# BUDGET INCREASE TO PROTRACTED RELIEF AND RECOVERY OPERATION 200131 IN THE PHILIPPINES

Assistance to IDPs, Returnees and other Food-insecure Households in Conflictaffected Areas of Central Mindanao and Strengthening National Capacity on Natural Disaster Preparedness and Response

	Cost (United Current budget	<b>Revised</b> budget	
	Current buuget	Increase	Keviscu buugei
Food cost	24,641,077	11,288,503	35,929,581
External transport	3,328,575	67,752	3,396,327
LTSH	2,739,350	1,153,551	3,892,901
ODOC	3,388,360	539,358	3,927,718
DSC	4,894,155	1,569,806	6,463,961
ISC (7%)	2,729,406	1,023,328	3,752,734
Total cost to WFP	41,720,923	15,642,298	57,363,222

## NATURE OF THE INCREASE

- 1. This budget revision to Philippines protracted relief and recovery operation (PRRO) 200131 "Assistance to IDPs, returnees and other food-insecure households in conflict-affected areas of Central Mindanao, and strengthening national capacity on natural disaster preparedness and response" proposes an extension-in-time up to the end of April 2012 and an increase in budget of US\$15.64 million. The nature of the revision is as follows:
  - Increase the number of beneficiaries by 346,000 persons: (i) 192,000 persons under food-for-work (FFW) and food-for-training (FFT) in light of preliminary results from a joint World Bank/WFP comprehensive livelihood assessment, and (ii) 154,000 persons under 'Natural Disaster Contingency Planning' with short-term relief assistance following torrential rains and flash floods that caused population displacement, and widespread damage to infrastructure and crops in Maguindanao Province and Cotabato City in June 2011.
  - Increase the ration size of rice under the emergency school feeding sub-component from 100 g/child/day to 150 g/child/day.
  - Increase the food requirement by 16,850 mt, reflecting the increased beneficiaries and larger ration for school feeding.<sup>1</sup>
  - Establish an in-country "virtual" contingency food stock of 1,500 mt of rice as a disasterpreparedness measure for a possible major natural disaster. This will enable WFP to be more effective and efficient in emergency response.

<sup>&</sup>lt;sup>1</sup> Expected contributions include a significant tonnage of iron-fortified pledged by the Government of the Philippines in support of WFP food-for-assets projects, targeting IDPs and returnees in Central Mindanao.

- Extend the PRRO in time through to the end of April 2012 to "bridge" to the planned new follow-on operation which is currently under preparation, with expected submission for Executive Board approval in February 2012.
- Increase associated costs for the increased food requirements: landside transport, storage and handling (LTSH) by US\$1.15 million; direct support costs (DSC) by US\$1.57 million; and other direct operational costs (ODOC) by US\$0.54 million.

# JUSTIFICATION FOR BUDGET INCREASE

## **Summary of Existing Project Activities**

- 2. The main goal of the PRRO is to support peace building in Mindanao. It addresses the relief needs of internally displaced persons (IDPs) and the early recovery needs of returnees and other food-insecure households in areas where poverty, food security, nutrition and basic education indicators are far below the national average, particularly in the conflict-affected provinces. It also includes efforts to enhance national and local government disaster preparedness and response capacities, given the high frequency of natural disasters and their impact on vulnerable populations.
- 3. The current PRRO started in July 2010 with an original end date of December 2011. It focuses on WFP Strategic Objective 1 ("save lives and protect livelihoods in emergencies"), Strategic Objective 2 ("prevent acute hunger and invest in disaster preparedness and mitigation measures") and Strategic Objective 3 ("restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations"). The PRRO is primarily implemented in five provinces (Lanao Del Sur, Lanao Del Norte, Maguindanao, Sultan Kudarat and North Cotabato) and currently targets 1,124,100 food-insecure IDPs, returnees and people facing particular challenges accessing food. The disaster preparedness activities focus on capacity building of the Department of Social Welfare and Development (DSWD), the Department of Interior and Local Government (DILG) and the Office of Civil Defence (OCD) at the national level as well as at the Local Government Unit (LGU) level, targeting four highly disaster-prone provinces in four regions of Luzon: Cagayan (Region II), Laguna (Region 4A), Benguet (CAR) and Sorsogon (Region V).
- 4. In collaboration with Government at the central and local levels, non-governmental organizations (NGOs), United Nations partners, and local communities, this PRRO aims to:
  - (i) assist the most vulnerable IDPs and returnees whose food and nutrition security situation has been adversely affected by conflict;
  - (ii) reduce acute malnutrition amongst children 6-23 months and pregnant and lactating women (PLW), while also increasing the attendance of malnourished PLW at health centres, either through blanket supplementary feeding or targeted support to moderately acute malnourished children under Community Management of Acute Malnutrition (CMAM);
  - (iii) reduce micronutrient deficiencies through provision of micronutrient powder in selected communities;
  - (iv) increase and retain primary school enrollment and attendance in targeted remote conflict-affected areas;
  - (v) restore infrastructure and livelihoods damaged and/or neglected due to the conflict;

