



EVALUATION SUMMARY

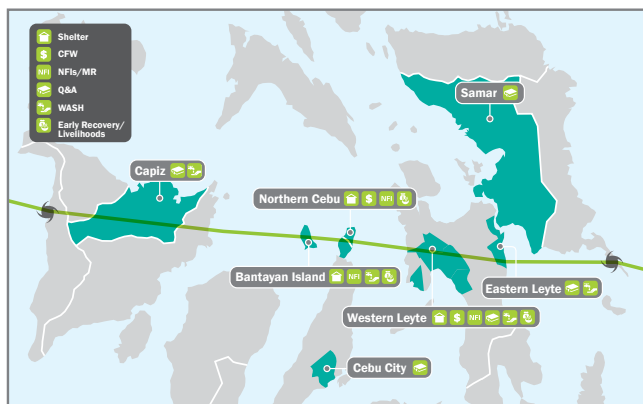
PHASE II TYPHOON HAIYAN EMERGENCY RESPONSE PROGRAM

Lutheran World Relief (LWR) commissioned TANGO International to independently evaluate the recovery phase (Phase II: August 2014 – October 2016) of its Typhoon Haiyan Emergency Response Program (HERP) and provide recommendations for future LWR emergency responses. TANGO conducted its field evaluation of the second phase of HERP in September – October 2016 in Cebu and Leyte.

PROJECT SUMMARY

After assessing the needs of Haiyan-devastated communities, LWR planned the multiyear HERP with the goals of supporting sustainable recovery and rebuilding people's livelihoods in affected barangays (villages) in Cebu and Leyte. Phase II of HERP aimed to contribute to Haiyan-affected populations' sustainable recovery through the rebuilding of livelihoods as well as through the improvement of community resilience to future disasters. Phase II interventions, implemented both directly and through local partner Philippine NGOs, included livelihood diversification, increased production and improved livelihood resilience interventions for coconut farmers and fisher folk. Funded by ACT Alliance, the Evangelical Lutheran Church of America, the Conrad N. Hilton Foundation and individual donors, LWR implemented Phase II with its local partners KAMMPIL and Tambuyog Development Center, Inc. (TDC), reaching more than 5,000 Haiyan-affected families.

LWR PROJECT MAP



Lutheran World Relief
SUSTAINABLE DEVELOPMENT. LASTING PROMISE.



Marice Nepangue is the hog meat team leader for the Kaongkod Fisherfolk Association (KAFA) in Barangay Kaongkod, Madridejos, Bantayan. She is the mother of 3 children.

EVALUATION METHODOLOGY

The TANGO evaluation team (ET) used a mixed-methods approach to collect and analyze quantitative and qualitative primary and secondary data. Primary data was collected through household surveys, key informant interviews (KIIs) and focus group discussions (FGDs) with beneficiaries, other community stakeholders and HERP staff. The main secondary data sources were internal and external program reports and year three outcome monitoring data. The ET worked to capture a broad range of stakeholders input, using appropriate purposive qualitative sampling to ensure a cross-section of diverse beneficiaries engaged in program activities.

The evaluation team applied a resilience analysis lens to the assessment of program outcome results and their contributions to the program goal. Additionally, the ET included a specific assessment of underlying internal and external factors that influenced the overall program experience.

Several factors influenced the design, implementation and results of the evaluation, including the following:

- The monitoring data and documentation from implementing partners was of varying quality and quantity;
- Due to the large number of program sites and staff members included in HERP, the ET along with LWR had to prioritize which areas and staff to visit;
- Program design was not yet finalized when the baseline study was conducted; therefore, questions were administered more broadly at the baseline than during the endline study, possibly increasing the chance of measurement error.

SUMMARY OF FINDINGS

APPROPRIATENESS OF PHASE II

The ET considered the combination of HERP II outcomes to be appropriate and suitable to address short-term livelihood recovery while strengthening adaptive capacity over the longer term and meaningfully contribute to HERP's goal. For community capacity in livelihood resilience (Outcome 3), the combination of activities was appropriate to achieve the expected outcome, with the assumption that all activities included sufficient emphasis on livelihood resilience in addition to protecting human lives. The focus on strengthening community leadership and organization around disaster risk reduction was highly appropriate for improving community resilience. LWR HERP II did an excellent job selecting activities that expand access to highly relevant technologies and services in the target areas, i.e. the introduction of automated weather stations and climate information centers and facilitation of linkages with insurance providers.

