



**WFP PHILIPPINES**  
**SPECIAL OPERATION SO 200706**  
**National Response Capacity-Building Applying Lessons from the**  
**Haiyan/Yolanda Emergency**

|                    |                                                                                        |
|--------------------|----------------------------------------------------------------------------------------|
| Country:           | Philippines                                                                            |
| Type of project:   | Special Operation                                                                      |
| Title:             | National Response Capacity-Building Applying Lessons from the Haiyan/Yolanda Emergency |
| Total cost (US\$): | <b>\$9,852,858</b>                                                                     |
| Duration:          | 24 months (1 July 2014 to 30 June 2016)                                                |

**Executive Summary**

1. The 2013-2014 Typhoon Haiyan response has led to the identification of operational bottlenecks and challenges affecting large-scale humanitarian response within WFP's mandate. WFP and the Government of the Philippines have identified a series of prioritized actions that will address these issues.
2. These actions, to be implemented over a two year period, include the establishment of a network of Government Disaster Response Centers and their application for the efficient production of government food assistance packs according to agreed performance benchmarks.
3. Response-options planning will develop benchmarks and align them with in-kind food and cash-programming options to enhance Government of Philippines and WFP capacity to immediately mobilize appropriate response modalities in future emergencies.
4. Sustainability and application of these enhancements in emergencies will be achieved through an expanded training programme for government emergency response personnel.
5. Objectives of the SO include:
  - Establishment of a network of disaster response facilities in Luzon, Cebu and Mindanao for prepositioning of relief items and operational support equipment, decentralization of enhanced DSWD family pack production and stock prepositioning, and application as training facilities for government responders;
  - Enhance the throughput and efficiency of the National Resource Operation Center (NROC), the current facility in Manila that is packaging the DSWD Family packs, utilizing best practices in flow optimization.
  - Development of appropriate response options including in-kind food assistance and cash or voucher transfer applying benchmarks and pre-disaster agreements to ensure timeliness and provide clear triggers for WFP support to government;
  - Design and implementation of Government training programme with an emphasis on disaster response logistics and supply chain management, applying the equipment, facilities and response options established via the above.

## **Project Background**

6. The Philippines is a low middle-income, food-deficit country with an estimated population of almost 100 million spread across some 2,000 islands.<sup>1</sup> Ranking 114 out of 187 countries in the 2012 Human Development Index, Philippines is one of the world most disaster-prone, ranking first globally for exposure to natural hazards in the 2013 OCHA Global Focus Model.
7. The severe and wide-ranging impact of Super Typhoon Haiyan - the largest to make landfall in recorded history - exceeded national response capacities and precipitated a system-wide Level 3 international humanitarian response. This response included WFP emergency operations in support of over 2.5 million affected people as well as large-scale deployment of emergency response mechanisms including UNHAS and Logistics Cluster, ETC and Food Security Cluster mechanisms.
8. In the Philippines, WFP emergency operations are implemented in close coordination with relevant Government of Philippines (GoP) organs at national, regional, provincial and municipal levels. Central among government counterparts are the Office of Civil Defense (OCD) and Philippines Department for Social Welfare (DSWD). Under the Department of National Defense, OCD administers the Philippines National Disaster Risk Reduction and Management Council (NDRRMC), of which DSWD holds the vice-chair for Disaster Response.
9. The WFP-GoP partnership was critical to the initial Haiyan response. As operations transition to recovery and rehabilitation, WFP collaboration with DSWD and OCD has continued and expanded to include the identification of operational bottlenecks and constraints that were faced during the emergency phase, and the development of a work plan to address these issues within the organizations' respective mandates.
10. In the 2014-16 period there exists both the opportunity and a responsibility to respond to challenges and achievements of the Haiyan response, to reinforce the government emergency response capacities in logistics and food service delivery, and align and optimize the GoP and WFP operational planning and preparedness for future emergencies.
11. These activities will augment and operationalize WFP's strategic support to the GoP and vulnerable populations implemented via PRRO 200296, and are accounted for in the design and development of a new PRRO expected to commence at the beginning of 2015.