- (vi) build the capacity of the DSWD, DILG, OCD, Office of the Presidential Adviser on Peace Process and National Nutrition Council (NNC) and other departments at the national and local levels to strengthen their capacities on disaster preparedness and response, food security and nutrition surveillance; and
- (vii) pilot innovative approaches such as cash and food voucher programmes, and information systems for replicability in government and/or WFP-assisted programmes.

### **Conclusion and Recommendations of the Re-Assessment**

- 5. While the security situation in Mindanao has improved compared to 2008-2009 when significant numbers of people were displaced (at the peak of conflict in 2008 over 750,000 persons were displaced), it remains volatile and unpredictable in absence of any peace agreement. Furthermore, the decision of the national Government to postpone the election in the Autonomous Region in Muslim Mindanao (ARMM) until August 2013 leaves the conclusion of a peace agreement uncertain for the foreseeable future. Even though peace-talks have resumed between the Government and the Moro Islamic Liberation Front (MILF), a more radical splinter group of the MILF has emerged, known as the Bangsamoro Islamic Freedom Fighters, which is not keen to pursue peace talks under the current format. In this context, the Humanitarian Country Team has decided to develop a new follow-on Humanitarian Action Plan for Mindanao for 2012.
- 6. In addition to conflict, Central Mindanao remains highly vulnerable to natural disasters and regional government capacity is strained to respond when crisis occur. Flooding and mudslides cause periodic population displacement, and as the region sits on the Pacific 'Ring of Fire' it is prone to earthquakes and potential tsunamis. Recent flash-floods due to torrential rains that started in early June 2011 have affected 485,000 persons and caused widespread destruction to infrastructure and crops, as well as some loss of life. A government-led Damage Assessment and Needs Analysis (DANA)<sup>2</sup> estimated that at least 9,600 hectares of rice, corn and other crop fields were destroyed. The national Government requested WFP to provide complementary emergency assistance to households affected by the recent flooding in the province of Maguindanao, Lanao del Sur and Cotabato City. WFP estimates that approximately 25,000 households (i.e. 150,000 persons) in Cotabato City and 48,000 households (or 288,000 beneficiaries) in Maguindanao Province are in need of food assistance.
- 7. In November 2010, WFP and the World Bank jointly initiated a comprehensive livelihood assessment, targeting conflict-affected communities in Central Mindanao and the island provinces of Basilan, Sulu and Tawi Tawi. While the full analysis of the assessment is ongoing, preliminary results indicate that populations with "borderline" or "poor" food consumption groups were 56 percent in Maguindanao, 40 percent in Lanao Del Sur, 23 percent in Lanao Del Norte, and 18 percent in Sultan Kudarat. The study also shows that the currently displaced populations have the highest levels of food insecurity (55 percent), followed by the returnees (43 percent). The displaced population currently stands at 12,000.
- 8. The poor food security situation is also reflected in other food access indicators. For example, expenditure on food as a percentage of total household expenditure is high, at 56 percent across the region. Households in the province with the poorest food consumption levels, Maguindanao, spend 77 percent of their income on food. People who are currently displaced spend 71 percent on food, and the resettled households spend 65 percent on food. Up to 79 percent of households

<sup>&</sup>lt;sup>2</sup> WFP and other United Nations agencies also participated in the assessment.

reported buying food on credit with North Cotabato (90 percent) having the highest percentage. Food prices have started to rise consistently in recent months, following the major price shock in 2008. 'High food prices' is the major shock experienced by the population surveyed: 37 percent of respondents overall and almost 50 percent in Maguindanao. Borrowing food or borrowing money for food is the main coping strategy reported (39 percent). Credit is provided with high interest, resulting in crippling indebtedness for poor households.

