

Evaluation of Christian Aid's DEC Typhoon Haiyan Rehabilitation and Resilience Building Programme

24 December 2016



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Acknowledgements:

Thank you to Christian Aid partners - UPVFI, ICODE, PRDCI, PHILNET-RDD, ATM, RWAN, TAO-PILIPINAS - and communities in Iloilo, Leyte, Eastern Samar and Samar.

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LIST OF ACRONYMS

BLGU	-	Barangay Local Government Unit
BDRRMC	-	Barangay Disaster Risk Reduction Management Council
CA	-	Christian Aid
COMSCA	-	Community-Managed Savings and Credit Association
CSO	-	Civil Society Organization
DOLE	-	Department of Labor and Employment
DRR	-	Disaster Risk Reduction
ICODE	-	Iloilo Caucus of Development Non-Government Organizations, Inc.
INGO	-	International Non-Government Organization
ISDA	-	Island Sustainable Development Alliance
LGU	-	Local Government Unit
MDRRMC	-	Municipal Disaster Risk Reduction Management Council
NGO	-	Non-Government Organization
PHILNET-RRD	-	Philippine Network for Rural Democratization and Development, Inc.
PO	-	People's Organization
PRDCI	-	Panay Rural Development Center, Inc.
RCC	-	Reinforced Cement Concrete
RISE	-	Rehabilitation for Island Sustainability and Empowerment
RWAN	-	Rice Watch Network
TOR	-	Terms of Reference
UPVFI	-	University of the Philippines Visayas Foundation, Inc.
WASH	-	Water, Sanitation and Hygiene

EXECUTIVE SUMMARY

Christian Aid’s Typhoon Haiyan response program is an effort **“to contribute to strategic recovery of vulnerable and high risk communities affected by Yolanda and develop their post-disaster resilience by empowering men and women to self-organize, anticipate and reduce risks, respond to disasters, adapt to climate change impacts and fully participate in governance to address inequity and claim their rights to essential services with dignity”**. Translated into the contexts of the five projects that were included in this evaluation exercise, the objectives were seen to be revolving around the themes of enhancing capacities of government units and the communities in reducing vulnerabilities and risks, rebuilding settlements and the economy of the affected families and developing the resilience of the affected communities. The results were tracked along the four domains of the programme, namely: WASH, shelter, DRR governance and livelihood.

Two common approaches stood out to have been used by the partners in pursuing their objectives. One such an approach was leveraging their expertise and resources to generate support from the government and other stakeholders to reach a wider audience and create better results. Another approach was the organization and mobilization of community-based formations and self-help groups to encourage community participation and generate support. The rest of the approaches used were dependent on the distinctive location of the target population, experience and expertise of the partners, presenting opportunities and the ability and creativity of project participants to maximize these opportunities to pursue their goals.

At the end of the programme term, a total of 358 core shelters were constructed and 926 shelter kits were distributed that benefitted a total of 6420 people spread across the communities in the provinces of Leyte, Samar and Iloilo. The programme was also instrumental in the formation and/or reactivation of 10 MDRRMCs and 81 BDRRMCs, training of volunteer rescuers and life savers, development of DRR plans in 11 municipalities and 81 barangays, installation of communication and early warning systems, formation of 68 community organizations with a total of 2,782 members, formed 65 COMSCA clusters with a membership count of 1,490 members, trained 3,472 farmers in climate-smart and diversified agriculture, and set up various value-adding activities that gave alternative sources of income to the affected families in the served communities. It also installed a total of 12 water systems that benefitted a total of 1,919 households or a total of 9,905 individuals and facilitated the construction of latrines in the served communities.

The cumulative outcomes were noted in terms of the improvement in the WASH situation of the recipient households where safe drinking water was available, sanitation facilities were used and the affected households trained in hygiene and sanitation. High level of preparedness of the communities was also noted in areas where DRR governance was implemented. The achievements made under this component gave the people some sense of security and stability that enabled them to redirect their efforts to other productive activities.

The study attributed these feats to Christian Aid's partnership approach which was effective in localizing the implementation of the programme. There was also the support of the local government and of the community which was crucial in preventing duplication and enhanced the delivery of the assistance to the affected communities. The commitment, competence and the creativity of the partners also played a major role in creating qualitative results.

With all the achievements observed, the study is of the opinion that the relevance of the programme is well established beyond question. It responded to the urgent needs of the affected population, pinpointed accurately the geographic locations where support was needed, identified the right beneficiaries and made an accurate analysis of their needs which was the basis in crafting the design of the response program. Its effectiveness is likewise established. The programme surpassed its target in shelter assistance by an average of 12.5% while the current income of the beneficiaries surpassed their pre-disaster level by 5%.

The selection of the communities was done in coordination with the shelter cluster to cover gaps and avoid duplication. With the departure of UN and the INGOs, however, Christian Aid was compelled to do the coordination work at the level of the government to ensure that the right beneficiaries are identified and provided with the desired assistance. Its shelter approach was consistent with the in-country guidelines set by the shelter cluster in terms of design, strength, and safety of the location where the houses are built.

The partners' data bank contains sex and age disaggregated data that they used to analyze the needs and to design the appropriate approaches to effectively respond to the needs of the most vulnerable members of the recipient households. For instance the design and structure of the house were made to facilitate the entry and exit of people with disabilities of the household. A bedroom, kitchen and a latrine were also constructed to respond to the special needs for privacy of women and teenage girls and to ease their burden of doing their reproductive tasks.

The partners were also well acquainted with the various standards in designing and monitoring the implementation of their project. They were able to identify and explain very clearly the most essential sets of standards used in selecting beneficiaries, providing specific services, and constructing and installing facilities required to meet the needs of their target population. There was also participation from the community and the group of beneficiaries in terms of analyzing their problems and formulating goals and the overall direction of the programs and services. Feedbacking and complaints mechanisms were likewise instituted to ensure that issues and concerns from the field are taken on board.

Gleaning from the results in implementing the programme, the study believes that the resilience of the communities is established. However, some aspects of the work specifically the point on building the community reserves need to be developed further to enhance their preparedness.

One of the challenges that the programme had to contend with is the question of sustainability. It created important gains especially in the field of livelihood but most of these initiatives are still in their period of incubation. Phasing out the support at this point could jeopardize the continuity

of these initiatives. Rebuilding for resilience also poses a question as to the extent and depth of the programme's engagement with the partners and the community. The challenge here is for the development of a sound mechanism for phase out right at the inception of the programme to provide ample time for the partners and the community to make the necessary preparations.

Donor coordination is another issue that needs to be ironed-out. While the cluster system of coordination worked out well in preventing duplication and addressing gaps, well-resourced humanitarian organizations such as UN, INGOs and national bodies have the tendency to wrest control over the direction of humanitarian work. Because they are based in the affected communities, local NGOs including the partners of Christian Aid and CSOs had to assume some responsibilities in responding to the needs of the affected population after the departure of the above-mentioned agencies.

Thematic sharing and partner level exchanges, such as COMSCA conferences, partners' meetings, and cross-programme visits were organized to share experiences and good practices, discuss common issues and concerns and to come up with common action to address them. Considering their importance, however, there is a need to regularize, enhance and integrate these activities in the implementation plan of the project partners as part of their effort to develop a system of mutual support. A system of follow-up and coordination is likewise needed to maximize the learnings and ensure the continuity of the process.

Considering the findings and the challenges identified, the study is proposing the following recommendations:

1. Provide support for the livelihood initiatives of the partners as a mechanism to develop the resilience of the high risk and vulnerable communities. Focus of future support may be given on developing the commercial viability of the livelihood ventures.
2. Support the capability building initiatives of the partners in the fields of product and market development. External expertise may be needed to assist them in developing a sound business plan where part of the support could be invested. Thematic sharing and partner level exchanges could also be enhanced, regularized and integrated into the plan of the partners as part of their effort to develop a system of mutual support.
3. Strengthen the synergy of the various programme domains and integrate a clearly defined phase out mechanism to gradually transfer the responsibility of supporting and implementing the programme activities to the partners and the communities themselves.
4. Develop post-baseline data of the projects to serve as bases in crafting new plans and setting new targets.
5. Agree on clearly defined domains in measuring resilience of the high risk and vulnerable communities that take into account the context and experience of CA and its partners.

6. Consolidate the institutional learnings of the partners to develop new framework and theories that would enhance the approaches in humanitarian work.
7. Engage local NGOs and CSOs at the very beginning of humanitarian work, build their capacities and prepare them to take the lead role in doing the humanitarian mission in the affected region. This will help ensure the continuity of the work after the departure of the UN and INGOs.

INTRODUCTION

The exercise is not an evaluation of the partners who implemented the projects, but of the response program as a whole where the partners played a major role. The intention is to see the results of the program through the performance of the projects that got support through DEC and to put value on the experiences of the partners who were in the forefront of project implementation.

At the core of the entire exercise is to draw up important lessons out of the partnership that was established with the partners and to reflect on the value of the results that were achieved through this partnership arrangement. The results are referring to the changes in the situation of the people in the community who were affected by the typhoon. Through this exercise, the evaluation would like to form an overall picture as to where these changes are in terms of their contribution in the strategic recovery of the vulnerable communities affected by the typhoon. An important part of this process is to recognize the work and the contributions of the partners whose efforts made these changes possible.

The original idea was to look at the experiences of all the eleven (11) projects that got support through DEC funding. For practical considerations, however, the number was reduced to seven projects. Taking into account the evaluation timelines and constraints on resources, Christian Aid decided to further trim down the number to five projects. The implementation of these projects were undertaken by ICODE, PRDCI and UPVFI in Western Visayas and PHILNET-RDD and RWAN in Eastern Visayas. The latter two are national NGOs with field offices in the project sites while the former are regional NGOs that are linked with national networks and formations.

Of these partners, PHILNET-RDD, ICODE and UPVFI are implementing the four domains of the program namely: WASH, Shelter, DRR Governance and Livelihood while PRDCI and RWAN are implementing two program domains, i.e. DRR Governance and Livelihood. The activities that each partner undertook were dependent on the objectives that they have set for their project and the situation and/or needs of their target population.

Though the bulk of its work is focused in Eastern Visayas, RWAN also extended its services to the affected communities in Western Visayas in coordination with the partners based in the region. The rest of the four partners focused the delivery of their services to the affected communities in the region where they were based. The location of the partners and the dispersion of their areas are described in Table 1.

