

Decentralized Evaluation

Final Evaluation of Disaster Preparedness and Response/Climate Change Adaptation Activities under the Office of Foreign Disaster Assistance Fund in the Philippines

May 2011 to September 2017

Evaluation Report

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World Food Programme

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Ben Mountfield, Benigno Balgos and Darlyn Carnalan.

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Executive Summary

Introduction

1. This document is the draft report of the theory-based final activity evaluation of the World Food Programme's (WFP's) Disaster Preparedness and Response/Climate Change Adaptation (DPR/CCA) activities under the United States Agency for International Development's (USAID's) Office of Foreign Disaster Assistance (OFDA) Fund in the Philippines, and covers the period from May 2011 to September 2017. The evaluation takes place at the end of the OFDA funding period.
2. The evaluation considers a range of capacity building and mitigation interventions in the field of disaster risk reduction and management, provided to the Government of the Philippines at national and local levels, both delivered directly from WFP and through non-governmental and academic partners.
3. The main focus of the programme has been strengthening the capacity of Local Government Units to proactively plan for and respond to disasters in their locality. Activities included technical training, the provision of appropriate response equipment, tools and infrastructure, development of early warning systems, and the design and implementation on projects to mitigate the effects of disaster.
4. The programme evolved over five phases across seven years. This evaluation considers the entire programme duration, and looks ahead to a disaster risk reduction and management component under the new WFP Country Strategic Plan starting in 2018.

Methodology

5. The evaluation was designed to assess the DPR/CCA activities 2011-2017 against the following evaluation criteria: relevance, effectiveness, efficiency and sustainability. The evaluation questions cover a wide range of topics:
 - Under relevance, the questions cover the relevance of the activities with respect to the needs and with respect to policy and priorities of various stakeholders; the degree to which gender has been incorporated in the programme; the degree to which findings of previous evaluations have been considered; and the development and use of programmatic assumptions.
 - Under effectiveness, the questions cover achievement of outputs and outcomes; the effectiveness of the various interventions; the supporting and constraining factors; and a perspective on the unintended positive and negative results of the activities.
 - Under efficiency, the questions consider the nature and appropriateness of WFP's engagement with partners; the cost-efficiency of the various funding modalities; and factors influencing timeliness of implementation.
 - Under sustainability, the likely continuity of the programme's benefits; the degree of government appreciation and associated support; and available options to improve sustainability.
6. In order to respond to these questions, the evaluation team used a mixed methods approach: conducted a detailed review of programme documentation, and on the basis of the information available, developed a series of data collection tools including tools for key informant interviews and focus group discussions.
7. A diverse set of 25 field locations was selected to be visited (plus Manila-based project partners and stakeholders), chosen to include a range of characteristics, from all phases of the programme, and all types of programme partners and stakeholders. The

main limitation identified for the field work element of the evaluation was the risk that this selection would be incomplete and may not be representative.

8. To increase confidence in the findings, an online survey was developed for distribution to all partners that could still be traced: 56 responses were received. The results of face-to-face data collection and the online survey were highly coherent, and strengthens triangulation to increase confidence in the findings. However, the evaluation team's data collection is not able to fully compensate for the weak existing data and models.

9. The primary limitation of the evaluation process is the weak theoretical base of the programme. The logical frameworks are inconsistent between programme phases, contain few outcome statements and no assumptions. There is no documented context analysis or stakeholder analysis. This weak theoretical base makes a theory-based evaluation difficult. In Phase 5 the programme developed a Theory of Change which is fairly robust, but it was never practically applied in the field.

10. The main user of the evaluation report will be the WFP Country Office, both in the preparation of the forthcoming Country Strategic Plan and in the development of future programming in the DPR/CCA arena. Other anticipated users include recent and future Local Government Units working with WFP; national and regional departments of the Government of Philippines responsible for various aspects of disaster management, and their associated agencies; technical partners including NGOs and academe; and the WFP regional office.

Key Findings

11. The key findings of the evaluation team are summarised below, structured according to the main evaluation questions.

Evaluation criterion A: Relevance

12. The relevance of the programme activities is consistently seen as high by a range of stakeholders. The reported degree of relevance is higher for the Local Government Unit needs, and lower (but still positive) for community needs. National and Regional Government respondents see the programme as more relevant than those closer to field implementation.

13. The programme is generally well aligned with the policies and priorities of all listed stakeholder groups. From a WFP perspective, this alignment is stronger for disaster risk management policy, and less strong for gender and capacity building policy areas.

14. The financial situation of poorer municipalities means that there are inevitably gaps against the expectations set in the Government of the Philippines' typhoon preparedness project, LISTO. These gaps are more pronounced in poorer municipalities. The contribution of WFP is sufficient to reduce the size of these gaps, and targeting the poorer municipalities is appropriate. The positive results of the annual Seal of Good Local Governance exercise in municipalities supported by WFP imply that WFP has contributed to addressing these gaps.

15. WFP and partners have achieved a basic level of gender mainstreaming in their DPR/CCA programme, focusing on working towards gender balance and the collection of gender disaggregated data, in some Disaster Risk Reduction and Management plans, and for training courses. It is not clear to what degree real participation can be inferred from the inclusion of women on key committees. With the exception of some basic safeguards associated with evacuation, there is no evidence of gender analysis, or of an understanding of the gendered impact of disasters and subsequent coping strategies, and consequently opportunities for good practice have been missed.

16. The programme suffers from poor documentation and weak logic; there is a consistent focus on activities and outputs rather than outcomes and results, and monitoring databases are incomplete and inconsistent from one phase to the next.

17. WFP maintains a register of recommendations and associated actions from earlier programme reviews, but the actions are generally undated and it is not possible to ascertain the degree to which the recommendations have been implemented. The incomplete application has had little impact on programme delivery. The biggest weaknesses remain in the partnership model, the non-application of the Theory of Change, and the absence of tools to robustly measure programme results.

18. There are no formal assumptions in any of the programme documents, and the underlying context and stakeholder analysis is weak. The last phase of the programme includes a limited risk analysis, but few of the risks identified have associated mitigation strategies. The substantial list of risks that were not identified, which became programme constraints, implies that the overall risk analysis was inadequate and unrealistic. The Country Office does not currently maintain a written context analysis document, which would inform such risk analysis exercises.

Evaluation criterion B: Effectiveness

19. The evaluation team heard many examples of successful outputs and positive outcomes during the field mission; these are supported by the findings of the online survey. The programme built a series of dedicated monitoring and evaluation databases from Phase 2, but they did not capture these results well, particularly at the outcome level, although it documents activities effectively.

20. The most highly valued aspect of the programme was the training component; the infrastructure component was ranked least effective – but all were seen as valuable. Local government respondents ranked the ‘tools and equipment’ component highly, while non-governmental organisations and academe ranked it less highly. Other Government respondents ranked ‘technical assistance’ less well than the other stakeholders, but their experience of this component may be distinct from those working at field level.

21. Factors supporting successful programme outcomes include legislative aspects at national and local level, good coordination and strong local leadership. Key factors undermining successful programme outcomes include weak or inappropriate WFP systems, poor listening and weak contextual analysis.

22. There was a range of unexpected positive effects, most of which could be considered to be multiplier effects of the programme. Few negative outcomes were identified, and those found could have been avoided had WFP’s approach to communication with partners and community engagement been stronger.

Evaluation criterion C: Efficiency

23. At a time when WFP was corporately moving towards more progressive forms of partnership and away from treating NGOs as ‘implementers’, the programme was moving in the opposite direction. Partners struggled to meet WFP’s financial expectations, and this led to additional controls being placed, without additional support being provided. A poor understanding of context and power relations led WFP to focus on the problems from their perspective only, and this made these problems worse.

24. This approach cannot be considered appropriate and it has not proved effective, as it has delayed implementation. These challenges will persist in any new programming unless a significant change in culture and systems is put into effect.

25. The standard format FLA is not fit for purpose in the Philippines context, since partners typically cannot access bridging finance, and the multiple small tranches increase administrative burden and create without adding programmatic value.

26. Switching to centralised procurement worked well and improved programme effectiveness, although the shorter list of items may have compromised some LGUs with non-typical hazards. Stopping direct payments to LGUs in the most recent programme phase moved some responsibilities from WFP to partners and redistributed the administrative workload for WFP, but is poorly aligned with WFP's recent policy direction.

27. The most significant issues reported as delaying programme implementation are slow transfer of initial funds, and thereafter the failure to maintain a reasonable cash flow, followed by the short implementation period, scheduling problems and the availability of trainers, particularly for the Incident Command System module.

Evaluation criterion D: Sustainability

28. In the supportive and enabling environment found in most LGUs visited by the evaluation team, the programme's positive results are likely to be sustained for some time. Government partners at all levels are highly appreciative of WFP's assistance. While these successes are unlikely to influence the degree of budgetary support earmarked for DRRM, individual LGUs are seen as likely to increase the amount of discretionary funds they make available to DRRM.

29. Opportunities exist to strengthen and reinforce knowledge gained through the programme, especially through the formalisation of after-action reviews and peer learning events. A financial analysis of poorer municipalities, after graduation, could determine whether the sustainability of the assets is a realistic prospect given the limited budgetary resources.

Overall Assessment/Conclusions

30. The DPR/CCA programme achieved its objectives and has strengthened capacity within the targeted LGUs in a manner which is likely to be sustainable in most cases. The programme is seen as highly relevant by its stakeholders, without obvious exception. The programme is able to address identified gaps in LGU capacity, and (through the annual Seal of Good Local Governance process) the means exist to demonstrate impact – although these have not been applied to the programme. In the opinion of the evaluation team, the benefits generated by the programme are likely to be sustainable.

31. The DPR/CCA programme was relevant and appropriate, and well aligned with Government policy, and the policies and strategies of key United Nations actors and other stakeholders.

32. The exception to this is in the area of gender. The programme supports women's participation in decision making, although it has not collected evidence to demonstrate that greater inclusion led to empowerment. More importantly, it has not considered the gendered exposure to hazards, gendered impact of disasters, and gender aspects of post-disaster coping and recovery. This is a substantial technical weakness.

33. Over the seven-year period of implementation, the operational context evolved, as did the programme activities and the ways of working. The evolution of the programme activities was largely appropriate to the changing context, but the evolution of the administrative systems and contract management was much less appropriate, and has led to substantial challenges for programme partners and for overall programme efficiency. Should these working practices continue into future DRRM programming under the CSP they would seriously undermine programme efficiency and partner confidence and morale.

34. In particular, changes to the processes by which funds are transferred to partners undermined the quality of the programme and exposed partners to unnecessary risk. The justifications provided for these changes betray a weak understanding of context and culture, and specifically the power dynamics between local actors and a United Nations agency. The drivers for the changes related to minimising perceived risk to WFP, rather than strengthening programme quality or reducing risks to partners or their staff. The threat posed by the identified risks was overstated, while other real risks were ignored.

35. These changes were at odds with WFP's stated changes in policy direction: from food aid to food and/or technical assistance; from implementing partners to cooperating partners. The real partnership of the early phases gradually decayed into a contractor-supplier relationship.

36. There is little evidence that the programme made structured efforts to learn as it progressed. Stakeholder meetings were infrequent and poorly documented; after-action reviews were not mandatory and happened rarely; monitoring exists mostly at the level of activities and outputs. The most recent evaluation took place after a substantial delay, and the tracking of actions against recommendations is confusing and incomplete: their application appears to follow the letter but not the spirit. This situation was worsened by poor communication protocols with partners.

37. Within the frame of this programme, WFP's relationship with the Government has gradually declined from a strategic level of engagement to a technical one. It is not clear what opportunities may have been missed through this process, but it is clear that future changes in the Government of the Philippines' DRRM structures (which are currently under discussion) will present opportunities which are likely to be missed unless a strategic engagement is re-established.

Recommendations

38. Based on the findings and conclusions of this evaluation, the recommendations of the ET are outlined below. The recommendations are all directed to the WFP CO, and are structured into two groups. The first group deals with immediate opportunities for learning from the DPR/CCA programme in order to have a strong foundation to move forward. The second group of recommendations looks ahead to future DPR and CCA programming being developed within the CSP. The two areas are distinct but interconnected. Within each group, the order of recommendations reflects critical path first, and priority second.

Recommendations – immediate opportunities

Recommendation 1: WFP should host a workshop with current and past partners, to explore good working practice with partners, include financial management and transfers, technical support in the field, monitoring and reporting, good gender practice in DRRM, exit strategies and transition, and communication, grievance and feedback systems. Since other recommendations depend on this, it should be prioritised and take place in the coming two months.

Recommendation 2: Based on the findings of the consultative workshop described above, WFP should internally finalise and document new Standard Operating Procedures and ways of working with partners, including communications and response times. This

work should begin immediately after the workshop outlined in Recommendation 1 and be concluded within two months of that time.

Recommendation 3: WFP should undertake analysis to understand the amount of budgetary support required to allow different classes of LGU to be financially sustainable in disaster risk reduction and management in the medium term, to inform future targeting of LGUs, the value of the overall package of support, and the ideal duration of such programming. This analysis should take place within three months.

Recommendation 4: WFP CO should develop (or more likely adapt) and use tools to undertake meaningful collaborative and participatory capacity assessments of existing or potential partners, both service providers and LGUs. This is an urgent prerequisite for new programme development, so pilot materials should be available within three months.

Recommendations – Looking ahead to future DRRM programming

Recommendation 5: WFP should seek technical support from an expert partner to develop a detailed understanding of gender-disaggregated impact and consequences of disasters, including gender-based violence, and subsequently work with this partner to apply this knowledge to its programme environment. This should begin within three months and be completed within a year.

Recommendation 6: WFP should undertake a detailed and comprehensive context and stakeholder analysis, for internal use, prior to the finalisation of the CSP. Since the CSP is due in early 2018, this needs to be addressed urgently.

Recommendation 7: The WFP CO should ensure that the new DRRM programme reinstates good programme practice including programme level context and risk analysis (building on the outputs of Recommendation 6), effective monitoring, and deliberate learning.

Recommendation 8: The menu of tools and equipment available for direct purchase by WFP should be reviewed in consultation with recipient LGUs, to ensure appropriateness, prior to the start of any new DRRM programme, and within six months.

1 Introduction

1. This document is the draft report of the theory-based final activity evaluation of the World Food Programme's (WFP's) Disaster Preparedness and Response/Climate Change Adaptation (DPR/CCA) activities under the United States Agency for International Development's (USAID's) Office of Foreign Disaster Assistance (OFDA) Fund in the Philippines, and covers the period from May 2011 to September 2017.
2. These activities have the status of a special project, but have been associated with three Protracted Relief and Recovery Operations during its implementation: PRROs 200131, 200296, and 200743. Five project proposals to OFDA cover the period under evaluation. Two other donors supported the programme in the early stages.
3. The evaluation considers a range of capacity building and mitigation interventions provided to the Government of the Philippines at national and local levels, both delivered directly from WFP and through non-governmental and academic partners.
4. In December 2017, the OFDA funded intervention will end¹. Two previous evaluations² have been carried out, and the donor and the WFP Philippines Country Office (CO) felt that there was a need to have a holistic review of the intervention from the time it began. Full Terms of Reference for this work were prepared by the CO and the main text is included as [Annex 1](#).
5. WFP evaluations serve the dual and mutually reinforcing objectives of accountability and learning. In this instance, the objective of learning will be given particular focus, given that the findings will inform the first WFP Country Strategic Plan (CSP) of the Philippines, to be approved in June 2018. The two objectives are described as follows:
 - **Accountability** – To assess and report on the performance and results of the Disaster Preparedness and Response/Climate Change Adaptation (DPR/CCA) OFDA-funded intervention. In this sense, the programme is accountable to the Government of the Philippines, the donors and the population in the programme areas.
 - **Learning** – To determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for future engagement with the Government of the Philippines; and to provide evidence-based findings to inform operational and strategic decision-making, particularly with regards to the upcoming CSP.
6. The evaluation's scope is the entire programme duration over five phases from 2011 to the end of 2017, covering 62 Local Government Units (LGUs) in 10 provinces³ of the country. Programme contributions from the Australian Department of Foreign Affairs and Trade (DFAT) and the corporate donor 'Yum!' are excluded from this analysis, but form only a small proportion of the total.
7. The main stakeholders in this evaluation are the government departments with responsibilities for Disaster Risk Reduction and Management, the LGUs supported by the programme, and the NGOs and academic institutions which supported programme implementation.

¹ While the evaluation report was being drafted, it was confirmed that OFDA will extend the programme until March of 2018.

² An evaluation of the pilot phase was conducted in 2012 by Development Academy of the Philippines (DAP), and a second by Tango International for Phase 2, completed in 2015.

³ Provinces where the programme operated are listed in Table 2, page 7

8. The primary expected user for this evaluation report is the WFP CO, while secondary users include WFP's Asia Regional Bureau in Bangkok (RBB) and the various stakeholder departments of the Government of the Philippines.

9. It is expected that the findings will inform WFP management on approaches that will support enhanced WFP capacity development and technical assistance. This focus on capacity development and technical assistance is motivated by consultations with partners, for example through the recent Strategic Review which suggests that this area will become an important part of the CSP, and evidence of effectiveness is needed to inform the CSP design.

1.1 Overview of the Evaluation Subject

10. The programme being evaluated is wide ranging in scope, in geography and in time, and has evolved in response to a changing context and lessons learned over five phases. The different phases of the programme demonstrate some coherence, while responding to the evolving context, and the central core of the programme remains intact over time.

11. However, the programme is also the product of short-term funding cycles and suffers from evolving language, tools, conceptual models and documentation over the period, which presents challenges when making direct comparisons between phases. The programme fact sheet presented as Table 1 describes some aspects of this evolution, others are described below.

Table 1: Programme Fact Sheet

Programme													
Country	The Republic of Philippines												
Title	Disaster Preparedness and Response / Climate Change Adaptation (DPR/CCA)												
Timeframe	2011 to 2017, across five consecutive phases. Individual programme locations typically remained within the programme for two or three consecutive phases. The climate change element was added to the programme in Phase 2, in 2012												
Key activities <i>(Note that programme activities varied over time and the activities shown reflect key strands of activity agreed between WFP CO and the ET).</i>	<p>The descriptions and classification of the activities varies from phase to phase. For the purposes of this evaluation, activities are considered in six clusters:</p> <table border="1"> <tbody> <tr> <td>Training workshops</td> <td>For DRRM staff and others at the LGU level – initially adapting existing materials, and later against a national curriculum of some 25 different courses.</td> </tr> <tr> <td>Technical assistance</td> <td>Provided at a range of levels and topics, directly by WFP and through partners: nationally, and at regional, provincial, city and municipal levels. At the higher levels this is through formal partnerships; at the lower levels, mostly through WFP staff working directly with LGUs.</td> </tr> <tr> <td>Tools and equipment</td> <td>Equipment for response teams, including safety, communications, access and transportation equipment. Initially procured by the LGUs themselves and later procured directly by WFP</td> </tr> <tr> <td>Early warning systems</td> <td>Development of locally appropriate early warning systems, this aspect of the work was usually supported by university and NGO partners; technical support from Government of Philippines.</td> </tr> <tr> <td>Mitigation activities</td> <td>This activity area is a mixture of direct implementation and advocacy. It builds strongly on technical skills of Academic and NGO partners.</td> </tr> <tr> <td>Infrastructure</td> <td>Relates to the construction or rehabilitation of office space and emergency operations centres for the LGU DRRM team, and to the development of evacuation centres where these were necessary.</td> </tr> </tbody> </table>	Training workshops	For DRRM staff and others at the LGU level – initially adapting existing materials, and later against a national curriculum of some 25 different courses.	Technical assistance	Provided at a range of levels and topics, directly by WFP and through partners: nationally, and at regional, provincial, city and municipal levels. At the higher levels this is through formal partnerships; at the lower levels, mostly through WFP staff working directly with LGUs.	Tools and equipment	Equipment for response teams, including safety, communications, access and transportation equipment. Initially procured by the LGUs themselves and later procured directly by WFP	Early warning systems	Development of locally appropriate early warning systems, this aspect of the work was usually supported by university and NGO partners; technical support from Government of Philippines.	Mitigation activities	This activity area is a mixture of direct implementation and advocacy. It builds strongly on technical skills of Academic and NGO partners.	Infrastructure	Relates to the construction or rehabilitation of office space and emergency operations centres for the LGU DRRM team, and to the development of evacuation centres where these were necessary.
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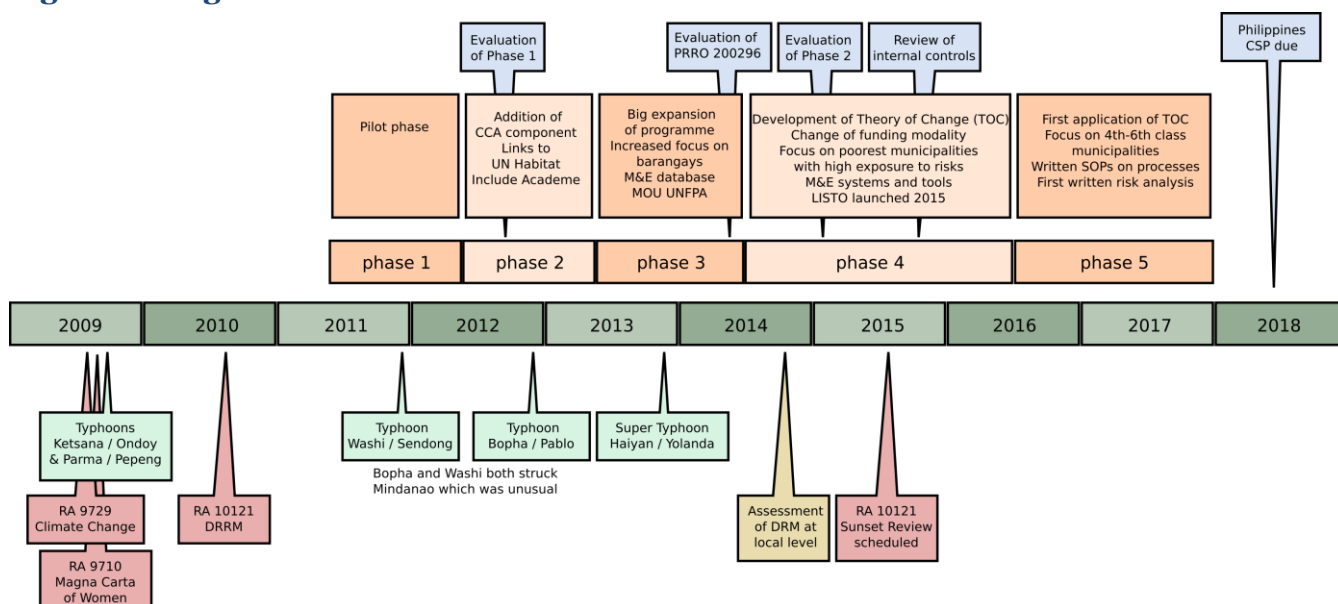
Introduction

Planned outputs, synthesised from various sources	Specific outputs have varied over time to reflect programme evolution. Phase 1 and 2 outputs focused capacity building at national level on relief, preparedness and coordination; and at local level trainings and equipment to strengthen local preparedness and mitigation measure to address risks. Driven by proposals from LGUs. Phase 3-5 outputs included attendance of trainings, contingency plans, emergency response teams, GIS capacity, logistics and warehousing capacity, disaster simulations conducted, DRRM modules developed, CCA workshops delivered, best practices documented, mitigation projects and early warning systems implemented. Driven by prescribed preparedness actions at the local level.																																										
Planned outcomes, synthesised	The technical and physical capacity of national and local government, academic institutions and NGOs to effectively prepare for and respond to disasters and climate change is strengthened. National and local government, academic institutions, NGOs and the private sector implement quick, meaningful mitigation activities.																																										
Project phases, including budget contributions US\$ millions	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th></th> <th>OFDA</th> <th>Partners</th> <th>Yum!</th> <th>DFAT</th> </tr> </thead> <tbody> <tr> <td>Phase 1</td> <td>May 2011 to May 2012</td> <td>0.75</td> <td>0.34</td> <td></td> <td></td> </tr> <tr> <td>Phase 2</td> <td>April 2012 to April 2013</td> <td>3.75</td> <td>1.40</td> <td></td> <td>1.00</td> </tr> <tr> <td>Phase 3:</td> <td>January 2013 to June 2014</td> <td>5.52</td> <td>0.08</td> <td>0.93</td> <td></td> </tr> <tr> <td>Phase 4:</td> <td>July 2014 to June 2016</td> <td>5.00</td> <td>0.85</td> <td></td> <td></td> </tr> <tr> <td>Phase 5:</td> <td>July 16 to March 2018</td> <td>5.00</td> <td>0.23</td> <td></td> <td></td> </tr> <tr> <td colspan="2">Total:</td> <td>20.02</td> <td>2.91</td> <td>0.93</td> <td>1.00</td> </tr> </tbody> </table> <p>The assistance transfer modality of the programme was one of transfers to partners against Memoranda of Agreements and Field Level Agreements. Some equipment was directly procured in the later stages. There was no food component.</p>			OFDA	Partners	Yum!	DFAT	Phase 1	May 2011 to May 2012	0.75	0.34			Phase 2	April 2012 to April 2013	3.75	1.40		1.00	Phase 3:	January 2013 to June 2014	5.52	0.08	0.93		Phase 4:	July 2014 to June 2016	5.00	0.85			Phase 5:	July 16 to March 2018	5.00	0.23			Total:		20.02	2.91	0.93	1.00
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Partners																																											
Government	Department of the Interior and Local Government (DILG) – leads on preparedness Department of Social Welfare and Development (DSWD) – leads on response Department of Science and Technology (DOST) – leads on prevention and mitigation National Economic and Development Agency (NEDA) – leads on reconstruction Office of Civil Defense (OCD) – responsible for coordination of DRRM																																										
Provinces	Batangas, Benguet, Cagayan, Compostela Valley, Davao Oriental, Iloilo, Laguna, Sorsogon, Maguindanao, Misamis Oriental – see map in Annex 2																																										
Local partners	9 cities 53 municipalities 18 NGOs 11 academic institutions – see Annex 3																																										
Review																																											
Theory	While a logical framework supported the programme for the first four phases it was incomplete in that it did not include assumptions or risks. Phase 5 was supported by a theory of change model, which included a limited risk analysis. Stakeholder and contextual analysis is not evident in project documentation																																										
Previous evaluations and reviews	Phase 1 evaluation in 2012 (focused on scaling up the pilot work) Phase 2 evaluation in 2014-15 (reported during phase 4, highlighted the need for better programme logic and revised ways of working) Evaluation of PRRO 200296 in 2014 (a linked programme in Mindanao) Review of financial controls in 2015 Component reviews of mitigation activities, training, and information, education and communication materials, in 2017.																																										

Source: Programme proposals and logical frameworks, evaluations, annual reports, theory of change, financial summaries (WFP CO)

12. Figure 1 below shows a timeline for the programme, highlighting the timing and evolution of the 5 programme phases, other key programme events such as evaluations, key events in terms of Government of Philippines legislation associated with disaster risk management and major typhoons striking the Philippines during the programme period.

Figure 1: Programme timeline



Source: evaluation team, based on a range of WFP and external sources

13. The first pilot phase of the programme took place two years after Typhoon Ketsana (locally known as Typhoon Ondoy⁴), and shortly after the passing of the Disaster Risk Reduction and Management Act of 2010, RA 10121. The pilot built on the momentum for change in DRRM thinking in the Philippines, seeking to empower and strengthen Local Government Units.

14. The second phase brought in additional partners, ahead of the third phase which saw a substantial growth in the programme. Two typhoons, Washi (Sendong) and Bopha (Pablo) left the normal cyclone track and struck the southern parts of the country in the early part of the programme raising awareness of how climatic change could influence disaster risk and response.

15. Phase 3 saw the extreme destruction of Typhoon Haiyan (Yolanda), which led to a temporary relaxation in targeting, with additional funding being made available for typhoon affected districts. An evaluation of Phase 2 – delayed for some time, but undertaken during Phase 4 – provided some opportunities for reflection and re-direction within the programme, including a re-focusing on the poorest, highest risk LGUs, and substantial changes in the ways of working including the funding modalities. The programme design in Phase 5 showed some additional elements of rigour.

16. There appears to have been an awareness from the start of the programme that the gender elements could be strengthened. A partnership was prepared with the United Nations Population Fund (UNFPA) which focused on increasing women's participation and preventing gender-based violence during disaster response. However, this element was never operationalised, and no specific work was undertaken on gender-sensitive DRRM. This aspect of the programme remained under-developed.

⁴ Typhoons in Philippines are given local names in addition to their internationally designated name; in this report these are shown in brackets after the internationally recognized name.

1.2 Context

17. The Republic of the Philippines is an island nation in Southeast Asia, situated in the western Pacific Ocean and consisting of 7,107 islands, of which around 1,000 are habitable. The terrain is steeply mountainous with narrow coastal plains, and the country has one of the longest coastlines in the world. Sitting just north of the equator, the climate is tropical and humid.

18. The country is highly vulnerable to earthquakes, floods, landslides, typhoons and volcanic eruptions.⁵ The World Risk Report of 2017 places the Philippines as having the third highest risk globally, behind Vanuatu and Tonga.⁶

19. Despite being a middle-income country with rapid growth since 2010, hunger remains high in the Philippines. Food security issues persist: for example, stunting has risen by 3.2 percentage points over two years, after having fallen slowly since the 1990s.⁷

20. Climate change is predicted to impact the Philippines in a range of ways, increasing the temperature by 0.9-2.3° by mid-21st century, with severe weather events becoming more powerful.

