



Integration reviewed

Mid-term review of the integrated approach in the Haiyan recovery programme in the Philippines





Abbreviations

ARC	American Red Cross
BC	Barangay Council
BHW	Barangay health worker
BRC	Barangay Recovery Committee
CAP	Community Action Plan
CART	Communities Advancing Resilience Toolkit
CCA	Climate change adaptation
CCG	Conditional cash grants
CFW	Cash For Work
CMLP	Community Managed Livelihood Project
DRR	Disaster risk reduction
DSWD	Department of Social Welfare and Development
ESA	Emergency Shelter Assistance
EUR	Euro
EWS	Early warning system
FGD	Focus group discussion
GRC	German Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IPA	Integrated Programming Approach
LGU	Local government unit
MTR	Mid-term review
OIC	Officer in charge
PASSA	Participatory Approach to Safe Shelter Awareness
PHAST	Participatory Hygiene and Sanitation Transformation
PNS	Partner National Society
PRC	Philippine Red Cross
PWD	Persons with disabilities
SRA	Shelter Recovery Assistance
SSA	Safe Shelter Awareness
STED	Skills Training and Enterprise Development
ToR	Terms of Reference
VCA	Vulnerability & Capacity Assessment
WASH	Water, sanitation and hygiene

Executive summary

This mid-term review identifies commendable efforts to integrate the delivery of the three Typhoon Haiyan Recovery projects implemented by Philippine Red Cross (PRC) and German Red Cross (GRC) in the provinces of Capiz, Cebu and Leyte. At the same time, the review highlights opportunities for further integration and streamlining - both in the current operations and in future programming. In order to enable a higher level of integration and more holistic reinforcement of community resilience, the review suggests that GRC and PRC prepare structural and procedural modifications ahead of similar future operations.

The mid-term review is based on field research, project review workshops and key informant interviews in all three provinces. It also encapsulates the feedback on initial findings, as well as suggestions from the participants of a joint validation workshop. The report focusses on the level of integration, underlying success factors and challenges, as well as lessons learnt and opportunities.

Programme description

Following the devastation in the wake of typhoon Haiyan (locally known as Yolanda), Philippine Red Cross (PRC) and its partners within the Red Cross/Red Crescent Movement provided emergency relief across affected provinces. Based on a Movement-wide assessment, PRC devised the Yolanda Recovery Plan as the cornerstone of coordinated efforts to help communities recover and emerge more resilient.

German Red Cross (GRC) has been supporting these efforts from the start; since April 2014 it collaborates with PRC in three projects in the provinces of Leyte, Cebu and Capiz. Co-funded by several partners, these projects benefit at least 15,000 households directly from the provision or repair of shelter, investments in water and sanitation, livelihood, infrastructure rehabilitation, capacity-building and disaster risk reduction. The Integrated Programming Approach (IPA) underpins these efforts.

Key questions

This mid-term review of the three GRC-supported Haiyan recovery projects was commissioned:

- to assess the current level of integration (and to identify success factors, challenges, lessons learnt and recommendations);
- to review the efficiency of the operations; and
- to identify the extent to which interventions are relevant.

The ultimate objective of the mid-term review is to enable the *replication* of what works well and the *rectification* of what does not.

Findings

In terms of cross-sectoral **integration**, it is found that the three project teams explored numerous options; successful cases of integrated delivery abound as a result. Examples include the re-planting of trees to substitute lumber for house construction, the (largely) coordinated delivery of latrines and houses, and the promotion of home gardens around houses.

At the same time, it is found that further opportunities towards greater integration were not captured. The logframe represents an amalgamation of sectoral outputs rather than an effective tool for outcome monitoring (recovery and resilience).

On balance, programme implementation is found as being more integrated than a business-as-usual approach. Yet, due to several pre-existing constraints, it remains far from ideal. The sectoral logframe design for instance relates to a familiar dilemma of programming at the nexus between relief, recovery and development: relief operations are deliberately managed in a top-down and clustered manner (*efficiency prerogative*), while development efforts are best managed with a bottom-up, holistic perspective in mind (*sustainability prerogative*).

In terms of **efficiency**, the review finds that advances towards integration brought clear benefits. Yet, there is room for improvement, in particular with regard to procedures. Multiple reporting formats are being used by GRC and PRC, making reporting very time-consuming. Efforts to integrate some aspects of monitoring (DRR/livelihood 'baseline') are recognized. However, late timing, inadequate sampling, and knowledge gaps in data analysis render this undertaking ineffective.

