

**Protracted Relief and Recovery Operation 200131
Philippines**

**Assistance to IDPs, Returnees and other Food-insecure Households in Conflict-affected Areas of
Central Mindanao**

PHILIPPINES PRRO 200131	
Number of beneficiaries	900,000
Duration of project	18 months (1 July 2010 - 31 Dec 2011)
Food tonnage (mt)	26,090
Cost (United States dollars)	
WFP food cost	16,816,337
WFP cash/voucher cost	
Total cost to WFP	27,346,986

EXECUTIVE SUMMARY

The Autonomous Region in Muslim Mindanao (ARMM) is one of the poorest regions in the Philippines, with Maguindanao province reporting the highest number of poor households. Central Mindanao's high poverty levels are due in large part to over four decades of recurrent armed conflict that has uprooted communities and caused extensive damage to infrastructure. In 2008 and 2009, a major upsurge in armed conflict led to the displacement of some 700,000 persons and the death of approximately 500 people (soldiers and civilians), devastating productive assets, livelihoods, houses and schools.

According to the January 2010 Emergency Food Security Assessment (EFSA), 70 percent of the internally displaced persons (IDPs) and returnee population are currently experiencing food insecurity. Moreover, a nutrition and food security assessment in 2009 showed extremely high levels of Global Acute Malnutrition among children between 6-24 months (22 percent) as well as among children under 5 years (9.6 percent).

Since mid-2009, although a state of fragile ceasefire has allowed significant numbers of IDPs to return and resettle, approximately 100,000 people remain displaced while sporadic conflict and political and religious tensions persist in the region. The situation is exacerbated by disputes over land ownership, the unpredictability of climatic conditions and high indebtedness. In addition, the global food crisis affected the Philippines severely and deepened food insecurity in Central Mindanao, particularly among 400,000 of the most vulnerable people who have yet to recover from the crisis.

WFP and partners have been supporting the return and resettlement of IDPs to their places of origin through EMOP 10489.1, which ends in June 2010. Meanwhile, Emergency Food Security Assessments of 2009 and 2010, as well as a decentralized evaluation of EMOP 10489.1 conducted in August 2009, have confirmed the need for continued assistance to conflict-affected and other food insecure households in Central Mindanao in line with the growing shift of support from relief to recovery assistance.

This Protracted Relief and Recovery Operation (PRRO) is proposed to follow on from the current EMOP 10489.1, with the overarching goal of supporting peace building and early recovery of IDP, returnee and other food insecure households and strengthening their coping mechanisms to deal with shocks.

The specific objectives/activities of the PRRO include: (1) Assistance to the most vulnerable IDPs and returnees (WFP Strategic Objective 1¹) by (i) improving food consumption through provision of food assistance to the most vulnerable; and (ii) reducing malnutrition amongst children 6-24 months of age and pregnant and lactating women through supplementary feeding; and (2) Restoring and rebuilding the lives and livelihoods of IDP, returnee and other food insecure communities (WFP Strategic Objective 3) by (i) supporting the process of retaining and getting children back to school in targeted remote areas through emergency school feeding; (ii) creating/rehabilitating productive assets through food for work; and (iii) supporting skills training and diversified livelihoods schemes in targeted communities through food for training.

The PRRO's objectives contribute to the Millennium Development Goals (MDGs) of eradicating extreme poverty and hunger (MDG 1), reducing child mortality (MDG 4) and improving maternal health (MDG 5). The planned operation is aligned with the Government's food security and nutrition priorities of the Medium-Term Philippines Development Plan.

¹ WFP Strategic Objective 1 (to save lives and protect livelihoods in emergencies), and WFP Strategic Objective 3 (restore and rebuild livelihoods in post-conflict, post-disaster for transition situations).

As part of its hand-over strategy, WFP will work closely with the Government and other partners to support WFP-assisted IDP, returnee and other food insecure populations in Central Mindanao improve their access to government services and safety-net programmes. Future WFP engagement in the Philippines beyond this 18-month PRRO will be strongly influenced by a strategic programme review planned for 2011 and by the 2012-2016 United Nations Development Assistance Framework (UNDAF) scheduled to start in January 2012.

SITUATION ANALYSIS AND SCENARIO(S)

