EARLY RECOVERY AND REHABILITATION FOR CENTRAL MINDANAO

Terminal Evaluation Report

Conducted by the Rec Management Consultancy Inc.
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Table of Contents

Executive Summary

Section 1	**Introduction**	1
	Background	2
	Purpose and Scope of the Evaluation	2
	Programme Components	3
	Spatial Coverage	4
Section 2	**Methodology and Evaluation Framework**	5
	Method Used	5
	Evaluation Framework	5
	Criteria for Performance Assessment	6
	Study Framework Matrix	7
	Data Collection	9
	Data Analysis	11
Section 3	**Operating Context**	12
Section 4	**Assessments on the Achievements of Project Output**	15
	Overall Assessment of the Project Outputs	16
	Component 1: Core Shelter, Water and Sanitation	17
	Component 2: Basic Services and Facilities	18
	Component 3: Livelihood Assistance	19
	Component 4: Strengthening Capacity for Local Governance	20
	Component 5: Rebuilding Social Cohesion	21
	Component 6: Financial Management	22
Section 5	**Project Design and Management**	**23**
	Project Design	24
	Project Management	24
	Resource Management	25
	Project Staff Selection	25
	Levels of Authority	26
	Monitoring and Evaluation	26
	Knowledge Management	27
	Risk Management	27
Section 6	**Levels of Satisfaction of the Respondents in the Process of Sub-Project Implementation**	**28**
	Component 1: Subproject Implementation of Core Shelter with Sanitation Facilities	29
	Component 2: Subproject Implementation of Basic Services	30
	Component 3: Provision of Livelihood Assistance	31

Provincial Level Satisfaction on the Process of Subproject Implementation 32
Level of Satisfaction of the Respondents in North Cotabato Province on the Process of Subproject Implementation 33
Level of Satisfaction of the Respondents in Lanao del Norte Province on the Process of Subproject Implementation 34
Level of Satisfaction of the Respondents in Lanao del Sur Province on the Process of Subproject Implementation 34
Level of Satisfaction of the Respondents of the Disaster Risk Reduction 35
Integration of Disaster Risk Reduction in the LGU Planning 35
Budget Allocation of Disaster Risk Reduction into Planning 36
Disaster Risk Reduction Capacity of Local Officials and Community Leaders 36
Capacity to Carry Out Regular Hazard & Risk Assessments 37
Early Warning Systems 37
Capacity of Setting Up the Risk Management Systems 38
Availability and Accessibility of Information on Disaster Risk Reduction 38
Community Based Training on Disaster Risk Reduction 39
Capacity to Provide Public Education Initiatives 39
Capacity to Improve Adequate Social Protection 40
Capacity of the Local Government to Support Communities to Adapt to Actual or Expected Climate Change. 40
Improvement in the Capacity of Disaster Preparedness and Response Capacities of the Local Government 41
Improvement in the Capacity to Conduct Regular Training Drills and Evacuation Rehearsals Done with Local Civil Society 41

Local authorities have access to financial reserves and/or contingency funds that can be made available quickly to support a rapid response to disasters. 42

Citizen's rights to participate in disaster response and prevention measures effectively promoted in legal policies and laws 42

Affected populations, especially vulnerable groups, able to play an equal role in disaster risk reduction decision 43

Improvement in the capacity to conduct specific activities that support and encourage the voluntary participation of communities in reducing disaster risks 43

Communities and CSO/NGOs Trained to Participate in Disaster Response and Recovery 44

Traditional practices and local customs recognized in developing disaster risk reduction activities 44

Section 7 Assessment on the Project Outcomes 46

Rebuilding Families through Building Homes and Communities 47
WASH for Early Recovery 47
Health Bridge Early Recovery and, Peace & Development 48
Indigenous Drivers of Economic Recovery 49
Gender Equality 50

	Women Empowerment	51
	Trauma, Mental Health & Psycho-social Well-being	52
	Rebuilding Social Cohesion	53
	Improvement in the Stakeholders Participation and Local Governance Capacity	54
Section 8	**Stakeholders Participation and Partnership**	**56**
	Modality 1: ARMM Partnership and Participation Arrangement	57
	Modality 2: Non-ARMM Partnership and Participation Arrangement	58
Section 9	**Ownership and Sustainability**	**60**
	Ownership	61
	Community Level Ownership	61
	Institutional Level Ownership	62
	National Level Ownership	63
	Sustainability	64
	Operational Sustainability	64
	Functional Sustainability	65
	Strategic Sustainability	66
Section 10	**Cross-Cutting Themes**	**67**
	Conflict Sensitivity Promotes Participation in Early Recovery	68
	Gender Mainstreaming	68
	Environment	69
Section 11	**Factors Affecting the Achievement of the Program Results**	**70**
	Facilitating Factors	71
	Hindering Factors	71
Section 12	**Overall Assessment of the Theories of Change**	**73**
Section 13	**Assessment of the Program Using OECD-DAC Criteria**	**79**
Section 14	**Contribution to Mindanao Peace Outcomes**	**84**
Section 15	**Lessons Learned and Recommendations**	**86**

