

Final Evaluation Report

Typhoon Bopha/Pablo Operation
(Agusan del Sur, Compostela Valley & Davao Oriental)



Path of Super Typhoon Pablo

Typhoon Bopha, known in the Philippines as Typhoon Pablo, was the strongest tropical cyclone to ever hit the southern Philippine island of Mindanao, making landfall as a Category 5 super typhoon with winds of 175 mph. (Wikipedia)



 International Federation
of Red Cross and Red Crescent Societies

Through

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The opinions expressed in this report are those of the Evaluation Team and do not necessarily represent those of the members of the IFRC-PRC organizations or of any group, departments and chapters from said organizations.

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All photographs were taken by Myra L. Quilab, Sr. Evaluator/Team Member during the field and NHQ visits. Cover photo: Wikipedia's Path of Super Typhoon Bopha

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LIST OF ACRONYMS

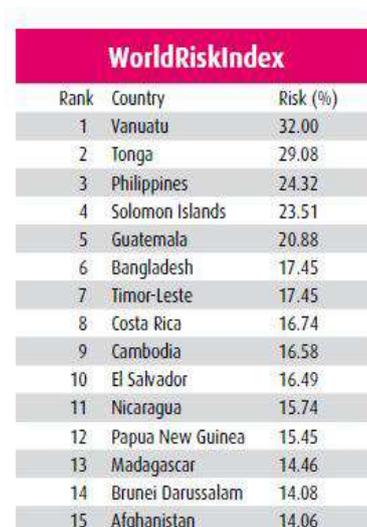
AgSur	Agusan del Sur
COMVAL	Compostela Valley
DA	Department of Agriculture
DavOr	Davao Oriental
DOH	Department of Health
DREF	Disaster Relief Emergency Fund
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EA/FA	Emergency Appeal / Flash Appeal
EC	Evacuation Centre
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
FGD	Focus Group Discussion
FI	Food (Relief) Items
GoP	Government of the Philippines
MDRRMCC	Municipal Disaster Risk Reduction Management and Coordination Council
NDRRMCC	National Disaster Risk Reduction Management and Coordination Council
NHQ	National Head-Quarters
ICRC	International Committee of the Red Cross
IEC	Information, Education, Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
KAGAWAD	Councilor (Member, Barangay Council)
KII	Key Informant Interview
LGU	Local Government Unit
NGOs	Non-Governmental Organizations
NFI	Non Food (Relief) Items
OCD	Office of Civil Defense
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PNS	Partner National Societies
PDNA	Post Disaster Needs Assessment
PRC	Philippines Red Cross
SOP	Standard Operational Procedure
TESDA	Technical Education and Skills Development Authority
UN	United Nations
WATSAN	Water Sanitation and Hygiene (WASH)

EXECUTIVE SUMMARY

This evaluation of Philippine Red Cross (PRC)'s relief and recovery interventions that was part of the Typhoon Bopha Emergency Appeal operations and supported by the International Federation of Red Cross and Red Crescent Societies (IFRC) was undertaken between 11 March and 01 April 2015 or for a total of 22 days. The evaluation team's activities consisted of review of related literature and documents; field visits to Compostela Valley, Agusan del Sur and Davao Oriental where interviews with key informants and focus group discussions with community stakeholders were conducted; and, ocular observation of the process by which the intervention was undertaken; and, interviews of key informants; a workshop to present key evaluation findings; and, writing of the final report. The purpose was to review the impact and analyze key areas for improvement, specifically looking at the design, implementation and sustainability elements of the programme, with more focus on shelter, livelihoods and water and sanitation, to draw conclusions and identify wider lessons for IFRC-PRC. Further, the team evaluated and determined the degree by which humanitarian objectives of the programme have been achieved; how the methodologies utilized had facilitated and contributed to the results attained; and, the organizational processes, capacities and management structures. The programme was evaluated against criteria of timeliness, relevance and appropriateness, effectiveness, efficiency, coverage, coordination, connectedness of relief to recovery and the longer-term programme. The desired result of the evaluation is to provide best practices that may be replicated elsewhere and recommendations that may inform PRC, IFRC, and other Movement partners on establishing better guidelines, priorities, and plans for on-going or future operations.

General Findings

The Philippines is one of the most hazard prone countries in the world, third in the 2011 UN World Risk Index (see figure at right), following two other Pacific Island Nations of Vanuatu and Tonga. For this reason, the country has dedicated significant resources to strengthen response capacity and disaster management mechanisms. Under normal circumstances the Philippine Government has the capacity and ability to manage response to natural disasters. However, the magnitude, sequence and impact that were brought by Super Typhoon Bopha/Pablo overstretched the Philippines' response capacity, considering the most recent experiences that the country faced, including Typhoon Washi/Sendong in 2011 that also devastated some provinces of Mindanao. As a result, assistance from the international community was most welcome, to include those provided by the Red Cross Chapters and Societies through the International Federation of Red Cross and Red Crescent Societies (IFRC).



