

TYPHOON HAIYAN (YOLANDA), THE PHILIPPINES

AN EVALUATION OF TEARFUND'S PHASE 2 DEC RESPONSE



**Panay Island, Negros Island and Leyte Island, The Philippines
24 April – 8 May 2015**

Report prepared for Tearfund by David Stone, J.F. Mona Saroinsong, Jacqueline Sano and Kathrine Grace Dela Pena

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ACRONYMS AND ABBREVIATIONS

CtC	Contribution to Change
DAC	Development Assistance Committee (of the OECD)
DEC	Disasters Emergency Committee
DRR	Disaster risk reduction
DRRM	Disaster risk reduction management
ESA	Emergency Shelter Assistance
FGD	Focus group discussion
KII	Key informant interview
LGU	Local Government Unit
OECD	Organisation for Economic Co-operation and Development
SHIELD	Safer Housing and Integrated Engagement for Livelihood Development (Project)

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EXECUTIVE SUMMARY

"It was not only our houses that were shattered by Yolanda, it was our dreams, our lives..."
Community Member, Barangay Dita

Super Typhoon Haiyan (locally known as "Yolanda") was one of the most destructive storms ever recorded, affecting more than 16 million people in The Philippines, leaving some 6,300 people dead and more than one million homes damaged. A subsequent appeal by the UK-based Disasters Emergency Committee enabled selected organisations to begin to support emergency relief, shelter and livelihood support activities – Tearfund, a DEC member agency, being one of them. Tearfund are working directly in Roxas, Panay Island, and Cadiz on Negros Occidental. They are also supporting their implementing partner Medair through DEC funds in their shelter response on Leyte island.

Tearfund was one of four DEC Member Agencies to commission and publish an independent evaluation of the DEC-funded Phase 2 response to Typhoon Haiyan. The evaluation – this report – was conducted by an independent team of four people, two of whom were selected from other members of the Integral Alliance to which both Tearfund and Medair belong.

Four specific objectives were outlined in the evaluation's Terms of Reference, these being to determine:

1. whether the Phase 2 intervention is heading towards failure or success;
2. what change has taken place in project areas and the contribution that Tearfund and Medair have made to this change;
3. the relevance of Tearfund and Medair's interventions and their effectiveness in promoting people's recovery; and
4. how resilience to disasters has been increased in project communities.

The chosen methodology began with a thorough review of available materials from Tearfund, together with a series of briefings by Tearfund staff in the UK and Manila. Questionnaires were developed to guide interviews with different levels of beneficiaries, these being conducted in group sessions and on a one-to-one basis. Direct field observations supplemented information from meetings, allowing certain data to be cross-referenced.

Findings from the evaluation support the nature of this project in terms of its timing, and relevance. High standards were set throughout the project, from transparency and accountability to beneficiaries to the physical quality of shelter provided. Despite certain delays with some activities, all three project components are confident they will meet their objectives by the stated end of project.

The conclusion of the evaluation is that this project represent an extremely appropriate use of DEC Appeal funds. In terms of learning from this project – taking into account the context of the disaster, the selection of the particular sites and the

direct and immediate impacts of the typhoon – the overriding issues to address following the provision of safe shelter should be a concentrated focus on livelihood recovery in the first instance, linked with clear and appropriate DRR awareness raising for improved preparedness. Both Tearfund and Medair are to be commended for the quality of work which has taken place and for the high recognition and appreciation this has received from project beneficiaries and government, alike.

Selected priority recommendations from this evaluation (see Section 5 for full text) are as follows:

1. Tearfund and Medair to immediately update their respective project workplans (all three locations) for the next five months.
2. An immediate re-assessment should be conducted on what the most vulnerable and poorest of the poor can practically achieve in applying retrofit kits already provided, but not yet installed.
3. Intensify efforts to again clarify the beneficiary criteria and selection process to community beneficiaries and LGUs.
4. Re-allocate staff to ensure adequate coverage of needs arising from this evaluation.
5. Review terms and conditions of providing future retrofit kits to beneficiaries, some of whom may not be in a position to install them.
6. Reconsider the in-kind required from beneficiaries receiving houses in Cadiz, as this places additional pressure on peoples' time.
7. Before exiting, Tearfund should provide one additional and broader round of DRR capacity building – with specific emphasis on relevant disaster threats –to all Barangay Council members, in conjunction with the Municipal Disaster Risk Reduction Management Officers.
8. DRR measures should also once again be presented to project beneficiaries and the community as a whole, with specific attention given to relevant, and potentially multiple, disasters.
9. Livelihood support should begin immediately in SHIELD, based on defined criteria for selection and management. Cash transfers should be prioritised.
10. If the existing SHIELD budget allows, priority attention should be given to identifying and supporting (short-term) immediate livelihood support to relocated households – men and women.
11. Livelihoods involving livestock should be given priority to supporting breeding programmes, which may require additional technical training for those beneficiaries.

12. Identify possible (supplementary) means to introduce basic livelihood support to communities in Leyte, perhaps through budget re-adjustment.
13. Prior to exiting, ensure that each Municipality and participating government agency has an up-to-date list of project beneficiaries from Tearfund/Medair (with all sensitive data removed), according to respective skills/benefits received.
14. Promotion of good hygiene practices should be broader than current outreach, especially for children.

“This [project] has given us new confidence in ourselves and in our neighbours, to work together and become better prepared for any future typhoon.”

Project Beneficiary, Cadiz

1. INTRODUCTION

1.1 BACKGROUND – A COUNTRY ALL TOO FAMILIAR WITH DISASTERS

The Philippines is one of the most disaster-prone countries of the world. During the period 1994-2013, it was the third most affected country¹ by geophysical and climate-related disasters, after China and the United States of America. According to this same source, more than 120 million people were affected by natural disasters in The Philippines during this time.

Poised on the circum-Pacific seismic belt, often referred to as the “Ring of Fire”, The Philippines is vulnerable to a variety of natural disasters – both meteorological and geophysical – which include typhoons, tsunami, earthquakes, volcanic eruptions, storm surges, flash floods, fire and drought.

The country’s exposure to a wide range of natural hazards is highlighted by a recent report² which lists eight of The Philippines’ cities among the ten most at risk globally, including the country’s capital, Manila, which is ranked at number four.

In addition to the range of disasters the country experiences, a major concern is that the frequency of these events has doubled over the past 40 years to an average today of 15 events each year (Figure 2).



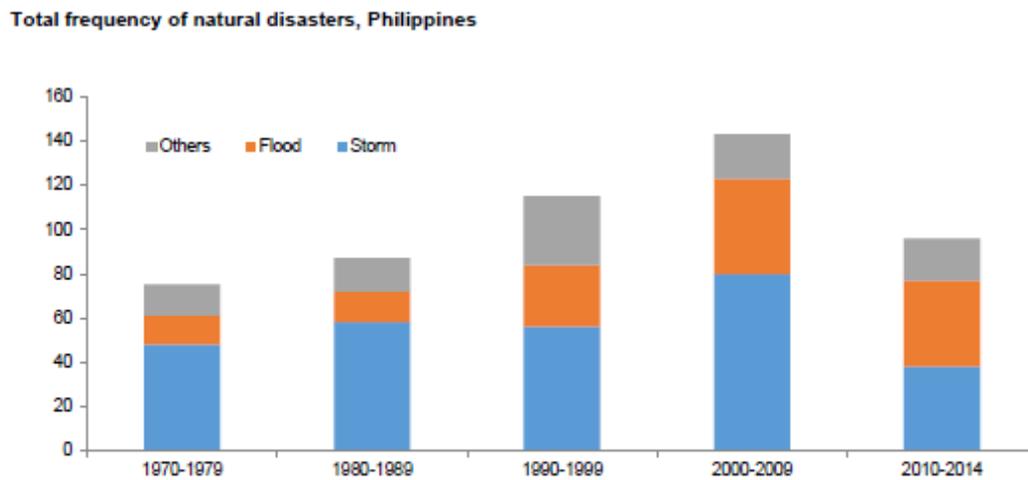
Figure 1. Political map of The Philippines

Damage from natural disasters has averaged around US\$300 million a year (see Figure 2). Storms and floods are the major types of disasters experienced, both in terms of frequency and the number of people affected. Earthquakes and volcanic eruptions, while more dramatic, are infrequent. Fires, both in rural and urban settings are common but often go unreported.

¹ CRED. 2015. The Human Cost of Natural Disasters. A Global Perspective.