21. The Philippines' population was 103.3 million in 2016 and is increasing at 1.6 percent per annum. The urban population is 45.8 million, currently increasing at 1.4 percent per annum.⁸ The gender inequality index is 0.436, placing Philippines at 96th out of 159 countries.⁹

22. The Philippines is classified as a lower middle-income country and in 2015 21.6 percent of the population was below the poverty line – and improvement from 25.2 percent in 2012.¹⁰

23. The Government of Philippines has a strong policy framework in areas relevant to the evaluation, including Republic Acts 9710 (the Magna Carta for Women), 9729 (the Climate Change Act of 2009) and the DRRM Act 10121. There is a National Climate Change Action Plan and a National Disaster Risk Reduction and Management Plan. The Office of Civil Defense has an overall coordination role for DRRM, and four government departments have designated roles under RA10121:

- Department of the Interior and Local Government (DILG) leads on preparedness;
- Department of Social Welfare and Development (DSWD) leads on response;
- Department of Science and Technology (DOST) leads on prevention/mitigation;
- National Economic Development Agency (NEDA) leads on recovery/rehabilitation.

24. The response to typhoon Ketsana (Ondoy) in 2009 provided evidence that the existing structures and approach were not adequate, and provided the initial impetus for both RA10121 and the WFP programme. Both RA10121 and the WFP programme supported a shift from response planning and reactive approaches towards stronger preparedness and mitigation.

25. The LISTO¹¹ project is an advocacy project of DILG which aims to strengthen the disaster management capacity of LGUs. It was developed during the first half of the programme, and has provided a valuable framework for the programme, and describes the Government of Philippines' priorities in DRRM.

⁵ World Bank databank 2016.

⁶ World Risk Report 2017

⁷ Food Security and Nutrition in the Philippines. WFP 2017

⁸ World Bank databank 2016.

⁹ UNDP HDI data, 2015

¹⁰ World Bank databank 2015.

¹¹ LISTO is not an acronym – it is the Filipino term for preparedness, and when used in capitals like this it refers to the Government of Philippines' typhoon preparedness programme, and associated tools and guidance.

26. A 'sunset review' of RA10121 is underway, and this may lead to some changes in roles and responsibilities in the short to medium term.

27. Gender is a key theme for the Government of Philippines, and several initiatives exist to ensure that women are well properly represented within key structures of local government. RA 9710 mandates the representation of women's groups in decision-making bodies at all levels, and specifically requires 'the participation of women in the development of a gender-responsive disaster management, including preparedness, mitigation, risk reduction and adaptation'.

28. Despite the strong policy framework for gender issues generally, the specific area of gender-sensitive DRRM is not well covered in either RA 10121 or RA 9710, and operational practice is limited to efforts to mainstream participation.

29. WFP has run several PRRO operations that have overlapped with this programme in geography or operationally. Other humanitarian actors are also involved in supporting Government efforts in DRRM at LGU level, supported by various donor governments (including New Zealand, Australia, Canada and Spain), working through a range of United Nations agencies (including the United Nations Development Programme (UNDP), Unicef, UN-Habitat and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).

30. The Government of Philippines has a number of operational partners working in the DRRM field. These were listed within the inception report and replicated here as [Annex 5](#).

1.3 Evaluation Methodology and Limitations

31. Three external, independent consultants in a mixed team (two male, one female; one international, two national) undertook the evaluation, including a 24-day mission in the Philippines in October 2017. This mission included over two weeks of data collection in the field undertaken in sub-teams.

32. A key limitation for this theory-based evaluation process was the weakness of the underlying theory. The structure of the logical frameworks changes from one phase to another, but none of them are complete descriptions of the programme. Activities and outputs are frequently confused and in most cases, there is no description of the intended outcomes (the exception is the narrative to the TOC, but this was never formally used), and no outcome indicators. It was this lack of rigour and the absence of a programme baseline which led to WFP deciding not to evaluate impact as part of this process.

33. The programme documentation does not include programmatic or contextual assumptions, again presenting the ET with limitations in determining the effectiveness of the programme's ability to respond to a changing context. The weaknesses in identifying and recording programme outcomes and the absence of a baseline makes comparative attribution of WFP contributions almost impossible.

34. The programme databases (two of which had to be re-built retrospectively after staff changes) are quite different from one phase to the next, making comparison difficult. Activities and outputs are again mixed and outcome indicators are absent.

35. Programme activities are not consistent from one phase to another. Some activities were discontinued and others only began in the final phase. The choice of six activity groups for analysis through the survey was a necessary simplification. IEC materials were not included in this analysis, but have been reviewed separately.

36. The evaluation timeline is contracted compared to the WFP norms for decentralised evaluations, in order to provide a final report in time to inform the ongoing CSP process.

37. A mixed-methods approach was used to answer the evaluation questions, including both quantitative and qualitative methods. Following a comprehensive document review

and remote and in-country briefings, the main methods used for primary data collection were key informant interviews (KIIs) and an online survey. These were complemented by focus group discussions (FGDs) and direct observation.

38. The document review included a wide range of documents, including:

- Legislation, policy documents and guidance on DRRM, climate change and gender, from the Government of Philippines, WFP and other sources.
- WFP budget and finance information, including contributions and transfers to partners; agreements with United Nations partners and the associated contractual documents such as Field Level Agreements (FLAs)
- Logical frameworks and proposals from the five phases, and the Theory of Change developed during Phase 4.
- WFP’s indicators and the databases from Phases 2 to 5; monitoring systems and reports to donors.
- Previous programme evaluations and three assessments of mitigation activities, training courses and IEC materials during Phase 5.

39. Direct observation was used during the field visits in a range of ways: to assess the storage and maintenance of tools and equipment, to validate the use of buildings constructed, to gain an understanding of systems and record keeping, to observe mitigation projects, and generally to triangulate what was being heard through KII.

40. An online survey was developed to increase the breadth of data collected and to provide a source of quantitative information for the mainly qualitative evaluation questions. It is a primary data source in its own right, not simply a means of triangulation. The link to the survey was mailed to all WFP programme contacts, but there is no way of knowing how many received it: many emails bounced back and some accounts were not monitored. 56 responses were received, but it is not possible to calculate a response rate. Survey responses have been used in the text where they add specific value to the answer to an evaluation question – not all survey questions have been reported.

41. An evaluation matrix (see [Annex 4](#)) was developed which expanded the evaluation questions, associated individual sub-questions with stakeholder groups, and identified the appropriate methods for each. Interview tools and the online survey (see [Annex 6](#)) were subsequently developed in line with the evaluation matrix. The summarised quantitative results of the online survey can be found in [Annex 7](#).

42. An analytical framework was developed on the basis of the initial document review and briefing. It illustrates the various lenses through which the data collected can be considered, and provides a basis for disaggregated understanding of results.

Table 2: Dimensions of the analytical framework applied

Dimension	Elements	Considerations
Programme phase	Phase 1 (pilot) Phase 2 Phase 3 (expansion) Phase 4 Phase 5	Programme phase is closely linked to, but not synonymous with, time. For the analysis of the survey, partners were split into three groups based on their experience: ‘earlier’, ‘bridging’ and ‘later’.
Government pillars	Preparedness Response Prevention and Mitigation Rehabilitation and Recovery	The evaluation will also engage with the coordination function led by OCD

Introduction

Dimension	Elements	Considerations
Nature of partners	National government departments and associated agencies; Regional government offices. Local Government Units at provincial, city and municipal levels, and Barangay authorities NGOs Academic institutions	The government partners include at least five distinct levels, and relate to at least five major government department. Some of the project proposals make reference to the private sector as a key partner, but no evidence has been provided that demonstrates their involvement except as suppliers.
Programme geography and hazards	Three island groups Diverse settings and natural hazards Additional human threats in some areas	Comprehensive data has been collected on natural hazards affecting programme sites during and after graduation from the programme.
Programme activities	Training workshops Technical assistance Tools and equipment Early warning systems Mitigation activities Infrastructure	Project descriptions and activities have evolved over time, and this list is a compromise as a result. Additional activity areas included the production and dissemination of IEC materials, and in phase 5, exchange visits between LGUs.
Programme logic	Causal chain: Activities Outputs Outcomes	Firmly placed in a documented context, with a meaningful and realistic risk analysis; programme assumptions and inter-programme dependencies
Evaluation criteria, questions and sub-questions	Relevance Effectiveness Efficiency Sustainability	Questions are summarised in Table 4 below. Many of the evaluation questions are actually compound and include multiple areas of investigation: these are broken out within the evaluation matrix in Annex 4 .
Cross-cutting considerations	Gender	Gender is a key aspect of DRR which the programme documentation recognises, although implementation approaches are less evident.

43. A programme timeline was developed and discussed with key stakeholders during the briefing of the evaluation team, which helped the ET to understand the programme context and identify some inconsistencies in the documentation.

44. Key stakeholders were identified and interviewed, including

- WFP staff and management,
- Government partner agencies at national, regional and provincial level
- LGUs within the programme and several outside it
- NGOs and academic partners
- Programme beneficiaries at community and barangay level

45. Visits to target communities included a small number of FGDs, which were managed in a gender-sensitive manner with groups of women interviewed separately.

46. Particular attention was paid to gender aspects of the programme in all interviews, with a deliberate attempt on the part of the ET to explore awareness of gender-sensitive DRRM practice. This was consistently undertaken, with partners at all levels.

47. No additional resources were deemed to be necessary to make this a gender equality and women's empowerment-responsive evaluation, since the direct beneficiaries of the programme are institutions not people, and all members of the ET already had substantial gender experience.

48. The selection of project sites to be visited was done in consultation with CO programme and monitoring and evaluation staff. While the primary focus was getting the right mix of characteristics for evaluation, geographical and logistical considerations also applied. The following characteristics were considered while making the selection:

- Project locations from the early part of the programme, and from other phases, including some ‘live’ projects and some which have graduated from the programme;
- Programme partners at all levels: regions, provinces, municipalities and cities, with the chance to visit a range of barangays;¹²
- Project sites that have exposure to different hazards by virtue of their geography, including some that have been exposed to a shock since the programme was established, in order to gain some understanding of programme results;
- Locations that have not benefitted from WFP’s assistance, but are otherwise broadly equivalent;
- Both urban and rural locations, including areas where mitigation projects have been completed and meaningful engagement can be undertaken with community members and representatives.

Table 3: Location of field visits and partners met

Island Group	Government Agencies/ Local Government	NGO Partners and Academic Institutions	Community
Luzon	Office of Civil Defense – Region IV Office of Civil Defense – Cordillera Administrative Region Provinces of Sorsogon and Cagayan Cities of Sorsogon and Baguio Municipalities of Irosin, Pila, Sta Maria and Tublay	Bicol University Green Valley Development Programme Coastal Core UP Baguio Jaime V. Ongpin Foundation People’s Initiative for Learning and Community Development Baguio State University University of the Philippines Baguio	Small –scale mitigation project site in the Municipalities of Irosin and Tublay
Visayas	Office of Civil Defense – Region 6 Municipalities of San Joaquin and New Lucena	Iloilo Caucus of Development NGOs Process Panay Foundation	
Mindanao	Provincial Government of Compostela Valley Province of Davao Oriental Municipalities of Monkayo, Montevista, New Bataan, Cateel and Baganga		
Metro Manila	DILG – Local Government Academy DOST – PAGASA DSWD	Philippines Support Services Agencies Philippine Legislators’ Committee on Development Good Neighbors Society for the conservation of Philippine Wetlands Philippine Business for Social Progress	

49. Within each project site efforts were made to meet with technical staff responsible for DRRM and with a knowledge of the programme, as well as senior officials including

¹² A barangay is the smallest administrative division in the Philippines and is the native Filipino term for a village, district or ward

mayors wherever possible. Typically, several interviews would be conducted in each location. The gender of interviewees was recorded, but key informants were selected in a purposive manner on the basis of their role, knowledge and experience.

50. Table 4 below sets out the full range of evaluation questions and provides a summary of the analysis of stakeholders and methodologies applied. It does not show the breakdown into sub-questions, nor the detail of which methods apply to which stakeholders – that can be found in the evaluation matrix in [Annex 4](#).

Table 4: Summary of the evaluation questions, stakeholders and evaluation methods

	Stakeholders				Methods				
	Government	WFP / UN	NGOs and Academe	Community	Document Review	Key informant interviews	Focus groups	Survey	Observation
Relevance									
A1. To what extent are the supported DPR/CCA activities in line with the needs of targeted government agencies, local government units and the ultimate beneficiaries (men and women, boys and girls)?	X	X	X	X	X	X	X	X	X
A2. To what extent are the DPR/CCA activities aligned with WFP, partner UN agency, donor and government policies and priorities?	X	X			X	X		X	
A3. To what extent did the interventions address needs/gaps of the government partners and the communities?	X		X	X	X	X	X	X	X
Relevance (continued)									
A4. To what extent is gender incorporated in the DPR/CCA plans, structures, process of the government partners?	X	X	X	X	X	X	X	X	X
A5. How were the findings/recommendations of the previous evaluations implemented and how did they change the succeeding project implementation?	X	X	X	X	X	X			
A6. What were the assumptions and how are they created? How realistic were the assumptions and strategies used for planning?	X	X	X		X	X			
Effectiveness									
B1. To what extent were the output and outcomes of the intervention achieved /are likely to be achieved?	X	X	X	X	X	X	X		X
B2. Which of the interventions, trainings and capacity building were most effective and how was it used?	X	X	X	X	X	X	X	X	
B3. What were the major factors influencing the achievement or non-achievement of the outcomes / objectives of the intervention? And what can be improved?	X	X	X		X	X		X	X
B4. What were the unintended positive / negative results?	X	X	X	X	X	X	X	X	X
Efficiency									
C1. To what degree is WFP's engagement with LGUs, NGOs and academic partners effective and appropriate?	X	X	X			X			X
C2. Which among the funding modalities worked well in implementing the project and which is the most cost-efficient?	X	X	X		X	X			
C3. What the major factors that affected the execution of activities in a timely manner?	X	X	X			X		X	X

	Stakeholders				Methods				
	Government	WFP / UN	NGOs and Academe	Community	Document Review	Key informant interviews	Focus groups	Survey	Observation
Sustainability									
D1. What is the likelihood that the benefits of the DPR/CCA activities will continue after WFP's work ceases?	X	X	X	X		X		X	X
D2. To what extent does the government partner appreciate the relevance and results WFP's support for them to sustain it or continue support after WFP assistance?	X					X		X	X
D3. How DPR/CCA activities could be improved to increase or sustain intended results and what are the sustainability mechanism that can be put in place?	X	X	X			X		X	X

51. The three ET members undertook the preliminary field visits together, to test and fine-tune the data collection tools and to ensure a consistent approach. The subsequent field visits were undertaken separately, with the team leader joining each team in turn. Daily debrief calls ensured that issues were identified and learning shared. The fieldwork schedule can be found as [Annex 8](#). No translators were required: interviews took place in English, *Tagalog* and *Bisaya*.

52. An online survey was developed and widely circulated to programme partners; 56 responses were received. The data was cleaned and the responses were allocated to four stakeholder groups: 'LGUs', 'other government', 'academe' and 'NGOs'. Responses were also separated into three timescale groups: 'earlier', 'bridging' and 'later', in order to explore different experiences of the programme in different phases.

53. Through the use of Likert scales and ranking exercises, this tool provided some quantitative data to be collected to complement the qualitative interview processes and strengthened triangulation. Data collected through KIIs was found to be very strongly in agreement with data collected through the survey.

54. Table 5 below shows the total number of people consulted during the data collection phase of the evaluation. There will be some overlap between the two categories.

Table 5: Numbers of people consulted during the evaluation data collection

Stakeholders	Number of Respondents	
	Face to face	Online survey
Government Agencies	15	8
Local Government Units	29	38
Non-Government Organisations	32	5
Academic Institutions	5	5
Communities	23	-
World Food Programme and Donor	15	-
	119	56

Source: evaluation team

55. At the end of the data collection process the ET held a debriefing with the WFP CO team, with the production of an Aide-Memoire (PowerPoint presentation), followed by a full-day debriefing workshop with a representative group of 30 stakeholders, including Government agencies, LGUs, NGOs and academe. At the start, the preliminary findings were presented, and this was followed by a participatory workshop approach to jointly map out the way forwards. The recommendations presented in this report are largely drawn from this process.

56. The validity and reliability of the evaluation results is demonstrated through the high levels of concurrence between the views of different stakeholder groups in different areas over different programme phases; further validated by ET observation and document review. In some areas conflicting results arise: these are highlighted in the text.

57. No ethical considerations arose during the evaluation process. Interviewees, focus group participants and survey respondents were assured that their responses would be unattributed and confidential, and that the purpose of the data collection was to improve future activities and (where appropriate) to ensure beneficiaries' engagement. The team did not interview children in the course of the field work. United Nations Evaluation Group ethical guidelines were observed. The evaluation report deals carefully with direct quotations and open survey questions. These are rarely quoted directly, and only in cases where they cannot be attributed to a particular agency, location or individual.

58. The primary constraint facing the evaluation process planning was logistical: security restrictions preventing travel after dark and much working time was spent travelling mostly by road, in privately hired vehicles, and by air. No security or weather-related issues impacted upon the team's ability to travel or access planned field locations.

59. The inception report raised the concern that the selection of field visits sites (undertaken ahead of much of the document review as a result of an accelerated timeline compared to DEQAS norms) might prove to be unrepresentative or inadequate. There is no evidence that this was the case.

60. The online survey achieved its aims of widening the reach of the ET as a data source in its own right, producing quantitative data and triangulating the field findings. This mitigated the logistical challenges to a large degree.

2 Evaluation Findings

61. The programme took place over an extended period of almost seven years, during which the context, the activities and the way of working all evolved. The evaluation findings should be considered within the framework of this evolution process. A simplified description of this evolution follows as Table 6, separating the earlier phases of the programme from the more recent. There is no clear watershed moment between the two, and different aspects evolved at different rates.

Table 6: Comparison of earlier and later programme phases - overview

Earlier programme phases	More recent phases
<p>Although RA10121 is already passed, the roles and responsibilities of national government agencies are still evolving, and guidance material is largely absent.</p> <p>WFP’s interventions can be considered a pilot.</p> <p>WFP works directly with LGUs and partners, using materials drawn from a range of sources, adapted to the local context.</p> <p>The nature of the relationship between WFP and its partners is flexible and builds on partners’ specialist knowledge.</p>	<p>The roles and responsibilities of national actors are clearly defined, and standard guidance and training materials are available.</p> <p>WFP is supporting a national roll-out.</p> <p>WFP works in support of government to deliver a standard set of training and support to LGUs.</p> <p>WFP works in a very structured and uniform manner with its partners, who deliver standardised training and services.</p>

Source: KIIs with WFP and government respondents

62. In broad terms, the programme was successful (despite the weakness of outcome statements to measure this), and produced positive outcomes across a range of different LGUs. However, challenges with the programme approach and systems developed over time, and these created substantial issues for both programme partners and to a lesser degree for WFP. These are outlined at the appropriate point in the findings below, and Table 6 above is updated later in the text to reflect these (see Table 12).

63. The evaluation findings and the evidence to substantiate them are presented below. They are structured as a response to each evaluation question in turn, organised under the evaluation criteria headings.

2.1 Evaluation questions relating to the relevance of the programme

Evaluation Question A1. *To what extent are the supported DPR/CCA activities in line with the needs of targeted government agencies, local government units and the ultimate beneficiaries (men and women, boys and girls)?*

64. The three groups of beneficiaries identified within this question are distinct. The needs of the national level agencies were identified in Phase 1, but since this time they have been seen more as a programme resource than a recipient.

65. Community level needs are identified locally, but the data is not held at the level of the CO and was not available to the ET. Interviews at the field level demonstrated that the programme has not made efforts to understand gender-disaggregated risk and needs of community members – as implied by the question. See evaluation question A4 for additional discussion of this aspect.

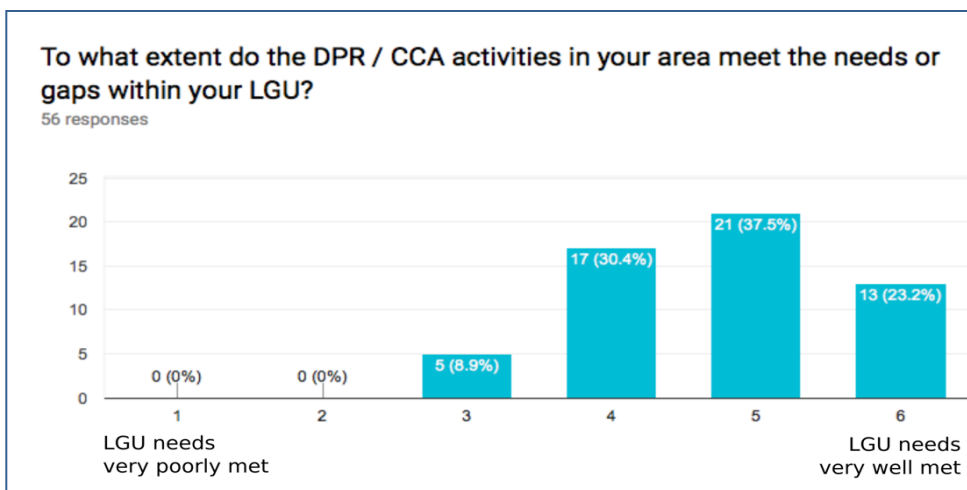
66. The needs at LGU level were originally assessed in 2011 through a capacity needs assessment, commissioned by WFP from the Earthquakes and Megacities Initiative.¹³ More recently these have been measured against national expectations and standards for DRRM (for example, against the LISTO checklists). At the LGU level, typical needs included buildings, office space and vehicles; professional staff, tools and equipment; technical know-how and trained responders; communications equipment; a documentation on capacities, resources and vulnerabilities at barangay level; effective plans for evacuation and response; risk reduction and mitigation projects and early warning capacity. Each of these needs was directly addressed by the programme design.

67. With the exception of the period immediately after typhoon Haiyan (Yolanda) in 2013 (during which targeting was relaxed to allow a focus on typhoon affected areas), the programme specifically targeted poorer municipalities, where the gaps were determined to be larger.

68. There is strong concurrence between the evidence drawn from various sources: key informants at all levels, mayors and DRRM officers, NGO staff and academe. All groups agreed that the programme met the needs of all three categories. Levels of satisfaction are high, and the questions within the survey were answered in a strongly positive manner. Three community-level focus groups undertaken by the ET also support this analysis.

69. For the national level, especially for the later stages of the programme, there is a substantial overlap between perceptions of need and the stated government policy, considered in the next evaluation question, A2. Figure 2 below shows the responses to the survey question exploring the degree to which needs are met at the LGU level:

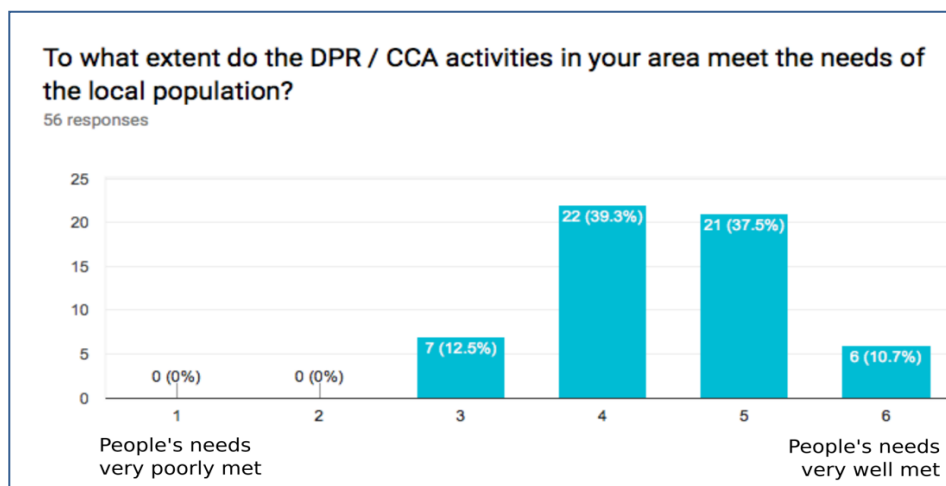
Figure 2: How well programme activities met the needs and gaps at LGU level



Source: online survey

70. Figure 3 below shows the corresponding question for community level needs. While this is still a very positive response, comparison of Figure 2 and Figure 3 highlights a noticeable difference in the degree to which needs were seen to be met for the LGU and community level responses, with the LGU scoring more highly. This is perhaps understandable: the LGU is the primary beneficiary of the programme: the communities only benefit directly from mitigation activities from successful responses to typhoons and flooding once capacity has been built. In addition, the term ‘community needs’ may have been understood in terms much wider than disaster risk management.

¹³ <http://emi-megacities.org>

Figure 3: How well programme activities met the needs at community level

Source: online survey

71. Disaggregating the survey responses to separate LGUs into three categories ('early', 'bridging' and 'late') did not generate a significant difference in the results: needs were reported to have been met equally across the three periods.

72. Disaggregation according to the group of respondent, however, did generate a distinction, as illustrated in Table 6 below. Allocating responses to the four groups used during data cleaning, Government officials above the LGU level appear more positive about the programme relevance than those closer to the field (scores out of a maximum of six)

Table 7: Disaggregated survey results for different stakeholder groups

Respondent group	No. of responses	Average score (LGU question)	Average score (community question)
Other government	8	4.88	4.75
LGU	37	4.84	4.49
NGOs	5	4.20	4.20
Academe	5	4.20	3.80

Source: online survey

Key findings and conclusions – evaluation question A1

The programme activities are consistently seen as highly relevant by a range of stakeholders. The activities directly addressed the needs identified at national and local government levels.

The reported degree of relevance is higher for the LGU needs, and lower (but still positive) for community needs.

Higher level government respondents see the programme as more relevant than those closer to field implementation.

Therefore, the programme can be considered to be relevant to the needs and the context.

Evaluation Question A2: *To what extent are the DRR / CCA activities aligned with WFP, partner United Nations agency, donor and government policies and priorities?*

73. The programme approach and activities are well aligned with a number of relevant WFP policies, including:

- WFP’s Policy on Humanitarian Principles, specifically with the extension of the programme to the conflict affected southern parts of the country, where WFP also provides food assistance. The DRRM work was complementary to the relief efforts in this case.
- WFP’s Policy on Disaster Risk Reduction and Management.
- WFP’s Climate Change policy.

74. The programme approach and activities are less well aligned with the following:

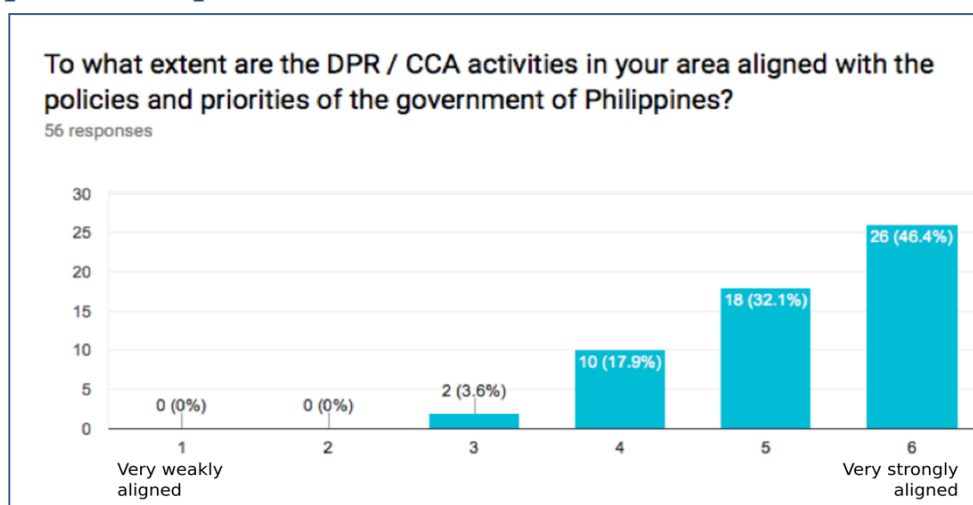
- WFP’s Gender Policy: explored in detail below under evaluation question A4.
- WFP’s Policy on Country and Regional Capacities – the issues of concern are explored within evaluation question B3, and questions C1-C3.

75. Considering the alignment with partner United Nations agencies, the programme attempted to build a partnership in 2013 with UNFPA, to bring in additional expertise in gender mainstreaming: an area in which WFP wanted to access additional technical support. However, the partnership failed to materialise despite an agreed concept note and a signed Contribution Agreement. In Phase 2, WFP formed a partnership with UN Habitat, which strengthened the CCA element and introduced the programme to larger urban contexts. There are no other United Nations partners within the programme. WFP took part in the United Nations Development Assistance Framework process 2012-2018, which includes resilience towards disasters and climate change as its Outcome Area 4.

76. OFDA is a humanitarian donor with strict one-year funding cycles. The objectives and activities of the programme are well aligned with OFDA’s policy and direction in the Philippines, and the programme was in some part prompted by the lack of preparedness made evident by the response to major typhoons in 2009. Issues have arisen related to the funding cycles: these are discussed under effectiveness.

77. The document review highlighted that coherence with Government DRRM policies is very high, both in early phases and later. Equally, the programme is well aligned with the Government’s Climate Change Act (RA 9729) and fairly well aligned with the Magna Carta for Women (RA 9710). Figure 4 below illustrates that over three quarters (78 percent) of survey respondents agreed that the programme activities were strongly or very strongly aligned with official policy and priorities.