Table 1
Location of Partners and Dispersion of the Project Sites

PARTNER	PROJECT TITLE	PROJECT OBJECTIVE	PROJECT SITES			
			Region/ Province	Number of Municipalities	Number of Barangays	
					Island	Inland/ Coastal
ICODE	Yolanda Rehabilitation Proposal for Carles, Concepcion, and Estancia, Northern Iloilo	Resilience of economies and livelihoods of 28 communities in three (3) partner municipalities affected by Typhoon Yolanda are strengthened.	Region VI, Iloilo	3	20	8
UPVF	RISE(Bangon) Gigantes Project: Rehabilitation for Island Sustainability and Empowerment	Promote small island sustainability and empowerment through vulnerability reduction and enhancement of local capacities for disaster resilience by improving DRRM-CCA related processes in the four island barangays of Gigantes	Region VI, Iloilo	1	4	-
PRDCI	Resilience Building in Batad (ReBuild Batad)	At the end of two years the program would have improved the capacity of local government units, both at the municipal and barangay levels, and residents of Batad in improving the safety of the most vulnerable of their constituents to disaster risks including impacts of the changing climate.	Region VI, Iloilo	1	-	24
PHILNET-RDD	Permanent Shelter: A Supplementary Project to Cultivating Agrobiodiversity in Building Climate-Resistant and Disaster-Resilient Model Barangays in Ormoc (CA Builds Back Ormoc)	(The project) seeks to ensure the continuous implementation of “CA Builds Back Ormoc” Project specifically focused on implementing a Gender-Responsive WASH package of shelter rehabilitation, rebuilding efforts, and community reconstruction work from November 2015 to September 2016; to sustain the growth and development of partner communities towards full recovery.	Region VIII, Leyte	1	-	25
RWAN	Promoting Resiliency and Climate-Informed Livelihoods in Yolanda Affected Areas through the Climate-Resiliency Field School Program	Strengthen 6 LGU’s understanding of the value of integrating DRR-CCA in the community rebuilding and resiliency plan.	Region VI, Iloilo Region VIII, Samar and Leyte	6		

Source: Project proposal document of project partners

The project objectives, which revolve around the theme of enhancing capacities of government units and the communities in reducing vulnerabilities and risks, rebuilding settlements and the economy of the affected families and developing the resilience of the affected communities are expressions of the partners’ commitment to the overall goal of the program.

PROGRAMME CONTEXT AND FRAMEWORK

Typhoon Yolanda, believed to be the strongest typhoon that ever hit the country caused extensive damage to houses, livelihoods and infrastructure. It affected about 14.1 million people where 4.1 million were displaced. It also caused damage to about 1.1 million houses 50% of which were completely destroyed. Confirmed death toll was placed at 6,183.¹ Severely affected were the provinces of Samar, Eastern Samar and Leyte in the Eastern part of Visayas and Iloilo in the Western part. These regions have high incidence of poverty as the table that follows would show.

Table 2
Annual Poverty Incidence in Selected Provinces of Regions VI and VIII

Region/Province	POVERTY INCIDENCE	
	2012	2015
PHILIPPINES	27.9	26.3
Region VI	31.7	30.5
- Iloilo	28.0	26.6
Region VIII	45.4	47.3
- Eastern Samar	67.1	50.0
- Leyte	40.2	46.7
- Northern Samar	53.1	61.6
- Southern Leyte	42.8	36.6
- Western Samar	44.0	49.5

Source: Philippine Statistics Authority, 2016

Eastern Visayas already had a high poverty incidence before the typhoon devastated the region in 2013. Three years hence and the incidence remained on the rise except for two provinces which showed some signs of progress in reversing the trend.

On the other hand, the province of Iloilo in Western Visayas registered a relatively lower poverty incidence although the typhoon-stricken communities are placed in a much disadvantageous

¹ ReliefWeb.Int.

situation because of their geographic isolation. Most of the served communities are located in the small islands which are only accessible by boat.

The typhoon Haiyan response programme is generally aimed *at contributing towards the strategic recovery of vulnerable and high risk communities affected by Yolanda and develop their post-disaster resilience by empowering men and women to self-organize, anticipate and reduce risks, respond to disasters, adapt to climate change impacts and fully participate in governance to address inequity and claim their rights to essential services ample to their human dignity (CA's September 2014 Yolanda Rehabilitation and Resilience Model as cited by Quitoriano, et. al., Mid-term Review of the Christian Aid Typhoon Haiyan Response Program, p. 25)*. Recovery refers to the capability of the population to undertake a growing number of activities aimed at restoring their lives and the infrastructure that supports them.² It entails effort to regain possession or retrieve their assets that were lost during the onset and the aftermath of the typhoon. The study recognizes the fact that there are 'higher order' of losses that could not be replaced by simply retrieving back the assets (*Op. Cit.*). The farmers and the fishers will not become productive by simply replacing their farm implements and fishing gears. It has to be paired with efforts to restore soil fertility and to rehabilitate the marine environment the result of which may not be achieved within the term of the current programme. Productivity can only be restored as soon as the resources have reached their full capacity to regenerate.

On the other hand, Christian Aid-Philippines has clearly defined resilience from where the design of the program is carved. It is defined as *"the power of individuals and communities to live with dignity, responding successfully to the disaster and risk they face by taking full advantage of the opportunities they have."*³ This implies reliance on the capacities of the people and the community to bounce back from the situation, rebuild their lives and to build a life that is much better than their previous situation. Simply said, *"rebuilding for resilience must go beyond restoration, which means exceeding the pre-disaster situation"* (Interview with Key Informant).

The study is well-apprised of the context with which the Christian Aid response program is operating. It recognizes the challenges that the partners who are working in the island communities had to contend with. Obviously, the island communities are geographically isolated and are therefore difficult to reach. Their only access to the community is the sea which poses risk especially during inclement weather. Given such a situation, the transportation of supplies and other goods into the community is difficult not only because of the high costs involved but also because of the amount of effort that had to be exerted to reach its destination.

Apart from the difficulty of transportation, the partners also had to grapple with the environmental costs involved in transporting these supplies and commodities into the island. They have raised concerns about the need to reduce energy expense and carbon footprints but the protocols that would guide the procurement and transportation processes of the partners

² Corina Warfield; www.gdrc.org.

³ Yolanda Rehabilitation and Resilience Strategy, August 2014; p.13

and humanitarian organizations have not been developed as yet and may take some time to mature.

Communication is likewise a big problem. Island communities do not have operational communication facilities which makes it difficult to seek assistance from the central office of the LGU in the mainland in case of an emergency or during the onset of a disaster. These are few of the challenges that the partners in small islands had to contend with which their counterparts in the coastal and inland communities did not have to go through.

The study is also well-aware of the fact that the programme timeline is only limited to about twenty seven (27) months. This becomes a constraint since there are long-term program objectives which could no longer be achieved at the end of the program term. Resource regeneration, for instance, requires some time to take its shape. Therefore community livelihoods that are dependent on the land and sea resources would experience a slow rate of recovery and as such, will not be in a position to attain their objectives. Furthermore, some of the initiatives undertaken require a longer period of incubation which the study had to take into account in the analysis of findings.

EVALUATION SCOPE AND OBJECTIVES

As provided for in the Terms of Reference and the approved inception report, the review process limited its inquiry into the implementation of the program covering the period from May, 2014 to September, 2016. This period corresponds with the duration of the rehabilitation and resilience phase (DEC 2a and 2b) as the first phase of the work was already evaluated in 2014. The inquiry focused on the contribution of the projects in achieving the programme objectives. It was established based on the accounts of the project deliverers, the project participants and other stakeholders and informants who have expertise on the project and have sufficient knowledge about the situation of the target groups and the communities.

Due to constraints in time and in order to maximize resources, the direct field observation focused on the experiences of the three project partners in Iloilo, one partner in Samar and another one in Leyte was employed to form a picture of the programme's performance. Their accounts were supplemented with the feedbacks and opinions of project participants from the selected communities served by the project partners. Inputs from Christian Aid-Philippines and other key informants were also collected to supplement the feedbacks collected from the field. The data collected from various sources were triangulated to establish the level of achievement and to identify recurring themes and issues that emerged in the course of programme implementation.

The Terms of Reference (TOR) specified the areas of inquiry as follows:

1. **Relevance and Coverage.** The programme met sector-specific needs in WASH, shelter, livelihoods, and DRR governance and was inclusive and gender-responsive.
 - a) The response is inclusive, effectively targeting the most vulnerable/excluded/worst affected.
 - b) That projects have documented needs assessments and targeting criteria which are accurately applied and are effective in targeting the most vulnerable/worst affected.
 - c) That the programme demonstrates the capacity to coordinate with other agencies, to identify gaps in overall response, to scale up to address the level of unmet need, and to design response interventions most appropriate in addressing the needs of the affected community.
2. **Compliance to standards.** The programme is technically measured against humanitarian principles and standards (SPHERE standards, Humanitarian Accountability Partnership or HAP) in a context appropriate way
 - a) That programme staff are trained in SPHERE and HAP and are monitoring projects against them
 - b) That projects reference SPHERE and HAP in project design, and are monitored against them
3. **Participation, feedback/information sharing system.** There is community participation at all stages of the project and functioning systems in place for community feedback, complaints and information sharing.
 - a) The programme has a functioning complaints mechanism in place, is actively supporting partners to introduce accountability mechanisms within their projects, and is monitoring the levels of accountability within the projects they fund
 - b) The projects have accountability mechanisms in place (participation, information sharing, complaints/feedback) and are monitoring their effectiveness
4. **Power and gender dynamics.** The programme recognizes power and gender dynamics and works to address the specific concerns and needs of women, girls, men and boys, and vulnerable groups
 - a) The programme collected sex and age disaggregated data, and is analyzing the extent to which interventions are addressing the needs, roles and power relations of groups within the community
 - b) The projects show a strong understanding/analysis of gender and power dynamics within the community, and addressing the specific needs of different groups within the community
5. **Community resilience.** Does the response appreciate and contribute to increased community resilience to future disasters?