List of Tables

1. The Six Components of ERRCM projects 3
2. List of ERRCM Project Sites 4
3. Study Framework Matrix 7
4. Overall Performance Achievement of Outputs 16
5. Component 1 Achievement of Outputs of Core Shelter, Water and Sanitation 17
6. Achievement of Outputs of Basic Services and Facilities 18
7. Achievement of Outputs of Livelihood Assistance 20
8. Achievement of Outputs of Core Shelter with Water and Sanitation Facilities 21
9. Achievement of Outputs of Rebuilding Social Cohesion 21
10. Planned and Actual Expenditures of the Project 22
11. Beneficiaries' Satisfaction in the Improvement in the Institutional Capacities in Disaster Risk Reduction 35
12. Beneficiaries' Satisfaction in the Integration of Disaster Risk Reduction into the Overall Planning at the LGU 35
13. Beneficiaries' satisfaction in the adequacy of budget allocation of local government and other local institution to enable disaster risk reduction to be incorporated in planning and actual activities 36
14. Beneficiaries' Satisfaction in the Disaster Risk Reduction Capacity of Local Officials and Community Leaders 37
15. Improvement in the capacity to carry out regular hazard & risk assessments with the participation of representative of all sections of the local communities (including most vulnerable groups) 37
16. Effective early warning systems in place, which are able to reach local populations and which take local conditions into account 38
17. Improvement in the capacity of setting the risk management systems to regularly monitor hazards and risks shared effectively with communities that might be impacted 38
18. Beneficiaries' Satisfaction in the Availability and Accessibility of Information on Disaster Risk 38
19. Beneficiaries' Satisfaction in the Conducted Community-based Training on Disaster Risk Reduction Open to all Members of Local Communities, Including the Most Vulnerable Groups 39
20. Beneficiaries' Satisfaction in the Capacity to Provide Public Education Initiatives Informing Communities About Disaster Risk, how to reduce exposure, protect themselves from, and respond to disasters 39
21. Beneficiaries' Satisfaction in the Capacity to Improve Adequate Social Protection Available to Help Vulnerable Groups Respond to Possible Disasters 40
22. Beneficiaries' Satisfaction in the Capacity of the Local Government to Support Communities to Adapt to Actual or Expected Climate Change at the Local Level 41
23. Beneficiaries' Satisfaction in the Improvement of the Capacity of Disaster Preparedness and Response Capacities of the Local Government 41
24. Beneficiaries' Satisfaction in the Improvement of the Capacity to Conduct Regular Training Drills and Evacuation Rehearsals Done with Local Civil Society 42
25. Satisfaction in the Accessibility and Availability of Financial Reserves and/or Contingency Funds to Support Rapid Response to Disasters 42
26. Citizen's rights to participate in disaster response and prevention measures effectively promoted in legal policies and laws 43
27. Beneficiaries' Satisfaction to Play Equal Role in Disaster Risk Reduction Decision 43
28. Beneficiary's Satisfaction in the Improvement of the Capacity to Conduct Specific 44

Activities that Support and Encourage the Voluntary Participation of Communities in Reducing Disaster Risks
29. Beneficiaries' Satisfaction in the Training of Communities and CSO/NGOs to Participate in Disaster Response and Recovery 44
30. Beneficiaries' Satisfaction in the Recognition of Traditional Practices and Local Customs in Developing Disaster Risk Reduction Activities 45
31. Theory of Change Verification 74
32. Assessment of the Project using OECD-DAC Criteria 80
33. Contribution of ERRCM to Mindanao Peace Outcomes 85

List of Figures

1. Evaluation Framework of the Terminal Evaluation 6
2. Map of ERRCM Sites Showing the Respondents Sample Size 10
3. Level of Satisfaction of the Respondents in the Implementation Process of Core Shelter with Sanitation Facilities 30
4. Level of Satisfaction of the Respondents in the Implementation Process of Core Shelter with Sanitation Facilities 31
5. Level of Satisfaction of the Respondents in the Implementation Process of Livelihood Assistance 32
6. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Maguindanao Province 33
7. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, North Cotabato Province 33
8. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Lanao Del Norte Province 34
9. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Lanao del Sur Province 34
10. The framework showing the level of ownership, its structure and processes. 63
11. Sustainability Framework 66

Acronyms

AFP	Armed Forces of the Philippines
ARG	ARMM Regional Government
ALNAP	Active Learning Network for Accountability and Performance
ARMM	Autonomous Region in Muslim Mindanao
BHS	Barangay Health Station
BIG	Bio-Intensive Gardening
BJE	Bangsamoro Juridical Entity
BLGUs	Barangay Local Government Units
BnB	Botika ng Barangay
CBPO	Community-Based People's Organization
COP	Culture of Peace
CPAP	Country Programme Action Plan
CRDCC	Classroom Day Care Center
CRPSF	Conflict Resolution and Peace Sanctuary Formation
CS	Core Shelter
CSPP	Core Sensitivity and Peace Promotion
DAC	Development Assistance Committee
DRR	Disaster Risk Reduction
DSWD	Department of Social Welfare and Development
EFA	Exploratory Factor Analysis
EO	Executive Order
ERRCM	Early Recovery and Rehabilitation for Central Mindanao
EU	European Union
FGD	Focus Group Discussion
GPH	Government of the Philippines
GRP	Government of the Republic of the Philippines
IDPs	Internally Displaced Persons
KII	Key Informant Interviews
LDCC	Local Disaster Coordinating Council
LFA	Logical Framework of Analysis
LGU	Local Government Units
LIA	Lead Implementing Agency
LSF	Local Social Formation
LSP	Local Service Provider
MILF	Moro Islamic Liberation Front
MinDA	Mindanao Development Authority
MOA	Memorandum of Agreement
MPO	Mindanao Peace Outcomes
MWG	Mindanao Working Group
NDCC	National Disaster Coordinating Council
NEDA	National Economic and Development Authority
NFI	Non-Food Items
NGAs	Non Government Agencies
NGO	Non Government Organization