Rank	Country	Risk (%)
1	Vanuatu	32.00
2	Tonga	29.08
3	Philippines	24.32
4	Solomon Islands	23.51
5	Guatemala	20.88
6	Bangladesh	17.45
7	Timor-Leste	17.45
8	Costa Rica	16.74
9	Cambodia	16.58
10	El Salvador	16.49
11	Nicaragua	15.74
12	Papua New Guinea	15.45
13	Madagascar	14.46
14	Brunei Darussalam	14.08
15	Afghanistan	14.06

In general, Red Cross' response clearly reduced the suffering of the affected population and positively added to the national response mechanisms, particularly in the areas covered by Philippine Red Cross (PRC) Chapters of Compostela Valley, Agusan del Sur and Davao Oriental and in the specific deliveries of services in the sectors of shelter, livelihoods and water and sanitation. However, the effectiveness and efficiency of the response efforts in the mentioned sectors has compromised the timely and relevant delivery of assistance to families who were then staying in 'school-converted-evacuation-centers' and 'tent-cities' for

an average of 10-months prior that prolonged their marginalization; the failure of PRC to evidence a bold commitment of integrating disaster-risk management (DRM) to the regular services and activities of the mentioned chapters in Mindanao; and, the evaluation team's concern on the preparedness of the PRC Chapters-at-interest to undertake evaluation-related engagement.

Assistance from IFRC-PRC complemented a prompt national response and significant value was added in the mentioned focus sectors of shelter, livelihoods and water and sanitation. Several interviewees and the discussions with focus groups reported that the immediate response of the Red Cross consisting of food and non-food items was timely, relevant and appropriate, and both informants expressed their deep appreciation and gratitude to the Red Cross. They also were not prevented in comparing the responses of others who they described as "running behind the challenges" (basically evidenced by numerous requirements and issues of transparency, particularly those coming from government). The levels of preparedness among the Chapters-at-interest differed and an integrated and functional contingency plans was missing, describing the experience as their 'first-time' response to an emergency of such magnitude.

The Sr. Manager – DMS-PRC, described the effort saying that joint needs assessments, primarily by and between PRC-NHQ and Chapters, were carried out as an emergency activity and only after determination that the said emergency had affected 200 families or more. From there, a request, formally through a project proposal, was prepared and submitted by PRC to IFRC, including assessment findings to evidence long-term needs; magnitude; and, government's declaration. The process, as described, clearly increased efficiency, effectiveness, coordination and information flow not only between IFRC in-country and PRC but with other movement partners that facilitated and enhanced situational analysis and consolidation of assessed data. These processes, as described, must be continued.

Before the next typhoon season begins, PRC and its Mindanao Chapters, with support from IFRC and other National Societies working in-country, may have to work together more closely to ensure better coordination at disaster mapping, strategizing for timely delivery of relevant and appropriate assistance standards for response delivery; understanding of 'real-time-capacities' (prior to issuance of emergency appeal); and, division of labor by and between major stakeholders.

Needs assessments

While needs assessments by PRC, IFRC, ICRC, and some PNS were carried out in the field, most were conducted in order to feed into the information needs of individual partners at the cost of coordinated analysis and common approach throughout one Red Cross system under the leadership of PRC. This resulted in multiple needs assessments that reduced efficiency and challenged coordination and information flow among partners because linkages among the identified needs and the response capacity analysis were missing. This information would have contributed to ensure and enhanced thematic and geographic coverage as well as response management procedures. Before the next typhoon, PRC should design common templates and standardize needs assessment data, among others and direct joint needs assessments and improve timeliness, relevance, effectiveness and efficiency of common response all under PRCs direction.

Coordination

PRC coordinated the response, together with the Movement partners and the GoP through the NDRRMCC, DSWD, LGUs, among others. According to the some government officials interviewed, the cluster approach that GoP had been advocating, added value in terms of making the over-all response efforts easier to handle. However, the same sources also mentioned that they felt that some national and international relief actors did not sufficiently understand the roles, mandates and mechanisms of the said cluster approach. PRC could then define understanding of the cluster approach as advocated by GoP and manifest at what level it could coordinate in future engagements and must therefore be well informed of who does what, where, when, with whom and how, up to Chapter level.

