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Exploratory Analysis of the Linkages and Synergies between the Walang Gutom Program and Other Adaptive Social Protection Programmes and Policies in the Philippines

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Exploratory analysis of the linkages and synergies between the Walang Gutom Program Program and other Adaptive Social Protection programmes and policies in the Philippines

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Abstract

This study explores how a social protection programme, the Walang Gutom Program Program, can improve management of climate risks and strengthen climate resilience in the Philippines by strengthening its integration to the national Adaptive Social Protection (ASP) system. Through a review of the literature and background documents, extensive stakeholder consultations, and a quantitative analysis of household data sets, the study documents the opportunities and challenges of realising this goal. The Walang Gutom Program is a food-based social protection programme that addresses food poverty and hunger. The firsy pilot of The Walang Gutom Program was implemented in selected provinces between December 2023 and July 2024, providing food vouchers to households and enabling them to buy fresh food from selected retailers, complemented with nutrition education. While the first The Walang Gutom Program pilot had a limited impact, the study shows how it could play a more significant role in complementing the existing social protection system by filling in the gaps in its coverage. The Walang Gutom Program should also specifically target households that are lacking resilience. The key channels for The Walang Gutom Program to strengthen ASP involve linkages with other social protection programmes through a coherent exit strategy and implementation of convergence between programmes, anticipatory action and shock responsiveness. Better institutional coordination, integration of climate objectives and information into programmes are recommended as system level measures. Making adjustments to delivery systems to enable rapid shock response, enhancing interoperability and piggybacking on recent developments such as the Philippine National ID System (PhilSys) provide further opportunities to strengthen the the ASP system.

Keywords
Adaptive social protection; climate resilience; shock responsive social protection; food vouchers

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Résumé

Cette étude explore comment un programme de protection sociale, The Walang Gutom Program, peut améliorer la gestion des risques climatiques et renforcer la résilience climatique aux Philippines en renforçant son intégration au système national de protection sociale adaptative (PSA). Grâce à un examen de la littérature et une analyse documentaire, à des consultations approfondies avec les parties prenantes et à une analyse quantitative des ensembles de données sur les ménages, l'étude documente les opportunités et les défis liés à la réalisation de cet objectif. The Walang Gutom Program est un programme de protection sociale focalisé sur l'alimentation, qui a pour but la lutte contre la précarié alimentaire et la faim. Entre décembre 2023 et juillet 2024, une première phase pilote a été engagée, fournissant des bons alimentaires aux bénéficiaires dans certaines provinces, afin de permettre aux ménages d'acheter des aliments frais auprès de détaillants sélectionnés. Ces activités ont été complétées par une éducation nutritionnelle. Bien que l'impact du premier pilote du The Walang Gutom Program soit encore relativement faible, l'étude montre qu'il pourrait gagner en efficacité s'il intervenait en complément du système de protection sociale existant en comblant les lacunes dans sa couverture. The Walang Gutom Program devrait également cibler spécifiquement les ménages vulnérables. Les principaux canaux pour que The Walang Gutom Program renforce la PSA impliquent des liens avec d'autres programmes de protection sociale à travers une stratégie de sortie cohérente et la mise en œuvre de la convergence entre les programmes, une action anticipatoire et une réactivité face aux chocs. Une meilleure coordination institutionnelle, l'intégration des objectifs climatiques et des informations de beneficiaires dans les programmes sont recommandées comme mesures au niveau systèmique Apporter des ajustements aux systèmes de livraison pour permettre une réponse rapide aux chocs, améliorer l'interopérabilité et se greffer sur les développements récents tels que *le Système national d'identification des Philippines* (PhilSys) offrent d'autres opportunités pour renforcer le système de PSA.

Mots-clés
Protection sociale adaptative ; résilience climatique ; protection sociale réactive aux chocs ; bons alimentaires

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Introduction

Highly vulnerable to natural disasters and climate change impacts, the Philippines faces significant challenges in protecting its citizens. The country was ranked fourth in the Global Climate Risk Index 2021 report (Eckstein et al., 2021) and holds the top spot in the 2024 World Risk Report (World Risk Report 2024, 2024). Further, climate shocks disproportionately impact vulnerable populations, especially those living in high-risk areas. The Philippines Country Climate and Development Report estimates climate change will reduce the country's GDP by 7.6 per cent lower by 2030, and this impact rises to 13.6 per cent by 2040 (World Bank Group, 2022).

Enhancing climate resilience through social protection, including reducing generic vulnerability and the detrimental impacts of shocks and supporting households to adapt to climate change, is of major importance for the Philippines. Social protection is widely considered as an essential tool for countries to adapt to the increasing climate risks. The 2022 International Panel for Climate Change (IPCC) report recognised the importance of safety nets as an adaptation mechanism, and the need to integrate adaptation into social protection (IPCC, 2022). However, a recent review of integration of climate considerations into social protection programmes in low- and middle-income countries (LMICs) shows that climate considerations are still rarely included in explicit objectives of social protection programmes (Costella et al., 2024).

Adaptive Social Protection (ASP) is a concept that initially arose from the idea of integrating social protection with disaster risk reduction and management (DRRM) and climate change adaptation (CCA) but has evolved into a broader approach to social protection. ASP focuses on addressing shocks and building long-term resilience through system strengthening, though to date it has often prioritised shock response over system strengthening (ILO, 2024). The Government of Philippines (GoP) has adopted a road map to Adaptive and Shock Responsive Social Protection (ASRSP), consisting of measures to integrate a set of social protection programmes, built on comprehensive information systems and institutional arrangements, into a system that supports adaptation, shock response and recovery in an inclusive manner.

The purpose of this study is to explore how a social protection programme, The Walang Gutom Program, can support social protection responses to these risks through the integration of the principles of Adaptive Social Protection and by strengthening the overall system of social protection programmes, especially ASP programmes that provide support before, during, and after a shock occurs, including climate shocks, while also ensuring

income security and protection against life cycle risks. The analysis draws upon an extensive review of documents to analyse the design and institutional set up of ASP programmes, simulations of the scale up of The Walang Gutom Program to highlight its reach and potential impacts on populations vulnerable to climate shocks and stakeholder consultations to identify the key steps to full integration of ASP programmes and information systems.

The Walang Gutom Program is a food-based social protection programme that aims to address food poverty and hunger by providing food vouchers that enable households to buy fresh food from selected retailers, with the right composition of carbohydrates, protein, and fruit and vegetables, complemented by nutrition education. Other complementary elements such as references to job market activities and productivity enhancement sessions have also been planned to improve the sustainability of dietary changes and improved food security through livelihoods strengthening. In addition, it is understood that The Walang Gutom Program has the potential to increase the availability of healthy food and strengthen local food systems.

The Walang Gutom Program was piloted on five different sites in 2023–2024 and is currently being scaled up. The Philippines already has several social protection programmes with different objectives, modalities and target groups, including the flagship social assistance programme Pantawid Pamilyang Pilipino Program (4Ps), the Sustainable Livelihoods Program (SLP) and various measures to respond to climate emergencies such as emergency cash transfers. Given its focus on food security and improving nutrition practices that are also impacted by climate change, and a target group, the food poor bottom one million households identified through the Listahanan standardised targeting system, that may include those who are currently not receiving 4Ps or other social protection benefits, The Walang Gutom Program could complement and strengthen ASP in the Philippines. This study provides a rigorous analysis of both consistency of the design and implementation of the programme with other schemes, the overall social protection system and climate resilience. To the knowledge of the authors, this is the first published analysis of this type concerning a food voucher scheme.

The methodologies adopted in this study include a review of literature and background documents, extensive stakeholder consultations, and a quantitative analysis of household data sets. To conclude, the study provides recommendations for adjustments in the programme design and delivery, including the use of digital technologies and information systems.

1. Background to ASP in the Philippines and The Walang Gutom Program

In this section, we provide a review of literature and a more detailed description of the conceptual framework and the theory of change used in the study.

1.1. Climate change and social protection

Social protection can play multiple roles in the context of climate change, including addressing risks and vulnerability, adaptation and mitigation (Costella et al., 2023; Costella & McCord, 2023; Sengupta & Costella, 2023), offsetting the negative impacts of climate action (Malerba, 2021, 2022a) and promoting climate change mitigation (Malerba, 2022b). While all aspects are important, this study focuses primarily on how social protection can address direct implications of climate change i.e. consequences of climatic shocks and how households can avoid them or reduce their negative impacts on their well-being.

Various impact pathways emerge from the literature (summarised for example in Costella & McCord, 2023) for how social protection transfers may contribute to climate resilience. The key pathways are the following:

Addressing the direct impacts of climate shocks, i.e. providing support in the immediate aftermath of shocks, or in an anticipatory fashion, for example by expanding coverage of social protection or increasing benefits by using the existing system, or through ad hoc adjustments. This aspect is often called shock responsive social protection (O'Brien et al., 2018). The term is often used to refer to temporary expansion of social protection benefits when the system itself is still weak with low coverage. The massive response to the Covid-19 pandemic globally highlighted the potential of social protection to respond to covariate shocks but also revealed how gaps and weaknesses in social protection systems are replicated in the outcomes of shock responses (Gentilini, 2022).

Strengthening social protection systems and registries, along with designing interventions to reach affected populations, is necessary for a comprehensive response. However, there are no extensive systematic reviews of evidence on how effective such measures are (Costella et al., 2023) though individual studies have highlighted that social protection can facilitate recovery from shocks (for an overview, see Hirvonen, 2023).

Building resilience of vulnerable populations or reducing sensitivity to climate shocks and the impacts of increasing severity and frequency of extreme weather events. Poverty, food

insecurity, limited resources, and fragile livelihoods make these populations more vulnerable to severe consequences of shocks and changing weather patterns. Repeated shocks also erode their resilience on a long-term basis. There is also reverse causality: poor populations are more likely to live in areas impacted by worsening climate shocks (Triyana et al., 2024). The concept of adaptive social protection encompasses both shock responsiveness and resilience building, as elaborated below. A large evidence base shows that social protection has positive impacts on many indirect indicators of resilience, such as poverty, food security, and assets. Methodologically measuring resilience is more complex, but a number of studies suggest that it has positive impacts on resilience (Asfaw et al., 2016; d'Errico et al., 2020; Otchere & Handa, 2022; Premand & Stoeffler, 2022), also when used in an anticipatory manner (Pople et al., 2024). However, building resilience may require continuous and sufficient transfers (Abay et al., 2022).

Facilitating adaptation or taking measures to reduce the impact of climate change. At the system level, social protection systems themselves can be considered as "adaptation" as they reduce the impacts of shocks. Through reduction in vulnerability social protection enhances generic adaptive capacity. Facilitating measures specifically taken to adapt to climate risks is another potential pathway. There is emerging but still very limited evidence on positive impacts of social protection on climate adaptation at household or individual level (Bhalla et al., 2024; Sengupta & Costella, 2023; Tenzing, 2020). These impacts, however, depend on design and implementation of the intervention, and may require additional components to support these aims. Crucially, the overall impact depends on functioning of the social protection system, including comprehensive coverage and coordination of different programmes ensuring everybody gets the assistance they need at the right time. Second, evidence shows that accessibility and incentivisation of adaptation measures, information and capacities to undertake them are important (Bhalla et al., 2024).

In practice the distinctions between different roles are not clear cut: from the household perspective, transitioning to less climate sensitive livelihoods can be either adaptation or transformation[1]. Availability of alternative livelihoods opportunities or adaptation mechanisms is also dependent on other policies, including those focused on climate change mitigation and decarbonisation of the economy and large-scale adaptation initiatives. Mitigation policies may also provide sources of funding for social protection through carbon taxes and repurposing subsidies. A system level approach is required both

[1] Transformation refers to a more profound change than just adaptation, such as a complete shift in the livelihoods and functioning of systems, communities and households.

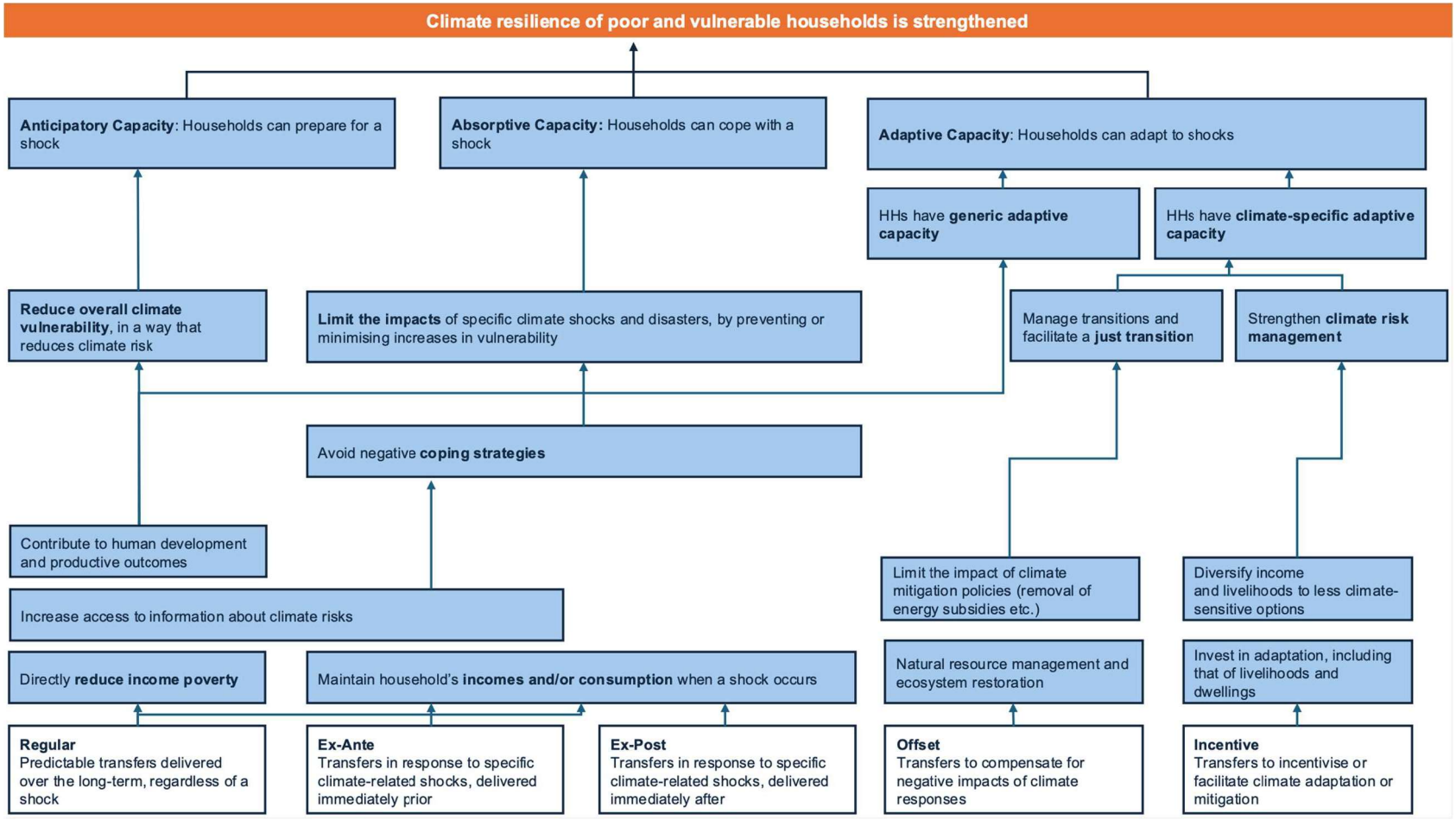
to ensure fiscal sustainability and adequate funds to manage social protection systems and disaster risk management and to integrate social protection into the economy wide transition (UNESCAP, 2023b).

Figure 1 conceptualises these pathways - including the social protection interventions underpinning them and how the pathways intersect – as a system level theory of change. A key takeaway is that building climate resilience through social protection is achieved most effectively through a comprehensive system, where benefits are layered and complementary.

While the objective of this study is on how social protection can contribute to climate resilience, climate change is projected to have a multitude of impacts, and in practice, defining climate change induced risks is not clear cut. Climate change increases frequency and severity of normally occurring shocks and aggravates shocks triggered by generic factors such as food prices, economic fluctuations and health risks (Jafino et al., 2020; Lankes et al., 2024). Occurrences of extreme weather events that are not defined as "disasters" such as heat waves reduce labour productivity and working days that in case of informal precarious work leads to losses of income. Climate trends also have impacts on agricultural productivity, human capital formation, labour productivity and migration (Barrett et al., 2023; Lankes et al., 2024). These observations highlight that building a strong social protection system including life cycle benefits is also essential for climate change, even though specific instruments may be aimed for addressing climate shocks.

Adaptive social protection (ASP) is a concept that originates from the work of the Institute of Development Studies (Arnall et al., 2010; Davies et al., 2008) who defined it as the intersection of disaster risk management, social protection and climate change adaptation. Later literature, particularly by the World Bank (Bowen et al., 2020), defined ASP as including both programmes intended for rapid deployment and those aimed at building resilience and adaptive capacity before, during, and aftershocks occur to prepare populations for climate impacts. By building resilience, the aim is to reduce the impact of future shocks and to avoid a cycle of deepening poverty and vulnerability. Low resilience and slow recovery from a shock may leave households even more vulnerable when new shocks hit. The World Bank approach builds on the specific resilience framework BRACED (Bahadur et al., 2015) that separates absorptive, adaptive and anticipatory capacities. In practice such capacities can be overlapping, but this conceptualisation clarifies the different roles that social protection can play in building resilience.

Figure 1. Theory of Change



Source: Development Pathways.

The World Bank approach to ASP has four key building blocks: programmes, data and information systems, finance, and institutional arrangements and partnerships.[2] With respect to programme design, the objectives of ASP suggest the need for broad and expanding coverage of safety nets that support long-term savings and asset accumulation. However, targeting may be required to prioritise households that are particularly vulnerable to shocks. Social protection programmes can also be used as a platform to provide timely information on forthcoming shocks and access to necessary measures. For the coping element, programmes within ASP systems should provide immediate assistance in case of shocks and in the aftermath. In contrast, long-term resilience building requires programmes that include livelihoods development components. This may include providing support to undertake sustainable income generating activities or diversifying away from livelihoods that are easily impacted by shocks. Long term intergenerational adaptation or transformation is best supported through human capital accumulation. As there may be limited opportunities for household level adaptation without systemic changes, programmes should also support community development and adaptation (Bowen et al., 2020).

Data and information systems are needed for effectively implementing adaptive social protection programmes. Information systems that contain as many beneficiaries as possible facilitate effective outreach, identification, registration and delivery of benefits. ASP highlights the necessity of complementing registries with information on shocks drawn from other sources such as weather data and disaster risk management (DRM) information. Data analysis that combines information on households and their vulnerability, and information on shocks and their consequences, is needed to assess the needs of the population and the best response to disasters before they happen (Bowen et al., 2020). An important aspect of effective shock response is anticipatory action, or a mechanism by which assistance through the social protection system is provided in advance based and triggered by a forecast of a shock (FAO, 2023). Evidence shows that anticipatory action can provide measurable benefits compared to assistance provided ex post (Pople et al., 2024).

