COVID-19 Pandemic on Food Security and Essential Needs and the Role of the Social Amelioration Program in the Philippines	2021	The joint assessment was conducted with WFP RBB, DSWD, and BARMM's Ministry of Social Welfare and Development from March 2020 to January 2021.
Assessment of the WFP's Contribution to Peace in BARMM	2021	An assessment of WFP's contribution to the peace process in BARMM was undertaken with Forum ZFD. The assessment began in Oct. 2020 and ended in January 2021.
Philippine Climate Change and Food Security Analysis (CCSFA) <sup>a</sup>	2021	CCSFA is an initiative to support the Government in undertaking a nationwide assessment to characterize risks and vulnerabilities from climate change (including climate variability and extreme events) through a food security lens. The analysis includes the development of the livelihood map showing the diversity of livelihood activities and overlaying the map with vulnerability, climate change and resilience indicators. In a partnership with RBB WFP, the DA, Department of Tourism ,DSWD, Department of Labor and Employment, DILG, FNRI, PAGASA, Climate Change Commission ,IATF-ZH, and the International Center for Tropical Agriculture, the CCSFA was launched in October 2020, under Activity 4, and completed in May 2021
Vulnerability and Risk Analysis (VRA)	2021	Along with the CCSFA, this research “helps determine which populations and livelihoods are most vulnerable to the impacts of climate change, to what extent, and where, and thus aim to provide government partners and other stakeholders a better understanding on the interconnectedness of climate change and its impact on food security, nutrition, and livelihoods in the Philippines.”
Assessing the Impact of COVID-19 on Food Systems and Adaptive Measures Practiced in Metro Manila	2021	Conducted in partnership with FAO, IFAD, and UNDP  Generated suggestions to United Nations agencies on gaps, emerging adaptive practices, and areas for collaboration in line with SDG Goals 2.4, 2.1, 1.b, 1.5, 1.4, 1.2, 2.c, and 2.2.
Assessment on risks and mitigating actions for data protection	2021	In 2021, WFP Philippines commissioned an assessment for CBT, SCOPE, and CFM to lead the identification of risks and mitigating actions the country office needs to comply to various data protection guidelines such as those outlined in the Data Sharing Agreement for Emergency Shelter Assistance in Bicol Region, in data sharing discussions with

		DSWD Caraga to obtain Listahanan 3 data, and for the adaptation of the field-level agreement with a data protection annex that explicitly itemizes data privacy obligations of cooperating partners.
Urban Food Systems Analysis and Characterization: Food security and diets in urban Asia: How resilient are food systems in Times of Covid-19/ Case Study of Quezon City	2021	WFP RBB and consulting firm, Dikoda conducted an analysis of eight urban Asia/Pacific cities to understand impacts of the COVID-19 pandemic on food systems. Policy and procedure recommendations are made based off the research. RBB and Dikoda collaborated with the local government unit of Quezon City to conduct an analysis of the city.
Midterm review of WFP Philippines Country Strategic Plan 2018-2023	2021	External review by Brain Trust
Micro financial assessment (MiFA) for Financial Service Providers (FSPs) and financial capacity assessment of Cooperating Partners and FSPs <sup>a</sup>	2021	Per the Emergency Preparedness and Response Package (EPRP) 2021, a practical and action-oriented tool that guides WFP country offices, the WFP Philippines Finance unit, in coordination with the Procurement unit, will complete the micro financial assessment (MiFA) for Financial Service Providers (FSPs) and a financial capacity assessment of Cooperating Partners and FSPs for cash distribution, in coordination with the Programme unit.
CBT risk assessments for Cooperating Partner as Transfer Agent <sup>a</sup>	2021	The Finance unit participated in CBT risk assessments for Cooperating Partner as Transfer Agent, completing an FSP Capability Assessment valid for two years.
Gender analysis <sup>a</sup>	2021	Gender analysis focusing on the pandemic's impact on the food security and nutrition needs of vulnerable groups. Based on this research, WFP identified and prioritized female-headed households and households with pregnant and lactating women during beneficiary targeting in project activities and developed a resource guide to mainstream gender in emergencies.  The analysis informed the 2021 Gender Action Plan and UNSWAP targets.
Humanitarian Development Peace Nexus operationalization case study <sup>a</sup>	2021	Completed with the support of the Emergencies and Transitions Unit; partnership is in progress with JICA on the Peace and Risk Indicator Measurement and Engagement
Social Protection scoping study <sup>a</sup>	2021	A social protection study was undertaken to provide recommendations on WFP social protection strategy and partnership
Research study on rice production in BARMM <sup>a</sup>	2021	In collaboration with the Bangsamoro Planning and Development Authority (BPDA) and MAFAR, WFP commissioned an expert to conduct this study with the objective to analyse BARMM's capacity and potential for rice production. The result of the study will serve as the basis for policy recommendations and the institutionalization of a value chain to address the emerging issues and gaps on food security in the BARMM
Status and determinants of food insecurity and undernutrition in urban areas	2021	WFP completed the study with FAO, UNICEF, WHO, and the University of the Philippines Los Banos from September 2019 to April 2021.

Scaling up Forecast based Financing/Early Warning Early Action (FbF/EWEA) and Shock Responsive Social Protection (SRSP)	2021	Working with the FAO and German Red Cross, WFP launched an initiative to scale up FbF/EWEA and SRSP in ASEAN using climate risk information. The project was launched in November 2019 and completed in 2021.
Continued updating of the Logistics Capacity Assessment (LCA) <sup>a</sup>	2021	The LCAs involve the DSWD, DICT, and OCD; these assessments have informed logistics and ICT trainings that were handed over to DSWD in 2019. These updates were essential at the beginning of the Typhoon Odette response in late 2021. 2020 and 2021 also saw desk research and site visits to update the Mindanao and Luzon sections of the LCA.
Rapid needs assessments to inform emergency response for Typhoon Odette	2022	In January 2022, 3-8 teams were deployed in six provinces after Typhoon Odette made landfall to conduct rapid needs assessments. Data helped fill in information gaps left by multi-sectoral assessments conducted in December 2021.
Joint Assessment of the Impact of COVID-19 Pandemic on Food Security and Essential Needs, and Role of the Social Amelioration Programme (SAP) in the Philippines June 2020 – January 2021	2022	To support the Government in assessing the impact of the COVID-19 pandemic on food security and essential needs of the affected population and monitor the effect of its Social Amelioration Program (SAP) to its beneficiaries, the country office provided WFP's remote monitoring and evaluation (rM&E) and the mobile Vulnerability Analysis and Mapping (mVAM) tools to DSWD to conduct joint post-distribution monitoring (PDM) in all the regions in the country.
<sup>a</sup> Noted in WFP Philippines Annual Performance Plan 2021.		

# Annex 7. Summary terms of reference

## Thematic Evaluation of WFP Philippines Country Capacity Strengthening Activities Between July 2018 and July 2021

### Summary Terms of Reference

283. The evaluation is being commissioned to enable the Country Office (CO) to systematically assess the relevance, effectiveness and sustainability of its completed and ongoing Country Capacity Strengthening (CCS) activities since July 2018, and to support the CO's strategic planning, learning and accountability.

#### *Subject and focus of the evaluation*

284. CCS is the main programme implementation approach of the ongoing Country Strategic Plan (CSP) 2018-2023 and is implemented across four interrelated strategic outcomes: i) emergency and crisis response, ii) reducing malnutrition, iii) food security and nutrition in the BARMM and iv) increased adaptive capacities for managing disaster risk and climate change.

285. A core strategy of the CSP is for WFP to phase out of direct implementation of food assistance and instead strategically position itself as a key partner to the Government of the Philippines to strengthen their capacity and technical expertise in delivering food assistance to the most food insecure populations in the country.

286. WFP defines the term CCS as the process through which individuals, organizations and societies obtain, strengthen and maintain their capabilities to set and achieve their own development objectives over time. It is about building on existing skills, knowledge, systems and institutions to enable governments to take responsibility for investing in and managing hunger solutions. WFP Philippines provides CCS support to national and subnational government departments and institutions, with a view to maximizing country ownership and ensuring target stakeholders can effectively, efficiently, and self-sufficiently manage and deliver products and services to their target groups.

#### *Objectives and stakeholders of the evaluation*

287. This evaluation has dual and mutually reinforcing objectives of accountability and learning. More weight is given to the learning aspect and will determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to primarily inform strategic decision-making. Findings will be actively disseminated, and recommendations used to adjust WFP's strategic approach in the Philippines, including considerations for gender equality and empowerment of women (GEWE) and Accountability to Affected Populations (AAP), to make it more relevant, effective and sustainable.

288. Several stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process.

#### *Key evaluation questions*

289. The evaluation will address the several key questions including:

- To what extent has WFP enhanced the government's capacity to achieve zero hunger and effectively respond to emergencies in the following areas: i) Policies and legislation, ii) Institutional effectiveness and accountability, iii) Strategic planning and financing, iv) Stakeholder programme design, delivery and M&E, and v) Engagement and participation of community including women/men, people of different ages, different ethnicity and physical ability, civil society and private sector; considering the following domains: i) Enabling Environment, ii) Organizational domain, and iii) Individual domain.
- How effective is WFP's approach regarding supporting GEWE and AAP?

- What levels of self-sufficiency have Government partners in the Philippines achieved through WFP's CCS activities across the five pathways and three domains?

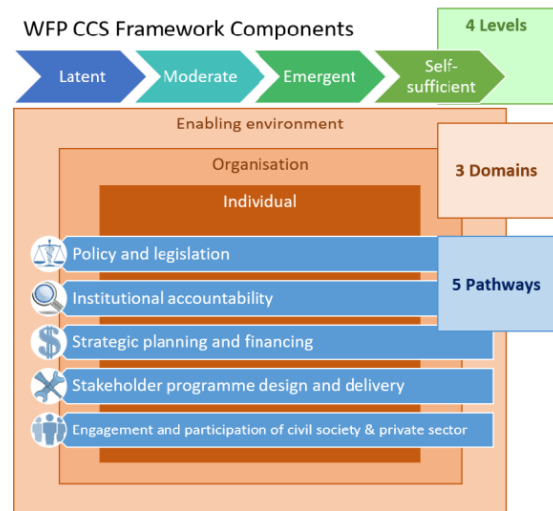
### **Scope, methodology and ethical considerations**

290. The evaluation will cover key CCS activities implemented across the entire country. These activities are conducted in partnership with the national, regional and local levels of the Philippine government. Since CCS programmes and projects cut across strategic outcomes and deal with various entities in the Government at different levels, the scope of the evaluation will cover a wide spectrum of engagements and modalities. Furthermore, the evaluation scope should include WFP's support to the Government's response to the COVID-19 pandemic.

291. The relevance, sustainability and particularly effectiveness of WFP's CCS activities in the Philippines will be analysed using WFP's corporate CCS Framework.

292. The evaluation will select five CCS activities undertaken by WFP for detail thematic assessments, they will be evaluated on their own terms, i.e., what outputs did they expect to achieve and how far have expected capacity gains been realized. The evaluation can also make comparisons internally – which activities have advanced furthest, which have faced the greatest constraints, and why. These activities will be selected at the Inception Phase. It will then provide an overall assessment of the CCS portfolio, using international evaluation criteria and integration with other cross-cutting WFP objectives in areas such as GEWE and AAP.

293. The evaluation conforms to WFP and UNEG ethical standards and norms. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants.



### **Roles and responsibilities**

294. Evaluation team: The evaluation will be conducted by a multi-disciplinary, gender-balanced team, who together include an appropriate balance of expertise and practical knowledge in evaluation, CCS, GEWE and AAP, familiarity with the Philippines and WFP context.

295. Evaluation Committee: The committee will support the evaluation manager in making decisions, reviewing draft deliverables (TOR, inception report and evaluation report) and submitting them for approval by the CD who will be the chair of the committee.

296. Evaluation Reference Group: The group acts as advisors during the evaluation process, they are not taking key decisions about the evaluation. The group includes both internal and external stakeholders.

### **Communication**

297. Preliminary findings will be shared with internal and external stakeholders during a debriefing session at the end of the data collection phase. A validation workshop will also be conducted to discuss preliminary conclusions and recommendations. Evaluation findings will be actively disseminated, and the final evaluation report will be publicly available on WFP's website.

### **Timing and key milestones**

- Inception Phase: August – December 2021

- Data Collection: January – February 2022
- Analysis and Reporting: March 2022
- Dissemination & Follow-up: April – May 2022

# Annex 8: Terms of reference addendum



Decentralized Evaluation Quality Assurance System (DEQAS)

## Terms of Reference (Addendum)

**THEMATIC EVALUATION OF WFP PHILIPPINES'  
COUNTRY CAPACITY STRENGTHENING ACTIVITIES BETWEEN  
JULY 2018 AND JULY 2021**

**WFP Philippines**





1. On 23 June 2021 an informal briefing was held with shortlisted LTA companies for the DE to share new thinking from the PHCO and RBB on the scope of the evaluation. The LTA companies agreed in principle that they would be willing to modify their proposals in line with a ToR addendum, as follows:
2. The PHCO CSP MTR will be completed by July. This will include review of CSP results to date at the output and outcome level.
3. Because CCS outputs and outcomes are not sufficiently captured by the current Corporate Results Framework, the DE is commissioned partly to fill this gap.
4. The CCS activities at the PHCO level are not formally captured in a conceptual framework: e.g. there is no formal baseline or theory of change for results measurement.
5. Therefore the evaluation will involve reconstruction of baseline and theory of change, using available evidence such as MoUs, joint work plans and such goal and vision statements that are available.
6. An assessment will be made on the capacity level of the government in the chosen areas of collaboration, as well as the capacity level of WFP to be able to support/foster the envisioned capacity gains, at the start of the CSP in 2018. The extent of progress in government capacity (e.g. from latent to moderate) as well as WFP capacity to deliver capacity strengthening activities will be assessed using the reconstructed theory of change. (i.e how did WFP think it was going to change government capacities, was it equipped to do this and how realistic was the stated ambition) This can be expanded into multiple activity theories of change if the modus operandi varies significantly across activities.
7. The evaluation will select approximately 5 CCS workstreams undertaken by WFP for detail case study, they will be evaluated on their own terms, i.e. what outputs did they expect to achieve and how far have expected capacity gains been realised. The evaluation can also make comparisons internally – which workstreams have advanced furthest, which have faced the greatest constraints, and why. These workstreams will be selected at the Inception Report stage.
8. In a second stage of analysis of the case study findings, the evaluation will then provide an overall assessment of the PHCO CCS portfolio, using Evaluation Questions aligned with the DAC criteria and integration with other cross cutting WFP objectives in areas such as gender and accountability to affected populations.



9. The formative aspect of the evaluation will be to bring to bear specialist expertise on building state capabilities in developing countries, as well as national level expertise on context specific elements of government enabling, to develop a draft WFP Philippines country capacity strengthening strategy with an attendant results framework.
10. It is expected that the government stakeholders will be supportive but passive at the start of the evaluation. The design should contemplate extensive data gathering with government and other partners and the Evaluation Team will assist in engaging the government to be involved in co-creation of the conclusions and recommendations.
11. Shortlisted LTAs are requested to reconsider their team composition and methodological approach in light of these revised plans for the evaluation. Further, LTAs should consider that the final report needs to be submitted by December 2021.
12. The closing date is 10 July 2021 at 23.59 Manila time.

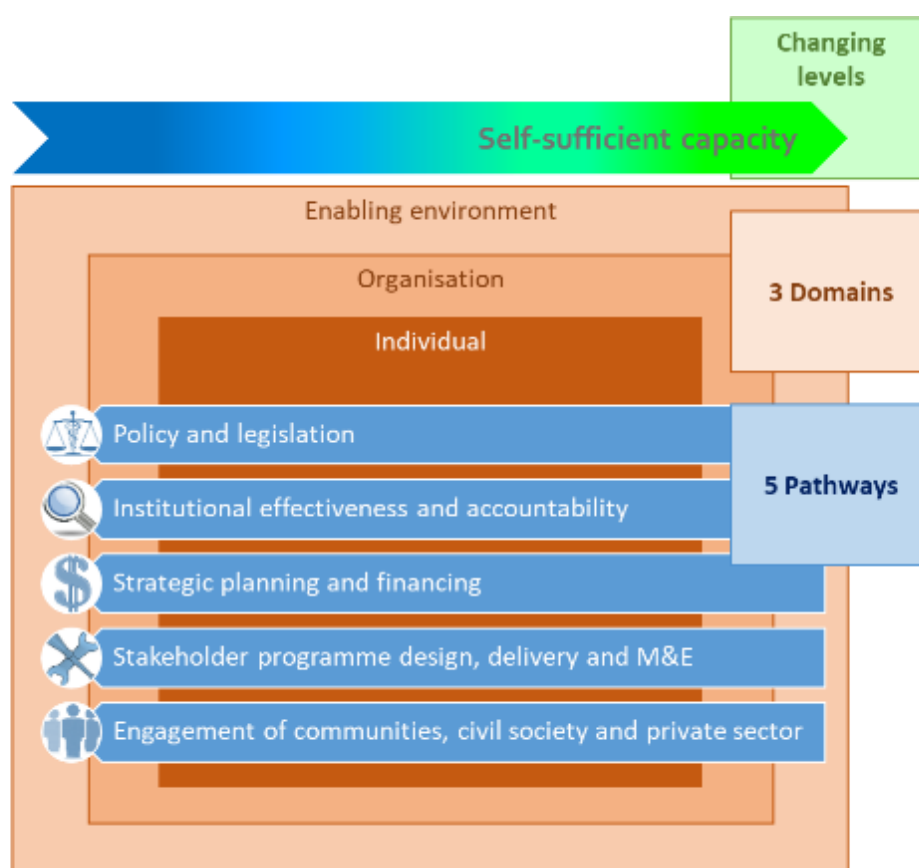
# Annex 9: Methodology

298. This annex supplements the description of methodological design in Section 1.4, first with a brief overview of the WFP CCS framework, followed by a description of the overall approach, selection criteria for the thematic assessments, descriptions of the final themes chosen, data collection techniques, analytical techniques, notes on planned versus actual methodology, and notes on ethical risks and safeguards.

## WFP CAPACITY STRENGTHENING FRAMEWORK

299. The relevance, effectiveness and sustainability of WFP's CCS activities in the Philippines is analysed using WFP's corporate CCS Framework (Figure 2), including across its three domains, five pathways and four levels.

**Figure 2: WFP country capacity strengthening framework**



**Capacity levels.** Country capacities are defined by four levels: latent, emergent, moderate and self-sufficient. The corporate CCS Framework defines these as:<sup>247</sup>

**Latent Capacity** is characterized by the absence of basic anti-hunger institutions, a lack of funding for anti-hunger activities, heavy reliance on external assistance for programme design and implementation, and low levels of sustainability and civil society participation.

**Emergent Capacity** represents a capacity level that supports some elements of a given response capacity and demonstrates developing critical organisational capacities; limited national budget allocation that is largely dependent on external funding; limited technical capacities to design and

<sup>247</sup> WFP. 2017. WFP. Corporate Approach to CCS Toolkit Component 001.

implement projects; and limited application of anti-hunger policies with variable sustainability and participation of the civil society.

**Moderate Capacity** demonstrates key elements of the response capacities that are established within the national institutional setting with fairly strong critical organisational capacities; increasing allocation of national funds; technical capacities, know-how and experience are gaining momentum; policy instruments operate at an intermediate and consistent level; the necessity for sustained capacity is acknowledged and sanctioned by the national constitution and various elements of civil society participation

**Self-sufficient Capacity** contains the desired elements of response capacity, governance capacity, and core capabilities that are rooted in a well-functioning national institutional setting with effective inter-sectorial coordination, enhanced national financing arrangements, and programme design and management with sustainability aspects being met as well as civil society voice to ascertain further sustained accountability of the system

## SELECTION CRITERIA FOR THEMATIC ASSESSMENTS

300. In preparing a list of thematic focus areas, the ET relied primarily on inception-phase interviews with activity managers and discussions with members of the evaluation committee. It then devised the following preliminary selection criteria as a basis for selecting assessment themes. The criteria were defined as “preliminary” to allow room to include cases that do not strictly meet these criteria but address interests of the country office. The final selection was agreed to by both the evaluation committee and the ET.
301. **CCS with demonstrable results.** The evaluation was grounded in an appreciative inquiry approach, i.e., there needs to have been some (positive) results/change so there are learnings to tell. Examples of things that have gone poorly may also be included. However, by identifying leading practices, they can inform the CCS ToC.
302. **Information is available and accessible.** Documentation and/or primary interviews are available to assess. The diagnostic/assessment approach focused on a series of structured discussions (FGDs and/or KIIs) to document the CCS experience; therefore, staff and government partners should be available and willing to meet with the ET.
303. **Usefulness to the country office.** The focus of the thematic assessments should align with the country office’s line of sight for the next CSP to maximize usefulness for the country office to the extent possible and to the extent the country office has already done this foresight thinking.
304. **One thematic assessment per SO/activity.** The evaluation should select CCS activities undertaken by WFP that together cover all CSP SOs except for SO1, which does not relate to CSS but focusses on direct WFP assistance in emergencies.

## FINAL THEMATIC ASSESSMENT THEMES

305. **Theme 1: Food Security and Nutrition in BARMM.** The BARMM FSN Roadmap and its contribution to governance and the Humanitarian Development Peace Nexus (HDPN).
306. **Theme 2: Digital Advisory and Solution Services (SCOPE).** WFP has been providing digital advisory and solution services to DSWD to improve beneficiary data management and enhance social protection delivery systems and programmes. Since 2021, WFP has also provided technical assistance to the DSWD Field Office in Region V for using SCOPE to improve the beneficiary database of the Emergency Shelter Assistance (ESA) programme and support ESA cash distribution.
307. **Theme 3: Evidence building for fortified rice and social behaviour change.** WFP has provided technical support to evidence building for locally sourced iron-fortified rice (which can effectively contribute to the reduction of anaemia among school-aged children), linked to Social Behaviour Change Communication to positively influence nutrition-related behaviour including investments in the production and consumption of local iron-fortified rice.

308. **Theme 4: Disaster preparedness and response – food packing systems.** Capacity strengthening on disaster preparedness and responses linked to WFP’s core capacities and long-term relationship with DSWD that have evolved over time, including humanitarian logistics and supply chain support. This theme focusses on a collaborative initiative mechanized packing facilities to produce family food packs.
309. **Theme 5: Disaster preparedness and response: emergency telecommunications.** WFP partnered with DICT by way of a “one of its kind” project whereby the Government both requested and funded WFP to co-design and co-produce telecommunications unit prototypes with training and capacity strengthening.
310. **Theme 6: Anticipatory Action.** Capacity strengthening on climate risk management through the co-development, implementation, and institutionalization of Anticipatory Action systems to mitigate the impact of extreme climate hazards.

## PLANNED VERSUS ACTUAL METHODOLOGY

311. Table 12 summarizes the intended and actual methods applied in the evaluation, limitations to validity and mitigation measures, and lessons for future evaluations and WFP stakeholders.

**Table 12: Planned versus actual methodology**

Planned method	Comments on application	Limitations to validity	Lessons for future evaluations
Data collection approach	<ul style="list-style-type: none"> <li>• <b>Document review:</b> A known limitation was the lack of documentation on country office CCS activities, which formed a large part of the rationale for the DE.</li> <li>• <b>Thematic review approach:</b> The FGDs and KIIs organized as part of the thematic reviews were sufficient to build the CCS narratives. Combined with other data sources, e.g., CSP level KIIs, this enabled a grounded reflection of CCS performance under this CSP.</li> <li>• <b>Additional KIIs:</b> Additional KIIs were organized with the country office to understand functional engagement in/support to CCS activities, and with RBB and HQ level to place country office performance in the broader WFP CCS vision and approach.</li> <li>• An e-survey was initially planned to collect additional reflection on CCS activities but was not implemented. The thematic reviews already provided sufficient saturation against the CCS experiences of stakeholders. The e-survey was not an appropriate method to collect CCS insights, with limited value-add to what was already collected through the thematic reviews. Instead, additional LOE was spent on KII follow-up and additional KIIs.</li> </ul>	None	<ul style="list-style-type: none"> <li>• The e-library is a good system for document sharing and should continue.</li> <li>• Despite “Zoom fatigue” during certain periods, the remote data collection experience compelled by the pandemic has proven that conducting KIIs and FGDs via online platforms is a viable data collection format and, with a skilled facilitator and technical support, yields quality information.</li> <li>• Online sessions can be recorded, and transcripts can be auto generated from those recordings. While this feature assists in cleaning up hand-taken notes, the transcription technology is poor; the transcripts require substantial revision and correction before they can be presented formally.</li> <li>• Flexibility from the country office is appreciated in allowing the ET to use the analysis and reporting period to conduct additional data collection, especially when dealing with government interviews that may be difficult to schedule.</li> <li>• It is important to regularly assess whether the original evaluation design remains relevant as the plan rolls out and be flexible to adjust that design when circumstances warrant. Efficiency should also be pursued: if, based on an assessment of the quality and validity of data gathered, a planned subsequent data collection exercise</li> </ul>

Planned method	Comments on application	Limitations to validity	Lessons for future evaluations
			is deemed unnecessary to answer the evaluation questions and validate findings, the ET, in consultation with the evaluation manager, should be free to adjust the plan. In this case, a “saturation point” had been reached as far as the primary data collected and validated, and the e-survey was agreed to be no longer needed to satisfy the evaluation requirements.
Analytical approach	<ul style="list-style-type: none"> <li>The analytical approach was implemented as planned. The ET conducted the analysis as per the methods stated in the approved inception report, and presented the analysis results (findings, conclusions and recommendations) in a high-quality report.</li> </ul>	None	<ul style="list-style-type: none"> <li>If the country office requires additional data products, such as data matrices or clean transcriptions of recorded sessions, this should be made clear upfront so that the preparation of such products for external use (anonymized, redacted, and cleaned up) can be budgeted and planned for.</li> </ul>

## ETHICAL RISKS AND SAFEGUARDS

312. Table 13 summarizes the ethical issues, risks and safeguards in place for this evaluation.

**Table 13: Ethical considerations, risks and safeguards**

Phase	Ethical issues	Risks	Safeguards
Inception	<ul style="list-style-type: none"> <li>Sample design is inclusive and fair</li> </ul>	<ul style="list-style-type: none"> <li>Certain activities or stakeholders are not included</li> </ul>	<ul style="list-style-type: none"> <li>ET shared the interview list with the Evaluation Manager and Evaluation Reference Group to ensure appropriate stakeholders were included</li> </ul>
Data collection	<ul style="list-style-type: none"> <li>Sample is inclusive and fair in representing all members of participant groups and stakeholders</li> <li>The information collected reflects a range of perspectives and present unbiased views</li> </ul>	<ul style="list-style-type: none"> <li>Interviews do not reflect views of women, excluded groups, or other stakeholders</li> <li>Respondent bias</li> <li>Inappropriate behaviour toward vulnerable groups</li> <li>Participants do not know purpose of evaluation or participate unwillingly</li> </ul>	<ul style="list-style-type: none"> <li>ET shared the interview list with the Evaluation Manager and Evaluation Reference Group to ensure appropriate stakeholders were included</li> <li>Interviewers ensured representation of all beneficiaries; a range of stakeholders were interviewed</li> <li>Perspectives were solicited from a range of stakeholders and took anticipated bias into account</li> <li>Evaluation purpose, confidentiality and voluntary participation were explained prior to beginning interviews</li> </ul>



	<ul style="list-style-type: none"> <li>- Safe participation of girls, boys, women and men, and all vulnerable groups</li> <li>- Participants give voluntary, informed consent before interviews</li> <li>- Data collection is culturally sensitive and does not harm participants</li> <li>- Evaluation participants are protected from exposure to COVID-19</li> </ul>	<ul style="list-style-type: none"> <li>- Conduct of interviewers or content of question may be upsetting or offensive to participants</li> <li>- Invited interviewees do not want to participate</li> <li>- Participants exposed to risk of COVID-19</li> </ul>	<ul style="list-style-type: none"> <li>- Data were collected by national consultants who are sensitive to cultural norms</li> <li>- Data collection was remote; COVID-19 concerns not applicable</li> </ul>
Data analysis	<ul style="list-style-type: none"> <li>- Data storage is secure</li> <li>- Data are analysed in a neutral and unbiased way</li> <li>- Quantitative data are valid and reliable</li> <li>- Qualitative data are meant to explain issues and views in depth but is not statistically valid</li> </ul>	<ul style="list-style-type: none"> <li>- Unauthorized parties get access to data</li> <li>- Quantitative data are presented as valid when not statistically valid</li> <li>- Qualitative data are presented as representative rather than explanatory</li> </ul>	<ul style="list-style-type: none"> <li>- Data are stored on secure servers and deleted from devices after uploading to server</li> <li>- Data are triangulated through a mixed -methods approach</li> <li>- Statistical validity of quantitative data is presented with data</li> <li>- Qualitative data are identified as such when used in the report</li> </ul>
Reporting	<ul style="list-style-type: none"> <li>- Participant confidentiality is maintained</li> <li>- Generalizability of findings</li> </ul>	<ul style="list-style-type: none"> <li>- Individuals and their views can be identified</li> <li>- Resources and time determine the scope and how much the evaluation team can cover</li> </ul>	<ul style="list-style-type: none"> <li>- All identifying information will be removed from narrative and interview lists in the final versions of the report to be circulated</li> <li>- Any limitations to generalizability of findings will be identified</li> </ul>

313. In addition to following UNEG guidelines, all staff, consultants, and officers must comply with TANGO's policies and procedures, including TANGO's Code of Ethics and Conduct. TANGO consultants are trained internally on ethical research safeguards, and child and youth protection, based on current UNICEF guidance and client policies and standards, where available.<sup>248</sup>

314. The ET has ensured appropriate ethical considerations were in place for all interviews, particularly for sensitive populations, through transparent practices including: informing all interviewees of the purpose and duration of the interview, how they were identified to participate in the interview, informing interview participants of their rights, providing guarantees that specific interview findings will remain confidential and that all information provided will be used to assess the programme – with no direct attribution to the interviewee. Finally, all interviewees were informed that they may choose not to participate and asked to give their verbal consent to participate. There were no interview refusals. To the best of its ability, TANGO has ensured that data collection was efficient and respectful of people's time and did not collect data that will not be used.

315. The ethical and safeguarding issues described above were monitored throughout the evaluation process. None arose during the evaluation.

