

# Standard Project Report 2015

Reporting Period: 1 January - 31 December 2015

## PHILIPPINES

### National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency

Project Number	200706
Project Category	Single Country Special Operation

Project Approval Date	04 Jul 2014
Planned Start Date	01 Jul 2014
Actual Start Date	01 Jul 2014
Project End Date	30 Jun 2016
Financial Closure Date	n.a.

Approved budget as 31 December 2015 in USD	
Capacity Dev.t and Augmentation	8,476,572
Direct Support Costs	731,706
Indirect Support Costs	644,580
Total Approved Budget	9,852,858

## TABLE OF CONTENTS

### COUNTRY OVERVIEW

#### COUNTRY BACKGROUND

#### SUMMARY OF WFP ASSISTANCE

### OPERATIONAL SPR

#### OPERATIONAL OBJECTIVES AND RELEVANCE

#### RESULTS

Outputs

Outcomes

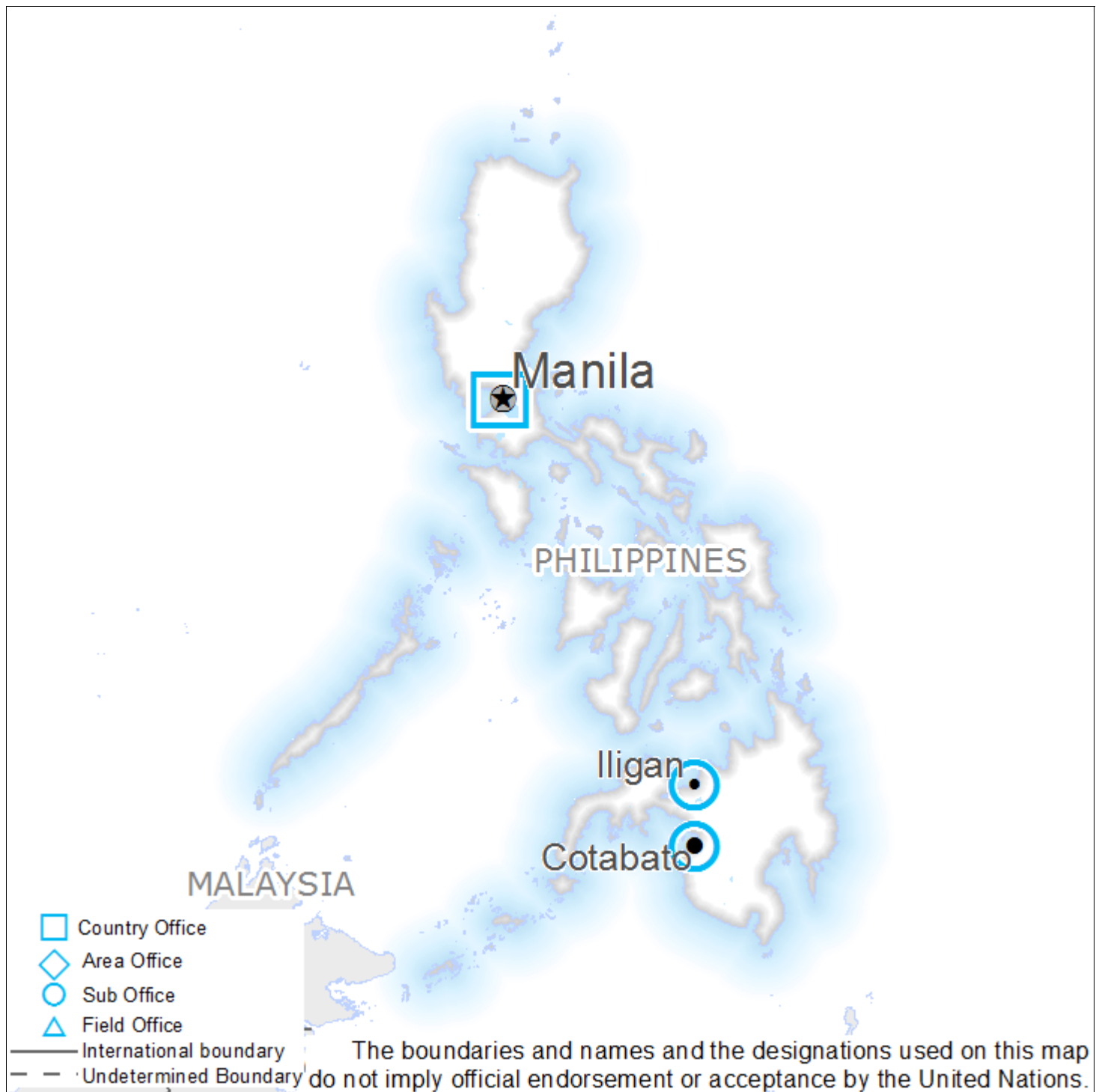
Sustainability, Capacity Development and Handover

