EUROPEAN COMMISSION

Humanitarian Aid and Civil Protection

EXTERNAL EVALUATION

DECEMBER 2013

Evaluation of the *Scale up, build up*: Strengthening local alliances and advocacy and empowering champions on disaster risk reduction (SUBU) project

Funded by ECHO

By Damien Riquet

Project implemented in consortium with CARE Netherlands, Plan International, OXFAM, Christian Aid, Handicap International and ACF International as the lead of the consortium.

Operation contract: ECHO/DIP/BUD/2012/93015
Total funding: 1,529,412.00 €
Donors: European Commission (85 %), other donors (15 %)

Final external evaluation
by Damien RIQUET, independent consultant
from 18th November to 06th December 2013

Table of Contents

List of Acronyms

AADC	Agri-Aqua Development Coalition
ACF	Action Contre la Faim (Action Against Hunger)
ADPC	Asian Disaster Preparedness Center
BDRC-LC	Building Disaster Resilient Communities Learning Circle
CA	Christian Aid
CBDRR	Community Based Disaster Risk Reduction
CNDR	Corporate Network for Disaster Response
CP	Contingency Plan
DILG	Department of Interior and Local Government
DIPECHO	Disaster Preparedness programme of the European Commission Humanitarian Aid department
DOST	Department of Science and Technology
DRRM	Disaster Risk Reduction & Management
DRRMC	Disaster Risk Reduction & Management Council
DRRMO	Disaster Risk Reduction & Management Office
DRRMP	Disaster Risk Reduction & Management Plan
DSWD	Department of Social Welfare and Development
HFA	Hyogo Framework for Action
HI	Handicap International
KR	Key Result
LGU	Local Government Unit
NDRRMC	National Disaster Risk Reduction and Management Council
OCD	Office of Civil Defense
OCHA	United Nations Office for Coordination of Humanitarian Affairs
PAGASA	Philippine Atmospheric, Geophysical & Astronomical Services Administration
PDRRN	People's Disaster Risk Reduction Network
PINGON	Philippines International NGO Network
PHIVOLCS	Philippine Institute of Volcanology and Seismology
PVCA	Participatory Vulnerability and Capacity Assessment
SIP	School Improvement Plan
SDRRMC	School Disaster Risk Reduction and Management Council
SNAP	Strategic National Action Plan
SSM	Small Scale Mitigation
SUBU	Scale Up Build Up

Executive summary

The "Scale Up, Build Up" project was implemented in consortium with CARE Netherlands, Plan International, OXFAM, Christian Aid, Handicap International and ACF International as the lead of the consortium, from the 1st of June 2012 up to the 30th of December 2013 (18 months), for a total funding of 1,529,412.00 €.

The Operation contract number is: ECHO/DIP/BUD/2012/93015.

The donors are the European Commission (contributing for 85% of the total budget) and other donors (contributing for 15% of the total budget).

The main objective of the project was to support the implementation of the Disaster Risk Reduction Management Act (RA 10121) by improving access to information and increasing the institutional capacity of sub-national DRR stakeholders to ultimately increase the resilience of high risk communities in the Philippines. In order to achieve this objective, the SUBU Consortium had initially planned awareness and preparedness activities in 76 barangays (in 38 municipalities) over 12 provinces in 6 regions, including specific activities with the schools associated to those target municipalities. To ensure the coherence and the sustainability of those community (and school)-based DRRM activities, the project also facilitated the sharing of information at national level with for example the setting up of a dedicated website.

In June 2013, a mid-term review was undertaken by ECHO and an intermediary report was also submitted to ECHO by the consortium partners.

The final evaluation of the SUBU project was carried out by an external consultant from the 18th of November up to the 06th of December 2013. The main purpose of this evaluation was to assess the relevance and the impact of the project in addition of documenting the Consortium approach, and provide strategic recommendations afterwards.

Conclusions of the final evaluation

1. The SUBU activities at sub-national level were highly relevant with regards to the high level of disaster's risk in the Philippines. The consortium has been able to engage effectively with the LGUs in the 12 target provinces and the involvement of provincial and municipal DRRMOs was determinant for the successful implementation of the activities at barangay level. The on-going or planned replication of the SUBU activities by the LGUs and in some case, the inclusion of DRR/CCA in the local development planning is illustrating the appropriateness of the intervention.

2. The SUBU tools and methodology were answering key needs at sub-national level, and are generally considered of a great quality, in particular as the use of an inclusive CBDRR methodology has helped improving the end-results of the project at barangay level.

3. At LGU level, the activities targeting the municipalities were not completed and a more effective methodology should consider implementing activities at municipal level after the activities at barangay level, in order to consolidate the work done - if possible - by all the barangays under the municipalities'

responsibility. Besides, the activities at barangay level were not addressing the building of capacities of the various task units set up as per the requirements of the DRRM Act which might also affect the effectiveness of the SUBU intervention.

4. Activities at school level were answering clear needs and their effectiveness was clearly reinforced when activities were consistent with the activities implemented at barangay and municipal level.

5. The creation of the DRRKnowledge website was relevant but its content was not properly determined at the beginning of the project; hence, its added-value to the DRRM framework in the Philippines and its sustainability are unclear at this stage.

6. The activities targeting the national level (DILG, DepEd DRRMO) are not completed at the end of the project and additional consultations with NDRRMC and key national partners are required in order to clarify what are the real needs for the mainstreaming of inclusive DRR into local planning as well as in the education sector.

7. The consortium approach was not effective enough during the first year of the project as most of the activities were carried out with limited interaction between the respective partners, and as the collaboration with main national stakeholders were not coordinated between the SUBU partners. The design of the project was broad which gave on one hand a good flexibility for the respective partner's implementation but also led some partners to be left behind. The decision of hiring a full-time consortium manager was able to address this weakness but it was done at a late stage of the project.

Recommendations

1. In the short term, the work done at LGU level and relevant case studies need to be consolidated. Once this documentation/ consolidation work is completed, exit meetings with the DILG and the national DepEd DRRMO should be organized to discuss the lessons learnt from the project and adjust the format of the outputs expected from activities R1.7 and R2.2. Additionally, the revision of the DRRKnowledge website should quickly be discussed and the contextualization of the information considered as a way of possibly addressing the need for mapping DRRM activities in the country.

2. In the medium term, the consolidated SUBU methodogy and tools could be replicated in new projects, and in particular in the Haiyan recovery activities. Dedicated human resource to manage and improve the website could also be considered for supporting the replication of the SUBU methodology. It is a great opportunity for the partners to continue the work further and improve the concepts developed during the DIPECHO project. If there is a possibility of having a phase 2 for the SUBU project, the partners should consider intervening less at barangay level and focus more on advocacy at provincial and national level to ensure the sustainability of the SUBU intervention and increase its impact.

3. For future consortium arrangements, more active coordination and a systematic exchange of experiences should be ensured from the beginning of the project. A shared budget and common activities (for example in Awareness) could facilitate the consortium work. In the end, a strong commitment of the partners for working as part of a consortium is required as it supposes an extra workload at the beginning with a possible change of organization, of work habits, and a good understanding of the respective strengths and weaknesses.

Methodology of the evaluation

The evaluation in the Philippines constituted firstly of a review of the main project documents developed within the framework of the SUBU project (see References' section) in addition of bilateral meetings with the available stakeholders in Manila.

Substantial time was used by the evaluator during the first week of the evaluation for developing the Figure 2 (p14 of this report) which summarizes the planned SUBU intervention and clarifies the different interactions expected with the key national DRRM stakeholders. This figure was discussed and confirmed with the SUBU partners. It helped the evaluator to understand more easily the design of the SUBU project and to identify the key informants that should be met during the evaluation.

The key informants targeted initially for the evaluation were:

- The 6 SUBU consortium partners in Manila;
- ECHO representative;
- DRRNet in charge of the DRRKnowledge website;
- The SUBU local partners in the provinces that could be visited during the evaluation;
- The NDRRMC (specifically the DILG and the national DepEd DRRMO);
- The regional OCD;
- The DepEd representatives at provincial level;
- The LGU representatives at provincial, municipal and barangay levels;
- The school directors;
- Key DRR partners at national level (in particular GIZ which was implementing another DIPECHO project).

LIMITATIONS

Unfortunately, the external evaluation date coincided with the impact of super typhoon Haiyan (locally known as Yolanda) over Samar and Leyte islands. In the aftermath of the disaster, it was finally decided to proceed with the evaluation as planned, which meant that the work programme was constrained by the on-going emergency response in the country. More specifically:

- ✓ It was not possible to meet with any representative of the NDRRMC, or from the DILG to discuss the relevance and sustainability of activities undertaken with LGUs;
- ✓ It was not possible to meet with the national DepEd DRRMO to discuss the activities undertaken at division or school levels;
- ✓ It was not possible to meet with DRR partners involved in CBDRR (for example GIZ);
- ✓ And it was not possible to meet with the Regional OCD in Buthuan.

It was finally possible to meet with ECHO representative and with DRRNet lead convenor in Manila. Meanwhile, the interaction with the SUBU partners was constrained by the on-going emergency response and the evaluator was able to meet with only 3 partners (CARE, Oxfam, and Handicap) in Manila, in addition to the Consortium coordinator from ACF; in order to mitigate those limitations, field visits were able to provide some missing information: it was possible to include meetings with CA and Plan when visiting their target areas in Eastern Visayas.

Due to the logistic and time constraints, the evaluator was only able to visit 5 among the 12 provinces targeted by the project (see the evaluation programme in Annex 3) but it corresponded to 1 province of each SUBU partner (HI having mainstreamed its intervention in the other partners' activities) so it was quite representative.

Some documents consulted by the evaluator provided also complementary information, such as the MDRRM Plan 2011-2015 of San Antonio municipality, or the report on Institutional and Policy Landscapes of Disaster Risk Reduction and Climate Change Adaptation for the Philippines (UN-ISDR, September 2010).

Finally, a debriefing meeting took place in Manila just after the completion of the field visits which allowed the evaluator to present the main evaluation's findings to the 6 consortium partners, and collect their comments on the presentation. This was the only interaction with the 6 partners together and it would have been useful to have such group meeting at the beginning of the evaluation – but this was not possible in the aftermath of Haiyan.

Part 1: Presentation of the Scale Up, Build Up (SUBU) project

This part is providing background information on the Philippines Disaster Risk Reduction's context and introduces the activities implemented by the Consortium (ACF, CARE Netherlands, Oxfam, Plan International, Christian Aid and Handicap International) within the framework of the SUBU project.

1. Background of the SUBU project

1.1. Country's risk of disaster

Philippines are considered as the **3rd most disaster-prone country in the world** (cf. table 1), after the Vanuatu and Tonga, due to the high exposure of its population to a wide range of extreme natural hazards (see national hazard map in Annex 1) combined to a set of environmental, structural and social vulnerabilities. The earthquake in Cebu (October 2013), the typhoons Morakot and Ketsana (2009), super typhoon Megi (2010), typhoon Nesat (September 2011), Washi (December 2011, known locally as Sendong), super typhoon Bopha (May 2012, known locally as Pablo), and most recently super typhoon Haiyan (08th of November 2013, known locally as Yolanda) are some of the latest natural hazards hitting the country and leading to a disaster situation, mobilizing the efforts of the Government, of the national and the international civil society, in responding to the needs of the affected population. The latest Global Climate Risk Index (2014) published by Germanwatch[1] also ranks the Philippines as the 7th country the most affected by extreme weather events between 1993 and 2012.

Disaster risk index		the 15 most exposed countries	
rank	country	rank	country
1	Vanuatu	1	Vanuatu
2	Tonga	2	Tonga
3	Philippines	3	Philippines
4	Guatemala	4	Japan
5	Bangladesh	5	Costa Rica
6	Solomon Islands	6	Brunei
7	Costa Rica	7	Mauritius
8	Cambodia	8	Guatemala
9	Timor Leste	9	El Salvador
10	El Salvador	10	Bangladesh
11	Brunei	11	Chile
12	Papua New Guinea	12	Netherlands
13	Mauritius	13	Solomon Islands
14	Nicaragua	14	Fiji
15	Fiji	15	Cambodia

Table 1: extract from the *World Risk Index,* UNU-EHS, 2012

[1] http://germanwatch.org/en/7659

With the disaster risk index being a function of the country's exposure, the likelihood of suffering harm, and the country's coping and adaptation capacities, it is interesting to note that Japan, Chile and the Netherlands – which are also among the 15 countries the most exposed to extreme natural hazards – are respectively ranked 16th, 19th and 51th rank in the World Risk Index. In fact, their stronger disaster preparedness and coping capacities substantially reduce their disaster risk index. This means that the extremely high exposure of the Philippines is not yet being balanced by adequate risk reduction measures and proper adaptation mechanisms.

4 of the 8 most powerful storms at landfall, over the past 25 years, hit the Philippines:

- super typhoon Haiyan (November 2013, with recorded winds of 315 km/h),
- super typhoon Megi (2010, with winds of 295 km/h),
- super typhoon Zeb (1998, with winds of 290 km/h),
- and super typhoon Bopha (May 2012, with winds of 210 km/h).

Source: wunderground.com

The impact of recent super typhoon Haiyan over eastern, central and western Visayas (see Fig 1) is illustrating how exposed to extreme natural hazards the country is and is highlighting at the same time the limitations of the current disaster risk reduction work. Although the country adopted in 2010 a Disaster Risk Reduction and Management Act (RA10121) – setting a decentralized framework that addresses the unique geography of the Philippines – the growing population, the high poverty rate, the degraded environment, the rapid urbanization, the low building standards, the lack of typhoon or earthquake resistant evacuation centers, the absence of national Contingency arrangements (for example a national Typhoon Contingency Plan) are some of the factors that set the path for regular disastrous events in the Philippines.

