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Utilizing Government Social Structures for Emergency Preparedness and Response

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Utilizing Government Social Structures for Emergency Preparedness and Response



World Food Programme

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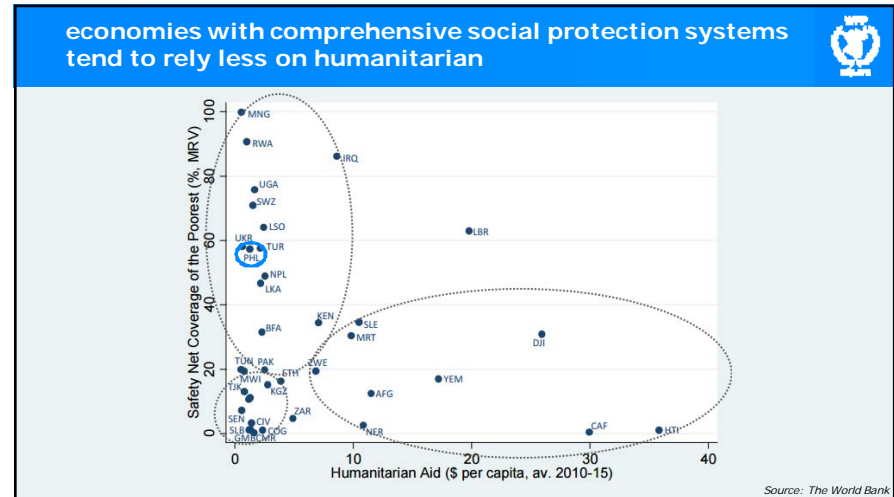
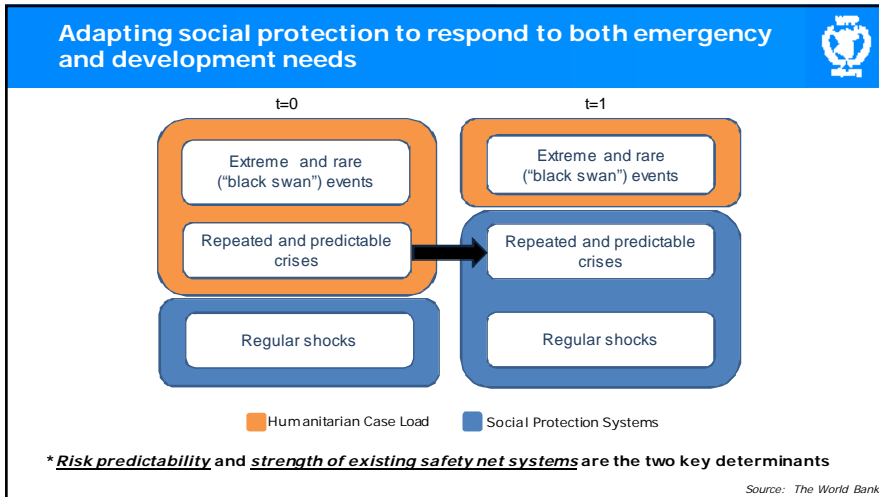
Natural Disasters Undermine Development Gains



Poor households are more likely to be affected by disasters:

- Food security, nutrition, and family assets are at risk when small farmers/fishers loose their crops
- Food prices increase and the poorest cannot afford to buy basic food products
- Livelihoods are lost when employers cease operations





What do we mean by Adaptive Social Protection?



- **Adaptive social protection** is an integrated approach developed to address the challenges of adaptation to climate risk and improve the management and response to shocks
- Adaptive social protection programs are flexible programs
 - They protect poor households from climate and other shocks through predictable transfers, building community assets, and other programs that help them build their resilience; and
 - Can be scaled up to respond to extreme events





Benefits of Social Protection Programs



Social protection programs:

- Are **cost-effective**, costing economies only between 1.5 percent and 1.9 percent of GDP – far less than most government spending on fuel subsidies
- Improve **social mobility** disrupting the poverty cycle in families
- Have **positive and significant impacts** on education, health, and food security
- Provide **resilience** against shocks
- Help improve the **local economy** by generating additional income
- Are tailored to be **economy-specific**





Why work through social structures of the government

Providing emergency assistance using established government structures allows us to:

Increase Emergency Response Efficiently

- Using existing government databases
- Using tested assistance modalities
- Scaling up humanitarian response

Link Short-term Emergency Aid to Long-term Development Assistance

- Expanding regular government assistance in emergencies using the same guidelines
- Targeting the near-poor easily
- Harmonizing all assistance (emergency and regular) through a single delivery system ("wallet concept")





In the Philippines, typhoons have historically affected the well-being of the poorest households

On average, the Philippines is affected by:


- 20 typhoons every year
- Frequent seismic and volcanic activity due to its location near the Pacific Ring of Fire

And typhoons that hit the Philippines have been found to:

- Depress household (HH) income by 6.7%
- Depress HH expenditure by 7.1%
- Reduce human capital investments in health by 13.3% and education by 14.3%
- Food expenditure reduced for 3 years