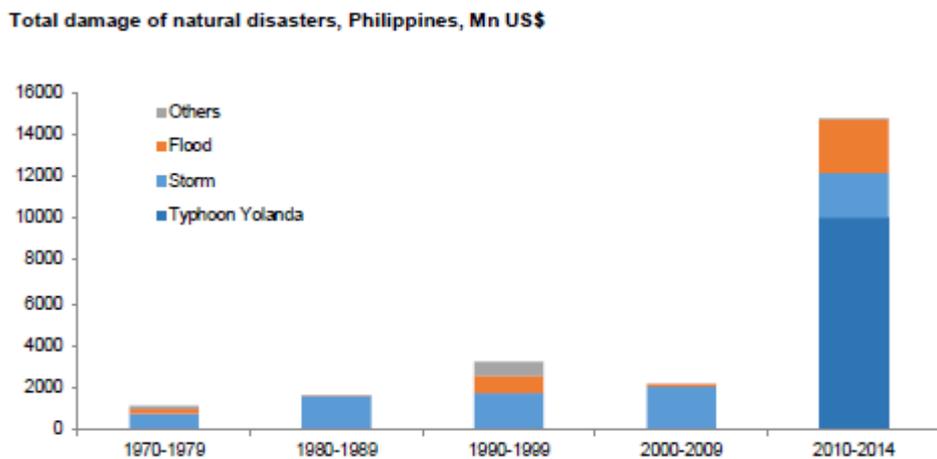
² Verisk Maplecroft. 2015. Natural Hazards Risk Atlas.

Figure 2. Frequency of natural disasters per decade, 1970-2014



Source: EM-DAT, The International Disaster Database; Note: Others include earthquakes, epidemics, extreme temp incidents, insect infestations, wet & dry mass movements, volcanic eruptions, and wildfires.

Figure 2. Economic damage attributed to natural disasters in The Philippines (US\$ million)



Source: EM-DAT, The International Disaster Database; Note: Others include earthquakes, epidemics, extreme temp incidents, insect infestations, wet & dry mass movements, volcanic eruptions, and wildfires. Typhoon Yolanda struck PH on 8 Nov 2013.

1.2 TYPHOON HAIYAN (“YOLANDA”) IN CONTEXT

Emerging from a low pressure system in Micronesia, an area some 3,600km from The Philippines, the resulting Typhoon Haiyan (or “Yolanda” as it is locally termed) which made landfall in The Philippines at Guiauan, Eastern Samar, on 7 November 2013 was one of the most powerful storms ever recorded to strike land in terms of one-minute sustained winds.

Massive destruction ensued as a result of these high winds – speeds in excess of 315 kilometres per hour were recorded – and accompanying sea surges which destroyed homes and flooded lands. Nine of the Philippines 17 regions were devastated by the typhoon, which affected more than 16 million people.

Despite measures taken to prepare for this phenomenon, the region’s disaster preparedness systems were initially overwhelmed, resulting in a major international emergency response.

As part of this response, on 12 November 2013, the UK’s Disaster Emergency Committee (DEC) launched a public appeal for funds to provide immediate assistance to affected communities, primarily to support emergency relief, shelter and livelihood-related projects.

The project being evaluated was composed of two phases, both funded by DEC: Phase 1 (the relief phase) lasted from November 2013-April 2014, during which Tearfund worked through its partners Food for the Hungry Philippines and Medair in implementing relief, shelter and livelihood support. In Phase 2 – the subject of this evaluation – Tearfund has continued to work with Medair in Leyte, but has also directly implemented its own projects in two additional locations, in Roxas City (Panay Island) and Cadiz (Negros Island) under its Safer Housing and Integrated Engagement for Livelihood Development (SHIELD) initiative.

Targeted beneficiaries were those living in communities which were severely affected by Typhoon Yolanda which were found – through baseline assessments – to have unmet needs in terms of shelter and livelihoods. This included those whose homes were completely destroyed or the poorest people who were in need of cash inputs and livelihood opportunities in order to meet their most basic needs and those of their families.

This assignment – undertaken by an independent group of people – was designed to assess and evaluate *“the contribution that Tearfund’s and Medair’s Phase 2 projects have made in promoting people’s recovery and building resilience in affected communities”* in the eastern Visayas, The Philippines.

The methodology applied in this evaluation followed the broad steps outlined in the evaluation’s Terms of Reference (Annex I), as discussed with Tearfund at the beginning of this evaluation. This consisted of a combination of literature review, in-country briefings with Tearfund (Roxas City and Cadiz) and Medair (Leyte) staff, the development of two broad contextualised questionnaires, community-based focus group discussions and key informant interviews, direct, on-site observations and further questioning to ensure adequate triangulation of information and debriefings with project staff. At the request of Tearfund UK, a series of short videos were recorded with randomly elected project beneficiaries, Tearfund and Medair staff and officials.

1.3 EVALUATION GOAL AND OBJECTIVES

Tearfund was selected as one of four DEC Member Agencies to commission and publish an independent evaluation of the DEC-funded Phase 2 response to Typhoon Haiyan (Yolanda). The evaluation is intended as a means of accountability to the British Public who gave generously through the DEC Appeal.

This assignment – undertaken by an independent group of people – was designed to assess and evaluate *“the contribution that Tearfund’s and Medair’s Phase 2³ projects have made in promoting people’s recovery and building resilience in affected communities”* in the eastern Visayas, The Philippines.

Four specific objectives were outlined in the evaluation’s Terms of Reference, these being to determine:

1. whether the Phase 2 intervention is heading towards failure or success;
2. what change has taken place in project areas and the contribution that Tearfund and Medair have made to this change;
3. the relevance of Tearfund and Medair’s interventions and their effectiveness in promoting people’s recovery; and
4. how resilience to disasters has been increased in project communities.

1.4 METHODOLOGY

The methodology applied in this evaluation followed the broad steps outlined in the evaluation’s Terms of Reference (Annex I), which included:

- an initial review of key documents provided by Tearfund-UK;
- briefing with Tearfund-UK;
- introductory meeting on the Contribution to Change methodology with DEC;
- in-country briefings with Tearfund (Roxas City and Cadiz) and Medair (Leyte) staff;
- assignment of roles within the Evaluation Team;
- development of two broad questionnaires for guidance during discussions and interviews;
- focus group discussions (FGDs) and key informant interviews (KIIs), primarily with project beneficiaries, Barangay officials and government services;
- direct, on-site observations and further questioning to ensure adequate triangulation of information;
- short video clips with selected project beneficiaries, Tearfund and Medair staff and officials;

³ Phase 1 (the relief phase) lasted from November 2013-April 2014, during which Tearfund worked through partners Food for the Hungry Philippines and Medair in implementing relief, shelter and livelihood support, funded by DEC. In Phase 2, Tearfund is continuing to work with Medair in Leyte, but is also directly implementing its own projects in two additional locations.

- in-country debriefing with Tearfund (Roxas City, Cadiz and Manila) and Medair (Leyte); and
- debriefing with Tearfund-UK.

The evaluation team was composed of four people (see Annex V for a team profile), namely:

- Dr David Stone, Team Leader – Director of ProAct Network and, for the purpose of this evaluation, Consultant to Tearfund-UK;
- Ms J.F. Mona Saroinsong, Programme Manager, World Renew (The Philippines);
- Ms Jacqueline Sano, Monitoring and Evaluation Co-ordinator, Food for the Hungry (The Philippines); and
- Ms Kathrine Grace Dela Pena, National Consultant to Tearfund.

Composition of the team was expressly chosen to enable cross-learning and information exchange among selected Tearfund partners from Integral Alliance – Food for the Hungry and World Renew. The presence of a National Consultant allowed and ensured that the evaluation respected local and cultural norms, in addition to providing independent monitoring and evaluation experience. Throughout, the team members sought to remain neutral in their lines of questioning and analysis so as to retain independence of the evaluation findings.

The Team Leader was provided with a series of briefings (including security orientation) from Tearfund in the UK and the Philippines, together with an assortment of background reading materials. Additional project-based information was collected throughout the field assignment from both Tearfund and Medair offices. Materials were shared and discussed regularly with other team members.

During site assessments, tasks were normally divided between team members, the Team Leader normally conducting KIIs with government representatives while other members concentrated on FGD with community representatives. At the request of Tearfund, and as part of the TORs, short video clips were also made with selected beneficiaries, project staff and government officials, primarily to obtain their impression of the project and any significant impacts or changes it has meant for them. Daily briefings were held with all team members to review the day's events and key findings and adjust the programme or approaches for following meetings.

Apart from background literature review, findings expressed in this evaluation report are based entirely on direct engagement and intensive discussion with project beneficiaries, government agencies and Tearfund and Medair staff on the ground.

While the evaluation team availed of high quality support while in the field, several challenges were experienced in undertaking this work, primarily in terms of the time available. More time in the field would have allowed deeper penetration of questioning and better exchanges with government officials, in particular. Likewise, available time was insufficient for consistent, focused KIIs, which is the main research approach used in the Contribution to Change (CtC) methodology.

These constraints were addressed to the best of the Team's ability by:

- a) assigning each person to a specific target audience for FGDs – men, women and local officials, in particular;
- b) each team member spending some time in the field on project sites, for direct observations and additional enquiries;
- c) while the CtC methodology could not be followed *de rigueur*, the evaluation Team made every effort during FGDs and KIs to apply the timeline aspect of this methodology in its questioning, starting with an overview of a person's situation before Typhoon Yolanda, to the present and future. This made a definite, positive contribution to our knowledge on how this project has shaped and helped (or not) make certain changes to affected peoples' lives and livelihoods.