#### MANAGEMENT

Partnerships

Lessons Learned

## 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

The Special Operation was launched in 2014 and aimed to enhance the disaster response capability of the Government of the Philippines in areas of logistics and supply chain management. The operation ensured WFP's readiness to activate response options at scale in a timely manner and in alignment with government relief mechanisms. Building on key learnings from the Typhoon Haiyan emergency in 2013-2014, the operation aimed to mitigate potential bottlenecks and challenges as identified during the large-scale humanitarian response.

WFP worked in close collaboration with the Department of Social Welfare and Development (DSWD) and the Office of Civil Defense (OCD), which are primary members of the government's Response Cluster system.

In line with WFP Strategic Objective 1, the specific objectives of the operation are to:

- establish a network of disaster response facilities in Luzon, Visayas and Mindanao in support of improved and decentralised emergency response, which includes commodity-packing systems, operational support equipment and enhanced government supply chain procedures;
- optimise the production of family packs in existing facilities by enhancing the workflow and introducing mechanised equipment (bagging plants, conveyor systems);
- review and develop the Government of the Philippines and WFP response options through programmatic planning for emergency relief at scale, including food and cash-based assistance, and secure preliminary agreements required for rapid and coordinated scale up of operations according to established benchmarks; and
- establish a training facility in Luzon, and develop a disaster response training curriculum with an emphasis on emergency logistics and supply chain management.

A budget revision is currently being prepared to extend the operation until 2018 to allow completion of the disaster response facilities in Luzon, Visayas and Mindanao.

## RESULTS

### Outputs

In order to improve the government's emergency response system, WFP enhanced the throughput and efficiency of the National Resource Operations Center (NROC) of DSWD in Manila by setting up a mechanised production system of family food packs, the first of its kind in the Philippines. For this purpose, WFP renovated one of the warehouses at NROC and installed high-speed automatic bagging machines, motorised conveyor belts, automatic case erectors and case sealers. The system enables the government to produce over 50,000 family food packs per day with minimum person hours, enough to feed 250,000 people for three days. This way of working is a significant improvement from the previous repacking system, which was entirely manual and was only able to produce a few thousand family food packs a day, depending on the availability of volunteers.

WFP also reviewed the type of packaging for the family food packs and replaced the plastic bags with cardboard boxes. This new packaging is more environment-friendly, protects the food, and makes it much easier to handle, stack and transport. The use of boxes facilitates repacking and production through the automated repacking system. Two hermetic storage units were also provided to address and reduce the risk of infestation of the rice stored at NROC.

To improve management of the emergency response system, WFP provided technical assistance and trained DSWD counterparts on how to operate the new repacking system. WFP also provided technical support in restructuring DSWD's supply chain in order to produce, store, and dispatch family food packs more effectively and efficiently.

