

# ENDLINE EVALUATION

United States Agency for International Development's Office of U.S. Foreign Disaster Assistance Grant for Disaster Preparedness and Response/Climate Change Adaptation for WFP Philippines 2011-2017



## BACKGROUND

The World Risk Report 2016 ranked the Philippines as the third among 15 countries with the highest disaster risk worldwide — with a 26.70 percent risk level (following Vanuatu and Tonga at 36.28% and 29.33%, respectively), due to the combination of high exposure to multiple hazards and immense vulnerability. At least 60 percent of the country is susceptible to multiple hazards such as earthquakes, floods, sea level rise, volcanic eruptions, droughts, and storms, with the country experiencing an average of 20 typhoons annually. The risk of these 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.

In response, the World Food Programme (WFP), in partnership with the United States Agency for International Development's Office of U.S. Foreign Disaster Assistance (USAID/OFDA) and the Philippine Government, launched the Disaster Preparedness and Response/Climate Change Adaptation (DPR/CCA) Project in 2011. The overall goal of the DPR/CCA project is to build the resilience of vulnerable communities, therefore reducing the impact of natural disasters and climate change, and protecting lives, livelihoods, and development gains.

The project supports one of WFP's strategic objectives, which aims to enhance government and community disaster preparedness and response systems at the national and some subnational levels to ensure preparedness measures and timely response operations to natural disasters.

## KEY FINDINGS

### **Relevance:**

For many DPR/CCA partners, the project activities are highly relevant and are generally well-aligned with the existing and planned policies and priorities of a wide range of stakeholders. By strategically targeting poorer municipalities, the contribution of WFP has been sufficient in reducing the size of prior existing gaps.

The increasing number of awardees of the annual Seal of Good Local Governance exercise from municipalities supported by WFP implies that the DPR/CCA Project has contributed to building capacities.



### **Efficiency:**

The switch to a centralised procurement system worked well in improving the project's efficiency, although the shorter option list of available items may have compromised some local government units that are affected by non-typical hazards.

Meanwhile, the standard format Field Level Agreement (FLA) was not fit for purpose in the Philippine context, as partners typically cannot access bridging finances, therefore the multiple, small tranche approach increased administrative burdens without adding programmatic value.

## PURPOSE

**Accountability** – The evaluation will assess and report on the performance and results of the USAID/OFDA-funded intervention.

**Learning** – The evaluation will determine the reasons why certain results occurred, and to derive good practices, lessons learned, and pointers for future engagement with the government of the Philippines. It will also provide evidence-based findings to inform operational and strategic decision-making, particularly in regards to the upcoming Country Strategy Plan (CSP).

## METHODOLOGY

A mixed method approach was adopted to allow for the triangulation of different methods across different locations and stakeholders. This includes key informant interviews, focus group discussions, direct observations, document reviews, and online surveys.

## LIMITATION

The scale of the project under review is considerable, and although a substantial library of information was provided, the nature of data provided was observed to be varying between phases. The selection of field locations for the evaluation has been less rigorous than would have been preferred due to logistical reasons. The evaluation timeline is accelerated, compared to evaluations norms.



### **Effectiveness:**

The DPR/CCA Project resulted to a number of unexpected positive effects, most of which could be considered to be multiplier effects of the project. During the evaluation, a number of successful outputs and positive outcomes were observed by the evaluators, with factors supporting the successful project outcomes such as legislative aspects at the national and local level, good coordination, and strong local leadership.

Meanwhile, a few key factors undermined the success of the project, including weak or inappropriate internal systems, communications difficulties between partners, and weak contextual analyses.







### **Sustainability:**

The project's positive results are likely to be sustained for some time. Government partners at all levels are highly appreciative of WFP's assistance. Opportunities exist to strengthen and reinforce the knowledge gained through the DPR/CCA Project, particularly through the formalization of after-action reviews and peer learning activities.

## RECOMMENDATION AND MANAGEMENT RESPONSE

### Recommendation

**Recommendation 1:** WFP should host a workshop with current and past partners, to explore good working practices with partners, including financial management and transfers, technical support in the field, monitoring and reporting, good gender practice in Disaster Risk Reduction and Management (DRRM), exit strategies and transition, and communication, grievance, and feedback systems.

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

**Recommendation 3:** WFP should undertake analyses to understand the amount of budgetary support required to allow different classes of local government unit (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.

**Recommendation 4:** The WFP Philippines Country Office (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.

**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 project environment.

**Recommendation 6:** WFP should undertake a detailed and comprehensive context and stakeholder analysis, for internal use, prior to the finalisation of the CSP.

**Recommendation 7:** The WFP Philippines CO should ensure that the new DRRM project reinstates good practices, including project-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 project.

### Management Response

**Accepted:** WFP will conduct a one-day workshop for each of the supported provinces with the previous and current partners to discuss challenges, practices that works, and recommendation on different thematic area. This workshop will be documented and findings will be discussed and addressed internally.

**Accepted:** Upon the completion of workshops and documentation identified in Recommendation 1, an SOP on different thematic area will be drafted and will be disseminated internally. An orientation will be also conducted to internal staff to ensure that SOP is understood.

**Accepted:** In partnership with Department of Interior and Local Government (DILG), WFP will undertake such an analysis based on the DILG checklist of minimum preparedness actions for majors over the coming months. This will support WFP's targeting and design of any future intervention.

**Accepted:** WFP will build upon the annual capacity audit of the DILG. At the same time, WFP's Headquarters had already developed a Capacity Needs Mapping to determine the capacity levels in a given thematic or functional area, formulated during a multi-stakeholder workshop or other similar event facilitated by WFP. This tool, together with the Country Capacity Strengthening Activity matrix will be adapted with the assistance from the Regional Bureau - Bangkok.

**Accepted:** A comprehensive and detailed stakeholder analysis will be developed by WFP for each outcome level. This will be done by the different activity managers at the start of the CSP.

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**Partially Accepted:** WFP will include the new DRRM project context and risk analysis into the annual planning which allows regular monitoring. A Monitoring, Review and Evaluation plan will be developed and ensure that workshops, monitoring and reviews will be properly documented.

**Not Accepted:** The DILG issued a checklist for Mayor on minimum preparedness actions which includes the list of tools and equipment and WFP will continue to refer to this list. It became a common practice during the last phase of the DPR/CCA Project to review with partners the tools and equipment against the checklist prior purchase. This practice will continue.