

Republic of the Philippines  
**DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT**  
Batasan Complex, Constitution Hills, Quezon City

Administrative Order No. 20  
Series of 2011

**GUIDELINE ON THE IMPLEMENTATION OF CONTINUING RELIEF  
ASSISTANCE IN CENTRAL MINDANAO IN PARTNERSHIP WITH THE WORLD  
FOOD PROGRAMME (WFP)**

**1. Introduction**

This implementation guideline aims to guide the key stakeholders from DSWD, WFP and LGUs in translating each phase of program implementation into action. This guideline provides the step by step procedure and details on social preparation, institutional arrangement, program components and implementation process.

**2. Program and Partnership Background**

In support of the government's continuing initiatives to entrench a culture of peace and to build lasting and sustained development in Mindanao, the DSWD in partnership with WFP has embarked on the implementation of continuing relief assistance intended for families affected by the recurring armed-conflict and natural disaster. This program of DSWD emanated from the directive of the President in his State of the Nation Address (SONA) in July 2010 to provide rice subsidy to the most vulnerable group. The victims of typhoons Ondoy Pepeng and Santi (TOPS) in Luzon and the IDPs, returnees and other food-insecure households in Mindanao were targeted for the assistance to prepare them both for response and post response activities along with addressing the issue of hunger and food insecurity that persist in the affected area.

With the aim of the Department to serve more needy families by utilizing substantial portion of the program fund to extending assistance through Food For Work/Training or Cash For Work/Training to the intended beneficiaries, complementary support from WFP has been sought through further collaboration and partnership. In accordance with the signed partnership agreement (Terms of Reference) between the DSWD and WFP, the latter shall primarily take charge of the implementation of the food assistance in the form of rice and shall cover the hauling and distribution cost of rice including other related operational expenses. In terms of the implementation of the cash assistance by DSWD regional offices, WFP was in agreement to provide technical assistance to DSWD on cash transfer modalities, cash transfer security, diversion risk and market assessment (if and when needed), among others. The inclusion of the cash assistance in this program was in response to the expressed needs of the people for cash for them to buy essential items other than rice.

### **3. Program Description**

The Continuing Relief Assistance Program is a short-term rehabilitation and food security intervention in which beneficiaries are given either cash and/or food in exchange of the work they rendered in building or rehabilitating communal or social infrastructure projects and participation in the training related to peace promotion, capacity enhancement on enterprise management and undertaking income generating projects, strengthen households coping mechanism and disaster risk reduction and management.

There are two strategies to extend the cash and the food assistance to eligible households, these are through Cash For Work or Training (CFW/CFT) and Food For Work and Training (FFW/FFT). The cash assistance is designed to meet household immediate needs for food other than rice and essential items. The food assistance involves the provision of rice as the country's staple food and this will be fortified by iron to prevent iron deficiency anemia which is a serious health problem in conflict affected-areas.

### **4. Program Coverage and Beneficiaries**

This tie-up project between DSWD and WFP will cover the five armed-conflict provinces in Mindanao namely, Lanao del Norte (Region X), North Cotabato and Sultan Kudarat (Region XII) and Lanao del Sur and Maguindanao (ARMM).

The program targets internally displaced persons (IDPs), returnees and food insecure/poor households affected by flooding and other natural disaster.

### **5. Program Objectives**

#### **General**

The general objectives of the program are to mitigate hunger, address the problem of food insecurity, support the on-going peace initiatives and to ultimately help victims return to normal life as early as possible by maximizing their contributions to rehabilitation efforts.

#### **Specific**

- Generate temporary employment and provide income generation to affected households through CFW/CFT and FFW/FFT.
- Help the affected families and LGUs in restoring and constructing shelters, infrastructures and community facilities.
- Assist early recovery or rehabilitation and disaster preparedness or mitigation activities.

## 6. Rate of Assistance

Each eligible household is entitled to participate in the program for 3 months, from September to November, at an average of 9 days per month or a total of 28 days. The rate of assistance is equivalent to 75% of the regional daily minimum wage rate.

Following the result of the assessment and consultation meeting with the stakeholders, Lanao del Norte in Region X and Lanao del Sur and Maguindanao in ARMM will extend 50% of the total allocation per beneficiary in the form of rice and 50% will be in cash. For Region XII, specifically in the provinces of North Cotabato and Sultan Kudarat, allocation will be pure rice in response to the expressed needs of the target beneficiaries in these areas.