The scope of HERP II activities selected to achieve Outcomes 1 and 2 was too limited. Project activities focused mainly on the provision of capital inputs and basic training to diversify household livelihood strategies and strengthen primary livelihoods. This combination is appropriate for immediate livelihood recovery but insufficient to achieve the diversified and improved livelihoods without complementary interventions such as establishing access to continuous technical support, coaching for new productivity techniques, governance initiatives to mobilize local support and foster collaboration among beneficiaries, access to sustainable finance and market assessments to inform value chain investment.

PHASE II RESULTS

OUTCOME 1: Disaster-affected fisher folk and small coconut farmer households increase livelihood diversification to improve resilience to shocks and stresses.

The program was partially successful in establishing diversified livelihoods, with better results achieved with coconut farmers than with fisher folk. KAMMPIL has made good progress in promoting horticulture adoption. The ET found that fisher folk did not adopt program-supported livelihood diversification strategies at the same rate as coconut farmer households. Compared to coconut farmers, fisher folk indicated a less urgent need for an alternative non-fishery livelihood activity to meet household food and income needs after the disaster. While all beneficiaries interviewed indicated a strong appreciation for the support the project provided, the majority of fisher folk were able to resume some type of fishing activities within 1-2 months following Typhoon Haiyan, which essentially provides a shorter window of relevance (or, in other words, opportunity) for a demand-driven introduction of an alternative livelihood activity.¹

Table 1: Outcome 1 household survey results

	Point Estimate			Sample Size	
	Baseline	Endline		Baseline	Endline
OUTCOME 1: Disaster-affected small coconut farmer households increase livelihood diversification to improve resilience to shocks and stresses.					
Indicator 1.1: Percentage of households with diversified income sources (3 or more)					
Total	35.0	47.5	***	1362	1488
KAMMPIL	33.0	74.1	***	646	721
TDC	36.1	24.2	***	716	767
Indicator 1.2: Percentage of households who practice project supported improved practices/techniques (intermediary outcome indicator)					
Total	n/a	39.8	n/a	n/a	1488
KAMMPIL	n/a	62.0	n/a	n/a	721
TDC	n/a	20.3	n/a	n/a	767
Difference from baseline value is statistically significant at the 10% (*), 5%(**) or 1%(***) levels					

1 The project assumption is that the recovery need is the catalyst for longer term livelihood diversification.



Eduardo Campos is a 46 year old fisherman, who belongs to the Nakasama Fisherfolk Association in Barangary Naungan, Ormoc City, Leyte. He lost all of his fishing gear in Typhoon Haiyan, but HERP replaced his lost gear, got him fishing again quickly, and helped his association develop additional sources of income, like fish cages.

OUTCOME 2: Disaster-affected fisher folk and small coconut farmer households increase productivity from primary livelihoods to improve resilience to shocks and stresses.

The program was partially successful in strengthening the primary livelihoods of fisher folk and coconut farmers. Progress was made in strengthening productivity but value chain results were not yet evident at the time of the evaluation. In general, more than half of the coconut farmers adopted production practices promoted by the project, which indicates good potential that these farmers' future production will likely increase. Adoption rates of improved productivity techniques for fisher folk were lower than for the coconut farmers. Interviews with beneficiaries indicate that the promotion of fish aggregating devices and the distribution of appropriate gears has had nominal effects on fish catch. In part, this was because most fisher folk had already recovered their equipment and were already able to maximize their catch when the project inputs were provided. However, many fisher folk stated that the input provisions combined with the orientation received from TDC on fishing zones and the negative impacts of illegal fishing practices convinced them to adopt and even promote sustainable fishing practices. The project activities to promote adoption of improved marketing techniques were not successful. Interviews with beneficiaries, project staff and stakeholder indicate this is a

Table 2: Outcome 2 household survey results

		Point Estimate		Sample Size	
		Baseline	Endline	Baseline	Endline
OUTCOME 2: Disaster-affected small coconut farmer households increased productivity from primary livelihoods to improve resilience to shocks and stresses.					
Indicator 2.1a: Percentage of households adopted improved productivity techniques promoted by the project					
Total	n/a	34.2		n/a	1548
KAMMPIL	n/a	55.1		n/a	769
TDC	n/a	14.8		n/a	779
Indicator 2.1b: Percentage of households have adopted improved marketing techniques promoted by the project					
Total	n/a	9.0		n/a	1360
KAMMPIL	n/a	7.6		n/a	695
TDC	n/a	10.3		n/a	665
Difference from baseline value is statistically significant at the 10% (*) , 5%(**) or 1%(***) levels					

direct result of insufficient program resource and time allocation to this project intervention. Program business interventions were started too late and did not yet have sufficient supply and market linkages developed to demonstrate potential for success at the time of program completion.



