

GUIDELINES ON THE MANAGEMENT OF FOOD SECURITY FOR DISTRESSED FAMILIES PROJECT

KKPP DEPARTMENT ORDER NO. 51, S. 1994, December 28, 1994

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I.

Rationale

High incidence of poverty still prevails among Filipinos. Statistics show that 40.7 percent of the total number of Filipino families belongs to the poverty threshold while 20.2 % of the families belongs to the food threshold, (NSCB 1991).

As a result of this scenario, they cannot provide the required dietary food intake of their children.

In addition, poor environmental conditions due to lack of sanitary toilets, potable water breed infections which aggravate the problem of malnutrition. Lack of knowledge and proper nutrition practices are also a relevant deterrent factors in attaining desirable weights or nutritional status of children.

The recent Operation Timbang conducted by DOH showed that 1,397,889 pre-schoolers are severely and moderately underweight. The latest surveys also show four prevalent malnutrition disorders which still persist in depressed communities:

- a) Protein-energy malnutrition which affects 14% or 1.6 M pre-schoolers.
- b) Iron-deficiency anemia affecting about 21.4 M Filipinos.
- c) Iodine deficiency disorders including goiter which affects about 1.2 M Filipinos.
- d) Vitamin A deficiency which is common among pre-schoolers in far-flung areas and urban poor communities.

As a response to the nutrition situation, the Department of Social Welfare and Development (DSWD) has been implementing the Supplemental Feeding (SF) Program for the 0-6 underweight children since 1976. This program was implemented in 75 provinces of the country. However, with the implementation of RA 7160, the program was devolved to the Local Government Units in 1992. The transition period caused tremendous setbacks to the implementation of programs and services of the national government and one of those affected is Supplemental Feeding. A review of the 5 year implementation program from 1986 to 1991 revealed that out of the yearly average of 1.018 million beneficiaries, only 14 percent were rehabilitated. This was because the involvement of the families of beneficiaries and communities in the project is minimal. Also families have limited knowledge and skills on proper nutrition as well as the lack of opportunities and skills to engage in income generating activities.

The Food Security Project for Distressed Families Project is designed as a stop gap measure or safety net in the phasing out of PL 480 food commodities by utilizing the locally available food.

The priority areas identified for FSDF project are the nutritionally depressed municipalities and is not a recipient of other nutrition program/projects such as the LAKASS and UNICEF program as well as the CIDDS project.

In order to help the plight of the underweight pre-school children the FSDF project is developed by the Department to improve the nutritional status of the identified beneficiaries through empowerment of the family and the community in responding to the needs of the underweight pre-school children.

II.

Objectives

General Objectives:

To improve the nutritional status of the moderately and severely underweight pre-school children by empowering the families and communities to actively participate in the rehabilitation of the child.

Specific Objectives:

1. Improve the nutritional status of the 35% severely and moderately underweight pre-school children.
2. Enhance the knowledge and skills of the parents on nutrition education and inculcate positive values on the importance of proper nutrition.
3. Provide livelihood opportunities to ensure food security among family beneficiaries.
4. Develop the capability of the indigenous leaders/volunteers to ensure sustainability of nutrition related community activities.
5. Provide opportunities for mothers of beneficiaries to develop and enhance their skills in the preservation/processing of indigenous food products.
6. Encourage the families and communities to engage in Bio-Intensive Gardening (BIG) for home consumption and additional income of the family.
7. Raise the level of awareness of the family and community on their existing reality and to enable them to act collectively in responding to it.

III.

Project Description

The project seeks to assist approximately 55,000 families to attain a level of food sufficiency and economic upliftment during its five year implementation. It will be implemented in 50 provinces of the country outside the Comprehensive and Integrated Delivery of Social Services (CIDSS) areas/provinces with one nutritionally depressed municipality per province. Municipalities shall be selected using these criteria: 1) Outside Food Transition Strategy/SEA Kaunlaran or CIDSS areas; 2) Non-recipient of similar programs from other sources, and; 3) With active support from LGUs. Each Municipality will establish 16 feeding centers, with a total of 800 feeding centers nationwide. Feeding Centers shall be set up in most nutritionally depressed barangays and it shall be manned by a Food Assistance Center Worker (FACW) under the supervision of a Food Assistance Project Manager (FAPM). Community organizing approach will be utilized to maximize the participation of the families and communities in sustaining and institutionalizing the project.

IV.