OECD	Organization for Economic Co-operation and Development
OIA	Over-all Implementing Agency
PBCO	Peace-Based Community Organizing
PCA	Peace Constituency Activities
PCO	Project Coordinating Office
PHCRH	Primary Health Care Reproductive Health
PTS	Play Therapy Session
PNFI	Provision of Non Food Items
PO	Peoples Organization
PSC	Project Steering Committee
PWS1	Potable Water System (Level 1)
PWS2	Potable Water System (Level 2)
QIL	Quick Impact Livelihood
RACP	Risk Assessment Contingency Planning
SOMA	Suspension of Military Actions
SOMO	Suspension of Offensive Military Operations
SRA	Shelter Repair Assistance
SSFER	Start-up Support for Early Recovery
StRIDe Mindanao	Strengthening Response to International Displacement in Mindanao
TCPSS	Trauma Counseling and Other Psychosocial Services
TOR	Terms of Reference
U-FE	Utilization-Focused Evaluation
UNDAF	United Nation Development Assistance Framework
UNDP	United Nations Development Programme
UNGPID	United Nations Guiding Principles on Internal Displacement
WB	World Bank
WFP	World Food Program

Executive Summary

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Introduction

This report presents the key findings and recommendations of the Terminal Evaluation on the Early Recovery and Rehabilitation for Central Mindanao (ERRCM) Project. The Project is the successor of the StRIDe-Mindanao Project implemented in December 2008 to November 2010.

The ERRCM Project aims to contribute to the efforts of national and local governments in facilitating the return or resettlement and early recovery of populations displaced by the armed conflict in Central Mindanao from August 2008 onwards and to establish foundations for sustainable peace and development in affected communities. It is designed to support the rebuilding process of IDPs in the context of restoring their social, psychological, and economic development.

The Project begun in January 2011 and officially ended in December 2012. It is supported by the European Union (EU) and the United Nations Development Programme (UNDP) with a total budget of PhP222,321,133.14 which covered 30 IDP sites both ARMM and Non-ARMM. The Mindanao Development Authority (MinDA) acted as the Overall Implementing Agency (OIA) as well as the Lead Implementing Agency (LIA) for the non-ARMM areas, while the ARMM Regional Government (ARG) acted as the LIA for the ARMM areas. Operations management of the project are coordinated by Project Coordinating Office (PCO).

This evaluation assesses project's contribution in supporting communities transitioning from relief to recovery, rehabilitation and development; helping restoration of socio-economic life; and enhancing the capacity of target communities in resettlement and return areas to fully participate in long-term recovery and development. The evaluation results were expected to: (a) inform the ERRCM stakeholders on the performance of the project; and, (b) generate lessons learned and recommendations for current and future programming of IDP assistance for recovery, rehabilitation and development initiatives in conflict-affected and vulnerable areas of Mindanao.

Ascertaining the extent of contribution of ERRCM Project, the evaluation seeks to answer the following objectives: (a) assess the A**chievement of Project Results** – The extent to which the overall Project objectives and outputs/results were achieved and the degree to which the Project contributed to UNDAF, CPAP and Mindanao Peace Outcomes; (b) **Project design and management** – The management processes used in the implementation of the Project including the M&E framework/processes and risk assessment/management; (c) **Stakeholder Participation and Partnership** – Networks and partnerships in support of the implementation of the Project; (d) **Ownership** – The degree of Governmental/community ownership developed and the likelihood of continuation and prospects of sustainability of Project outcomes and benefits after completion of the project; (e) **Sustainability** – Key factors that will require attention in order to improve prospects for sustainability of project outcomes and the potential for replication of the approaches; (f) determining **Programme performance** based on Overseas Economic Cooperation and Development – Development Assistance Cooperation (OECD-DAC) criteria for evaluating conflict prevention and peacebuilding activities; and (g) **Lessons Learned and Recommendations** –main programmatic and institutional lessons that were learned and which can be applied in future project implementation related to early recovery, rehabilitation and development of IDPs.

Quantitative and qualitative methods of evaluation design were employed in assessing the contribution of the project to early recovery, rehabilitation and development of IDPs in Central Mindanao. Quantitative method was used in determining the level of satisfaction of the respondents on the process of subproject implementation of community development projects. Pre-structured questionnaire was developed, piloted and evaluated statistically using Exploratory Factor Analysis (EFA) and Cronbach Alpha to define the best linear combination of indicators of each factors, and fulfill the requirement of internal consistency of the items of survey instrument respectively. Qualitative methods were also employed in assessing the performance contribution of the Project using "Utilization-Focus Evaluation" and "Contribution Analysis". Qualitative data were categorized into: (a) secondary data such as Project documents; accomplishment reports, LSP terminal reports and partnerships agreements; and, (b) primary data which include results of key informant interviews (KIIs) and focus group discussion (FGDs), and field visit observations.

There were three (3) methods of analysis used in making sense of the data; (a) descriptive statistics such as percentage and mean; (b) systematic reviews; and, (c) thematic content analysis. Finally, triangulation of findings was done to verify the theories of change and assess the overall project performance using OECD-DAC criteria.

Key Evaluation Findings

Operating Context

According to the study of World Food Programme (WFP) and World Bank (WB), "people of Mindanao have long been hit by cycles of violent conflict and displacement, and these have intensified in the past decade. "All Out War" in 2000 and hostilities in 2008 each led to the displacement of nearly a million individuals. Tens of thousands were displaced by military operations in 2003 and, more recently, thousands of families had to leave their homes when fighting escalated in some parts of Zamboanga Sibugay and Basilan in October 2011." [1] The recurrent conflict in those identified affected areas had been part of the daily life of IDPs in the past years.