Effective implementation of ASP also requires flexible financing that uses mechanisms that have been built to enable releasing financing as necessary. The fourth element of ASP or institutional arrangements and partnerships are crucial because coordinated action is needed to ensure effective response to shocks (Bowen et al., 2020).

[2] Description of ASP is adapted from Bowen et al (2020).

The concept of ASP is now widely used in different contexts, though questions remain about how it differs from the core functions of social protection (Schuring, 2023). A comprehensive social protection system should be well equipped to effectively address vulnerability and risks that predispose individuals and households to shocks. Further, there is still limited evidence on how well ASP works (Desai et al., 2023; Kundo et al., 2023). As highlighted by ILO (2024), while in theory a comprehensive social protection system is shock responsive, social protection systems still require enhancement to become responsive and adaptive to shocks, like the climate crisis. The principles of ASP are nevertheless broadly in line with good practices of strengthening social protection systems, and it should be noted that ASP does not represent a stand-alone branch of social protection but instead presents an approach to be adapted into existing national systems (ILO, 2024).

1.2. Climate change in the Philippines

The most important climatic impact drivers (CID) in the Philippines are increased temperatures and drought, sea level rise and extreme sea levels, extreme precipitation leading floods and landslides, extreme winds and tropical cyclones (CCC & DENR, 2023). Projections show that climate change makes these phenomena both more severe and frequent. They will have impacts on population through several pathways: exposure to climate hazards and disasters, impacts on agriculture and fisheries, health and labour productivity, displacement and migration, water and sanitation, among others (CCC & DENR, 2023). Ultimately, climate risks may have detrimental impacts on development outcomes, such as aggravating poverty and inequality and deteriorating food security.

Climate risks will have proportionately larger impacts on the poor. Importantly, any losses of assets or income are more significant for those with lower asset base or lower/more insecure income (Walsh & Hallegatte, 2020). They also often live in areas that are highly exposed to climate shocks (World Bank Group, 2022). In addition to those already under the poverty line, the impacts of climate change can be detrimental for the near-poor population (World Bank Group, 2022). Disasters, or events where shocks cause "a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the

affected community or society to cope using its own resources"[3] can occur as a consequence of climate shocks. As many as half a million people in the Philippines experience poverty every year due to disasters, many of which are caused by climate shocks (Walsh & Hallegatte, 2020).

Households who are dependent on natural resources are particularly vulnerable, as climate shocks have direct detrimental impacts on their livelihoods. These risks concern a significant part of the population as currently about one quarter of employment in the Philippines is in agriculture and fishing. In addition to disasters, increasing temperatures lead to declining productivity in agriculture and fisheries (CCC & DENR, 2023). By 2030 increasing temperature alone is expected to reduce rice yields by 6 per cent compared to 2020, and the same figure for corn stands at 19 per cent (CCC & DENR, 2023). Impacts on food production will have knock on impacts on the wider population through subsequent food price shocks that are considered as a major risk for large swathes of the population in the Philippines (Alliance of Biodiversity International and CIAT & WFP, 2021). These impacts add to the already problematic cost of healthy food. For example, Fill the nutrition gap-study (WFP, 2018) found that households earning the minimum wage cannot afford a nutritious diet in any region of the country.

The concerns for livelihoods, however, do not only concern agricultural households. Climate change poses a multitude of mutually compounding risks for poor households through its impacts on labour, assets and prices (UNESCAP et al., 2024). In addition to inadequate nutrition, extreme heat and health risks pose a threat to labour productivity. These impacts are also of significant magnitude in the Philippines. It is estimated that reduced capacity to work caused by heat stress will cause annual losses of PHP466 billion by 2030, and in the worst affected area of Mindanao the number of unproductive days will be 274 per year (CCC & DENR, 2023). Health impacts stem from physical injuries, air pollution, damages to water supply and sanitation, and increasing incidence of vector borne diseases such as leptospirosis and Dengue fever, but these are exacerbated by damages to health infrastructure (CCC & DENR, 2023).

Displacement and resulting loss of livelihoods and disruption of education are also significant threats in the Philippines (CCC & DENR, 2023). Both sudden and slow onset events can cause displacement and migration: according to NAP in the 2030 decade 5.3 million people per year are projected to be exposed to typhoons of the two highest categories, 4.8

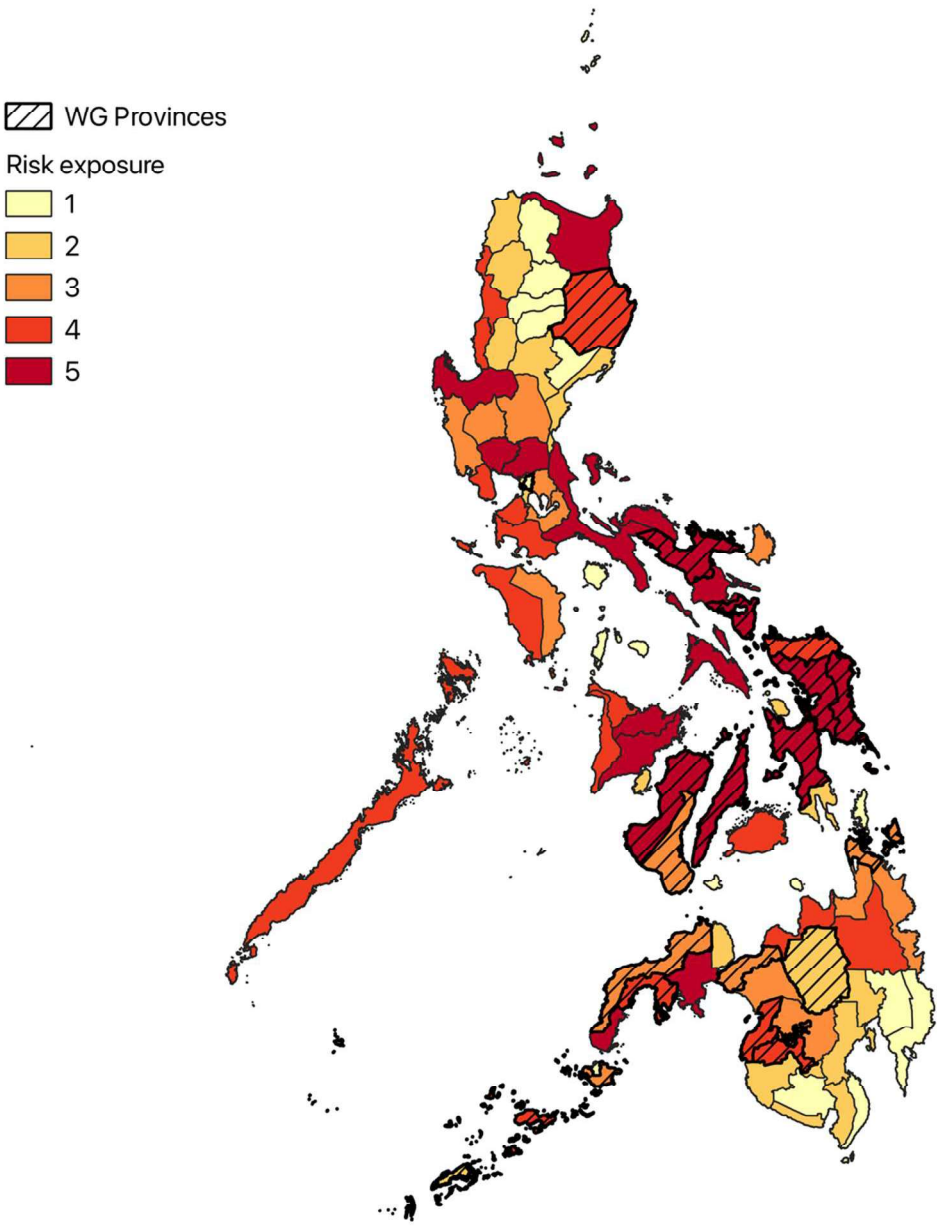
[3] The definition of disaster by the United Nations Disaster Risk Reduction Office (UNDRR) https://www.undrr.org/terminology/disaster

million people to pluvial floods and 150,000 people per year to rising sea levels, and these figures are expected to increase in the 2050 decade, triggering potentially substantial migration. Further, the impacts of climate change are not gender neutral, but women are likely to face the higher cost of climate change due to their decreased resources and decision-making power (World Bank Group, 2022). Loss of indigenous knowledge and traditions is also a potential consequence of displacement (CCC & DENR, 2023).

While the Philippines overall is heavily affected by climate change, there is regional variation in exposure to different CIDs within the country, in terms of the population and infrastructure impacted and the magnitude of the impacts. Figure 2-1 presents a map of provinces, showing their exposure to projected climate driven social, economic and physical impacts in 2030–2040, illustrated by a classification that combines exposure to sea level rise and floods, extreme heat and extreme winds.

The Walang Gutom Program has been scaled up to 21 provinces across the country in 2024. The selection of provinces was based on them falling within the sphere of the Philippine Plan of Action for Nutrition and being among the poorest areas and having the highest rates of food poverty (DSWD 2024b). These provinces are highlighted in Figure 2. As shown by the map, these provinces represent relatively high projected exposure to the impacts of climate change.

Figure 2. Provincial climate risk categorisation



Source: Authors' own elaboration of data from the National Adaptation Plan for the Philippines 2023–2050, and data from DSWD on The Walang Gutom Program scale up.

1.2. Social Protection in the Philippines

The Philippines social protection system is comprehensive in terms of the number of programmes but fragmented in its delivery, investment and coverage. It is similar to that of

other middle-income countries, offering benefits to the poor and social insurance for the formal economy labour force. Many of those in the informal economy with low and insecure incomes as well as women, remain uncovered. Implementing agencies vary by programme, and a lack of coordination, including coordinated and interconnected registries, harmonised targeting mechanisms and lack of digital payments are current barriers to attaining comprehensive protection (World Bank Group, 2023).

Social protection has been recognised as a high priority area for the Government of the Philippines (GoP) in the Philippine Development Plan (PDP) 2023-2028 (NEDA, 2023), with a more detailed implementation outlined in the Social Protection Plan 2023-2028 (DSWD, 2023). The Philippine social protection system comprises of both contributory and non-contributory schemes. Contributory schemes benefit individuals within formal employment, but their coverage remains relatively limited, largely due to the high level of informality in the labour market (World Bank Group, 2023).

There are still challenges regarding coverage within the Philippine social protection system. According to the 2024 World Social Protection report only 34.9 per cent of Filipinos are covered by at least one social protection scheme (ILO, 2024). This leaves majority of Filipinos vulnerable to various lifecycle shocks, a figure which is below the regional average of 47.6 per cent, and 54.4 per cent in Indonesia, 70 per cent in Thailand and 38.3 in Viet Nam. In the context of the Philippines low coverage rates are a result of low State investment, and high levels of informality, with informal employment estimated to be at 80 per cent (UNESCAP, 2023a). Other issues that have been highlighted include fragmentation, the targeting mechanisms as well as digital payment systems, as elaborated below. These barriers limit the system from reaching its full potential.

ASP or adaptive and shock responsive social protection (ASRSP) has been integrated in several national frameworks in the Philippines as outlined in Table 1.

Table 1. Integration of ASRSP in national frameworks

National framework	Description
Philippine Development Plan (PDP) 2023-2028 (NEDA, 2023).	Involves ASP to address both immediate shocks and long-term resilience building and to mitigate various hazards. Recognises that ASRSP will support several of the PDP's strategic goals.
National Climate Change Adaptation Plan, 2023 (CCC & DENR, 2023)	Emphasises social protection as a crucial cross-sectoral strategy to protect livelihoods in the face of climate change impacts.
Social Protection Plan 2023-2028 (DSWD, 2023)	Includes ARSP as of the ten major strategies outlined in the plan. Identifies the adoption and institutionalisation of the ASRSP roadmap as a major priority.
National Disaster Risk Reduction and Management Plan (NDRRMP) 2020–2030 (NDRRMC, 2020)	Emphasises the importance of social protection and outlines access to social protection, risk financing and insurance mechanisms as key outcomes.
Adaptive and Shock-Responsive Social Protection (ASRSP) roadmap (DSWD & NDRRMC, 2021)	Defines an adaptive and shock responsive social protection as one that builds household resilience by providing timely and effective response to risks and shocks. Emphasises four key pillars: information systems, delivery systems, institutional capacity and financing. Proposes leveraging existing social protection programs, including "4Ps," Emergency Cash Transfers (ECT), and Sustainable Livelihoods program (SLP) and Special Areas Agriculture Development (SAAD), to scale up responses before, during, and after disasters.

Social protection and ASP are managed and coordinated by diverse stakeholders, coordination mechanisms and key administrative systems. Table 2 summarises the actors and their responsibilities.

Table 2. Summary of key actors in the ASP

	Actors	**Responsibilities**
Department of Social Welfare and Development (DSWD) - Lead ministry responsible for social protection	Social Registry Office (SRO)	Management of the Listahanan, the national social registry.
	The Walang Gutom Program (WG) National Program Management Office (WGNPMO)	Oversight and coordination of the implementation of The Walang Gutom Program, including the monitoring and evaluation of the programme.
	4Ps National Program Management Office (4PsNPMO)	Management and implementation of the 4Ps.
	Disaster Response and Management Bureau (DRMB)	Management of DSWD's emergency relief operations and the Emergency Cash Transfer (ECT) programme.
	Sustainable Livelihood National Program Management Office (SLP NPMO)	Implementation of the Sustainable Livelihood Program (SLP).
	Kalahi-CIDSS National Program Management Office (KC NPMO)	Implementation of the KALAHI-CIDSS Program.
	Department of Economy, Planning and Development (DepDEV)[4]	Development and monitoring the Philippine Development Plan (PDP) 2023-2028.

[4] DepDEV was set up In accordance to the Economy, Planning, and Development Act (Republic Act No. 12145) signed in April 2025, transforming the National Development Agency (NEDA) into a full-fledged executive department.

		Vice Chair for Disaster Rehabilitation and Recovery of the NDRRMC.
	Department of Agriculture (DA)	Support for rural livelihoods and food security, building resilience through sustainable agriculture practices and income diversification.
	National Disaster Risk Reduction and Management Council (NDRRMC)	Coordination of disaster preparedness, risk assessment and rapid response, integration of ASP into relief efforts. Leads disaster response and recovery efforts through the Office of Civil Defense(OCD), with DSWD as an operating arm for humanitarian response during disaster
	Department of Science and Technology (DOST)	Management of early warning system on weather-related hazards and warnings related to landslides, volcanic eruptions, earthquake and tsunamis.
	Department of the Interior and Local Government (DILG)	General supervision and capacity strengthening of local government units (LGUs) for the effective delivery of social benefits and services
	Department of Budget and Management (DBM)	Public expenditure management.
	Local Government Units (LGU)	Delivery of DSWD programmes at the community level under DSWD guidance. Local delivery of DRM, climate change adaptation and mitigation

Source: Authors' elaboration based on stakeholder consultations, Pavanello (2022), Philippine Disaster Risk Reduction and Management Act 2010.

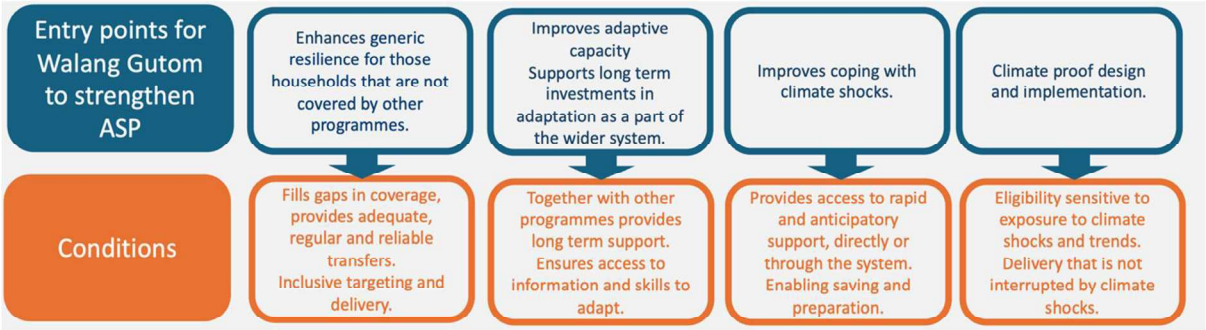
2. Methodology

In this section, we describe in detail the methodology used in this study. The research employed both qualitative and quantitative approaches.

2.1 Qualitative programme and policy analysis

Based on the key concepts, the literature on climate change and social protection and the theory of change, also drawing on the models of administrative processes and digital technology, developed by Development Pathways, the key entry points for The Walang Gutom Program to strengthen ASP were identified, illustrated in Figure 3. The information compiled on The Walang Gutom Program and the other programmes from the consultations and the documents was reviewed against criteria based on these entry points.

Figure 3. Entry points on how The Walang Gutom Program can strengthen Adaptive Social Protection



Source: Authors' own elaboration.

A stakeholder mapping was carried, identifying and selecting stakeholders who are responsible for different relevant aspects, including information technology, and extensive stakeholder consultations were conducted in Manila and online.

During the initial consultation with DSWD, four programmes that could potentially complement The Walang Gutom Program and have various features and objectives that are consistent with ASP were identified for a more detailed review and analysis. These programmes included: 4Ps, Sustainable Livelihoods Program (SLP), Kapit-Bisig Laban sa Kahirapan - Comprehensive and Integrated Delivery of Social Services (Kalahi-CIDSS) and the Local Adaptation to Water Access and Breaking Insufficiency through Nutritious Harvest for the Impoverished (LAWA-BINHI) programme managed by DRMB within DSWD. During the

consultations more programmes were mentioned, for example SAAD which sits within the Department of Agriculture (DA). Out of these, the original ASRSP roadmap covers 4Ps, Emergency Cash Transfer (ECT), Modified Conditional Cash Transfer (MCCT), SAAD and SLP. The core parameters of the selected programmes were compiled into a tabled. This information and a review of programme documents were used to complement the consultations, especially when assessing The Walang Gutom Program's linkages and potential linkages to other programmes.