SUSWEFAS is a fisher folk association with 20 members, 14 of which are women. LWR built their fish drying facility and the necessary fish drying equipment, which is solar powered. They now sell the dried fish in several markets, and they are coming up with new plans to expand their business



Fisher folk harvest fish from one of their association's fish cages.

OUTCOME 3: Communities have improved absorptive and adaptive capacities in livelihood resilience.

The project met its output targets, but the combined outputs did not fully achieve the expected outcome. The Barangay Disaster Risk Reduction and Management Committees (BDRRMC) were active at the time of the evaluation, mainly due to the intense work of the project to complete the delayed Outcome 3 activities before the end of the project. However, beneficiary interviews show that the BDRRMCs had not yet reached community households with the capacity and information instilled by the project. The program observed an increase from 34.8% to 69.1% in the proportion of households aware of the contents of disaster management plan and households which cite they are 'fully prepared' if another typhoon were to happen in the near future. However, interviews with beneficiaries indicate this refers mainly to early warning and evacuation routes to save the lives of their family members, which was a priority for them after the devastating impact of Haiyan. Beneficiaries indicated that the project had done little to improve their capacity to reduce the risk of disaster impact on their livelihoods.

Table 3: Outcome 3 household survey results

	Point Estimate			Sample Size	
	Baseline	Endline		Baseline	Endline
OUTCOME 3: Communities have improved absorptive and adaptive capacities in livelihood resilience.					
Indicator 3.1: Number of barangays with active BDRRMCs (per project documents)					
Total	n/a	45	n/a	n/a	45
KAMMPIL	n/a	30	n/a	n/a	30
TDC	n/a	15	n/a	n/a	30
Indicator 3.2: Percentage of households that report social coherency at community level ²					
Total	17.0	5.6	***	1362	1488
KAMMPIL	13.1	3.8	***	646	721
TDC	19.3	7.2	***	716	767
Difference from baseline value is statistically significant at the 10% (*) , 5%(**) or 1%(***) level					

2 A household is counted if they cite a 'positive' trust response to each of the three community trust questions.



Coconut farmers participating in HERP's livelihood activities establish a coconut tree seedling nursery.

The main purpose of the project activities with community-based organizations (CBOs) was to promote community groups as a way to strengthen social cohesion, which current research shows is a key determinant of absorptive and adaptive capacity. Interviews with beneficiaries and project staff show that the group work has strengthened the level of communication and coordination among households involved in project activities. The CBOs are now an effective transfer modality for relief and recovery assistance, and the foundation for a community social safety net is in place. Despite this, the communities displayed a decrease in social trust due to, in varying degrees, the following: people had to rely more heavily on others immediately after the typhoon (when the baseline data was measured); some thought others in the community could not be relied upon as consistent support providers; many prioritized self-sufficiency over relying on the goodwill of others.

“Over the course of Phase II, the percentage of households that recovered to the same level (or higher) than prior to Typhoon Haiyan increased from 29.7% to 51.8%, and the three combined project outcomes made an important contribution to this recovery.”

CONCLUSION

Over the course of Phase II, the percentage of households that recovered to the same level (or higher) than prior to Typhoon Haiyan increased from 29.7% to 51.8%, and the three combined project outcomes made an important contribution to this recovery. Interviews with non-beneficiaries in neighboring communities confirmed that the benefits provided through project activities allowed project beneficiaries to recover their livelihoods to a greater degree and more quickly, when compared to households who did not receive those benefits. Interviews with beneficiaries and project staff indicate that the greatest contribution towards recovery made by the project was through its input provision. Many beneficiaries used these inputs in line with the improved practices and livelihood purpose promoted by the project, while others converted the inputs into cash to assist household recovery in other areas like education or to help households meet day-to-day expenditure needs while livelihoods were recovering. In all cases, qualitative findings show that project support helped the recovery process.

The project interventions were highly relevant to the needs of the beneficiaries. The program has achieved its activity and output results but has only partially achieved the expected outcomes. The combination of activities and outputs incorporated in the design, in the context of the time and resource limitations to the project, was not sufficient to achieve the stated outcomes. Nonetheless, the project resource investments made a

meaningful contribution to the project recovery goal. The key success factors for this contribution were the commitment of project staff and the participatory accompaniment model that project partners used to engage with beneficiaries.

