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**SPR Reading Guidance**



**National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency**  
**Standard Project Report 2016**

World Food Programme in Philippines, Republic of the (PH)



**World Food Programme**

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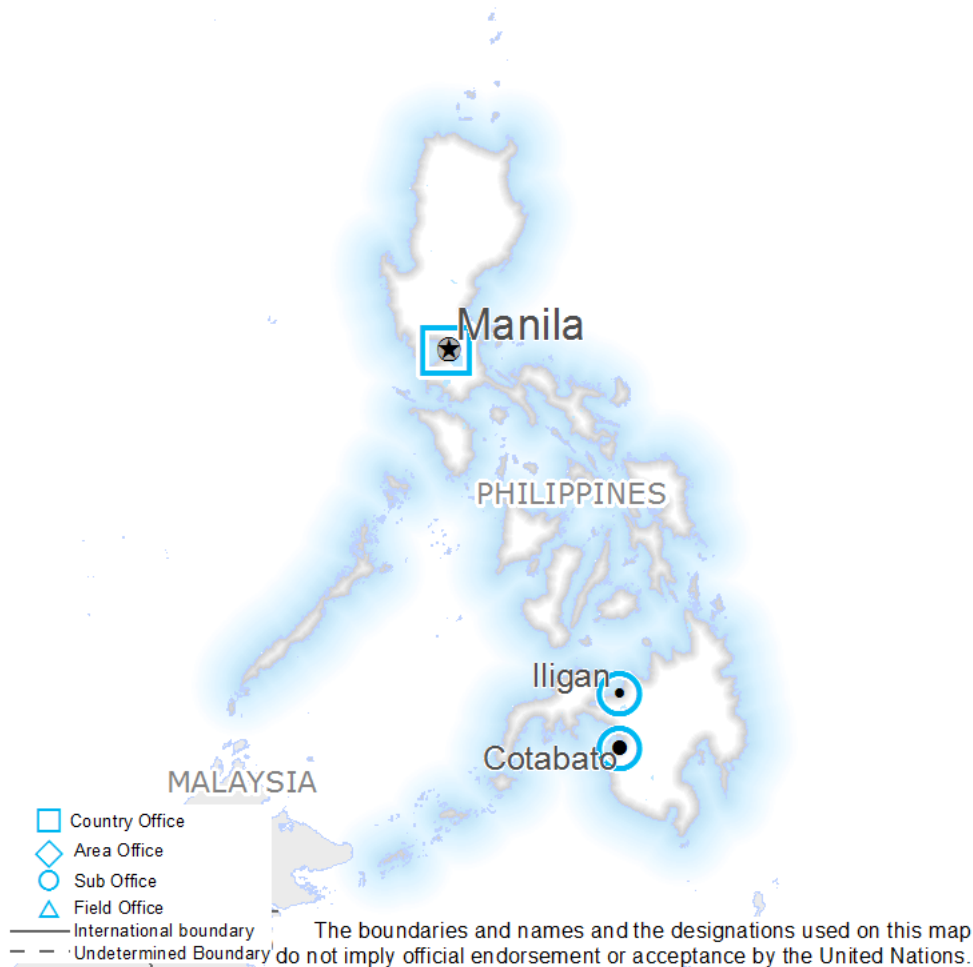
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# Country Context and WFP Objectives



## Country Context

Despite years of confronting a combination of man-made and natural disasters that have particularly weakened the poor and the most vulnerable communities, the Philippines continues to make strides in improving the country's resilience through boosting its economy and investing in social and human development. With a population of 101 million, the Philippines has seen robust development for the past five years as a result of sustained investment, consumer spending, and effective social protection programmes (World Bank, 2016).

The Philippines ranked at 115 out of the 188 countries assessed in the 2015 Human Development Index. It likewise kept its spot as the world's seventh most gender-equal society and ranked first in the Asia-Pacific region in the recent 2016 World Economic Forum's Global Gender Gap Report. In terms of economic development, the country has registered one of the fastest-growing emerging economies in Asia. In 2016, according to the World Bank, the Philippines posted a 6.8 percent Gross Domestic Product (GDP) growth rate—an improvement on the 6.0 percent growth rate. This marks the Philippine economy ahead of China's 6.7 percent and fellow high-riser Vietnam's 6.2 percent.

The other side of the coin tells a different story wherein declines in poverty have been modest leaving marginalised groups such as women, children and the elderly vulnerable to hunger and poverty. Government data showed that in 2015, poverty incidence among Filipinos was estimated at 21.6 percent, which means that one in every five households was poor and had difficulty meeting basic food, health, education and housing needs. Recent World Bank estimates suggest that extreme poverty in the Philippines, measured by the international poverty line of USD 1.9 a day (2011 purchasing power parity), has decreased from 10.6 percent in 2012 to 8.4 percent in 2015.

Household income in real terms continuously grew.

However, armed conflicts and natural calamities including the highest number of typhoons ever witnessed during the period of 2013-2015 have muted some welfare gains. The same trend was observed in 2016 alongside the persisting global economic uncertainty combined with the effects of El Niño and the waning pre-election spending. This was never more apparent than the country's failing to meet the Millennium Development Goals. Before adopting the new Sustainable Development Goals introduced in September 2015, the Philippines only managed to achieve those targets relating to food poverty, school participation, women empowerment, mortality of infant and children aged 6-23 months, malaria morbidity, tuberculosis, and access to safe water as reported by the National Economic and Development Authority.

Nevertheless, the country has made remarkable progress towards addressing food insecurity and nutrition as shown by the 2016 Global Hunger Index wherein the Philippines was ranked 68 out of 118 countries, narrowly moving from its "serious" status last year to a "moderate" hunger level.

