

Standard Project Report 2015

Reporting Period: 1 January - 31 December 2015

PHILIPPINES

Immediate response to people affected by Typhoon Hagupit

Project Number	200801
Project Category	Single Country IR-EMOP
Overall Planned Beneficiaries	333,000
Planned Beneficiaries in 2015	33,458
Total Beneficiaries in 2015	38,615

Project Approval Date	11 Dec 2014
Planned Start Date	10 Dec 2014
Actual Start Date	10 Dec 2014
Project End Date	24 Apr 2015
Financial Closure Date	09 Mar 2016

Approved budget as 31 December 2015 in USD	
Capacity Dev.t and Augmentation	110,820
Cash--based Transfer and Related Costs	421,008
Direct Support Costs	188,305
Food and Related Costs	214,441
Indirect Support Costs	65,420
Total Approved Budget	999,995

Commodities	Metric Tonnes
Total Approved Commodities	200
Planned Commodities in 2015	50
Actual Commodities in 2015	2

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Country Overview



COUNTRY BACKGROUND

Comprising over 7,100 islands, the Philippines is a low middle-income, food-deficit country with an estimated population of 100 million. Despite being one of the fastest growing economies in Southeast Asia in recent years, poverty declines were modest, leaving marginalised groups such as women, children, and elderly vulnerable to hunger and poverty. The country ranks 115th out of 188 countries in the 2015 Human Development Index, and with a Gender Inequality Index value of 0.420, it is 89th out of 155 countries. Government data for 2015 showed that the Gross Domestic Product (GDP) expanded by 5.8 percent, down from 6.1 percent last year, as a result of a difficult fiscal environment, the onset of El Nino, and contraction in the agriculture sector. Poverty incidence worsened, increasing to 25.8 percent in the first half of 2015, from 24.6 percent over the same period in 2014.

According to the 2015 Global Hunger Index, which ranks the country 53rd out of 104 countries, the food and nutrition situation in the Philippines is 'serious' despite steady improvements since the 1990s. Prevalence of undernutrition remains an issue of public concern. Based on the 2013 National Nutrition Survey, only 15.4 percent of children aged 6 to 23 months meet the minimum dietary diversity, while at least 24.8 percent of pregnant women are nutritionally at risk. Wasting and stunting among children in WFP's operational areas in the Autonomous Region of Muslim Mindanao (ARMM) remained a problem at 8.5 percent and 39 percent respectively in 2013, which are above national average and above the acceptable range as defined by the World Health Organization (WHO).

The accumulated burden of human-induced and natural disasters in recent years - the Philippines ranks 4th out of 188 countries in the 2016 Global Climate Risk Index - has affected the country's economic agenda and impeded the pace of progress towards the achievement of the United Nations (UN) Millennium Development Goals (MDGs). The Philippines is on track to meet some of the targets, but with medium-low probability of achieving Goals 1, 5 and 6. While some progress has been made in reducing extreme poverty, it is not fast enough to achieve the targeted rate of reduction. Similarly, the prevalence of malnutrition has significantly reduced but remains far from the 2015 target. All of the targets for improving maternal health have a low probability of being met.

The long sought after peace dividend in Mindanao remained mired, especially after the deadly clash between government forces and Moro secessionist groups at the start of the year. This set back shook confidence in the peace process, thereby resulting in continuous delays in the passage of the Bangsamoro Basic Law, which envisages the creation of an autonomous Bangsamoro political entity replacing ARMM. Despite the sanguine outlook expressed by the government and the Moro Islamic Liberation Front (MILF), the peace process remains fragile and vulnerable, often triggering conflict within the region.

SUMMARY OF WFP ASSISTANCE

WFP activities in 2015 continued to focus on strengthening the resilience of vulnerable population groups affected by conflict and natural disasters through a range of market-sensitive food assistance options such as general food distribution, cash-based transfers, food assistance-for-assets, school meals, and supplementary feeding programmes. WFP also worked with the government and relevant agencies to enhance institutional capacities in disaster preparedness and response, as well as improve response structures and policy frameworks on food security and nutrition. Moreover, WFP supported the efforts of the government during emergency response by providing food assistance and augmenting their logistics capacity to rapidly deliver relief assistance to affected communities.

This year, WFP concluded its Immediate Response Emergency Operation (IR-EMOP), which provided unconditional cash transfers to the people affected by Typhoon Hagupit in Eastern Samar and food assistance to people affected by tropical storm Jangmi in Bohol.