HERP's livelihood recovery strategy showed sufficient consideration of beneficiary vulnerabilities, needs and resilience capacities, but this did not translate into an effective and realistic design. The project interventions made some contributions to household absorptive and adaptive capacities but did not achieve the expected sustainable and resilient livelihoods. The main reason for this is insufficient emphasis on resilience-building in the activity and output design, which mainly focused on recovery activities. Activities were too light-touch to expect sustainable and widespread results around promoted practices. For fisher folk, the most effective resilience-building activity was the promotion of sustainable fishery practices. For the coconut farmers, the most effective resilience activity was the promotion of intercropping. At community level, the establishment of organized CBOs with active and engaged members improved community cohesion for the duration of the project. The BDRRMCs had insufficient focus on livelihood resilience building incorporated in their planning. The sustainability of both is uncertain.



As part of HERP's livelihood activities, LWR trained women to sew curtains, pillow cases, and rugs and provided them with sewing machines and capital to get started. They are paid 20 pesos per curtain and can do 8 curtains a day = 160 pesos. Their association provides them with the fabric.

CONSIDERATIONS FOR IMPLEMENTATION

LWR MANAGEMENT RESPONSE

LWR finds that overall, the evaluation fairly represents and resonates with our implementation experience and internal monitoring of HERP Phase II. LWR also acknowledges TANGO's recommendations and will use them to inform future emergency response programming. Though we agree with most of the evaluation's findings, there are several challenges LWR faced during implementation that we feel provide important nuance and context. First, the project was unexpectedly shortened midway through its implementation due to changes in funding. Second, HERP leadership changed three times over the span of 18 months. Lastly, LWR sought full community participation in the selection of beneficiaries and types of livelihood inputs such as fishing nets, which took a long time and delayed distribution. We disagree with the evaluation's assessment that fisher folk had already recovered their equipment and were maximizing their catch by the time LWR's distribution was complete as we found most fisher folk were merely getting by with any poorly repaired or salvaged equipment they could find. The quality and quantity of the equipment they were using at the time of LWR's distribution was not the same as prior to the typhoon.

EVALUATION ACTION ITEMS

LWR will share and discuss the evaluation findings with our implementing partners KAMMPIL and TDC, and will especially look into the sustainability of investments in livelihood diversification initiatives like fish drying facilities with them. Moving forward with TANGO's recommendations in mind, LWR will strive to improve our project design and integration of gender and quality and accountability into emergency projects through the strengthening staff and partner capacity in using LWR's Design, Monitoring, Evaluation, and Learning (DMEL) tools.

ORGANIZATIONAL LEARNING

Recommendation 1: Ensure a reasonable causal design between activities and outputs, and expected outcomes. The project pathways of change need to be robust, feasible within the project timeframe and properly resourced to reasonably achieve the outcomes, or the project will not be successful. Organize a causal design and targeting workshop with shortlisted partners and ensure the presence of the right technical domain experts to inform and validate project design decisions. This is a 3-4 day event that should include a field visit to ensure a common understanding of operational context.

Recommendation 2: Ensure coherency in partner expectations for project design, implementation and results, and ensure role clarity among partners. See Recommendation 1. A collaborative design process would have demonstrated the respective operational, technical and strategic strengths and weaknesses among the consortium partners, identified gaps in combined partnership capacity vis-à-vis the expected outcomes and contributed to greater role clarity.

Recommendation 3: Ensure that each partners' relevant sector expertise is appropriately applied and that technical support is provided to address areas of insufficient experience in the specific project activities (e.g. DRR and diversified livelihoods) and operating modalities (e.g. large-scale procurement and distribution). See Recommendations 1 and 2. A collaborative design process guided by a technical expert in the project outcome domains would have identified capacity gaps and ways to address them, e.g. by identifying additional technical partners or revising the design, as well as inherent partnership strengths that should be utilized.

Recommendation 4: Ensure the geographic coverage and beneficiary distribution are feasible within project resources. See Recommendation 1. Targeting should not be an afterthought but should be incorporated into the design process.

Recommendation 5: Collect the information you need and use the information you collect. Include outcome monitoring in every project even if it is light-touch. It is not useful to have to wait until the end of a project to know how you are doing, nor to simply look at activity-level output.

To request the full report, contact Kat Fiske at kfiske@lwr.org.



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