Based on the 2015 National Nutrition Survey, the prevalence of children aged 6-23 months eating the Minimum Acceptable Diet (MAD) was extremely low at barely 19 percent, but tripled from a previous rate of 6.4 percent (2013). The percentage of pregnant women, by weight-for-height, who were nutritionally at risk remained unchanged at 25 percent. Meanwhile the percentage of nursing mothers who were nutritionally at risk, using the body mass index, worsened from 11 to 14 percent. Further, maternal undernutrition has contributed significantly to an increased number of low birth-weight babies (14.4 percent) and resulted in an increased stunting prevalence of 33.4 percent among children aged 0-59 months. The increasing trend in teenage pregnancy, 1 in 10 women according to the 2013 National Demographic and Health Survey, has also significantly affected poor pregnancy outcome contributing to stunting.

As for peace and security, the Philippines has long been mired by conflict and insecurity especially in Mindanao where separatist and revolutionary groups have been waging war with the Government. Decades of peace talks among parties have yielded immature results, and just before a new government took office halfway into the year, the most recent peace agreement was shelved.

The new administration, however, was quick to salvage the peace talks by approving a comprehensive peace roadmap that envisioned a consolidation of various peace agreements already entered into by the Government with the Moro Islamic Liberation Front, the Moro National Liberation Front, and the resumption of peace talks with the communist group—National Democratic Front.

The recent change in the national leadership has created uncertainties on the level of engagement between the international humanitarian organizations and the national government due to some unusual statements against international organizations, including the United Nations (UN). In spite of this, the UN and other members of the international community are committed to continue engaging the Government in its efforts towards eradicating hunger and malnutrition.

## Response of the Government and Strategic Coordination

In support of the efforts of the Government of the Philippines, WFP has progressively expanded the scope of its operation in the country to focus its response on the displaced populations in Mindanao and those affected by frequent natural calamities throughout the country. PRRO 200743 includes components on capacity strengthening and policy development, as agreed with the Government, especially for food security and nutrition policies, while the special operation 200706 aims to address the challenges identified during the Typhoon Haiyan response in 2013 and enhance the disaster response capabilities of the Government.

The Department of Social Welfare and Development (DSWD) continued to be WFP's main government partner for both the PRRO and special operation. It is through the DSWD that WFP continues to align its mandate to help improve food and nutrition security through the building of community assets and promotion of self-reliance of the poor, and to bridge humanitarian interventions with development activities. WFP augmented DSWD's response efforts with foods such as rice, high energy biscuits, and specialized nutritious food during emergencies. Following on the successful cooperation between DSWD and WFP in providing cash-based assistance to hundreds of thousands of people affected by Super Typhoon Haiyan using the country's largest social safety net—the Pantawid Pamilyang Pilipino Program—DSWD, the World Bank and WFP started discussions towards the possible development of a national framework for emergency cash transfers.

In the framework of special operation 200706, WFP and DSWD implemented a capacity development programme to improve government response capabilities, particularly in the area of supply-chain management including production, storage and delivery of in-kind food assistance. WFP also assisted in optimising the operations of the National Resource Operations Center in Manila in order to increase the production capacity of family food packs.

WFP continued to co-lead the Food Security and Agriculture Cluster together with the Food and Agriculture Organization of the United Nations (FAO) and the DSWD, as well as the Logistics Cluster and the Office of Civil Defense during emergencies. As was shown during Typhoon Haima (October 2016) and Typhoon Nock-ten (December 2016), WFP has worked with these main government agencies and United Nations agencies to conduct emergency preparedness activities, needs assessment and analysis, monitoring and reporting, planning and strategy development, and prioritising cross-cutting issues including gender, accountability to affected populations, protection, disaster-risk reduction and climate change adaptation. WFP also continued to promote and apply international standards and guiding principles for humanitarian interventions.

Under the Philippine Development Plan 2011-2016, which indicated the country's national development policies, strategies, and targets, WFP complemented the Government's priorities related to food and nutrition security and the attainment of the Sustainable Development Goal 2: End Hunger through the United Nations Development Assistance Framework (UNDAF), where WFP is the lead convener of the food and nutrition security outcome group. This undertaking is continuously being reviewed and enhanced together with the United Nations Country Team and the National Economic and Development Authority.

Also within the umbrella of the UNDAF, WFP is actively involved in the United Nations Network for Scaling Up Nutrition (SUN) to support the Government in its effort to upgrade the nutrition programme in the country such as the integrated management of acute malnutrition, nutrition in emergencies, food fortification, nutrition cluster coordination, strategic planning, monitoring, advocacy and communication, among others.

Parallel to the UNDAF, WFP also supported the development of the Government's Philippine Plan of Action for Nutrition (PPAN). PPAN is the Government's framework to address malnutrition in its various forms (child stunting, wasting, overweight, obesity and micronutrient deficiency) and targets pregnant women and nursing mothers, infants, and children 1-2 years old; families with pregnant women and children 0-2 years old; underweight children 0-5 years old; and cities, municipalities, and provinces with or at-risk of high levels of child undernutrition. The plan, which was built on past national plans implemented with varying degrees of success, comprised of programmes and projects implemented by member agencies of the National Nutrition Council.

The Philippine Plan of Action for Nutrition was reinforced by the School-Based Supplementary Feeding Programme being implemented by the Department of Education and DSWD-run day care centres. WFP collaborates with both agencies by providing hot and nutritious meals for over 65,000 school children in almost 270 schools in remote, conflict-affected areas of central Mindanao.

At the national level, WFP continued to provide technical assistance in several working groups related to food security and nutrition. At multiple levels, WFP continued to provide capacity development for nutrition programmes in case of an emergency.

## Summary of WFP Operational Objectives

WFP continued to be a strategic ally of the Government of the Philippines in addressing food insecurity and malnutrition—prevention of stunting—in the country. WFP continued to focus on: enhancing the resilience of vulnerable disaster-affected communities in order for them to be better prepared in responding to shocks and withstanding future potential disasters; strengthening the capacity of local health systems to prevent stunting; and strengthening the response capacity of national government partners in the areas of logistics and supply chain management. Efforts have also been made to bridge the link between scientific information, early warning and disaster preparedness and readiness through forecast-based financing.