## **Project Justification**

12. The DSWD 'family pack'<sup>2</sup> is a core response modality applied by the Government of Philippines during emergencies. During the deployment of this modality during the Haiyan response several operational challenges quickly became apparent, including production and distribution of family packs at a scale commensurate with the unprecedented needs witnessed during the early phase of the emergency.
13. DSWD successfully addressed these challenges in part through the utilization of a very large volunteer workforce, however the government is now seeking to systematically address these issues in order to meet defined production targets at-scale in future emergencies. To this end WFP and DSWD have agreed a capacity-building programme addressing response capacity enhancement across the government supply-chain including production, storage and delivery of in-kind food assistance.
14. As Haiyan response operations transition to recovery phase, emergency equipment deployed during the emergency will be re-furnished and available for emergency response operations in future responses. Strategic locations for prepositioning this equipment are required for most effective use of this investment, however.
15. Improved agility, speed and efficacy of government response supply-chains may also be achieved via a regional logistics hub system. Decentralized prepositioning of emergency

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<sup>1</sup> For population statistics see the Republic of the Philippines Commission on Population at <http://www.popcom.gov.ph>. The Philippines is comprised of some 7,100 islands, of which approximately 2,000 are inhabited, presenting unique challenges for logistical operations in support of large-scale emergency response in the country.

<sup>2</sup> A pre-packaged food ration containing various items (e.g. rice, noodles, tinned goods) usually designed to support one family for periods of time ranging from two to four days. See, for example: <http://www.gov.ph/2013/11/12/average-contents-of-a-dswd-family-food-pack>.



response equipment and relief stocks will reduce time and cost of transport across the Philippine archipelago whilst increasing flexibility of access affected areas.

16. The Government of the Philippines has requested WFP to assist in optimizing the operations of NROC, in order to increase the production capacity of family packs in Manila.
17. The activities proposed under this Project are consistent with the objectives in Philippines UNDAF 2012-2018 Outcome 4 (Resilience towards Disaster and Climate Change) SO4.1 Disaster Risk Deduction and Management. Additionally the activities will also be reflected in the APR against Management Result 3.2 "Cost-efficiency supply chain enables timely delivery of food assistance" and against Management Result 4.2 "Alignment with government priorities and strengthened national capacities".
18. WFP has committed to supporting the Government of Philippines in improving operational readiness to rapidly select and implement response options including in-kind food and cash-based assistance to affected populations in emergencies. During the Haiyan response this commitment manifested in the support of DSWD food operations and direct assistance to over 2.5 million people, as well as provision of cash grants to almost 50,000 people via the DSWD Pantawid Pamilyang Pilipino (4P) Programme.<sup>3</sup>
19. Implementation of in-kind food assistance by WFP and DSWD during the emergency phase of Haiyan operations was considered successful. Improvements could be made in planning, however, in order to develop pre-emergency targets relating to scale and scope of DSWD and WFP food assistance delivery.
20. The systematic identification of appropriate delivery modalities and service providers, including cash service-provision agreements drafted prior to emergencies, is required in order to reduce response time in this regard whilst safeguarding appropriateness and alignment of emergency assistance in the Philippines.
21. These lessons and others identified by WFP and GoP during the Haiyan response have led to the identification of specific operational requirements to enhance government and WFP preparedness for large-scale emergency response in the Philippines. These include the need to:
  - Expand and systematize DSWD capacity for the timely production of 'family packs', the primary unit of food assistance delivered by the Philippines Government, at-scale during large emergencies;
  - Optimize OCD and DSWD supply-chain for the most efficient and effective possible delivery of aid from point of production or storage through to distribution points within the affected area;
  - Ensure adequate prepositioning sites exist for operational support equipment (e.g. mobile storage units, prefabricated structures, forklifts), enabling the rapid establishment of facilities in disaster zones.
  - Enhance government readiness to rapidly and effectively deploy response teams into affected areas where existing local response mechanisms and government units may suffer reduced effectiveness as a result of hazard impact, including regional emergency operations centers, field command centers and personnel support infrastructure;
  - Ensure that WFP is ready to scale emergency in-kind and cash-based programming more rapidly and in alignment with existing government programming during large-scale emergencies;
  - Design and Implement a training curriculum and facilities for government responders to ensure efficient implementation and sustainability of the above.
22. The existing Philippines PRRO 200296 includes a DPR component addressing technical support for small-scale disaster mitigation projects, preparedness planning and strengthening of food security cluster in selected high-risk provinces. This SO, which focuses on strengthening national level capacities, further complements and builds on what is currently being carried out by the PRRO. The local government units (LGUs) assisted in the PRRO will be directly supported during emergencies through the new SO

