

Mid-Term Review of the project

Empowering the Philippine Red Cross (PRC), communities and government institutions to consolidate and implement inclusive community-based disaster risk reduction in seven provinces in the Philippines (EPIC DRR Project)

Amélie Boldau-Coué, Team International Cooperation, German Red Cross Headquarters

October – December 2018

Acknowledgments

I would like first the Philippine Red Cross (PRC) for their warm welcome in their Headquarters and particularly the PRC Chapter Zambales for welcoming me and organizing my short visit in their region. I would also like to thank the German Red Cross delegation in the Philippines as well as the EPIC DRR project-team who excellently organized, prepared and accompanied my visit for this mid-term evaluation in Metro Manila and Province of Zambales. Last but not least I would like to thank all the interview partners for their availability, flexibility and for the interesting exchanges.

Amélie Boldau-Coué
Institutional donors advisor, GRC International Cooperation
February 2019

List of abbreviations

ASPAC	Asia-Pacific Conference
BDRRMC	Barangay Disaster Risk Reduction Management Committee
BDRRMP	Barangay Disaster Risk Reduction Management Plan
BDRCS	Bangladesh Red Crescent Society
BMZ	<i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> German Federal Ministry for Economic Cooperation and Development
CBDRRM	Community-based Disaster Risk Reduction Management
CRA	Community Risk Assessment
DepEd	(National) Department of Education
DMS	Disaster Management Services
DRR	Disaster Risk Reduction
DRRMC	Disaster Risk Reduction Management Committee
DRRMO	Disaster Risk Reduction Management Office
DSWD	Department of Social Welfare and Development
DILG	Department of the Interior and Local Government
EPIC DRR	E mpowering the P hilippine Red Cross, communities and government institutions to consolidate and implement inclusive community-based DRR
EWS	Early Warning System
GRC	German Red Cross
HR	Human Resources
IFRC	International Federation of Red Cross and Red Crescent Societies
LDRRMO	Local Disaster Risk Reduction Management Office
LDRRMP	Local Disaster Risk Reduction Management Plan
LGA	Local Government Academy
LGU	Local Government Unit
MDRRMO	Municipal Disaster Risk Reduction Management Office
MDRRMP	Municipal Disaster Risk Reduction Management Plan
M&E	Monitoring & Evaluation
MEAL	Monitoring, Evaluation, Accountability and Learning
MOA	Memorandum of Agreement
MOPA	Memorandum of Project Agreement
NDRRMC	National Disaster Risk Reduction Management Council
NHQ	National Head Quarter
NLRC	Netherlands Red Cross
NSD	National Societies Development
OCD	Office of the Civil Defence
OIC	Officer in Charge
PDAO	Persons with Disability Affairs Office (PDAO)
PDRRMO	Provincial Disaster Risk Reduction Management Office
PDRRMP	Provincial Disaster Risk Reduction Management Plan
PNS	Partner National Society
PRC	Philippine Red Cross
QAS	Quality Assessment System
RCY	Red Cross Youth
RC 143	Red Cross 143 (volunteers programme of PRC)
SDRRM	School DRR Manual
SSF	Social Structural Funding
SWOT	Strengths Weaknesses Opportunities Threats
UNDP	United Nations Development Programme
ToT	Training of Trainers
VCA	Vulnerability and Capacity Assessment

Content

- Acknowledgments..... 1
- List of abbreviations 1
- Executive Summary 3
- I. Background..... 5
- II. Design, methodology and purpose of the review..... 7
- III. Review of Relevance 10
 - 1. Relevance with regards to the priorities of the target group(s) 10
 - 2. Relevance with regards to the priorities of the donor 12
 - 3. Relevance with regards to the internal coherence of the project..... 15
- IV. Review of Effectiveness..... 20
 - 1. Probability of achievement of indicators..... 20
 - 2. Effectiveness at Chapters' and provincial level 25
 - 3. Effectiveness at NHQ level 29
 - 4. Cross-cutting effectiveness of implementation..... 30
- V. Directions for the concept note for Phase 3 of the project..... 32
- VI. Recommendations for phase 3 of the programme 38
 - 1. Recommendations for the design of the project..... 38
 - 2. Recommendations for the content 39
 - 3. Recommendations for the timeline to be followed..... 41
- Annexes..... 42

Executive Summary

After the adoption of the 2010 Philippine Disaster Risk Reduction and Management Act, DRRM is recognized as a comprehensive approach and shifts the former focus on emergency relief and response (post-disaster) towards one of disaster prevention and risk reduction (pre-disaster). The Philippines Red Cross (PRC) is a strong civil society organization in the communities and a strong partner for the government in the field of DRR but needs as well as other actors in the country, to further complement its disaster response and preparedness capacities with expertise in mitigation and prevention. A first phase of a BMZ Social Structure Funding (SSF) project was launched in 2013 and sought to contribute to the consolidation process of the above mentioned DRRM law in order to improve resilience of the local communities. A second phase followed starting in 2017 and shifted the focus on PRC as National Society (NS) aiming at supporting the NS in its active involvement in implementing DRR measures in communities and feeding back experiences, lessons learnt and best practices into the development of guidelines and attached tool-kits, therefore strengthening the DRM capacities as well as improving the support to DRM government institutions. This mid-term review seeks to evaluate the second phase.