**PRRO 200743: Enhancing the Resilience of Communities and Government Systems in Regions Affected by Conflict and Disaster (2015-2018)** with an approved budget of USD 73.8 million supported people in Central Mindanao to enhance their resilience to conflict and natural disasters through market-sensitive food-assistance-for-assets (FFA) options, school meals, and specialized nutrition products directed at pregnant and lactating women with children aged under 6 months and children aged 6-23 months as part of a stunting prevention programme. The PRRO also included the provision of nutrition education to all pregnant and lactating women and care providers of children aged 6-23 months. In coordination with the authorities of the Autonomous Region in Muslim Mindanao, WFP helped food-insecure people affected by El Niño to meet their emergency food needs and generate alternative sources of income through asset-creation activities.

Work with the Department of Social Welfare and Development in the area of emergency preparedness included the drafting of a pre-disaster agreement on emergency cash transfers, and the organization, together with the World Bank, of a roundtable involving stakeholders to discuss the possible development of a national framework for emergency cash transfers.

Through the disaster preparedness and response programme under this PRRO, WFP supported local government units, academic institutions, civil society and non-governmental organizations in strengthening disaster preparedness and risk reduction mechanisms through initiatives such as capacity strengthening trainings, installation of early warning systems, and community-based risk mitigation activities.

**Special Operation (SO) 200706: National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency (2014-2018)** with an approved budget of USD 12.8 million assisted main government counterparts in the country through the provision of technical assistance and trainings on practical, operational, and strategic logistics. The special operation also provided support for the construction of the Visayas Disaster Response Centre.

**Trust Fund (2016-2018) for the Philippines Country Office with the Australian Department of Foreign Affairs and Trade (DFAT) and the United States Office for Foreign Disaster Assistance (USAID/OFDA)**, with approved budget USD 2.26 million was created in the middle of the year to enhance the rapid response capacity of the Government of the Philippines and in particular, to strengthen the strategic partnership between WFP, the Office of Civil Defense and the Department of Social Welfare and Development, who are designated to lead the Government's emergency response. Through this funding, WFP was able to assist the Government during its response to Typhoon Haima in October 2016 by sending 83 trucks to transport 1,030 mt of relief goods to affected areas in Regions I, II, III and Cordillera Administrative Region.

# Country Resources and Results

## Resources for Results

Funding for this PRRO has been mixed. While the Capacity Development and Augmentation component has been well-supported through multi-year earmarked support from the United States Office of Foreign Disaster Assistance, the overall direct multilateral funding levels for the country remained low for the implementation of food and cash-based interventions. Only the school meals component received support from various private donors, and nearly full coverage was ensured. In order to address the gaps, the WFP country office received a Strategic Resource Allocation Committee allotment of USD 1.2 million and accessed immediate response account funding to address the immediate food needs of people affected by El Niño (USD 1 million). The PRRO had built in a contingency component to allow for an immediate response to the frequent rapid onset emergencies. While there have been a number of typhoons making landfall in the country, the Government of the Philippines did not request international support. Nevertheless, the contingency component was activated to mitigate the impact of El Niño.

WFP Philippines regularly revised its allocation of resources to accommodate operational changes and in September 2016, a budget revision for the PRRO was done in order to optimise available resources for school meals and nutrition activities. Direct support costs were also reduced to reflect cost savings measures implemented by the country office (reduction of service provider charges), while the capacity development and augmentation budget was increased for policy development and advocacy for food security and nutrition-related activities.

Likewise, a budget revision for the special operation was requested and adapted in the context of funding shortfalls. The budget revision featured: 1) the de-scoping of the planned establishment of a disaster response centre in Clark since the National Response Operations Centre (NROC) was seen to have enough capacity to cover the Luzon island; 2) a prioritisation of either the Visayas or Mindanao facility either for construction or rehabilitation based on available sites and warehouses identified by government counterparts in each location, with the most cost-efficient and strategically effective solution selected; and 3) a de-scoping of the response options component of the special operation and engagement with national counterparts in programmatic planning of the PRRO.

A review of the expenditures for utilities, staffing, and other direct support costs was carried out and resulted in the downsizing of the number of country office staff-members, vehicles and warehouses.

WFP engaged extensively with the local donor community. In particular, a country strategic review is expected to foster interest and engagement of traditional, non-traditional and local donors. The review has been commissioned to an independent consultant and is guided by a policy review group under the stewardship of the Vice President of the Philippines. The review will be concluded in 2017 and will contribute to the future strategic vision of WFP in supporting the Government's agenda. As the Government is still finalising its next development plan and its engagement with the international community, the donor community has not yet determined future support, impacting negatively on the funding outlook for 2017.

## Achievements at Country Level

Overall, WFP Philippines reached 175,000 people in need in 2016 with 3,835 mt of food items, including the use of cash based transfers amounting to USD 1.46 million. From April 2015 to September 2016, support was provided to food-insecure communities by engaging 30 local government units, 11 non-governmental organizations (NGOs) and eight academic institutions to harness their disaster preparedness and response capacities. In September 2016, WFP began a new phase to create more partnerships with additional local government units, thereby supporting a total of nine provinces and 38 municipalities in 2016 and 2017.

During the first half of 2016, Mindanao was seriously affected by the El Niño. The drought correlated with El Niño reduced the ability of farming communities to grow crops to meet their nutritional needs. In response, an Emergency Food Security Assessment was conducted by WFP and the Autonomous Region in Muslim Mindanao.

WFP also provided ready-to-use supplementary food, Plumpy'Sup, to children aged 6-23 months in the provinces of North Cotabato, Lanao del Norte, Quezon, Aurora and some slum areas in Manila. The areas were selected in consultation with the National Nutrition Council, using carryover stocks of Plumpy'Sup from the Typhoon Haiyan operation to mitigate the effects of the El Niño on the existing acutely malnourished children aged 6-23 months.