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<sup>3</sup> The "4P Programme". See: <http://pantawid.dswd.gov.ph/index.php/component/content/article/1-latest-news/347-dswd-and-wfp-provide-cash-assistance-to-yolanda-survivors>.



disaster response facilities and at the same time the LGUs will be more familiar with the national level response plans and capacities. The new training curriculums planned to be developed for various profiles and levels of emergency responders and delivered at SO training facilities will further enhance synergies between PRRO and the new SO activities and at the same time make a links between LGUs and national level responders. This approach will significantly contribute to better vertical integration and coordination of the overall response capacity of the government.

23. The new SO 200706 is built on the lessons learnt from the logistics response to typhoon Haiyan under previous SO 200595. The response to Haiyan demonstrated the need to establish a decentralized disaster response network, rather than relying on facilities centralized in Manila, saving response time and transport costs. The temporary common humanitarian staging area that was established in Cebu for the response in the Visayas, will be transformed into a permanent structure in this Special Operation.

### **Project Objective(s)**

#### **Goals:**

24. The goal of this SO is to address challenges identified during the Typhoon Haiyan response in order to:
  - i. Enhance the disaster response capability of the Government of the Philippines in areas of logistics and supply chain management, particularly the Department of Social Welfare and Development (DSWD) and the Office of Civil Defense (OCD) as key members of National Disaster Risk Reduction and Management Council (NDRRMC); and,
  - ii. Ensure that WFP is ready to activate emergency response options at-scale, in a timely manner, and in alignment with Government of Philippines relief mechanisms, especially with regards to in-kind food and cash transfer options.

#### **Objectives:**

25. The objectives of the SO are to:
  - Establish a national network of disaster response facilities in Luzon, Visayas and Mindanao in support of an improved & decentralized emergency response network, which includes commodity-packing systems, operational support equipment and enhanced government supply-chain procedures;
  - Optimize the production of family packs in existing facilities, by enhancing the workflow and introducing mechanized equipment (bagging plants, conveyor systems).
  - Review and develop GoP and WFP response options via programmatic planning for emergency relief at-scale, including in-kind food and cash-based assistance, and secure preliminary agreements required for rapid and coordinated scale-up of operations according to established benchmarks;
  - Establish a training facility in Luzon, and develop a disaster response training curriculum with an emphasis on emergency logistics and supply chain management.

### **Project Implementation**

26. Commensurate with identified capacity gaps and objectives, implementation of the SO will be structured according to a three-pillar approach:

#### **I. Facilities:**

27. WFP and the Government of the Philippines establish a network of Disaster Response Centers (DRCs) in Luzon, Visayas and Mindanao and enhance and decentralize government commodity-packing capacity.
28. DRC facilities will be constructed in 3 strategic locations at or in the vicinity of international airports:



Clark Airport – For Luzon and the northern regions, including Metro Manila  
Cebu (Mactan) Airport – For the Visayas and Zamboanga region  
Davao Airport – For Mindanao.