Regional breakdown of the daily allocation rate for each target beneficiary per type of assistance will be as follows:

<b>REGION</b>	<b>FFW/FFT (Rice Allocation Per Day/In Kilograms)</b>	<b>CFW/CFT (Rate of Assistance Per Day)</b>
X	7	Php 192
XII	7	not applicable
ARMM	6	Php 157.5

## 7. Implementation Strategy

### 7.1 Selection of Geographical Areas and Beneficiaries

#### Selection Criteria for Target Areas

Selection of cities or municipalities to be covered for the program shall be based on the following criteria:

- a) The municipality must have been identified as chronically food insecure conflict affected using data and information from the National Statistics Office and National Nutrition Council. Chronically food insecure barangay and sitios within the selected municipality must be prioritized.
- b) Poverty rate is more than 50% based on the small area estimates of the National Statistics and Coordination Board
- c) The municipality has been massively affected by flooding and other natural disaster
- d) Willing and capable to undertake the project

## **Selection/Identification Criteria for Target Beneficiaries**

The target beneficiaries for this program shall be those households that are located in the identified communities and their participation shall be determined based on the following:

- a) Target households should be victims of armed conflict or natural disaster
- b) Households should be chronically food insecure
- c) Households with high dependency rate among the family members
- d) Households with totally damaged houses or suffered severe loss of assets that made them unable to support themselves
- e) Households identified by the National Household Targeting System as poor

Each target household will have one representative to participate in the program and he/she should be of working age and physically able to do community works. Moreover, participation of each beneficiary is limited to one project at any given time.

### **Targeting Process**

- The LGU to revisit/revalidate the masterlist submitted earlier using Disaster Assistance Family Access Card (DFAC) and submit final/validated list to the PSWDO for endorsement to the region for further validation/verification and approval together with the WFP.
- If possible, a Project Management Committee (PMC) may also be formed to be composed of at least 3 members preferably from the group of identified beneficiaries and with basic knowledge of the project that the community will undertake. The PMC will assist the LGU in the day to day operation and monitoring of the project. Formation of the PMC is to be facilitated by the Barangay Council together with the LGU. Barangay Council, together with the WFP and LGU, will facilitate the formation of the PMC.
- The Barangay Council shall consolidate and submit the list to the City or Municipal Social Welfare and Development Office (C/MSWDO) for review and verification.
- C/MSWDO shall submit the verified and validated list to the DSWD Regional Office/ARMM for further validation and approval by the Regional Program Management Committee (RPMC) consisting of Regional Director/Assistant Regional Director/ARMM Secretary, Chief of Operations Division, Program Focal Person and representatives from WFP and the PSWDO.

### **7.2 Social Preparation**

- After the selection of beneficiaries, program orientation/sensitization trainings shall be conducted to raise the awareness of the project participants and the community about the rationale, objectives and mechanics of the program. The program orientation on FFW/FFT activity

shall be handled by WFP in collaboration with the DSWD regional office/ARMM and LGU. The DSWD regional office/ARMM shall take charge of the orientation of CFW/CFT activity in coordination with the LGU. Communication materials for FFW/FFT will be produced and disseminated by WFP in collaboration with DSWD regional office/ARMM to preclude politicization of assistance.

### **7.3 Identification, Preparation and Assessment of Project Proposal**

- C/MSWDO shall facilitate the identification and preparation of project proposal for the CFW/CFT and FFW/FFT in collaboration with the technical people at the municipal level (e.g municipal engineer, municipal agriculture officer, etc). The proposed project should be aligned with the existing barangay development plan and local/national initiatives. The proposal will then be submitted to the DSWD regional office/ARMM for assessment and approval. Whenever possible, the LGU may conduct proposal development and pre-assessment using the formats that WFP provides.
- The project proposal will contain the project description, objectives, implementation mechanisms, detailed budgetary requirements and work programme. The budgetary requirements under the FFW/FFT must indicate the amount of assistance to be sourced from DSWD and the hauling/transfer cost that will be subsidized by WFP.
- If possible, the DSWD regional office/ARMM shall convene the RPMC for further review and assessment of the FFW/FFT project proposal prior to approval by DSWD in terms of the rice requirements and by WFP in terms of the logistics requirements of the proposed project. Similar procedures shall apply for project proposal with mixed modality which is a combination of CFW/T and FFW/T.
- The DSWD regional office/ARMM may also engage staff from the provincial and/or regional line agencies (e.g. DA, DENR etc.) to provide technical support to the RPMC in the evaluation of the technical feasibility of the project proposal.
- Projects to be undertaken should include but not limited to the following:
  - Reconstruction of infrastructure/damaged facilities due to disaster
  - Peace building
  - Disaster preparedness
  - Creation of Communal Facilities
  - Repair and Construction of Shelter
- The WFP shall prepare distribution plan in accordance with the approved project proposal and submit the same to the DSWD regional office/ARMM for approval. This plan must contain the list of the approved project/activity, date and place of distribution, number of

beneficiaries and the quantity of rice to be delivered. For CFW/CFT, the DSWD regional office/ARMM shall require the LGU to prepare a similar plan as basis of cash distribution.