The two main objectives of this mid-term review were to assess the status of the project focusing on relevance and effectiveness considering the overall objective and three (3) levels, typical for the donor's approach in the SSF funding instrument. Based on the review, the consultant was also tasked to recommend certain directions to focus on (donor's funding approach) for a phase 3 of the project.

The evaluation showed that the relevance of the project with regards to the priorities of both PRC and the government institutions could be confirmed. For PRC, the project is very much in line with its strategy 2017-2020, besides the interview partners from NHQ and PRC chapters confirmed that the project corresponds with their priorities. The analysis of the relevance also shows that capacity strengthening of both PRC and the government institutions is at the core of this program. For the government institutions, the relevance of the project is confirmed on local level on which PRC is well placed to support the LGUs. In order to stay relevant with the overall goal of the project, the design and content of the project could have been more focused on activities supporting and enhancing the coordinating role of PRC in DRRM on the national level.

The relevance with regards to the priorities of the donor was analysed taking into account the multilevel and long-term approach of the SSF. The result of the analysis is that the project is responding to this approach. A strong focus on the meso-level has been observed and a lack of activities on macro-level. Both are consequences of how the phase 2 had been designed and not a shortcoming during implementation. With regards to the long-term, the perception of the consultant was that the continuity between phase 1 and phase 2 could not be guaranteed entirely, therefore hampering the long-term impact of the programme.

This effectiveness of the project based on an analysis of the achievement of indicators indicates that the overall cumulated level of achievement is presently on a good way but slightly behind. This has to be put into context. Indicators measuring the achievement of the project have been set relatively high and are in fact not necessarily reflecting all necessary steps required to be implemented in preparation of the activities properly measured by the indicator. For result 4, the concept itself seems not clear yet; hence it makes the measurement of

the achievement challenging. The result being mostly on track is result 1; result 2 and result 4 are the ones lagging behind.

Based on the various interviews and observations during the field visit, the project seems to prove to be effective on PRC chapters and local level foremost in strengthening the capacities of the chapters as well as of the local government units. The project seems also to have been effective in improving the cooperation between chapters and LGUs. Further the project seems to have indirectly a positive impact on further services of the chapters like first aid or volunteer services. A limitation to the effectiveness of the project is the high staff fluctuation in PRC chapters and LGUs as well. Moreover the impact of the effectiveness in capacity strengthening cannot at this stage be entirely confirmed as there are no tools measuring the impact of trainings on actual staff' capacities. This is also true for the effectiveness of capacity strengthening measures on NHQ level. Further the effectiveness on NHQ and national level was more challenging to analyse. On the one hand the project has been very effective implementing the planned internal DRR system analysis in a comprehensive and participatory process. On the other hand the process needs to be continued in order to achieve the project's result. This continuation has started on the working level but is not yet being endorsed at management level.

Based on the review, five recommendations are suggested for the project design and five recommendations are suggested for the content of phase 3. Concerning the project design, the main recommendations are as follows. A tight follow-up between phase 2 and phase 3 should be guaranteed, it is especially recommended to keep the current seven chapters involved in phase 3. Based on the already understood and operationalized multilevel approach foreseen by the donor in phase 2, the phase 3 should put more emphasis on the macro-level, engaging more with government institutions at all administrative levels. It is further recommended but not mandatory to use a prototype logframe designed for programmes of the SSF. The connectedness between activities in the chapters/ at local level and in the NHQ/ at the national level could be even more improved and built on each other.

Concerning the recommendations on the project's content, the main recommendations are as follows. It is crucial to plan the necessary adjustments in order to adapt the programme to the changed institutional environment due to the revision of the DRRM Act and the thereby foreseen creation of a department of disaster resilience. In order to ensure a comprehensive operationalization of the meso-level, it is recommended to enlarge the project to cooperations with other non-State actors relevant in the DRRM sector. It is further recommended to continue analyzing the capacity building needs (in the sector of DRRM) of government institutions. Concomitant to the recommendation on the project design to enhance the macro-level, it is strongly recommended to plan activities as for example measures of political dialogue, lobby and advocacy nature. The first step could be to strengthen advocacy capacities of relevant units/ staff of PRC. Connected to that it is recommended to establish a link, use synergies and if appropriate to plan common activities with IFRC Disaster Law in Manila. Last but not least it is important for any thematic focus chosen for phase 3, so that it matches the multilevel approach, that it is being applied and operationalized on each of the three levels, micro, meso and macro-level in order to ensure the comprehensive approach.