



World Food
Programme

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Evaluation of Philippines WFP Country Strategic Plan 2018 - 2023

Terms of reference

May 2022

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1. Background

1. These terms of reference (ToR) were prepared by the WFP Office of Evaluation based upon an initial document review and consultation with stakeholders.
2. The purpose of these terms of reference is to provide key information to stakeholders about the evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation. The ToR are structured as follows: Section 1 provides information on the context; Section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Section 3 presents the WFP portfolio and defines the scope of the evaluation; Section 4 identifies the evaluation approach and methodology; and Section 5 indicates how the evaluation will be organized. The annexes provide additional information.

1.1. INTRODUCTION

3. Country strategic plan evaluations (CSPEs) encompass the entirety of WFP activities during a specific period. Their purpose is twofold: 1) to provide evaluation evidence and learning on WFP performance for country-level strategic decisions, specifically for developing the next country strategic plan (CSP); and 2) to provide accountability for results to WFP stakeholders. These evaluations are mandatory for all CSPs and are carried out in line with the WFP Policy on Country Strategic Plan and the WFP Evaluation Policy.

1.2. CONTEXT

General overview

4. The Philippines is an archipelagic country bordering the South China Sea to the west, the Philippine Sea to the east, and the Celebes Sea to the southwest, and shares maritime borders with Taiwan, Japan, Palau Indonesia to the south, Malaysia, Brunei, Vietnam, and China. It is composed of 7,641 islands divided across three main islands groups: Luzon, Visayas and Mindanao, covering a total area of 300,000 s.q. km, including 235,975 km of coastline. The Philippines is a constitutional republic with a presidential system, divided into 17 administrative regions which include one autonomous region in the country: the Bangsamoro Autonomous Region in Muslim Mindanao.
5. In 2020, the Philippines has a population of 109,581,085¹ with a density of 367.5 inhabitants per square kilometers. Half of population lives in rural areas (52.6%) while the rest (47.4%) is distributed across the urban areas.² Life expectancy at birth is 71 years, and the total fertility is 2.52 per woman while the adolescent birth rate is 52.36 per 1000 girls. The Philippines hosts the Tagalog people who account for 24% of total population, followed by Bisaya (11.4%), Cebuano (9.9%), Ilocano (8.8%), Hiligaynon/Ilonggo 8.4%, Bicol/Bicol 6.8%, Waray 4%, and other local ethnicity 26.1%³. The predominant religion is the roman catholic (79.6), followed by other Christian religious groups (9.1%), Islam (6%) and other religions (5.3%). The official languages are Filipino and English.
6. The paragraphs below provide an overview of the Philippines main country characteristics, while additional details on secondary data and socioeconomic indicators are provided in Annex 2: Philippines Country Fact Sheet.

Macroeconomic Overview, Poverty and Inequality

7. The Philippines is a middle-income country and one of the most dynamic economies in the East Asia Pacific region. The Philippines ranked 107 out of 189 countries in the Human Development Index with a score of 0.718 in 2019.⁴ With increasing urbanization and a growing middle class, in 2020 the Philippines registered a gross domestic product (GDP) per capita of USD 3,298.8.⁵ This dynamism is rooted in strong consumer demand supported by a vibrant labor market, robust remittances from the diaspora and a

¹ World Bank (2020)

² Philippines Statistical Authority, 2020 Census of Population and Housing

³ CIA World Factbook, 2021. Philippines

⁴ UNDP, *Human Development Report, 2020*

⁵ World Bank, *World Development Indicators, 2021.*

well performing service sector⁶. The national GINI index declined from 44.6 in 2015 to 42.3 in 2018, while the poverty rate declined from 23.3% to 16.6% over the same period⁷. In 2020, the COVID-19 pandemic slowed down the country's economic performance and poverty reduction efforts, with a -9.6% contraction in GDP growth in 2020 driven by heavy declines in consumption and the sharp slowdown in tourism, exports and remittances. Also, the country registered a slight increase in poverty incidence during the first semester of 2021, which now accounts at 23.7% when compared to the same period for 2018⁸. The country is expected to recover, judging by the 3.7% expansion registered in the first half of 2021 supported by public investments and external environment recovery.

