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Emergency Assistance to Typhoon Bopha-affected Communities of Davao Oriental and Negros Oriental, Philippines



Final Results Report

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Prepared for

The Office of U.S. Foreign Disaster Assistance
The United States Agency for International Development

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Acronyms and Abbreviations

List of Abbreviations and Acronyms

BDRRMC	Barangay Disaster Risk Reduction Management Council
BHW	Barangay Health Worker
CHP	Community Hygiene Promoters
DSWD	Department of Social Welfare and Development
FGD	Focus Group Discussion
GI	Galvanized Iron
HH	Household/s
ICP	Incident Command Post
KII	Key Informant Interview
MSWD	Municipal Social Welfare and Development
NFI	Non-food Item
OFDA	USAID's Office of US Foreign Disaster Assistance
TS	Tropical Storm
WASH	Water, Sanitation, and Hygiene

PROJECT SUMMARY

Tropical Storm Bopha (local name, “Pablo”), was the strongest cyclone to ever hit the southern Philippine Island of Mindanao. Making landfall on December 4, 2012, TS Bopha left 740 people confirmed dead, with 1,906 injured and 890 missing. According to a National Disaster Risk Reduction and Management Council (NDRRMC) report issued on December 11, 2012, TS Bopha affected a total of 5,474,673 people with 778,226 receiving assistance (including 100,248 sheltering in government evacuation centres and 677,942 outside of evacuation centres). Region XI in Mindanao, including Davao Oriental and Compostela Valley were among the most heavily affected areas. In Davao Oriental, over 500, 421 people (in 67,282 families) were affected. Other areas including Negros Oriental was affected as the typhoon made its way across them.

Plan was among the first INGOs to conduct rapid assessments in Davao Oriental, Compostela Valley, Agusan Del Sur and Surigao del Sur on December 4-9, 2012. This resulted to proposal development for the United States Agency for International Development (USAID) Office of Foreign Disaster Agency (OFDA). Project Objectives by sector were as follows:

A. Shelter and Settlements:

Objective 1: To provide emergency shelter to affected populations.

B. Logistics Support, Relief Commodities

Objective 2: To provide essential NFIs to affected populations

C. Water, Sanitation, and Hygiene

Objective 3: To provide for the immediate safe drinking water needs of affected populations and conduct of hygiene promotion.

Plan’s Emergency Assistance to Typhoon Bopha affected Communities in Davao Oriental and Negros Oriental project conducted activities to include validation of beneficiaries, baseline data-gathering, distribution of emergency assistance items including shelter kit, hygiene kit and water kits, water, sanitation and hygiene promotions, shelter monitoring and free residual chlorine (FRC) testing, and conduct of participatory program review at the village and municipal level with children’s participation.

RESULTS

Within six¹ months, the project reached a total of 42,457 individuals. Of these, 10,434² households received shelter kits, hygiene kits and water kits with fliers recommending simple household processes for removing sedimentation and guidelines for proper storage of disinfected water.

The project met, and even exceeded, most of the project targets. The only performance indicator that was not fully met was the number of household drinking water supplies with free residual chlorine (FRC). Although 95% of households tested showed FRC trace in Negros Oriental, majority discontinued the use of hyposol due to their discomfort on the taste. Households also preferred the traditional method of water treatment through boiling. The FRC testing prompted the community health promoters to conduct re-orientation on water disinfection at the sub-village to deepen understanding on the importance of treating their water with hyposol though no cases of diarrhea were observed.

¹ Project duration was originally designed for 3 months but extended granted to give due time for the conduct of external final evaluation

² The average family size is between 4 and 5 household members as per actual record taken from the acknowledgement receipts

The project also modified the shelter kit design by utilizing coconut lumber instead of bamboo (as per original proposal) which was positively received by the beneficiaries. This resulted to more durable and resilient shelters for the 6,833 families.

RESULTS BY OBJECTIVE

Sector: Shelter & Settlements

Sub-sector: Emergency/Transitional Shelter

Objective 1: To provide emergency shelter to affected populations.

Beneficiaries by objective	Target	Overall Target Achieved
Number of beneficiaries by objective (reporting period)	N/A	0
Number of beneficiaries by objective (cumulative)	38,163	42,457 ³
Number of internally displaced persons reached	38,163	42,457

Performance against indicators	Target	Overall Target Achieved	Percent of Target Achieved
Number of households in the program area receiving emergency/transitional shelter.	6,833	6,833	100%
Number of households in the program area receiving emergency/transitional shelter pursuant to Sphere Project standards and FOG guidelines	6,833	6,833	100%
Percentage of total affected population in the program area receiving emergency/transitional shelter assistance disaggregated by sex	33.0% (34,165 targeted/103,384 total affected) – (50% female; 50% male)	28% ⁴ (28,775 actual/103,384 total affected) 51% male, 49% female	84%
Total USD amount and percent of approved project budget for emergency/transitional shelter spent on goods and services produced in the affected host country economy	\$0	\$114,389 ⁵	100%

Progress Against Planned Activities

1.1. Distribution of shelter kits to 6,833 households (approximately 34,165 IDPs)

³ Total number of beneficiaries reached by the project

⁴ Total actual household member of 6833 beneficiaries based on acknowledgement receipts

⁵ Original project design envisioned use of bamboo sourced from Luzon for emergency shelter kit framing materials. Given the amount of fallen trees in Davao Oriental, the decision was made to use locally-recovered coco lumber for framing material instead. This resulted in an expenditure of \$114,389 for materials from the affected local economy.

The project reached its target and was able to procure and distribute emergency shelter kits in compliance with Sphere standards to 6,833 households in 20 villages within three municipalities and 1 city in Davao Oriental and Negros Oriental, providing temporary shelter to approximately 28,755 individuals.

Emergency shelter kits provided include plastic sheeting with Plan/USAID outdoor stickers, 13 pieces coco-lumber (of 3 different sizes), 1.5 kilos of nails, 20 meters rope, and ground mat. The design was consistent with Sphere standard for space, accommodating a minimum of 5 people per household. Overall, a total of 28,775 affected populations (14,684 men and 14,091 women) of the 6,833 households received shelter kits, representing 28% of the total affected population⁶.

Prior to the provision of the emergency assistance to the affected communities, the project consulted with target communities on beneficiary selection criteria. In particular, the project met with village leaders in each sub-village⁷, village health workers, village nutrition in-charge and some community members. These individuals were also involved in project implementation through active participation in distribution and monitoring activities.

Shelters were constructed within two weeks after the 1st distribution with beneficiaries using local indigenous methods of keeping the plastic sheeting nailed/fastened with wood strips instead of using the eyelets to protect the shelters against strong winds. Throughout the project, Plan staff and community volunteers closely monitored the distribution and construction of temporary shelters. Overall, staff and volunteers visited 4,357 households (representing 64% of the 6,833 beneficiaries).

Within the project period, Plan staff and community volunteers monitored closely the distribution of the shelter kits and construction of the temporary shelters, visiting a total of 4,357 households (representing 64% of the 6,833 beneficiaries).

According to monitoring records, families receiving assistance immediately installed the shelter kits using most of the materials received. In most cases, the plastic sheeting was used to cover the entire shelter or an extension of the bedroom, living room or kitchen. The beneficiaries also maximized the use of any materials recovered from their damaged homes.

Project staff held orientation sessions during the distribution where they provided technical input on how to construct shelter, including integrating recovered materials. In some villages, Plan provided assistance to female heads of households, people living with disability and the elderly by constructing their shelters. Model houses were also set up for beneficiaries unable to attend the orientation.

Monitoring of shelter construction was conducted by Plan staff in coordination with sub-village leaders. The project utilized a scheme of providing 1 toolkit per 5 households which allowed neighboring households to work together and co-manage the use of the shelter toolkit. This also facilitated targeted assistance in shelter construction among the vulnerable households, particularly the elderly, women-headed households and people living with disability.

Based on the results of the community-level program reviews, beneficiaries expressed that aside from their improved shelters, the project also gave them the opportunity to be united and work together since the shelter kits required beneficiaries to pack and sort materials, cut plastic sheeting and ground floor mats, weigh nails and label the items.

⁶ 103,384 as per baseline of total affected population in transitional shelter assistance disaggregated by sex

⁷ One village composed of sites ranging from 6-20 sub-villages

Challenges and steps taken

As previously reported on the last quarterly report in March 2013, the project faced difficulties when a number of households from hard to reach areas could not afford to pay for the transportation expenses from their homes to the distribution centres. To address this issue, Plan assessed the situation and provided gasoline to available community-owned vehicles in order to transport materials to 35 households in Borboanan and Campawan (7 kilometers by foot). Additionally, the project set-up two distribution sites for the hard to reach areas, tapped local suppliers for coco lumbers, and coordinated with the owner of a six-wheeler truck to transport the coco-lumber free of charge to the beneficiaries in the upland and hard to reach areas.

Selection of shelter beneficiaries was also an initial challenge since majority of the households in the affected communities claimed that their houses can be categorized as totally damaged. This was however, immediately addressed by involving key community stakeholders in the selection process, particularly in collaboration with the Barangay Health Workers and the purok/sub-village leaders. Criteria was set to prioritize vulnerable households who were in need of emergency assistance particularly among households with children under 18 years old, women headed-households⁸ and households not receiving similar assistance from other INGOs. Also prioritized during the selection process were households with members living with disability, the IPs and elderly with dependents.

To avoid duplication, Plan team leaders attended cluster and other coordination meetings. The meetings were used as a venue for Plan and other humanitarian actors to report their respective plans and activities. The beneficiary list was also shared with other INGOs to avoid duplication.

Sector: Logistics Support, Relief Commodities

Sub-sector: Non-food Items

Objective 2: To provide essential NFIs to affected populations

Beneficiaries by objective	Target	Overall Target Achieved
Number of beneficiaries by objective (reporting period)	N/A	0
Number of beneficiaries by objective (cumulative)	38,163	42,456
Number of internally displaced persons reached	38,163	42,456

Performance against indicators	Target	Overall Target Achieved	Percent of Target Achieved
Total number and per unit USD cost of NFIs distributed, by type	6,833 (unit cost - USD\$36.70)	8,045 (unit cost - USD\$37.40)	117%
Total number and per item USD value of cash/vouchers distributed for NFIs, by type	0	0	0

⁸ Women headed households are families with the women were the sole bread winner for the family either because they were separated, their husbands have died, or too sick to work for the family

Performance against indicators	Target	Overall Target Achieved	Percent of Target Achieved
Total number of people receiving NFIs, by sex and type	34,165 (17,082 women and 17,083 men) of family hygiene kits	32,575 (16,579 men and 15,996 women) of family hygiene kits	95% (32,575 actual out of 34,165 targets)

Progress Against Activities Planned

2.1. Distribution of hygiene kits to 6,833 households (approximately 34,165 IDPs)

Within three months, the project facilitated the procurement and distribution of NFIs and family hygiene kits in compliance with Sphere standards and culturally appropriate to the 6,833 households with 32,575 individuals (16,579 are women and 15,996 men).

Due to savings within the hygiene kit supply line item, an additional 1,212 hygiene kits were procured and distributed to 4,243 individuals (2,156 men and 2,087 women) in 3 communities of Cateel (Allegría, San Miguel and San Vicente). Communities were selected based on the coordination meetings at the municipality of Cateel which identified gaps in provision for hygiene kits. Overall, 8,045 hygiene kits distributed and community hygiene promoters along with Plan staff provided beneficiaries with orientation on proper hygiene and the importance of the content of the hygiene kit prior to distribution.

The distributed hygiene kits were sufficient for two to three weeks consumption for a family of five. The kits included the following items:

Item	Quantity
Bath soap	12 pieces
Laundry soap	4 pieces
Toothpaste	2 tubes (145 grams)
Toothbrush	2 pieces for adults 6 pieces, child size
Sanitary napkins	3 packs
Nail clippers	3 sets
Face towels	6 pieces
20-liter capped jerry can	1

The items were packaged in a cloth bag marked with Plan and USAID logos.

As noted in the participatory program review, the IEC materials used during the WASH sessions enhanced the understanding of the beneficiaries on the possible spread of diseases associated with the poor hygiene and sanitation practices. Beneficiaries were also sensitized on hand washing practices before and after eating as well as on the importance of cleaning their surroundings to prevent the spread of diseases. Results of Focus Group Discussions among children showed that children also became aware of the importance of the WASH sessions, as replicated by their ability to explain the importance of preventing the spread of diseases through good hygiene practices.

Community hygiene promoters also noted that the WASH sessions enhanced their technical knowledge and facilitation skills.

Challenges and steps taken

Aside from bad weather conditions that hindered the delivery and distribution of these items, no significant challenges were faced under this objective.

Sector: *Water, Sanitation and Hygiene*

Sub-sector: **Hygiene Promotion**

Objective 3. To provide for the immediate safe drinking water needs of affected populations

Beneficiaries by objective	Target	Overall Target Achieved
Number of beneficiaries by objective (reporting period)	N/A	0
Number of beneficiaries by objective (cumulative)	38,163	42,456
Number of internally displaced persons reached	38,163	42,456

Performance against indicators	Target	Overall Target Achieved	Percent of Target Achieved
Number of people receiving direct hygiene promotion	38,165	34,425	90%
Number of water kits distributed	7,633	7,633	100%
Number of households who store their drinking water safely in clean containers	6,106	7,633	100%
Number of households receiving water quality education, by sex	7,633 (3,817 women; 3,816 men)	7,775 ⁹ (2,716 women;5059 male)	100% (7,775 out of 7,633 households)
Number of household drinking water supplies with FRC (trace)	6,106	4, 196 ¹⁰	69%

Progress Against Activities Planned

3.1. Distribution of jerry cans and Hyposol water purification to 7,633 households (approximately 38,165 beneficiaries – 34, 165 IDPs)

In three-month period, the project distributed water kits to 7,633 households for the immediate safe drinking water needs of 27,710 individuals. Plan also conducted water quality education to 7,775 individuals and distributed IEC materials and fliers recommending simple household processes for proper hygiene practices and guidelines for proper use of hyposol. Prior to distribution of water kits, Plan conducted water testing in 53 water points in 13 villages to assess water quality and provide feedback on

⁹ Based on actual attendance on water, sanitation and hygiene session

¹⁰ From the random sampling of 24 HH per village for FRC testing in 20 villages, 4196 HH with FRC trace

the result of water testing. Water testing results were used as a take-off discussion in the WASH sessions to highlight preventative measures against water infection using hypsol.

Free residual chlorine (FRC) orientation and random testing was conducted in 20 villages in March 2013 of which 375 households were randomly selected from 7,633 households for FRC trace. Among the 375 households, 231 household tested positive with FRC trace.

In the initial stages of the project, Plan's WASH advisor observed that although most households used hypsol, its continued usage was inconsistent as they believed that their water was safe due to zero reported incidents of diarrhea. Based on the results of the project survey, the prescribed FRC use was not attained because of several issues including inadequate chlorine dosage with the recommended 3.5 ml for every 20 liters of water; possible level of high impurities in the water supply; families consumed less water as reported with the prescribed FCR dosage lost overtime; poor water handling and storage may have caused intrusion of impurities such as when the storage container is not properly capped and/or not in elevated location. Surveyed households who did not use hypsol noted that after applying chlorine for the first time, they discontinued its use because they felt that untreated water is safe. Additionally they noted that they preferred boiling as a means for water treatment.

For Dumaguete, result shows that 94% of the respondents have FRC trace because hypsol is acceptable for them and the water district also undertakes chlorination process.

Children were also oriented on the content and proper use of the hygiene, shelter and water kit. In focus group discussions, participants were able to share the importance of water kit in ensuring that the water for drinking is safe. They also know the step by step process in treating water with hypsol.

Challenges and action taken

Despite the provision of hypsol and distribution of flyers on the proper usage and conduct of WASH sessions by Plan, Red Cross and Catholic Relief Service, some of the families were not consistently using hypsol. During the FRC testing, sanitary inspectors and trained community health promoters agreed to conduct re-orientation to encourage families to use hypsol and practice proper water handling and storage.

MONITORING AND EVALUATION METHODOLOGY

The data presented in this report was collected by the project team and taken from the participatory program reviews conducted in the community and municipal levels. Specific to objective 1, 2 and 3 (i.e. provision of shelter, hygiene and water kit), data was sourced from the beneficiary registers completed during distribution and from the attendance sheets during the orientation, both for hygiene and water quality promotion.

There were two monitoring tools designed: the tool for measuring FRC trace and the shelter monitoring form used to assess the installation of shelter kits and to check the difficulties encountered by some of the beneficiaries. Regular field visits were also done to ensure that output deliverables are monitored and the challenges are addressed immediately. Results from the FRC testing and household survey were consolidated and utilized. Data from the shelter monitoring tool were also collected and used as basis for identifying the needs and challenges encountered by the beneficiaries in constructing the shelter.

The M and E focal person facilitated the conduct of the Disaster Response Participatory Program Review at the community and municipal level through focus group discussions. The activity was attended by local

officials, village health workers, and beneficiaries from the communities of intervention. This was supported by the results of the parallel focus group discussion conducted for children 10-15 years old. For the municipal level review, participants included the municipal social welfare and development officer, development planning officer and other representatives from local government units of the municipalities, village officials and health workers from the 13 communities. Generally, the program review was well received by participants, noting the need to review and assess how the project contributed to the immediate relief of the affected population. The municipal partners also acknowledged the need to replicate the process and document various NGOs response to disasters in their locality.

An external evaluation (annexed) conducted by Mindanao Tabang Bakwet (MTB) both for Dumaguete City and Davao Oriental also assessed project implementation and learn from the experiences for Plan's future planning.

COORDINATION

Plan actively participated in cluster meetings with INGOs and local government units to avoid duplication. Coordination meetings were a venue to identify gaps in provision and as basis for determining the focus of project interventions. Up to date information was also provided to donors and partners at the municipal level to ensure transparency and accountability.