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<sup>248</sup> [UNICEF: Ethical Research and Children.](#)

# Annex 10: Evaluation timeline

**Table 14: Evaluation timeline**

Steps	Date	Updated 3/3/22	Updated 8/4/22
<b>Inception</b>			
Briefing core team	Aug 24	Done; IR final PDF version from country office dated Jan 14, 2022	Done; IR final PDF version from C country office dated Jan 14, 2022
Desk review of key documents by evaluation team	Late Aug – Sep		
Inception mission (remote)	Sep – early Nov		
TANGO submits draft inception report (IR): IR_v1; EM and RBB PoCs’ preliminary review	Nov 12 (Fri)		
EM sends TANGO preliminary written comments from EM and RBB	Nov 17 (Wed)		
EM, RBB and TANGO discuss comments on regular weekly call, extra information requested and provided	Nov 22 (Mon)		
TANGO submits IR_v2	Dec 8 (Wed)		
EM reviews IR_v2 and sends for DEQAS review	Dec 9-10 (Thu-Fri)		
DEQAS returns comments; EM shares with TANGO	Dec 20 (Mon)		
<i>TANGO gets a head start on data collection/ interview scheduling and implementation as much as possible</i>	<i>Dec – early Jan</i>		
TANGO submits IR_v3	Dec 23 (Thu)		
<i>December holidays with country office and TANGO closed</i>	Dec 24-31 (Fri-Fri)		
EM reviews IR_v3 and sends to ERG for review	January 3 (Mon)		
TANGO presents IR_v3 to the ERG	January 11 (Tue)		
ERG returns comments; EM shares with TANGO	January 15 (Fri)		
TANGO submits IR_v4 (presumptive final version)	January 20 (Wed)		
Last touches to finalize IR if needed	January 21(Thu)		
EM/ eval committee approve final IR; EM shares with key stakeholders	January 22 (Fri)		
<b>Data collection</b>			
		Philippines public holidays: Apr 14, 15, May 1, Eid al-Fitr May 2-3	
Data collection (includes interview scheduling and implementation)	Through Feb 25 (Fri)	6 weeks total:	Through May 6 (Fri)

		FGDs themes 1,3: Mar 14- Apr 22	FGD/KIIs themes 1, 3: March 30 (done)
		FGDs themes 2, 4, 5: Apr 4-Apr 22	FGD/KIIs theme 2: April 6-14 – May 6
			FGD/KIIs theme 4: April 8 -May 6
			FGD/KIIs theme 5: April 7 (done)
End-of-data-collection debriefing	Feb 28 (Mon)	Thurs Apr 28	Thurs Apr 28
<b>Analysis and reporting</b>			
	PH public holidays: Jun 13, Eid al-Adha July 9-10, Aug 29		
	US holidays: Jun 20, Jul 4, Sep 5		
TANGO submits draft evaluation report (ER): ER_v1	March 26 (Fri)	Thu May 26	Thu May 26
Validation workshop with CO, presenting findings and recommendations	Mar 31 (Thu)	Thu Jun 2	Thu Jun 2 (live feedback on ER to TANGO)
EM shares feedback on ER_v1 including RBB inputs	April 4 (Mon)	+ 2 weeks from workshop Jun 17	Thu Jun 16 (including compiled feedback from workshop)
Joint review session of EM + RBB feedback	--	--	Tue Jun 16
TANGO submits ER_v2	April 18 (Mon)	+ 2 weeks Jul 1	Fri Jul 1
EM shares ER_v2 with DEQAS and ERG	April 19 (Tue)	--	Jul 1-12
EM sends DEQS comments to TANGO	April 29 (Fri)	+ 3 weeks Jul 22	Tue Jul 12
Feedback session with DEQS reviewer for TANGO	--	--	Week of Jul 5
EM sends ERG comments to TANGO	--	--	Tue Jul 12
Joint review session of ERG feedback (EM + TANGO)	--	--	Week of Jul 12
TANGO submits ER_v3 (presumptive final version incorporating DEQS + ERG feedback)	May 16 (Mon)	+ 2 weeks Aug 5	+ 2 weeks Tue Jul 26

EM shares ER_v3 with ERG	May 17 (Tue)	--	n/a
ERG returns comments; EM shares with TANGO	May 27 (Fri)	+ 10 days Aug 17	n/a
TANGO submits ER_v4 (presumptive final version)	June 10 (Fri)	+ 2 weeks Sep 2	n/a
Last touches to finalize ER if needed	June 13-14 (Mon-Tue)	+ 1 week Sep 9	Wed 27-Fri 29 Jul
EM/ eval committee approve final ER; EM shares with key stakeholders	June 17 (Fri)	--	Mon Aug 1 <sup>st</sup>
<b>Dissemination and follow up</b>			
Prepare management response	July	EM to insert	August
Share final evaluation report and management response with WFP Office of Evaluation for publication	July	EM to insert	September

## Annex 11: Thematic assessment FGD/KII schedule

Theme	Date	No. Participants
Theme 1: Food Security and Nutrition in BARMM	FGD 1: March 30	17
	FGD 2: April 18	9
	<b>Total</b>	<b>26</b>
Theme 2: Digital Advisory and Solution Services (SCOPE) to DSWD	FGD 1: April 6	4
	KII: Alicia Follosco, April 12	1
	FGD 2: April 21	10
<b>Total</b>	<b>15</b>	
Theme 3: Evidence Building for Fortified Rice and Social Behaviour Change.	FGD 1: March 30	16
	KII: Rhea de Leon, April 12	1
	KII: Dr. Corazon Barba, April 12	1
	FGD 2: April 20	10
<b>Total</b>	<b>28</b>	
Theme 4: Disaster Preparedness and Response (GECS-MOVE)	KII: Martin Kristensson, March 21	1
	KII: Mats Persson (Rome) (and Martin & Glenda) April 7th	3
	<b>Total</b>	<b>4</b>
Theme 5: Disaster Preparedness and Response (Logistics and mechanized food packing system)	KII: Kevin Howley, March 21	1
	FGD 1 (Logistics): April 8	5
	FGD 2 (Logistics): April 20	5
<b>Total</b>	<b>11</b>	
Theme 6: Climate Risk Management (CRM)	FGD 1: April 7	9
	KII: Analiza Solis and Rosalina De Guzman, 30 June	2
<b>Total</b>	<b>11</b>	
<b>TOTAL NO. PARTICIPANTS: 95</b>	<b>TOTAL UNIQUE PARTICIPANTS: 72</b>	<b>TOTAL WFP STAFF: 16</b>

# Annex 12: Evaluation matrix

Evaluation Question					Criteria
Subquestions	Indicators	Data collection methods	Sources of data/information	Data Availability/reliability	Data analysis methods/triangulation
1. <b>RELEVANCE:</b> How relevant is WFP Philippines' country capacity strengthening work to country priorities and people's needs?				<b>Strength of evidence rating:</b> <b>1 = weak/limited</b> <b>2 = fair</b> <b>3 = strong</b>	Relevance
1.1 To what extent is the CCS work relevant/aligned with national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals and the Philippines National Development Plan?	<ul style="list-style-type: none"> <li>Alignment with national objectives and interventions set out in government policies, strategies and plans</li> <li>Evidence of studies, assessments and detailed analysis to develop and design CCS approaches</li> <li>Evidence of adaptive management to stay aligned, taking into account changing context (e.g., COVID-19)</li> </ul>	Semi-structured thematic assessments  Document review	KIIs: National and local government officials, WFP staff  National policies and strategies relevant to CSP areas of work  ACRs, country briefs, internal reports	<b>3</b>  Documentation available and to be triangulated with KII perspectives.	Comparison of government policy/strategy documents with CSP documents and programmatic documents to assess consistency and alignment  Triangulation through interviews with government and WFP staff to probe and confirm desk review findings



<p>1.2 To what extent is the CCS work coherent and aligned with the SEPF, and the wider United Nations and other strategic partnerships based on the comparative advantage of WFP in the Philippines?</p>	<ul style="list-style-type: none"> <li>• Documented participation in coordination bodies; role played and frequency</li> <li>• Complementarity with collaborating United Nations agencies and other partnerships</li> <li>• Quality of relationships between WFP and its partners</li> </ul>	<p>Semi-structured thematic assessments</p>	<p>KIIs: United Nations and other partner staff, national and local government officials, WFP staff</p> <p>ACRs, country briefs, internal reports</p>	<p><b>3</b></p> <p>Documentation available and to be triangulated with KII perspectives.</p>	<p>Comparison of statements around targets and goals</p>
<p><b>2. EFFECTIVENESS: How effective is the country office approach to country capacity strengthening?</b></p>				<p><b>Strength of evidence rating:</b></p> <p><b>1 = weak/limited</b></p> <p><b>2 = fair</b></p> <p><b>3 = strong</b></p>	<p><b>Effectiveness</b></p>
<p>2.1 What is the quality of WFP's CCS approach assessed through the lens of WFP's CCS framework?</p>	<ul style="list-style-type: none"> <li>• Implicit and explicit performance diagnostic of CCS process against the five pathways, three domains and four capacity levels in the WFP CCS Framework</li> </ul>	<p>Semi-structured thematic assessments Document review</p>	<p>KIIs: National and local government officials, WFP staff</p> <p>WFP CCS Framework</p> <p>ACRs, country briefs, internal reports, MTR report</p>	<p><b>3</b></p> <p>Documentation available and to be triangulated with KII perspectives.</p>	
<p>2.2 To what extent did the CCS work deliver expected outputs and contribute to expected outcomes?</p>	<ul style="list-style-type: none"> <li>• Planned vs achieved outputs and outcomes</li> <li>• Achieved results vs envisaged results</li> <li>• Quality of activities and outputs</li> <li>• Perceptions of beneficiaries of CCS outcomes</li> </ul>	<p>Semi-structured thematic assessments Review of WFP quantitative output and outcome data</p>	<p>KIIs: National and local government officials, WFP staff</p> <p>ACRs, country briefs, internal reports</p>	<p><b>3</b></p> <p>Most documentation is available with some gaps in output monitoring data.</p> <p>Available documentation to be triangulated with KII perspectives.</p>	<p>Data and document review triangulated against perspectives of a range of internal and external stakeholders</p>

<p>2.3 To what extent did WFP's CCS work facilitate strategic and/or operational linkages between humanitarian, development, and peacebuilding nexus elements</p>	<ul style="list-style-type: none"> <li>Evidence of specific linkages developed and supported by CCS</li> <li>Evidence of results from specific operational linkages of the nexus</li> <li>Evidence of new and/or enhanced strategic and/or operational linkages within the nexus</li> <li>Monitoring data reflects progress towards intended results</li> </ul>	<p>Semi-structured thematic assessments</p> <p>Review of WFP quantitative output and outcome data</p>	<p>KIIs: National and local government officials, WFP staff</p> <p>ACRs, country briefs, internal reports,</p> <p>HDP case study, Forum ZFD report</p>	<p style="text-align: center;"><b>3</b></p> <p>Documentation available and to be triangulated with KII perspectives.</p>	<p>Examination of results and action emanating from coordination groups and WFP's role within these groups and processes</p>
<p>2.4 To what extent did WFP ensure inclusion of cross-cutting themes in its CCS work (humanitarian principles, protection, accountability to affected populations, gender, prevention of sexual exploitation and abuse, and other equity considerations)?</p>	<ul style="list-style-type: none"> <li>Evidence of analytical work conducted on these themes (complementary to Q4.1)</li> <li>Evidence of the application of the analytical work to strategic and operational decisions</li> <li>Activities show evidence of consideration of crosscutting issues</li> <li>Monitoring data is appropriately disaggregated (e.g., by gender) and reflects progress towards intended results</li> </ul>	<p>Semi-structured thematic assessments</p> <p>Document review</p>	<p>Documentation of analyses on cross-cutting themes</p> <p>CSP results framework</p> <p>CSP reporting documents</p>	<p style="text-align: center;"><b>1</b></p> <p>Limited analytical work conducted. Limited monitoring data and significant gaps and inconsistencies in monitoring data across years.</p> <p>Limited sex-disaggregated data for CCS outcome indicators.</p>	<p>Analysis of how WFP analytical work on cross-cutting themes was integrated into programme decisions and operational documents</p> <p>ET assessment of quality of analytical processes and documents</p> <p>Comparison with WFP corporate standards for protection and accountability to affected populations, gender and equity and humanitarian principles</p>
<p><b>3. <u>SUSTAINABILITY</u>: How sustainable are country capacity strengthening results?</b></p>				<p><b>Strength of evidence rating:</b></p> <p><b>1 = weak/limited</b></p> <p><b>2 = fair</b></p>	<p><b>Sustainability</b></p>

<p>3.1 To what extent are systems, policies and procedures that have been influenced by WFP's CCS work sustainable?</p>	<ul style="list-style-type: none"> <li>• Durability of material/infrastructure/systems established through WFP support</li> <li>• Sustained knowledge (and reported use) of new policies and procedures established with WFP support, and skills and knowledge gained through WFP support by partners</li> <li>• Evidence of the incorporation of systems, policies and procedures in partner documentation (especially government)</li> </ul>	<p>Semi-structured thematic assessments</p> <p>Document review</p>	<p>Documentation of systems, policies and procedures of partners (especially government)</p>	<p><b>3 = strong</b></p> <p><b>2</b></p> <p>While partners may be able to describe influences of CCS work on systems, policies, and procedures, there may be a lag time in their codification in institutional documentation.</p> <p>Limited documentation available from partners.</p>	<p>Perspectives of a range of internal and external stakeholders plus documentary record on actual and perceived sustainable gains, including discussion of threats to those gains (such as the impact of COVID-19)</p>
<p>3.2 To what extent does WFP CCS work contribute to sustainable gains among the final beneficiaries?</p>	<ul style="list-style-type: none"> <li>• Evidence of sustainable outcomes at beneficiary level</li> <li>• Perceptions of beneficiaries on sustainability of CCS gains</li> </ul>	<p>Semi-structured thematic assessments</p>	<p>KIIs: National and local government officials, WFP staff</p> <p>Outcome monitoring data</p>	<p><b>2</b></p> <p>Beneficiary and stakeholder perspectives available, and some outcome data. Longer-term monitoring data would be needed to ascertain sustainability over the long term.</p>	<p>Comparative analysis of range of documentary sources and beneficiary/stakeholder perspectives</p>
<p><b>4. What factors have affected the country capacity strengthening results?</b></p>				<p><b>Strength of evidence rating:</b></p> <p><b>1 = weak/limited</b></p> <p><b>2 = fair</b></p> <p><b>3 = strong</b></p>	<p><b>Factors that affected results</b></p>

<p>4.1 What was the quality of assessment and analysis that informed CCS design and implementation?</p>	<ul style="list-style-type: none"> <li>• Evidence of analytical work conducted</li> <li>• Evidence of the application of the analytical work to strategic and operational decisions</li> <li>• Evidence of incorporation of lessons and recommendations from previous evaluations</li> <li>• Gender analysis</li> </ul>	<p>Semi-structured thematic assessments</p> <p>Document review</p>	<p>Documentation of analyses/assessments</p> <p>CSP design and reporting documents</p> <p>Interviews with staff undertaking analysis</p>	<p><b>2</b></p> <p>Limited analytical work conducted.</p> <p>Gender Analysis still in draft form with possible recommendations for promoting GEWE.</p> <p>Available documentation will be triangulated with KII perspectives.</p>	<p>Analysis of how WFP analytical work was integrated into programme decisions and operational documents</p> <p>ET assessment of quality of analytical processes and documents</p> <p>Triangulation of desk review findings with KIIs with staff responsible for situation analysis, programme design and implementation, as well as with views of other actors</p>
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<p>4.2 To what extent is the CCS work aligned with WFP country office capacity?</p>	<ul style="list-style-type: none"> <li>• Achievements against plan</li> <li>• Evidence of impact of COVID-19 and related restrictions on activities and results</li> <li>• Assessment of staff capacities to meet planned targets for CCS</li> <li>• Assessment of staff skills, experience and capacity to support CCS in beneficiary organizations</li> <li>• Number of staff positions filled against total positions</li> <li>• Staff turnover during CSP</li> </ul>	<p>Semi-structured thematic assessments</p>	<p>ACRs, country briefs, internal reports</p> <p>KIIs: WFP staff; at country office and RB level</p> <p>Interviews with Human Resources on match between responsibilities and skills</p> <p>Interviews with staff on workload and ability to achieve targets</p> <p>Perceptions of partner organizations</p>	<p><b>3</b></p> <p>Documentation available and to be triangulated with KII perspectives.</p>	<p>Analysis of staff turnover and total positions/type positions filled versus available over the course of the CSP</p> <p>Perspectives of Human Resources staff and programme staff on match between skill sets and responsibilities</p> <p>Staff perceptions of workload and expected outputs</p>
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<p>4.3 To what extent has WFP been able to mobilize adequate, multi-year, predictable and flexible resources to finance its CCS work?</p>	<ul style="list-style-type: none"> <li>• Amount of financial support to the CSP against country office plans/needs</li> <li>• Change in financial resources over the course of the CSP</li> <li>• Change in donors over the course of the CSP</li> <li>• Allocation of financial resources across different CCS activities</li> </ul>	<p>Semi-structured thematic assessments</p> <p>Document review</p>	<p>CSP financial/budget documents</p> <p>ACRs, country briefs, internal reports</p> <p>Interviews with staff responsible for fundraising</p>	<p><b>2</b></p> <p>Limited financial/budgeting documentation</p> <p>Limited performance indicator data for expenditure versus implementation</p> <p>Available documentation to be triangulated with KII perspectives.</p>	<p>Examine the extent to which the CSP has been funded and which activities received the most funding; the extent to which the country office has communicated its successes and challenges and attempted to engage donors</p> <p>Examine the donor behaviour and messaging over the course of the CSP and how well the country office has responded and engaged with relevant donors.</p>
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<p>4.4 To what extent did the CCS work lead to/draw on partnerships and collaborations with other actors that positively influenced performance and results?</p>	<ul style="list-style-type: none"> <li>• WFP selection criteria for partners</li> <li>• Evidence of division of CCS responsibilities among partners according to capacities</li> <li>• Results of specific collaborations with partners on programme outcomes</li> <li>• Introduction or recruitment of new partners to address specific CCS needs</li> </ul>	<p>Semi-structured thematic assessments</p>	<p>Joint reviews and assessments conducted by WFP and partners</p> <p>Interviews with WFP CCS partners</p> <p>ACRs, country briefs, internal reports</p>	<p><b>2</b></p> <p>Limited availability of joint reviews and assessments</p> <p>Limited documentation on collaborative implementation by WFP and partners</p> <p>Available documentation to be triangulated with KII perspectives.</p>	<p>Assess complementarity between WFP and its partners in approaches, sharing information and working together</p> <p>Review track record and performance of partners and partnerships and assess the added value of the collaboration.</p> <p>Where possible, examine whether collaborative implementation by WFP and partners have led to more impactful outcomes</p> <p>Where possible, consider whether different partnerships could have been beneficial and whether WFP might have made alternative partnering decisions</p>
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# Annex 13: Data collection tools

## SECTION 1: REFERENCE MATERIAL FOR FACILITATORS

**Table 15: WFP corporate CCS framework: CCS definition**

Country Capacity Strengthening (CCS) refers to WFP technical assistance and capacity development to strengthen individual government capacities towards achieving zero hunger (SDG 2). This focuses on supporting the ability of States to draft and implement policies that promote food security and nutrition objectives, which typically involves a combination of disaster and climate risk management plans, robust social protection systems and inclusive economic and social programs.

**Table 16: WFP Philippines CCS themes and definitions**

Theme	Abbreviation	Description
Theme 1: Food Security and Nutrition in BARMM	BARMM	The BARMM FSN Roadmap and its contribution to governance and the Humanitarian Development Peace Nexus (HDPN).
Theme 2: Digital Advisory and Solution Services (SCOPE)	SCOPE	WFP has been providing digital advisory and solution services to DSWD to improve beneficiary data management and enhance social protection delivery systems and programmes. Since 2021, WFP has also provided technical assistance to the DSWD Field Office in Region V for using SCOPE to improve the beneficiary database of the Emergency Shelter Assistance (ESA) programme and support ESA cash distribution.
Theme 3: Evidence Building for Fortified Rice and Social Behaviour Change	RICE	WFP has provided technical support to evidence building for locally sourced iron-fortified rice (that can effectively contribute to the reduction of anaemia among school-aged children), linked to Social Behaviour Change Communication to positively influence nutrition-related behaviour including investments in the production and consumption of local iron-fortified rice.
Theme 4: Disaster Preparedness and Response	DRR	Capacity strengthening on disaster preparedness and responses linked to WFP's core capacities and long-term relationship with DSWD which have evolved over time, including humanitarian logistics and supply chain support (e.g., mechanized packing facilities to produce family food packs).
Theme 5: Climate Risk Management	CRM	Strengthening the government's capacity on climate risk management through the co-development, implementation and institutionalization of innovative tools including Anticipatory Action (AA) systems to mitigate the impact of extreme climate hazards, and the Climate Change and Food Security Analysis (CCFSA) to identify appropriate climate adaptation policies and programme measures at the national and local level.

**Table 17: WFP corporate CCS framework: pathways and domains**

Five CCS PATHWAYS	Definitions	Three CCS DOMAINS	Definitions
Policies and Legislation	National governments are the primary legal institutions guaranteeing the protection of citizens’ social and economic rights, including protection from the physical, emotional, and intellectual degradation caused by hunger. It is critical for WFP to work with stakeholders to facilitate relevant regulatory, legislative processes and policy frameworks that will facilitate achievement of specific food security and nutrition objectives.	Enabling environment	The enabling environment describes the broader system within which individuals and organizations function, that facilitates (or hampers) their existence and performance. It may refer to the broader, macro-context, or alternatively, a narrower environment or system within an organization or sector. This domain determines the “rules of the game” for how a society operates, including the interaction between and among organizations and government units, and with the private sector and civil society; it is here that the conditions are created that will allow for the effective development of individual and organizational capacities. It sets the context for capacity strengthening and determines the changes that may be necessary to ensure results.
Institutional Effectiveness and Accountability	This entails forging partnerships to strengthen capacities of national institutions (both formal and informal), build on strategies that require dialogue, understanding, and compromise among governments, organizations and communities. Through partnership, WFP will strive to enhance the capacities of national systems and ensure accountability, whether through strengthened coordination mechanisms or enhanced information management and dissemination systems; this may also include collaborating to establish and promote mechanisms for monitoring and enforcing existing relevant legislation and policies.	Organizational	It encompasses the internal policies, systems and strategies, arrangements, procedures and frameworks – including programme design and delivery – that allow an organization to operate and deliver on its mandate and that enable the coming together of individual capacities to work holistically and harmoniously to achieve goals. If these exist, are well-resourced and well-aligned, the capacity of an organization to perform will be greater than that of the sum of its parts. Capacities at the level of the organization also include such things as leadership, the organization’s ability to engage, to produce results and to manage change, as well as to provide relevant rewards and incentives, to adapt and self-renew.
Strategic Planning and Financing	Coherent action plans that focus on the achievement of the Zero Hunger Goal are critical and rest on consensus among partners about specific targets and objectives; division of roles and responsibilities; how and when feedback is provided, and the phasing out of external assistance. Included, among other things, is	Individual	This domain relates to the skills and knowledge that are vested in people (individuals, communities, groups, teams). Each person is endowed with a mix of capacities that allows them to perform, whether at home, at work, or in society at large. Capacities at this level are acquired through formal education, training, learning by

	strengthening capacities for strategic planning and mobilising resources to implement national action plans. This requires effective communication and coordination skills as well as the systematic documentation, sharing, and reviewing of lessons learned.		doing and experience, and increasingly through coaching and mentoring, networks, communities of practice and platform mechanism. Individuals can absorb any combination of hard and soft skills that can be expressed and acted upon to further specific achievements within their individual spheres or larger collective groups/entities e.g., communities, organisations, networks, etc.
Stakeholder Initiative Design and Delivery	This constitutes a deliberate and targeted investment in technologies and innovations for recovery from chronic hunger and disaster risk management through national systems. It includes instituting and strengthening social and productive safety net arrangements; stimulating local markets; applying science, research, technology, and innovations to strengthen local, national, and regional capacities for sustainable hunger reduction; and ensuring the sustained management of these inputs by national systems.	--	
Engagement and Participation of Civil Society and Private Sector	The whole of society approach recognizes the critical role to be played by national civil society, inter-faith and religious groups, formal and informal networks, communities, citizens, private sector and academia. Their engagement in designing, delivering and benefitting from national food security and nutrition plans and programmes is critical to achieving sustainable change and national development objectives. Concrete capacity strengthening interventions to support and strengthen their engagement in national development efforts should be considered as required by context.	--	

**Table 18: WFP corporate CCS framework: capacity definitions**

Capacity Level	Definition
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Latent	Absence of basic anti-hunger institutions, having a lack of funding for anti-hunger activities, being heavily reliant on external assistance for programme design and implementation, and having a low level of sustainability and civil society participation.
Emergent	Supporting some elements of a given response capacity and demonstrating development of critical organizational capacities; limited national budget that is largely dependent on external funding; having limited technical capacities to design and implement projects; and limited application of anti-hunger policies with variable sustainability and participation of the civil society.
Moderate	Having demonstrated key elements of the response capacities that are established within the national institutional setting with fairly strong critical organizational capacities; increasing allocation of national funds; technical capacities, know-how and experience are gaining momentum; policy instruments operate at an intermediate and consistent level; the necessity for sustained capacity is acknowledged and sanctioned by the national constitution and various elements of civil society participation
Self-sufficient	Containing the desired elements of response capacity, governance capacity, and core capabilities that are rooted in a well-functioning national institutional setting with effective inter-sectorial coordination, enhanced national financing arrangements, and programme design and management with sustainability aspects being met as well as civil society voice to ascertain further sustained accountability of the system.

**Table 19: Progression of focus groups**

FGD 1	FGD 2	FGD 3
Stage 1 – Exploratory Phase: Telling the story	Stage 2 - Validation Phase: Replaying, validating, and deepening the story	Stage 3 – Triangulation and Finalization Phase: Completing, and refining the story – drafting the pathway
Each session starts with general, open-ended questions around the CCS status, expected pathways, and results for each theme. FGD 1 is intended to elicit descriptive storytelling, and FGDs 2-3 to review and refine the main takeaways from the previous FGD, using an iterative process to frame and validate FGD input using the CCS framework.		

**Table 20: Structure of FGDs**

Main sections	Notes
Main Opening Qs (general)	<ul style="list-style-type: none"> <li>• Basic information on [THEME] and general vision for CCS; high-level</li> <li>• Mostly useful to start the conversation in FGD 1; later FGDs will touch on this but focus more on the five specific pathways</li> </ul>
Status of capacity in [THEME]: Overview	<ul style="list-style-type: none"> <li>• Opening high-level Qs re capacity in [THEME]</li> </ul>
Policies and legislation pathway	<ul style="list-style-type: none"> <li>• Yellow highlighting indicates that this section relates to a specific CCS pathway (the third yellow section combines two pathways)</li> <li>• Specific Qs on background, status and CCS relative to this pathway</li> <li>• Each section starts with opening Qs to get the conversation going</li> <li>• Qs organized by domain: enabling environment, organizational, individual; some domains are more relevant to specific pathways so may have few or no questions</li> <li>• Each section ends with Qs on WFP involvement</li> </ul>
Institutional effectiveness and accountability pathway	
Stakeholder initiative design and delivery pathway and Engagement and participation of civil society and private sector pathway	
Strategic planning and financing pathway	
Capacity assessment process	<ul style="list-style-type: none"> <li>• Global Qs</li> <li>• Section ends with Qs on WFP involvement</li> </ul>

## SECTION 2: MAIN OPENING QUESTIONS

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
Op-1	What is the broad goal/objective of [THEME]?	Facilitator presents high-level visual map of planned pathways, based on answers to opening Qs.  Does this pathway reflect the story of this theme? Any corrections, changes or additions needed?	Facilitator presents high-level visual map of planned pathways, based on answers to opening Qs – with any revisions from FGD 2.  Brief review of revised pathways map. Any final changes?
Op-2	How does SCOPE contribute to the government’s objectives for a unified registration system for shock response social protection? What is the expected result of WFP’s support?	(integrated into pathways visual)	(integrated into pathways visual)
Op-3	Describe the PLANNED steps, actions, activities, support WFP has taken to strengthen government capacity in [THEME].	(integrated into pathways visual)	(integrated into pathways visual)
Op-4	What assumptions (implicit or explicit) were made in undertaking this plan? i.e., What assumptions were considered necessary for success?	(integrated into pathways visual)	(integrated into pathways visual)
Op-5	Did those assumptions hold true? If not, explain what happened.	--	--
Op-6	Was the planned support to government implemented as originally envisioned? If not, 1) why not? 2) how was the support given different from what was planned?	(integrated into pathways visual)	(integrated into pathways visual)
Op-7	What results have been achieved thus far? i.e., What is the status of government capacity in [THEME]?	--	--
Op-8	What kind of WFP support to government capacity in [THEME] is most valued by government?	--	--
Op-9	In what areas is WFP support less important or less effective?	--	--

### SECTION 3: STATUS OF CAPACITY IN [THEME] OVERVIEW

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>Opening Qs</p> <p>How would you describe how the level of capacity in [THEME] has evolved over time?</p> <p>What changes in capacity level have occurred from baseline until now?</p> <p>What are your expectations for change in the level of capacity in [THEME] going forward?</p>	<p>Review and deepen</p> <p>We heard in FGD 1 that you described the capacity level of [THEME] as . . . .(repeat back what was said in FGD 1).</p> <p>Now using the CCS terminology and concepts, would you characterize/define it as being latent, moderate, emergent or self-sufficient at each stage? (<i>Refer to definitions in facilitator guide.</i>)</p> <p><b>NOTE:</b> Use the “Optometrist test” method of bracketing– (i.e., Which is better - one or two?) Refer to the WFP definitions for ‘latent,’ ‘moderate,’ ‘emergent,’ and ‘self-sufficient’ and use them to help bracket participants responses in order to classify/rate the capacity level at each stage.</p> <p>Capacity at baseline: _____</p> <p>Current capacity: _____</p> <p>Expected future capacity (2 years): _____</p> <p>Expected future capacity (5 years): _____</p>	<p>Review; present and discuss pathway</p> <p>Facilitator presents high-level graphic presentation of capacity evolution. Any changes needed?</p>
	<p>How have capacity strengthening levels been measured over time (from baseline until now)?</p>	<p>We heard you say that capacity strengthening levels are measured by (Repeat back what you heard from FGD1). Is this true? Is there anything missing?</p>	
	<p>Describe any assessment/analysis that were done at baseline to determine strengthen capacity activities.</p> <p>To what extent and what level of quality were these assessments done?</p>	<p>We heard you describe the assessments that were done at baseline to determine the [THEME] activities. (Repeat back what you heard from FGD1). Is there anything missing? Were any other assessments done?</p>	

## SECTION 4: POLICIES AND LEGISLATION PATHWAY

	FGD 1: Telling the story	FGD 2: Replay and deepening the story	FGD 3: Completing and refining the story
	Opening Qs	Review and deepen	<p>Review; present and discuss pathway incorporating three domains and assumptions/risks Any changes needed?</p> <p>What milestone changes/results do you expect/envisage over the short- to medium-term (3-5 years)?</p> <p>What risks and opportunities do you see over the short-medium term (3-5 years), specific to this pathway?</p> <p>What are the current assets/resources within WFP that you believe can/should contribute to future CCS efforts?</p> <ul style="list-style-type: none"> <li>• How can such assets/resources be better used for future capacity strengthening?</li> <li>• What role can WFP play in mitigating risks and seizing opportunities?</li> </ul>



	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>Enabling environment domain How does the current political infrastructure facilitate planning and delivery of services for [THEME]?</p> <ul style="list-style-type: none"> <li>PROMPT: Strengths and gaps?</li> </ul> <p>What policies and legislation in support of [THEME] were in place at the inception of WFP's partnership?</p> <ul style="list-style-type: none"> <li>National, regional, local</li> </ul> <p>How have policies and legislation evolved to date? How have these policies and legislation changed over time from baseline until now?</p> <p>What policy and institutional change is required in the future to achieve success?</p>	<p>Enabling environment domain In FGD 1 we heard you mention that certain policies and legislation in support of [THEME] changed over time. (Repeat back what was said in FGD 1) Facilitator presents bulleted list of policy and legislative commitments, strengths and gaps.</p> <p>Is this list complete? Any additional input?</p> <p>In order to achieve success in the future, we heard you say in FGD 1 that X policies and legislation needs to change. (Repeat back what was said in FGD 1). Is this correct? Is there anything missing?</p> <p>Going forward, what are the assumptions about the political and legislative framework that would affect the success of [THEME]? Are any risks associated with these commitments?</p> <p>How can risks be mitigated?</p> <p>Are new commitments needed to improve and ensure the enabling environment for [THEME]?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>Organizational domain What institutions, financial, technical, and/or human resources were in place to support the [THEME] at the inception?</p> <p>How have these institutions, financial, technical, and/or human resources changed over time from baseline until now? What gaps exist?</p> <p>What systems, strategies, and procedures were in place within your organization to design, implement, and review initiative design and delivery?</p> <p>Are there any groups (e.g., communities of practice, working groups, thematic groups, etc.) that exist to support the development and implementation of initiatives for the [THEME]? Are there any working groups that are needed for the future?</p>	<p>Organizational domain In FGD 1 we heard you say that certain institutions, financial, technical, and/or human resources were in place in support of [THEME]. (Repeat back what was said in FGD 1)</p> <p>Facilitator presents bulleted list of institutions, financial, technical, and/or human resources and any gaps mentioned.</p> <p>Is this list complete? Any additional input?</p> <p>Facilitator presents bulleted list of systems, strategies, and procedures mentioned in FGD 1 and any gaps mentioned.</p> <p>Is this list complete? Any additional input?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>
	<p>Individual domain What training and/or education for the [THEME] has been provided to staff in your organization? Or to partners? What gaps in training or education exist?</p> <p>Are there any skill sets or capacities of personnel needed for the future to achieve success?</p>	<p>Individual domain In FGD 1 we heard you say that X training or education has been provided to staff for the [THEME]. (Repeat back what was said in FGD 1)</p> <p>Facilitator presents bulleted list of training and education received and any gaps mentioned.</p> <p>Is this list complete? Any additional input?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>WFP involvement</p> <p>In your journey from baseline to now, what was the role of WFP in policies and legislation for [THEME]?</p> <ul style="list-style-type: none"> <li>• PROBE: Engagement in problem definition and needs/capacity analysis?</li> <li>• PROBE: How did WFP's level of leadership in initiative design and delivery compare to that of your organization and/or that of other contributing organizations?</li> </ul> <p>How were the role clarity and expectations for WFP support established?</p> <p>What achievements were expected based off WFP's support? Were those expectations met?</p> <p>What factors within WFP's CCS work have negatively or positively impacted current effectiveness of support?</p>	<p>WFP involvement</p> <p>In FGD 1 we heard you describe WFP's role in policies and legislation for [THEME] as . . . . (Repeat back what was said in FGD 1)</p> <p>Facilitator presents bulleted list of WFP's roles and any gaps mentioned.</p> <p>Is this list complete? Any additional input?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

## SECTION 5: INSTITUTIONAL EFFECTIVENESS AND ACCOUNTABILITY PATHWAY

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	Opening Qs	Review and deepen	<p>Review; present and discuss pathway incorporating three domains and assumptions/risks Any changes needed?</p> <p>What milestone changes/results do you expect/envisage over the short- to medium-term (3-5 years)?</p> <p>What risks and opportunities do you see over the short-medium term (3-5 years), specific to this pathway?</p> <ul style="list-style-type: none"> <li>• What role can WFP play in mitigating risks and seizing opportunities?</li> </ul>
	Enabling environment domain	Enabling environment domain	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>
	<p>Organizational domain What systems, strategies, and procedures are in place within your organization to design and implement initiatives?</p> <ul style="list-style-type: none"> <li>• PROBE: How does your organization engage with current and potential partners in initiative design and delivery?</li> </ul> <p>What technical resources were in place to support the initial initiatives? How has this evolved?</p> <p>What financial resources do you have to support these systems? How has this evolved?</p> <p>What capacities do community partners have, relative to designing, delivering and managing [THEME]?</p> <p>Describe any capacity gaps in COMMUNITY PARTNERS relative to designing, delivering, or managing [THEME].</p>	<p>Organizational domain Facilitator presents high-level summary of systems, strategies and procedures for designing, implementing and reviewing initiatives.</p> <p>Is this list complete? Any changes needed?</p> <p>What accountability mechanisms are in place?</p> <p>Are there systems in place for monitoring and evaluating performance, efficiency, effectiveness, and impact?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p> <p>Going forward, what changes would you recommend to improve these systems?</p>

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>Individual domain What skill sets are required to design, deliver, and manage [THEME]?</p> <p>What were the initial skill sets or capacities of personnel on your team, relative to these requirements?</p> <ul style="list-style-type: none"> <li>• PROBE: strengths, gaps</li> <li>• PROBE How has this evolved?</li> </ul> <p>What training or education has been provided to staff in your organization and to partner staff?</p> <p>Which training has been most relevant/valuable?</p> <p>Suggestions for which trainings to repeat/retain, and for additional trainings?</p> <p>Suggestions for training format or schedule?</p>	<p>Individual domain Facilitator reviews skill sets and capacities needed in personnel, strengths and gaps.</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>
	<p>WFP involvement In your journey from baseline to now, what was the role of WFP in institutional effectiveness and accountability for [THEME]?</p> <ul style="list-style-type: none"> <li>• PROBE: Engagement in problem definition and needs/capacity analysis?</li> <li>• PROBE: How did WFP’s level of leadership in initiative design and delivery compare to that of your organization and/or that of other contributing organizations?</li> </ul> <p>How were the role clarity and expectations for WFP support established?</p> <p>What achievements were expected based off WFP’s support? Were those expectations met?</p> <p>What factors within WFP’s CCS work have negatively or positively impacted current effectiveness of support?</p>	<p>WFP involvement</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

## SECTION 6: STAKEHOLDER INITIATIVE DESIGN AND DELIVERY PATHWAY AND ENGAGEMENT AND PARTICIPATION OF CIVIL SOCIETY AND PRIVATE SECTOR PATHWAY

FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
<p>Opening Qs</p> <p>Who was involved in initiative design?</p> <ul style="list-style-type: none"> <li>• PROBE: Involvement/role of government, civil society, private sector?</li> </ul> <p>Who is involved in delivery and management?</p> <ul style="list-style-type: none"> <li>• PROBE: Involvement/role of government, civil society, private sector?</li> </ul>	<p>Review and deepen</p>	<p>Review; present and discuss TWO pathways incorporating three domains and assumptions/risks</p> <p>Any changes needed?</p> <p>What milestone changes/results do you expect/envisage over the short- to medium-term (3-5 years)?</p> <p>What risks and opportunities do you see over the short-medium term (3-5 years), specific to this pathway?</p> <ul style="list-style-type: none"> <li>• What role can WFP play in mitigating risks and seizing opportunities?</li> </ul>
<p>Enabling environment</p> <p>How do organizations, government units, private sector, and civil society interact with each other to implement initiatives?</p> <ul style="list-style-type: none"> <li>• PROMPT: How do these entities communicate with each other?</li> <li>• PROMPT: Any formal coordination bodies/mechanisms?</li> <li>• PROMPT: Any formal agreements, i.e., contracts, memoranda of understanding (MoU), letters of cooperation, etc.?</li> <li>• PROMPT: Are there any policies, practices, and/or legislation that limit the ability to effectively plan and implement initiatives between stakeholders?</li> </ul>	<p>Enabling environment</p> <p>Facilitator presents main modes of interaction, indicating:</p> <ul style="list-style-type: none"> <li>• players/participants involved in each mode/mechanism</li> <li>• whether formal/informal</li> <li>• frequency of interaction</li> </ul> <p>Is this list complete? Any changes needed?</p> <p>Let's look at each mode of interaction in the list one at a time. For each one, discuss what is working well, and what could be improved.</p> <p>Facilitator lists limitations/obstacles given in FGD 1. Is this list complete? Any changes needed?</p> <p>How can these limitations/obstacles be mitigated?</p> <p>Going forward, what modes of interaction would you retain to ensure sustainability of [THEME]? What changes are needed?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	Organizational domain	Organizational domain	(review of pathway)  Additional specific validation and follow-up Qs:
	Individual domain	Individual domain	(review of two pathways)  Additional specific validation and follow-up Qs:
	<p>WFP involvement</p> <p>In your journey from baseline to now, what was the role of WFP in [THEME] related to stakeholder initiative design and delivery and engagement and participation of civil society and private sector?</p> <ul style="list-style-type: none"> <li>• PROBE: Engagement in problem definition and needs/capacity analysis?</li> <li>• PROBE: How did WFP's level of leadership in initiative design and delivery compare to that of your organization and/or that of other contributing organizations?</li> </ul> <p>How were the role clarity and expectations for WFP support established?</p> <p>What achievements were expected based off WFP's support? Were those expectations met?</p> <p>What factors within WFP's CCS work have negatively or positively impacted current effectiveness of support?</p>	WFP involvement	(review of pathway)  Additional specific validation and follow-up Qs:

## SECTION 7: STRATEGIC PLANNING AND FINANCING PATHWAY

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>Opening Qs</p>	<p>Review and deepen</p>	<p>Review; present and discuss pathway incorporating three domains and assumptions/risks Any changes needed?</p> <p>What milestone changes/results do you expect/envisage over the short- to medium-term (3-5 years)?</p> <p>What risks and opportunities do you see over the short-medium term (3-5 years), specific to this pathway?</p> <ul style="list-style-type: none"> <li>• What role can WFP play in mitigating risks and seizing opportunities?</li> </ul>
	<p>Enabling environment What was the funding environment for [THEME] at initiative design stage?</p> <p>Have there been any changes in the funding environment since then? What is the current environment?</p> <p>What is your forecast for the funding environment for [THEME]?</p>	<p>Enabling environment Facilitator presents summary of the evolution of the funding environment for [THEME]. Any changes needed?</p> <p>How do you anticipate the NEED FOR these resources to change over time?</p> <p>How do you anticipate the AVAILABILITY OF these resources to change over time?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>
	<p>Organizational domain What financial resources were in place in your organization to support the initiatives initially?</p> <p>How are financial resources for [THEME] gathered and managed?</p> <p>What is the current state of your organization's financial resources for [THEME]?</p> <p>What is your forecast for financial resources for [THEME], within your organization?</p>	<p>Organizational domain Facilitator presents summary of organization's financial resources for [THEME].</p> <p>Is this list complete? Any changes needed?</p> <p>What assumptions and risks are associated with these resources that would affect the success of [THEME]?</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>
	<p>Individual domain</p>	<p>Individual domain</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>



	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	<p>WFP involvement</p> <p>In your journey from baseline to now, what was the role of WFP in strategic planning and financing for [THEME]?</p> <ul style="list-style-type: none"> <li>• PROBE: Engagement in problem definition and needs/capacity analysis?</li> <li>• PROBE: How did WFP's level of leadership in initiative design and delivery compare to that of your organization and/or that of other contributing organizations?</li> </ul> <p>How were the role clarity and expectations for WFP support established?</p> <p>What achievements were expected based off WFP's support? Were those expectations met?</p> <p>What factors within WFP's CCS work have negatively or positively impacted current effectiveness of support?</p>	<p>WFP involvement</p>	<p>(review of pathway)</p> <p>Additional specific validation and follow-up Qs:</p>

## SECTION 8: CAPACITY ASSESSMENT PROCESS

	FGD 1: Telling the story	FGD 2: Replaying and deepening the story	FGD 3: Completing and refining the story
	Opening Qs	Opening Qs	Opening Qs
	<p>Describe any capacity strengthening systems/ processes/ activities in place at the beginning of this initiative.</p> <ul style="list-style-type: none"> <li>At systems, organizational, and individual (personnel) levels</li> <li>PROBE: How were gaps addressed prior to WFP support?</li> </ul> <p>Was any assessment/analysis done at the planning stage of the initiative to determine focus areas for strengthening capacity, to guide WFP CCS activities?</p> <ul style="list-style-type: none"> <li>At systems, organizational, and individual (personnel) levels</li> </ul>	<p>Facilitator summarizes main capacity assessment activities. Any corrections or further inputs?</p> <p>How are the results of capacity strengthening measures currently being measured?</p> <p>How is process and results learning being captured and used?</p> <p>What is the objective evidence of results to date?</p> <ul style="list-style-type: none"> <li>PROBE: Strengths, gaps, challenges</li> </ul>	<p>Facilitator summarizes main CCS assessment processes. Any corrections or further inputs?</p> <p>Going forward, what does ‘success’ look like in terms of capacity to implement [THEME]? (keep in mind the capacity levels: latent, moderate, emergent or self-sufficient). Describe in detail.</p> <ul style="list-style-type: none"> <li>What is the expected timeline to achieve success?</li> </ul> <p>What financial, technical, and human resource support do you need to achieve success?</p> <ul style="list-style-type: none"> <li>PROBE: Who is needed to provide this support? (civil society, private sector, partners)</li> </ul> <p>What assumptions and risks are associated with that support?</p>
	Enabling environment domain	Enabling environment domain	Enabling environment domain
	Organizational domain	Organizational domain	Organizational domain
	Individual domain	Individual domain	Individual domain
	<p>WFP involvement</p> <p>How was WFP involved in initial capacity assessment?</p> <p>What are the key lessons observed/learned from work to date regarding assessing and monitoring capacity?</p>	<p>WFP involvement</p>	<p>WFP involvement</p> <p>What are the key lessons observed/learned from work to date regarding assessing and monitoring capacity?</p> <p>What should WFP do differently going forward?</p>

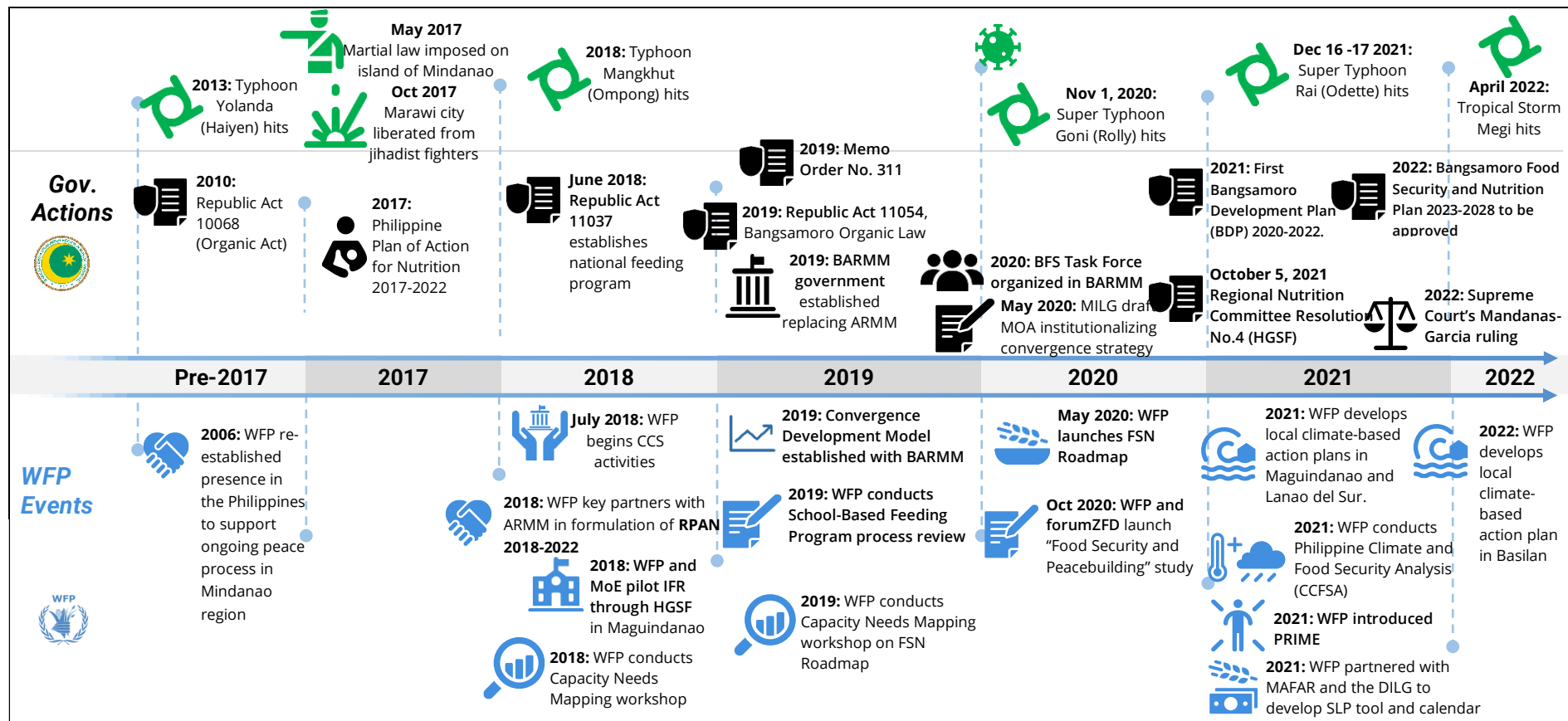
# Annex 14 Thematic assessment briefs

(see next page)

## THEMATIC AREA 1: FOOD SECURITY AND NUTRITION IN BARMM (SO3, ACTIVITY 3)

This is the first of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 1 is presented in the conclusions section.

### Thematic Area 1: Visual timeline for food security and nutrition in BARMM



## The CCS Story

The State of Food Security and Nutrition in the World in 2021 reported that around 10.1 million people in the Philippines are undernourished.<sup>249</sup> Malnutrition continues to persist in the Philippines and has worsened in recent years despite the country's sustained economic improvement.<sup>250</sup> Specific to the Bangsamoro Autonomous Region of Muslim Mindanao (BARMM), malnutrition continues to be a challenge: 2015 data indicate that BARMM has the highest prevalence of stunting in the country at 44.9 percent.<sup>251</sup> The region continues to suffer from chronic malnutrition, with a prevalence rate of 45.2 percent (2015). The food insecurity and malnutrition situation in BARMM is due to recurrent shocks caused by natural hazards and regional armed conflicts, causing intergenerational setbacks.

As a result of this need, in 2018 WFP began establishing programmes in the Philippines related to food security and nutrition in line with SDG2 (Zero Hunger), seeking to address malnutrition by building inclusive and sustainable food systems by 2030.

Soon after the ratification of Republic Act 11037 of 2018 that established the national feeding programme, WFP piloted the Homegrown School Feeding Programme (HGSF) in Maguindanao. WFP also provided technical and financial support to the Department of Social Welfare and Development (DSWD) and the Department of Education (DepEd) to develop the implementing rules and regulations of the National School Feeding Law. The DepEd is implementing the school-based feeding programme (SBFP) nationwide in selected schools targeting wasted school-aged children. With the enactment of the Republic Act 11054 or the *Bangsamoro Organic Law*, BARMM is no longer included in the implementation of the SBFP by the DepEd. To ensure that the SBFP will still be implemented in BARMM, WFP in collaboration with the Ministry of Basic Higher and Technical Education (MBHTE) initiated the SBFP process review to determine the readiness of MBHTE in the implementation of the SBFP. As a result, the BARMM – SBFP guidelines were developed which institutionalized the implementation of SBFP utilizing BARMM funding; and institutionalized the use of iron fortified rice in school feeding as well as blanket feeding to all children in targeted schools.

With the ratification of the *Bangsamoro Organic Law* in 2019 establishing BARMM, it has become the priority of the Chief Minister and the various ministries of BARMM to ensure that everyone has access to clean, affordable, and nutritious food. With the new BARMM Government in place, WFP also responded to the need for building the capacity of local government units (LGUs) by providing technical assistance in the development of strategic plans. To have a clear guide on how to achieve food security and nutrition, WFP hosted a series of consultations and workshops with BARMM ministries for the formulation of Food Security and Nutrition (FSN) Roadmap prior to its publishing in October 2020 to bolster nutrition-sensitive interventions and contribute to supporting BARMM and the Philippine Plan of Action for Nutrition 2017-2022.<sup>252</sup>

The crafting of the FSN Roadmap started a few months after the BARMM Government was established in 2019. The Roadmap envisions a self-reliant, food secure and resilient Bangsamoro.<sup>253</sup> Part of WFP's capacity strengthening strategy for achieving food and nutrition security in BARMM was to introduce the Convergence Development Model<sup>254</sup> to various ministries. In 2019, WFP reached out to the Bangsamoro Planning and Development Authority (BPDA), Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR), Ministry of Environment, Natural Resources and Energy (MENRE) and the Ministry of Interior and Local Government (MILG) for a brainstorming discussion on how to achieve food security and nutrition in BARMM. The heads of the line ministries and the WFP point person brainstormed what the best intervention would be during the transition period, eventually agreeing upon the convergence model.<sup>255</sup> MAFAR took the lead role in crafting

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<sup>249</sup> [FAO, IFAD, UNICEF, WFP and WHO. 2021. The State of Food Security and Nutrition in the World 2021: Transforming food systems for food security, improved nutrition and affordable healthy diets for all. Rome, FAO.](#)

<sup>250</sup> WFP. 2017. Strategic Review: Food Security and Nutrition in the Philippines.

<sup>251</sup> Food and Nutrition Research Institute. 2015. The National Nutrition Survey.

<sup>252</sup> WFP. 2020. Food Security and Nutrition Roadmap of BARMM.

<sup>253</sup> Ibid. Page 16.

<sup>254</sup> See description in the section below, Institutional Effectiveness and Accountability.

<sup>255</sup> Per Theme 1 focus group participants and survey reports of BPDA, MAFAR, MENRE and MILG.

the roadmap, which was deemed a stepping stone as BARMM ventured into more partnerships to improve implementation of FSN programmes by 2021-2022 and increased investments and partnerships for more efficient FSN implementation by 2025.<sup>256</sup>

The Food Security Convergence model launched in May 2020 with an MOA that serves as an instrument for inter-ministerial convergence and collaboration and institutionalizes three flagship programs: agriculture, fisheries, and agrarian reform.<sup>257</sup> To fully implement the FSN Roadmap, the Bangsamoro Food Sufficiency (BFS) Task Force was organized in 2020, where WFP plays a key role as a technical advisor in the development of plans and strategies. Presently, WFP continues to lend its technical expertise to BARMM in food security and nutrition, areas that are well-aligned with the principles of the SDG2 (Zero Hunger).<sup>258</sup>

### Policy and Legislation

<b>The goal to achieve food security and nutrition in BARMM was supported by several laws and policies.</b>	<b>2010-2022</b>
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**Republic Act 10068 (also known as the Organic Act of 2010) and Republic Act 10817 (also known as the Philippine Halal Export Development and Promotion Act of 2016).** These acts played an important part in developing and promoting organic agriculture and establishing the halal food industry development programme in BARMM. Approval of halal certification standards in the Bangsamoro region strives to penetrate the global market for halal products. The Regional Halal Food Industry Development Plan in BARMM lists the registered businesses in BARMM that have potential for halal certification or accreditation.

**Republic Act 11037 (2018) and Republic Act 11321 (2019).** Through these laws, the government implements the regularization of a buy-back scheme to normalize the prioritization of produce from local farmers and fisherfolk. The legislation also seeks to encourage the clustering of farmers and fisherfolk – and even enterprises to allow product consolidation, expand supply to existing markets, and open new markets in the Bangsamoro region. Republic Act 11037 (the Child Nutrition Act) also established a comprehensive national feeding program to address the problem of undernutrition among Filipino children. Through WFP’s advocacy, the Act prioritizes procurement of locally produced food commodities for the HGSP programme. In 2019, WFP also conducted a School-Based Feeding Programme process review with the Government to identify gaps and to understand how the law is being implemented. The results of the process review indicated that IFR needed to be included in school feeding guidance. As a result of WFP’s efforts, the BARMM Government institutionalized the use of IFR in their guidelines for school meals.

**Bangsamoro Organic Law of 2019.** Also known as the Bangsamoro Basic Law and officially designated as Republic Act No. 11054, the Bangsamoro Organic Law established the Bangsamoro Autonomous Region of Muslim Mindanao in 2019.

**Memorandum Order No. 311 series of 2019 (dated 21 June 2019).** In BARMM, the Office of the Interim Chief Minister issued this order directing agencies to align their plans, programs, and projects to the 12-point priority agenda of the Interim Chief Minister. The agenda includes a focus on improving food security and nutrition in the region.<sup>259</sup>

**First Bangsamoro Development Plan (BDP) 2020-2022.** The 12-point priority agenda of the Interim Chief Minister was adopted in drafting the first BDP 2020-2022, a comprehensive and coordinated plan among BARMM ministries with emphasis on the programs to be implemented according to the mandate of each ministry and anchored with the overall goal of BARMM: “upliftment of the lives of the Bangsamoro and establishment of the foundations of self-governance through moral governance.” This document has mainstreamed food security and nutrition in the development plan. It aims to increase production of staple and other nutritious food by boosting food production viable in the BARMM, given its agricultural potential.

<sup>256</sup> WFP. 2020. Food Security and Nutrition Roadmap of BARMM. Pages 4-5, 16.

<sup>257</sup> Per Theme 1 focus group participants and partner survey reports.

<sup>258</sup> WFP. 2020. WFP’s support to the Philippine Government’s initiatives in achieving Zero Hunger by 2030.

<sup>259</sup> WFP. 2020. Food Security and Nutrition Roadmap of BARMM. Page 27.

It is also aligned to the 12-Point Priority Agenda of the Bangsamoro Government, along with the four key areas being promoted by the Chief minister: social services, health, education, and strategic infrastructure.<sup>260</sup> WFP continues its technical advisor role with the formulation of the second Bangsamoro Development Plan (BDP) 2023-2028; the Bangsamoro Food Security and Nutrition Plan 2023-2028; the Regional Plan of Action on Nutrition 2023-2028

**Regional Nutrition Committee Resolution No.4 series of 2021.**<sup>261</sup> This resolution is entitled, *Resolution Approving Regional Nutrition Committee to Serve as the Home-Grown School Feeding Interagency Committee in support of Republic Act No. 11037* (see discussion above) and is otherwise known as the Masustansyang Pagkain para sa Batang Pilipino Act. The resolution was approved on October 5, 2021, during the fourth annual Regional Nutrition Committee meeting. Related to this was the approval of Bangsamoro Economic and Development Council (BEDC) Resolution No. 12 series of 2021, entitled *Creating the Regional Nutrition Committee of the Bangsamoro Autonomous Region in Muslim Mindanao under the Social Development Committee of BEDC*, to enjoin BARMM LGUs to allocate funds and MILG to issue enabling policy on the matter.

To date, there are four LGUs who have adopted Home-Grown School Feeding:

- South Upi, who integrated HGSF in their annual investment plans through SB Resolution No. 087 series of 2018;
- Datu Abdullah Sangki through its MNC Resolution No. 01 series of 2021; and
- In the municipalities of Matanog and Datu Saudi Ampatuan, HGSF was integrated directly into their local development plans as part of the activities under their Gender and Development (GAD) fund.

### ***Institutional Effectiveness and Accountability***

<p><b>Various initiatives have been undertaken in BARMM to ensure that institutionalization mechanisms are effective and relevant ministries are held accountable for FSN Roadmap implementation. WFP CCS activities were implemented in a very structured way.</b></p>	<p><b>2019 – 2020</b></p>
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**Convergence Development Model.** WFP collaborated with BARMM ministries (MAFAR, MENRE, MILG and BPDA) in establishing a Convergence Development Model in 2019. They agreed during their March 2020 meeting that effective coordination, cooperation, mutual assistance and networking among relevant national, provincial, and municipal government agencies, people’s organizations, non-governmental organizations, and development partners must be ensured for the alignment and development of standardized guidelines and instructional materials to guarantee their widespread participation during programme implementation. They also defined the roles of partners in the convergence process.<sup>262</sup> The Convergence Cluster was formalized in 2020 to sustain income-generating activities to support integrated rural development in the Bangsamoro region.<sup>263</sup> See further discussion of the convergence approach in the next section, *Strategic Planning and Financing*.

**MOA signing.** Through the MILG, partners drafted a memorandum of agreement (MOA) to institutionalize the convergence strategy. They agreed that the legal division of every ministry should refer to the MOA. The MOA was signed in May 2020. As a result, a healthy inter-agency relationship was built within ministries from the Provincial Agriculture Office up to the Municipal level. According to Theme 1 focus group participants, the convergence program was a good mechanism for collaboration among various agencies involved in the FSN.

<sup>260</sup> Ibid. Page 6.

<sup>261</sup> [Republic of Philippines, National Nutrition Council. 2021. "BARMM Nutrition Committee conducts Its 4th Regular Meeting." 30 October 2021.](#)

<sup>262</sup> Per Theme 1 focus group participants and survey reports from MAFAR and BPDA.

<sup>263</sup> [Republic of Philippines, BARMM. 2020. "BARMM ministries, WFP converge for the region’s integrated rural development." 29 July 2020.](#)



**Organization of the Bangsamoro Food Sufficiency (BFS) Task Force in BARMM.** To fully execute the FSN Roadmap, the BFS Task Force was organized in 2020. During a regular meeting of the Cabinet, WFP along with the Director General of the BPDA and the Minister of MAFAR stated the need for the creation of a body to fully execute the FSN Roadmap, which was initiated and established with support from WFP. This was followed by a meeting with the Bangsamoro Attorney General which resulted in the approval and formalization of the creation of the BFS-TF through BARMM Executive Order 005 issued just before the declaration of the COVID-19 pandemic.<sup>264</sup> WFP acts as a technical advisor to the BFS-TF, which includes nine government ministries: MILG, MSSD, MBHTE, MOH, MENRE, MFBM, MTIT, MOST and the MOLE. The BFS Task Force is currently facilitated by BPDA and chaired by the Minister of MAFAR. The Task Force also helped institutionalize BARMM's Regional Nutrition Council (RNC). The membership of the BFS-TF continues to expand and, to date, there are 19 ministries and offices in BARMM that are part of the BFS-TF. These agencies have also expressed willingness to be part of the implementation of the Food Security Convergence model to harmonize actions for improved food security and nutrition in the region as manifested by their active participation in the formulation of the Bangsamoro Food Security and Nutrition Plan 2023-2028

**Introduction of People-centred Risk Indicator Measurement and Engagement (PRIME).** Originally, in 2006 WFP re-established presence in the Philippines to support the ongoing peace process in the Mindanao region. In 2021, WFP introduced PRIME, a collaborative peace measurement approach conducted jointly with WFP and the Government. PRIME has introduced people-centred risk indicators to measure the conflict-sensitivity of the Convergence Development Model and how it contributes to peace in BARMM and community standardization. UNDER the PRIME framework, WFP is working to undergo a RED analysis, to be completed in 2022, to evaluate the Relevance, Extent, and Duration (RED) of the Convergence Development Model. Additionally, in 2021, WFP held two programme implementation reviews of the convergence project in BARMM, at the community/LGU level, and the provincial and regional levels.<sup>265</sup>

**Engagement with LGUs.** LGUs, through the MILG, will be crucial to the successful implementation of the FSN Roadmap. Localizing the FSN Roadmap at the LGU level has been a huge challenge. Discussions have been had with the LGUs. However, according to Theme 1 focus group participants, implementation has been hampered due to competing concerns of the LGUs. Despite the slow start, the FSN Roadmap has been gradually institutionalized at regional and LGU levels and incorporated in development plans.

### Strategic Planning and Financing

<b>There have been several key activities and achievements in strategic planning. Though, financing is still a key challenge.</b>	<b>2020 – 2022</b>
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**Operationalizing the convergence approach.** Qualitative data indicated that a brainstorming process among the heads of relevant ministries took place regarding the convergence concept which involved reviewing national policies and their implementation in BARMM. The process identified specific projects implemented by the cooperating ministries that could contribute, via the FSN Roadmap, to the attainment of Zero Hunger. The Roadmap prioritized improving the living conditions of farmers and fisherfolk and their ability to innovate, earn, save, and be more economically secure. Currently, the FSN plan 2023-2028 is nearly finalized. Once finalized, it will be integrated into the BARMM Development Plan to be approved by the BARMM Economic Development Council and updated every five years. Theme 1 focus group participants noted that *"referring to the past two years, BARMM is nearing sufficiency level, but as far as cascading down the process, it is still far from achieving institutionalization since only 20-25 percent of the LGUs were engaged in the process, indicating limited project reach."* The BARMM FSN Task Force technical working group foresees competition in their roles / tasks in the convergence process because individual ministries have their own targets and priorities.<sup>266</sup>

<sup>264</sup> Per Theme 1 focus group participants, partner survey reports and WFP. 2020. Food Security and Nutrition Roadmap of BARMM. BARMM Office of the Chief Minister. 2020. Executive Order No. 005: Creating the Bangsamoro Food Sufficiency Task Force.

<sup>265</sup> WFP. 2021. WFP Philippines Country Brief, May 2021.

<sup>266</sup> Per Theme 1 focus group participants, partner survey reports and WFP. 2020. Food Security and Nutrition Roadmap of BARMM.



**Financing FSN Roadmap.** According to a Theme 1 focus group participant, WFP co-financed the development of the FSN plan but continues to ensure that LGUs also co-finance the implementation of programmes, projects and activities that WFP and regional convergence agencies are implementing at the community levels. This process helps facilitate the ownership of the programs, projects and activities by LGUs which will be gradually incorporated in to LGUs respective Development Plans.

A Theme 1 focus group participant also shared that the budget for FSN implementation was included in the investment plan for 2023. However, there is currently no strategic financing based on forecasted needs. In the case of MAFAR, the needed workforce of more than one thousand personnel is 60 percent implemented. Budget for the remaining 40 percent is available; MAFAR needs to fast-track recruitment of the needed personnel. The expectation regarding MAFAR's hiring capability is positive, and the challenge deemed manageable.

**Localization of policies and funding.** As stated by a Theme 1 focus group participant, food security is a huge undertaking requiring a specific programme to achieve its targets. MAFAR has a program to achieve with the support of other line agencies, including the BPDA, and as noted above, the participation of LGUs – and thus the MILG – is critical. Given MAFAR's large responsibility, more staff and partnerships are needed to be effective. Policies at partner ministries were developed to support the implementation of the FSN Roadmap. Participants in the Roadmap's formulation ensured that the ministries would contribute and consider funding for the FSN Roadmap by including it in their respective Programs, Projects, and Activities (PPAs), as agreed and as embodied in the FSN Plan.<sup>267</sup>

With the recent Supreme Court's Mandanas-Garcia ruling, where the internal revenue allotment (IRA) of LGUs will be substantially increased, partner ministries need to be creative in engaging LGUs to ensure that the food security plans are an integral responsibility of the LGUs. Both agri-fishery and food security are a focus of the enhanced BARMM 12 Point Agenda, to ensure that gains earned will be sustained over the next three years.<sup>268</sup>

The BARMM government has piloted the Home-Grown School Feeding Program in Maguindanao in partnership with the Ministry of Education and applied learning from a study tour of the Brazil Centre of Excellence and WFP Cambodia. A WFP stakeholder shared that the best practices of WFP in other countries had been presented, including what works well and what needs to improve. One of the learnings is around the need to institutionalize school-based feeding in BARMM, including fund allocation. A school-based feeding process review was also conducted, with technical assistance from WFP. Theme 1 focus group participants shared that they need to consider national laws and review or conduct capacity needs mapping/ capacity gap analysis.

**Stakeholder Initiative Design and Delivery**

<p><b>WFP has engaged ministerial partners in the design of the FSN Roadmap, providing capacity strengthening in convergence model and process/program monitoring. WFP has also integrated the CCS framework as a priority throughout its SO3 activities.</b></p>	
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**Clarifying FSN Roadmap implementation among partners.** WFP hosted a series of consultations, workshops, and “writeshop” sessions with BARMM ministries when developing the FSN Roadmap. The discussions centred on how to leverage and improve the process of FSN Roadmap implementation on the ground, taking into consideration the peacebuilding lens in all WFP and partner institution activities. Because BARMM is also highly vulnerable to natural hazards and thus, the Roadmap includes both shocks from conflict and natural hazards to build the adaptive capacities of affected populations as well as LGUs and other frontline institutions to improve access to basic services, livelihood opportunities, and social cohesion.<sup>269</sup>

WFP became the enabler in introducing the framework of food security and nutrition in BARMM, which gained the support of the partner ministries. The product of the initiative was the first-ever BARMM FSN Roadmap.

<sup>267</sup> Per Theme 1 focus group participants and WFP. 2020. Food Security and Nutrition Roadmap of BARMM. Page 6.

<sup>268</sup> Per Theme 1 focus group participants.

<sup>269</sup> Per Theme 1 focus group participant.

The FSN Roadmap has been gradually institutionalized at regional and LGU levels, and the formulated strategies have been adopted and incorporated into development plans for appropriate investment. The FSN Roadmap included policies and structures, e.g., the FSN Task Force, which took the lead in implementing the FSN Roadmap. A Technical Working Group (TWG) at the regional level guides the actions of the FSN Task Force.<sup>270</sup> However, according to FGD participants, the TWG lacks its own plan to implement and monitor FSN Roadmap.

WFP conducted workshops on the formulation of the logframe for the convergence model. The capacity-strengthening initiative went through several challenging stages, including: the organization of different BARMM ministries to participate and commit to the FSN-related efforts; orientation and advocacy around the FSN framework; workshops/ consultations related to FSN/DRR-CCA/Rice fortification/Logistics/Monitoring and Evaluation; the organization of a FSN Technical Working Group that evolved to the BFS Task Force; the organization of FSN study group at MAFAR; and more. The FSN Roadmap served as guide in the pursuit of a self-reliant, food secure and resilient Bangsamoro. WFP actively participated in the BFS Task Force and continually advocated for parallel and vertical coordination for the implementation and development of plans and strategies.<sup>271</sup>

Stakeholders participate in program implementation review and monitoring activities. For example, the BARMM Ministry of Basic, Higher and Technical Education (MBHTE) participated in the review of the school-based feeding program. Additionally, WFP partnered with MAFAR and the DILG in 2021 to develop Seasonal Livelihood Programming (SLP) tool and a seasonal livelihood programming calendar that feeds into local climate change action plans. The SLP tool is taken into consideration in the formulation of 23 LGU local climate-based action plans.

WFP involves stakeholders in the conduct of performance evaluations and reviews, especially of the convergence implementation. According to Theme 1 focus group participants, this is still weak; there is a need to review the performance targets. The challenge is institutionalizing the utilization of the performance matrix/ framework, which must involve the BARMM Economic Development Committee. M&E is one of the key challenges identified both by the process review and business process mapping exercise. It is therefore crucial to start a process in developing BARMM – School-Based Feeding Programme M&E to improve program monitoring, data collection and analysis to further inform planning and decision-making.

**Convergence Area Development Plans (CADPs).** WFP works on developing Convergence Area Plans to be integrated into community development plans and considered in LGU development plans, e.g., the Labungan Development Plan. In 2021, WFP conducted a Philippine Climate and Food Security Analysis (CCFSA) and there are plans to conduct a deep-dive CCFSA analysis on BARMM at the provincial level. This analysis will be used as a mechanism for the Government to develop a local climate action plan. Findings from the CCFSA may also be used to influence policy and make budgetary decisions on climate action.

**Introduction of Community-Based Participatory Planning (CBPP) Approach in support of the formulation of CADPs.** WFP has continuously engaged the Government and local authorities in the planning processes at community level. WFP has aided in Training of Trainers on Community-Based Participatory Planning (CBPP), particularly training LGU staff to facilitate the CBPP. In addition, the field officers from Lanao del Sur and Maguindanao and also Regional Government partners were also provided basic facilitator skills from BPDA, which received positive feedback.

The facilitators training on CBPP enabled MENRE personnel to strengthen the importance of the community-driven development concept. Also, participating in progress monitoring employing M&E tools equipped them on how to facilitate community-based survey methodologies. Through the CBPP process, the BPDA and WFP have also engaged youth in BARMM and linked them to technical skills development training, including trainings in nutrition-sensitive agriculture.

WFP, jointly with the MBHTE of BARMM, piloted the Homegrown School Feeding Programme (HGSF) in Maguindanao in 2018. As part of HGSF, WFP in collaboration with BARMM government invests in linking decommissioned soldiers to livelihood asset-building activities. WFP engages former combatants and potential recruits in sustainable rural livelihoods to help them diversify their income-generating activities to

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<sup>270</sup> Per Theme 1 focus group participants.

<sup>271</sup> Survey report of MAFAR, BPDA, MENRE and MILG.

procure rice and other commodities that can be purchased through the LGUs for the HGSP programme and eventually paving the way the access to greater market. The HGSP pilot was successful, and WFP continually works with the BFS-TF to scale up HGSP.

***Engagement and Participation of Civil Society and Private Sector***

<b>Engagement with civil society and the private sector is still in initial stages.</b>	<b>Ongoing</b>
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WFP is not yet engaging civil society organizations (CSOs) and the private sector on FSN. The focus has been on how WFP can add value to capacity-strengthening activities for the government. Engaging private-sector actors is not yet a line-item budget for WFP. Engaging the private sector is the next step in the implementation of the convergence model, especially in expanding the market and value chain for the commodities produced in the region, and with the intent to assist populations in the implementation of the convergence model. WFP is currently looking into the possibilities of engagement of CSOs and private sector actors to enhance market access for smallholder farmers and fisherfolk.





To ensure CSO and private sector engagement, CSOs must be accredited by the LGU before they can be engaged. MILG also considers the track record of CSOs and advocates to ensure they are working on the food security aspect. MENRE engages communities in implementing projects. They are also willing to work with CSOs on FSN issues. MILG is looking for ideal CSOs that they can partner with to implement the FSN Roadmap.

WFP will work closely with the BARMM Food Security Task Force’s technical working group to strengthen M&E activities with the participation of CSOs and the private sector.

## Conclusion

The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.

Consolidated analysis for all pathways shows an **overall capacity level change from emergent to moderate/self-sufficient** at the time of this evaluation. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of emergent in 2018. This was when WFP began establishing food security and nutrition programmes across the country under this thematic area.