Following the end of the three-year Protracted Relief and Recovery Operation (PRRO) in conflict-affected areas in Mindanao and in other parts of the country affected by disasters, a new PRRO commenced, focusing on the same areas in Mindanao, this PRRO included components on capacity augmentation and policy development, as agreed with the government, especially for food and nutrition policies. This operation also marked the programmatic shift from prevention of acute malnutrition to prevention of chronic malnutrition in order to address the alarmingly high stunting prevalence in Mindanao.

The PRRO also continued to support the establishment of contingency stocks for emergencies, which allowed WFP to provide urgent food assistance in response to Typhoon Koppu. In addition, logistics support was provided to the government for the transport of relief items to areas affected by flooding in Maguindanao, tropical storm Linfa, and Typhoons Koppu and Melor.

In parallel to the PRRO, WFP implemented a Special Operation, which aimed to address the challenges identified during the Typhoon Haiyan response in order to enhance the disaster response capabilities of the government, particularly in areas of logistics and supply chain management. In 2015, the first ever mechanised repacking system was established at the National Resource Operations Center, enabling the government to produce over 50,000 family food packs per day, which are enough to feed 250,000 people for three days. During the response to Typhoon Koppu and Melor, the government used the enhanced repacking facility to produce family food packs for the affected populations.

In 2015, WFP projects in the Philippines in 2015 were in line with the Philippine Development Plan 2011-2016 and the Philippine UN Development Action Framework, and supported the attainment of WFP Strategic Objectives 1, 2 and 3, the MDGs 1- 5 and 7, as well as the Zero Hunger Challenge.

Beneficiaries	Male	Female	Total
Number of children below 5 years of age	28,955	26,752	55,707
Number of children 5 to 18 years of age	99,218	99,105	198,323
Number of adults	44,233	46,010	90,243
Total number of beneficiaries in 2015	172,406	171,867	344,273
Total number of beneficiaries in 2014	1,578,777	1,622,614	3,201,391
Total number of beneficiaries in 2013	2,411,208	2,377,838	4,789,046

Distribution (mt)						
Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country PRRO	2,853	104	118	66	2	3,143
Single Country IR-EMOP					2	2
Total food distributed in 2015	2,853	104	118	68	2	3,145
Total food distributed in 2014	38,476	211	269	714	17	39,687
Total food distributed in 2013	39,831	191	411	522	154	41,109

Operational SPR

OPERATIONAL OBJECTIVES AND RELEVANCE

WFP launched the Immediate-Response Emergency Operation (IR-EMOP) 200801 in December 2014 to support the relief efforts of the Government of the Philippines in providing life-saving and early recovery food assistance to the people severely affected by Category 2 Typhoon Hagupit (locally known as Ruby) in Eastern Samar. The typhoon brought torrential rains and strong winds, which also triggered floods and landslides, affecting almost one million people in Eastern Samar and nearby areas.

The IR-EMOP complemented the Protracted Relief and Recovery Operation (PRRO) 200296, which also provided assistance to the affected communities in Eastern Samar and other affected areas in the Visayas. WFP collaborated with the Department of Social Welfare and Development (DSWD), local government units (LGUs), and non-governmental organizations (NGOs) on the implementation of this operation. Additionally, WFP responded to the government's request to support the families affected by unprecedented floods and landslides in Bohol caused by Tropical Storm Jangmi (locally known as Seniang) in December 2014.

A budget revision was undertaken in 2015 to extend the IR-EMOP for 45 days in order to continue financial commitments related to the implementation of capacity development.

Contributing to WFP Strategic Objective 1, the immediate objective of this operation was to increase the food consumption of the most vulnerable people.

RESULTS

Beneficiaries, Targeting and Distribution

Following the early completion of all food distributions, including the planned rice distribution for 2015, to Typhoon Hagupit-affected communities in 2014 under this IR-EMOP and alongside the PRRO 200296, WFP shifted to cash programming in 2015 to enable the most vulnerable households to access food in the marketplace. An unconditional cash transfer programme was carried out under this operation, followed by a conditional cash transfer programme through food-assistance-for-assets (FFA) schemes under PRRO 200296.