9. Monitoring results from the current operational areas have consistently shown that the current ration size for rice under the emergency school feeding is not sufficient for an adequate meal.<sup>3</sup> WFP is targeting schools in remote villages (*barangays*), where levels of food insecurity are higher. There is widespread evidence that the mid-morning meal children receive under the emergency school feeding is normally the first for the day. Parent-teacher associations and Department of Education district supervisors recommend an increase in the ration size.

#### **Purpose of Budget Increase**

#### Food-for-work (FFW) and food-for-training (FFT) activities

- 10. WFP will target households in IDP-impacted areas whose livelihoods have been adversely affected by the 2008-2009 conflict but who may not have been physically displaced.<sup>4</sup> WFP will also continue targeting communities affected by high food prices, especially in the provinces of Sultan Kudarat and North Cotabato. The FFW/FFT activities will be extended through April 2012. An additional 20,000 participants (or 120,000 beneficiaries) will be targeted under FFW as well as some 12,000 participants (or 72,000 beneficiaries) under FFT.
- 11. Asset-creation projects are identified by communities and submitted to WFP. FFA projects include repair of irrigation facilities, rehabilitation of farm-to-market roads and the construction and rehabilitation of water supply systems. FFT projects focus on skills that support a diversification of livelihoods, such as organic waste recycling, vegetable gardening, the production of fuel briquettes, masonry work, animal husbandry, agriculture, adult literacy, as well as care-giving, nutrition, and health activities undertaken by women's groups.
- 12. The projects are submitted by the communities that are considered return sites for the IDPs and are generally food-insecure. More specifically, the 192,000 additional beneficiaries will include:
  - People residing in the five provinces targeted by WFP under the PRRO (North Cotabato, Maguindanao, Lanao del Norte, Lanao del Sur and Sultan Kudarat).
  - People affected by the 2008-2009 upsurges in conflict but not physically displaced for a significant period.
  - Households whose livelihoods were hampered by factors such as insecurity that prevented access agricultural inputs and constrained the planting of crops, and the abandoned community infrastructure (such as irrigation canals and farm-to-market roads).
  - People who live in the same communities as the returnee population and are food insecure and whose participation would promote social cohesion and peace in addition to the food security outcomes.

<sup>&</sup>lt;sup>3</sup> The recommended range of energy is 555 to 830 kcal for a half day school meal. The current daily ration (100g rice, 20g beans, 20g oil) provides 600 kcal. The proposed increased ration (150g rice, 20g beans, 20g oil) would provide 780 kcal.

<sup>&</sup>lt;sup>4</sup> The government in-kind contribution will also be utilised to continue food-for-assets activities currently funded by the European Union Food Facility.

- 13. The current targeting criteria for FFW and FFT will continue and are based on a community selection process. The WFP criteria have been discussed and agreed at community level prioritizing households with: (i) little or no income (less than Peso 44-50<sup>5</sup> per day); (ii) little or no harvest (covering less than two months' food consumption needs); (iii) high dependency ratios (e.g. family size of more than six members, presence of terminally ill, orphans and disabled members); (iv) little or no land (less than 0.5 acres<sup>6</sup>); and (v) with able-bodied members willing to work. The FFW/T food rations are calculated based on 75 percent of the prevailing market wage rates so that they do not disrupt the regular employment market, in line with national government policy.
- 14. In these activities, 50 percent of participants are generally women. During the project review process, WFP ensures that activities in which women participate are not located too far from their homestead and that they do not add burden to women's daily chores. In addition, the activities enhance women's livelihood skills and will help them develop income-earning opportunities.

# Emergency school feeding (ESF)

15. The ration size for rice will be increased from 100 g/child/day to 150 g/child/day (see paragraph 11). WFP will also partner with the United Nations Children's Fund (UNICEF) to ensure pupils will receive de-worming tablets twice a year. In addition, WFP will engage local government units, NGOs and other United Nations agencies on the possibility of providing potable water and sanitation facilities in some of the schools targeted in the three provinces.