Digital technology review

The digital technology specialist carried out a review of the social protection information systems, databases, systems, and MIS's relevant for The Walang Gutom Program and other ASP programmes. The analysis was based on the broad analytical framework set out below, illustrated in Figure 3. A typical SP MIS landscape consists of the following pillars:

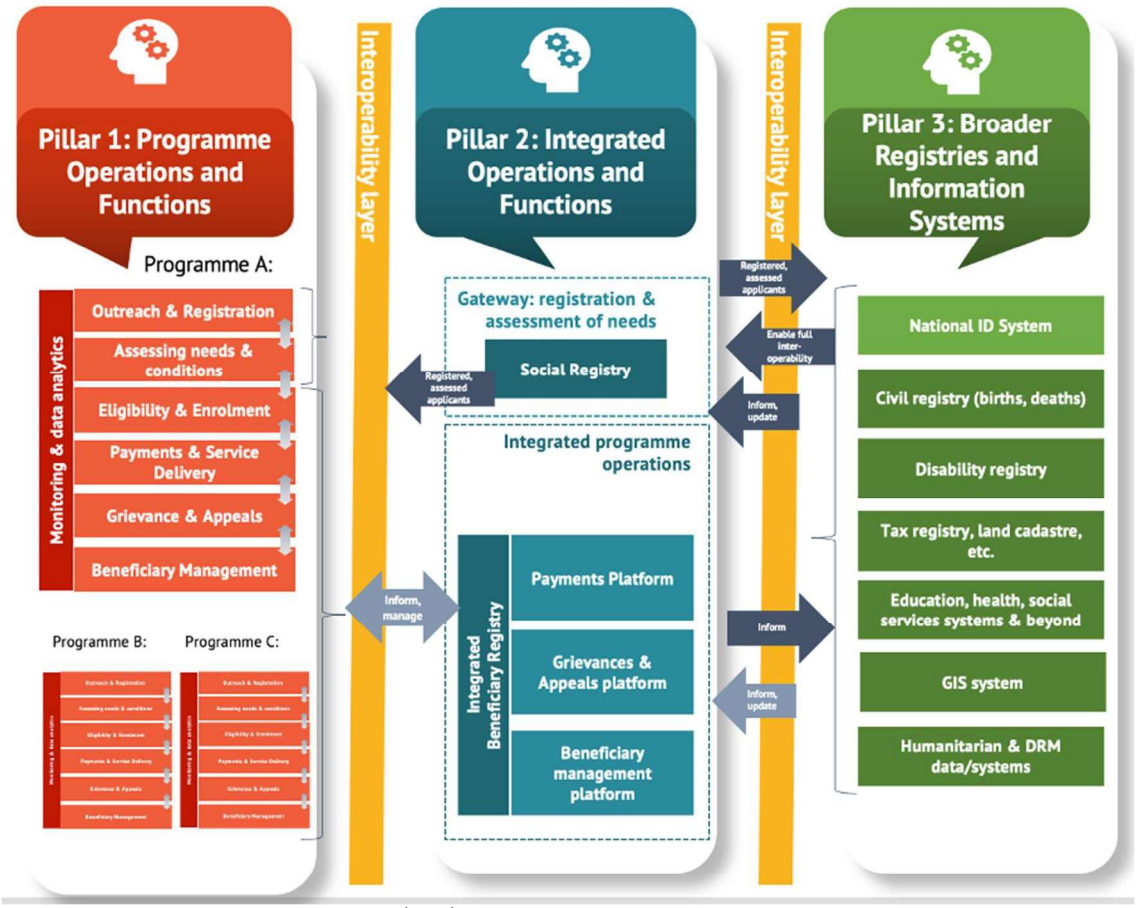
Pillar 1: Supporting programme-specific operations and functions within the social protection delivery chain, such as:

- Outreach & registration:
- Assessment of needs and conditions:
- Eligibility and enrolment:
- Payments & reconciliation:
- Grievances and appeals:
- Beneficiary management:
- Monitoring and data analytics

Pillar 2: Supporting integrated operations and functions across the social protection sector along the **social protection delivery chain**. This helps to address fragmentation and inefficiencies, while better serving citizens.

Pillar 3: Encompassing the broader set of registries and information systems, which can play an important role in enhancing sectoral outcomes (in some countries these may be managed by social protection stakeholders, in others they are managed externally).

Figure 4. Key building blocks of social protection information systems



Source: Adapted from Chirchir, R. and Barca, V. (2020).

The framework was used to identify the interoperability gaps and missing integrated information system functions. The detailed analysis covered the following issues:

- **Institutional arrangements**
- **Policies and standard operating procedures**
- **Legislative framework**
- **E-government systems and interoperability mechanisms**
- **Foundational IDs (national ID, civil registries)**
- **Software:**

- Hardware and hosting arrangements
- Registry quality management strategies

- **Data Validation: verification and updating**

2.2. Quantitative methodology

The quantitative analysis utilised macro and microdata to provide numerical assessment of the key aspects of The Walang Gutom Program and its consistency with the objectives of ASP. The key issues studied included:

- Geographical coverage
- Targeting and coverage gaps
- Adequacy and impact on climate resilience

2.2.a Data

Data from a number of sources was employed, including household survey data, administrative records and weather and disaster data. The table below summarises the data sources used.

Table 3. Data Sources Used

Type of data	Source
Climate	National Adaptation Plan (NAP)
Household survey	Family Income and Expenditure Survey (FIES)
Household survey	Annual Poverty Indicators Survey (APIS)
Population	Census
4Ps beneficiaries	DSWD
SLP beneficiaries	DSWD

Source: Authors' own elaboration.

In terms of nationally representative household survey data, both the Family Income and Expenditure Survey 2023 (FIES) and the Annual Poverty Indicators Survey 2022 (APIS) were used for different purposes. As the APIS includes indicators for existing social protection

programmes, this was used to investigate how The Walang Gutom Program would sit alongside and complement the Philippines' Adaptive Social Protection system. Additionally, data on experience of natural disasters and recovery was used to investigate whether perspective WG recipients were effectively more subject to disasters and less likely to recover without any support.

However, as the APIS does not include aggregate measures of income and consumption, only self-reported measures (i.e., respondents were asked to provide a value for their total household income and expenditure, rather than values for each income component and expenditure item), the living standards and poverty simulations were conducted on FIES data (see infra). The table below summarises the type of information available in either of the two survey datasets.

Table 4. Summary of household survey characteristics

	FIES 2023	**APIS 2022**
Granularity	Province	Region
Welfare	Income and consumption, disaggregated by their components	Household and dwelling characteristics to construct PMT, self-reported income and food consumption
Social protection	No information	Social insurance, social assistance, labour market interventions and feeding programme
Natural disasters	No information	Experience and recovery from natural disasters or armed conflict

Source: Authors' own elaboration.

Data on the target number of WG beneficiaries by province, as well as number of current beneficiaries of 4Ps and SLP were retrieved and compared to data from the 2020 Census to obtain an estimate of coverage by geographic area. Relative target coverage of WG was then used as the basis for the microsimulations.

2.2.b Living standards and poverty simulations

To simulate the impact of WG on standards of living and poverty, data from the FIES 2023 was used. The programme was assigned to the poorest households (ranked by per capita expenditure) to reflect the target coverage for each province. Then, the voucher value of PHP 3,000 per month was added to household income to estimate the change in living standards. Poverty rate before and after WG was estimated using the national poverty line from the PSA.[5]

The simulations attempt to construct a hypothetical scenario of what would have happened to households if WG had been in place in the year of data collection (2023). The WG voucher is first considered as an additional source of income, to examine the magnitude of the impact that it would have on the beneficiary households. Income is also used by the PSA as the basis for their official poverty figures; hence the poverty simulations are based on income as opposed to consumption.

In second instance, the WG voucher is assumed to add to the household total consumption expenditure, under the assumption that the household is able to reallocate its monthly consumption in a way that is consistent to the pre-voucher scenario, without any behavioural responses. This allows to show the simulated increase to both food and non-food consumption among WG beneficiaries.

Finally, a constraint is added to the household resource allocation, by assuming that the voucher is fully used in a single week. As a result, food consumption in a typical month will correspond to the voucher plus three weeks of pre-voucher food consumption, plus a share of the equivalent of the week of food consumption that was covered by the voucher (if the pre-voucher share of consumption allocated to food was 60 per cent, then 60 per cent of one-week worth of food consumption). On the other hand, non-food consumption will correspond to a month of pre-voucher non-food consumption plus the remaining share of the week of food consumption that was covered by the voucher (in the example above, 40 per cent of one-week worth of food consumption).

[5] https://psa.gov.ph/statistics/poverty

2.2.c Proxy Means Test and resilience analysis

For the purpose of simulating participation to The Walang Gutom Program, which targets the poorest households according to the Listahanan registry, the non-monetary measures of living standards included in the APIS 2022 are used to replicate a regression-based PMT score to rank households from poorest to richest and assign WG to the poorest households until the regional programme target quota is reached. The regression results are reported in Appendix.

Two scenarios were simulated, where the same number of households were reached: in the first scenario, WG is assigned based on welfare score only, regardless of participation to any other programme; in the second scenario, WG is not assigned to households that are already registered to 4Ps.

To investigate whether prospective WG recipients were in fact less likely to recover from natural disasters without any support, a logit model of probability of having recovered among those who had experienced a disaster was estimated. The model is reported in the Appendix.

3. Results

3.2. Quantitative findings

Only few of the assessed programmes have explicit objectives, eligibility criteria or activities related to climate resilience. The Walang Gutom Program could implicitly address this gap to an extent, if it is rolled out to provinces with the highest expected risks from climate trends and climate related natural disasters. Further, it is important to examine the characteristics of the likely The Walang Gutom Program beneficiaries to understand the impacts of The Walang Gutom Program on the overall social protection coverage that facilitates shock response at the system level and the potential and need to enhance the beneficiaries' climate resilience. The findings of the quantitative analysis, elaborated in this section, show that the provinces where The Walang Gutom Program is scaled up are more exposed to climate change and generally poorer. Similarly, the simulated beneficiaries are worse off than non-beneficiaries, and lacking resilience. The Walang Gutom Program generates reduction in poverty, though it is relatively limited, and simulations suggest it increases the

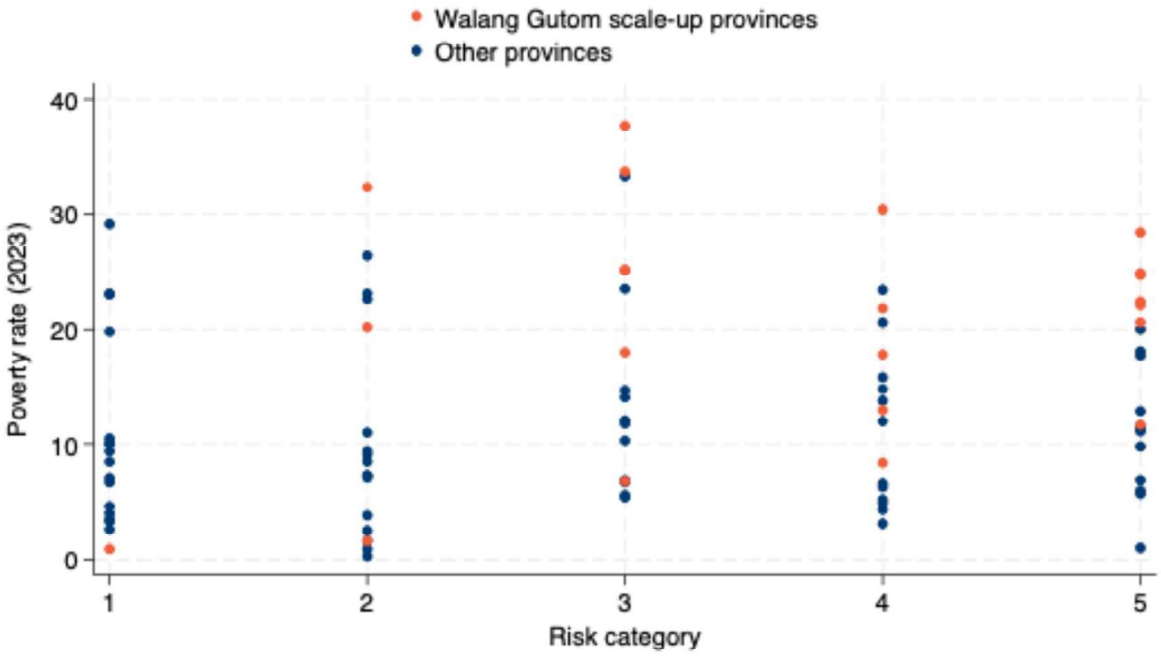
share of food of total consumption. This improves food security but as a trade-off implies less flexibility in how households use the assistance.

The scale up concerned 21 provinces[6] that were selected based on multiple simultaneous criteria: falling within the sphere of the Philippine Plan of Action for Nutrition and being among the poorest areas and having the highest rates of food poverty, according to the FIES (DSWD 2024b). Exposure to climate change or disasters, or climate risk as an intersection of hazards, exposure and vulnerability were not among the criteria. Because of the detrimental impacts of repeated climate shocks and unfavourable climate trends on households and migration of wealthier households, exposure to climate shocks may also have a significant overlap with poverty. As poverty itself implies a significant vulnerability to climate shocks, an intersection of poverty rates and exposure to climate hazards highlights the areas subject to the highest climate risk. Limited local coping capacity, in terms of infrastructure and system level capacities to adapt, can also aggravate the impacts of poverty.

The selected provinces represent higher than average exposure to projected impacts of climate change in the near future, in terms of the composite measure. The impacts of climate shocks and trends on population depend not only on exposure but vulnerability. Figure 5 illustrates how the scale up provinces compare to the other provinces in terms of both poverty rates as a measure of vulnerability and exposure to the impacts of climate change. The scale up provinces are both more exposed to climate change and generally poorer, even within the exposure categories.

[6] The later part of 2024 saw the transition to accommodate the Negros Island Region (NIR) which is not included in the provinces analysed in this study. The Philippines established the NIR in July 2024. The later part of the year, there was the establishment of a new regional office, and beneficiaries of the programs in certain provinces were moved to the NIR jurisdiction as part of this transition.

Figure 5. Climate risk and poverty in provinces with and without The Walang Gutom Program



Source: Philippines NAP (CCC & DENR, 2023) and PSA.

The The Walang Gutom Program scale up scheme covered 21 of provinces across the 18 regions. Table 5 shows the coverage of The Walang Gutom Program and the other main social protection programmes, 4Ps and SLP, in the provinces included in the scale up, based on aggregate numbers and population data. Coverage of The Walang Gutom Program is higher than that of 4Ps in Negros Occidental, Negros Oriental, Western Samar, Zamboanga del Norte, Samboanga Sibugay where coverage is slightly higher than that of 4Ps, and the BARMM provinces where The Walang Gutom Program coverage is higher than 4Ps, suggesting that especially in this region WG could play a key role in complementing social protection coverage. SLP in all cases has much lower coverage than The Walang Gutom Program or 4Ps.

Table 5. Coverage of main social protection programmes in The Walang Gutom Program scale up provinces as a share of total population

Region	Province	WG	4Ps	SLP	Climate risk category	Poverty rate
NCR	NCR Total	0.04%	1.30%	0.02%	1	1.1%
II	Isabela	0.73%	3.48%	0.19%	4	8.4%
V	Camarines Sur	5.41%	5.98%	0.03%	5	22.4%
V	Sorsogon	3.18%	6.60%	0.14%	5	28.4%
VI	Negros Occidental	6.74%	5.17%	0.18%	5	22.1%
VII	Cebu	1.27%	4.88%	0.16%	5	11.7%
VII	Negros Oriental	6.20%	5.15%	0.24%	3	25.1%
VIII	Eastern Samar	6.58%	7.27%	0.23%	5	24.7%
VIII	Leyte	5.26%	6.35%	0.15%	5	20.6%
VIII	Northern Samar	3.63%	6.32%	0.12%	4	21.8%
VIII	Western Samar	6.74%	6.49%	0.09%	5	24.9%
IX	Zamboanga del Norte	10.27%	9.30%	0.09%	3	37.7%
IX	Zamboanga Sibugay	9.63%	7.89%	0.69%	4	17.8%

X	Bukidnon	1.86%	6.00%	0.06%	2	20.2%
X	Lanao del Norte	1.62%	7.88%	0.16%	3	25.2%
XIII	Surigao del Norte	1.08%	6.28%	0.10%	3	6.8%
BARMM	Basilan	31.54%	5.00%	n/a	3	33.7%
BARMM	Sulu	11.68%	3.93%	n/a	4	13.0%
BARMM	Tawi-Tawi	9.02%	6.14%	n/a	2	32.3%
BARMM	Cotabato	5.30%	5.02%	n/a	3	29.5%
BARMM	Maguindanao	13.58%	4.93%	n/a	4	30.4%

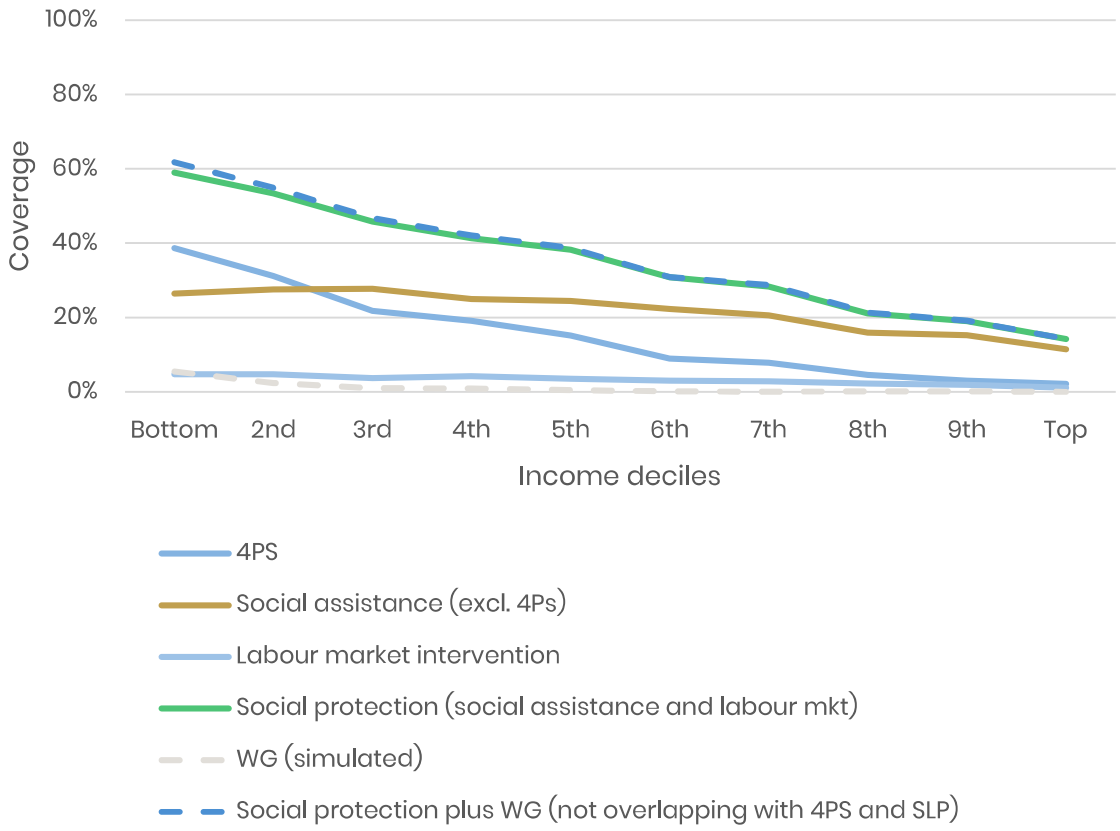
Source: own elaboration based on DSWD (number of programme beneficiaries), NAP (climate risk) and PSA (population from Census 2020 and poverty from FIES 2023). SLP figures for 2024 only.

To further assess how The Walang Gutom Program is placed within the Philippines ASP system in the current context and its potential role in climate resilience, national household datasets were used to analyse the likely The Walang Gutom Program beneficiaries who entered the programme in 2024 scale-up. Because of the timing of the study there was not yet household data available that would have been collected after the scale-up and hence no observations of households that have actually received The Walang Gutom Program, the analysis relied on a simulation of likely beneficiaries in the respective regions and an exploration of their characteristics in APIS and FIES. The simulation was used to highlight consistency and potential overlap with other reviewed programmes, overall coverage achieved in the scale up regions and nationally, impacts on poverty and welfare indicators, and characteristics of the beneficiary households. While these simulations highlight some key policy issues, it is important to recognise that they are of exploratory nature, rather than reflections of the actual beneficiary population.