Within the framework of IR-EMOP 200801, DSWD and WFP selected the municipalities of Can-Avid, Dolores, Jipadpad and Taft in Eastern Samar for the unconditional cash intervention based on the heavy impact of Typhoon Hagupit had on the food security of already vulnerable households in these areas. Given that the DSWD's social safety net platform, the Pantawid Pamilyang Pilipino Program (4Ps), comprised the poorest of the poor, WFP leveraged this system to provide assistance to the typhoon-affected households by topping up the monthly government cash grant. This arrangement allowed WFP to capitalize on established government financial transfer architecture and distribution processes. WFP also conducted site validations and coordinated with LGUs and community leaders to ensure proper targeting of beneficiaries.

Although originally designed as a two-month intervention, given the need to reach as many people as possible within a short timeframe, WFP, in consultation with the government, reduced the support to one month and doubled the number of targeted 4Ps beneficiaries. Each family received PHP 2,600 (approximately USD 60), representing 60 percent of the monthly household food needs, which was the same transfer value used in some areas during the Typhoon Haiyan response. Many of these same beneficiaries went on to participate in the asset-creation activities under the PRRO 200296. WFP's cash assistance provided additional cash support on top of the regular cash grants received by 4Ps beneficiaries.

WFP also responded to the government's request for emergency food support to the families affected by Tropical Storm Jangmi, which caused heavy floods and landslides in Bohol. As there were unutilized high-energy biscuits (HEB) from the Typhoon Hagupit response, WFP used these commodities for the affected people in Bohol. The HEBs were included in the DSWD's family food packs and were distributed through the government system.

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of adults	10,165	10,043	20,208	10,153	9,838	19,991	99.9%	98.0%	98.9%
Number of children 5 to 18 years of age	4,392	4,341	8,733	7,379	6,724	14,103	168.0%	154.9%	161.5%
Number of children below 5 years of age	2,272	2,245	4,517	2,347	2,174	4,521	103.3%	96.8%	100.1%
Total number of beneficiaries in 2015	16,829	16,629	33,458	19,879	18,736	38,615	118.1%	112.7%	115.4%
Total number of beneficiaries in 2014	167,499	165,501	333,000	220,920	205,320	426,240	131.9%	124.1%	128.0%

The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Beneficiaries of General food distribution (GFD)/ targeted food distribution/assistance (GFD-TFD/A)	16,829	16,629	33,458	19,879	18,736	38,615	118.1%	112.7%	115.4%
Cash-Based Transfer Beneficiaries	8,446	8,346	16,792	16,975	15,920	32,895	201.0%	190.8%	195.9%

Commodity Distribution

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual v. Planned
High Energy Biscuits	0	2	-
Rice	50	0	-
Total for 2015	50	2	4.0%
Total reported in 2014 SPR	200	198	99.1%

Cash-Based Transfer	Planned Distribution (USD)	Actual Distribution (USD)	% Actual v. Planned
Cash	391,008	382,500	97.8%
Total for 2015	391,008	382,500	97.8%

'Story Worth Telling'

Typhoon Hagupit (local name Ruby) was the strongest typhoon to hit the Philippines in 2014, making its first landfall in Dolores, Eastern Samar on 6 December. Although it was initially compared in magnitude to the 2013 super Typhoon Haiyan, which affected parts of Eastern Samar, it diminished in strength as it made several landfalls across the country. The residents of Dolores felt the destructive impact of Typhoon Hagupit.

Ondith and her family were some of the residents in Dolores who were affected by the typhoon. "What we experienced during Typhoon Ruby was very difficult," she said. "That was the first time I lived through a storm of such strength, from my childhood up until now. What worsened the situation was that the typhoon brought with it flooding as well."

Ondith was a recipient of the DSWD's social safety net system, the 4Ps, in which beneficiaries receive monthly cash grants to improve the health, nutrition and education of children. After the onslaught of the typhoon, WFP, in partnership with DSWD, provided food and unconditional cash assistance worth PHP 2,600 to 4Ps families in Eastern Samar to address emergency food needs.

Ondith was thankful for the top-up cash grant she received from WFP and DSWD as these helped her family meet its immediate needs after the typhoon hit. "With this PHP 2,600, I plan to buy rice, meat, and other nutritious food for my family", shared Ondith.

"Thank you to the World Food Programme for this unconditional cash grant. This assistance is a big help to us victims of Typhoon Ruby", she added.