National policies and the SDGs

8. The Philippines Development Plan (PDP, 2017 – 2022) is the main policy instrument for the Government of Philippines to guide the formulation and implementation of relevant development reforms in the country. Aligned with the 2030 Agenda and its commitment of “Leaving No One Behind”, the PDP strategic priorities address the country major overarching challenges such as food security, nutrition and reduction of poverty and inequalities. The Philippines national Government launched a National Food Policy (NFP) in 2020 to combat hunger. This is in support of SDG 2 and WFP Philippines CSP Strategic Objective 2. As part of the policy, an Inter-Agency Task Force on Zero Hunger was established to coordinate work with government agencies, as well as monitor and evaluate government progress in attaining zero hunger.
9. The 2030 Agenda is also reflected in the country long term national vision, the AmBisyon Natin 2040, whose overarching aim is to achieve a secure and stable society, ensuring food security, peace and enough economic resources to ensure the overall well-being of citizens. The Philippines commitment towards the 2030 Agenda started in 2015 through a series of technical workshops, assessments and bilateral meetings with international counterparts and relevant development partners. The initial list of SDG indicators for the Philippines was finally approved in 2017 and the National Statistics Authority constantly monitors progress towards the SDGs.⁹
10. In 2016, the Philippines presented a Voluntary National Review¹⁰ (VNR) at the High-Level Political Forum (HLPF). Building on the lessons learned from the MDGs, the VNR describes national priorities towards the Sustainable Development Goals (SDGs), outlines the initiatives to integrate the SDGs in the national plans and programs and identifies possible challenges towards their implementation. The VNR reports the existence of a good enabling environment for the implementation of the SDGs and demonstrated good practice in mapping out SDG for national monitoring and reporting, underlining the country commitment and accountability towards the 2030 agenda. There is a planned VNR follow-up in 2022.

Food and nutrition security

11. Food security has been a major issue for the Philippines over the last years¹¹. While the country has achieved several improvements in reducing its food insecurity levels and ranked 68th out of 116 countries in the Global Hunger Index, it still has an overall moderate hunger level¹² and malnutrition and chronic food insecurity are persistent. More specifically, around 64% percent of Filipinos are chronically food insecure, while the population of moderately and severely food insecure account for nearly 22 million people¹³. Also, recent assessments show that childhood stunting levels remain high (28.8%) while child wasting has slightly increased to 5.8 percent (from 5.6 percent in 2018), and overweight/obesity is at 2.9 percent¹⁴ based on the 2019 National Nutrition Survey. One of the main drivers of food insecurity and malnutrition in the Philippines relates to its high vulnerability to impacts of climate change and natural

⁶ World Bank, *Philippines Country Profile*, 2021.

⁷ World Bank, 2021

⁸ The Philippines Statistics Authority, December 2021

⁹ Philippines Statistics Authority, SA Board Resolution No. 9, Series of 2017- *Approving and Adopting the Initial List of Sustainable Development Goals for Monitoring in the Philippines*

¹⁰ Government of Philippines *Voluntary National Review towards the 2030 agenda*, 2016