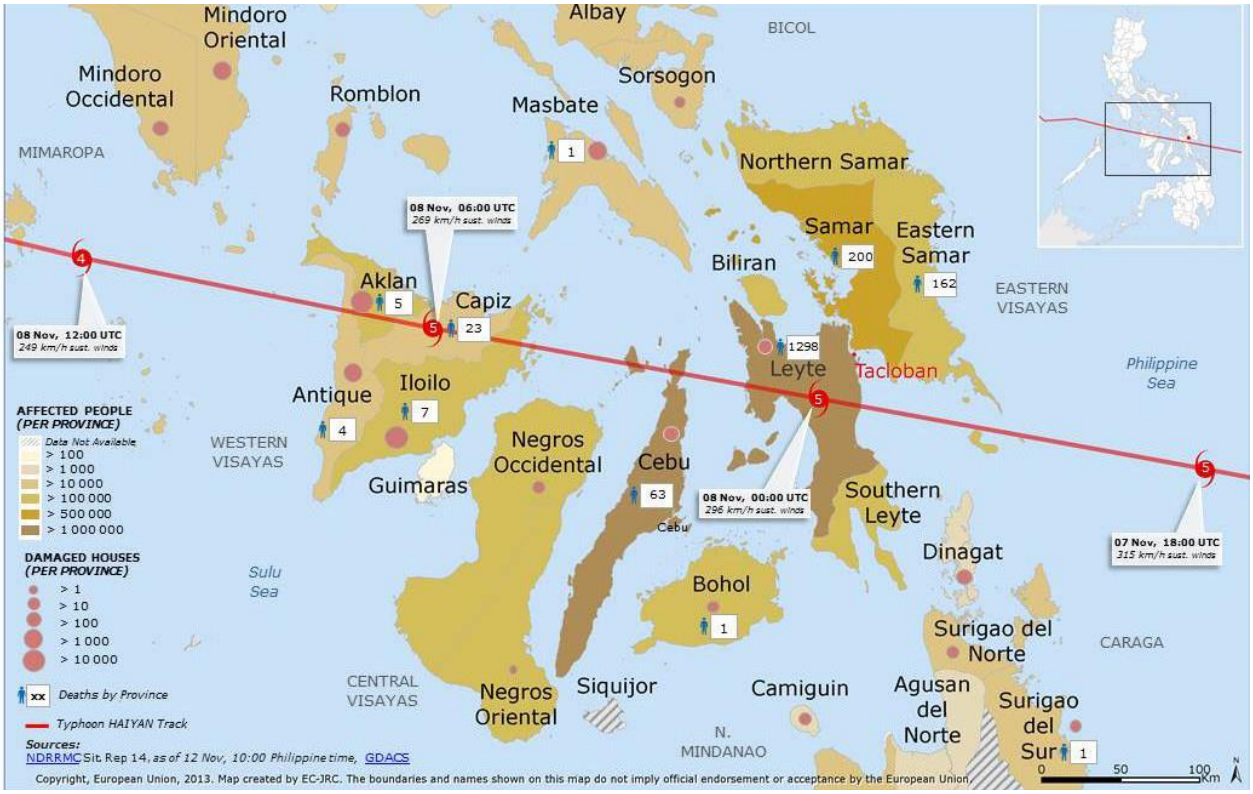


Fig 1: map of Haiyan damages (*source*: ECHO Crisis Report n°1)

The general opinion in the aftermath of super typhoon Haiyan is that the country was not prepared for a natural event of such magnitude and that "Typhoon [Haiyan] exceeded [NDRRMC's] expectations and preparations" (*source*: Philippines Star News, November 23, 2013). The most unexpected was the storm surge which proved to be more devastating than the winds, sending walls of water through coastal communities on Samar and neighboring Leyte islands, and hitting directly some of the evacuation centers were families had gathered. Local government was also hardly impacted by the super typhoon as for example in Leyte, only 20 of the 200 strong police force were able to report for duty a day after Haiyan hit the province (*source*: Philippines Star News, November 30, 2013). Hence, the immediate response to the emergency in the 9 affected provinces was slow and complicated by the absence of organized Emergency Response Teams as well as by the difficult access to the disaster areas.

The Philippines government declared a national state of calamity on 11 November 2013, three days after the disaster. According to the NDRRMC, more than 6,100 people lost their life in this disaster and more than 1,700 are still missing two months after super typhoon Haiyan hit the country, which makes this event **the second deadliest disaster in the Philippines** after the Moro Gulf earthquake and tsunami that took place on August 16, 1976, near the islands of Mindanao and Sulu.

Also, the disaster risks in the Philippines could be aggravated by the foreseen impact of climate change: the northern parts of the country could see more intense rainfall events; the central Luzon area could face a higher risk of typhoon as the oceans heat up; storm surge risk will increase with the confirmed sea level rise; whereas western Mindanano could face greater risk of drought due to both rising temperatures and El Niño events. Thus, with an increasing risk of disasters, it is crucial for the Philippines' government to learn from the Haiyan emergency to be better prepared for the next extreme natural event that will impact the Philippines and in particular, to ensure that the LGUs are able to perform their mission as stated in the DRRM Act.

1.2. Philippines DRM's context

From 2007 to 2010, stakeholder consultations were conducted in the Philippines to develop a Strategic National Action Plan (SNAP) for Disaster Risk Reduction (DRR). However, the finalization of this document came in side-by-side with the discussions and deliberations on the new DRR law in the country especially since the latter was number one in the list of priority actions identified in the SNAP.

In May 27, 2010, the **Republic Act 10121** (RA 10121) or Philippine DRRM Act was passed into law and paved the way for the need to ***"****adopt a disaster risk reduction and management approach that is holistic, comprehensive, integrated, and proactive in lessening the socio-economic and environmental impacts of disasters including climate change, and promote the involvement and participation of all sectors and all stakeholders concerned, at all levels,* ***especially the local community****".* The Act provides for the development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising, reducing underlying risk factors, and preparedness for effective response and early recovery, especially at the local level.

The National Disaster Coordinating Council created in June 1978 was then renamed National Disaster Risk Reduction and Management Council (NDRRMC). The Office of Civil Defense (OCD) is the agency coordinating the work of the NDRRMC and its primary mission is to ensure "the administration of the comprehensive national civil defense and disaster risk reduction and management program" (RA 10121).

As per the DRRM Act, the Department of Interior and Local Government (DILG) is in charge of Disaster Preparedness, the Department of Social Welfare and Development (DSWD) is in charge of Disaster Response, whereas the National Economic and Development Authority (NEDA) is taking care of the Rehabilitation and the Recovery phases. The Department of Science and Technology (DOST) is responsible for Prevention and Mitigation, as well as for the hazard monitoring and Early Warning through its service institutes, the Philippine Atmospheric, Geophysical & Astronomical Services Administration (PAGASA) and the Philippine Institute of Volcanology and Seismology (PHILVOCS).

The NDRRMC is also comprising of four representatives of the civil society (the Center for Disaster Preparedness, WorldVision, School for governance, DRRNet), and one representative of the private sector.

Local Government Units (LGUs) at provincial, municipal and barangay (village) level are fully involved in DRRM with respectively: the PDRRM Council and the PDRRM Office, the MDRRM Council and the MDRRM Office, the Barangay Development Council and the Barangay DRRM Committee, which are in charge of the various Disaster Risk Reduction and Disaster Response missions.

2. Scale Up, Build Up (SUBU) project

2.1. A consortium intervention

From the 01st of June to the 30th of November 2013, 6 partners – namely ACF (lead of consortium), CARE Netherlands, Oxfam, Plan International, Handicap International and Christian Aid – implemented the Scale Up, Build Up (SUBU) project funded by DIPECHO, which was aiming at supporting the implementation of the Disaster Risk Reduction Management Act (RA 10121) by improving access to information and increasing the institutional capacity of sub-national DRR stakeholders to ultimately increase the resilience of high risk communities in the Philippines.

ACF started its humanitarian assistance in Mindanao in 2000 and got involved in DRR in 2007 with funding support from DIPECHO (6th and 7th action plans). The previous DRR intervention was done in consortium with Handicap International. In North Cotabato province, ACF is also implementing a long-term development project in 2 municipalities until 2014. Good governance is one of the main pillars of the intervention with an integrated approach to WASH, livelihood, Nutrition and mainstreaming DRR.

Oxfam has been actively implementing its humanitarian mandate in the Philippines, advocating for policy change and improvement in DRM systems and practices, and influencing shift towards a risk reduction and adaptation approach. As a founder and now an active member of the DRRNet Philippines, Oxfam has been able to link the SUBU project to the activities of this network (Key Result 3). Oxfam is also leading a regional project (supported by DIPECHO) which aims at facilitating partnerships between the ASEAN Disaster Risk Reduction authorities and the civil society to support the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) implementation.

Oxfam is also chairing the Philippines International NGO Network (PINGON) constituted of 21 international NGOs working in the Philippines, with a specific focus on Humanitarian response and Disaster Risk Reduction.

Apart from the SUBU project, CARE Netherlands is involved in several other DRR projects in the Philippines with the Climate-Proof Disaster Risk and Reduction project, funded by the Dutch Ministry of Foreign Affairs, and the Partners for Resilience project which is a collaboration of Dutch NGOs and 30 civil society partners in the global South integrating DRR, CCA and ecosystem management and restoration (EMR). CARE worked in consortium with Christian Aid (CA) under a previous DIPECHO funding (3rd implementation plan).

Christian Aid (CA) is a partnership-based agency engaged in development, DRR, relief and rehabilitation work. Its overall strategy in its humanitarian and development work is to support the enhancement of its partners' existing capacities so they will be able to implement their own programs and work for their own advocacies. The DRR/CCA work of CA Philippine Program has been targeting in particular the small islands and urban communities.

Plan is engaged in various clusters and was involved in the development of the DRR resource manual published and endorsed by DepEd in 2008. Operating through a partnership approach, Plan is present in 14 regions, 35 provinces, 78 municipalities and 894 villages. Plan provided disaster relief and rehabilitation support in the provinces of Isabela, Camarines Sur/Basilan/ Zamboanga and has ongoing response in Quirino, Negros Oriental and Northern Mindanao provinces.

Handicap International (HI) developed an expertise in training and coaching DRR stakeholders to address the specific needs of People with Disabilities (PWD), in particular within the framework of DRR interventions.

The 6 partners decided to join their efforts and their respective areas of expertise in the implementation of the Scale Up, Build Up (SUBU) consortium project, with activities at sub-national level covering a total of 12 provinces across 6 regions (see coverage map in Annex 2), implemented either through local partners or directly supervised by the organisation's staff.

Consortium partner	Region covered	Type of implementation
ACF	Soccsksargen - region XII	Direct implementation
CARE	Cordillera Admin. Region Cagayan Valley - region II Bicol - region V Caraga - region XIII	Implemented by ACCORD through partnering CSOs in the 4 regions: Agri-Aqua Development Coalition (AADC) in Mindanao, Cordillera Disaster Response and Development Services (Cordis RDS) and the Corporate Network for Disaster Response (CNDR)
Oxfam	Caraga - region XIII	Implemented in partnership with the local NGO People's Disaster Risk Reduction Network (PDRRN) and the DRR Network Philippines (DRRNet)
Plan	Eastern Visayas - region VIII	Direct implementation
Christian Aid	Eastern Visayas - region VIII Bicol - region V Caraga - region XIII	Implemented by Coastal Core and the Building Disaster Resilient Communities learning circle (BDRC-LC)
Handicap Int.	All	Direct implementation

Table 2: coverage of SUBU intervention

In order to support the implementation of this consortium project, a Project Steering Committee (PSC) was established at Manila level but a project coordinator was only hired in July 2013. PSC meetings were initially held on a quarterly basis and became monthly after the recruitment of the Consortium project coordinator.

2.2. Three main areas of intervention

The SUBU project's objective was to increase resilience and reduce vulnerability in local communities through the establishment of sustainable dissemination and replication mechanisms for community-based disaster risk reduction (CBDRR) models. To reach this objective, the project was specifically intending to achieve 3 key results (KR) targeting three distinct areas – see Fig 2.

The first expected Key Result was that the mainstreaming of inclusive CBDRR in local development planning process would be improved. In order to achieve this result, the main target stakeholders were the Local Government Units (LGUs) at barangay and municipal levels: specific activities were implemented with the Barangay DRRM Committees (BDRRMCs) in collaboration with the concerned Municipal DRRM Officers (MDRRMOs). In all the 12 target provinces, Provincial DRRM Officers (PDRRMOs) were also systematically involved in the implementation of the activities.

The second expected Key Result was that the Department of Education (DepEd) has an increased capacity for the integration of CBDRR. DepEd divisions (at province level) and DepEd districts (at municipal level) were the main partners for the planned activities, whereas the main beneficiaries were the schools in the SUBU target areas.

The activities undertaken to meet Key Result 1 were expected to cover a total of 76 Barangay LGUs (BLGUs) in 38 municipalities (*2 barangays* per target municipality). As the project was able to replicate the activities in other barangays, the final number of barangays covered by the SUBU project is higher than planned. Moreover, a total of 110 schools in the targeted areas benefited from the activities undertaken under Key Result 2.