Progress Towards Gender Equality

WFP ensured that households headed by women and PLW, who are historically more vulnerable during emergencies, were given priority for the assistance. The prioritization was done by using the DSWD's 4Ps platform, which allowed WFP to leverage gender and empowerment mechanisms that were already in place. The 4Ps system, which targeted single parent- and households headed by women, required parents to attend family development sessions where they were trained on how to prepare for and take care of a family; responsible parenthood and family planning; child care and child protection; and participation in community work.

During the one-off distribution, courtesy priority lanes were set up for elderly and disabled beneficiaries and PLW to reduce their burden when collecting their entitlements.

As this was an IR-EMOP, no cross-cutting indicators were set for the activities, but during process monitoring activities, data collected post-distribution indicated beneficiary perceptions regarding some cross-cutting indicators. According to the results, in 69 percent of the surveyed households, women were empowered to influence the use of the cash assistance received.

Protection and Accountability to Affected Populations

Although no cross-cutting indicators were established for the activities given the short implementation period of the project, WFP ensured that the beneficiaries received adequate support to facilitate the safe and timely receipt of the unconditional cash assistance under this operation.

In each of the municipalities, the cash pay-out sites were located in the centre of town for the convenience of the majority of people. Even more importantly, it was ensured that these sites had access to drinking water, latrines and shade. Although some people from islands and upstream villages had to travel to collect their entitlements, during process monitoring no one reported feeling threatened or unsafe during distributions. According to post-distribution process monitoring results, 75 percent of the distribution sites had crowd control measures in place, 75 percent of the sites were considered satisfactory, and 75 percent of the beneficiaries felt safe going to and from the sites. No security-related incident was reported.

WFP and DSWD employed various methods to communicate with beneficiaries regarding their selection, entitlements, and participation in the monitoring activities. In addition to orientation sessions for the beneficiaries, flyers in the local dialect were distributed to participants during Family Development Sessions and cash pay-outs. Process monitoring results showed that 50 percent of the cash recipients were aware of how they were selected, 78 percent were aware of the selection criteria, and 75 percent believed the targeting process was fair and transparent.

DSWD managed a grievance redress system to ensure that beneficiaries could easily communicate their concerns related to safety and entitlements, negative implications of any aspect of the activity, abuse and other relevant issues. A help desk was set up at the distribution sites, and WFP and DSWD complaint hotlines were made available and accessible to beneficiaries. Most of the issues raised through the complaint and feedback mechanism system were actually enquiries, which were addressed through the referral system to local authorities.

Outputs

Based on the evolving needs on the ground, the number of 4Ps beneficiaries in the most affected areas needing support was higher than initially assessed. As agreed with government, WFP increased the number of supported 4Ps households and topped up their cash grants for one month to support their emergency food needs. This adjustment resulted in reaching more beneficiaries than planned. Many of these same beneficiaries went on to participate in the asset-creation activities under the PRRO 200296.

WFP also responded to a request of the government to provide food assistance to the people affected by Tropical Storm Jangmi in Bohol to help them address their emergency food needs following the disaster.

Output	Unit	Planned	Actual	% Actual vs. Planned
SO 1: GFD				
C&V: Number of beneficiaries receiving cash transfers	Individual	16,792	32,895	195.9%
C&V: Total amount of cash transferred to beneficiaries	US\$	391,008	382,500	97.8%

Outcomes

WFP's unconditional cash assistance was provided to the targeted households in Eastern Samar as a one-off distribution to help them meet their urgent food security needs. Using cash as a modality, WFP facilitated beneficiary access to available food in the local markets, thereby contributing to the immediate objective of the operation.

According to the results of the process monitoring conducted in four municipalities following the intervention, 61 percent of the cash assistance received was spent on food, and the remainder was used on other basic needs. In terms of allocations for food, 60 percent spent the assistance on rice, 27 percent on fish or meat, and 4 percent on dairy products. Ninety-five percent of the surveyed households said that their preferred foods were available in the market. Survey results showed that 73 percent of the households had an acceptable food consumption following the intervention.

By complementing the DSWD's family food pack with fortified biscuits for the people affected by Tropical Storm Jangmi, WFP also contributed to saving lives and meeting the immediate food and nutritional needs of the affected population in Bohol.

INPUTS

Resource Inputs

This IR-EMOP was fully funded with private sector contributions. Commodities distributed in 2014 were borrowed from the contingency stocks under PRRO 200296. Resources received this year were used to repay the loaned stocks.