29. Facilities will be established and designed to fulfill four operational functions:
- Enable the rapid deployment of national disaster response equipment by pre-positioning operational support equipment and lifesaving relief items in strategic locations, including equipment deployed to the Haiyan response
  - Enable timely and coordinated receipt and dispatch of international humanitarian assistance via air and surface transport;
  - Support enhanced capacity to produce DSWD family packs at-scale in multiple locations by creating three decentralized packaging centers;
  - Establish a practical training venue for government first responders and LGUs (see below).
30. The size of the facilities will be based on a capability target jointly established with the Government of the Philippines. Targets will be set according to a number of beneficiaries to be reached in a given timeframe (based on geography, risk, population data etc.) from each DRC. These targets will also provide planning and performance measurement criteria for the pre-positioning of equipment and relief stocks and as a basis for training.
31. Each center will be composed of three warehouses with associated office space. The warehouses will complement each other and provide the following capacities:
- Operational / logistics support: This warehouse will hold mobile storage units, generators, prefabs, forklifts, rescue boats and other emergency response equipment. Most of this equipment is already in the Philippines having been deployed in substantial quantities for the response to Typhoon Yolanda, including a substantial quantity of equipment deployed by WFP in support of the humanitarian community. All of this equipment will be refurbished, packed and positioned in these centers ready for deployment in future emergencies.
  - Relief Items warehouse – storing pre-positioned NFI relief items. These items are part of existing Government response capacities (hygiene kits, household kits, tarps etc.), to be regionally pre-positioned in each warehouse for more cost-effective and timely deployment in the event of an emergency. Humanitarian partners will be able to pre-position relief items in these facilities as well.
  - A DSWD repackaging center
32. Each center will include office space with communications, independent power and information systems, providing a logistics coordination platform.
33. Procedures for inventory management and rapid deployment will also be developed jointly with the government of the Philippines
34. The establishment of the DRC network will form a foundation for core activities in enhancing GoP capacity for production of DSWD family packs. Under the Special Operation throughput efficiency of emergency 'family-pack' packing operations will be enhanced at NROC in Manila via benchmarking, design and mechanization of the DSWD family pack re-packing system, including bagging equipment and conveyor systems.
35. This optimized repacking capacity will then be expanded from the Manila facility to each of the three DRCs as part of the NROC structure. Each DRC re-packing facility will provide the same mechanized functionality as the main Manila hub, albeit on smaller scale in accordance with production capacity targets to be determined jointly with DSWD via response benchmarking.
36. The DRCs and pre-positioned equipment will also be utilized in support of responder training on the use and deployment of emergency equipment, NFI and food commodities items. The Clark DRC site has been identified as the most likely to meet government requirements in this regard, hence design of this site under Track I would include an auditorium and classroom facilities and facilities to carry out simulations and physical exercises.
37. Facilities and packing system development will be accompanied by the development of normative guidance and procedures for operation of the facilities, including SOPs for



warehousing transport, and emergency supply-chain management. This guidance will be accounted for in response options planning implemented and integrated into training programme.

## **II Response Options**

38. This activity will enhance programmatic planning and preparedness for a potential WFP-GoP response in large-scale emergencies in order to improve coordination and timeliness of emergency assistance. .
39. A review of in-kind food assistance response options will be undertaken to produce benchmarks that incorporate DSWD production capabilities. This review will be the basis for the family pack production, as the various ration sizes will determine the SOP's and mechanization requirements of the packaging facilities
40. In alignment with GoP strategy to expand the utilization of cash-based assistance in emergencies, a joint WFP-Government of Philippines review of existing public social safety net programme and associated financial service providers (FSPs) will be conducted. The objectives of this review will be to identify the possible cash transfer platforms nationwide that could be activated as appropriate in the event of large-scale disasters. Processes to be assessed include targeting and mitigation of inclusion and exclusion errors, conditionalities and enforcement, ID provision, financial payment systems and monitoring. Prioritized safety nets and delivery mechanisms may be used as the basis to develop pre-agreements with public and private sectors service providers where appropriate.
41. The social safety net review will provide information on gaps that WFP would need to address via other delivery mechanisms in the event of a large-scale emergency. In parallel WFP will review additional financial service providers in all disaster-prone areas with a view to identifying suitable stand-by contractual agreements, FSP training requirements and roles and responsibilities for activation and implementation. As appropriate preparedness and stand-by contracting will also extend to other key stakeholders within the Government, NGO partners and civil society organisations.