Consortium member	Barangays / municipalities	Additional Barangays/ municip.	schools
ACF	10 / 5	-	9
CARE	28 / 14	-	38
Oxfam	10 / 5	16 barangays	40
Plan	8 / 4	13 barangays / 4 municipalities	8
Christian Aid	20 / 10	68 barangays	10
Handicap International	*covered 33 among the 38 municipalities targeted by the project*		

Table 3: coverage of the SUBU intervention at LGU level (municipality, barangay, school)

The last expected Key Result of the SUBU project was that knowledge in DRR is increased through appropriate sharing mechanisms. The development of a dedicated website[2] was one of the mechanisms considered within the framework of the SUBU project. Various sharing events were also organized with in particular the Conference in St-Bernard (Sept 2012) or the International Day for Disaster Reduction (IDDR) which took place in Manila on October 11, 2013.

[2] www.drrknowledge.net

The project's proposal was programming the following activities to meet with the three Key Results:

KR 1: improving mainstreaming of inclusive CBDRR in local development planning process

R1.1. Conduct orientation seminars and capacity building on DRRM Law, Framework, and Plan in selected LGUs in collaboration with regional/provincial DRRMCs

R1.2. Support the preparation of inclusive CBDRR in local development plans

R1.3. Information dissemination risk assessment tools, on best practice and awareness campaign on DRR/CCA (community/schools level and save school/hospitals) and AADMER initiatives

R1.4. Training/PCVA/community mapping conduct of Actual PCVA

R1.5. Support small scale infrastructure/service to create awareness on DRR

R 1.6 Compiled case-study on 8th cycle activities

R 1.7 Finalize with DILG a manual on mainstreaming inclusive CBDRR in the Rationalized Planning System

KR 2: increased institutional capacity of DepEd to integrate CBDRR and enhance schools preparedness to manage disasters

R2.1. Research - Carry out scoping study to identify gaps in the application of Department of Education (DepEd) DRR materials and policies and to create policy measures to address such gaps

R2.2. Support and participate in strategic planning of the DRMO office at national level

R2.3. Institutional capacity development for integrating inclusive CBDRR in public school curriculum in collaboration with DepEd and other stakeholders

R2.4. Advocate for DepEd for replication and roll out of integration of inclusive CBDRR in public school curriculum.

KR 3: increased knowledge through sharing of available DRR resources and advocacy tools

R3.1. Inventory/Compilation of DRR Materials and conversion to digital format

R3.2. Website design/linkage and store materials and monitoring of the use - Online DRR Electronic Library

R3.3. Inception/ Coordination / consultation / regular

R3.4. Support community based learning and sharing events

The following figure (Fig 2) is proposing a synthetic description of the Philippines' DRRM framework and is presenting the planned SUBU intervention, highlighting in particular which stakeholders at national and sub-national levels were initially targeted by the project's activities.

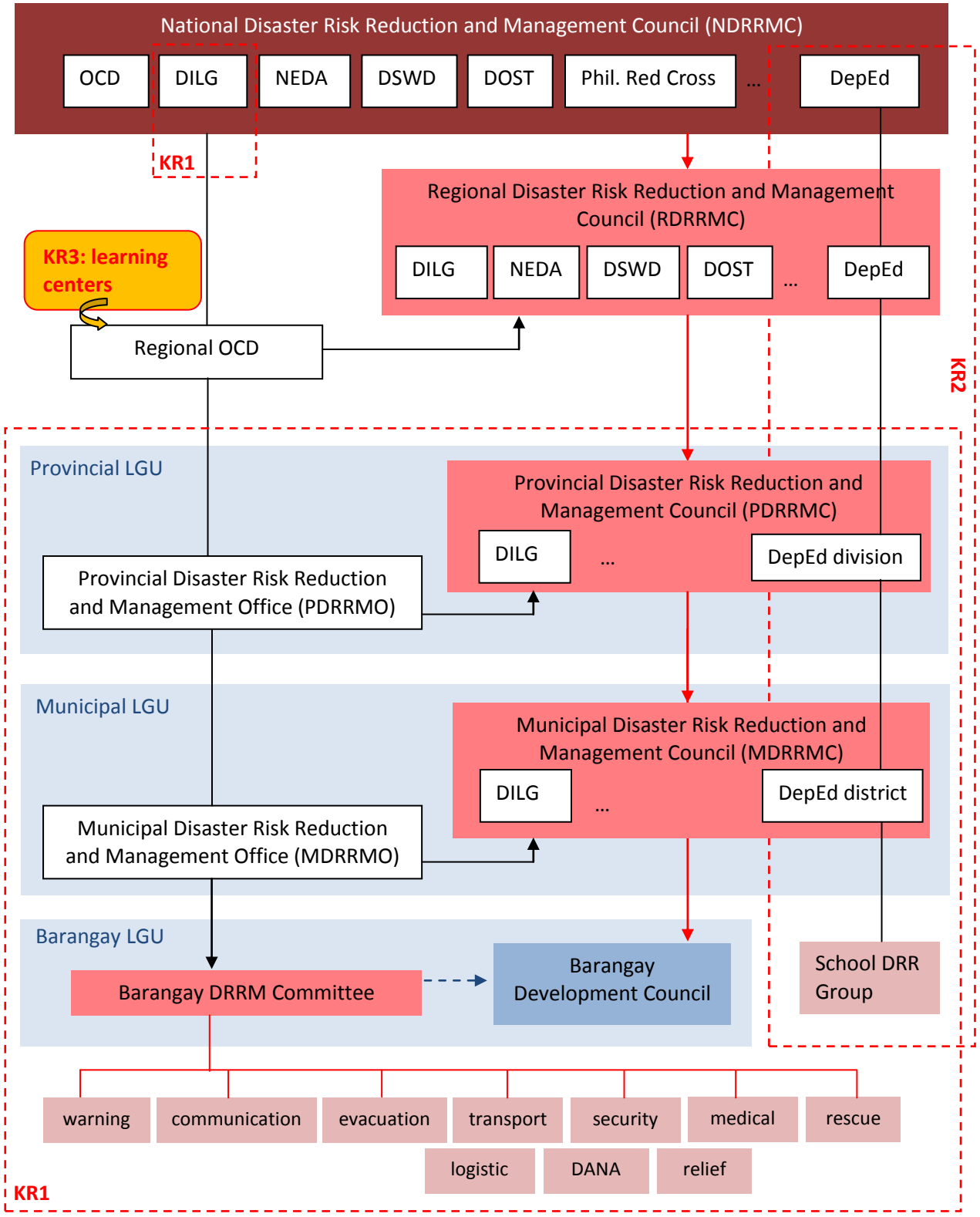


Fig 2: planned SUBU intervention (source: evaluator)

Part 2: Evaluation of the activities

This part provides the main results of the evaluation of the SUBU project and looks at the relevance of its design, its effectiveness, efficiency, and its impact in the Philippines.

1. Relevance of the SUBU project's design

1.1. Support the LGUs in implementing the DRRM Act

Considering the high level of risk in the Philippines and the geography of the country, the DRRM Act adopted in 2010 was aiming at providing a comprehensive framework for DRR and Disaster Management and in particular at clarifying the role and responsibilities in DRRM of the LGUs within the national framework. As per the DRRM Act, there shall be established a local DRRMO in every province, city and municipality, and a Barangay Disaster Risk Reduction and Management Committee (BDRRMC) in every barangay which shall be responsible for setting the direction, development, implementation and coordination of disaster risk management programs within their territorial jurisdiction.

By providing the barangays and municipalities with clear responsibilities in Disaster Risk Reduction (in particular for the management of the Local DRRM Fund) and in Disaster Response, the Government of the Philippines is addressing the particular complexity of the country's geography and the extreme vulnerability and remoteness of some of its communities by decentralizing responsibilities at the local level. This is particularly appropriate for example in the case of the small islands in Northern Samar, covered by Christian Aid, or for the river barangays covered by CARE in Talacogon municipality, in the province of Agusan del Sur.

> "Before the SUBU project, the municipality [of San Antonio] knew about the DRRM Act but its implementation was limited. The law is very important for the island as we are facing the hazard on our own; hence, no assistance can come when there is a cyclone".
> (MDRRMO, San Antonio municipality, Northern Samar)

However, this decentralization process is challenged by the lack of capacity at local level to fully apprehend the DRRM framework and effectively implement the DRRM Law. The evaluation of the SUBU project has shown for instance that while some of the barangays and municipalities Government Units had already received a training in DRRM[3], the training they had received was too limited and the MDRRMO as well as the barangay DRRM Committee were still not able to perform their missions afterwards. Despite numerous initiatives such as the development of a Strategic Plan (2007-2011) for CBDRM[4], or the writing of the *Integrating Disaster Risk Management in Local Governance, a Facilitators' Guide and a Sourcebook for Barangay Disaster Risk Management Training Workshop*[5], the LGUs have generally limited understanding around the integration process of DRR into the development planning,

[3] When the evaluator arrived in North Cotabato, MLGUs were attending a training on Contingency Planning in General Santos, delivered by the regional OCD. The municipality of Arakan, targeted by ACF within the framework of the SUBU project, had for instance sent 4 staffs (and 1 from the MDRRMO) to this training.
[4] As part of the Partnerships for Disaster Reduction in Southeast Asia (PDRSEA) Phase 4 Project supported by the Asian Disaster Preparedness Center (ADPC) and the European Commission.
[5] developed by the DILG jointly with the Center for Disaster Preparedness (CDP) and various government agencies and institutions and international and local NGOs, including the ADPC, in March 2007.

and it also happens that the DRRM Plans are prepared only because it allows the LGUs to use the DRRM Fund afterwards. Moreover, the implementation of the DRRM Law is challenged by the difficulty for the LGUs of involving communities as mentioned in the report on Institutional and Policy Landscapes of Disaster Risk Reduction and Climate Change Adaptation for the Philippines (UN-ISDR, Sept 2010): "projects after HFA adoption have championed community participation and while many NGOs possess the skills and resources to mobilize people, many LGUs do not have such capacity".

Thus, the **SUBU activities under Key result 1 were addressing clear gaps at LGU level** by providing high standard trainings to Barangays committees and appropriate support to municipalities and province DRRMOs to understand their roles and responsibilities in line with RA 10121, and to acquire the requested knowledge in CBDRM.

More specifically, the SUBU project implemented the following activities at barangay level:

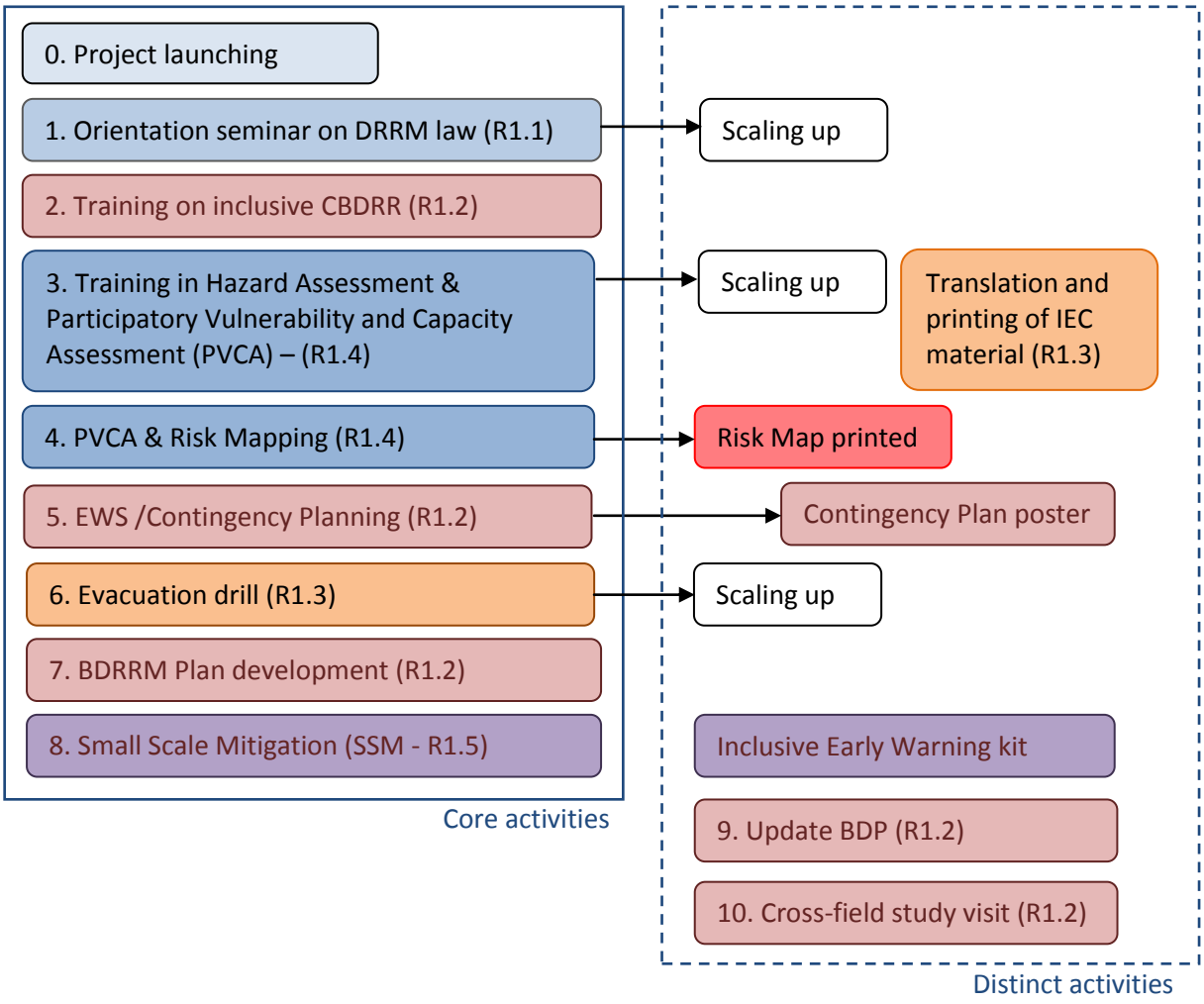


Fig 3: DRRM activities undertaken at barangay level (source: evaluator)

The whole CBDRM process was covered by the 5 first activities under key result 1, but **was not delivered in a systematic way by the 6 consortium partners** with some distinct activities that were proposed to only some of the targeted barangays.