Figure 4: Extent to which programme activities were aligned with Government policies and priorities



Source: online survey

Key findings and conclusions – evaluation question A2

Various sources concur that the programme is generally well aligned with the policies and priorities of all listed stakeholder groups.

In terms of WFP policy, alignment with DRM policy is strong; alignment with policy on gender and capacity building is less strong.

Evaluation Question A3: To what extent did the interventions address needs/gaps of the government partners and the communities?

78. The LISTO project sets out clear expectations for DRRM which municipalities are expected to achieve. There is a designated budget (five percent of the Internal Revenue Allotment is set aside as a DRRM Fund) and funds from other budget lines may also be appropriately spent in this area.

79. An annual DRRM scoring exercise takes place, as one component of the Seal of Good Local Governance (SGLG) process, and municipalities which pass gain formal recognition. At the current time, the only data formally available to programme managers is the annual pass/fail. Informally, WFP has access to the scores for municipalities where it has an ongoing relationship – but not for others. This means that the scoring cannot be used for comparative analysis, and it is not possible to attribute positive outcomes directly to WFP's inputs, or undertake a contribution analysis despite positive anecdotal feedback through KIIs and high satisfaction ratings. If WFP could gain access to a small amount of additional information, however, this would be possible.

80. Municipalities do not have the resources to meet all the expectations of the LISTO project immediately. For the poorer municipalities (Classes 5 and 6) it would take many years. The left side of Table 8 below shows the approximate costs of a 'typical' implementation of LISTO. The right side shows the annual DRRM fund of the different municipality classes, and suggests the number of years it would take to achieve the target expenditure of PHP 14 million (approximately US\$275,000). The costs of early warning projects and mitigation schemes can be much higher than shown – the table shows quite modest projects.

Table 8: Typical LISTO costs and timelines for meeting the LISTO requirements

Component	PHP million	Class of municipality	DRR fund PHP million	Years to meet target
Training package	2.5	Class 1	3.0	5
Equipment	1.5	Class 2	2.5	6
Emergency Ops Centre	3.0	Class 3	2.0	7
Evacuation centre	4.0	Class 4	1.5	10
Early warning	1.0	Class 5	1.0	14
Mitigation projects	2.0	Class 6	0.5	28
Cost to implement LISTO:	14.0			

Sources: KII, review of budgets, DILG website. Figures validated by participants in the debriefing workshop. DILG website shows a range for each class of municipality, the table shows the midpoint of the range.

81. The tables above illustrate that while the LISTO expectations can be met within a reasonable timeframe for the wealthier municipalities, Class 5 and Class 6 municipalities have little chance of being able to meet expectations without external assistance, especially since this estimate does not include replacement costs or refresher training. In turn, this illustrates the value of WFP's contributions at the LGU level, which typically average around US\$100,000 per LGU over several years, in direct payments to the LGU, through procurement on their behalf and through services contracted by WFP and delivered to LGUs through NGOs and universities.

82. Given better access to the SGLG data, it would be possible to make more detailed analyses, including a comparative analysis with similar municipalities which did not receive assistance. This, combined with a more thorough financial breakdown building on the outline in Table 8, and a structured approach to after-action reviews, would allow a meaningful approximation of WFP's contribution to capacity building.

83. In terms of meeting DRRM needs of communities, the data available is inconclusive. WFP does not hold data centrally on community needs so it's not possible to confirm that they have been met: the ET only carried out three focus group discussions with community members. Key informants with direct engagement with communities reported that needs had been met. No contrary information was received, so overall, it seems likely that community needs have been met: however, the ET cannot state this with confidence.

Key findings and conclusions – evaluation question A3

The financial situation of poorer municipalities means that there are inevitably gaps against the expectations set in the LISTO project.

The contribution of WFP means that these gaps can be addressed, and that there is particular value in targeting poorer municipalities – a criteria which was waived for some typhoon-affected LGUs in Phase 3, but which was re-asserted in Phase 4.

The positive results of the annual Seal of Good Local Governance exercise in municipalities supported by WFP imply that WFP has contributed to addressing these gaps.

It is likely that community needs have been met.

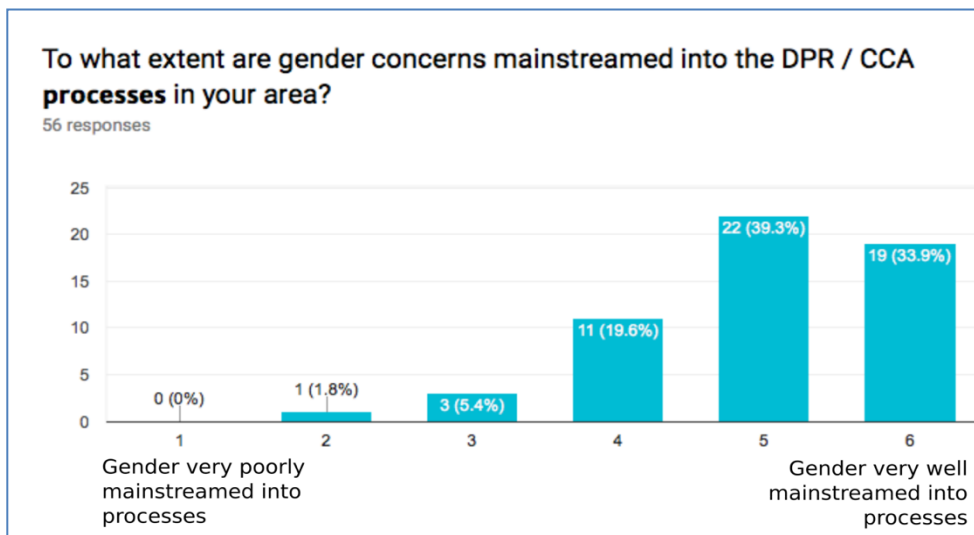
For the majority of the programme where poorer LGUs were targeted, the level of WFP inputs suggest that WFP would have made a substantial contribution to strengthened capacity.

Evaluation Question A4: *To what extent is gender incorporated in the DPR/CCA plans, structures, process of the government partners?*

84. LGUs and other programme partners routinely collect sex-disaggregated data for the participants of training courses organised under the programme. The Local Disaster Risk Reduction and Management Council (LDRRMC) is mandated to consider gender balance, and typically includes a wide range of stakeholders, including the head of the women’s community-based organisations. At the barangay level, DRRM plans include lists of all the men, women, children, and often include details on age and disability.

85. Respondents to the online survey consistently rated the programme very strongly in this area. The answers to the three gender questions in the survey were effectively identical. Figure 5 below illustrates that almost three quarters (73 percent) of survey respondents believed that gender was well or very well mainstreamed.

Figure 5: Mainstreaming gender into DRM processes



Source: online survey

86. Despite this positive perception, the ET found no evidence of an understanding at any level of how gender roles can increase or decrease people’s exposure to hazards, or how social and economic gender characteristics change during the period after a disaster, or the idea that there could be associated protection concerns. Likewise, for sudden onset shocks like earthquakes, the ET found no evidence of an understanding of how the different roles and daily schedules of men, women, children and the elderly can alter their exposure. This despite some valuable work on gendered impact of disasters undertaken by Oxfam¹⁴ and championed by UNOCHA after typhoon Haiyan (Yolanda). Therefore, the ET disagrees with the idea that gender is well mainstreamed into the programme.

87. WFP was clearly aware of the gender weaknesses within the programme from an early stage, but did not take sufficient action to address them. WFP’s approach to gender mainstreaming appears to be typical for the context, but does not reflect best practice.

88. Similarly, no tools were found that could demonstrate (or refute) that a focus on gender balance and women’s inclusion actually led to increased participation,

¹⁴ https://issuu.com/oxfamsapilipinas/docs/typhoon_haiyan_gender_snapshot_oxfa.

Other useful texts include ITDG’s Gender Dimensions in Disaster Management, ITDG, 2003;

empowerment and improved gender-sensitive decision making. This is an area in which evidence would be valuable.

89. WFP signed a partnership agreement with UNFPA in 2013 to focus on gender mainstreaming. The emphasis was on raising awareness of the policy framework, developing gender sensitive indicators, and a focus on reproductive and sexual health. The agreement was never operationalised. The two main focus areas were intended to be on disaggregated data collection and gender based violence. The aspect of gender sensitive DRRM was never included. It appears that this aspect was never prioritised, despite the expectation in RA 9710 that disaster management would be ‘gender-responsive’.

90. The exception to this was in planning for evacuation. Evacuation centres and associated planning routinely take measures to ensure dignity for all evacuees, and considered gender based violence and protection issues.

Key findings and conclusions – evaluation question A4

WFP and partners have achieved a basic level of gender mainstreaming in their DPR/CCA programme, focusing on working towards gender balance and the collection of sex disaggregated data, in some DRR plans, and for training courses.

It is not clear to what degree real participation can be inferred from the inclusion of women on key committees.

With the exception of some basic safeguards associated with evacuation, there is no evidence of gender analysis, or of an understanding of the gendered impact of disasters and subsequent coping strategies, and consequently opportunities for good practice have been missed.

Evaluation Question A5: *How were the findings / recommendations of the previous evaluations implemented and how did it change the succeeding project implementation?*

91. The CO maintains a register of previous evaluation findings, and the associated management responses where applicable, although the structure of the register provided did not allow the ET to follow progress over time: action on some items may have stalled. Substantive evaluation processes were undertaken after Phase 1 in 2012, and after Phase 2 – although this work was delayed and the evaluation took place during Phase 4. The report carries an incorrect date (it states January 2014, but it was actually completed in 2015).

92. The evaluation of the pilot in 2012 was focused at the project level and most of the recommendations are no longer relevant. They are not included in the register of recommendations and their adoption cannot easily be tracked. However, the final two recommendations relate to effective communication and coordination, and to allowing sufficient time for project implementation, with a specific reference to the one-year funding cycle. These recommendations still resonate.

93. All the recommendations from 2015 evaluation have been accepted and adopted, although the adoption appears quite literal and in some cases at least, the intention of the recommendation has not been observed. Table 9 below sets out the seven recommendations¹⁵ of the 2015 evaluation. R1 to R4 were described as for implementation within six months, and R5 to R7 for implementation within a year. The limited and literal application of the recommendations has had little impact on the programme, and many of these recommendations would still be appropriate at the current time.

¹⁵ The ‘short form’ recommendation has been used in this table, drawn from the executive summary of the evaluation report.

Table 9: Recommendations of the most recent programme evaluations

Recommendation	Response	Discussion and current findings
<p>R1: Invest in WFP programme capacity: WFP needs to increase the number of staff, update terms of reference, and provide training to manage the programme. WFP should reorganise formal lines of communication and improve support functions</p>	<p>Staffing numbers were reviewed but action is unclear. Additional meetings were scheduled. A draft document to make better use of M&E findings was developed, but has not been shared with the evaluation team. Stakeholder meetings took place, but were largely used for reporting and to brief partners on changes to financial systems.</p>	<p>There is strong evidence that WFP continues to be slow to agree and sign Memoranda of Agreement, and struggled to process financial requests submitted by partners in a timely manner.</p> <p>The critical role of the Monitoring Assistants (MAs) is reported to have become less hands-on and more remote.</p> <p>The stakeholder meeting appears to have been used to inform partners rather than consult with them.</p>
<p>R2: Develop a Theory of Change and implementation strategy: A theory of change describes hypotheses about solutions and outcomes needed to effect change, partners and stakeholders and assumptions about pathways from inputs to outputs and outcomes to impacts.</p>	<p>The WFP team developed a Theory of Change (TOC), but with no implementation strategy beyond an outline in the recommendations register. This includes a plan to validate the TOC through the stakeholder meeting and to conduct a regional level assessment and review. No supporting documentation for these processes has been seen.</p>	<p>The TOC appears to exist in isolation. It is a solid piece of work, but suggests – for example – that work on institutionalising DRR at LGU level must be supported by parallel work on resilience at community and household level. Some such work exists – but in different locations, under different programmes.</p> <p>There is no evidence of advocacy or coordination with other agencies to fill these gaps.</p>
<p>R3: Organize a partner event to review operational challenges and opportunities: Participants should include current and anticipated grant holders, national government and funders. Lessons learned and decisions made should be shared with partners.</p>	<p>Progress is hard to determine from the register of recommendations</p>	<p>If this had taken place – or if it had been managed in an open or participatory manner, with participation at the right level within WFP – this would have solved many of the problems which persist and are discussed under EQ B3 and B4</p>
<p>R4: Develop program coherency within targeted provinces: WFP should focus on consolidating efforts and ensure program goals are met at all levels in current project areas.</p>	<p>The LISTO project checklists had been developed by the time this recommendation was made, and formed the main basis for its successful adoption.</p>	<p>Generally, this has been achieved. Clear graduation criteria have been developed but not consistently applied (see EQ C1).</p>

Findings

Recommendation	Response	Discussion and current findings
<p>R5: Revamp M&E and KML¹⁶ systems: M&E framework should be developed with the causal design process. Projects with learning objectives need metrics to track KML progress.</p>	<p>WFP developed an improved M&E system and upgraded logframe for phase 5, but this was not included in the donor proposal as it was not a requirement.</p>	<p>This recommendation may have led to the short-lived series of ‘good practice’ publications in 2015, which report standard programme activities but no innovation.</p> <p>There is no evidence of improved metrics, either in terms of institutional capacity, or the knowledge or practice of individuals following training.</p>
<p>R6: Harvest and consolidate technical and process learning for accountability and scale: WFP and/or qualified partners need to develop quality standards, identify usable materials, and reproduce and distribute selected materials in local languages to national level partners.</p>	<p>WFP has undertaken a series of technical assessments of aspects of the programme, and a series of reviews of training materials have resulted in comments being passed to OCD.</p>	<p>The quality of these assessments is variable but generally they are weak. However, there are still opportunities to use the findings to improve subsequent DRRM programming.</p> <p>The exchange visits of Q2 and Q3 2017 are likely to have provided phase 5 partners with learning opportunities.</p>
<p>R7: Develop an advocacy strategy for national level stakeholders: WFP should develop and maintain a comprehensive advocacy strategy and improve collaboration with partners to identify leverage points for national level changes in policy and funding.</p>	<p>According to the register, WFP outsourced this work to an external consulting company. No evidence of progress has been received.</p>	<p>The evaluation team has noted a gradual shift in WFP’s engagement with central government partners, away from the higher level strategic grades, and in favour of the technical departments such as the Local Government Academy and PAGASA.</p>

Source: WFP and key informants

94. In addition to these formal evaluations, in 2015 a review of internal controls took place, which made a number of suggestions about WFPs financial procedures. This is described in more detail below under evaluation question C1.

95. None of the evaluations and reviews described made any recommendations regarding gender analysis, mainstreaming, or gender-responsive DRRM.

Key findings and conclusions – evaluation question A5

WFP maintains a register of recommendations and associated actions, but the actions are undated and it is not possible to ascertain the degree to which the intention of the recommendations has been observed.

The incomplete application of these recommendations has had little impact on programme implementation.

From the time of the previous evaluation, the biggest gaps remain in the partnership model, the application of the Theory of Change, and the absence of tools to monitor or track capacity improvements amongst project partners.

¹⁶ This acronym is understood to stand for Knowledge Management and Learning – it is not explained in the report.

Evaluation Question A6: *What were the assumptions and how are they created? How realistic were the assumptions and strategies used for planning?*

96. None of the programme proposals contained a detailed context and stakeholder analysis, and none contained formal statements of assumptions underlying the programme. No general context analysis document is maintained by the CO, although several component documents were made available (such as briefing notes on Government department partners). The Phase 5 proposal does include a basic risk analysis – and risks and assumptions are closely linked.

97. The process by which statements of risk were generated is unclear, and no supporting documentation was made available on request. The risks identified within the Phase 5 proposal are:

- Political change at the LGU level
- Environmental and disaster impact on programme activities
- Staff departures in the final phase (presumably WFP staff)
- Stakeholders overloaded and not having sufficient capacity
- Contracted training partners have weak capacity and fail to deliver
- Equipment procured is of poor quality
- Limited availability of trainers
- The TOC is not properly rolled out or realised
- Non-availability of counterpart funding

98. Political change is of course inevitable within many of the LGUs during the programme implementation period. This can result in staff changes, loss of momentum or change of priorities, and even the cancelling of projects seen as being associated with the previous administration. No mitigation strategy has been documented, although a timely field visit by the WFP's Country Director (CD) would probably be sufficient to offset most negative implications. It was reported that a mapping of turnovers took place, and this led to courtesy calls and executive orientations. No documentation was provided, so the frequency of these events is unknown.

99. WFP staff departures have been a problem for the final phase implementation – as they have been in other phases. These are difficult to mitigate within standard human resources procedures, since the most effective way to offset them is to provide additional benefits to staff willing to stay the distance: additional training, support to job hunting and financial bonuses are often used.

100. There is no evidence that stakeholders or training providers lacked the capacity to deliver the programme activities effectively. In recent phases in particular, partners received a financial orientation: however, some partners and contractors still struggled to meet WFP's rigorous standards for financial compliance.

101. Trainers were in short supply for some courses, most noticeably for the Incident Command System training, for which licences are issued by OCD, but also for a number of other courses. There is no evidence that WFP took action to offset this shortfall.

102. Some aspects of the Theory of Change were not practically applied to programme implementation, as noted in Table 9 above. As noted in the limitations, this meant that its use in the evaluation was severely limited. However, the TOC appears to be a robust document and could be valuable as the basis for future programming.

103. The risk analysis is incomplete. A number of risks should have been evident to programme planners but were not documented: many of these are identified as challenges within the previous evaluation. Actual undocumented risks included:

- The impact of an increased administrative load on partners caused by multiple small tranches of funds within a short timeframe, and the increased levels of financial controls and scrutiny placed on partners.
- The impact of an increased administrative load on WFP, for the same reasons.
- Financial, legal, and reputational risks to partner organisations, including NGOs, LGUs¹⁷ and academe, associated with inter-fund borrowing and commercial or informal borrowing; associated risks to partner staff.
- Reputational risk to WFP for poor performance.
- The power dynamics between WFP and local partners creating a situation in which it is difficult for partners to communicate and have their voice heard.
- The absence of the programme Steering Committee, which is describe in early documentation but fell away in the later phases, removed a valuable mechanism for setting direction and for enhanced coordination and two-way influence between the major stakeholders, especially as Government roles and responsibilities evolved throughout the programme duration.
- The risk that a major disaster could influence targeting criteria, distracting the programme from its core business of targeting less well-resourced LGUs.
- The unrealistic timeframe for new partners in Phase 5: it anticipates developmental outcomes from an implementation period of considerably less than a year.
- Mechanisms for learning and disseminating lessons and good practice may be inadequate.

104. Each of the above-mentioned risks was realised during the latter part of the programme implementation and many were discussed during KIIs and the debriefing workshop. In most if not all cases mitigation strategies were available, had the risk been recognised in advance.

Key findings and conclusions – evaluation question A6

There are no formal assumptions in any of the programme documents, and the underlying context and stakeholder analysis is weak.

The last phase of the programme includes a limited risk analysis, but few of the risks identified have associated mitigation strategies

The substantial list of risks that were not identified, which became programme constraints, implies that the overall risk analysis was inadequate and unrealistic.

The WFP CO does not maintain a context analysis document, beyond some profiles of key Government partners.

As a result of these gaps in basic programme design methodology, the foundation of the programme was undermined.

¹⁷ Direct transfers to LGUs did not take place in Phase 5.

2.2 Evaluation questions relating to the effectiveness of the programme

Evaluation Question B1: *To what extent were the output and outcomes of the intervention achieved / are likely to be achieved?*

105. The monitoring tools employed by the programme often confuse activities with outputs, and outputs with outcomes. As a result, while activity monitoring is generally fine, output monitoring is only adequate and outcome monitoring is weak, and specifically there is no gender-disaggregated outcome data available. The ET were able to explore this area through KIIs and the survey. However, since intended outcomes are poorly defined in the programme documentation, the evidence at outcome level is considered to be inconclusive.

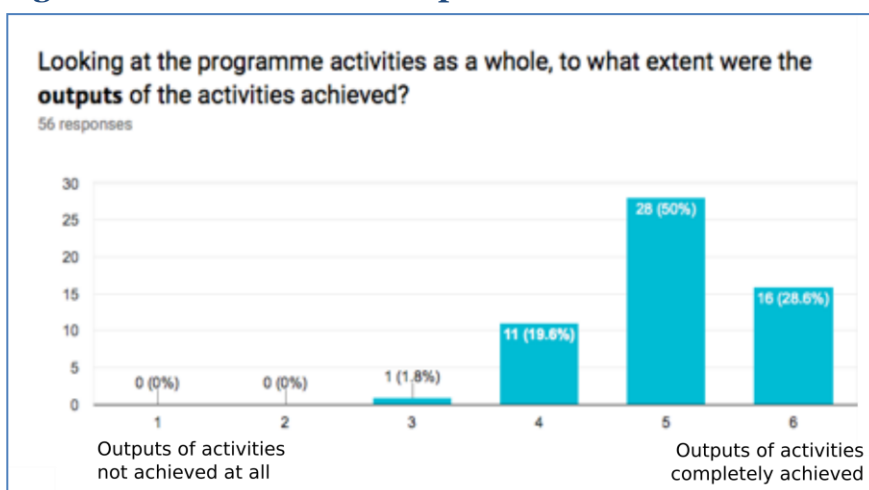
106. Key informant interviewees at all levels, and from all groups of stakeholders, were consistently of the opinion that the programme logic was strong, and that the programme activities led to the planned outcomes, and as a result that LGUs and barangays have stronger capacity to respond to disasters. Considering the available data from all sources, the ET supports this perspective.

107. Examples were sought and provided to illustrate this: in almost every case LGUs were able to identify a community which had been exposed to a natural hazard and where the response was reported to have been significantly better than would have been expected before. Likewise, positive feedback was received in most cases on the early warning systems and on the mitigation projects.

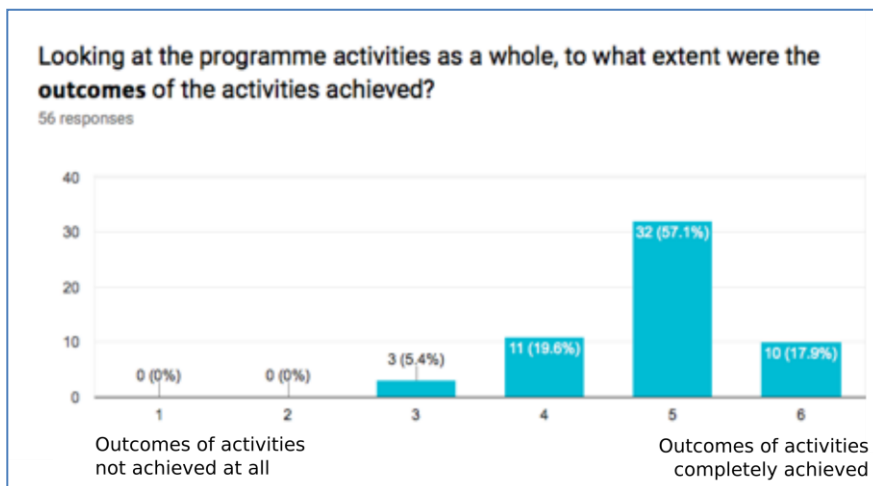
108. The absence of a means to capture, collect, learn from and share such examples during programme implementation is a missed opportunity and a weakness. For example, after-action reviews, undertaken in a participatory manner immediately after a response at the local level, provide a means to identify lessons and learn from them: such reviews are not a feature of the programme. A short-lived series of 3 short publications aimed to capture good practice in July and August 2015, but it only documented standard project activities. WFP has recently contracted a service provider to capture such information retrospectively – this process was underway at the time of reporting.

109. In the online survey, respondents made a modest distinction between outputs and outcomes, suggesting that the difference is generally understood in the field. Outputs were seen as more completely achieved than outcomes, although the results of each were strongly positive, with 79 percent reporting outputs strongly or completely achieved, and 75 percent reporting that outcomes were strongly or completely achieved, as illustrated by Figure 6 and Figure 7 below.

Figure 6: Achievement of outputs



Source: online survey

Figure 7: Achievement of outcomes

Source: online survey

110. When these responses are disaggregated into the respondent groups, the result for the NGO group is distinct from the others: this group may have felt the link between output and outcome is less established than the other groups.

Table 10: Disaggregated responses on outputs and outcomes

Respondent group	No. of responses	Average score (output question)	Average score (outcome question)	Difference in scores
NGOs	5	5.40	4.80	0.60
Other government	8	4.80	4.60	0.20
LGU	37	5.03	4.92	0.11
Academe	5	5.00	4.75	0.25

Source: online survey

Key findings and conclusions – evaluation question B1

The evaluation team heard many examples of successful outputs and positive outcomes during the field mission; these are supported by the findings of the online survey.

The programme's M&E system does not capture these well, particularly at the outcome level, although it measures activities effectively.

The weaknesses around capturing good practice represents a missed opportunity in terms of learning both for WFP and the LGUs.

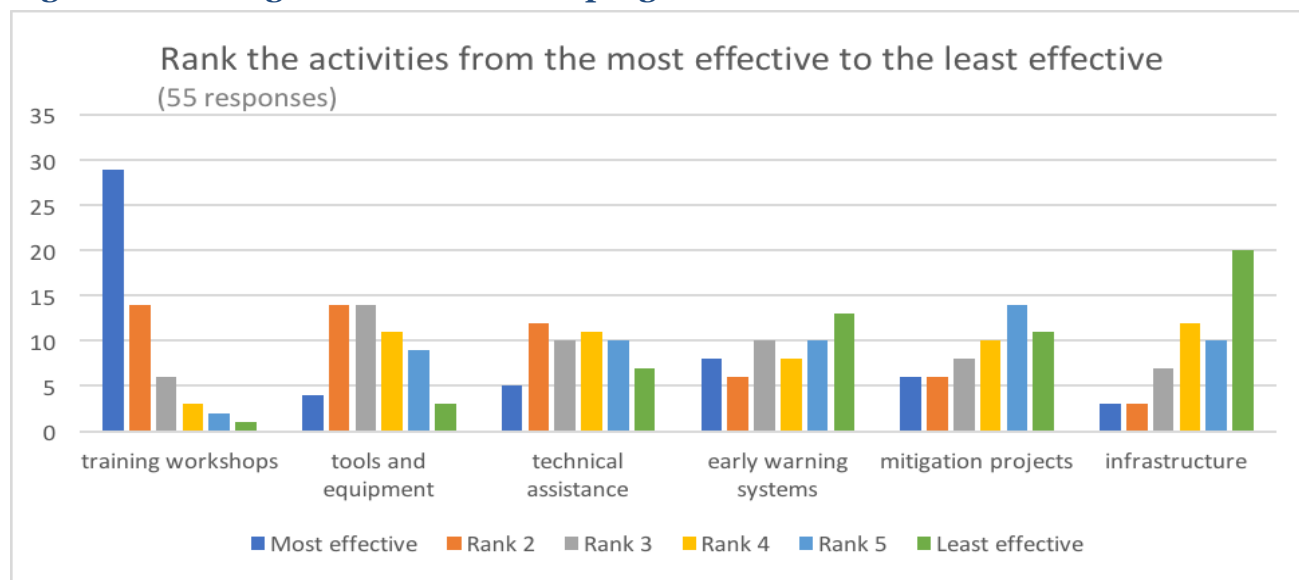
Evaluation Question B2: Which of the interventions, trainings and capacity building were most effective and how was it used?

111. Programme activities were considered under the six categories described below in Table 1. The weaknesses of the logical framework and the monitoring system mean that programme data cannot be used to answer this question. Perspectives gained through KIIs were very individual and context-specific: no pattern was evident.

112. More comparable data was available through a ranking exercise undertaken as part of the survey, to explore these differences of perspective. Of the 56 respondents to this question, 29 (53 percent) reported that the training component was the most effective. This

is a positive and perhaps surprising result, in a programme that could well have prioritised the construction elements. The complete results to this survey question are shown in Figure 8 below. Of course, the experiences of different groups of stakeholders of different programme aspects are quite distinct, as are their areas of focus – and there were programme activities (such as IEC materials) which fall outside of the six areas identified for analysis.

Figure 8: Ranking the effectiveness of programme activities



Source: online survey

113. This data can be disaggregated by the respondent group, as shown below in Table 11. The rank order provided separately by NGOs and academe was equivalent, and these groups have been combined in the table. The differences in the perception of technical assistance and tools and equipment are striking. Activity ranking is clearly a function of role and context. For example, it is clear that the ‘other government’ group would have a different experience of WFP’s technical assistance than the other stakeholders, and that NGOs and Academe – who were directly involved in this aspect – would rank mitigation projects more highly than others.

Table 11: Rank order effectiveness of activities by respondent group

	Overall	LGUs	NGOs and Academe	Other government
Rank order 1 (most effective)	Training workshops	Training workshops	Training workshops	Training workshops
	Tools and equipment	Tools and equipment	Mitigation projects	Early warning systems
	Technical assistance	Technical assistance	= EW systems and Technical assistance	Tools and equipment
	Early warning systems	Early warning systems	-	Mitigation projects
	Mitigation projects	Mitigation projects	Tools and equipment	Infrastructure
Rank order 6 (least effective)	Infrastructure	Infrastructure	Infrastructure	Technical assistance

Source: online survey

114. The low scores attributed to the infrastructure elements are quite surprising, these components are both necessary for the effective management of the DRRM activities, and traditionally quite difficult to fund. However, not all LGUs received infrastructure, which could explain this result. The (relatively) low scores for EWS and mitigation projects would be worthy of further technical investigation: some work is already underway to consider these.