In the same manner regular coordination was also done at the village level to discuss the project and involve the council in the selection of beneficiaries, formulate distribution plans to ensure the smooth implementation of the project, and monitor the shelter and families using hyposol.

COST-EFFECTIVENESS

Program Supplies Cost Analysis						
Supply	Unit Type	Budgeted		Actual		Variance per Unit
		Units	Amount	Units	Amount	
Emergency Wash Kits						
Jerry cans	pieces	7,633	\$ 3.80	7,633	\$ 3.55	\$ 0.25
Hyposol (2 bottles per family)	bottles	15,266	\$1.18	15,266	\$ 1.09	\$ 0.09
Hygiene Kits	kits	6,833	\$36.70	8,045	\$ 37.40	(\$ 0.70)
Emergency Shelter Kits	kits	6,833	\$70.26	6,833	\$71.58	(\$ 1.32)
Shelter construction tools/materials (1 set/5 families)	sets	1,367	\$39.50	1,367	\$ 43.19	(\$ 3.69)

Computation of actual cost per unit

Supplies:	Total Expenses	divided by actual units	cost per unit
Jerry cans	\$ 27,086.09	7,633	\$ 3.55
Hyposol (2 bottles per family)	\$ 16,716.08	15,266	\$ 1.09

Hygiene kits	\$300,875.67	8,045	\$37.40
Emergency Shelter Kits	\$489,080.90	6,833	\$71.58
Shelter Construction tools/materials	\$59,045.30	1,367	\$43.19

*Total expenses as noted in the final financial report

Supplies for the project were purchased at a cost-savings rate although there were price increases on some items including the hygiene kits, shelter kits and shelter toolkits as these have to be procured in major cities (Manila and Davao) due to their unavailability in the local market. In order to ensure quality and comply with Sphere standards, a bulk of the plastic sheeting for the shelter kits had to be procured from the WFP supply warehouse in Malaysia.

Overall, the project was able to procure the exact number of emergency relief supplies as originally planned and also purchased additional Hygiene Kits for new communities.

CONCLUSION AND RECOMMENDATIONS

Typhoon Bopha compared to Tropical Storm Washi which hit the Philippines in 2011 has twice the rainfall and three times the wind strength¹¹. Affected households and individuals claimed that this was their first time to experience a storm of its magnitude.

Plan through its Emergency Assistance to typhoon Bopha-affected communities of Davao Oriental and Negros Oriental was present in the early days of the disaster and was able to provide assistance to 42,457 beneficiaries through hygiene, shelter and water kits distribution to 3 municipalities of Davao Oriental and one city in Negros Oriental. Plan also conducted WASH promotion sessions to increase awareness on proper hygiene and sanitation and prevent the possible spread of diseases.

Based on the external final evaluation conducted by MTB and the result of the program review, project beneficiaries and key stakeholders coordinated effectively throughout the project facilitating learning and mutual partnership. By targeting the most vulnerable households and communities in hard to reach areas, the project ensured access to immediate and much needed humanitarian assistance. The project also provided employment opportunities within the affected areas due to the procurement of local materials like coco lumber.

Overall the involvement of the communities throughout the duration of the project imparted a higher sense of ownership and responsibility among the stakeholders. Activities implemented complied with “do no harm policy”, ensured child participation and child protection, and presents an opportunity to implement another project focused on recovery and rehabilitation.

ANNEXES

- A. Project Success Stories [attached below]
- B. Final Evaluation Report (External)
- C. Water Disinfection (Hyposol IEC) and Hygiene Promotion IEC
- D. Disaster Response Participatory Program Review
- E. Project Update per Municipality

¹¹ Data from UN-OCHA sitrep no. 4-Dec 4, 2012

Annex A: PROJECT SUCCESS STORIES

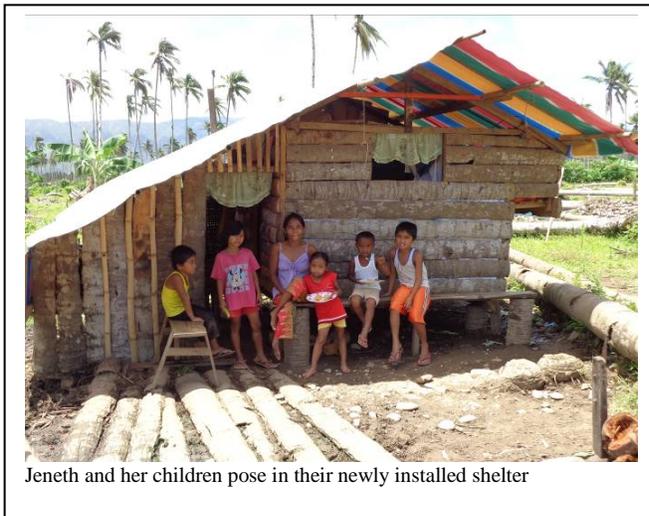
Life goes on after Typhoon Bopha (Pablo)

“I thought I would die,” recounts 36-year old Analyn, who’s afflicted with poliomyelitis. *“From the dark, I’d hear my mother shout for help as my nephew scramble to pull me out of the wall that pinned me. I cried with agony. The darkness added to my fear but the continuous rain that ran through my face filled me with hope and strengthened my resolve to bear the pain.”*

Analyn continued, *“The typhoon that destroyed my home is also the same one that helped me live. I drank the rain. It also washed away my urine and feces. Help came around 5am when my brother, together with the neighbours, lifted the wall and pulled me out. I had bruises and my ribs still hurt but my spirit is stronger.”*



Analyn during Plan staff visit recounts her story



Jeneth and her children pose in their newly installed shelter

At around the same time in another sub-village, 33-year old Jeneth, also with poliomyelitis, kept thinking of her twins – Clark and Claire. She looked after them while her husband secured their house with rope. Unfortunately, the rope was no match to the strong wind that eventually blew their roof away and toppled the wooden pillars of their house. Family members found themselves curled in the middle of the house.

“It happened so fast. We were not able to save anything except the clothes we were wearing. I was afraid but pretended to be strong because I don’t want my children to see me scared. My

husband carried me at his back while he held our twins in his hands.”

Jeneth said they walked for two hours to look for a safer place. *“Along the way, we’ve seen the devastation typhoon Pablo had caused to our place. We are grateful that our family survived but I pity our neighbours who lost not just properties but also family members.”*



Archie is thankful with the assistance

As they continued walking, Jeneth said she saw coconut trees clipped like closed umbrella, with many others toppled to the ground. She described the place “eerie, much like a ghost town with people in shock, children weeping silently and wind blows that seemed to carry voices of despondent individuals.”

Not far from Jeneth’s house is Archie, a 39-year old single mother with missing legs and likewise afflicted with poliomyelitis. She lived with her 14-year old son Dennis

and mother Carmencita. Their house was made with light materials.

Soon as they heard the howling wind, they decided to vacate their house and transferred to a neighbour's place. Dennis carried her mother at his back while Carmencita followed them. But the wind seemed unstoppable so they decided to transfer to another house. It was a blessing that they decided to leave because only a few seconds after they stood up, a coconut tree fell to where they were seated. Archie cried and embraced Dennis, thankful that they were spared from harm.

Persons with disabilities (PWD) are among the most vulnerable groups in times of disaster. People like Analyn, Jeneth and Archie are not able to immediately access response services due to difficulties in mobility and communication.

When they finally reached a school that served as evacuation center, many people were already occupying the classrooms. *"We have nowhere to stay but along the corridor, with other families. I was wet and hungry; food was scarce but somebody gave biscuits and my mother was able to get dry clothes for me. No one, however, gave or lent underwear,"* Analyn recalled. Food and water were scarce, situation was chaotic and the place was dirty.

These were the stories of three women who shared their experiences on Typhoon Pablo. They represent more than 10,000 poor families who are mostly from flood-prone areas along the Cateel River. The Mines Geoscience Bureau (MGB) of the Philippines recently declared their villages as a "No Built Zone", prompting them to look for a safer place to live.

Plan International was the first international NGO to arrive in the disaster area. Even before Pablo hit, two of its staff has flown to Davao and they have witnessed the devastation immediately after the wind and floods subsided. This team of two was reinforced by the GO team who arrived within 24 hours from disaster and organized the operation centers in Cateel. An initial wave of goods in the form of water kits were given out in some evacuation centre. Gradually, as Plan was able to mobilize funding, the goods were reinforced covering the larger population of the affected Davaoenos. Moe aid came in January including the funding support from United States Agency for International Development's Office of Foreign Disaster Assistance (USAID/OFDA). The OFDA assistance enabled the affected families to receive the much needed package of materials for emergency shelter as well as jerry cans and water purifiers, and hygiene items. For Cateel alone, some 2,097 households have benefitted from the program, including Analyn, Jeneth and Archie.

"We're grateful for the temporary shelter materials. My children felt safe. It was a relief away from the congested disease-prone corridor. The items we received are of good quality. Soon, we will replace our plastic sheeting with corrugated metals that will last for at least a year," Jeneth said. She thanked neighbours who helped them build their temporary house. The spirit of "bayanihan" among the people is not lost. Bayanihan is a Filipino trait whereby neighbours help one another for free.

"We thank Plan and USAID because we now have a comfortable place to live. With roof on our head and walls around us, we know we are protected against diseases that strong rain and scorching heat may bring. I just hope I can still go back to school and look for a possible source of income to help my mother and grandmother," Dennis said.

EMERGENCY ASSISTANCE TO TYPHOON PABLO (BOPHA)-AFFECTED COMMUNITIES

DECEMBER 17, 2012 TO MARCH 16, 2013:

AN EVALUATION

Submitted to:

PLAN PHILIPPINES
DAVAO SUPPORT CENTER
Davao City



Submitted by:

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Plate 1

Key informant interview with **MRS. CAROLA SOMOZA ALQUERO**, City Social Welfare and Development Officer of Dumaguete City.



Plate 2:

Women participants took the lead in identifying roles of stakeholders during Venn Diagramming at barangay Calindagan, Dumaguete City.

LIST OF ACRONYMS

BDRRMC	Barangay Disaster Risk Reduction Management Council
BHW	Barangay Health Worker
CHPs	Community Health Promoters
CSOs	Civil Society Organizations
DAC	Development Assistance Committee
DepEd	Department of Education
DoH	Department of Health
DRRM	Disaster Risks Reduction and Management
DSWD	Department of Social Welfare and Development
ECs	Evacuation Centers
ERTs	Emergency Response Teams
EU	European Union
FGD	Focus Group Discussion
HHs	Households
ICP	Incident Command Post
ICRC	International Committee of the Red Cross
INGOs	International Non-Government Organizations
KIIs	Key Informant Interviews
LCEs	Local chief executives (Mayor for municipality, city and Chairperson for barangay)
MPDC	Municipal Planning and Development Coordinator
MSWDO	Municipal Social Welfare and Development Office
NGOs	Non-government organizations
NDRRMC	National Disaster Risks Reduction and Management
NFIs	Non-food items
OCD	Office of Civil Defense
OECD	Office of Economic Cooperation and Development
OCHA	Office for the Coordination of Humanitarian Affairs
OFDA	Office of US Foreign Affairs Disaster Assistance
PINGON	Philippine International NGO Network
POs	Peoples' Organizations
PWDs	People with disabilities
TS	Tropical Storm
UNICEF	United Nations Children's Emergency Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene

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EXECUTIVE SUMMARY

In response to the call for massive humanitarian assistance to Typhoon Pablo (international code name: Bopha) victims in the provinces of Davao Oriental and Negros Oriental, Plan International – Philippines Office responded with a proposal for emergency assistance to the typhoon victims in the two provinces. The assistance was to be distributed in three among the locations that suffered heaviest damage and destruction after Pablo made a landfall on December 4, 2012 first on the coastal towns of Davao Oriental province. These were the towns of Baganga, Boston and Cateel in Davao Oriental and the city of Dumaguete in Negros Oriental.

Plan proposed an emergency assistance package consisting of three components, namely: Emergency shelter kits, Non-Food Hygiene Kits, and Water Treatment Kits plus WASH educational components. The United States Agency for International Development (USAID) was tapped to provide the funds for such emergency assistance.

The emergency assistance for Pablo victims in Davao Oriental and Negros Oriental, Philippines was provided by USAID through Cooperative Agreement No. AID-OFDA-G-13-00015, and was implemented from December 12, 2012 to the end of April, 2013. Originally, the project was planned for three months, but it was extended for one month to allow for the one-month project evaluation by an external evaluation team.

This report details the results of the one-month evaluation (within the month of April), with some weeks in May devoted for the meetings and validation of the results of the evaluation among the fieldworkers and the evaluation team leader.

The evaluation framework looked at the inputs, activities, and how these were translated to outputs, outcomes and impact. For each of the elements in the emergency assistance, a set of six criteria was used, namely: effectiveness, efficiency, relevance, appropriateness, connectedness and coverage. In addition, six minimum standards of humanitarian aid were also examined in the evaluation process.

The evaluation answered the following main questions:

- ❖ Has the project taken into consideration the different needs among men, women, elderly, infants, disabled and single-headed households?
- ❖ To what extent has the project reached the worst affected and most marginalized populations?
- ❖ What is the extent of community participation, especially among children, men and women in the implementation of the emergency assistance?
- ❖ Did Plan staff consider “do no harm” principles when undertaking activities of the emergency assistance project?
- ❖ Has the capacity of the local beneficiaries and the local functionaries (MSWDO, CHPs) enhanced, and local skills and capacities maximized as a result of the project?

- ❖ Has the level of empowerment among beneficiary communities increased through the project?
- ❖ What is the extent of Plan's coordination and engagement with Humanitarian aid agencies at the local and national levels?

To answer the above questions, the following data gathering techniques were used:

- ✓ Desk review of related and pertinent reports, articles and guides
- ✓ Key informant interviews of barangay officials, traditional leaders, Plan key staff, community hygiene promoters, Municipal Social Welfare and Development Officers;
- ✓ Focus group discussions with adults and children in the beneficiary communities
- ✓ Social mapping – Venn diagramming

Data were collected from sample beneficiary communities in three towns in Davao Oriental, namely Baganga, Boston, and Cateel; and in one city, Dumaguete, in Negros Oriental. Thirty six individuals (18 males and 18 females) participated in the study as key informants while 226 beneficiaries (adults and children) participated in the focus group discussions in all the ten communities in the four areas visited by the evaluation team.

Highlights of the Findings:

1. Plan conducted initial assessments in the typhoon-affected communities before they implemented the distribution of emergency assistance. Such assistance included emergency shelter kits, non-food hygiene kits and water treatment kits, including information dissemination on proper hand washing and maintenance of personal sanitation and hygiene. The assessments were needed so Plan staff will be guided in the implementation of the emergency assistance, taking into consideration the different needs of men and women, the elderly, people with disabilities, and the children. Each of these groups has different needs.

The distribution of all the relief goods including the emergency shelter kits was based on an assessment of the general needs of the affected communities, although Plan staff were always conscious of the needs of the different sectors, age groups and vulnerable groups in the communities struck by Typhoon Pablo. However, there were some key informants who said that Plan should have considered the needs of infants and toddlers among the typhoon-affected communities so that infant formula or milk for them was included in the emergency assistance package. This however is not possible as Plan is an advocate of exclusive breastfeeding.

2. On the whole, Plan emergency assistance was able to reach the worst affected and the most marginalized groups, especially the Mandaya, an ethnic group indigenous to the Davao provinces. Plan had to devise certain procedures to reach far-flung areas, including the negotiation of the six-wheeler trucks to ferry the emergency shelter kits and other relief goods for the Mandaya communities living in hard to reach areas in Barangay Campawan, Baganga, Davao Oriental.

3. Plan was able to elicit the participation of almost all sectors among their beneficiary communities, from the barangay health workers who helped Plan staff identify the individual and HH beneficiaries in their respective barangays. Even children of beneficiaries were actively involved in helping their parents and elderly neighbors put up their emergency shelters. The emergency assistance that Plan implemented generated the “bayanihan” spirit among the typhoon-affected communities, thus creating positive impacts of their interventions.
4. To ensure inclusivity and avoid discrimination in the distribution of emergency assistance, Plan made it clear to their community partners that a clear set of criteria had to be set, and that the criteria had to be known by everybody in the affected communities. In conducting relief and emergency assistance, it is possible that not all affected households will be able to get such assistance. But it is important to make clear the criteria for prioritization so the community members will be guided accordingly. It was also made clear to the beneficiaries that through the coordinative efforts of Plan, those who did not receive any assistance package from Plan might be given assistance by other donors. Plan staff made sure that the “Do No Harm” principle was considered during the conduct of the emergency assistance.
5. The engagement of the communities themselves in various stages of the implementation of Plan’s emergency assistance has demonstrated Plan’s commitment to empowering local communities. More importantly, it has also increased the levels of social cooperation among neighbors, as they had to help each other in putting up their transitional shelters. Children were also appreciative that their cooperation was valued during the conduct of the emergency assistance. Informants consider this as an experience that can help them become more prepared for similar disasters in the future.
6. Plan coordinated with various institutions, both at the international and national levels, to conduct the emergency assistance to Pablo victims. More importantly, they ensured that efforts are coordinated with local and barangay officials regarding the implementation of their emergency assistance project.
7. Plan’s emergency assistance operated within the framework of cost-effectiveness and cost-efficiency in that it was able to deliver a package of quality and timely intervention, reached more beneficiaries beyond the target with the same resources, despite operational challenges it was confronted with. The timing of the disaster, the high demand, lack of supplies, and inaccessibility proved challenging. There were slight variations in the budgeted versus the actual costs, especially in procurement and transportation. Actual beneficiaries increased by 11% from 38,163 to 42,456 individuals.