5 CCS Pathways	Capacity Level
 <p><b>Policies and Legislation</b></p> <ul style="list-style-type: none"> <li>WFP informed policies that led to the issuance of the executive order creating the Bangsamoro Food Sufficiency Task Force (BFST).</li> <li>Passage of legislation supporting the institutionalization of the convergence model.</li> <li>WFP advocating for adequate FSN policies to be adopted in BARMM development plans.</li> <li>Through WFP's advocacy, the Republic Act 11037 prioritizes procurement of locally produced food commodities and the BARMM government institutionalized the use of IFR in their school meals guidelines.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p>
 <p><b>Institutional Effectiveness and Accountability</b></p> <ul style="list-style-type: none"> <li>FSN Roadmap adopted and owned by BARMM.</li> <li>Bangsamoro Food Sufficiency (BFS) Task Force organized in BARMM to fully implement the FSN Roadmap. BFS TF now being facilitated by BPDA and chaired by Minister of MAFAR.</li> <li>Technical working group created on school feeding and regional rotation council adopted nutrition sensitive program.</li> <li>The MILG drafted a MOA to institutionalize the convergence strategy in 2020.</li> <li>Challenges include LGU management of data.</li> <li>WFP introduces PRIME peace measurement approach in 2021 and will evaluate the relevance, extent, and duration of the Convergence Development Model.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p>
 <p><b>Strategic Planning and Financing</b></p> <ul style="list-style-type: none"> <li>SN Roadmap to be integrated into the BARMM Development Plan.</li> <li>Participants in the Roadmap's formulation ensured that the ministries would contribute and consider funding for the FSN Roadmap by including it in their respective PPAs.</li> <li>No strategic financing. SO3 received approximately half of the funds required in 2020.</li> <li>WFP co-financed the development of the FSN Roadmap along with LGUs who also co-finance.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Moderate</b></p>
 <p><b>Stakeholder Initiative Design and Delivery</b></p> <ul style="list-style-type: none"> <li>WFP collaborated with BARMM ministries in establishing a Convergence Development Model.</li> </ul>	<p><b>At baseline:</b> <b>Moderate</b></p>

### 5 CCS Pathways

### Capacity Level

- WFP hosted a series of consultations and “writeshop” sessions with BARMM ministries when developing the FSN Roadmap.
- Stakeholders participate in program implementation review and monitoring activities.
- WFP partnered with MAFAR, the Dept of Interior, and LGUs to develop a Seasonal Livelihood Programming (SLP) tool and calendar at provincial level. The SLP tool is taken into consideration in the formulation of 23 LGU local climate-based action plans.
- WFP introduced CBPP, training LGU staff to facilitate the CBPP.
- WFP, jointly with the MBHTE of BARMM, piloted the HGSP in Maguindanao in 2018.
- WFP works on developing Convergence Area Development Plans to be integrated into LGU community development plans.

**At evaluation:**  
**Self-sufficient**



### Engagement and Participation of Civil Society and Private Sector

- WFP not yet engaging CSOs and private sector on FSN.
- WFP is currently looking into the possibilities of engagement of CSOs and private sector actors to enhance market access.
- WFP plans to work with the BFS-TF technical working group to strengthen M&E activities with the participation of CSOs.

**At baseline:**  
**Latent**

**At evaluation:**  
**Emergent**

### 3 Domains



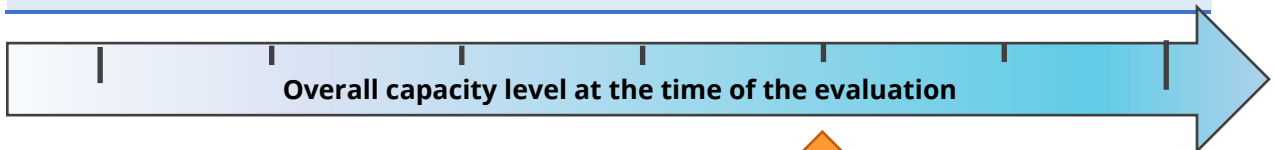
**Enabling environment: Self-sufficient**



**Organizational: Moderate**



**Individual: Moderate**



**Capacity Level:**  
Moderate to self-sufficient

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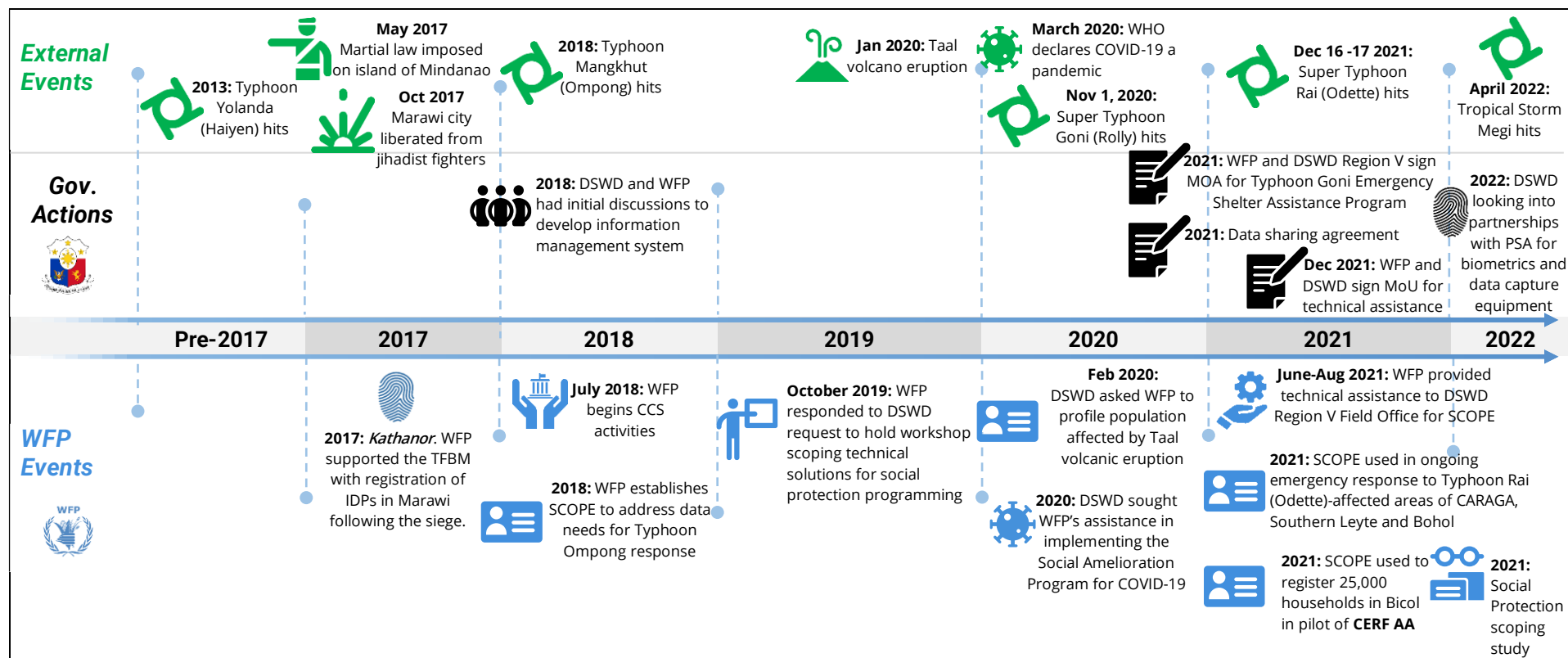
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## THEMATIC AREA 2: DIGITAL ADVISORY AND SOLUTION SERVICES (SCOPE) TO DSWD (SO4, ACTIVITY 4)

This is the second of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 2 is presented in the conclusions section.

### Thematic Area 2: Visual timeline for Digital Advisory and Solution Services (SCOPE) to DSWD



## The CCS Story

SCOPE is a cloud-based digital flexible beneficiary identity and management system.<sup>272</sup> The system enables WFP to know more about beneficiaries, serve them better, and make sure the assistance is as effective as possible. Its core feature is registering beneficiaries including their photos and biometric information (e.g., fingerprints). The platform has offline registration capabilities to enable registrations in remote locations; information gathered during registration is synchronised to the platform once connectivity is available.

SCOPE is designed and adapted to WFP programming. It is a corporate tool with technical features that are relevant to government programming, particularly departments that lack solutions for beneficiary and data management for shock-responsive social protection programmes. This thematic review outlines the use and application of SCOPE within WFP and Government (particularly the Department of Social Welfare and Development (DSWD)) programming. It is important to note that SCOPE can only import datasets suitable for WFP programming and the Government does not intend to use SCOPE as a national solution.

The use of SCOPE and its implementation in the Philippines can be traced back to 2018 when WFP Philippines supported the World Bank in the use of SCOPE to assist the Task Force Bangon Marawi (TFBM) with the overall registration and biometric data collection of internally displaced persons and returnees of Marawi City following the 2017 siege. The survey project was called “*Kathanor*” (meaning “to organize” in Maranaw) wherein about 46,000 households were profiled before cash distributions.<sup>273, 274</sup> The project supports an integrated MIS of the World Bank for the TFBM. SCOPE was also used later in the year during emergency operations in Cagayan and Bicol, to provide cash assistance for victims of Typhoons Goni and Ulysses.

Following the successful implementation of *Kathanor* after the Marawi crisis, WFP received a government request to build on its success. In October 2019, WFP responded to a request to conduct a workshop for scoping technical solutions for social protection. DSWD was interested in further understanding WFP’s systems for beneficiary management and biometric verification. WFP received the official request for technical assistance to this program from the central office (Metro Manila) in November 2019. However, it was not pursued due to a more urgent request from DSWD. Taal Volcano, which is located in Batangas, erupted in mid-January and displaced many residents in Region 4A. WFP was requested by DSWD in February 2020 to profile the affected population. This profiling activity was started in March but was suspended only after two weeks of profiling due to the community quarantine imposed by the government in Metro Manila and which was later expanded to the rest of Luzon due to the developing COVID-19 pandemic. Soon after, DSWD sought WFP’s assistance to assist in implementing the Social Amelioration Program for COVID-19. The Ministry of Social Services and Development in BARMM engaged WFP to help ensure the generation of a clean registry of households with no duplicate profiles, do near-real-time monitoring of disbursements, and undertake remote post-distribution monitoring.<sup>275</sup>

WFP also used SCOPE in several emergency operations to register and distribute cash assistance to affected households. It was used in 2018 in the Typhoon Ompong (Mangkut) response in Benguet (Cordillera Administrative Region) and Cagayan (Region II) and again in late 2020 to early 2021 in the Typhoon Goni response in Bicol (Region V) and in the Typhoon Vamco response in Cagayan.<sup>276</sup>

The digital advisory and solutions services offered to DSWD aim to improve beneficiary data management and enhance social protection delivery systems and programs. WFP provided technical assistance to the DSWD Field Office in Region V in using SCOPE to enhance beneficiary records as it distributes assistance in the Emergency Shelter Assistance (ESA) project. Additionally, the end in view of this initial assistance was to eventually have a database on hand for DSWD that can be used for other social protection programs.

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<sup>272</sup> UNHCR. 2018. Terms of Reference: Marawi IDP and Returnee Profiling.

<sup>273</sup> Ibid.

<sup>274</sup> WFP. 2019. Administrative Note: WFP-DSWD Workshop on Scoping of Technical Solutions for Social Protection Programmes TBD, Metro Manila, Philippines.

<sup>275</sup> WFP. 2019. WFP Strategic Resource Allocation Committee: PHCO Implementation of SCOPE by Government.

<sup>276</sup> Theme 2 focus group discussions, 2022.



SCOPE is currently in use in the ongoing emergency response in Typhoon Rai (Odette)-affected areas of CARAGA, Southern Leyte and Bohol. Thousands of profiles were uploaded in SCOPE and more than 330,000 beneficiaries were provided food and cash assistance.

Apart from its utilization in emergency operations of WFP, SCOPE was used in 2021 to register 25,000 households in the provinces of Albay, Sorsogon and Catanduanes in Bicol in the pilot implementation of the United Nations CERF Anticipatory Action (AA). WFP, together with other United Nations agencies, planned to provide cash-based assistance to affected poor and vulnerable households three days before the landfall of an anticipated Category 4 or 5 typhoon. In this pilot project, the use of SCOPE Card Light (SCL) was also simulated as a direct mechanism to distribute cash in hard-to-reach areas and with no financial service providers from which to claim the assistance.

### Policy and Legislation

<b>Data systems management and digital services</b>	<b>2018-2021</b>
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In 2018, DSWD and WFP had initial discussions to develop an information management system or a system to address digital services. WFP received the official request for technical assistance to this program for the central office following the positive response of the *Kathanor* profiling project, and WFP's response for technical assistance on digital services was based on DSWD's expressed need. However, there has been no government or DSWD documentation specifying what digital services were needed. Given the many databases and systems operating at DSWD, officials indicated the need for interoperability across the existing systems. In October 2019, upon DSWD's request, WFP, held a workshop focused on scoping technical solutions for social protection programming.<sup>277</sup>

In December 2021, WFP and DSWD signed an MoU stipulating the provision of technical assistance to enhance existing information and communication systems and improve beneficiary management systems to ensure shock responsiveness. The MoU also stipulated the provision of technical assistance on information, communication, and payment systems and on beneficiary management systems to support timely registration of beneficiaries and delivery of assistance during the disaster and provided for capacity strengthening for the delivery of shock responsive social protection and overall safety net programmes through cash transfers.

In 2021, WFP and DSWD Region V signed a memorandum of agreement (MOA) to utilize SCOPE to manage profiles of DSWD's beneficiaries of the Typhoon Goni Emergency Shelter Assistance Program. Internally, a digital assistance services implementation plan was also prepared in WFP to describe, among other aspects, the technical support on beneficiary data import, data enhancement, data management, and assistance tracking. Within this technical assistance, DSWD staff and other local government employees were trained in SCOPE. Because it took some time before the final details of the MOA were acceptable to both parties, only 13 percent of the target profiles to be enhanced were completed. All imported data, meanwhile, both enhanced and unenhanced, are in the SCOPE database.

At the DSWD Central Office level, the Assistance to Individuals in Crisis Situation (AICS) Program, Disaster Response Management Bureau (DRMB) and DSWD IT Service are the pilot DSWD units for the work with WFP. The goal of the partnership is to develop solutions for identity services for targeted individuals and rapid response kits to track beneficiary assistance.<sup>278</sup>

There have been issues around data ownership as the data sits on the WFP cloud. However, data ownership and data controllership are clear in the digital assistance services implementation plan in the Region V Emergency Shelter Assistance program. In 2021, a data sharing agreement was signed in Bicol stating that data came from DSWD and was imported into SCOPE, thus DSWD owns the data. During the data enhancement period where the database was in the WFP environment, the temporary data controller is WFP, but will be DSWD once transferred to the Government environment. While the ESA database is currently stored in the WFP SCOPE environment, it is not utilized by WFP for any purpose without prior request from and approval of DSWD Region V.

<sup>277</sup> WFP. 2019. WFP Strategic Resource Allocation Committee: PHCO Implementation of SCOPE by Government.

<sup>278</sup> Ibid.

## ***Institutional Effectiveness and Accountability***

<b>Data collection and verification: digital solutions</b>	<b>2018-2021</b>
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SCOPE is an internally developed platform primarily meant to be used for WFP interventions but is recognized by the government as a potential platform for beneficiary and transfer management. Its utilization at the sub-national level for WFP emergency operations and there is high interest at the local level to utilize it. It has greater potential to be fully integrated into local (e.g., provincial and municipal) emergency response protocols, and for safety net and shock responsive social protection programs if it receives national-level support expressed as policy and provided funding for training, equipment, technology development and human resources. Meanwhile, there are other beneficiary registration systems developed internally by DSWD as well as other organizations offering alternative systems, which creates a problem of interfacing between multiple systems. A re-scoping exercise with the government is needed to assess the extent of future need for digital solutions and services from WFP. For example, WFP has demonstrated that SCOPE allows for thorough data verification and systemic data collection. However, there is a need for WFP to provide more technical assistance at the local level. Theme 2 FGD participants indicated that WFP can strengthen technical personnel and technical capacity at the provincial level.

In 2020-2021, SCOPE was used in Region V two ways: first, to register and distribute of cash assistance to over 5,300 beneficiaries assisted by WFP; second, months after the response, to import the profiles of 49,000 ESA beneficiaries of DSWD to SCOPE and enhance SCOPE data records of 7,500 beneficiaries. The latter were among the beneficiaries that received their assistance from DSWD late, from June-August 2021, during which time WFP supported the enhancement of their records. DSWD paid out to 50,000 beneficiaries in December 2020, and June to October 2021. Further, about 300 DSWD and LGU staff in Region V were trained on SCOPE for the ESA data enhancement project.

While there are efforts for a nationally coordinated digital solutions initiative managed by DSWD-DRMB and DSWD IT services, there is no dedicated anchor unit at DSWD to coordinate or orchestrate technical assistance concerns on digital support solutions. Hence, whenever a disaster occurs, many regions record their own beneficiaries, often without a harmonized structured system.<sup>279</sup> Interviews suggested that this process can often revert to manual entry in Excel during emergencies. Particular examples cited were Region VII (Caraga) and the Province of Bohol. DSWD is now developing an in-house information system for documenting beneficiaries because this has always been a challenge for them in times of disasters.

## ***Strategic Planning and Financing***

<b>Planning technical assistance services</b>	<b>2021-2022</b>
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In October 2019, upon request from DSWD, WFP held a workshop on scoping technical solutions for social protection programming.<sup>280</sup> A concept paper was developed by WFP in 2020.

While SCOPE has been useful in many ways as the national ID system is being developed, DSWD has an agency wide plan to digitalize government registry for beneficiary assistance. DSWD has several beneficiary registration systems that work independently and are stand-alone systems. There are efforts to link up these systems into one central system. DSWD is developing an independent information system similar to SCOPE, particularly for disaster response. The data collected using SCOPE will be migrated to the new system,<sup>281</sup> and DSWD will work in partnership with the local government units. Similarly, the Dept of Human Development is looking into the possibility of a similar program as SCOPE for housing, which they will get funded through the World Bank. Likewise, DSWD has also been in initial discussions with IOM and a consulting firm about digital services. The aim was to develop one system for DSWD for the entire country. The data and systems resulting from this partnership are now being migrated to DSWD's centrally managed in-house system; the lead unit is the DSWD Disaster Response Management Bureau. Sustainability is also an issue given the lack of IT infrastructure and equipment in the country. Thus, DSWD has been looking into partnerships with the

<sup>279</sup> However, there are examples of regional systems for this, e.g. DSWD Region V's ESA.sys.

<sup>280</sup> WFP. 2019. WFP Strategic Resource Allocation Committee: PHCO Implementation of SCOPE by Government.

<sup>281</sup> This is subject to data-sharing agreements and considering WFP's data protection aspects.

Philippine Statistics Authority (PSA) who already has biometrics and data capture equipment, which will cut down on hardware requirements.

<b>In-house management and information systems: national and local</b>	
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SCOPE continues to be useful. WFP reconfigured SCOPE to fit DSWD data and information requirements and the data still serves as basis for planning and programming distribution of assistance. SCOPE is faster and more systematic than previous approaches and gives DSWD a more accurate database to inform programming.

DSWD is also in initial talks with the World Bank to fund capacity strengthening considering DSWD's budget limitations.

### **Stakeholder Program Design and Delivery**

<b>Regional Partnerships</b>	
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There were initial consultations and discussions with DSWD and WFP in 2018 to develop an information management system or a system to address digital concerns or services. In the data enhancement project in Region V, SCOPE was directly coordinated and implemented in Region V through the regional office. The actual upload of DSWD records to SCOPE and the data enhancement exercise lasted 6 weeks. Of the 49,000 records uploaded, 7500 were enhanced. The enhancement of all records was not possible due to the time needed to finalize the Memorandum of Agreement between DSWD and WFP for this project and the schedule of cash distribution by DSWD. While the target was not met, the profiling exercise was deemed effective and efficient. SCOPE supported the capacity strengthening of different departments in the regions, which allowed the regional office to consider the possibility of utilizing SCOPE in its beneficiary information management.

However, the DSWD central office was not involved in the implementation of SCOPE at the regional level. Qualitative data from Theme 2 participants indicate the reason for the absence of a central coordinating body to implement a national information management system is that disaster response operations are coordinated at the regional level, since there is no national budget for such operations on a nationwide scale. Thus, with no national coordinating body, digital support solutions are made on a case-by-case basis depending on the need at the field level. This was the case for *Kathanor* with the World Bank, also in DSWD Region IV for the Taal eruption, and in BARMM for the social amelioration program.

### **Engagement and Participation of Civil Society and Private Sector**






<b>Collaboration and Partnerships</b>	<b>2021-2022</b>
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In CERF AA in Bicol, the Bicol Consortium for Development Initiatives (BCDI), a local network of cooperative and micro-finance institutions in Region V, was trained on the use of SCOPE registration, including the processing of SCOPE Card Light (SCL) for direct cash distribution. In the Typhoon Odette response, Action Against Hunger – which is WFP's cooperating partner in Bohol, and CARE-ACCORD and the Catholic Relief Services in Caraga, were also trained on the use of SCOPE. Specifically, these cooperating partners were trained to enhance data imported to SCOPE.




## Conclusion

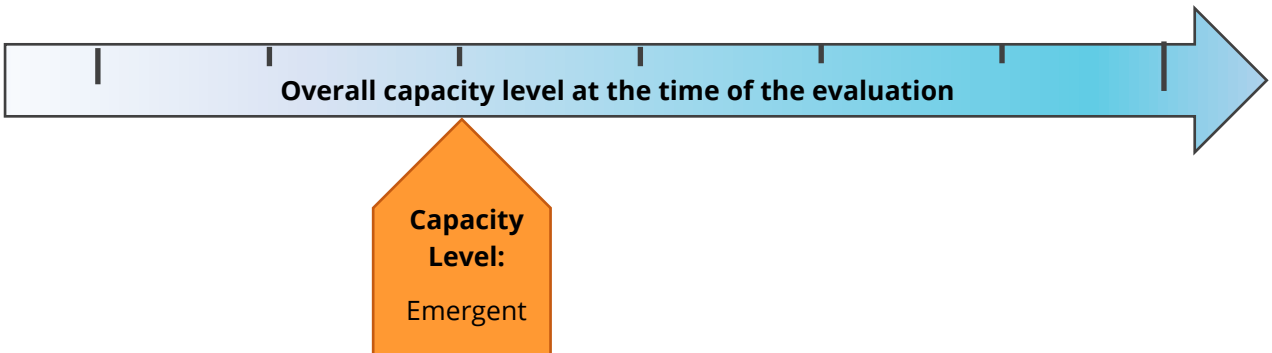
The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.

Consolidated analysis for all pathways shows **a capacity level change from latent to emergent** at the time of this evaluation, with several pathways where limited change was noted. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of latent in 2018. This was when WFP first provided SCOPE for implementation in the *Kathanor* project during the Marawi Crisis.

5 Pathways	Capacity Level
 <p><b>Policies and Legislation</b></p> <ul style="list-style-type: none"> <li>No policies exist to allocate budget for financial support for beneficiary management systems.</li> <li>Region V, TOR was drafted to define roles and objectives of digital services; but took a long time for approval. Agreements take time to get signed, which sometimes causes missed opportunities to provide the technical assistance.</li> </ul>	<p><b>At baseline:</b> <b>Latent</b></p> <p><b>At evaluation:</b> <b>Emergent</b></p>
 <p><b>Institutional Effectiveness and Accountability</b></p> <ul style="list-style-type: none"> <li>Disaster Response Management Bureau (DSWD) asked WFP for technical assistance and technical working group has been established by WFP, IOM and DSWD. DSWD cannot sustain the provision of staff during registration and in other tasks relevant to the assistance. Government often reverts to using Excel in emergencies. Government has set out clear plans to introduce a national ID system called PhilSys.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Emergent</b> [no change]</p>
 <p><b>Strategic Planning and Financing.</b></p> <ul style="list-style-type: none"> <li>Funding limited.</li> <li>DSWD has no equipment for registration. Hardware difficult for LGUs to provide because of limited financial capacity. In SAP, enumerators used their personal mobile phones.</li> <li>DSWD developing numerous other beneficiary registration systems internally.</li> </ul>	<p><b>At baseline:</b> <b>Latent</b></p> <p><b>At evaluation:</b> <b>Latent</b> [no change]</p>
 <p><b>Stakeholder Initiative Design and Delivery.</b></p> <ul style="list-style-type: none"> <li>Initial discussions with DSWD and WFP in 2018 to develop an info management system to address digital services; However, no documentation from DSWD expressing specific digital services needed.</li> <li>Issue of data ownership as data sits on WFP cloud.</li> <li>Sustainability an issue given the lack of IT infrastructure and equipment.</li> </ul>	<p><b>At baseline:</b> <b>Latent</b></p> <p><b>At evaluation:</b> <b>Emergent</b></p>
 <p><b>Engagement and Participation of Civil Society and Private Sector.</b></p> <ul style="list-style-type: none"> <li>DSWD in the initial discussions with IOM and a consulting firm about developing new beneficiary system similar to SCOPE, for the entire country.</li> <li>The Bicol Consortium for Development Initiatives (BCDI), a local cooperative of micro-finance institutions in Region V, was trained on the use of SCOPE registration.</li> </ul>	<p><b>At baseline:</b> <b>Latent</b></p> <p><b>At evaluation:</b> <b>Emergent</b></p>

5 Pathways	Capacity Level
<ul style="list-style-type: none"> <li>During the Typhoon Odette response, Action Against Hunger in Bohol, CARE-ACCORD, and Catholic Relief Services (CRS) in Caraga, were trained to enhance data imported into SCOPE.</li> </ul>	

3 Domains	
	Enabling environment. <b>Emergent</b>
	Organizational. <b>Emergent</b>
	Individual. <b>Emergent</b>



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UNHCR. 2018. Terms of Reference: Marawi IDP and Returnee Profiling.

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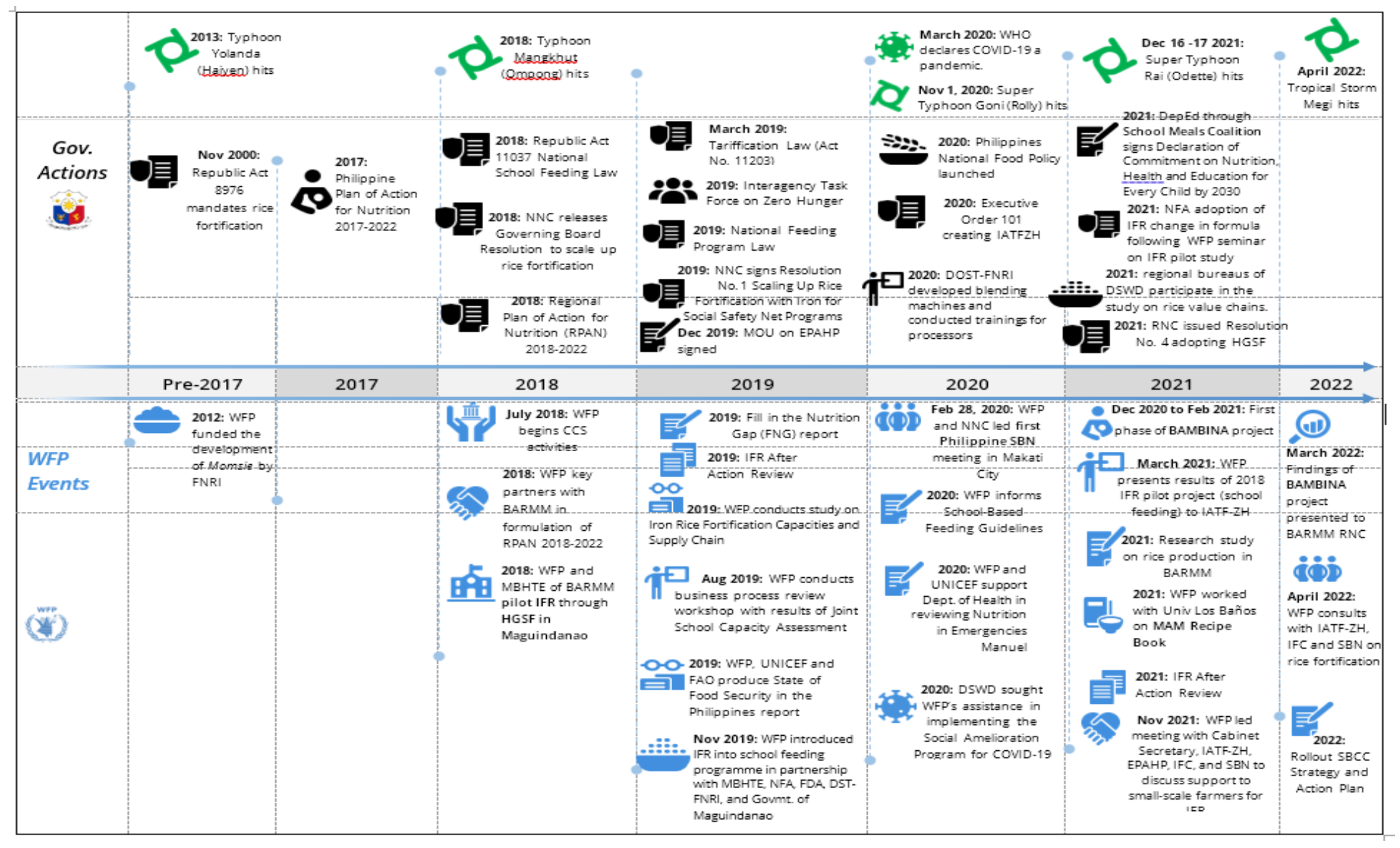
World Bank and WFP, 2019. Kathanon: Profiling and Registration of IDPs and Returnees of Marawi, Bangon Marawi.

### **THEMATIC AREA 3: EVIDENCE BUILDING FOR IRON FORTIFIED RICE AND SOCIAL BEHAVIOUR CHANGE (SO2, ACTIVITY 2)**

This is the third of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 3 is presented in the conclusions section.

(see next page)

**Thematic Area 3: Visual timeline for Evidence Building for IFR and SBCC**





## The CCS Story

Food fortification is the addition of nutrients to food products. Micronutrients that are usually deficient in the diet are added to food for consumption by groups identified as high-risk and vulnerable (e.g., PLW, CU5, and adolescent girls). These groups have a high prevalence of anaemia and malnutrition and are largely in the poorest socio-economic strata. The Philippine food fortification program includes the mandatory fortification of staple foods such as rice with iron.<sup>282</sup> The National Nutrition Council (NCC) requires fortification based on standards provided by the Department of Health (DOH) guidelines on fortification.<sup>283</sup> The Department of Science and Technology – Food and Nutrition Research Institute (DOST-FNRI) and the NNC are mandated to review its implementation to inform the Philippine Plan of Action for Nutrition (PPAN).<sup>284</sup>

The 2017-2022 PPAN was launched by the Department of Health's National Nutrition Council (NNC). The NNC is the highest health policymaking and coordinating body in the country and heads several agencies throughout the Philippines, including the Department of Agriculture. The PPAN, as a result, was developed with both the national Government and local stakeholders. The action plan sets a blueprint of actions for nutrition improvement and is currently being updated.

A major component of the plan is mandatory rice fortification: the plan stipulates a clear directive to line agencies and local government units in the advocacy, promotion, and distribution (availability and supply) of iron-fortified rice (IFR). It also mandates the integration of IFR in feeding programs and family food packs.<sup>285</sup> The NNC, in formulating the PPAN, considered the reduction of iron deficiency as a major program area with DOH, DSWD, DepEd, LGUs, NGOs and the private sector as key implementers.<sup>286</sup>

In order to address malnutrition in the country, WFP began establishing programs related to food security and nutrition in 2018 in line with the SDG2 (Zero Hunger) goal. In 2018, WFP became a key partner with Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) in the formulation of the Regional Plan of Action for Nutrition (RPAN) 2017-2022. Additionally, in 2018, WFP along with the MBHTE of BARMM, piloted the Homegrown School Feeding Programme (HGSF) in Maguindanao. The pilot project was considered a success and created a strong case for investment in locally sourced IFR in the country. Adoption and promotion of IFR within the NFA, MAFAR, and the DOST-FNRI were also a direct result of WFP's initiative. Through its advocacy, WFP also helped to inform school feeding guidelines and the adoption of NFA policy guidelines on the ratio of formulation of fortified rice.

WFP continues to work to promote IFR throughout the country, with social and behaviour change communication (SBCC) as a key strategy. WFP's country capacity strategy activities build on the provision of locally sourced IFR to reduce anaemia and malnutrition and. SBCC could influence nutrition-related behaviour and production and consumption of locally sourced iron-fortified rice.<sup>287</sup> WFP's 2019 BAMBINA SBCC project in Maguindanao built evidence through formative data collection and media landscape analysis. It strengthened the capacity of local health service providers, and contributed to the coherence and alignment of programs and plans, including the Philippine Plan of Action for Nutrition. Feedback suggests that this SBCC project will be a strategy for addressing resistance to IFR. WFP continues to explore how the private sector can fill gaps in the funding of greatly needed production machinery and blending machines. Additionally, WFP provides technical support to the SUN Business Network Philippines in its adoption of IFR as a business initiative, which has made an impact in the ability to implement IFR on a larger scale. WFP continues to lend support for capacity-strengthening initiatives. This includes a technology transfer

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<sup>282</sup> Food and Fertilizer Technology Center for the Asian and Pacific Region (FFTC-AP). 2014. Republic Act 8976: Establishing the Philippine Food Fortification Programs.

<sup>283</sup> Republic of the Philippines, Department of Health, Bureau of Food and Drugs. 1995. Administrative Order No. 4-A s. 1995 Guidelines on Micronutrient Fortification of Processed Foods.

<sup>284</sup> Food and Fertilizer Technology Center for the Asian and Pacific Region (FFTC-AP). 2014. Republic Act 8976: Establishing the Philippine Food Fortification Programs.

<sup>285</sup> Inter-Agency Task Force on Zero Hunger (IATF-ZH). 2021. National Food Policy.

<sup>286</sup> Republic of Philippines, National Nutrition Council. 2017. Philippine Plan of Action for Nutrition 2017-2022. A call to urgent action for Filipinos and its leadership. Executive Summary.

<sup>287</sup> WFP. 2019a. Social and Behaviour Change Communication (SBCC) Guidance Manual for WFP Nutrition.



programme to increase the number of IFR suppliers, and the development of training modules to train health/nutrition workers to conduct interpersonal nutrition counselling with target groups.

### **Policy and Legislation**

The policy landscape of IFR is defined by policies and other supporting directives that reinforce the importance of integration of rice fortification in government and non-government feeding initiatives, particularly school feeding programs and the distribution of rice to high-risk populations.

The following are national policies and actions that support IFR:

- **Republic Act (RA) No. 8976**, or the **Philippine Food Fortification Act of 2000**, mandated rice fortification with iron. Section 6 of the law identifies rice fortification with iron as mandatory standards of the DOH – Food and Drug Administration.
- **RA No.11037 (2018)** also known as the *“Masustansyang Pagkain para sa Batang Pilipino Act”* (National School Feeding Law), stipulated specific provisions and defined the National Food Policy relative to the PPAN. The National Food Policy was launched in October 2020. IFR is a key element of the PPAN. Despite existing laws and legal frameworks, however, food fortification did not garner much attention as the rice fortification program had issues that included the increased price of fortified rice (3 pesos is the added cost due to fortification) and supply and demand (fortified rice is not readily available in the market). When IFR was first introduced, it was not well received: the coating technology used at the time rendered a product that was different in taste, odour, and colour from the traditional rice to which people were accustomed. Now, with new extrusion technology, there is no difference in these sensory properties, nevertheless current acceptability and consumer perception still need to be determined.
- In March 2019, IFR was not included in the **Rice Tariffication Law (RTL) (Rice Liberalization Act No. 11203)**, and the National Food Authority (NFA) to monitor the compliance of IFR was edited out of the RTL law. The Act downsized the NFA’s role to focus on rice procurement and distribution for buffer stocks. The law removed government limits on quantitative restrictions (QRs) of rice importation. Traders could now bring in unlimited volumes of rice at any time.<sup>288</sup> Consequently, lifting the QR on imports lead to decreased prices of palay and non-IFR retail rice, which subsequently has negative effects on nutrition. This negative impact was experienced by rice farmers.
- In 2017 and 2018, the NNC studied fortification to include in the social safety net program of DSWD and the DepEd. In 2018, the NNC released the Governing Board Resolution to scale up rice fortification with iron as part of the social safety net program. The resolution highlighted the support work with the NFA to include support and communication, advocacy, and promotion for social safety net programs.<sup>289</sup> Rice fortification is now part of the NFA’s mandate, a culmination of increased pushes for IFR adoption in the country in partnership with government departments.<sup>290,291</sup> The NFA has also issued guidelines on rice fortification. However, the NFA has limited funds. With the rice tariffication law, NFA’s mandate was “downsized” to focus on procurement and buffer stocking and IFR was not included in the law.<sup>292</sup>
- **WFP’s support to IFR resulted in improvement of national guidelines and policy for IFR.** The fortification of rice was given the necessary impetus as a priority concern due to the findings and results of WFP’s Fill the Nutrition Gap (FNG) report of 2019.<sup>293</sup> The FNG study was conducted by WFP and DOST-FNRI with support from UNICEF. The FNG report set nutrition and IFR as priority concerns

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<sup>288</sup> Tobias, Annette M. 2019. [FFTC-AP. The Philippine Rice Tariffication Law: Implications and Issues.](#)

<sup>289</sup> Republic of the Philippines, Department of Social Welfare and Development. 2019. Memorandum of Understanding on Enhanced Partnership Against Hunger and Poverty.