Concerning **relevance**, there is no doubt that the numerous interventions are highly relevant: in terms of *processes*, the barangay recovery committees (BRC) serve as integrated 'anchors' for all programme activities. While feedback channels could have been more systematic, the input from/through BRCs and community volunteers ensured that village voices were heard and their concerns addressed.

Team efforts are also recognized to address cross-cutting issues. Needs assessments amongst persons with disabilities as well as targeted and layered approaches depending on the level of vulnerability ensured relevant interventions.

In terms of **outcomes**, the facts that most visited barangays see themselves already better off than before Typhoon Haiyan (*see figures 3.a-c; p.9-14*), and that most of this rebound is attributed to the GRC/PRC efforts, are testimony of their relevance. Communities see improvements to pre-Haiyan times in terms of housing, livelihoods, water, sanitation, disaster preparedness and community strength (livelihoods and water in Capiz and Cebu being the only two exceptions).

For a summary of responses to the key questions posited in the terms of reference, please *refer to fig. 4c* on p. 17-18. The review concludes that greater integration in future programmes is mainly dependent on the will of GRC and PRC.

Lessons learnt

Sound management and communication skills, team spirit and flexibility are seen as success factors for integration. The comprehensive scope and unified approach of the PRC Recovery Plan are also recognized.

The absence of an integrated assessment at the start of the operation (baseline survey as well as vulnerability and capacity assessments - VCA) that could have laid out holistic and need-based pathways for recovery in the shape of Community Action Plans (CAP) proved a challenge for a more integrated delivery. Gaps in initial surge capacity and procedural preparedness furthermore resulted in a somewhat staggered sequencing.

In the context of resilience, many cross-cutting issues require further exploration. This includes gender aspects, social capital (e.g. networks, trust, embeddedness, collective action), natural resource management, disaster risk reduction (much of which should be understood as a cross-cutting issue rather than a 'sector'), and climate change adaptation. Promoting crop insurance and facilitating income diversification (through vocational training) are commendable initiatives. Yet, future operations would benefit from a greater focus on overall resilience. The exploration of wind-breaks is suggested as a multi-purpose (DRR, livelihood, NRM, CCA) measure for highly exposed barangays.

Recommendations for the current operation

Suggestions to enhance the effectiveness of the three projects, and raise the sustainability of their outcomes, are presented in four sets: Focus, Advance, Sustain, Train (**FAST**). See *chapter 7* for underpinning considerations.

Focus.

- **Concentrate** on achieving current objectives and targets.
- **Prioritize** activities and locations with existing enablers.

Advance.

- **Discontinue** using the GRC 'project management tool'.
- **Abandon** PRC weekly reports.
- **Stop** all work on the 'baselines'.
- **Seek** external expertise to review VCA reports and develop/review Community Action Plans.
- **Explore** planting of wind-breaks in one or two barangays.

Sustain.

- **Develop** the exit strategy now.
- **Develop** user-friendly terms of reference for Barangay Recovery Committees.
- **Aim** for more systematic integration of government stakeholders.

Train.

- **Provide** community facilitation training to the PRC volunteers.
- **Deliver** monitoring and evaluation training to selected team members and involve them in the evaluation process (consolidating knowledge and skills).

Recommendations for future operations

While the scope for further integration in the ongoing projects is limited by contextual constraints, the review identifies significant opportunities for a greater level of integration in future operations. Recommendations to this end are presented in five sets: Develop, Retain, Enable, Adapt, Monitor (**DREAM**). See *chapter 8* for considerations and further details.

Develop.

- **Develop** greater surge capacity.
- **Develop** additional guidance for resilience programming.
- **Develop** outcome-oriented templates for planning, monitoring and reporting.

Retain.

- **Retain** the use of Barangay Recovery Committees or equivalent tools in other contexts.
- **Retain** successful practices of integrated delivery.

Enable.

- **Enable** programme coordinators to be effective managers of holistic programming.
- **Enable** staff and volunteers to be effective community facilitators.

Adapt.

- **Be flexible** to accommodate changing needs and diverse conditions.
- **Use** adapted vulnerability and capacity assessments (VCA) as the foundation for integrated planning.

Monitor.

- **Deploy** a qualified monitoring team prior to the launch of the recovery phase.
- **Conduct** a household profiling survey as soon as target areas are determined.
- **Conduct** an integrated baseline survey within the first three months of the recovery operation.
- **Make use** of outcome-oriented monitoring to inform 'rolling reviews'.



School rehabilitation: Nimfa Matol, Education Director of Julita Municipality (left) joins the Principal of Hindang Primary School in celebrating the school's rehabilitated premises. [Photo: P. Bolte, Banyaneer - for GRC]