The overall context

1. In 2006, the Philippine National Statistical Coordination Board's official poverty statistics indicated a 32 percent incidence of poverty countrywide. In comparison, the southern Philippine's island grouping of Mindanao had a 45 percent incidence of poverty, the highest in the country. In terms of regional poverty disparities, an estimated 55 percent of families in the Autonomous Region in Muslim Mindanao (ARMM) are considered poor, with Maguindanao province reporting the highest number of poor households in the country. The provinces of Maguindanao and Lanao del Sur have consistently ranked among the ten poorest provinces in the country from 2000-2006. According to the 2009 UNDP Philippines Human Development Report, five provinces of ARMM (Lanao del Sur, Basilan, Maguindanao, Tawi Tawi and Sulu) rank at the very bottom (73 to 77) of the UNDP Human Development Index.
2. The protracted armed conflict between the separatist Moro groups and the Government has been a major cause of insecurity for the civilian population of Mindanao. In addition to ongoing conflict between the Moro Islamic Liberation Front (MILF) and the Armed Forces of the Philippines (AFP), Mindanao hosts numerous armed groups, ranging from paramilitary groups, civilian defence forces, terrorist groups (such as the Abu Sayyaf group) to bandits, thus increasing lawlessness and violence.
3. Blood feuding among families, or "*rido*," is another form of violent conflict commonplace to Mindanao. The impact of *rido* often extends to attacks on individuals and other members of the community and their assets, massive displacements of people and the burning of schools and other public property.
4. In August 2008, the Philippine Supreme Court declared that the Memorandum of Agreement on Ancestral Domain (MOA-AD) was unconstitutional. The breakdown of this agreement between the Philippine Government and the MILF peace panellists resulted in a renewal of violent confrontations that displaced approximately 700,000 individuals in Maguindanao, Lanao del Sur, Lanao del Norte and North Cotabato provinces.
5. In late July 2009, the AFP and MILF agreed to a comprehensive ceasefire, allowing local ceasefire monitors on both sides to continue their work on the ground. To date, while the AFP has declared that almost all conflict-affected municipalities are considered safe areas, the MILF has yet to make a similar declaration. Nonetheless, the International Monitoring Team² returned to Mindanao in February 2010 after leaving in November 2008 due to the breakdown of the peace process.
6. Approximately 100,000 persons in Central Mindanao remain displaced in evacuation centres located in municipal centres, private lands or schools or are staying with other families. Most of those who left evacuation centres have returned to their areas of origin. Others have resettled in areas close to the evacuation centres, moved to resettlement camps, or sought shelter with relatives. Access to food, shelter, water and sanitation and education facilities remains a challenge in both evacuation centres and resettlement camps. An Emergency Food Security Assessment (EFSA), conducted by WFP in January 2010, indicated that security and the recovery of shelter and livelihoods are the primary constraints for IDPs returning to their areas of origin.
7. Aside from vulnerabilities related to forced displacements in Central Mindanao, the Philippines is one of the most disaster-prone countries. The ongoing threat of drought caused by the El Niño weather phenomenon is contributing to an erosion of livelihoods among IDPs and returnees.

² First deployed in Mindanao in 2004, the 60-person International Monitoring Team (IMT) monitors the peace talks between the Government of the Republic of the Philippines (GRP) and the Moro-Islamic Liberation Front (MILF). Chaired by Malaysia, IMT members also include Libya, Brunei and Japan.

The food security and nutrition situation

8. In 2009, the production of paddy rice declined by 3.31 percent to a total of 16.26 million mt, while that of corn increased by 1.53 percent³. The decline in paddy production was largely attributed to weather disturbances (typhoons and subsequent floods) that hit the country, particularly during the fourth quarter of 2009. The country remains the world's largest importer of rice. The productivity of rice in Mindanao region remains the lowest at 2.9 mt per hectare in comparison to a national average of 3.6 mt per ha.
9. In the Philippines, markets are generally well integrated although protracted conflict in Central Mindanao has negatively affected their functioning. People living in remote areas travel long distances to buy food and other essential items, in most cases at a much higher price. The global food crisis of 2008 and the subsequent rise in food prices has hit this poorest part of the Philippines extremely hard, with the price of rice in Mindanao remaining 50 percent higher than pre-crisis levels. An estimated 1 million food insecure people (non-IDPs) were directly affected by the food crisis in Central Mindanao, of which about 40 percent have yet to recover from the crisis.
10. The major livelihood activity for the conflict-affected prior to displacement was crop production. However, many IDPs and returnees have shifted their primary livelihood activity to daily labour, trading, fishing, forestry or hunting to cope with their displacement. Support to secure more diversified livelihoods would enhance the resilience of households to future shocks, given prevailing conditions of land ownership disputes, the unpredictability of the climate including the El Niño weather phenomenon that has resulted in drought and crop loss, insecurity and uncertainty over the conclusion of a comprehensive peace agreement. In recent months, there have been some improvements in access to farming as IDPs have started returning to their places of origin as a result of some improvements in the security situation.
11. The EFSA, conducted in January 2010, indicated that approximately 70 percent of IDP and returnee households are categorized as food insecure⁴. Of this 70 percent, 40 percent are considered highly or moderately food insecure and the rest are marginally food insecure. Around 30 percent of households spend more than 65 percent of their household income on food, with households purchasing 70 percent or more of their total food requirements from the market. However, with the loss of their key sources of income, IDPs and returnees have had to borrow to provide food for the family, thus falling further into debt. Furthermore, most farmers are tied to sharecropping or tenant farming arrangements forcing them to provide a disproportionately high percentage of their harvest to the landowner or to the local miller/trader who financed their farm inputs.
12. Inadequate food consumption is prevalent among IDPs and returnees, including low dietary diversity characterised by a high consumption of carbohydrates and an inadequate intake of proteins, fat and micronutrients. As a result, there are higher rates of malnutrition in Central Mindanao than in other regions of the Philippines. According to the joint UNICEF-WFP Nutrition and Food Security Assessment in 2009, Global Acute Malnutrition (GAM) in Mindanao was just under 10 percent, as compared to the national average of 6.3 percent. Children 6-24 months of age in the region had a significantly higher GAM rate of 22 percent. Similarly, stunting among children under 5 years, a measure of chronic malnutrition, is also extremely high at 41 percent.
13. Micronutrient deficiency disorders are common throughout the Philippines and pose a specific threat to the health and nutritional status of children in Mindanao. Data from the 2006 Food and Nutrition

³ 2009 Annual Agriculture Report, Department of Agriculture, Government of Philippines.

⁴ The food insecurity is computed by comparing food consumption scores and proportion of expenditure on food at household levels.

Research Institute (FNRI) survey showed prevalence rates of iron deficiency anaemia of over 40 percent among children under 5 and pregnant and lactating women in five provinces of Central Mindanao (Lanao del Sur, Lanao del Norte, Maguindanao, Sultan Kudarat and North Cotabato).