The Terms of Reference also outlined the objectives of the review process as follows:

1. Assess the overall achievement of the project aggregated from the achievements of the eleven (11) sub-projects, assess the extent to which the programme achieved its stated objectives, including an assessment of outcomes, both intended and unintended;
2. Synthesize the lessons drawn by Christian Aid and partners in the design, delivery and implementation of the projects; and,
3. Identify recommendations for similar future interventions

EVALUATION APPROACH

Christian Aid did not implement the programme directly. Rather this was done through its project partners who served as the vital links of Christian Aid-Philippines to the people in the communities affected by typhoon Haiyan. With this partnership arrangement, the responsibility of implementing the different program domains and activities shifted to the partners thus allowing Christian Aid to focus on its crucial role of resource generation, coordination and networking, partnership building, technical supervision and monitoring based on its organizational mandate. As a result thereof, the level of programme performance hinged on the summation of project results thus the need to track the contribution of each project funded through the DEC programme.

For this purpose, the evaluation employed a set of dedicated tools to collect data from each level and/or group of informants. Set 1 comprised of Force Field Assessment tool, Outcome Mapping, Stakeholders Analysis, Feedback/Complaint and Information Sharing tool and Standard Compliance tool, used to collect data from the project participants to get a clearer picture of their work. Selected partners were requested to fill up the tools the results of which were discussed with the project staff during the scheduled data gathering activity. Some partners, however, opted to just fill up and submit the tools thus skipping the process of the discussion.

Set 2 used mainly the Counter-factual assessment tool to track the changes that have occurred at the level of the community and the project participants. FGD sessions were conducted with selected group of participants in sample communities chosen by the project partners themselves. Maximum variation or heterogeneous sampling was mainly used to select the FGD participants. It was made sure, however, that the vulnerable sectors (People With Disabilities, elderly, women) were amply represented in the sessions.

An Open Assessment tool was used to generate data and get feedbacks and opinions from Christian Aid Programme personnel and the key informants. A separate set of guide questions was used for the key informant interview and the discussion with Christian Aid programme personnel in order to generate the desired data.

FINDINGS OF THE EVALUATION

From the appreciation of the data thus far collected, the study has exerted efforts to spell out the aggregate achievements of the projects and to find their value within the overall purpose of the programme which is **“to contribute to strategic recovery of vulnerable and high risk communities affected by Yolanda and develop their post-disaster resilience ...”**⁴. The aggregate results are described under each thematic sector where efforts of the partners converged.

A. RESULTS OF PROGRAMME IMPLEMENTATION

1. WASH

The common objective adopted by the partners under this sector is to provide the affected communities with access to safe water, adequate sanitation and to train them in proper hygiene. Under this sector the evaluation attempts to answer the question whether or not the programme met the sector-specific needs of the affected communities in WASH, and whether it was inclusive and gender responsive.

At the end of the term, a total of twelve (12) water systems were installed in the communities that benefitted about 1,919 households or a total of about 9,905 individuals **ICODE, PHILNET-RDD and UPVFI report; 2016**). The water is brought by pipe from the source to the communal water faucet or tap stands. Each tap stand or communal water faucet is designed to serve about 250 individuals, with a maximum queuing time of 30 minutes. Oftentimes, however, less than ten people are queuing up at each tap stand in a single instance. For one, the number of tap stands is more than sufficient to serve all the households in a settlement and at the same time, there is always sufficient water available throughout the day. In the process, congestion is avoided. A total of twelve (12) water associations were formed to manage and maintain the operation of the facilities. Their leaders were provided with relevant training to ensure that the facilities are maintained and managed efficiently.

To determine their knowledge in the application of the standards the project personnel were asked to enumerate and explain the specific guidelines that they followed in the construction and installation of the water facilities. The common response came out as follows: a) the water source must be located at least twenty five (25) meters away from septic tanks, sewers and canals, b) water from these facilities must undergo and pass quality testing, c) filtration system must be installed and water treatment must be instituted to ensure its safety, and d) that the

⁴ Quitoriano, et. al.; Mid-Term Review of Christian Aid Typhoon Haiyan Response Program, p. 25

communal faucet and water taps should be situated not more than 500 meters away from the cluster of houses.

The evaluation undertook a Focus Group Discussion among the project participants to determine the change that occurred with the installation of the water system. They were asked to describe their source of water before the typhoon and after the implementation of the project. They were asked to write down their responses on a piece of paper provided to them so that the evaluation could clearly establish the bulk of the participants who gets water from similar or the same source.

Of the total number of FGD participants, majority of them claimed that they sourced their water from standalone water points such as hand pumps, shallow wells and rain water collectors before the onset of typhoon Yolanda. They further claimed that the water from these sources were not tested nor treated. Some of them had to buy bottled water for drinking while relying on the water from spring or shallow wells for washing and kitchen use while others got water connections from a local water utility firm. The remaining few of them sourced their water from a spring.

With the construction and installation of the water facilities, however, most of them said that they now source their water from tap stands that were constructed by the project partners closer to their houses. Others still source their water from stand-alone water points while few of them had to buy bottled water as they are not sure about the quality and safety of the water from their source. The rest are still being covered by the services of the local water utility firm. It was learned that those who source their water from stand-alone water points and those who still buy bottled water for drinking are project participants who live far from the resettlement sites and those who live in affected communities where the water system project is not being implemented.

As regards the construction and use of latrines, only few of FGD participants used water sealed toilets before the typhoon. A good number of them acknowledged that they did not use any while others either used closed pit or open pit toilets. ***“Wala idea kung paano gamiton ang basin” (Had no idea how to use the toilet bowl)*** is a statement that best captures the pre-disaster WASH situation of the community (FGD with ISDA).

After the implementation of the program, however, the FGD participants described their WASH situation as follows: a) able to construct and use water sealed toilets, and b) constructed and used closed pit toilet. It is very noticeable that open pit toilets and open defecation were no longer practiced. All of the FGD participants attributed the widespread use of water sealed toilets to two factors, namely: availability and access of households to water supply and their growing awareness about the importance of hygiene and sanitation in controlling the spread of diseases. In many cases, however, water sealed toilet is already integrated into the design of their houses. As such they had an access to the facility.

Separate toilets were constructed for males and females in areas where communal toilets were constructed. **Solar lamps were installed in these facilities especially in island communities where electricity is not available.** Daily upkeep and maintenance of the communal toilets are rotated among the members of the homeowners association or the community organization who are using the facility.

From the results observed and the feedbacks collected from the community it can be inferred that the programme ably met the sector-specific needs of the target population in the affected communities. The evaluation, however, has noted that except for UPVFI, solid waste management was not included in the intervention plan of the rest of the project partners. Although some communities undertook measures to dispose of their garbage properly, the practice was limited to the organized members of the community served by the partners. A community-wide garbage collection system is needed to prevent pollution and contamination of the essential resources in the community. Garbage collection and waste water management will soon become priority issues especially in island communities like Gigantes where tourism is growing. This early, effective and efficient system of garbage disposal should be developed and waste water treatment facilities should be installed to prevent contamination of the sea and to preserve the marine ecosystems within the vicinity of the islands. In doing so, livelihoods of people who are largely dependent on the sea could also be protected.

Resort owners should be required by law to develop a sound garbage disposal system and to set up their own waste water treatment facility as a requirement for the issuance of business permits. For its part, the barangay government could set up a common waste water treatment facility in strategic areas where settlements are concentrated. Coliform monitoring could be included as part of the major effort that the programme may support in the future in island communities like Gigantes and the coastal communities where pressure on both the land and marine resources is growing.

2. SHELTER

As mentioned earlier, only three partners incorporated shelter interventions in their respective plan. The objective here is to improve the shelter condition of Haiyan-affected vulnerable households through the construction of core shelters and provision of repair kits. The aggregate target was to construct a total of 308 core shelters and to provide 825 repair kits to the affected households in the target communities. The inquiry was focused on determining if this sector met the specific shelter needs of the affected households and was inclusive and gender-responsive; how far the humanitarian principles and standards have been applied; and, whether or not there was community participation in the actual implementation of project.

At the end of the programme term, a total of 358 core shelters were constructed in the served which is 14% higher than the original target. A total of 926 shelter kits were also distributed to the families that were severely affected by typhoon Yolanda which exceeded the target by 11%. The whole effort benefited about 6,420 people spread across the communities in the provinces

of Leyte, Samar and Iloilo where the damage was intense. In the inland areas, shelter assistance was given to the affected families in far-flung communities of Ormoc, Leyte. In the case of Western Visayas, the shelter assistance was provided to the families located in the island communities of the province of Iloilo. These communities are found in the municipality of Carles and Concepcion which were isolated and were highly vulnerable to typhoons and tidal surges.

Whereas before, many of the houses were made of light materials, the current houses that were constructed with the support of the programme are made of strong materials that can withstand strong winds. The materials used to construct the columns and beams are made of reinforced cement concrete (RCC) or concrete that contains reinforcement bars which is strong in compression. The roof which is made of galvanized iron sheets is designed with four sloping sides with zero vertical roof lines (hip roof) in order to withstand strong winds. However, the walls are made of plywood but these can easily be replaced if damaged. With concrete flooring and reinforced cement concrete foundation, these structures are built to last long with an estimated life span of fifteen to twenty years. The overall strength of these structures could withstand strong winds approximating the speed of category 3 typhoon.

Core shelters in the programme areas in Leyte and Iloilo were constructed in resettlement declared and/or earmarked by the local government as safe zones. These are the areas with strong ground that are not exposed to risks of storm surges, waterways flooding, and landslide. In most cases the land is covered by a usufruct agreement or a deed of donation which were negotiated by communities with support from Christian Aid partners among landowners and private individuals and LGUs. Those who received shelter kits reconstructed their houses in an area that is declared safe by the local government. Most of the FGD participants reconstructed their houses in their own lot or rent-free land with consent from the landowner. In short, all the houses constructed (core house or shelter kits) were built in safe zones covered by instruments that ensured the tenurial security of the occupants. However, the period of coverage of the usufruct is only short term which can render the households homeless in five to ten years unless the homeowners associations or the Local Government Units (LGUs) can come up with a long-term solution to address this problem. In some program areas, however, land ownership remains an issue which adversely affected the implementation of the shelter program in the typhoon-affected communities.