The The Walang Gutom Program pilot allowed access to the programme for 4Ps beneficiaries, but in the scale-up phase The Walang Gutom Program is only providing vouchers to households that do not benefit from 4Ps. Because both programmes' target population is largely similar, or the most vulnerable households, the simulations highlighted the beneficiary population and potential impacts of The Walang Gutom Program with and without overlap with 4Ps. SLP has been highlighted as an exit strategy for The Walang Gutom Program beneficiaries.

Figure 6 shows coverage of social assistance programmes across the income deciles, allowing overlap of programmes and Figure 7 similar information for each region.[7] The Walang Gutom Program at the current scale increases coverage very little though the increase is higher in lower deciles of the income distribution. With the planned coverage of a million households, the overall coverage nationally would be around 3.8 per cent.[8]

Figure 6. Coverage of social protection across income deciles

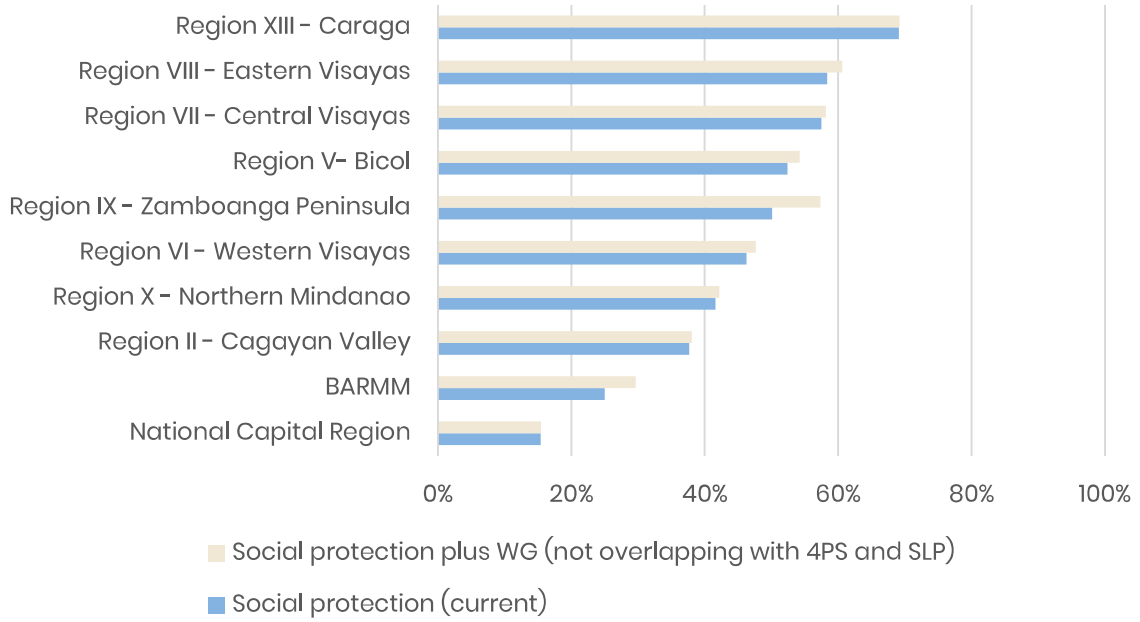


Source: Own elaboration based on APIS 2022.

Figure 7. Coverage of social protection across The Walang Gutom Program regions

[7] Participation to WG is simulated based on a PMT score while the deciles are calculated based on self-reported income, hence coverage does not appear concentrated in the bottom decile.

[8] The planned scale up of 300,000 households would correspond to 1.14 per cent coverage.

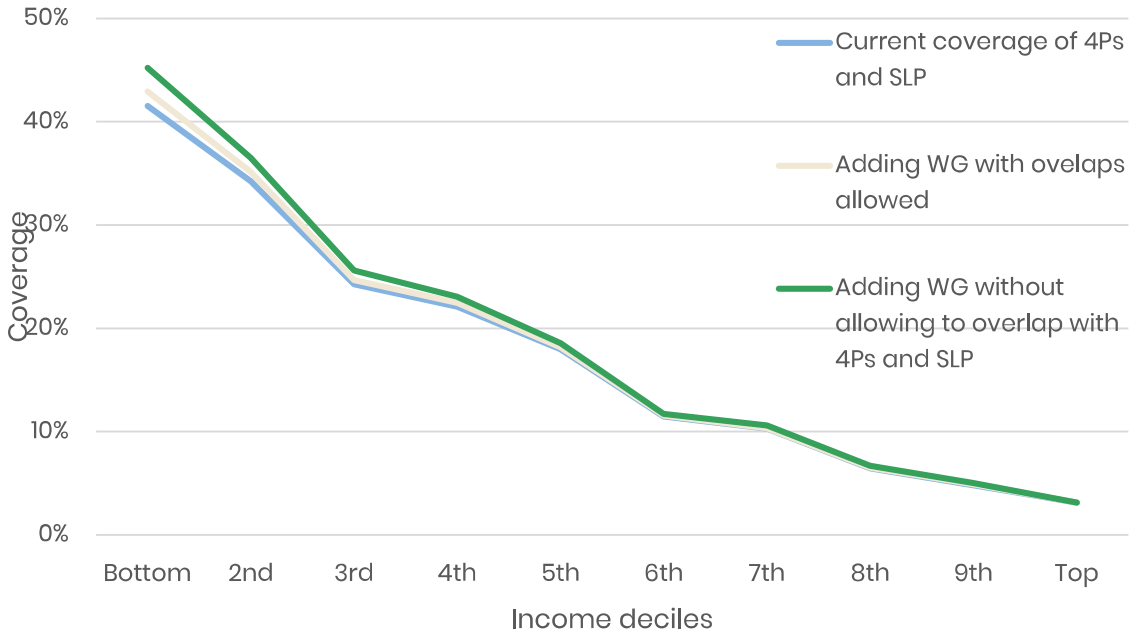


Source: APIS 2022. Note: the last column includes regular 4Ps, modified 4Ps, Indigent Senior Citizen, assistance from Malasakit Centre, student financial assistance programmes, assistance to individual in crisis, Balik Probinsya Program, emergency shelter assistance, labour market interventions and government feeding programmes.

To achieve a better understanding of how The Walang Gutom Program fits into the social protection landscape, the simulation was first done by allowing overlap. Selecting households with lowest estimated welfare leads to high overlap with those already receiving 4Ps and in some cases also SLP. The largest shares of beneficiaries who are not already receiving a social protection programme are in Caraga and BARMM. Climate risk is not particularly high in the covered provinces in BARMM but social protection coverage among potential The Walang Gutom Program beneficiaries is low which justifies the expansion of The Walang Gutom Program with the objective of enhancing coverage.

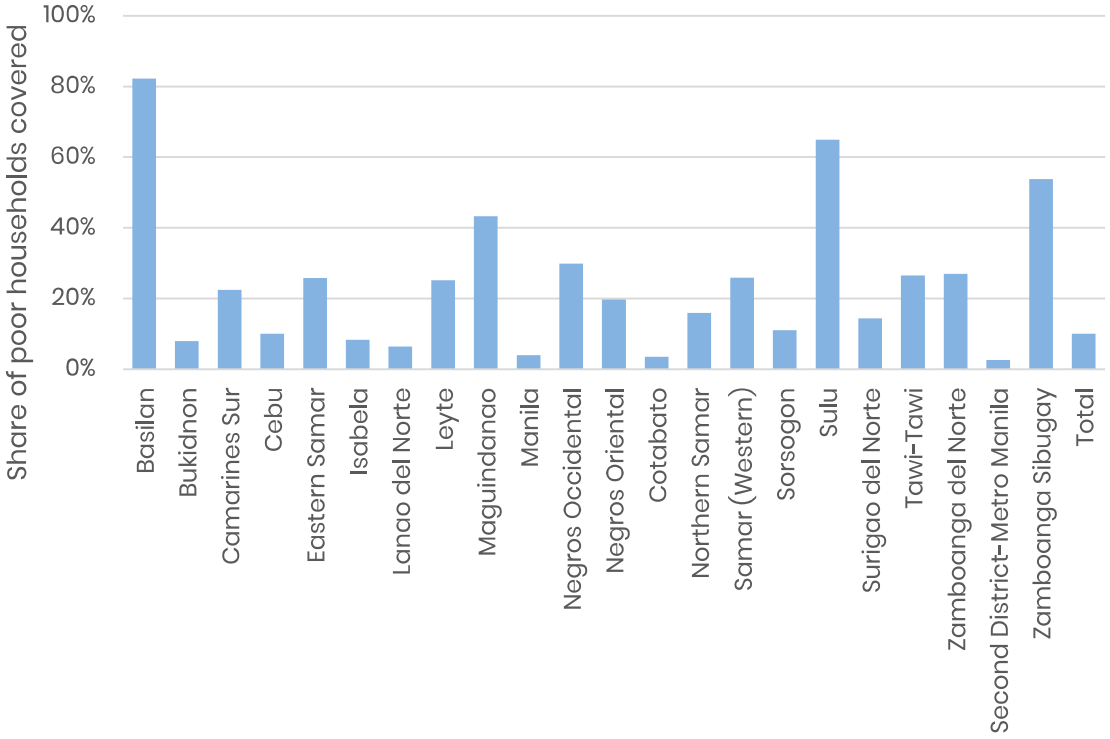
As shown by Figure 8 and 9 below, the simulation shows The Walang Gutom Program increases coverage specifically in the lowest welfare deciles. When overlap with other programmes is not allowed the increase is larger, as expected. A more detailed examination of the distribution of The Walang Gutom Program beneficiaries across welfare deciles (Figure 9) shows that a majority of them are from the two lowest deciles in terms of both overall income and self-reported food consumption. Nevertheless, as the (simulated) targeting is based on a PMT score, some of the beneficiaries are from the higher deciles because of inevitable inclusion and exclusion errors that are inherent in PMT methods (Brown et al., 2018; Kidd et al., 2017). In practice such errors also increase over time after the eligibility determination when people experience changes in their welfare.

Figure 8. Coverage of The Walang Gutom Program and other social protection programmes across income deciles



Source: APIS 2022.

Figure 9. Share of poor households covered by The Walang Gutom Program



Source: Own elaboration based on FIES 2023. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes.

To complement ASP and to improve household resilience to climate shocks, The Walang Gutom Program should also specifically target households that are currently lacking resilience. Cross-sectional household data allow only limited and indirect measurement of resilience. The usual measures of household welfare, namely income and consumption, provide a crude indication of the household's ability to deal with shocks, as they are likely correlated with absorptive capacities such as savings and assets and adaptive capacities or the ability to undertake measures to avert shocks or their impacts for example through investments in livelihoods or dwellings.

In terms of self-reported income (Table 6) the simulated The Walang Gutom Program beneficiaries are as expected worse off than non-beneficiaries, and further, those who have experienced a disaster are even worse off. Compared with 4Ps beneficiaries they have lower income, and the difference is larger for the households that have experienced. While 4Ps beneficiaries are also more vulnerable than the rest of the population, there is clearly a need to improve resilience especially among those households that are not receiving 4Ps but are at the low end of the welfare distribution.

Table 6. Self-reported monthly per capita income by beneficiary group and incidence of natural disaster or armed conflict

	Not affected by natural disaster or armed conflict			Affected by natural disaster or armed conflict			p-value
	N	Mean (PHP)	SE	N	Mean (PHP)	SE	
All	34659	6339	[49.899]	8858	4731	[64.458]	0.000***
4Ps	5618	3012	[36.296]	1764	2721	[58.074]	0.000***
WG	462	2503	[80.037]	132	1862	[102.418]	0.000***

Source: APIS 2022. Note: The Walang Gutom Program simulated as to not overlap with either 4Ps or SLP.

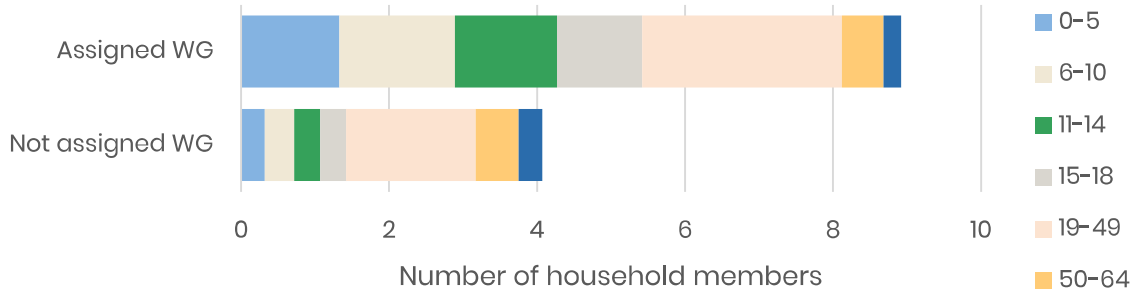
Resilience can also be measured by the likelihood of having reported recovery from a disaster. A regression reported in Appendix confirms that the simulation The Walang Gutom Program recipient households are less likely to report recovery after a disaster, even when

other characteristics (region, locality, household size, income, living conditions, and access to social protection) are controlled for.

Based on the conceptual literature on climate resilience described in Section 3 and in the impact evaluation of The Walang Gutom Program (Kangasniemi et al., 2024), the factors underlying resilience include the level and the number of sources of household income, the number and quality of assets and access to assistance through formal social protection or networks. Durability of dwellings and assets and access to clean water, electricity and sanitation are similarly determinants of resilience. Descriptive statistics comparing these indicators among the simulated The Walang Gutom Program households and others are presented in Appendix, showing that The Walang Gutom Program beneficiaries also tend to have less access to other social protection (with the exception of indigent social pension), lower assets, smaller dwellings and less access to electricity than 4Ps and SLP beneficiaries.

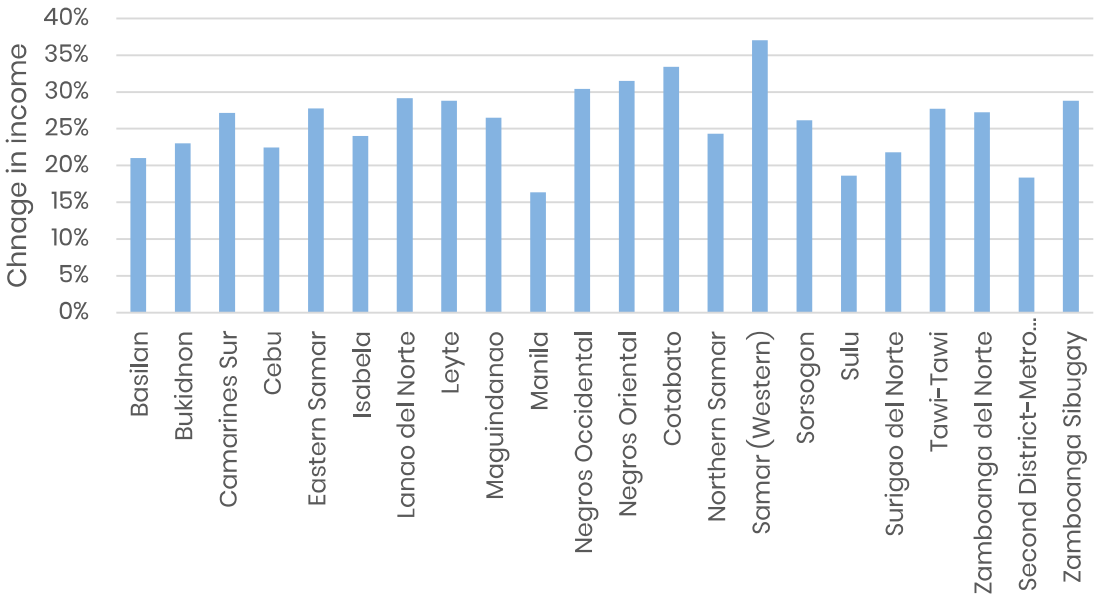
While it is not possible to estimate the actual impacts of The Walang Gutom Program on beneficiary households ex ante, it is possible to explore how large relative improvements in their welfare The Walang Gutom Program may generate. This depends crucially on the voucher's adequacy or value in relation to the poverty line, and the current consumption or income of the beneficiaries. The Walang Gutom Program transfers would correspond on average to 17 per cent of the poverty line, or 58 per cent of food expenditure, or 34 per cent of total expenditure among the beneficiary households. In terms of percentage of GDP per capita in 2024, the transfer for twelve months per year, divided between five household members, only represents 3.1 per cent of GDP per capita. As the transfers must be shared between all household members, and The Walang Gutom Program is tailored to a five-person household, household size also impacts on the change in per capita consumption. As shown by Figure 10, household size among The Walang Gutom Program households is larger than five, implying that, in relation to GDP per capita, the value is even lower. Across provinces (Figure 11) the relative increases in household income vary, the highest being in Sulu, 37 per cent, and the lowest in Manila, 16 per cent. Given the low adequacy, The Walang Gutom Program has limited impact on poverty among the beneficiaries, as it will only lift above poverty line those whose consumption falls relatively little below the poverty line. There is, however, a lot of variation across provinces (Figure 12).

Figure 10. Household composition (number of household members of different age groups) by simulated participation to The Walang Gutom Program



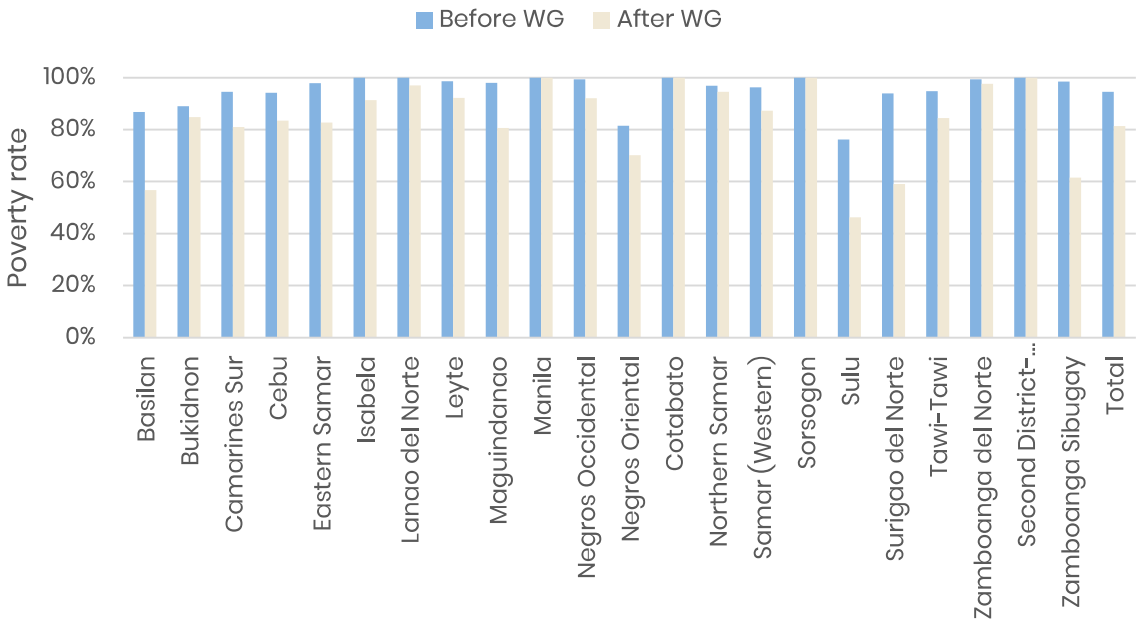
Source: APIS 2022.