Main Features of the Project:

1. Community Organizing

Families and communities will be involved in bringing about development in the community through collective problem-solving. It is aimed at raising peoples awareness, develop/discover their capabilities, interest/desire and willingness in answering to their needs, solving their own problems and working towards a common good through cooperative and collective self-help efforts.

2. Food Assistance to Underweight Pre-schoolers

Supplemental Feeding refers to the provision of food supplementation to the SF beneficiaries who are 2nd and 3rd degree underweight. Food supplementation provides 1/3 or 435 kilo calories including 10-20 grams protein of the recommended dietary allowance.

A centralized neighborhood feeding for a cluster of 15-30 families shall be adopted. Locally available indigenous food will be purchased as food supplement at P50/child/month.

A total of 55,000 SF enrollees will be targeted for the project. Twenty Five Thousand (25,000) of this is targeted for the first year of implementation while 7,500 enrollees are expected to be served yearly from 1995 to 1998. Of these targets, the project aims for a 35% yearly increase in nutritional level from 2nd and 3rd degree to first degree normal level through the end of the project life.

3. Nutrition Education

This component aim to enhance skills and knowledge of mothers to improve their capability to provide and maintain the nutritional needs of the family.

This component will have the following interventions

3.1 Skills Enhancement on Home Based Food Processing and Preservation Target beneficiaries of this intervention are the mothers of SF enrollees. Ingredients for the food processing/preservation will be locally purchased by the parents committee to be taken from the funds provided by DSWD. It will be facilitated through a 2 day training. Venue of the training shall be at the Barangay level. The FAPM shall coordinate with the Women's Welfare Worker or with other technical experts available in the community/nearby communities in the conduct of the food processing/preservation.

3.2 Nutrition Information and Education — this strategy will enhance knowledge and skills of the parents on proper nutrition. Dissemination of nutrition information on proper eating habits, preparation of balanced diet and effective parenting shall be integrated in the regular activities of the parents committee. Session on maternal and child care nutrition and self enhancement shall likewise be coordinated with the Women's Welfare Worker present in the area.

However, since this is a continuing value formation activity, a resource person like the devolved worker will be tapped to provide Parent Effective Service (PES) and other family welfare services to mothers of SF beneficiaries.

These group of mothers will be utilized to act as agents of change towards community wide participation in responding to community needs/problems.

4. Home Based Food Production

Home-based food production will be implemented even in areas where space is limited. Indigenous materials like plastics and cans will be used for planting fruits and vegetables.

In areas where backyard space of at least 50 sq. meters per household is available, the Bio-Intensive Gardening method will be introduced. Initially, supply of seeds will be sourced out from the Department of Agriculture (DA). Upon harvest, families should set aside portions of the seeds for the next planting.

Parents will be oriented on proper planting techniques to increase their knowledge in the use of indigenous planting materials as well as the Bio-Intensive Gardening method. It will be facilitated during meetings of mothers with an invited resource person from the DA. Assistance from the Local Government Units, as well as other sources will be tapped to provide logistic and technical support.

V.

General Policies and Procedures:

A. Project Policies:

1. Target Area

The target area shall be the most nutritionally depressed municipality and 8 barangays each with at least 2 feeding centers.

2. Target Clientele and Eligibility Requirement

2.1 Food threshold level families with 2nd and 3rd degree underweight pre-school children.

2.2 Moderately and severely (non-medical) underweight pre-school children with preference to ages 36 months to 72 months who belong to families with monthly income below the food threshold which is 2,432.00 per month. This shall not preclude pre-school children below 36 months not reached by other agencies/units.

3. Rate of Assistance

3.1 Direct Assistance

3.1.1 Supplemental Feeding

P50.00 worth of food per child/month to meet 1/3 of the RDA of 435 kilo calories including 10-20 grams of protein per child. Feeding shall be from Mondays to Fridays for a maximum of 18 months.

3.1.2 Skills Enhancement on Home-Based Food Processing and Preservation

Training supplies/ingredients for food processing/preservation worth 680.00 per Food Assistance Center or a total of 10,880.00 per municipality (16 Food Assistance Centers). In areas where the Productivity Skills Development Project of the Bureau of Womens Welfare (BWW) exist, coordination shall be undertaken with their local workers.

3.2 Manpower Components

3.2.1 Food Assistance Project Manager

A total of 50 FAPM will be hired solely for the project. Each shall act as consultant and supervisor to the operation of the 16 feeding centers within the area coverage. Compensation for each FAPM shall equal the salary of SWO I and entitled to other benefits like bonus, 13th month pay, PERA plus payment of actual expenses for traveling and uniforms.