Scenarios

14. This PRRO is based on the assumption that the existing ceasefire, though fragile, will remain in place, strengthened by the recent re-establishment of the International Monitoring Team. It also assumes that national and local elections in May 2010 will provide renewed impetus to continued peace talks that could lead to a tangible peace process in the medium-term.
15. As a result of the ongoing ceasefire and other confidence building measures, the IDP return and resettlement process is expected to continue, with the support of the international community as well as national, regional and local actors. However, it is also likely that sporadic armed clashes will continue to take place at the local level in some communities which may cause temporary setbacks to the return and recovery process.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the government

16. The Medium-Term Philippines Development Plan (MTPDP), covering the period 2006-2010, prioritizes the conclusion of a comprehensive peace agreement with rebel groups for a permanent cessation of armed hostilities by 2010. The Government also continues to implement Kapit-Bisig Laban sa Kahirapan Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS), a World Bank-supported project that aims to rehabilitate social services, basic infrastructure and community production, provide economic support and common service facilities, support environmental protection and conservation projects, as well as skills training and capacity development.
17. The Accelerated Hunger Mitigation Program (AHMP), initiated in 2006, embodies the Government's holistic strategy to address increasing hunger in the country. As part of the AHMP, the Food-for-Schools Program (FSP) provides a daily ration of one kilo of rice to hungry families through children in Grade 1, in pre-school and in day care centres. *Tindahan Natin* or "Our Store", administered by the National Food Authority (NFA) and the Department of Social Welfare and Development (DSWD), also provides low-priced rice and noodles to poor families. These programs are expected to contribute towards improved food security and human development among the returnees.
18. In 2009, the implementation of the conditional cash transfer program, *Pantawid Pamilyang Pilipino Programme* or the "4Ps," began to improve the living conditions of poor households and increase their investments in the education and health of their children. By the end of 2010, the Government aims to implement 4Ps in the target areas of the hunger mitigation program⁵.

Policies, capacities and actions of other major actors

19. Various multi-donor-assisted funds such as the ARMM Social Fund for Peace and Development, the Mindanao Trust Fund, the Mindanao Rural Development Programme, the European Union-UNDP

⁵ (NAPC Memorandum Circular No. 1, series of 2009: Directing All Anti-Poverty Programs and Projects to Focus on the One Million Poor Households as Beneficiaries as Identified by DSWD)

Fund for Rehabilitating IDPs and Returnees aim to provide assistance in conflict-affected municipalities. The Mindanao Peace and Development Fund will also be started to assist conflict areas outside the ARMM.

20. Several bilateral and multilateral donor development programmes are also operational in Central Mindanao: Japan Bangsamoro Initiatives for Reconstruction and Development (JBIRD) of the Japan International Cooperation Agency (JICA), Basic Education Assistance for Mindanao (BEAM) of AusAID, Growth with Equity in Mindanao (GEM) of USAID, Strengthening Response to Internal Displacement (STRIDE) of the EU, the ARMM Social Security Fund, the Mindanao Trust Funds and community driven development projects of the World Bank. All these projects and programmes jointly seek to improve socio-economic conditions in Mindanao.
21. Both the private sector and civil society have a long engagement in peace building activities in Mindanao and there are significant opportunities to leverage existing partners' commitment to support early recovery.

Coordination

22. The Philippine Development Forum, co-chaired by the Department of Finance and the World Bank, is the primary mechanism for dialogue, coordination and decision-making among the Government, the UN, donors and civil society in defining the country's development agenda. Thematic working groups include Food Security, Education, Nutrition, Protection and the Early Recovery Forum. At the technical level, the Mindanao Development Authority and its Mindanao Economic Development Council facilitate the coordination of strategic directions for Mindanao.
23. The UN Resident Coordinator/Humanitarian Coordinator chairs UN County Team and Humanitarian Country Team meetings to coordinate UN programmes in the Philippines. WFP will continue to be an active member of these coordination efforts and will also play a lead role in the Food, Logistics and Emergency Telecommunications clusters and participate actively in the Nutrition and Early Recovery clusters. Furthermore, a new UN Development Assistance Framework (UNDAF) will be formulated, covering the period 2012-2016, to provide a common framework for UN agencies' activities in the Philippines, including in Mindanao. WFP will continue to work closely with the World Bank, UNICEF, UNDP, UNFPA, FAO, IFAD, ILO, IOM, UNHCR and other relevant UN and related agencies. The operation will also benefit from the support of a UN Gender Adviser assigned to Mindanao by UNFPA to work with all UN agencies on gender issues. The World Bank has proposed to partner with WFP to jointly undertake a comprehensive livelihood study of IDPs/returnees in Mindanao and to also explore collaboration in integrated community development projects.
24. Key donors of operational programmes in the conflict-affected areas of Mindanao have expressed the need for greater partnership and coordination in order to ensure an efficient and cost-effective delivery of services. WFP's food assistance will support complementary action with other partners through a specific focus on improving the food consumption and nutrition of the vulnerable while also promoting the participation of labour in asset creation/rehabilitation, skills training, peace building, and back-to-school initiatives.

OBJECTIVES OF WFP ASSISTANCE

25. The overall goal of this PRRO is to support peace building and early recovery of IDP, returnee and other food insecure households and to strengthen their coping mechanisms to deal with shocks mainly due to armed conflict and the food crisis. The specific objectives and associated activities include:

- a. Assist the most vulnerable IDPs and returnees whose food and nutrition security has been adversely affected by the conflicts of 2008 and 2009 (WFP Strategic Objective 1) by:
 - i. Improving food consumption through provision of food assistance to the most vulnerable IDPs and returnees; and
 - ii. Reducing malnutrition amongst children 6-24 months of age⁶ and pregnant and lactating women.
- b. Restore and rebuild lives and livelihoods of IDP, returnee and other food insecure communities to enhance self-reliance (WFP Strategic Objective 3) by:
 - i. Supporting the process of retaining and getting children back to school and providing nutritious meals to school children as a safety net in targeted remote areas through emergency school feeding;
 - ii. Creating/rehabilitating productive assets through Food for Work (FFW); and
 - iii. Supporting skills training and diversified livelihoods schemes in targeted communities through Food for Training (FFT).