(a) **1976 – 2000**. From relatively low intensity conflict between 1976 and 2000 to "All Out War" in year 2000 which resulted to the displacement of more than 930,000 individuals.

(b) **2003 – 2007.** The military operations in 2003 displaced at least 411,000 individuals. Many people were affected from year 2005-07.

(c) **2008**. Collapsed of GPH-MILF negotiations over the Memorandum of Agreement on Ancestral Domain (MoA-AD) which resulted to "fire fighting between the Armed Forces of the Philippines (AFP) and some elements of the MILF that caused displacement of 107,224 families (or 511,000 persons).

(d) **2009.** Continued armed skirmishes and military presence, IDPs fled from their communities and returned to Evacuation Centers or to host communities. In August 2009, figures from the DSWD on the number of IDPs ranged from 327,645 IDPs to 383,410 persons.

(e) **Rido.** The prevalence of rido and rivalry among local politicians has caused fears and uncertainties among IDPs. The vulnerability of the civilian population was starkly

[1] http://www.wfp.org/content/conflict-and-displacement

demonstrated in the "Maguindanao Massacre" of November 26, 2009, where election-related clan violence which resulted to family displacements.

(f) **Effects**. Displaced people were consistently worst off and least secure compared to the rest of the population and they were the least optimistic about the future. The impact of displacement does not end when people return home. Returned households were almost as vulnerable as those who were still displaced and their problems of food insecurity, income poverty and poor access to services were almost severe.

(g) These cycles of conflict in Central Mindanao had destroyed people's lives and livelihoods. Thousands of families have been uprooted from their hopes, relationship of the affected families have been ruined, infrastructures were destroyed, unemployment and diaspora increased, and human dignity of the IDPs worsened.

(h) Relief, recovery, rehabilitation and development of the displaced families are not only an issue of humanitarian assistance. IDP rebuilding process is a multi-faceted development issue.

(i) **2012 to future.** The recovery, rehabilitation and development initiatives of the government, NGOs, donors and others actors for IDPs will support to the Framework Agreement on the Bangsamoro.

Assessment of Project Outputs Performance

Overall assessment of the project output performance both the ARMM and Non-ARMM indicated a 97% weighted accomplishment covering the six (6) components.

(a) Component 1. Physical delivery rate (PDR) was almost 100%, mainly due to: (a) weighted accomplishment of core shelter of 99.03%; (b) shelter repair assistance of 100%; and, (c) level 1 and level 2 potable water systems (PWS) PDR of 99.43% and 96% respectively. Both ARMM and Non ARMM areas succeeded in achieving the end targets of core shelters (CS), shelter repair assistance (SRA), PWS 1 and 2. It can be noted that there were subproject interventions in CS, latrine and shelter repair assistance which exceeds the end target.

(b) Component 2. ARMM and Non ARMM Desks effectively delivered the basic services and facilities to the target beneficiaries by 100%.

(c) Component 3. ARMM and Non ARMM Desks successfully delivered the end targets by 100% for start-up support for early recovery (SSFER) and bio-intensive gardening (BIG), while quick impact livelihood (QIL) yields a weighted accomplishment of 87.18%.

(d) Component 4. Non ARMM Desk delivered 100% of the planned intervention except for North Cotabato where DRR training was not effectively achieved. Also, 48 actual beneficiaries of DRR and CP training had exceeded the 30 target beneficiaries. The analysis, however, is limited only in Non ARMM Desk as *ARMM desk failed to provide necessary data as they were on the process of validating their report.*

(e) Component 5. Both ARMM and Non ARMM Desks achieved almost 100% of deliverables. Specifically, North Cotabato and Lanao del Norte indicated 100% delivery rates of planned interventions. Also, Lanao del Sur and Maguindanao had achieved 100% of the deliverables.

(f) Component 6. Overall assessment on the financial performance of the project for two-year operations indicated a 95% delivery rate. Non-ARMM Desk financial performance showed a 38% actual expenditure which exceeds the planned budget of 37%. While the ARMM Desk financial performance exhibited a 56% actual expenditure based on the planned budget. On the other hand, the PCO's financial performance was in accordance with its shared budget of about 7 percent.

Assessment of Project Design and Management

(a) The ERRCM's Project fund was made available only after the end of the ACT for Peace Programme implementation. The MinDA, as the Project's OIA, essentially followed the National Implementation Modality (NIM) guidelines consistent with the Paris Declaration. However, it was during the pre-implementation phase, the ARG invoked its authority to directly implement projects implemented in the ARMM areas as stipulated in EO 125 and EO 125-A (amendment). Therefore, the Project agreed on the 60-40 fund sharing scheme for ARMM and non-ARMM areas, respectively, whereby the fund allocation for ARMM areas was downloaded to the ARMM Desk through the PCO.

(b) The Project operated as an independent project with very lean human resource and logistics complements (i.e. only 12 staff complement and no budget for capital outlay).

(c) The non-ARMM LIA ensured coordinated efforts with both the Project Steering Committee (PSC) and PCO that resulted to smooth implementation, monitoring and evaluation of projects and activities.

(d) Locating the PCO and Non-ARMM Desk at MinDA office facilitated fast action on urgent matters and had strictly adhered to the government procurement processes.

(e) Limited staffing of MinDA and ERRCM Project (both ARMM and Non-ARMM Desks), however, caused the delays in the submission of reports.

(f) *Resource Management*. As a general guide, the policies, rules and procedures of the National Execution Manual and the provisions of the NIM were followed.