Particular to the Red Cross, the table below presents GoPs selected clusters, taken from the NDRRMCC¹:

Cluster/Sector	Leadership
Agriculture	Department of Agriculture (DA)
Coordination	NDRRMCC
Early Recovery	Office of Civil Defense (OCD)
Food	Department of Social Welfare and Development (DSWD)
Livelihoods ²	DSWD
Logistics & Emergency Telecommunications	NDRMMC and OCD
Shelter & NFIs	DSWD
WASH	Department of Health (DOH)

The cluster approach in the Philippine Disaster Management System was adopted in 2007 and a corresponding circular by the National Disaster Coordinating Council was signed by 18 government agencies, the UN system and both IFRC and PRC³.

Response

Assistance received by PRC from IFRC and other movement partners clearly complemented a prompt government response to reduce the suffering of the affected population and manifested evidence of relevance and appropriateness. The PRC-led humanitarian related services have been accepted by the surviving families as significant that added value in connectedness and sustainability, particularly in the provision of shelter, livelihoods and water and sanitation, considering that the emergency was prolonged and marginalizing the affected people. Several interviewees reported that the initial response of LGUs⁴, including the barangay officials, was immediately felt before those of the Red Cross, which came a few days after, specifically on food and some non-food items. But the impact was evidently felt as the interviewees and focus groups mentioned that there were more volume in the relief items distributed by PRC that provided a well-meaning feeling of dignity vis-à-vis

¹ Republic Act (RA) 101211 or the "Philippine Disaster Risk Reduction and Management Act of 2010"

² May include Department of Trade and Industry (DTI) and the Technical Education and Skills Development Authority or TESDA

³ NDCC Circular No. 05, s. 2007

⁴ The local response uses the so-called calamity funds which represent 5% of local tax revenues. The response capacity therefore varies according to vulnerability and revenues.

continually lining up in distribution queues. They also mentioned that the international organizations' response was reactive and "running behind the challenges" meaning, there were no added value in the relief items but were forced to accept due to the situation. The PRC Chapters staff mentioned that the levels of preparedness among families and communities, including the affected PRC Chapters, definitely differed and an integrated and functional contingency plan was missing, attributing the same to their first-time to experience an emergency response of such magnitude.

While the evaluation team found positive trends in the activities of individual PRC Chapters, there was no evidence of PRC orchestrating an integrated response and failed to agree with Movement partners on response standards beforehand. PRC rented and opened a common logistics facility in Davao City but the PRC Davao City Chapter was not officially informed of their role in the Typhoon Pablo response. Before the next Typhoon, PRC should, in collaboration with its Movement partners, develop a contingency plan in which roles and responsibilities are clearly defined, including disaster mapping that clusters the various PRC Chapters geographically,

Key findings, conclusions and recommendations

(please see Annex 'A')

BACKGROUND

The Philippines, an archipelago of some 7,100 islands, is one of the most disaster prone countries in world mainly due to its location between the South China Sea and Philippine Sea in South East Asia (Figure 1). About half of the country's population lives in urban areas. The country is regularly hit by typhoons (tropical cyclones), and is also prone to flooding, earthquakes, volcanic eruptions and landslides. Disasters have a huge social and economic impact. The high population density and rates of poverty also make communities even more vulnerable to public health emergencies. Following disasters, outbreaks of preventable diseases/illnesses such as diarrhoea, dengue fever and leptospirosis are common.



Figure 1: Map of the Philippines

The Philippine Red Cross (PRC) has 100 chapters and sub-chapters throughout the country, and as a key humanitarian player in the country has responded to numerous disasters in recent years. Many of these are small-scale in nature, whose needs the National Society was able to meet using resources mobilized locally and capacity available in-country. However there have been a number of medium-to-large-scale disasters where, at the request of PRC, the International Federation of Red Cross and Red Crescent Societies (IFRC) allocated financial resources from the Disaster Relief Emergency Fund (DREF) or launched Emergency Appeals to mobilise international resources to support PRC activities. Key activities include food and non-food relief distributions, water and sanitation, hygiene and health promotion, shelter, livelihoods and National Society disaster preparedness and capacity building.

On 4 December 2012, Typhoon Bopha (locally known as Pablo) made landfall over the south eastern part of Mindanao Island in the Philippines, devastating communities in its path. The typhoon affected more than 6.3 million families across 34 provinces in southern Philippines, killing more than 1,100 people and destroying or damaging more than 230,000 houses along its path. In response, on 5 December 2012 the IFRC launched an Emergency Appeal operation to support the PRC in delivering humanitarian assistance to affected people.