WFP RESPONSE STRATEGY

Nature and effectiveness of food security related assistance to date

26. Since WFP's return to the Philippines in July 2006, WFP has focused on providing timely assistance to conflict-affected households and establishing partnerships with key counterparts in the Government, civil society and the United Nations system. From June 2006 to June 2010, approximately 2.3 million beneficiaries were assisted through an approved budget of about US\$ 74 million.
27. From April to May 2009, a decentralized evaluation reviewed the effectiveness and efficiency of WFP support in Mindanao since 2006 and found that WFP had played an important role in addressing the basic relief needs of the displaced and vulnerable populations. Key recommendations of the evaluation included a continuation of food for education, an enhancement of FFW/FFT activities in selected target communities as well as an expanded and strengthened supplementary feeding programme amongst the IDP and returnee population.

Strategy Outline

28. With the resumption of relative peace and changes in the pattern of displacement, this PRRO will support a shift from a focus on IDP relief assistance to a targeted approach emphasising increased early recovery activities in IDP return and resettlement areas. However, the PRRO retains flexibility to revert back to more relief-oriented programming should the political and security context deteriorate.

Relief Modalities

29. WFP relief assistance will meet the immediate food needs of vulnerable IDPs and returnees during the critical transition period from relief to recovery activities under this PRRO, or to other programmes implemented by the Government or partners. Relief assistance will be provided through (i) Vulnerable Group Feeding (VGF) to those in evacuation centres or temporary resettlement sites and for the vulnerable in returnee areas; (ii) a returnee package for IDPs; and (iii) Supplementary feeding (SFP) for children of 6-24 months of age, as well as malnourished pregnant and lactating women.

⁶ wasting of children.

30. VGF is envisaged to continue life-saving support through targeted food assistance to vulnerable and non able-bodied displaced persons in evacuation centres or temporary resettlement sites, as well to vulnerable returnees in their places of origin. VGF will build on recent WFP experience and apply enhanced individual selection criteria as a basis for the food distributions.
31. The returnee package will provide a two month food ration to allow households to return to their homes and use their existing resources to rehabilitate their livelihoods and settlements.
32. Supplementary feeding will be provided through blanket coverage of children 6-24 months of age in targeted areas with very high prevalence rates of GAM. Ready-to-Use Supplementary Food Plumpy'Doz will be distributed while efforts continue to explore the local production of fortified blended food. Malnourished pregnant and lactating women will receive rice and fish through health facilities at both municipality and *barangay* (community) levels. In coordination with WFP interventions, UNICEF will provide Ready-to-Use Therapeutic Food, such as Plumpy'Nut, for severely malnourished children.

Recovery modalities

33. Recovery activities under the PRRO will support emergency school feeding, food for work, and food for training in returnee sites.
34. Emergency School Feeding (ESF): Emergency on-site feeding will be established in day-care centres, public elementary schools and child-friendly spaces in remote targeted areas of return affected by conflict to support the process of getting children back to school after years of displacement, and to retain those who are already enrolled. The proposed intervention will also provide a safety net to children from vulnerable households affected by the conflict. Implementation will be closely coordinated with the WASH/Nutrition/Food clusters and local government units.
35. ESF will be coordinated with the other health and nutrition interventions to ensure that the health and nutrition needs of children are addressed and psychosocial support is integrated into parent education classes. The response will include the repair of damaged learning centres/schools, the establishment of temporary learning areas, the provision of psychosocial care and water and sanitation facilities in collaboration with the WASH and Child Protection clusters. A part of this work will be accomplished through synergies with the WFP-supported FFW/FFT activities. UNICEF will be one of the key partners in these initiatives.
36. Children will be provided with an on-site nutritious meal cooked by the parent-teacher community association at the school using rice, fish or beans, oil and a micronutrient powder. The activity will be conducted in close coordination with the National 4Ps (conditional cash transfer) and Food-for-School programs, so as to provide the basis for a future handover of the activity to the Government as these safety net programmes are progressively rolled out. The capacity of the communities and local governments to manage the activity will be strengthened during implementation.
37. While investing in on-site school-feeding programmes, WFP will also help mobilise relevant actors to support the inclusion of peace-building in educational curricula in schools as part of the peace-building component of this PRRO.
38. Food for Work (FFW): FFW will be targeted towards community efforts to create or rehabilitate productive rural assets based on local priorities. These interventions will include small-scale repair of irrigation facilities, the rehabilitation of farm-to-market access roads and the construction and rehabilitation of water supply systems. A priority will be given to communities where WFP emergency school feeding is also taking place in order to support the repair of school buildings and

other community infrastructure and to promote a greater synergy of interventions. FFW projects will be aligned with bilateral/multilateral donor-supported community development projects to leverage greater benefits for communities.