For the first time since its rollout at the end of 2015, WFP Philippines used the SCOPE platform, WFP's beneficiary and transfer management system, to manage the end-to-end process of its cash based transfers. This included the biometric registration of people participating in WFP's asset-creation programme, which was piloted in Central

Mindanao. The SCOPE platform enhanced the quality of the beneficiary data captured as well as the tracking of food and cash distributions. In order to deliver the cash assistance, WFP contracted a financial service provider.

WFP, along with other United Nations agencies and nutrition stakeholders, actively provided technical assistance to local, regional and national government units in establishing nutrition policies and programmes. Recently, these efforts to address acute malnutrition have finally come to fruition. In January 2016, the Department of Health signed an administrative order for the first ever national guidelines on the management of severe acute malnutrition for children aged 24-59 months. These guidelines will be used by healthcare workers and advocates for the treatment of acute malnutrition and will be especially useful during disasters and emergencies. While the WFP-specific stunting prevention programme under PRRO 200743 is being implemented in the 17 municipalities, the objective has now been explicitly emphasised as the main goal of the Philippine Plan of Action for Nutrition 2017-2022, where WFP played a major role in its development.

Further, WFP funded the development of *Momsie*—a locally-produced ready-to-use supplementary food for children aged 6-36 months—by the Food and Nutrition Research Institute. To ensure that *Momsie* becomes comparable to the Lipid Nutrient Supplement for stunting prevention, WFP provided technical assistance to the technology adaptor to improve the quality of the ready-to-use supplementary food.

WFP played a major role in enhancing the Government's disaster preparedness and emergency response. The 5,000-square metre, state-of-the-art automated repacking system at the Visayas Disaster Response Centre, was completed in Cebu City in April 2016. The facility was instrumental in producing thousands of family food packs distributed to typhoon-affected communities.

Upon request from the Department of Social Welfare and Development (DSWD), WFP enhanced the agency's logistics capacity in its emergency responses to Typhoon Haima in October 2016 and Typhoon Nock-ten in December 2016. WFP provided a combined total of 122 trucks to transport 1,557 mt of relief goods, including family food packs and rice. The logistical support was provided through the preparedness funds made available by the Office of United States Foreign Disaster Assistance.

Work with the DSWD and other partners in the area of emergency preparedness included the drafting of an agreement with the government on emergency cash transfers leveraging on existing social safety nets, as well as discussions on the development of a national framework for cash based transfers.

During the fourth phase of the disaster preparedness and response (DPR) programme that lasted from 2015-2016, WFP worked with 49 cooperating partners (5 provinces, 2 cities, 23 municipalities, 8 academic institutions and 11 NGOs) in implementing DPR and climate change adaptation projects. WFP coordinated closely with the Department of Interior and Local Government, the Office of Civil Defense, the Climate Change Commission, the Department of Science and Technology, the DSWD and other national government agencies to ensure alignment with national priorities, policies and plans.

Building on the gains of previous project phases, WFP started the implementation of the DPR programme phase five in July 2016, aimed at increasing the disaster risk reduction and management capacity of 38 lower-income class municipalities with high exposure to natural hazards. By the end of 2017, WFP will have conducted trainings, procured equipment, developed plans and implemented mitigation projects in order to help establish fully functional local disaster risk reduction and management offices with the ability to adequately prepare for, mitigate and quickly respond to emergencies.

In this domain, WFP Philippines has welcomed innovations on DPR and prioritises the reach of its climate services given the country's vulnerability to natural disasters. Under the Forecast-based Financing and Emergency Preparedness (FbF) project, a baseline assessment of early warning systems, forecasting capacities, and their role in disaster preparedness, climate change adaptation and food and nutrition security was completed in May 2016. The assessment continues to inform the development of standard operating procedures and development for preparedness actions, which will be completed for piloting in 2017.

Related to the FbF project, WFP commenced the piloting of FoodSECuRE, a climate resilience innovation project under which a map room forecast prototype was developed. The map room was designed to test and refine the triggers and thresholds for the standard operating procedures for preparedness developed under FbF.

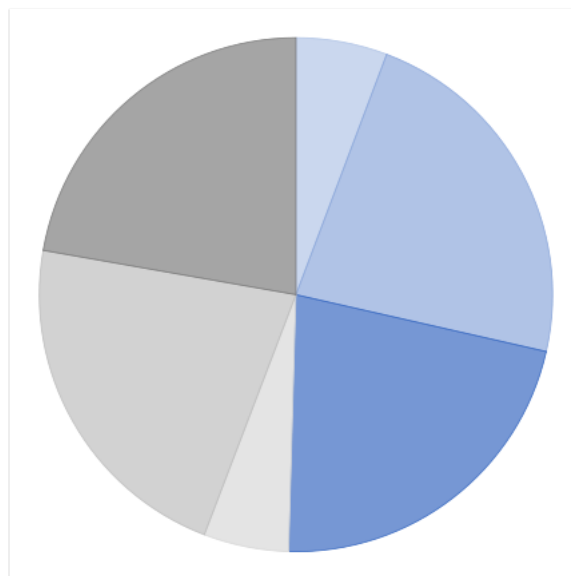


## Annual Country Beneficiaries

| Beneficiaries                                | Male          | Female        | Total          |
|----------------------------------------------|---------------|---------------|----------------|
| Children (under 5 years)                     | 10,073        | 9,390         | 19,463         |
| Children (5-18 years)                        | 39,942        | 38,453        | 78,395         |
| Adults (18 years plus)                       | 38,366        | 38,961        | 77,327         |
| <b>Total number of beneficiaries in 2016</b> | <b>88,381</b> | <b>86,804</b> | <b>175,185</b> |

Country Beneficiaries by Gender and Age

-  Children (under 5 years)
-  Children (5-18 years)
-  Adults (18 years plus)
-  Children (under 5 years)
-  Children (5-18 years)
-  Adults (18 years plus)