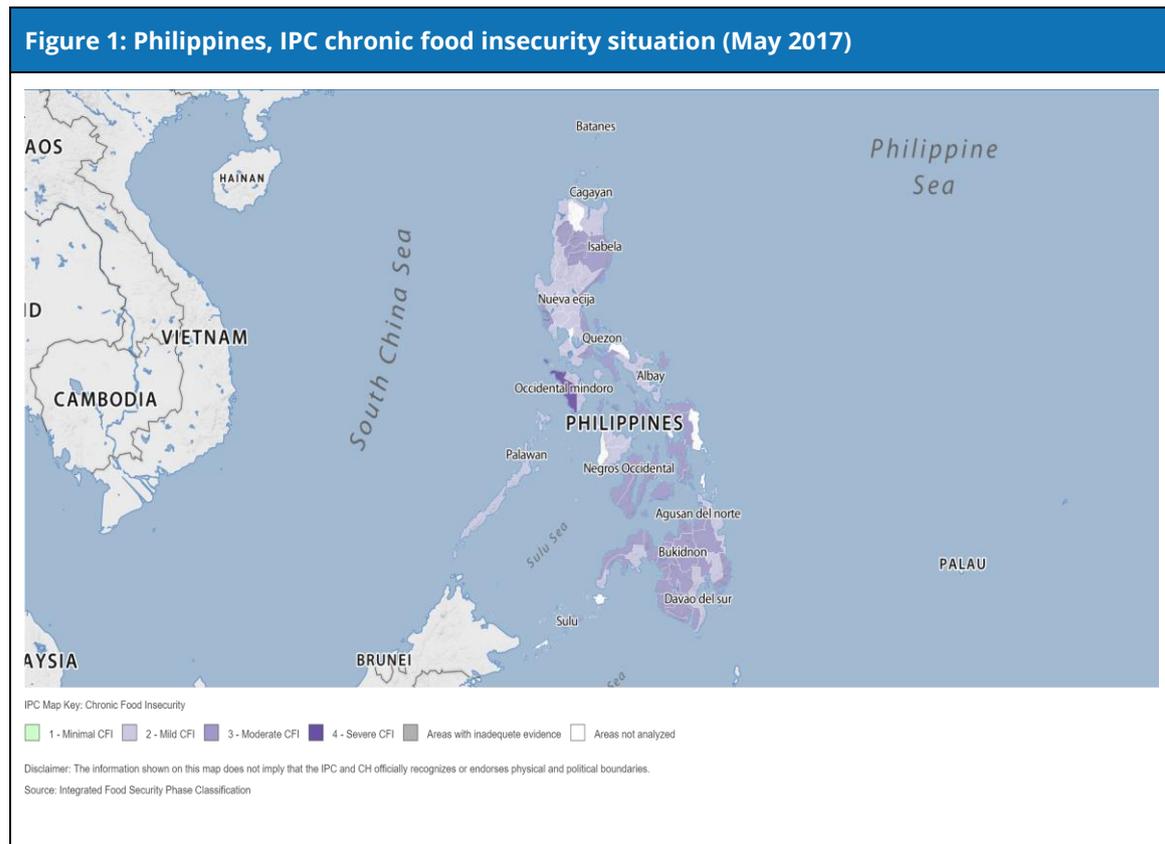
¹¹ Government of Philippines, *Philippines Development Plan 2017 - 2022*

¹² Global Hunger Index 2021

¹³ IPC, *Philippines: Chronic Food Insecurity Situation 2015-2020*.

¹⁴ Government of the Philippines, *National Nutrition Survey*, 2019

hazards, such as earthquakes, volcanic eruptions, typhoons and droughts. In 2020, the country suffered from a triple hit with the typhoons Molave, Goni and Vamco which pummelled the same regions in quick succession, causing the worst flooding in the last 45 years. The Philippine Plan of Action for Nutrition 2017-2022 is an integral part of the Philippine Development Plan 2017-2022. It is consistent with the Duterte Administration 10-point Economic Agenda, the Philippine Health Agenda, and the development pillars of protective concern, transformation), and development. It considers country commitments to the global community as embodied in the 2030 Sustainable Development Goals, the 2025 Global Targets for Maternal, Infant and Young Child Nutrition, and the 2014 International Conference on Nutrition.¹⁵ In 2022, planning for the update on the PPAN is beginning.



Source: IPC Technical Working Group (31/12/2021)

Agriculture

12. Agriculture is a very important sector of the Philippines economy, accounting for 10.2% of the GDP and employing 22.9% of the total workforce (13.6% female)¹⁶. Challenges that hamper productivity include limited access to credit and agricultural insurance, low farm mechanization and inadequate postharvest facilities, inadequate irrigation, scant support for research and development, weak extension service, incomplete agrarian reform program implementation.¹⁷ Filipino women, who comprise about 25 percent of the agricultural workforce, have more financial and agricultural decision-making power compared to women in other Southeast Asian countries;¹⁸ however, they also have a more reported intense workload and less access to land and its entitlements.¹⁹ The latest Census on Agriculture and Fishery in 2012

¹⁵ https://www.nnc.gov.ph/phocadownloadpap/PPAN/18Sept_PPAN2017_2022Executive%20Summary.pdf