WFP aims to replicate the mechanised repacking facility in three other strategic locations across the country by establishing Disaster Response Centers (DRC) which will allow swift response during emergencies. Each DRC will be equipped with a training facility to deliver practical and operational courses in emergency logistics. WFP continued to work closely with the government for the construction of these DRCs, which are expected to be completed within the subsequent years once the budget revision for project extension is finalised and approved. Suitable sites (all at international airports) have already been identified at the following locations: Clark Airport (for Luzon and the northern regions including Metro Manila), Cebu Mactan Airport (for the Visayas region), and General Santos Airport (for Mindanao). A competitive bidding process for construction companies is to be launched in 2016.

For the meantime, preparatory work has begun on setting up a temporary facility in Cebu to accommodate the emergency response operations of DSWD and OCD in the Visayas region. The new facility will serve to decentralise the emergency relief operations and the production and storage of large volumes of family food packs, currently being handled primarily in Manila. The repacking system at the facility in Cebu is expected to be completed by early 2016 and will offer the same production capacity as the enhanced NROC in Manila.

A disaster response training curriculum on emergency logistics was also rolled out this year to provide government staff from DSWD, OCD, local government units (LGUs), and other humanitarian organizations with skills and knowledge in practical, operational, and strategic logistics. The training modules covered family pack production and mobilization; equipment deployment; technical logistics; disaster response supply chain; and disaster response simulation. A training needs assessment is being conducted to adapt the curriculum to the particular needs of DSWD and OCD. A Training of Trainers was also carried out for government counterparts to create a pool of co-facilitators that could support WFP in the delivery of trainings and gradually take over the course to build capacity further.

On the programmatic aspect of the operation, WFP has been working through an inter-agency structure, the Cash Working Group, to identify potential financial service providers that could be used for emergency cash transfers in the future. For emergency response across the country, a Memorandum of Understanding between WFP and DSWD on the joint implementation of an emergency cash transfer programme for people affected by natural or man-made disasters in areas covered by the 4Ps platform is anticipated in 2016. Discussions are ongoing with the Department of Trade and Industries on the harmonisation of tools for market assessment. Most of the programmatic aspects of this Special Operation are being done alongside the activities under the Protracted Relief and Recovery Operation (PRRO) 200743.

Output	Unit	Planned	Actual	% Actual vs. Planned
<b>SO 1: Capacity Development: Strengthening National Capacities</b>				
Handover: Number of WFP-managed systems and tools handed over to the Government in current year	facility	2	1	50.0%
Planned handovers in 2015 were the facilities at NROC and the DRC in Cebu. Only the facility at NROC was handed over to DSWD.				
Logistics, supply chain and common services: Number of government/national partner staff receiving technical assistance and training	individual	113	113	100.0%
Number of training sessions/workshops organised	session	9	9	100.0%

## Outcomes

The country's first-of-its kind mechanised repacking system at NROC has significantly optimised the workflow for family food packs and has made it possible for government to produce over 50,000 family food packs a day. During the emergency operations in response to Typhoons Koppu (Lando) and Melor (Nona) in 2015, DSWD used the repacking facility to scale up the target production levels, which enabled them to address shortfalls between production targets and estimated numbers of beneficiaries. The new system has also contributed to improving the logistics supply chain in terms of agility and government responsiveness, specifically, increased timeliness and efficiency of production, and faster delivery of family food packs to affected areas.

The trainings conducted for government responders from DSWD, OCD, LGUs, and other humanitarian organizations have helped to enhance capacity by equipping them with new skills and knowledge on disaster response logistics and supply chain management. WFP will continue to conduct training sessions until the eventual handover to the Government of the Philippines.