Figure 11. Simulated change in income level for The Walang Gutom Program beneficiaries by province



Source: own elaboration based on FIES 2023. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes.

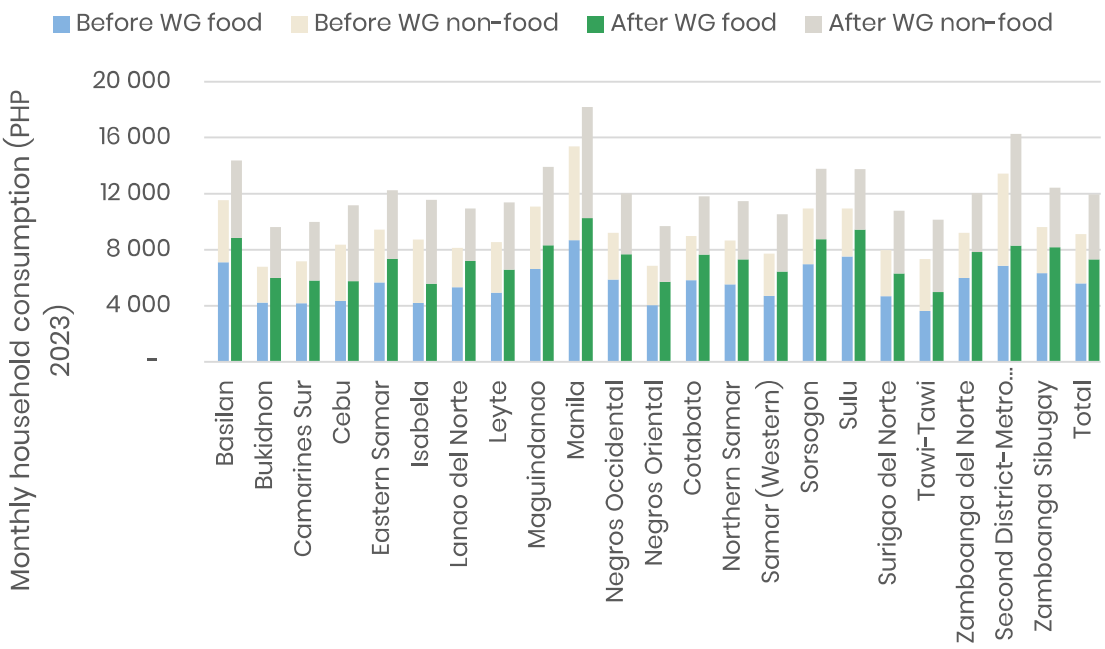
Figure 12. Simulated poverty rate before and after The Walang Gutom Program for beneficiaries by province



Source: own elaboration based on FIES 2023. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes.

In the previous analyses, The Walang Gutom Program has been considered as additional monetary income. The transfer, however, is a package of food. If it is 'inframarginal' or the same as below the usual food consumption, the usual assumption is that the food transfer does not change the consumption pattern and the changes in consumption of food and non-food are the same as with the same amount of cash. Figure 13 shows increases in food and non-food consumption if the transfer is spent on food and non-food in the same proportion as before receiving the transfer. This is the usual simplified assumption in microsimulation. It is also often assumed that increases in income reduce the share of food consumption, as per the so-called Engel's law.

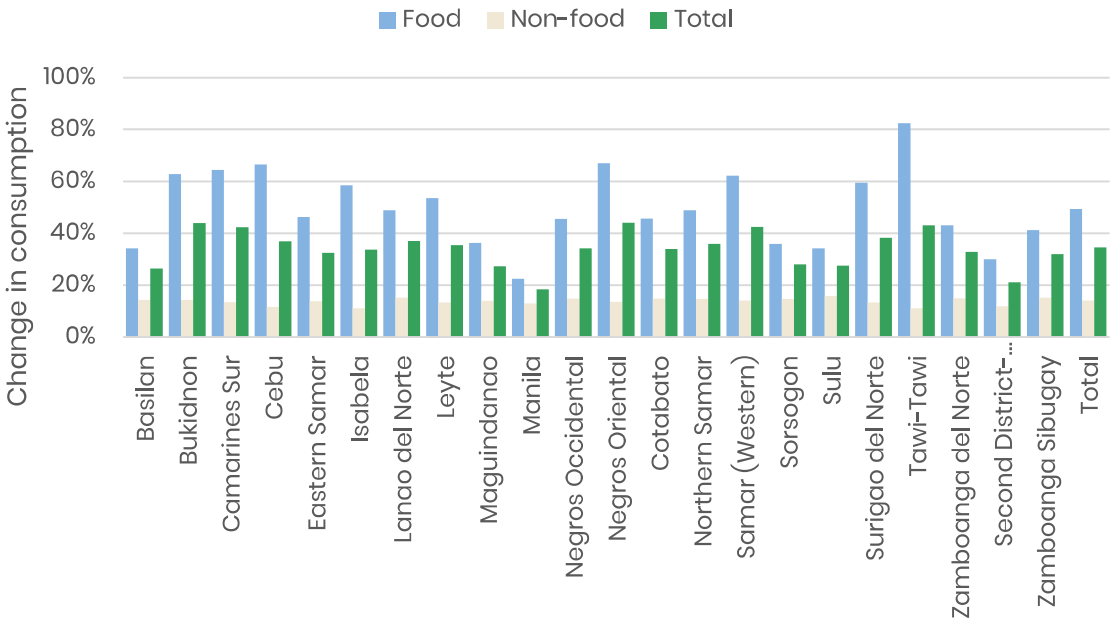
Figure 13. Impact of The Walang Gutom Program on food and non-food consumption



Source: Own elaboration based on FIES 2032. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes.

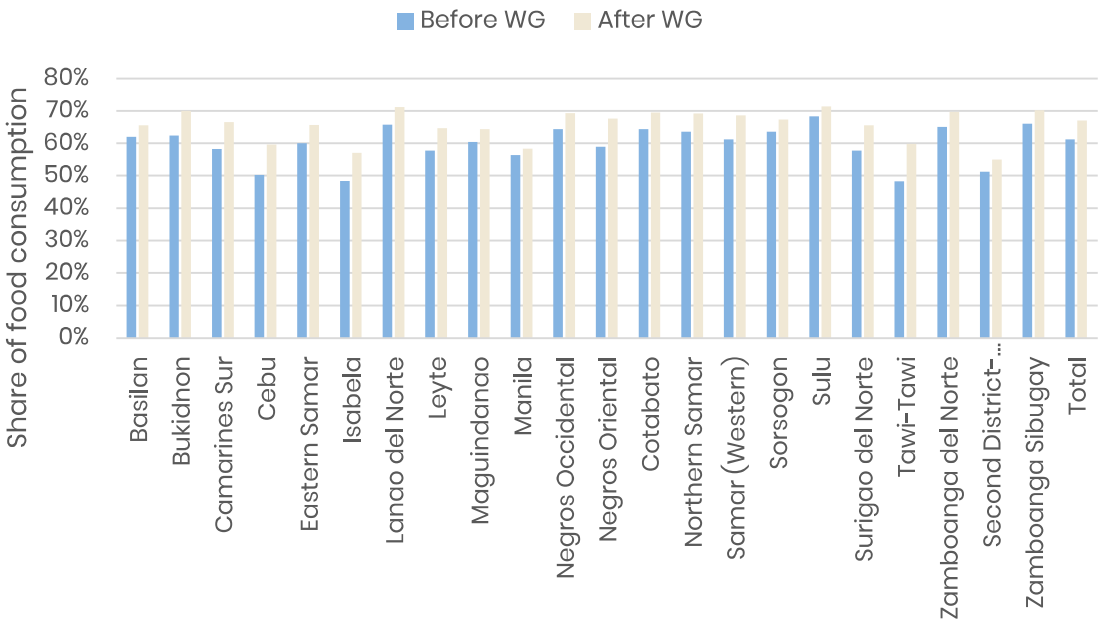
Evidence has shown that food transfers can change consumption patterns though validity of Engel's law in extreme poverty has also been questioned (for a review of evidence, see Kangasniemi et al., 2024). The impact evaluation highlighted that The Walang Gutom Program seemed to increase the share of food of total consumption. It is worth noting that the The Walang Gutom Program vouchers are only redeemable during a specific days each month and, assuming that the food purchased is perishable, the voucher is more realistically replacing food consumption for one week of the month and freeing up the resources spent on food during that week to be reallocated to food and non-food consumption during the rest of the month. Simulating food and non-food consumption using this assumption shows that indeed food consumption increases relatively more and the share of food consumption increases (Figures 14 and 15). It needs to be noted that while this may improve households' food security, it also limits increases in their consumption on other items or investment. While it is not possible to say whether this reduces their well-being compared to the outcomes where they receive cash or more flexible food vouchers, it is important to consider this when making design tweaks to enhance impacts on investment in livelihoods or climate adaptation.

Figure 14. Change in food, non-food and total expenditure



Source: Own elaboration based on FIES 2023. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes.

Figure 15. Share of food consumption before and after The Walang Gutom Program



Source: Own elaboration based on FIES 2023. Note: as the dataset does not include information on social protection, for these simulations, The Walang Gutom Program is assigned to the poorest households (up to the target quota) irrespective of whether they already benefit from other social protection programmes. WG assumed to correspond to a week of food consumption and the baseline food consumption for redemption week is allocated to food and non-food consumption following the baseline relative allocation.

3.3. Qualitative findings

While the programme review and the quantitative analysis provide indications of The Walang Gutom Program's role in ASP, an in-depth assessment of programme design, institutional coordination and capacities, and delivery mechanisms involved extensive stakeholder consultations. In this section the findings from the consultations are presented. Based on the findings, recommendations are proposed for potential adjustments to enhance the ASP system's effectiveness in building resilience, both through The Walang Gutom Program and its linkages to other programmes and policies. The key findings highlight that convergence across the core social protection programmes and the existing linkage between The Walang Gutom Program and the Philippines' other adaptive social protection programmes through its exit strategy should be strengthened. It is also important to continue the promising progress towards anticipatory action and strengthened shock-response and work towards universal coverage of social protection. Integration of social protection with climate policies and climate information should be institutionalised and outlined in clear actionable pathways. Information systems can be better harnessed to support shock responsive mechanisms, including more efficient integration of information from multiple databases and use of digital payment systems. There is a capability and opportunities to integrate and enhance interoperability of social protection information systems within the Philippines, including leveraging and accelerating onboarding of the national ID system, PhilSys.

3.3.a Programme design

Finding 1: There is a direct linkage between The Walang Gutom Program and the Philippines' other adaptive social protection programmes through the programme's exit strategy. There is opportunity to further strengthen this linkage. The exit strategy provides for a direct pathway from The Walang Gutom Program to the Sustainable Livelihoods Program (SLP). Under The Walang Gutom Program, beneficiaries are eligible for food security assistance for a total of three years. After this time, working-age household members will be transitioned out of the programme via referral to SLP where they will receive livelihoods assistance through one of two tracks: microenterprise development or employment facilitation. There is also a clear synergy with the Pantawid Pamilyang Pilipino Program (4Ps), which follows the same exit strategy. The difference being that 4Ps beneficiaries transition after a maximum of seven years assistance, compared to three years under The Walang Gutom Program.

Another critical difference is that the exit pathway for 4Ps beneficiaries is guaranteed in legislation, whereby 4Ps beneficiaries are given priority in SLP (DSWD, 2019).

The clear linkage and synergy between these flagship adaptive social protection programmes (The Walang Gutom Program, 4Ps, and SLP) makes a positive contribution to the ASP system, however, there are opportunities for improvement. The first is in relation to the logic underpinning the The Walang Gutom Program exit strategy. This exit strategy assumes a logical sequencing of support between the two programmes: The Walang Gutom Program readies poor households, by stabilising their food security situation, to participate in activities to develop sustainable livelihoods in SLP. While not explicitly mentioned by stakeholders in the KIIs, this logic resembles the theory of change of the graduation approach, initially developed by BRAC in Bangladesh and since widely adopted by development practitioners. A key assumption of the graduation approach theory of change is that beneficiaries must be supported to meet their basic needs before they are able to benefit from a productive asset transfer (seed capital or in-kind) for income generation. Aligned with this logic, in 4Ps beneficiaries must be assessed as achieving "self-sufficiency" status – based on monitoring of the Social Welfare and Development Indicator (SWDI) – before they are graduated to SLP. However, a similar criterion for graduation and exit is not currently implemented in the design of The Walang Gutom Program; The Walang Gutom Program does not currently use SWDI to assess beneficiaries, and while the programme is developing its own The Walang Gutom Program Index (WaGI) evaluation tool – administered on registration and planned to be repeated yearly – this is not currently linked to graduation. The risk is that beneficiaries may exit the programme before they are ready i.e. before they are able to meet their basic needs without the The Walang Gutom Program voucher. Applying the graduation approach theory of change, this is a pre-condition to maximise the likelihood that The Walang Gutom Program beneficiaries will achieve the intended livelihood outcomes in SLP.

A related consideration is the adequacy of support provided, in terms of duration. As discussed above, in 4Ps beneficiaries can access up to seven years of assistance, whereas in The Walang Gutom Program it is three years. No logic is articulated as to why The Walang Gutom Program beneficiaries will be ready to graduate to SLP after only three years of support versus seven years for 4Ps beneficiaries. Targeting for both programmes is based on Listahanan 3, with the only difference being that 4Ps targets households with at least one child or pregnant woman.

The quantitative analysis showed that The Walang Gutom Program has a relatively small impact on coverage, but it could reach some of the least resilient households. However, as shown Table 5-5 in section 5, the simulated WG beneficiaries have approximately 500PHP

lower income than 4Ps beneficiaries. While The Walang Gutom Program itself might close some of this gap, it is wider for those who have experienced a disaster, approximately 860PHP. The results of the simulation are only suggestive and based on self-reported income and a small sample size, but nevertheless the transition strategy should consider the possibility that The Walang Gutom Program beneficiaries may require even longer duration of more intensive support than those receiving 4Ps, rather than shorter.

A key aspect of programme design, for effective and equitable adaptation measures, is ensuring the full inclusion of vulnerable groups within the ASP system. The Philippine Development Plan 2023–2028 defines vulnerable groups as women, children, indigenous persons (IPs), persons with disabilities (PWDs), informal and migrant workers, and those in geographically isolated and disadvantaged areas (GIDA) (NEDA, 2023). Inclusion of these vulnerable groups within ASP programmes is vital, as specific social assistance programmes do not exist for each group within the wider social protection system. For example, in the Philippines there is no national non-contributory disability benefit, instead minimal coverage of PWDs is achieved through their inclusion within mainstream social protection programmes (ADB, 2021).

The NAP states that it is crucial to protect vulnerable groups from the impacts of the climate change as well as engage them in adaptation to ensure equitable outcomes and capture a diverse range of "valuable adaptations, insights and solutions" (CCC & DENR, 2023, p. 244). With regards to eligibility, The Walang Gutom Program includes pregnant and lactating women as a specific target group and those located in GIDA's, and the second version of the operations manual also IPs (DSWD, 2024d). Programmes such as DA-SAAD, LAWA-BINHI and Kalahi-CIDDS have explicitly included specific vulnerable groups. For example, DA-SAAD and LAWA-BINHI directly engage IPs on their programme outputs, and Kalahi-CIDDs has a cash-for-work (CFW) component specifically for PWDs (see Table 5-1). Within Kalahi-CIDDS implementation strategy through institutionalising its community driven development approach, the programme has a specific focus on what it states are the country's most vulnerable and marginalised communities (DSWD, 2024c). Kalahi-CIDSS also targets PWDs through the CFW element. Similarly, The Walang Gutom Program offers a vital opportunity to strengthen the ASP system by expanding its reach to a broader range of vulnerable groups. This could be accomplished through integrating specific groups, such as PWDs into the current household targeting and eligibility criteria. However, this would also require additional considerations to be integrated into programme implementation.

Within programme design The Walang Gutom Program, and all ASP programmes, must be considerate of whether programme implementation is sensitive to vulnerable groups' needs, especially during climate shocks. When women are the main recipients of cash or

other benefits, evidence from social protection interventions shows that it may have positive impacts on women's empowerment. Other than for the specific category PLW The Walang Gutom Program does not dictate that the main beneficiaries are women, but the implementation guidelines state that the household head and an alternate are invited to register. The most recent version of the operations manual also includes a Gender Action Plan and involves a target of 75 per cent female beneficiaries (DSWD, 2024d). While there is potential for empowerment and learning when women are responsible for the use of the voucher and participating in the nutrition education, the qualitative research conducted as a part of the impact evaluation found that the delivery mechanism and redemption process of The Walang Gutom Program pilot were relatively cumbersome (Kangasniemi et al., 2024). At present, due to the limited number of redemption days, large amounts of food must be carried back to beneficiaries' homes. This may pose a particular burden on women because of their un-paid childcare duties and physical constraints. This may also represent a significant cost or a barrier for PWDs or older beneficiaries if the household has a limited number of adults. At present, the implementation guidelines allow giving up the requirement to attend nutrition education based on disability (DSWD, 2024b). The most recent draft of operations manual also incorporates more extensive safeguards for gender and IP, and disaggregated monitoring indicators.

As a well-established programme, in 2012 Kalahi-CIDDS undertook a gender assessment using gender-disaggregated indicators that are regularly monitored (DSWD, 2024c). Similarly, 4Ps has in place a gender-responsive case management system (DSWD, 2011). It would be beneficial for DSWD to set common guidelines for ensuring gender responsive design, implementation and monitoring of all programmes, with additional considerations for gender and climate resilience. This would ensure that gender is actively integrated in programme design, implementation and monitoring and evaluation.

A final consideration is the feasibility, in terms of SLP budget capacity, to implement the The Walang Gutom Program exit strategy in practice. As noted above, there is a legislative provision giving 4Ps beneficiaries priority in SLP. In line with this legislative provision, approximately 80 percent of SLP funding is reserved for households graduating from 4Ps annually, while only 20 percent is available for non-4Ps households. No similar provision is currently made to prioritise The Walang Gutom Program beneficiaries in SLP. Given the demands on SLP services (from 4Ps, The Walang Gutom Program, and other eligible households from Listahanan) this raises the question of how feasible The Walang Gutom Program's exit strategy will be in practice. In the pilot phase, 4Ps beneficiaries were eligible for The Walang Gutom Program and made up approximately 68 percent of households. Therefore, 68 percent of this cohort can be expected to be given priority in SLP. In the scale-

up phase, however, 4Ps beneficiaries are ineligible for The Walang Gutom Program. As a result, no The Walang Gutom Program beneficiaries will be given priority in SLP and will instead be allocated to remaining places (i.e. a maximum of 20 percent of SLP's budget).