## Annual Food Distribution in Country (mt)

| Project Type                          | Cereals      | Oil        | Pulses     | Mix        | Other     | Total        |
|---------------------------------------|--------------|------------|------------|------------|-----------|--------------|
| Single Country PRRO                   | 3,074        | 161        | 215        | 354        | 30        | 3,835        |
| <b>Total Food Distributed in 2016</b> | <b>3,074</b> | <b>161</b> | <b>215</b> | <b>354</b> | <b>30</b> | <b>3,835</b> |



## Cash Based Transfer and Commodity Voucher Distribution (USD)

| Project Type                     | Cash             | Value Voucher | Commodity Voucher |
|----------------------------------|------------------|---------------|-------------------|
| Single Country PRRO              | 1,464,067        | -             | -                 |
| <b>Total Distributed in 2016</b> | <b>1,464,067</b> | <b>-</b>      | <b>-</b>          |

## Supply Chain

The Philippines is an archipelago with multiple international ports of entry. However, as a result of the local security context, fewer international shipping lines have been using the port of Polloc in southwest Mindanao in the recent past. As a consequence, WFP received food commodities in Manila or Davao and operated the trans-shipment of food commodities through other contracted mechanisms, impacting the overall costs and lead times to deliver the supplies in the area of operation.

Through sustained support from donors, WFP maintained the capacity to respond to emergencies through pre-positioned stocks of food available to complement the Government of the Philippines's response to natural disasters and shocks upon request from national counterparts. This contingency component consisted of physical stocks of rice and ready-to-eat food as well as quick procurement capacity of in-country food stocks from the National Food Authority.

The quality of logistics services at the national level is quite good, and WFP maintains long-term agreements with a variety of contractors to ensure an ultimate readiness level to respond to natural disasters. However, the availability and reliability of contractors were found to be more challenging in the operational areas of Mindanao because of poor infrastructure and a highly volatile environment.

WFP leased a 5,000-square-metre warehouse and established a temporary Disaster Response Centre in Cebu to strengthen the government response. Mechanised packing system equipment of equal specification to that installed at the National Response Operations Centre in Manila was set up and is now functional at the temporary Disaster Response Centre in Cebu. Installation included pallet racking and prefabricated offices, with space available for conducting training sessions, as well as office space for WFP and government officials.

For the continuation of cash based transfers, WFP's supply chain was fully involved in the contracting process of service providers and supported the programme analysis with regular assessment of the retail market.

The large majority of food procurement for WFP consisted of rice purchased on the international market. Rice was sourced extensively in Vietnam at affordable rates. The Southeast Asia market offered value for money compared to local purchases that were regulated and had maintained fairly high prices for rice, which is a staple food in the country. In addition, lead times for delivery were very short. Other items in the food basket, such as beans, oil, and specialized nutritious foods were also purchased internationally at more competitive rates.

In 2016, stocks of high energy biscuits were found to be rancid as a result of a manufacturing defect from the supplier, which affected several WFP offices worldwide. As an immediate measure, all existing stocks were assessed and underwent organoleptic and laboratory tests to confirm their suitability for consumption. In addition,

the shelf life of such products were reduced from 24 to 12 months corporately to mitigate further risk of deterioration. A total of 93.19 mt of high energy biscuits that were near or past their best before date were disposed.

Since the food tonnage handled was reduced, time-bound costs remained the same, hence the landside transport, storage and handling rate increased over the last 12 months. To optimise the use of resources, the logistics structure and footprint were formally reviewed on a quarterly basis, and cost-sharing mechanisms were established among different projects to control the increase in the landside transport, storage and handling rate. The operational strategy will be adjusted further to reflect the revised forecasted tonnage.

While the Inter-agency Standing Committee's Logistics Cluster is not activated in the Philippines, the Government has institutionalised a similar cluster-system in which WFP's role as a key actor of the National Logistics Cluster is acknowledged. In this set-up, WFP regularly provides logistics services to government agencies upon request during disaster response.

Through this PRRO, special operation 200706, and a trust fund project established in 2016, WFP was able to provide a range of supply chain services with a strong focus on national capacity strengthening. This support encompassed the development of a logistics training curriculum in line with national objectives and other technical support as outlined in the projects referenced above.



## Annual Food Purchases for the Country (mt)

| Commodity                       | Local | Regional/International | Total        |
|---------------------------------|-------|------------------------|--------------|
| Beans                           | -     | 160                    | 160          |
| Ready To Use Supplementary Food | -     | 80                     | 80           |
| Rice                            | -     | 2,280                  | 2,280        |
| Vegetable Oil                   | -     | 92                     | 92           |
| <b>Total</b>                    | -     | <b>2,612</b>           | <b>2,612</b> |
| <b>Percentage</b>               | -     | <b>100.0%</b>          |              |

## Annual Global Commodity Management Facility Purchases Received in Country (mt)

| Commodity                       | Total     |
|---------------------------------|-----------|
| Ready To Use Supplementary Food | 49        |
| <b>Total</b>                    | <b>49</b> |

## Implementation of Evaluation Recommendations and Lessons Learned

Regular review meetings with partners held within the framework of WFP's food assistance for assets projects in Central Mindanao and in line with the accountability to affected populations guidelines resulted in the rapid adjustment of the project implementation. For instance, cash distribution processes—which, at the time, used a new delivery mechanism (prepaid cards) that beneficiaries were unfamiliar with—and the structure of beneficiary orientation sessions were both adapted to improve the recipients' experience. Following the adjustments, recipients were able to obtain their assistance more quickly, and key messages were clarified. An after action review, held after the completion of the food assistance for assets projects, led to the harmonisation of a tool used to monitor the progress of asset creation activities and to more frequent follow-ups with local government units to ensure the sustainability of the community assets built/rehabilitated.