## Sustainability, Capacity Development and Handover

In the Philippines, WFP emergency operations are implemented in close coordination with relevant government institutions at the national, regional, provincial and municipal levels. WFP is a member of the government's Response Cluster System, which is headed by DSWD, and the partnership between the government and WFP has been critical in previous emergency operations, most notably during the Typhoon Haiyan response. As operations transitioned to recovery and rehabilitation during the Typhoon Haiyan response, WFP's collaboration with DSWD and OCD continued and expanded to include the identification of operational bottlenecks and constraints that were faced during the emergency phase. This Special Operation capitalised on both the opportunity and the responsibility to respond to the challenges and achievements from the Typhoon Haiyan response to reinforce the Government's capacities in logistics and food service delivery, and optimize planning for future emergencies.

The establishment of a national network of response facilities in Luzon, Visayas and Mindanao, which includes commodity-packing system, operational support equipment, and enhanced government supply chain procedures, underpins the objective of having an improved and decentralised emergency response network. The three DRCs that will be built are intended to increase DSWD's capacity by 90,000 family food packages in store (on-hand) and increase production to 150,000 a day. The additional capacity will ultimately enable the government to provide assistance for 1.3 million people, covering all geographic areas.

At the end of the Special Operation, all of the facilities and equipment will be handed over to the government and relevant agencies to ensure that services continue in an efficient, effective manner for the sustainable future. To this end, WFP continues to collaborate with government agencies through building capacity, providing technical assistance, and working towards national ownership and control of the facilities and equipment. The training programme for emergency response personnel that was rolled out this year aims to ensure sustainability and the application of these enhancements during emergencies.



## MANAGEMENT

### Partnerships

The partnership between WFP and the Government of the Philippines has been critical to emergency operations, most notably during the Typhoon Haiyan response. This Special Operation has enhanced the collaboration even further.

With the enhancement of the repacking system at NROC this year, WFP helped DSWD to scale up its family food pack production capacity when responding to emergencies. DSWD was able to produce these family food packs through the automated repacking machines with minimum human resources enabling the DSWD personnel to support prepositioning and replenishing stocks during Typhoons Koppu and Melor, which struck the country toward the end of 2015.

As part of this partnership, the government provides the land for constructing the DRCs, secures necessary permits and licenses for building the facilities and infrastructure, grants uninterrupted access to facilities and provides permanent security services for WFP and partners during construction and use of the DRCs. WFP, on the other hand, builds the three DRCs on the land provided by the government, and provides logistics, offices, and accommodation necessary for the operation of the facilities. All of the equipment required to optimise efficiency and throughput of the family pack production, which includes bagging plants and conveyors, is supplied by WFP. As an achievement this year, WFP rolled out a training curriculum and delivered logistics training and simulation exercises for the government first responders from DSWD, OCD, LGUs, and other humanitarian organizations.

### Lessons Learned

At the implementation level, there were technical lessons learned from the installation and initial operations at NROC, and these have been taken into account for the ongoing and succeeding activities. As a case in point, the layout of the repacking system for the temporary DRC in Cebu was slightly changed and parts of the equipment were modified in order to improve the efficiency of the facility.

With the roll out of the training curriculum and training sessions on emergency logistics for government counterparts and members of other humanitarian organizations, important lessons were identified and will be incorporated into future sessions. Key to successful trainings is the synchronization of the training schedule with the government's calendar in order to not coincide with the typhoon season and ensure higher participation rate.

Based on the feedback from the trainings, the curriculum should be enhanced, and new modules should be developed and tailored to meet the requirements of government and other humanitarian responders. Results and insights from the ongoing training needs analysis will feed into this curriculum development.

Some of the risks and delays associated with securing the land for the DRCs and getting the different government agreements signed were underestimated during early stages of this operation. These major challenges could be attributed to the unique political circumstances in the Philippines and to the fact that there are many project stakeholders. In order to address these issues, the strategy of the Special Operation will be adjusted, by integrating geographic and local context requirements and ensuring that planning and execution take into account the regionality. This adjustment will also improve monitoring of the project progress per location and help to allocate budget and physical resources more effectively.

Best practices and lessons learned under this operation will continue to be captured through consultations within WFP and with government counterparts and service providers.