This is due to the fact that the methodology was not properly defined at the proposal stage, which let a lot of flexibility in the implementation at barangay and municipal levels and allowed the different consortium partners the possibility of including additional distinct activities on top of the core activities (which were provided to all the barangays). If this flexibility seems relevant and allowed the partners to adapt the CBDRM methodology to the local context, it also led some of the Consortium partners to having difficulties in implementing the activities and to being left behind. It must be noted that a common set of minimum standards for the activities under Key Result 1 was finally adopted in August 2013. Those minimum standards aimed at clarifying what should be the minimum common outputs of the CBDRM process and in particular for: (i) the risk assessment, (ii) the EWS, (iii) the Contingency Plan, (iv) the evacuation plan and (v) the mainstreaming of DRR at LGU level.

The external evaluation of the SUBU project identified several DRRM activities which were not systematically considered by all the partners: for example, after the risk assessment, the risk map was printed on tarpaulin in Oxfam and Plan's target areas; a specific Contingency Plan poster was prepared by Christian Aid for its targeted barangays; inclusive EWS kit was provided by Handicap International to only 30 barangays and municipalities due to budget constraints; IEC material of the DOST was translated and printed by Plan and ACF; BDRRMC were provided with t-shirts in ACF, Christian Aid and Plan target barangays. Pictures of those activities are provided in Annex 6.

Whereas the core and additional distinct activities provided to barangays are both relevant and are ultimately reinforcing the capacities of the barangay DRRM Committees, the activities targeting the Municipal LGUs (in particular the activity R1.2) seemed to not be appropriate. In fact, if we refer to the second Objectively Verifiable Indicator under Result 1 – up to 80% of the LGUs (BLGU/MLGU) adopt, develop and implement inclusive CBDRR plans – it may suggest that the project was not effective enough as not many municipalities have developed their Contingency Plan and DRRM Plan by the end of the project. The main limitation is that ideally, the municipalities need first to get all the barangays to prepare their own plans, so that they can consolidate the planning process at municipal level.

For instance, if we refer to the DRRM Plan (2011-2015) of the municipality of San Francisco (in Cebu province) which was prepared in 2010 with technical support from Plan International and the UN-ISDR, it is clearly stating that "to attain a better quality results and guidelines in the formulation of the plan, [the municipality must] consolidate the contingency plans of the BLGU as component of Comprehensive Municipal DRRM Plan". The MDRRM Planning process in the municipality of San Francisco was summarized as follow:

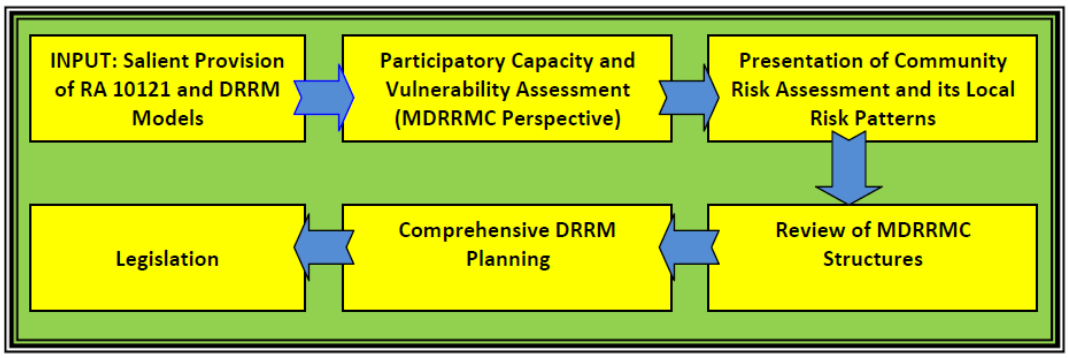


Fig 4: planning process at San Francisco municipality (source: MDRRM Plan 2011-2015)

As mentioned in the MDRRM Plan of San Francisco, Plan Philippines provided technical assistance to the fifteen Barangays of the municipality for the formulation of their Barangay Contingency Plan and the re-structuring of their Barangay Disaster Risk Reduction and Management Committee. It is also stated that by December 2010, thirteen contingency plans were formulated and 13 BDRRMC structures had been reorganized. Then, the barangays Contingency Plans were presented to the municipality during a 3-days Planning workshop during which the MDRRM Plan was developed.

With regards to this approach, **only Christian Aid was in a position of consolidating the municipal DRRM Plans within the timeframe of the project** as they were able to replicate the CBDRR process in all barangays, at island level. In most of the other targeted municipalities, the Contingency Plan and the DRRM Plan were not finalized at the time of the final evaluation – although municipalities are expecting that the plans will be finalized in 2014 – and it could have been more relevant when designing the project to differentiate the activities at municipal level from the activities at barangay level.

At the time of the final evaluation of the SUBU project, there was no proper compilation of case-studies (activity R1.6) – although the consortium partners have identified a great number of case-studies during the all implementation. This activity could be linked to the activities under KR3 as the consolidation/ capitalization of the CBDRR methodology tested within the framework of the SUBU project would certainly benefit the scaling up of the CBDRR activities. With that regards, the SUBU partners shall select the appropriate case studies highlighting strategic activities that benefited to the reinforcement of the local DRRM framework. For example, Christian Aid could document how the municipality of Biri is developing its Contingency Plan (CP) by capitalizing on the 8 barangay CP prepared under the SUBU project. Another interesting case study could be on how the inclusive CBDRR has benefited the EWS and the mitigation activities in Gandara and Tarangnan municipalities.

Activity R1.7 – Finalize with DILG a manual on mainstreaming inclusive CBDRR in the Rationalized Planning System – has not been completed at the end of the project and its relevance is also questionable: in fact, a Strategic Plan to Integrate Community-Based Disaster Risk Management (SP-CBDRM) for 2007-2011 was crafted as part of the Partnerships for Disaster Reduction in Southeast Asia (PDRSEA) and a manual was also prepared by DILG in 2007 (*Integrating Disaster Risk Management in Local Governance, a Facilitators' Guide and a Sourcebook for Barangay Disaster Risk Management Training Workshop*). Christian Aid, Coastal Core, BDRC-LC together with Aksyon Klima and other practitioners also developed a toolkit for the mainstreaming of DRR-CCA into development planning and budgeting of local government units, whereas CARE Netherlands prepared a set of DRR-CCA mainstreaming operational guidelines (August 2011). The expertise of Plan acquired in the municipality of San Francisco (Cebu province) could also have constituted a strong reference for the writing of a mainstreaming of inclusive CBDRR in the local planning's manual. Finally, it was mentioned to the evaluator that GIZ was also being involved in a similar activity with the DILG, reinforcing the impression that the development of a manual for the integration of CBDRR into local planning should be critically discussed and coordinated among key stakeholders in the country.

Unfortunately, the relevance of activity R1.7 couldn't be properly assessed during the evaluation as the evaluator couldn't meet with the DILG. The need for updating and consolidating the previous manual/ guides/ toolkits for the integration of CBDRR into the local planning must be confirmed, or not, by the DILG: the SUBU partners could facilitate the discussions in a possible follow-up of the project, including key partners such as GIZ.

1.2. Including the schools

The Key Result 2 was targeting specifically the mainstreaming of DRR/CCA in the Education sector, in line with DepEd Order 55 which is requesting the constitution of the School DRRM Group (also called School DRRM Committee) and the integration of DRR into the School Improvement Plan (SIP). Key result 2 is also in line with section 14 of the DRRM Act which is raising the need of integrating Disaster Risk Reduction Education into the School Curricula (of secondary and tertiary level of education).

At school level, the activities implemented to meet the Key Result 2 were addressing the three areas of the DepEd framework for DRR/CCA mainstreaming (see Fig 5) as the SUBU project was intending to (i) reinforce the School Disaster Management framework with proper planning, (ii) improve the quality of the education around disaster risks with appropriate school lessons material, and shall also (iii) benefit to school safety by integrating DRR into their SIP.

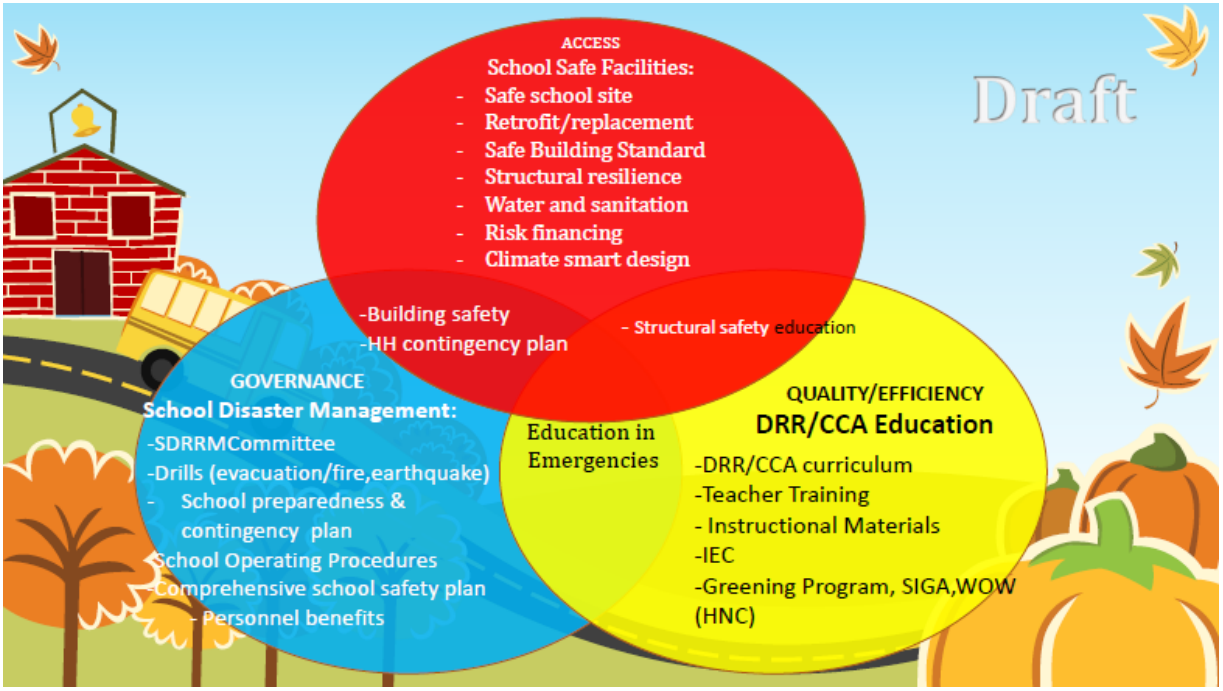


Fig 5: DepEd Framework for Mainstreaming DRR/CCA (source: scoping study on mainstreaming inclusive DRR in schools, SUBU)

Also, the activities undertaken to meet Key Result 2 were complementing from the activities undertaken at barangay and municipal levels under Key Result 1, in particular as the schools are often considered as evacuation centers in the local Contingency Plans. In fact, as the location of the schools is very often close to the sea, rivers, or hills, disaster risks may in that cases be higher if the population is evacuating to the school. Hence, activities at school level shall benefit to the DRRM activities at barangay and municipal level by identifying the risks and reinforcing the safety of the school buildings. This is

> "As the super typhoon Haiyan has shown us, many school buildings are not designed to withstand winds over 250 km/h which means that the school design must be reviewed to be able to serve as safe evacuation centers." (DepEd, division of Samar)

particularly significant in the aftermath of super typhoon Haiyan which destroyed over 600 schools.
One positive output of the work undertaken by Plan in Tarangnan municipality is the foreseen retro-fitting of one old school building of the Elementary school, situated on a small hill, to serve as a safe evacuation center afterwards. The strong cooperation between the municipality and the school is certainly one of the reasons this project is already approved by the mayor which has allocated 200,000 pesos for the school DRRM Plan.