3.2.2 Subsidy to the Local Government Units for project management at 350.00 per center or 5,600.00 for 16 centers per municipality monthly. LGUs shall provide counterpart for the training of the Food Assistance Center Workers as well as other operational costs such as office supplies and manpower support. A total of 800 FACW will manage the operation of feeding centers. There will be one FACW per Feeding Center.

4. Site/Venue for Feeding and Training

A feeding center/multi-purpose center or vacant house shall be utilized for feeding. Training on Food Processing/Preservation and other nutrition activities shall be conducted in the same venue or in the house of one of the mothers with kitchen utensils/facilities for processing and preservation of food in coordination with BWW worker.

5. Fund Management

5.1 The fund shall be sub-allotted to the different Field Offices on a quarterly basis.

5.2 Fund for Supplemental Feeding will be released directly in the Parents Association care of the President as per project proposal submitted.

5.3 Subsidy for the Food Assistance Center Worker will be released directly in the name of the aforementioned worker. Special Order to this effect will be issued to support the payment of said FACW's.

5.4 Funds for supplies on food processing will be released directly to the Parents Association in the name of the President as per project proposal submitted.

5.5 Funds for orientation/training of volunteers will be released to the Food Assistance Project Managers.

5.6 Funds for the Supplemental Feeding will be availed by Parents Association through project proposal and be deposited in the Bank in the name of the President of the Association and the Food Assistance Project Manager for safekeeping.

5.7 The Parents Association through its President and Treasurer will withdraw for the weekly purchase of food commodities of the feeding center to be counter-signed by the FAPM.

5.8 Funds for food processing will be managed by the Parents Association under the supervision of the FAPM.

6. Monitoring/Evaluation

6.1 The DSWD Central Office through the Bureau of Emergency Assistance shall monitor the implementation of the project on a periodic basis. A semi-annual evaluation of the project shall be conducted to assess the effectiveness and efficiency of the project.

6.2 The Field Office shall conduct a quarterly monitoring and provision of technical assistance on the implementation. of the project.

6.3 The FAPMs shall monitor and supervise the implementation of the project by the FACW on bi-monthly basis and shall provide technical assistance as often as possible.

6.4 FACWs shall manage the implementation of the project and ensure that feeding activities are conducted five (5) times a week and other nutrition related activities and participation of parents and community on the project are initiated. IHcTDA

6.5 A monitoring instrument will be designed for the above purpose. Schedules will be planned and agreed upon among all levels concerned. Desk monitoring shall also be considered due to the wide coverage likewise, results

of monitoring conducted at different levels will be submitted to the Bureau of Emergency Assistance particularly monitoring done by the Field Office Staff. Results of monitoring conducted by municipal level shall be submitted to the Field Office.

7. Reporting

7.1 The Central Office through the Bureau of Emergency Assistance (BEA) shall prepare and submit a Quarterly Status Report on the implementation of the project.

7.2 A Semi-Annual Evaluation Report/Annual Post Evaluation Report shall be conducted. A year-end accomplishment report shall be submitted by BEA as basis for program planning. A semi-annual evaluation should be conducted by the Bureau of Emergency Assistance and the Field Office to ensure effective and efficient implementation of the project. A year end review of project and planning consultation shall be done by the Bureau.

7.3 For the Field Office, a Quarterly SF Nutritional Impact Report, Monthly Distribution and Utilization of Food Commodities and Monitoring Report shall be submitted to Central Office through BEA.

7.4 At the Municipal level, the FAPMs shall submit to Field Office the Quarterly SF Nutritional Impact Report, Monthly Distribution and Utilization of Local Food Commodities, Monthly Monitoring Report of Food Assistance Center and other Nutrition Related Activities conducted.

7.5 The FACWs are required to submit the following reports to the Food Assistance Project Manager. These reports are:

- * Monthly Food Consumption Report
- * Monthly Progress Weight Record of Beneficiaries
- * Quarterly Nutritional Impact Report
- * Monthly Distribution and Utilization Report
- * Requisition and Issue Voucher (RIV)
- * Reports on Other Nutrition Related Activities

B. Procedures in Project Implementation:

1. Pre-implementation Phase

1.1 Consultation by the over-all project manager with the Technical and Field Staff for the following:

1.1.1 Confirmation of the identified area coverage for project implementation.

1.1.2 Definition of roles and functions of the project management staff from national down to barangay level.

1.1.3 Entering into a Memorandum of Agreement with the FAPMs who will serve as the municipal manager for the project.

1.1.4 Definition of roles and responsibilities of other coordinating agencies in the implementation of the project e.g. LGUs, GOs, and NGOs.