115. The efforts to rank activities or prioritise some activities over the other was intended to direct WFP's future programming. The ET consider that identifying some of these categories as 'more effective' than others is potentially misleading: all six categories produce positive outcomes (as can the other activities of the programme such as production and dissemination of IEC materials), and in many cases the activities are mutually dependent and build complementary aspects of a DRRM system at local level.

116. In contrast to the earlier phases, the 'package' of support and activities for an LGU is now set by DILG, and the LGU brings its own funds to the table. For WFP to prioritise or earmark its contribution would be inappropriate, and would not change the outcome: the LGU would simply reallocate its portion of the funding. Rather, WFP should support the LGU programme financially based on needs and scale, and technically according to its own areas of technical specialism.

Key findings and conclusions – evaluation question B2

The most highly valued aspect of the programme in terms of effectiveness was the training component; the infrastructure component was ranked least effective – but all were seen as valuable. Understandably, rank order depended on the perspective of the respondent.

LGUs ranked the 'tools and equipment' component highly, while NGOs and academe ranked it less strongly. Government respondents other than LGUs ranked 'technical assistance' less well than the other stakeholders, but their experience of this component may be distinct from those working at field level.

The view of the ET is that ranking the 'most effective' activity is not very helpful in determining the best way forward for the programme. Rather than seeking to influence the package by earmarking, it would be more appropriate to influence programme quality through good targeting, effective monitoring, hands-on technical support in the field, and specialised technical assistance.

One area of exception to this approach could be the provision of specific gender-sensitive DRRM training for key staff. Once the value of this is demonstrated, it could be the basis for advocacy to include this element within the core curriculum.

Evaluation Question B3: What were the major factors influencing the achievement or non-achievement of the outcomes / objectives of the intervention?

117. The primary sources for responses in this section are the key informants interviewed during the field data collection phase, from LGUs, NGOs, Academe and WFP, supported by selected quotes from open questions within the online survey. The focus group of WFP's Monitoring Assistants in particular provided valuable perspectives to this question. Between these various sources, the following factors were highlighted as being significant in the success of the programme at municipality level:

Findings

- The existence of RA10121, which then provided the framework for all activities.
- Passing of municipal level ordinance for DRRM. Where such ordinance is passed, it provides a solid basis for staffing the office properly, and supports continuity of technical staff when political office holders change.
- Supportive leadership at the municipal level, especially the local chief executive (LCE).
- Supportive supervision by WFP's monitoring assistants (this from LGUs and NGOs in particular)
- High quality trainers and materials
- Linkages between organisations.

118. The following factors were found to be undermining the success of the programme:

- Issues with timely transfer of funds to project partners
- Partners struggling to meet strengthened financial and administrative requirements
- WFP not 'listening' to the concerns of programme partners
- Conflicting timetables; uncoordinated planning; competing schedules
- Short / unrealistic time frame for implementation
- Weak systems for finance, communications, M&E and learning within WFP
- The Field Level Agreement (FLA) not being fit for the programme purpose
- WFP not complying with the conditions of the FLA
- Poor understanding of local conditions and culture.

119. It is notable that the perspective of the constraints differs within WFP, although there is common understanding of the impact of these constraints. On the programme side, the staff find the finance system to be at fault, creating additional demands and unable to deliver a workable solution to programme partners. On the finance/administration side, the position is that capacity of the partners is weak, and that finance is a support function which does not take decisions (so cannot be held responsible). Management are aware of the impact but the problems are long-standing and have not been resolved. These issues are further described below under evaluation question C1 and following sections.

120. In general, the success factors derive from local support and conditions, and from the policy framework. The undermining factors relate to WFP and the nature of the agreements and relationships between partners. During KIIs, LGU, NGO and university partners separately made specific comments to the effect that the programme was a success 'despite WFP', and the same message was expressed through the online survey. It was understood that this related to the more recent phases of the programme.

121. From the perspective of the ET, an additional underlying factor can be identified: the annual funding cycles which are a feature of OFDA's support. These create substantial levels of additional administration, as contracts need to be re-written with each cycle; they reduce job security for staff and encourage high turnover; and they reduce the certainty required for multi-year programme implementation at the field level. The prevalent weak understanding of gender dimensions of DRRM is another factor holding back programme development.

Key findings and conclusions – evaluation question B3

Factors supporting successful programme outcomes include legislative aspects at national and local level; good coordination and strong local leadership;

Key factors undermining successful programme outcomes include weak or inappropriate WFP systems, agreements not being observed by WFP, poor listening and weak contextual analysis. Multiple short-term funding cycles create a number of practical challenges for the programme related to predictability, staffing and project timescales. Weak understanding of gender issues holds back the programme.

Within WFP, the constraints are well understood at the field level, while the impact of these issues is well understood at management level, but the causes are disputed. WFP has an opportunity to learn from these factors, positive and negative, and use these findings to guide a redesign of the systems in such a way as they facilitate effective programme implementation.

Evaluation Question B4: *What were the unintended positive / negative results?*

122. The answers to this question given below are often unique to certain programme areas and typically have not been triangulated from more than one location. However, the ET considers each of the reported results to be credible. They are mostly sourced from key informant interviews undertaken in the field, from the country office, and from the online survey.

123. Positive unexpected results reported included the following:

- “Supported by training, the communities were able to manufacture their own early warning systems or devices out of indigenous materials.” It’s not clear from the monitoring how frequently this occurred.
- “Barangay officials trained and oriented on DPR became reliable focal persons not only in their own barangays, but in other barangays as well.” The ET impression is that this occurs in some locations but not in others, depending on local circumstance, representing an opportunity for future programming.
- “The training workshops have developed deeper camaraderie and brotherhood among participants such that even after the trainings they continue to share their experiences/best practices in the area”. This appears to be a common experience.
- “As a result of the early warning system project, the community started to take ownership of the drill and perform them on their own initiative”.
- “Mitigation projects related to CCA became a source of income to many residents, through the fruit trees planted near riverbanks.” Again, this represents an opportunity, specifically within the framework of the TOC.

124. Negative unexpected results reported included the following:

- “An influx of negative comments resulting in misunderstanding and quarrelling due to high expectations and demand for infrastructure.” This was a single incidence. High expectations within projects are frequently the result of poor community engagement.
- “Within the early warning system project, the community were exposed to different natural calamities that they could possibly encounter; they got all afraid.” This was a single incidence and was presented as a lesson learned, relating to the importance of effective communication.

Key findings and conclusions – evaluation question B4

Unexpected results are often one-off. Individual results can usually be triangulated from several sources, but they may not be replicated elsewhere.

There was a range of unexpected positive effects, most of which could be considered to be multiplier effects of the programme.

Few negative outcomes were identified, and those could have been avoided through better engagement and communication on the part of WFP towards partners and communities.

A more thorough monitoring system, combined with systematic after-action reviews could have captured these results and used them to refine and improve programme practice.

2.3 Evaluation questions relating to the efficiency of the programme

Evaluation Question C1: *To what degree is WFP's engagement with LGUs, NGOs and academic partners effective and appropriate?*

125. The findings associated with this evaluation question are based on a wide range of sources, including documents from a range of stakeholders, KIIs with partners, a FGD with WFP monitoring assistants, KII with managers and staff in the CO. The ET is confident that the findings are well backed up by a substantial quantity of coherent evidence.

126. The evaluation question relates to the nature of partnership. During the programme duration WFP changed its approach and its FLA structure. The language changed from 'implementing partner' – which describes a contractual relationship, to 'cooperating partner' – which is intended to describe a partnership model.

Table 12: Comparison of earlier and later phases from a partnership perspective

Earlier programme phases	More recent phases
WFP FLAs relate to 'implementing partners', a term designating a contractual relationship	WFP FLAs relate to 'cooperating partners', the change implying a partnership model
NGOs and academe work as partners, their technical specificity is built upon and capitalised	NGOs and academe work as providers of standard services; some of their technical specificity was not utilised
WFP's Monitoring Assistants work in a hands-on manner in the field, supporting partners and adapting materials	WFP's Monitoring Assistants work in a more remote manner and focus largely on administrative issues
The project budget is typically transferred in advance in its entirety or in practical programmatic tranches, in recognition of the short operational timeframe	The project funds are transferred in three tranches, of 30%, 30% and 40%
Setting up the initial FLA may be slow, but there is no additional delay between tranches	Setting up the initial FLA takes 3-4 months, and there is an additional gap of typically two months between tranches

Source: Key informant interviews with WFP staff and partners, FLA documentation

127. In contrast, however, the nature of the relationship appeared to move away from partnership and more strongly towards a contractual, service-provider arrangement. Such relationships – delivering 'standard' outputs – did not maximise the benefits of the technical specificity of the NGOs in particular. Table 6 set out an overview comparison between earlier and later stages of the programme; Table 12 above expands this analysis to illustrate changes to the partnership model. This description, drawn from multiple

sources, was presented to the stakeholders by the ET with the preliminary findings, where it was not challenged (although there was discussion about the causal factors, reflected below). As before, there is no single watershed moment, and different aspects evolved at different speeds.

128. The impact of these changes was detrimental to the LGUs, to the NGOs and academe, and ultimately to the results of the programme. Under pressure to deliver against an agreed timetable, many of WFP's partners resorted to inter-fund borrowing ('juggling funds') in contravention of their own articles and constitutions. LGU staff faced disciplinary action if they were caught. At least one NGO borrowed money and paid interest on the loan, feeling pressure to implement activities but unable to access funds. With very few exceptions, programme activities were delayed as a result.

129. WFP's internal practice was criticised by an internal control review in October 2015,¹⁸ during Phase 4. The review was tasked to mitigate risk and achieve project objectives: the balance of its recommendations is strongly towards the former. It was reported that this review was the trigger for WFP to adopt the three-tranche model, but the Phase 4 FLAs prepared in August and September 2015 include the 30/30/40 percent approach, well before the team reported. Phase 3 MOUs adopted a 60/40 percent model; the trend of increased regulation had already begun.

130. The Phase 4 stakeholder meeting in May 2016 looked at these challenges, and the report from that meeting states that "60/40 percent tranches of fund transfer amongst partners supported by WFP". In the context of the report, this is understood to mean that WFP representatives at the meeting supported a return to two tranches, of 60/40 percent. However, this was not implemented, and the 30/30/40 percent approach remained for Phase 5.

131. Partners were typically not fully compliant with WFP systems. The internal controls review highlights issues associated with procedures, documentation and timeliness. The analysis within the review identifies that the root problems lie with numbers of personnel, awareness of procedures and 'housekeeping' within the implementing partner (note that the outdated terminology continued to be used); it also identified poor coordination between operations and finance functions within WFP as a causal factor. WFP responded by further tightening the controls, and by holding meetings with the partners which included a 'financial induction' – intended as an introduction to the finance procedures and expectations of WFP. While WFP claimed they explained the processes and expectations; some partners disputed this, saying that they had to learn as they went along.

132. While these constraints were correctly identified by the internal controls report, they are not properly described as 'root' causes: problem tree analysis would place them a level above that and describe them as 'underlying'. The structural (or root) causes of this problem were weak contextual analysis, poor understanding of the nature of the NGOs and their financial resources, treating partnership arrangements as though they were service contracts, and fundamentally, a failure to comprehend the nature of power relations between a United Nations agency and local partners. As a result, it was not foreseen that the proposed remedy would actually exacerbate the problem. The programme became a slave to the system, instead of the system serving the programme.

133. These issues were not new. Some of the issues are highlighted in the Phase 1 evaluation report in 2012, and the 2015 evaluation found that they were already present to a degree in Phase 2, and recommendations R1 and R3 from that evaluation (see Table 9 above) sought to highlight and address these.

¹⁸ Internal Controls Reviews, October 2015. Isla Ilpana, a member firm of PricewaterhouseCoopers

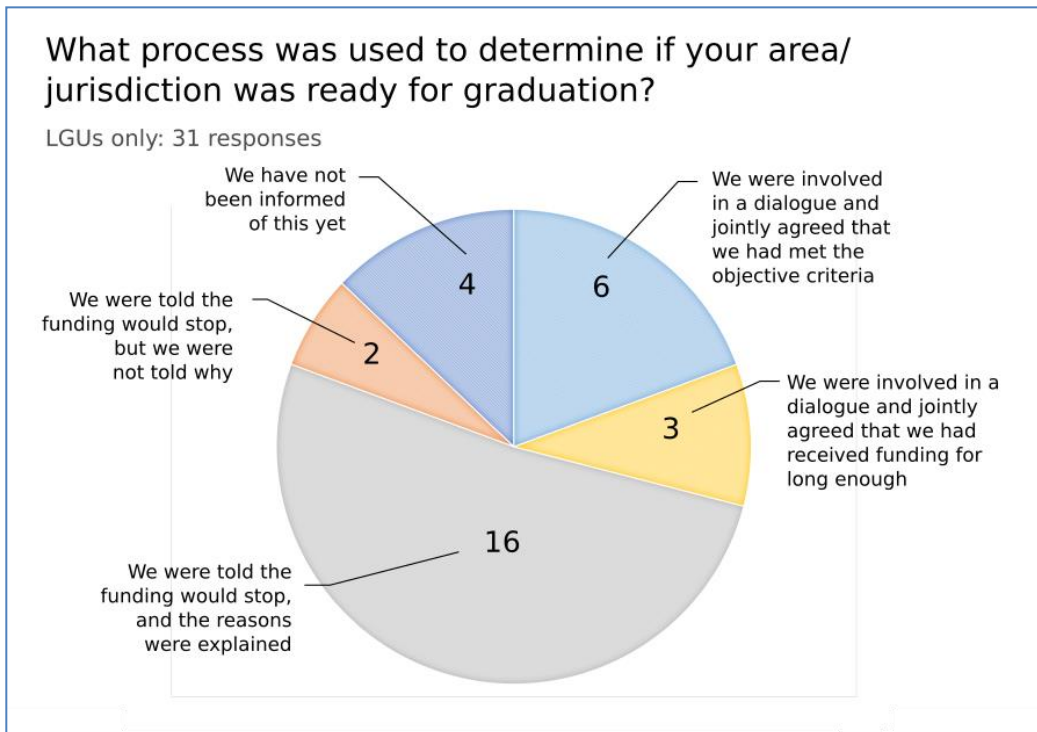
134. NGOs, academe, and to a lesser extent LGUs, repeatedly tried to alert WFP management to the problems these arrangements were causing. Many took the difficult step of sending a formal letter.¹⁹ Such letters reportedly received a verbal reply delivered through the monitoring assistants (MAs), delayed several months, that failed to address the core issues.²⁰ Several partners clearly stated that they had no intention of working with WFP again. It seems likely that higher levels of CO management were never aware of the severity of the problem.

135. Towards the end of the programme, these challenges persist. Internal WFP communications are poor, specifically between Finance and Programme Units, and neither unit takes responsibility for the problems. Partners remain under conflicting pressures of having to deliver results while in deficit against an impossible timeline, and there is no effective mechanism for their voice to be heard.

136. Senior management, middle management and programme staff in the field have different perspectives of the nature of these partnerships. The MAs found WFP’s relationship with its partners to be poor, but appeared to have little influence on the situation. In contrast, senior managers did not express concerns relating to the nature of WFP’s partnership model.

137. LGU partners’ experiences of graduation serve as an example of the culture of communication. (Only the LGU partners are supposed to have a formal graduation process). Figure 9 shows the experience, as reported by the LGUs, from the online survey. Only nine of the 31 responses (29 percent) could be considered acceptable in that there was a meaningful dialogue, and only six (19 percent) reflect good practice with graduation based on agreed objective criteria.

Figure 9: LGU partner reports of graduation processes



Source: online survey

¹⁹ The act of writing a formal letter is seen in Filipino culture as a significant step; the preference is to discuss and resolve matters informally. Several such letters were shown to the evaluation team: no written replies were available.

²⁰ The FLA stipulates that parties in default of their obligations (as WFP were in some instances) have a period of ten calendar days to remedy the situation from the date of a written request.

Key findings and conclusions – evaluation question C1

At a time when WFP was corporately moving towards more progressive forms of partnership and away from treating NGOs as ‘implementers’, the programme was moving in the opposite direction.

Partners struggled to meet WFP’s financial expectations, and this led to additional controls being introduced without additional support being provided.

A poor understanding of context and power relations led WFP to focus on the problems from their perspective only, and this made these problems worse.

WFP’s approach cannot be considered appropriate. It has not proved effective, as it has delayed implementation (see EQ C3)

These challenges will persist in any new DRRM programming unless a significant change in culture and systems is put into effect. Such change will require a change in mind-set towards relationship management, an understanding that internal systems must serve programme objectives, and leadership.

Evaluation Question C2: *Which among the funding modalities worked well in implementing the project and which is the most cost-efficient?*

138. The evaluation was not tasked with measuring impact, and WFP has no tools to measure capacity building in a meaningful way: these factors prevent the ET from making quantitative statements about the cost-efficiency of the various models. From a quantitative perspective, cost efficiency must be considered inconclusive. However, the qualitative impact of the various changes of the five phases of the project is clear from key informant interviews and the review of documentation.

139. The following major changes were made to financial modalities during the five phases of the project:

- WFP took over responsibility for procurement of equipment in Phase 4, providing materials directly to LGUs rather than providing the money for LGUs to purchase items themselves as before.
- In phase 5, WFP reduced the ‘menu’ from which LGUs could select tools and equipment from 42 items to 18.
- WFP stopped transferring money directly to LGUs in Phase 5. Instead, LGUs sourced services from NGOs which were contracted by WFP.
- Funds were transferred in a single tranche in Phases 1 and 2; in two tranches of 60/40 percent in Phase 3; and in three tranches of 30/30/40 percent in Phases 4 and 5.

140. LGUs have extremely tight controls placed upon them by Government when it comes to procurement. LGU representatives and MAs reported that procurement of specialised equipment in remote areas in compliance with these controls proved extremely challenging. The Phase 4 decision to switch to centralised procurement may have had some modest negative impacts in terms of local appropriateness, but is widely seen as a substantial improvement on the previous system.

141. The decision in Phase 5 to reduce the list of items by almost two thirds led to complaints from the LGUs that they could not procure the most appropriate tools and equipment. This complaint appears justified in at least some cases.

142. By contracting NGOs to provide services to the LGUs, and managing much of the administration associated with training provision directly, WFP is effectively disempowering the LGU from taking decisions for itself and managing its own funds. This appears to be in contrast to WFP's stated direction and its capacity building policy.

143. LGUs, like NGOs and academe, reported significant challenges in meeting WFP's financial standards and reporting in a complete and timely manner – and WFP confirmed this. Redirecting funding so it does not pass through LGUs reduced WFP's administrative workload by reducing the absolute number of partners (by around 25), but it does not address the root problems, and it is out of line with the spirit of WFP's approach to technical assistance through governments.

144. Even when the paperwork is complete and correct, documentary evidence and KII agree on a gap of around two months between work stopping (as one tranche is exhausted) and work restarting (as the following tranche becomes available). A project with three payment tranches implies a mid-project delay of around 4 months. The changes to the tranche payments had a negative impact on programme implementation, introducing significant gaps into project implementation schedules that were already very constrained. Most Filipino NGOs (and for that matter, LGUs and academe) simply do not have access to un-earmarked reserves which they can use as bridging finance. A typical experience, one of many recounted to the ET in the field, from an NGO with high internal capacity is illustrated in Figure 10 below:

Figure 10: Typical project implementation timeline

Implementation timeline – typical field example	
October 2016	Negotiated start date
1 December 2016	Start date in FLA
mid December	FLA signed (end date, 31 August) – note 3 months lost, of planned 12
February 2017	First tranche received, 30%
April 2017	First tranche 'liquidated'
July 2017	Second tranche received (two more months lost)
August 2017	One month no-cost extension granted
September 2017	Programme closed, final report submitted
	Final tranche will not be sent until final report is approved

Source: KIIs

145. The two-month delay between submission of reports and receipt of the following tranche was challenged by the WFP finance team, but was verified by the ET through inspection of financial reports in the field. This delay, combined with initial delays of two-three months in setting up FLAs, effectively reduced a 12-month implementation period to around seven months.

146. According to the FLA, introduced in phase 5, WFP can advance the lesser of “up to US\$100,000 to partners, or 30 percent of the project funds”. In this programme context, this implies a minimum of four payment tranches per agreement, which is incompatible with a two-month turnaround on financial returns and a 12-month funding cycle. Although viewpoints on details varied, there was general agreement within the CO that the current system is impractical, and does not allow the partner sufficient operating funds.

147. WFP is also able to advance funds for the following tranche, before the previous one is fully spent. No figure is provided, but it was suggested that 60-70 percent expenditure would be sufficient. This option is mentioned in the aide memoire from the financial induction, but no partner mentioned this option or provided the handout. Instead, several partners showed the ET the PowerPoint presentation from the same event, which makes no mention of this option. In practice, this option did not exist.

148. Partners submit financial reports on a monthly basis, regardless of tranche timetables. Programme plans are well defined (and very tight), so it should be possible to predict financial shortfalls in advance and address these, except in cases where there are legitimate concerns about compliance.

Key findings and conclusions – evaluation question C2

Switching to centralised procurement worked well and improved programme effectiveness, although the shorter list of items may have compromised some LGUs with non-typical hazards.

Stopping direct payments to LGUs in Phase 5 substantially redistributed the financial and administrative workload within WFP, but is poorly aligned with WFP's policy direction.

Increasing the number of payment tranches and associated controls had a negative impact on programme delivery, timeliness and effectiveness.

The standard model FLA is not appropriate for agreements with partners which do not have access to loans or bridging funds. The FLA model was a serious constraint to operational effectiveness.

Evaluation Question C3: *What are the major factors that affected the execution of activities in a timely manner?*

149. The most significant factor in delayed programme implementation was the problems associated with transfer of funds, outlined above under EQ C2. This problem has persisted into Phase 5, and the final phase has been extended by three months.

150. After this, the most frequently mentioned issue in KIIs and in the narrative responses to the online survey was the challenges of coordination, and specifically coordination of timetables, between different actors, and different functional units within one LGU or government entity: ten of the 44 open responses in the online survey (23 percent) reported this as a factor. KIIs reported low availability of OCD accredited trainers, and this was confirmed by the CO. Shortfalls of trainers for the Incident Command System training were highlighted to the ET, but gaps were reported in other areas too by the CO. The short implementation period was highlighted as being unrealistic.

Key findings and conclusions – evaluation question C3

The most significant issues delaying programme implementation was the slow transfer of initial funds and thereafter the failure to maintain a reasonable cash flow, followed by the short implementation period, scheduling problems and the availability of trainers for the Incident Command System module and other courses.

Each of these challenges could have been identified and corrected by WFP, and most fall within WFP's direct influence.

2.4 Evaluation questions relating to the sustainability of the programme

Evaluation Question D1: *What is the likelihood that the benefits of the DRR/CCA activities will continue after WFP's work ceases?*

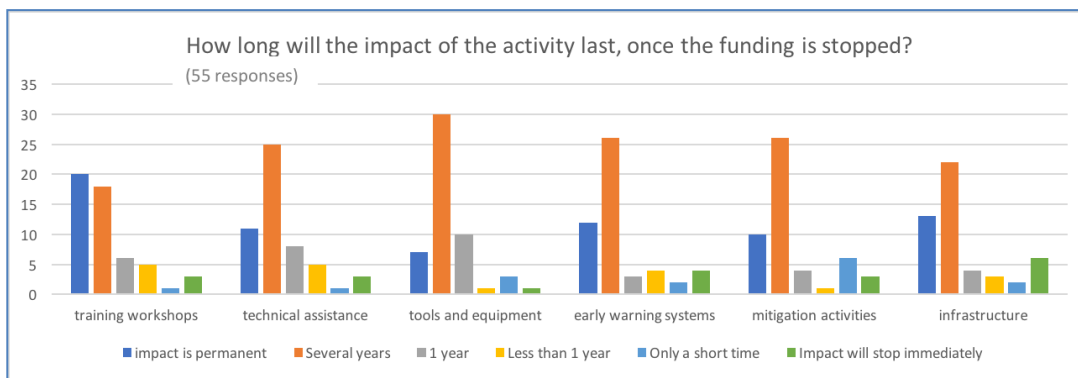
151. Interviewees during KIIs were consistently of the opinion that the benefits of the programme could be sustained, and they further identified factors that supported this

continuity. Chief amongst these are the passing of local ordinance and the presence of a supportive LCE.

152. There is little evidence that WFP have paid much attention to the exit strategy at LGU level. There is little follow-up of projects post-graduation.

153. Given the wide range of activities undertaken under the programme, this question was presented to survey respondents in a disaggregated form, as shown in Figure 11 below. The results are intriguing: the ‘soft’ aspects of capacity building are seen as more durable than the ‘hard’ aspects. For this question, there was no significant difference between the views of different groups of stakeholders.

Figure 11: Perceptions of durability of project impact



Source: online survey

154. The document review highlights a substantial shift in awareness taking place over the project period, and this was confirmed through KIIs. It was triggered by a combination of events including the typhoons of 2009 and the passing of RA10121 and can be summarised as a shift from a response mind-set to a risk reduction and mitigation mind-set. This was repeatedly referred to within LGUs, by the whole range of respondents from LCEs to technical DRM staff. Raised awareness is one of the unmeasurable but substantial positive outcomes of the programme, which was also identified as a factor likely to support the longevity of its results.

155. In many cases during the field work, the ET were encouraged to see that the LCE had fully embraced this shift in awareness, often speaking directly of the importance of mitigation and risk reduction actions, and of effective preparedness. This created an enabling environment for the programme: in such cases, there was a corresponding enthusiasm and commitment from the technical DRRM staff.

156. In the opinion on the ET, this shift is supported by ‘competitive’ practices like the SGLG and the *Gawad Kalasag* award (for DRRM). LGUs work hard to pass or gain these awards. Also by the passing of local DRRM ordinance, and by the mandated five percent for DRRM funds – at least in cases where the high start-up costs can be met by external stakeholders like WFP.

157. Given these supportive factors, and the very positive responses to this question within the online survey, it seems likely that the impact of the programme activities will be sustained for some time.

Key findings and conclusions – evaluation question D1

In the supportive and enabling environment found in most LGUs visited by the ET, the programme’s positive results are likely to be sustained for some time.

Evaluation Question D2: *To what extent do the government partners appreciate the relevance and results of WFP's support for them to sustain it or continue support after WFP assistance?*

158. WFP's government partners are the technical agencies of the main departments with responsibilities under RA10121. During KIIs they expressed high levels of appreciation for WFP's support to DRRM at national and local levels. Government partners at regional provincial, city and municipal levels also expressed high levels of appreciation for WFP's assistance.

159. Government levels of support for DRRM are expressed through payments of at least five percent of an LGU's internal revenue allotment, as described under EQ A3. While this is typically not enough to meet the full expectations of the LISTO project, in most cases at least it should be sufficient to maintain preparedness once the fundamentals have been put in place. No change is anticipated to this level of funding. Future levels of government funding are not connected to WFP's current or future programming.

160. However, at the LGU level, it is entirely possible that appreciation of the importance of the programme and WFP's role in supporting it could influence the expenditure of the LGU's discretionary funds in the direction of DRRM. The evidence here is anecdotal, and this must be considered inconclusive.

Key findings and conclusions – evaluation question D2

Government partners at all levels are highly appreciative of WFP's assistance. While this will have no impact on the five percent of LGU income earmarked to DRRM, it may influence the use of LGU's discretionary budget.

Evaluation Question D3: *How could DPR/CCA activities be improved to increase or sustain intended results and what are the sustainability mechanisms that can be put in place?*

161. In a few locations, the ET found evidence of a formal after-action review being undertaken following a response. This is a participatory process, including all key stakeholders including the affected population, to reflect on the response and learn from it. Such practice would add significant value to the quality of all responses and support the longer-term sustainability of the human capital developed through the project.

162. In the Municipality of Pila, Laguna, the ET found that DRRM officers were being brought together on a regular basis to share experiences and learn from each other. Again, such structured processes to learn and share lessons can only increase sustainability and could be supported in future programmes.

163. An opportunity exists to deepen understanding of the sustainability of the programme using existing data. A financial analysis of Class 5 and 6 municipalities which have graduated from the programme could determine whether the annual DRRM income is sufficient to fund refresher training, replace equipment as needed, and perform essential maintenance on buildings, early warning systems and mitigation projects. This could then be used for advocacy, if necessary, to ensure that the projects were indeed sustainable.

164. There are many positive aspects of the current programme on which to build. Assuming that the forthcoming CSP includes a component of capacity building for LGUs in DRRM, the following aspects should be considered within the programme design:

Findings

- A documented context and stakeholder analysis, leading to a set of programme assumptions that encompasses social, political, economic, administrative and capacity issues. The means to track these assumptions and update them as required, or take action as appropriate.
- A clear distinction between partners based on roles: service providers are distinct from development partners. Contractual arrangements should reflect these distinctions.
- A mechanism for financial transfers that consistently leaves partners with an operating balance, at all times during the implementation period, subject to compliance with reasonable financial standards. The means to track this, and the willingness to review systems that are found to not meet this expectation.
- A multi-year programming framework for partners, with multi-year contractual arrangements.
- Clear targeting criteria for LGUs, based on the current system.
- Piloting and application of the TOC.
- A substantial revision of the monitoring system, beginning with clear outcome statements, and working back through the causal chain to activities, using the TOC as a guide. This should include an effort to collect management information and the means to use it to direct, course-correct, and improve programme outcomes.
- Research, piloting and roll-out of gender-sensitive DRRM practice.
- An improved system for LGU graduation based on existing criteria and strengthened outcome monitoring.
- Activities within the programme for active learning, including formal after-action reviews, additional exchange visits, space and time for reflective practices at various levels, and a changed relationship between WFP and its partners which fosters and encourages open, two-way communication.
- Development of the means to compare the outcomes of WFP assisted LGUs with others, using existing data such as that collected for the SGLG process, and new data as collected through after action reviews and other processes.
- Clear, effective and safe means for partners to communicate with WFP, with clear expectations for WFP responses in terms of time and quality.