Donor	Resourced in 2015 (mt)		Shipped/Purchased in 2015 (mt)
	In-Kind	Cash	
Private Donors		205	205
Total:		205	205

See Annex: Resource Inputs from Donors for breakdown by commodity and contribution reference number

Food Purchases and in-kind Receipts

All of the commodities used in this operation were loaned from the in-country contingency stocks under PRRO 200296. Concerning the resources used for repayment, the HEB were procured from Indonesia while the rice was procured locally to provide farmers better returns for their labour.

Commodity	Local (mt)	Developing Country (mt)	Other International (mt)	GCMF (mt)
High Energy Biscuits	0	103	0	
Rice	102	0	0	
Sum:	102	103	0	

Food Transport, Delivery and Handling

A WFP-contracted private transporter moved the 2 mt of HEB through the strategic entry points in Cebu and Bohol.

Post-Delivery Losses

There were no post-delivery losses in the transport of 2 mt of HEB as WFP anticipated the potential impact of bad weather and took measures to prevent loss. The precautionary measures taken ensured that the vehicles were in good condition; that there was proper coordination between focal points from the origin to the final and extended destination points; and that food commodities were properly packed and fully protected to avoid leakage or damage during transport.

MANAGEMENT

Partnerships

Through its partnership with DSWD both at the national and local levels, WFP was able to leverage the 4Ps platform that uses an established vulnerability targeting mechanism. Consequently, WFP was able to target beneficiaries in a more systematic manner. Validations were also conducted jointly with government partners.

Good coordination among WFP, DSWD and LGUs was witnessed during the implementation and monitoring of the cash assistance, with each agency having designated focal points. The coordinated approach resulted in understanding better the roles and responsibilities of each agency. This better coordination is considered to be one of the notable improvements in partnership since the Typhoon Haiyan response.

WFP partnered with a local NGO, the Philippine Partnership for the Development of Human Resources in Rural Areas (PhilDHRRA) for market monitoring, distribution monitoring, and post-distribution monitoring in the four Eastern Samar municipalities under the unconditional cash intervention. The results of their activities yielded some insights that could be applied in future operations, including: strengthening help desks to address beneficiary needs more effectively and efficiently; having DSWD communicate the schedule of distributions with the beneficiaries; and increasing WFP visibility so that beneficiaries know who is providing the assistance.

For the response in Bohol, WFP worked closely with DSWD and LGUs to oversee dispatches and ensure effective allocation of High Energy Biscuits to the affected communities.

Partnerships	NGO		Red Cross and Red Crescent Movement	UN/IO
	National	International		
Total	1			

Lessons Learned

Following the operational closure of the IR-EMOP, WFP conducted a lessons learned workshop on cash programming, which was attended by DSWD staff, local government officials, and cooperating partners. The main goal of the workshop was to stimulate discussion and foster learning with partners, especially with the local government. Lessons will be used to enhance partnerships and improve cash programming in future operations.

Some of the highlights were the improvements in the cash transfer programme since the Typhoon Haiyan operation in 2014. The implementation of the programme was smoother and the preparation mechanism was more effective as a result of government policies on the unconditional cash transfer programme as well as the procedures, guidelines and structure already in place. There was also clearer understanding of the roles and responsibilities of the partners involved in the operation.

The key success factors of the programme include the DSWD's complaint and feedback mechanism, which included the presence of help desk and grievance officers at the distribution sites, and the availability of WFP and DSWD hotlines in case beneficiaries had concerns or feedback about the activities. The Family Development Sessions were used to disseminate information through flyers and posters in local languages. The updated 4Ps database, from where the beneficiaries were derived, made it easier to target beneficiaries. The continuous coordination among the programme partners resulted in significantly improved implementation.

The importance of having a standby agreement with government and cooperating partners, which should be ready to be activated during emergencies, was also one of the key learnings. WFP should continue to have strategic partnerships with the different line agencies responsible for preparedness, response, rehabilitation and recovery, and mitigation and prevention, to help the assistance activities achieve better results.

OPERATIONAL STATISTICS

Annex: Resource Inputs from Donors

Donor	Cont. Ref. No	Commodity	Resourced in 2015 (mt)		Shipped/ Purchased in 2015 (mt)
			In-Kind	Cash	
Private Donors	WPD-C-02438-01	Rice		23	23
Private Donors	WPD-C-02474-03	High Energy Biscuits		103	103
Private Donors	WPD-C-02490-01	Rice		13	13
Private Donors	WPD-C-02537-01	Rice		66	66
Total:				205	205