¹⁶ World Bank, World Development Indicators, 2020

¹⁷ <https://ap.iftc.org>

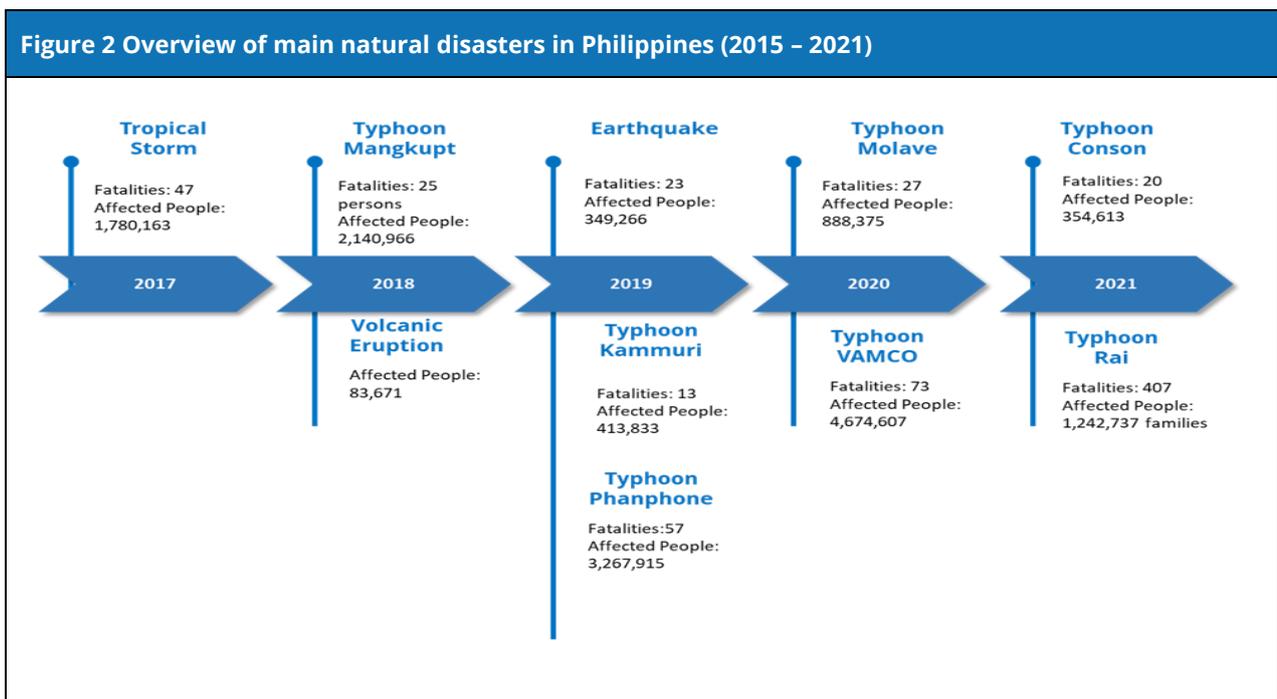
¹⁸ Akter, S., Rutsaert, P., Luis, J., Htwe, N. M., San, S. S., Raharjo, B., & Pustika, A. (2017). Women's empowerment and gender equity in agriculture: A different perspective from Southeast Asia. *Food Policy*, 69, 270–279. <https://doi.org/10.1016/j.foodpol.2017.05.003>

¹⁹ Philippine Commission on Women. 2021. Agriculture, Fisheries and Forestry.

indicated a total 5.6 million holdings/farms, covering 7.3 million hectares, with more than half of them being less than 1 hectare²⁰, underlining an intensive agricultural model. The major crops are rice, corn, cassava, sweet potatoes and eggplants²¹.

Climate change and vulnerability

13. The Philippines is exposed to the impacts and consequences of climate change including sea levels rise, typhoons, extreme weather events and rainfall. It is located in the world's most cyclone-prone region, averaging 19–20 cyclones each year, of which 7–9 make landfall²². Since 2001, the Philippines has experienced a total of 317 weather-related events, the highest among the most affected countries. It is also located in an area of considerable tectonic activity, possessing 22 active volcanoes. An example of this was witnessed with the eruption of Mount Mayon in early 2018, which resulted in the evacuation of up to 90,000 people.²³ Figure 2 below provides an overview of main natural disasters in Philippines (2015 – 2021). In 2021, the Philippines ranked 17th in the world as the most affected country from extreme weather events in the Global Climate Risk Index (CRI) 2021²⁴.