Meanwhile, a program implementation review (PIR) was carried out in municipalities that implemented the stunting prevention programme for at least six months. The initiative included a review of process issues during the course of the implementation and suggested actions to improve the implementation. This review was followed by refresher courses on nutritional assessments, planning, resource mobilisation, advocacy and local policy development. The results of the PIR were incorporated into the annual development of local nutrition action plans, which are linked to the Philippine Plan of Action for Nutrition 2017-2022.

Following a 2015 study that looked into lessons learned from collaborating with Philippine social safety nets for emergency cash transfers, the Department of Social Welfare and Development (DSWD) and WFP worked on drafting a pre-disaster agreement on emergency cash based transfers that leveraged existing social safety nets and which could be activated in an emergency. With a view to enhancing the shock-responsiveness of existing social protection schemes in the country, the DSWD, the World Bank and WFP co-organised a roundtable for stakeholders to discuss the possible development of a national framework for emergency cash transfers.

Since the introduction in 2014 of the three-pronged approach in WFP's operations in the Philippines, WFP has carried out several workshops on seasonal livelihood programming (SLP) countrywide. To help ensure the sustainability of these initiatives, WFP worked with academic institutions on transferring the technology to local partners. In particular, it partnered with the University of the Philippines in Los Banos, which adapted the SLP tool to the local context. It was found, however, that high-level discussions with partners were needed to ensure the achievement of the longer-term objectives of the SLP.

Several actions were taken to implement the recommendations of a decentralised evaluation of the disaster preparedness and response (DPR) programme, which was concluded in 2015 and focused mainly on operations. Specifically, WFP developed a project document that integrated a theory of change in preparation for project phase five. This process enabled the definition of an updated strategy for DPR and climate change adaptation activities that took into account the lessons learned from the implementation of the previous four phases of the programme. To enhance programme coherence within the targeted provinces, WFP aligned its operations to changing national priorities following the adoption in 2015 of: 1) LISTO—a checklist of disaster preparedness actions to be undertaken by municipal authorities and households—by the Department of the Interior and Local Government; and 2) a new national response plan by the DSWD. WFP also streamlined its DPR training sessions across its operational areas and prioritised activities based on the most pressing requirements incorporated in the LISTO with a strong integration of gender. This enabled a more rigorous assessment of gaps in disaster preparedness, with lower-income municipalities targeted for the integration of the LISTO protocols. Furthermore, to improve the tracking of activity results, WFP revamped its DPR monitoring tool.

Two after action reviews conducted in the wake of Typhoon Haima towards the end of 2016 confirmed that WFP's technical support in disaster risk reduction and management to the local authorities in the hardest-hit areas helped to improve their overall DPR activities. A self-assessment survey administered during the review revealed that the provinces perceived their preparations as critical to mitigating destruction of public or private property and loss of life.

## Omelkhair's Story: How WFP Supports the Nutrition of Nursing Mothers

Omelkhair is a 29-year old mother from Piagapo, Lanao del Sur. With a little help from the community health centre, WFP, and the Japan Association for the World Food Programme (JAWFP), she is able to provide the right nutrition to her daughter through breastfeeding.

WFP provides specialized nutritious food to more than 500 pregnant and nursing women like Omelkhair in Piagapo, thanks to financial support from JAWFP. WFP also works with local government partners to ensure that mothers have the right knowledge in terms of nutrition, proper diet, health care, hygiene and sanitation. They are encouraged to regularly visit the health centre for counselling and to monitor their child's weight and height.

Omelkhair lives just a few metres away from the rural health centre in the Municipality of Piagapo. Omelkhair and her four-month-old daughter, Jamica, just came back from a visit to the health centre as part of WFP's stunting prevention project in their area. Omelkhair gestures for us to sit down with her and her four other children. Below are excerpts of the conversation between Omelkhair and WFP.

***We first met you at the health centre today. What was the purpose of your visit to the health centre?*** I went there because Jamica had the flu. Dr. Rasmia gave her medicines and vitamins because she says my daughter needs the vitamins. The health centre has been very helpful for my family. I visit the centre at least once every month. I even gave birth to my youngest daughter at the health centre. All five of my children, from my eldest son to my youngest daughter, have been to the health centre. I consult with the doctor if they are sick, and all of them have received their complete immunisations and specialized nutritious food from WFP.

***How about you, have you received specialized nutritious food from WFP?*** Yes, I also receive the nutritious food from WFP. For this month, I was given four jars of Plumpy'Doz. I was told to eat three tablespoons each day, and I need to finish all four jars in one month. This food is important—especially for nursing mothers like me—to eat on top of my regular meal because it has added nutrients which help me while breastfeeding my child.

***How do you ensure that your children are healthy?*** I make sure they eat healthy foods—rice, vegetables, fish and milk. They need those foods to become healthy. For Jamica, I breastfeed her every day, so she will grow healthy. A mother's milk is more nutritious than the milk bought from a store.

***How have you found breastfeeding Jamica so far?*** Breastfeeding has been a challenge, especially during Ramadan. It is difficult because fasting makes me hungry, and I lack energy especially during the midday. So far, I am glad that my breastmilk has been enough so that I can feed my daughter throughout the day.

***Is there anything you would like to say to WFP's donors who are funding this nutrition support in your community?*** I would like to say thank you to the donors of WFP for giving us Plumpy'Doz. When I breastfeed, I know that my daughter's nutrition is ensured, and she is becoming healthier. I would also like to thank the rural health unit's doctor and midwives because they work hard to make sure that we receive the Plumpy'Doz.

# Project Objectives and Results

## Project Objectives

Building on key learnings from the Typhoon Haiyan emergency in 2013-2014, this Special Operation aims to mitigate potential bottlenecks and challenges as identified during the large-scale humanitarian response.

The 2013-2014 Typhoon Haiyan response led to the identification of operational bottlenecks and challenges affecting large-scale humanitarian responses in the Philippines. In this context, WFP, in collaboration with the Government of the Philippines, identified a series of prioritized actions that will address these issues, and launched Special Operation 200706 (SO) on July 2014.