39. In addition to communal assets, FFW activities will include projects that support the environment and ensure long-term sustainability, such as mangrove forest development and community forestry.
40. Food for training (FFT): FFT will 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. FFT support to returnee and IDP farmers will also be integrated into the Department of Agriculture's support to Farmer's Field Schools.
41. A key gap in disaster risk management and response, both at the national and local levels has emerged in the aftermath of the highly destructive Ketsana and Parma typhoons in 2009. WFP will therefore be working with the Government and other partners to build and strengthen disaster response capacity through training and development of early warning systems.
42. WFP will also strengthen the existing food security monitoring system of the Government in coordination with UNICEF, FAO and other partners.

Handover strategy

43. As part of its handover strategy, WFP will work closely with the Government and other partners to assist IDP and returnee families overcome obstacles to food security and facilitate access to government services and safety-net programmes. WFP's contribution to the return or resettlement process is seen as an integral part of plans for a durable solution for the return of peace and stability to Central Mindanao as envisaged by the Government and donors. Future WFP engagement in the Philippines will be strongly influenced by the outcome of the planned strategic review in 2011 and the forthcoming UNDAF starting in 2012.

BENEFICIARIES AND TARGETING

44. The PRRO will target a total of 900,000 beneficiaries⁷ in the five provinces of Maguindanao, Lanao Del Sur, Lanao Del Norte, North Cotabato and Sultan Kudarat⁸, including:
 - (i) 500,000 food-insecure IDPs and returnees affected by the 2008 and 2009 upsurge in conflict through relief and recovery activities; and
 - (ii) 400,000 food-insecure and vulnerable people affected by the 2008 food crisis and high food prices through FFW/FFT activities⁹
45. Within the target provinces, WFP will select municipalities and *barangays* based upon the following criteria:
 - (i) Conflict-affected municipalities, as defined by the ceasefire accord between the GRP and MILF.
 - (ii) "Nutritionally Depressed or Food-Poor Municipalities" affected by the 2008 food crisis and high food prices as defined by the National Nutrition Council (NNC).

⁷ 52 percent female.

⁸ WFP will also consider the provision of support to IDP families in the smaller island provinces of Sulu and Basilan but only if accountable partners can be identified.

⁹ To be supported through the EU Food Facility project for which resources have been approved.

46. The following table provides a summary of beneficiaries, by activity type.

TABLE 1. BENEFICIARIES BY ACTIVITY TYPE			
	Beneficiaries		
Activity	Male	Female	Total
VGF+Returnee Package	29,400	30,600	60,000
Supplementary feeding - children	14,200	15,800	30,000
Supplementary feeding - women	0	10,000	10,000
Emergency School Feeding	34,300	35,700	70,000
FFW/FFT	403,200	436,800	840,000
Total	432,600	467,400	900,000

Note: Beneficiaries under Emergency School Feeding and Supplementary Feeding are excluded from the total beneficiaries to avoid double counting

47. Vulnerable Group Feeding (VGF) for IDPs will specifically target food insecure IDPs who are still living either in evacuation centres or in temporary resettlement sites outside their areas of origin in Maguindanao province. These households lack stable livelihoods and spend a high proportion of income on food, often lack able-bodied workers, and may be chronically ill or child-headed households. Food assistance will be provided to these households in the form of targeted food distributions according to actual household size and based on food insecurity and vulnerability criteria. Beyond December 2010, further assistance to these IDPs will be contingent on food security assessments, on-going monitoring and other relevant information.
48. Returnee packages, which will comprise a two-month food ration (based on household size), will be provided to families leaving evacuation centres or resettlement sites and returning to their places of origin. This assistance will form a part of the reintegration package¹⁰ provided to returnees.
49. VGF will also be provided to returnees who are unable to participate in livelihood recovery activities, such as FFW and FFT, due to chronic illness, disability, old age or other reasons. However, the continuation of VGF to these returnees beyond September 2011 will be contingent upon a monitoring of the status of livelihoods, the harvest of the main crop season and access to existing safety net programmes of the Government.
50. In July 2010, around 60,000 IDPs are expected to require assistance in evacuation centres and resettlement sites. The return of IDPs to their homes is expected to continue and as a result the provision of VGF to this group is expected to steadily reduce each month and will be phased out by December 2010. As households return to their villages, they will initially be provided with the returnee package and only the most vulnerable returnees will be targeted to receive further assistance through VGF. The maximum number of returnees receiving VGF is expected to be around 30,000, as the remaining returnees will be assisted through other early recovery activities.
51. Emergency school feeding will target children in pre-schools through to grade 6. Target areas will be remote, interior schools in Lanao Del Norte, Lanao Del Sur and Maguindanao provinces. The activities will focus on selected *barangays* of the remote municipalities with returnees who are still facing food insecurity. Schools that are assisted under the Government's Food for Schools and the 4Ps programmes will not be targeted. Based on the number of remote municipalities and the returnee population, an estimated 70,000 children will be targeted under the emergency school feeding.

¹⁰ Return package includes farm tools and other household items provided by the Government and other agencies in selected IDP locations.

52. FFW and FFT will include (1) early recovery activities targeting returnees and, where applicable, resettled/relocated IDPs affected by the August 2008 conflict (Maguindanao, Lanao del Norte and Lanao del Sur) and (2) agricultural productivity improvement activities targeting food insecure and vulnerable households (non-IDPs) in Maguindanao and Lanao del Sur, Sultan Kudarat, North Cotabato and Lanao del Norte¹¹.
53. Supplementary feeding will be provided through rural health centres and day care centres in the interior barangays of the provinces of Maguindanao, Lanao del Sur and Lanao del Norte where other WFP PRRO components will also target food and nutritionally insecure communities. All children aged 6-24 months and malnourished pregnant and lactating women¹² will be targeted. Based on the prevalence of global acute malnutrition, this intervention is planned to target 30,000 children 6-24 months of age and 10,000 women.
54. The presence of complementary government programmes and NGO cooperating partners will be key criteria for the selection of municipalities/*barangays* for the implementation of FFW/FFT, supplementary feeding and ESF activities. Most vulnerable groups (war widows, handicapped, demobilized soldiers, children in armed conflict) will be identified through a combination of existing government and NGO identification criteria, as well as food security criteria agreed between WFP and its partners.
55. WFP will also target over 26,000 children in Zamboanga province under the micro-nutrient powder (MNP) project supported by the Spanish MDG Achievement Fund Thematic Window for "Children, Food Security and Nutrition" for which resources have already been approved.