## **III Training and capacity building of disaster responders**

42. The establishment of regional DRC facilities, pre-positioned equipment and response options planning will be applied to train GoP emergency responders on the same modalities and equipment to be deployed in emergencies. A training curriculum will be developed and implemented utilizing at least one of the DRC facility as a training venue, and will include a combination of practical and theoretical trainings.
43. Many elements of the training curriculum are already in development through WFP regional initiatives and regional capacity building programme. Modules developed under these programme will be customized to meet the specific needs of the Philippines Government including, *inter alia*:
  - Production of family packs and rehearsal of SOPs for the mobilization, packing, transport and distribution of the Government of Philippines family-pack response modality;
  - Deployment and construction of operational support equipment (e.g. emergency mobile storage units, generators, accommodation);
  - Technical logistics (e.g. warehousing, boat handling, forklift operations);
  - Disaster response supply-chain (e.g. planning, response etc.);
  - Disaster response simulation (e.g. incorporating all the above elements).
44. Training curriculum delivery will be accompanied by training of trainers (ToT) and training of facilitators (ToF) programme in order that the training programme can be handed over to GoP in its entirety at the end of the SO period.
45. The availability of physical facilities, operational support equipment and prepositioned stocks at a training center will provide an opportunity to carry out realistic simulations, train responders on utilizing and operating equipment, and provides an opportunity to test the responsiveness of the facilities.

## **Management and Coordination**

46. The activities in this document are the outcome of planning and agreement between WFP and the Government of the Philippines represented by NDRRMC.
47. WFP and the Government of Philippines represented by the NDRRMC chair will jointly prepare and enter-into a Memorandum of Agreement (MOA) that will outline precise roles and responsibilities of each party engaged in this SO.
48. OCD on behalf of NDRRMC will be responsible to:
  - Provide land at or in the vicinity of International Airports in Clark, Visayas and Davao. Size of the land and exact location will be mutually agreed by WFP and OCD based on the estimated blueprints of the facilities;
  - Provide necessary permits and licenses for building facilities and infrastructure required for three DRCs;
  - Provide uninterrupted access to facilities for WFP and its partners during the period of construction and use of facilities;
  - Provide permanent security services during construction and use of three DRCs;
  - Provide agreed levels of adequate staffing from OCD and DSWD at all three DRCs to assist WFP-appointed staff for the minimum period of one year;
  - Share with WFP Government of Philippines logistics contingency planning for the use of the new facilities, including includes procurement, storage and transport planning for both operational equipment and relief items and commodities.
49. WFP will be responsible to:
  - Build three DRCs on the land provided by the Government. Depending on location and availability, existing infrastructure including warehouses and offices will be renovated to maximize utilization of existing resources;
  - Supply logistics, office and accommodation equipment necessary for operation of the three DRCs. The majority of equipment will be equipment already deployed during the WFP Typhoon Yolanda emergency operation, which will be refurbished for prepositioning at the DRC for use in future response operations;
  - Supply three DRCs with equipment required for optimized efficiency and throughput of Government of Philippines family-pack production in the case of an emergency. This equipment will include bagging plants, conveyors and other items sufficient to meet throughput targets mutually agreed with DSWD/OCD;
  - Provide overall management and staff for three DRC for the period of minimum one year (or longer, if required by NDRRMC) after which the management and ownership of facilities will be handed over to the Government of Philippines;
  - Select and engage an external consultancy group, and supervise survey and in-depth analysis of selected social safety net and financial service providers, and coordinate humanitarian cash programming preparedness actions with national and international stakeholders;
  - Develop an agreed training programme curriculum and deliver logistics trainings and simulation exercises for Government's first responders (OCD, DSWD and LGUs);