The operation intended to achieve the following results:

- The immediate food needs of 17,000 families are met through food distributions
- The immediate needs of 17,000 families that incurred losses or damage to household items are met through distribution of non-food items
- Some 40,000 families have improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases
- Affected families in communities have access to safe water and improved environmental sanitation

- A total of 4,000 families that receive typhoon-resilient shelter assistance also have improved access to sanitation facilities
- Students and staff in five schools have improved access to water and sanitation facilities
- 15,000 families whose houses were damaged by the typhoon have received shelter repair materials
- 4,000 families whose houses were destroyed as a result of the Typhoon Bopha have rebuilt transitional shelters applying typhoon-resilient techniques
- 5,000 affected families have restored their livelihoods, strengthening their self-reliance through the provision of vouchers or cash grants
- PRC chapters in operational areas have improved their disaster response capacities

At the closure of the IFRC Emergency Appeal operation in October 2014, more than 17,000 families were provided with food and non-food relief, 1,400 families provided with tarpaulins, 40,020 families reached with health/hygiene promotion, and more than 18,000 families provided with safe drinking water. Relief interventions covered the provinces of Agusan del Sur, Bukidnon, Compostela Valley, Palawan and Siquijor. Furthermore, PRC undertook recovery interventions, through which 8,205 families received shelter repair assistance, 1,200 families were provided with safer core shelters and 2,848 families received livelihoods assistance. Water and sanitation facilities in four schools, two each in Compostela Valley and Davao Oriental, were also rehabilitated through this operation. Recovery interventions focused on the provinces of Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental and Palawan, with the bulk of interventions concentrated on Compostela Valley and Davao Oriental, which were the worst-affected provinces. Cash was used as a modality in the provision of shelter repair assistance, livelihoods assistance and labour for rebuilding safer core shelters. Rehabilitation of water and sanitation facilities in schools was undertaken by third party contractors, with supervision undertaken by Red Cross engineers and staff.

Purpose of Evaluation

This evaluation determined the degree that the humanitarian objectives of the relief and recovery interventions have been achieved and how the methodologies utilized had facilitated and contributed to the results attained. Particular focus was given to shelter, livelihoods and water and sanitation interventions, and provided recommendations on how this capacity can be further strengthened at both headquarter and chapter levels.

The desired result of this evaluation was to provide best practices, lessons learnt, and recommendations that may inform PRC, IFRC and other Movement partners on establishing better guidelines, priorities, plans and implementing ongoing or future operations.

Scope

This evaluation will be limited to three provinces in which the bulk of recovery focused, i.e. Agusan Del Sur, Compostela Valley and Davao Oriental.

Objectives

The evaluation will have three key objectives:

1. To assess the extent to which interventions under the operation achieved their objectives;
2. To determine the impact on beneficiaries' living conditions, household income earning capacity and understanding of safer shelter construction techniques; and,
3. To assess the capacity of the PRC at national and chapter levels to deliver relief and recovery assistance effectively and make recommendations on how this capacity can be further strengthened.

Further, the evaluation should highlight good practice, lessons learnt and areas of improvement to inform future response operations.

Audience

The intended audience of the report is the IFRC and PRC and maybe shared with Movement Partners.

Criteria

The following criteria that were used to guide the evaluation recommendations:

1. Relevance and appropriateness
 - a) How effective were the interventions in identifying the most vulnerable among the affected population and responding appropriately to their particular circumstances?
 - b) Was the beneficiary selection process fair, appropriate and effective?
 - c) What strategies were used to ensure quality, timely and relevant delivery to target beneficiaries including mechanisms to capture beneficiary complaints/feedback?
 - d) Was the assistance provided appropriate and sufficient to meet intended needs?
 - e) To what extent were the beneficiaries involved in the assessment, planning, design, implementation, and monitoring of the interventions?
 - f) Were intervention strategies and priorities in line with local customs and practices of both the affected population, the priorities of Philippine authorities and other key humanitarian actors?
 - g) Were the interventions in line with PRC and IFRC strategies, SOPs and guidelines?
 - h) What problems and constraints were faced during implementation and how did the interventions manage these?
 - i) What important lessons have been identified that can improve future interventions in the Philippines and be shared more widely?
2. Coverage
 - a. Did the interventions reach all population groups in need, including those in remote areas who would otherwise have not received humanitarian assistance?
 - b. Were there exclusions or differential impact between groups based on their location?
 - c. How could the coverage and distribution methods be improved?