# **Nutrition**

16. WFP's nutritional support in Mindanao under this PRRO includes food assistance to 30,000 children under 5 and 10,000 pregnant and lactating women. In selected municipalities in Maguindanao, WFP and UNICEF will continue CMAM. Outside Maguindanao, WFP will continue supporting a blanket supplementary feeding programme through rural health units. In addition, as part of a joint programming approach under the Millennium Development Goal Fund for Children, Nutrition and Food Security, WFP is providing micronutrient powder for home-based fortification.

# Emergency food assistance for flood-affected people in Central Mindanao

17. WFP will complement government efforts by providing emergency food assistance to households in Maguindanao Province and Cotabato City who were adversely affected by flooding in mid-2011. The number of affected people in need of food assistance following an official government request and rapid inter-agency assessments is estimated to be 485,000 people. However, around 70 percent of flood-affected beneficiaries requiring emergency food assistance are already PRRO beneficiaries and only 154,000, mostly Cotabato City residents, are considered to be additional.

Establishment of rice contingency stock for response to natural disasters

18. Philippines is among the most disaster-prone countries in the world: extreme climatic events and natural disasters are a persistent threat. It is exposed to recurrent slow and fast-onset disasters, such as drought, earthquakes, floods, landslides, typhoons (20 a year), and volcanic eruptions (around 20 active volcanoes). Prolonged drought and flooding linked to climate

<sup>&</sup>lt;sup>5</sup> Equivalent to about US\$1.

<sup>&</sup>lt;sup>6</sup> 0.5 acres is equivalent to 0.2 hectares.

change, risks to agricultural production, food security, and vector-borne diseases (among others) are expected to intensify and the socio-economic conditions are already fragile. The poor, most of whom live in rural communities or on the coasts of more than 7,000 islands, are especially at risk because of their strong dependence on natural eco-systems for their livelihoods. While the Philippines has put in place strong systems for responding to recurrent natural disasters, the international humanitarian community, including WFP, has provided crucial assistance to complement government relief efforts when the scale of disaster has overwhelmed national mechanisms and resources.

- 19. A key lesson learnt from past emergency responses, including from Tropical Storm Ketsana and Typhoon Parma in September/October 2009, is the need to mobilize and pre-position essential life-saving food/non-food items that can be purchased cost-effectively and immediately dispatched in the event of a major emergency. Accordingly, WFP proposes to establish an incountry "virtual" contingency food stock of 1,500 mt of rice to address critical relief needs in a fast-onset emergency, allowing sufficient time for a robust food security assessment. The number of persons to be targeted would depend on the ration size to be used and duration of the assistance. The rice stock would complement the 200 mt of high-energy biscuits that are currently being pre-positioned for a similar purpose.
- 20. The rice would be pre-purchased from the National Food Authority (NFA) under an advance purchase agreement. Based on an official government request and assessed needs, the rice could then be withdrawn from NFA depots closest to the disaster-affected areas. This would minimize procurement and transport lead-time and reduce overall costs. This would also reduce the need for WFP to launch immediate-response EMOPs in the Philippines.

## Risk Assessment

- 21. Key contextual risks to the PRRO which could prevent WFP from achieving its programme objectives include: (i) a sudden-onset natural disaster of catastrophic scale (tropical rainstorm, typhoon, earthquake/tsunami, volcanic eruption) which could disrupt ongoing programmes or result in dramatically increased needs; (ii) a further deterioration in security and/or significant delay of the peace process in Mindanao that could increase IDP needs and/or disrupt the implementation of the operation, restrict access of WFP and partners; and (iii) a possible resurgence of high food prices.
- 22. Programmatic key risks include: (i) the potential for food diversion; (ii) possible weak targeting; and (iii) inadequate capacity of cooperating partners.
- 23. Institutional risks include: (i) inadequate/insufficient funding (including lack of twinning resources) which may lead to reduced rations inadequate for beneficiary requirements, and affect WFP's reputation as a reliable humanitarian partner; (ii) "politicking", i.e. potential corruption and politicization of food assistance, particularly at the decentralized local levels of government; (iii) insecurity could put at risk WFP staff and partners; and (iv) potentially negative impacts of misreporting by the media.
- 24. For the risks, the country office has undergone a periodic review with key staff, documenting both the description of risks and their mitigating control measures in order of high to low impact and likelihood.