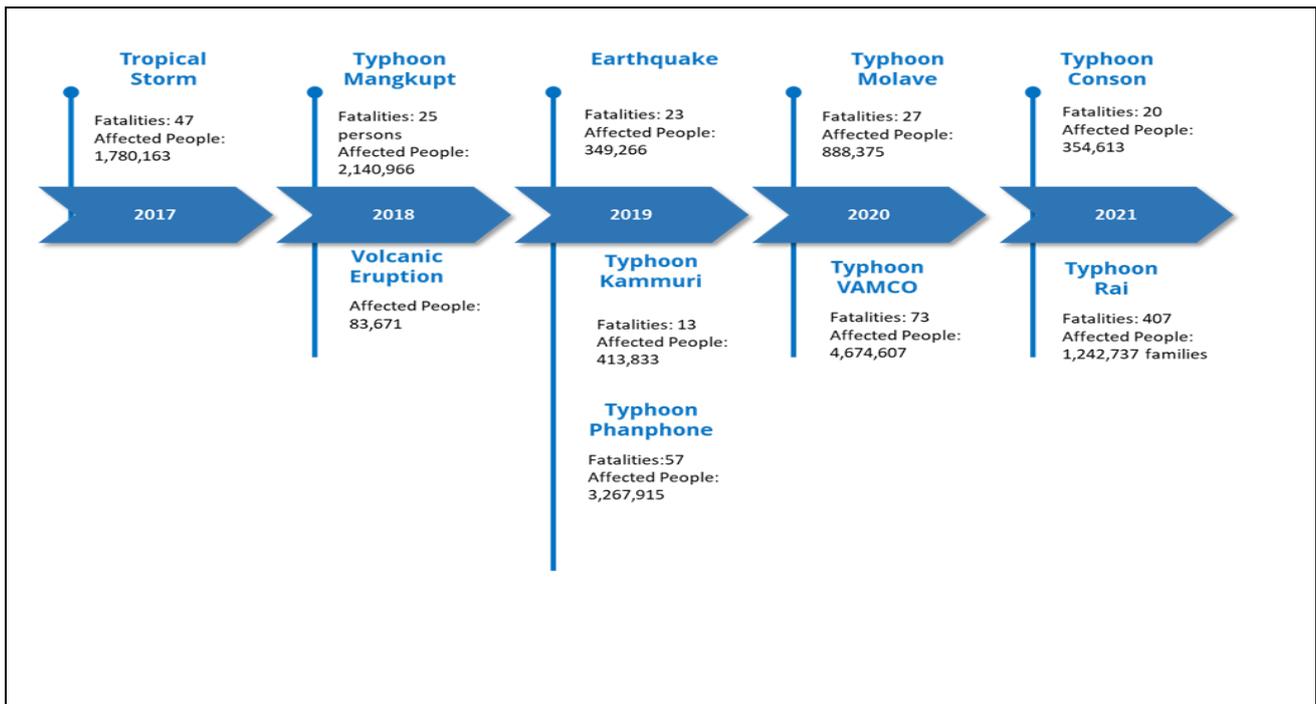
²⁰ The Philippines Statistical Authority, *Agriculture and Fisheries Census*, 2012.

²¹ The Philippines Statistical Authority, *Agriculture and Fisheries Census*, 2012.

²² USAID, *Climate Change Risk Profile*, 2017

²³ World Bank Climate Change Knowledge Management Portal, 2021

²⁴ Global Climate Risk Index, Philippines, 2021



Source: Elaborated by OEV based on data from Asian Disaster Reduction Center (ADRC), data extracted on 05.01.2022

Education

14. The Philippines has an education system, providing a wide range of education levels from early years up to college and university across the country. The Philippines overall literacy rate level is quite advanced accounting at 98.2% in 2018 with primary and secondary school enrolment rates reaching 99.1% and 93.9% respectively in 2019. Disaggregating by gender, the female primary and secondary school enrolment rate accounts for 97.6% and 93.6% respectively, while the male primary and secondary school enrolment rate account to 100.6% and 85.9% respectively, over the same period of time²⁵. The percentage of population with at least secondary education was 73.2 in 2019. In 2016, the Department of Education launched an educational reform with the aim to increase the compulsory basic education cycle up to 13 years²⁶. The Government of Philippines has a School-Based Feeding Program which WFP supports through enhancing of production of iron-fortified rice for the school meals. The lack of face to face classes for two years due to COVID shut down and the impact on education levels is a major concern.

Gender equality and women's empowerment

15. The Philippines is ranked 107 out of 169 countries in the Gender Inequality Index²⁷. It remains the best performing country in Asia in terms of closing the gender gap, according to the Global Gender Gap Report 2020 of the World Economic Forum. The report shows that the Philippines has closed 78% of its overall

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