The construction of the core shelters complied with the in-country cluster guidelines on shelter most of which were also included in the SPHERE and HAP standards. For instance, all the houses were built on declared safe zones (safer grounds) with strong foundations (reinforced cement concrete foundation). The design is square rather than rectangular with hip roofs that are designed to withstand strong winds. The partners and their designated contractors underwent orientation and/or training to get themselves familiar with these guidelines and standards. In many communities, women were trained and designated as shelter monitors. As noted, all components of the shelter are well tied and braces were used to strengthen the structure. Coconut lumber was likewise maximized in the construction of houses.

Unlike the inland communities, the construction of shelters in the island communities was faced with a lot of challenges which also caused delays in the implementation and completion of shelter interventions. Construction materials had to be purchased and transported from Iloilo or Capiz to the ferry station in Estancia and Concepcion by land. Travel time is roughly three to four hours. These were then loaded to a boat going to the islands where additional handling costs had to be paid. Upon reaching the destination, the construction materials had to be transported manually from the boat to the shoreline. From there the materials had to be transported again to the construction site on foot. Some construction sites are located at around 200 to 300 meters away from the shoreline and there are no available transport equipment other than carabao-drawn carts. There are also some areas that have dispersed construction sites that are very far from each other. For this purpose, the partners had to solicit the support of the community.

Some of the FGD participants were not recipients of the Christian Aid shelter assistance because they came from a barangay that was listed as a recipient of the shelter assistance from other relief agencies. Though their houses were severely damaged, they failed to get the much needed assistance for reasons that were unknown to them. With their limited resource, some of them were not able to reconstruct their houses till now. They live in houses that are not fully covered while some live in houses that are partially repaired using salvaged materials that they recovered after the typhoon, while others live in houses with roofs that leak. For them living in these structures is a constant reminder of the harrowing experience that they had to endure during the typhoon. The feeling of insecurity persists as they had to struggle daily in order to survive. Considering the enormity of the need, Christian Aid had to focus its shelter assistance to communities that were not yet covered by the assistance of any other agency to avoid duplication. Identification of its priority areas was vetted by the local authorities and the community themselves.

The cluster system was developed to enhance the coordination among the humanitarian organizations and the government. However, the participation of the NGOs and civil society organizations was limited as the UN, INGOs and national coordination bodies which were better resourced took the center stage in charting the humanitarian work. ***“Local institutions and staff... were delegated as mere extensions and contact persons.”*** (Yolanda Rehabilitation and Resilience Strategy, August 2014, p. 9). Despite their enormous resources, the support of these agencies was not sufficient to cover the damage as a consequence of the typhoon. ***“ Many communities, for example, resorted to what the Shelter Cluster refers to as “self-recovery” as there is minimal support and options for durable solutions and families simply needed to build from whatever wreckage was available, in order to put a roof upon their heads”*** (Ibid. p. 10).

With the departure of the above-cited humanitarian agencies, Christian Aid and its partners had to continue the coordination work at the government level to prevent duplication, respond to the needs of those who were in dire need of the assistance, and ensure the maximization of the very limited resources available for this purpose. Moreover, the partners, the local NGOs and civil society organizations were compelled to assume the responsibility in responding to the needs of the affected population in areas where they operate after the UN and INGOs wrapped-up their mission. Apart from limited resources, the local NGOs, CSOs and even the partners had

to contend themselves with the loss of their experienced personnel who opted to work with INGOs that offered much higher salaries.

The FGD participants who received shelter assistance from Christian felt fortunate that they did not have to go through that harrowing process in order to get the much needed support. As explained, the beneficiaries were identified by the local barangay officials in coordination with local community leaders (in areas where organizations were still intact). Both the project partners and the barangay officials then agreed on the final list of recipients based on the criteria set for this purpose. The project partners took the extra step to validate the list to make sure that the right beneficiaries were identified, their identities clearly established, and ensured that they got the right assistance that they deserved.

“What makes the RISE (Bangon) Gigantes Project unique from other organizations is that before the assistance or the grant would reach its beneficiaries, it would undergo a lot of consultations with the barangay council as well with the potential beneficiaries first. This gave us the feeling that we are part of the decision-making process”. (Barangay Kagawad from Barangay Granada).

The partners mobilized the support of the project participants during the construction of the core shelters in the community. Some of them were mobilized to support the building contractors in various aspects of construction work. Those who have skills in carpentry and masonry were hired to work in the construction of the houses. Somebody from the community was also assigned to monitor the progress of the construction work and to check on the quality of the materials used in the construction of the units. The beneficiaries from Carles and Conception in Iloilo also provided their counterpart for hauling of construction materials, water and excavation of the foundation of their houses. Those who did not have the physical capacity to do so especially the elderly and persons with disability were assisted by the members of the association. These associations were registered with the Department of Labor and Employment (DOLE) which allowed them to access other funding support from other agencies for their sustainability.

Their participation in the construction of houses was voluntary in nature done in a form of “*bayanihan*” or labor sharing arrangement. Under this arrangement, only one representative of the recipient household is requested to participate in the construction activities to allow the other members of the unit to continue doing their regular economic activities. In doing so, the needs of the family are not neglected. FGD participants who received the shelter assistance are so grateful to Christian Aid and other donors for the support. They contend that with their new dwelling they now have peace of mind and a sense of security and stability. This state of mind enabled them to focus their thoughts and energies on activities that would address their daily sustenance and felt dignified that they are living in a “real” house in privacy and freedom to enjoy their space. The shelter symbolizes an improvement in their living condition and ***“contributed to a sense of adequacy, normalcy and dignity among members of the family who once lived in pigpens, goat and makeshift houses made from salvaged materials after the typhoon”*** (PHILNET report, 2016).

The project participants appreciated very much the inclusion of a bedroom in the house which for them was most valuable to lactating mothers and adolescent girls as it gave recognition to their special need for privacy. The inclusion of a kitchen was likewise appreciated especially by the women participants as it helped them reduce their burden in performing their reproductive tasks (which were usually taken for granted in the design of development plans). **Solar lights were also seen to have bolstered their feeling of protection and sense of security.**

The partners put premium in complying with basic SPHERE and HAP standards in designing and constructing the core shelters. They ensured that the structures complied with the following requirements: a) that the shelter should have an area of at least 22 square meters with latrines; b) that these are constructed in safe zones (attested by a geodetic and topographic survey); c) that the shelters are close to development and basic facilities such as roads, electricity, water, health center and school, and d) that the settlements are covered by a tenurial instrument such as usufruct agreements, resolutions and memorandum of agreement to guarantee the tenurial security of the occupants. This was also the design that was agreed in the shelter cluster where Christian Aid and the partners engaged with.

Based on the results and the feedback from the project participants, the study is of the opinion that the programme has achieved the objective set for this sector and has in fact surpassed its target by an average of 12.5%. It specifically met the shelter needs of the affected households, was inclusive and gender responsive, consistent with the application of the basic humanitarian standards and principles, and maximized the support of the community in the actual implementation of the project activities. Viewed against this context, the effectiveness of the programme is clearly established.

The study attributes this feat to the following factors: 1) accurate selection of communities and identification of the beneficiaries where the local government unit (municipal and barangay), local community organizations, and the key leaders in the affected communities were closely involved in the process that helped ensure that the right project participants were identified and their identities were clearly established, 2) strong participation of the community and of the recipient households themselves which was crucial in building ownership of the project and in rebuilding their self-esteem; and, 3) serious application of basic humanitarian standards and principles in designing and constructing the shelters that proved effective in ensuring that the unit is livable and responsive to the special needs of the most vulnerable members of the family.

Based on the feedbacks from the project participants, the study is of the opinion that shelter assistance plays an important role in addressing the psycho-emotional needs of the members of the affected households. It gave them some sense of security and stability which is crucial in building the transition towards rehabilitation and resiliency. It then allows them to have time for other concerns as their crucial need for shelter has already been addressed. This gives an indication that shelter assistance could become a stand-alone component of the programme.

The study also found the potentials of shelter assistance to create a much bigger result if paired with other components such as WASH and food or livelihood assistance. Small scale food

production, using the techniques in bio-intensive gardening could be introduced and education sessions on environmental sanitation (garbage and waste disposal, personal hygiene, etc.) could be undertaken while construction of the shelter is underway. This combination could create a complete image of a household that has its own source of essential foods, has access to water and protection system, using efficient energy, and applying the basic practice of environmental sanitation. This package of results could further boost the self-esteem of household members and prepares them psychologically to move to the next phase of humanitarian intervention.

Working as one unit, the household could be accompanied in preparing their plan that integrates all the components cited earlier as part of the daily routine of the members. ICODE, for instance, integrated WASH and bio-intensive gardening activities in its shelter assistance package which yielded positive results. All the household members were mobilized and contributed towards a common goal of the unit and for this purpose, some degree of sustainability is assured at the early stage of the intervention. It is in this context that shelter assistance should ***not be left as a stand-alone intervention*** since it would miss the opportunity to create bigger and quality results. The programme timeline which is roughly 27 months may not be sufficient to achieve this purpose but this recommendation may be useful in designing a similar intervention plan in the future.

There is also a need to address the limitation in strength of the shelter units that were constructed in the affected communities. Per information from the partners, the shelter units were built to withstand wind velocity corresponding to category 3 of typhoon. For this purpose, the partners may have to work closely with the LGUs and the BLGUs to construct typhoon-resistant evacuation centers that will serve as safe shelter for the people in the community in case of a of super typhoon.

3. DRR GOVERNANCE

The common direction of the partners' work under this sector is to enhance the capacity of the municipalities, the barangays and the affected communities to prepare and respond to disaster and emergency situations and to improve their access to information regarding the impending weather system that could affect their respective areas of responsibility. The outputs expected from the implementation of this component of the programme include the formation and/or reactivation of 10 Municipal Disaster Risk Reduction Management Councils (MDRRMCs) and 81 Barangay Disaster Risk Reduction Management Councils (BDRRMCs), training of volunteer rescuers and life savers, development of DRR plans in 11 municipalities and 81 barangays, and installation of communication systems and Early Warning System in the affected municipalities in eastern and western Visayas. The inquiry is focused on the programme's contribution to increase community resilience to future disasters.