Recommendations

A. Action Plans or Programs

- *Conduct DRRM orientation and training among vulnerable sectors like the elderly and the youth (or children). This can be done in partnership with local institutions of higher learning or with other INGOs. This orientation will contribute to the resilience of many*

communities and on preventing or mitigating the impact of natural disasters.

- *Expanding project interventions to include entrepreneurial development among affected communities.* These efforts could be implemented along with an innovative community savings and loans program, with seed money coming from Plan.
- *Strengthening levels of coordination and collaboration with local government units responsible for DRRM.* Plan made sure to coordinate with local officials regarding the project, even before the project was implemented. However, there is a need to strengthen this partnership, through the signing of a partnership agreement or a Memorandum of Understanding (MoU) or better, a Memorandum of Agreement. In this strengthened partnership, the specific roles and tasks of both partners (Plan and LGUs) will be spelled out.

B. Research

- *In-depth ethnographic or anthropological studies on IP mechanisms for trauma healing or for psychosocial treatments of children affected by natural disasters.* Such studies will help Plan come up with mechanisms to engage local tradition keepers among indigenous peoples.
- *Gender analysis in disaster risks reduction and management.* Men and women experience natural disasters differently. It is but appropriate that deeper analysis on the roles of men and women in the aftermath of a destructive natural disaster be done, especially among indigenous peoples.
- *Research using survey and qualitative methods on the existence of sexual exploitation or human trafficking cases among vulnerable communities affected by natural disasters.*

C. Policy

- *Securing a Free Prior Informed Consent (FPIC) from the National Commission on Indigenous Peoples (NCIP) when dealing with indigenous peoples who are victims of natural disasters.* This is to ensure that no indigenous knowledge, cultural belief systems or cultural traditions will be violated in the process of project implementation. This is in line with the provisions of the Indigenous Peoples' Rights Act (IPRA). However good the intentions of assistance and emergency programs are, but if the process and materials of such assistance are not in keeping with indigenous peoples' knowledge and belief systems, these might be unwelcome to these communities.
- *Integrating a cultural sensitivity approach in all future emergency assistance programs.* This is actually a corollary to the previous recommendation on securing an FPIC for all projects where the beneficiaries belong to indigenous communities. This would include an orientation on the existence and the ethnographic accounts of all indigenous peoples as well as the Islamized communities present in many parts of Mindanao.

CHAPTER I

INTRODUCTION

1. Background and rationale¹

Typhoon *Bopha* (“*Pablo*” in the Philippines) made a landfall in Davao Oriental on December 4, 2012 and crossed Mindanao before tracking through southern Negros Oriental and, on the following day, across to Palawan. *Bopha* left behind 740 confirmed dead, 1,906 injured, and 890 missing persons. Housing, electrical power, and water and telecommunications systems have been damaged or disrupted in many of the areas through which *Bopha* passed. As of December 11, 2012, the Philippines National Disaster Risk Reduction and Management Council (NDRRMC) reported that a total of 5,474,673 people had been affected, with 778,226 receiving assistance (including 100,248 sheltering in government Evacuation Centers (ECs) and 677,942 outside ECs. Region XI in Mindanao, including Davao Oriental and the Compostela Valley, were among the most heavily affected areas. In Davao Oriental, over 500,421 people (in 67,282 families) have been affected. Other areas, including Negros Oriental, suffered heavy damage as the typhoon made its way across them.

Within the Davao Oriental municipalities of Baganga, Boston, and Cateel, an estimated 103,047 individuals (in 31,759 households) have been affected, with destroyed (or “totally damaged”) houses topping 6,900 and 2,230 in Baganga and Boston, respectively (with an additional 1,418 reported as “partially damaged” in Boston). In Negros Oriental, 31,716 individuals (in 7,194 families) were affected, with 177 houses destroyed and 823 partially damaged in Dumaguete City, Mabinay, Manjuyod, and Pamplona.

Humanitarian Needs and Plan Philippines intervention

The Davao Oriental coastal municipalities, including Bagangga, Boston, and Cateel, the area where the storm made its initial landfall, are among the most heavily affected zones. These have also been areas of initial assessments. On December 5th, the Office for the Coordination of Humanitarian Affairs (OCHA) of the United Nations had identified the need for food, water, and shelter in these areas. By December 10th, OCHA confirmed these needs noting that “rapid needs assessments indicate a dire need for water, food, shelter medicines, non-food items, such as generators, and protection in Davao Oriental . . .”

Plan undertook assessments in Davao Oriental, Compostela Valley, Agusan del Sur, and Surigao del Sur between December 4 to 9, 2012. The assessment identified needs in Health, WASH, Food and Nutrition, Shelter/NFIs and EC Management, Livelihoods, Education; and Child Protection. The Plan assessment used the multi-cluster and rapid assessment forms, as well as direct observation, interviews with local officials, and secondary data from OCHA and the NDRRMC. Plan

¹ Culled from the Terms of Reference, Project Evaluation of Plan Philippines Emergency Assistance to Typhoon Pablo Affected Communities from December 17, 2013 to March 16, 2013), pp. 1-2.

staff also participated in the joint assessment organized by the Philippines Humanitarian Country Team. In terms of Water, Sanitation and Hygiene (WASH), the assessment noted damaged water systems (in some cases linked to the lack of electrical power) and the need for treatment of drinking water. In Shelter, the assessment notes that in areas including Baganga, most damaged houses were destroyed (or “completely damaged as opposed to “partially damaged”). The assessment also noted the need for NFIs (including hygiene kits and bedding) among evacuees in Davao Oriental and the Compostela Valley. In Negros Oriental’s Dumaguete City, officials cited similar needs: Emergency Shelter for the displaced; water and food; and NFIs.

Among the top needs identified in the rapid assessment were the following: emergency shelter, safe drinking water, and hygiene assistance among the affected population in Davao Oriental’s coastal municipalities of Baganga, Boston, and Cateel, as well as in Negros Oriental’s Dumaguete City. In order to meet immediate needs of these typhoon-affected populations, Plan proposed the following interventions:

- Shelter and Settlements: Emergency/Transitional Shelter (emergency shelter kits)
- Logistics Support, Relief Commodities/Non-Food Items (hygiene kits)
- Water, Sanitation and Hygiene/Hygiene Promotion (water treatment kits)

The life-saving interventions proposed for this project aimed to help fill critical gaps in the early days of the humanitarian response to Typhoon Bopha. These are directly in line with OFDA’s mandate to save lives, alleviate human suffering, and reduce the social and economic impacts of disaster.

Plan began the distribution of hygiene kits, water kits (including jerry cans and HypoSol for treatment), and plastic sheeting in Boston and Cateel during the first week of December. With OFDA support, Plan expanded these critical life-saving activities for those affected by Typhoon Bopha.

To assess the outcomes of the interventions for the typhoon-affected and displaced communities in the target areas, Plan Philippines engaged the services of an external evaluation team to assess the accomplishments of the emergency assistance to Pablo victims in Davao Oriental and in Negros Oriental. In all likelihood, the same project interventions will be implemented in other typhoon ravaged areas. Therefore, it is critical that Plan will respond more appropriately to typhoon affected-populations with relevant and efficient programming guided by the findings of this evaluation. Moreover, the findings from this evaluation are also relevant for local and national government and non-government partners and other service providers on shelter, water, sanitation and hygiene activities in emergency situations.

2. Objectives of the evaluation

General objective:

To assess the achievements, consequences, both intended and unintended; outcomes and lessons learned in project implementation as well as to suggest appropriate recommendations for a much more improved emergency assistance delivery in future emergencies where Plan Philippines will be engaged.

Specific objectives:

- To assess the outcomes of the USAID/OFDA-funded project on the lives of typhoon Pablo-affected populations in Davao Oriental and Negros Oriental;
- To evaluate the relevance of interventions based on the situation on the ground;
- To assess cost effectiveness of Plan Philippines operations;
- To assess extent of assistance that has been delivered by Plan;
- To assess the role that Plan Philippines has played in meeting the humanitarian needs in Davao Oriental and Negros Oriental through the activities implemented;
- To assess how the need for coordination and cooperation with the local people, the local government units and other humanitarian aid agencies have been met by Plan Philippines' interventions;
- To assess the technical solutions provided by Plan Philippines in terms of quality and appropriateness.

3. Scope of the evaluation

The evaluation for Plan Philippines' emergency assistance provided to Typhoon Pablo victims in three towns in Davao Oriental and in Dumaguete City, Negros Oriental is limited to the following activities:

- Reviewing Plan Philippines' assessment, planning, implementation, and monitoring evaluation processes/systems for their response especially the OFDA project. This includes assessing Plan's strategies and approaches for project implementation;
- Reviewing the quantitative and qualitative results achieved and lessons learned;
- Assessing the outcome of the intervention including feedback from a random sample of male and female respondents;
- Assessing the contributions of the interventions to the over-all response targets of Plan Philippines in Mindanao.
- Documenting three cases (three beneficiary communities – in Davao Oriental province)

The evaluation team met with key Plan Philippines staff in identifying three communities where the evaluation process was focused, although the reports from all the areas covered under the OFDA-funded project have also been reviewed as part of the secondary data for the evaluation.

4. Main evaluation questions

- Has the project taken into consideration the different needs among men, women, elderly, infants, disabled and single headed households?
- To what extent has the project reached the worst affected and most marginalized populations?
- What is the extent of community participation especially children, men and women in the implementation of the emergency assistance?
- Are "do no harm" principles being considered when undertaking activities by Plan staff?

- Has the capacity of the beneficiaries and the local DRRMC been enhanced, and local skills and capacity maximized as a result of the project?
- Has the level of empowerment among beneficiary communities increased through the project?
- What is the extent of Plan's coordination and engagement with Humanitarian aid agencies at local and national levels?

These questions guided the design of the various research tools that were used in the field.(see Chapter II for details on the evaluation framework and the methodology as well as the procedure for gathering data.

CHAPTER II

EVALUATION FRAMEWORK AND METHODOLOGY

An evaluation, to be meaningful, must provide some opportunities for learning not only for a development project's implementers but also for its stakeholders. A project evaluation is also an integral part of the entire project management cycle. Through the conduct of an evaluation, project staff can avoid wasting resources on activities that are not in line with a project's objectives or long-term goals. More importantly, it can help identify needs and perspectives of beneficiaries as well as others who have been affected adversely by emergencies or humanitarian situations.

This evaluation assessed the accomplishments of the Plan project on Emergency Assistance to Typhoon Pablo-affected communities from Dec 17, 2012 to March 16, 2013. The emergency assistance package that Plan implemented is limited to the following:

- Provision of Transitional shelter in the form of emergency shelter kits;
- Provision of logistics support, relief commodities (non-food items like hygiene kits, and
- Water, sanitation and hygiene promotion, through the distribution of water treatment kits

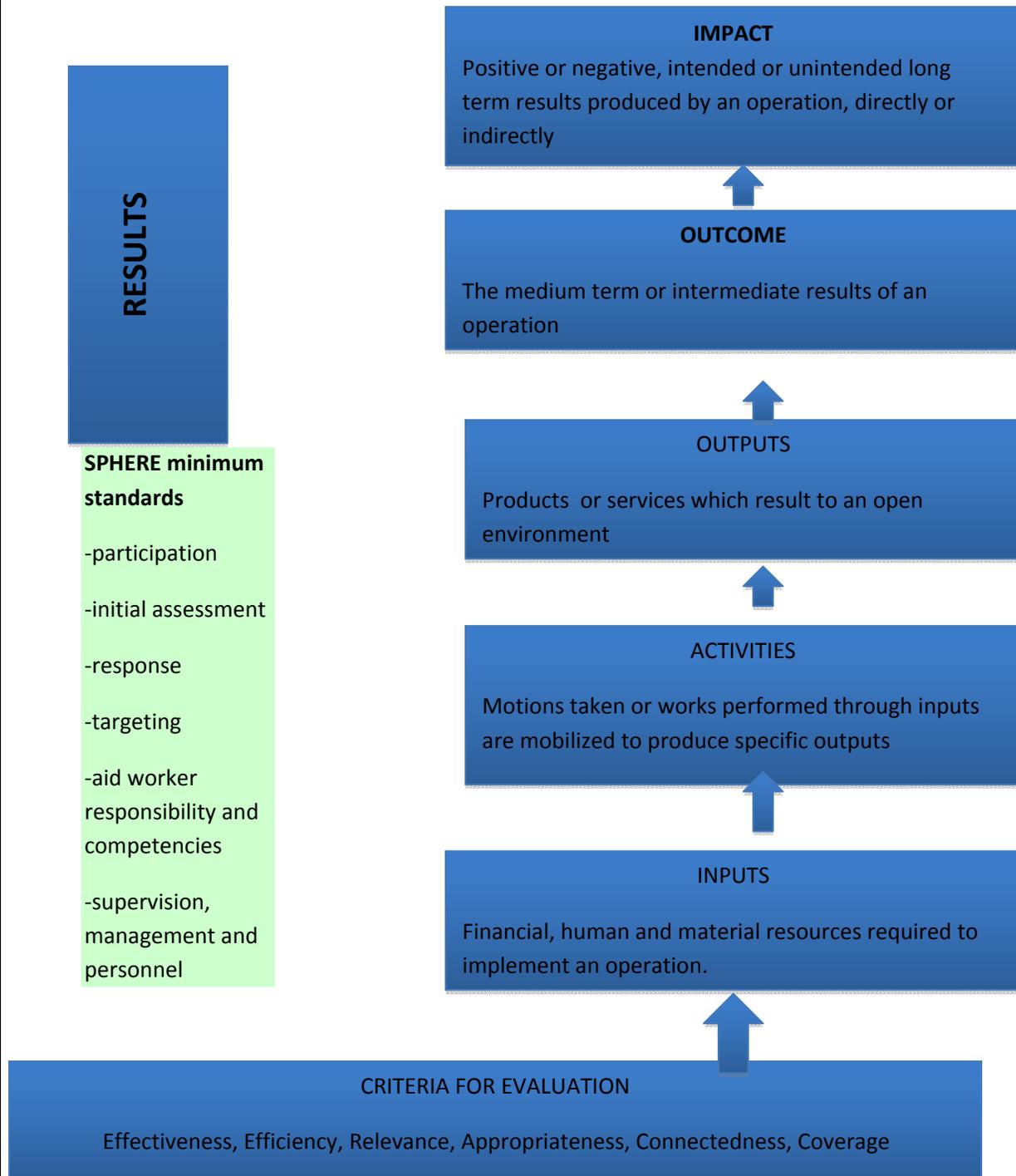
Plan's interventions aimed to provide immediate emergency relief to communities affected by Typhoon Pablo (international code: Bopha). These were expected to fill the critical gaps in the early days of the humanitarian response to the communities affected by the typhoon.

As proposed, beneficiaries of Plan's emergency assistance included 38,165 individuals distributed as follows:

- ✓ 31,665 individuals in Davao Oriental coastal municipalities of Baganga, Boston and Cateel; and (6,333 HHs)
 - ✓ 6,500 individuals in Dumaguete City, Negros Oriental (500 HHs)
- Total: 38,165 individuals and 6,833 HHs

Plan needed to have this evaluation conducted to learn lessons from the outcomes of the project implementation in order to make future interventions more appropriate, relevant, efficient and effective. Moreover, the lessons learned from the evaluation will also inform relevant local and national government and non-government partners especially on the provision of shelter, water, sanitation and hygiene activities in emergency situations.

Fig. 1 Schematic diagram for the evaluation framework²



² Adapted from Prologue Consult 2007. **Evaluation for Humanitarian Aid Guide**. The European Commission, see pages 53 onwards.

The diagram shows the different aspects of emergency assistance that were subjected to the evaluation process.

As shown in the diagram, the evaluation looked at the inputs provided under Plan's emergency assistance program for Typhoon Pablo-affected communities in three communities in Davao Oriental and in one community in Negros Oriental. *Inputs* include all financial, human and material resources contributed by Plan that were needed to implement the emergency assistance package for Pablo victims. Such inputs were translated to activities or services rendered or performed that were mobilized to produce specific outputs. *Outputs* are the resulting products, services or relationships established after translating the inputs to specific activities or services rendered. *Outcomes* refer to the medium term or intermediate results of an operation. All these are expected to contribute in a synergistic way to create impact, or the positive as well as the negative results of the assistance. Impact includes the intended and unintended results, either directly or indirectly affecting stakeholders of a project.

Moreover, the evaluation process considered the minimum standards for humanitarian assistance as formulated by The Sphere Project, in its Humanitarian Charter and Minimum Standards in Disaster Response (2011 edition). These include the following:³

1. *Participation* - According to Sphere (2011), this standard requires that the disaster-affected population actively participate in the assessment, design, implementation, monitoring and evaluation of the assistance programme. Among its key indicators are: women and men of all ages are informed and receive information about the assistance program and are given the opportunity to comment during all stages in program implementation; written assistance programs must reflect the needs, concerns and values of disaster-affected people, especially the vulnerable groups, and programming is designed to maximize the use of local skills and capacities.
2. *Initial assessment* – Humanitarian assistance after a disaster must start with an initial assessment of the extent of the needs of the disaster-affected communities. Such assessments must provide a clear analysis of the threats to life, dignity, health and livelihoods to determine, in consultation with authorities, whether an external response is required, and if so, the nature of the response. This standard is quite crucial, as the nature, quality and quantity of the emergency assistance are determined by the initial assessments made by those who will provide the assistance.
3. *Response* – A humanitarian response is required where the local authorities are unable or unwilling to respond to the protection and assistance needs of the population on the territory over which they have control, and when assessment and analysis indicate that these needs are unmet.⁴ Such a response must also be responsive, i.e. respond to actual needs and meet minimum standards. Moreover, it should maximize positive impact and limit any harm that the assistance can bring.