(g) *Project staff selection*. Project staff assigned in ARMM Desk are recommended by the ARG as the LIA for ARMM, while MinDA handled the screening and hiring of staff for non-ARMM Desk including the PCO. However, the OIA as represented by the National Programme Director (NPD) signed all the employment contracts of the ERRCM Project Staff.

(h) *Levels of Authority*. The LIAs together with the PCO, ARMM Desk and non-ARMM Desk followed the levels of authority by virtue of NPD Approval.

(i) *Monitoring and Evaluation.* Systems, structures, and tools were covered in the design stage of the project but implementing partners were not ready to implement the designed M&E tools given their existing capacities. Furthermore, the Project lacked a more *harmonized and* comprehensive M&E framework between the ARMM and Non-ARMM Desks to assess and measure progress of the Project in achieving its intended results, including achievement of Project outputs and contribution towards the Programme outcomes/output under the UNDP CPAP and Mindanao Working Group (MWG) Shared Monitoring and Evaluation of Peace Outcomes in Mindanao.

(j) *Knowledge Management.* Given the need to oversee and manage 30 ERR sites, it is important for the ARMM LIA and Non-ARMM LIA to put in place strong systems for collecting and recording data and information related to the status. One knowledge product that was distributed to project partners and donors is the "Coffee Table Book" which captures the stories of the IDPs.

(k) *Risk Management.* The project contained risk management guidelines which identified a series of security, organizational, strategic, operational, political, financial and regulatory risks and mitigation/ management strategies

Satisfaction of the Respondents in the Process of Subproject Implementation

Level of Satisfaction of the Respondents in the Process of Subproject Implementation. The extent of beneficiaries' satisfaction of subject implementation varied according to the design and process of implementation. In general, target beneficiaries from ARMM and Non-ARMM areas were "very highly satisfied" with the installation of core shelter with sanitation facilities. This was attributed to the beneficiaries' satisfaction on social preparation as their needs were considered; transparent and systematic selection of beneficiaries, and their involvement in the monitoring and evaluation process. Among the provinces considered, Maguindanao was reported to have a "very high level" of satisfaction in the process of project implementation.

Level of Satisfaction of the Respondents of the Disaster Risk Reduction. As an overall assessment, ARMM and Non-ARMM beneficiaries have different levels of satisfaction on the Disaster Risk Reduction (DRR). It was found that beneficiaries from North Cotabato and Lanao del Norte have higher levels of satisfaction compared to Lanao del Sur and Maguindanao. The data suggested that Non-ARMM beneficiaries were satisfied with the capacity of local government institutions in DRR. The higher level of satisfaction further implies that there was an improvement to anticipate, cope and recover from the negative impacts of complex disasters, improvement of the capacity of setting the risk management systems to regularly monitor hazards and risks shared effectively with communities, improvement in the availability and accessibility of DRR information, capacity in generating the information on disaster risks and how to reduce and respond to them, presence of readily available and accessible DRR information to key stakeholders, satisfaction in the conduct of community based training, capacity to provide public education and the improvement in the capacity of the local government to support communities to adapt to actual or expected climate change at the local level. On the other hand, Maguindanao and Lanao del Sur were less satisfied as they were constrained with some significant scope of improvements and resources. The lower levels of satisfaction were also attributed to the unique dynamics in this area.

Assessment of Project Outcomes Performance

(a) **Rebuilding Families through Building Homes and Communities**

- Return and resettlement of the IDPs have resulted to re-uniting the members of the IDP families; restoring and establishing relationships among neighbours.
- IDP families were restored in a collective community which are equipped with safe and sufficient quantity and quality of water for drinking and other personal or domestic hygiene and individual family or communal toilet.
- They felt secured and safe. Collective response of the IDPs pointed out to the benefit of winning the wage of gaining back their "human dignity."

(b) **WASH for Early Recovery**

- The communities have access to water and sanitation facilities. There is an indication of improved capacity to operate and maintain the facilities based on their initiatives of crafting the rules and regulations; creation of peoples' organization (PO) called BAWASA, and imposition/collection of user's fee.
- Community participation was observed in all stages of the implementation cycle from designing to the post construction operation and maintenance.
- There is an increase awareness of good hygiene behaviour and conscious use of safe water and sanitation facilities.

(c) **Health Bridge Early Recovery, Peace and Development**

- Conflicts between contending groups were minimized. Peace advocates were supported by healthcare workers and groups with more power or freedom of action.
- IDP families were already concerned on their wellbeing. Their health services were provided by trained health workers and as a result, it develops self-confidence and appreciation on the importance of a healthy family.

(d) **Indigenous Drivers of Economic Recovery.**

- The IDP beneficiaries continued to carry out their economic activities which include reviving farms; running microenterprises; and, keeping mutual help of associations running.
- The short and long-term livelihood assistances substantially contributed in increasing the motivation of the IDP families in cultivating their farms, installing agri-marts, trading agricultural products, and restoring the market infrastructure at the community. This suggested an improvement in the economic development capacity of the IDPs. The other benefits that were observed, include: food sufficiency, improved capacity of agribusiness planning and management, food always in the home (FAITH).

(e) **Gender Equality**

- Gender equality was integrated in the process of defining responsibilities and opportunities of women and men at the IDP sites.
- There is an increased participation of women in the decision-making.
- It is also evident that there is equality in livelihood opportunities between men and women.

(f) **Women Empowerment**

- Women participation was integrated in the decision-making processes which mean that their concerns and protection risks are addressed in the community's overall response and in their negotiations with external stakeholders.
- It is also indicated that there is an explicit attention to the participation of women in the rebuilding process of the IDP communities. Women-led community based organizations and leadership in the community development were in place.