Through the efforts of the partners the programme has been able to form and reorganize the targeted 10 Municipal Disaster Risk Reduction Management Councils and 81 Barangay Disaster

Risk Reduction Management Councils with their respective Disaster Risk Reduction plans. These plans include the conduct of community evacuation drills, evacuation plans, hazard maps and names and contact numbers of persons and agencies that should be contacted in case of emergency. A total of 1,800 life savers and rescuers were also trained in many of the affected barangays most of whom are currently posted as members of the municipal and barangay rescue teams. Base radio and repeater system were installed in strategic locations in the affected municipalities and handheld radios were also distributed to the trained rescuers, life savers and key officials of the affected barangays. Early Warning Systems were also installed in nine (9) out of the targeted ten (10) municipalities which were used to get data on the local weather situation. The information was then relayed through radio and posted on strategic locations within the area to advise the fishers, farmers and the general public on the impending weather system. Most of the partners also installed solar powered recharging stations and lighting facilities and distributed solar lamps which were seen to have bolstered the feeling of protection and sense of security of the members of the participating households.

As part of its DRR Governance Strategy, ICODE provided support to the MDRRMC and BDRRMC-Bantay Dagat (fish wardens) in the form of construction of seaborne patrol boats and barangay fish patrols with very effective multiple functions of coastal resource and marine protection from illegal fishers, transport of DRRM personnel, hardware, goods and logistics, sea ambulance, and transport of children to school in small islands. The LGU and BLGU put in counterpart funds for the improvement and maintenance of these facilities.

Summarizing the experiences and the results of the interventions, the study is of the opinion that the programme, through the initiatives of the partners made important breakthroughs in this field of work “weaving” through the structure of the duty bearers and other stakeholders that are operating in the community. It was also instrumental in facilitating and coordinating important initiatives that brought the key stakeholders together like the LGU, community associations, sectoral formations, youth and students, other independent players. This effort led to the formulation of a common response that effectively addressed the needs and concerns of the people in the communities affected by the typhoon. In fact, the implementation of a coherent response program is more visible in municipalities and barangays where the Christian Aid partners are operating. Observable results are evident.

“What I also learned was that every project that comes in our barangay, we have the responsibility to relay it to our community. Back then, the members of the barangay council are the only ones who are informed about any assistance and the community just wait. I learned that it is also important for the community to be involved in any decision making the council makes especially when it comes to disaster preparedness and response. Everyone must be involved. That is the key to a resilient community.” (Barangay Kagawad from Gigantes Island)

Its web approach, as defined by the specialized interventions that the partners have developed was very instrumental in reorganizing and reactivating the MDRRMCs and BDRRMCs which were dormant before the entry of the CA programme. Through the facilitation of the partners, these government bodies became fitting instruments in preparing hazard maps, formulating contingency plans, training of rescuers and volunteers, demarcation of marine protected zones,

construction of jackstone water breakers, and to a great extent, installation and operation of communication and early warning systems in the community. The partnership in participatory governance approach employed by ICODE and UPVFI wherein the target communities were involved in assessments, validation and prioritization contributed to the planning, designing and programming of relevant, practical and innovative interventions that were attuned to local context and needs.

Its *weave* strategy, which is a subtle approach of working through (weaving) the existing set-up of the LGU and BLGU made significant strides in exacting downward accountability from the duty bearers which is important in sustaining the work in the community. As a result thereof, partner LGUs are now subsidizing the operation of the automated weather system, the budget of which has been incorporated into the operational costs of the municipal office of the Department of Agriculture and MDRRMO that ranges between P40,000 to P50,000 per month. The LGUs have also integrated the volunteers and rescuers who were trained under the program into their emergency response teams, thus ensuring the continuity of their services. In many instances, LGUs and BLGUs provided the land where the shelters were constructed. For some cases, the LGU and the BLGU facilitated the process of securing usufruct agreements from landowners so that the project participants could construct their houses and water sanitation facilities in areas without fear of being ejected by its owners. The total estimated value of these lands is placed at about P2.5 to P3 million.

Specific to the island communities in Gigantes, the four barangay units came up with a joint resolution providing an annual support for the operation of the Island Sustainable Development Alliance (ISDA). The joint resolution stipulates that each barangay would earmark an amount of P35,000.00 per year out of their regular budget. Each barangay adopted this resolution and came up with an ordinance to formalize its adoption. These funds will be released in 2017.

The project partners were also given a seat in the Municipal Development Council and other special bodies of the local government unit that enabled them to bring the issues and concerns of the people in the community to the attention of the concerned authorities in the local government. The leaders of ISDA are currently processing their membership in the Local Development Council of Carles. In like manner, the people's organization leaders in the communities served by RWAN, PHILNET, ICODE and PRDCI were invited to become members of the Municipal Development Council as representatives of the civil society organizations.

The *web* and *weave* strategy worked best in DRR governance. Its cumulative effects resulted to the institutionalization of systems and practices that proved crucial in increasing the readiness of the communities to absorb the shocks and to bounce back from a disaster situation and in reducing the risks and the vulnerabilities that hounded them in the past periods. This new-found strength and capacities gave a sense of hope and security which are needed in bringing about stability of a community. The strategy also worked best in developing a system that helped in increasing the communities' access to vital information that kept them abreast of the oncoming disasters that helped them in mapping out their response. In effect, the web and weave strategy

was instrumental in addressing the needs of the island communities which in the past were left out in the radar screens of the local government units and civil society networks.

The 27 months of programme implementation may still be short a time for the partners to be able to achieve the long-results envisioned by the program. They are constrained to engage fully in exploring long-term adaptive measures to reduce risks and to address projected changes borne out of a disaster situation. Adapting to climate change, for instance, requires a long-term and science-based solutions whose results must be felt on a wider scale. In an effort to translate the concept of “build back better” which is rooted on their desire to address the effects of climate change, partners like ICODE, PHILNET and to a large extent, RWAN and PRDCI undertook steps to promote smart agriculture in the communities. For their part, UPVFI and ICODE, because of their work in the coastal and island communities initiated activities to reforest mangroves and beach forests, install jackstone water breakers to prevent coastal erosion and to engage in the rehabilitation of corals to help in the regeneration of marine species. As the effects of these efforts have not as yet reached the desired level of scale and standards, further support is needed to sustain their momentum.

Changing mindsets and values is another challenge that the program must address to cope with the changing characteristics of vulnerabilities and unpredictability of disasters. The study found that the people in communities are not only reliant on food that are available in the market but also on food crops such as rice and corn that are very sensitive to climatic fluctuations. Because of the changing climatic patterns, food production and consumption patterns should be adjusted accordingly to adapt to the rapid change in the external environment. Putting premium on the production and consumption of root crops and other staple crops (such as adlai or jobs tears) that are resilient to weather extremes is the most logical step to take. Unlike rice and corn, root crops are not easily spoiled if exposed to elements like rain, moist and wind. These crops can also be grown in the backyard and on pots. Given these characteristics, these crops could be grown in small island communities that have limited space for production to reduce their dependence on the market for food sustenance.

The study also found that in the island communities, land ownership has prevented people from producing their own food which in effect deterred them from building the food reserves of the community. Vast tracks of lands owned by few and usually absentee landlords are not cultivated but people are not allowed to till them. In this case, the partners could tap the support of the local government in securing usufruct agreement that allows the people to till the land without fear of being evicted or repressed by the landowners. The government could issue guarantees that the land would be returned to its rightful owners based on the stipulations of the contract. In return, the government could provide tax incentives to the landowners who are open to this usufruct arrangement. It may also impose heavier tax penalties on lands that are not being cultivated by the landowners.

The study also recognizes the threats of the growing tourism (especially in island communities like Gigantes) on the resources of the community. Preventive measures have to be undertaken as early as possible to prevent pollution and destruction of marine resources. The community,

with the facilitation of the partners may initiate steps to convince the local government to impose higher environmental tax on resort owners and to require them to construct waste water treatment facilities as precondition for the approval of their business licenses. The community should also convince the local government to legislate a law that would regulate the extraction of the resources from the sea. It can declare a close and open season for sea shell gleaning, including the collection of scallops to allow time for these species to regenerate. In so doing, sustainability of the marine resources could be ensured.

The coastal and much more, the island communities are most vulnerable to tidal surges as consequences of super typhoons. The current level of preparedness of these communities is more attuned to withstand shocks due to strong winds and typhoons. Preparations and measures to cope with the consequences of tidal surges are not developed fully thus the need to seriously address this vulnerability. Safety measures like the construction of strong and elevated evacuation facilities could be considered for this purpose. It could serve as safe shelter for the people during the onset of super typhoons that could bring high tidal surges. The facility could be designed in a way that food crops (root crops, vegetables and other staple crops) could be planted within its vicinity as part of the scheme of stockpiling food. Advocacy to increase government's DRR budget for stockpiling of food and medicines could be heightened as part of the preparatory measures of the community.

With all the structures and systems in place and local capabilities developed, the study is of the opinion that the resilience of the affected communities is well established. Despite this feat, the study finds it necessary to strengthen the food reserves of the communities (especially those in the small islands) to increase their preparedness for the onset of any disaster. The partners may continue their advocacy to increase government's budget for stockpiling of food but this should be paired with a campaign to produce the food locally at the level of the households.

4. LIVELIHOOD

Rebuilding and improving the livelihoods of the vulnerable households is the common objective that guided the partners in pursuing the implementation of this sector during the period under review. This includes rehabilitation of farms, application of diversified and environment-friendly and climate-adaptive approaches and technologies, reforestation of mangrove and beach forests, rehabilitation and protection of marine habitats, provision of fishing boats/gears and agricultural tools and inputs, and formation and mobilization of community groups.

In a span of 27 months the programme was instrumental in organizing 68 community organizations with a total of 2,782 members and formed about 65 self-help cluster groups known as the Community-Managed Savings and Credit Association (COMSCA), with a total of 1,490 members. Apart from this, the programme also trained a total of 3,472 farmers in climate-smart and diversified farming technology which they applied in rehabilitating their farms. The programme also provided support to replace the boats and fishing gears of fishers who were affected by the typhoon. The members of community organizations in the coastal and island communities also initiated steps to reforest the mangroves and beach forests and were actively

involved in the protection of the marine habitats through their participation in the activities of the bantay dagat (sea patrols).