3. Efficiency/effectiveness/accountability
 - a) Did the interventions meet their immediate and intended results?
 - b) Were there adequate resources (financial, human, physical and informational) available and were they utilized effectively and efficiently?
 - c) Were systems, procedures and control mechanisms adequate to ensure smooth delivery of assistance and protect the National Society and IFRC from financial loss and reputational risk? Were adequate tracking systems in place to ensure transparency and accountability?
 - d) Were complaints/feedback mechanisms put in place for community questions and concerns to be answered? What were the concerns raised by communities during the intervention?
 - e) How effective were processes for planning, monitoring and quality management, (e.g. use of assessment data, internal reviews and other quality assurance mechanisms)?
 - f) Was there adequate time and effort invested for the integration of interventions across the different operation sectors?
 - g) To what degree was integration achieved and how could this be further strengthened?
 - h) Would greater investment in preparedness measures have resulted in more efficient, effective and less costly interventions?
 - i) How were programme activities managed and coordinated, particularly between PRC, IFRC, ICRC, other Movement partners, clusters, and local authorities?
 - j) Was the capacity of the human resource system enough to fulfil the needs of the interventions and beneficiaries? Were personnel skills utilized in an efficient and effective manner?
 - k) Was there adequate and relevant staffing including: a) decisions concerning the number of staff members needed, where, when, with what competences, at what levels, and at required availability and b) decision-making chain regarding staffing?

4. Impact
 - a. What evidence (both direct and indirect) is available that the interventions contributed to the reduction of suffering and that the affected populations were assisted in maintaining or resuming basic dignity and enhancing livelihoods?
 - b. What impact, if any, did the interventions have on local markets or economy?

5. Connectedness and Sustainability
 - a) Did the interventions result in enhanced institutional capacity of the PRC, in terms of: a) ability to implement recovery programmes, b) ability to prepare for and respond to disasters in a timely, efficient, and coordinated manner; and c) ability to mobilize communities at risk to cope with future disasters?
 - b) Did the support of the IFRC strengthen and complement the response of local PRC chapters and coping mechanisms, or hinder them?
 - c) Has the impact of programme activities, particularly in livelihoods and shelter, been sustained following completion of the interventions?
 - d) Do the target communities supported through programme activities still benefit from improved shelter and livelihoods?
 - e) Did the support provided to affected communities enable them to enhance their resilience to withstand possible future shocks and disasters?

METHODOLOGY

Prior to the field visit, the evaluation team carried out an extensive desk review of relevant documentation on the emergency operations related to Super Typhoon Pablo, including the TOR and situational updates as provided by the various emergency appeals. The team requested for copies of the result of PRC initiated needs assessment, PRC project proposal and of the IFRC approved PRC proposal that could be reviewed and eventually compared to what is on the ground. On the basis of the review of what documents were on hand, the team formulated a guide questionnaire and identified key issues for both Key Informant Interviews and Focus Group Discussions and attached the same to the submitted inception report which also incorporated a timeline for the evaluation activities. IFRC in Manila found the need to change the schedules that eventually led the team to start with field work and undertaken activities in Manila after.

Quantitative data analysis could have provided the team with an indication of the overall response in terms of timeliness and sectoral support. Special attention was to be given to needs assessment and to the information from the approved project proposal.

The evaluation team carried out field visits from the 12th to the 22nd of March in which data were collected through interviews, discussion with focus groups and field observations. Interviews focused on key issues initially outlined in the inception report and raised during the telephone briefing with Mr. Patrick Abbott, IFRC-Manila's Operations Manager.

Approximately thirty-three semi-structured interviews, twelve focus group discussions and two workshops were carried out. Personal interviews took place in different locations, including various affected areas in rural settings. Beneficiary consultation was mostly conducted through focus groups and individual interviews using direct questions culled from the prepared guide questionnaire that covered the main issues of the evaluation.

To address the absence of emergency personnel from the current PRC-IFRC human resource roster, the team conducted other forms of contact, as in, telephone interview, skype chat, mail/web-based consultations, to gather information from key staff that had already left the emergency scene or even the country.

PRC and IFRC supported the team in identifying key informants, data and other information that provided relevant information on the efficiency of the response.

Key informants included those affected by the disasters and organizations active in the humanitarian coordination and response, including the following:

- ✓ Governments agencies such as: LGU, MDRRMC, DSWD, Schools, Barangays
- ✓ Other humanitarian actors such as: Plan Int'l and Gawad-Kalinga
- ✓ Individuals, families and communities who have received assistance, as well as people who did not benefit from assistance, but live in the areas affected by the typhoons
- ✓ PRC Chapter Staff and Volunteers in affected areas, including those in Davao City Chapter



Focus Group Discussion conducted in Barangay Sta. Filomena, Cateel, Davao Oriental.

The participants were recipients of both shelter and livelihoods assistance.