Key findings and conclusions – evaluation question D3

Opportunities exist to strengthen and reinforce knowledge gained through the programme, especially through the formalisation of after-action reviews and peer learning events.

A financial analysis of poorer municipalities, after graduation, could determine whether the sustainability of the assets is a realistic prospect given the limited budgetary resources.

This programme provides a strong foundation for future WFP support to strengthen LGU capacity in DRRM.

3 Conclusions and Recommendations

165. Based on the findings presented in the previous section, an overall assessment that responds to the evaluation questions is provided below. This is followed by eight recommendations of how WFP can take action to build on the issues identified through this evaluation process.

3.1 Overall Assessment/Conclusions

166. The DPR/CCA programme achieved its objectives and has strengthened capacity within the targeted LGUs in a manner which is likely to be sustainable in most cases. The programme is seen as highly relevant by its stakeholders, without obvious exception. The programme is able to address identified gaps in LGU capacity, and (through the annual Seal of Good Local Governance process) the means exist to demonstrate impact – although these have not been applied to the programme.

167. The targeting of the programme towards less-well-resourced LGUs is appropriate as these LGUs are unlikely to be able to meet their DRRM obligations without external support. In the opinion of the ET, the benefits generated by the programme are likely to be sustainable. Sustainability of this programme is more likely in LGUs where local ordinance is in place, and a supportive LCE is in post, and these factors could be considered in future programme design and monitoring processes respectively.

168. The DPR/CCA programme was relevant and appropriate, and well aligned with Government policy, and the policies and strategies of key United Nations actors and other stakeholders.

169. The exception to this is in the area of gender. The programme supports women's participation in decision making, although it has not collected evidence to demonstrate that greater inclusion led to empowerment. More importantly, it has not considered the gendered exposure to hazards, gendered impact of disasters, and gender aspects of post-disaster coping and recovery. This is a substantial technical weakness.

170. WFP has not formed effective partnerships with other United Nations agencies. A short-lived partnership with UN Habitat took place in Phase 2, and a signed agreement with UNFPA was never operationalised. WFP is engaged with the UNDAF process and the DRPR/CCA programme was well aligned.

171. Over the seven-year period of implementation, the operational context evolved, as did the programme activities and the ways of working. The evolution of the programme activities was largely appropriate to the changing context, but the evolution of the administrative systems and contract management was much less appropriate, and has led to substantial challenges for programme partners and for overall programme efficiency. Should these working practices continue into future DRRM programming under the CSP they would seriously undermine programme efficiency, partner confidence and morale.

172. In particular, changes to the processes by which funds are transferred to partners undermined the quality of the programme and exposed partners to unnecessary risk. The justifications provided for these changes betray a weak understanding of context and culture, and specifically the power dynamics between local actors and a United Nations agency. The drivers for the changes related to minimising perceived risk to WFP, rather than strengthening programme quality or reducing risks to partners or their staff. The threat posed by the identified risks was overstated, while other real risks were ignored.

173. These changes were at odds with WFP's stated changes in policy direction: from food aid to food and/or technical assistance; from implementing partners to cooperating partners. The real partnership of the early phases gradually decayed into a contractor-supplier

relationship. There may be benefit in clarifying the (different) nature of the beneficiary partner (usually the LGU) from other programme partners.

174. The challenges associated with the nature of WFP-partner relationships, and the technical arrangements regarding transfer of programme funds are connected, and the culture that supports them both runs deep. Correcting these matters will require considerable coordinated effort and agreement on the purpose and direction of the changes: this process will require firm supportive leadership.

175. The programme's monitoring system was focused on activities and WFP processes, and directed towards compliance and reporting rather than programme improvement. Outcome statements are not well defined or supported by clear indicators.

176. There is little evidence that the programme made structured efforts to learn as it progressed. Stakeholder meetings were infrequent and poorly documented; after-action reviews were not mandatory and happened rarely; monitoring exists mostly at the level of activities and outputs. The 2015 evaluation took place after a substantial delay, and the tracking of actions against recommendations is confusing and incomplete: their application appears to follow the letter but not the spirit. This situation was worsened by poor communication protocols with partners. As a result, the programme still struggles to keep to schedule. An opportunity to reset the programme in direction and approach was lost in Phase 5 despite the development of a Theory of Change. Further opportunities have been lost in capturing and promulgating good practice, and in documenting innovation in (for example) the use of local early warning knowledge.

177. A series of exchange visits took place in Q2 and Q3 of 2017, which are likely to have had beneficial results for participants. Three assessments of project components in 2017 provide some direction for future programming. A retrospective process of capturing good practice is currently underway through a contracted partner.

178. Within the frame of this programme, WFP's relationship with the Government has gradually declined from a strategic level of engagement to a technical one. It is not clear what opportunities may have been missed through this process, but it is clear that future changes in the Government of the Philippines' DRRM structures (which are currently under discussion) will present opportunities which are likely to be missed unless a strategic engagement is re-established.

3.2 Recommendations

179. Based on the findings and conclusions of this evaluation, the recommendations of the ET are outlined below. The recommendations are all directed to the WFP CO, and are structured into two groups. The first group deals with immediate opportunities for learning from the DPR/CCA programme in order to have a strong foundation to move forward. The second group of recommendations looks ahead to future DPR and CCA programming being developed within the CSP. The two areas are distinct but interconnected. Within each group, the order of recommendations reflects critical path first, and priority second.

Recommendations – immediate opportunities

180. **Recommendation 1:** While the experiences of the current programme remain fresh and key staff are still available, WFP CO should host a workshop with current and past partners, to explore what good working practice would look like from their perspective. Working groups within the workshop environment could include financial management and transfers, technical support in the field, monitoring and reporting, good gender practice in DRRM, exit strategies and transition, and communication, grievance and feedback systems.

Since other recommendations depend on this, it should be prioritised and take place in the coming two months.

181. Experienced external facilitation would be necessary. While the inputs to the workshop would be the experiences of WFP and the partners from the DPR/CCA programme, the outputs should be directed more widely in WFP's future work with partners in Philippines, and specifically to any subsequent DPR/CCA work planned as part of the CSP.

182. After the initial workshop, future programme-specific stakeholder meetings should build on the approach and seek to proactively identify and jointly solve challenges in implementation, as well as identifying and sharing good practice. Meetings should be properly documented and the documentation should include an action plan showing responsibilities and a timetable.

183. **Recommendation 2:** Based on the findings of the consultative workshop described above, WFP CO should internally finalise and document new Standard Operating Procedures (SOPs) and ways of working with partners, including communications and response times. Where programme realities are in conflict with WFP's traditional ways of working or internal procedures, the challenges should be clearly identified and acceptable solutions found.

184. Such SOPs will need to include a robust communications channel for partners to raise concerns, and a commitment from WFP to transparently address such concerns.

185. Creativity will be required: the system may need to adapt to accommodate WFP's new ways of working. Future FLAs will need to be adapted to ensure they are fit for purpose, and do not starve partners of funds and create gaps in programme implementation. Management oversight should be in place to ensure that they are observed. This work should begin immediately after the workshop outlined in Recommendation 1 and be concluded within two months of that time.

186. **Recommendation 3:** WFP should undertake analysis to understand the amount of budgetary support required to allow different classes of LGU to be financially sustainable in disaster risk reduction and management in the medium term. The foundation of this analysis would comprise a comparative analysis of earmarked DRRM income against the costs of meeting the LISTO expectations, including a distinction between capital and recurrent costs (such as replacement costs and refresher training), based on financial evidence from representative LGUs previously supported by WFP.

187. This analysis should be used to inform future targeting of LGUs, the value of the overall package of support, and the ideal duration of such programming. This analysis should take place within three months.

188. When combined with data from the DRRM component of the Seal of Good Local Governance, this analysis could be used to measure the LGU's progress and as the basis for a method by which WFP can estimate its contribution to the LGU's development.

189. Additional support to a gender-sensitive DRRM module could be considered alongside this general package of support.

190. **Recommendation 4:** WFP CO should develop (or more likely adapt) and use tools to undertake meaningful collaborative and participatory capacity assessments of existing or potential partners, both service providers and LGUs. The assessment should consider both operational and administrative aspects of capacity. The process should recognise the key technical strengths of the partner in order to maximise mutual benefit and identify opportunities. This is an urgent prerequisite for new programme development, so pilot materials should be available within three months.

191. In the event that the potential benefits of partnership are strong, but capacity shortfalls exist, the assessment process should lead to an action plan, and where appropriate to a package of WFP support, to ensure a successful operational partnership.

192. This is an opportunity for the Philippines CO to demonstrate innovation: once proven, such a tool would find application outside the country.

Recommendations – Looking ahead to future DRRM programming and the CSP

193. **Recommendation 5:** WFP CO should seek technical support from an expert partner (most likely an international NGO with substantial experience of disaster response in the Philippines) to develop a detailed understanding of gender-disaggregated impact and consequences of disasters, including gender-based violence, and subsequently work with this partner to apply this knowledge to its programme environment.

194. This rollout process should include advocacy with Government partners in order to include these lessons within standard LISTO training curricula, and tools for its application in the field. Allowing time for the identification of an appropriate partner, this should begin within three months and be completed within a year.

195. **Recommendation 6:** WFP CO should undertake a detailed and comprehensive context and stakeholder analysis, prior to the finalisation of the CSP. A detailed context analysis is likely to be sensitive, and the document should be internal. Since the CSP is due in early 2018, this needs to be addressed urgently.

196. The analysis should include a description of the current Government frameworks for DRRM, climate change and gender mainstreaming, and include all areas of WFP interest including food security, nutrition, gender dynamics, market systems, logistics and communication infrastructure. Trends and likely scenarios should be considered with a medium term and longer-term horizon. Distinctions between urban and rural aspects may be important, geographic distinctions will be essential. More detailed gender analysis is critical.

197. Stakeholder analysis should identify key stakeholders across a range of institutions, sectors and levels, and set out their roles, responsibilities and priorities, identifying areas of synergy, opportunities and entry points, and potential barriers to progress.²¹

198. A summarised version of this analysis should be included within the CSP, and the analysis should form part of the contextual foundation for the new DRRM programme, including a comprehensive risk analysis.

199. **Recommendation 7:** The WFP CO should ensure that new DRRM programme reinstates good programme practice including programme level context and risk analysis (building on the outputs of Recommendation 6), effective monitoring, and deliberate learning.

200. Monitoring systems must be able to capture outcomes, changes in context, and risks and assumptions. Structured processes should be in place to capture learning, share it and build on it. Specifically, after-action reviews should be prioritised, with guidance produced on running such a process. Opportunities for LGUs to learn from each other should be encouraged, at a range of levels. Exit process and graduation criteria should be clear, and communication protocols observed. A robust register should be maintained at the CO for

²¹ No standard tools exist for WFP context or stakeholder analysis, but some have been developed within the draft urban guidance.

monitoring progress against recommendations, with accountability assigned and progress tracked.²²

201. **Recommendation 8:** Centralised procurement has resulted in a reduced ‘menu’ of response equipment being available to partner LGUs. WFP CO, in consultation with recipient LGUs, should review the current list to consider its appropriateness. It seems likely that an expanded list would be appropriate given the feedback from stakeholders and the wide range of situations and hazards facing different LGUs. This should be done prior to the start of any new DRRM programme, and within six months

²² The Core Humanitarian Standard, included in the 2018 revision of the Sphere Handbook, provides an excellent summary of the elements of good programme practice.

4 Annexes

Annex 1: Terms of Reference

Terms of Reference

EVALUATION of

Disaster Preparedness and Response/Climate Change Adaptation Activities under Office of Foreign Disaster Assistance (OFDA) Fund in the Philippines from May 2011 to September 2017

WFP CO Philippines and Regional Bureau for Asia and the Pacific

1. Introduction

1. This Terms of Reference (TOR) is for the evaluation of “Disaster Preparedness and Response/Climate Change Adaptation (DPR/CCA) Activities under OFDA Fund in the Philippines”. This activity evaluation is commissioned by WFP Philippines Country Office and will cover the period from May 2011 to September 2017
2. Disasters are a leading cause of hunger, affecting all aspects of food security: economic and physical access to food, availability and stability of supplies, and nutrition. Disasters can quickly turn into a food and nutrition crisis, which can take several years for people to recover from, trapping them in a cycle of hunger and poverty, and preventing sustainable development and prosperity. Disasters have a significant impact on nutrition, in the immediate aftermath of a disaster and over the long term. In the Philippines over the last two decades, 15 times as many infants have died in the 24 months following typhoon events as died in the typhoons themselves; most of them were infant girls.

Programme background

3. The World Risk Report 2016 ranked Philippines as the 3rd among 15 countries with the highest risk worldwide with 26.70 percent risk level (following Vanuatu and Tonga at 36.28% and 29.33%, respectively), expressing the combination of high exposure to multiple hazards and immense vulnerability.²³ At least 60 percent of the country is susceptible to multiple hazards such as storms, earthquakes, floods, sea level rise, volcanic eruptions, and droughts and an average of 20 typhoons annually. The high vulnerability to natural hazards is further aggravated by the country’s high vulnerability to the effects of climate change and the level of development in parts of the country.
4. Responding to that, WFP has started its capacity building on Disaster Preparedness and Response / Climate Change Adaptation (DPR/CCA) to different municipalities and provinces in the Philippines in May 2011. The activities are implemented in collaboration with the Department of Social Welfare and Development (DSWD), the Department of the Interior and Local Government (DILG) and the Office of Civil Defense (OCD). The implementation had several phases; Phase 1 (May 2011 – May 2012), Phase 2 (April 2012 – April 2013), Phase 3 (January 2013 – June 2014), Phase 4 (July 2014 – December 2016), Phase 5 (July 2016 – December 2017), with each phase has its own logframe and different objectives. (With funding support from United States Agency for International Development (USAID)/OFDA Philippines, the overall goal of the WFP DPR and CCA project is to build resilience of vulnerable communities, thus reducing the impact of natural disasters and climate change and protecting lives, livelihoods and development gains. It supports WFP’s

²³ World Risk Report 2016

strategic objective 3, of enhancing government and community disaster preparedness and response systems at the national and some sub national levels to ensure timely responses to natural disasters.

5. Background of the evaluation

6. The TOR was prepared by the WFP Philippines Country Office based upon an initial document review, preliminary discussions in the internal Evaluation Committee and following guidance from WFPs Decentralized Evaluation Quality Assurance System (DEQAS). An Evaluation Reference Group (ERG) is established to ensure stakeholder participation throughout the process. Representatives from government, donors and local government units are invited to be part of the ERG to ensure inclusiveness of the process and involvement of relevant stakeholders especially at the preparation stage. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

7. OFDA had made a significant contribution to implement activities related to DPR/CCA. The evaluation will cover the start of actual implementation of OFDA funded operation from May 2011 until the end of the last phase of intervention on September 2017. A budget was allocated to conduct a final evaluation that will inform any future project design and provide an evidence-based, impartial and independent assessment of the performance of the interventions funded by OFDA.

8. The timing of the evaluation aims to provide input to the first Country Strategic Plan (CSP) for Philippines to be approved in June 2018. The findings can inform the management on the improvements that can be done especially that WFP Philippines Country Office will focus more on capacity development/technical assistance. The focus on capacity development/technical assistance is motivated by consultations with partners e.g. through the recent Strategic Review that suggest that this area will become an important part of the CSP, and evidence of effectiveness is needed to inform CSP design.

2. Reasons for the Evaluation

9. The reasons for the evaluation being commissioned are presented below.

2.1 Rationale and Evaluation Purpose

10. The evaluation is being commissioned for the following reasons:

Rationale

In December 2017, OFDA funded intervention will end and it is agreed with the donor to conduct a final evaluation. Although two (2) evaluations were conducted in 2012 by Development Academy of the Philippines for Pilot Programme and in 2014 by Tango International for Phase 2 covering the period of January 2012 – November 2013, the country office felt that there is a need to have a holistic review of the intervention from the time it has started.

Evaluation Purpose

11. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning. However, the objective of learning will be given particular focus, given that the findings will inform the first CSP of the Philippines.

- **Accountability** – The evaluation will assess and report on the performance and results of the DPR/CCA OFDA funded intervention.
- **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for future engagement

with the government of the Philippines. It will provide evidence-based findings to inform operational and strategic decision-making, particularly with regards to the upcoming CSP. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

Use of the evaluation

12. The learnings, findings and knowledge that will be generated by the evaluation will be used by the CO and partners to streamline the operations, help design future intervention, and inform the CSP to be approved in the annual executive board in 2018. Information products such as evaluation briefs and reports will be created and will be shared to the partners to help them enhance their DPR/CCA implementation. Please see more details of preliminary stakeholder analysis in Section 2.3.

2.2 Evaluation Objectives

13. The objectives of the evaluation are the following:

- Assess the **relevance** of the DPR/CCA activities in terms of its alignment to the needs, policies, priorities of the targeted government agencies, local government units, donors and the ultimate beneficiaries (men, boys, boys, and girls)
- Assess the **efficiency** and **effectiveness** of the implementation of the activities and learn on the findings to improve overall project implementation.
- Identify **key lessons learned and good practices** for replication in the CSP in the Philippines, other country offices or corporately and for a future collaboration with government or other partners in the framework to enhance the capacities in disaster response, risk reduction and managements of national, regional, and local governments.
- Assess **sustainability** of the DPR/CCA activities and provide key recommendations to close implementation gaps and improve sustainability of activities for future hand-over to government.

2.3 Preliminary Stakeholder Analysis

14. WFP Philippines conducted a preliminary stakeholder analysis based on existing sources (Table 1) and this should be further analyzed by engaging the ERG and further by the evaluation team as part of the Inception phase. Annex 3 provide details on how different stakeholders are involved in the process.

Table 1: Preliminary Stakeholders' analysis

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
INTERNAL STAKEHOLDERS	
Country Office (CO) Philippines	<ul style="list-style-type: none"> • Has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. • Account internally as well as to its beneficiaries and partners for performance and results of its operation. • Findings, recommendation, and learning will help the CO focus its resources on what worked best and more effective.
Regional Bureau (RB) Asia and the Pacific	<ul style="list-style-type: none"> • Responsible for both oversight of COs and technical guidance and support. • Has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
	<ul style="list-style-type: none"> • Ensure that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy • Has a particular need to learn from past and current capacity development/technical assistance activities in order to more effectively guide the country offices of the region as they are designing their CSPs. • Contribute to RBBs capacity to share evidence based knowledge about WFPs operations internally and externally in the region and globally.
WFP HQ	<ul style="list-style-type: none"> • Has an interest in the lessons that emerge from evaluations, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming.
Office of Evaluation (OEV)	<ul style="list-style-type: none"> • Has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy.
WFP Executive Board (EB)	<ul style="list-style-type: none"> • Has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings may feed into annual syntheses and into corporate learning processes, and it will be published on the OEV website.
EXTERNAL STAKEHOLDERS	
Beneficiaries	<ul style="list-style-type: none"> • Have a stake in determining whether WFP's assistance is appropriate and effective. • Provide inputs on the evaluation by sharing their respective perspective on the benefits, results of the intervention, and how the interventions were perceived at individual level. • Interested to know how the intervention had affected the individuals living in the community that received the assistance.
Government	<ul style="list-style-type: none"> • Has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development/technical assistance, handover and sustainability will be of particular interest. • Expected to take an active role in the overall evaluation process through its participation in the evaluation reference group (ERG), providing comments in the TOR, inception reports, initial and final evaluation reports, and also participating in the data gathering.
UN Country team	<ul style="list-style-type: none"> • Has an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts which aims to contribute to the government developmental objectives. • Findings of this evaluation will contribute to the evaluation of the UNDAF²⁴. • Learnings, findings and recommendation from the evaluation will help improve partnership between UN Agencies.
NGOs	<ul style="list-style-type: none"> • The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. • Learn on the good practices that may be replicated in their programming and proposals to donors who are also interested in implementing DPR/CCA activities. • Findings and recommendation from the evaluation will help NGOs to become more strategic and effective when carrying out this type of activities.

²⁴ UNDAF (2012-2018) Evaluation is currently ongoing

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
Donors	<ul style="list-style-type: none"> • Have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes. OFDA, AusAid, and YUM! are the donors.
Private sector	<ul style="list-style-type: none"> • Results of the evaluation can be used as a platform for future funding request from private sector and individuals. • Evaluation findings and results on the equipment and services can help private sectors such as suppliers, service providers, events organizer to improve their services and/or product development/improvement/innovation that will support the DPR/CCA activities in the future.
Academe	<ul style="list-style-type: none"> • Expected to reflect the benefits have gained or will gain from some of the capacity development/technical assistance activities that WFP has supported. • Results might encourage more collaboration with academe on DPR/CCA activities if found more efficient and sustainable. • Evaluation recommendations, key lessons learned, and good practices can be included in the lessons/curriculum to be developed by academe related to DPR/CCA topics.

3. Context and subject of the Evaluation

3.1 Context

15. The Philippines is prone to both geological and hydro meteorological hazards. The frequency and severity of these hazards, climate change and its impact are expected to increase. Based on the climate projections in the Fifth Assessment Report of the Intergovernmental Panel on Climate Change, which uses emission scenarios or Representative Concentration Pathways, the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) estimates the country's average temperature to be warmer at 0.9-1.9° C2 to 1.2-2.3 ° C3 by mid-21st century (2036-2065). The projected changes in seasonal rainfall in most parts of the country are expected to be within the range of its natural variability. These changes are strongly influenced by the El Niño Southern Oscillation, except for a highly likely drier future over the central sections of Mindanao. Projections further reveal, although with low confidence, that wetter conditions associated with extreme rainfall events could be experienced over most parts of Luzon and western sections of the Visayas. Sea level rise, faster than the global average, has been observed in some coastal areas in the country, and this condition is projected to continue.²⁵

16. Compounding these issues is the sector's vulnerability to climate and disaster risks. The impact of climate change and disasters has overturned gains in the sector to the detriment of small farmers and fisher folk. From 2011 to 2015, production losses and damage to infrastructure amounted to PHP163.6 billion in agriculture based on the assessment of Department of Agriculture.²⁶

17. Poverty incidence decreased from 26.3 percent in 2009 to an estimated 21.6 percent in 2015. The decline could have been more pronounced were it not for the extreme natural and human induced shocks like super typhoon Yolanda (2013), the Bohol earthquake (2013), the Zamboanga siege (2013), and El Niño (2015), to name a few. These disasters, in addition to sudden illnesses and other shocks, are the most common reasons that even non-poor individuals fall into poverty and the poor find it hard to move out and stay out of poverty.

²⁵ Philippine Development Plan 2017-2022

²⁶ Ibid.

This points to the importance of a social protection program that builds the socioeconomic resilience of the poor and those who recently graduated from poverty.²⁷

18. The 2015 Regional Overview of Food Insecurity in Asia and the Pacific said that approximately 17.5 million Filipinos are still undernourished and 33.6% of children are stunted. Meanwhile, 19% of the whole population live with a daily budget of less than P50 (\$1.25). The Philippines ranks as 72nd out of 109 countries when it comes to pushing for food security in the 2015 Global Food Security Index.²⁸

19. Disasters caused by natural hazards are some of the leading causes of damage to property and even deaths. From 2005 to 2015, there were 2,754 natural hazards experienced. While not all of these events were considered catastrophic, about 56 percent of the damage to properties were due to typhoons and storms, 29 percent due to floods, and 6 percent due to landslides. Human-induced shocks are also inevitable and must be prepared for by the government. These may include incidents of house fires, crime, domestic violence, and military encounters.²⁹

20. In times of disaster, Department of Social Welfare and Development (DSWD) augments the resources of local government units by providing food and non-food relief packs to affected households. Through the use of predictive analytics, estimates of households that will be affected can be done days in advance. Moreover, relief goods are sent to local government units (LGUs) in advance to make their availability more timely. The Department of Social Welfare and Development (DSWD) National Resource Operations Center has helped make packing of relief items more efficient. It has made full use of lessons learned from the Yolanda experience to improve its disaster response program. Disaster relief assistance from 2011 to 2015 has an average of 59 percent in terms of the proportion of families affected by natural and human-induced calamities provided with relief assistance.³⁰

21. To prepare communities against environmental risks, the government has launched programs to identify vulnerabilities and create stop-gap measures to improve resilience. Called READY Project, the Hazards Mapping for Effective Community-Based Disaster Risk Mitigation initiated by the Department of Science and Technology (DOST) aims to address issues in local disaster risk management. The project has three components: (a) multi-hazard and risk assessment; (b) community-based disaster risk mitigation through development of community-based early warning system and conduct of information, education, and communication campaigns; and (c) mainstreaming disaster risk reduction in local development. The first component includes the Nationwide Operational Assessment of Hazards (Project NOAH), which has been instrumental in identifying vulnerable areas. The agency has also facilitated the formulation of comprehensive policies and plans that enabled local government units (LGUs) to prepare for upcoming disasters.³¹

22. The intensity and frequency of natural disasters and the accompanying devastating effect provided the impetus for the Government of the Philippines (GoP) to make Disaster Risk Reduction (DRR) a key priority. The prioritization is evidenced by the adoption and creation of the National Disaster Risk Reduction and Management Council (NDRRMC) Act (Republic Act (RA) 10121) in May 2010. The law mandated national government agencies to collectively create the National Disaster Risk Reduction and Management Council (NDRRMC), which operate equivalent to the humanitarian cluster system. By laying the foundation for this system, the Philippines not only prioritized a systematic approach to disasters, but recognized the validity of country's overall risk profile and its connection to long-term development.

²⁷ Ibid.

²⁸ Philippine Development Plan 2017-2022

²⁹ Ibid.

³⁰ Ibid.

³¹ Ibid.

23. RA 10121 established a four-pillar approach to DRRM in the Philippines. These pillars were defined as Preparedness, Response, Mitigation and Rehabilitation and Recovery. Under the Council, specific national government agencies are mandated to take lead roles in risk reduction and management. Specifically, the Department of the Interior and Local Government (DILG) for preparedness, the Department of Social Welfare and Development (DSWD) for response, the Department of Science and Technology (DOST) for prevention and mitigation, and the National Economic Development Authority (NEDA) for rehabilitation and recovery, while the Office of Civil Defense (OCD) provides the coordination and convening roles for the National Disaster Risk Reduction and Management Council (NDRRMC).

24. To complement advances in disaster risk reduction and management prompted by the NDRRMC Act, the GoP also revisited the Climate Change Act of 2009 (Republic Act 9729) which resulted in the establishment of the National Framework Strategy on Climate Change which was subsequently translated into a National Climate Change Action Plan (NCCAP) in November 2011. Guided by the NCCAP, RA 9729 mainstreamed climate change into policy formulation, development planning, and poverty reduction programs. While the twin acts are policy advancements at the national level, there are critical capacity gaps in translating the laws into the operational level. The DILG, recognizing that local government units (LGUs) are usually the first responders in any disaster, intensified its campaign for more prepared LGUs in 2015.

25. In line with the priorities of the Philippine Government, WFP launched the Disaster Preparedness and Response (DPR) Programme in 2011 with generous support from the United States Agency for International Development's Office of U.S. Foreign Disaster Assistance (USAID/OFDA) and in collaboration with the Department of Social Welfare and Development (DSWD), Department of the Interior and Local Government (DILG), and the Office of Civil Defense (OCD).

26. In reference to the RA 10121, WFP worked with DILG, and OCD in addressing critical capacity gaps in translating the laws into the operational level. Since 2011, WFP has been working in municipalities across the disaster-prone provinces to bolster government efforts to prepare for and respond to natural disaster through integrated and pro-active planning. The pilot phase of the Disaster Preparedness and Response (DPR) program was run from 2011-2012, a second phase from 2012-2013, followed by two consecutive phases and is now implementing the fifth's and final phase. Since 2011, the program has expanded geographically and broadened partnerships with various stakeholders to address disaster preparedness and response.

27. In 2011, WFP commissioned Earthquakes and Megacities Initiative to conduct a capacity needs assessment (CNA) of national government agencies and local government units (LGUs) using disaster risk reduction indicators as parameters in the analysis. The CNA was conducted to systematically identify existing capacity development activities, pinpoint key gaps, and serve as the basis for recommending specific capacity building. This was a preliminary activity for the technical assistance project undertaken by WFP in support of the Philippine government's disaster risk management initiatives.

28. In January of 2012 and a Climate Change Adaptation (CCA) component was introduced. This new focus complements WFP's overall aim of strengthening the resilience of local governments and communities, and supports the provisions of the Climate Change Act or RA 9729 and the priorities of the National Climate Change Action Plan (NCCAP). WFP had extended its coverage to more vulnerable areas addressing both preparedness and mitigation carried out in different activities including technical trainings, support to local stakeholders' effort to raise awareness of DPR/CCA in communities, provision and use of appropriate, modest equipment and hardware to strengthen local preparedness, engagement with national and local government, academic institutions, NGOs, and the private sector to

implement quick, meaningful, mitigation activities designed to address the risks of known hazards.