1.5 REPORT STRUCTURE

Background information to this evaluation, its goal and objectives, together with the methodology applied are described in Section 1 of this report. Section 2.1 provides further details on the extent of the consultations conducted (see also Annex II for a list of people consulted), while Section 2.2 summarises the actual state of progress on the project activities, while noting remaining gaps at the time of this evaluation.

Section 3.1 provides an in-depth analysis of the findings in accordance with the OECD-DAC Criteria. This is followed in Section 3.2 by a similar analysis of the evaluation's findings against Tearfund's outcomes and quality standards. Concluding statements are given in Section 4, while Section 5 contains specific, actionable and prioritised recommendations stemming directly from this evaluation.

Please refer to the Table of Contents for additional information contained in the annexes appended to this report.

2. KEY FINDINGS

The findings described below specifically address the requirements of the TOR. They make a balanced assessment of the current situation and take account of the views of local partners and community representatives.

2.1 CONSULTATIONS CONDUCTED

This evaluation was conducted between 24 April and 8 May 2015. Site visits were conducted at three locations – at Tearfund's project sites in Roxas City and Cadiz and in Medair's projects in Julita and La Paz. In total, 13 Barangays were visited by the evaluation team, with meetings being conducted with project beneficiaries, local authorities and government officials, mainly. Selected project staff were also interviewed by the team. Separate, short video interviews were held with randomly selected beneficiaries, government and project staff, for internal awareness purposes within Tearfund UK.

To take advantage of the limited time available, separate FGDs were held with representatives from the Barangay Councils (mostly mixed groups of men and women), selected women beneficiaries from the projects and similarly selected men. Some specific KIIs were also conducted, e.g. at the Municipal level, with other government representatives and with specific project beneficiaries who were not part of the FGDs. Direct observations were made by team members at most sites visited.

Community meetings were organised ahead of time by Community Facilitators. Two sets of questions had been prepared ahead of time by the Evaluation Team – one for government and Barangay officials, the other for community beneficiaries (Annex II). Questionnaires were not designed to be rigorously followed and served only as a guide and to help ensure some degree of consistency across all sets of meetings: Team members were also at liberty to modify questions should a specific situation require this. Translations to local dialects were undertaken by project staff who were previously briefed on the content of questions and the format for sharing information back to the Team.

Some 507 people were consulted as part of this evaluation (Annex III) – 197 men and 310 women. Overall a balance was achieved in the number of men and women interviewed though in certain meetings men were slightly underrepresented on account of their other work demands at the time.

Overall, the evaluation is confident that it addressed differences in the situations in rural and urban settings, spoke with project beneficiaries who were affected to different degrees by Typhoon Yolanda, and enabled government opinions to be recorded. The various approaches and tools used also provided adequate opportunities for data verification and triangulation.

The evaluation should also highlight that at the present time, with national elections scheduled to take place in 2016, certain activities and decisions which could relate to what this project is aiming to achieve might face difficulty in being realised. This, in particular, in relation to critical next steps concerning the supported roll-out of the Disaster Risk Reduction Management Act to the Barangay level, in addition to others relating to social considerations such as land tenure. Given that these were raised as actual concerns at community level, they are mentioned but not addressed in this report.

2.2 PROGRESS ON THE GROUND

Phase 2 of this project officially started in 1 May 2014, though most activities did not begin on the ground until July 2014, with the first shelters being finished in September that year. Significant delays were at first recorded with the procurement of quality assured materials for construction given that most of these were being sourced from other islands or countries. Work has also progressed faster at sites where multiple houses have been constructed given the ease of distributing materials and accessing sites.

Selected Comments and Statements from Barangay officials and Project Beneficiaries

“We were a lucky Barangay to have been chosen by Tearfund.”

“Our most vulnerable households now have strong homes.”

“Instead of putting money into repairs we can support our family in other ways.”

People also expressed satisfaction with regards the following:

- ✓ Living more securely and comfortably.
- ✓ Less worried when a disaster is announced.
- ✓ Stronger unity with community members in terms of our religions and relationships.
- ✓ Safer settlements than before.
- ✓ People feel better prepared for future disasters.
- ✓ Encouraged by Medair to take action on their own to strengthen homes.

Tables 1-3 summarise the status of work on the ground at the time of this evaluation, based on figures from the respective Project Managers at each of the three project sites.

Table 1. Situation at Roxas City, Panay Island

ACTIVITY	TARGET	COMPLETE	ONGOING	GAP
Shelter				
<i>Core Shelter</i>	270	98	31	141
<i>Kits</i>	151	130	20	20 for cash distribution
WASH				
<i>Latrines</i>	270	94	31	135
<i>Training</i>	270	0	Beneficiary training; Community training	270
Livelihood	1,000 families	Business management technical training for Sari-Sari stores	Beneficiary training;	1,000
DRR	80 community leaders; 150 local pastors	Training conducted on Messages 1 & 2	Remaining training planned	Training on Messages 3 & 4

Table 2. Situation at Cadiz, Negros Island

ACTIVITY	TARGET	COMPLETE	ONGOING	GAP
Shelter				
<i>Core Shelter</i>	270	140	60	70
<i>Kits</i>	150	95		55
WASH				
<i>Latrines</i>	270	133	60	137
<i>Training</i>	270 beneficiaries; 200 HH at all 10 Barangays	27 HH beneficiaries 24 Facilitators trained 65 promoters trained	Beneficiary training; Community training	243
Livelihood	1,000 families	909 validated; 727 trained; 20 business trainings conducted	Beneficiary training;	100 families to be validated; 270 trainees; Implementation scheme to be determined
DRR	80 community leaders; 150 local pastors	473 people trained on Messages 1 & 2	Remaining training scheduled	Messages 3 & 4 to be delivered

Table 3. Situation at Leyte (Julita and La Paz)

ACTIVITY	TARGET	COMPLETE	ONGOING	GAP
Shelter				
<i>Core Shelter</i>	1,080 (315 funded by DEC)	492	Remaining delivery planned	588 (3 months behind schedule)
<i>Kits</i>	1,200 (262 funded by DEC)	794 deliveries complete	415 retrofits complete; 208 on-going; 171 not started	406 deliveries outstanding
<i>Retrofit Training</i>	1 member of each retrofit beneficiary household (1,200) (262 members of each household funded by DEC)	898 retrofit beneficiaries trained	Training scheduled	302 retrofit households still to be trained
DRR				
	1 member of each beneficiary household (2,280) (577 members of each household funded by DEC)	1,795 beneficiaries completed training plus 328 barangay officials and 65 carpenters	Training scheduled	485 beneficiary households still to be trained

As shown above, while work is still ongoing all three projects expressed confidence in meeting their targets by the designated end date.

3. ASSESSMENT CRITERIA

The following comments – based on a combination of direct observations and consultations with project beneficiaries and other community members – are presented according to the seven criteria outlined by the OECD-DAC and, in addition, to Tearfund’s own four corporate outcomes. Wherever possible the following comments are based on evidence gained directly as a result of this independent evaluation. The respective scores for each criteria and outcome are shown in parenthesis.

3.1 OECD-DAC CRITERIA

3.1.1 *Relevance [Criteria Score 4]*

All persons spoken with during this evaluation were unanimous in their opinion that the goods and services provided through this DEC-supported project were both appropriate and relevant. At its simplest, yet most appropriate, level this project ensured that vulnerable and the most marginalised people in the selected communities were identified for consideration. The unreserved willingness of all community members – those directly affected as well as those whose houses or livelihoods were still secure – to accept this project is further testament to its timeliness and appropriateness.

Support in the form of shelter – whether a new house or repair materials – was particularly highly valued and the level of satisfaction with core shelters, for example, was extraordinary.

“SHIELD is a complete and appropriate package for those households most affected by Yolanda.”

Aerial Armendarez Lao-ay (Project Manager, Cadiz)

This can be interpreted at several levels: many beneficiaries (women and men), for example, appreciated this assistance as it effectively freed up scarce funding, allowing their children to remain at, or now start in, schools – the most commonly voiced expression of their gratitude. Others cited a new sense of “security” in owning a new home, to the extent that some beneficiary families now prefer to stay in their houses than move to an evacuation centre when an alert is issued⁴. At the same time, however, mention was made in several Barangays – particularly on Leyte – that people feared actually going to designated evacuation centres given that some were still damaged as a result of Yolanda and subsequent typhoons. The evaluation was informed, however, that evacuation centres such as schools or

⁴ This matter has, however, been flagged to Tearfund and Medair as it is an obvious risk and means that people are ignoring warnings from the Barangays: some new house owners reported inviting neighbours to join them, e.g. in anticipation of Typhoon Ruby (local name = “Hagupit”) in December 2014.

Barangay halls in both Cadiz and Roxas, however, are also not compliant with Red Cross standards.