³ The Sphere Project. 2011. **Humanitarian Charter and Minimum Standards in Disaster Response**. Geneva, Switzerland. P. 23 onwards. There are eight minimum standards but for this evaluation only six are deemed necessary.

⁴ The Sphere Project, 2011, *ibid.* p. 33.

4. *Targeting* - This standard requires that all implementers of humanitarian assistance or services must ensure that there is no discrimination in the access to and use of facilities, and that services and goods provided are fair and equitable, and target those who are most vulnerable, while providing aid efficiently.
5. *Aid worker responsibility and competencies* – It is the responsibility of aid workers to be aware of local power dynamics and the context of the assistance they are going to provide. Staff must be qualified enough to be able to understand that humanitarian assistance can be exploited by predatory politicians and other sectors with vested interests.
6. *Supervision and management of personnel* – providing emergency assistance requires that managers are accountable for their decisions, especially in ensuring adequate security for aid workers and that aid staff went through the necessary trainings for security, health and safety.

In addition, six minimum criteria for evaluation were used in this study, namely: effectiveness, efficiency, relevance, appropriateness, connectedness and coverage.

Basically, *effectiveness* of project interventions relate to the attainment of its objectives, on whether these reached the target population, and are accessible to all the vulnerable population, and if they are of a quality that complies with minimum standards. Moreover, projects are considered effective if appropriate and timely adaptations or adjustments are made in response to changes in both the physical and social environments of project interventions.

Efficiency refers to whether project interventions are delivered in the appropriate way, so as to ensure maximum use of resources that are targeted to reach the most vulnerable populations in a timely manner. Efficiency is best captured in this question, “Are we doing the right things in the best possible way?”

Relevance means that emergency assistance must be designed to fit the nature and scope of the emergency, and on whether the intervention model used was sound. Project activities must be linked to intended effects as shown in project documents, as early as during project conceptualization.

Appropriateness looks at whether humanitarian activities or interventions are tailored to consider local needs and socio-cultural contexts. In this criterion, an evaluation considers whether interventions promotes ownership among the partners and other stakeholders, as well as promoted accountability and cost-effectiveness accordingly.

Connectedness of humanitarian interventions means that activities of as short-term emergency are carried out in a context that takes longer-term and interconnected problems into account. One indicator of connectedness is the support and complementation of existing services and local

institutions in terms of structure and design.⁵ In other words, a disaster response program needs to fit seamlessly into existing local structures and processes, and see how it supports or complements these structures and processes.

Coverage looks at whether humanitarian interventions provide major population groups with assistance and protection that are proportionate to their need. This criterion is corollary to connectedness – it considers whether the emergency assistance is linked to political agendas of some sectors that might stand to gain from the provision of the emergency assistance, for instance, politicians trying to get the votes of those affected by the disaster.

Methodology

This section describes the combination of methods, approaches and procedures that were undertaken in order to answer the main questions for this evaluation project. The combination of evaluation tools for gathering pertinent and relevant information, which was basically qualitative in nature, was designed to fit the short time frame given for this evaluation (40 days).

A. Research/data gathering tools used

Two types of data were gathered for this evaluation, namely, primary and secondary data. Secondary data were culled from various reports and documents related to Plan's emergency assistance to TS Pablo-affected communities in Davao Oriental and Negros Oriental.

Some of the information needed to define the boundaries of what are to be evaluated in this project are found in documents, monitoring reports, needs assessments, statistics on the extent of damage wrought by Typhoon Pablo and other pertinent documents. In addition, there has been a plethora of write-ups and articles written in the aftermath of Pablo in the two provinces to be covered in this evaluation. All these relevant documents will be reviewed to provide insights on the context of the emergency assistance provided by Plan Philippines, and to triangulate Plan's assessments of the extent of the emergency needs of the communities affected by TS Pablo.

On the other hand, primary data were gathered directly from the community, using a combination of the following qualitative techniques:

- *Key informant interviews (KIIs)*

Five groups of leaders and local officials were interviewed using an instrument especially developed for each group. The individuals in each group played key roles in the implementation and distribution of the emergency assistance that Plan Philippines provided to the victims of TS Pablo in the three municipalities and one city in two provinces.

A separate interview guide was developed for each of the following sectors in the sample barangays. Representatives of the following sectors were interviewed for this evaluation:

- Municipal level officials, especially the MSWDO

⁵ See Sphere Handbook, 2011 ed. *ibid.* p. 23.

- Barangay officials and purok leaders
 - Traditional leaders
 - Community Hygiene Promoters (CHPs) or Barangay Health Workers (BHWs)
 - Plan Philippines key staff
- *Focus Group Discussions, (FGDs) both among adults and children beneficiaries*
 These were community-based discussions of at least 10 to 15 participants, coming from various sectors, especially the marginalized ones who have received emergency assistance from Plan Philippines. The discussions provided a non-threatening atmosphere for all participants for them to provide feedback and express their opinions about the assistance they received. Through the guidance of a facilitator, FGD participants discussed various opinions and ended up with building consensus on their views about the implementation of the emergency assistance provided by Plan. For the purposes of this evaluation, the composition of the FGDs will be gender-balanced, that is, equal number of male and female household heads.

Basically, the participants of the FGDs in each of the sample population were all certified Typhoon Pablo victims, many of whom lost their houses, or still had houses that were heavily or partially damaged.

A separate FGD guide for adults and another one for children were formulated for this evaluation.

- *Social Mapping – Venn Diagramming*
 This is a participatory method that uses small circles of paper (or cartolina) to identify institutions (traditional, formal, external) and the nature of their relationships to each other. It is sometimes called “chapati” diagramming because the circles of paper look like chapatis (round, flat bread among the Hindus). This is relevant in eliciting the community’s feedback and perceptions on their relationships with both endogenous (local) and external actors in the emergency assistance service delivery.

Venn diagramming is a powerful tool that can be used to identify local or indigenous formal or informal institutions, such as people’s organizations, mutual assistance groups, village councils, etc, especially in characterizing the nature of the groups’ relationships with each other, in relation to the delivery of emergency assistance after Typhoon Pablo.

For this evaluation, Venn diagramming was conducted in three out of the ten sample barangays that received emergency assistance packages from Plan Philippines.

- *Site visits and observations*
 A team of six field researchers visited and gathered primary data and first hand information on the condition or state of the communities in the aftermath of Typhoon Pablo. The field team members were instructed to take down notes and observations on their informal conversations with the members of beneficiary communities or partners.

B. The Evaluation Procedure

To carry out this external evaluation, Plan Philippines engaged the services of a team of researchers led by a local evaluation studies expert who has had extensive experience in doing capacity building for monitoring and evaluation among non-government organizations and civil society groups involved in social development work in Mindanao. She was assisted by a team of six fieldworkers, all of whom have experienced implementing emergency and humanitarian assistance in conflict-affected areas in Mindanao, especially in the provinces included in the Autonomous Region in Muslim Mindanao (ARMM). The fieldworkers belong to an NGO that is part of a Mindanao-wide network of emergency assistance groups and organizations, called the Mindanao Emergency Network.

One of the considerations in choosing the external evaluation team was the work experiences and familiarity of its members of both the nature of the assistance to be evaluated as well as that of the sample areas to be visited for the evaluation. This is an important consideration given the short time frame for the evaluation process (40 days), covering eight barangays in three municipalities in Davao Oriental and two barangays in one city in Negros Oriental.

In total, the fieldworkers spent 30 days gathering primary data. The rest of the allocated days for this evaluation was spent for preparatory activities like coordination meeting with the team leader together with Plan Philippines staff, and orientation and training on the research tools, including a one-day meeting for sharing insights and observations from the field (three days). The remaining seven days were spent for encoding and analysis of data, and report writing of the draft evaluation report.

After the signing of the Terms of Reference and Contract of Services, the team drew up a work plan for the month-long evaluation, including the days for the training and orientation of the fieldworkers on the research tools. This took place in the last week of March, 2013.

Below is the matrix showing the activities conducted for this evaluation (Table 1).

Table 1. Activities conducted for the external evaluation of Plan's emergency assistance to Pablo victims

Dates	Activities	Areas/Venue
03/24 to 04/03/13	Preparation and submission of Evaluation Proposal to Plan; preparation and refinement of research tools	General Santos City
04/03-04/13	Desk review of related materials and pertinent literature on Plan's emergency assistance to Pablo victims	General Santos City
04/4-5/13	Signing of evaluation contract/ToRs	General Santos City
04/06/13	Orientation on the research tools to be used in the evaluation	Sarangani Highlands, General Santos City
4/7-8/13	Finalization of fieldwork schedule	Cotabato City and General Santos City
04/10/13	Start of travel to Bislig	Cotabato City to Bislig
04/11/13	Field work (KIIs and FGDs) and field observation	Cabasagan and Sibajay in Boston Municipality, Davao Oriental
04/11-12/13	Field work (KIIs, FGDs) and field observation	San Alfonso, Aragon and Mainit, Cateel Municipality, Davao Oriental
04/12-13/13	Field work (KIIs, FGDs, and field observation)	Binondo and Campawan, Bagangga

		Municipality, Davao Oriental
04/13-14/13	Travel back to Cotabato (home base of fieldworkers' team)	
04/14-15/13	Travel to Dumaguete City, Negros Oriental	
04/16-17/13	Field work (KIIs, FGDs and field observation)	Kalindagan, Tinago and Poblacion 2, Dumaguete City, Negros Oriental
04/18-19/13	Travel back from Dumaguete City back to Cotabato City	
04/20-27/13	Encoding and collating of fieldwork data (KIIs and FGDs)	Cotabato City and General Santos City
04/28-31, 13	Synthesizing and analyzing data from encoded and collated KII and FGD data	General Santos City
05/06/13	Meeting – Lead Researcher and Fieldworkers to share insights and observations as inputs for the three case studies	General Santos City
05/07-14/13	Report writing	General Santos City
05/15/13	Submission of draft evaluation report to Plan Philippines	

C. Sample evaluation areas

Due to the tight time frame, the lead researcher and the fieldworkers, together with the key Plan staff, decided on visiting a sample of seven barangays in three municipalities in Davao Oriental and three more barangays in Negros Oriental. These barangays were among the hardest hit by TS Pablo and the ones with much larger populations of households that reported totally and partly damaged houses.

Based on this consensus decision, the following barangays were visited for this external evaluation:

1. Cabasagan and Sibajay – of Boston, Davao Oriental
2. San Alfonso, Aragon, and Mainit – of Cateel, Davao Oriental
3. Binondo and Campawan - of Bagangga, Davao Oriental
4. Kalindagan, Tinago and Poblacion 2 of Dumaguete City, Negros Oriental

D. Informants' and Participants' Profiles

As cited in the previous sections, two main tools were used to gather primary data from stakeholders in the 10 communities visited by the Evaluation Team. These are the Key Informant Interviews (KIIs) and the Focus Group Discussions (FGDs). The KIIs were conducted with informants who played major roles in the implementation of the emergency assistance, both from the beneficiaries' side and from Plan Philippines Staff. On the other hand, the FGDs were conducted among the recipients of Plan's emergency assistance packages, among the adults and the children beneficiaries in the ten barangays visited by the Evaluation Team.

The evaluating team interviewed 36 key informants, 30 of whom are community-based while the remaining six informants are key Plan staff members.

For the FGDs, the evaluating team was able to conduct discussions among a total of 112 children, and 117 adults who received emergency assistance packages from Plan Philippines.

Table 2 shows the distribution of the key informants who participated in this evaluation exercise, showing their sectoral representation, by sex, and by areas.

Table 2. Distribution of KIIs by sex, sector, and area

Area/Sector	Trad leader		CHPs*		Brgy officials		MSWDO		PLAN		TOTAL
	M	F	M	F	M	F	M	F	M	F	
Davao Oriental											
Davao Office									3	3	6
1. Boston								1			1
a. Sibajay	1			1	1						3
b. Cabasagan	1			1	1						3
2. Cateel								1			1
a. San Alfonso	1			1	1						3
b. Mainit	1			1	1						3
c. Aragon	1			1	1						3
3. Bagangga								1			1
a. Binondo		1		1	1						3
b. Campawan	1			1	1						3
Negros Oriental											
1. Dumaguete City								1			1
a. Tinago				1		1					2
b. Poblacion 2					1						1
c. Calindagan				1	1						2
TOTAL	6	1	0	9	9	1		4	3	3	36

*CHPs – Community Hygiene Promoters or Barangay Health Workers

As Table 2 shows, majority of the informants were barangay officials, predominantly males (9 out of 10), followed by community hygiene promoters or barangay health workers, with 9 (all females). Of the seven traditional leaders, only one is female, and all four Municipal Social Welfare and Development Officers are females. There is gender balance among PLAN key informants, with three males and three females.

Table 3. Distribution of FGD participants, by sex, by grouping

Grouping	Male	Female	Total
Adults	52	65	117
Children**	56	56	112
Total	108	121	229

** The children who participated in the FGDs were all in the 12-17 age bracket, which is within the UNICEF definition of children as below 18.

As Table 3 shows, 229 individuals (117 adults and 112 children) participated in the focus group discussions in the 10 barangays visited for the evaluation. One FGD for adults and one FGD for children were conducted in the 10 barangays, for a total of 20 FGDs. Female respondents compose the majority (53%) of the participants in the FGDs.



Plate 3

Men and women of barangay Cabasagan, Boston Davao Oriental actively shared their opinions during the focus group discussion.

CHAPTER III

PRESENTATION AND ANALYSIS OF FINDINGS

Introduction

From December 17, 2012 to April 30, 2013, Plan International implemented the Emergency Assistance to Typhoon Bopha-affected Communities of Davao Oriental and Negros Oriental provinces. This project addressed the emergency needs among residents in three municipalities in Davao Oriental, namely, Bagangga, Boston and Cateel; and in Dumaguete City, Negros Oriental. As proposed, the emergency assistance project for the two provinces was to be implemented within three months, but it was extended to give due time for the conduct of the external evaluation.

Typhoon Bopha (“Pablo” in the Philippines) is considered one of the most destructive tropical storms that ever hit Mindanao. On December 4, 2012, TS Pablo made a landfall in Davao Oriental and crossed Mindanao before it also hit the southern part of Negros Oriental, specifically some barangays in Dumaguete City. It left behind 740 confirmed dead, with 1,906 injured and 890 individuals reported as missing. On December 11, the National Disaster Risk Reduction and Management Council (NDRRMC) reported that a total of 5,474,673 people were affected by TS Pablo, with only 778,226 receiving assistance, distributed into 100,248 in evacuation centers (ECs) and 677,942 outside of government-designated ECs. In Davao Oriental alone, over 500,421 people in 67,282 families were heavily affected.⁶

The assistance project funded by the United States Agency for International Development (USAID), through the Office of the Foreign Disaster Agency (OFDA) was focused on three emergency sectors, with its corresponding objectives, namely:

- A. Shelter and Settlements
Objective: To provide emergency shelter to affected populations.
- B. Logistic Support and Relief Commodities
Objective: To provide essential non-food items to affected populations.
- C. Water, Sanitation and Hygiene
Objective: To provide for the immediate safe drinking water needs of affected populations and to conduct hygiene promotion among them.

This chapter presents the major findings of the evaluation and the analysis of the data gathered through the main research tools used for this exercise, namely, the key informant interviews, the focus group discussions, the social mapping and the review of secondary data provided by Plan Philippines staff. The analysis is based on the evaluation framework presented in Chapter II. The presentation is arranged according to the main evaluation questions, as enumerated in Chapter I.

⁶ All statistics on the number of affected individuals are from the NDRRMC reports, as cited in the Final Result Report prepared by Plan International Staff to USAID, the funder of the emergency assistance project that is being subjected to external evaluation.

A. *On addressing the different needs of the marginalized and vulnerable sectors among the affected communities have been considered (elderly, infants, single-headed HHs, PWDs)*

The USAID-OFDA funded emergency assistance project that Plan implemented was designed to factor in the different needs of marginalized and vulnerable sectors among the affected communities. The project has three main components, namely,

- the provision of temporary shelter kits; (emergency or transitional shelter)
- water, sanitation and hygiene with hygiene promotion (Water treatment kits)
- non-food items including relief commodities and logistics support

As an international humanitarian assistance NGO, Plan International prides itself in being able to comply with the required international standards in providing emergency and humanitarian assistance for people affected by various forms of disasters, whether these are the results of natural environmental changes or from human-induced crises, like armed conflict. Such standards are spelled out in the Sphere Handbook of 2011.

The first common standard for the implementation of any humanitarian assistance has to do with the participation of the beneficiary communities, especially those who are most vulnerable and marginalized. One of the key indicators on achieving this standard is on whether an emergency assistance is able to provide for the needs of different vulnerable and marginalized sectors, like persons with disability, single-headed households, children and indigenous peoples.

All characteristics of vulnerable sectors among the affected communities were considered in the criteria for the selection of beneficiaries, according to the key interviews with Plan staff. Interviews with community hygiene promoters or barangay health workers confirmed this information. The CHPs or BHWs were among those who conducted the needs assessment and the identification of possible beneficiaries in each barangay. The initial assessment was done at least three days after Typhoon Bopha/Pablo made a landfall in the three coastal towns of Davao Oriental on December 4, 2012.

Plan Philippines was among the first group of five international Non-government organizations (INGOS) that conducted needs assessment in the areas affected by typhoon Pablo. Its decision to request funding for emergency assistance was in response to the call for humanitarian assistance from the Office for the Coordination of Humanitarian Affairs (OCHA) of the United Nations Development Programme (UNDP). On December 10, 2012, OCHA confirmed that there was a “...dire need for water, food, shelter, medicines, non-food items...in Davao Oriental...”⁷

On the emergency shelter needs of beneficiaries

For the Shelter and settlements component, Plan was able to provide each HH/family beneficiary an “emergency shelter” kit composed of the following items:

⁷ Culled from the Terms of Reference for the External Evaluation of the Emergency Assistance to Pablo Victims in Davao Oriental and Negros Oriental.

