Integration reviewed

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

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]