NUTRITIONAL CONSIDERATIONS AND RATIONS

56. The food basket and rations will supplement the food commodities provided by the Government and is based upon nutritional requirements and the beneficiaries' access to food. Under the supplementary feeding, children 6-24 months of age will receive a Ready-to-Use Supplementary Food (Plumpy'Doz). Pregnant and lactating women will receive rice and beans, complemented with the vitamin A, iron, and folic acid supplements, provided by the Department of Health.
57. Under emergency school feeding, children will be provided rice, fish or beans and vegetable oil as part of a cooked meal. Additionally, efforts will be made to complement the diet with micro-nutrient powder, if approved by relevant national authorities.
58. The FFW/FFT ration, composed of rice, is provided as an incentive for work and development of skills. All commodities are culturally acceptable, nutritious and easy to handle.

¹¹ Includes activities supported through the EU Food Facility.

¹² entry criterion for malnourished women is MUAC<23 cms.

TABLE 2: DAILY FOOD RATION/ TRANSFER BY ACTIVITY (g/person/day)						
Commodity Type	VGF/ Returnee	FFW¹³	FFT¹⁴	PLW	SFP 6-24 months	On-Site School Feeding
Rice	333.33	833.33	416.67	333.33	0	100
Beans or Fish	33.33	41.67	0	33.33	0	20
Plumpy'Doz	0	0	0	0	50	0
Vegetable Oil	33.33	0	0	0	0	20
Total	400	875	416.67	366.66	50	140
kcal/day	1574			1279		591
% kcal from protein	7			8.8		11.1
% kcal from fat	18.7					33.5

Note: Both FFW and FFT ratios are incentives and hence kcals/day are not computed

TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)					
Commodity Type	VGF/ Returnee	FFW/ FFT	SFP/ PLW	On-Site School Feeding	Total (mt)
Rice	6,359	12,300	1,800	2,135	22,594
Beans	636	380	180		1,196
Fish				427	427
Vegetable Oil	636			427	1,063
Plumpy'Doz			810		810
Total	7,631	12,680	2,790	2,989	26,090

IMPLEMENTATION ARRANGEMENTS

59. The Department of Social Welfare and Development (DSWD) will continue to be WFP's main counterpart; close collaboration will also take place with the Department of Agriculture, Department of Health, National Nutrition Council, Department of Education, Department of Environment and Natural Resources and the Department of Labour and Employment. WFP will also work closely with authorities of the Autonomous Region in Muslim Mindanao (ARMM) at the provincial, municipal and *barangay* levels.
60. All programme components will be undertaken in accordance with international standards for humanitarian assistance and in coordination with relevant humanitarian clusters to ensure coherence with the ongoing programmes of the Government, NGOs and other actors. Support to women will be emphasized in line with WFP's 2009 Gender Policy.
61. WFP will strive to collect and disseminate information on the impact and pace of rehabilitation of conflict-affected beneficiaries. This information will be used as an advocacy tool to promote

¹³ FFW is implemented for maximum of 20 days over a month and 40 days per participant overall.

¹⁴ FFT duration depends on the type of training.

effective food assistance, as well as to underline the need for continued work in developing sustainable livelihoods. Information materials related to FFW, FFT, supplementary feeding, and ESF activities will be also be made available.

62. Food commodities will be distributed directly to beneficiaries with the support of government structures at the local level. NGOs and others will support key elements of distribution, particularly tasks related to the selection of beneficiaries, the provision of complementary inputs and monitoring.
63. Non-food items: WFP envisions that most non-food inputs will be provided by cooperating partners. WFP will coordinate with the Government, bilateral donors, the private sector, UN, and NGO programmes to achieve this goal. However, a minimum provision has been made for non-food items under ODOC in the PRRO budget to cover situations where partners are not present, particularly in remote, insecure areas.
64. Logistics arrangements: Internationally procured commodities will arrive at Polloc Port, strategically located in ARMM and the commodities will be stored in two WFP warehouses. A smaller extended delivery point located in Lanao del Norte province will be used for commodities destined for Lanao del Norte and for selected areas of Lanao del Sur provinces. Food will be transported onwards using a combination of government trucks and private transporters to the delivery points. COMPAS will track food commodities from its arrival, storage and dispatch to delivery points.
65. Procurement: Although most purchases will be made internationally, local purchases of commodities on a limited scale are foreseen as long as these are cost effective and do not negatively affect local markets. Rice will be purchased locally, either through the government grain agency, the National Food Authority (NFA), or on a pilot basis through initiatives similar to P4P to benefit local farming communities. Selected agricultural cooperatives will also be targeted to pilot test the feasibility of WFP local food procurement, with cooperatives identified in returnee areas in coordination with the local government and other development partners. However, local procurement will be undertaken only after analyzing local market conditions and the competitiveness of prices and delivery times. Challenges to local purchases include limited available quantities, logistical constraints, standardized quality and differing pricing systems.