## Reasons for extension in time

- 25. The extension of the PRRO in time to April 2012 will allow WFP to "bridge" to the planned new follow-on PRRO which is currently under preparation with expected submission for the WFP Executive Board in February 2012. The planned evaluation of the current PRRO, results of the joint World Bank and WFP comprehensive livelihood assessment (November/December 2010) and the formulation mission will determine WFP's activities in the Philippines beyond April 2012. A PRRO is considered an appropriate programme category for WFP assistance for three main reasons:
  - (i) Central Mindanao remains volatile largely due to the absence of a substantive peace agreement. Although peace talks are underway, concluding the peace agreement is expected to take considerable time (up to 3-4 years).
  - (ii) The Philippines is highly disaster-prone and WFP needs to be able to respond to several disasters out the request of the Government.
  - (iii) The Humanitarian Country Team will be proposing a new Humanitarian Action Plan for 2012 which reflects the persisting humanitarian needs in Mindanao. A PRRO would allow WFP to continue assisting food-insecure returnee communities to reestablish their livelihoods, particularly in remote and insecure areas, while having sufficient flexibility to scale-up a relief response.
- 26. In the event of a Peace Agreement being signed during the next phase of the PRRO, WFP would consider transitioning to other programming options such as a development project or a country programme.
- 27. This extension-in-time will also allow WFP to continue early recovery activities targeted to food-insecure returnee areas, including monitoring and hand-over of the activities.
- 28. During the extension-in-time, WFP will conduct a market study to determine the feasibility of pilot testing a cash and vouchers programme for Mindanao, as well as explore the feasibility of piloting purchase for progress-type initiatives at the community level. Depending on the outcome of the market assessment, another budget revision to this PRRO may be needed for these innovative programmes.

Activity	Duration	Beneficiaries		
	(months)	Current	Increase	Revised
Emergency school feeding	19	80 000	0	80 000
Supplementary feeding children under 2	22	30 000	0	30 000
Supplementary feeding children under 2 micronutrient powder	22	26 100	0	26 100
Supplementary feeding pregnant & lactating women	22	10 000	0	10 000
Food for training	22	576 000	72 042	648 042
Food for work	22	432 000	120 000	552 000
Contingency	11	30 000	154 236	184 236
Vulnerable group feeding - evacuation centre	6	60 000	0	60 000
Vulnerable group feeding - returnee	16	30 000	0	30 000
Returnee package	6	60 000	0	60 000
Total		1 124 100	346 278	1 470 378 <sup>7</sup>

# TABLE 1. BENEFICIARIES BY ACTIVITY TYPE AND DURATION

Activity	Beneficiaries		
	Female	Male	Total
Emergency school feeding	40 800	39 200	80 000
Supplementary feeding children under 2	15 300	14 700	30 000
Supplementary feeding children under 2 micronutrient powder	13 311	12 789	26 100
Supplementary feeding pregnant & lactating women	10 000	0	10 000
Food for training	330 502	317 540	648 042
Food for work	281 520	270 480	552 000
Contingency	78 660	75 576	184 236
Vulnerable group feeding - evacuation centre	30 600	29 400	60 000
Vulnerable group feeding - returnees	15 300	14 700	30 000
Returnee package	30 600	29 400	60 000

<sup>&</sup>lt;sup>7</sup> To avoid double-counting only FFW, FFT, Contingency, vulnerable group feeding -Evacuation centre and Supplementary feeding children under 2 micronutrient powder have been counted in the total.

#### FOOD REQUIREMENTS

29. Taking into account this budget increase, PRRO 200131 will assist a revised total of 1,470,000 conflict-affected and other food-insecure persons with activities up to the end of April 2012. Table 3 shows the additional and total food quantity needed for the revised operation.