In 2024 the number of SLP beneficiaries was 103,142, implying that if in three years' time the total number of SLP beneficiaries and the allocation for 4Ps beneficiaries are the same, a maximum of 20,628 places nationally will be available for graduating The Walang Gutom Program beneficiaries. While certain groups of The Walang Gutom Program beneficiaries, such as households with no or very little labour capacity may not be able to transition to SLP, the allocation is still much lower than the need.

Recommendations:

1. Make specific provisions for The Walang Gutom Program beneficiaries in SLP to shore up the programmes exit strategy. At minimum, this can be achieved through additional budget allocation to SLP to ensure sufficient programme capacity to support graduates of The Walang Gutom Program. Alongside budget allocation, a legislative provision could also be introduced giving equal priority to 4Ps and The Walang Gutom Program graduates. The result would be to institutionalise the linkages between The Walang Gutom Program, and in turn, optimise climate resilience outcomes by ensuring The Walang Gutom Program beneficiaries achieve longer term outcomes beyond immediate food security improvements.

2. Consider consolidating other livelihoods programmes under SLP to create additional capacity. In addition to SLP, the Philippines has many smaller Active Labour Market Programmes (ALMPs). Some are delivered by DSWD and some by other agencies, such as the Department of Labor and Employment (DOLE). Many deliver similar activities with the main distinction being the beneficiaries targeted. For example, the DOLE Integrated Livelihood Program (DILP) (also known as the Kabuhayan Program) implements many of the same activities as the microenterprise development track in SLP, notably: financial assistance and training to support individuals or groups to start or expand income-generating projects or to restore livelihoods projects affected by disasters (Philippine Assistance, 2024). But DILP targets "disadvantaged workers" aged 18 years or older and excludes 4Ps.

3. Adopt the Social Welfare and Development Indicator (SWDI) in The Walang Gutom Program to establish a clear logic and criteria for graduation and exit from the programme. SWDI is described as "an essential tool used by the Philippine Department of Social Welfare and Development (DSWD) to assess and monitor the welfare and progress of households

[...]" (DSWD, n.d.). Using the tool, households are categorised into three levels of wellbeing: survival, subsistence and self-sufficiency. In 4Ps, this assessment is used to trigger a household's graduation from the programme once "self-sufficiency" is achieved and to make the exit to SLP. The Walang Gutom Program, which shares the same exit strategy as 4Ps, could also adopt SWDI to make determinations about exit (as opposed to a hard cut-off at 3 years). SWDI could be evaluated alongside WAGI as a complementary indicator. To smooth the transition between programmes, and ensure basic needs continue to be met, layering assistance should also be considered. For example, continuing The Walang Gutom Program assistance for the first six months of a household's participation in SLP, while the household member(s) are establishing a livelihood.

3.3.b Institutional coordination

Across the core social protection programmes, including The Walang Gutom Program, convergence is recognised as a key priority, but it is not yet implemented in practice. In consultations with government stakeholders, there was a strong and positive recognition of the importance of convergence across the Philippines' social protection programmes. DSWD has explained convergence as harmonised implementation of programmes – achieved through coordination, synchronisation, and complementation – to achieve the government's poverty alleviation objectives (DSWD Caraga Field Office, n.d.; DSWD Field Office 3, Central Luzon, n.d.). Convergence has been an objective of the Government of the Philippines since at least 2012, when it was included in the Philippines Enhanced Social Protection Operational Framework (World Bank, 2018). While KII respondents consistently highlighted the importance of convergence, most also felt that it had not yet been fully implemented in practice. The exception is the use of the same registry, Listahanan, which is used routinely to select beneficiaries across all of DSWD's core social protection programmes. Listahanan therefore serves as a unifying platform that aligns DSWD's poverty alleviation programs, although shortcomings in terms of its accuracy are well documented.

Other opportunities for programme convergence remain untapped. One that emerged frequently in stakeholder consultations was convergence in programme targeting. There is a need to clarify and harmonise the approach to targeting across The Walang Gutom Program and 4Ps specifically. Both The Walang Gutom Program and 4Ps target the "poorest of the poor" from Listahanan, and in the pilot phase, 4Ps beneficiaries were eligible to register for The Walang Gutom Program. This targeting approach was aligned with DSWD's rationale for convergence, which recognises that "poverty is multi-dimensional, yet interventions are

typically one-dimensional" (DSWD Caraga Field Office, n.d.). In the scale-up phase, however, the The Walang Gutom Program targeting approach has been revised and 4Ps beneficiaries are now excluded. KII respondents explained that a key rationale was to avoid what was perceived as duplication of assistance.

A further area for convergence discussed with stakeholders was the opportunity to harmonise social and behaviour change communication (SBCC) activities across programmes. In The Walang Gutom Program, SBCC activities encompass monthly Nutrition Education Sessions (NES) as well as planned Productivity Enhancement Sessions (SES) which will focus on job readiness. In 4Ps, SBCC activities encompass monthly Family Development Sessions which include (among others) modules that also address nutrition (the Food and Nutrition Module, and the Enhanced Module on WaSH) and job readiness (the Social Preparation Module of SLP). Stakeholders indicated that, as of yet, there had not been engagement between the programmes to harmonise the modules and share learnings. Potential benefits of doing so include avoiding duplication of effort – for implementers, but also potentially for beneficiaries – and enhanced effectiveness, from adoption of materials that are already tested and proven.

From a delivery perspective, there are also rich opportunities to harmonise payment mechanisms. Various social assistance programmes delivered by DSWD utilise cash transfers, however, each programme has its own payment platform. 4Ps, for example, distributes cash to beneficiaries through direct deposits to individual bank accounts set-up with Landbank. Under the Emergency Cash Transfer (ECT) programme implemented by DSWD, while there is a stated preference for digital modes of payment, only 4Ps beneficiaries receive the top-up payments as an electronic transfer by default to their registered bank account. For all other ECT beneficiaries, payments are made as direct payouts (i.e. cash-in-hand), by disbursement centres, at least in the first instance (DSWD, 2022b). This is discussed further in the section on Information Systems that follows.

Recommendations:

1. Strengthen cross-programme governance mechanisms (within DSWD, but also with other agencies). The Sub-Committee on Social Protection (SCSP) – created by the National Social Development Committee (SDC) of NEDA) in 2009 – is the primary mechanism for inter-agency governance of social protection in the Philippines. The SCSP plays a key role in operationalising the Social Protection Strategy and coordinating national social protection policy. Currently, there is no coordination mechanism at the programme level. One stakeholder indicated that there had previously been an Office within DSWD focused on convergence, but it had been disbanded, and they shared their hope that it would be

reinstated in future. An effective governance mechanism to drive convergence should operate at the level of the respective National Program Management Offices (NPMO) to facilitate engagement on programme design and operational and delivery issues.

2. Document and socialise a system level theory of change to support programme convergence. As discussed earlier, a key rationale of convergence is that poverty (and resilience) is multi-faceted and therefore households require a suite of complementary programmes that address the full spectrum of need. This concept is sometimes also referred to as integrated programming and encompasses the idea that achieving progress on complex challenges, like poverty and resilience building, requires an intentional approach to link the design and delivery of programmes in a way that crosses the boundaries of a single outcome or sector. While 4Ps has a well-developed programme theory of change – and a theory of change for The Walang Gutom Program has been proposed in the The Walang Gutom Program and Climate Resilience Impact Evaluation report – the authors are not aware of a system level theory of change that articulates how the Philippines' various ASP programmes and policies interact and complement one another to alleviate poverty and build resilience at a system level. Developing this system level theory of change would be an important tool, for example, to dispel misconceptions that benefiting from more than one programme is a duplication of assistance and to clarify the eligibility across programmes. Linked to this, there is a need to clarify the The Walang Gutom Program programme outcome(s) to ensure its role within ASP system is understood. Some KII respondents indicated that they were not clear on the programme's outcomes – which have variously been describe as reducing hunger, improving food security and/or improving nutrition – and that there may be a "disconnect" between the outcomes and programme activities.

3.3.c Institutional capacity to respond to climate shocks

Finding 3: There is promising, albeit nascent, progress towards including anticipatory action and strengthened shock-response to bolster the adaptive components of the social protection system. Currently, none of the core social protection programmes implemented by the government include an anticipatory action component. A key barrier has been financing, most notably, requirements for the release of funds from the National Disaster Risk Reduction and Management Fund (NDRRMF) which do not allow for the pre-positioning of funds other than for in-kind supplies (FAO, 2024). A recently filed bill 'Declaration of a State of Imminent Disaster' seeks to unblock this administrative barrier to enable the release of funds for ex ante cash assistance. More than being a simple procedural matter, it is intended that the bill, if passed, will institutionalise anticipatory action in response to climate and other

disasters (Senate of the Philippines, 2024) and is "[s]et to become the first national legislation for anticipatory action worldwide." (Anticipation Hub, 2024). This builds on earlier progress to demonstrate the feasibility and impact of anticipatory action delivered through the Philippine's ASP system. Notably, DSWD is collaborating with FAO on a pilot programme, B-SPARED (Building on Social Protection for Anticipatory Action and Response in Emergencies and Disasters), which aims to integrate anticipatory action into national social protection programmes. To support these efforts, a National Anticipatory Action Technical Working Group was also established, with DSWD and FAO as co-leads. B-SPARED is an important, but early, step in integrating anticipatory action and national social protection programmes. The level of integration is still relatively limited – at the "piggybacking" stage in the shock-responsive social protection framework outlined by O'Brien et al. (2018) – with the programme using the beneficiary lists of DSWD social protection programmes to identify recipients, but separate payment mechanisms to disburse the anticipatory cash transfers. Another barrier to integrating anticipatory action cited by stakeholders is related to mindset. In the KIIs respondents indicated that, at present, there is relatively low tolerance among government officials (and likely also the public) for "false" triggers. In other words, when anticipatory cash transfers are disbursed, but the predicted shock does not occur or does not impact some or all the recipients.

Alongside anticipatory action, the Philippines has made some notable progress towards developing and integrating ad hoc shock-response initiatives into social protection programmes. One of the government's key shock-responses is Emergency Cash Transfers (ECT), delivered by DSWD following major disasters to support disaster response, recovery, and rehabilitation. It is described by DSWD as "the country's adaptive social protection modality, which shifted the focus from provision of purely food and non-food support to cash transfers [...]."(DSWD, 2022b). There is a clear integration of ECT and 4Ps. Priority beneficiaries for ECT expressly include 4Ps beneficiaries, alongside other households identified as poor and near-poor in Listahanan but not enrolled in or not eligible for 4Ps. In addition to using the 4Ps beneficiary list, ECT also leverages 4Ps payment mechanisms. The ECT payments are made to the 4Ps beneficiaries' registered bank account. These payments are coordinated with the bi-monthly 4Ps cash transfers; they are paid as a 'top-up' to the regular 4Ps disbursement where possible. It is also notable that the ECT Management Information System (ECT-MIS) has an "on-demand" registration component as part of its online portal. This enables individuals to register for ECT before a disaster happens, contributing to the scalability of this shock-response intervention. If they are eligible, the registrant is included in the list of beneficiaries in the event of a disaster. This on-demand component is an improvement on relying on poverty-targeted beneficiary lists alone (which

suffer from high rates of exclusion error), however, it should also be noted that it relies on households proactively registering and as a result will still have significant gaps.

Complementing the progress driven by the integration of ECT in the Philippines ASP system, another recent notable development is progress towards integrating responses led by humanitarian actors into the national ASP. In April 2024, DSWD and UNICEF signed a Memorandum of Understanding (MoU) for the implementation of a Standby Agreement on Emergency Cash Transfer. It is conceptualised as "an adaptive strategy for bridging the gaps between immediate disaster relief, humanitarian response, and early recovery support [...]." (de Loyola, 2024). Under the MoU, UNICEF will direct emergency cash transfers to households with children, using existing DSWD programmes (primarily 4Ps).

According to the NAP (2024), LGUs a key implementing and supporting agency at the local level, as adaptation by nature requires strong localisation, and participatory planning. They develop Local Disaster Risk Reduction and Management Plans and Local Climate Change Action Plans (NEDA, 2023) and can seek funding for climate related projects. The plans focus on climate action within each LGU and are mainstreamed into local development plans (NICCDIES, 2025). ensuring they are localised. These plans could also introduce an opportunity to integrate social protection into community level adaptation, at the very least by acknowledging the role of social protection in enabling inclusion of vulnerable populations and the need to involve them in planning and implementation. Importantly, the process of formulating the plans, especially when done in a participatory manner, and their implementation, can generate valuable information that can be feed back to the design and implementation of ASP, especially on how to ensure that vulnerable populations participate in and benefit from climate adaptation.

Further, the ability of ASP programmes to effectively build climate resilience at the local level should be continually monitored. Through regular engagement between LGUs, programme staff and beneficiaries, LGU's are then well placed to report insights on the functioning of social protection, specifically in terms of climate resilience, back to Government. This offers opportunity to ensure that programmes are providing adequate and right type of support and are responsive to community needs. Continuous feedback is critical, as community specific needs with respect to climate change are highly localised and may evolve over time. For ASP, coordination of social protection programmes at the local level is essential, as LGUs also provide emergency assistance that complements the main social protection programmes. Further, capacitating LGUs to inform the beneficiaries of issues such as access to health or social insurance and supporting them in registration is essential to maximise coverage.

Recommendations:

1. Develop specific strategies to integrate anticipatory action and shock-response into The Walang Gutom Program. As currently designed, no anticipatory or shock-responsive activities are included in The Walang Gutom Program. To strengthen its contribution to the Philippines' ASP system, the design should be reviewed to identify opportunities to integrate these activities.

A quick win should be to make explicit provision in the Operations Manual to forego conditions in the event of a disaster (anticipated or actual). This aligns with provisions in 4Ps and would ensure that beneficiaries are able to receive the voucher transfer irrespective of whether they are able to participate in the SBCC sessions for that month. Similarly, restrictions should also be waived during disaster periods, allowing households to allocate their food credits as they see fit within the three food groups. This would make the voucher more responsive to beneficiary needs during a shock; for example, a preference to purchase fewer perishable items (such as fruits and vegetables, meats) and instead purchase more shelf-stable items, like rice, that will not be impacted by lack of refrigeration and are more suitable for stockpiling. Linked to this, enabling beneficiaries to choose from among the registered retailers in their local area, rather than being restricted to redeeming their voucher with their designated retailer, would provide more flexibility during a disaster, particularly if one or more of the retailers is not operational, but others are. A further strategy (likely more complicated to implement) would be to enable vertical expansion during a shock. Currently, the transfer value covers 30 percent of household food consumption needs. To support household's anticipatory and absorptive capacity, this could be increased to a higher value ahead of or directly following a shock. There is a risk of inflationary effects, particularly if the supply chain has been impacted by the shock, so this would need to be coupled with market and price monitoring to ensure timely identification of any negative externalities on local markets. A vertical expansion strategy would also require a flexible budgeting approach with provision for a contingency line.

Another potential design update to consider is the inclusion of a mobile wallet linked to the EBT card. Currently, there is no capacity for The Walang Gutom Program beneficiaries to receive cash transfers. Including a mobile wallet would enable ECT disbursements, or top-ups from other sources, in the event of a shock more directly. The inclusion of a mobile wallet would also provide an entry point to disburse anticipatory cash transfers to The Walang Gutom Program beneficiaries, if the Imminent Disasters bill is passed. The The Walang Gutom Program NPMO has begun exploring options with the financial service provider (FSP), the Development Bank of the Philippines but has not adopted this functionality yet. Alternative strategies to consider may include establishing separate bank accounts for The Walang

Gutom Program beneficiaries either with DBP or another FSP, such as Landbank (used by 4Ps and SLP). Either option is likely to incur fees, which will need to be factored into the programme budget but will likely also deliver increased impact in terms of strengthening the shock-response platform in the Philippines (i.e. expanding the database of citizens who can be rapidly reached through digital payments) and secondary financial inclusion impacts.

2. Develop and test hypotheses for the positive impact of delivering anticipatory cash, irrespective of a disaster occurring. To address barriers related to mindset, two potential strategies could be explored. The first is to invest in continued improvement of early warning systems and associated trigger mechanisms to ensure accuracy while also maintaining the flexibility to release anticipatory cash transfers in a timely manner. Efforts are already underway through the ECHO Pilot Programmatic Partnership (led by FAO), and development partners and government should continue to support and expand on these.

The second strategy is to articulate a clear rationale for the resilience impacts of releasing anticipatory cash, even when a disaster does not occur. In particular, testing the impact of delivering messaging to recipients timed with the cash transfer. There is strong evidence that labelling transfers and messaging can be effective in influencing how recipients use unconditional cash. We hypothesise that effective messaging that the cash is intended to be used for disaster risk mitigation is likely to result in improved resilience to a future shock, even if the immediate shock does not actually occur. Building this evidence and socialising with policymakers and the public is expected to contribute to shifting mindsets.

3. Support continued and expanded efforts to integrate anticipatory action and shock-response into social protection programmes more generally. The development of the Adaptive and Shock Responsive Social Protection Roadmap (ASRSP Roadmap) was a key policy instrument and has played an influential role in driving progress on anticipatory action and shock-response. As the implementation period for the ASRSP Roadmap approaches its end this year (2024), there was recognition among stakeholders that work remains. The authors understand from discussions with government that a stocktaking exercise is planned to understand what progress has been achieved against the plan, where gaps remain, and to scope next steps (such as a Phase II of the roadmap). This exercise should be encouraged, but in thinking about next steps for ASRSP in the Philippines, consideration should be given to the role of comprehensive lifecycle social protection (discussed in more detail below, see finding 4). In line with a focus on building out foundational social protection as the platform for ASRSP, priority should be given to building on and refining existing social protection mechanisms to support shock-response. For example, the integration of ECT into 4Ps is a very positive development. A next step could be

pursuing further horizontal expansion of ECT by integrating additional national social protection programmes, including The Walang Gutom Program.

Moreover, there are likely opportunities to further improve the shock-responsiveness of ECT. Timeliness, in particular, has the potential to drive impact. There is well established evidence that the sooner cash is delivered after a shock, the stronger its protective impact in terms of avoiding negative coping strategies and worsening vulnerability. According to the ECT Operations Manual, current targets for relief assistance are for transfers to reach priority beneficiaries on the second or third week after a disaster. For secondary beneficiaries, targets are for the fifth or sixth week after a disaster. Food and non-food distributions are mobilised earlier (targets are the second day to one week after a disaster), nevertheless, it is expected that decreasing the time to payment will result in measurable impacts on resilience for those affected by shocks. It is recommended that DSWD, with the support of development partners, build capacity to deliver transfers within days (rather than weeks) after a disaster.

3.3.d Climate objectives

Finding 4: Social protection objectives are included in several national climate policies and plans. However, the inclusion of climate objectives in social protection programmes is not yet prevalent. The Walang Gutom Program does not have a climate objective, although it is hypothesised that it may have the potential to contribute to climate resilience of vulnerable households (as described in the Theory of Change (ToC), in the The Walang Gutom Program and Climate Resilience Impact Evaluation report, through its impacts on food security and nutrition, assets and/or savings or through indirect impacts on livelihoods. Of the programmes reviewed, only LAWA-BINHI has a specific climate objective. The cash-for-work programme was developed as a direct response to the anticipated effects of El Niño, as flagged by the DOST-PAGASA climate outlook on drought. Its objective is to strengthen the adaptive capacity of poor and vulnerable families.