<sup>290</sup> Republic of the Philippines. 2018. Ilocos Norte pushes adoption of iron-fortified rice.

<sup>291</sup> NNC. 2019. NNC Governing Board-Resolution No. 1 Series of 2019: Scaling up Rice Fortification with Iron for Social Safety Net Programs in the Philippines.

<sup>292</sup> Republic of the Philippines, Department of Education. 2021. Schools Meals Coalition Declaration of Commitment.

<sup>293</sup> WFP. 2019b. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report.

in the legislature. The Interagency Task Force on Zero Hunger (IATF-ZH), led by the former Cabinet Secretary, took note of the concern in the FNG report and further provided directives for the integration of IFR into the national feeding programs. Again, in March 2021, WFP presented its results of the 2018 IFR pilot project through school feeding in Maguindanao, BARMM to the IATF-ZH. As a result of this presentation, the former Cabinet Secretary pledged to support the initiative and the NFA adopted IFR as one of its banner programs. The discussion with WFP also helped the Government to reconsider the national policy on the levels of fortification, eventually leading the NFA to adopt changes to its policy guidelines on the formulation of fortified rice by decreasing the ratio of fortification from one in every 100 grams of rice to one every 200 grams, thereby improving the colour and taste. The meeting eventually also resulted in a workshop and forum on IFR that was attended by about 5,000 farmers from around the country.

- **National Feeding Program Law of 2019** institutionalized the feeding program for school and preschool children including Iron Fortified Rice. Likewise, in December 2019 the Memorandum of Understanding (MOU) on Enhanced Partnership Against Hunger and Poverty (EPAHP) was signed to create synergy and cooperation with LGUs, line agencies and other partners, including WFP, in supplementary feeding and other government feeding programs. This opened the opportunity for the integration of IFR in this initiative.<sup>294</sup>
- In 2021, due to the advocacy of WFP, **the DepEd, through the School Meals Coalition: Nutrition, Health and Education for Every Child**, also initiated a Declaration of Commitment<sup>295</sup> for every child to enjoy a healthy and nutritious meal by 2030. The School Meals Coalition further scaled up the imperatives of IFR in school feeding programs given the effects of the COVID-19 pandemic.
- **Regional Nutrition Council (RNC) Resolution No. 4, series of 2021**. As a result of WFP's continued advocacy, the RNC issued Resolution No. 4 adopting HGSF as a nutrition-sensitive program of the LGUs in BARMM and approving the RNC to serve as the HGSF inter-agency committee in support of the implementation of Republic Act 11037 (*Masustansiyan Pagkain Para sa Batang Pilipino Act*).<sup>296</sup> WFP informed the development of the **School-Based Feeding Guidelines and Recipe Book**. In 2020, WFP provided technical assistance to MBHTE on improving the school-based feeding guidelines, specifically around food hygiene, and participated in the development of a nutritionally balanced recipe book that includes local recipes that follow the guidelines.

### *Institutional Effectiveness and Accountability*

<b>WFP support with IFR advocacy</b>	<b>2018</b>
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WFP supported relevant authorities with prioritizing adoption of IFR at the national level. Coordination was done with the Department of Agriculture (DA) and Department of Agrarian Reform (DAR) through the NNC as the lead of the Rice Fortification Sub-TWG. While some coordination at the LGU level has occurred, advocacy for adoption of IFR has been hindered by other priorities, and LGUs do not have the incentive or initiative to lead IFR efforts in school feeding. While there were LGU-led efforts in Compostela Valley (Davao de Oro) for school feeding, advocacy on fortified rice at the LGU level was not factored in. Constant open communication, through monitoring and close coordination, have been necessary to ensure project implementation.

Regional validation meetings identified barriers to improving nutrition: low commitment among agencies and other implementers despite a strong policy base, weak horizontal and vertical coordination, and poor implementation.<sup>297</sup> Similarly, a recent study commissioned by RBB identified barriers for overall IFR

<sup>294</sup> Republic of the Philippines, Department of Social Welfare and Development. 2019. Memorandum of Understanding on Enhanced Partnership Against Hunger and Poverty.

<sup>295</sup> Republic of the Philippines, Department of Education. 2021. Schools Meals Coalition Declaration of Commitment.

<sup>296</sup> WFP. 2021. Annual Performance Plan 2021.

<sup>297</sup> WFP. 2019a. Fill the Nutrient Gap: Philippines Nutrition Situation Analysis Framework and Decision Tool. Full Report.

capacities.<sup>298</sup> The study found that while the Philippines has the capacity to meet (and exceed) the requirements of public-school feeding programs for iron fortification, it is weak in Visayas and Mindanao, as capacity is concentrated in Luzon. Further, the study recommends cost of fortification needs to be halved to meet consumer affordability. It is concluded that market expansion is necessary to increase consumption of IFR in addition to developing an advocacy and communication plan to assist local producers in distribution.

In June 2022, WFP Philippines, with support from Japan-based partners International Life Sciences Institute (ILSI) and the DSM, conducted a study on the overall rice fortification capacities, supply chain, and campaign initiatives in the Philippines. The study found that while the Philippines has the capacity to produce up to three times more IFR than needed by the DepEd and DSWD, supply chain concerns are a major barrier to the cost of distribution and use of IFR in the country. This is particularly the case for Visayas and Mindanao since most IFR producers are located in the island group of Luzon.<sup>299</sup>

In 2018, WFP and the Ministry of Basic, Higher and Technical Education (MBHTE) of the BARMM piloted IFR through school feeding in Maguindanao, BARMM. The pilot test effectively showed that IFR can be sourced and produced locally. As a result of WFP's pilot program, IFR was implemented with the NFA, Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR), and the DOST-FNRI. The pilot test is considered a good model at the local level, whereby stakeholders participated to improve nutritional status and define advocacy channels to guide policy development at the local level. In October 2020, the IATF-ZH promoted IFR through other agencies. Webinars were conducted to promote and advocate IFR. Likewise in the same year, the MBHTE of BARMM increased its budget for universal feeding to cover 160,000 children. The DOST-FNRI is tasked to assist in food fortification by developing new technologies. DOST-FNRI initiated a study on the design and fabrication of a low-cost blending machine for the scale-up of IFR. In 2020, the DOST-FNRI developed blending machines, conducted training on rice fortification, and registered processors. DOST-FNRI has also developed an improved pre-mix that is colourless, odourless and has no aftertaste. Starting in 2021, regional offices of DSWD also participated in the study on rice value chains. Supply mapping activities are being done to guide micro, small, and medium enterprises (MSMEs) in the production and supply of IFR. However, there is still a need for the agriculture sector to identify what specific rice variety is best for fortification given the information on what households commonly consume.

WFP has also worked to promote IFR, with SBCC as potential strategies for increasing demand. They have become an advocate for making sure that IFR is served during seminars and meetings and is part of the family food packs given in emergencies, which helped to demonstrate that the old notion of IFR tasting and smelling bad is no longer correct and that new technology has improved the product.

### **Strategic Planning and Financing**

<b>Regional Plan of Action for Nutrition (RPAN) 2017-2022</b>	<b>2018</b>
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WFP supported the formulation of the development of a regional plan of action for nutrition (RPAN) which is the basis for all sectors to work together. The regional plan was approved in 2018 but implementation was hampered by the transition to BARMM. Further, in answer to the Cabinet Secretary's request to provide empirical data and analysis to support informed food security and nutrition planning and programming interventions, WFP collaborated with UNICEF and the FAO to produce the State of Food Insecurity report in the last quarter of 2019. Updated data on food security and nutrition were produced in line with objectives from the IATF-ZH and presented in the first quarter of 2020. In 2020, the RPAN was revisited to conform with the new mandates of BARMM. Best efforts were done to implement the plan with the help of the Regional Nutrition Committee (RNC). The plan was relaunched again in 2021 after another review.

<b>Better Access of Mothers and Babies on Integrated Nutrition Agenda (BAMBINA) and Social and Behaviour Change Communication</b>	<b>2019</b>
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<sup>298</sup> NFP. 2022. WFP Study on Iron Rice Fortification Capacities, Supply Chain and Campaign Initiatives in the Philippines Final Report, 27 June 2022

<sup>299</sup> NFP. 2022. WFP Study on Iron Rice Fortification Capacities, Supply Chain and Campaign Initiatives in the Philippines Final Report, 27 June 2022.

In 2019, WFP submitted a proposal for the Better Access of Mothers and Babies on Integrated Nutrition Agenda (BAMBINA) project. The BAMBINA project is a social and behaviour change communication (SBCC) approach to improve the nutrition situation and the delivery of local services in Maguindanao by addressing barriers to access and use of nutritious diets, and by refining knowledge and tools. The first phase (formative research) was implemented from December 2020 to February 2021. This SBCC strategy looks at knowledge and emotions to change health behaviour. The BAMBINA project follows the WFP SBCC Guidance Manual for WFP Nutrition.<sup>300</sup> The project has completed five of the eight steps outlined in the manual during the formative research period (December 2020-February 2021), developing communications objectives and developing creative briefs (February 2021-April 2021), pretesting communications materials (May 2021), and conducting capacity strengthening (July 2021). These strategies look at thoughts, feelings, and actions as target behavioural areas for change. In addition, to effectively reach the target groups, there was a need to engage with a marketing communications firm to share their suggested approach on the development of communication products and distribution channels for the rollout of an SBCC campaign. This led to the development of a media implementation strategy and a media landscape analysis. Taken together, the findings of the BAMBINA project were presented to the BARMM Regional Nutrition Committee in March 2022, and the committee acknowledged the importance of SBCC strategy.

The SBCC Strategy and Action Plan is still a draft plan; it has not yet been shared with other key stakeholders and therefore has not yet been implemented. The rollout of the SBCC planned for late-2022.<sup>301</sup> There is an opportunity to collect additional context-specific information from indigenous peoples as well as teenage mothers, two key target groups that were not initially included in BAMBINA. This can be a springboard to and an important example of a broader effort to understand and apply SBCC principles specific to the unique needs of Indigenous communities and young mothers in the Philippines. The strategy and action plan are thus on hold until the data are collected, and the findings are incorporated into the plan. This revision is expected to be completed by December 2022. The SBCC Strategy and Action Plan also be integrated in the RPAN (2023-2028).

<b>Project and funding support</b>	<b>2021</b>
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In November 2021, WFP led the meeting with the Cabinet Secretary, chair of the IATF-ZH and EPAHP, together with the International Finance Corporation (IFC), a sister organization of the World Bank and member of the World Bank Group, and the Scaling Up Nutrition (SUN) Business Network (SBN) Philippines, to discuss how they can best support small-scale farmers and different agencies on rice fortification. As a result, IFC agreed to explore how the private sector can fill gaps in the funding of production machinery and blending machines to help small-scale farmers improve the production of IFR. This WFP-led initiative has made an impact in the ability to implement a policy that has long been mandated and cemented into legislation but had not yet been implemented on a larger scale.

In April 2022, consultations with IATF-ZH, IFC and SBN Philippines on rice fortification were conducted by WFP with support from the Regional Food Fortification Advisor for Asia and the Pacific. As a member of the Rice Fortification sub-TWG, WFP was requested to present at the May 2022 regular meeting on their ongoing initiatives on rice fortification in the country and the preliminary results of the landscape study.

### **Stakeholder Initiative Design and Delivery**

<b>Capacity Strengthening Programmes: Trainings and Manuals</b>	<b>2020</b>
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Capacity- strengthening programmes were the major input of WFP. The NNC and WFP did the planning, training, and the development of manuals. In 2020, WFP in partnership with UNICEF, supported the Department of Health and NNC review and update of the Nutrition in Emergencies Manual. Also in 2020, WFP supported the MBHTE in the development of the School-Based Feeding Guidelines manual. Technical capacities were also enriched with the support of WFP. Several modules were developed with assistance from WFP, including food and nutrition modules for family development sessions. The IATF-ZH also adopted IFR

<sup>300</sup> WFP. ND. Social Behaviour Change Communication: Primer. PowerPoint Presentation.

<sup>301</sup> WFP. 2021. WFP Introduces Bambina to Parents and Caregivers in the Bangsamoro Region.

as a banner program; the webinar series of the Task Force featured the Scaling Up of IFR to inform the public of its importance and the status of the program in the Philippines.

<b>Pilot study on School Feeding in Maguindanao</b>	<b>2018</b>
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In 2018, WFP along with MBHTE of BARMM piloted the Homegrown School Feeding (HGSF) Programme in Maguindanao. As result, WFP was able to create an investment case for locally sourced IFR. The pilot study on HGSF in Maguindanao Province helped determine the feasibility of IFR and provided a basis for the expanded implementation on the use of IFR for HGSF and supported local food production. The study provided recommendations for enhancing the readiness of schools and processing plants and improving the procurement and supply of IFR.<sup>302</sup> The SBCC approach helped to expand the supply of IFR and addressed the resistance to IFR. The SBCC approach was used more in terms of education and information; information materials were produced by FNRI.

**Other Capacity strengthening Initiatives:**

- Capacity development through the provision of milling equipment and technology transfer through training were good efforts in IFR. The DOST-FNRI developed the IFR and embarked on a technology transfer program to increase the number of suppliers. There are now more suppliers to address the shortage of supply of IFR; in the National Capital Region (NCR), there are new intentions from producers and 11 additional regions have shown interest to produce as well.
- WFP worked on generating data and documenting experiences showing that IFR efforts can work, and that give the impetus for IFR. This is the positive value of WFP’s work in IFR.
- The rollout of the SBCC campaign, including interpersonal, mid-media, and mass media campaigns, is scheduled to begin in late-2022. However, due to limited funding for the rollout, the SBCC campaign will start small with interpersonal and mid-media approaches. Training of health/nutrition workers in the field (targeting five municipalities in Maguindanao) is expected to commence in September 2022. Training modules will be developed to be used as guides in training the health/nutrition workers in conducting interpersonal nutrition counselling to target groups.

**Engagement and Participation of Civil Society and Private Sector**

<b>Adoption on IFR in the SUN Business Network (SBN)</b>	<b>2021</b>
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The private sector in general is in the early stages of adopting IFR as a banner business program. Initially, SBN has a program that offers IFR in the workplace, (e.g., in cafeterias) to promote the adoption of IFR to employees. WFP and SBN are working on a plan to engage the private sector, but details of the plan and working relationships and arrangements still need to be fleshed out. WFP is working with other UN agencies such as UNICEF that have funding for these initiatives and can pool their resources.

WFP provided technical guidance for the adoption of IFR as a common initiative of the SUN Business Network (SBN). On February 28, 2020, WFP (as the Convener) and the NNC jointly led the first Philippine SUN Business Network Organizational Meeting in Makati City. Thirteen companies joined and elected Standard Insurance Co., Inc. as interim Chair, and formally elected as the Chair of SBN in June 2021. The SBN adopted IFR as a common nutrition initiative/intervention. WFP, who supports the Secretariat of the SBN and acts as the technical advisor, linked IATF-ZH to key stakeholders like SBN and the International Finance Corporation (IFC). There are continuing discussions on how the IFR will be scaled up with the participation of IATF-ZH, SBN (representing the private sector) and IFC (as a possible funding institute). SBN members were also actively involved in the 2021 Scaling Up Nutrition Joint Assessment (SUNJA). With WFP’s initiative, the SBN was able to work with other UN agencies such as FAO, UNICEF, and the private sector in the fulfilment of the BARMM regional plan of action. In 2021, the Pilipinas Shell Foundation, Inc., a member of SBN, started working with WFP for IFR adoption in school-based feeding in Camarines Sur. A supply chain mapping activity is being done to guide MSMEs and other producers in the supply of IFR.

<sup>302</sup> Ibid.

Additionally, WFP worked with the Nutridense Food Corporation, a member of the SBN, to improve the quality and micronutrient contents of *Momsie*, a ready-to-eat nutrient-dense and protein-rich supplementary food designed to prevent stunting in children aged 6 to 36 months. WFP originally funded and collaborated with FNRI on the development of *Momsie* in 2012. As a result of WFP's initiative, today, the Nutridense Food Corporation is licensed by the Food and Drug Administration to commercially produce the Filipino-made supplementary food.

In 2021, WFP worked with the University of the Philippines Los Baños and the Philippine Integrated Management of Acute Malnutrition, a program of the Department of Health, to standardize a recipe book titled "Moderate Acute Malnutrition (MAM) Recipe Book" featuring existing local recipes compiled by WFP for children diagnosed with MAM. This recipe book is now being used during emergency response efforts. Additionally, the Civil Society Alliance has recognized this recipe book as being beneficial to their work across the country.






## Conclusion

The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.




Consolidated analysis for all pathways shows a **capacity level change from emergent to moderate** at the time of this evaluation. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of emergent in 2018. This was when WFP first began establishing programmes related to FSN and became a key partner in the formulation of the RPAN.

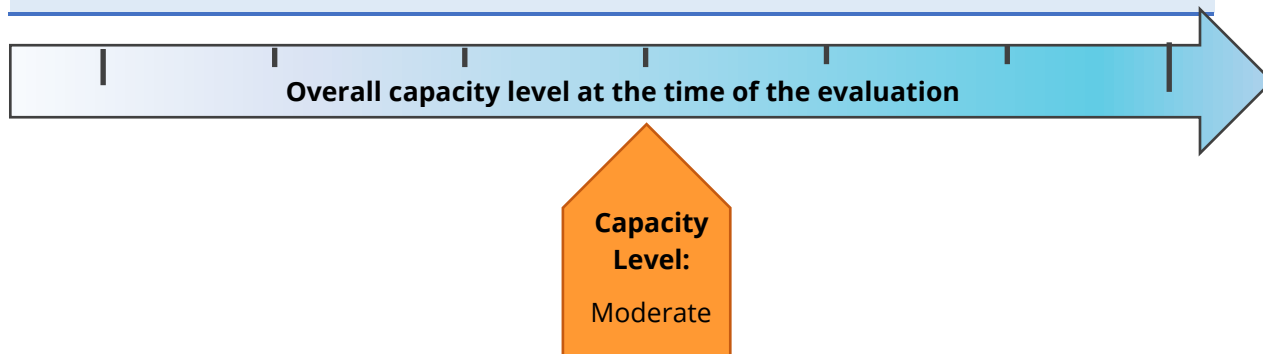
5 Pathways	Capacity Level
<div data-bbox="212 622 295 694"></div> <p data-bbox="333 589 616 618"><b>Policies and Legislation</b></p> <ul data-bbox="333 638 1181 1361" style="list-style-type: none"> <li>IFR is not included in Rice Tariffication Law in 2019; the ability of NFA to monitor the compliance of IFR was edited out of the law.</li> <li>Rice fortification is part of NFA's mandate, but there is no incentive package or policy to produce and buy IFR – only advocacy. There is a need for WFP to provide more technical assistance on policy review. IFR has long been mandated by the Government but scaling up has been a challenge. An increase of suppliers to address the shortage of IFR is beginning to emerge, particularly in the NCR region.</li> <li>WFP advocacy efforts encouraged the Government to reconsider the national policy on the levels of fortification, eventually leading the NFA to adopt changes to its policy guidelines on the formulation of IFR.</li> <li>The DepEd, through the encouragement of WFP, signed a Declaration of Commitment in 2021 for every child to enjoy a healthy and nutritious meal by 2030.</li> <li>Due to WFP's advocacy, the RNC issued Resolution No. 4, series of 2021 adopting HGSP as a nutrition-sensitive programme of LGUs in BARMM and approving the RNC to serve as HGSP inter-agency committee in support of Republic Act 11037.</li> <li>WFP informed the development of the MBHTE School-Based Feeding Guidelines and Recipe Book.</li> </ul>	<p data-bbox="1206 589 1350 618"><b>At baseline:</b></p> <p data-bbox="1206 638 1326 667">Emergent</p> <p data-bbox="1206 734 1378 763"><b>At evaluation:</b></p> <p data-bbox="1206 784 1326 813">Moderate</p>
<div data-bbox="220 1440 300 1512"></div> <p data-bbox="333 1391 884 1420"><b>Institutional Effectiveness and Accountability</b></p> <ul data-bbox="333 1440 1181 2031" style="list-style-type: none"> <li>WFP's initiative resulted in expansion of demand for IFR but price &amp; supply of IFR not sustainable.</li> <li>Supply mapping being done to guide MSMEs and producers in supply of IFR.</li> <li>Need for government agencies identified in the policy to monitor production of rice at farmer and business levels for compliance. More suppliers becoming available to address shortage of supply of IFR.</li> <li>In 2020, FNRI developed blending machines, conducted trainings, and registered processors.</li> <li>Adoption of IFR by LGUs has been hindered by other priorities, and LGUs have no incentive or initiative to lead IFR efforts in school feeding.</li> <li>In 2022, WFP's RBB commissioned evidence generation study that identified barriers for overall IFR capacities, supply chain, and campaign initiatives in the Philippines. It produced a detailed landscape analysis to map the key stakeholders across rice value chains and analysed the demand and supply challenges. This was funded by DSM, ILSI and NJPP.</li> </ul>	<p data-bbox="1206 1391 1350 1420"><b>At baseline:</b></p> <p data-bbox="1206 1440 1326 1469">Emergent</p> <p data-bbox="1206 1536 1378 1565"><b>At evaluation:</b></p> <p data-bbox="1206 1585 1326 1615">Moderate</p>

5 Pathways	Capacity Level
<ul style="list-style-type: none"> <li>In 2018, WFP and MBHTE piloted IFR through school feeding in Maguindanao, BARMM. The pilot test considered it a good model at local level. As a result of pilot program, IFR was implemented with the NFA, MAFAR, and the DOST-FNRI. In 2020, DOST-FNRI developed blending machines, conducted training on rice fortification, and registered processors.</li> </ul>	
<div style="display: flex; align-items: flex-start;"> <div style="margin-right: 10px;">  </div> <div> <p><b>Strategic Planning and Financing</b></p> <ul style="list-style-type: none"> <li>Coordination with DA and DAR through the NNC.</li> <li>Need to identify what specific rice variety is best for fortification.</li> <li>WFP supported the formulation of the development of the Regional Plan of Action for Nutrition (RPAN). The SBCC Strategic and Action Plan still a draft plan. SBCC will be integrated in the next PPAN (2023-2028).</li> <li>WFP worked on SBCC, which has the potential to address resistance to IFR (due to colour, odour, and taste). The BAMBINA project in Maguindanao is good example of SBCC initiative. However, the cost of fortification is a concern as it increases the price and therefore affects preference.</li> <li>In 2020, the MBHTE increased the budget for universal feeding to cover 160,000 children.</li> <li>In 2021, international financial institutions meet with the Cabinet Secretary to discuss how they can support small-scale farmers for IFR. As a result of this initiative led by WFP, the IFC agreed to explore how the private sector can fill gaps in the funding of production machinery and blending machines.</li> </ul> </div> </div>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Moderate</b></p>
<div style="display: flex; align-items: flex-start;"> <div style="margin-right: 10px;">  </div> <div> <p><b>Stakeholder Initiative Design and Delivery</b></p> <ul style="list-style-type: none"> <li>In 2019, scoping and piloting of farmer cooperatives in BARMM producing IFR.</li> <li>DOST-FNRI arranging meeting with Dept. of Agriculture to explore with rice cooperatives and FEEDIS' adoption of IFR.</li> <li>WFP supported the MBHTE in the development of the school feeding manual.</li> <li>In 2018, WFP along with MBHTE of BARMM, piloted the HGSP in Maguindanao. As result, WFP was able to create an investment case for locally sourced IFR.</li> </ul> </div> </div>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Moderate</b></p>
<div style="display: flex; align-items: flex-start;"> <div style="margin-right: 10px;">  </div> <div> <p><b>Engagement and Participation of Civil Society and Private Sector.</b></p> <ul style="list-style-type: none"> <li>WFP provided technical guidance for adoption of IFR as a business initiative of the SUN Business Network (SBN).</li> <li>SBN and Pilipinas Shell Foundation are working with WFP for IFR adoption in Bicol Region.</li> <li>WFP linked IATF-ZH to key stakeholders, e.g., SBN and IFC.</li> <li>WFP worked with Nutridense Food Corporation to improve the quality and micronutrient contents of <i>Momsie</i>.</li> <li>WFP worked with University of the Philippines Los Baños and Department of Health to standardize the Moderate Acute Malnutrition</li> </ul> </div> </div>	<p><b>At baseline:</b> <b>Self-sufficient</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p> <p>[no change]</p>



5 Pathways	Capacity Level
Recipe Book. The Civil Society Alliance has recognized this recipe book as beneficial to their work across the country.	

3 Domains	
	Enabling environment. <b>Self-sufficient</b>
	Organizational. <b>Moderate</b>
	Individual. <b>Moderate</b>



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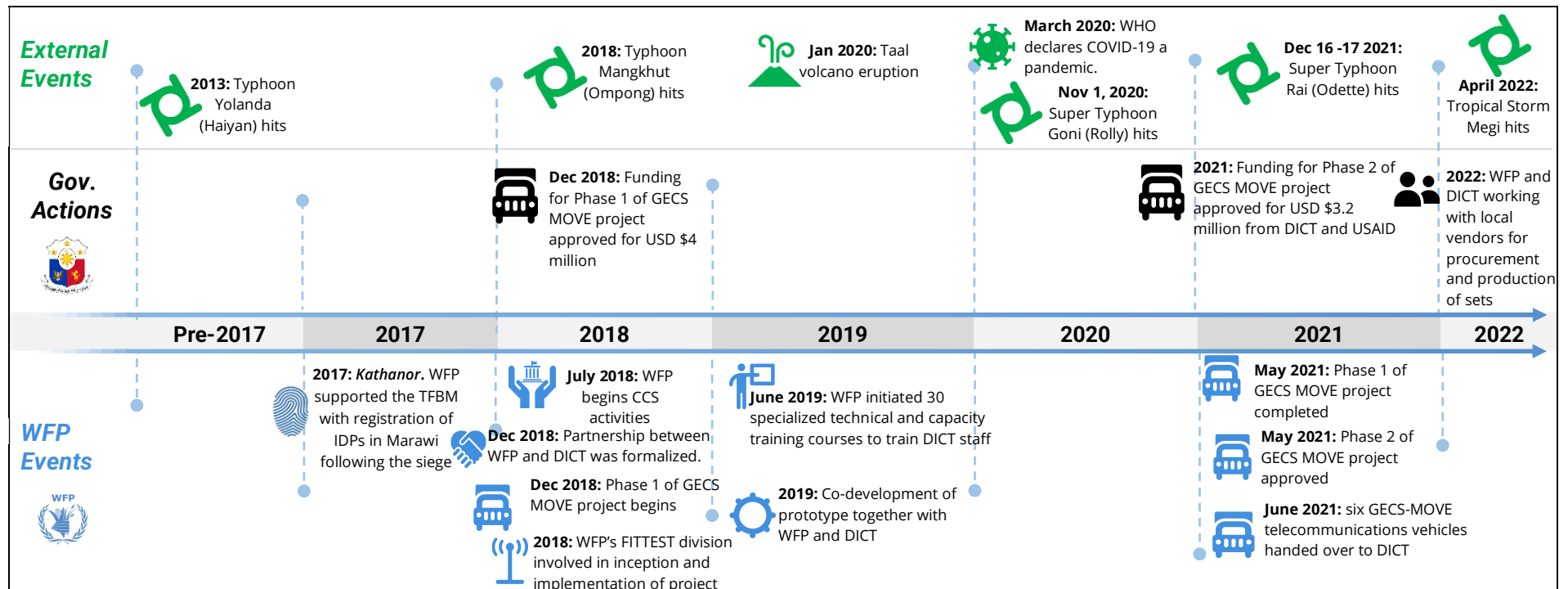
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## THEMATIC AREA 4: DISASTER PREPAREDNESS AND RESPONSE (DRR) – GECS-MOVE (SO4, ACTIVITY 5)

This is the fourth of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 4 is presented in the conclusions section.

### Thematic Area 4: Visual timeline for Disaster Preparedness and Response (DRR) – GECS-MOVE



## The CCS Story

The Philippines is a disaster-prone region ranked as ninth-most affected by weather events by The World Risk Index (2020).<sup>303</sup> On average, 20 tropical cyclones and typhoons enter the Philippine Area of Responsibility every year, with about half making landfall.<sup>304</sup>

In 2018, WFP was approached by the Department of Information and Communications Technology (DICT) to provide technical support for ICT in the country. WFP is a key partner of the Government in emergencies and works in line with DICT's mandate to assist in information dissemination through telecommunications to reduce the impact of disaster-related shocks.

The Government Emergency Communications System – Mobile Operations Vehicle for Emergencies (GECS-MOVE) project is an initiative emerging from the collaboration between WFP and DICT. In this project, six high-tech, mobile emergency telecommunication units have been designed and operationalized for disaster-prone provinces of the Philippines. These units can quickly provide critical communication to emergency responders, disaster coordinators and health/welfare workers.

The partnership between WFP and DICT was formalised in a partnership agreement signed in December 2018, for a period of four years. Phase 1 of the GECS-MOVE project began soon after in December 2018 and WFP worked with DICT to develop prototypes in 2019; Phase 1 was officially completed in May 2021.

This is a unique project, based on the premise that both WFP and DICT are cluster leads for emergency communications: WFP is the global lead and DICT has been mandated to be the national lead. ICT in emergencies saves lives. After Super Typhoon Odette hit the Philippines in 2021, WFP deployed GECS-MOVE units to re-establish telecommunications in Maasin City and Surigao City, which provided vital communications links between government agencies.

WFP's FITTEST division has also been integral to its operational support during emergencies including during Odette, where ICT specialists were deployed from Dubai (alongside other WFP emergency telecommunication staff) to aid in the re-establishment of crucial communications. DICT staff capacity to install and maintain connectivity equipment was further strengthened throughout the Odette response and as a result of WFP's capacity-strengthening initiatives conducting specialized training courses to train DICT staff on disaster response. Through the utilization of training and because of WFP's capacity-strengthening efforts, today DICT has stepped up and taken full ownership of project, with WFP handing over six of the GECS-MOVE vehicles to DICT in June 2021.

Today, the Government of Philippines funds the majority of the project with assistance from USAID. WFP mainly acts in an advisory and training role but has also committed to providing USD 1 million of the total USD 3.2 million for Phase 2 of the project, which has been recently approved by the Government to build four additional GECS-MOVE sets with enhanced specifications and includes a focus on soft skills training to support DICT's recent mandate to lead the national Emergency Telecommunications Cluster (ETC).<sup>305</sup>

## Policy and Legislation

<b>Strengthening the national ETC cluster system.</b>	<b>Ongoing</b>
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WFP has invested in strengthening the national cluster system and the ETC in particular. The national ETC cluster led by DICT and WFP has been providing support to adopt humanitarian cluster standards. In both Odette and Agathon, the national clusters were activated prior to the emergency, and the deployment of the move followed the cluster protocol.

<sup>303</sup> Congressional Policy and Budget Research Department. 2020. FF2021-20. World Risk Index.

<sup>304</sup> Center for Excellence in Disaster Management and Humanitarian Assistance. 2018. Philippines: Disaster Management Reference Handbook.

<sup>305</sup> WFP. 2022. WFP Philippines – GECS MOVE: Global Innovation in Telecoms Disaster Response.

### ***Institutional Effectiveness and Accountability***

<b>Utilization Training</b>	<b>June 2019</b>
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From June 2019, WFP initiated more than 30 specialized technical and capacity training courses to train staff from the Department of Information and Communication Technology (DICT) and disaster responders. This training focussed on the deployment and utilisation of GECS-Move Units.<sup>306</sup> DICT staff capacity to install and maintain connectivity equipment was strengthened throughout the Odette response. For each VSAT installation, WFP conducted a dedicated instruction and training session.<sup>307</sup>

This training included visits to the WFP Fast Information Technology and Telecommunications Emergency and Support Team (FITTEST) in Dubai<sup>308</sup>. Additionally, a national information caravan was deployed to several regions as an information dissemination campaign to train first responders and partners at the LGU level.

### ***Strategic Planning and Financing***

<b>USD 4 million funded for Phase 1 of GECS-MOVE</b>	<b>Dec 2018 – May 2021</b>
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The project was signed in December 2018 between WFP and DICT as a five-year agreement. Phase 1 lasted December 2018 to May 2021 and was funded for USD 4 million (approximately PhP 200 million). Additional support was provided from USAID and WFP, as needed.<sup>309</sup> In 2021, a Property Transfer Agreement was signed between WFP and DICT.<sup>310</sup>

<b>WFP to provide USD 1 million for Phase 2</b>	<b>May 2021 - ongoing</b>
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Funding for the second phase of the project was approved for USD 3.2 million from the government and USAID. WFP has committed to providing USD 1 million for Phase 2. Part of this includes building four additional units with enhanced capacities. Further, Phase 2 will also focus on soft skills training, particularly for new staff. Document suggest this is towards supporting DICT's recent mandate to lead the national cluster for emergency telecommunications (ETC).<sup>311</sup>

<b>Support from WFP's FITTEST (Fast Information Technology and Telecommunications Emergency and Support Team) division</b>	<b>Ongoing</b>
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WFP's FITTEST division have been integrally involved in both the inception and implementation of this project. Examples of operational support during emergencies include during Odette, where ICT specialists were deployed from Dubai (alongside other WFP emergency telecommunication staff) to aid in the re-establishment of crucial communication.<sup>312</sup>

### ***Stakeholder Initiative Design and Delivery***

<b>Co-development of prototype together with WFP and Government</b>	<b>2019</b>
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WFP worked with the Government to develop an initial prototype single set that was deployed in the field in 2019. Together, WFP and DICT conducted field tests and evaluations of this prototype set on deployment.

<sup>306</sup> WFP. 2022. WFP Philippines – GECS MOVE: Global Innovation in Telecoms Disaster Response.

<sup>307</sup> WFP. 2022. WFP Philippines Typhoon Rai/Odette Factsheet. March 2022.

<sup>308</sup> WFP FITTEST is a group of humanitarian responders based in Dubai. They are employed during emergencies to restore information and communication technology.

<sup>309</sup> WFP. 2022. WFP Philippines – GECS MOVE: Global Innovation in Telecoms Disaster Response.

<sup>310</sup> WFP. 2021. Annual Performance Plan 2021.