29. Alongside with DPR/CCA activities, a Protracted Relief and Recovery Operation (PRRO) 200743: Enhancing the Resilience of Communities and Government Systems in Regions Affected by Conflict and Disaster (2015-2018) with an approved budget of USD 73.8 million supported people in Central Mindanao to enhance their resilience to conflict and natural disasters through market-sensitive food-assistance-for-assets (FFA) options, school meals, and specialized nutrition products directed at pregnant and lactating women with children aged under 6 months and children aged 6-23 months as part of a stunting prevention programme is ongoing.

30. Aside from WFP, there are also other UN agencies and organizations helping the GoP to strengthen their disaster risk reduction and management. United Nations Development Programme (UNDP) is also supporting the GoP with hazard mapping and assessment for community-based disaster risk management, technical assistance, capacity development. United Nations Children's Fund (UNICEF) has undertaken a study on children's vulnerabilities to climate change and disaster impacts. World Bank and Asian Development Bank conducted studies to establish an integrated disaster risk management framework in select cities in Vietnam, Indonesia, and the Philippines.

31. In the implementation of DPR/CCA activities, it appears that no gender analysis was done to understand and document the differences in gender roles, activities, needs, and opportunities. There was no examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others. To ensure that gender is incorporated in the activity implementation, WFP partnered with UNFPA to provide technical assistance in terms of gender mainstreaming. This partnership calls for specific DPR/CCA (Minimum Initial Service Package - MISP) Gender trainings and development of guidelines for LGUs to use to help integrate gender sensitivity into DPR/CCA planning processes. However, the deliverables between WFP and UNFPA partnership do not include any gender analysis in relation to DPR/CCA and how different gender benefitted from the activities supported by WFP.

3.1 Subject of the evaluation

32. The subject of the evaluation are the OFDA funded activities related to DPR/CCA.

Table 2: Details of the subject of evaluation

Project	Disaster Preparedness and Response/Climate Change Adaptation Activities under OFDA Fund in the Philippines from May 2011 to September 2017
Geographic Scope	See Annex 1. Low-income and disaster prone provinces and municipalities based on geo-hazard mapping
Duration of intervention to be evaluated	May 2011-September 2017 Phase 1: May 2011 – May 2012 Phase 2: April 2012 – April 2013 Phase 3: January 2013 – June 2014 Phase 4: July 2014 – December 2016 Phase 5: July 2016 – December 2017
Main Partners/ Beneficiaries and Stakeholders Role	See Annex 2 and Annex 3

Expected Outputs and Outcomes	See Annex 4
Resource Requirement	Total Grant Received from 2011-2017: USD \$19,515,047. See Annex 6 for details of fund disbursement
Gender	To ensure of a gender-responsive disaster management, including preparedness, mitigation, risk reduction and adaptation, WFP partnered with UNFPA to provide technical assistance to mainstream gender in the DPR/CCA activities. This includes capacity building of WFP and its partners on gender, technical assistance on incorporating gender in M&E, revision of tools used in DPR/CCA to be more gender sensitive and integration of sexual and reproductive health in emergencies.

4. Evaluation Approach

4.1 Scope

33. The evaluation will cover all OFDA funded activities and processes related to their design, implementation, partnership, resourcing, monitoring, evaluation, and reporting relevant to answer the evaluation questions as indicated in Table 3. With the overall direction of WFP geared towards capacity development with lesser food-based intervention, the result of the evaluation aims to inform CSP design in the Philippines, and perhaps also in the region and corporately. With this, the evaluation will have a particular focus on capacity development and technical assistance provided to local government units.

34. The evaluation is going to be a theory-based evaluation, taking into account the logframes and theory of change developed throughout the evaluation timeframe. Based on Annex 4, several logframes were developed in which each phase of the activity had its own logframe. In response to the evaluation recommendation conducted in 2014, WFP developed a theory of change as indicated in Annex 5 in 2015 to understand the causes, effects and pathways of change relating to disaster vulnerabilities at the local level. The evaluation team should check if these logframes are sound, operational and reflect the target and objectives of the intervention. The evaluation team should also refine the theory of change with consultation with the different stakeholders.

35. Time coverage of the evaluation is from May 2011 up to September 2017.

36. The evaluation should be human rights and gender responsive evaluation, ensuring participation, inclusion and mainstreaming of gender equality and women's empowerment in the process. Since monitoring of DPR activities was established, sex-disaggregated data were collected such as the number of males and females that attended the training. However, data is only available from Phase 2 onwards. Also, WFP had partnered with UNFPA to provide technical assistance in mainstreaming of gender in DPR/CCA activities. WFP also had a Gender Results Network which has representative from different internal units, ensuring that gender is mainstream into the process.

37. Accountability to affected populations, is tied to WFP's commitments to include beneficiaries as key stakeholders in WFP's work. As such, WFP is committed to ensuring gender equality and women's empowerment in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups. The evaluation should consider if the capacity development/technical assistance activities were able to consider aspects of gender equality and women's empowerment especially that most of the activities in disaster preparedness and response were dominated by men. The CO also acknowledge that it is difficult to assess the direct effect of the capacity development/technical assistance to affected population as this is a complex topic.

Table 3: Topic Coverage of Evaluation

Component/Key Activities	Activity Evaluation of DPR/CCA under OFDA Fund <ul style="list-style-type: none"> • Capacity development/strengthening through training • Small scale mitigation projects • Technical assistance on formulation, planning, implementation of policies and structures related to DPR/CCA • Support to local stakeholders' effort to raise awareness of DPR/CCA in communities through IEC, exchange visits • Provision and use of appropriate, modest equipment and hardware to strengthen local preparedness • Engagement with national and local government, academic institutions, NGOs, and the private sector to implement quick, meaningful, mitigation activities designed to address the risks of known hazards
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4.2 Evaluation Criteria and Questions

38. **Evaluation Criteria** The evaluation will apply the international evaluation criteria of Relevance, Effectiveness, Efficiency, and Sustainability. The evaluation will attempt to ascertain the effect that the interventions have had on its direct beneficiaries of the capacity development/technical assistance activities.

39. **Evaluation Questions** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and capacity development/technical assistance activities that achieve the intended results, which could inform future strategic and operational decisions.

Table 4: Criteria and evaluation questions

Criteria	Evaluation Questions
Relevance	<ul style="list-style-type: none"> • To what extent is the supported DRR/CCA activities in line with the needs of targeted government agencies, local government units and the ultimate beneficiaries (men and women, boys and girls)? • To what extent is the DRR/CCA activities aligned with WFP, partner UN agency, donor, and government policies and priorities? • To what extent did the interventions address needs/gaps of the government partners and the communities? • To what extent is gender incorporated in the DPR/CCA plans, structures, process of the government partners? • How was the findings/recommendations of the previous evaluations implemented and how did it change the succeeding project implementation? • What were the assumptions and how are they created? How realistic were the assumptions and strategies used for planning?
Effectiveness	<ul style="list-style-type: none"> • To what extent were the output and outcomes of the intervention achieved /are likely to be achieved? • Which of the interventions, trainings, and capacity building were most effective and how was it used? • What were the major factors influencing the achievement or non-achievement of the outcomes/objectives of the intervention? And what can be improved? • What were the unintended positive/negative results?
Efficiency	<ul style="list-style-type: none"> • To what extent is WFP coordination mechanism efficient and appropriate with the current government structure? • Which among the funding modalities worked well in implementing the project and which is the most cost-efficient? • What the major factors that affect the execution of activities in a timely manner?
Sustainability	<ul style="list-style-type: none"> • What is the likelihood that the benefits of the DRR/CCA activities will continue after WFP's work ceases? • To what extent does the government partner appreciate the relevance and results WFP's support for them to sustain it or continue support after WFP assistance?

Criteria	Evaluation Questions
	<ul style="list-style-type: none"> • How DRR/CCA activities could be improved to increase or sustain intended results and what are the sustainability mechanism that can be put in place?

3.1 Data Availability and Existing Resources

40. Information products such as Standard Project Reports (SPR), previous evaluations³², and monitoring data, will be available to the evaluation team. Internal reports such as quarterly monitoring and evaluation reports are also available for their review and reference. All raw monitoring data and assessment are available in electronic version stored in eWIN, if needed.

41. Two previous evaluations were also conducted in relation to DPR/CCA activities. The first evaluation with the title of Evaluation of the Joint WFP/DILG/OCD and DSWD Disaster Preparedness and Response Pilot Programme³³ was conducted by Development Academy of the Philippines in 2012. The evaluation assessed the intended and unintended result of the project, analyze major factors that influenced the results, and draw lessons from the pilot implementation of DPR/CCA activities which will serve as an input to the second phase of DPR/CCA projects in the country. Several good practices were captured such as the provision of counterpart support from the government either in financial or in a form of human resource, involvement of the community in the process, and introduction of low-cost technologies in the project.

42. The evaluation also revealed several points for improvement such as having a holistic and integrated approach of the DRRM plans, mentoring and establishments of trained trainers, policy support by assisting LGUs that plans will be adopted and integrated into their local development plan, standardization of participants in the training, and providing sufficient time and conducting a joint planning of activities so that other administrative process will be taken into consideration.

43. WFP conducted an evaluation of Phase 2 activities in 2014, with the title of Evaluation of the Disaster Preparedness and Response/Climate Change Adaptation Activities Implemented by WFP Philippines to assess the appropriateness and results of the operation, and why and how the operation has produced the observed results. The evaluation team concluded that the design of Phase 2 is too ambitious considering the capacity of WFP at the time of evaluation and guide implementation is not sufficient. Although activities were implemented within the budget, the project need to be extended to complete the project. Limited progress towards programme objectives and very limited contribution towards the overall program goal to reduce mortality and the impact of natural disasters on vulnerable communities was observed/assessed by the evaluation team.

44. Several short and long term recommendation was proposed to addressed the findings in the evaluation just as increasing WFP's capacity in terms of number of manpower, capacity building, development of theory of change, sharing of lessons learned, challenges and opportunity, program coherency, development of M&E framework at the design process, and tracking of knowledge management and learning progress, development of quality and usable information, education and communication materials, and development of a comprehensive advocacy strategy.

45. With the introduction of COMET, the logical framework is clearly defined during the design stage and regularly updated as to the required monitoring requirements. However, it is noted that the outcome data on capacity development/technical assistance might be limited as there is limited guidance on tracking and monitoring of these kinds of activities. At the start of the DRR/CCA activities, the datasets were not yet well established in the CO in-

³² Available in WFP Teamworkspace

³³ Available in WFP Teamworkspace

house database. Progress of those DRR/CCA activities are not regularly monitored and recorded. Currently, WFP Philippines is looking at utilizing the capacity strengthening matrix to monitor the progress of capacity development/technical assistance activities as to the different entry points/pathways such as policy and legislative arrangements, institutional effectiveness and accountability, strategic planning and financing, programme design and implementation, sustainability and continuity. A regular data collection has also started to monitor any DRR/CCA activities on a monthly basis started in January 2016. Efforts have been made to create database of activities implemented from 2012. This will help in addressing evaluation questions related to outputs with the exception of Phase 1. However, evaluation on Phase 1 can be used as a reference to collect information on the output and outcome achieved on that period.

46. Concerning the quality of data and information, the evaluation team should:
- assess data availability and reliability as part of the inception phase expanding on the information provided in section 4.3. This assessment will inform the data collection robustness, appropriateness and areas for improvement.
 - systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.

4.4 Evaluation Methodology, Process and Management

Evaluation methodology

47. The methodology will be further elaborated by the evaluation team during the inception phase. It should:

- Employ the relevant evaluation criteria above: Relevance, Effectiveness, Efficiency and Sustainability.
- Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.) The selection of field visit sites will also need to demonstrate impartiality.
- The evaluation will be conducted in accordance with WFP evaluation guidelines and UNEG Norms, Standards, Ethical Guidelines, Code of Conduct for Evaluations and Integrating Human Rights and Gender Equality in Evaluations in the UN System.
- The evaluation will be a transparent and participatory process involving relevant WFP stakeholders and partners at national and sub-national levels as indicated in section 2.3.
- The evaluation methodology will employ mixed methods for data collection. The evaluation will have two levels of analysis and validation of information:
 - A desk review of information sources, such as, but not limited to: programme documentation, work plans, roles and responsibilities, partnership agreements, progress reports, meeting minutes, mission reports, monitoring reports, technical products developed, data collected, and any important correspondence between key parties.
 - In-depth analysis of the programme both by qualitative and quantitative data collection. This will involve visits to national and local government agencies/departments and selected provinces/municipalities where the project has been implemented, and will employ a number of evaluation methods ranging from document reviews, interviews, focus group discussions, surveys, observations, illustrated presentation including photo story, and video.
- Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints. Although theory of change had been created, the evaluation team has to validate the

existing theory of change and if needed, create an updated theory of change as part of the inception report.

- Ensure through the use of mixed methods that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used. The evaluation team is expected to include gender equality and women's empowerment in findings, conclusions, lessons learned and recommendations;
- Assure confidentiality to, and obtain informed consent from, all persons interviewed. The evaluation team should triangulated information from existing internal and external data sources and qualitative data collected in the field to crosscheck and validate findings. Since data sources qualitative information, it is expected that the team will use qualitative analysis software that will aid in the interpretation of the collected data. In case further clarification is needed, the evaluation team shall provide detailed explanation on how did the evaluation team arrived to a certain findings;

Evaluation process

48. The evaluation will proceed through the following phases. The deliverables and deadlines for each phase are as follows and evaluation timeline is in Annex 8:

Figure 1: Summary Process Map



49. Notes on the deliverables: The inception package and evaluation reports shall be written in English and follow the DEQAS templates. The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level. The evaluation TOR, report, management response and brief will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

- **Inception Report.** After (or based on) the inception meeting, the Inception Reports will describe the subject of evaluation, country context, provide an operational factsheet and a map, and provide a stakeholder analysis. The Inception Reports will also describe the evaluation methodologies and the approach taken by the team to cultivate ownership and organize debrief sessions and quality assurance systems developed for the evaluation. The Inception Reports will include use of Evaluation Plan Matrices, and they will outline how the evaluation teams will collect and analyse data to answer all evaluation questions. Finally, they must include an evaluation activity plan and time line. The evaluation designs and proposed methodologies specified in the Inception Reports must reflect the evaluation plans, budgets and operational environments, and the extent to which methods lead to collection of reliable data and analysis that provide a basis for reaching valid and reliable judgments. A reconstructed theory of change must be included in the report. For more details, refer to the content guide for the inception package.

- **Preliminary Findings.** This will include preliminary findings and recommendations with WFP at the end of the field visit and interviews with stakeholders. The evaluation team will draft the report and present to a group with representatives from WFP and key stakeholders.
- **Evaluation report.**
 - **Draft Report.** The evaluation report will outline the evaluation purpose, scope and rationale, and the methodologies applied including the limitations that these may come with. Prior finalizing the report, the evaluation team should share the report to WFP and stakeholders and facilitate a validation meeting/workshop. The report will also be shared with the evaluation reference group and quality assurance for review as indicated in Section 4.5.
 - **Final Report.** The report must reflect the TOR and Inception Report and outline evaluation questions and the evaluation teams' answers to these alongside other findings and conclusions that the teams may have obtained. The reports will also outline interim lessons learned, recommendations and proposed follow-up actions. It should follow the UNEG evaluation report guidance.
- **Power-point presentation and validation workshop facilitation.** A final briefing to WFP RB and COs will be required during which the service provider will present a summary of the conclusions, evaluation findings and recommendation. The report should highlight specific DRR/CCA that have greatest results and lessons on how to improve the implementation of DRR/CCA activities. Comparisons and contrasts and lessons learned between the previous evaluation result should be highlighted.
- **Evaluation brief.** A two-page brief of the evaluation will summarise the evaluation report and serve to enhance dissemination of its main findings.

Evaluation Management and Roles and Responsibilities

50. The following mechanisms for independence and impartiality will be employed such as use of external service provider to conduct the evaluation. WFP has appointed a dedicated evaluation manager to manage the evaluation process internally; an internal WFP evaluation committee, led by staff not directly implementing the programme at the country office level, to manage and make decisions on the evaluation; an Evaluation Reference Group (ERG) (including WFP and external stakeholders) will be set up to steer the evaluation process and further strengthen the independence of the evaluation. All feedback generated by these groups will be shared with the service provider. The service provider will be required to critically review the submissions and provide feedback on actions taken/or not taken as well as the associated rationale.

51. The following potential risks to the methodology have been identified such as potential difference in methodological approach between the recommendation against the preference of the evaluation team. To mitigate this risk, WFP will provide a list of recommended methodology to be used to answer every evaluation questions. The selected external service provider will confirm the suggested methodology, and if any case the suggested methodology is not possible to use, the evaluation team will clearly state the reason, and the alternative methodology. Additionally, the inception report will be carefully reviewed by WFP and stakeholders to ensure methodology and approach are sound.

52. Due to the geographic spread of the intervention, WFP will recommend areas which will be visited for data collection. Areas to be visited will be purposely selected based on consultation with the ERG and evaluation team and will be coordinated with the focal persons for their availability. In case of non-availability of resource persons, an alternate area will be

recommended. Areas to be visited will be coordinated with UNDSS to ensure the safety of the WFP staff and the evaluation team. However, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons as indicated in Section 6.3.

53. The following are the roles and responsibilities of different stakeholders:

Table 5: Roles and Responsibilities

Actors	Roles and Responsibilities
Country Director or Deputy Country Director³⁴	<ul style="list-style-type: none"> ○ Assign an Evaluation Manager for the evaluation. ○ Function as a member of Evaluation Committee (EC) ○ Compose the internal evaluation committee and the evaluation reference group (see below). ○ Approve the final TOR, inception and evaluation reports. ○ Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see below and Technical Note (TN) on Independence and Impartiality). ○ Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team ○ Participate in the debriefings and workshops to assess validity and reliability of collected data and usefulness of the findings and recommendations ○ Preparation of a Management Response to the evaluation recommendations submit to the RD ○ Oversee dissemination and follow-up processes (such as report on follow-up actions, and use evidence from DE in the revision and preparation of new strategies, programmes and other interventions)
Evaluation Manager	<ul style="list-style-type: none"> ○ Manages the evaluation process through all phases including drafting this TOR ○ Ensures quality assurance mechanisms are operational ○ Consolidates and shares comments on draft TOR, inception and evaluation reports with the evaluation team ○ Ensures expected use of quality assurance mechanisms (checklists, quality support) ○ Ensures that the team has access to all documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required. ○ Organises security briefings for the evaluation team and provide any materials as required ○ May facilitate/support the development of a management response and dissemination of the evaluation report and its findings.
Evaluation Committee (EC)³⁵	<ul style="list-style-type: none"> ○ Provide input to the evaluation process ○ Give comments and feedback on the evaluation product based on their knowledge and experience ○ Participate in the debriefing and workshop and provide feedback ○ Oversee dissemination of evaluation results and ensure periodic follow up and updating of the status of the implementation of the recommendation ○ Assist if necessary the evaluation team on the data requirements that they needed.
Evaluation Reference Group (ERG)³⁶	<ul style="list-style-type: none"> ○ Review the evaluation products as further safeguard against bias and influence. ○ Support a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy 2016-2021

³⁴ Country Director might delegate the role to the Deputy Country Director

³⁵ Annex 7

³⁶ Annex 7

Actors	Roles and Responsibilities
	<ul style="list-style-type: none"> ○ Act as experts in an advisory capacity and input to management response and its implementation (as appropriate).
Regional Bureau	<ul style="list-style-type: none"> ○ Assign the Regional Evaluation Officer to provide technical support to the evaluation. ○ Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as relevant. ○ Serve as a technical advisor and participate as a member of the ERG ○ Provide comments on the draft TOR, Inception and Evaluation reports ○ Support the Management Response to the evaluation and track the implementation of the recommendations.
Relevant WFP Headquarters divisions	<ul style="list-style-type: none"> ○ Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation in relevant areas. ○ Comment on the evaluation TOR and draft report.
Office of Evaluation (OEV)	<ul style="list-style-type: none"> ○ Advise the Evaluation Manager and provide support to the evaluation process where appropriate. ○ Responsible to provide access to independent quality support mechanisms reviewing draft inception and evaluation reports from an evaluation perspective. ○ Ensure a help desk function upon request from the Regional Bureaus.

4.5 Quality Assurance and Quality Assessment

54. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the United Nations Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.

55. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the DEQAS Process Guide and for conducting a rigorous quality control of the evaluation products ahead of their finalization.

56. WFP has developed a set of Quality Assurance Checklists for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.

57. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:

- systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
- recommendations on how to improve the quality of the final inception/evaluation report

58. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the UNEG norms

and standards^[1], a rationale should be provided for any recommendations that the team does not take into account when finalising the report.

59. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

60. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in WFP's Directive (#CP2010/001) on Information Disclosure.

61. The evaluation company is expected to provide evaluation products of high quality. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

62. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

5. Organization of the Evaluation

5.1 Evaluation Conduct

63. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP evaluation manager. The team will be hired following agreement with WFP on its composition.

64. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the code of conduct of the evaluation profession.

65. The National M&E Officer serves as the Evaluation Manager who is responsible managing the evaluation process, but not conducting the evaluation. The National M&E Officer knows about the activities under evaluation while not having managed or implemented them directly.

66. The evaluation team will conduct and report on the evaluation according to WFP standards:

- Evaluators must have personal and professional integrity.
- Evaluators must respect the right of institutions and individuals to provide information in confidence and ensure that sensitive data cannot be traced to its source. Adhere to the national law on data privacy. Evaluators must take care that those involved in evaluations have a chance to examine the statements attributed to them.
- Evaluators must be sensitive to beliefs, manners and customs of the social and cultural environments in which they work.
- In light of the United Nations Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender inequality.
- Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Also, the evaluators are not expected

^[1] [UNEG 2016 Norms and Standards states](#) Norm #7 states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability”

to evaluate the personal performance of individuals and must balance an evaluation of management functions with due consideration for this principle.

- Evaluators must follow the UNEG Ethical Guidelines for Evaluation in the entire evaluation process.

5.2 Team composition and competencies

67. To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the TOR.

68. The evaluation team will be composed of one team leader and at least one additional member of Filipino nationality.

69. Below are the qualifications needed for the team leader and member of the evaluation team.

Table 6: Qualification and Primary Responsibilities of the Evaluation Team

Position	Qualification and Responsibilities
Team Leader	<p>Qualifications</p> <ul style="list-style-type: none"> ○ At least Master's Degrees in social sciences, evaluation, development studies, disaster management, climate change, institutional capacity development, food security or related fields ○ Extensive experience in conducting evaluations: 10 years for evaluation team leader, with at least 5 years of exposure to work on climate change and disaster risk management and/or food security, with demonstrable skills and knowledge of evaluation designs, both qualitative and quantitative data collection and analysis ○ Have leadership, analytical, presentation and communication skills, including a track record of excellent English writing and presentation skills. ○ Must have excellent interpersonal skills to be able to manage team members effectively, sorting out difference within the team, and making sure that the outputs are cohesive and comprehensive. ○ Facilitation skills and ability to manage diversity of views in different cultural contexts is a requirement ○ Previous experience of working with the UN particularly WFP, with experience of the Asia-Pacific Region, particularly in the Philippines, is a distinct advantage ○ Given the remoteness of some field sites and their limited accessibility, all team members should be in good physical condition <p>Responsibilities</p> <ul style="list-style-type: none"> ○ Ensure the quality of the deliverables including inception reports with evaluation approach, methods and matrix, preliminary findings, draft and final evaluation reports, powerpoint presentation, facilitate workshop and an evaluation brief in line with DEQAS ○ Communicate/consult with WFP and other stakeholders and incorporate their comments in the report ○ Guide and manage the team ○ Lead the evaluation mission and represent the evaluation team
Team Member(s)	<p>Qualifications</p> <ul style="list-style-type: none"> ○ At least Master's Degrees in social sciences, evaluation, development studies, disaster management, climate change, institutional capacity development, food security or related fields ○ At least 5 year experience in participation in evaluations related to climate change and disaster risk management and/or food security ○ Have strong analytical and communication skills, evaluation experience and familiarity with Philippine local and cultural context

Position	Qualification and Responsibilities
	<ul style="list-style-type: none"> ○ Have strong skills in oral and written English and Filipino, knowledge of local dialect is desirable ○ Given the remoteness of some field sites and their limited accessibility, all team members should be in good physical condition <p>Responsibilities</p> <ul style="list-style-type: none"> ○ Contribute to producing the quality deliverables with the team leader including inception reports with evaluation approach, methods and matrix, preliminary findings, draft and final evaluation reports, PPT, facilitate workshop and an evaluation brief in line with DEQAS the methodology in their area of expertise based on a document review ○ Assist the team leader to manage the team, particularly providing the knowledge of the local context and culture ○ Participate in team meetings and meetings with stakeholders ○ Contribute to the drafting and revision of the evaluation products

5.3 Security Considerations

70. Security clearance where required is to be obtained from Philippine local authority.
- As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
 - Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system’s Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.³⁷
71. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
 - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

6. Communication and budget

6.1 Communication

72. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders. Details of the communication plan is in Annex 9.

³⁷ Field Courses: Basic <https://dss.un.org/bsitf/>; Advanced <http://dss.un.org/asitf>

- The Evaluation Manager will submit all final deliverables to the WFP COs for pre-approval. Upon pre-approval of deliverables, the WFP COs will forward the deliverables to the Regional Bureau.
- The evaluation team will deliver an evaluation report and other information products stated in Part 5. The evaluation team will produce an excel file indicating all comments received and how these were addressed. Exit debriefings will follow all field visits. A final presentation on the overall findings will be delivered to the RBB and the CO.

73. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. This will be available in the WFP's site. Following the approval of the final evaluation report, the CO M&E team will organize a workshop to discuss the findings and recommendation to the programme unit discussing the learnings and possible action points for improvement. The CO M&E Team will also be responsible to tracking the progress of the action plan to address the findings accepted by the CO.

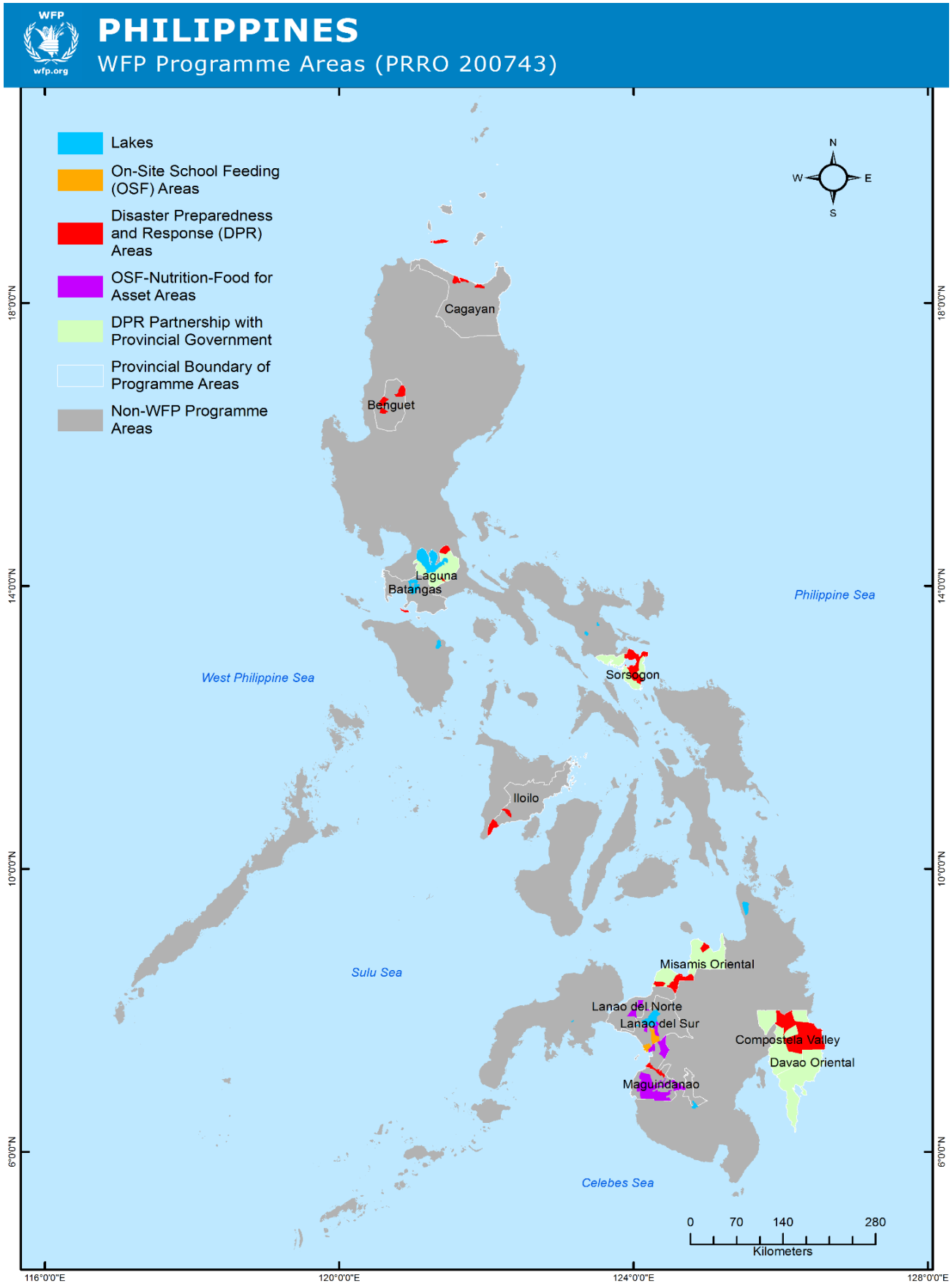
6.2 Budget

74. Budget: For the purpose of this evaluation, the budget will:

- Tender through procurement procedures, in which case the budget will be proposed by the applicant.
- The proposed budget by the applicant should not exceed of USD 80,000. The budget source is from OFDA which was allocated during the budget proposal.
- Travel/subsistence/other direct expenses by the contracted evaluation team should be included in the proposal. This should include any foreseen primary data collection and analysis.
- The budget will also include the dissemination of the findings through workshop to be conducted as indicated in the communication section.