2. Implementation Phase

2.1 Social Preparation

2.1.1. Area Selection

2.1.2 Selection of Beneficiaries

2.1.3 Entry to the Community/Integration

2.1.4 Data Gathering

2.1.5 Presentation and Analysis of Data

2.1.6 Formulation of Community Development Goal

2.2 Mobilization

2.2.1 Problems Prioritization/Formation of Committee

2.2.2 Formulate action plan for the prioritized problems/needs.

2.2.2.1 FACWs shall be mobilized for the following activities:

- preparation of menu in consultation with the FAPM
- monthly weighing
- preparation of food consumption report
- management of parents contribution
- daily feeding

2.2.2.2 Parents Committee shall be mobilized in the daily cooking and other nutrition related activities as previously scheduled in the action plan.

2.2.2.3 Regular meeting of the family beneficiaries shall be undertaken for the nutrition education including food preservation/food production skills enhancement.

2.2.2.4 Families who shall engage in food production shall be organized and trained/oriented by the FAPM on new planting techniques availing of the technical expertise from the Department of Agriculture (DA). The Bio-Intensive Gardening method shall be introduced to ensure families of a bountiful harvest.

2.2.2.5 The FAPMs shall likewise tap the DA for the provision of seeds and technical assistance on BIG in the initial implementation of the project. Seeds for the subsequent planting shall be sourced out from their harvest.

2.3 Capability Building/Training

2.3.1 The Social Welfare Project Supervisor (SWPS) of BEA, Social Welfare Specialists (SWS) on Emergency Assistance and the Regional Senior Dietary Nutritionists (RSDN) will be trained on Sustainability of the project.

2.3.2 The FAPMs will be trained on sustainability monitoring and evaluation, supervision and the implementation details of the FSDF utilizing community organizing approach.

2.3.3 The FACW shall be trained on volunteerism to equip them with appropriate knowledge, attitudes and needed as volunteers. Training will also include menu preparation, weighing, report preparation and other nutrition related activities.

2.4 Networking for Safety Nets

2.4.1 Parent Effectiveness Service

2.4.2 Basic Business Management Skills Training

2.4.3 Productivity Skills Training for Women

2.5 Monitoring

To determine the extent of implementation vis a vis the set objectives of the project, regular monitoring shall be done at the different levels:

- FACW to the beneficiaries (Barangay level)
- FAPM (Municipal level)
- DSWD Field Office level
- DSWD Central Office level

A monitoring instrument will be designed for the above purpose. Schedules will be planned and agreed upon among all levels concerned. Desk monitoring shall also be considered due to the wide coverage: Likewise, results of monitoring conducted at different levels will be submitted to the Bureau of Emergency Assistance particularly monitoring done by the Field Office Staff. Results of monitoring conducted by municipal level shall be submitted to the field office.

The following areas shall be closely monitored.

- Number of children provided Supplementary Feeding
- Number of children improved in weight
- Number of children improved in weight
- Number of families participated in nutrition Education
- Number of families with home food production
- Number of Distressed Families with NutriCum Livelihood
- Number of mothers trained on food processing/preservation and applied learning through:
 - * income generating activities
 - * open employment

3. Post-Implementation Phase

3.1 Evaluation and documentation

3.1.1 Evaluation

A semi-annual evaluation shall be conducted by the Bureau of Emergency Assistance and the Field Office to ensure effective and efficient implementation of the project. A year end review of project and planning consultation shall be done by the Bureau.

Evaluation shall be done thru the following:

- * Consultation Workshops with implementors and beneficiaries
- * Conduct of evaluative study/research

3.1.2 Documentation and packaging of the processes/strategies and learning points on the project as basis for program development and enrichment.

4. Phasing out/Sustainability

After the project life, it is envisioned that the Barangay as well as the Local Government Units will institutionalize the project. Certain strategies to ensure sustainability of the project include the use of trained local volunteers and organized community structures which will continue responding to the welfare needs of the community as well as replicate the project at the LGU level. Integrating the project as part of the Supplemental Feeding of the Local Government will also ensure its continued operation. Linkages with NGOs and other GOs will be strengthened in support to its continuous operations.

The pilot project will be slowly phased out from its target municipality and move on to other areas if it meets the criteria of termination which are as follows:

4.1 35% yearly improvement of nutritional level from 2nd and 3rd degree to 1st degree and normal level of underweight beneficiaries of Supplemental Feeding.