Performance Monitoring

66. The monitoring system will largely be based on multi-stakeholder inputs and participation. The WFP sub-office in Mindanao will be headed by the Deputy Country Director, supported by international and national staff to ensure optimal project implementation and monitoring of performance. Field monitors will report on the selection of beneficiaries and on outcome, output and process indicators, including the utilization of the food. Data collection by field monitors will be guided by the project's logical framework and will be based on monitoring checklists, which are in line with WFP's results-based management monitoring guidelines.
67. WFP will monitor the distribution of assistance through quantitative and qualitative indicators. Quantitative indicators will be obtained from distribution and monitoring reports submitted by implementing partners on a monthly and quarterly basis. Implementing partners and DSWD progress reports will be compared against WFP's own monitoring data collected on a regular basis by WFP field monitors. Outcome indicators will be used to verify the impact of interventions. A study will be conducted at the start of the PRRO to establish the baselines for identified indicators and the performance of the interventions measured against these figures. The baselines will also be complemented by a sentinel survey system to monitor key outcomes over the intervention period. Joint monitoring trips will be organised with government counterparts, as appropriate, to enhance communication and collaboration.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and Risk Assessment

68. While peace talks have resumed and the International Monitoring Team is re-establishing itself in Mindanao, the security situation remains volatile. Skirmishes between MILF and AFP continue to take place and lawless elements are still present in the region. Killing, kidnap-for-ransom and theft remain common occurrences. While WFP and UN staff are not deliberately targeted, they remain exposed to the risk of kidnapping. WFP will continue its close coordination with MILF, the military forces of the Government and the International Monitoring Team to reduce security-related risks.
69. The distinct possibility of another large-scale military offensive between the MILF and the AFP will remain during the course of this PRRO. In the event of a renewed upsurge in serious violence and massive displacement of local populations, the relief component of this PRRO will be scaled up.
70. The devastating impact of the prolonged drought, attributed to the El Niño weather phenomenon, has been clearly evident in the Philippines. The effects will worsen the food security situation of an already fragile population.

Contingency Planning

71. Since political and socio-economic conditions in Mindanao are unpredictable, a flexible approach to programme activities will be adopted. Factors that have the potential to disrupt operations have been outlined in the various scenarios. Based upon regular discussions with the Government, WFP will continue to up-date the current Mindanao contingency plan on a yearly basis taking into account the possible intensification of armed confrontations and increases in displacement caused by rido (feuding among families). The updating of the contingency plan will be undertaken with provincial administrations, relevant government departments, such as DSWD, sister UN agencies and NGO partners. National level contingency planning for Mindanao, as well as for natural disasters, will be actively pursued through the UN Country Team.
72. Through the established community surveillance system, WFP in collaboration with the Government and other partners will continue to monitor the impact of the El Niño-induced drought for timely response if needed.
73. As the Philippines is prone to natural disasters, WFP will retain a strategically stocked warehouse in Manila with mobile storage units, boats, prefabricated offices, and other non-food items in preparation for immediate deployment.

Constraints and Assumptions

74. The May 2010 elections will usher in a new leadership at the national and local levels. This will bring about possible adjustments in development priorities and in relations with the new national and local authorities. WFP will seek to strengthen its advocacy and coordination efforts with the new authorities to support coordination and implementation of activities under the PRRO.

SECURITY CONSIDERATIONS

75. The main security concerns relate to the conflict between MILF and the Government. No major violations to the existing ceasefire have been reported. In the event of an increase in family feuding, there is a possibility that WFP staff could get caught in the crossfire. There is also a need to remain vigilant against the threat of kidnapping, especially in the volatile provinces of Sulu and Basilan. Adherence to Standing Operational Procedures (SoPs) in the current UN Security Phase Three

environment will continue to be strictly enforced by the security unit. The mandatory security requirements of Minimum Operational Security Standards (MOSS) have been implemented, while the current offices in Mindanao are also being relocated to new and more secure premises. All WFP offices meet the Minimum Security Telecommunication Standards (MISTS) requirements, with the installation of a VSAT planned for the Cotabato sub-office.

APPROVAL

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Josette Sheeran
Executive Director

Date.....

ANNEX IA: BUDGET INCREASE COST BREAKDOWN

Commodity Related Portion			Cash & Voucher Transfer	Total Increase
COSTS	Tonnage (mt)	Value (US\$)	Value (US\$)	Value (US\$)
Commodity / Cash & voucher				
Cereals ¹⁵	22,594	10,566,232		10,566,232
Pulses	1,196	1,456,807		1,456,807
Oil and Fats	1063	1,021,148		1,021,148
Mixed and Blended Food	810	3,139,560		3,139,560
Others	427	632,590		632,590
Cash Transfer to beneficiaries			-	
Voucher Transfer to beneficiaries			-	
Total commodity / Cash & voucher	26,090	16,816,337	-	16,816,337
External transport				
				2,095,983
LTSH				
				1,695,611
ODOC (Other direct operational costs)				
				880,000
DSC (Direct support costs)¹⁶ (see table below for details)				
				4,070,000
Total WFP direct costs				
				25,557,931
Indirect support costs (7%)¹⁷				
				1,789,055
TOTAL WFP COSTS				
				27,346,986

¹⁵ This is a notional food basket for budgeting and approval. The contents may vary.

¹⁶ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

¹⁷ The indirect support cost rate may be amended by the Board during the project.