## **Risks**

| ACTIVITIES                         | RISK                                                                                                                                              | MITIGATING ACTIONS                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| OVERALL                            | Resource Availability                                                                                                                             | Cost-sharing engagement with Government of Philippines to be outlined in Memorandum of Agreement (MoA);<br>Multi-donor SO with project-wise cost breakdown to allow specific tracks to progress while resources are mobilized for others;<br>Close alignment with capacity-building activities implemented under EMOP 200631 and PRRO 200296;<br>There is presently high interest from both GoP and donors for capacity-building actions based upon lessons learned from the Haiyan Response, which are seen as both nationally and regionally relevant;<br>Outsourcing of discrete project activities (e.g. financial network analysis); |
| OVERALL                            | WFP Implementation Capacity                                                                                                                       | Application of project personnel with proven relevant experience during Haiyan operations;<br>Staged development of Track I and II activities, with pre-determined capacity targets at each stage, to facilitate application in the event a large-scale response is required during the SO period;                                                                                                                                                                                                                                                                                                                                        |
| OVERALL                            | Additional large-scale disasters during SO period;                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| OVERALL                            | Delays in agreeing roles and responsibilities of relevant line-ministries and departments;                                                        | Coordination architecture to be delineated as per the MoA                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| I. FACILITIES                      | Unavailability of appropriate development sites;                                                                                                  | OCD/GoP to facilitate as per MoA;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| I. FACILITIES                      | Failure to agree facility design parameters;                                                                                                      | Utilization of response options planning (Track II) as guidelines for facility design;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| I. FACILITIES                      | Construction Delays and/or excellence of construction budgets;                                                                                    | Application of WFP corporate tender & procurement processes & oversight;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| II. RESPONSE OPTIONS PLANNING      | Failure to agree planning parameters;                                                                                                             | Utilization of 2013-14 Haiyan/Yolanda response as model for caseload and response planning;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| II. RESPONSE OPTIONS PLANNING      | Experience/familiarity with national-level financial service infrastructure and social safety nets outside of geographic areas of WFP operations; | Outsourcing of survey and analysis to experienced consultant group familiar with Philippine context;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| III: GOVERNMENT TRAINING PROGRAMME | Delays in training module development                                                                                                             | Mitigation & cost-efficiency via adaptation of regional training programme to Philippines national context;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| III: GOVERNMENT TRAINING PROGRAMME | Training programme sustainability following completion of SO period;                                                                              | Training of Trainers programme and sustainability agreement integrated into MoA;                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

## **Project Cost and Benefits**

### **Estimated Costs**

50. Total estimated project cost across all activities over two years is **\$9,852,858**.

### **Monitoring and Evaluation**

51. Key performance indicators for this SO include:

- Government contributions to WFP for technical assistance and capacity development support (USD)
- Handover: Number of WFP-managed systems and tools handed over to the Government in current year
- Technical Assistance: WFP expenditures for technical assistance to strengthen national capacity



- (SO1): logistics, supply chain and common services: Number of government/national partner staff receiving technical assistance and training
- (SO1): National Food Security Programme: Number of government/national partner staff receiving technical assistance and training
- (SO1): National Food Security Programme: Number of government/national staff assisted or trained to develop policies/strategies or legislation
- Number of training sessions / workshops organized
- Number of Standard Operating Procedures developed and implemented

## Outcomes

52. The activities above will contribute to an outcome whereby Government and WFP relief operations are rendered more effective and timely, including:

- GoP and WFP response operations will be aligned and subject to reduced timelines and increased efficiency in the scale-up of relief delivery following large-scale disasters;
- Delivery of DSWD food response options (family packs) to affected populations will quickly scale to pre-determined target production levels, with planning in place for WFP and partners to immediately address shortfalls between production targets and estimated caseloads;
- Improved agility and responsiveness of Government logistics supply-chain, including increased timeliness and efficacy of deployment of OCD response capacity to affected areas;
- WFP and DSWD in-kind food and cash-transfer response options are effectively coordinated and rapidly implemented at the required scale as and where appropriate.
- Capacity enhancements are sustainable and applied operationally by government response personnel.

## RECOMMENDATION

This Special Operation covering the period from 1<sup>st</sup> July 2014 to 30<sup>th</sup> June 2016 at a total cost to WFP of **\$9,852,858** is recommended for approval by the Executive Director with the budget provided.

**APPROVAL**

Ertharin Cousin  
Executive Director

- 4 JUL 2014