The activity was also attended by two Barangay Kagawads (Barangay Council Members).

Key Informants' Interview with Veruela MDRRMC and LGU representative of Agusan del Sur in Barangay Sta. Emelia.

The activity was through the facilitation and participation of PRC-Agusan del Sur Chapter OIC Administrator.



The field visits made the evaluation team understood how the over-all response operation, including PRC-IFRC/Movement Partners and PRC-PRC Chapter coordination and response mechanisms were carried out in the three locations affected by the disaster. The team obtained a representative sample of the whole cycle of disaster/emergency response specific to Typhoon Bopha, as the team met individuals and communities who moved out of their homes only after their houses were already damaged, people who used to live in evacuation centers, people who moved to their relatives, people who eventually were awarded shelter and other forms of assistance, as well as people who opted to return to their original areas.

The data gathered from interviews, focus group discussions, ocular observations and the findings of the desk review was validated through triangulation and cross-validation, particularly at NHQ, through the process of: .

- available documents reviewed against interviews and focus group discussions;
- evidence on the ground against documents, interviews and FGDs;
- comments against initial findings presented during workshops

The team organized a small workshops for some staff and volunteers in the COMVAL Chapter Office for the purpose of presenting the evaluation activity, what evaluation offers to groups, individual and organizations particularly in providing feedback, validating

information from reviewed documents, and sharing of experiences on what can be done differently in future emergency engagements.

Constraints and Limitations

Constraints on the data collection process included staff turnover and the availability of data they could have presented; representativeness of the sample of areas visited as arranged by the Chapters; key stakeholders' availability for interviews and their involvement in the response, as well as their participation in workshops; and, the preparedness of the PRC Chapters-at-interest in the whole evaluation process.

The evaluation took place after a considerable lapse of time (approximately 2 years and 3 months) and evaluations of this nature can be most effective and can have the greatest influence on future operations if done during the early stages of a response, again in consideration of the numerous weather disturbances that visit the country. The timing of this evaluation may also mean that the understanding of the comprehensiveness in the initial phases can no longer be incorporated in the report. Therefore, as the evaluation has limited influence on operational issues, it focused on the response as a whole. The team nevertheless found the opportunity to enhance learning with regards to similar emergencies in the future.

In similar future engagements, the evaluation team recommends that a pre-evaluation conference be organized, preferably by and among IFRC, PRC NHQ (DMS) and Chapter-at-interest, to clearly outline the evaluation imperatives.

COMPARATIVE FINDINGS

Summary of Damage by Typhoons in Locations-at-Interest: A Comparative Finding

Affected -	Washi/Sendong ⁵	BOPHA/PABLO ⁶	RUBY ⁷
Regions	6	10	1
Provinces	14	34	1
Municipalities	60	318	4
Cities	9	40	2
Barangays	866	3,064	8,747
Families	131,618	711,682	944,249
Individuals	698,882	6,243,998	4,149,484
Casualties	1,268	1,100+	18
Totally Damages Houses	13,585	89,666	42,466
Total Cost of Damage	2,068,365,789.00	73,898,462.00+	5,090,265,426.00

The table above is indicative of how Typhoon Pablo fared vis-à-vis a similar disaster prior to it in Typhoon Sendong (2011) and another after in Typhoon Ruby (2014). The evaluation

⁵ NDRRMC, *Final Report on the Effects and Emergency Management re. Tropical Storm "SENDONG" (Washi)*, 10 Feb 2012

⁶ NDRRMC Update, *SitRep # 38*, 25 December 2012

⁷ NDRRMC Update, *SitRep # 27*, 19 December 2014

covered only a portion of the affected population in various locations, particularly in several barangays and municipalities under the coverage of PRC Chapters in Compostela Valley, Agusan del Sur and Davao Oriental. However, the team felt that the engagement could have provided a more 'holistic' picture if a parallel process, in form of a survey, was also considered to have been undertaken as part of this engagement in locations similarly situated but were not reached by PRC-IFRC for factors beyond its control.

CONCLUSIONS

- Without compatible information, assistance is more likely to be provided in an uncoordinated manner or based on assumptions.
- The Philippines, being a middle income country, donor support usually leveled off after the relief efforts and early responses were completed.
- While the cluster approach still seemed unclear to some actors, there is a firm belief that clusters can efficiently facilitate coordination between the IFRC-PRC and government.
- Increased PRC Chapters' preparedness is needed in order to provide more effective and efficient future responses.
- Needs assessments must be PRC led and carried out jointly across the Red Cross Movement, providing movement partners with the opportunity to share information and potentially coordinate the response at the NHQ and Chapters levels in order to avoid the so-called 'disconnect' between central and local coordination; integrating both dimensions means a more effective and efficient response.