- ✓ one plastic sheeting roofing material (4 m by 6 m, thick roofing quality tarpaulin)
- ✓ one ground matting material (2m x 3 m linoleum)
- ✓ 13 pieces of coco lumber of different dimensions
- ✓ one piece of 20 meters long 12 mm nylon rope
- ✓ 1.5 kg cw nails (3" – 4")
- ✓ 1 pc. Stanley handsaw
- ✓ 2 pcs. Claw hammer
- ✓ 1 pc. Round point shovel
- ✓ 1 pc. Metal crow/prybar
- ✓ 1 pc. ½ inch metal chisel

The list of materials showed that Plan International considered the procurement of these items locally, like coco lumber slabs. They also encouraged the beneficiaries to use any material that can still be used from their partially damaged houses. Moreover, all the items are appropriate to the emergency housing needs of the typhoon-ravaged communities in the two provinces.

In addition, the design of the temporary shelter using the above-listed materials is consistent with Sphere standards of accommodating a family of at least five members.

On December 12, 2012, eight days after Typhoon Pablo made its landfall in the three coastal towns of Davao Oriental, the Philippine Shelter Cluster made an assessment on the emergency shelter needs of the affected households in both Davao Oriental and Negros Oriental. Preliminary results showed that the municipality of Boston had the highest percentage of HHs whose houses were totally damaged, at around 80%; while Cateel and Bagangga had 72% and 73% of their households that suffered the same fate. The city of Dumaguete in Negros Oriental reported that only about 5% of the houses of 24,378 families were totally damaged.⁸ The rest of the families had partially damaged houses, which meant that they could still make use of some of the remaining usable materials in building their temporary or emergency shelters.

Table 4. Target vs. actual beneficiaries vs. total # of affected population (shelter component)

	#	%	% target vs. actual
Total # of affected pop	103,384	100	
Target beneficiaries	34,165	33%	
Actual beneficiaries	28,775	28%	84%

⁸ From the Performance Baseline Report prepared for Cooperative Agreement No. AID-OFDA-G-13-00015 by Plan International Staff, p. v-vi.

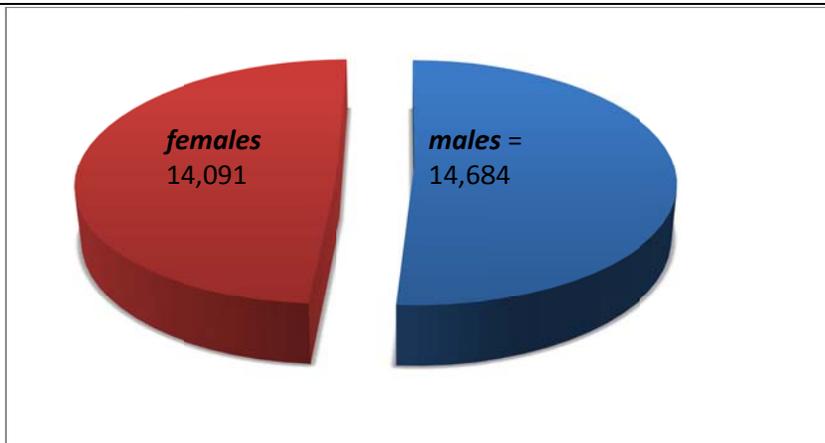


Fig. 2 Total # of actual beneficiaries, by sex

In terms of addressing the needs of the different sectors among the affected population, the emergency shelter kits were designed for the whole household, and not specific for children, nor for persons with disabilities or for the elderly. However, according to the key informants, Plan made sure that the elderly and those with disabilities were assisted in putting up their emergency shelters, with neighbors and other members of the community putting in their “sweat equity” or labor. Key informants from Campawan, in Bagangga confirmed that the elderly and the PWDs in their community were given cash grants by Plan to enable them to hire some carpenters to assist them in putting up their emergency shelters, utilizing all the materials from Plan and some of materials that were still usable from their damaged houses.

On the provision of non-food items(relief commodities)

To complement the shelter assistance, Plan also distributed hygiene kits estimated to be sufficient to use by a family of five members for two to three weeks, up to a month. Each hygiene kit included the following:

- ✚ one 20-liter jerry can, with cap
- ✚ 12 pieces bath soap
- ✚ 4 pieces laundry soap
- ✚ 2 tubes of toothpaste (145 grams each)
- ✚ 2 pieces adult toothbrushes
- ✚ 6 pieces toothbrushes for children
- ✚ 3 packs sanitary napkins
- ✚ 3 sets of nail clippers
- ✚ 6 pieces of face towels

(All of these items were placed inside a reusable cloth bag [kacha] with Plan and USAID logos).

Along with distributing the hygiene kits, Plan staff also distributed and provided trainings and orientation sessions on proper sanitation and hygiene practices, especially in the proper washing of hands, and in everyday environmental sanitation. The orientation sessions were aimed at enhancing the understanding of beneficiaries on the source of the spread of diseases associated

with poor hygiene and sanitation practices. Community hygiene promoters, especially the barangay health workers, were also capacitated in promoting hygiene in their respective communities and in enhancing their facilitation skills in conducting hygiene promotion.

In terms of addressing the needs of different sectors, the hygiene kits contained items specifically for young ladies for their monthly periods (sanitary napkins), as well as toothbrushes for children. However, except for these two items, all the rest of the items included in the hygiene kits were all for the needs of everybody, regardless of their gender, sector or age groups.

Tables 5 and 6 show the number of recipients of the hygiene kits in the affected areas in the two provinces.

The tables show that the inputs of Plan International on providing non-food items to affected populations have reached more than the targets that it set for this particular component. However, as the numbers on Tables 5a and 5b, women beneficiaries are lesser than the men (about 2% lesser than the men).

Tables 5a and 5b Total number of recipients of NFIs (relief commodities), target vs. actual, by sex⁹

Target # HHs	6,833		Actual # of recipients		% of accomplishment
Target # of recipients in Davao Oriental and Negros Oriental	34,165		32,575		95%
	Male	Female	Male	Female	
	17,083	17,082	16,579 (51%)	15,996 (49%)	

Additional # of recipients	4,243		Overall total		108%
	Male	Female	Males	Females	
	2,156	2,087	18,735	18,083	
Overall total	36,818				

Key informants confirmed that Plan not only provided the hygiene kits but also orientation sessions on how to wash hands properly and on the overall importance of proper sanitation and hygiene practices to avoid the spread of diseases. Consequently, both adults and children alike are now conscious of the need to wash hands properly and to handle food in a sanitary and hygienic manner. Respondents noted that parents are grateful to Plan for having instilled in the minds of their children the importance of washing hands and other hygienic practices, thus reflecting the effectiveness of Plan staff's strategies in educating its beneficiaries.

In the community focus group discussions, participants also pointed out that the needs of different sectors in the community, especially the elderly and the lactating mothers were addressed. For the

⁹ Plan International. Emergency Assistance to Typhoon Bopha-affected Communities of Davao Oriental and Negros Oriental, Philippines. *Final Result Report* for Cooperative Agreement No. AID-OFDA-G-13-00015, p. 2.(December 12, 2012 to April 30, 2013).

elderly, they were monitored for their blood pressure and lactating mothers were given hygiene kits for infants.

On the safe drinking water needs of beneficiaries

This component of Plan's emergency assistance aimed to provide for the safe drinking water needs of Typhoon Pablo-affected communities in the two provinces – Davao Oriental and Negros Oriental.

To attain the objective for this component, Plan distributed water kits to 7,633 households with a total of 27,710 individuals. Each water kit includes one piece of 20-liter Jerry Can with hard-sided cap and one 100 ml bottle of hyposol, for water treatment.

The provision of the water kits is based on the assessment done a few days after Typhoon Pablo struck the affected communities in the two provinces. The typhoon destroyed majority of the piped water systems and water point access of the communities. Natural water point sources, like springs, have been rendered vulnerable to contamination as a result of heavy flooding. In Plan's baseline report, the need for clean and safe drinking water was highlighted, including the inadequacy of relief supplies to meet the safe drinking water needs of affected communities.

In addition to the water kits, Plan also facilitated various community orientation sessions on how to use the hyposol water treatment kit properly, and on the importance of water purification among the affected villages.

Consequently, Plan facilitated a series of water quality education sessions and distributed leaflets on simple household processes for proper hygiene practices and guidelines for the proper use of hyposol. They also conducted water testing in 53 water points in 13 villages to assess water quality in these areas, and from there, elicited feedback from the community on the results of the water testing. The water testing process was also a springboard for discussion on the importance of water disinfection using hyposol.

The distribution of all the relief goods including the emergency shelter kits was based on an assessment of the general needs of the affected communities, although Plan staff were always conscious of the needs of the different sectors, age groups and vulnerable groups in the communities struck by Typhoon Pablo.

In Calindagan, Dumaguete City, some key informants pointed out that the needs of various age groups among children were not addressed. "They should have segregated the children in terms of age groups because each age group has a specific need." According to the key informants, toddlers and infants needed diapers and some infant formula to help mothers who had difficulty in lactating, especially after Typhoon Pablo.

B. On whether the emergency assistance has reached the worst affected areas or communities

According to Plan key staff members interviewed for this evaluation, all efforts were exerted to make sure that the worst affected areas or communities were reached by Plan's package of emergency assistance. The team leader for this project said that the project paid special attention to the vulnerable sectors in all the affected communities covered under this assistance. In addition, Plan organized two distribution centers in areas where the beneficiaries live quite far from the center or the poblacion.

In Barangay Campawan, many of the targeted beneficiaries are from the Mandaya, an indigenous people (IP) in the Davao provinces. They live in far sitios where access is quite limited due to the bad condition of the trails or rough roads going there. Plan staff and their partners came up with a strategy to address the need to bring badly needed emergency shelter materials to the IPs in the far sitios. First, they coordinated with local operators of the six-wheeler logging truck, for them to transport the emergency shelter materials to the mountainous areas. Plan offered to pay for the fuel (diesel). A group from one sitio in Campawan also suggested that instead of being given money for the fuel for the six-wheeler truck to deliver the coco lumber, they just asked the money for the gasoline for them to operate the chainsaw to cut the coconut trees that fell during the typhoon. They can then use the coco lumber to build their makeshift temporary shelters, using all the other materials provided by Plan.

Key informants from the communities, especially the community hygiene promoters who are volunteers from among the Barangay Health Workers, also confirm that indeed, Plan was able to reach even those whose residences were in far-flung, difficult to reach areas. This they did using their coordination and facilitation as well as their strong community organizing skills.

Barangay officials also agreed that Plan staff really reached out to the farthest sitios in the barangay. All the key informants from the barangay councils in the ten communities agreed that Plan staff took "the extra mile" to see to it that beneficiaries from far flung sitios were provided with much needed emergency assistance, even if this meant that some procedures or steps had to be added or changed. They cited, for example, how Plan staff thought of coordinating with a local trucking group to bring some materials to the beneficiaries in their villages, so that the beneficiaries will not have to walk, carrying heavy items included in the emergency assistance kits.

C. On the participation of the community members in project implementation

Both the KIIs and the FGDs abound with stories of how beneficiaries helped each other in project implementation. In Dumaguete City, for example, even the City Mayor and the officials of the affected barangays showed their support and cooperation in their attendance in the orientation sessions and in all other meetings to coordinate with Plan and with the beneficiary communities.

In Barangay Campawan, Bagangga municipality, the entire community, from barangay officials down to the health workers, and the volunteer day care teachers, took part in the different phases of emergency assistance project implementation. The volunteer day care teachers helped in teaching the children proper ways of washing their hands and in promoting overall sanitation and hygiene.

For the emergency shelter components, neighbors and other individuals within the affected communities helped each other in putting together the “transitional” shelter structure of those who were provided the shelter kits. Even children helped, in the cutting of the tarpaulin or plastic sheeting that were used as the roof for each transitional shelter unit.

Barangay health workers were among the first to assist in the conduct of the damage and needs assessment done a few days after Pablo struck; as well as in identifying the eligible families or households to receive the emergency shelter kits, hygiene kits, as well as the water treatment kits.

For the barangay chairperson in Calindagan, Dumaguete City, all his constituents “...were quite supportive and cooperative.” He was also able to mobilize all barangay council members and other barangay officials to help Plan implement the three components of their emergency assistance. He even facilitated the release of some funds from the barangay as their “counterpart” funds to help Plan. This was in the form of providing food to those who were helping out put up the emergency shelters of some beneficiaries. He said that almost everyone in his barangay has a “bayanihan” spirit, a trait common to many Filipinos in the rural areas. Bayanihan is the Filipino cultural trait of being cooperative and supportive of one’s fellow Filipino in need of help. This can be shown in many ways, by contributing free labor or by contributing in cash or in kind. But generally, in impoverished and disaster struck areas, the bayanihan spirit can be seen in physically helping to carry out some tasks that need to be done after disaster strikes a community.

D. On whether “do no harm” principles were considered in project activities

Humanitarian assistance includes all relief goods and activities that are designed to reduce human suffering in emergency situations, especially when local authorities are either unable or unwilling to provide relief.

Aid policy makers are now sensitive about the contexts of humanitarian assistance, in recognizing that the contexts of any form of aid, whether developmental or humanitarian, are not neutral. Consequently, several policy guidelines have been formulated “...to do no harm and to guard against wittingly or unwittingly aggravating existing or potential conflicts...”¹⁰ The principles of Do No Harm suggest that humanitarian agencies monitor both the intended and unintended impact of their projects or work to avoid contributing to further instability and violence.¹¹

For the emergency assistance package provided to Typhoon Pablo victims, Plan international provided water and hygiene kits, and transitional shelter (three of the five Sphere key sectors). Plan staff involved in the implementation of the emergency assistance for the typhoon-affected communities in the two provinces are clearly aware of the Sphere standards. To ensure that they

¹⁰ Organisation for Economic Cooperation and Development, Development Assistance Committee, “The DAC Guidelines: Helping Prevent Violent Conflicts,” Paris, OECD-DAC, 2001, p. 23. The principle of “Do no Harm” is a contribution of Mary B. Anderson, president of the Collaborative for Development Action, Inc, based in Cambridge, Massachusetts, USA, who wrote the book, *Do No Harm – How Aid can Support Peace or War*. 1999. Boulder, Colorado: Lynne Rienner Publishers.

¹¹ Anderson, *ibid*. 1999.

practiced “Do No Harm” principles, they went through initial assessments of the extent of the damage and needs of the beneficiaries, and ensured that targeting of actual beneficiaries was done so humanitarian assistance and their services are provided in an equitable and impartial manner, based only on the extent of vulnerabilities and needs of individuals and families affected by the disaster.

Plan staff ensured that right at the start of project implementation they had to make the needed coordination and consultation with various entities in the communities they have targeted as their beneficiaries. This is shown in the two main reports (baseline and final results). All key informants expressed that Plan staff went through the protocol required for providing assistance for emergency cases like what happened to the communities affected by Typhoon Pablo.

However, it is possible that not all affected individuals can be reached by one agency’s assistance packages. This was also true of Plan’s emergency assistance to Pablo victims in the two provinces. As the initial assessments showed, more than 100,000 individuals were affected in the two provinces only. But Plan was only able to reach less than half of it, at only more than 42,000 people. But this shortfall was not considered such since Plan was only one of the several humanitarian agencies that came to the rescue of Pablo-affected communities in Davao Oriental. Moreover, Plan was able to explain carefully to the affected communities about the criteria set for placing priorities on those most in need. More importantly, through Plan’s skills in coordinating with other similar INGOs, they can facilitate a convergence or complementation program that will cater to the needs of all beneficiaries.

All these surfaced in the community focus group discussions and in the key informant interviews. All those who were asked about Plan’s approaches in delivering the emergency assistance packages noted that Plan was quite careful in ensuring that no unnecessary tensions or sources of future conflicts would ensue after the delivery of emergency assistance. Instead, what the majority of informants and respondents were quite positive about Plan’s approaches. One community discussion even highlighted that institutions that are quite near to the affected communities were not as quick in providing emergency assistance as Plan was. This was a statement affirming Plan’s judicious approaches in the implementation of the emergency assistance to Pablo victims.

E. On increasing the capacity of beneficiaries and the local social workers were enhanced, and local skills and capacity maximized as a result of the project

All key informants expressed that they were part of the implementation and played roles in various stages of the project, starting from the initial assessments of the extent of the damage and needs of the beneficiary communities. In addition, Plan also mobilized community volunteers from the barangay health workers (BHWs) and Barangay Nutrition Scholars (BNS) to help them identify direct beneficiaries based on a set of criteria.

According to Sphere standards, disaster-affected individuals have to be part of the whole process of emergency assistance project implementation to reinforce their sense of dignity and hope in times of crisis. This means that humanitarian organizations, like Plan, recognize local capacities or agencies, in addressing the needs of affected communities. Moreover, Plan should encourage

affected communities to participate in the program implementation in different ways, recognizing that different individuals have different capacities and needs.

Key informants and focus group discussion participants alike expressed they would now be more prepared and capable of being engaged in the implementation of future emergency assistance projects. Their experience with the services of Plan staff made them more confident in doing their work in their respective communities.

In effect, the engagement of the communities themselves in various stages of the implementation of Plan's emergency assistance has also empowered local communities. More importantly, it has also increased the levels of social cooperation among neighbors, as they had to help each other in putting up their transitional shelters, in what is locally known as the "bayanihan" approach.