While specific climate objectives are not common in the Philippines' other social protection programmes, there are more frequent examples of climate-sensitive components being integrated. In 4Ps, climate risk is one of the dimensions captured in the programme's Family Vulnerability and Risk Tool. 4Ps also includes climate resilience / disaster risk reduction (DRR) modules in the Family Development Sessions, which cover what to do before, during, and after a disaster. The programme also has provisions in its operations manual to forego conditionalities and deliver unconditional cash when a disaster occurs. In Kalahi-CIDSS, the

programme facilitates communities to identify and address their most pressing needs through the implementation of community sub-projects. While the aim of Kalahi-CIDSS is to improve access to social services, one category of sub-project, among others, that the programme supports is environmental protection and conservation, this includes: flood control systems, sea walls, artificial reef sanctuaries, and soil protection structures. In the current design of The Walang Gutom Program, no climate-related activities are included, however, the NPMO indicated that there are plans to incorporate a module on climate resilience in the SBCC. There are also no specific climate activities identified within the SLP; however, the programme team did note that beneficiaries participating in the microenterprise development track are required to develop business continuity plans. Given the risk exposure of many rural and agricultural livelihoods, they expect that climate risks should be a key consideration in these plans.

1. Consider the development of a stand-alone document, similar to that recently developed for gender considerations in the NDCs (see Climate Change Commission, 2024) to provide a clear and actionable pathway for how social protection will be integrated into and support climate policies.

2. Continue expanding the integration of climate information into all social protection programmes. Given the demonstrated ability of social protection programmes and policies to address risks from and vulnerability to climate change from the household to the national level, all social protection programmes should undergo a climate risk assessment and ensure resilience building has been considered within programme objectives. In practice, this may not be as explicit as programmes directly addressing the consequences of climate change, it can instead be reflected at a more foundational level. This might perhaps entail incorporating adaptive measures into programme design, such as ensuring the accessibility of benefits during a shock.

3. Develop and institutionalise climate awareness raising and capacity building training modules, across all social protection programmes. The majority of the programmes analysed have a training session component, within which beneficiaries are expected to attend training modules to support the achievement of programme objectives, and in some instances, as a condition for receiving benefits. For example, 4Ps has a well-established family development session (FDS) training module, and The Walang Gutom Program has SBCC comprising NES and PES. Within these existing training phases, consideration should be given to developing and implementing modules on climate awareness and adaptation practices, to enhance resilience through current approaches.

3.3.e Responsiveness to climate risks

Finding 5: The Walang Gutom Program and other social protection programmes in the Philippines are poverty-targeted, resulting in gaps in social protection coverage which, in turn, limit the shock-responsiveness of the system. Global experience during COVID-19 demonstrated that social protection systems that include universal programmes and comprehensive protections aligned to lifecycle contingencies were the best positioned to respond to widespread shocks. In large part, this was driven by the broad-based coverage such systems provided. Drawing on these learnings, establishing a strong foundation of social protection with broad-based coverage is likely to play two important roles in the context of climate change. Firstly, it builds anticipatory resilience over the long-term by ensuring income security and addressing inequality, in turn, reducing vulnerability and increasing the capacity of beneficiaries to cope with future shocks (climate or otherwise). Secondly, it provides an existing platform which governments (and other actors) can leverage to more rapidly deliver ad hoc shock-specific transfers; as seen in the Philippine's experience of integrating ECT into existing large programmes like 4Ps.

As discussed earlier, the Philippines has made notable progress towards building an ASP system. However, a major barrier to continued progress will be the focus on poverty-targeted social assistance. Challenges with the accuracy of Listahanan, specifically high rates of exclusion error, are widely recognised and result in gaps in coverage across the existing social protection programmes. Moreover, while poor households disproportionately experience the negative impacts of climate change, other households are also vulnerable but are not easily identified or reached through a system based on poverty-targeting. As a very practical example, this challenge is seen in the difference in time-to-pay ECT to 4Ps beneficiaries versus non-4Ps beneficiaries after a disaster. 4Ps beneficiaries are reached faster (by up to 5 weeks) because they are already in the system.

While the Philippines' existing social assistance is almost exclusively poverty-targeted, there is recent promising progress towards the introduction of universal programmes. In May 2024, the House of Representatives passed a bill to transition the current Social Pension for Indigent Senior Citizens Program (or SocPen) from a poverty-targeted programme to a universal social pension programme (Cervantes, 2024; DSWD Digital Media Service, 2024). If enacted into legislation, coverage would increase from around 4 million senior citizens to around 12 million.

Recommendations:

1. Commend the Philippines Government for progress towards introducing universal programmes and sensitise this as a strategy to strengthen the ASP system. If the old-age pension becomes a universal programme, this will significantly increase social protection coverage in the Philippines, and in turn, will strengthen the foundation of the ASP system by increasing the number of people with access to regular social protection transfers and providing an expanded registry of citizens (with associated payment infrastructure) that could be leveraged for shock-response during climate disasters. The linkage between this expanded coverage and climate resilience should be promoted with government and opportunities to include universal programs expanded on as part of a future iteration of the ASRSP Roadmap and a central strategy to develop the ASP system.

3.4. Information systems findings

To establish a deeper understanding of the Philippines social protection information systems landscape and implication for the design of the ASP, especially response to climate shocks, the policy and operational factors were analysed.

3.4.a Programme design

Finding 6: The need for shock responsive mechanisms. While there is a need to respond aggravating climate risks, shock-responsive initiatives in the Philippines have been ad-hoc, often relying on physical cash disbursements and limited, exclusive targeting of beneficiaries. These approaches were largely driven by the absence of an updated and comprehensive beneficiary database given that Listahanan 3 that is currently being used was last updated in 2019, which makes it difficult to quickly identify and enrol affected populations. As a result, response efforts have been slow, inefficient, and sometimes prone to exclusion errors, particularly in times of disasters.

While DSWD has previously supported needs of previous shock responsive schemes successfully, these have been ad hoc, created based on need – e.g. COVID-19 response – and did not have specific sub-system or modules created specifically to support SRSP. The Development Bank of the Philippines has incorporated the EBT cards with the EMV chip to facilitate cash transfers in times of shocks and disaster response.

The DXCLOUD/Unified Beneficiary Database, launched by the Philippine Department of Social Welfare and Development (DSWD) under ICTMS, is a centralised platform designed to streamline and verify beneficiary data across its various social protection programs. The platform integrates information from multiple databases, making it easier to check eligibility, prevent duplicate records, and reduce fraud. DXCLOUD works with other government

agencies like the Philippine Statistics Authority (PSA) to ensure data accuracy, especially through integrations with the national ID system for secure beneficiary verification. This platform aligns with government digitalisation goals to improve service delivery. The DXCLOUD platform under ICTMS has an Account Mapper, this feature is a universal mapper for beneficiaries and accounts. It allows for the amendment of beneficiaries' payout accounts, enabling the use of various delivery methods such as cash, cards, or bank transfers.

Recommendations:

1. The Walang Gutom Program systems should be configured to support new functions, such as data from disaster response systems, integration with PhilSys and execution of shock responsive response e.g., drought and flood response programme.

2. Automate Cash Transfers via Digital Platforms: Transition from physical cash disbursements to digital payment systems, using e-wallets, mobile banking, and other financial technologies currently being explored.

3. Implement DXCLOUD across all programmes, which has an electronic fund transfer feature that enables direct communication with different partners i.e. banks for seamless fund transfers. This functionality allows the system to efficiently disburse financial assistance to beneficiaries.

4. Integrate information from multiple databases in the different government agencies such as the Department of Agriculture, Department of Information and Communications Technology and Department of Health. This could streamline data sharing and improve coordinated service delivery. This integration would allow cross-referencing of beneficiary information, identification of overlapping services, and enhance data accuracy. By unifying agricultural, health, and digital data, agencies can work together more effectively, supporting initiatives such as food security, healthcare, and digital infrastructure for social services, ultimately leading to more holistic and responsive social protection programs.

3.4.b Governance structures

Finding 7: Institutional arrangements. Dedicated Information Communication Technology Management Service leads on Systems building information systems for social protection and database integration within DSWD and supports both programme information system functions and delivery functions for the DSWD.

Pilot Programmes for Dynamic Social Registry (DSR): The SROs ongoing pilot for transitioning from a static to a Dynamic Social Registry (DSR) offers a promising step toward real-time data updates. This shift would improve the responsiveness of social protection programmes but requires robust integration with the national ID system to authenticate beneficiary data efficiently.

While digitalisation initiatives have been largely successful and impressive in the Philippines, there are few government departments that are still operating paper-based systems and sharing data physically i.e. on compact disks. A case in point relevant to the SP sector is the transfer of the Listahanan data. The data is shared through compact disks or printed on paper. This data is crucial as it establishes the current beneficiaries for targeting, a key piece of information that cannot be obtained from other databases – such as the Ministry of Justice currently. Establishment of current and updated beneficiaries while necessary for household-based poverty targeted programmes will also support the ASP, especially in planning and designing interventions that are household-based besides establishing accurate location of households.

Currently, programmes within the DSWD operate independent siloed management information systems that do not communicate with each other within the ministry and with other government agencies such as the civil registry, disaster response data, department of agriculture etc.

ICTMS oversees ICT services and solutions i.e. design, analysis, development and implementation, programmes source for their own MISs. Point in case is SLP is currently developing their MIS inhouse and has not yet launched it to full utilisation by the department. ICTMS has set up a Monitoring Center with real time reflection of data such as data on displaced population in ECs, open evacuation centres, disaster response, weather alerts just to mention a few.

Recommendations:

1. Strengthen cross-programme interoperability within DSWD. While programmes develop and source their own software solutions, ICTMS is dedicated to delivery of ICT services In terms of governance of IT systems, there is need for better coordination with multiple user departments/agencies/ministries(particularly the Executive Authorities representation at the national and local level and E-government) on new digitisation initiatives e.g., unified database for beneficiary targeting and tracking and incorporation of disaster response data mapping to regions and households. Such a coordination will also

be crucial when designing the technology requirements for the shock responsive mechanism.

2. There is no need for DWSD programmes to collect data on households or to pilot a software module to capture data on household, if that data is already being collected by PhilSys during ID registration. What would be good practice in such a scenario is to integrate PhilSys with existing MISs in DSWD in line with the requirements of the Development Strategy. Internationally, it is considered a good practice to collect data once by each state agency and then systematically sharing based on legislative framework that ensure protection of personal identifiable information.

3.4.c Policies and strategies

Finding 8: The Philippine Development Plan (PDP) 2023-2028. Where the strategy is expected to consolidate existing digital investments and propel Philippines into a regional and international player in exploitation of digital technology to enable development for both private and public services.

Recommendations:

1. While the employment of digital technology for public services has transformed since 2020, Philippines could leverage this digital economy opportunity further by exporting their digital and integrated information system models, consultancy on establishment of social protection governance systems, one stop shop centres and other e-government solutions to other countries as done by Estonia which is often cited as a good practice in e-government implementation.

2. There is need to concretise these strategies into specific design parameters and detailed guidelines which would be basis for the development of sub-system to underpin systematic shock responsive mechanisms.

Finding 9: Legislative framework - information systems and data exchanges are governed through specific legislative frameworks. For example, the DSWD is governed by National Privacy Commission on data protection implementation, Philippines Statistics Authority govern the ID systems. The Social Registry Office (SRO) of DSWD - Manages the national social registry that's Listahanan 3. Previous COVID-19 shock responsive intervention required Presidential Decree to enable DSWD to source data from Listahanan and other sources for social protection intervention.

Recommendations:

1. For the purposes of shock responsive programming there is need for changes in laws to accommodate bulk data exchange for analysis, scenario building and programming.

2. Data points need to be well-defined across DSWD and government agencies for the existing programmes, this may not be the case for SRSP as the module will be analytical and used for programme design.

3.4.d E-government Systems

Finding 9: E-government is coordinated through the Department of Information and Communication Technology which manage a range of initiatives e.g., Super Portal eGOV PH, a platform for citizens to access services online.

Recommendations:

3. There is need to determine which services would be needed to support shock responsive social protection and which services are not digitalised and not part of the e-government services. This is crucial in determining the broad scope of data and information that could be leveraged for the SRSP.

4. This will also inform constraints the SRSP need to work with should there be databases and registries that are still not updated and dynamic.

Finding 10: There is a capability to integrate and enhance interoperability of social protection information systems within the Philippines. Information systems operate in silos where each programme independently manages its own data and information systems, which limits the ability to share beneficiary information across programmes and results in duplicated efforts and inconsistent beneficiary targeting. While these programmes rely on central databases like Listahanan or the 4Ps for beneficiary data targeting, they still lack the capacity to seamlessly exchange information.

The SRO is planning a significant shift from a static to a Dynamic Social Registry (DSR) to enhance the responsiveness and adaptability of social protection programmes.

The DSR enables real-time updates to household information, making it more agile in responding to changes in beneficiaries' circumstances. In July 2024, a pilot test for the DSR was conducted in three municipalities, focusing on key components such as self-registration and authentication processes. This pilot aimed to assess how effectively households could register themselves in the system, empowering beneficiaries to update their information proactively. Following the success of the pilot, plans are underway to scale

up the DSR implementation to 245 municipalities, marking a critical step toward nationwide adoption.

The Development Bank of the Philippines is the FSP for The Walang Gutom Program. Development bank of the Philippines is implementing an online automated system where they have partnered with EMI a fintech company called universal store. The bank has partnered with a fintech company to implement the ATM chip and the POS by an independent provider. The POS has a database of the beneficiaries that is then linked to the QR code generated by the fintech company to do beneficiary identification and verification of redemption. This has been done for DA since 2021 where all the farmers are issued an ID card that have ATM chip and a QR code.

Recommendations:

1. With the introduction of the Community-Based Monitoring System (CBMS) as the new national targeting database, there is an opportunity to centralise data and improve targeting accuracy. The data collection system can be integrated with APIs and endpoints to other social protection information systems for data requests.

2. Transition from a Static Social Registry to a Dynamic Social Registry. As the DSR scales up, it holds the potential to serve as a cornerstone for integrating social protection information systems across the country.

3. The Walang Gutom Program to implement an adaptive and shock-responsive social protection modality using EBT cards equipped with Europay, Mastercard, and Visa (EMV) chip technology. These cards would feature designated wallets for specific needs, such as a "medical wallet" for healthcare expenses and a "school sub-wallet" for educational needs. In times of shock, such as during natural disasters, epidemics, etc., a specialised “cash wallet”, or a "medical wallet" could be activated to authorise purchases only for essential items or cash withdrawals. This targeted approach would allow for dynamic, need-based support, improving the program's responsiveness to different social protection needs.

4. To capitalise on the strengths of enhanced interoperability in social protection information systems, several policy recommendations can be proposed. The establishment of a national framework for data sharing and integration should be prioritised. This framework should delineate standardised protocols, data governance structures, and mechanisms for ensuring data privacy and security. By creating a cohesive approach to data management, stakeholders can facilitate seamless information exchange while maintaining the integrity of sensitive data.

3.4.e National ID System (PhilSys) Integration

Finding 11: The national identification system, based on the Modular Open-Source Identity Platform (MOSIP), is being adopted to provide a unified and secure identity verification framework. PhilSys captures both demographic and biometric (fingerprint, iris, facial recognition) data, ensuring accurate identification and reducing duplication. It also supports offline data collection, ensuring inclusivity for areas with limited internet access. As of now, over 85 million records have been deduplicated, with 55.5 million physical IDs issued. This promotes a comprehensive coverage of beneficiaries which fosters better identification and comprehensive support to SP programs.

With over 96.9% of the 92 million target population registered for the national ID and 85 million records already deduplicated, the system is well-positioned to serve as a universal identity verification platform for social protection programmes. The PhilSys system has been integrated with various financial institutions and government agencies, supporting eKYC (electronic Know Your Customer) and authentication processes, which could help streamline the verification of beneficiaries.

While the PhilSys system provides APIs and endpoints for verification and authentication, the onboarding process for partners and different agencies is often delayed. Although some social protection programmes, like the 4Ps, have initiated pilot authentication processes using the national ID, a fully interoperable system across all social protection programmes is yet to be achieved.

Data matching issues such as the use of hash-matching between databases like Listahanan and PhilSys has led to challenges. Minor discrepancies in data (e.g., name spellings, address formats) result in mismatches, affecting the accuracy of beneficiary targeting.

Recommendations:

1. Accelerate Onboarding and Integration Processes: Simplify and expedite the regulatory and technical onboarding processes for government agencies and social protection programmes to connect with the PhilSys system. By automating parts of the compliance checks and providing clear onboarding templates, the government can reduce delays caused by bureaucratic processes and changing leadership.

2. Develop a Unified Beneficiary Database: Establish a centralised Unified Beneficiary Database for DSWD, utilising MOSIP's deduplication and authentication features to

consolidate beneficiary data from various programmes. This database should be dynamic, allowing for continuous updates and real-time verification of beneficiaries' eligibility across different social protection programmes.

3. Scale Up Dynamic Social Registry (DSR) Integration: Integrate the DSR system with PhilSys for real-time beneficiary updates and targeting.

4. Promote Use of National ID in Social Protection Programmes: Social protection programmes like 4Ps and The Walang Gutom Program should mandate the use of the national ID for beneficiary identification and authentication. By doing so, the need for separate registration processes for each programme can be eliminated, reducing administrative burdens and improving service delivery.

5. Expand Offline Capabilities: Continue leveraging the offline functionality of PhilSys, especially in rural areas with limited internet connectivity. This will ensure that beneficiaries in remote locations are still able to register and authenticate for social protection programmes, promoting inclusivity.

4. Conclusions

This study has assessed the potential to strengthen the Philippines ASP system through The Walang Gutom Program. The Walang Gutom Program is currently in the scale up phase, which provides opportunities to explore programme adjustments and establish a long-term strategy for the full integration of the programme to the wider ASP system. Increasing incidence and severity of climate hazards require paying attention to coverage among the populations most exposed and most vulnerable to these risks. These considerations should be a part of an overall vision to build a comprehensive social protection system with universal coverage that can be effectively adapted to respond to the increasing impacts of climate change. In the immediate future, the expansion of The Walang Gutom Program to the national scale involves considering how it can best complement other programmes towards this aim while achieving its own primary objectives.

First, while climate risks are not and should not be the only criteria for how the social protection system is developed, having explicit objectives regarding climate shocks and building climate resilience is important. Clarifying each programmes role as a response to climate risks and delineation of different programmes' roles is essential. Further integrating climate information into all relevant programmes would complement this. If the aim is to

enhance households' climate resilience, adaptation and sustainable livelihoods, it is important to reap the benefits of local approaches and processes, such as the Local Climate Action Plans and their implementation. A careful assessment of the programme design from the perspective of building resilience and preparing for and coping with shocks, especially transfer modality and delivery mechanisms would also be beneficial.

Mainstreaming climate sensitivity is a key component of this strategy, and it is already planned for SBCC. Many wider social protection programmes that address the usual life cycle risks, such as health and social insurance and pensions, are also important, because climate change can aggravate life cycle risks. Adequate local capacities to ensure awareness raising to maximise the coverage of such schemes is essential.