(g) **Trauma, Mental Health & Psycho-social Well-being**

- Psychosocial interventions and strategies of healing the individual from trauma are still inadequate; there is a need to continuously provide concrete actions to address these 'invisible wounds' as an integral component of paradigms of assistance and development employed by relief and development interventions in post-conflict transition.

(h) **Rebuilding Social Cohesion**

- There is an increase in the number of community based-people's organizations (CBPOs) at the IDP sites. These CBPOs provided avenues of restoring relationships among families; increased the sense of belongingness at the community level; promoted access of information and facilitated bonding and bridging of individuals within and outside the IDP communities.
- Increased trust and confidence within the community has led to improved relationships among Muslims, Christians and Lumads.
- There is an increased participation in Culture of Peace education and in building the local constituency for peace.
- Interactions and exchange during inter-faith dialogues, consultations and celebrations have facilitated better identification and implementation of projects that addressed the human security needs of the community (health-related and community economic development projects).
- Developing the culture of trust and confidence is a long process and it requires more time.
- The intervention provided an opportunity for the beneficiaries to discuss issues relevant to their development such as the formulation of "ground rules" of the BAWASA, NASA, and livelihood assistance associations. With this, it contributed in reducing the vulnerability of the IDPs through access to information.

(i) **Improvement in the Stakeholders Participation and Local Governance Capacity**

- Findings revealed that there is an improvement in the governance capacity of MLGUs and BLGUs in the processes of early recovery, rehabilitation and development of the IDP communities.
- The involvement of MLGUs as implementing partners contributed significantly in improving their capacity to incorporate the needs of the IDP communities in their resource allocation and programming of activities, and monitoring and evaluation. This is particularly true in the Non-ARMM Desk where the modality of implementation is a combination of NGOs and MLGUs as implementing partners.
- LGUs have shown an improvement in their capacity on DRR by preparing and updating their disaster management plans or contingency plans, creation of disaster response team, improvement in the capacity of the responsible individuals and government level to deliver DRR strategies through trainings.
- IDP community leaders have exercised indigenous practices of resolving local conflicts brought about by boundary disputes and inter-household quarrels.

Stakeholder Partnership and Participation

There are critical success factors to consider in the design of partnership agreements, alliances and convergence of recovery and development initiatives, which include: (a) competence; (b) transaction

costs; (c) timeliness; (d) transparency; (e) extent of participation; (f) communication; and, (g) integrity. Failure to adhere to these criteria will affect to the quality of the project.

(a) **ARMM partnership and participation arrangement**. The NGOs were given the role in implementing the project for both the soft and hard components. This partnership mechanism showed advantages and disadvantages. On the aspect of advantages, it maximized the local capabilities and talents of the local NGOs who are familiar working in conflict-affected and vulnerable areas. Majority of them had the competence of integrating and practicing conflict and gender sensitivity in the subproject implementation; and, exposed to participatory processes of planning and implementation. However, NGO partnership in project implementation compromised the extent of participation of the LGUs. Having more NGO players demanded clear roles and responsibilities, and agreed coordination mechanism to ensure quality of the project. As a consequence of the absence of a clear shared responsibility, it is difficult to locate accountability among the project implementers.

(b) **Non-ARMM partnership and participation arrangement**. The NGOs were responsible in the implementation of the soft components such as social preparation, training, and organizing of the IDPs into registered POs from Cooperative Development Authority (CDA) and/or DOLE. The MLGUs were responsible in the implementation of the hard components (e.g. construction of core shelters, BHS and BnB, etc). They were also required to provide financial counterpart to the total project cost. PLGUs were commissioned to build up the capacity building for MLGUs and BLGUs in terms of DRR. As a consequence of an optimal mixed of implementation partnerships, it resulted to greater benefits to IDPs. Supervision in the implementation of the project was strictly observed; quality of the materials and construction was in adherence to the standard quality. Most importantly, the needs of the IDP beneficiaries were integrated in the Provincial and Municipal development planning.

(c) The role given to LGUs and extent of participation was critical in instilling ownership, improving governance capacity, and ensuring continuity in the utilization of the facilities and sustainability.

(d) Convergence and alliances with NGAs and other donors with IDP assistance, peace and development initiatives in the area were also observed for both ARMM and Non-ARMM areas. The Project initiative of returning and resettling the IDPs provided an avenue of opportunities to DSWD, AFP, WFP, ASF and other development actors to channel their assistance to Project's ERR sites.

Ownership and Sustainability

(a) **Ownership.** LGU-NGO partnership approach used by Non ARMM Desk enabled the LGUs to engage in direct operation of the project. The primary LGU counterpart was delivering the hard components such as the construction of BnB, BHS, school facilities and the like which contributed to the institution of effective partnering, mandating, facilitating and endorsing roles leading to the development of community and institutional level of ownership. Meanwhile, ARMM Desk centered on NGO partnership approach where it provided limited participation of LGUs but promoted ownership at the community level. It facilitated successful coordination and project endorsements to the community and concerned regional line agencies. The two (2) effective approaches used in

project implementation generated diverse interest and responsible behaviour indicating hierarchic sense of ownerships.