Value-adding activities such as the processing of food, herbs, fish and organic inputs for agricultural production were also undertaken to diversify the income sources of the people in the affected communities. Women who were mostly members of COMSCA were actively involved in these undertakings. COMSCA members set up their own business using the capital that they borrowed from the savings group. With this new-found opportunity, fish and food vending, small scale trading and household-based food processing started to crop up that became alternative sources of income for the enterprising households.

Some partners also initiated steps to produce inputs such as organic fertilizers, organic herbal nutrients, indigenous microorganisms and other concoctions that could be used as viable alternatives to the synthetic inputs that are sold in the market. PHILNET-RRD has produced an organic fertilizer certified by the Fertilizer and Pesticide Authority (FPA). This has great potentials to be developed into an industry which could provide the people with a regular source of employment. The project participants could produce the raw materials and sell this to the processing plant. They can also buy the finished product that they can use in their farm. During lean months they can also seek employment in the processing plant when there are no activities in their own farms.

Similar activities have also been undertaken in other areas covered by the program. UPA, RWAN, ICODE, PRDCI and UPVFI are also producing organic fertilizer for farm use and some are being sold to other farmers and neighboring communities. Most of these initiatives, however are still in the process of incubation and may need longer time to develop into viable industries. As these initiatives are crucial in building the resiliency of the communities, more investments are needed to sustain their operation and mature into a viable business enterprise.

Almost all of the livelihood activities cited above are dependent on the resources of the land and of the sea. While these resources have limited carrying capacities, over 65% of the households in the community are currently depending on them for survival. Some development planners propose that only 30 to 40% of the people in an area should depend directly on agriculture (and fishery) to reduce stress on the resources. The rest of the population could be distributed across the local value chain such as general commerce and trade, engagement in the production of efficient agricultural tools, fishing gears and equipment, processing and semi-processing of agricultural and fishery products, and management of the local social enterprises.

At the moment, dependence on the resources has exceeded the limit by 25%. Opening other opportunities outside of farming and fishing is therefore needed to address the situation. It is in this regard that the current initiatives of the partners in processing and other value-adding ventures are well situated.

Emphasis on food production was given prominence during the early stages of the work in the community. At the start of the programme, partners asked the participating households to set

up their own vegetable and herbal garden as their additional source of food to augment the food aid that they receive from relief organizations. This is a good practice that could be integrated as part of relief work. Towards this end, food production could be paired with shelter assistance and WASH. It is for this purpose that organizing could be directed at mobilizing the household members (household that are recipient of the shelter assistance) to set up their own bio-intensive garden. Depending on the progress of their work, the members of the recipient household may opt to scale up their production to a level that would allow them to generate income.

The current average income of the project participants surpassed their pre-disaster income level by 5%. Their current average income is pegged at P6,386.57 which, based on the retrospective reporting of the participants, is higher by P321.43 compared to their average income before the typhoon. It was observed that the project participants who were engaged in land-based livelihood producing short-term crops registered a higher rate of recovery from their income compared to those who were engaged in marine-based livelihoods. Looking at the trend, however, it could be observed that the FGD participants who come from communities (coastal, island, inland communities) that are engaged in value adding and trading/business ventures were able to surpass their previous level of income compared to those who were purely engaged in production and resource extraction activities. The production of short-term crops that was enhanced by the application of the diversified organic farming techniques proved useful in accelerating the income recovery process.

The experience of a farmer from Cabingan, Ormoc illustrates this point. His farm was devastated by typhoon Yolanda in November, 2013. From the seeds and the organic fertilizer he received from PHILNET, he was able to reconstruct his farm, planted it with a variety of vegetables and in a short period of time, he was able to earn good income. He narrated that ***“the support I got from PHILNET was a huge help for me in reconstructing my farm after being devastated by typhoon Yolanda. The support I got was very useful in restoring the fertility of my farm and reduced my production expenses as I did not have to buy the costly synthetic inputs. Now I source most of the food that my family s/needs from the farm as I am sure that it is safe for my health and that of the members of my family. I was also able to employ five people from our community that gave them an alternative source of income. For one cropping season, I was able to earn an income of about P40,000.00 which is good enough to support my family.”***

In the case of the participants from McArthur, however, recovery of their income took an uphill climb. Before the typhoon, their agriculture was hinged on abaca production that gave them a relatively high income. They did not embark into other types of agriculture as abaca gave them more than what they needed. With their crops gone, they had difficulties in adjusting to a new mode of cultivation which requires them to reconstruct the layout of their farm, reconfigure their skills, and to invest in new tools and equipment to make their farms productive again. This requires a shift in paradigm which the participants had difficulties to cope with. Thus their income recovery rate is taking them at a slower pace.

The participants whose livelihoods are dependent on the sea had other challenges to contend with. The destruction of the fish and marine habitats and the unabated use of illegal fishing methods prevented them from increasing their production and income. To remedy the situation, sea patrols were formed to apprehend poachers and illegal fishers. The partners also initiated

steps to reforest the mangroves and beach forests and to rehabilitate the critical fish habitats to restore the productivity of the sea. The regeneration of these resources, however, would take a longer time, hence the likelihood of increasing income is taking a slower rate.

The experiences of the partners point to the fact that recovery of income can be accelerated through engagement in enterprises and value-adding activities. Most of these enterprises are being managed by the households themselves although a few initiatives are group-managed. Complementation of these enterprises could be enhanced by looking at the type of venture that is most suitable to be individually managed and those that should be managed collectively. The input from our key informant suggests that *“successful and scalable businesses are those that are family-based. Group efforts like those of COMSCA are very necessary but these should play the role of a support network. Management of the enterprise is better left to the care of the family.”* (Interview with a Key Informant). Defining the scope of engagement between a group and a family-managed enterprise will help define the synergy and/or complementation of efforts to maximize resources and generate income.

Raw material production could be assigned to individual households. Management of this part of the value chain should be left to their care. The group (cooperative or a marketing group) buys the raw materials, takes care of the processing and handles the distribution and marketing of the finished products. In a food processing business, it is highly recommended that the processing should be centralized to ensure safety and quality of the product. In this case the chain is well-established. Adjustments could be made depending on the nature of the business venture and for this purpose, preparation of a business plan would be deemed necessary. The business plan should establish the value chain of the business and distinguish the roles of the individuals from the collective in each stage of the value chain.

In a nutshell, the programme has opened new opportunities for the people in the affected communities to recover their livelihoods and their income. These new opportunities enabled the communities to regain their income and even surpassed the pre-disaster level by 5%. This growth maybe moving at a slower pace because there are ‘higher order’ losses which could not be recovered by simply replacing the value of the assets. On the other hand, the programme through the creative interventions of the partners, took appropriate measures to regain the income by complementing production and resource extraction with value-adding activities and creating business opportunities that provided the people with an alternative source of income.

B. ASSESSMENT BASED ON SELECTED EVALUATION CRITERIA

1. RELEVANCE AND COVERAGE

The relevance of the program is well established beyond question. It made an accurate analysis of the situation and came up with a well-timed response that properly matched the real and

urgent needs of the affected population in the target communities. It pinpointed accurately the geographic locations that were badly devastated by the typhoon and identified the right beneficiaries who were in dire need of the program's support. Far-flung and island communities that were least covered by other donors were rightly identified as the priority sites of the program. By putting the poorest of the poor at the core of its interventions, Christian Aid made its position clear that its response program is not meant for the relatively strong. It was rather conceived for the weak and those who have less in life which reflects the character of its organizational mandate. Equipped with well-developed assessment tools, Christian Aid was one of the agencies that provided immediate response on the ground after typhoon Yolanda hit land.

In selecting the target communities, Christian Aid together with its partners consulted with other agencies operating in the target region to agree on their respective geographic area of coverage to cover gaps and avoid duplication. As a result thereof, Christian Aid did not anymore provide shelter assistance to communities that were already covered by the other agencies and focused its support to island and far-flung communities which were not covered by the shelter assistance of the other agencies. The partners also sought the assistance and support of the local government/barangay officials, key community leaders and representatives of existing community organizations to identify and come up with a list of bona fide beneficiaries that were in dire need of the assistance. The partners also took extra effort to validate the identity of those identified in the list.

Its shelter intervention was consistent with the shelter cluster guidelines set in-country and compliant with the applicable SPHERE standards adopted by the humanitarian organizations. The communities were selected in coordination with the other agencies who are members of the humanitarian clusters. Christian Aid partners have coordinated their efforts with the government, UN and INGOs since the start of their engagement in humanitarian work. With the departure of the UN and INGOs, however, Christian Aid and its partners continued their coordination work at the government level that proved effective in identifying and selecting the right project participants.

The implementation of the response programme was done through the local partners who served as the vital links of Christian Aid to the people in the affected communities. Having developed their own network and contacts in the affected communities, these partners were in the best position to identify the right project participants and to provide Christian Aid with timely updates and accurate data as regards the scope and scale and the overall progress of the response work in the field. These inputs were very useful in coming up with accurate analysis of the needs of the affected population that proved effective in aligning the direction of the response program.

2. EFFECTIVENESS

The program has made significant contributions towards the strategic recovery of the vulnerable and high risk communities affected by typhoon Yolanda. A coherent and well-coordinated

emergency response system has been developed and installed in all barangays covered by the program. Solar powered recharging stations and communication systems were also installed especially in the island communities that effectively addressed their isolation. Considered as one of the most important contributions of the program, localized weather forecasting system (using the Automated Weather System) is now installed in the far-flung and island communities. With the operationalization of this system, fishers and farmers are forewarned about the impending weather system that poses threat to their lives and livelihood so they are able to prepare for any eventuality.

Resilient shelters that could withstand strong winds were constructed for the selected project participants in the communities. Farms have been rehabilitated and most of the farm tools and equipment were replaced. Reforestation of mangroves and beach forests was initiated while rehabilitation and community-based protection of critical fish habitats were undertaken. The so called 'higher order' losses may not be replaced through these efforts but their accumulated effects may be able to restore some of its values in the long-term. The partners found ways to compensate the income lost from fishing and farming with value-adding activities such as food/fish processing, vending and trading, and processing of organic agricultural inputs. These were useful in diversifying the income sources of the people in the community. In effect, their current average income has surpassed its pre-disaster level by 5% despite the constraints in timelines and the inability of the land and sea resources to regenerate fully.