Implemented over an initial two-year period, the primary goal of this SO is to enhance the disaster response capacity of the Government in areas of logistics and supply chain management, through a partnership with the Department of Social Welfare and Development (DSWD) and the Office of Civil Defense (OCD) as key members of the National Disaster Risk Reduction Management Council (NDRRMC) and co-chairs of the Government's Response Cluster.

In line with WFP Strategic Objective 1, the main objectives of this Special Operation are the following:

- Enhance the throughput and efficiency of the National Resource Operation Center (NROC), the main facility in Manila packaging the DSWD Family packs, utilizing a mechanized packing system (MPS) and best practices in flow optimization.
- Establishment of a network of disaster response facilities in Luzon, Cebu and Mindanao for prepositioning of relief items and operational support equipment, decentralization of enhanced DSWD mechanized family pack production and stock prepositioning, and application as training facilities for government responders;
- Design and implementation of a Government training programme with an emphasis on disaster response logistics and supply chain management, applying the equipment, facilities and response options established via the above.
- Development of appropriate response options including in-kind food assistance and cash or voucher transfer applying benchmarks and pre-disaster agreements to ensure timeliness and provide clear triggers for WFP support to the government.



## Approved Budget for Project Duration (USD)

| Cost Category                   |                   |
|---------------------------------|-------------------|
| Capacity Dev.t and Augmentation | 10,092,001        |
| Direct Support Costs            | 1,918,293         |
| Indirect Support Costs          | 840,721           |
| <b>Total</b>                    | <b>12,851,015</b> |

## Project Activities

- Strategic Objective 01: Save lives and protect livelihoods in emergencies
- Outcome 1.4: National institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies
- Activity: Technical assistance, emergency response, establishment of Disaster Response Centres (DRC)

During 2016, a budget revision was undertaken to extend the operation until June 2018. The budget revision included a corresponding increase in the funding among others to allow the completion of the disaster response facilities in Luzon, Visayas and Mindanao, the continuation and expansion of a curriculum on emergency logistics management, which was rolled-out in early 2015, technical support to both National Response Operations Centre

(NROC) and the recently opened Visayas Disaster Response Centre (VDRC), and eventually the transfer of the mechanized packing system (MPS) in VDRC to a new DRC that has yet to be determined.

In the context of delays in government land acquisition for the Visayas DRC site, WFP leased a 5,000 square meter warehouse in Cebu, and established a temporary DRC in this location, the second of its kind in the Philippines. MPS equipment of equal specification to that installed in the NROC facility was installed and officially launched in April 2016. The temporary facility, which is leased for two years, accommodates decentralized emergency response operations of DSWD and OCD in the Visayas region, and provides for production of an additional capacity of a maximum 50,000 family packs per day, which is enough to feed 250,000 people for three days.

Based on the lessons learned from the initial setup in the NROC in Manila, some minor changes, such as bringing the various raw-materials closer to the areas where needed, extending the loading area for the loading hopper for the bagging machines, lowering the height of the conveyor belts and extending the distance from bagging machines to case erectors, to name a few, were incorporated to ease the work of the workforce by bringing all materials closer to the actual workstations.

The VDRC site in Cebu is fully functional since April 2016 and includes large pre-positioning of operational support equipment adequate to support immediate deployment and set-up of field logistics hubs, a pallet racking system to optimize the storage capacity, and office and training space suitable to conduct practical and theoretical training sessions.

The use of environment-friendly cardboard boxes and biodegradable plastic bags for the rice component of the family food packs, first started at NROC has been continued at the VDRC, thus enabling easy handling of the finished product. WFP, together with the contractor for the equipment, has also managed various enhanced technical trainings for DSWD staff attached to the VDRC to enable them to operate the MPS safely and efficiently.

The roll-out of the disaster response training curriculum on emergency logistics was continued throughout the reporting year. Government staff from DSWD, OCD, local government units (LGUs) and other humanitarian organizations. The training modules covered family pack production and mobilization; equipment deployment; technical logistics; disaster response supply chain management.

The findings of the logistics training needs assessment carried out late 2015 were used to adjust the training strategy – including adjusting all case studies to the local Philippine context. The pool of co-facilitators from government counterparts who were identified from the Training of Trainers held in 2015 started supporting the delivery of the different courses throughout the year. In parallel, the government requested WFP staff on several occasions to facilitate training sessions in their other internal courses.

Continuous feedback received from government counterparts is being applied to update the training packages. WFP plans to continue conducting training sessions until an eventual handover to the Government, including a major field Simulation Exercise that will allow participants to apply, in practice, skills developed during classroom sessions.

By the end of 2016, funding availability remained a serious concern to the project. The Budget Revision confirmed the de-prioritization of the Clark DRC in Luzon and the “response options” activities.

In line with the objectives of the budget revision and to further mitigate the impact of the lack of resources, a two-year training programme with reduced scope will be implemented and the Cebu temporary DRC lease will be maintained until mid-2017, allowing for proper cost containment in the project implementation. Other large-scale activities or new project sites such as the Mindanao DRC will only be launched if additional contributions are received for the project.

## Operational Partnerships

Since the return of WFP to the Philippines in 2006, WFP has built a very strong partnership with the Department of Social Welfare and Development (DSWD) both through food security-related activities and by working together in implementing logistics solutions at times of disaster response.

The partnership between WFP and the DSWD has been critical and instrumental in delivering life-saving aid in affected communities in the country. It was after 2013 that this partnership has expanded to take stock on the challenges and accomplishments of the Typhoon Haiyan emergency response and what more can be done to strengthen the government’s logistical capacity, food service delivery, and how to optimize planning for future emergencies.

This partnership continues to evolve into a more dynamic and collaborative partnership in the hope to decentralize the emergency response network and to work towards national ownership and control of facilities and equipment.