Beneficiaries, especially children, expressed how traumatic their experiences were as victims of a strong tropical storm. They could not imagine that something as destructive as Pablo would come to their lives and destroy almost every thing their parents had built. But after the storm, the recovery and emergency assistance project of Plan allowed them to participate in activities that are within their capacities as young individuals in the community. They appreciated that they are recognized on what they can do, even if they are only children. They feel that in this way, it has made them confident that there is something they can do in instances of extreme crisis, like what happens in a typhoon. It also made them aware that the being conscious of health practices, especially in washing hands properly, can be helpful in avoiding the contamination and spread of diseases brought about by poor sanitation and hygiene. These are the results of Plan's health and sanitation promotion activities in the affected communities.

F. On the extent of Plan's coordination and engagement with humanitarian aid agencies at local and national levels

As already described earlier, Plan made sure that it coordinated with various entities before implementing the emergency assistance. In one of its reports, Plan Philippines has been actively participating in various coordination meetings to include cluster meetings done at the country, regional, provincial down to the municipal levels. Plan is part of the Humanitarian Country Team that participated in formulating the Mindanao Humanitarian Action Plan (HAP) for 2013.

In its report on its Disaster Response Plan for Typhoon Bopha, Plan International noted that within 24 hours after the impact of the typhoon (locally known as Pablo), Plan coordinated with another humanitarian agency, Oxfam, through its Mindanao office in Davao. This coordination resulted to a sharing of the results of the initial assessments, the coordination with various assessment teams, and in supporting the mentoring of local government units about humanitarian assistance, and in joining the visits of various donor agencies to the affected communities.

Moreover, Plan is a member of the Philippine International NGO Network (PINGON), which is the venue for information sharing and dissemination, resource mobilization activities, coordination among actors to avoid duplication in target areas as well as in the type of interventions.

To make Plan's coordination at the national and regional levels more meaningful, Plan staff also coordinated with local government units, especially the divisions that are tasked to deal with natural disasters, like the local disaster risk reduction management offices (DRRMOs), both at the municipal and barangay levels. In addition, Plan also coordinated with the local functionaries of the Department of Health (DoH), Department of Education (DepEd) and the Department of Social Welfare and Development (DSWDs), and also with local NGO networks, some church groups, Rotary Clubs, and most especially with the local Office of Civil Defense (OCD). Plan's relationships with these institutions and groups allowed them to have a systematic distribution of their assistance packages and in being able to respond in a timely manner to the needs of the affected communities.



Plate 4: Plan Philippines staff members and local guides riding on a makeshift raft to Barangay Campawan, Baganga, Davao Oriental

Source:

<http://www.flickr.com/photos/planasia/8387877613/in/set-72157632186327514>

On the outcomes of Plan's emergency assistance to Pablo victims

In all the communities visited by the Evaluation Team, the appreciation for Plan's emergency assistance in terms of their inputs and activities is quite palpable. Beneficiaries, both adults and children were in agreement that Plan's emergency assistance not only helped them in their time of need but also, and more importantly, led to what they consider as significant changes in their lives. Typhoon Pablo has destroyed almost everything that people had – their houses, livelihoods, institutions that provided meaning to their lives as a community, like schools and churches, government structures. It would have been equally disastrous if these typhoon-ravaged communities were left isolated and left to suffer on their own.

Plan International was not the only humanitarian aid agency that came to the victims' rescue. Almost all organizations that claimed to have a place in the network of humanitarian aid groups came, with their different relief goods and types of assistance. In fact, some politicians also came to commiserate with the victims and their families, although they were not able to bring anything substantial, except for the photo opportunities that beneficiaries had during their visits.

But for the key informants and FGD participants, Plan's interventions were quite significant and meaningful. Key informants in all the sample communities agree that Plan initiated efforts to collaborate and coordinate with other civil society and humanitarian aid groups to make sure that

minimum standards in disaster response and humanitarian assistance were observed. These are standards put out by the Sphere Project,¹² namely:

- ✚ *Participation* – this requires that both men and women of all ages, especially children, receive adequate information about the emergency assistance, and are given opportunities to assist in any way they can, in implementing the assistance. This standard is based on one of the basic principles of humanitarian assistance, that people have to be accorded dignity or respect of their capacities or agency when being assisted during times of natural disasters or calamities. Communities and villages almost “wiped out” by such disasters are vulnerable and in dire need of assistance. But they are not entirely helpless. They can assert agency and use their skills and capacities and “hustle” to survive.¹³

Before Plan distributed emergency assistance in the three communities in Davao Oriental and one in Negros Oriental, they first consulted the community leaders to help them come up with a reasonable listing of beneficiaries, especially vulnerable sectors like the PwDs, the elderly and children. Community volunteers and their co-beneficiaries were actively involved in all phases of the emergency assistance, from the identification of beneficiaries to the implementation of the project itself. After the shelters were put up, community volunteers continued to assist Plan implementers in monitoring the project, especially in managing the toolkits that were given on a cluster basis.

Plan also conducted free residual testing of chlorine in the household level where participation of community hygiene promoters, the purok leaders, and the members of the barangay council as well. On top of these activities, a two-stage reflection and review session was held at the barangay and municipal levels respectively, on the progress of project implementation. The community level reflection sessions were done in the barangays of Cabasagan, Sibajay, San Alfonso, Aragon, Campawan and Kinablangan.

- ✚ *Initial assessment* - Before Plan’s implementation of the emergency assistance, it had to engage with local people, especially officials of the LGUs, including those from NGOs. Plan linked with both local and international NGOs for the initial needs assessment of communities ravaged by Tropical Storm Bopha (Pablo). Plan collated the data from these assessments in order to come up with a project to help address the staggering humanitarian needs of Pablo victims in Davao Oriental and in Negros Oriental. Recognizing local capacities, Plan also partnered with Barangay Health Workers (BHWs) and Barangay Nutrition Scholars (BNS). These became Plan’s Community Hygiene Promoters (CHPs) who helped disseminate information on proper maintenance of personal hygiene and environmental sanitation among beneficiary communities. Through the assistance of local CHPs, Plan was able to “multiply” its services to the communities. This is not only

¹² The Sphere Project. 2011. *Humanitarian Charter and Minimum Standards in Disaster Response*. Geneva, Switzerland. From page 23 onwards.

¹³ Longley, Catherine, Ian Christoplos, and Tom Slaymaker. 2006. “Agricultural Rehabilitation: Mapping the Linkages between humanitarian relief, social protection, and Development,” in *HPG Report 22*. London: ODI. Also cited in Cagoco-Guiam, Rufa. 2013. “Gender and Livelihoods among IDPs: the Case of Mindanao.” Washington, DC: The Brookings Institution and London School of Economics (*forthcoming publication*)

recognizing local people's agency to help in addressing their own problems after disasters, but also to empower them to make them more ready to deal with future similar incidents.

A few key informants observed that in some areas, the BHWs who made the local assessment did not really do an exhaustive listing of all beneficiaries and this resulted to the exclusion of some members in their communities in accessing Plan's assistance. They noted that Plan should have made additional crosschecking and validation of the initial listing done by the local BHWs and barangay officials. But these cases were quite few compared to those who observed that Plan was quite careful in coming up with the final list of beneficiaries considering all the criteria they and the communities agreed on.

✚ *Response* - Any assistance, whether to a disaster or armed conflict affected community, must be responsive, i.e. it must respond to the beneficiaries' actual needs and must meet minimum standards. In Plan's case, the guiding principles of their assistance have always been the standards set out by The Sphere Project that makes sure that recipient of humanitarian assistance are treated with dignity at all times. Moreover, the assistance must be able to create maximum positive impact and promote the "do no harm" principle.

According to both adult and children participants in the FGDs, the three types of emergency assistance kits that Plan provided were not only responsive to their needs but they were appropriate as well. In addition, the provision of the kits also fostered the community's "bayanihan" (solidarity) spirit, thus enabling its members to put up their emergency shelters within a short time. Beneficiary communities noted that the assistance that Plan provided them also the opportunity to become more united and to be concerned about the welfare of their fellow beneficiaries. Even the children were given opportunities to help in the cutting of the plastic sheeting for the shelter kits.

✚ *Targeting* – This is an important standard in the provision of emergency assistance. When disasters strike, communities go through a harrowing experience of being separated from their love ones and from sources of social protection, and also of losing valuable properties. That is why the Sphere project has listed minimum standards for ensuring that there is no discrimination to the access and use of humanitarian aid, especially of facilities to restore lost opportunities for livelihoods. Humanitarian assistance must be extended efficiently and equitably by targeting the most vulnerable people in the community.

Plan had been challenged by the magnitude of humanitarian needs of Pablo victims. The selection of beneficiaries, especially those who received the shelter kits, became a challenge for Plan, as everyone in the affected communities claimed that their houses had been totally damaged. Both Plan and community volunteers (described above) struggled to come up with a list of "priority" households, using a criteria they agreed on earlier. The criteria for identifying the beneficiaries include the following: totally damaged houses, especially those headed by women; with children (below 18 years old); and not receiving any similar assistance from other INGOs; those with PWDs and elderly in their HHs. IP families were also considered in the criteria for prioritization.

✚ *Aid worker responsibility and competencies* – Aid workers need to be aware of local power dynamics and the context of the assistance they are going to provide. Predatory politicians and elites can exploit the distribution of humanitarian assistance and use it to advance their own interests.

Emergency assistance is carried out in contexts that are not devoid of local political and social dynamics. Aid workers therefore must exert extra care that they do not get entangled with vested interests as they carry out assistance to disaster-affected communities.

Plan has shown high level of professionalism as they carried out the emergency assistance in Pablo-stricken communities. Most of the Plan aid workers are professional community organizers who have long years of experience in providing emergency assistance. Aid workers were aware and careful about local power dynamics and of the possibility of being used by politicians in advancing their own interests. They ensured that all the emergency kits distributed were marked with Plan logo in order to prevent local politicians from claiming these kits a result of their efforts.

In its implementation of the emergency assistance to Pablo victims, Plan had to deal with victims from all sectors of the population, including indigenous people, especially the Mandaya of Davao provinces. One of the things that development workers need to have aside from excellent organizing skills is cultural sensitivity, especially that the Indigenous People's Rights Act (IPRA) is already institutionalized. Based on the results of the key informant interviews and community group discussions, Plan staffs were appreciated by the IP victims of Typhoon Pablo.

Nevertheless, it is suggested that after the initial assessment of the extent of damage and other problems after a typhoon or natural disaster, Plan staff should make sure to get a Free Prior Informed Consent (FPIC) paper from the National Commission on Indigenous Peoples (NCIP) based in the locality included in project implementation. This is also to make sure that no indigenous knowledge or systems or cultural practices are not violated in the process of project implementation.

✚ *Supervision and management of support personnel* - As providers of humanitarian assistance, Plan needs to ensure that its managers are oriented on their being accountable for their decisions, especially in ensuring that their fellow workers are provided adequate security and that their aid staff went through necessary trainings for security, health and safety.

This was quite evident on the decisions made by Plan staff when they had to deal with on the ground realities of going to areas that were defined as "insecure." For instance, instead of Plan staff going to these areas, they negotiated that they will provide for the fuel for the six-wheeler truck to ferry the emergency shelter kits and the other emergency assistance kits to sitios quite far from Barangay Campawan. They also arranged for two distribution sites for the far-flung villages. More importantly, instead of purchasing coco-lumber from outside the community, Plan was able to convince some beneficiaries to provide the coco-lumber themselves from their fallen coconut trees.

On the cost efficiency of Plan interventions to Pablo victims

The final beneficiary count showed that overall, Plan was able to reach 42,456 people—an increase by 11.25% from the original target population of 38,163. This means that some 4,293 more beneficiaries were reached by Plan with the same resources.¹⁴ Despite the challenges entailed in the procurement process, Plan was able to manage the timely delivery of assistance, and was visible to be among the first international non-government organizations to support the Pablo victims. The participation of community volunteers and local officials ensured a rationalized system of identifying beneficiaries, which helped to maximize the results of its inputs. This strength ensured an efficient delivery of emergency assistance and enabled Plan to reach more beneficiaries beyond its target. Slight cost variances in planned vs actual expenses were the result of dealing with the realities of inaccessibility of some areas.

Existing documentation showed that emergency assistance packages to Typhoon Pablo victims were purchased at reasonable cost, although it noted exorbitant hauling and procurement costs. To cut costs, agencies usually go through local procurement procedures, purchasing badly needed materials and tools from local distributors or suppliers. But the enormous needs of Pablo victims at that time created a huge demand on local materials, thus pushing for the decision to source the items from either Manila or Davao City. In the case of the thick plastic sheeting (special type of tarpaulin), which was not readily available locally, Plan decided to purchase it from Malaysia where companies are able to supply this type of plastic sheeting at large volumes, with good quality, as required by the Sphere Project standards.

Despite efforts to achieve cost effectiveness, Plan had to deal with certain realities on the ground during the distribution of emergency assistance to Pablo victims. The typhoon has wrecked roads and bridges that would have allowed for smooth delivery of goods. Transporting goods entailed higher costs due to the scarcity of vehicles that could navigate roads that are littered with debris at almost every point.

However, the supply of much needed materials for shelter construction and tools became scarce due to the increasing demand by other humanitarian agencies that were also providing assistance to the victims of disaster. Thus, the items were bought in Manila.

For the hygiene kits, Plan was able to increase the number of recipients from 6,833 to 8,045 families despite the 1.91% increase in the price which is from \$36.70 per kit to \$37.40.

The project also spent higher for the shelter kits which include the good quality tarpaulins purchased from Malaysia. For the 6,833 families, the project spent a total of \$489,106 against the original budget of US\$480,086.58. While there is a slight increase in unit cost, overall, the package was more practical and reasonable considering the quality of the materials, which the beneficiaries themselves expressed to be more durable and can be used for longer period of time. Plan also hired the services of local trucks to ferry not only people but bulky relief goods and non-food items

¹⁴ Project Final Result Report, page 2, first table presentation on overall project achieved against the target.

to the hard- to- reach and mountainous areas affected by the typhoon. In some instances, the rental fee was waived and Plan was only required to pay for the fuel of the vehicle. This allowed for a more timely support to the displaced communities and population.

On the impact brought about by Plan intervention

Project impact refers to the outcomes that reflect the changes in the lives of affected people and their communities as a result of the interventions. People in affected communities were encouraged to participate in decision making on activities conducted. Before, if there are community projects to be implemented, these are discussed only among the barangay leaders. But this time, different sectors in the community are already involved in all aspects of project implementation.

The trainings provided to the beneficiaries capacitated them to become not just recipient of assistance but as active participants in development work as well. This contributed to making themselves more resilient and better prepared for any disaster that may happen in the future.

Box 1: “So near, yet so far...” – The case of Barangay Binondo, Baganga, Davao Oriental



Fig. 3 Map showing the coastal municipality of Baganga, in the province of Davao Oriental. From Google maps

<http://pinoyweekly.org/new/wp-content/uploads/2013/04/PW-davao-oriental-baganga.jpg>

Binondo is one of Baganga’s 21 barangays. The barangay of Binondo, specifically the remote sitio of Sitio Cabuyao, is the site of the so-called “Baganga Massacre” that took place in August 2002. The Philippine military forces allegedly strafed a house they believed to be the hideout of a group of New People’s Army (NPA) members in the barangay. Instead of killing mature individuals, the military suspects killed three children in the strafing. Like many other villages in Davao Oriental, Binondo is believed to be under the influence of the NPA.¹⁵

¹⁵ See this link, <http://davaotoday.com/main/2013/04/20/relief-mission-participants-stranded-in-a-remote-village-of-baganga-in-davao-oriental/> for details on alleged harassment of relief workers trying to deliver humanitarian aid to Barangay Binondo residents affected by Typhoon Pablo.

The interior village of Sitio Cabuyao is a long, two-hour rough ride from the poblacion of Baganga, via the six wheelers, a logging truck that is the only means of transportation that goes to the sitio and to other mountainous villages in the barangay to pick up logs for delivery to the log pans in Binondo proper.

More than a decade later, Binondo would again hog the limelight. But this time, the extent of destruction to lives and property was devastating. Typhoon Pablo made a landfall on the coastal towns of Davao Oriental, especially Baganga, on December 4, 2012, leaving in its wake thousands of fallen coconut trees, mangled houses, and deaths of hundreds of people. It created a massive wasteland out of the villages of Baganga, especially the barangay of Binondo and its other coastal barangays.

Binondo residents decried that it took the Local Government Unit officials of the municipality quite some time to extend humanitarian aid to them. As one mother who participated in the community group discussion said, *"...kung kinsa pa tong duol, sila pa ang nahilayo sa amoa; kung kinsa pa ang taga layo, sila pa ang naunang nagduol sa amoa..."* (the ones who are near [geographically] were those who did not come near us immediately to rescue us, but ironically those who are quite far from us were the first ones to come near us to help us...")

The mother, whose family suffered heavily after Pablo struck in Binondo, alluded to the local government officials of Baganga as "those who are geographically near us." She said this to stress how grateful she was to international NGOs like Plan who immediately came to their rescue after the typhoon struck. She is one among the 15 participants in a community discussion using Venn Diagramming, a participatory approach of eliciting information. All participants in the discussion session agreed with this view. Another participant added, *"Dapat sila ang mauna maghatag ug hinabang sa amoa kay sila ang duol, pero mas nauna pa ang taga layo, susama sa Plan."* (They, meaning the LGU, ought to be here first to help us, but it was those who are quite far from us, like Plan, who came to us first).

Participants in the Venn Diagramming session also recalled that other INGOs and some foreigners came to help them with some of their needs after having been devastated by Typhoon Pablo. They mentioned the International Committee of the Red Cross (ICRC) as among those who helped them substantially, although ICRC only came only once. But each family of beneficiaries got at least one sack of rice, two boxes of sardines, several pieces of laundry soap, two gallons of cooking oil and some kitchen or cooking utensils. Each household was entitled to a package of food and non-food assistance amounting to about PhP 7,000.