<sup>311</sup> WFP. 2022. WFP Philippines – GECS MOVE: Global Innovation in Telecoms Disaster Response.

<sup>312</sup> Emergency Telecommunications Cluster. 2022. The Philippines - Typhoon Rai (Odette): ETC Situation Report #3.

Lessons learned from this prototype directly influenced the design of the next generation of sets developed and shipped from Dubai later in the project.

***Engagement and Participation of Civil Society and Private Sector***





<b>Working with local vendors for the procurement and production of sets</b>	<b>Ongoing</b>
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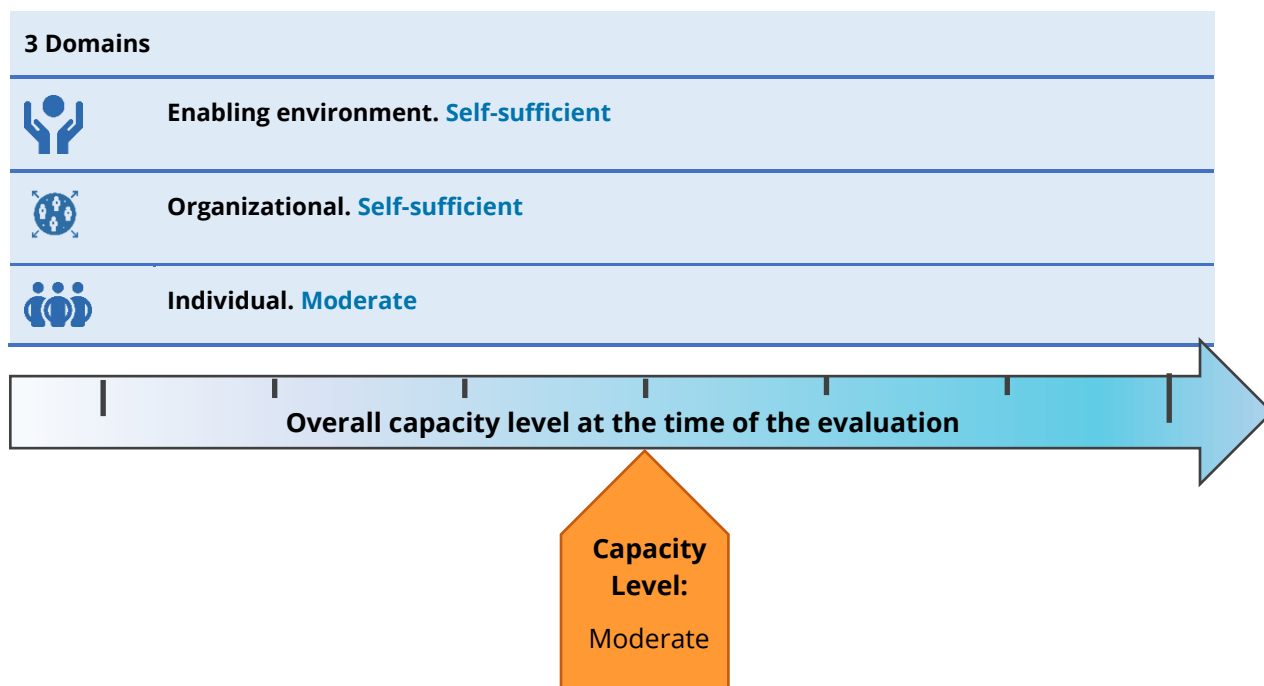
WFP and DICT are exploring options for localised production of the units. There is interest among local vendors to be involved with the construction of sets, removing the dependence for foreign assembly and thereby reducing the overall cost of production.

## Conclusion

The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.

Consolidated analysis for all pathways shows an overall **capacity-level change from emergent to self-sufficient** at the time of this evaluation. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of emergent in 2018. This was when WFP was first approached by DICT to provide technical support for ICT in the country and CCS activities under this thematic area began.

5 Pathways	Capacity Level
 <b>Policies and Legislation</b> <ul style="list-style-type: none"> <li>Informing policy around national communications.</li> </ul>	<b>At baseline:</b> <b>Latent</b>  <b>At evaluation:</b> <b>Emergent</b>
 <b>Institutional Effectiveness and Accountability</b> <ul style="list-style-type: none"> <li>DICT taking full ownership of project.</li> <li>WFP initiated more than 30 specialized technical and capacity training courses to train staff from the DICT.</li> <li>WFP's FITTEST division been integral to operational support during emergencies. ICT specialists deployed from Dubai.</li> </ul>	<b>At baseline:</b> <b>Emergent</b>  <b>At evaluation:</b> <b>Self-sufficient</b>
 <b>Strategic Planning and Financing</b> <ul style="list-style-type: none"> <li>Government of Philippines is funding majority of the project itself. WFP has an advisory role and training role.</li> <li>USD 4 million funded for Phase 1 of GECS-MOVE.</li> <li>WFP to provide USD 1 million for Phase 2.</li> <li>Support from WFP's FITTEST (Fast Information Technology and Telecommunications Emergency and Support Team) division.</li> </ul>	<b>At baseline:</b> <b>Emergent</b>  <b>At evaluation:</b> <b>Self-sufficient</b>
 <b>Stakeholder Initiative Design and Delivery</b> <ul style="list-style-type: none"> <li>Co-development of prototypes together with WFP and Government.</li> </ul>	<b>Capacity level at baseline:</b> <b>Emergent</b>  <b>At evaluation:</b> <b>Self-sufficient</b>
 <b>Engagement and Participation of Civil Society and Private Sector</b> <ul style="list-style-type: none"> <li>Working with government bodies to lead emergency telecoms (SWAT and military).</li> <li>Working with local vendors for the procurement and production of sets.</li> </ul>	<b>At baseline:</b> <b>Latent</b>  <b>At evaluation:</b> <b>Emergent</b>



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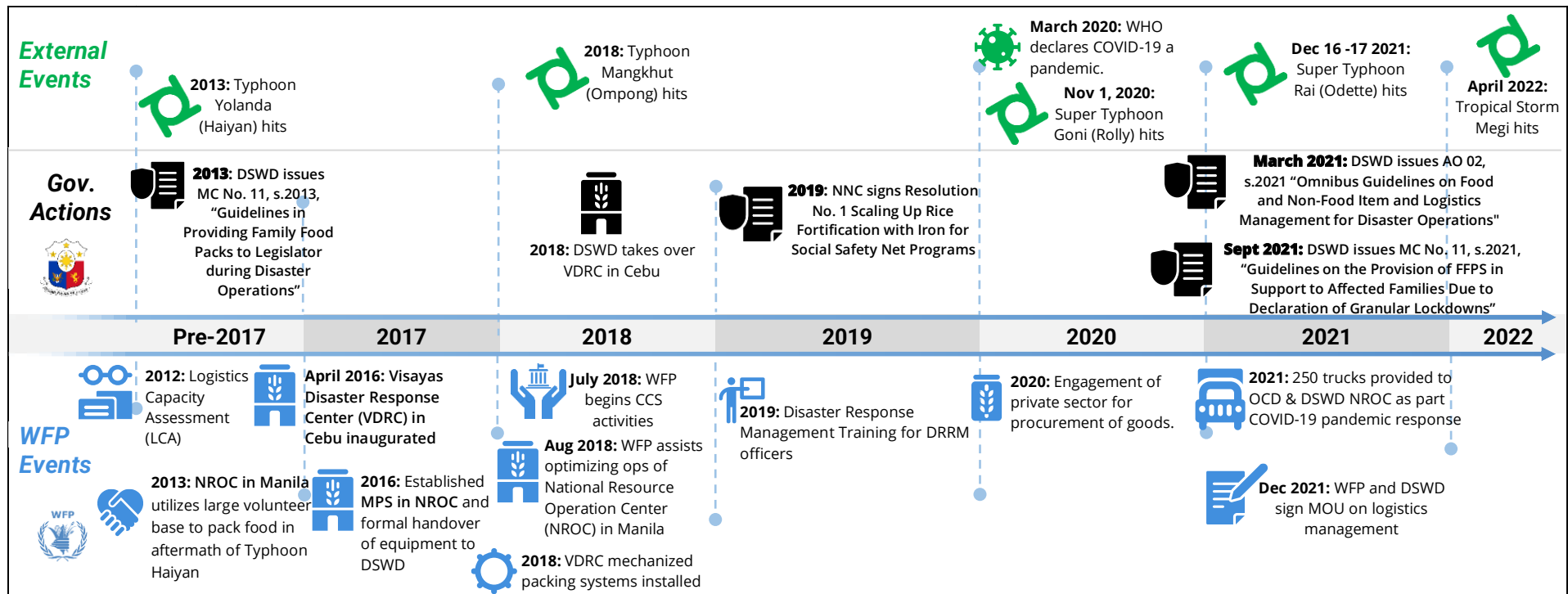
- Emergency Telecommunications Cluster. 2022. The Philippines - Typhoon Rai (Odette): ETC Situation Report #3.
- WFP. 2022. WFP Philippines – GECS MOVE: Global Innovation in Telecoms Disaster Response.



## THEMATIC AREA 5: DISASTER PREPAREDNESS AND RESPONSE – LOGISTICS AND FOOD PACKING SYSTEMS (SO4, ACTIVITY 4)

This is the fifth of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 5 is presented in the conclusions section.

### Thematic Area 5: Visual timeline for Disaster Preparedness and Response – Logistics



## The CCS Story

Super Typhoon Yolanda (Haiyan), hit landfall in the Philippines on Nov. 8, 2013, laying waste to the Visayas islands and precipitating a system-wide Level 3 international humanitarian response. As a result of the 2013-2014 Typhoon Haiyan response effort, many operational bottlenecks and challenges affecting large-scale humanitarian response were identified. Together, WFP and the Government of the Philippines identified a series of prioritized actions to address these logistical issues. These actions, to be implemented over the subsequent two years, included the creation of a network of Government Disaster Response Centres (GDRCs) to produce government food assistance packs more efficiently.<sup>313</sup>

When there is an emergency, family food packs are among first support items distributed. They are distributed from disaster response centres that are strategically positioned across the Philippines, to support vulnerable regions/areas of the country efficiently and quickly. These centres, which procure, assemble, and store family food packs, are run by the Government, specifically the Department of Social Welfare and Development (DSWD).

WFP has provided support to enhance the Government's disaster response capacity in logistics and supply chain management around these food packs and disaster response centres. This was through a partnership with DSWD and the Office of Civil Defense (OCD). Through this partnership, WFP worked closely to establish disaster response facilities in Luzon, Cebu, and Mindanao; these strategically located locations have pre-positioned relief items and operational support equipment. Further, WFP aimed to enhance the operational efficiency of mechanized packing systems (MPS) within the National Resource Operation Center (NROC) in Manila.

These facilities also served as a base for training government responders; WFP has collaborated closely with government partners to develop training modules that emphasises disaster response logistics, supply chain management, equipment operationalization and response options.<sup>314</sup>

WFP continues to deliver fast, efficient, and effective logistical support in emergencies in close coordination with relevant government agencies at national, regional, provincial, and municipal levels (i.e., OCD, DSWD, and LGUs). WFP was among the first to respond to super Typhoon Odette in 2021. During the first week of the aftermath, WFP transported nearly 100,000 family food packs from DSWD to seven locations across four regions.<sup>315</sup> Today, the disaster response centres are fully self-sufficient as DSWD funds all operational, maintenance, and upgrade costs for managing the packing facilities. WFP mainly acts in an advisory and support role for scaling up, training local government units (LGUs), and providing operations equipment. In particular, the Visayas Disaster Response Center (VDRC) in Cebu is currently in the process of obtaining its certification from the International Organization for Standardization (ISO) for its manufacturing process.

## Policy and Legislation

<b>Administrative Order 02, s.2021 "Omnibus Guidelines on Food and Non-Food Item and Logistics Management for Disaster Operations"</b>	<b>March 2021</b>
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In 2015, WFP coordinated with the FNRI and the NNC to study the nutritional content of each family food pack distributed by DSWD. As a result, the DSWD issued Administrative Order 02, s.2021 regulating the composition of family food packs to improve the level of iron content. However, the law is not yet implemented; there is no purchase of iron fortified rice for inclusion in the food packs.

<b>Approved working document for coordination collaboration on logistics management</b>	<b>December 2021</b>
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<sup>313</sup> WFP. 2014. Project Document: National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency.

<sup>314</sup> WFP. 2016. WFP Philippines Budget Revision of Special Operation for Approval by the Chief of Staff.

<sup>315</sup> WFP. 2022. WFP Philippines Typhoon Odette Logistics Support (March 2022).

In December 2021, WFP signed a memorandum of understanding (MOU) with the DSWD to collaborate on logistics management. This built on previous agreements/MOUs between WFP and DSWD.

Under the area of emergency response (Section 2.1.3 of the MOA), WFP committed to providing logistics and supply chain support and assistance, which includes transportation and operational support equipment.<sup>316</sup> The MOA specifically cites generators, mobile storage units, prefabricated office and accommodation units. Focus group participants indicated that the provision of equipment for logistics is difficult to obtain as government resources for equipment are limited and budgetary proposals tedious.

### ***Institutional Effectiveness and Accountability***

<b>WFP assisted optimizing the operations of the National Resource Operation Center (NROC) in Manila through the establishment of a Mechanized Production System (MPS). Completed handover to DSWD.</b>	<b>2016</b>
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WFP enhanced the output and efficiency of the National Resource Operation Center (NROC) in Manila by setting up a mechanized packing system for food packs, the first of its kind in the Philippines. WFP installed a range of equipment in a warehouse of at the NROC. This involved installing motor conveyor belts, automatic case erectors, case sealers, and automatic bagging machines.

Project documentation indicates that this system enables the NROC to produce up to 50,000 Family Food Packs (FFP) per day, which is sufficient to feed 250,000 people for two to three days.<sup>317</sup> According to interviews the NROC and VDRC have produced the following number of FFPs in recent years:

		<b>NROC</b>	<b>VDRC</b>
2016	<b>MPS</b>	<b>683,941</b>	<b>186,075</b>
	Manual	273,698	
2017	<b>MPS</b>	<b>742,817</b>	<b>404,900</b>
	Manual	253,406	
2018	<b>MPS</b>	<b>658,076</b>	
	Manual	304,799	
2019	<b>MPS</b>	<b>158,900</b>	
	Manual	83,000	
2020	<b>MPS</b>	<b>539,429</b>	
	Manual	93,191	
2021	<b>MPS</b>	<b>976,231</b>	<b>20,100</b>
	Manual	34,678	
2022	<b>MPS</b>	<b>376,213</b>	<b>291,180</b>

MPS: Mechanised packing system

With the installation of the new MPS at the NROC, the quantity of FFPs produced has increased by about 43 percent from 683,941 packs produced in 2016 when the MPS was first installed to 976,231 packs produced in 2021. In 2016, the NROC produced 2.5 FFPs using the MPS for every one unit of FFP produced manually. By 2021, that ratio increased to 28 FFPs.

WFP is strengthening storage and handling capacities by installing pallet-racking systems and hermetic storage units. This process additionally involved WFP providing technical training to DSWD on how to operate repacking systems, as well as support in restructuring DSWD supply chains to produce and dispatch packs more efficiently.

Product documents highlight that establishing the Mechanized Production System (MPS) involved one year of post-inauguration support for maintaining systems, technical support, and advice upstream (e.g., regarding packing materials and commodities) and downstream supply chain implementation (e.g., regarding

<sup>316</sup> WFP and DSWD. 2021. Memorandum of Agreement: Framework of a Basic Agreement Concerning Assistance.

<sup>317</sup> WFP. 2016. WFP Philippines Budget Revision of Special Operation for Approval by the Chief of Staff.

FFP).<sup>318 319</sup> The success of the NROC facility led DSWD to request future DRC facilities to include the same specification of MPS as NROC.

<b>Established Visayas Disaster Response Center (VDRC) in Cebu</b>	<b>April 2016</b>
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In response to operational bottlenecks and challenges affecting large-scale humanitarian response during the Typhoon Haiyan response in 2013-2014, WFP and the Government identified priority actions including the establishment of a network of Government Disaster Response Centres (GDRCs).<sup>320</sup> Ideas for new GDRCs were discussed over a two-year period; and the Visayas Disaster Response Center (VDRC) in Cebu was inaugurated in April 2016 to accommodate emergency response operations in the Visayas region. The VDRC was originally set up to make food packs manually, which was inefficient. In August 2018, WFP sourced donors from Australia and the United Kingdom and other partners to support the funding for the establishment of mechanized packing systems, including high-speed automatic bagging machines, motorized conveyor belts, automatic case erectors and case sealers. Additionally, funds for the packing facilities were leftover sources from the Haiyan response.<sup>321</sup> WFP officially handed over the mechanized packing system to the DSWD in August 2018. However, the MPS for VDRC was not operational from 2018 to 2020 due to the transfer of the VDRC warehouse to Mandaue City. The MPS VDRC became operational again in late 2021 upon availability of government funds for its reinstallation. The VDRC was able to close and reopen - re-establishing the packing facilities twice without any support from WFP. This shows not only a commitment to self-sustainability but highlights that WFP's previous support demonstrated sustainable results. Today, the VDRC can produce up to 50,000 family food packs per week, and thus far has produced 291,180 FFPs in 2022. According to FGD participants, the VDRC is now on its way to being ISO- certified.

DSWD has a mandate to keep in stock 50,000 FFPs in both the NROC in Manila and the VDRC in Cebu as prepositioned stock ready for dispatch during the onset of emergencies. Furthermore, outside of disasters, both facilities continue to produce FFPs which are deployed throughout the country as prepositioned stocks in LGUs close to potential disaster areas. The prepositioning efforts have shown to be effective as stocks are available in the field and act as a first response during disaster events.

### **Strategic Planning and Financing**

<b>Support to DSWD in creating a curriculum for the Disaster Response Management Training for DRRM officers</b>	<b>2019</b>
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WFP continues to provide both technical support and training to DSWD, specifically for humanitarian supply chain management. In collaboration with DSWD, WFP adapted its disaster response training curriculum on emergency logistics to the local context. This curriculum was co-developed by WFP and DSWD, specifically the Regional Emergency Logistics Training Programme, and rolled out to OCD and partner staff. WFP utilized an existing training package and then worked with DSWD to adapt to local context. It was also informed by a training needs analysis of the government's logistical capacity. A further Training of Trainers was held to government partners to carry forward the delivery and further development of the course. This was part of a handover strategy that aimed to transfer full ownership of the curriculum from WFP to government partners.<sup>322</sup> This handover occurred in the second quarter of 2019. Project documents indicated that DSWD has since utilised the WFP curriculum to implement trainings<sup>323</sup>

<b>Logistics Capacity Assessments (LCA)</b>	<b>Continuous</b>
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<sup>318</sup> WFP. 2014. Project Document: National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency.

<sup>319</sup> WFP. 2016. WFP Philippines Budget Revision of Special Operation for Approval by the Chief of Staff.

<sup>320</sup> WFP. 2014. Special Operations SO 200706 Project Document.

<sup>321</sup> WFP. 2018. Hand Over of WFP Property by Donation.

<sup>322</sup> WFP. 2016. WFP Philippines Budget Revision of Special Operation for Approval by the Chief of Staff.

<sup>323</sup> Ibid.

WFP conducts logistics capacity assessments (LCAs) as a continuous exercise in the Philippines. LCAs is an inventory of existing logistics and infrastructure. It details key details such as the capacity of ports, main transport routes and warehousing.<sup>324</sup> This process is vetted by WFP HQ in Rome and can be a rigorous, lengthy process. Interviews indicated that the government are interested in being involved in LCAs however this has not yet been actioned.

### **Stakeholder Initiative Design and Delivery**

<b>Establishment of Disaster Response Centres</b>	
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WFP supported the government with the identification of strategic locations for the construction of a Disaster Response Center (DRC) network based on proximity to sea (via ports and land transportation) and air (via international airports). Discussions with participants indicate that WFP and DSWD came together to discuss strategic locations for disaster response centres. As a result of these conversations, DRCs were set up in Visayas (Cebu), Mindanao (General Santos) and Luzon (Clarke, augmenting the capacity of Manila NORC).

Towards establishing a temporary DRC for Visayas, WFP leased a 5,000m<sup>2</sup> warehouse in Cebu. MPS equipment was implemented, which included pallet racking and prefabricated offices. The DRC in Mindanao was established after lengthy negotiations between WFP and local partners in 2016. Establishing a DRC at Clarke also faced challenges, particularly with a 46% resourcing shortfall.<sup>325</sup> The Luzon DRC at Clarke was subsequently deprioritised in favour of those in Cebu, Visayas and the Manila NORC.

### **Engagement and Participation of Civil Society and Private Sector**

<b>Engagement of private sector for procurement of goods and potential family food packs. The NROC and VDRC both have a large volunteer base.</b>	
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WFP is exploring partnerships with the private sector to supply components of family food packs. Discussions are preliminary and there is not yet certainty on the involvement of the private sector in a programming sense.

The government is already engaging the private sector; private suppliers were involved to produce family food packs during the restrictive conditions of COVID-19.

The NROC in Manila and the VDRC in Cebu both utilize a large volunteer base (e.g., church groups, Boy Scouts troops, etc.) who pack food boxes during emergencies. In the aftermath of Typhon Haiyan, many community members and civil society groups began to volunteer their time packing food during emergencies.





<sup>324</sup> WFP. 2013. WFP Logistics, Transforming Logistics: Progress Made in 2013.


<sup>325</sup> WFP. 2016. WFP Philippines Budget Revision of Special Operation for Approval by the Chief of Staff.




## Conclusion

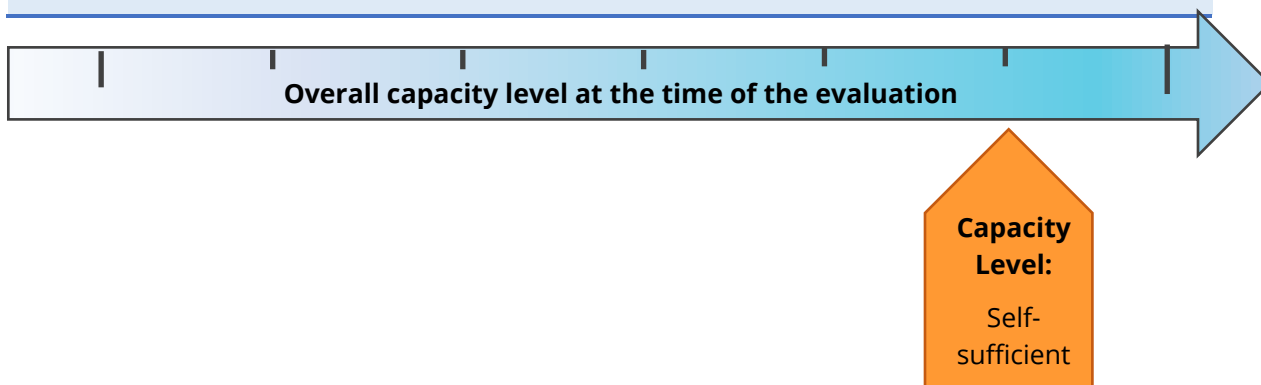
The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.

Consolidated analysis for all pathways shows an **overall capacity level change from moderate to self-sufficient** at the time of this evaluation. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of moderate in 2018. However, it is worth noting that WFP has been providing capacity strengthening support/activities as early as the 2013-2014 Typhoon Haiyan response effort.

5 Pathways	Capacity Level
 <p><b>Policies and Legislation.</b></p> <ul style="list-style-type: none"> <li>As a result of WFP's efforts, the DSWD issued Administrative Order 02, s.2021 regulating the composition of family food packs to improve the level of iron content. However, this law has not yet been implemented.</li> <li>DSWD process of updating policy guidance.</li> <li>Approved working document for coordination collaboration on logistics management.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Emergent</b> [no change]</p>
 <p><b>Institutional Effectiveness and Accountability.</b></p> <ul style="list-style-type: none"> <li>DSWD is managing the food packing facilities.</li> <li>LGUs are ready to respond during emergencies because of the humanitarian supply chain training.</li> <li>Logistics Capacity Assessment have been updated.</li> <li>Established Mechanized Production System (MPS) in National Resource Operation Centres (NROC). Completed handover to DSWD.</li> <li>Established MPS in the Visayas Disaster Response Center (VDRC) in Cebu. The VDRC has been able to close and reopen – re-establishing the packing facilities twice without any support from WFP. The VDRC is now on its way to being ISO-certified.</li> </ul>	<p><b>At baseline:</b> <b>Moderate</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p>
 <p><b>Strategic Planning and Financing</b></p> <ul style="list-style-type: none"> <li>The government finances all operations directly, but WFP's role is still required to support training of LGUs and in provision of operational equipment.</li> <li>External financing for scaling is available.</li> <li>Provision of equipment difficult as government resources is limited and proposals tedious.</li> <li>WFP support to DSWD in creating a curriculum for the Disaster Response Management Training for DRRM officers.</li> <li>WFP conducts LCAs as a continuous exercise in the Philippines.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Moderate</b></p>
 <p><b>Stakeholder Initiative Design and Delivery</b></p> <ul style="list-style-type: none"> <li>Full co-design and delivery with DSWD stakeholders in establishment of Disaster Response Centres.</li> </ul>	<p><b>At baseline:</b> <b>Moderate</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p>

5 Pathways	Capacity Level
 <p><b>Engagement and Participation of Civil Society and Private Sector.</b></p> <ul style="list-style-type: none"> <li>• Large volunteer workforce since Super Typhoon Haiyan – people volunteer time to pack boxes at both the NROC and VDRC facilities .</li> <li>• Engagement with private sector for procurement of goods outsourcing production of family food packs.</li> </ul>	<p><b>At baseline:</b> <b>Moderate</b></p> <p><b>At evaluation:</b> <b>Self-sufficient</b></p>

3 Domains	
	<b>Enabling environment. <i>Self-sufficient</i></b>
	<b>Organizational. <i>Self-sufficient</i></b>
	<b>Individual. <i>Self-sufficient</i></b>



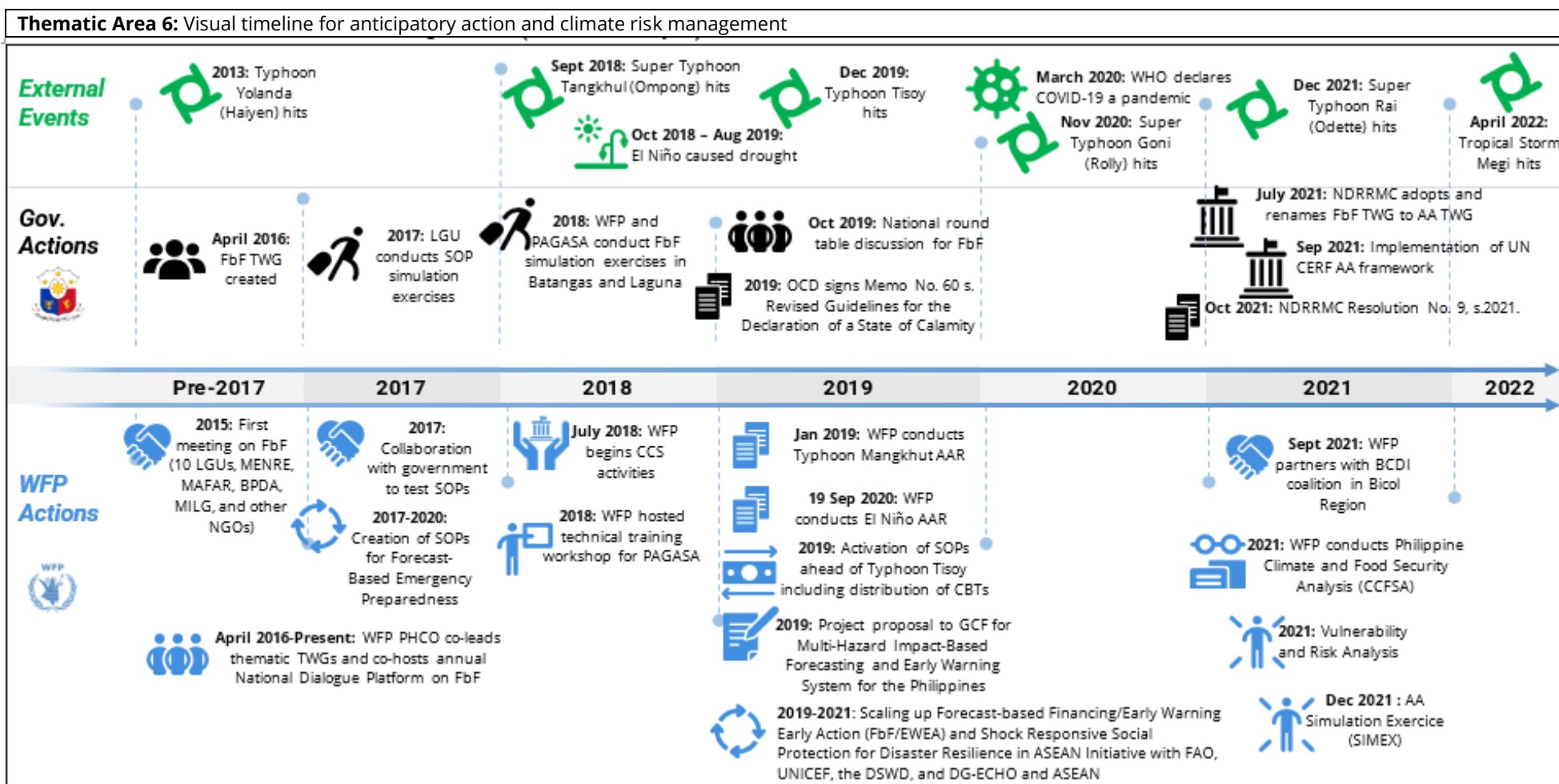
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- WFP. 2013. WFP Logistics, Transforming Logistics: Progress Made in 2013.
- WFP and DSWD. 2021. Memorandum of Agreement: Framework of a Basic Agreement Concerning Assistance.



## THEMATIC AREA 6: ANTICIPATORY ACTION AND CLIMATE RISK MANAGEMENT (SO4, ACTIVITY 4)

This is the sixth of a series of six thematic assessments as part of the Thematic Evaluation of WFP Philippines Country Capacity Strengthening (CCS) Activities. The evaluation, commissioned by WFP Philippines, aims to assess the relevance, effectiveness, and sustainability of its completed and ongoing CCS activities, primarily over the period of the current WFP Philippines Country Strategic Plan (2018-2023). As part of this evaluation activity, a series of six thematic assessments were conducted to explore good practices and lessons learned from CCS activities for six priority thematic areas identified by WFP. This summary brief brings together evidence from project documents, FGDs and KIIs with WFP staff and relevant government partners. Below is a presentation of a visual timeline of project activities and milestones. Based on the findings, an assessment of the overall capacity level for Theme 6 is presented in the conclusions section.





## The CCS Story

Forecast-based financing (FbF), or what is now more widely referred to as Anticipatory Action (AA), is a mechanism that aims to trigger pre-agreed actions with pre-approved financing when early warnings reach a pre-defined impact threshold. By releasing funding in anticipation of a crisis, AA helps mitigate the impacts of expected damage, loss and suffering of the population at risk by protecting people's lives, livelihood, and income.<sup>326</sup> AA aims to reduce risks, enhance preparedness and response, and make disaster risk management overall more effective.

WFP has invested in supporting the implementation of AA approaches across national and LGU levels of the Philippines. Notably, this has involved developing and operationalizing AA Standard Operating Procedures (SOPs) which have since been utilized prior to major hazard events, supporting the institutionalization of AA within the national Disaster Risk Management (DRM) framework through advocacy, the establishment of national coordination structures (e.g., AA TWG), and the development of respective policies and operational guidelines to develop the proof of concept and enable the implementation of the AA approach at scale.

In 2015, WFP introduced the concept of FbF in 10 provinces in the Philippines<sup>327</sup> and facilitated several capacity-strengthening trainings, workshops, and activities to assist the Government and its 10 partner-LGUs in adopting the FbF approach. In April 2016, the national Anticipatory Action Technical Working Group (AA TWG) was established with assistance from WFP and the Philippine Red Cross. WFP co-leads the AA TWG and co-hosts annual National Dialogue Platform.

In 2018, WFP hosted a four-day technical training workshop for Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) - the Philippines national hydromet service agency and one of WFP's four key national government partners on AA. In 2019, WFP was also approached by the Government to conduct a review and develop technical guidance for National Disaster Risk Reduction and Management Council (NDRRMC) Memorandum No. 60, s.2019 ("Revised Guidelines for the Declaration of a State of Calamity"). Through this partnership, WFP and the Office of Civil Defense (OCD) work together to implement policy changes at the NDRRMC level.

As a result of WFP's capacity-strengthening efforts, local government units (LGUs) have also achieved key outcomes such as incorporating AA protocols into local DRM plans; institutionalizing the 72-hour assessment; and allocating local DRM funds to AA. WFP is among the Government's key partners in the pilot of the United Nations CERF AA framework in the Bicol (Region V) and Eastern Visayas (Region VIII) which provides multi-purpose cash assistance and distributes early warning messages before the arrival of a forecasted Category 4 or 5 typhoon. Under the United Nations CERF AA Framework and to strengthen the localization of the approach, WFP also partnered with the Bicol Consortium for Development Initiatives (BCDI),<sup>328</sup> to conduct community sensitisation of AA project activities, validate LGU-generated beneficiary lists, and lead in the distribution of cash transfers in remote and geographically isolated areas. In addition to local and national support, WFP continues to be involved at the regional level through the Association of Southeast Asian Nation (ASEAN).

## Policy and Legislation

<b>Review and Development of an Implementing Guide for NDRRMC Memorandum No. 60, s.2019</b> ("Revised Guidelines for the Declaration of a State of Calamity")	<b>2019</b>
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The Office of Civil Defense (OCD) signed a memo stipulating that an LGU can rightfully declare a state of calamity when 15 percent of the forecasted affected population, based on scientific projections, need emergency assistance. This was titled Memorandum No. 60, s.2019 or the Revised Guidelines for the Declaration of a State of Calamity, which provided an entry point for the possible adoption of the FbF

<sup>326</sup> WFP and DSWD. 2022. Anticipatory Action Technical Working Group (AA TWG) Terms of Reference.

<sup>327</sup> WFP. 2020. Documentation on the Implementation of Forecast-based Financing in the Philippines, Narrative Report for the Provinces of Laguna, Benguet, Sorsogon, Iloilo, Misamis Oriental, Maguindanao, Davao Oriental, Davao de Oro, Iloilo, and Batangas.

<sup>328</sup> A coalition of 10 social development organizations in the Bicol Region.

approach. In October 2019, WFP was approached by the Government to conduct a review and develop technical guidance for this memo.<sup>329</sup>

After the signing, a partnership between WFP and OCD was formed to implement this policy change at the level of the National Disaster Risk Reduction and Management Council (NDRRMC). The partnership aimed to further strengthen the capacity of LGUs to implement this policy. Project documents indicate that this was achieved by emphasising the utilisation of science-based forecasting to anticipate potential impacts and to support LGUs in accessing funds to do so.<sup>330</sup>

Under this agreement, WFP committed to outlining good practices on AA, and to identify financing windows for AA.