Of the four program domains, three stood out to have created direct impact on the people and the community. These are shelter, DRR governance, and livelihoods. WASH had its own contribution in changing the life-situation of the project participants but the results were felt in association with shelter assistance.

Shelter assistance is recognized to have contributed in bringing about emotional stability and the sense of security among the members of the households. It therefore creates a favorable environment that allows humanitarian work to progress from relief to rehabilitation and on to resiliency. This is the rarest moment in the sequence of the work where members of the recipient households could be effectively mobilized. To seize this moment, shelter assistance should not be left as a stand-alone intervention but should be paired with other domains such as WASH and livelihood to create better and sustainable results. Organizing could then be done within the context of the household to facilitate the transition towards the next level of humanitarian work.

DRR governance is recognized for its contribution in developing a well-coordinated and coherent approach in disaster response and in addressing the isolation of island communities that are most vulnerable to risks and disasters. Its significance is more felt in the area of developing the sense of safety and security of the people in high risk and vulnerable communities. From there it creates the feeling of stability that allows people to think and plan strategically and frees their time to engage in other productive activities.

The contribution of the livelihood interventions is seen along the lines of reconstructing the sources of food, improving the traditional income sources, and developing a strain of new income

sources to sustain the life of the people in the community. A growing number of project participants are producing and consuming what they produce but dependence on the market for major staples like rice is still prevalent. Over 50% of the household earning is spent on food. This is to be expected considering the fact that the food consumption pattern has not changed as yet while spaces for rice or production in the community are not readily available. Gradual shift to production and consumption of root crops and other staple crops that could be grown in the backyard should accompany the effort towards building food sufficiency of the households.

On the other hand, livelihood interventions succeeded in establishing self-help groups in the community. These efforts did not only encourage the households to save but also created a movement that supported local efforts in setting up household-based economic ventures that contributed in increasing the household income. Despite constraints in timeline, the current average household income is recorded at P6,386.57 which is 5% higher than their pre-disaster income level.

These achievements were made possible through the expert application of the *web* and *weave* dynamics which the partners employed in implementing the program interventions in the community. This went through the process of developing and building their own expertise and resources that they used to strengthen their own network. Using this as a leverage, the partners weaved through the structure of the local and barangay governments and engaged similarly oriented players and networks in a principled partnership to reach a wider audience and to create bigger and quality results. It opened up avenues for dialogues and strengthened the system of mutual respect and local support which are the foundations of a synergized and cohesive response. Resilience of the communities is built on this foundation though efforts to enhance this are still deemed necessary.

3. POWER AND GENDER DYNAMICS

The partners' data bank contains sex and age disaggregated data which they normally use to analyze the needs and to design and/or adjust their approaches to effectively deliver their programs and services to their intended recipients. The study found concrete evidences of its use where specific needs of sectoral groups, especially the high risk and vulnerable sectors are addressed adequately. The design and structure of the house is one of the evidences that the study found. The floor is designed in a way that the elderly and members of the household with physical handicap need not use the stairs and exert extra effort to enter or get out of the house. Rooms were also constructed to provide privacy to women (especially lactating mothers) and teenage girls. A kitchen is also attached to the structure that eases the burden of women in doing their reproductive tasks.

The women played an active role in implementing the local livelihood projects. They played an important role in managing the communal vegetable gardens, monitoring of small community infrastructure projects such as the construction of the houses and the community water systems. They also took the lead role in managing the family budget and in community savings mobilization that led to the proliferation of the community savings groups and in leading local

community organizations and alliances in the affected communities in eastern and western Visayas.

The study also noted the substantial participation of women in productive tasks such as tending the seaweed farm, engaging in fish and food processing and vending and trading. The men's share of the work at home, however, remained nominal which in the final analysis, increased the burden of women. Conscious and planned interventions that incorporate gender analysis could be adopted as a scheme to curb this trend. Distribution of work compared against the decision-making pattern maybe employed to track and analyze the extent of power imbalance. Human resource inventory could also be added to recognize the capacities and limitations of each member and track the condition of their physical health and potentials.

4. COMPLIANCE TO STANDARDS

All of the partners are well acquainted with the various standards that should be used in designing and monitoring the implementation of their respective projects. They could identify and explain clearly the most essential sets of standards that should be used in selecting areas and beneficiaries, provision of specific services, and construction and/or installation of the facilities that are required to meet the needs of the target population in the community. They worked on the general principle that all people affected by a disaster have the right to receive protection and assistance regardless of political or religious standpoints. They also consider the right to life with dignity as the locus of their interventions.

In selecting the areas and the beneficiaries, the partners opted to work in isolated and underserved areas such as the island communities focusing their efforts on the high risk and vulnerable segments of the population. They are also very conversant about the standards that should be applied in implementing specific intervention such as shelter and WASH as discussed under the Power and Gender Dynamics section. The partners are strictly observing the space requirement for shelter which should have a floor space of not less than 22 square meters with latrines already attached to the structure. It should also be equipped with basic protection facilities like solar lighting to meet the minimum needs of the households. Water sources should be installed at least 25 meters away from the nearest latrine, canals and sewers. In like manner, water taps should be installed not too far from the settlements with each tap designed to accommodate not more than 250 or so users with specified average time for queuing of 30 minutes.

Some provisions of these standards could still be expanded to include concerns for the integrity of the environment. Rainwater impounding maybe included to minimize flooding. Enhancement of the vegetation around the house or inclusion of bio-gardens in the layout of the settlement may be needed to improve air quality. System of waste disposal and garbage collection may also be included under the specific provision of these standards.

5. PARTICIPATION, FEEDBACK/INFORMATION SHARING

Three important players were identified to have played significant roles in the implementation of the program. These include the partners, the project participants (community), and the government (LGU, BLGU) who, in a tripartite forged closer cooperation to effectively respond to the needs of the affected communities. The engagement of the academe in the implementation of the program was also noted to have increased over time.

The community and the group of beneficiaries participated significantly in identifying and analyzing the problem. Their engagement extended up to the formulation of the goals that clearly set the direction of the work. The identification of the areas and the target population was done with the concurrence of the LGU and BLGU which had an overview of the spread and dispersion of humanitarian organizations within their territorial jurisdictions. Other project cycle activities were implemented in consultation with other stakeholders but the partners exercised control over the entire operation of the project.

Feedback to and from the communities were channeled through the field personnel. If there were special concerns or complaints, the project participants were encouraged to either come to the office personally or communicate these by phone or in writing the soonest possible time. The depending on the nature of the complaint or feedback, the responsible person or a key personnel of the partner organization initiates steps to clarify the issue with the concerned personnel and if necessary, facilitate a dialogue between the personnel and the concerned individual/beneficiary in the community to thresh out the issue and come up with a commonly agreed resolution. In many cases, formal complaint, feedback and suggestions did not work out well either because the people had difficulties in expressing themselves in writing or were not comfortable with the formal method of giving feedbacks and/or complaints. In most cases, they prefer a face-to-face interaction where they could get an immediate explanation or could come up with a commonly agreed action to resolve the issue.

As an example, UPVF used complaints/suggestion box during the emergency and relief phase but did not succeed in getting the desired response. It then decided to shift to community meetings and dialogues during the rehabilitation phase where they were able to get feedbacks as regards the gaps and some suggestions from the community in order to improve the delivery of their programs and services. Other partners also had a similar experiences and for this purpose, community meetings and dialogues were mostly used to get feedbacks, complaints and suggestions from their target groups.

By nature, the people in the community are hesitant to give their feedbacks or to complaints especially of these concern the people in authority. In lieu thereof, the partners had to employ creative methods of generating feedbacks and complaints. For instance, PRDCI the method of Drawing of Learnings where PRDCI personnel and the beneficiaries sat down to discuss the progress of the work at the community level, identify problem areas, come up with measures to rectify errors and limitations and to draw out lessons from the experience. This method drew active participation from the community, helped build the trust between PRDCI and the

community and developed the sense of ownership as the project participants were made to feel that their contributions were crucial to the success of the project. Other partners employed similar methods in a form of consultative meetings, community-level assessments, and field coaching exercises where the project participants were encouraged to describe the issues and problems that they observed in implementing the project in their respective community. The partners also organized regular consultations and meetings with community leaders and barangay officials as additional mechanism to generate feedbacks and complaints from the people in the community.

The developments from the field are communicated to Christian Aid formally through progress reports and updates but in cases where urgent actions were needed, the partners maximized the use of emails, text messaging, and even phone calls to relay the feedback, information and requests. The quarterly reports that the partners submit to Christian Aid regularly provide updates and information related to the successes, problems and constraints, operational issues and concerns that affected the implementation of the project within a given timeframe. Such type of exchanges were useful in coming up with an informed decision and an agreement (between Christian Aid and the partners) on important issues such as adjustment in project targets and budgets, provision of technical and material support, developing linkage and the like. Face-to-face exchange between the partners and Christian Aid was usually done during project visits, meetings and sit in consultations.

These exchanges facilitated the process of arriving at commonly agreed resolutions and actions that proved useful in guiding the implementation of the programme and project activities. This example shows the open line of communication between the partners and Christian Aid which is an important element of the partnership arrangement that was forged in the process of programme implementation.

Thematic and partner level sharing and exchanges, such as the COMSCA conferences, partners' meetings and cross-programme visits were organized to share experiences and good practices, discuss and unite on prevailing issues that affect the implementation of the project, and to come up with a common action to address them. Considering their importance, these initiatives should be regularized, enhanced and integrated in the implementation plan of the partners as part of the mechanism for mutual support. A system of coordination must also be installed to maximize the learnings and ensure the continuity of the process.

6. COMMUNITY RESILIENCE

The MDRRMC and BDRRMC structures are well-established in all of the areas served by the program. Corps of volunteers, rescuers, local weather forecasters (including students in the case of UPVFI), and technicians have been trained and are mobilized to implement the DRR plan in their respective area of operation. Drills were being conducted regularly to enhance the preparedness of the people in the community. Other requirements such as the installation of early warning systems, communication facilities and local weather forecasting system have been complied with that effectively addressed the isolation of the island communities and forged

connections between the communities and the central office of the local government unit. Hazard maps and contingency plans were developed which were crucial in formulating a coherent and well-coordinated response program. While ‘higher order’ of losses may not be recovered fully, the partners made a smart move to expand the scope of livelihood interventions to include value-adding activities which helped in the process of recovering the lost income that surpassed its pre-disaster level.