The Department of Social Welfare and Development (DSWD) also played a big role in providing humanitarian assistance to the barangay residents. DSWD came every 15 days to provide them with relief assistance, and facilitated the entry of other entities, especially international and local NGOs. Participants expressed how grateful they are of the facilitation of DSWD. If not for the social workers of DSWD, barangay residents would not have been able to access humanitarian aid from NGOs and from other foreign entities and individuals.

Plan International is attributed to have provided the most relevant and useful assistance, according to the participants. The INGO is especially cited for having given them emergency shelter, hygiene kits and water treatment kits, plus information on proper ways of maintaining sanitation and hygiene in the areas where they are temporarily staying after their houses were all destroyed by Typhoon Pablo. Moreover, they are also grateful to Plan for the cash grant given to the elderly and to the cash for work program given to some beneficiaries.

Even the children in the barangay FGD have words of praise for Plan, for having given them emergency shelter, hygiene kits and water treatment kits. They also cited Plan for having given them orientation sessions on maintaining sanitation and hygiene among them, and in their surroundings, especially in the proper washing of hands and in keeping themselves clean. For the sitios that are quite far from the distribution center in Binondo, Plan arranged for a six-wheeler trucks to ferry the emergency shelter kits for some beneficiaries. But like all other emergency assistance agencies, Plan has to make decisions on prioritization, since the humanitarian needs right after Pablo struck were quite staggering, and the funds were quite limited. It is impossible to reach all the beneficiaries of even one barangay at one time.

Moreover, other INGOs like the United Nations Children’s Fund (UNICEF), World Food Program (WFP), Catholic Relief Services (CRS), and even the United Nations High Commission for Refugees (UNHCR) helped fill the gaps in the relief assistance. Local NGOs and national media organizations like the ABS-CBN, ABC 5, and GMA also came later. The former renovated two elementary classrooms while the latter distributed some rice, soap, sardines, noodles (Bihon) and some detergent powder. It is in this context that Plan can be credited for coordinating with other humanitarian agencies, as a member of the country Humanitarian Action Plan (HAP) cluster.

Below is a picture of the result of their Venn Diagramming that spoke a lot on how they perceive all the agencies that helped them in their efforts to rebuild their lives after Typhoon Pablo.

Fig. 4, Venn Diagram, Barangay Binondo



The Venn diagram above showed the perceptions of Barangay Binondo beneficiaries in terms of how they were assisted by both internal and external agencies. As shown in the above diagram, barangay residents consider Plan as having played a crucial and important role in the delivery of

emergency assistance to them. They rank Plan in the same category as UNICEF, ICRC, Merlin International, as well as the Barangay Council, in terms of the role they played in coming to their rescue after Typhoon Pablo struck. Entities in big circles placed near the barangay means that these are the most important agencies that helped the community of Barangay Binondo.

Entities in circles outside the big ones placed in overlapping order are considered to have played minor roles in the delivery of emergency assistance to them. For instance, they look at the LGU of Baganga as quite distant to them, when in fact, as the participants claim, they are the nearest in terms of geographical location vis-à-vis the community residents. They question the LGU's relative inaction compared to the immediate efforts of external agencies, especially Plan.

Participants in the Venn Diagramming perceive the UNHCR, the CRS, WFP, the Parish Council of Baganga, and Mayor Duterte of Davao City, as well as media organizations like ABS-CBN, ABC 5, and GMA as quite far from the community because they only came once and distributed a one-shot type of assistance. In contrast, Plan and the others considered important by the community came to them not only once but made repeated visits. In the case of Plan, first, they came to conduct the needs assessments, and in the subsequent visits, to provide needed orientation and education sessions on how to maintain proper personal hygiene (especially on washing of hands), and on how to treat water with Hyposol. This shows that communities that suffer a lot after a devastating natural disaster need not only material support, but also expressions of empathy and solidarity extended by external entities.

Box 2: Feeling the brunt of Pablo: Barangay San Alfonso, Cateel, Davao Oriental



Fig. 5
The municipality of Cateel is located north of the municipality of Baganga. Both suffered immensely after Typhoon Pablo made a landfall on their communities on December 4, 2012.
Source of the map:

http://pam.wikipedia.org/wiki/Cateel,_Davao_Oriental

San Alfonso is one of the 16 barangays of the coastal town of Cateel, Davao Oriental Province. In 2010, Cateel had a population of 33,109 in 2010. Going to Cateel is a long drive of at least 360 kilometers from Davao City, accessible through the highway from the neighboring province of Compostela Valley by L-300 vans and other commuter small vehicles.

Before Typhoon Pablo, Cateel had already started getting substantial tourist attention through its beautiful Aliwagwag Falls, located 25 kilometers away from Cateel Poblacion. Aliwagwag is famous for its crystal clear waters cascading from a series of at least 84 falls that appears like a water “stairway to heaven,” as one blogger has put it (See <http://www.davaozone.com/2009/01/aliwagwag-falls/>).

The falls are situated in the midst of a virgin forest, and present a truly refreshing sight after a long drive. But all these were wiped out after Typhoon Pablo. Cateel is one of three Davao Oriental towns almost wiped out from the map after Pablo struck. The pictures below, taken before and after Pablo, speak a lot about the tragic loss that Cateel went through, in addition to fallen trees, totally destroyed houses and office buildings, and lost livelihoods. (*Pictures were taken by mindanews.com Editor-in-Chief Carolyn O. Arguillas.*)



ALIWAGWAG FALLS, BEFORE AND AFTER PABLO. 1 October 2012 (L) and 21 December 2012 (R). Aliwagwag is in Cateel, Davao Oriental, accessible via the Compostela (in Compostela Valley province) - Cateel (in Davao Oriental) highway. Mindanews Photos by Carolyn O. Arguillas

Plates 7 and 8

According to the participants in the community discussions using Venn Diagramming, LGU Cateel was the first agency that came to the rescue of barangay residents whose houses were destroyed by Pablo. This is in contrast to the LGU of Baganga (see Text Box 1) that took some time before they responded to the needs of Barangay Binondo Pablo victims.

The devastation brought about by Typhoon Pablo was such that for several days, the whole municipality of Cateel was isolated. Fallen trees and debris from destroyed buildings and houses were scattered all over the highway making it difficult for relief workers and other humanitarian NGOs to reach Cateel, especially its mountainous areas.

Based on the discussions using the Venn Diagram, beneficiaries identified four categories of agencies or entities in terms of the levels of assistance and concern they provided San Alfonso beneficiaries. Table 6 shows how San Alfonso residents perceive the participation of different entities that provided various forms of assistance to them after the tragedy in December of 2012.

Participants in the community discussion that resulted to the Venn Diagram showed above agreed that it was Plan International that provided the most needed type of emergency assistance to them. They enumerated the components in Plan's assistance packages to them, as follows: emergency shelter kits, tool kits, hygiene and water kits, school supplies, and most especially the psycho-social support given to the children through the "Child Friendly Spaces." One of the respondents stressed the point that it was Plan that provided their emergency needs for at least three months, in contrast to others that only gave a handful of food and non-food items.

Box 3: Barangay Campawan, Baganga, Davao Oriental

Campawan is also one of the barangays in Baganga town that experienced massive destruction after Typhoon Pablo. The residents of Campawan also expressed that the LGU of Baganga only came once to their rescue, with only three kilos of rice for each of the families affected by the typhoon. But according to the participants in the community discussion, the rice came from donations coursed through ABS-CBN, and the LGU just facilitated and coordinated its distribution.

According to the barangay chairperson of Campawan, the LGU did not give priority to Typhoon Pablo victims in the barangay because it is quite far from the town center. "But Plan International, although it came from its office in Davao City, was able to give us priority in the distribution of emergency assistance." Community residents also appreciated the big role played by DSWD, in that it was able to distribute food and non-food relief items at least three days after Pablo struck.

Many of the families in Campawan belong to the Mandaya, an ethno-linguistic group indigenous to the Davao provinces. They were among the priority groups to receive the three different emergency assistance items that Plan provided, especially members of a newly formed organization called the Campawan Mandaya Tribal Association (CAMPTA). The objective of the group is to make sure that all members are able to access emergency assistance.

All other humanitarian NGOs provided relief assistance to the barangay residents but only once, and in a limited quantity. That is why they consider them quite "far" from their barangay, unlike Plan that provided emergency assistance packages that they consider to be "sustainable" for at least three months. Moreover, it was Plan who was able to motivate them to help each other in the reconstruction of their makeshift houses, with the emergency shelter kits that Plan provided.

It was unfortunate that before the discussions closed, some local officials running for re-election came and conducted their house-to-house campaign in the barangay. When they arrived in the session hall where the FGD was going on, the local candidates immediately lost no time in doing their campaign sortie, thus interrupting the FGD. Beneficiaries were also quite apprehensive in sharing more of their experiences with the distribution of relief goods from the LGU. They told the evaluation team that they will no longer be able to continue with the discussion since the local officials had arrived.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

Plan engaged an external evaluation team to assess its accomplishments of the emergency assistance project it implemented in Davao Oriental and Negros Oriental. It is critical for Plan to learn lessons from this implementation to be able to respond more appropriately to typhoon-or disaster-affected populations in the country in the near future.

The Philippines lies in the so-called Pacific Ring of Fire, nestled between two major tectonic plates (Philippine Sea and Eurasian). More significantly, the country is also located along the typhoon belt in the Western North Pacific Basin – where 66 percent of tropical storms enter or originate. Aside from being in the typhoon belt, the Philippines also has other geographical features that make it susceptible to major natural disasters. For instance, among its more than 300 volcanoes, 22 are classified as active. The country also faces 20 tropical cyclones a year, of which 5 to 7 can be destructive. It also experiences secondary phenomena like landslides, flashfloods, extreme winds, storm surges and tornadoes.¹⁶

In 2009, the United Nations International Strategy for Disaster Reduction (UNISDR)'s Global Assessment Report placed the Philippines as the 12th among 200 countries in terms of lives lost (Mortality Risks Index) due to natural disasters particularly tropical storms, floods, earthquakes and landslides. While the Philippine government is committed to respond to disasters as reflected in its calamity fund appropriations, such fund commitments are dwarfed by the extent of the damage brought about by devastating natural disasters. This is where humanitarian agencies like Plan can fill the gap in supplying much needed life saving interventions in the face of inadequate government funding.

The conclusions of this evaluation are based on the six-point criteria to be applied in assessing Plan's emergency assistance program to Pablo victims.

On the effectiveness of Plan's inputs for the emergency assistance to Pablo victims

Effectiveness of project interventions relate to the attainment of its objectives, on whether these reached its target population, and are accessible to all vulnerable population, and if they are of good quality. Projects are effective if appropriate and timely interventions are made in response to changes in the environment or in the context of emergency assistance.

Each of Plan's emergency assistance components had its own objectives. The shelter and settlement component aimed to provide emergency shelter to affected populations; while the logistics support and non-food relief commodities were provided so that affected populations will

¹⁶ Plan International Inc. – Philippines. 2012. "Increasing Children's Resilience to Disasters and Climate Risks, Disaster Risk Management Strategy 2013-2015, pp. 5-6.

be able to have essential non-food items like personal hygiene kits. On the other hand, the third component, the Water, Sanitation and Hygiene aimed to provide for the immediate safe drinking water needs of affected populations and to disseminate proper ways of maintaining personal and environmental hygiene, through the distribution of water treatment kits.

For its first objective, Plan was able to procure and distribute emergency shelter kits that are Sphere standards-compliant to 28,355 beneficiaries (14,684 - [51%] men and 14,901 – [49%] women).

Emergency shelter kits were given to typhoon Pablo affected communities in the three towns in Davao Oriental, and one city in Negros Oriental whose houses and dwellings were totally wrecked by the typhoon.

Beneficiaries were also able to use whatever remaining materials were left of their wrecked houses, and used these together with the other temporary housing materials provided by Plan.

For the second component, the project facilitated the procurement and distribution of household non-food items and family hygiene kits to 6,833 households, with 32,575 individuals (51% men and 49% women). For this component, Plan achieved a 95% rate of accomplishment, based on the target population of 34,165 beneficiaries.

In addition to the material non-food items in this package, Plan also provided Information, Education and communication (IEC) materials and conducted trainings and orientation sessions on the maintenance of proper hygiene and sanitation. Beneficiaries were also taught how to wash their hands properly to avoid the spread of diseases that are quite common displaced communities after disasters.

The third component is the provision of safe drinking water needs of affected communities. Out of the targeted 38,165 number of beneficiaries to receive direct hygiene promotion, the overall achievement of Plan was 34,425, representing around 90% of project targets.

In terms of number of water kits distributed, Plan achieved 100% of project targets. This was also true of the sub-project on making sure that beneficiaries store their drinking water in clean containers (like the jerry cans). For the sub-component on providing water quality education, Plan achieved slightly above 100%, at 102%. Of the targeted 7,633 individuals, 7,775 were reached, distributed as 5,059 males and 2,716 females. The number of male beneficiaries is almost 50% of the total number of men receiving water quality education.

On efficiency of Plan's emergency assistance to Pablo victims

Efficient projects or interventions are those delivered in the appropriate way, so as to ensure maximum use of resources so that these will reach the most vulnerable sectors in society in a most timely manner. Efficiency is best captured in this question, "Are we doing the right things in the best possible way?"

Efficiency could also relate to being able to achieve more than what was targeted, given the same amount of financial inputs.

Plan staff was able to mobilize community volunteers as well as barangay officials to help them in ensuring that a rationalized system of identifying beneficiaries will be done and in so doing, it will be able to maximize the results of its inputs. This is an indication of Plan's strength in community organizing that contributed immensely to the efficiency of the delivery of its emergency assistance to Pablo victims. Because of cost efficiency, Plan was able to reach more beneficiaries than it targeted in its proposal, while keeping the same budget, although there were slight cost variances for some items included in the emergency assistance kits. But the slight cost variance was the result of dealing with the realities of inaccessibility of some areas where the beneficiaries were, especially the most vulnerable among them, like the women, the elderly, the PwDs and IPs.

On the relevance of Plan's interventions

Relevance means that emergency assistance must be designed to fit the nature and scope of the emergency, and on whether the intervention framework used was sound. Moreover, project activities must be linked, at least plausibly, to its intended effects, even at the project conceptualization stage.

Before Plan embarked on the distribution of its emergency assistance packages to Pablo victims, it had to go through a needs assessment process, together with other INGOs and NGOs providing humanitarian aid to the victims of Typhoon Pablo. The series of needs assessment sessions, though tedious and challenging, was crucial in identifying appropriate types and amount of humanitarian aid. Moreover, it also indicates the need for a thorough planning of any activity, with clear-cut guidelines for engaging with beneficiary communities. The planning provides the framework for the assistance to be extended.

On appropriateness of Plan's interventions

Were Plan's humanitarian assistance and interventions tailored to consider local needs and culture? Answering this question in the positive means that project implementers are able to increase ownership of the project among beneficiaries. This can ensure that beneficiaries will commit themselves to sustain project gains even if the implementers are already gone.

Plan staff was able to motivate beneficiary communities to get involved not only in the identification of individual beneficiaries, but also in project implementation, especially in helping put up the emergency shelters of people in one community. Even children were quite cooperative and did their share in helping cut the plastic sheeting, and in helping to demonstrate the proper ways of washing hands to avoid spread of diseases. Beneficiaries considered these as promoting the relevance of Plan's project interventions, for which they only have praises and good words, indicating their satisfaction of Plan's humanitarian assistance.

On the connectedness of Plan's initiatives

Connectedness refers to the need of project implementers to understand fully that humanitarian aid is distributed in contexts that are linked with existing social and political dynamics. Not understanding these dynamics could pave the way for local politicians to manipulate humanitarian assistance for their own selfish interests.

On the coverage of Plan's interventions

Emergency assistance must be able to provide beneficiary communities with assistance and protection that are proportionate to their needs. This criterion considers whether the emergency assistance is linked to the political agendas of some sectors that might stand to gain from such assistance, like politicians trying to get the votes of those affected by any disaster.

As already discussed earlier, Plan made sure to steer clear of local political dynamics. Instead, it worked with people with direct contact and knowledge of events on the ground. Their long years of experience as community organizers enabled them to evade being “used” or “exploited” by local political leaders, and to continue what they believe in in terms of making Plan’s humanitarian aid meaningful and appropriate to the communities that suffered after Pablo struck.

Recommendations

When disasters strike, communities experience enormous suffering and loss, and many times, government is not able to address the magnitude of people’s needs. Government is often cash-strapped and lack qualified human resources that are always committed and ready to do anything to alleviate the suffering of typhoon victims.

The present Philippine government has tried its best to help address the victims of Pablo. But clearly, its resources are dwarfed by the enormity of the beneficiary’s needs. Thus, Plan and all other humanitarian NGOs and INGOs are really needed to help fill the gaps in the provision of badly needed humanitarian aid.

In this evaluation, recommendations are in three categories, namely: Action Plans or Programs; Research and Policy implications.

D. Action Plans or Programs

- *Conduct DRRM orientation and training among vulnerable sectors like the elderly and the youth (or children).* This can be done in partnership with local institutions of higher learning or in collaboration with other INGOs concerned about the welfare of marginalized and vulnerable sectors of the beneficiary communities. For instance, Plan can collaborate with Save the Children with regards to conducting DRRM for the youth and children. This orientation will contribute to the resilience of many communities and on preventing or mitigating the results of natural disasters.
- *Expanding project interventions to include entrepreneurial development among affected communities.* These efforts could be implemented along with an innovative community savings and loans program, with seed money coming from Plan. Entrepreneurial

development interventions can also be done in collaboration with other INGOs in order to expand the coverage of such programs.