30. As noted in budget revision 2, the Government has made an in-kind pledge to WFP of 20,383 mt of iron-fortified rice<sup>8</sup> to support early recovery of IDPs and returnees in Central Mindanao. Confirmation of the full tonnage pledged will depend on the availability of "twinning" funds from other donors to cover relevant associated costs. Part of this contribution, for which needs had been identified, was already reflected under budget revision 2.9

TABLE 3: FOOD REQUIREMENTS BY ACTIVITY (MT)			
ACTIVITY	Current	Increase	Revised
Emergency school feeding	3 858	1 356	5 214
Supplementary feeding children under 2	1 062	135	1 197
Supplementary feeding children under 2 micronutrient powder	7	0	7
Supplementary feeding pregnant and lactating women	2 077	330	2 407
Food for training	9 300	5 040	14 340
Food for work	16 912	6 872	23 784
Contingency	315	3 117	3 432
Vulnerable group feeding - evacuation centre	2 560	0	2 560
Vulnerable group feeding - returnee	3 631	0	3 631
Returnee package	1 440	0	1 440
TOTAL	41 162	16 850	58 012

<sup>&</sup>lt;sup>8</sup> The actual tonnage will vary due to commodity price changes.

<sup>&</sup>lt;sup>9</sup> The WFP Programme Review Committee also endorsed, in principle, another budget revision to include the remaining balance of the government in-kind pledge, subject to assessed needs.

### RECOMMENDATION

The Executive Director is recommended to approve the proposed budget revision to protracted relief and recovery operation Philippines 200131 "Assistance to IDPs, Returnees and other Food-insecure Households in Conflict-affected Areas of Central Mindanao and Strengthening National Capacity on Natural Disaster Preparedness and Response".

Approved by:

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Josette Sheeran Executive Director United Nations World Food Programme

Date .....

# **ANNEX I-A**

BUDGET INCREASE COST BREAKDOWN			
Food	Quantity <i>(mt)</i>	Value (US\$)	Value <i>(US\$)</i>
Rice	16,108	622.00	10,019,131
Beans	260	1,301.77	338,460
Vegetable Oil	259	1,074.20	278,217
Fish	88	1,500.00	132,000
Plumpy'doz <sup>™</sup>	135	3,857.00	520,695
Total food	16,850		11,288,503
Cash transfers			
Voucher transfers			
Subtotal food and transfers			
External transport			67,752
Landside transport, storage and handling			1,153,551
Other direct operational costs			539,358
Direct support costs <sup>10</sup> (see Annex I-B details)		1,569,806	
Total direct project costs			14,618,970
Indirect support costs (7%) <sup>11</sup>		1,023,328	
TOTAL WFP COSTS		15,642,298	

<sup>&</sup>lt;sup>10</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually. <sup>11</sup> The indirect support cost rate may be amended by the Board during the project.

# **ANNEX I-B**

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	694,663
International general service staff	
Local staff - national officers	55,533
Local staff - general service	284,939
Local staff - temporary assistance	
Local staff – overtime	
Hazard pay and hardship allowance	97,016
International consultants	59,500
Local consultants	
Non staff HR: UNV	
Commercial consultancy services	
Staff duty travel	134,145
Subtotal	1,325,796
Recurring expenses	
Rental of facility	39,910
Utilities general	21,000
Office supplies and other consumables	13,000
Communications and IT services	24,000
Equipment repair and maintenance	15,000
Vehicle running cost and maintenance	26,000
Office set-up and repairs	
UN organization services	
Subtotal	138,910
Equipment and capital costs	
Vehicle leasing	56,100
TC/IT equipment	43,000
Local security costs	6,000
Subtotal	105,100
TOTAL DIRECT SUPPORT COSTS	1,569,806

# ANNEX II - LIST OF ACRONYMS USED IN THE DOCUMENT

ARMM	Autonomous Region in Muslim Mindanao
CMAM	Community-based Management of Acute Malnutrition
DILG	Department of Interior and Local Government
DSC	direct support costs
DSWD	Department of Social Welfare and Development
EFSA	emergency food security assessment
EMOP	emergency operation
FFT	food for training
FFW	food for work
GAM	global acute malnutrition
ISC	indirect support costs
LTSH	landside transport, storage and handling
MILF	Moro Islamic Liberation Front
NDRRM	National Disaster Risk Reduction Management
NGO	non-governmental organization
OCD	Office of Civil Defence
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
VGF	vulnerable group feeding
WFP	World Food Programme