In terms of appreciation, people were also grateful for the opportunity of being consulted with regards to certain design elements of their future houses. For some, this allowed the opportunity of modifying the interior design of their houses, for example, in the creation of a second level of dwelling inside the house, the extent of this floor area and/or the location of the stairs, all of which enhance the feeling of ownership, practicality and dignity.

Shelter repair kits have also been appreciated, again primarily on account of the financial implications of having to otherwise divert funds to sometimes costly repairs. However, while again being highly relevant, some beneficiaries found themselves unable to actually implement the work, or to pay for this to happen, which has limited the success of this particular intervention to date. The Evaluation Team has therefore made a specific recommendation that Tearfund and Medair revisit this issue, through their Community Facilitators, and tries to assist still vulnerable households to carry out this work in the immediate future (see **Recommendation 2**).

For future, similar, actions of repair kits or retrofits, some form of assurance needs to be established with the home owner that s/he will indeed make the necessary repairs if provided with materials. The Evaluation found several instances of non-application of materials, most often because a person's circumstances had changed which no longer allows them the opportunity to hire the required labour. While a formal action such as a Memorandum of Understanding might not be the most appropriate way to help ensure this situation is overcome, some locally appropriate solution should be sought to ensure that the necessary repair work is indeed carried out (Recommendation 5).

The inclusion of a WASH component in Tearfund's direct implementation work was also widely appreciated and can be expected to contribute to future improvements in household level sanitation, at least. Prior to this, no household sanitary facilities existed.

"We are grateful for the support we have received but we don't know why we were selected."

Project Beneficiary, Cadiz

The comprehensive assessment methodologies used at the outset of the project to identify the most vulnerable people were, mainly, well accepted. At the time of this evaluation, however, there was seemingly still some confusion on the selection process among some beneficiaries, other community members and Barangay officials. Tearfund's and Medair's attention has been drawn to this concern with a view to quelling any remaining uncertainties (**Recommendation 3**). The evaluation though wishes to stress that measures already taken by both organisations in this respect were seemingly appropriate, open and transparent.

Anticipated livelihood support is keenly awaited by the already selected beneficiaries though on account of the late start up of these activities its impact could not be monitored during this evaluation. On the other hand, the lack of a livelihoods component in the Leyte project design was sadly missed by the project beneficiaries and other members of the community met during this evaluation.

While appreciation of new (or restored) physical assets stands out for most people, the acquisition or enhancement of skills has also been widely acknowledged, primarily for the moment among carpenters whose skills are likely to remain needed in the future. Renewed social cohesion was also mentioned by some beneficiaries who had previously suffered from financial problems: support provided by this project has allowed some families to once again be reunited.

Mention should also be given to the fact that this project – through Tearfund’s and Medair’s direct facilitation – has enabled the difficult issue of land tenure to be negotiated and secured for a period of around nine years for certain households. This is a fundamental step towards enabling affected households to start rebuilding their lives and livelihoods. Further work continues to be needed, however, in this respect.

3.1.2 Effectiveness [Criteria Score 3]

An analysis of unmet needs post-Haiyan was undertaken by Tearfund in January 2014, one outcome of which was the realisation that while many areas that had been severely hit by 100 per cent damage were being well-served, considerable gaps existed elsewhere in areas not so severely affected. In the latter, however, damage levels of up to 80 per cent were still noted. Following further data review and discussions with authorities and UN clusters, Tearfund’s current project sites were selected – a direct response to the identified and unmet needs at the time.

This project has set high standards in many areas – from construction quality to dialoguing (often repeatedly) with project beneficiaries to accountability and transparency.

“I hope and pray that Tearfund will always be with us to guide us to help each other.”
Community Representative, Barangay BayBay

Both Tearfund’s and Medair’s activities in this project have been guided by provisions of the Sphere standards and are very much in keeping with the letter and spirit of the Red Cross Code of Conduct. Particular effort was made to ensure that there was no basis for bias between household beneficiaries for specific activities for which they were eventually selected to receive⁵. Beneficiaries and government alike

⁵ This is not to say that there was no frustration among beneficiaries concerning selection: on occasion there was – and it continues to some degree even to date – but the evaluation was more concerned with the manner in which this was being dealt with, which was judged fair and equitable to the extent possible. Where a possible deviation was identified, this was immediately examined.

remarked on the project's commitment to building local capacities, to involving beneficiaries and to being accountable to them.

Initial criteria outlined to guide beneficiary selection helped narrow the field and allow clear distinctions to be made as to who might be eligible for what kind of housing support, initially. This, for example, immediately allowed discussions and negotiations to proceed which centred on subjects like land and property tenure as well as eventual relocations for families identified to be at risk or those living in the now designated no-build zones.

Beneficiary Selection

The selection of beneficiaries was based on the following approach:

- Formulation of point system per selection criteria.
- Data tabulation, scoring, prioritisation and ranking.
- Presentation of household data to the public.
- Feedback analysis and further tabulation.
- Collaboration with stakeholders and authorities to avoid support duplication.

Throughout this project, deliberate efforts have been made to ensure openness to beneficiaries, with information boards providing details about services provided, about selection processes and so forth. Feedback systems (collection boxes and hotlines) were established to deal with specific concerns in confidence.

Both Tearfund and Medair have also actively sought to engage local people in various training disciplines, some of which can be expected to continue to contribute to individual and household livelihood support after this project is concluded. .

Close liaison (by both Tearfund and Medair) has been ensured with the UN cluster system, in particular what can be expressed as good co-ordination with the Shelter Cluster through the development of the "Recovery Guidelines" and "8 Key Messages to Build Back Safer" which were formulated with partners and government to ensure that the correct beneficiaries were assisted in a correct manner. The "Accountability to the Affected Population" working group also worked to ensure that the affected population was well informed.

Overall effectiveness in terms of the approach, co-ordination and internal monitoring of this project are therefore of a high calibre and merit due recognition, which includes opportunities for significant beneficiary contributions to the process.

At the same time, however, and taking note of earlier recommendations made by, e.g. the DEC/Humanitarian Coalition April 2014 Haiyan Response Review, the following shortcomings need to be highlighted:

- a) the delayed delivery of housing materials (justifiably explained by lack of locally available and quality materials);
- b) the failing to identify a timely and suitable solution to some of the most vulnerable households not being able to apply the retrofit materials to their own houses; and

c) the delayed implementation of livelihood activities, in particular.

These issues have been discussed with the project staff and form part of the evaluation's recommendations.

3.1.3 Efficiency [Criteria Score 4]

In terms of cost-effectiveness, the project shows a high degree of alignment with meeting beneficiary needs through the allocation of almost 70 per cent of the intended budget towards the four principle activities – housing, WASH, livelihoods and capacity building. In this respect, and taking into account specific achievements outlined elsewhere in this report, the project is to be congratulated.

The presence of three field-based offices has had obvious cost implications but the evaluation judges that this has been a sound investment: it is likely that the project would be far removed from meeting its anticipated targets on time if these measures had not been taken. Delayed caused by staff changes had invariably some consequences on delivery but Tearfund, in particular, took appropriate measures to address such events and through the quality of its staff and training have taken appropriate measures that should now see the project achieving its end goal on time.

Neither Tearfund or Medair anticipate extending their presence in their respective project locations beyond this project, and have made this clear to both beneficiaries and government counterparts. On the one hand, this is perhaps a good indication to not begin to become dependent on this type of assistance from either organisation but at the same time it remains uncertain whether certain activities started under this project will in fact be continued. The lack of other non-governmental organisations in these regions is an obvious weakness though one not at all associated with this project. It does, however, raise a consideration for DEC as to whether it is efficient to initiate such projects – which naturally have high start-up and running costs – in emergency situations, where there is no immediate likelihood of continued funding by selected partner agencies.

3.1.4 Impact [Criteria Score 3]

The most prominent physical impact of this project has thus far been the construction of quality housing for beneficiaries whose former homes were totally destroyed by Typhoon Yolanda. Newly constructed houses are expected to have a lifetime of 10 years on average: Tearfund and Medair's designs differ slightly in this respect.

In terms of longer lasting impacts, DRR preparedness together with livelihood support and any additional capacity building, are what were intended to make a positive difference in the longer term. In this context, mixed experiences were found by the evaluation.

DRR preparedness training provided by this project – recognising that the content of the training is different between Tearfund and Medair, with the latter having an almost complete focus on shelter – should be expected to have a positive impact in the future. Some beneficiaries met during this evaluation already reported being better informed prior to a disaster in terms of where to evacuate to and what to bring. In Roxas City, for example, 80 per cent of the population reportedly had evacuated when Typhoon Ruby hit the region in December 2014, though the extent to which this project contributed to this cannot be attributed.

Nonetheless, many beneficiaries spoken to during this evaluation reported being far more confident now in preparing for a disaster, some of which stems directly from initial work by Tearfund and Medair. This, though, is where most peoples' limits lie as few reported taking any additional precautionary or mitigation measures to better withstand a future disaster.