(b) **Sustainability.** It is also important to note different dimensions of mechanisms installed in ARMM and Non-ARMM Desks to maintain the operations, services and benefits of the project. These included community and institutional dimensions. Community dimensions included the concept of direct community involvement, relevance of project objectives to the priorities set by LGUs, acceptability and satisfaction of IDPs' needs, capacity development, financial and non-monetary counterparts were success criteria to ensure the operational sustainability of the project. In Non-ARMM areas, self reliant and self sustaining communities were established through the shared commitments and partnership of PLGUs, MLGUs and other regional line agencies that introduced functional sustainability. Limited participation of the PLGUs and MLGUs in the ARMM areas still established accountability and responsibility to attain the long term viability of project outcomes in Central Mindanao.

Cross-cutting Themes

Conflict Sensitivity Promotes Participation in Early Recovery. Project implementation, monitoring and evaluation both by design and process are anchored on the principle of "Do No Harm". Conflict-sensitive approaches were incorporated in understanding the dynamics of community. Conflict sensitivity was observed in the selection of sites, beneficiaries, and subproject implementation especially in those areas where there is potential clan conflicts (rido)

Gender Sensitivity. Mainstreaming of gender sensitivity in the whole process of project implementation was observed. Both men and women were involved in the needs analysis, selection of beneficiaries, capacity building which included training and organizing of POs, implementation, control of funds and decision-making processes of IDP community development.

Environmental Sustainability. It was addressed by the Project through tree planting and practice of sustainable farming system in partnership with POs, BLGUs, MLGUs, NGOs, donors and other actors.

Factors Influencing Project Performance

Facilitating Factors. These were factors that contributed positively in achieving the Project's end targets effectively and efficiently.

(a) Integrated Project Design. The integrated design of the Project based on the lessons learned from the predecessor project (StRIDe) and ACT for Peace Programme contributed largely to the well-designed plan of ERRCM Project.

(b) Strong Partnership and Coordination. Empowering the LGUs in partnership with CSOs, NGAs, donors and other actors created an avenue of pooling the resources and expertise available in the areas. Concerted effort positively affects the achievement of project objectives.

(c) Conflict-sensitive and well-grounded CSOs. The peace-oriented civil society organizations and institutions contributed in the rebuilding process of the IDP communities in terms of mainstreaming conflict sensitivity and gender equality in the design and implementation of subprojects.

Hindering Factors. These were factors that contributed negatively in achieving the Project's end targets effectively and efficiently.

(a) Inaccessibility of the IDP sites. Accessibility of ERR sites remained to be a challenge of providing development assistance in affected areas of Central Mindanao. The poor condition of road infrastructures affected negatively in the timeliness of project implementation.

(b) Natural Disaster. External factor like typhoon and other unfavorable climatic condition negatively affected in the effectiveness of the implementing partners including mobility of LIAs in the conduct of monitoring and evaluation. This factor was beyond the control of project management.

(c) Armed Conflict. The unsettled peace negotiation between the GPH and MILF, and the potential clan conflicts (rido) often led to eruptions of armed hostilities which affected the Project operations negatively.

Overall Assessment of the Theories of Change

The Project substantially contributed in the early recovery, rehabilitation and development of the ERR sites. The IDPs benefited from the social, economic, institutional, psychological and human development intervention. These include:

(a) Accessed to integrated health services had contributed to the individual and community transformation as a consequence of:
- Achievement of outputs in the implementation of core shelter with sanitation facilities; basic services specifically the construction of BHS, BnB, and water supply projects.
- Conduct of psychosocial training, barangay health workers training, sanitation and proper hygiene, and play therapy for children.
- Organization of women associations and other formal groups such as NASA and BAWASA in the IDP communities.
- Formulation of ground rules in the utilization of water supply, core shelter and BnB to ensure equity and fairness in access.
- Adequate supply of water; promotion of sanitation and proper hygiene.
- Equitable access of water facilities, and maintained assets without any discrimination on the basis of economic, social, gender, age, belief and ethnicity.
- Organization of Peoples Organizations (POs) for water systems in the ERR sites had place special efforts and resources needed for capacity building for operation and maintenance of water, sanitation and hygiene facilities in order to ensure sustainable service provision.
- Uplifting of human dignity and quality of life. It was observed in the ERR sites the proper and safe disposal of human excreta. Indication on cleanliness, hygiene, collection and environment friendly disposal of liquid and solid waste were effectively in place in the ERR sites.
- Improvement in the level of awareness of IDP families on proper hygiene contributed in preventing water and excreta related diseases through the widespread adoption of safe and hygienic practices.

(b) Increased community participation of women, poor and vulnerable at all stages of the project cycle. With this accomplishment, the Project contributed in promoting women's health rights.

(c) Quick Response Team (QRT) was capacitated from Provincial, Municipal and Barangay Local Government Units.

(d) Improved capacity of the IDP beneficiaries on economic development, particularly in the:
- Restoration of economic development infrastructure in the ERR sites. This included the restoration of farm through seeds distribution, farm machineries and implements; duck raising; bakeshop; mini-marts; agri-trading; machineries and equipment, and other micro-economic enterprises.
- Organization of livelihood associations for both men and women.
- Conduct of training on business planning in Non-ARMM covered IDP beneficiaries.
- Improvement in the capacity to operate micro-economic enterprises that is gender sensitive.
- Improvement in the knowledge and skills of small business planning and management.

(e) Improvement in rebuilding social cohesion as a necessary input in the ERR sites' production activities.

(f) Contributed in promoting peace constituency and improved capacity in conflict management of the LGUs and ERR beneficiaries:
- Developed/updated Contingency Plan
- Improved capacity in peace negotiation
- Improved capacity in conflict management
- Resolved clan conflicts (potential Rido).
- Improved coordination of LGUs (i.e. PLGUs, MLGUs and BLGUs) specifically in Non-ARMM areas in the form of financial counterpart and administrative support.
- Organized POs in ERR sites to maintain and operate infrastructure for basic services and livelihood as well as to ensure equality in access, continuity in access and sustainability.
- Increased number of participation and improved capacities of local NGOs in implementing human security; peacebuilding and conflict transformation activities of IDP beneficiaries.