WFP sees the DSWD as the main government agency to engage with in this project given the fact that it co-chairs the National Response Cluster during emergency operations in the country. DSWD has existing logistical systems and structures in place that continue to be enhanced through this partnership. During crises, the central office of DSWD mobilizes its regional offices and activates its quick response teams in the field offices who act as first responders on the ground. These first responders maintain constant communication with local authorities and it is through them that WFP connects to the appropriate local authorities, contributing to synchronize humanitarian assistance. This has made the flow of operation seamless and well-coordinated whenever a request for WFP assistance is made.

The other natural partner to this project, particularly for the logistics training curriculum activity, is the Office of Civil Defense's (OCD) Education and Training Division. OCD leads the National Logistics Cluster within the government disaster response framework, WFP being its counterpart at the IASC level. This proximity in mandate has fostered a close collaboration in designing, planning and executing the delivery of the logistics curriculum.

To ensure adequate diversity in the profiles involved in the logistics training courses, other UN agencies such as UNICEF, OCHA and UNHCR regularly participate to the logistics activities and are part of a key reference group that guides the development of new capacity strengthening products, such as the field logistics simulation exercise planned for the first quarter of 2017.

Similarly, other key actors of the Philippines Humanitarian Country Team have become key stakeholders to the project both as recipient and contributors to the training activities. Organizations actively involved include the International Committee of the Red Cross, Save the Children, World Vision, and Action Against Hunger (ACF) Philippines.

Finally, a very active partnership has been established with the Philippine Disaster Resiliency Foundation (PDRF) during the previous years and have been maintained to harness the expertise, know-how and resources of the private sector. PDRF is Philippines' major private sector vehicle and coordinator for disaster management. This focus acknowledges the growing role of private sectors entities into disaster preparedness and response in line with the key findings and recommendation from the 2016 World Humanitarian Summit.

## Results/Outcomes

Despite the challenges encountered – funding limitations, change in administration in the Philippines, recognition of the ongoing vulnerability of the country to natural hazards and climactic shocks, the increasing desire of national government for self-sufficiency in humanitarian affairs, the imperative for WFP to achieve and fulfill a strategic role as technical service provider of choice – WFP strongly acknowledges the value in leveraging investment and achievements to date to deliver prioritized outputs and ensure sustainable handover to government counterparts.

A critical milestone was reached by the Special Operation when the second Disaster Response Centre in the Visayas region (VDRC) was inaugurated last April. The presence of the DRC in the central part of the country will enable a swift response and better coordination among local authorities and other responders within the Visayas region.

The Department of Social Welfare and Development (DSWD) has confirmed its intention to relocate the mechanized packaging system (MPS) in the VDRC to a government-managed facility by the end of 2017, the location of which is still under discussion. Several technical visits have been fielded to assess the feasibility of the project and the funding requirement to ensure sustainability of the MPS have been included in DSWD's 2017 budget.

The completed NROC and temporary Cebu DRC represent a valuable demonstration of concrete results in international investment in national emergency preparedness and response capacity, with both quantitative (increased throughput to 100,000 FFP per day maximum, 66% of targeted and sufficient to feed up to 500,000 people for 3 days) and qualitative benefits (new predictability and benchmarking of response, upon which further improvements may be based).

Prior disasters have seen thousands of workers and or volunteers gather to pack these FFPs but through this automation, not only has the output gone up five-fold, but the number of human resources needed to achieve this has dropped down to hundreds instead of thousands.

In December 2016, the VDRC was in full gear to cater the government's emergency response to Typhoon Nock-Ten (local name Nina). The FFPs produced in the VDRC were then shipped to the most affected in the nearby Bicol region in conjunction to the stocks dispatched from NROC, demonstrating the complementarity of the network of



response facilities supported by this project.

Utilizing the stocks of operational support equipment pre-positioned in various locations across the country, this Special Operation supported the efforts of DSWD in NROC throughout the year with hermetic sealed cocoons to ensure better quality monitoring of food stocks and in the field during the response to Typhoon Haima (local name Lawin). This enabled the government response teams to provide timely food assistance with higher quality standards.

A large part of the capacity strengthening provided to national counterparts was channeled through strategic level courses on supply chain management and technical logistics training. The roll-out of the curriculum is also designed to create a network of partners who can be tapped in times of disaster response, to assist government operations.

Trainings conducted to date have included government officials from DSWD and OCD, with the involvement of other partner organizations, and have contributed to enhance their capacities and their network in the fields of disaster response and emergency logistics. In a promising development, DSWD has commenced self-implementation of some trainings utilizing the WFP-developed curriculum.

# Figures and Indicators

## Data Notes

Photo credits: © WFP / Anthony Chase Lim

Caption: *Based on lessons learned from Super Typhoon Haiyan, the World Food Programme, in partnership with the Philippine Government, has established Disaster Response Centers in strategic locations in the country. The project includes setting up an automated mechanized production system which allows the government to produce more than 50,000 family food packs per day --- enough to feed more than 250,000 people for three days.*

## Project Indicators

### Output Indicators

| Output                                                                         | Unit                | Planned | Actual | % Actual vs. Planned |
|--------------------------------------------------------------------------------|---------------------|---------|--------|----------------------|
| <b>SO1: Special Operation (Logistics)</b>                                      |                     |         |        |                      |
| Number of Standard Operating Procedures developed and implemented              | SOP                 | 2       | 2      | 100.0%               |
| Number of agencies and organizations using coordination and logistics services | agency/organization | 9       | 9      | 100.0%               |
| Number of equipment distributed                                                | unit                | 3       | 2      | 66.7%                |
| Number of logistics hubs established                                           | hub                 | 1       | -      | -                    |
| Number of logistics hubs rehabilitated                                         | hub                 | 1       | 1      | 100.0%               |
| Number of trained and qualified responders on stand-by                         | individual          | 121     | 121    | 100.0%               |
| Number of training sessions / workshops organized                              | training session    | 5       | 5      | 100.0%               |
| Units of standardized equipment made available                                 | unit                | 1       | 1      | 100.0%               |