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (US\$)

Staff and Staff Related Costs	
International Professional Staff	1,593,450
International GS Staff	
Local Staff - National Officers	168,000
Local Staff - General Service	964,500
Local Staff - Temporary assistance	
Local Staff - Overtime	22,500
Hazard Pay & Hardship Allowance	273,380
International Consultants	270,000
Local Consultants	
Non Staff HR: UNV	90,000
Commercial Consultancy Services	
Staff duty travel	183,055
Subtotal	3,564,885
Recurring Expenses	
Rental of Facility	93,000
Utilities General	19,500
Office Supplies and Other Consumables	19,500
Communications and IT Services	48,000
Equipment Repair and Maintenance	29,095
Vehicle Running Cost and Maintenance	48,000
Office Set-up and Repairs	38,000
UN Organization Services	4,000
Subtotal	299,095
Equipment and Capital Costs	
Vehicle leasing	76,500
TC/IT Equipment	109,520
Local Security Costs	20,000
Subtotal	206,020
TOTAL DIRECT SUPPORT COSTS	4,070,000

List of Acronyms

AFP	Armed Forces of the Philippines
AHMP	Accelerated Hunger Mitigation Program
ARMM	Autonomous Region in Muslim Mindanao
BEAM	Basic Education Assistance for Mindanao
CSD	Country Strategy Document
DOH	Department of Health
DSWD	Department of Social Welfare and Development
ECW	Enhanced Commitments to Women
EFSA	Emergency Food Security Assessment
EMOP	Emergency Operation
ESF	Emergency School Feeding
EU	European Union
FAO	Food and Agriculture Organization
FFT	Food For Training
FFW	Food For Work
FSP	Food for School Program
GAM	Global Acute Malnutrition
GEM	Growth with Equity in Mindanao
GRP	Government of the Republic of Philippines
IDPs	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IOM	International Organization for Migration
JBIRD	Japan-Bangsamoro Initiatives for Reconstruction and Development
JICA	Japan International Cooperation Agency
KALAHI-CIDSS	Kapit-Bisig Laban sa Kahirapan Comprehensive and Integrated Delivery of Social Services
LTSH	Landside Transport Storage and Handling
MILF	Moro Islamic Liberation Front
MOA-AD	Memorandum of Agreement on Ancestral Domain
MISTS	Minimum Security Telecommunication Standards
MNP	Micronutrient Powder
MOSS	Minimum Operational Security Standards
MTPDP	Medium Term Philippines Development Plan
NFA	National Food Authority
NNC	National Nutrition Council
ODOC	Other Direct Operating Cost
PRRO	Protracted Relief and Recovery Operation
SFP	Supplementary Feeding Programme
SOPs	Special Operating Procedures
STRIDE	Strengthening Response to Internal Displacement
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
VGF	Vulnerable Group Feeding
WASH	Water Sanitation and Hygiene
WFP	World Food Programme

PRRO Log Frame: Assistance to IDP and returnees in conflict affected areas of Mindanao to support peace building and early recovery

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE (SO1): To save lives and protect livelihoods in emergencies		
<p>Outcome 1.1 Reduced acute malnutrition in children 6-24 months and pregnant/lactating women in targeted conflict-affected populations</p>	<p>Prevalence of acute malnutrition among children 6-24 months (weight-for-height) and pregnant/lactating women (MUAC).</p>	<p>No major outbreak of diseases or no new major disasters</p>
<p>Outcome 1.2 Improved food consumption over assistance period for targeted emergency-affected households</p>	<p>At least 90% beneficiaries achieve household food consumption score of 28 and above.</p>	<p>Sufficient funding to ensure at least minimal WFP operations.</p>
<p>Output 1.1 and 1.2 Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</p>	<p>Number of women, men, girls and boys receiving food and non-food items, by category and as percentage of planned figures (total 60,000 VGF and returnees, including 60,000 returnee packages and 30,000 returnees receiving VGF). Tonnage of food distributed, by type, as % of planned distribution.</p>	<p>Resources and inputs are available when required. Security conditions allow staff and commodity movement as required</p>
STRATEGIC OBJECTIVE (SO3): Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transitional situations		
<p>Outcome 3.1: Adequate food consumption over assistance period for targeted returnees/IDP's participating in FFW/FFT</p>	<p>At least 90% beneficiaries achieve a household food consumption score of 35 and above.</p>	<p>No resumption of wide scale conflict Sufficient funding to ensure at least minimal WFP operations</p>
<p>Outcome 3.2: Targeted communities have increased access to assets in fragile, transition situations</p>	<p>At least 50% increase in Community assets score.</p>	<p>Conflict situation allows partners to fully operate and provide training courses effectively.</p>

<p>Outcome 3.3: Targeted communities have enhanced skills for greater resilience to shocks</p>	<p>Proportion of FFT participants applying acquired skills for improving livelihood.</p>	
<p>Outcome 3.4: Enrolment of girls and boys, including IDPs and returnees, in assisted schools stabilised</p>	<p>Retention rate: Average annual rate of retention of girls and boys in WFP-assisted schools at 90% and above.</p>	<p>Other complementary services are provided by the partner agencies</p>
<p>Output 3.1: Food and non-food items distributed in sufficient quantity and quality to targeted women and men, boys and girls under secure conditions.</p>	<p>Number of women and men, boys and girls receiving food and non-food items, by category and as percentage of planned figures. Tonnage of food distributed, by type, as % of planned distribution.</p>	<p>Resources and inputs are available when required. Security conditions allow staff and commodity movement as required Local populations are still inclined to return to pre-conflict livelihoods and usual coping mechanisms.</p>
<p>Output 3.2: Developed, built or restored livelihood assets by targeted communities and individuals</p>	<p>Number of community assets created or restored by targeted communities and individuals. Number of women and men trained in livelihood-support thematic areas.</p>	<p>CPs and LGUs are willing to commit complementary resources</p>