Currently, it is fair to assume that community members in general – in the three sites covered by this project – are better informed on how to become organised and prepared prior to a disaster. This though relates specifically to a small disaster and not an event of the scale experienced during Typhoon Yolanda. Awareness of other potential types of disaster in the region is also very poor.

Barangay Council members met during this evaluation still showed a very poor level of understanding of what they should do to strengthen DRR preparedness in practice. Very little support in this respect has thus far been provided by the government: there is for example, poor knowledge of the 2010 Republic Act 10121, also known as the Disaster Risk Reduction Management Act. While some officials mentioned being aware of the Act, few were able to relate this to their situation and community needs, for example, in terms of Barangays might be entitled to receive from this opportunity of support.

To ensure that the maximum impact can be provided from this project the evaluation recommends (**see Recommendation 7**) that Tearfund conducts one full round of DRR training again to at least the project beneficiaries and Barangay Council members before the conclusion of this activity. Specific attention should be given during this to ensuring that the information shared is fully appropriate and contextually relevant to the specific situation and the type(s) of disaster⁶ it might experience, as well as encouraging people to actively share the information more broadly within their communities. Pertinent sections of the DRR Act should also be explained and discussed in detail with as many Barangay officials as possible.

In terms of potentially missed impacts, the most significant gap in this project to date is probably the lack of livelihood investment in Leyte. Of the three project regions, the population of Leyte have been seriously affected by the extensive damage suffered to coconut plantations (of which 85 per cent were reportedly

⁶ One Barangay Captain, for example, mentioned that the DRR training she had received was in the specific context of flooding, which was probably one of the least likely disasters the Barangay might experience.

damaged by Yolanda) and, more recently, banana plantations similarly affected by Typhoon Glenda (2014). Here, while still finding Medair's responses totally appropriate and relevant to peoples' needs, there were constant requests from most people met for assistance with livelihoods – an activity not foreseen in the original design of this project's sub-component. While Medair is to be congratulated for seeking additional and separate funding to allow latrines to be retroactively added to their core shelters (with accompanying training), the lack of livelihood support does remain an issue. From discussions held during this Evaluation, it does not appear that any other organisation – government or NGO – is currently willing to take this on, though discussions are continuing with other partners of Integral Alliance.

A similar – but smaller scale – situation exists for people who have been relocated (or who are awaiting relocation), for example, in Cadiz. Again, the loss of formerly productive livelihoods lies at the base of peoples' concern. Islanders are one example of this: while most men could formerly easily undertake fishing, many women tended to gather shells and other near-shore marine resources for household consumption or sale. Now, given their physical relocation, they can no longer easily access these resources and lack experience on developing other possible skills, even where opportunities might be limited.

3.1.5 Sustainability [Criteria Score 3]

Given the short timeframe of this project – which has a cut-off date of 31 October 2015 – too much expectation cannot be allied to sustainability. Skills training provided through this initiative will clearly enable people to independently pursue future work, for example in housing construction and carpentry, both of which should become and remain important income generating activities. Quality training for such workers, followed by close and active supervision by Tearfund and Medair staff, and insistence on high standards of work places has given such beneficiaries a definite advantage in terms of skills acquirement.

“This help [we have received] will just go to waste if there is no sustainability.”
Barangay Captain, Barangay BayBay

People should also retain key messages from the DRR training provided though this will continue to relate to response rather than preparedness unless further time and resources are given to additional awareness raising and training. For communities to become better prepared and more resilient ahead of a disaster considerable work is required by the Barangay Council, with local government support, which is currently not in place. Tearfund is now, however, anticipating providing additional support in this context as a follow-up to this project, in line with **Recommendation 7**. Particular emphasis should be given during this to ensuring realistic community engagement in the development of risk mapping and contingency planning, including the development of Barangay maps which capture this information. The little evidence of this seen by the evaluation team (only after enquiring whether it existed) was not convincing and was clearly neither appreciated or being used.

The main activity likely to support peoples' recovery from Yolanda and rebuild and sustain their livelihoods is expected to be the livelihood component of the project activities in Roxas City and Cadiz. In Roxas City, where planning was more advanced, good preparation has taken place to select beneficiaries, identify viable and diversified livelihood packages and embed these with government structures. The inclusion of a business and financial training training module in this package was fundamental to giving these individuals a good basis for future management which is in itself a basic requirement for financial sustainability. Furthermore, pairing people's expressed needs and desire for a specific livelihood to the extent possible with what the project can provide in such a short timeframe can be expected to show positive benefits in the future.

Financial chains that will become established through the preselected livelihoods packages will ensure further outreach of benefits through the community, e.g., purchase of construction materials for animal housing, purchase of livestock, feed and veterinary needs as well as the eventual sale of livestock and products.

The majority of both Tearfund's and Medair's employees are drawn from the local communities and have received quality training and supervision from the respective project/programme managers. The strong components of accountability in both organisation's work means that staff are well trained and conversant in new technologies such as data collection through tablets – skills which would make them attractive to future employees upon closure of this project. Salaries provided to local staff are also likely a major infusion to the local economy, particularly in Leyte.

In terms of environmental impact, the construction component stands out as the main category where this might be a concern. It is inevitable, however, that some environmental footprint will be associated with, for example, the import of cement from Cebu and supporting wooden columns from New Zealand: some degree of allowance needs to be made for activities such as these. Both organisations have a stated commitment to perform their humanitarian activities in an environmentally responsible manner, with minimal impact on the local environment, and have tried to ensure that products such as timber are from sustainable harvested sources. Complying with the high construction standards set for core shelters – and to ensure that the houses retain their physical strength and integrity for the anticipated life span – requires investment in quality products which, in this case, were not locally available or in the quantities requires.

3.1.6 Co-ordination [Criteria Score 4]

This project's ability to link with other actors has been restricted by the actual physical lack of potential partners, particularly in Roxas and Cadiz. While this is a concern for the continuation of some of the project's activities, excellent levels of co-ordination can be claimed in almost all levels of engagement with the participating Barangays, who repeatedly expressed their gratitude to Tearfund,

Medair and DEC for the support provided through this project⁷. Regular meetings, constant information sharing, transparency and joint approaches to planning and implementation underpin the high levels of respect and trust that both Tearfund and Medair have managed to develop and nurture at this important level of co-ordination.

Both Tearfund and Medair are aware of any similar activities that have been planned or might be ongoing in their respective project areas. Given the paucity of these other actors, however, there has not been any discernable duplication of activities thus far. The only issue of note is perhaps that surrounding the government's Emergency Shelter Assistance (ESA) programme, which is a cash award of Peso30,000 (GBP425) to households whose houses were totally damaged and Peso 10,000 (GBP142) for those partially affected by Typhoon Yolanda⁸.

While the decision to provide such grants is outside of the remit of this project, the activity has caused confusion as there is often uncertainty as to who is entitled to receive this grant and whether they might do so if they have already been supported by this project. Beneficiaries in certain Barangays are currently able to benefit from this initiative while others are not. For the current project, however, the main instance where this has had a direct impact is by a beneficiary withdrawing from the project in order to avail of the cash benefit.

Tearfund's outreach to, and direct engagement with, the Ministry of Agriculture, the Department of Trade and Industry, the Committee on Livelihoods and Development and others in Roxas City – including linkages with the appropriate Barangays – should also be commended. Information already shared with these structures on SHIELD project beneficiaries, and jointly reviewing possible best options for interventions (e.g. with regards livelihoods) has already helped avoid duplication from occurring with these services own outreach projects. Moreover, livelihood activities starting with at least some of the project beneficiaries will continue to receive direct support from these government services beyond the duration of the DEC Phase 2 Response, adding to the future sustainability of these initiatives.

From a review of planned meetings and activities with Tearfund staff in Cadiz, similar outcomes can be expected to emerge in the coming months through this project, which is trailing slightly behind that in Roxas City.

Both Tearfund and Medair have maintained close contact and working relations throughout with the Shelter Cluster, other UN clusters as appropriate and related government structures. This to the extent of sharing initial construction plans and to revising these together.

⁷ Appreciation was also expressed with regards the security measures taken and enforced on building sites by this project.

⁸ A Tearfund Core Shelter, by comparison costs Peso138000 (GBP1,950)

In terms of resource competition and “conflict” in general, the evaluation did not find any evidence of this at any of the three sites, despite asking direct questions on this. Many Barangay officials in fact expressly commended Tearfund and Medair for the number of meetings which they had helped organise in the past year between community members, with Barangay Council members and between the two groups. These occasions allowed for ample exchange of information and opportunities for discussion, which reportedly has helped in reducing and preventing access and resource competition, even in instances of relocation.

3.1.7 Coherence [Criteria Score 4]

Inter-agency co-ordination on this project between Tearfund and Medair appeared to be at a high level, with frequent exchanges of information and site visits by Tearfund management from Manila and the UK.

Both organisations were also visibly open to learning from other institutional experiences, as availed through this evaluation by the presence of two other members of Integral Alliance, with independent experience in shelter, livelihoods and WASH. Both Tearfund and Medair staff actively engaged in discussions with the evaluation team seeking advice and recommendations on how certain aspects of the work might be enhanced.