Although not clearly defined in the proposal document, the activities undertaken by the Consortium partners at school level were constituted of the following successive stages:

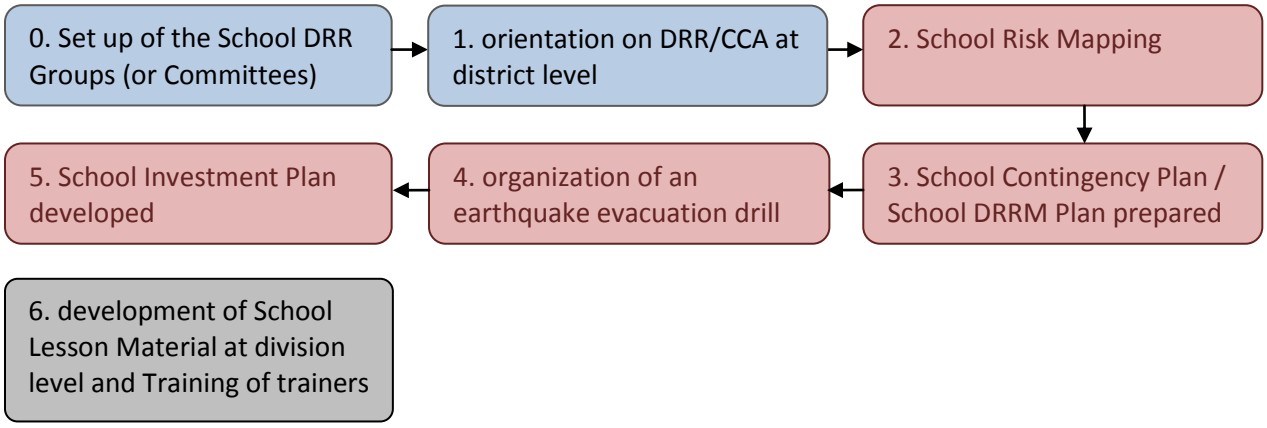


Fig 6: activities implemented with schools (source: evaluator)

Whereas the activities at school level were able to reinforce rapidly the knowledge around disaster risks and are benefiting in the medium term to the safety of the students as well as the teachers (in addition to the safety of the potential evacuees), the activity R2.2 which was targeting the strategic planning of the DepEd DRRMO at national level was maybe too ambitious within the timeframe of the SUBU project and has not been completed. The scoping study (R2.1) and a strategic planning workshop held on 13-14 February, 2013, have supported initial discussions around current gaps and possible opportunities for improving the mainstreaming of DRR-CCA into the Education sector, but the final output (national DepEd strategic plan for the mainstreaming of inclusive DRR) requires additional work.

The consolidation of the 6 consortium partners' experience with 110 schools should facilitate the writing of such Strategic Plan and the SUBU partners should consider compiling the relevant experiences that could support the DepEd DRRMO in the scaling up of DRR mainstreaming at school.

1.3. Supporting information sharing around DRR

One of the main activities under Key Result 3 was the setting up by the DRRNet of a dedicated website which would centralize DRR material. With a project targeting 12 different provinces, such an information sharing tool seems relevant but at the end of the project, it is not clear what the DRRKnowledge website's target public was and what is its added value to the project and to the DRR Mainstreaming process in the Philippines. As the available documents on the website are about DRR in general, it does not seem too different from a website such as the PreventionWeb[6].

[6] http://www.preventionweb.net/english/

As very few municipalities and barangays have access to internet, the first idea is that the primary target public of the website **should be the provincial LGUs**. With that regards, the DRRKnowledge website should contextualize the information available and could in particular provide update on the SUBU activities in each of the 12 target provinces. On another hand, the website should also be able to support the replication of the SUBU activities at provincial level, which means that the SUBU methodology and tools should be made available on the website. This replication can be done by the LGUs but **another group of potential users of the website could be the international NGOs /CSOs in the Philippines** which are engaged in CBDRR or in integrating DRR at school. They could benefit from the SUBU material and also provide feed-back on possible improvements.

At regional level, the project intended to create regional knowledge centers – or regional Hubs – in the 6 target regions, in collaboration with the regional OCD offices. It would be interesting to consider reviewing the role of the regional hubs and discuss what could be their added value in the long term and how it would support the intervention of the PDRRMOs. An obvious output of such regional hubs should be in identifying "who is doing what and where" in DRR, and in highlighting the remaining gaps in preparedness at the province, municipal and barangay level. It could be useful then, if it's considered relevant, to allow partners to upload information on their activities in the 12 target provinces and to share the outputs of their work (risk maps, contingency plans, etc.), and progressively to extend the coverage of the website to other provinces as well.

Due to the unavailability of the national or regional government stakeholders, the sustainability of the DRRknowledge website couldn't be assessed. It would have been relevant to get the point of view of the DILG or of the regional OCD on the possible use(s) of the website and what kind of information could be uploaded.

Ultimately, by contextualizing the information on the website (at regional and/or provincial level), it would also contribute to the needed mapping of the DRR activities which in return would facilitate the coordination of DRRM in the country. This could possibly benefit to the OCD and ensure the sustainability of the website **which remains uncertain at this stage**.

1.4. Mainstreaming of inclusive CBDRR

The integration of inclusive CBDRR in the SUBU activities was specifically supported by Handicap International which was able to provide trainings on inclusive CBDRR to the 5 other SUBU partners at different stages of the project. Specific recommendations were provided by HI on the possible entry points for inclusive CBDRR for the activities undertaken to meet with either KR1 or KR2. By supporting this inclusive approach, it first **allowed the SUBU project to cover the needs of the persons with disabilities** (PWD) which are often more vulnerable to disasters as they might be considered the last – for example for the warning and the evacuation – or could not access to the same services. Moreover, this approach has ultimately **benefited to the quality of the SUBU project's outputs** and it is one of the reasons the SUBU methodology is considered by the beneficiaries as meeting high standards.

The first example of the additional benefit of the inclusive CBDRR approach is the development of the flood Early Warning System (EWS) in Western Samar which included lights and sound for the people with disabilities. The final output is thus answering the specific needs of blind or deaf people but it is additionally addressing the possible scenario of a flash flood which would happen at night time which is why this system is very much appreciated by the barangays' population.

The identification of the PWD houses at an early stage of the Contingency Planning process has also contributed to a more comprehensive Response Plan with specific evacuation activities for the people who need help. The drills were then able to raise the awareness among the BDRRMC Units around the specific needs of the PWDs, which ultimately increased the level of preparedness of the barangays.

Another example is the Small Scale Mitigation (SSM) activity which benefited the Tigdaranao barangay in Western Samar: Plan and HI supported the construction of a ramp for people with disabilities so that they can access the evacuation center (which is under construction) more easily.

CONCLUSIONS – RELEVANCE OF THE PROJECT'S DESIGN

- The activities planned at barangay's level were addressing the requirements of the national DRRM Act but were not properly defined at the proposal stage which on one hand gave a good flexibility to the partners to adapt the project to the respective local contexts but, on another hand, didn't help the consortium partners to progress at the same speed;
- A chronological approach could have been considered for the development of the municipal Contingency Plan and the MDRRM Plan as they should be developed once a minimum number of barangays have already developed their own plans; thus, the activities at municipal level should have been clearly differentiated in the proposal from the activities planned at barangay's level;
- The finalization of a manual on mainstreaming inclusive CBDRR in the Planning System (activity R1.7) has not been completed and its relevance is questionable; the achievement of this activity should rely on a comprehensive review of the existing documentation in the country, and on proper consultation with the DILG as well as with the various partners involved in the mainstreaming of CBDRR in Planning;
- The activities implemented in the Education sector were in line with the DepEd framework for DRR/CCA mainstreaming;
- Additional consultations with the national DepEd DRRMO should be considered for the writing of a sectorial Strategy for the mainstreaming of inclusive DRR (activity R2.2), which has not been completed yet;
- The DRRKnowledge website's added-value and sustainability are unclear at this stage and additional consultations on its possible use(s) are required - in particular with the OCD as the regional offices could possibly take over the management of the website;
- A geographic contextualization of the information on the website could be considered as it would support SUBU's activities and could facilitate at the same time the mapping of DRRM activities;
- The inclusive CBDRR approach supported by Handicap International has benefited to the SUBU activities with an improved quality and a stronger impact of the end-results (Contingency Plans, EWS, SSM);
- The timing of the final evaluation, in the aftermath of super-typhoon Haiyan, didn't allow the evaluator to get the opinions of the national stakeholders on the relevance of the activities R1.7, R2.2 and R3.2 and on the most appropriate way of implementing these activities.

2. Effectiveness of the SUBU intervention

2.1. Activities undertaken with LGUs

At the end of the project:

- All the visited barangays have set up an appropriate structure for DRR and Disaster Response.
- They all have prepared a Disaster Response Plan (contingency Plan) and a DRRM Plan.
- They all tested their response plan either through a drill exercise or during the Haiyan emergency situation.

However, not all the barangays have completed their Small Scale Mitigation activity (especially in CARE area) and some documents still have to be printed and distributed (for example the IEC material for ACF, or the Contingency Plan for CARE barangays in Agusan del Sur). The evaluator was informed that those activities will be completed rapidly.

In general, the intervention at local level has been very effective as barangays and municipalities have been able to implement the DRRM act and to establish the requested structures for DRRM. But the effectiveness of the intervention at local level is not only confirmed by the completion of the CBDRR activities, or by a better understanding of the beneficiaries around the application of the DRRM act: it is also **demonstrated by the actions undertaken by the beneficiaries outside the scope of the project**.

For example:

- ⇨ the municipality of San Antonio (in Nothern Samar) is now willing to integrate DRR-CCA components into their comprehensive Land Use Plan and has plans for prohibiting residential constructions on the shore and for new portions of the circumferential road to be built on higher grounds;
- ⇨ the barangay of San Antonio (ward 1) has purchased with its DRRM Fund a generator after the Haiyan Emergency evacuation to be used in the evacuation center;
- ⇨ the barangay of Tigdaranao (Western Samar) has used its DRRM Fund for a drainage canal that reduces the risk of flooding in the village, and has initiated the construction of an evacuation center on higher ground;
- ⇨ the barangay of Kinawayan (North Cotabato) has already used its DRRM Fund for relocating the school on safer ground.

The SUBU intervention has clearly helped the barangays and the municipalities to better understand their risks and how to use effectively the LDRRM Fund (and especially the 70% targeting the preparedness and mitigation work). The only concern with the implementation of the DRRM Act is that all the various task units set up at barangay level for Emergency Response purpose need to get technical trainings. As per the DRRM Act, the barangay DRRM Committee can be assisted by task units for the different functions of an Emergency response: search and rescue, security, medical, transport, etc. However, most of the BDRRMC members met during the final evaluation stressed their lack of capacity in performing those technical missions in addition to the lack of appropriate equipment. Hence, there is an urgent need of clarifying with the DILG **the minimum knowledge that should be expected from the barangays' task units**.

It is also particularly interesting to note that the involvement of municipalities and provincial DRRMOs made the intervention particularly effective, especially in terms of replication and sustainability.

More specifically:

- ⇨ The PDRRMO in Surigao del Norte has already requested Oxfam's local partner (PDRRN) to replicate the CBDRR methodology in barangays which were not covered by the SUBU project;
- ⇨ The municipality of Arakan (North Cotabato) will replicate the CBDRR activities in all 26 barangays in 2014;
- ⇨ the MDRRMO in Tarangnan is willing to involve its Emergency Response Team (ERT) volunteers in the replication of the inclusive CBDRR activities with all the 41 barangays of the municipality;
- ⇨ The municipality of Talacogon has included the replication of the CBDRR activities in its Action Plan for 2014.

2.2. Reinforcement of the Education sector

At school level, all schools visited during the final evaluation have set up a School DRR Group and have prepared a school response plan as well as a School Improvement Plan (SIP). However, one of the lessons learnt from the project is that the work done at school level is more effective if being properly connected to the activities undertaken with the barangay or the municipality from which the school is depending. In fact, the implementation of the **activities under KR1 and under KR2 could easily been undertaken separately, thus, with little coherence**.

The work done by Plan in Tarangnan municipality and Tarangnan Elementary school is particularly significant as it allowed strong synergies between the two interventions (under KR1 and KR2). At the end of the project, the planned retro-fitting of the old school building is integrated in the municipality DRRM Plan and will benefit to the school activities and to the population as it would be used as an evacuation center in an emergency situation. Another synergy could be considered between barangay/municipality and the school when doing the evacuation drill. Whereas most of the schools tested their response plan for an Earthquake or a fire scenario (as per DepEd order 55), it could have been interesting to consider, when possible, a simulation exercise scenario that associates the barangay/ municipality and the school: the most obvious scenario would be for the risk of tsunami when the school is located on the shore.

Hence, coherence between KR1 and KR2 activities should be ensured at different stages: in risk assessment at barangay and school level, when preparing Barangay DRRM Plan and School improvement Plans, or for example at national level when preparing a manual for inclusive CBDRR mainstreaming in local planning (R1.7) and a national DepEd strategic plan for the mainstreaming of inclusive DRR (R2.2).

At the end of the project, the sustainability of the activities with the DepEd is not yet certain. Additional work is required with the national DepEd DRRMO in order to consolidate the SUBU interventions at school and division levels and to link effectively those interventions to the DepEd national strategy. Additional meetings seem necessary to discuss how the lessons learnt from the SUBU project can support a stronger DRR Mainstreaming in the Education sector and benefit to other on-going or future initiatives.

Philippines launched a new "Safe Schools" campaign with the UN Office for Disaster Risk Reduction (UNISDR) on 21st of November 2013. Under the slogan, "How Safe is Your School?" the programme is designed to raise public awareness and build social demand for safety checks, disaster preparedness, and school education on disaster risk reduction. (Source: UN-ISDR Regional Office for Asia and Pacific)

2.3. Effectiveness of the consortium approach

As a consortium project, the SUBU intervention was requiring an effective coordination between the 6 partners and a strong leadership. This coordination was not clear at the beginning of the project: following a first inception meeting in June 2012, the partners initiated their activities with little communication between each other as it was easier and more effective to work on its own. The coordination could have benefited during the initial phase from **a proper planning of the partners' activities and a more detailed methodology**. This would have allowed the 5 partners implementing activities on the field to progress at a same speed and it would have helped HI to intervene in a timely manner with the respective partners especially with the delivery of the inclusive CBDRR trainings.

PSC meetings were initially organized on a quarterly basis, which again didn't support a strong coordination of the activities, and the hiring of a project coordinator in July 2013 answered this coordination weakness – a year after the starting of the project. Adjustments were done at this time: PSC meetings became more frequent, and minimum common standards were prepared for Key Result 1 and Key Result 2.