<b>Advocacy Efforts for NDRRMC Resolution No. 9, s.2021</b> (“Resolution Expanding the Coverage of Disaster Response and Early Recovery”) through the AA TWG	<b>2021</b>
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In addition, in October 2021, to address gaps in policies in accessing the quick response funds that can be obtained by the LGUs subject to passing/complying with the stipulations outlined in Memo No.60, s.2019 (“Revised Guidelines for the Declaration of a State of Calamity”), the NDRRMC initiated and submitted a resolution expanding the coverage of the disaster response and recovery. NDRRMC Resolution No. 9, s.2021 (“Resolution Expanding the Coverage of Disaster Response and Early Recovery”) aimed to expand the coverage of Disaster Response and Early Recovery as a Thematic Pillar and broke it down to three phases: 1) *Pre-Impact Phase*, the period before the projected impact or occurrence of hazards; 2) *Impact Phase*, the period of actual occurrence of the hazards; and 3) *Post-Impact Phase*, covering the aftermath and wake of hazards, including emergency and transitioning to normalcy. During the Pre-Impact Phase, activation of emergency preparedness measures in advance, including Anticipatory Actions, are conducted. This AA policy-related outcome was achieved partly through the multi-year advocacy efforts of WFP and partners and government engagement through the AA TWG.

The national Anticipatory Action Technical Working Group (AA TWG), which WFP and Philippine Red Cross established in 2016, has been leading national dialogue, coordination and policy advocacy on AA. As a key member of the AA TWG, which WFP co-chaired together with OCD until 2021, WFP supported the technical discussions and coordination with the Government (DSWD, OCD, DBM, DILG, DOST) and other partners (FAO, PRC, Start Network) to support AA coordination and operations in the country. Accordingly, the Government requested that WFP provide technical support in the development of policies that enhance the mainstreaming of AA within national and local disaster risk management frameworks, and the development of operational guidelines for the budgeting, management and disbursement of government and humanitarian funds for AA, building on the NDRRMC Memorandum No. 60 on the “Revised Declaration on the State of Calamity.”

### ***Institutional Effectiveness and Accountability***

<b>AA Technical Working Group (TWG) was created</b>	<b>April 2016</b>
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The FbF Technical Working Group (TWG) comprised of government and non-government stakeholders was established in April 2016 with the help of WFP and the Red Cross, to convene about all AA interventions across the country. Between 2016 and 2021, the FbF TWG served as one of the primary platforms for AA implementors to collaborate and seek technical guidance and expertise. In 2021, the TWG was renamed as Anticipatory Action (AA) TWG and serves as the national coordination structure for AA. Documentation indicates one of the TWG’s primary responsibilities was to harmonize plans and protocols between national and local levels. The working group includes PAGASA as a technical member to provide scientific forecast products, understanding, and guidance on tools such as impact-based forecasting, climate monitoring and

<sup>329</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2019 Narrative Report.

<sup>330</sup> DAP. 2020. Lessons Learned Report: Documentation on the implementation of forecast-based financing in the Philippines.

sub-seasonal forecasts. Documents suggest these tools were part of the capacity strengthening supported by WFP.<sup>331</sup>

In October 2021, the AA TWG was transferred from the Disaster Preparedness Pillar to the Disaster Response and Early Recovery Pillar of the NDRRMC, which will better allow WFP and partners to support the integration of AA with the national ASRSP agenda. Through the AA TWG, WFP also provides DSWD with technical inputs on the operationalization of the Adaptive Shock Responsive Social Protection (ASRSP) Roadmap, including recommendations on how to flex and scale up social protection programmes in response to predicted/actual extreme weather events based on the AA systems and knowledge available. Currently WFP, together with NDRRMC-OCD and the Department of Budget and Management (DBM), are co-leading the Policy, Financing and Institutionalization Technical Sub-Group of the AA TWG.

<b>Addressing gaps at the country-level in Anticipatory Action systems</b>	<b>2017 – 2020</b>
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The country office has worked closely with government stakeholders and partners to integrate AA at the national and sub-national disaster risk management levels. WFP has also been involved in directly implementing AA in target provinces through AA SOPs for hurricane-induced floods.

Specific interventions of WFP have focused on: the mainstreaming of AA in national and sub-national policies for disaster risk management; the activation of SOPs such as anticipatory cash-based transfers ahead of Typhoon Tisoy (December 2019) and providing evidence of anticipatory action impact thereof; and overall advocacy for the integration of AA at the national level. Between 2017-2022, the country office has been co-leading thematic technical working groups and co-hosting the annual National Dialogue Platform on AA.

The country office has directly supported 10 partner provinces in developing AA SOPs and institutionalizing AA at the local level. Subsequently, as highlighted in project documentation, LGU partners achieved the following key outcomes between 2017-2020:<sup>332</sup>

- Incorporated anticipatory action protocols in local DRRM plans. Examples: Laguna, Benguet.
- Institutionalized the 72-hour assessment as part of the LGU Pre-Disaster Needs Assessment and prioritization of areas and populations. Examples: Sorsogon, Misamis Oriental.
- Allocated part of their local DRRM funds to AA: 30 percent for Quick Response Fund (use upon declaration of state of calamity, post-disaster) and 70 percent for preparedness activities (training, equipping, mitigation). Examples: Davao De Oro, Davao Oriental.

Alongside local and national support, WFP has also been involved in regional FbF and AA with the Association of Southeast Asian Nation (ASEAN). In the Scaling up Forecast-based Financing/Early Warning Early Action (FbF/EWEA) and Shock Responsive Social Protection for Disaster Resilience in ASEAN initiative, implemented 2019-2021, WFP collaborated with FAO, UNICEF, the DSWD, and DG-ECHO to strengthen regional coordination in FbF and Early Warning Early Action. Through the initiative, ASEAN member states have agreed to prioritize enhancement of ASEAN capacity to forecast, assess and monitor multiple risks and deliver forecast-based impact analysis using science-based, climate-responsive, and innovative approaches and to promote early and anticipatory actions in the Agreement on Disaster Management and Emergency Response workplan. In 2022, post-WFP involvement, ASEAN launched in June 2022 the ASEAN Framework on Anticipatory Action in Disaster Management, a landmark commitment from ASEAN to move the anticipatory action agenda forward in the sub-region and contribution to ASEAN's long-term goals of securing a climate-resilient future.

### **Strategic Planning and Financing**

<b>Development of Standard Operating Procedures (SOPs) for Forecast-based Emergency Preparedness</b>	<b>2017 – 2020</b>
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<sup>331</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report.

<sup>332</sup> Ibid.

WFP assisted with the development and integration of AA SOPs for 10 pilot LGUs. The aim was to establish an understanding of the most important hazards that the Province/Municipality is exposed to with their corresponding risks, the vulnerabilities of the communities and the logical sequence of activities, steps and decisions for addressing the risk management component of the disaster management cycle, particularly preparedness, mitigation and prevention aspects. Therefore, the SOPs also consider the identification, assessment and monitoring of risks, enhancement of early warning systems and the strengthening of preparedness measures at all levels as critical elements. The objective of the SOPs is to ensure that timely, appropriate and effective preparedness actions are done in a coordinated manner, ensuring the greatest protection of life, security of food and maintenance of nutrition and health. Project documentation indicated that the SOPs provided more insight at the local level on how early warning systems work, thus highlighting their importance for investment and the need to calibrate devices regularly for early warning systems.<sup>333</sup>

The SOP exercise indicated to the pilot LGUs to consider the capacities available in the DRR phases and determine the sequence of formal actions needed. Documents highlight that engaging with LGUs in developing SOPs reinforced the continuity of previous WFP interventions for strengthening DRR capacities at the LGU level. It further systematized the existing preparedness, response and recovery protocols, and provided role clarity for key stakeholders.<sup>334</sup> It likewise highlighted the need to strengthen the LGU's capacities in interpreting forecast data.

<b>LGU simulation exercises to test SOPs</b>	<b>August 2017</b>
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WFP worked with local and national government to test the SOPs described above through a series of simulation exercises in the LGUs. In August 2017, the simulation exercises for Laguna and Batangas provinces were replicated at the national level. Project documents indicated these exercises involved different national DRRM agencies, particularly those involved at the onset of a hazard. The exercise ran through existing plans, used the pre- and post-disaster protocols, and allowed key players to practice their responsibilities.<sup>335</sup> The subsequent reporting of the AA SIMEX generated valuable lessons to both WFP and the government.<sup>336</sup>

### **Stakeholder Initiative Design and Delivery**

<b>CERF AA Framework and Interventions in Region V</b>	<b>14 September 2021</b>
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Building on growing evidence that acting prior to the onset of a predictable hazard is significantly more effective and cost-efficient than traditional emergency response, OCHA and a host of strategic partners (i.e., WFP, FAO, IFRC, UNICEF, UNFPA, IOM) developed the pilot CERF Anticipatory Action Framework, endorsed on 14 September 2021, to mitigate the negative impact of typhoons and related hazards on people's lives and livelihoods while complementing the Government's mandatory emergency response procedures. The design of the United Nations CERF AA framework (2021-2022) was based on the systems and knowledge generated by the FbF project implemented by WFP and the German Red Cross in the Philippines (2015-2020). The pilot was implemented in Bicol (Region V) and the Eastern Visayas (Region VIII), covering the most vulnerable communities living in eight provinces and aiming to reach 270,500 people.<sup>337</sup>

WFP is among the key partners in this pilot framework. The specific interventions implemented by WFP include the provision of multi-purpose cash assistance and distribution of last-mile early warning messages to initiate preparatory actions to protect people's lives, livelihoods, and assets before the arrival of a forecasted Category 4 or 5 typhoon makes landfall in the target regions. In case the AA framework's trigger mechanism is activated based on the available impact-based forecasting models, WFP is committed to providing this assistance unconditionally and with a no-regrets approach to 25,000 households (125,000 beneficiaries) in three provinces in Bicol: Albay, Sorsogon, and Catanduanes. Through this innovative

<sup>333</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report.

<sup>334</sup> Ibid.

<sup>335</sup> Ibid.

<sup>336</sup> WFP. 2021. WFP Philippines Simulation Exercise (SIMEX) on Anticipatory Action SOP. Narrative Report on SIMEX process and results.

<sup>337</sup> OCHA. 2021. Anticipatory Action Framework Philippines Pilot 2021-2022.

approach, WFP's objective was to minimize the negative impact of typhoons on household food security and other essential needs, ensure survival and minimum living standards, enhance overall disaster preparedness, and document evidence on the effectiveness of anticipatory humanitarian assistance.

WFP worked to build and complement the capacities of the Government, particularly in the preparedness and readiness activities of the pilot. In the preparedness activities, WFP coordinated and disseminated information to all local partners, including provincial and municipal LGUs and other United Nations agencies. WFP also signed an MOU with three provinces and 15 municipalities in which the LGUs committed to provide crowd-control workforce to ensure distribution points are safe and follow health protocols.<sup>338</sup> WFP has generated initial beneficiary lists in the 15 municipalities, which will be validated and eventually registered in SCOPE by BCDI. Under readiness activities, WFP participated in pre-disaster risk assessments,<sup>339</sup> generated beneficiary lists from the target municipalities, registered them in the SCOPE beneficiary system, and conducted simulation exercises in accordance with its AA SOPs. With the implementation of the CERF AA Pilot, the Disaster Preparedness Pillar of the NDRRMC adopted the concept of AA and renamed the FbF Technical Working Group (TWG) as the AA TWG, with representation from government (DSWD, DOST, DILG, OCD among others) and humanitarian agencies.

<b>The FbF TWG was formally adopted by the Disaster Response Pillar of the NDRRMC and renamed the AA TWG</b>	<b>July 2021</b>
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To align the FbF work in the Philippines with the global adoption of AA and its frameworks, the FbF TWG was renamed "Anticipatory Action Technical Working Group" (AA TWG) in July 2021. This broader working group is now co-chaired by OCD, DSWD and FAO, and has four Thematic Sub-Working Groups (TWGs). These correspond with the components of AA: Triggers, Anticipatory Action, Policy Financing and Institutionalisation, and Learning and Evidence. Each TWG is co-led by a relevant national government agency and a UN/NGO AA partner.

<b>After Action Reviews (AARs)</b>	<b>19 Sept 2019 15 Jan 2019</b>
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To help national and local governments and relevant DRR stakeholders document and learn from the occurrence and response operations to extreme hazard events, After Action Reviews (AAR) were conducted by WFP, other United Nations agencies and national government agencies. The goal of the AARs was to outline how forecast information was best utilized (or not) in LGUs' preparedness efforts. Project documents highlight that AARs helped stakeholders better understand decision-making structures and forecasts. For example, the United Nations CERF AA AAR that was conducted in March 2021 captures all key lessons learned from the first year of the pilot. The most recent AARs conducted at the time of writing are the El Niño AAR and the Typhoon Mangkhut AAR.<sup>340</sup>

**El Niño AAR:** In the September 2018 – August 2019 period, all regions of the Philippines (except NCR) experienced drought and dry spells due to El Niño. A total of 49 LGUs declared states of calamity, with widespread damage to crops and decreased fishing yields. The El Niño AAR was organised by WFP and FAO on 19 September 2019. This provided an opportunity for government and non-government stakeholders to discuss good practices and challenges in planning and managing an effective response to the phenomenon.

An action planning activity was also organised as part of this process to determine improvement on AA mechanisms for future similar forecasts. Documents indicate this involved establishing triggers for AA, technical guidance on early response, and identification of financing sources. Activities focused on improving the conduct of capacity-strengthening activities for local DRRMC members and Local Chief Executives.<sup>341</sup>

<sup>338</sup> WFP. 2021. Agency Project Proposal. 21-RR-WFP-031. CERF Anticipatory Action Pilot Implementation in the Philippines

<sup>339</sup> Organized by the provincial DRRM office prior to typhoon landfall.

<sup>340</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report; DAP. (2020). Lessons Learned Report: Documentation on the implementation of forecast-based financing in the Philippines.

<sup>341</sup> WFP. 2020. Forecast-Based Emergency Preparedness for Climate Risks: 2020 Narrative Report.



Following this review, PAGASA adopted an alert level and warning system specifically for the El Niño-Southern Oscillation.

<b>Coordination with the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA)</b>	<b>2014 - ongoing</b>
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PAGASA is the Philippines national hydromet service agency and one of WFP's four key national government partners on AA. FGD participants indicate that WFP partners worked with PAGASA to develop the institutional capacities of PAGASA's technical personnel; promote weather and climate information services down to the LGU level; and identify triggers for AA. In 2018, WFP hosted a four-day technical training workshop for PAGASA around climate monitoring and prediction services, where experts from the US National Oceanic and Atmospheric Administration (NOAA) conducted training on forecasting and the use of a climate monitoring toolkit. Participants indicate that this training helped PAGASA to operationalize their climate assessment, monitoring, and outlook protocols and provide climate watch services for the whole of Southeast Asia. WFP also joins regular climate outlook forums with PAGASA to gain a better understanding of how they work with forecast models, such as the El Niño forecast (ENSO Alert level warning). In 2018 and 2019, WFP conducted provincial climate forums for the implementation of disaster preparedness and response in nine provinces that were linked to the orientation of the WFP 72-hour assessment approach. WFP also assisted PAGASA in rolling out these forums in WFP target areas including in BARMM. PAGASA is also a member of the FbF TWG that provides technical guidance in using scientific data for preparedness response and ensuring that national policies adhere to guidelines of local LGUs. Through the FbF TWG, PAGASA tested SOPs and provided key insights on national-provincial protocol linkages. In 2018, WFP and PAGASA jointly conducted FbF simulation exercise activities where LGUs (Batangas and Laguna) and national agencies practiced their roles and responsibilities and tested plans and used the protocols in place of pre- and post-disaster. Additionally, WFP assisted PAGASA in the formulation of the concept note for the proposal on FbF.

<b>Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines</b>	<b>2019 - To be implemented</b>
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A project proposal was submitted for Green Climate Fund (GCF) funding in 2019 that proposes shifting the current approach for hazard-focused forecasting and early warning to an impact-based approach: Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines. This GCF project aims to transform the existing system of end-to-end early warning in the country, and shift the way forecasts and warnings are generated, communicated, and disseminated to end users. The project is an important milestone indicating that the Government successfully managed to access this multilateral climate fund, with WFP's support in the design and development of the project proposal. The Government will lead the project with WFP as one of the implementing partners. The project plans to scale up current initiatives of DOST-PAGASA on hazard and risk assessment, modelling and mapping, using a probabilistic approach. This project involves both national and local levels in AA activities. This is a joint project of the Department of Environment and Natural Resources – Mines and Geosciences Bureau (DENR-MGB), Department of the Interior and Local Government (DILG), Office of Civil Defense (OCD), Tuguegarao City LGU, Legazpi City LGU, Palo, Leyte LGU, New Bataan, Davao de Oro LGU, and WFP. WFP is responsible for Output 3, whose main objective is to support the application of impact-based forecasting in enhancing disaster preparedness and AA through the development and operationalization of AA SOPs for key hazards in four vulnerable urban municipalities. Key features of this project are a) it facilitates the development of government-owned AA systems through targeted capacity- strengthening investments, and b) it develops these AA systems in urban zones, which is an innovation as AA so far has only focused on remote, rural populations (e.g., farmers, fisherfolk). Urban LGUs are also highly vulnerable to climate hazards and demand tailored approaches to AA.

This project was approved by GCF and is awaiting implementation.

***Engagement and Participation of Civil Society and Private Sector***

<b>National round table discussion for progress and outlook of AA in the Philippines</b>	<b>Oct 2019</b>
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National and international stakeholders attended a discussion workshop centred around the implementation and future of AA in the Philippines. The round-table discussion featured 20 participants from national government agencies and NGO partners. WFP participated in this discussion, which focused on AA initiatives and the progress of its institutionalization and adoption at the national level (i.e., the NDRRM plan, NDRRMC Memo 60, and the then-AA TWG). Further, the Annual National Dialogue Platforms on AA is co-organized by WFP, which also engage national and sub-national Government, United Nations agencies, CSOs, and academia.

<b>Partnership with the Bicol Consortium for Development Initiatives (BCDI)</b>
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<b>September 2021</b>
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Under the UN CERF AA Framework and to strengthen the localization of the approach, WFP also partnered with the Bicol Consortium for Development Initiatives (BCDI), a coalition of 10 social development organizations in the Bicol Region. Under this engagement, BCDI supported WFP by conducting community sensitisation of the AA project activities, validating LGU-generated beneficiary lists, coordinating with partner LGUs, and leading the distribution of cash transfers, including through the provision of direct cash-in-hand in remote and geographically isolated areas. WFP also used its global partnership with Western Union as a financial service provider for the distribution of cash assistance and coordination with affiliated outlets in all target areas.

## Conclusion



The table below presents the ET's assessment of the capacity levels for each of the five critical pathways and three domains defined in the CCS framework, where WFP contributed to change.

Consolidated analysis for all pathways shows an **overall capacity level change from emergent to moderate** at the time of this evaluation. While a definitive statement of baseline capacity could not be agreed upon due to the qualitative and retrospective nature of the evaluation methodology, the progress descriptors indicate a likely capacity level of emergent in 2018. It was during this time WFP began investing in the implementation of AA approaches across national and LGU levels and began further CCS activities in this thematic area.




5 Pathways	Capacity Level
<div data-bbox="212 680 304 763"></div> <p data-bbox="331 622 616 651"><b>Policies and Legislation</b></p> <ul data-bbox="331 674 1187 1055" style="list-style-type: none"> <li data-bbox="331 674 1187 801">• In 2019, Review and Development of Implementing Guide for Memo No. 60 ("Revised Guidelines for the Declaration of a State of Calamity"). Partnership b/w WFP and OCD formed to implement this policy change at NDRRMC level.</li> <li data-bbox="331 819 1187 947">• In 2021, WFP and partners engaged Government through the AA TWG to advocate for NDRRMC Resolution No. 9, s.2021 ("<i>Resolution Expanding the Coverage of Disaster Response and Early Recovery</i>"). Resolution 9 has now been approved.</li> <li data-bbox="331 965 1187 1055">• WFP, together with NDRRMC-OCD and the DBM, are co-leading the Policy, Financing and Institutionalization Technical Sub-Group of the AA TWG.</li> </ul>	<p data-bbox="1203 622 1358 651"><b>At baseline:</b></p> <p data-bbox="1203 674 1331 703">Emergent</p> <p data-bbox="1203 770 1385 799"><b>At evaluation:</b></p> <p data-bbox="1203 822 1331 851">Moderate</p>
<div data-bbox="212 1128 296 1211"></div> <p data-bbox="331 1081 884 1111"><b>Institutional Effectiveness and Accountability</b></p> <ul data-bbox="331 1133 1187 1547" style="list-style-type: none"> <li data-bbox="331 1133 1187 1200">• Difficulty in implementation of AA is defining triggers and thresholds on which to base anticipatory action.</li> <li data-bbox="331 1218 1011 1247">• AA Technical Working Group (TWG) was created in 2016.</li> <li data-bbox="331 1265 1011 1294">• WFP addressing gaps at the country-level in AA systems.</li> <li data-bbox="331 1312 1187 1379">• Sorsogon, Misamis Oriental, Benguet, and Davao Oriental all examples of successful utilization of CRM practices.</li> <li data-bbox="331 1397 1187 1547">• WFP works closely with a range of government agencies including DILG, OCD, DSWD, and CoA. WFP worked closely with LGUs in Batangas, Benguet, Cagayan, Compostela Valley, Davao Oriental, Iloilo, Laguna, Maguindanao, Misamis Oriental, Sorsogon, Albay and Catanduanes (under the CERF AA framework).</li> </ul>	<p data-bbox="1203 1081 1358 1111"><b>At baseline:</b></p> <p data-bbox="1203 1133 1331 1162">Emergent</p> <p data-bbox="1203 1229 1385 1258"><b>At evaluation:</b></p> <p data-bbox="1203 1281 1331 1310">Moderate</p>
<div data-bbox="212 1621 304 1704"></div> <p data-bbox="331 1574 730 1603"><b>Strategic Planning and Financing</b></p> <ul data-bbox="331 1626 1187 2029" style="list-style-type: none"> <li data-bbox="331 1626 1187 1776">• In 2016, AA TWG is organized with WFP and OCD as co-leads. In July 2021, AA TWG is formally adopted by the Disaster Preparedness Pillar of the NDRRMC. Currently, WFP, NDRRMC-OCD, and DBM are co-leading the Policy, Financing and Institutionalization Technical Sub-Group of the AA TWG.</li> <li data-bbox="331 1794 1187 1928">• WFP assisted in the development of SOPs for Forecast-Based Emergency Preparedness. However, there is a need for strategic financing based on forecasted needs. WFP worked with LGUs in simulation exercises to test SOPs.</li> <li data-bbox="331 1946 1187 2029">• In 2019, AA integrated into DRRM action plans and local government funding available for preparedness and early response to typhoons in five provinces.</li> </ul>	<p data-bbox="1203 1574 1358 1603"><b>At baseline:</b></p> <p data-bbox="1203 1626 1294 1655">Latent</p> <p data-bbox="1203 1722 1385 1751"><b>At evaluation:</b></p> <p data-bbox="1203 1774 1331 1803">Moderate</p>

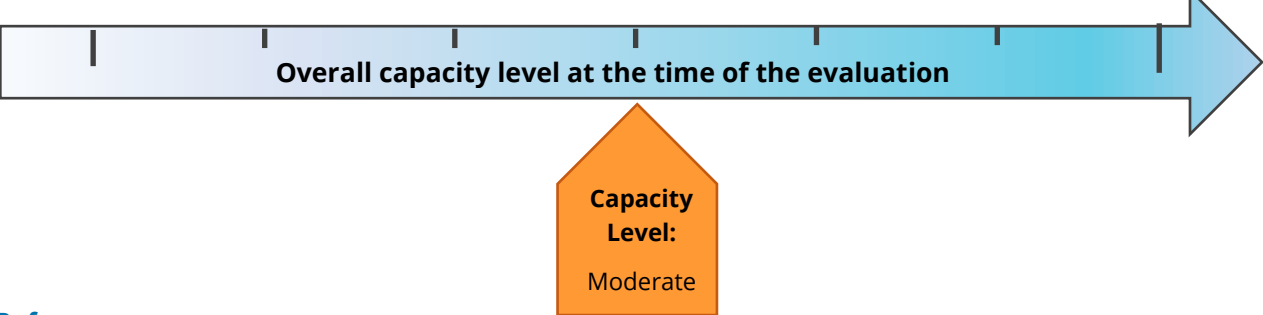


**5 Pathways** **Capacity Level**

	<p><b>Stakeholder Initiative Design and Delivery</b></p> <ul style="list-style-type: none"> <li>In 2021, UN CERF AA Framework and interventions in Region V.</li> <li>FbFTWGW formally adopted by the Disaster Preparedness Response Pillar of the NDRRMC and renamed the AA TWG.</li> <li>In 2019, After Action Reviews jointly conducted by WFP, other UN agencies, and national government agencies.</li> <li>WFP partners with PAGASA to develop the institutional capacities of PAGASA's technical personnel; in promoting weather and climate information services down to the LGU level; and works with PAGASA in identifying triggers for anticipatory actions.</li> <li>Development and successful approval of GCF project proposal submitted in 2019 for the Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines Project.</li> </ul>	<p><b>At baseline:</b> <b>Emergent</b></p> <p><b>At evaluation:</b> <b>Moderate</b></p>
	<p><b>Engagement and Participation of Civil Society and Private Sector</b></p> <ul style="list-style-type: none"> <li>Annual National Dialogue Platform on AA from 2017 to 2019.</li> <li>In 2019, national round table discussion for progress and outlook of AA; included 20 agencies, CSOs and academia.</li> <li>WFP partners with the Bicol Consortium for Development Initiatives (BCDI).</li> </ul>	<p><b>At baseline:</b> <b>Moderate</b></p> <p><b>At evaluation:</b> <b>Moderate</b> [no change]</p>

**3 Domains**

	<p><b>Enabling environment: Moderate to self-sufficient</b></p>
	<p><b>Organizational: Moderate</b></p>
	<p><b>Individual: Moderate</b></p>



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WFP. 2019. Forecast-Based Emergency Preparedness for Climate Risks: 2019 Narrative Report.

## Annex 15: List of people interviewed

Listed below are the persons with whom the evaluation team held meetings via remote discussions in the inception and data collection phases of the evaluation; as some were interviewed on multiple occasions, this list represents unique interviewees. Due to COVID-19 protocols and precautions, all interviews were conducted remotely. The list includes persons interviewed for the thematic.

No.	Name	Position	Organization	FGD1	FGD2	KII
<b>WFP</b>						
1	Sarah Kunzelmann	Supply chain CCS Advisor	WFP HQ			X
2	Sara Pavanello	Senior Social Protection Officer	WFP HQ			X
3	Daniel Dyssel	Programme Policy Officer CCS Unit	WFP HQ			X
4	Tomilyn Rupert	Monitoring and Evaluation/CCS Officer	WFP HQ			X
5	Katri Kangas	Programme Advisor CCS Unit	WFP HQ			X
6	Mishael Argonza	Head of Cotabato Sub Office	WFP	X	X	
7	Hasna Adam	Programme staff	WFP	X		
8	Daren Diel-Espanola	Programme staff	WFP	X		
9	Mamatanto Madidis (Thance)	M&E support	WFP	X		
10	Alicia Follosco	Project Manager	WFP	X		X
11	Rhea Benavides DeLeon	Research Consultant, SBCC	WFP	X	X	X
12	Dr. Corazon Barba	Nutrition Advisor	WFP	X	X	X
13	Martin Kristensson	Project Manager	WFP			X
14	Kevin Howley	Head of Supply Chain	WFP	X	X	X
15	Ronald Del Castillo	SBCC Consultant	WFP	X		
16	Mats Persson	Former Deputy Country Director, Acting Country Director	WFP CO			X
17	Macky		WFP	X		
18	Mark Cervantes	Programme Policy Officer	WFP CO	X		
19	Noel Delos Santos	Logistics Officer	WFP		X	
20	Brendel Valiao	Head of Finance	WFP CO			X
21	Albert Torres	Finance Officer	WFP CO			X
22	Naary Maxella	Finance Officer	WFP CO			X
23	Giorgi Dolidze	Head of Programme	WFP CO		X	
24	Brenda Barton	WFP Representative & Country Director	WFP CO			X
25	Francis Gasgonia	VAM Programme Associate	WFP CO			X
26	Justine Sugay	Communication Officer	WFP CO			X
27	Lorene Didier	Partnerships and Reports Consultant	WFP CO			X
28	Glenda Claborne	M&E Officer	WFP			X
29	Michael Cerventes	Activity Manager (Activity 4)	WFP CO	X		

No.	Name	Position	Organization	FGD1	FGD2	KII
30	Paris Kazis	FbF, AA, and Climate Change Consultant	WFP CO	X		
31	Analuisa Candanedo	DRR and Climate Change Advisor	WFP RBB			X
32	Belinda Chanda	CCS Advisor	WFP RBB			X
33	Anusara Singkumarwong	Nutrition Advisor	WFP RBB			X
34	Hatem Kotb	Regional Research, Assessment & Monitoring Officer	WFP RBB			X
<b>GOVERNMENT PHILIPPINES</b>						
35	Ms. Joy Baybay	Nutritionist-Dietitian II, Provincial Nutrition Program Coordinator	Integrated Provincial Health Office (IPHO), Maguindanao	X		
36	Solaiman Ammal Ditaculan	Deputy Minister	Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR)	X		
37	Pendatun Patarasa	Director General for Fisheries Support	Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR)	x		
38	Ronaiamin Maulana	Provincial Director	Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR) - Maguindanao	x	x	
39	Engr. Mohajirin Ali	Executive Secretary	Bangsamoro Planning and Development Authority (BPDA)		X	
40	Rohanisah Rashid (Hanie)	Chief of Economics Division	Bangsamoro Planning and Development Authority (BPDA)	X		
41	Czarina Kunso	Forest Management Specialist III	Ministry of Environment, Natural Resources and Energy (MENRE)	X	X	
42	Faisal Akmad	Chief of Environmental Management Services	Ministry of Environment, Natural Resources and Energy (MENRE-BARMM)		X	
43	Moamar Macadato	Forester	Ministry of Environment, Natural Resources and Energy (MENRE)	X		
44	Gizeel Amara Ali	Chief of Health and Nutrition Division	Ministry of Basic Higher and Technical Education (MBHTE)	X	X	

No.	Name	Position	Organization	FGD1	FGD2	KII
45	Ms. Noraida Pabila	Technical staff of Health and Nutrition Division	Ministry of Basic Higher and Technical Education (MBHTE)	X		
46	Muhammad Ali Shariati Al-husseini A. Sinarimbo	Focal for Convergence Model in BARMM	Ministry of Interior and Local Government (MILG) BARMM	X		
47	Mauricio Civiles	Led LCCAP	MILG	X	X	
48	Dr. Kadil "Jojo" Sinolinding	Head of NNC	National Nutrition Council (NNC)-BARMM	X		
49	Ms. Jomay L. Tongol	Nutrition Officer III, Nutrition Information and Education Division  NNC focal person for SBCC	National Nutrition Council, BARMM	X		
50	Ms. Hannah Farinah Lidasan	Nutrition Officer III	National Nutrition Council, BARMM	X	X	
51	Dr. Maleja Daud Jaamil	Nutrition Officer II	National Nutrition Council, BARMM	X		
52	Jose (Jelo) Angelo A. Mangaoang	Response and Operational Coordination Division	Office of Civil Defense (OCD) – National Disaster Risk Reduction and Management Council (NDRRMC)	X		
53	Hiasma Gani	Project Development Officer	Disaster Response Management Group Department of Social Welfare and Development (DSWD)	X		
54	Emmanuel P. Privado	Director IV National Response and Logistics Management Bureau (NRLMB)	Department of Social Welfare and Development (DSWD)	X	X	
55	Ronald Reonal	Administrative Officer V Logistics Management Division	Department of Social Welfare and Development (DSWD)	X	X	
56	Janet P. Armas	Former OIC Regional Director of Cordillera Administrative Region	Department of Social Welfare and Development (DSWD)	X		
57	Eunice Angcao	Executive Assistant Office of the Director National Resource & Logistics Management Bureau	Department of Social Welfare and Development (DSWD)	X		
58	Ms. Irish Flor Yaranon	Chief Administrative Officer Visayas Disaster Resource Center (VDRC)	Department of Social Welfare and Development (DSWD)	X	X	

No.	Name	Position	Organization	FGD1	FGD2	KII
59	Aries Diaz		DSWD Central Office		X	
60	Jem Eric F. Famorcan		Disaster Response and Management Bureau (DRMB)-DSWD		X	
61	Marc Leo L Butac		Disaster Response and Management Bureau (DRMB)-DSWD		X	
62	Clifford Cyril Y. Rivalal	Director	Disaster Response and Management Bureau (DRMB)-DSWD		X	
63	Mapet Bulawan		Disaster Response and Management Bureau (DRMB) CO	X		
64	Felix J. Castro Jr.	Assistant Secretary, HUDCC Manager	Task Force Bangon Marawi (TFBM)	X		
65	Cedric Daep		APSEMO	X		
66	Abbie Padrones		DOST-FNRI	X		
67	Dr. Milflor Gonzales	Chief Science Research Specialist, Technology Diffusion and S&T Services Division (TDSTSD)	Food and Nutrition Research Institute (FNRI), Department of Science and Technology (DOST)	X		
68	Ms. Magdalene Portia T. Cariaga	Senior Education Program Specialist, School Health Division	Bureau of Learner Support Services Department of Education	X		
69	Dr. Maria Corazon C. Dumlao	Chief of the School Health Division	Department of Education	X		
70	Analiza Solis	Climate Monitoring & Prediction Section	PAGASA			X
71	Rosalina De Guzman	OIC CAD	PAGASA			X
<b>WFP PARTNERS</b>						
72	Rodel V Cabaddu				X	
73	Jose Gabriel (Gorby) Dimalata	SBN Member?	Standard Insurance Company, Inc.	X	X	
74	Ms. Maria Lourdes (Didi) Vega	NFP Executive Director  Member of PhilCAN	Nutrition Foundation of the Philippines (NFP)  Philippine Coalition of Advocates for Nutrition (PhilCAN) (Civil Society)	X		
75	Carleneth Fernandez-San Valentin	Technical Manager for Health and Nutrition	World Vision	X	X	

No.	Name	Position	Organization	FGD1	FGD2	KII
		Lead convener of PhilCAN	Philippine Coalition of Advocates for Nutrition (PhilCAN)			
76	Ms. Luz B. Tagunicar	Supervising Health Program Officer & National Nutrition Program Manager	Disease Prevention and Control Bureau Department of Health	X	X	
77	Dorothy Navarro	Director	Sustainable Human Development Program (SHDP) Development Academy of the Philippines (DAP)	X		
78	Jasmine May Sabado		Development Academy of the Philippines (DAP)	X		
79	Analiza Solis	Assistant Weather Services Chief	Climatology and Agrometeorology Division PAGASA	X		
80	Nancy Ebuenga		USAID/BHA Philippines			X
81	Maria Catherine Joson-Mendoza				X	
82	Stephanie-Anne Aquino				X	
83	Bea Midtimbang			X		
84	Clyde Jorlan R. Quinto				X	
85	Jan Erwin Andrew Ontanillas				X	
86	Leslie Jawili				X	
87	Dr. Martin Parreno	(Former) Programme Policy Officer and Activity 2 Manager  (Currently) Health and Nutrition Specialist Mindanao Field Office	Former WFP PHCO  UNICEF		X	
88	Maria Agnes Palacio	National Disaster Response Advisor	Operational Readiness & Response Unit, UNOCHA	X		

# Annex 16. Findings conclusions recommendations mapping

Recommendation	Conclusions	Findings
<b>Recommendation 1:</b> Focus strategic prioritization and resourcing on CCS sector and geographic areas where WFP and the country office have a demonstrated and differentiated value add. This should be followed by a participatory needs assessment in these strategic CCS domains.	2, 3, 4	3, 4, 6, 7, 8, 9, 10, 11, 12, 19, 20
<b>Recommendation 2:</b> Develop a Theory of Change specific to CCS (including focus areas) with an associated results framework to track performance across CSPs.	1, 2, 3, 4	1, 2, 3, 6, 7, 8, 9, 10, 20, 21, 23, 24
<b>Recommendation 3:</b> Formulate a documented CCS approach to guide country office activities.	1, 2, 3, 4	1, 6, 7, 8, 9, 20, 22, 23
<b>Recommendation 4:</b> Continue investing in country office human resources improvements, specifically in national capacity.	4	16, 18, 19, 21, 22
<b>Recommendation 5:</b> Develop a governance structure to guide CCS strategic decisions, and the implementation and learning for a whole-of-government approach.	1, 4	1, 16, 18, 19, 21, 23

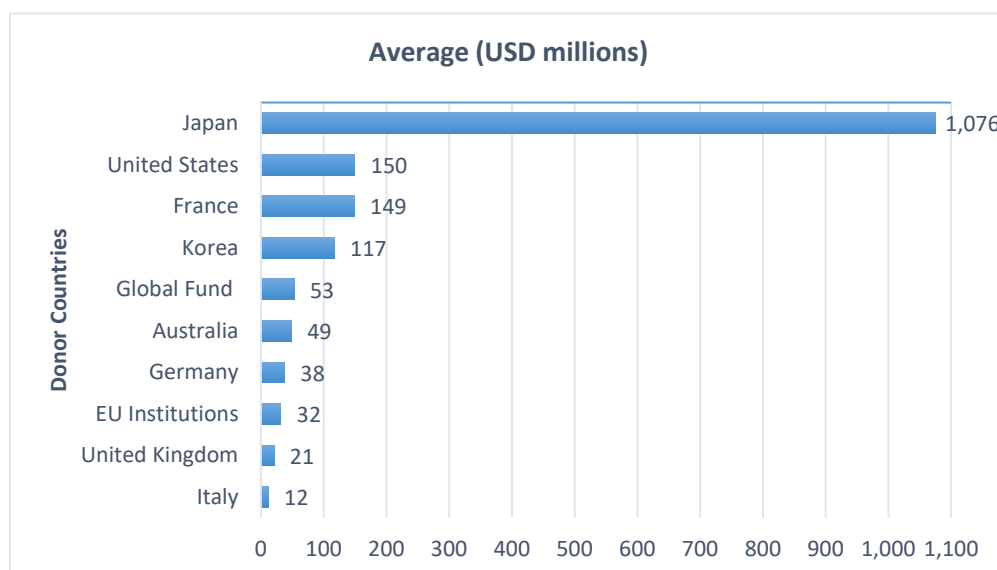
# Annex 17: Supplemental tables and figures

**Table 21: Key legislative instruments that define social protection**

Legislative Instrument	Year	Provision
Resolution No. 1	(s. 2007)	Establishes a common definition for social protection and the four component parts of the national social protection system: labour market programmes, social insurance, social welfare, and social safety nets.
Resolution No. 2	(s. 2009)	Establishes a Sub-Committee on Social Protection (SCSP) with oversight of national social protection objectives and priorities under the National Economic and Development Authority.
Executive Order No. 867	(s. 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	(s. 2021)	Adopts the Philippine Roadmap on Adaptive Shock Responsive Social Protection as the overall framework for strengthening the shock responsiveness of the social protection system through anticipatory actions and ex-ante mechanisms.
Resolution No. 3	(s. 2012)	Establishes the Social Protection Operational Framework and Strategy as the basis for harmonizing and implementing social protection programmes in the country.