#### **7.4 Execution of FFW/FFT and CFW/CFT Activity**

- Once the project proposal is approved, the DSWD regional office/ARMM shall advise the project partners (WFP and LGU) for the beneficiaries to start with the implementation under the close supervision of the LGU.
- A logbook must be maintained to record the program participants daily work attendance and this must be provided to WFP as basis for the preparation of Food Request Note and DSWD to prepare the Cash Assistance Payroll

#### **7.5 Distribution Scheme**

##### **Rice Allocation/Withdrawal**

- Rice will be allocated as per approved project and allotment.
- Actual rice provision for each beneficiary will be based either on the number of days rendered or on work/project output.
- The DSWD regional office/ARMM shall procure rice from the NFA upon validation of the Food Request Note and project progress/completion report submitted by WFP.
- All relevant documents for the purchase of rice shall be provided by the DSWD regional office/ARMM to the National Food Authority (NFA).
- The authorized regional office/ARMM staff shall keep the copy of the Warehouse Stock Issue (WSI) and official receipt from NFA for every rice withdrawal for liquidation and auditing purposes.
- The rice to be purchased from NFA should be new stock or 3 months old at the most and must be iron-fortified.
- Appointed superintendent of WFP shall be responsible for the quantity and quality control of rice and has the authority to reject loading of NFA rice if it does not meet the minimum quality requirements.

### **Rice Transfer and Distribution**

- WFP shall be responsible in transporting the rice procured by DSWD regional office/ARMM from NFA to the distribution sites regardless of volume.
- DSWD regional office/ARMM will discuss and agree with WFP and LGU the manner of rice delivery to the distribution sites as well as the tasks and functions. The distribution sites should be closer to the beneficiaries or within the strategic area of the barangay.
- For larger projects, delivery of rice will be done every week until the project is completed.
- For smaller projects, the delivery of the food will be done upon project completion.
  
- WFP to submit duly accomplished Rice Distribution Sheet (RDS) to the DSWD regional office/ARMM signed by WFP accountable Officer together with the MSWDO and the Municipal Mayor. Likewise, WFP may use its own logbook during distribution as their way of tracking participants and food distribution.

### **Cash Allocation and Distribution**

- The DSWD regional office/ARMM shall disburse the cash assistance directly to the beneficiaries in coordination with the LGU and barangay captain. The distribution sites should be closer to the beneficiaries or within the strategic area of the barangay both for the security of the program staff and the beneficiaries.
- If applicable, cash distributions may be done in coordination with WFP as per rice distribution dates for locations targeted by the mix modality (50% food and 50% cash).
- Payment shall be based either on the actual number of days rendered or work output.
- For projects of short duration, cash payment will be done after project completion. Payment for long-term duration projects will be made every week until project completion.
- Prior to cash pay-out the Regional Monitoring Team shall review and validate the implementation report prepared by the LGUs, if and when needed.

## 8. Monitoring, Reporting and Documentation

### FFW/FFT Project

- WFP shall visit each community with on-going project once a month in collaboration with the LGU until the project is completed. This site visit will be the basis of WFP in preparing process and progress report including success and challenges to be submitted to DSWD Regional Office/ARMM copy furnished the LGU at the end of the month.
- DSWD regional office/ARMM shall conduct random visit and provide technical support to the program partners during the actual visit on a monthly basis.
- As appropriate, DSWD, WFP and the line agencies of the LGU shall jointly visit project sites and ensure the performance of the project.
- WFP to prepare completion report with photo documentation for submission to DSWD regional office/ARMM within two weeks after the project ends. The said report will be consolidated by the DSWD regional office/ARMM for submission to the Central Office.

### CFW/CFT Project

- Project site monitoring by the LGU shall be done on a weekly basis until the project is completed.
- DSWD regional office/ARMM shall conduct random visit and provide technical support to the LGU on a monthly basis.
- As appropriate, DSWD and the LGUs line agencies will jointly visit project sites and ensure the performance of the project.
- DSWD regional office/ARMM in coordination with the LGU shall prepare completion report with photo documentation two weeks after the end of the project for consolidation and submission to the DSWD-Central Office.
- Assessment, monitoring and reporting of cash will be done by DSWD. If required, WFP can support by sharing formats and guidelines.

This guideline shall take effect immediately.

  
**CORAZON JULIANO-SOLIMAN**  
DSWD Secretary