4.2 80% of target families have engaged in home food production gaining bountiful harvest for the family and as means of livelihood.

4.3 30% of target participants have engaged in income generating projects whether open or self-employment as a result of application of learning on food preservation/processing and linkage with other funding institutions.

4.4 Families of beneficiaries have improved economic condition.

4.5 Self-reliance of mothers through leadership and active participation/involvement in community activities.

4.6 Organized parents to assume responsibilities in the provision of Supplemental Feeding.

4.7 LGU fully assumed responsibility of the continuation of project

VI.

Roles and Responsibilities:

Department of Social Welfare and Development

A. Central Office Level

1. Bureau of Emergency Assistance

1.1 Prepare/develop policies and implementing guidelines on the Food Security Project for distressed families.

1.2 Prepare allocation of funds to FOs through the Budget Division intended for the project.

1.3 Provide training orientation to Field Office staff and FAPM on the implementing details of the project, Sustainable Monitoring Evaluation, Supervision and Community Organizing.

1.4 Monitor in coordination with Field Office project implementation on a quarterly basis.

1.5 Provide technical assistance to Field Office and FAPM.

1.6 Conduct semi-annual evaluation of the project.

1.7 Prepare annual accomplishment of the Food Security Project

B. Field Office Level

1. Field Director/Assistant Field Director

1.1 Direct and supervise project implementation within the area of coverage including submission of periodic reports and other documents required.

2. Specialist on Assistance

2.1 Evaluate the social aspect of the project proposals and release the grant for SF.

2.2 Social Marketing with LGUs for augmentation support and other nutrition related activities to the mothers group association.

2.3 Monitor the implementation of the project and submit to BEA copy of the monitoring reports.

2.4 Supervise and provide technical assistance to FAPM on the social aspect of the project.

2.5 Prepare and submit quarterly implementation reports to the Secretary through BEA.

2.6 Coordinate with Department of Agriculture and other GOs, NGOs on required support services.

2.7 Conduct training to FACW on volunteerism and project implementation.

2.8 Advocate to the Local Government Units for augmentation support in the implementation of the project.

3. Regional Senior Dietary Nutritionist

3.1 Evaluate the nutrition aspect of the project proposal.

3.2 Monitor the implementation of the project and look into the nutrition aspect.

3.3 Supervise and provide technical assistance on the nutrition aspect of the project.

3.4 Assist in the preparation of quarterly report specifically on nutrition aspect.

3.5 Assist in the conduct of training to FACW and act as a resource person on nutrition topics.

3.6 Prepare session plan in the conduct of two (2) days Food Processing/Preservation Training.

3.7 Consolidate SF quarterly nutritional impact report.

3.8 Assist FAPM in the Training of Volunteer mothers on FSDF policies and procedures.

4. Food Assistance Project Manager

4.1 Conduct community organizing

4.2 Prepare plan of nutrition activities.

4.3 Prepare session plan on food processing/preservation specific to area needs.

4.4 Conduct orientation to FACWs on policies/procedures on SF and in the administration/accomplishment of the required reports.

4.5 Coordinate with other GOs/LGUs and NGOs for the implementation of the project.

4.6 Assist parents association in preparing project proposal on SF and other community projects.

4.7 Supervise and monitor the purchase and release of food commodities to Food Assistance Centers.

4.8 Monitor supervise FACWs in the conduct of the feeding and other nutrition related activities.

4.9 Prepare and submit required reports.

4.10 Conduct regular meeting with FACW and mother on the implementation of the SF.

4.11 Monitor the parents contribution/participation in the feeding.

4.12 Prepare request of materials/supplies, etc. to Field Office.

4.13 Conduct Food Processing/Preservation Training to mothers of SF enrollees.

5. Food Assistance Center Worker

5.1 Conduct monthly weighing of underweight children and plot this in the weight progress report for monitoring of nutritional status.

5.2 Supervise the preparation of food with the help of the parents of SF enrollees.

5.3 Refer underweight children for immunization and deworming.

5.4 Assist the Food Assistance Project Manager in the conduct of nutrition related activities like nutrition education session by informing the mothers of their attendance.

5.5 Mobilize parents of SF enrollees to participate in the feeding and other community activities.

5.6 Maintain record of daily attendance and progress weight records of SF enrollees.

5.7 Submit required reports to FAPM.

For strict compliance.

Adopted: 28 December 1994

(SGD.) CORAZON ALMA G. DE LEON
Secretary

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