A more coordinated consortium approach would also have benefited the project when dealing with the DRR partners such as GIZ. In fact, GIZ was met separately by Oxfam, Plan and Christian Aid, in their respective target areas, when the consortium could have coordinated with GIZ at a national level – which would have benefited in return to the activity R1.7 of the SUBU project (see section 1.1) as clearly, the SUBU consoritum should have initiated discussions with GIZ on what would be the added-value of the inclusive CBDRR mainstreaming manual, and what possible synergies between the two (DIPECHO) projects could be considered.

With regards to the implementation of the activities at sub-national level, the SUBU partners have used two different approaches: working through partnering CSOs or directly implementing the activities (see table 2). While the first approach might be more sustainable as the local partners are able to continue further the activities, the direct implementation seems to be more flexible, and allows the partner to improve the outputs along the implementation process. As noted in section 1.1, the proposal was quite broad and let good flexibility to the partners in the implementation of their respective activities but at the end of the project, not all the barangays are at the same level of preparedness and barangays haven't benefited from the same tools (for example the EW kit or the Contingency Plan poster).

Some collaboration took place between some of the partners: ACF used CARE's drill module and Plan material for the DRR mainstreaming in the Education sector, whereas Christian Aid benefited from Plan's training modules and shared its island resilience expertise with Plan. But **a more systematic sharing of experience between the SUBU partners could have improved the effectiveness of the activities and would have reinforced the consortium approach in general**, despite the two different types of implementation (either through local partner or directly implemented).

Hence, it is disappointing to see that all the innovations provided by the respective partners for the CBDRR and DRR Mainstreaming in the Education Sector work were not used/ shared on a larger scale. The innovative EWS tool developed by Plan in Western Samar could have been used by the barangay San Francisco in Surigao del Norte as this community is prone to floods from lake Mainit. Similarly, the Contingency Plan poster prepared by Christian Aid for its targeted barangays could have been adopted

by all the other partners as it is really helping the response process at local level. The inclusive EW kit could also have been proposed to all the barangays and municipalities targeted by the project.

Also, **some activities could have been implemented in common**: for example, the constitution of common SUBU IEC material would have certainly supported the CBDRM work. ACF and CARE prepared set of IEC material for the typhoon risk (using PAGASA original poster) which they distributed to communities and schools: it would have been judicious to agree with all the partners on a set of IEC material that could be used by all the SUBU partners in their different areas of intervention. A lot of IEC material is already available in the Philippines (for Earthquake, Floods, tsunami, landslides and Typhoons) and an update of the information could certainly benefit the CBDRR work, with the inclusion of the latest information available on Early Warning signal as well as recommendations on what to do for the respective signal levels. The lack of understanding of the Storm Surge risk during the Haiyan emergency is confirming the need of more awareness work at both barangays, and schools level.

Finally, **the consortium could have considered establishing a common budget for some core activities** or for some specific outputs (IEC material, EW kit, t-shirts for the BDRRMC volunteers): this would have limited the impression that each partner was implementing a distinct project. The sharing of costs on some activities, equipment or material, could also benefit to the efficiency of the intervention: the evaluator was informed for example that the PINGON network considered the sharing of costs of logistic and suppliers for the Haiyan emergency response. However, this would have been easier for the SUBU consortium if common activities were determined at the proposal stage.

CONCLUSIONS – EFFECTIVENESS OF THE PROJECT

- The activities implemented with barangays and municipalities have been very effective and there were numerous evidences of beneficiaries adopting or going to adopt appropriate DRRM measures following the intervention;
- One remaining concern at barangay level is the capacity of the Task Units to perform their missions: the effectiveness of the CBDRM activities is hindered by the fact that those task units are not provided yet with appropriate technical trainings which would help them to intervene in an emergency situation;
- To ensure the effectiveness of the activities undertaken with the Education sector, one lesson learnt from the project is the importance of linking as much as possible those activities to the activities targeting with the LGUs and the NDRRMC;
- The consortium coordination wasn't proper enough the first year of the project and this led the partners to progress at very different speeds and interact with key partners mostly in isolation; a proper planning of the activities during the initial phase and a more detailed methodology could be considered to address those gaps;
- Also, a more systematic sharing of experience between the consortium partners could have reinforced the coherence of the consortium approach and would have helped the dissemination of the innovative tools developed within the framework of the project;
- Activities implemented in common (for example in Awareness) and a shared budget for some core activities could have been considered but this has to be agreed at the proposal stage between the consortium partners.

3. Impact and sustainability of the project

3.1. A great mobilization at sub-national level

One positive aspect of the SUBU intervention has been the capacity of the partners to mobilize the target barangays, municipalities and provinces around the various activities implemented. Barangays and municipalities are now better prepared and are able to proactively intervene in case of emergency; this has been demonstrated during the Haiyan emergency situation during which all targeted barangays were able to preemptively evacuate population and several MDRRMOs confirmed that the barangays covered by the SUBU project were reacting better than the other ones.

This mobilization was reinforced by the fact that the project was answering clear needs and was in line with the national requirements. Also, all the DRRM partners interviewed during the evaluation raised the **quality of the SUBU trainings and tools**, and confirmed that those are considered as a reference in all the beneficiary provinces. Finally, the implementation of the activities at barangay level could not have been effective without the communities' proper involvement, as mentioned repeatedly by the MDRRMO staff met during the evaluation. This is one of the key determinants for a successful CBDRM programme.

The school lessons material is now available in "pilot" provinces; and a lot of experience has been acquired by the SUBU partners in integrating DRR into the Education sector. It is expected that with proper linkage with barangay and municipal DRRM activities, the schools will become safer with an increased understanding of the risks and appropriate investments to mitigate them.

Now, in order to get a stronger impact, it is important that **the SUBU methodology and tools are made available as soon as possible for those who want to replicate the activities** after the completion of the project: obviously, the DRRKnowledge website could be used with that regards. The website should also present the achievements of various barangays and municipalities in CBDRR as it could be a good way of motivating the different stakeholders and increase the impact of the project.

> "We would like to know about the experiences of other barangays in DRR as well as in Disaster Response". (Barangay Captain, San Francisco)

On another hand, we may wonder if the level of preparedness acquired by the beneficiaries within the framework of the SUBU project is sufficient enough. All the visited barangays during the evaluation have mentioned that they were happy with the activities provided by the SUBU Consortium but that they were not considering themselves ready for a hazard of a similar magnitude than Haiyan. The project seems to have prepared target barangays and municipalities to the regular medium-level emergencies but the Haiyan disaster has demonstrated that **the country is not prepared enough for the level of risks the communities have to face** – and the required actions that could mitigate those risks (construction of strong evacuation centers, new building codes and standards, proper Land Use Planning, reinforcement of the task units capacities, etc.) might be over the scope of the SUBU project.

Haiyan disaster has clearly highlighted the extreme vulnerability of the Philippines and the need for additional and innovative Disaster Risk Reduction and Climate Change Adaptation activities. It has also demonstrated the need for a stronger involvement of the Government of Philippines, to help LGUs performing their missions, in particular when their capacities are overwhelmed.

3.2. Improving the consortium approach for a wider impact at national level

If we look at the Fig 2, the planned SUBU intervention had a stronger impact at LGU level than at national level: whereas the LGUs were actively mobilized around the SUBU activities, from barangay up to provincial level, the consortium failed in engaging constructively with the NDRRMC. Hence, activities R1.7, R2.2, R3.2 have not been completed and are requiring additional consultations to confirm what shall be the most appropriate output from those activities and ensure the sustainability of the intervention.

The experience acquired within the framework of the SUBU project is significant and should help the partners in identifying the remaining gaps and proposing to the government of Philippines the necessary adjustments/ developments. In fact, this is now particularly relevant to analyze the key gaps in preparedness and the required actions for a more effective DRRM framework in the Philippines as it is coinciding with **the 5th year of the implementation of the DRRM Act**.

There is now (Post-Haiyan) a clear opportunity for the SUBU partners to get involved **in a strong advocacy work** towards the government and potential Donors. Such advocacy work is requiring an effective consortium approach and strong commitment from all the partners around the key priority gaps that should be addressed, for example:

- ✓ The need for a National Typhoon Contingency Plan
- ✓ The need to getting permanent positions for PDRRMOs and MDRRMOs
- ✓ The need to get a new standard design for school buildings
- ✓ The need for technical trainings for the barangay task units
- ✓ The need to get more funds for risk reduction and in particular for mitigation work…

CONCLUSIONS – IMPACT OF THE PROJECT

- ❖ The involvement of municipalities as well as provincial DRRMOs has been decisive in the success of the activities undertaken with barangays, in particular for ensuring the replication of the SUBU activities;
- ❖ To ensure a proper replication of the activities and their sustainability, it is necessary to consolidate the SUBU methodology and tools and make them available to interested partners, possibly on the DRRKnowlege website;
- ❖ Additionally, lessons learnt from the SUBU project, good practices, methodology and tools should be shared and made available to all;
- ❖ The expertise acquired at sub-national level within the framework of the project shall be consolidated and presented to the NDRRMC for a possible follow-up;
- ❖ Agreement and commitment of the consortium partners around key priority activities at national level – that would address remaining gaps in DRRM – shall help engaging further with the NDRRMC, as the process of recovery from Haiyan is going to coincide with the 5th anniversary of the DRRM Act.

Part 3: lessons learnt and recommendations

This part summarizes findings from the SUBU project's final evaluation and proposes strategic recommendations to the Consortium partners.

1. Main findings of the evaluation

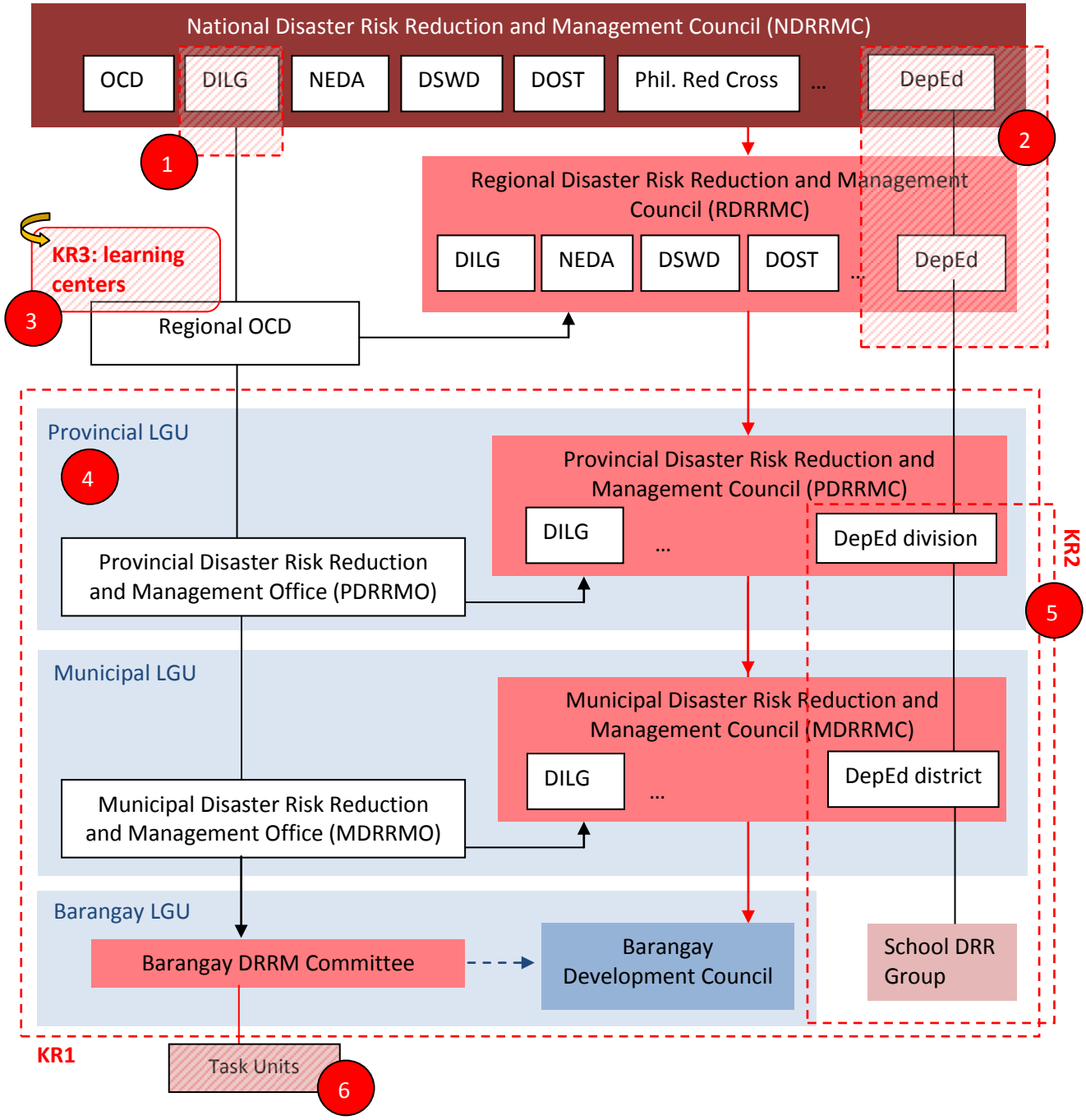


Fig 7: SUBU evaluation's key findings

The figure 7 is highlighting the following key findings of the evaluation and is reflecting as well on the main limitations of the initial planned intervention:

1. The development of a manual for mainstreaming inclusive CBDRR in local planning, involving the DILG at national level (R1.7), was not completed at the end of the project and its relevance is questionable with regards to the number of similar existing documents. The non-completion of this activity is also highlighting the difficulty of the SUBU consortium in engaging with the NDRRMC;

2. Similarly, the activities targeting the national DepEd DRRMO (R2.2 and R2.4) were not completed at the time of the final evaluation and still require some follow-up work;

3. The DRRKnowledge website (activity R3.2) must be reviewed and its possible added-value for the DRRM framework in the Philippines should be discussed with the regional OCD and provincial DRRMOs; the role of the OCD in managing the regional hubs (or learning centers) is not yet clear nor sustainable and the contextualization of the information centralized on the website could be considered for addressing these gaps;

4. The SUBU project has been answering key needs at LGU level and the involvement of provincial and municipal DRRM actors made the activities targeting barangays very effective[7]; moreover, the SUBU partners have been able to apply an inclusive DRR approach at community level, with the proper consideration of the needs of the Person With Disabilities (PWD) and the SUBU tools and outputs at barangay level were considered of high standards; finally, the SUBU partners were able to replicate or to initiate the replication of the activities in the targeted provinces and this is highlighting the appropriateness of the SUBU work at LGU level.