With these achievements, the resilience of the communities is well-established. It is now a matter of how soon will they be able to spring back to their pre-disaster situation which is a point that is worth looking into. There is an assertion that *“rebuilding for resilience must go beyond restoration which simply means exceeding the pre-disaster situation”* (Interview with Key Informant). To achieve this, community reserves must be built-up (food income, savings) while undertaking a continuing process of upgrading local capacities in terms of DRR governance and livelihood work. The level of achievement in the above-cited fields must always be compared against the projected scope and scale of the oncoming disaster that could affect a particular community. The impact of tidal surges must always be imputed in calculating the resiliency of the communities especially those that are situated in the coastal and island barangays.

SUMMARY OF FINDINGS AND CONCLUSIONS

Based on its assessments of the results in programme implementation, the study is putting forward the following observations and findings:

1. High level of preparedness of the communities. This observation is based on the fact that community structures such as peoples’ organizations/barangay based organizations, federations/alliances, COMSCA, BDRRMCs, and corps of volunteers and rescue units are in place and organized. Local capacities have also been developed as indicated by the installation of communication and early warning systems, regular conduct of evacuation drills, development and implementation of a coherent DRR plans and institutionalization of strong governance system at the level of the barangays. Community reserves such as savings, food and development of local income sources are well established in every community. Though there is still a need to augment the food reserves by increasing the volume local food production, the system is working.
2. There is an improvement in the WASH situation of the households in the affected communities. Safe water system is operational, sanitation facilities are used and the affected household members are trained in hygiene and sanitation. However, there is still a need to give emphasis on solid waste disposal (and waste water treatment in the future) especially in small island communities where tourism is growing.

3. Achievement in shelter assistance surpassed the aggregate target of the partners by an average of 12.5%. Core shelters were designed to resist wind velocity equivalent to category 3 of typhoon. These are situated in declared safe zones most of which were covered by tenurial instruments such as deed of donations, usufruct agreements, etc. In some areas though, tenurial issues are still prevalent that caused the delay in the construction of the structures.
4. The affected households surpassed their pre-disaster income level by 5%. While their current average income (after the implementation of the programme) of P6,386.57 still falls below the poverty, this feat could be considered as a remarkable achievement considering the adversarial conditions that they had to go through in the process.

The study found the following factors to have contributed in achieving the above-mentioned results, namely:

1. CA's partnership approach. The study found this to be very effective in localizing the implementation of the programme which was crucial in clearly identifying and validating the needs, selection of the communities and beneficiaries of the programme, and in designing intervention plans and activities that were attuned to the real needs and actual situations of the target beneficiaries.
2. Support of the local government and of the community. The local government and the community were in the best position to identify areas and the real target population that were in dire need of humanitarian assistance. They also played a crucial role in facilitating the entry of the programs and services into these communities. They also linked the partners with other agencies and groups that prevented the duplication and helped enhance the delivery of the assistance to the recipients in the affected communities.
3. Commitment, competence and creativity of the partners. As cited earlier, the partners serve as CA's crucial links to the people in the communities and for this purpose, the delivery of the programme's services and assistance was dependent on their performance and commitment to serve. Because of their proximity to the communities, the partners employed creative means to effectively delivery the programme services and assistance that yielded positive results.

CHALLENGES

One of the common recurring issues that came out during the entire evaluation exercise was continuity and sustainability. The programme has created important gains which have just started to manifest towards the end of the term. This specifically refers to the budding enterprises that have potentials to generate sustainable income for the households in the affected communities. These could contribute towards the resilience in the communities. Some

discussions also made reference to the ‘higher order’ of losses that have implications on the continuity and sustainability of the current interventions undertaken in the community.

Rebuilding for resilience also poses a question as to the extent and depth of the programme’s engagement with the partners and the community. Issues about phase out mechanisms and indicators are part and parcel of this discussion.

Thematic sharing and partner level exchanges, such as COMSCA conferences, partners’ meetings, and cross-programme visits were organized which the partners considered as effective venues to share experiences and good practices, discuss common issues and concerns and to develop a common action as a network. The study finds these activities as fitting platforms to provide mutual support and to maximize the expertise and resources of the partners. Sustaining these efforts, however, now becomes a challenge as the mechanisms for follow-up are not yet in place. Who who will convene and coordinate these efforts and how the activities would be funded are issues and concerns that have yet to be addressed at the end of the programme term.

The participation of the NGOs and the civil society organizations was stifled with the UN and INGOs taking the center-stage in humanitarian work. There were observations that **“Local institutions and staff- many of whom are proud to be part of one of the most progressive civil society movement in the world- were delegated as mere extensions and contact persons”** (Op. cit., p. 9). These local formations (including the Christian Aid partners), because of their presence in the affected communities, were compelled to fill in the vacuum left by the UN and INGOs after wrapping up their mission in the country. Apart from the funding problems, the **“Local NGOs in the region saw the departure of experienced staff from the short term but aggressive high-salaried recruitment INGOs”** (Ibid. p. 10).

By and large, the programme has been able to contribute towards the strategic recovery of the high risk and vulnerable communities and to develop their resilience. As the data above would show, the partners have been able to deliver the expected outputs and were instrumental in producing the desired outcomes. Engaging the government and other stakeholders in the implementation of the programme was the most common approach employed by the partners that proved to be very effective in producing the desired outcomes. Another common approach used was the organization and mobilization of community-based formations and self-help groups which encouraged community participation and support.

Other outcomes were achieved based on the distinctive location of the target population, experience and expertise of the partners, presenting opportunities and the ability and creativity of the project participants to maximize these opportunities and programme inputs to achieve their desired goals.

RECOMMENDATIONS

Taking into account the results and the challenges that in implementing the programme, the study is putting forward the following recommendations:

1. Provide continuing support to scale up the implementation of the livelihood initiatives of the partners as part of the mechanism to develop and increase the resilience of high risk and vulnerable communities. The next phase of support may be focused on developing the commercial viability of the livelihood ventures that have been pilot-tested. Apart from financial support, marketing support maybe necessary to develop the commercial of the livelihood ventures identified. The future design of the programme may include an accompaniment plan for the partners to ensure that the livelihood opportunities are spread across the local value chains to reduce stress on the land and sea resources.
2. Increase support for building the capacity of the partners specifically in the fields of product and market development. External technical expertise may be needed to assist the partners in developing a sound business plan that takes into account the type of livelihood ventures that could be managed by the households and those that should be managed collectively. Support may also be provided to further enhance and regularize the conduct of thematic and partner level sharing and exchanges to maximize their expertise and experiences and at the same time, create a mechanism for mutual support. A strong network of partners could function as raw material providers, producers and suppliers of specific commodity line, and a marketing arm depending on the design of the business enterprise. The capacity building design must complement with the efforts to increase the preparedness and resilience of the communities.
3. Strengthen the synergy of the various programme intervention domains in rebuilding for resilience and integrate a clearly defined phase out mechanism to gradually transfer the responsibility of supporting and implementing the programme to the partners and the communities themselves. The livelihood activities, for instance, must complement and support the efforts in shelter, WASH, or DRR governance so that their combined effect will be greater than the sum of their individual effects.⁵ This requires a more dedicated planning that spells out the level where the results could be measured.
4. Develop post-baseline of projects to serve as bases in designing new plans and programme targets. Establishing community and beneficiary profiles would help in augmenting the post-baseline data that are crucial in establishing empirical bases in evaluating the outcomes of the projects and of the programme. These are also useful especially for the partners in monitoring the progress of their work and in coming up with informed decisions as regards adjustments in inputs, strategies and targets.
5. Agree on clearly defined areas of measuring resiliency of the high risk and vulnerable communities based on the context and experience of CA and its partners. Thus far, the study saw these areas to be in the field of community reserves (food, income and savings) and their capacities in the aspects of DRR governance (including communication early warning systems, capacity and availability of rescuers and volunteers, cohesive Disaster Risk Reduction plans and

⁵ www.Dictionary.com

readiness of the community to cope with the consequences of a disaster). By clustering the areas of concern in building resiliency of the community, the partners will be able easily monitor the progress of their work and to pinpoint specific areas of concern that they should focus in their work.

6. Consolidate institutional learnings. A lot of good practices have emerged over time in the course of implementing the response program. Some of these experiences were captured using the Most Significant Change approach. These experiences, however, have not been processed and analyzed to come up with a framework and theories that would enhance the approaches in humanitarian work. Summing up the experiences of the individual partners is another possibility that could be worked out to capulize the institutional learnings.
7. There is a need to consider the building of local capacities and to provide opportunities for the local stakeholders and groups to take a lead role as part and parcel of the package of the humanitarian intervention in the affected region. UN bodies and INGOs could provide the much needed technical and material input and facilitate the process of technology transfer to sustain the effort in humanitarian work.

LESSONS LEARNED

1. **Disaster response is not the sole domain of humanitarian organizations.** Effective and efficient response is a product of collaborative efforts among humanitarian organizations, individual and local stakeholders, duty bearers and the affected communities themselves. This collective effort must lead towards the transfer of skills and technologies to duty bearers and local stakeholders who are closer to the situation and are therefore in a better position to accompany the affected families and communities in their effort to regain their assets and to rebuild their lives.
2. **The affected families should form the nuclei of disaster response.** The desire to rebuild their lives must come from the affected families themselves. Other players and stakeholders will only be there to provide the support needed to enable them move towards the direction that they have charted for themselves. Only the affected families can decide on the appropriate solution to their problems. Support organizations will be there only to provide a space for them to critically analyze their needs and situations and to identify possible options that could be taken to address their situation. The crucial steps in rebuilding their lives must therefore come from them and for this purpose, they must take an active role in all phases of disaster response work.
3. **Web and weave approach as an important networking tool.** Mobilizing the support of the broadest network is necessary in coming up with a cohesive and well-coordinated response program. The support of duty bearers and key stakeholders in the community is needed to achieve this. Building the capability and resources of the partners and using these to forge convergences and alliances are needed to develop and strengthen the network of support.

4. The capacity of the community to spring back from any disaster situation depends on the value of its accumulated reserves and its capacity to address risks and reduce vulnerabilities. Linking the affected communities together could strengthen their local support system and broaden their base of support.

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