Private sector losses and livelihoods often account for the majority of losses after a disaster

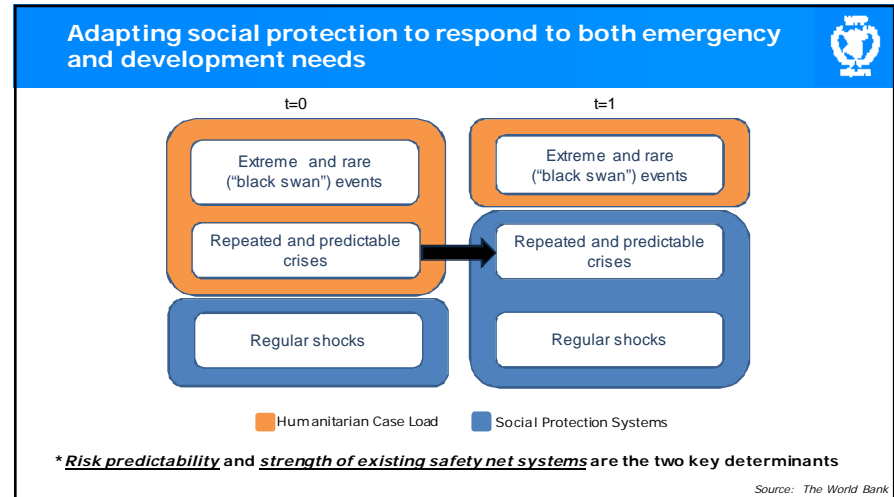
Example: Typhoons Ondoy & Pepeng (2009)



Sources: World Bank, 2010; Antilla-Hughes & Hsiang, 2013 Source: The World Bank, 2010

2013: Super Typhoon Haiyan (Yolanda)

On 8 November 2013, Category 5 Typhoon Haiyan (locally named 'Yolanda') swept across the Visayas region of the Philippines. Haiyan is the strongest storm recorded at landfall.




Super Typhoon Haiyan: The deadliest natural disaster in the Philippine history


Damage by Super Typhoon Haiyan caused:

- 4 million people losing their homes
- Over 6,000 fatal casualties
- 6 million people losing their jobs
- 90% of buildings in the city of Tacloban destroyed
- Loss of power and telecommunications in several areas


WFP response to extreme and rare “black swan” events:




20,000+
metric tons of WFP food distributed




27,730
total cubic meters of humanitarian cargo



141,000
mothers and children were given supplementary micronutrients to prevent malnutrition



2.9 million+
beneficiaries reached through food and cash assistance.




\$12 million
cash disbursed utilizing social protection systems

Providing cash-based transfers through the Philippines' Social Structures of the Government

The Philippines' CCT program:
The Pantawid Pamilyang Pilipino Program (4Ps)

What is the 4Ps?

- Human development program of the national government
- Launched in 2008
- Invests in the health and education of poor households, particularly of **children aged 0-18 years old**.
- Modeled after the CCTs implemented in other developing economies (Bolsa Familia in Brazil and Oportunidades in Mexico)
- The 4Ps reaches 4.4 million households (2015)




Pantawid Pamilyang Pilipino Program

Who can avail of the 4Ps cash grants?





Cash grants to beneficiaries when they comply with a set of conditions:

1. Pregnant women must avail pre- and post-natal care and be attended during childbirth by a trained health professional;
2. Parents must attend Family Development Sessions (FDS);
3. 0-5 year old children must receive regular preventive health check-ups and vaccines;
4. 6-14 years old children must receive deworming pills twice a year.
5. All child beneficiaries (0-18 years old) must enroll in school and maintain a class attendance of at least 85% per month.


Why was this possible?



- Targeting was in place: *Listahanan*:
 - Effective national targeting system to identify poor households.
 - Accurate targeting system
 - Used by more than fifty national government agencies, local government units, and non-government organizations
- Delivery mechanism was already set up and it worked
- Fast delivery of cash to targeted recipients