“Seeing people going from being afraid to now being confident of what they live in has been a major achievement in this project.”
Heidi Cockram (Medair Project Co-ordinator)

Similarly high levels of transparency in, for example, beneficiary identification for specific support activities, together with close levels of monitoring can be reported from both organisations. Conducting “beneficiary satisfaction assessments” was also appreciated by both community members and Barangay officials. Together, these elements add up to consistent and continuing impacts in terms of the quality response delivered through this project.

One area for potential future consideration should a similar project be developed would be in relation to key staff exchanges to other project areas. This would prove likely a valuable learning experience, particularly where similar – or even identical – activities are envisaged. While having obvious cost implications, the benefits of such an occasional and informal exchange would likely show strong dividends in terms of overall performance and delivery by sharing experiences where one project might be further advanced than another, for example, in approaching government agencies for livelihood engagement and support.

3.1.8 Summary of OECD-DAC Criteria

Table 4 summarises the findings of the evaluation team based against the OECD-DAC criteria, which have a scale of 0 (“Low or no visible contribution to the criteria”) to 4

(“Evidence that the contribution is strong and/or exceeding that which was expected by the intervention”).

Table 4. Summary of Attributed Scores to this Phase 2 Project (according to OECD-DAC Criteria

Criteria	Attributed Evaluation Score
Relevance	4
Effectiveness	3
Efficiency	4
Impact	3
Sustainability	3
Co-ordination	4
Coherence	4

Based on the above, the evaluation team reiterates its strong appreciation of the nature and quality of work undertaken and accomplished thus far in this project.

3.2 Tearfund CORPORATE OUTCOMES

Of the four Tearfund corporate outcomes⁹, this project is most closely aligned with Outcome 4, “Disasters Responded to”. Positive contributions were, however, also made towards all three remaining components.

“Focussing on shelter alone will not lead to resilience: we must equally address the social dimensions of recovery.”
Sanjeev Bhanja, Tearfund

The human suffering as a result of Typhoon Haiyan was enormous: it is unlikely that the real impact and scale of loss will ever be known. At the same time, the known physical losses and damage are overwhelming, even still so in some areas at the time of this evaluation, some 18 months following the disaster.

Tearfund’s intervention through DEC – together with other participating organisations in the Appeal – was timely and relevant and responded directly to some of the priority needs of vulnerable and marginalised people. This was noteworthy, particularly given that The Philippines was not at the time a strategic country for Tearfund. Several items stand out from discussions held with the evaluation team and background research in this respect:

- a) while primarily seeking to assist with emergency relief immediately following the typhoon, some within the organisation were already thinking and aligning themselves to possible follow-on work at a localised level;
- b) clear synergies were being sought with strategic partners, churches, government authorities and others, building on previous work and experience of Tearfund’s own partners in the region;

⁹ Church Envisioned; Communities Developed; Policies Changed; and Disasters Responded to

- c) early recognition was given to the need for advocacy in terms of potentially addressing issues such as land tenure for possible relocations;
- d) a clear need for advocacy was also identified in terms of advancing progress being made by others in promoting and applying the recently passed DRRM Act;
- e) allowances were being made for the need for capacity building and training.

On this basis, the initial assessment of unmet needs conducted by Tearfund in January 2014 identified local opportunities where resources and experience could be centred with maximum effect. In this respect, valuable lessons should have been compiled for consideration in similar response efforts.

“The happiest moment I have experienced in this project was seeing beneficiaries during the ceremonial hand over taking their house keys, knowing they now have a more secure and safer future.”

Jayrose Plana (Tearfund Project Manager, Roxas)

4. CONCLUSIONS

In reviewing the findings of this evaluation, the Evaluation Team acknowledge the relevance and appropriate nature of this project in responding to some of the priority identified needs of vulnerable households and individuals following Typhoon Yolanda.

Reviewing the four key objectives of this evaluation, as outlined in its Terms of Reference, the evaluation team conclude the following.

1. Phase 2 of the project (both Tearfund’s and Medair’s respective components) are – in the absence of further disturbances, setbacks in supply provision and the like – certainly heading towards success.
2. Significant changes have taken place during this project and as a direct result of this project. Such changes have been locally at the individual and household level as well as the institutional level of Barangay and LGU. The vast majority of change noted through this evaluation is positive. Both organisations have also strived to meet unexpected needs, have retained some degree of flexibility and continue to work hand in hand with beneficiaries and authorities.
3. In terms of the relevance of this project to actual and perceived needs, the project design meets this requirement to its fullest. The only weakness identified was the failure to integrate a livelihood dimension in the Leyte project though this in itself is not attributed to an oversight by Medair or Tearfund: it was not intended in the original proposal¹⁰ and the limited budget has not allowed for its

¹⁰ The actual needs were likely not known at this stage of project development.

later inclusion. Both organisations are, however, aware that this should in future be an integral – and better resourced – component of such a project.

In terms of “effectively promoting peoples’ recovery” there is room for improvement, but this is largely attributable to delays experienced in delivering on commitments in the early stages of the project. This relates to both acquisition of construction materials as well as hiring.

4. “Determining how resilience to disasters has been increased in project communities” was by far the most difficult component to ascertain. While significant advances have been made through this project’s interventions, the lack of parallel investment by government (e.g. in relation to promoting or institutionalising the DRRM Act) has meant that the full impact of intended interventions have not been realised. Furthermore, in Leyte, the shelter focus on DRR training, while contributing convincingly to this sector in the future, will not have much wider guidance for at-risk households and communities.

5. ACTIONABLE AND PRIORITISED RECOMMENDATIONS

1. Tearfund and Medair should conduct an immediate review of the Phase 2 Project to update their respective project workplans (all three locations) for the next five months, to adjust timelines and address recognised gaps and needs, including the identification of new construction sites.
2. An immediate re-assessment should be conducted on what the most vulnerable and poorest of the poor can practically achieve in applying retrofit kits already provided, but not yet installed. These people are now even more vulnerable than before Typhoon Yolanda having not yet taken any action to repair their houses.
3. Where work is ongoing, both Tearfund and Medair should intensify efforts to again clarify the beneficiary criteria and selection process to community beneficiaries and LGUs. The evaluation acknowledges that this has happened in the past and is receiving ongoing attention. However, given the questions raised by project beneficiaries and LGUs this issues still needs to be addressed in an open and transparent manner.
4. To enable priority recommendations from this evaluation are supported, re-allocate staff to ensure adequate coverage of specific needs, including increased frequency of monitoring, e.g. beneficiary meetings.
5. The terms and conditions of providing future retrofit kits should be reviewed by Tearfund and Medair with consideration given to establishing some form of simple agreement between the beneficiary, the Barangay Council and Tearfund/Medair, which requires beneficiaries to undertake the specified work with a determined time period.

6. Tearfund should reconsider the currently required 500 hours of participation – the so called “sweat equity” – required from beneficiaries receiving houses in Cadiz, as this places additional pressure on peoples’ time. Consideration, for example, should be given to the contribution in time already given to other community work by such people, even if on a separate project to SHIELD.
7. Before exiting, Tearfund should provide one additional and broader round of DRR capacity building – with specific emphasis on relevant disaster threats –to all Barangay Council members, in conjunction with the Municipal Disaster Risk Reduction Management Officers. This should address gaps in coverage and re-inforce messages already transmitted.
8. DRR measures should also once again be presented to project beneficiaries and the community as a whole, with specific attention given to relevant, and potentially multiple, disasters.
9. Livelihood support should begin immediately in SHIELD, based on defined criteria for selection and management. Cash transfers should be prioritised (given the remaining project duration) to enable purchasing power with, ideally a 60 per cent up front allocation.
10. While not considered explicitly in SHIELD, if the existing budget allows, priority attention should be given to identifying and supporting (short-term) immediate livelihood support to relocated households – men and women.
11. Livelihoods involving livestock should be given priority to supporting breeding programmes, which may require additional technical training for those beneficiaries. Other initiatives should allow project beneficiaries to choose their own items for small business, as feasible.
12. Ways should be examined to introduce basic livelihood support to communities in Leyte, perhaps through budget re-adjustment.
13. Prior to exiting, ensure that each Municipality and participating government agency has an up-to-date list of project beneficiaries from Tearfund/Medair, according to respective skills/benefits received. It is essential, however, that any sensitive data is first removed.
14. Promotion of good hygiene practices should be broader than current outreach, especially for children.

ANNEXES

ANNEX I TERMS OF REFERENCE

1. Background: Philippines Typhoon Haiyan Response

Super typhoon Haiyan, locally known as Yolanda, was one of the most destructive storms ever recorded. It crossed the Philippines on 7th and 8th November 2013, with winds in excess of 315 km/h causing massive destruction. Coastal areas were inundated by large storm surges which flooded land and destroyed homes.

Typhoon Haiyan devastated nine of 17 regions of the Philippines and affected over 14 million people, including some 5 million children. 6,190 people were reported killed but it is expected the real figure is far higher. 1.1 million houses were damaged.