- *Strengthening levels of coordination and collaboration with local government units responsible for DRRM.* Plan made sure to coordinate with local officials regarding the project, even before the project was implemented. However, there is a need to strengthen this partnership, through the signing of a partnership agreement or a Memorandum of Understanding (MoU) or better, a Memorandum of Agreement. In this strengthened partnership, the specific roles and tasks of both partners (Plan and LGUs) will be spelled out. Part of the role of Plan in this partnership is to provide a thorough orientation about the management of emergency assistance projects among responsible LGU officials, especially the MSWDO and the DRRMO.

E. Research

- *In-depth ethnographic or anthropological studies on IP mechanisms for trauma healing or for psychosocial treatments of children affected by natural disasters.* Such studies will help Plan come up with mechanisms to engage local tradition keepers among indigenous peoples.
- *Gender analysis in disaster risks reduction and management.* Men and women experience natural disasters differently. It is but appropriate that deeper analysis on the roles of men and women in the aftermath of a destructive natural disaster be done, especially among indigenous peoples.
- *Research using survey and qualitative methods on the existence of sexual exploitation or human trafficking cases among vulnerable communities affected by natural disasters.*
- *Studies on indigenous knowledge and practices on coping mechanisms and capacities for dealing with natural disasters among Plan's current and prospective partner communities.*

F. Policy

- *Securing a Free Prior Informed Consent (FPIC) from the National Commission on Indigenous Peoples (NCIP) when dealing with indigenous peoples who are victims of natural disasters.* This is to ensure that no indigenous knowledge, cultural belief systems or cultural traditions will be violated in the process of project implementation. This is in line with the provisions of the Indigenous Peoples' Rights Act (IPRA). However good the intentions of assistance and emergency programs are, but if the process and materials of such assistance are not in keeping with indigenous peoples' knowledge and belief systems, these might be unwelcome to these communities.
- *Integrating a cultural sensitivity approach in all future emergency assistance programs.* This is actually a corollary to the previous recommendation on securing an FPIC for all projects where the beneficiaries belong to indigenous communities. This would include an orientation on the existence and the ethnographic accounts of all indigenous peoples as well as the Islamized communities present in many parts of Mindanao.

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- ### -

Ang Paraan ng Paggamit ng Hyposol



1. Punuin ng tubig ang 20-liter o 5-galon na container (jerry can)

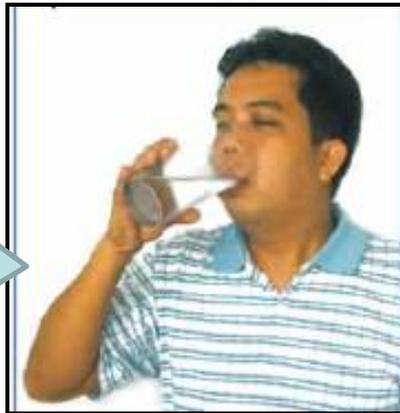


2. Tanggalin ang transparent plastic cap at buksan ang puting cap ng hyposol



3. Gamitin ang transparent plastic cap na panukat. Lagyan ito at sukatin dito ang Hyposol hanggang 3.5 ml.(milliliter) na guhit.

7 . Maaari nang inumin ang malinis na tubig.



4. Isalin sa container na may 5 galon na tubig ang 3.5 ml. na hyposol.



6. Makaraan ang 30 minuto, buksan ang takip ng container. Hayaang bahagyang nakabukas ito sa loob ng 10 minuto. Ito ay upang sumingaw ang tubig. Tiyaking di mapapasok ng anumang dumi o insekto ang tubig sa container.



5. Takpan ang container at alugin ito upang humalo sa laman nitong tubig. Hayaang may takip ang container sa loob ng 30 minuto.



Plan

Hugasan ang mga kamot gamit ang sabon



1. Basa-on ang mga kamot sa limpyong tubig.



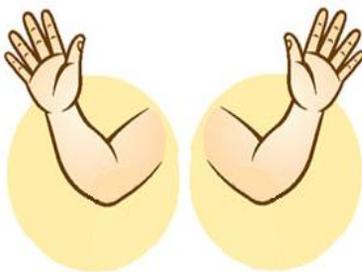
2. Sabonan ang mga kamot hangtud mobula.



3. Luguron ug ayo ang mga kamot aron matang-tang ang hugaw.



4. Waswasan ang mga kamot sa limpyo nga tubig.



5. Ipa-uga sa hangin ang mga kamot, dili mogamit ug trapo.



Plan

Disaster Response Participatory Program Review in Davao Oriental

EXECUTIVE SUMMARY

Plan Philippines implemented an Emergency Assistance programs to Typhoon Bopha-affected Communities of Davao Oriental and Negros Oriental a through the funding support from USAID/OFDA, UE/ECHO,SIDA and IRISH AID. Plan also provide support through its Grants for All program.

The projects were designed to provide the basic humanitarian needs of families heavily affected by typhoon in the 13 communities in the 3 municipalities of Boston, Cateel and Baganga through provision of temporary shelter, hygiene and water kit, back to school kit, ECCD kit, teachers kit, cash for work (CFW) and cash grants, school tents (open), psychosocial session, hygiene promotion, trainings etc..

With the ending of the emergency response program as stated above, Plan Philippines conducted a Disaster Response Participatory Program Review in Davao Oriental. This activity was done in a participatory way, with the involvement of the partner communities. The approach was designed to incorporate perspectives of local people in the activities, in a relatively short time frame.

These groups typically involved in a participatory M&E activity include: the end users of project goods and services, including men, women and children at the community level; the local government units in the municipal level.

As for the process, it was agreed to conduct a program review through focus group discussion in the community level and municipal level. The team selected two barangays in each municipality. Criteria for the selection are the presence of all the programs including Child/Women friendly spaces and a community situated in upland and lowland areas. In Boston the team identified Cabasagan and Sibajay, Cateel: San Alfonso and Aragon and Campawan and Kinablangan for Baganga.

Results of the focus group discussions yielded the following results:

The projects were able to reach the most vulnerable sector using the beneficiary selection process through the wealth ranking for the (Cash grant and Cash for work) and involvement of the local officials and the Barangay Health Workers.

At the end of the project in March 2013 the projects achieved the following:

EDUCATION

Plan had provided: 8457 back-to school kits, 112 teachers kit, 25 ECCD kit and training to Day Care Workers (14 in Cateel and all in Boston and Baganga) on Indigenous learning materials. The training for DCWs also became a venue for debriefing; the participants were able to indulge themselves in making creative art materials and integrating the activity in their session plan. Also provided with 112 teachers kit and 500 Day Care Children's kit.

PROTECTION

The project provided the following: 6948 shelter kits; 1267 shelter tool kits, 43 open tents served as temporary classrooms and 200 tents for families whose houses were totally damage. For food security, it had provided temporary source of income to 2,137 families for 10 days work in WASH facilities including repair, rehabilitation and construction of water points. 70 sets of clearing tools were also provided to the communities including protected gears to the communities and participants for the cash for work. 427 household heads who are not capable to work because of disability or old age and with dependents below 18 year old, were provided with cash grants. Women headed households were also prioritized in the cash for work.

HEALTH and WASH components:

It has provided training for hygiene promotion to 63 community promoters who conducted hygiene promotion at the purok level. 8821 households were provided with hygiene kit, and also distributed hygiene items to children enrolled in Day Care centers, Elementary schools (all Plan covered areas) and High Schools in Kinablangan and San Alfonso. 88 sanitation facilities and 30 water points were repaired, rehabilitated and constructed in selected communities. 7518 household in 3 municipalities were provided with water kits. 583 infant kits were distributed to 0-6 months old and pregnant mothers in their last trimester.

With the construction of Child-Friendly Spaces in Boston (2), Cateel (3) and Baganga (1), Plan provided training to the selected CFS facilitators on handling psychosocial session for children, implemented for more than one-month in these 6 barangays. The facilitators were also provided with manual containing session plan and games and activities for children. Three Women Friendly Spaces were constructed in selected barangays with IEC materials.

The project was highly appreciated not only by the intended beneficiaries but also by the whole community. A notable project results that they appreciated and considered as the facilitating factors in the project implementation are:

- Active involvement of the community in all project cycle including children from the selection of beneficiaries, planning and distribution of emergency assistance. Children involved in the listing of their classmates enrolled since records were damaged by the typhoon, participated in cutting and rolling of floor mats and plastics sheeting.

Children were very much oriented on the content of the hygiene, shelter and water kit. During the FGD conducted, participants were able to share the importance of water kit to ensure that the water is safe for drinking; they know how to use hyposol.

- Willingness of community members, barangay officials, barangay health workers to become a community volunteers on project activities including selection of beneficiaries, planning and distribution, monitoring of shelter kit installation and conduct of household survey for KAP (knowledge, attitudes and Practices) for WASH practices and FRC survey.

- Use of IEC materials by the CHP during the WASH session helped the community to understand the topic. During FGDs with the children, the participants were able to mention the content of the hygiene kit and shared the importance of making the community clean to avoid the spread of diseases which the children learned from the
- Defined set of criteria for recipients of the assistance particularly Cash for Work. This helped in reaching out the most vulnerable group and the most deserving beneficiaries. The children also narrated that through CFWs their surroundings are clean.

During the municipal level review, participants identified good practices during the implementation of the project, which the participants observed during the implementation of the project:

- √ Good coordination in the municipal and barangay level up to purok level through the purok leaders.
- √ Cash for Work scheme: from the selection of beneficiaries, identification of work in the community for cash, pay-out scheme and the higher rate (within the prevailing standard rate). Children shared that through CFWs they were able to buy viands.
- √ Training of local facilitators for hygiene promotion and CFS, for sustainability of the project even without Plan the community can still continue the activity. DCWs training also help to unload emotional stresses.
- √ Cash for Work were able to relate to the sanitation of the community (“nalinis ang barangay namin” said by one of the reported in the municipal level review)
- √ Provision of clearing tools and protected gears, the participants were able to work and cleaned the area according to the work plan.
- √ Validation of data from the municipal to the community through the involvement of the barangay officials and BHW, thus reaching the most vulnerable groups who are not included in the list from the municipal data particularly the IP group who lived in the far flung areas.
- √ Consultation with the barangay officials and BHW were informed about the project and involved in the project activities.
- √ Despite of “kaguluhan” during distribution Plan staffs are still approachable, accommodating, flexible and committed.
- √ Conduct of the participatory program review wherein all Plan partnered communities have a representative.
- √ Psychosocial session with the children helped the participants to become active again in school and start attending classes.

In community level program review identified the following as the hindering factors and lessons learned during the implementation of the projects:

- Bad weather conditions and delayed delivery of materials became the cause of delays particularly the distribution of the assistance and limits the activities.
- Information regarding the projects particularly criteria were not able to reached to the purok members.

Lesson learned:

- Cooperation in times of disaster, this was evident during the implementation of the project wherein all the community members both men, women and even children involved in the project activities.
- Need to have a coordination and communication among barangay officials and community volunteers to avoid misunderstanding and for the smooth implementation of the projects.

Recommendations as presented during community level program review and municipal level:

-  Discuss also the criteria at the purok level
-  Provision of clothing to children for the opening of classes, permanent shelter
-  Provision of livelihood programs
-  Construction of school building and day care centers
-  Additional water facilities and repair/rehabilitation of water points
-  Training of barangay official on DRR and provision of equipments
-  Provision of program update to municipal level
-  Evacuation center

From the sharing of the participants from the community level review and municipal, the projects also provided better opportunity for women to participate in all cycle of the project, from the original design proposed for the shelter, local design by the beneficiaries were adopted and the procurement of materials particularly coco lumber ensure higher quality with lower costs. The overall involvement of the communities imparted a higher sense of ownership and responsibility among the stakeholders.

Prepared by:

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OFDA



Emergency Assistance to Typhoon Pablo Affected Communities



PROJECT UPDATE :BAGANGA

April 8, 2013

On Shelter Kit

2841 shelter kits distributed in Mahan-ob, Binondo, Campawan, Kinablangan

562 shelter tool kits distributed in Mahan-ob, Binondo, Campawan, Kinablangan



Provision of shelter kit to affected families and bayanihan in poruk burboanan, Campawan

On Water Hygiene and Sanitation



13 water testing conducted to selected water points in Mahan-ob, Binondo, Campawan, Kinablangan and Ban-ao

2201 hygiene kit distributed in Mahan-ob, Binondo, Campawan, Kinablangan and Ban-ao

3269 water kit distributed in Mahan-ob, Binondo, Campawan, Kinablangan and Ban-ao

3269 Attended session on hygiene, water and sanitation in 5 barangays





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Emergency Assistance to Typhoon Pablo Affected Communities



PROJECT UPDATE

April 8, 2013

Breakdown of Non-Food Items Distributed Per Barangay

Barangay	Shelter Kit	Shelter Tool Kit	Hygiene Kit	Water kit
Ban-ao	0	0	348	16
Kinablangan	991	195	47	1193
Mahan-ub	832	160	556	904
Binondo	572	115	742	906
Campawan	419	92	508	250
Total	2814	562	2201	3269



NEGROS PROJECT UPDATE

Emergency Assistance to Typhoon Pablo Affected Communities

SHELTER KITS

500 shelter kits were distributed to 500 families who were badly hit by typhoon Bopha in 7 heavily affected villages while some totally damaged families provided also in remaining 17 villages. The distribution was in close coordination by the City Social Welfare and Development Office (CSWD) and City Disaster Risk Reduction Management office/Rescue348. CSWD and Rescue 348 are the office in-charge of the shelter

The shelter kit were used to reinforce the roofing and walling damage by the typhoon. Approximately 6500 person supported the humanitarian assistance



Beneficiary in Calindagan, Dumaguete City poses with his water kit and newly installed shelter kit



Hon. City Mayor in his thankful message to USAID during distribution



Shelter Kit distribution



Water, Hygiene and Sanitation Session

10 Session on the 5 key messages on Water, Hygiene and Sanitation conducted to 1282 participants (male 501 and female 781)

Water Kits

1300 pieces of jerry cans with 2 bottles water purifier (hyposol) each to 1,300 families proper use of hyposol conducted prior to distribution.

SHELTER CONSTRUCTION TOOL KITS

100 Along with the shelter kits we distributed 100 sets of construction tool kits. 1 set of construction tool kit are owned and managed by a group of 5 families. Each group of families have their own policies in the usage of the tool kits.

HYGIENE KITS

hygiene kits were distributed to 500 Families. It was distributed in partnership with City Social Welfare Office and City Health Office. The City Sanitary Inspector and City Health nurses facilitated the WASH campaign and actual demonstration of proper hand-washing and usage of hyposol.



Partners and Counterparts:

- City Mayor - *Hon. Manuel Sagarrabarria (logistic support /gasoline)*
- City Social Welfare and Development Office (CSWD) - *OIC Carola S.Aquero (office and beneficiary validation)*
- City Disaster Risk Reduction Management Office (Rescue348) —*Mr. Jose Chu (vehicle)*
- City Health Office (CHO) - *Dr. Sarah B. Talla (WASH session)*



Emergency Assistance to Typhoon Pablo Affected Communities



PROJECT UPDATE :CATEEL

April 8,2013

On Shelter Kit

2097 shelter kits distributed in Mainit, San Alfonso, Taytayan and Aragon

410 shelter tool kits distributed in Mainit, San Alfonso, Taytayan and Aragon



Dignified shelter for families in San Alfonso

On Water Hygiene and Sanitation



Provision of hygiene kit for families in San Miguel



Hygiene and water purification orientation in San Alfonso

20 water testing conducted to selected water points in Mainit, San Alfonso, Taytayan and Aragon

3310 hygiene kit distributed in Mainit, San Alfonso, Taytayan, Aragon, San Miguel, Alegria and San Vicente

1482 water kit distributed in Mainit, San Alfonso, Taytayan, Aragon

3310 session on hygiene and water purification conducted in 7 barangays



Emergency Assistance to Typhoon Pablo Affected Communities



PROJECT UPDATE :CATEEL

April 8, 2013

Breakdown of Non-Food Items Distributed Per Barangay

Barangay	Shelter Kit	Shelter Tool Kit	Hygiene Kit	Water kit
Mainit	206	41	206	206
San Alfonso	681	131	680	302
Taytayan	644	126	644	596
Aragon	566	112	568	378
San Miguel	0	0	326	0
San Vicente	0	0	293	0
Allegria	0	0	593	0
Total	2097	410	3310	1482





Emergency Assistance to Typhoon Pablo Affected Communities



PROJECT UPDATE :BOSTON

April 8, 2013

On Shelter Kit

1422 shelter kits distributed in Cabasagan, Sibajay, Poblacion and San Jose

295 shelter tool kits distributed in Cabasagan, Sibajay, Poblacion and San Jose



shelter installed in Sibajay, Boston



Demonstration on shelter kit construction prior to distribution in Cabasagan

On Water Hygiene and Sanitation



Priority lane for the elderly during distribution in Sibajay, Boston



RSI Ms. Lydia Linazan of Boston facilitated the water purification orientation in Poblacion

11 water testing conducted to selected water points in Cabasagan, Sibajay, San Jose and Poblacion

2034 hygiene kit distributed in Cabasagan, Sibajay, San Jose and Poblacion

1582 water kit distributed in Cabasagan, Sibajay, San Jose and Poblacion

2034 Beneficiaries provided with water, hygiene and sanitation orientation in 4 barangays



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**Emergency Assistance to Typhoon Pablo
Affected Communities**



PROJECT UPDATE :BOSTON

April 8,2013

Breakdown of Non-Food Items Distributed Per Barangay

Barangay	Hygiene Kit	Shelter Tool Kit	Shelter Kit	Water Kit
Poblacion	838	121	566	706
Cabasagan	363	37	185	41
San Jose	485	67	332	485
Sibajay	348	70	339	350
Total	2034	295	1422	1582