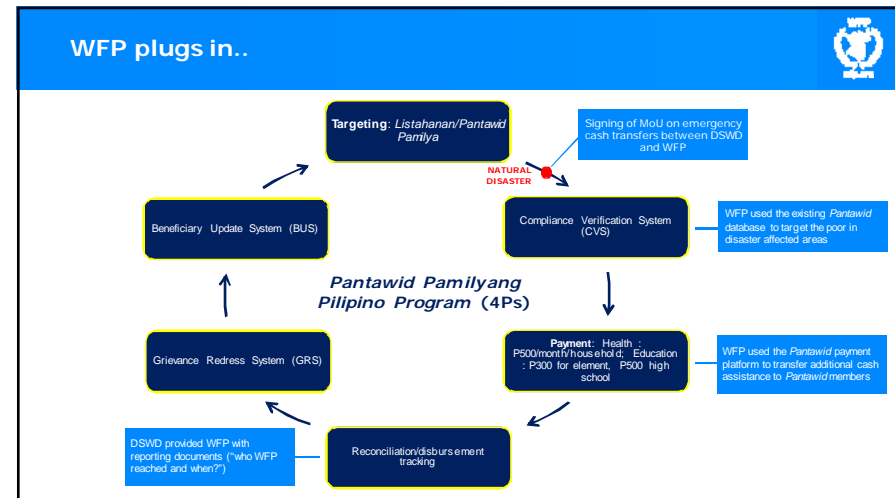
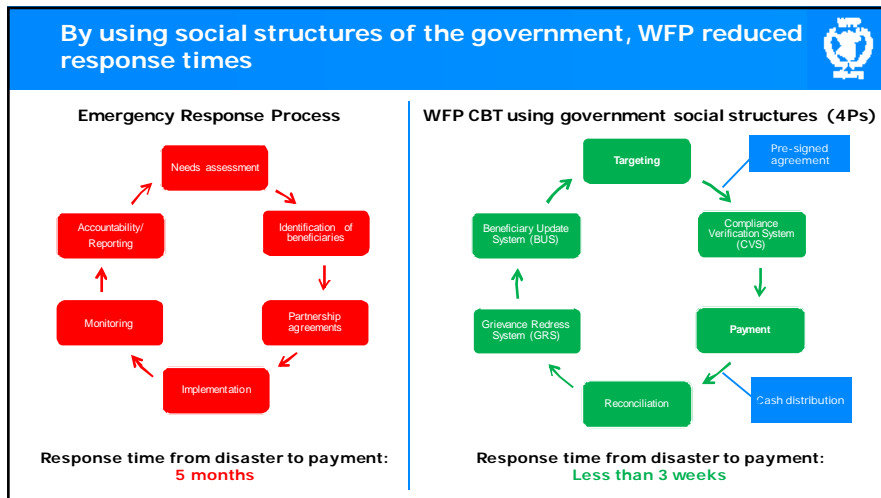





By using social structures of the government WFP reached more people and distributed more resources




Year	Project Name	Beneficiaries	Cash Transfer Value (USD)
2015	PRRO 200296 - HAGUPIT (RUBEN)	16,015	1,085,997
	IREMOPI 200801 - HAGUPIT (RUBEN)	37,895	387,966
2014	PRRO 200296 - BOHOL & MINDANAO	3,220	1,772,339
2014	FMOP 200631 - IBAIYAN (YOI ANDA)	527,170	7,234,569
	FMOP 200631 - IBAIYAN (YOI ANDA)	111,280	1,041,000
2013	PRRO 200396 - BOPIIA (PABLO)	153,045	2,093,277
2012	PRRO 200135 - WASIH (SENDONG)	60,210	470,808
	FMOP 200076 - KITSANA (ONDOP)	49,822	1,035,803

While increasing capacity, empowerment, ownership, and accountability




When not plugged in


- Attention through other means:



NGO
Non-Government Organizations




Private Sector



Private Voluntary Organizations


- Attention to population outside government and non-profit assistance databases



WFP support to individual households within the government's Haiyan Emergency Response

Unconditional cash transfers using the *Pantawid* conditional cash transfer mechanism:

Utilizing a
Unconditional Cash Transfers Thru Conditional Cash Transfer Mechanism




Regular Government support to *Pantawid* beneficiaries pre-Haiyan
Health: P500/month/household;
Education: P300 for elementary school, P500 high school

Additional WFP support over 2 months (top-up)
P1,300 per participant + 50kg bag of rice over 2 months

RESULTS:

- 500,000 beneficiaries reached
- US\$6 million distributed



Take home message: Social structures of the government can be used to scale up disaster response more efficiently

The model

The diagram shows a graph with 'Benefit amount' on the vertical axis and 'Population' on the horizontal axis. A grey box at the bottom left represents the 'Core/ regular safety net program' for 'Regular program beneficiaries (sub set of the poor)'. A larger teal box above and to the right represents 'Vertical expansion' (increasing benefit amount) and 'Horizontal expansion' (reaching more population). An arrow points from the core program to the expanded program.

The post-Haiyan experience





The diagram shows a flow from 'Regular Pantawid Beneficiaries' (4Ps beneficiaries) to 'W/let System' (Not regular 4Ps beneficiaries targeted for assistance) to 'WFP Cash transfers through NGO partners' (Non-4Ps beneficiaries reached by NGOs). An arrow points from the W/let System to the WFP transfers. A dashed box above the W/let System is labeled 'Alternative mechanisms needed to reach this segment'. An arrow points from 'Additional WFP cash top-ups after disasters' to the W/let System.

Source: The World Bank

Lessons learned

By using social structures of the government we ensured:

- A cost-effective approach
- Shorter response times
- Sustainable system
- Reduced risk of duplicating efforts
- Stronger partnerships with local and national government through empowerment and ownership
- Opportunity to develop a common delivery system covering all social programs and incoming emergencies ("Wallet concept", as in Indonesia's E-Warung) using a unique database



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