There was a very strong endorsement from DEC members to launch an appeal followed by a rapid launch of the public appeal on the 12th of November 2013. Phase 1 (the Relief Phase) lasted from November 2013 to April 2014 during which Tearfund (TF) worked through partners Food for the Hungry Philippines and Medair in implementing emergency relief, shelter and livelihood support funded by DEC. The focus of this evaluation is on TF's DEC funded Phase 2 response from May 2014 onwards. For Phase 2 TF have continued to work through Medair and also started their own direct operational project. Both projects are running for 18 months from May 2014 to October 2015. Medair's phase two project is based in Leyte operating in Dulag, Julita and La Paz with a focus on shelter and DRR. Tearfund's SHIELD (Safer Housing and Integrated Engagement for Livelihood Development) project operates in Roxas on Panay Island and Cadiz on Negros Island with a focus on shelter, livelihoods, WASH and DRR.

Detailed project documents will be provided to the chosen evaluator.

Tearfund has been selected as one of four DEC Member Agencies to commission and publish an independent evaluation of the DEC funded Phase 2 response. The evaluation is a means of accountability to the British Public who generously gave through the DEC Appeal, and aims to examine the impact, relevance and cost effectiveness of Tearfund's Phase 2 response.

The evaluation report will be written primarily for an external audience (those who contributed to the DEC appeal) but will also be a learning document for Tearfund, Partners and other DEC members and humanitarian actors.

2. Purpose

a) Evaluation Goal and Objectives

The aim of this assignment is to conduct an evaluation of Tearfund's Phase 2 DEC response in the Philippines. The goal of the evaluation is to: **"Assess the contribution that Tearfund and Medair's Phase 2 projects have made in promoting people's recovery and building resilience in affected communities"**.

The key objectives are:

1. Determine whether the Phase 2 intervention is heading towards failure or success
2. Determine what change has taken place in project areas and the contribution that Tearfund and Medair have made to that change.
3. Determine the relevance of Tearfund and Medair's interventions and their effectiveness in promoting people's recovery
4. Determine how resilience to disasters has been increased in project communities

b) Tearfund Outcomes

In addition the evaluation will identify the contribution made by the intervention towards the 4 Tearfund corporate outcomes:

- Church Envisioned
- Communities Developed
- Policies Changed and
- Disasters Responded To.

c) OECD-DAC

The evaluation will use the OECD-DAC criteria as a framework and will consider Tearfund's Quality Standards (QS) within this framework.

- **Relevance:** The extent to which the activities of Tearfund's response are suited to the priority needs of the Haiyan affected communities.
When looking at relevance please consider Tearfund QS's of Accountability, Impartiality and Targeting, Children and Gender
- **Effectiveness:** The extent to which Tearfund's activities are delivering its objectives and outcomes, respecting the Code of Conduct and Sphere standards. This also includes the level of involvement of and accountability to beneficiaries and the extent that past lessons, DEC or Member RTE recommendations are being fulfilled.
- **Efficiency:** The extent to which Tearfund's response is cost effective, delivering good value for money. Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.
When looking at efficiency please consider Tearfund QS of Technical Quality.
- **Impact:** The changes that Tearfund's Haiyan response has created both positive and negative. This includes directly or indirectly, intended or unintended results.

When looking at impact please consider Tearfund's QS's of Disaster Risk and Conflict.

- **Sustainability:** To what extent is Tearfund's Typhoon response activities producing sustainable results both environmentally and financially.
When looking at sustainability please consider Tearfund's QS's of Sustainability and Environment.
- **Coordination:** To what extent has Tearfund co-ordinated with other actors to ensure interventions are harmonised, promote synergy, and avoid gaps, duplication, and resource conflicts.
- **Coherence:** To what extent has there been consistency within and between Tearfund and Medair with regard to messaging, values and advice. To what extent has there been consistency in messaging, advice, delivery between different NGOs.
When looking at coherence please consider Tearfund's QS of Values.

3. Methodology

The selected Evaluation Team Leader is to develop a plan for the evaluation in discussion with the Programme Officer and Philippines Response Manager. It should draw on the Contribution to Change methodology (please refer to <http://policy-practice.oxfam.org.uk/publications/contribution-to-change-an-approach-to-evaluating-the-role-of-intervention-in-di-305537>).

Activities are expected to include:

- Desk review of key documents prior to departure
- In country key informant interviews eg with barangay captains, government officials, households, other humanitarian actors
- Community Focus Group Discussions
- Tearfund and Medair staff interviews.
- Direct observation/project visits in-country.
- Secondary data where available eg barangay/data records
- Discussion of initial findings with in-country Tearfund and Medair staff team while still in country
- Discussion of final report with UK staff after submission (phone or skype) to finalise any corrections and review findings

4. Timings

The field work will take place within the period 25th April to 7th May 2015. This is approximately 12 months into Phase 2 implementation. A draft report will be submitted within 1 month, by 8th June. This will be discussed and the final report submitted with a few weeks, definitely by the end of June 2015.

It is expected that the lead evaluator would need 2 days preparation prior to going to the Philippines, 1 day briefing in Teddington, 11 days field work including a ½ day debrief in the field on initial findings, 2 travel days and 3 days for writing up the report. (19 days in total)

5. Evaluation Leadership and Management

The evaluation will primarily be managed by the Philippines Programme Officer, Vicky Stocks, with support from the in-country team and Frances Crowley who brings experience in working with contribution to change methodology. The lead evaluator should refer any questions related to the evaluation to the Philippines Programme Officer.

The selected lead evaluator will lead an evaluation team consisting of 3 others; a local Filipino consultant, a TF partner staff member and one TF staff member. The TF staff member will be someone who has had no involvement in the Typhoon response and is included to help organisational learning.

6. Stakeholders

Other stakeholders who should be consulted in this evaluation include local government and community officials, community members, direct project beneficiaries, Tearfund and Medair staff members, other humanitarian actors.

7. Evaluation Output

The expected outputs of this evaluation include:

- In Country Brief on Initial Findings (1/2 day)
- A report in Tearfund recommended reporting format (please refer to the *Consultants Briefing Pack*) with the following sections:
 - Executive Summary (no more than two A4 sides including results, 3-5 notable areas of impact and 10-15 recommendations)
 - Introduction / Background
 - Methodology
 - Context Analysis
 - For each OECD-DAC criteria a section in the form:
 - Findings
 - Conclusions
 - Assessment
 - 10 – 15 Specific Actionable and Prioritised Recommendations
 - Key Insights and Lessons
 - Annexes (indicative)
 - Draft Action Plan
 - Terms of Reference for the Evaluation
 - Profile of the Evaluation Team
 - Evaluation Schedule
 - Protocols for the Evaluation
 - Documents consulted during the Evaluation
 - Persons participating in the Evaluation
 - Field data used during the Evaluation, including baselines

- Bibliography

- A self-evaluation of the evaluation using the BOND evidence principles as per the linked [google form](#)
- A series of 10-12 short 90 second video clips showing interviews with stakeholders and community members answering the following question:
 - What is the main impact you see in the community as a result of the humanitarian response?

Additionally asking project staff the question:

- What is the main impact you see in the community as a result of this project?
- In working as part of TF's or Medair's response what are the key things you've learned? What would you repeat in future interventions and what would you do differently next time?

8. Assessment Criteria

The following criteria are used to assess the contribution that the intervention has made to the Tearfund Outcomes and the OECD-DAC criteria. The intervention is to be assessed online using this [google form](#) as this ensures that the data is automatically captured. The form is also attached at Annex A.

- a) **Tearfund Outcomes:** Tearfund outcomes are to be assessed using the scale below:

N/A	0	1	2	3
Intervention was not intended to contribute to the outcome	Intervention has made no contribution to the outcome	Intervention has made little contribution to the outcome	Intervention has made some contribution to the outcome	Intervention has made a significant contribution to the outcome

- b) **OECD-DAC Criteria:** The intervention is to be assessed against the DAC criteria using the following scale:

0	1	2	3	4
Low or no visible contribution to this criteria	Some evidence of contribution to this criteria but significant improvement required	Evidence of satisfactory contribution to this criteria but requirement for continued improvement	Evidence of good contribution to this criteria but with some areas for improvement remaining	Evidence that the contribution is strong and/or exceeding that which was expected of the intervention

9. Utilisation of evaluation findings and recommendations

a) Dissemination of Findings

The lead evaluator is to submit the evaluation report to Tearfund UK. On approval Tearfund will pass the report onto the DEC and it will be published on the Tearfund and ALNAP websites. Tearfund UK will then ensure that findings and actionable recommendations are disseminated across the organisation as appropriate for action and learning purposes.

b) **Action Plan:** A draft action plan is to be developed as part of the evaluation report using the linked [template](#). This is also attached at Annex B.