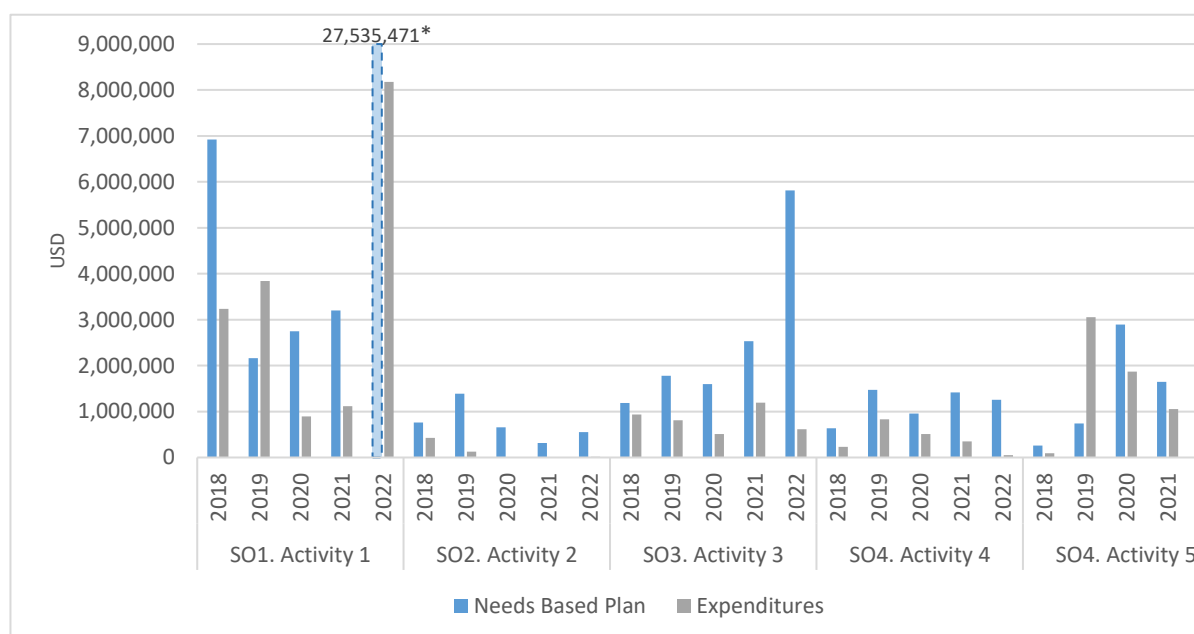


**Figure 3: Top ten donors of gross ODA for the Philippines, 2019-2020**



Source: [OECD-DAC, Philippines 2019-2020 Aid at a glance.](#)

**Figure 4: Total expenditures and needs based plan, by SO and activity (USD)**



\*2022 Needs Based Plan not to scale due to size. (USD 27.5 million)

Source: WFP Philippines Annual Country Reports 2018 – 2021, WFP WINGS database

**Table 22: Available resources as a percentage of needs-based plan, by SO, 2018-2021**

Strategic Outcome	2018	2019	2020	2021
SO1: A.1 - Provide unconditional nutrition-sensitive food assistance, through the Government's safety nets or partners, and appropriate logistical support to crisis-affected communities following natural hazards or human-induced shocks and disruptions	85%	201%	63%	136%
SO2: A.2 - Provide direct and technical assistance, build evidence and advocate to ensure adequate and healthy diets, through nutrition-specific and - sensitive multiple sectoral responses for most vulnerable groups	70%	11%	3%	14%
SO3: A.3 - Support the government of the Autonomous Region in Muslim Mindanao and local governments in addressing the food security and nutrition needs of all segments of the population, in an equitable manner, to further consolidate and enhance peace and development	97%	53%	52%	78%
SO4: A.4 - Support national and local capacities for disaster risk reduction and management and climate change adaptation	144%	71%	68%	40%
SO4: A.5 - Strengthen and augment government and partners' emergency preparedness and response capacities to include supply chains and emergency telecommunications	334%	636%	222%	295%

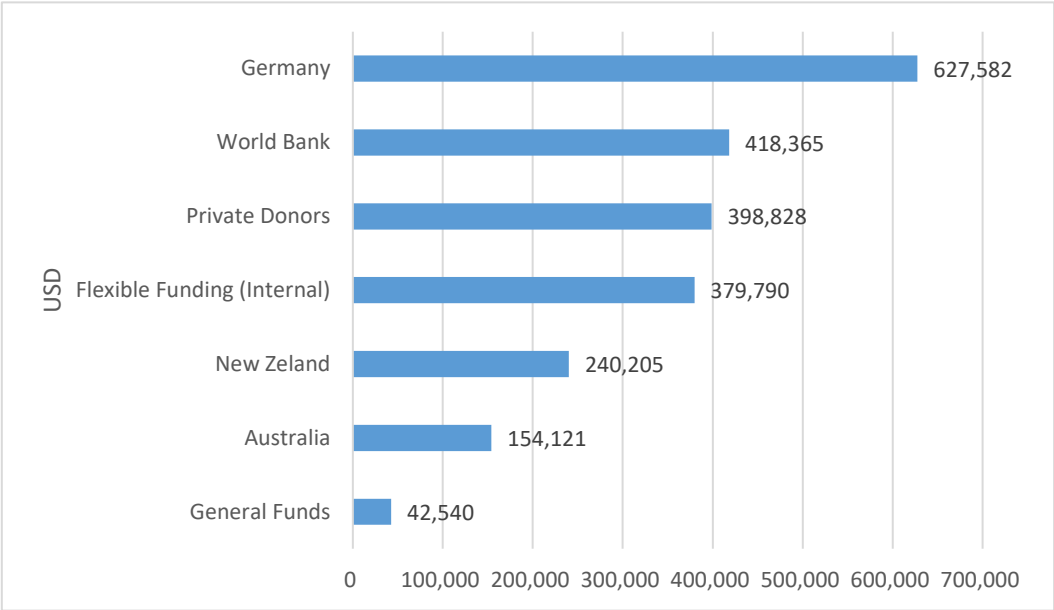
Source: WFP Philippines Annual Country Reports 2018 – 2021

**Table 23: Expenditures as a percentage of available resources, by SO, 2018-2021**

Strategic Outcome	2018	2019	2020	2021
SO1: A.1 - Provide unconditional nutrition-sensitive food assistance, through the Government's safety nets or partners, and appropriate logistical support to crisis-affected communities following natural hazards or human-induced shocks and disruptions	55%	89%	52%	26%
SO2: A.2 - Provide direct and technical assistance, build evidence and advocate to ensure adequate and healthy diets, through nutrition-specific and - sensitive multiple sectoral responses for most vulnerable groups	80%	85%	6%	1%
SO3: A.3 - Support the government of the Autonomous Region in Muslim Mindanao and local governments in addressing the food security and nutrition needs of all segments of the population, in an equitable manner, to further consolidate and enhance peace and development	81%	87%	61%	60%
SO4: A.4 - Support national and local capacities for disaster risk reduction and management and climate change adaptation	26%	80%	78%	61%
SO4: A.5 - Strengthen and augment government and partners' emergency preparedness and response capacities to include supply chains and emergency telecommunications	11%	65%	29%	22%

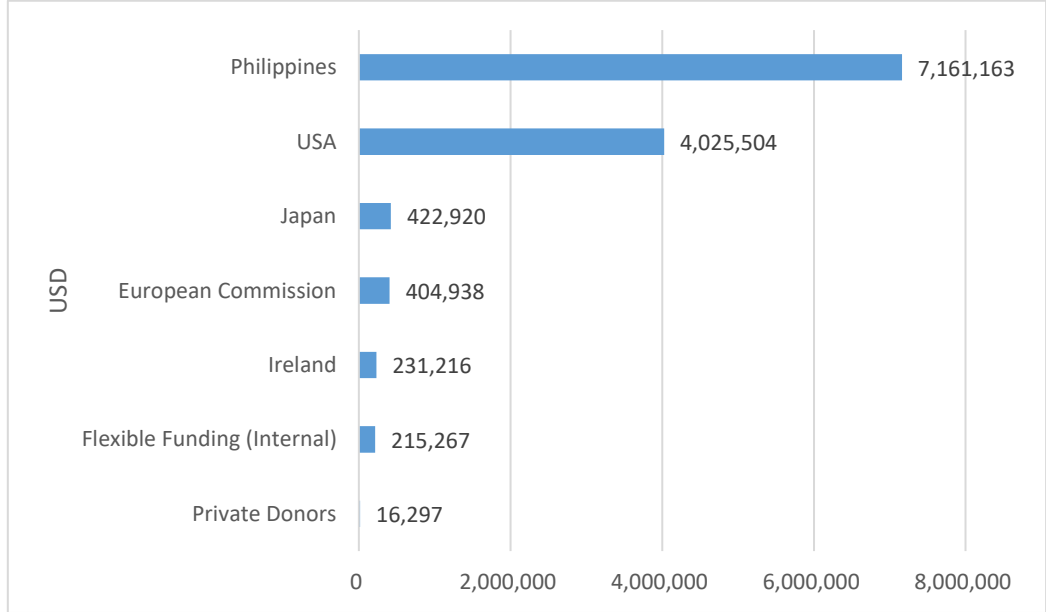
Source: WFP Philippines Annual Country Reports 2018 – 2021

**Figure 5: Donor contributions to Activity 4**



Source: WFP. WINGS Database. ("Expenditure breakdown\_20.05.2022")

**Figure 6: Donor contributions to Activity 5**



Source: WFP. WINGS Database. ("Expenditure breakdown\_20.05.2022")

**Table 24: Examples of WFP CCS activities against CCS subcomponents: policy and legislation pathway**

Subcomponent	Examples
<p><b>Subcomponent 1.1:</b> Developing and promoting FSN-sensitive sectoral or multi-sectoral instrument</p>	<p><b>SO4, Activity 4: Review and development of an implementing guide for Memo No. 60 s. 2019</b> A partnership between WFP and OCD was formed to implement this policy change at the level of the National Disaster Risk Reduction and Management Council. The partnership aimed to further strengthen the capacity of LGUs to implement this policy.</p> <p><b>SO2, Activity 2: Engagement in advocacy exercises for IFR</b> WFP worked with the Department of Agriculture and Department of Agrarian Reform through the NNC, IATF, and EPHAP to support prioritizing adoption of IFR at the national level.</p>
<p><b>Subcomponent 1.2:</b> Integration with other sector-specific instruments</p>	<p><b>SO3, Activity 3: Development of the First Bangsamoro Development Plan 2020-2022</b> This plan worked to mainstream FSN in a regional development plan, specifically aiming to increase the production of staple and other nutritious food through boosting production viable in the BARMM.</p> <p><b>SO4, Activity 4: Implementation of UN CERF AA Framework</b> A pilot study in Bicol (Region V) and Eastern Visayas (Region VIII). Discussions with government partners and WFP staff indicated that this collaborative effort has significantly furthered the awareness and sensitivity of strengthening policies and legislation at both national and LGU levels.</p>
<p><b>Subcomponent 1.3:</b> Policy dissemination mechanisms</p>	<p><b>SO3, Activity 3: Technical support to MBHTE for institutionalization of SBFP</b> Following support to MBHTE in development of BARMM-SBFP guidelines, WFP worked with MBHTE to translate the guidelines into a modular format to ensure a common understanding of SBFP implementation. Final copies of the module were printed for dissemination.</p> <p><b>SO3, Activity 3: Nutrition and school feeding manuals</b> WFP supported the development and updating of nutrition manuals and supported the MBHTE to develop a school feeding manual. Several training modules were also developed with assistance from WFP, including food and nutrition modules for family development sessions.</p>
<p><b>Subcomponent 1.4:</b> International/ regional Partnerships</p>	<p><b>SO2, Activity 2: Scaling up Nutrition</b> With WFP's support, the Scaling Up Business Network Philippines grew its ranks in 2021 and launched a national Scaling Up Nutrition Movement 3.0 Strategy (2021-2025). With WFP and a member of UN SUN, the Government also submitted a Global Action Plan for Child Wasting to the global SBN community.</p> <p><b>SO2, Activity 2: Support to National Nutrition Council commitments</b> WFP provided technical support to the NNC in developing Philippine commitments for the Japan Nutrition for Growth Summit. Commitments were developed in partnership with government ministries.</p>

	<p><b>SO3, Activity 3: Convergence of BARMM ministries</b></p> <p>Through an MoU uniting BARMM ministries under the Bangsamoro Food Sufficiency Task Force, WFP supported ministerial orientation and coordination on policy and programming related to food security.</p> <p><b>SO2, Activity 2: Involvement in global platforms and partnerships</b></p> <p>WFP participated in the Food Systems Summit and Global School Meals Coalition . Interviews indicated that WFP is also a key contributor in the Food Security Cluster (FSC).</p>
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**Table 25: Examples of WFP CCS activities against CCS subcomponents: institutional effectiveness and accountability pathway**

Subcomponent	Specific CCS activity example
<p><b>Subcomponent 2.1:</b> Institutional mandate and recognition</p>	<p><b>SO3 Activity 3: The Convergence Development Model</b></p> <p>WFP collaborated with BARMM ministries (MAFAR, MENRE, MILG and BPDA) to implement a model of effective coordination, cooperation, mutual assistance and networking among relevant national, provincial, and municipal government agencies, people’s organizations, NGOs, and development partners. These actors must align and develop standardized guidelines and instructional materials to guarantee their widespread participation during program implementation.</p> <p><b>SO3 Activity 3: Formalization of the Bangsamoro Food Sufficiency (BFS) Task Force in BARMM.</b></p> <p>The chief minister recognized the importance of a platform to operationalize the food security and nutrition roadmap, thus, the issuance of EO 005 for the creation of the BFSTF. WFP acts as a technical advisor to the BFS-TF, which includes government ministries: MILG, MSSD, MBHTE, MOH, MENRE, MFBM, MTIT, MOST, MOL, MAFAR, BPDA, TMS, BWC, MPW, CSEA, PCA, MOTC, and NNCE.</p>
<p><b>Subcomponent 2.2:</b> Coordination mechanisms and accountability</p>	<p><b>SO4 Activity 544(AA): Integration of FbF into DRM nationally and sub-nationally.</b></p> <p>Thematic discussions indicate the integration of FbF at the national and subnational disaster risk management levels was achieved through close collaboration between government partners and WFP. WFP has also been involved in regional FbF and AA with the Association of Southeast Asian Nation (ASEAN)</p> <p><b>SO4 Activity 5: MoA with DSWD for logistics management</b></p> <p>Under the Memorandum of Agreement with the DSWD to collaborate on logistics management, WFP’s role was to provide logistics and supply chain support and assistance.</p> <p><b>SO2 Activity 2: Co-lead Food Security and Agriculture Cluster (FSAC)</b></p> <p>WFP co-leads the FSAC, which is involved in discussing and coordinating cash and voucher programmes focusing on food security.</p>

<p><b>Subcomponent 2.3:</b> Information management systems</p>	<p><b>SO4 Activity 4: SCOPE as a temporary solution.</b> This system is WFP’s digital management system and is used to register beneficiaries and ensure assistance is done as effectively as possible. Through SCOPE, data verification is done thoroughly, and data collection is systematic due to WFP’s support. WFP and DSWD signed an MoA in January 2022 for Emergency Preparedness, Response and Technical Assistance including capacity strengthening for data management systems. In Oct-Nov 2021 WFP and the DSWD regional office in Bicol signed an MoA with the Region V DSWD office to enhance government capacity to manage data for the Emergency Shelter Assistance programme. SCOPE was proposed as temporary solution.</p>
<p><b>Subcomponent 2.4:</b> Assets, platforms and infrastructure</p>	<p><b>SO4 Activity 5 (logistics): mechanized production services</b> WFP installed a range of equipment in a warehouse of the NROC; this has enabled the production of 10,000 Family Food Packs per day, sufficient to feed families of 5-6 people for two to three days. WFP is also strengthening storage and handling capacities by installing pallet racking systems and hermetic storage units.</p> <p><b>SO4 Activity 5: Disaster Response Centres (DRC)</b> WFP supported the Government to identify strategic locations for the construction of a DRC network based on proximity to sea (via ports and land transportation) and air (via international airports). The DRC in Mindanao was established after lengthy negotiations between WFP and local partners in 2016. Establishing a DRC at Clarke also faced challenges, particularly with a 46 percent resourcing shortfall. The Luzon DRC at Clarke was subsequently deprioritized in favour of those in Cebu, Visayas and the Manila NORC.</p> <p><b>SO4 Activity 5 (GECS): Designing emergency mobile telecommunication units</b> With most funding provided to WFP by Government (USD 7.3 million to date), WFP collaboratively designed six mobile telecommunications units for use in emergency periods in major disaster-prone areas of the Philippines. After Typhoon Rai, six emergency telecommunication vehicles were handed to the Government to help re-establish internet services in affected areas. A Property Transfer Agreement was signed by WFP and the DICT to solidify the transfer, marking completion of the project phase.</p>
<p><b>Subcomponent 2.5:</b> National/local partnerships</p>	<p><b>SO2, Activity 2: Enhanced Partnership Against Hunger and Poverty</b> WFP has supported the EPAHP’s collaboration with the Inter-Agency Task Force for Zero Hunger, strengthening coordination on hunger reduction.</p> <p><b>SO2, Activity 2: Setting regional SBN goals</b> WFP initiated and funding the SBN, which is now running independently without secretariat support from WFP. In 2021, SBN members worked on individual projects and started collaborating among themselves to implement activities. Before the year ends, SBN Philippines members agreed to support, as a network, the IFR program as their common initiative or program in nutrition.</p> <p><b>SO2, Activity 2: Technical working groups (TWGs) on nutrition</b> WFP was involved in TWGs for Food Fortification and sub-TWGs on Rice Fortification under this activity.</p>

	<p><b>SO4, Activity 4 (AA): Technical Working Group (AA TWG).</b> This working group is co-chaired by OCD, DSWD and FAO, and has four Thematic Sub-Working Groups (TWGs). Each TWG is co-led by a relevant national government agency and a UN/NGO AA partner. WFP is co-leading the Policy, Financing and Institutional TWG. Discussions with Theme 5 stakeholders confirm AA has been further consolidated into national systems, demonstrated in the Odette response, since its integration into Disaster Response and Early Recovery Pillar of the NDRRMC.</p>
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**Table 26: Examples of WFP CCS activities against CCS subcomponents: strategic planning and financing pathway**

Subcomponent	Specific CCS activity example
<p><b>Subcomponent 3.1:</b> Strategic planning</p>	<p><b>SO4 Activity 5: Disaster Response Management training curriculum</b> The curriculum for the DRM training for DRRM officers in 2019 was developed by WFP, specifically the Regional Emergency Logistics Training Programme. It was informed by a training needs analysis of the Government’s logistical capacity.</p> <p><b>SO3 Activity 3: Regional plan of action for nutrition and the formulation of the Bangsamoro Food Security and Nutrition Plan 2023-2028</b> WFP supported the formulation of the development of a regional plan of action for nutrition (RPAN), which is the basis for all nutrition-based sectors to work together. This was approved in 2018 and relaunched in 2021. WFP was also involved in the first Bangsamoro Food Security and Nutrition Plan, 2023-2028. Even absent this plan, BARMM ministries are re-aligning funds from other programmes to the programmes and activities for improved FSN in the region,</p> <p><b>SO4 Activity 4: Integration of FbF in local DRRM plans</b> In 2019, FbF was integrated into several local DRRM action plans (e.g., Laguna and Benguet) and local government funding has been allocated for preparedness and early response to typhoons in five provinces.</p>
<p><b>Subcomponent 3.2:</b> Value proposition</p>	<p><b>SO2 Activity 2: Fill the Nutrient Gap</b> The Fill the Nutrient Gap study has been presented in meetings with line agencies and other actors to advocate for increased investments and improved programme development. FNRI has further applied its concepts in food consumption surveys used as part of the National Nutrition Survey.</p>
<p><b>Subcomponent 3.3:</b> Sustainable financing</p>	<p><b>SO2, Activity 2: Philippine Food Fortification Act (Republic Act No. 8976)</b> Under the Food Fortification Act, WFP collaborated with the Office of the Cabinet Secretary and EPAPH to prioritize scaling up of rice fortification, including IFR in government social safety net programmes. Further, WFP partnered with ADB to conduct a feasibility study to improve the nutrition focus of national social protection systems by linking food vouchers with SBCC.</p> <p><b>SO3, Activity 3: Co-financing FSN Roadmap</b> WFP co-financed the development of the FSN Roadmap alongside LGUs.</p>

	<p>Policies at partner ministries were developed within their respective Programs, Projects and Activities (PPAs) to ensure the Roadmap was appropriately locally financed.</p> <p><b>SO4, Activity 4: Complementary Financing Mechanisms</b> Early warning and action activities have been funded through various partnerships and funding streams. In addition to the FbF fund, the German Federal Foreign Office, local government, the Green Climate Fund, and OFDA and others have provided funding for FbF since the inception of the CSP. International sources like the Central Emergency Response Fund for AA, the World Bank, and OFDA have provided donations as well.</p> <p><b>SO4, Activity 5: Co-financing Phase 1 and 2 of GECS-MOVE project</b> DICT provided USD 4 million for Phase 1 and 3.2 million for Phase 2, with the remaining amount financed by WFP and BHA.</p>
<b>Subcomponent 3.4:</b> Financial management systems	<p><b>SO4, Activity 4: Collaborations with financial institutions</b></p> <p>After Super Typhoon Mangkhut struck the northern Philippines in 2018, UNOCHA led an inter-agency rapid damage needs assessment that showed cash-based assistance was the preferred intervention to meet food and non-food needs. These results pushed WFP to engage with Western Union as its financial service provider for cash distributions.</p>

**Table 27: Examples of WFP CCS activities against CCS subcomponents: stakeholder programme design and delivery**

Subcomponent	Specific CCS activity example
<b>Subcomponent 4.1:</b> Programme design and delivery	<p><b>SO3, Activity 3: Inclusive participation models</b> WFP has conducted CBPP facilitator trainings for regional government staff from BPDA, MENRE, MAFAR, and MILG. Understanding the importance of enhancing the participative and consultative in planning process, MILG organized a facilitator training for its municipal local government operations officers (MLGOO). Together with the regional facilitators, MILG and WFP led the facilitator training for the LGU staff. To date, five LGUs in Maguindao and three LGUs in Lanao Del Sur were trained on CBPP. As a result, two community convergence area development plans (CADP) have already been formulated.</p> <p><b>SO4, Activity 5: Emergency preparedness and response</b> WFP has worked closely with local partners like DSWD, OCD, DICT, BARMM, and MSSD to strengthen emergency preparedness. Trainings, workshops and technical assistance have been provided to partner staff.</p>
<b>Subcomponent 4.2:</b> Evidence-based approach	<p><b>SO4 Activity 4: After Action Reviews</b> AARs are conducted by WFP, other United Nations agencies and national government agencies. The goal of the AARs was to outline how forecast information was best utilized (or not) in LGUs' preparedness efforts and provide better understanding of decision-making structures.</p> <p><b>SO4 Activity 5: Logistics Capacity Assessments</b> WFP conducts LCAs as a continuous exercise in the Philippines. LCAs are an</p>



	<p>inventory of existing logistics and infrastructure and detail the capacity of ports, main transport routes and warehousing. Interviews with senior WFP staff indicate this is a rigorous process and the Government, while showing interest, has yet to participate.</p> <p><b>SO3, Activity 3: Developing BARMM-SBFP guidelines</b></p> <p>WFP initiated the process review of SBFP implementation in BARMM with an objective of preparing the MBHTE to implement the program. The review resulted in the formulation of the BARMM SBFP guidelines that include the development of logical framework and corresponding monitoring tools.</p>
<p><b>Subcomponent 4.3:</b> Stakeholder implementation capacity</p>	<p><b>SO2 Activity 2: Nutrition manuals</b></p> <p>WFP (alongside NNC) contributed to the planning, training and development of IFR, nutrition and school feeding manuals. This process also featured the development of food and nutrition modules for family development systems.</p> <p><b>SO4 Activity 5: Disaster Response Centres</b></p> <p>WFP supported the government with the identification of strategic locations for the construction of a DRC network based on proximity to sea (via ports and land transportation) and air (via international airports). DRCs then were set up in Visayas (Cebu), Mindanao (General Santos) and Luzon (Clarke, augmenting the capacity of Manila NROC).</p>

**Table 28: Examples of WFP CCS activities against CCS subcomponents: engagement of communities, civil society and private sector**

Subcomponent	Specific CCS activity example
<p><b>Subcomponent 5.1:</b> Engagement in programme design and delivery</p>	<p><b>SO2 Activity 2: SUN Business Network</b></p> <p>WFP and the NNC jointly led the first Philippine SUN Business Network organizational meeting in 2020. WFP acted as Secretariat and technical advisor to the SBN and has guided them in the adoption of IFR as a common business initiative. In 2020, the SBN adopted IFR as a common nutrition initiative/intervention. Through this initiative, the SBN has worked with other United Nations agencies such as FAO, UNICEF, and the private sector in the fulfilment of the BARMM RNAP.</p> <p><b>SO4 Activity 5: Private sector engagement</b></p> <p>WFP is exploring partnerships with the private sector to supply components of family food packs. Discussions are preliminary and there is not yet certainty on the involvement of the private sector in a programming sense.</p> <p><b>SO4 Activity 5: Ericsson Response partnership</b></p> <p>WFP has a long-standing partnership with Ericsson Response (ER) for equipment and staffing. WFP had started the discussions with ER to support in capacity strengthening and a UAV based connectivity solution prior to Odette. There are further visits planned in Q3 2022. It is worth noting that, out of the three standby partners provided during the Odette, all came from the Ericsson Response partnership.</p>

<p><b>Subcomponent 5.2:</b> Participation as beneficiaries</p>	<p><b>SO3 Activity 3: Capacity needs mapping</b></p> <p>In line with subcomponents 4.1, 4.2, and 4.3, WFP has conducted capacity needs mapping with agencies like DSWD, Department of Education and Department of Agriculture and Fisheries. The activity has supported development of a baseline on technical capacities and gaps in areas of nutrition, livelihoods, and livestock.</p> <p><b>SO3, Activity 3 and SO4, Activity 4: Complaints and feedback mechanisms</b></p> <p>WFP ensures that beneficiaries’ complaints and perceptions on how WFP’s activities impact them are heard through its Community Feedback Mechanisms. In 2020, WFP started using SugarCRM (customer relations management) software, which allows for easier tracking of complaints and feedback. WFP utilizes feedback received through their CRM system to improve targeting and programming during crisis response.<sup>342</sup></p> <p><b>SO4, Activity 4: Vulnerability and risk analysis.</b></p> <p>In 2021, WFP conducted three studies including a Social Protection scoping study, a Philippine Climate and Food Security Analysis (CCFSA), and a Vulnerability and Risk Analysis. These products helped determine which populations are most vulnerable to the impacts of climate change, to what extent, and where. The aim is to gain a better understanding on the interconnectedness of climate change and its impact on food security, nutrition, and livelihoods in the Philippines.<sup>343</sup></p>
<p><b>Subcomponent 5.3:</b> National research agenda</p>	<p><b>SO2, Activity 2: SBCC formative research</b></p> <p>WFP’s SBCC approach was first launched in 2019 through the BAMBINA project. To support capacity strengthening, the first phase of the formative research was launched in 2020 to inform SBCC strategies and campaigns, particularly regarding determinants of the dietary practices PLW and mothers of children under 5. The BAMBINA project follows the WFP SBCC Guidance Manual for WFP Nutrition. This research led to the development of a media implementation strategy and a media landscape analysis. The findings of the BAMBINA project were also presented to the BARMM Regional Nutrition Committee in March 2022, and the committee acknowledged the importance of the SBCC strategy. The research has since contributed to the improvement of the National Food Policy and the SBCC Strategy and Action Plan also be integrated in the next RNAP (2023-2028).</p> <p><b>SO2 Activity 2: Study on Iron Rice Fortification Capacities, Supply Chain and Campaign Initiative</b></p> <p>In 2021, WFP in partnership with DSM and ILSI collaborated on the implementation of the study “Iron Rice Fortification Capacities, Supply Chain and Campaign Initiatives”. The study aimed to determine supply chain, advocacy and campaign (social behaviour change communication) gaps that could explain the low supply, acceptance and consumption of IFR.</p>

<sup>342</sup> WFP. 2021. WFP Philippines Annual Performance Plan 2021.

<sup>343</sup> WFP. 2022. Social Protection and the World Food Programme in the Philippines: Scoping Study. April.

	The CO also worked with RBB to conduct a landscape study - “Understanding the Rice Value Chain in the Philippines”
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# Acronyms

AAP	Accountability to Affected Populations
ARMM	Autonomous Region of Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
CBT	cash-based transfer
CCA	Common Country Assessment
CCS	Country capacity strengthening
CFM	Community Feedback Mechanism
CNM	Capacity Needs Mapping
CSO	Civil Society organization
CSP	Country strategic plan
CSPE	Country Strategic Plan Evaluation
DAP	Development Academy of the Philippines
DAR	Department of Agrarian Reform
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DEQAS	Decentralized Evaluation Quality Assurance System
DICT	Department of Information and Communication Technology
DILG	Department of Interior and Local Government
DOF	Department of Finance
DOH	Department of Health
DOST	Department of Science and Technology
DRRM	Disaster risk reduction and management
DSWD	Department of Social Welfare and Development
ET	Evaluation team
FAO	Food and Agriculture Organization
FNRI	Food and Nutrition Research Institute
FSN	Food Security and Nutrition
GDP	gross domestic product
GEWE	Gender equality and women's empowerment
HGSF	Home-Grown School Feeding
ICT	Information and communications technology
IDP	Internally displaced person
IOM	International Organization for Migration
LGBT+	Lesbian, Gay, Bi-sexual, and Transgender Plus
LGU	Local Government Unit
MAFAR	Ministry of Agriculture, Fisheries and Agrarian Reform
MENRE	Ministry of Environment, Natural Resources and Energy
MILF	Moro Islamic Liberation Front
MILG	Ministry of Interior and Local Government
MTR	Midterm Review
NBP	Needs-based plan
NDRRMC	National Disaster Risk Reduction and Management Council



NEDA	National Economic and Development Authority
NFP	Nutrition Foundation of the Philippines
NGO	Non-governmental organization
NNC	National Nutrition Council
OCD	Office of Civil Defense
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PDP	Philippine Development Plan
PFSD	Partnership Framework for Sustainable Development
PPA	Programs, Projects and Activities
PPAN	Philippine Plan of Action for Nutrition
PhilCan	Philippine Coalition of Advocates for Nutrition
PRIME	People-centred Risk Indicator Measurement and Engagement
OCD	Office of Civil Defense
ODA	Official Development Assistance
RBB	Regional Bureau Bangkok
SBCC	Social and Behavioural Change Communication
SCSP	Sub-Committee on Social Protection
SDG	Sustainable Development Goal
SEPF	Socioeconomic and Peacebuilding Framework
SO	Strategic outcome
SOP	Standard Operating Procedures
SPF	Social Protection Floor
SBN	Scaling Up Nutrition Movement Business Network
TFBM	Task Force Bangon Marawi
ToC	Theory of change
TOR	Terms of reference
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children’s Fund
WFP	World Food Programme

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