Please send any queries to Jutta Neitzel (Head of Programme; jutta.neitzel@wfp.org) or Alma Perey (National M&E Officer; alma.perey@wfp.org)

Annex 2: Map



Annex 3: Partners per programme phase

Partners shown in bold face in the table below were approached for interview.

Phase	Province	NGO Partner	Academe Partner
Phase 1	All	Philippine Business for Social Progress	
Phase 1 Total		1	0
Phase 2	Benguet	Jaime V. Ongpin Foundation, Inc. (JVOFI)	University of the Philippines Los Banos
	Cagayan	Cagayan Valley Partners in People Development	University of the Philippines Baguio
	Laguna	Philippine Business for Social Progress	Cagayan State University
		Philippine Support Service Agencies	Bicol University
	Sorsogon	Green Valley Development Programme	Ateneo Innovation Center
Phase 2 Total		5	5
Phase 3	Batangas	Good Neighbors International Philippines	University of the Philippines Los Banos
		Batangas Community Divers Seal	University of the Philippines Baguio
	Benguet	Jaime V. Ongpin Foundation, Inc. (JVOFI)	Cagayan State University
		People's Initiative for Learning and Community Development	Bicol University
	Cagayan	Cagayan Valley Partners in People Development	Ateneo Innovation Center
	Iloilo	Iloilo Caucus of Development NGOs	Batangas State University
	Laguna	Philippine Business for Social Progress	University of the Philippines Visaya
		Society for the Conservation of Philippine Wetlands	West Visayas State University
	Misamis Oriental	Green Mindanao Association, Inc.	
	Sorsogon	Green Valley Development Programme	
		Integrated Rural Development Foundation	
	Laguna, Sorsogon, Batangas, Cagayan	Philippine Biochar Association	
Phase 3 Total		12	8
Phase 4	All	Philippine Legislators Committee on Population and Development	University of the Philippines Los Banos
	Batangas	Good Neighbors International Philippines	University of the Philippines Baguio
	Benguet	Jaime V. Ongpin Foundation, Inc. (JVOFI)	Benguet State University
		People's Initiative for Learning and Community Development	Laguna State Polytechnic University
	Cagayan	Cagayan Valley Partners in People Development	Cagayan State University
	Iloilo	Process Foundation Inc.	Isabela State University
	Laguna	Society for the Conservation of Philippine Wetlands	Xavier University – Ateneo de Cagayan

Annexes

Phase	Province	NGO Partner	Academe Partner
	Misamis Oriental	Green Mindanao Association Inc.	Sorsogon State College
	Sorsogon	Green Valley Development Programme	
		Integrated Rural Development Foundation	
Phase 4 Total		10	8
Phase 5	All	Development Academy of the Philippines	West Visayas State University
	Iloilo	Iloilo Caucus of Development NGOs	Benguet State University
	Laguna	Philippine Legislators Committee on Population and Development	Isabela State University
	Maguindanao	Community Organizers Multiversity	Xavier University – Ateneo de Cagayan
	Misamis Oriental	Philippine Rural Reconstruction Movement (PRRM)	Davao Oriental State College of Science and Technology
	Sorsogon	Coastal Core	Mindanao State University-Maguindanao
	Benguet/Cagayan	Jaime V. Ongpin Foundation, Inc. (JVOFI)	Sorsogon State College
	Davao Oriental/Batangas	Philippine Business for Social Progress	
Phase 5 Total		8	7
Grand Total			

Annex 4: Evaluation Matrix

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Focus Area A: Relevance						
Question A1. To what extent are the supported DRR/CCA activities in line with the needs of targeted government agencies, local government units and the ultimate beneficiaries (men and women, boys and girls)?						
A1a	To what extent is the supported DRR/CCA activity in line with the needs of targeted government agencies?	Identified / prioritised needs Activities undertaken per district, distribution by geography, partner and phase	Activity database NDRRM Plan DRRM Audit 2014 LISTO project DILG, DSWD, OCD	Document review Key informant interviews (KII)	Triangulation of data from different sources Comparative analysis of programme activities and identified or reported needs. Validation of preliminary findings	Evidence on needs of authorities will need to be inferred from policy documentation
A1b	To what extent is the supported DRR/CCA activity in line with the needs of local government units?		Activity database DRRM Audit 2014 LISTO project Province, Region, Municipality, City and LGU line ministry staff	Document review KII Survey		
A1c	To what extent is the supported DRR/CCA activity in line with the needs of the ultimate beneficiaries?		Activity database Community members and representatives NGOs	Focus Groups KII at community level Direct observation		
Question A2. To what extent are the DRR/CCA activities aligned with WFP, partner UN agency, donor, and government policies and priorities? <i>(see also E1a)</i>						
A2a	To what extent is the DRR/CCA activity aligned with WFP policies and priorities?	Policy priorities Activities undertaken per district, distribution by geography, partner and phase Also link to Sphere Standards (as RA 10121 makes explicit linkage)	Activity database WFP Policies and CO documentation CO leadership	Document review KII	Triangulation of data from different sources Comparative analysis of priority policy areas and activities	Good quality, although capacity building policy is dated
A2b	To what extent is the DRR/CCA activity aligned with partner UN agency policies and priorities?		Activity database UN partner agency representatives and policy docs	Document review KII	Quantitative analysis of	Good quality evidence. To Include humanitarian principles

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
A2c	To what extent is the DRR/CCA activities aligned with donor policies and priorities?		USAID/OFDA policies and representatives	Document review KII	survey results (A2d) Validation of preliminary findings during feedback	Good quality
A2d	To what extent is the DRR/CCA activities aligned with government policies and priorities?		NDRRM Plan DRRM Audit 2014 LISTO project DILG, DSWD, OCD LGU	Document review KII Survey		High quality evidence, especially for more recent phases in particular
A2e	<i>Additional sub-questions: To what degree did WFP take responsibility for the gender dimension of the programme?</i>	Identification of actions above and beyond the UNFPA partnership Evidence of replacement activities Evidence of mainstreaming	WFP CO Results monitoring	Document review KII	Triangulation of data from different sources	Uncertain at this stage
A2f	<i>What caused the breakdown of the UNFPA relationship?</i>	Monitoring, oversight and review of the UNFPA partnership	WFP UNFPA	Document review KII		Uncertain at this stage
Question A3. To what extent did the interventions address needs/gaps of the government partners and the communities?						
A3a	To what extent did the interventions address needs/gaps of the government partners?	Numbers of activities completed in the six activity categories	WFP and government reporting LISTO checklist Government stakeholders Database	Document review KI to explore outcome level and above Survey	Comparative analysis Triangulation and comparison of opinions from various sources Validation of preliminary findings during feedback	Gaps have become easier to quantify through use of LISTO
A3b	To what extent did the interventions address needs/gaps of the communities?	Community satisfaction with mitigation activities Community satisfaction with response actions	Community representatives and members NGOs	Focus Groups and KII		

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question A4. To what extent is gender incorporated in the DPR/CCA plans, structures, process of the government partners?						
A4a	To what extent is gender incorporated in the DPR/CCA plans of the government partners?	Gender specific aspects are evident in formal plans at national and sub-national level Gender indicators are set centrally and rolled down to operational levels	NDRRM Plan DRRM Audit 2014 Province, Region, Municipality, City and LGU line ministry staff	Document review KII Survey	Comparative analysis against baseline from good practice, UNFPA, WFP and GoP policy guidance. Quantitative analysis of survey results Validation of preliminary findings during debrief	Document review to date has not generated good quality evidence Gender weakness is acknowledged within the TOR – no baseline information available
A4b	To what extent is gender incorporated in the DPR/CCA structures of the government partners?	Gender specialists or technical advice is available to programme implementers in government at all levels	Province, Region, Municipality, City and LGU line ministry staff Documents as made available	Document review KII Survey		
A4c	To what extent is gender incorporated in the DPR/CCA process of the government partners?	Gender materials, guidance is available. Recruitment policies are gender sensitive. Gender balance is evident at all levels Programme guidance includes gender aspects Implementation is gender sensitive	Province, Region, Municipality, City and LGU line ministry staff NGOs Communities and their representatives	Document collection and review KII Survey FGD		
Question A5. How were the findings/recommendations of the previous evaluations implemented and how did it change the succeeding project implementation?						
A5a	To what degree were the findings of the previous evaluations implemented? <i>(Question A5 will be restricted to the findings of programme level reviews, not technical assessments of eg mitigation activities or training)</i>	Recommendations are compiled at country level into single register Number of recommendations accepted, partially accepted, rejected Management responses are documented, complete, include time and responsibility Programmatic changes evident through review or reporting	WFP CO CD, DCD, Programmes, and M&E Register of evaluation findings, recommendations and management responses Subsequent evaluations Additional documentation as available	Document review KII	Comparison of recommendation register with subsequent planning documents	Evidence for baseline is good. Evidence for follow-up actions will need to be sourced
A5b	In what manner were the recommendations of the previous evaluations implemented?	Regular reviews of progress are documented				
A5c	How did the implementation of recommendations from previous evaluations change the succeeding programme implementation?	Programme plans include prior recommendations				

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question A6. What were the assumptions and how were they created? How realistic were the assumptions and strategies used for planning?						
A6a	What were the programme assumptions? <i>(‘programme assumptions’ is used to describe the set of conditions supporting the causal chain, necessary for the programme or individual activities to achieve their outcomes)</i>	Programme assumptions are documented, realistic and complete Number, scope and depth of documented assumptions	Assumptions listed in TOC narrative and tables WFP CO DILG, DSWD, OCD Province, Region, Municipality, City and LGU line ministry staff	Document review KII	Cross-reference to context analysis from various sources	Programme assumptions are absent from the logframes, but are listed in the TOC so available from Phase 4 Other evidence is not available at this stage
A6b	How were the assumptions identified?	Process by which assumptions were identified was participatory and inclusive, and took place at multiple levels		Document collection and review KII	Triangulate between various sources, especially in the absence of written evidence	
A6c	How realistic were the assumptions used for planning?	Evidence that plans were developed in the light of assumptions and that both plans and assumptions improved over time		Document review, specifically programme plans	Qualitative analysis of impact of assumptions on programme activity	

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Focus Area B: Effectiveness						
Question B1. To what extent were the outputs and outcomes of the intervention achieved / likely to be achieved?						
B1a	To what extent were the outputs of the intervention achieved /are likely to be achieved?	Where appropriate, indicators below are disaggregated by phase and location, and compared to plan: No. of (and attendance at) training courses completed, by topic No. of mitigation projects completed, amounts of co-funding, levels of community engagement No. of technical assistance sub-projects No. of IEC materials developed, compared to plan No. of, and participation in, exchange visits between local stakeholders Quantity of hardware provided, compared to LISTO checklist No. of targets identified for engagement to develop mitigation projects	WFP database DILG, DSWD, OCD Province, Region, Municipality, City and L line ministry staff	WFP KII for technical assistance projects and engagement with externals KII at Provincial, Regional, Municipality and City levels	Comparative analysis of achievements against plan	Data not available for phase 1
B1b	To what extent were the outcomes of the intervention achieved /are likely to be achieved?	Where appropriate, indicators below are disaggregated by phase and location, and compared to plan: No. and % of training events leading to concrete products such as contingency plans Post-disaster reviews indicate that training supported enhanced response No. and % of mitigation projects which demonstrably reduce risk in affected communities No. and % of technical assistance sub-projects which generate tangible outcomes No. of IEC materials distributed and % coverage. Review evidence that IEC materials positively changed behaviour. Anecdotal outcomes for exchange visits Records of LISTO hardware being used in responses (and replaced) Numbers of mitigation projects developed by partners targeted	DILG, DSWG, OCD Province, Region, Municipality, City and LGU line ministry staff Some elements may be accessible through the survey Component evaluations / assessments for IEC, Mitigation projects, and Training	KII at Provincial, Regional, Municipality and City levels KII with exchange visit participants Direct observation	Quantitative analysis of outcomes as documented Qualitative analysis of outcomes from KII and observation	Secondary data for outputs has not been made available

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question B2. Which of the interventions, trainings, and capacity building were most effective and how was it used?						
B2a	Which of the interventions, trainings, and capacity building were most effective and what changes occurred within programmes as a result?	As B1b	DILG, DSWD, OCD Province, Region, Municipality, City and LGU line ministry staff NGOs and academe Community members and representatives	Document review – evaluations and assessments Survey KII FGD	Qualitative analysis Triangulation of opinions from different sources Quantitative analysis of survey results Validation of preliminary findings during debrief	Three technical review (assessment) documents exist but they use different metrics – cross comparison is unlikely to be possible
Question B3. What were the major factors influencing the achievement or non-achievement of the outcomes/objectives of the intervention? And what can be improved?						
B3a	What were the major factors supporting the achievement of the outcomes/objectives of the intervention, and in what manner?	Identification of critical supporting factors Prioritisation or ranking of factors Nature of impact of factors	WFP CO, Programme and M&E staff DILG, DSWD, OCD	Document review – evaluations and assessments	Qualitative analysis Triangulation of opinions from different sources	No evidence is available at this stage
B3b	What were the major factors constraining the achievement of the outcomes/objectives of the intervention, and in what manner?	Identification of critical constraints Prioritisation or ranking of factors Nature of impact of factors	Province, Region, Municipality, City and LGU line ministry staff	KII Survey Direct observation	Quantitative analysis of survey results	
B3c	What could be done differently in future interventions?	<i>No indicators identified, as this question (from the TOR) will be addressed as part of the evaluation recommendations</i>				

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question B4. What were the unintended positive/negative results?						
B4a	What were the unintended positive results?	Identification of additional impacts Identification of multiplier effects	WFP CO, Programme and M&E staff	Document review	Triangulation and qualitative analysis	No evidence currently available
B4b	What were the unintended negative results?	Unexpected negative results Mechanism by which they were identified Action taken and process by which it was taken	DILG, DSWD, OCD Province, Region, Municipality, City and LGU line ministry staff Community, civil society Complaints / grievance / feedback mechanism	KII Survey Observation FGDs (mitigation projects, post response)		
Focus Area C: Efficiency						
Question C1. To what degree is WFP's engagement with LGUs, NGOs and academic partners effective and appropriate?³⁸						
C1a	To what degree is WFP's engagement with LGUs, NGOs and academic partners effective?	Identified communication and coordination gaps and successes	Operational programme stakeholders	KII Observation	Triangulation of various perspectives	The document review at the inception phase has not provided evidence
C1b	To what degree is WFP's engagement with LGUs, NGOs and academic partners appropriate?	Identified challenges in communication, coordination and funding channels between WFP and partners		KII Observation		
Question C2. Which among the funding modalities worked well in implementing the project and which is the most cost-efficient?						
C2a	Which among the funding modalities worked well in implementing the project? <i>Two transfers modalities were employed: (direct transfer to projects, and transfers through DILG).</i>	Identified constraints associated with each of two modalities Identified time delays associated with each	Phase 3 evaluation Phase 4 proposal and TOC Programme management and finance staff	Document review KII	Triangulation of various perspectives	Transfer modalities are specific to Phase, so quite distinct. WFP has no tool to measure cost-efficiency within capacity building interventions.
C2b	Which among the funding modalities is the most cost-efficient?	Additional costs to programme associated with each modality	Key stakeholders			

³⁸ This is the agreed replacement wording, revised from the TOR

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question C3. What are the major factors that affect the execution of activities in a timely manner?						
C3a	What are the major factors that affect the execution of activities in a timely manner?	Identification of constraining factors Ranking or prioritisation Evidence of management decision making to mitigate such factors	Province, Region, Municipality, City and LGU line ministry staff NGOs	Survey KII Observation	Qualitative analysis Validation of preliminary findings during debrief	No evidence at this time
Focus Area D: Sustainability						
Question D1. What is the likelihood that the benefits of the DRR/CCA activities will continue after WFP's work ceases?						
D1a	What is the likelihood that the benefits of the DRR/CCA activities from phase 1 to 5 will continue after WFP's work ceases?	Examples of successful continuation post-graduation Evidence of extended impact in project sites since graduation	Province, Region, Municipality, City and LGU line ministry staff Community, civil society – from phases 1-4 but not in phase 5.	KII Survey	Qualitative analysis	No evidence at this time
Question D2. To what extent does the government partner appreciate the relevance and results WFP's support for them to sustain it or continue support after WFP assistance?						
D2a	To what extent does the government partner appreciate the relevance and results WFP's support for them?	Relevance scoring per activity Results scoring per activity Overall project Activity ranking	Province, Region, Municipality, City and LGU line ministry staff	Survey KII Observation	Qualitative and quantitative analysis Comparison of KII and survey responses.	The online survey will use ranking tools and Likert scale questions to reduce subjectivity
D2b	Which programme elements will the government support independently after the programme closes?	Degree of co-funding by GoP at various levels, inclusion in core budget allocation Degree of co-funding by other partners Degree to which DRR is an obligation on GoP at each level (to be met from core budget)	WFP CO, Programme and M&E staff DILG, DSWD, OCD Relevant policies if available	Survey KII	Qualitative and quantitative analysis Comparison of KII and survey responses.	No evidence available at this time
D2c	Which programme elements will the government expect or appreciate continued support from WFP, where, for how long?	Identified areas in which continued assistance is necessary for financial or technical reasons, by location, topic, pillar	DILG, DSWD, OCD	KII		

Annexes

Ref.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
Question D3. How DRR/CCA activities could be improved to increase or sustain intended results and what are the sustainability mechanism that can be put in place?						
D3a	How could the DRR/CCA activities be improved to increase or sustain intended results?	<i>No indicators identified, as these questions (from the TOR) will be addressed as part of the evaluation recommendations</i>				
D3b	What are the sustainability mechanisms that can be put in place?					

Annex 5: Complementary DRRM programmes

Over the years, the Philippine government has received development assistance from international organisations particularly to strengthen national, local and communities' capacities and preparedness in the face of disaster and climate change. Some of the DRRM/CCA related projects that the Philippine government had implemented through the generous support of international organisations include:

- (a) Resilience Capacity Building for Cities and Municipalities to Reduce Disaster Risk from Climate Change and Natural Hazards – Phase 1 (ReBUILD) from October 2012 to June 2015 (Donor: Government of New Zealand/New Zealand Aid Programme): To improve the competencies of the concerned personnel to address disaster risks and natural hazards and climate change, which set back development gains and make the vulnerable poor population poorer; and, to improve the governance framework in Region 2, Cordillera Administrative Region (CAR) and Region 6 by putting in place the necessary enabling policy environment mechanisms, systems and tools;
- (b) MDG-F 1656 or strengthening the Philippines' Institutional Capacity to Adapt to Climate Change from December 2008 to December 2011 (Donor: Government of Spain): To increase the capacity of stakeholders to protect/enhance the quality of the environment and sustainably management natural resources;
- (c) Integrating Disaster Risk Reduction and Climate Change Adaptation in Local Development Planning and Decision-making Processes from August 2009 to December 2012 (Donor: Australian Agency for International Development): To mainstream the integrated concerns of disaster risk reduction and climate change adaptation into local decision making and planning processes;
- (d) Capacity Development for Managing Disaster Risks from Natural Hazards and Climate Change in the Philippines Project from October 2013 to October 2016: To enable national and local governments to have the ability to reduce and manage risks to human development resulting from multiple hazards and climate change.
- (e) Enabling the Cities of Cagayan de Oro and Iligan to Cope with Climate Change (Project Twin Phoenix) from February 2012 – 2014 (Donor: Australian Government): To strengthen the stakeholders' institutional capacity and individual competency on climate/disaster risk management and put in place river-basin-wide institutional networks to deal with increasing risks and climate change;
- (f) Secure Climate Resilient Philippines (SecurePHL): To improve the adaptive capacities to vulnerable sectors and communities, and strengthen their existing ecosystems to be resilient to threats, shocks, disasters, and climate change;
- (g) Enhancing Greater Metro Manila's Institutional Capacity for Effective Disaster/Climate Risk Management towards Sustainable Development (GMMA READY Project) from 2011 – 2014 (Donor: Government of Australia: AusAID): To decrease the vulnerability of the Greater Metro Manila Area (GMMA) to natural hazards and increase their resilience, by strengthening the institutional capacities of the local government units, concerned national government agencies, academic institutions and civil society organizations to manage disaster and climate change risks; and,
- (h) Building Community Resilience and Strengthening Local Government Capacities for Recovery and Disaster Risk Management from 2011 to 2013 (Donor: Government of Canada/CIDA): To contribute to national efforts to build community resilience and reduce vulnerability to natural hazards by enhancing capacities of local government units (LGUs) and other stakeholders towards good governance in Disaster Risk Reduction and Management.

Annex 6: Data collection tools

Sample key informant interview tool: LGUs.

Space for recording answers has been removed.

WFP DPR-CCA Program Evaluation Key Informant Interview Guide for Local Government Officials

Interviewee:	Sex:
Designation and Office:	Date:
Interviewer:	Location:

Note to the Interviewer:

Start with a brief introduction of yourself and the purpose of the interview. Please pass around the Attendance Sheet. Explain that information provided will be treated confidentially and not be attributed to individuals.

Important to remember in conducting the interview:

- Start by introducing yourself and that you are part of the WFP Evaluation Team to assess the DPR-CCA Programme.
- Explain the purpose and flow of the interview. Provide an overview of the questions that you will be asking.
- Encourage the respondent to cite concrete examples and/or illustrations. In times when the responses are vague, make sure to ask probing questions, (i.e. “Please explain what you mean... Can you explain WHY or HOW?”)
- Write or take down notes. Also, make sure to record the interview in a voice recorder. However, before recording the interview, secure permission from the respondents.
- At the end of the interview, sum-up key points discussed and verify with the respondent the information you noted for accuracy and validity.
- Entertain questions about the evaluation (if any) from the respondent.

Code	Interview Questions
	Are you familiar with WFP’s initiative in your area? Can you tell us something about it? How long have you been involved? When did the project start?
	From your understanding, what are the specific activities supported by WFP?
	Under the DP/R – CCA Programme, how are protection and restoration of environment and natural resources are integrated? Are there initiatives under the programme to improve coping capacities of households? Please explain.
B2a	Which of the activities were most effective and useful?
B2a	What are the results (output level) of the activities? What can you do now that you cannot do before?
A1b	How relevant are the results to your needs? What needs are not being met by the programme?
B3a	What do you think are the factors that contribute to the success of the activities?
B3b	Were there any constraints? What are your recommendations to address the constraints mentioned?

Code	Interview Questions
	How is your LGU's relationship with NGOs and academic institutions in the area of DP/R- CCA? What are the challenges encountered? How can it be improved?
A4a, A4b, A4c	In what way is gender mainstreamed in the DPR/CCA activities?
A4a, A4b, A4c	(If the response is negative or not sufficient) Do you think that the gender component should be prioritized or incorporated in the programme? How?
A4a, A4b, A4c	What are your recommendations to strengthen the gender component of the programme?
D3a	Which of the activities had done will have continued impact after the programme? From the activities done, what activities will be continued using your own resources?
D3	From the activities done, what activities will be continued using your own resources?
	Do you have any recommendation/s or ways of improving it?
	With the support or intervention given by WFP, which programme elements do you need after the programme closes?
	Overall, what are the lessons that you have learned with the engagement with WFP? What are your overall recommendation to improve the programmes process

Sample FGD tool:

**WFP DPR-CCA Program Evaluation
Focus Group Discussion Guide for Community Partners**

Interviewee:	Sex:
Designation and Office:	Date:
Interviewer:	Location:

Note to the Interviewer:

Start with a brief introduction of yourself and the purpose of the interview. Please pass around the Attendance Sheet.

Important to remember in conducting the interview:

- Start by introducing yourself and that you are part of the WFP Evaluation Team to assess the DPR-CCA Programme.
- Explain the purpose and flow of the interview. Provide an overview of the questions that you will be asking.
- Encourage the respondent to cite concrete examples and/or illustrations. In times when the responses are vague, make sure to ask probing questions, (i.e. "Please explain what you mean... Can you explain WHY or HOW?")
- Write or take down notes. Also, make sure to record the interview in a voice recorder. However, before recording the interview, secure permission from the respondents.
- At the end of the interview, sum-up key points discussed and verify with the respondent the information you noted for accuracy and validity.
- Entertain questions about the evaluation (if any) from the respondent.

FGD Questions

Can you tell us something about the committee that you handle at barangay development council and how long have you been serving as barangay official? What is the nature your partnership with the Municipal LGU (or other partners CAVAPPED) What are features of the partnership or your relationship?

From your understanding, what are the specific activities or assistance provided by the LGU and CAVAPPED?

Which of the activities were most effective and useful?

What are the results of the activities?

Based on your observation, what can your barangay or community do now that you could not do before? How do you know?

How relevant are the results to the needs of LGU (Barangay or community)?

What are the needs not being met by the partnership?

Do you see the nature of work with LGU and CAVAPPED in the future? If so, why?

How relevant are the results to the government policies?

What do you think are the factors that contribute to the success of the training and other project-related initiatives?

Are there any constraints?

What are your recommendations to address the constraints mentioned?

How is the training package for LGUs (Barangay or community) ensure that gender concerns are mainstreamed in local level planning and decision making processes?

(If the response is negative or not sufficient) Do you think that the gender component should be prioritized or incorporated in the programme? How?

What are your recommendations to strengthen the gender component of the programme?

Which of the results will have continued impact after the programme?

From the activities done, what activities will be continued using your own resources?

Do you have any recommendation/s or ways of improving it?

Overall, what are the lessons that you have learned with the engagement with WFP? What are your overall recommendation to improve the programmes process?

DRP CCA online survey questions and supporting narrative

Introduction

Thank you for agreeing to take part in this survey.

This survey forms part of an independent evaluation of WFP's support to disaster preparedness in Philippines. The information gathered in this survey will only be seen by the evaluators, and will not be directly shared with WFP or your employer.

This survey is being completed by representatives of LGUs and other units, who have been partners in the WFP DPR/CCA programme. Responses will be collated and made anonymous, and only summary findings will be included in the report.

The survey will close on October 17th to allow for analysis. Please complete your response before this time.

By continuing to complete this survey you are agreeing that your information can be used as part of the evaluation process. If you have any questions about the evaluation or the survey, or you wish to provide additional information, please email the lead evaluator Ben Mountfield, at benmountfield@gmail.com

This survey has 6 sections, as follows. Each section only has a few questions. We would really appreciate for you to answer as many sections as possible. If you want to submit your answers after only completing part of the survey, please click 'next' until you reach the last page. You can go back and change answers at any time during the survey.

Section 1 - about you and where you work

Section 2 - addressing needs and gaps

Section 3 - programme results and effectiveness

Section 4 - gender in the DPR / CCA programme

Section 5 - constraints and timeliness

Section 1: about you and where you work

Please complete this part of the survey, as we will use this information to disaggregate the answers to the questions about the programme.

1.1 Which Island Group are you based in? (select one)

Luzon Visayas Mindanao

1.2 Which of the following best describes your level of responsibility? (select one)

National Regional Provincial Municipality City Barangay Other...

1.3 In the area in which you work, which of the following natural hazards are you most exposed to? (select all that apply)

Typhoon Flooding Earthquake Other...

1.4 Which government agency do you work for? (select one)

DSWD DILG OCD LGU Other...

1.5 WFP has provided support across five programme phases. Please tick all the phases which apply to your location

Phase 1 (May 2011 to May 2012)

Phase 2 (April 2012 to April 2013)

Phase 3 (January 2013 to June 2014)

Phase 4 (July 2014 to June 2016)

Phase 5 (July 2016 to December 2017)

Section 2: addressing needs and gaps

This part of the survey asks for your opinion about how the DPR/CCA programme relates to government policy, needs, and capacity gaps. Please answer from your own perspective, rather than providing an 'official' position. Remember, all answers are anonymous and will not be shared with WFP or your employer.

The following questions make a distinction between the government priorities and the actual needs or gaps on the ground.

policies

2.1 To what extent are the DPR / CCA activities in your area aligned with the policies and priorities of the government of Philippines?

	1	2	3	4	5	6	
Very weakly aligned	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Very strongly aligned

needs and gaps

2.2 To what extent do the DPR / CCA activities in your area meet the needs or gaps within your LGU?

	1	2	3	4	5	6	
LGU needs very poorly met	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	LGU needs very well met

2.3 To what extent do the DPR / CCA activities in your area meet the needs of the local population?

	1	2	3	4	5	6	
People's needs very poorly met	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	People's needs very well met

2.4 If you want to add anything to explain your answers in section 2, please write it here:

...

Section 3: programme results and effectiveness

This section looks at the results of the programme: outputs and outcomes for the LGU and the communities.

The survey uses the word '**outputs**' to describe the immediate results of an activity (for example: 30 people received training).