LESSONS LEARNT and RECOMMENDATIONS

1. To improve timely delivery of relevant humanitarian services, effectiveness and efficiency, IFRC-PRC should design and use standard templates and information management procedures (i.e. the 4W's: who, what, where and when – in areas of coverage of each chapter) to support current processes as described by the Sr. Manager-DMS and further enhance situation analysis; assessment and consolidation of needs; opportunities out of coordination with other like-minded stakeholders; strengthening of operational component that could even hasten administrative and financial components to disaster response and timely delivery of services; and, immediate determination of 'real-time' capacities. The information management templates should also be built into the work flows of all partners prior to the next emergency.
2. Institutionalization of continuing education for all chapter staff and volunteers in all aspects of disaster management (from early warning-preparedness- evacuation to early recovery-rehabilitation-development; participatory monitoring) and integrate the same into regular chapter services and activities.
3. PRC–Chapters can clearly venture into establishing partnerships (volunteerism; memberships campaign) with villages/homeowners' formed out of the shelter, livelihoods, WATSAN components to the response, and other programme components.

Chapters can even help in strengthening government's DRR-related frameworks as its contribution in building a more effective and efficient local capacities.

4. Before the next disaster, the PRC, with support from IFRC, should sit down and develop a standardized contingency plan that covers the whole archipelago, in which roles and responsibilities of both organizations, other Movement partners, and Chapters are clearly defined. For this purpose, PRC may even consider clustering the Chapters to enhanced uniformity of service deliveries according to geographic locations.
5. PRC-IFRC, in coordination with other Movement Partners, should apply the concept of 'exit-interview' to extract related information on specific experiences from individuals who may move on to other postings/deployment and employment opportunities. Interview questionnaire must already highlight the information that may later on be required in an evaluation. This approach may also be required of IFRC (delegates deployed to support disaster areas) and other Movement partners to which PRC will eventually data-base.
6. IFRC-PRC can cause the research of local practices and cultural imperatives to be consistent with the global advocacy of Participatory Approach for Safe Shelter Awareness (PASSA), including but not limited to:
 - Integration of similar local initiatives, i.e. 'build-back-better'; 'build-safe-better' (building in a way that reduces vulnerability to risk; strong understanding of the local context, history or the understanding why things were the way they were before a disaster, and, culture or the inclusion of local players; structural dignity to lessen vulnerabilities; etc.)
 - Land acquisition process to where shelter units are to be built, including land tenure
 - Relevance and appropriateness of beneficiaries' participation, to include accountability and sustainability (reference is TESDA's 'Training-cum-Production' approach) where identified beneficiaries are encouraged to participate in building their own shelter unit and trained to the various construction phases which could eventually become a life-skill in furtherance of livelihoods.
 - Appropriate beneficiaries' communication strategy that clearly cascades guidelines, procedures and expectations
 - 'Holistic' delivery of assistance to include other facilities – multi-purpose center that could also serve as venue for blood-letting activities and social protection activities, among others and may be initiated in coordination with other stakeholders (as in the case of Barangay Mainit, Cateel, Davao Oriental where almost the whole barangay was transferred due to the 'no-build-zone' policy)
 - The disaster mapping must also improve the livelihood initiative's reach to include those considered most vulnerable but situated in inaccessible areas due to flooding, landslides, and others. This can be done via focused coordination with barangay officials who are expected to provide necessary information on the terrain and identification of location of residents.
7. Coordination with other stakeholders was clearly needing. Beneficiaries who selected animal dispersal- related livelihoods (piggery, poultry, goat-raising, etc.) needed the support of veterinary specialists where LGUs can definitely provide as most if not all has

municipal veterinarians; Those who opted for 'sari-sari' stores or retail marketing can be organized as they can definitely benefit from wholesale purchasing of goods to sell vis-à-vis individual procurement.