In terms of comprehensive coverage and sustained support to build resilience, most programme and system adjustments have some budgetary implications. Such measures should be built on better coordination and strategy. This includes having a clear vision and criteria of when beneficiaries move on to other programmes or exit the programme completely. The vision should clearly state when and why households qualify for The Walang Gutom Program and other programmes and involve an analysis of adequacy of each programme to ensure they respond to the needs of their target population. Any unintentional exclusion of vulnerable groups should be addressed. For the beneficiaries who have achieved an agreed level of capacity, provision of other support may still be necessary in addition to livelihoods support. Adequate budgeting of SLP and other livelihoods programmes and their availability in the respective regions is necessary to enable transitions.

There are design and delivery adjustments to The Walang Gutom Program that would improve its adaptability in case of shocks. These could be particularly important if The Walang Gutom Program beneficiaries are not covered by other programmes or are currently beyond the reach of ECT or other shock responsive schemes. Such quick win adjustments should be considered while the overall processes towards enabling anticipatory action and the integration of emergency responses to the system progresses.

Tapping The Walang Gutom Program into the existing information system functionalities and payment mechanisms, such as potential integration of e-wallet or cash functionality in case of shocks, should be explored. Cross programme interoperability within DSWD is important. Full systems integration at the national level is largely dependent on wider processes, such as completion and utilisation of national ID system and dynamic registration. When further advanced, these processes will provide opportunities to ensure

more inclusive coverage and seamless delivery of social protection programmes, including The Walang Gutom Program.

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List of acronyms and abbreviations

4Ps	Pantawid Pamilyang Pilipino Program
ADB	Asian Development Bank
AFD	Agence Française de Développement
ASP	Adaptive Social Protection
ASRSP	Adaptive and Shock-Responsive Social Protection
BCC	Behavioural Change Communication
BRACED	Building Resilience and Adaptation to Climate Extremes and Disasters
B-SPARED	Building on Social Protection for Anticipatory Action and Response in Emergencies and Disasters
CBMS	Community Based Monitoring System
CCA	Climate Change Adaptation
CIAT	International Centre for Tropical Agriculture
CID	Climatic Impact Drivers
DA	Department of Agriculture
DA SAAD	Department of Agriculture Special Area for Agriculture Development
DepDEV	Department of Economy, Planning and Development
DFAT	Department of Foreign Affairs and Trade
DICT	Department of Information and Communications Technology
DILG	Department of Interior Local Government
DOST	Department of Science and Technology
DOST FNRI	Department of Science and Technology Food and Nutrition Research Institute
DP	Development Pathways
DRM	Disaster Risk Management
DRMB	Disaster Risk Management Bureau
DRR	Disaster Risk Reduction
DSWD	Department of Social Welfare and Development
EBT	Electronic Benefit Transfer
ECHO	European Civil Protection and Humanitarian Aid Operations
ECT	Emergency Cash Transfer
ECT-MIS	Emergency Cash Transfer Management Information System
EVI	Energy Vulnerability Index
FAO	Food and Agricultural Organisation
FDS	Family Development Sessions
FGD	Focus Group Discussions
GoP	Government of the Philippines
IPCC	Intergovernmental Panel on Climate Change
Kalahi-CIDSS	Kapit-Bisig Laban sa Kahirapan - Comprehensive and Integrated Delivery of Social Services
KIIs	Key Informant Interviews
LAWA-BINHI	Local Adaptation to Water Access and Breaking Insufficiency through Nutritious Harvest for the Impoverished
LMIC	Low- and Middle-Income Countries
MCCT	Modified Conditional Cash Transfer
MoA	Memoranda of Agreement
MoU	Memoranda of Understanding
NDRRMC	National Disaster Risk Reduction Management Centre
NDRRMO	National Disaster Risk Reduction Management Office
NEDA	National Economic Development Authority (former name of DepDev)
NES	Nutrition Education Sessions
NPC	National Privacy Commission
NPMO	National Program Management Office
OCD	Office of Civil Defence

PAA	Priority Action Area
PAGASA	The Philippine Atmospheric, Geophysical and Astronomical Services Administration
PES	Productivity Enhancement Sessions
PhilSys	The Philippine National ID System
PSA	Philippines Statistics Authority
RPMO	Regional Program Management Office
SBCC	Social Behavioural Change Communication
SLP	Sustainable Livelihoods Program
SocPen	Social Pension for Indigent Senior Citizens Program
SRO	Social Registry Office
TOC	Theory of Change
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WG	The Walang Gutom Program

Appendix

A.1. Regression results

Equation A.1. PMT regression model (World Bank, 2018)

$$\log(y)^r = a^r + b^r X_h^r + c^r Z_{hi}^r + d_h^r W_h^r + \varepsilon_h^r$$

Where

- r = NCR or non-NCR
- h = household identifier
- i = individual identifier in a household
- y = per capita income
- a, b, c, d = structural parameters or marginal effects
- X = household-specific indicators
- Z = individual-specific indicators
- W = community-specific indicators
- ε = estimation error

Table A.1. PMT regression model

	NCR		**non-NCR**	
Variable	**coef.**	**s.e.**	**coef.**	**s.e.**
Marital status of the household head	-0.0883***	(0.0155)	-0.0196**	(0.00788)
Sex of household head	0.0654***	(0.0225)	0.0350***	(0.0111)
Household size	-0.0996**	(0.0392)	0.0140	(0.0172)
Tenure status of the dwelling	-0.0176***	(0.00571)	-0.0129***	(0.00238)
Type of building	0.0334***	(0.00950)	0.0473***	(0.00951)
Roof material	-0.00778	(0.0257)	-0.00573	(0.00387)
Outer wall material	-0.0259***	(0.00998)	-0.0192***	(0.00282)
Main source of drinking water	0.00128***	(0.000392)	0.00147***	(0.000163)

Type of toilet facility	-0.00334**	(0.00147)	-0.00131***	(0.000233)
Electricity	0.0380	(0.122)	0.0281	(0.0181)
Refrigerator/freezer	0.175***	(0.0238)	0.139***	(0.0106)
Washing machine	-0.00931	(0.0233)	0.111***	(0.0107)
Telephone	0.121***	(0.0301)	0.201***	(0.0207)
Mobile phone	0.0837***	(0.0278)	0.00799	(0.00856)
Smartphone	0.182***	(0.0464)	0.0579***	(0.0123)
Television	0.0309	(0.0303)	0.0370***	(0.0105)
Radio	0.0687**	(0.0268)	-0.0315***	(0.00856)
Microwave	0.238***	(0.0307)	0.226***	(0.0178)
Car/Jeep/Van	0.324***	(0.0343)	0.353***	(0.0173)
E-jeep	-0.567**	(0.223)	0.221	(0.137)
Motorcycle/tricycle	0.0697***	(0.0216)	0.0594***	(0.00917)
E-trike	0.172*	(0.0902)	0.0455	(0.0746)
Urban			0.0691***	(0.00926)
Age of the household head	0.000599	(0.00116)	0.00151***	(0.000508)
Education of the household head	4.85e-06***	(5.94e-07)	5.29e-06***	(2.68e-07)
Number of household members aged 0-5	-0.155***	(0.0431)	-0.184***	(0.0186)
Number of household members aged 6-10	-0.155***	(0.0415)	-0.205***	(0.0182)

Number of household members aged 11-14	-0.129***	(0.0423)	-0.208***	(0.0186)
Number of household members aged 15-18	-0.113**	(0.0528)	-0.186***	(0.0186)
Number of household members aged 19-49	0.0439	(0.0393)	-0.0892***	(0.0173)
Number of household members aged 50-64	-0.0507	(0.0409)	-0.120***	(0.0184)
Number of household members aged 65+	-0.130***	(0.0451)	-0.191***	(0.0205)
Region II - Cagayan Valley			0.107***	(0.0257)
Region III - Central Luzon			0.0875***	(0.0207)
Region IVA - CALABARZON			0.118***	(0.0230)
Region V- Bicol			-0.0225	(0.0223)
Region VI - Western Visayas			0.0557**	(0.0224)
Region VII - Central Visayas			0.177***	(0.0234)
Region VIII - Eastern Visayas			0.0555**	(0.0238)
Region IX - Zamboanga Peninsula			0.146***	(0.0232)
Region X - Northern Mindanao			0.548***	(0.0267)
Region XI - Davao			0.0239	(0.0230)
Region XII - SOCCSKSARGEN			0.0518**	(0.0224)
Cordillera Administrative Region			0.126***	(0.0225)
BARMM			0.381***	(0.0240)
Region XIII - Caraga			0.0195	(0.0219)

MIMAROPA			0.115***	(0.0215)
Constant	8.836***	(0.145)	8.100***	(0.0399)
Observations	6,132		37,385	
R-squared	0.458		0.430	

Note: *** p<0.01, ** p<0.05, * p<0.1

Table A.2. Logit regression results for recovery from natural disaster

Variable	coef.	s.e.
WG	-0.327***	(0.0130)
Income per capita	4.77e-05***	(3.16e-07)
Household size	-0.0325***	(0.000667)
Roof material	0.0718***	(0.00207)
Outer wall material	-0.0257***	(0.000906)
Floor material	-0.0934***	(0.00134)
Electricity	0.404***	(0.00817)
Source of drinking water	-0.0608***	(0.000492)
Source of other water	-0.0176***	(0.000143)
Number of programmes	0.227***	(0.00147)
Education of the household head	4.25e-06***	(7.28e-08)
Region II - Cagayan Valley	-2.146***	(0.0178)
Region III - Central Luzon	-1.616***	(0.0121)
Region IVA - CALABARZON	-0.534***	(0.0127)
Region V- Bicol	-0.977***	(0.0158)

Region VI - Western Visayas	-0.608***	(0.0108)
Region VII - Central Visayas	-1.587***	(0.0106)
Region VIII - Eastern Visayas	-0.816***	(0.0118)
Region IX - Zamboanga Peninsula	-0.815***	(0.0173)
Region X - Northern Mindanao	-1.156***	(0.0143)
Region XI - Davao	0.839***	(0.0201)
Region XII - SOCCSKSARGEN	-1.292***	(0.0170)
National Capital Region	-1.878***	(0.0131)
Cordillera Administrative Region	0.637***	(0.0573)
BARMM	-4.286***	(0.0320)
Region XIII - Caraga	-1.005***	(0.0117)
MIMAROPA	-2.242***	(0.0126)
Urban	0.00938***	(0.00293)
Constant	6.017***	(0.0382)
Observations	5,208	

Note: *** p<0.01, ** p<0.05, * p<0.1

Table A.3. Probability of recovery from natural disaster by receipt of The Walang Gutom Program

	Margin	std. err.	z	P>z	[95% conf.	interval]
No WG	0.690	0.000	2765.18	0.000	0.690	0.691
WG	0.623	0.003	226.6	0.000	0.618	0.629

A.2. Beneficiary households' characteristics

Table A.4.Characteristics of households by programme participation

Variable	All hhs	4Ps	SLP	WG (overlap)	WG (no overlap)
Urban location	0.52	0.29	0.35	0.20	0.24
Household size	4.19	5.66	4.76	8.94	7.41
Female household head	0.27	0.17	0.22	0.11	0.15
Age of household head	51.30	48.88	50.36	48.84	49.53
SSS	0.54	0.31	0.48	0.17	0.19
GSIS	0.08	0.01	0.07	0.01	0.02
OWWA	0.05	0.03	0.05	0.01	0.00
HMO other than PhilHealth	0.19	0.14	0.15	0.08	0.11
Life Insurance	0.12	0.07	0.15	0.04	0.03
Regular 4Ps	0.14	0.91	0.24	0.60	0.00
Modified 4Ps	0.02	0.11	0.02	0.08	0.00
Indigent Senior Citizen (SocPen)	0.15	0.11	0.17	0.14	0.20
Assistance from Malasakit Center	0.01	0.01	0.03	0.02	0.02
Student Financial Assistance Programs	0.02	0.03	0.03	0.00	0.01
Assistance to Individual in Crisis Situation	0.04	0.07	0.09	0.07	0.08
Balik Probinsya Program	0.00	0.00	0.00	0.00	0.00

Emergency Shelter Assistance	0.03	0.05	0.07	0.07	0.05
Micro Enterprise Development Track	0.01	0.01	0.16	0.00	0.00
Employment Facilitation Track	0.00	0.00	0.02	0.00	0.00
Skills Training	0.00	0.00	0.10	0.00	0.00
Integrated Livelihood/Kabuhayan Program	0.02	0.04	0.74	0.05	0.00
Feeding programme	0.10	0.21	0.14	0.40	0.31
PhilHealth	0.82	0.93	0.85	0.82	0.63
Number of programmes	0.41	1.29	0.65	0.99	0.36
Natural disaster or armed conflict	0.20	0.27	0.31	0.31	0.32
Displacement or evacuation	0.36	0.48	0.45	0.51	0.44
Recovery	0.65	0.67	0.65	0.58	0.56
Dwelling floor area	56.88	45.32	50.10	45.72	44.07
No. bedrooms	1.77	1.57	1.83	1.60	1.60
Electricity	0.96	0.92	0.96	0.83	0.84
Number of asset types	4.85	3.74	4.58	2.88	2.75
Insufficient water at least once	0.06	0.09	0.09	0.10	0.11
Processed water to make it safe	0.15	0.21	0.19	0.29	0.30
Shared toilet	0.10	0.12	0.11	0.10	0.10
Number of households sharing toilet	2.68	2.69	2.28	2.52	2.52
N	43517	7382	1736	594	594

Source: APIS 2022.

Table A.5. Difference test between 4Ps recipients and simulated The Walang Gutom Program recipients and between SLP recipients and simulated The Walang Gutom Program recipients

	4Ps	SLP	WG	4Ps-WG	SLP-WG
Variable	**Mean [SE]**	**Mean [SE]**	**Mean [SE]**	**t-test**	**t-test**
Urban location	0.295	0.346	0.242	0.052**	0.104***
	[0.005]	[0.011]	[0.018]		
Household size	5.659	4.759	7.406	-1.747***	-2.647***
	[0.024]	[0.052]	[0.104]		
Female household head	0.166	0.223	0.154	0.012	0.069***
	[0.004]	[0.010]	[0.015]		
Age of household head	48.882	50.363	49.527	-0.645	0.837
	[0.128]	[0.310]	[0.611]		
SSS	0.313	0.481	0.190	0.123***	0.291***
	[0.005]	[0.012]	[0.016]		
GSIS	0.011	0.070	0.020	-0.009**	0.050***
	[0.001]	[0.006]	[0.006]		
OWWA	0.026	0.048	0.001	0.026***	0.047***
	[0.002]	[0.005]	[0.001]		
HMO other than PhilHealth	0.143	0.152	0.108	0.035**	0.044***
	[0.004]	[0.009]	[0.013]		
Life Insurance	0.072	0.151	0.026	0.046***	0.125***
	[0.003]	[0.009]	[0.007]		

Regular 4Ps	0.907	0.244	0.000	0.907***	0.244***
	[0.003]	[0.010]	[0.000]		
Modified 4Ps	0.112	0.019	0.000	0.112***	0.019***
	[0.004]	[0.003]	[0.000]		
Indigent Senior Citizen (SocPen)	0.111	0.168	0.200	-0.089***	-0.032*
	[0.004]	[0.009]	[0.016]		
Assistance from Malasakit Center	0.014	0.030	0.024	-0.010*	0.007
	[0.001]	[0.004]	[0.006]		
Student Financial Assistance Programs	0.026	0.031	0.006	0.020***	0.024***
	[0.002]	[0.004]	[0.003]		
Assistance to Individual in Crisis Situation	0.071	0.090	0.075	-0.004	0.014
	[0.003]	[0.007]	[0.011]		
Balik Probinsya Program	0.000	0.002	0.000	0.000	0.002
	[0.000]	[0.001]	[0.000]		
Emergency Shelter Assistance	0.049	0.065	0.053	-0.004	0.012
	[0.001]	[0.009]	[0.000]		
Employment Facilitation Track	0.001	0.016	0.000	0.001	0.016***
	[0.000]	[0.003]	[0.000]		
Skills Training	0.005	0.102	0.000	0.005	0.102***
	[0.001]	[0.007]	[0.000]		

Integrated Livelihood/Kabuhayan Program	0.041	0.742	0.000	0.041***	0.742***
	[0.002]	[0.011]	[0.000]		
Feeding programme	0.207	0.143	0.306	-0.099***	-0.164***
	[0.005]	[0.008]	[0.019]		
PhilHealth	0.931	0.855	0.628	0.303***	0.227***
	[0.003]	[0.008]	[0.020]		
Number of programmes	1.291	0.648	0.359	0.932***	0.290***
	[0.007]	[0.019]	[0.025]		
Natural disaster or armed conflict	0.269	0.314	0.318	-0.049**	-0.004
	[0.005]	[0.011]	[0.019]		
Dwelling floor area	45.318	50.104	44.073	1.245	6.031**
	[0.618]	[1.179]	[2.121]		
No. bedrooms	1.567	1.825	1.602	-0.035	0.223***
	[0.011]	[0.026]	[0.044]		
Electricity	0.915	0.961	0.839	0.076***	0.122***
	[0.003]	[0.005]	[0.015]		
Number of asset types	3.739	4.584	2.755	0.984***	1.829***
	[0.022]	[0.060]	[0.072]		
Insufficient water at least once	0.088	0.092	0.108	-0.021	-0.016
	[0.003]	[0.007]	[0.013]		

Processed water to make it safe	0.207	0.189	0.297	-0.090***	-0.109***
	[0.005]	[0.009]	[0.019]		
Monthly income per capita	2933.497	4017.944	2298.581	634.916***	1719.363***
	[30.851]	[83.439]	[66.739]		
Monthly food consumption per capita	62.582	79.546	52.234	10.348***	27.312***
	[0.456]	[1.261]	[1.263]		
	7382	1736	594		

Source: own elaboration based on APIS 2022 Note: ***, **, and * indicate significance at the 1, 5, and 10 percent critical level.

A.3. Stakeholders interviewed

Government of the Philippines (Gop) Stakeholders

- Department of Agriculture (DA)
- Department of Economy, Planning and Development (DepDEV)
- Department of Interior and Local Government (DILG)
- Department of Science and Technology Food and Nutrition Research Institute (DOST-FNRI)
- Department of Social Welfare and Development (DSWD)
- Department of Social Welfare and Development Information and Communication Technology Management Service (DSWD-ICTMS)
- Development Bank of the Philippines (DBP)
- Disaster Risk Management Bureau (DRMB)
- Kalahi CIDDS (within DSWD)
- LAWA-BINHI (within DSWD)
- National Household Targeting Office (NHTO)
- National Privacy Commission (NPC)
- Pantawid Pamilyang Pilipino Program (4Ps) (within DSWD)
- Philippine Identification System (PhilSys)
- Philippines Statistics Authority Community-Based Monitoring System (PSA-CBMS)
- Sustainable Livelihoods Program (within DSWD)
- The Walang Gutom Program (within DSWD)

Development partners or United Nations organisations

- Agence Française de Développement (AFD)
- Asian Development Bank (ADB)
- Department of Foreign Affairs and Trade (DFAT)
- Food and Agriculture Organisation (FAO)
- World Food Programme (WFP)

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