It uses the word '**outcomes**' to describe what changed as a result of the activity (for example: of the 30 people trained, 24 were able to apply new skills or methods in their work within 3 months).

3.1 How well do you understand what the programme is trying to achieve: what the intended **outcomes** are? (select one)

	1	2	3	4	5	6	
I don't understand what the programme is trying to achieve at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	I understand what the programme is trying to achieve very well

3.2 Looking at the programme activities as a whole, to what extent were the **outputs** of the activities achieved? (select one)

	1	2	3	4	5	6	
Outputs of activities not achieved at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Outputs of activities completely achieved

3.3 Looking at the programme activities as a whole, to what extent were the **outcomes** of the activities achieved? (select one)

	1	2	3	4	5	6	
Outcomes of activities not achieved at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	outcomes of activities completely achieved

effectiveness

3.4 Rank the activities from the most effective to the least effective *

This question asks you to place the six types of activities listed in order from the most effective to the least effective. Each type of activity must have a different rank order (they cannot be 'equal second'), and every rank should have an activity. Therefore, you can only select one item in each row, and one item in each column, and you must highlight six buttons to complete the question.

	Rank order 6: Least effective	Rank 5	Rank 4	Rank 3	Rank 2	Rank order 1: Most effective
Technical advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training workshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tools and equipment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mitigation project	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Early warning systems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

* Problem? To complete this question, you must have checked six circles: one in each row and one in each column.

By doing this, you will have placed the six types of activity into rank order, from the least effective (left hand column) to the most effective (right hand column)

unexpected results

3.5 Please list any unintended or unexpected **positive** results, stating which activity they were associated with

...

3.6 Please list any unintended or unexpected **negative** results, stating which activity they were associated with

...

3.7 If you want to add anything to explain your answers in this section, please write it here

...

Section 4: gender in the DPR / CCA programme

This part of the survey asks for your opinions about how well gender aspects have been included within DPR/CCA programme. It considers gender mainstreaming in several ways:

- Gender in DPR / CCA **processes** - for example, routinely considering household gender roles in preparedness, including gender aspects in training provided,
- Gender in DPR / CCA **planning** - for example, including gendered vulnerability to hazards and ensuring gender balance in response teams
- Gender in DPR / CCA **structures** - for example, ensuring community committees are properly representative.

gender mainstreaming

4.1 To what extent are gender concerns mainstreamed into the DPR / CCA **processes** in your area?

	1	2	3	4	5	6	
Gender very poorly mainstreamed into processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Gender very well mainstreamed into processes

4.2 To what extent are gender concerns mainstreamed into the DPR / CCA **plans** in your area?

	1	2	3	4	5	6	
Gender very poorly mainstreamed into plans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Gender very well mainstreamed into plans

4.3 To what extent are gender concerns mainstreamed into the DPR / CCA **structures** in your area?

	1	2	3	4	5	6	
Gender very poorly mainstreamed into structures	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Gender very well mainstreamed into structures

4.4 If you want to tell us more about gender mainstreaming, please write it here:

...

Section 5: the factors which contribute to success

This section looks at some of the challenges that the programme has faced (and maybe overcome).

factors

5.1 Please list any factors which you feel have **contributed to** the success of the programme. Put the most important factor at the top of your list. Consider all types of factors, relating to people, systems, money, context - anything.

...

5.2 Please list any factors which you feel have **undermined** the overall success of the programme.

Put the most important factor at the top of your list.

...

timeliness

5.3 Please list any factors which you feel have undermined the ability of the programme to **meet deadlines** and keep on schedule

Put the most important factor at the top of your list.

...

Section 6: sustainability

This section looks at sustainability: how likely is it that project activities will have impacts beyond the life of the programme, and which activities will be continued after programme support finishes.

If your programme funding has already finished, you can answer this question based on your experience. If you are still a partner in Phase 5, you can answer this question based on what you expect to happen.

sustainability

6.1 How long will the impact of the activity last, once the funding is stopped?

This question considers each of the main types of activity and asks, how long will the results last? This assumes that the activity is completed, and that it is not repeated indefinitely. How long will the impact of the activity be sustained?

(give one answer on each row)

	Impact will stop immediately	Only a short time	Less than 1 year	1 year	Several years	Impact is permanent
Technical advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training workshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tools and equipment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mitigation project	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Early warning systems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

continuity

6.2 Will the activity continue once WFP funding stops, using internal funds or money from another source?

This question asks you to describe what happens to each category of activity, once the external funding from WFP stops. (In each row, select the answer that best describes the result):

Activity will cease	We will continue this activity using	We will continue this activity using our own money	Don't know
---------------------	--------------------------------------	--	------------

Annexes

		money from another source		
Technical advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training workshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tools and equipment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Infrastructure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mitigation project	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Early warning systems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

graduation

The term '**graduation**' is used in the programme to indicate a programme location which no longer receives programme assistance. The implication of this term is that capacity has been built, and the LGU or unit has now achieved a level at which programme results (and some of the activities) can be self-sustained: the programme has 'graduated' to a higher level.

If your area is still receiving funds in Phase 5 (the current time) then please imagine the situation in 2018 once programme funding stops.

6.3 How appropriate was the timing of graduation in your area / jurisdiction? (select one answer)

- Graduation happened too early - we should have stayed in the programme longer
- Graduation happened too late - we should have left the programme earlier
- Graduation happened at the ideal time

6.4 What process was used to determine if your area / jurisdiction was ready for graduation? (select one)

- We were told the funding would stop, but we did not understand why
- We were told the funding would stop, and the reasons were explained
- We were involved in a dialogue and jointly agreed that we had received funding for long enough
- We were involved in a dialogue and jointly agreed that we had met the objective criteria
- Other... (please complete)

6.5 Which of the following best describes the situation of your area / jurisdiction after graduation? (select one)

- The programme did not build any capacity
- The programme built some capacity, which will not be sustained
- The programme built some capacity, which will be sustained for some time
- The programme built some capacity, which will be sustained for a long time
- The programme built a high level of capacity, which will not be sustained

- The programme built a high level of capacity, which will be sustained for some time
- The programme built a high level of capacity, which will be sustained for a long time
- Other... (please complete)

and finally:

6.6 Please use this space to tell us how the sustainability of the programme could be enhanced: Please be specific, and please don't just say 'continued funding from WFP'!

...

THANK YOU!

Your answers provide valuable data for the external evaluation team, and should contribute to stronger and more sustainable programmes in the future.

Please submit your responses by 17th October 2017. You may edit your responses up until this time. After the 17th the survey will be closed and locked to allow for analysis. Your individual answers will remain anonymous, and will **not be shared** with your employer or WFP.

Annex 7: Results of the online survey

Survey respondents were promised that responses would be anonymous, and only collated summary responses would be made available. Therefore, this annex shows only the quantitative summarised results. Numbers indicate numbers of responses unless otherwise shown.

1.1 Which Island Group are you based in? (55 responses)

	Luzon	Visayas	Mindanao
No. of responses:	29	4	22
Percentage:	53%	7%	40%

1.2 Which of the following best describes your level of responsibility? (55 responses)

National	Regional	Provincial	Municipality	City	Barangay	Other...
2	6	9	32	3	2	0
4%	11%	16%	58%	5%	4%	0%

1.3 In the area in which you work, which of the following natural hazards are you most exposed to? (select all that apply, 55 responses)

Typhoon	Flooding	Earthquake	Landslide	Storm surge	Volcanic Hazard	Other
2	6	9	32	3	2	7
76%	75%	35%	20%	11%	5%	13%

1.4 Which government agency do you work for? (55 responses)

DSWD	DILG	OCD	LGU	Other
2	2	2	37	12
4%	4%	4%	67%	22%

1.5 WFP has provided support across five programme phases. Please tick all the phases which apply to your location (55 responses)

Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	
8	18	30	33	30	Average duration 2.2 phases
15%	33%	55%	60%	55%	

2.1 To what extent are the DPR / CCA activities in your area aligned with the policies and priorities of the government of Philippines? (55 responses)

	1	2	3	4	5	6	
Very weakly aligned	0	0	2	10	18	25	Very strongly aligned
	0%	0%	4%	18%	33%	45%	

Average score: 5.20

2.2 To what extent do the DPR / CCA activities in your area meet the needs or gaps within your LGU? (55 responses)

	1	2	3	4	5	6	
LGU needs very poorly met	0	0	5	17	21	12	LGU needs very well met
	0%	0%	9%	31%	38%	22%	

Average score: 4.73

2.3 To what extent do the DPR / CCA activities in your area meet the needs of the local population? (55 responses)

	1	2	3	4	5	6	
LGU needs very poorly met	0	0	7	22	21	5	LGU needs very well met
	0%	0%	13%	40%	38%	9%	

Average score: 4.44

3.1 How well do you understand what the programme is trying to achieve: what the intended **outcomes** are? (55 responses)

	1	2	3	4	5	6	
I don't understand what the programme is trying to achieve at all	0	0	0	4	15	36	I understand what the programme is trying to achieve very well
	0%	0%	0%	7%	27%	65%	

Average score: 5.58

3.2 Looking at the programme activities as a whole, to what extent were the **outputs** of the activities achieved? (55 responses)

	1	2	3	4	5	6	
Outputs of activities not achieved at all	0	0	1	11	28	15	Outputs of activities completely achieved
	0%	0%	2%	20%	51%	27%	

Average score: 5.04

3.3 Looking at the programme activities as a whole, to what extent were the **outcomes** of the activities achieved? (55 responses)

	1	2	3	4	5	6	
Outputs of activities not achieved at all	0	0	3	11	32	9	Outputs of activities completely achieved
	0%	0%	5%	20%	58%	16%	

Average score: 4.85

3.4 Rank the activities from the most effective to the least effective (55 responses)

	Rank order 6: Least effective	Rank 5	Rank 4	Rank 3	Rank 2	Rank order 1: Most effective	Average rank
Technical advice	5	12	10	11	10	7	3.55
Training workshops	1	2	3	6	14	29	1.87
Tools and equipment	3	9	11	14	14	4	3.29
Infrastructure	20	10	12	7	3	3	4.51
Mitigation project	11	14	10	8	6	6	3.96
Early warning system	13	10	8	10	6	8	3.82

Section 4: gender in the DPR / CCA programme

4.1 To what extent are gender concerns mainstreamed into the DPR / CCA **processes** in your area? (55 responses)

	1	2	3	4	5	6	
Gender very poorly mainstreamed into processes	0	1	3	11	22	18	Gender very well mainstreamed into processes
	0%	2%	5%	20%	40%	33%	

Average score: 4.96

4.2 To what extent are gender concerns mainstreamed into the DPR / CCA **plans** in your area? (55 responses)

	1	2	3	4	5	6	
Gender very poorly mainstreamed into plans	0	1	3	8	31	12	Gender very well mainstreamed into plans
	0%	2%	5%	15%	56%	22%	

Average score: 4.91

4.3 To what extent are gender concerns mainstreamed into the DPR / CCA **structures** in your area? (55 responses)

	1	2	3	4	5	6	
Gender very poorly mainstreamed into plans	0	1	3	12	27	12	Gender very well mainstreamed into plans
	0%	2%	5%	22%	49%	22%	

Average score: 4.84

Section 6: sustainability

6.1 How long will the impact of the activity last, once the funding is stopped? (53 responses)

	Impact will stop immediately	Only a short time	Less than 1 year	1 year	Several years	Impact is permanent	No. of responses
Technical advice	3 6%	1 2%	5 9%	8 15%	25 47%	11 21%	53
Training workshops	3 6%	1 2%	5 9%	6 11%	18 34%	20 38%	53
Tools and equipment	1 22%	3 6%	1 2%	10 19%	30 58%	7 13%	52
Infrastructure	6 12%	2 4%	3 6%	4 8%	22 44%	13 26%	50
Mitigation project	3 6%	6 12%	1 2%	4 8%	26 52%	10 20%	50
Early warning systems	4 8%	2 4%	4 8%	3 6%	26 51%	12 24%	51

6.2 Will the activity continue once WFP funding stops, using internal funds or money from another source? (55 responses)

	Activity will cease	We will continue this activity using money from another source	We will continue this activity using our own money	Don't know	No. of responses
Technical advice	6 11%	10 18%	30 55%	9 16%	55
Training workshops	8 15%	8 15%	36 67%	2 4%	54
Tools and equipment	6 11%	10 19%	35 66%	2 4%	53
Infrastructure	7 13%	24 45%	17 32%	5 9%	53
Mitigation project	8 15%	19 35%	24 44%	3 6%	54
Early warning systems	7 13%	11 20%	32 59%	4 7%	54

6.3 How appropriate was the timing of graduation in your area / jurisdiction? (54 responses)

Graduation happened too early - we should have stayed in the programme longer	41	76%
Graduation happened too late - we should have left the programme earlier	1	2%
Graduation happened at the ideal time	12	22%

6.4 What process was used to determine if your area / jurisdiction was ready for graduation? (46 responses)

We have not been informed of this	6	11%
We were told the funding would stop, but we did not understand why	2	4%
We were told the funding would stop, and the reasons were explained	27	59%
We were involved in a dialogue and jointly agreed that we had received funding for long enough	5	11%
We were involved in a dialogue and jointly agreed that we had met the objective criteria	7	15%

6.5 Which of the following best describes the situation of your area / jurisdiction after graduation? (46 responses)

The programme did not build any capacity	0	0%
The programme built some capacity, which will not be sustained	0	
The programme built some capacity, which will be sustained for some time	10	22%
The programme built some capacity, which will be sustained for a long time	10	22%
The programme built a high level of capacity, which will not be sustained	0	0%
The programme built a high level of capacity, which will be sustained for some time	9	20%
The programme built a high level of capacity, which will be sustained for a long time	17	37%

Annex 8: Field visit schedule

Date	Ben Mountfield	Darlyn Carnalan	Benigno Balgos
4 – 6 October	Manila (briefing)	Manila (briefing)	Manila (briefing)
7-8 October	Iloilo (preparation)	Iloilo (preparation)	Iloilo (preparation)
9 October	Iloilo province San Jauquin	Iloilo province San Jauquin	Iloilo province San Jauquin
10 October	New Lucena	New Lucena	New Lucena
11 October	Iloilo	Iloilo	Iloilo
12 October	Compostela Valley Monkayo	Compostela Valley Monkayo	Sorsogon Sorsogon City
13 October	Montevista New Bataan	Montevista New Bataan	Irosin
14-15 October	Manila	Manila	Manila
16 October	Laguna Pila	Davao Oriental Cateen	Laguna Pila
17 October	Santa Maria	Baganga	Santa Maria
18 October	Manila KII	Cagayan	Benguet
19 October	Manila KII	Sta. Teresita Amulong	Tublay Atok
20 October	Manila KII	Travel	Baguio
22-27 October	Manila	Manila	Manila

Annex 9: Documents Reviewed

From United Nations World Food Programme

Concept Notes and Proposals

- Concept Note for the Strategic – Programme Review Process for Country Strategic Plan (July 2018 - June 2023).
- Phase 1 Proposal for Office of U.S. Foreign Disaster Assistance/OFDA Philippines (*Provision Of Technical Support To The Government Of The Philippines For Disaster Preparedness And Response Activities*). 21 February 2011.
- Phase 2 Proposal for the Office of U.S. Foreign Disaster Assistance/OFDA Philippines (*Capacity-building Support to the Government of the Philippines on Disaster Preparedness and Response*). 13 February 2012.
- Phase 2 Logframe.
- Phase 3 Proposal for Consideration by the United States Agency for International Development Office of U.S. Foreign Disaster Assistance (USAID/OFDA). *Building Resilience through Strengthened Disaster Preparedness and Response & Climate Change Adaption Capacity of the Government of the Philippines*. 31 October 2012.
- Phase 4 Proposal for Consideration by the United States Agency for International Development Office of U.S. Foreign Disaster Assistance (USAID/OFDA). *Building Resilience through Strengthened Disaster Preparedness and Response & Climate Change Adaption Capacity of the Government of the Philippines*. February 4, 2014.
- Phase 5 Project Initiation Document DPR/CCA. July 2016 – December 2017.

Programme Documents

- DPR Budget Proposals Phase 1 to 5
- Organogram
- Trust Fund Approval by the Regional Director. July 5, 2016
- Logistics proposal to OFDA (*Enhancing Government's Logistics Readiness and Response Capacity*). April 4, 2016.
- Theory of Change (TOC) Narrative DPR program. June 2015
- DPR Monitoring Assistant Job Description.
- Phase 2 Programme Implementation Timeline
- Field Visits Reports
- Partnership Agreements
- National Memorandum of Understanding. *An Expanded Joint Cooperation for the Implementation of the Technical Support to the Government of the Philippines for Disaster Preparedness and Response between WFP-DSWD-DILG-OCD*.
- Phase 2 and 3 Programme Implementation Timeline
- Phase 4 Programme Implementation Timeline
- Phase 2 to 5 Programme Monitoring Database
- Phases 1 to 3 DPR Graduation Indicators
- DP/R-CCA Programme and Monitoring Reports
- Project Terminal Report: Assessment of the Trainings Offered under the UN WFP's Disaster Preparedness and Response and Climate Change Adaptation Programme
- Evaluation of the Joint WFP/DILG/OCD and DSWD Disaster Preparedness and Response Pilot Programme
- Standard Project Report 2011 – 2016
- Disaster Preparedness and Response Programme Terminal Report Phase 2 (2012-2014),

Policy Documents

- WFP Policy on DRRM. Building Food and Security. November 2011

- Gender Policy 2016: Year 1 Implementation Plan Status. November 2016
- Gender Policy 2015 – 2020
- Climate Change Policy
- CSP draft Line of Sight. September 21, 2017
- 2014 – 2017 Strategic Results Framework: Indicator Compendium

Terms of Reference

Philippines and Regional Bureau for Asia and the Pacific. TOR DPR/CCA activities (August 2017) under OFDA Fund in the Philippines, May 2011- September 2017.

Evaluation and Assessments

- Evaluation of the Disaster Preparedness and Response/Climate Change Adaptation Activities Implemented by WFP Philippines (2013)
- Isla Lipana, Internal controls review, 2015 (powerpoint only)
- Assessment of Mitigation Projects Supported by the DPR/CCA Programme of the WFP (Phases I-IV 2011 – 2015)
- Evaluation of the IEC Materials Developed under the UN WFP’s Disaster Preparedness and Response and Climate Change Adaptation Programme
- Operation Evaluation, Philippines, Protracted and Recovery Operation
- Capacity Needs Assessment for Disaster Preparedness and Response in the Philippines
- Orientation Guide for Evaluation Companies: Key facts about WFP and its operations, January 2016.
- *Evaluation of the IEC Materials Developed under the UN WFP’s Disaster Preparedness and Response and Climate Change Adaptation Programme*

From other organisations

- Commission on Audit. (2014). *Assessment of Disaster Risk Reduction and Management (DRRM) at the Local Level*
- Government of the Philippines. *Strategic National Action Plan (2009- 2019)*
- Government of the Philippines. *National Disaster Risk Reduction and Management Framework.*
- Government of the Philippines. *National Disaster Risk Reduction and Management Plan (NDRRMP) 2011-2028*
- Government of the Philippines. *Republic 10121 or the Philippine Disaster Risk Reduction and Management Act*
- Local Government Academy. (2014). *Critical Preparedness Action (Checklist of Minimum Critical Preparations for Mayors). Typhoon Edition v2. Nov 26 2014.*
- Local Government Academy. *Disaster Preparedness Manual (Checklist for MLGOOs, COPs & FM. Typhoon edition v2.*
- Local Government Academy. Local Academy Authority, Philippines. *Disaster Preparedness Manual (Checklist-for-Early-Preparations-for-Mayor). Typhoon edition v2.*
- Office of the Coordination for Humanitarian Affairs - Philippines. (2014). *Typhoon Haiyan Gender Snapshot.*
- Oxfam Philippines. *Typhoon Haiyan Gender Snapshot, Leyte, Eastern Samar & Northern Cebu Clementine Louise Novales.*
- UNDAF (2017). Narrative Problem Statements Workshop 2.

Annex 10: Stakeholders Interviewed

Name	Sex	Designation	Organization
Government			
Olivia Luces	F	Regional Director	Office of Civil Defense (OCD) – Region 4A
Kelvin John H. Reyes	M	Chief	Capacity Building and Training Section, OCD, Region 4A
Randy de la Paz	M	Staff	Capacity Building and Training Section, OCD, Region 4A
Jovener A. Dupilas	M	Training Specialist	OCD – Region 4A
Lorenzo L. Haveria	M	LDRRMO Coordinator	OCD – Region 4A
Jerome Carillo	M	Municipal DRRM Officer	Municipality of Pila, Laguna
Edgardo Arceo Ramos	M	Municipal Mayor	Municipality of Pila, Laguna
Guadaliva P. Panitio	F	Chief	Capacity Building and Training Section – OCD – Cordillera Administrative Region
Engr. Jose Ignacio Valera	M	Chief	Admin and RRMS Section – OCD – Cordillera Administrative Region
Ferdinand A Tamulto	M	Chief	Plans and Programs Section – OCD – Cordillera Administrative Region
Kathleen Mae Carantes	F	Planning Officer	Plans and Programs Section – OCD – Cordillera Administrative Region
Franzes Ivy Carasi	F	OIC Chief	Operations Section – OCD – Cordillera Administrative Region
Abner O. Lawangen	M	Municipal DRRM Officer	Municipality of Tublay, Benguet
Rosario Cabrera	F	Regional Director	OCD Iloilo
Silvestre Z. Barrameda	M	Head, Institutional Partnership Unit	Local Government Academy, Department of Interior and Local Government
Ana Solis	F		Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAGASA), Department of Science and Technology (DOST)
Joseph Basconcillo	M		PAGASA – DOST
Nestor Eugenio	M		PAGASA – DOST
Rowena Ranola	F		PAGASA – DOST
Vilma ‘Cheche’ Cabrera	F	Previous Undersecretary for Operations	Department of Social Welfare and Development
John Suelo	M	MPDC	New Lucena, Iloilo
Celna C Ramos	F	MSDWO	New Lucena, Iloilo
Marecor M. Diaz	F	MLGOO	New Lucena, Iloilo
Leo G Satana	M	Municipal Administrator	San Jauquin, Iloilo
John Erik Emboltura	M	MPDO	San Joaquin, Iloilo
Raul Villocino	M	PDRRMO	Compostela Valley
Ms. Alice Cabunoc	F	MDRRMO	Monkayo, Compostela Valley
Romulo S. Medina	M	MDRRMO	Montevista, Compostela Valley
Ms. Lynne Dollolasa,	F	CDRRM Team	New Bataan, Compostela Valley
Ms. Jesusa Timbang,	F	PDRRM Officer	Mati, Davao Oriental
Mr. Roy Mondares,	M	DILG Officer/MDRRM Officer	Cateel, Davao Oriental
Mr. Noel Pregon,	M	DILG Officer/ MSWDO/MDRRM Officer	Baganga, Davao Oriental
Bonifacio Cuartero	M	PDRRMO	Tuguegarao, Cagayan Valley
Emerson Aleste	M	DILG Officer/MDRRMO	Sta. Teresita, Cagayan Valley
Lolita Garcia	F	Municipal Mayor	Sta. Teresita, Cagayan Valley
Inocensio Gracias,	M	DILG Officer// MDRRM Officer	Amulong, Cagayan Valley
Non-government			
Marichu Lopez	F	Executive Director	Jaime V Ongpin Foundation, Inc.
Cheery Balolang	F	Personnel and Admin	Jaime V Ongpin Foundation, Inc.

Name	Sex	Designation	Organization
Corazon Sajonas	F	Programme Officer	Jaime V Ongpin Foundation, Inc.
Raul Bandonill	M	Finance Officer	Jaime V Ongpin Foundation, Inc.
Marivic Patawaran	F	Project Coordinator	PILCD
Ramon Mapa	M	Executive Director	PILCD
Emmanuel C. Areño,	M	Executive Director	Iloilo Caucus of Development NGOs, Iloilo
Elaine Grace Arnaiz	F	Training Facilitator	Iloilo Caucus of Development NGOs, Iloilo
Virginia T. Advincula	F	Community Organizer	Iloilo Caucus of Development NGOs, Iloilo
Christopher H. Ton	M	Finance Officer	Iloilo Caucus of Development NGOs, Iloilo
Wilfredo j. Homicillada,	M	Executive Director	Process Panay Foundation Representative
Donna P Cariño	F	Disaster Risk Reduction and Management	Philippine Business for Social Progress
+1	F		...
Amy M Lecciones	F	Vice President and Executive Director	Society for the Preservation of Philippine Wetlands (SPPW)
Jose Carlo H Quintos	M		SPPW
Zenaida M Ugat	F	Secretary	SPPW
Angelica P Ramirez	F	Manager, Capacity Building Unit	Philippine Legislators' Committee on Population and Development Foundation, Inc.
Marivic C Ong	F	Program Manager	Good Neighbors PHL
Academic and Research Institutions			
Dr. Carlito Laurean	M	Vice President for Research and Extension	Benguet State University
Andres Basabong	M	Project Leader	Benguet State University
Alexander Fagyan	M	Project Leader	Benguet State University
Jeffery Javier	M	Project Leader	University of the Philippines - Baguio
Leah Abuyao	F	Director	Center for Cordillera Studies University of the Philippines - Baguio
Community members			
Marciana Albis	F	Community resident	Municipality of Tublay, Benguet
Veronica Domingo	F	Community resident	Municipality of Tublay, Benguet
Norma Sumayao	F	Community resident	Municipality of Tublay, Benguet
Angelina Arud	F	Community resident	Municipality of Tublay, Benguet
Ursula Adbon	F	Community resident	Municipality of Tublay, Benguet
Angeline Alos	F	Community resident	Municipality of Tublay, Benguet
Jimmy G. Soliven	M	Barangay Chairman	Barangay Simpatuyo, Sta. Teresita, Cagayan
Susan P. Yago	F	Barangay Councilor	Barangay Simpatuyo, Sta. Teresita, Cagayan
Joy B. Rosal	F	Barangay Councilor	Barangay Simpatuyo, Sta. Teresita, Cagayan
Shirley Bolanos	F	Community resident	Sorsogon
Cazarina Jezza Damo	F	Community resident	Sorsogon
Gina Bernardo	F	Community resident	Sorsogon
Kristal Joy Liwanag	F	Community resident	Sorsogon
Josephine Enaje	F	Community resident	Sorsogon
Larry Hapin	M	Community resident	Sorsogon
Elisa Hasal	F	Community resident	Sorsogon
Mary Ann Dino	F	Community resident	Sorsogon
Roque Ferreras	F	Community resident	Sorsogon
Cedina Montejo	F	Community resident	Sorsogon
World Food Programme			
Stephen Gluning	M	Representative and Country Director	World Food Programme Country Office Philippines
Mats Persson	M	Deputy Country Director (Operations)	WFP CO Philippines

Annexes

Name	Sex	Designation	Organization
Jutta Nietzel	F	Programme Officer	WFP CO Philippines
Vielka Alvarez	F	Finance/Admin Officer	WFP CO Philippines
Juan Blenn Huelgas	M	National Programme Officer	WFP CO Philippines
Isabelle Lacson	F	Programme Associate	WFP CO Philippines
Alma Perey	F	National Monitoring and Evaluation Officer	WFP CO Philippines
Ana Katrine Dizon	F	Programme Assistant	WFP CO Philippines
Czarina Kunso	F	Monitoring Assistant	WFP CO Philippines
King Arthur Arambulo	M	Monitoring Assistant	WFP CO Philippines
Eva Celso	F	Monitoring Assistant	WFP CO Philippines
Anuar Mustapha	M	Monitoring Assistant	WFP CO Philippines
Bonnie Singayao	M	Security Focal Point	WFP CO Philippines
Yumiko Kanemitsu	F	Regional Evaluation Officer	WFP Regional Bureau, Bangkok
Donor			
Joe Curry	M	Regional Advisor of U.S. Foreign Disaster Assistance	Office of Foreign Disaster Assistance, USAID

List of Acronyms

CCA	Climate Change Adaptation
CD	Country Director
CFW	Cash for Work
CNA	Capacity Needs Assessment
CO	Country Office
CSP	Country Strategic Plan
DA	Department of Agriculture
DAP	Development Academy of the Philippines
DEQAS	Decentralised Evaluation Quality Assurance System
DILG	Department of Interior and Local Government
DOH	Department of Health
DOST	Department of Science and Technology
DPR	Disaster Preparedness and Response
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction and Management
DSWD	Department of Social Welfare and Development
ET	Evaluation team
FLA	Field Level Agreement
GoP	Government of the Philippines
LCE	Local Chief Executive
NCCAP	National Climate Change Action Plan
NEDA	National Economic and Development Authority
NFDRR	National Forum for Disaster Preparedness and Response (2015)
NGO	Non-Governmental Organisation
OCD	Office of Civil Defense
OEV	Office of Evaluation (WFP)
OFDA	Office of Foreign Disaster Assistance (USAID)
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PDP	Philippine Development Plan
PHP	Philippine Peso
PRRO	Protracted Relief and Recovery Operation
QA	Quality Assurance
RBB	Regional Bureau Bangkok (Asia and Pacific) (WFP)
SGLG	Seal of Good Local Governance
SOP	Standard Operating Procedure

SRF	Strategic Results Framework (WFP)
TL	(Evaluation) Team Leader
TOR	Terms of Reference
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

WFP Country Office, Philippines

<http://www1.wfp.org/countries/philippines>