8. Since IFRC is recognized as specialists in shelter, the PRC-Chapters can maximize the impact by preparing the livelihood-beneficiaries for a carry-over of the livelihoods assistance beyond emergency phase through capacity- building and training in areas like: business planning; basic accounting; basic management and others of the like. Consistent with the 4Ws above, PRC-Chapters can prepare a directory of local Business Service Providers to where livelihood beneficiaries can run in cases of support needs and the directory can include organizations like: PICPA (Philippine Institute of Certified Public Accountants) who also have chapters nationwide and offers free-training on basic accounting and local Chambers of Commerce and Industry whose members can support the marketing aspects of the programme.
9. Livelihood beneficiaries must also be provided with appropriate market information-related support. The animal dispersal groups can definitely benefit from information as to where they will eventually sell their animals where they could demand higher pricing levels.
10. To maximize the benefits and the gains in providing the disaster-affected population with livelihoods (and, shelter), PRC should empower the Chapters to organize the beneficiaries into appropriate groups and further sustain them by imparting relevant knowledge-base in the areas of proposal writing, networking, and partnerships with friendly grant-giving organizations (The Global Fund for Women-USA; Associated Country Women of the World-UK; Nouvelle Planete-Swiss; and many others).
11. People affected by disasters are normally evacuated to the nearest schools. However, for factors like the school itself is flooded or when the available space in the schools have become congested, the affected population may be evacuated to covered courts, barangay halls, churches, or provided with tents that are installed in open spaces like playgrounds and parks. In cases where people are evacuated to areas other than schools that have WASH facilities, there also is the need for similar facilities to prevent diseases and other ill-effects that are normally experienced in congested areas. It is recommended that IFRC-PRC shall cause the design of a mobile type of WASH facilities for the purpose of addressing related issues.

Related to above, the mobile-type WASH facilities can be stored and deployed only in times of emergencies and appears cost-efficient if compared to the fixed facilities installed in schools (evacuees in Cateel may not be able to avail of the WASH facilities installed in Boston).

12. With an average of twenty (20) weather disturbances that visits the country, it will always be prudent to prepare for underfunding in times of appeals⁸. Consequently, the method of participatory community-based disaster risk management could propel a cost-efficient emergency response, i.e. community-based participatory preparedness

⁸ IFRC-Geneva, *Independent Auditor's Report (MDRPH011) for the period 5 Dec 2012 to 31 Dec 2013*

that entails training and continuing advocacy is less costly if compared to the huge amounts that appeals carry for actual disaster response of search, rescue, relief, early recovery, development, etc. With the professional relationship that was built by PRC Chapters with LGUs, barangays and other civil society groups, this could even become a very potent framework of saving lives and preserving hard earned properties of affected population.

PRC should focus more holistically on community-based disaster risk reduction measures in their DRR Framework and integrate the same in the regular services that the Chapters deliver.

13. PRC-IFRC, with the support of Movement Partners, should support the government in improving its information management. This will enhance the government's coordination capacity in identifying outstanding needs, as well as in prioritizing and bridging sector and geographic gaps. In similar emergencies, the PRC-IFRC and Movement Partners should carry out more joint needs assessments.

In the interview with Engr. Porferio O. Demecillo of New Bataan's Engineering and MDRRMO Offices and Ms. Lilia Palma, Municipal DSWD, it appeared that there is no direct line management from the national bureaus to the municipalities⁹. For example, the DSWD at the national level directly manages only the regional level. The provincial DSWD officer is directly managed by the Provincial Governor. There is no direct line management from the Province Office to the Municipality. In turn, at the municipal level, the DSWD is directly accountable only to the mayor. The mayor is accountable to the population of the municipality and is free to operate independently. Such a system is challenging to the humanitarian community for two reasons. First, information retrieval becomes complex as the responsibility for overall coordination is lost and second, the people responsible for identifying those most affected are based at the municipal and at Barangay level and are dependent on the Office of the Mayor for their salary. Therefore, at the municipal level, the Municipal-DSWD is in an uncomfortable situation, as they may look to serve the political interest of the mayor rather than the humanitarian imperative, as this is their direct management line. This results in a lack of confidence within the system and a mistrust of the listings of the affected populations

14. In similar future emergencies, PRC-IFRC must actively involve the affected population throughout the whole program cycle (as far as this is possible) and integrate accountability mechanisms based on coordinated needs analysis (i.e. did the affected population receive what they needed?).
15. As the emergency operations unfolded, there were still strategic and practical issues to be addressed. First and foremost, there was no clear prioritization of who does what, when, how and in which sectors and geographical areas, due to the absence of an integrated contingency plan, as what happened in Davao City where a logistics facility was rented but its use was never maximized, including the role that the Davao City PRC Chapter is to play. Such a plan should define operational roles and responsibilities of the Red Cross partners and how these would best complement each other and the

⁹ Republic Act 7160, otherwise known as the Local Government Code of 1991

government's assistance, taking into consideration the Filipino context (capacity, middle income country, low donor presence, etc.).

16. The connectedness or transition between relief, rehabilitation and development has been limited due to funding constraints and the absence of a clear division of labor among the Movement actors. Hence, while the international food relief items and non-food relief items complemented the national relief efforts, there have been major gaps that remained needing, particularly in the areas of shelter, livelihoods (including agriculture) and water and sanitation.