10. Assessment of the Evaluation

The evaluation is to be assessed against the Bond Evidence Principles (Voice and Inclusion, Appropriateness, Triangulation and Contribution and Transparency). The assessment is to be completed using this [google form](#) (as above) as this ensures that the data is automatically captured. The form is also attached at Annex A:

ANNEX II QUESTIONNAIRES

1. QUESTIONNAIRE FOR TEARFUND/MEDAIR STAFF/ GOVERNMENT/OTHERS

EXPECTED OUTCOMES

Focus is on Key Objectives 1 & 2:

- *Determine whether the Phase 2 intervention is heading towards failure or success.*
- *Determine what change has taken place in project areas and the contribution that Tearfund and Medair have made to this change.*

Procedure: First explain the purpose of this evaluation mission and then request information following the following outline.

Time Required: 1-2 hours.

Who? Organisation – name, title, contact details.

1. Project/Site Specific: Describe the main activities undertaken with Tearfund assistance relevant to this evaluation mission.
2. What have been the main outcomes of your work through these Tearfund-supported activities? Do you think this has made a contribution to resilience building? If so, How?
3. Which projects or activities have had the greatest impacts and why? Please identify and describe some of these impacts.
4. Has your organisation, as a result of this project, refined its understanding or approach to community-based risk management programming and resilience building? Please describe.
5. How has, or would, your organisation propose to share these experiences with decision- and policy-makers? What would this require?
6. What kind of partnership has your organisation forged with communities, LGUs, schools, churches/faith/religious groups, private groups, other CSOs? To what extent has the partnership contributed in resilience building?
7. What have been the main challenges in engaging with communities, local government and other stakeholders in the context of this project?
8. What, if anything, would you change if engaging with on similar work in the future? Why?
9. How is information shared with the communities and other stakeholders? What are the mechanisms used in sharing of information?
10. Have you seen a change in peoples' physical capital as a result of one of the supported initiatives, e.g. access to information, water, housing, roads, emergency facilities?

11. Have local/national plans/policies been influenced through Tearfund/Medair's work?
Cite examples.
12. What lessons – positive or negative – can you draw from this work?
13. Have any of these lessons shaped local and/or national plans for preparedness or recovery? How?
14. Other comments?

CONCLUSION

- Wrap up the discussion noting the main points covered: see if anyone disagrees with this summary.
- Invite questions. Please take note of these.

2. FOCUS GROUP DISCUSSIONS/KIIs: PHASE 2 EXPECTED OUTCOMES

Focus is on Key Objectives 2, 3 & 4:

- *Determine what change has taken place in project areas and the contribution that Tearfund and Medair have made to this change.*
- *Determine the relevance of Tearfund and Medair's interventions and their effectiveness in promoting people's recovery.*
- *Determine how resilience to disasters has been increased in project communities.*

NOTES

Following an explanation of the evaluation, introductions and thanks, begin the session with a general enquiry of the situation before Typhoon Yolanda (a-c).

QUESTIONS

- a) Could you please describe your personal situation before Typhoon Yolanda?
- b) What were the main challenges or risks you faced before Yolanda?
- c) How did you previously deal with these risks: what were your coping mechanisms?
- d) What was the main impact of Yolanda on your household and community?
- e) In the past year ("Phase 2") what specific assistance have you received from outside your community?
- f) What sector(s) has this involved: main activities supported?
- g) What, if any changes have taken place in your community in the recovery period?
- h) What or who was mainly responsible for bringing about these changes?
- i) Who provided this assistance? Did this respond to your immediate needs? Were you consulted prior to receiving assistance?
- j) Did this assistance help you to recover? If so, in what way(s)?
- k) Will this assistance be useful to you in the future? How?
- l) What have you done as an individual or a community that has helped you recover since Typhoon Yolanda? How important has this been and why?
- m) What has been the role of the government?
- n) What has changed for you as a result of the assistance provided through this project in the past year. Please describe?
[Tip: try to focus on DRR, resilience, awareness, empowerment, livelihoods]

- o) How would you compare your current situation with that of perhaps 4-5 years ago?
- p) Have you been able to restore your livelihood?
- q) Do you have continuing unmet needs as a result of Typhoon Yolanda? Please explain.
- r) Have you observed any changes in the power relationships you now have with other members of the community or with local government, for example? Please describe.
- s) Do you feel better prepared today to prepare for a future disaster? In what way?
- t) Do you have any other issues relevant to this project that you would like to share with us?

Other Points to Consider:

Where did you evacuate to?

What were your main losses/damage?

What type of assistance did you receive?

Who provided this?

Was the assistance appropriate – did it meet your needs?

If retrofit, have you installed the materials and have they been passed by Medair?

ANNEX III PEOPLE INTERVIEWED

	BARANGAY	WOMEN	MEN
ROXAS	BayBay	16	6
	Jumaguicjuic	24	17
	Talon	21	14
	Balijuagan	26	16
	Sub-total	87	53
CADIZ	Cadiz Viejo	56	20
	Sicaba	21	16
	Tiglawigan	28	22
	Zone 6	55	4
	Sub-total	160	62
LEYTE	Dita	1	14
	Aslum	10	21
	District 4	20	15
	Sta Elena	15	17
	La Paz	17	15
	Sub-total	63	82
	TOTAL	310	197

Actual lists of people participating in meetings have been retained.

ANENX IV EVALUATION SCHEDULE

DATE	ITINERARY
25 April	Team Leader Arrives Manila
26 April	Literature review Briefing with Tearfund Manila
27 April	Travel Manila – Roxas City Briefing with Tearfund Roxas BARANGAY BAYBAY <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs BARANGAY JUMAGUICJUIC <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs Debriefing
28 April	Partner meetings: SP, the D.A and DTI BARANGAY TALON <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs BARANGAY BALIJUAGAN <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs Tearfund staff interviews
29 April	Team travel to Cadiz; ferry to Bacolod Briefing with Tearfund Cadiz BARANGAY CADIZ VIEJO <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs BARANGAY SICABA <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs Debriefing
30 April	BARANGAY TIGLAWIGAN <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs BARANGAY ZONE 6 <ul style="list-style-type: none"> • Barangay Council meeting

	<ul style="list-style-type: none"> • FGD with TF beneficiaries (men and women) • KIIs <p>Staff interviews</p>
1 May	Travel to Cebu; Report writing
2 May	Report writing
3 May	Ferry from Cebu to Ormoc; drive to Dulag
4 May	<p>Briefing with Medair</p> <p>BARANGAY DITA</p> <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs <p>BARANGAY ASLUM</p> <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs <p>Staff interviews</p>
5 May	<p>BARANGAY DISTRICT 4</p> <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs <p>BARANGAY STA ELENA</p> <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs <p>BARANGAY LA PAZ</p> <ul style="list-style-type: none"> • Barangay Council meeting • FGD with TF beneficiaries (men and women) • KIIs <p>Team travel to Manila</p>
6 May	Team preparation for debriefing; report writing
7 May	Debrief with Tearfund Manila; Mission completion.

ANNEX V EVALUATION TEAM PROFILE

David Stone has been working in the humanitarian arena for more than 25 years, primarily in the context of environmental and livelihood security with refugees and internally displaced people, worldwide. A zoologist by training, David is Director or ProAct Network, an international NGO which addresses community-based disaster preparedness, climate change adaptation and resilience through the creation and support of local and appropriate solutions.

Julien Florence Mona (Mona) Saroinsong, holds a Masters degree in Development Studies from The Hague, The Netherlands. Since November 2013, Mona has been Programme Manager for World Renew, as part of the organisation's Typhoon Yolanda Disaster Response in Leyte and East Samar. Prior to this, she has worked with the Bridge of Hope Foundation and in a range of positions for World Renew in Indonesia. She is a former lecturer at the University of Manado, Indonesia.

Jacqueline Roque-Saño grew up in Manila, Philippines, and graduated with a BS in social work from Pamantasan ng Lungsod ng Maynila. Jacqui is a registered social worker with a strong leaning towards community development and child protection. Her current work is as a Monitoring and Evaluation Co-ordinator with Food for the Hungry Philippines. Jacqui's commitment to this work is joyfully shared by her entire family.

Kathrine Grace A. Dela Pena holds a Bachelor of Arts in Political Science from the Rizal Technological University. Kathy started working with the humanitarian sector in November 2013, immediately after Typhoon Haiyan struck the Philippines. Since then, she has worked with the International Rescue Committee, CARE-Philippines, Save the Children and Handicap International, mainly in terms of community consultations, data gathering, monitoring and ensuring effective project implementation.

ANNEX VI BIBLIOGRAPHY

Phase 1 plan DEC.
Phase 1 DEC reports (3 and 6 months).
Phase 2 plan DEC.
Phase 2 DEC report (after 6 months).
DEC Response Review.
Response to the DEC Response Review.
DEC contribution to change evaluation report.
Tearfund strategy.
Tearfund RTR report.
Tearfund action plan template.
Integral RTE report.

Field presentations were provided to the team on arrival and briefing.

ANNEX VII DRAFT ACTION PLAN

Please see separate Excel file.