5. The evaluation has additionally identified the need for a strong coherence between KR1 and KR2 for a proper effectiveness of the activities implemented with the education sector, and in particular at school level;

6. Finally, the task units – although not specifically mentioned in the initial SUBU proposal – still need additional support to be able to perform effectively their missions, as per the DRRM law; the minimum knowledge that should be delivered to the task units should be discussed with the DILG at national level.

More generally, the evaluation has also highlighted the difficulties of working in a consortium of 6 partners with different approaches and expertise. A minimum preparatory work and a stronger methodology and planning were lacking at the beginning of the intervention. On one hand, the broad design of the activities provided good flexibility for the respective approaches at province level, but it also led to an unequal level of implementation with some partners left behind. A stronger coordination of the consortium with a more systematic exchange of experiences between the partners could have helped engaging more effectively with the national level and ensure the replication of the SUBU methodology at a wider scale.

[7] This is one Good Practice of the SUBU project which should be clearly documented during the needed consolidation of the SUBU methodology; the evaluation is highlighting this practice in Annex 7.

2. Immediate recommendations

In the short term, it is necessary for the SUBU partners to consolidate the SUBU methodology and tools, and to compile relevant case studies. It was suggested by the DRRM stakeholders involved in the implementation of the activities that the consortium partners make the SUBU material user-friendly and adapted – if possible – to the local context; a manual for inclusive CBDRRM into local planning could be considered with the inclusion of appropriate case-studies to provide concrete examples of the work done at municipality/ barangay/ school levels, and the *Integrating Disaster Risk Management in Local Governance, a Facilitators' Guide and a Sourcebook for Barangay Disaster Risk Management Training Workshop* could serve as a model. The methodology should clearly differentiate the activities implemented at barangay level from activities implemented at municipal level and a chronological approach could be considered. Finally, the content of the manual for inclusive CBDRRM into local planning should be discussed properly with DILG and concerned national stakeholders.

Hence, once the consolidation work is completed, the SUBU partners should organize an exit meeting with the DILG and the national DepEd DRRMO to discuss what has been achieved and what are the main lessons learnt and possible constraints identified during the implementation of the project.

It would also be appropriate to consider reorganizing the DRRKnowledge website in order to support the scaling up of the CBDRRM activities and the Mainstreaming of DRR into education sector. Contextualization of the DRR information available on the website should be considered as it would also address the need of mapping DRR activities at field level. This work could be done **after discussion with the DILG and the national DepEd DRRMO** as it could ensure the sustainability of the website if its use is linked to the NDRRMC priorities and needs. Since there was no one from the consortium partner manning the website during the project, it would be necessary to consider in a possible follow-up of the work the hiring of a full-time staff that could assist the improvement of the website, and that would support the updating of information and education materials.

3. Medium term recommendations

In the medium term, the SUBU partners should continue to use the SUBU methodology and tools in any other activities and **in particular in the Haiyan recovery interventions**. It is a great opportunity to support the affected provinces in mainstreaming DRR into the next development plans and the comprehensive land use plans. Moreover, the preparation of Emergency Response plans could make good use of the lessons learnt during the immediate and relief phases after Haiyan.

If there is a second phase for the SUBU project, it would be strategic to minimize the work done at barangay and municipal levels and rather put an emphasis on the work undertaken at provincial and regional levels. This would strongly benefit the scaling up of the activities and would also allow the SUBU partners to focus more on the development of strong advocacy documents that would address the main remaining gaps in the national preparedness.

In fact, whereas 2014 will potentially see the phasing out of DIPECHO intervention in the Philippines, it will be coinciding with the 5th year of the DRRM Act and with the preparation of the new Hyogo Framework for Action. In the aftermath of the second deadliest emergency situation in the Philippines, it seems important to contribute actively to the reinforcement of the DRRM framework in the country and

to capitalize on all the work done in the 76 barangays, in 38 municipalities, and in the 110 schools within the framework of the SUBU project. It is expected that such national advocacy work would benefit from a stronger consortium approach.

4. Recommendation for future Consortium arrangements

In order to reinforce the consortium work in a possible follow up of the SUBU project, it is important to clearly determine the activities that will be undertaken within the framework of the project at the proposal stage. Then, clear planning of the activities (for example a quaterly planning schedule) should be determined at an early stage of the implementation and partners must stick to it so that it is not hindering the work done by each partner. There should be also a clear definition of roles and of the respective expertise that would contribute to the consortium work, to increase the impact of the consortium work in building resilient communities.

Strong mechanism for sharing experience and exchanging information around the outputs of the different partners should also be identified: either with more frequent PSC meetings, exchange visits between partners on the different target areas, or through the website itself.

In terms of funding, some common activities could be funded directly (preparation of dedicated IEC material, purchasing of EW kits for all the target areas, etc.). Having a common budget for core activities might provide a stronger “consortium spirit”.

The SUBU methodology and tools have been well received by the beneficiaries and are considered as strong reference for the CBDRR activities and the mainstreaming DRR in the education sector. The partners should now capitalize on this first project and reinforce their collaboration for a common objective: make sure that the communities at risk are prepared and are able to act when facing a potential disaster situation. As the country is one of the most disaster prone in the world, the relevancy of a new consortium approach is clear and would benefit from all the work done during the implementation of the SUBU project.

Finally, it appears that **a strong commitment of the respective partners** for a coordinated approach is required. Proper planning and detailed methodology, in addition to shared budget and activities, will not replace the necessary mind shifting in the respective organizations that is required for working as part of a consortium.

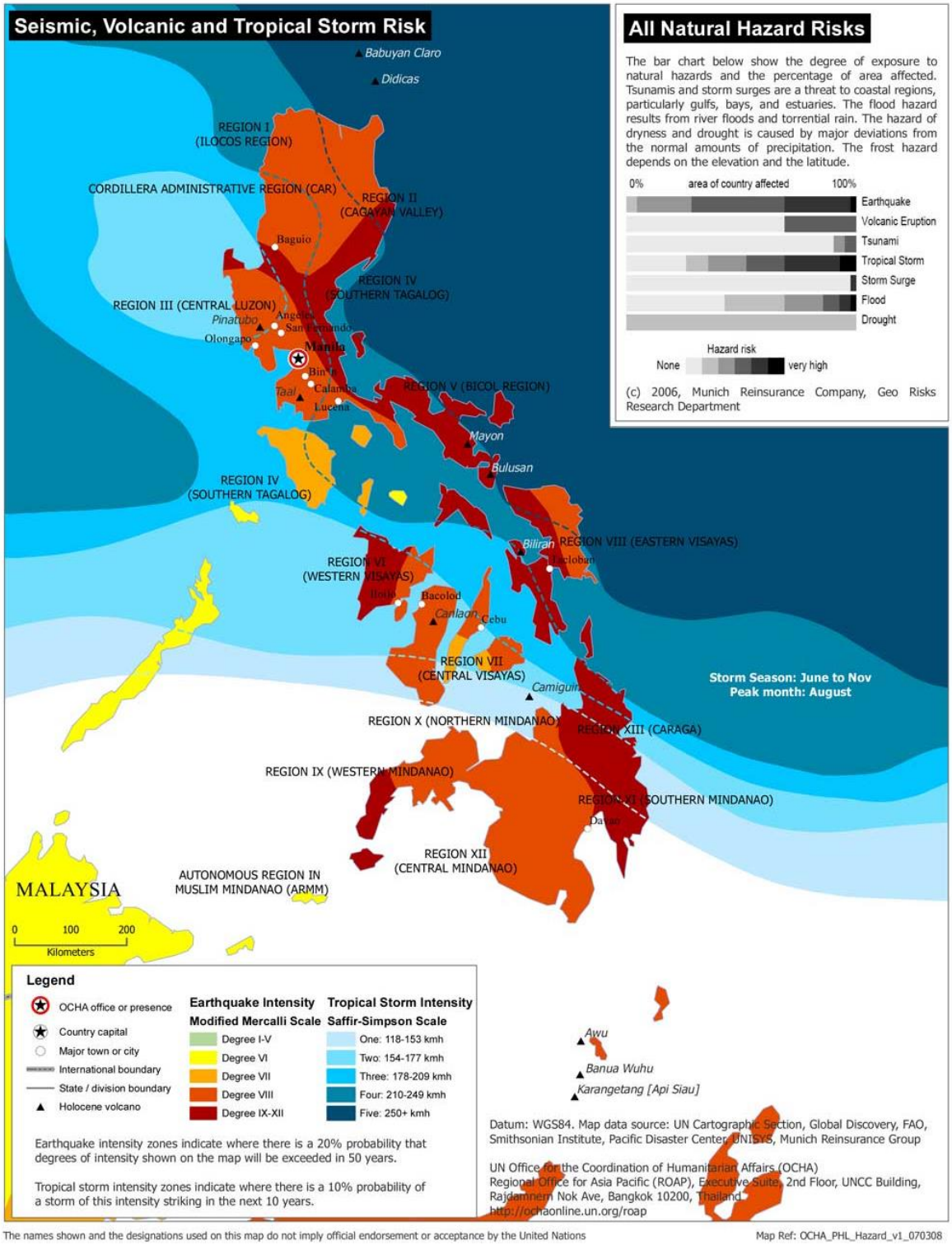
References

- ✓ Republic Act No. 10121 known as the “Philippine Disaster Risk Reduction and Management Act of 2010”;
- ✓ National Disaster Risk Reduction Management Plan (NDRRMP);
- ✓ National HFA implementation progress report (2009-2011);
- ✓ Monitoring and reporting progress on Community Based Disaster Risk Management in the Philippines (ADPC, 2008);
- ✓ Lessons learnt from Typhoon Bopha Response (OCHA);
- ✓ Sitreps from super-typhoon Haiyan Response (OCHA);
- ✓ Integrating Disaster Risk Management in Local Governance, a Facilitators’ Guide and a Sourcebook for Barangay Disaster Risk Management Training Workshop (DILG);
- ✓ Report on Institutional and Policy Landscapes of Disaster Risk Reduction and Climate Change Adaptation for the Philippines (UN-ISDR, Sept 2010);
- ✓ What We Know About Collaboration: the ECB Country Consortium Experience.

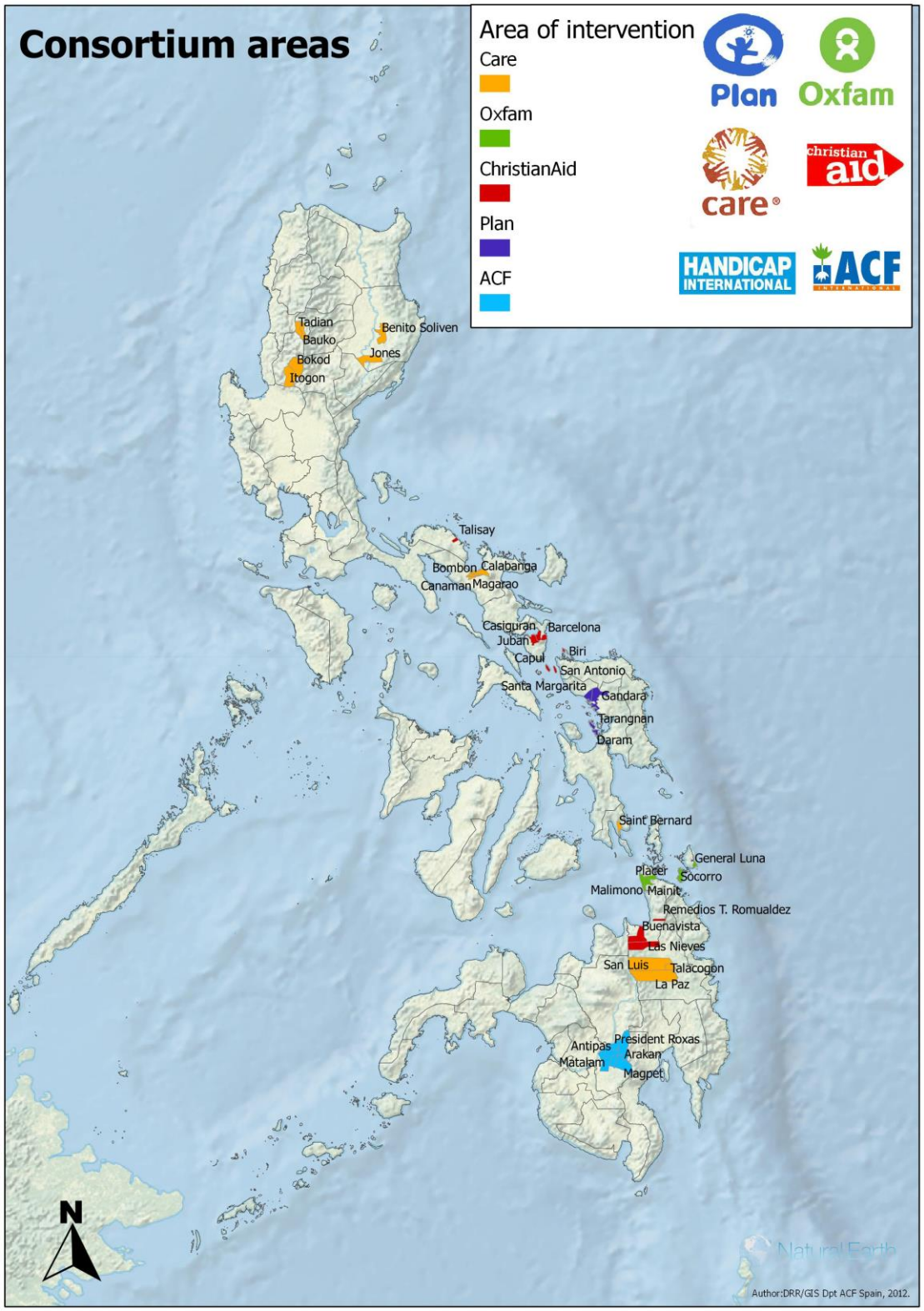
Moreover, the following project’s documents were reviewed:

- ✓ SUBU - DIPECHO proposal and DIPECHO interim report;
- ✓ SUBU - quarterly reports (July 2013, September 2013);
- ✓ SUBU – basic minimums for KR1 and KR2;
- ✓ SUBU - Contingency Plans and Disaster Risk Reduction & Management for San Antonio barangay;
- ✓ CARE Netherlands Manual for the integration of CBDRR in LGU development plan;
- ✓ SUBU - DepEd Scoping study (activity 2.1);
- ✓ SUBU - Draft DepEd DRRMO strategic plan (activity 2.2);
- ✓ Handicap International inclusive CBDRR indicators.

Annex 1: risk map



Annex 2: map of SUBU targeted areas



Annex 3: program of the SUBU external evaluation (field work)

1st week	18/11/13	Travel Bangkok – Manila			
		09:00	ACF	Elyn Fernandez	Consortium coordinator efernandez@ph.acfspain.org
				Raphael Laguesse	ACF Spain rlaguesse@accioncontraelhambre.org
	19/11/13	*Document review*			
	20/11/13	10:00	CARE	Mayet Alcid	ACCORD executive director mayetlupigalcid@gmail.com
		13:00	Oxfam	Sabyte Lacson & Annie Calma	EPaguio@oxfam.org.uk msantoalla@oxfam.org.uk
		17:00	DRRNet	Adelina Sevilla Alvarez	Lead convenor gsevilla.alvarez@gmail.com
	21/11/13	*Document review & inception report writing*			
	22/11/13	10:00	Handicap International	Edith van Wijngaarden & Jenny Lyn Hernandez	Program Director program_director@handicapinternational.ph Project manager pm_drr@handicapinternational.ph
		13:00	ECHO	Arlyn Aquino	Programme Officer Arlynn.Aquino@echofield.eu
	23/11/13	*Document review*			
	24/11/13	Travel to Surigao (Region XIII) + meeting with PDRRMO (Surigao del Norte)			
2nd week	25/11/13		Visit to Oxfam area: barangay San Francisco in Mainit municipality, and barangay Panhutongan in Placer municipality;		
	26/11/13		Visit to CARE area: barangay Don Alejandro in San Luis municipality, and meeting at Talacogon municipal hall;		
	27/11/13	Travel to Davao city			
	28/11/13	7:00	trip to kidapawan city and meeting with PDRRMO North Cotabato; field visit to barangay Datu Agod (Antipas municipality) with MDRRMO & meeting with mayor - ACF		
	29/11/13	8:00	travel to Arakan municipality, meeting with MDRRMO and mayor + visit of barangay Kinawayan - ACF		
	30/11/13	Travel back to Manila			
	01/12/13	*Writing of draft report*			
3rd week	02/12/13	Travel to Catarman (Region VIII)			
		7:00	visit of barangay San Pedro & barangay Kaoswagan + meeting with MDRRMC Biri - CA		
	03/12/13		Meeting with MDRRMC San Antonio Municipality + visit to the barangay ward 1 & barangay Pilar - CA		
	04/12/13		Visit of barangay Concepcion (in municipality of Gandara) + FGD with DepEd division of western Samar & PDRRMO - Plan		
	05/12/13		Visit of barangay Tigdaranao in Tarangnan municipality + meeting with MDRRMO of Tarangnan		

	06/12/13	Travel back to Manila	
		13:00	Presentation of the evaluation's first findings to Consortium partners
		Travel Manila - Bangkok	

Annex 4: Questionnaire used for the field visits

MDRRMC / BLGU / school name: Province / region: Estimated population / students:

1. What are the main disaster risks in the your municipality / barangay / school ?

2. What do you think should be the priority action in your municipality / barangay / school to reduce the risks of disaster ?

3. Have you been involved with the SUBU project in :
   ☐ PVCA ☐ preparation of Contingency Plan (including EW) ☐ identify safe area
   ☐ drill exercise ☐ writing of DRRM Plan ☐ Small Scale Mitigation activity

   For school:
   ☐ set up of school disaster risk reduction and management councils (SDRRMCs)
   ☐ preparation of School Improvement Plan (SIP) ☐school drill
   ☐ writing of School Action Plan

4. Was inclusive CBDRR mainstreamed in the activities?

5. What training and IEC material were provided to you?

6. Are you aware of the DRRNet website ?
   If yes, what do you think of the website ?
   If no, what would you expect to find on such website?

7. Have you integrated any DRR action in your local development Plan ?

8. In general, do you consider that the SUBU project has helped your municipality / barangay / school to be better prepared to disasters ?

9. What would you recommend for a possible follow up of the project?

10. <u>In the aftermath of super-typhoon Haiyan</u>, do you think that your barangay / municipality / school was ready to cope with the impact of such hazard ?
    If no, what do you think are the main limitations today for reinforcing DRRM capacities at sub-national and national levels ?

Annex 5: evaluation matrix

	Evaluation question	How judgement formed	Likely sources
Design/effectiveness of the project	Are the SUBU activities relevant in the context of the Philippines and in particular the country's DRR framework?	Evidence of the vulnerability of the target barangay and main analysitic documents on DRR in the Philippines	Main DRR documents for the Philippines; other DRR Projects' documents; field visit in target municipalities
	Are the activities implemented in line with the initial SUBU proposal?	Comparison of the activities implemented and the single form document.	SUBU single form; logical frameworks of the SUBU partners; Quaterly reports; field visit
	Are the activities completed and the final outputs answering the expected objectives?	Evidence of the reduction of risks and the appropriation of the proposed activities	Field visit; quarterly reports; meeting with consortium partners and DRR stakeholders
	Are the activities sustainable?	Evidence of the capacities of LGUs to replicate activities	Field visit; quarterly reports; meeting with consortium partners and DRR stakeholders
Consortium approach	Are the activities of the respective consortium partners coherent?	Comparison of the respective activities undertaken by the consortium partners	Field visit; meeting with consortium partners; quarterly reports
	Have the consortium partners been able to support each other during the project?	Identification of areas of possible partnerships and of the respective strengths of each consortium partner	Field visit; meeting with consortium partners; quarterly reports
	Has the consortium been able to engage with national and international partners in a coordinated manner?	Evaluation of the respective engagements of the national and international partners	Field visit; meeting with consortium partners; discussion with DRR partners; quarterly reports
	Are there any outputs reflecting a consortium work?	Evidence of Consortium common outputs	Field visit; meeting with consortium partners; quarterly reports; reading of documents developed by SUBU
	Were there any limitations/ constraints for working as a consortium?	Evidence of limitations and constraints during the implementation of SUBU	Field visit; meeting with consortium partners; quarterly reports;

Recommendations/ lessons learned	Was SUBU able to contribute to the replication/ expansion of CBDRR in the Philippines?	Evidence of replication mechanism in place at regional/ provincial/ municipality and barangay levels	Field visit; meeting with consortium partners; quarterly reports;
	What are the possible improvements for the Consortium DRR activities?	Evaluation of remaining needs in DRR at all levels	Field visit; meeting with consortium partners; main DRR documents in the Philippines
	How Haiyan may highlight benefits of preparedness activities at local level or confirm remaining gaps in current preparedness in the Philippines?	Gaps highlighted by the disaster situation in Samar and Leyte islands	Field visit to Plan affected area; discussion with DRR actors; Situation reports for Haiyan response

Annex 6: pictures

Barangay Risk Map (Surigao del Norte)

Barangay hazard map for Tigdaranao (Western Samar)

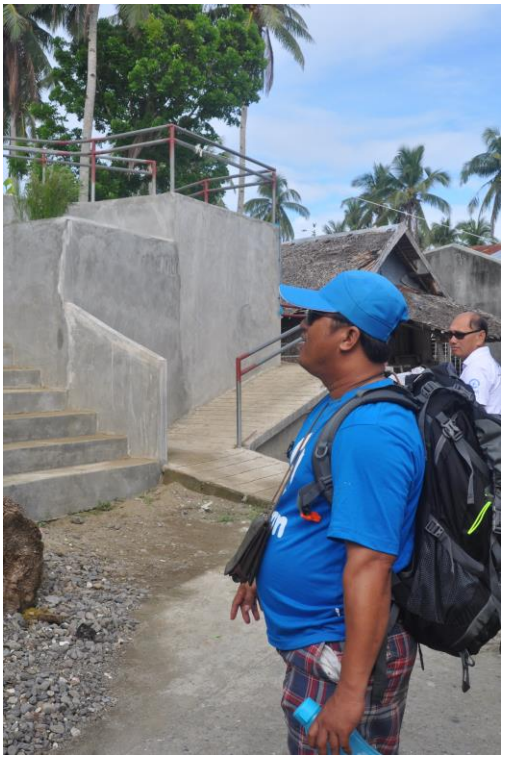
BDRRMC t-shirt in Datu Agod (North Cotabato)

BDRRMC t-shirt in barangay Pilar (Nothern Samar)

Inclusive EW Kit

Contingency Plan poster in barangay San Pedro (Nothern Samar)


Flood EWS in Concepcion (Western Samar)


Inclusive SSM in Tirigdanao (Western Samar)

Annex 7: Good Practice

Title of Best Practice	Ensuring the sustainability of the CBDRM activities by involving the provincial and municipal
Innovative Features & Key characteristics	A systematic involvement of the Provincial DRRMOs and the Municipal DRRMOs through the different stages of the intervention (orientation, contingency planning, drill exercises) is supporting the smooth implementation of the activities in the target barangays (2 per target municipalities), and can also facilitate the ownership of the methodology and the tools for possible replication work after the project is completed. The quality of the trainings and tools provided by the SUBU partners, their relevance and the time taken for delivering this support in each respective provinces has also benefited to the motivation of the beneficiaries to get involved with the project activities. At the end of the project, several PDRRMOs and MDRRMOs met during the evaluation have confirmed their plan for replicating the CBDRM activities in priority municipalities and barangays.
Practical/Specific Recommendations for Roll Out	The SUBU methodology need to be consolidated with a clear sequence of activities, with simplified and user-friendly training modules, easily accessible to the LGUs involved in building capacities and implementing the DRRM law. The DRRKnowledge website should provide an access to the SUBU tools and methodology: international and national DRR stakeholders could be some of the users of the website. The website could also provide regular reporting on the use of the SUBU tools and methodologies in the different target provinces which would facilitate the mapping of the CBDRRM activities in the country and also motivate the use and ownership of the project's outputs by getting concrete examples of the work done at field level.

Annex 8: SUBU External evaluation - DAC table

Criteria	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact				x		Whereas the impact of the project at barangay and municipal level is extremely positive with a great ownership over the activities undertaken, the lack of engagement of the national stakeholders is hindering the replication and the continuity of the work undertaken within the framework of the project.
Sustainability			x			In order to ensure the follow-up of the activities, it is necessary to consolidate the SUBU methodology and tools and make them available to interested partners, possibly on the DRRKnowlege website; additionally, lessons learnt from the SUBU project and good practices, should be shared with the NDRRMC and with all concerned partners for stronger involvement of the national authorities.
Coherence				x		During the first year of the project, the consortium was not working properly, with a lack of communication between the partners. The hiring of a consortium coordinator improved afterwards the coherence of the activities, with for instance the establishment of minimum common standards.
Coverage			x			The difficulties faced by the SUBU partners in engaging the main DRM national actors and the weaknesses of the DRRKnowledge website didn't provide the widest coverage expected from the consortium project.
Relevance/ Appropriateness					x	The SUBU activities at sub-national level were highly relevant with regards to the level of disaster's risk in the Philippines and were in line with the national DRM law. The on-going or planned replication of the SUBU activities by the LGUs and the inclusion of DRR/CCA in the local development planning is illustrating the appropriateness of the intervention.
Effectiveness				x		The activities implemented with barangays and municipalities were very effective and there are numerous evidences of beneficiaries adopting or going to adopt appropriate DRM measures following the intervention; one remaining concern at barangay level is the capacity of the Task Units to perform their missions.
Efficiency			x			The consortium coordination wasn't efficient enough the first year of the project and this led the partners to progress at very different speeds and interact with key partners in isolation; this was finally addressed with the hiring of a consortium coordinator.