Overall Assessment Using OECD-DAC Criteria

The Project substantially achieved its planned outputs and attained some of the noticeable outcomes. About 97% of the numerical targets were delivered and the level of satisfaction in the subproject implementation of the components is very high across the four (4) provinces which are attributed to the participatory process and tangible benefits of Project interventions.

Of the seven (7) factors using OECD-DAC criteria of evaluating the ERRCM Project, the weighted mean score of 5.6 indicated **"very high**". This was primarily attributed to a "very high" rating of the Project in terms of (a) *Relevance and Appropriateness - 6,* (b) *Efficiency - 6, (*c) *Coverage – 6, and, (d) Linkages - 6.* Meanwhile, the Project was rated *"good"* based on the criteria of Effectiveness - 5, Coherence - 5, Connectedness – 5, and, Sustainability - 5. The **very high rating** of the project was due to the following achievement:

- Appropriateness of approach, strategies, implementation frameworks and activities in the rebuilding process of the IDPs;
- Improved human security of the ERR sites;
- Improved capacity in DRR and management of the LGUs;
- Rebuilt social cohesion and harmonious relationship among IDP families;
- Instilled a strong sense of ownership with the IDPs, LGU partners and stakeholders over the assets and gains realized in almost two-year of intensive recovery and reconstruction;
- Optimal utilization of funds;
- Enhanced partnerships between ERR communities, government, donor agencies, and implementing partners;
- Interventions which benefited significant number of IDP families;
- Coherence in the strategic thrust and priorities communicated in the Mindanao 2020, and support to the national government in providing conflict-sensitive community-based and driven development initiatives in improving the human security of conflict-affected population or IDPs in pursuit of achieving sustainable peace and development.

Contribution to Mindanao Peace Outcomes

Mindanao Peace Outcome 1: Human security in Mindanao conflict-affected and vulnerable communities enhanced. The Project outputs indicated positive changes that led to substantial contribution in enhancing human security in conflict-affected and conflict-vulnerable communities.

- Substantially contributed in enhancing human security in conflict-affected and conflict-vulnerable communities through promoting and increasing people's awareness, improving access to basic services especially to vulnerable groups like women and children, increasing appreciation of and access to economic development initiatives through collective undertakings.

Mindanao Peace Outcome 2: Mindanao peace constituency broadened and citizen's participation in the peace process strengthened. The Project significantly contributed to the strengthening of a Mindanao peace constituency.

- The Project significantly contributed to the strengthening of a Mindanao peace constituency through the formation of POs and strengthening of partnership and collaboration with CSOs, MLGUs, PLGUs, donors, and NGAs that were actively engaged in the entire process of early recovery, rehabilitation and development to their constituents.

Mindanao Peace Outcome 3: Social cohesion and harmonious relationships strengthened within and among communities and sectors. The Project contributed substantially in rebuilding the relationship between the Christians and Muslims through the promotion of COP education in the IDP communities.

- Contributed substantially in rebuilding the relationship between the Christians and Muslims through the promotion of COP education, and conduct of peacebuilding dialogue in the ERR sites. Community leaders were capacitated to resolve and manage conflict. Clustered barangays indicated a harmonious relationship, had restored respect and trust. Improvement in vertical relationship was also manifested as a result of strong partnerships with the LGUs and Regional Government Agencies in the rebuilding process of ERR sites and improving the capacity of the LGUs in DRR.

Lessons Learned

(a) Integrated project design of early recovery, rehabilitation and development initiative must address to the multifaceted development needs of the IDP. Parochial interventions are not sufficient interventions for early recovery, rehabilitation and development of the displaced families.

(b) Conflict sensitivity is primordial in rebuilding and reconstruction of IDP communities. Identifying the most vulnerable groups, assessing their priorities, and strengthening the capacity of IDP communities to plan and manage local development projects are fundamental design prerequisites for early recovery and rehabilitation of socio-economic infrastructure and development activities.

(c) Participatory approach of project design, subproject implementation, monitoring and evaluation for recovery and development yield quick tangible results. Empowering the IDPs can be more efficient, gaining organizational legitimacy, gathering local support, and preventing youth from engaging in destructive activities.

(d) Devising flexible project management approaches at the community level should consider the wide variety of timelines, capacity levels, levels of access to resources, geographic distances, logistical requirements, and conflict dynamics.

(e) In a climate of great flux and insecurity, it is important to have continuity of project personnel. This allows key actors to obtain deeper history and context, which supports the learning and application of better practices throughout the project life. The criteria and mechanics of selecting the Local Service Provider (LSPs) are vital in ensuring the quality of projects and services delivery.

(f) Sustainability of demand-driven projects is greater when local government administrations are involved in planning, appraisal, execution, monitoring and evaluation. Integrated implementation through local government bodies could prevent the pitfalls of parallel institutions that have affected many social funds. At the same time, local governments are susceptible to local political influence and often face capacity constraints.

(g) Implementation approaches that create community ownership are easily accepted which in turn help ensure community contributions and maintenance support in the long term. Communities are usually involved in interventions such as community-based drinking water, community building, school classrooms and toilets, BnB, community economic enterprises, and restoring cultural or religious sites. Empowering the IDP communities promotes ownership and sustainability of assets and gains of the recovery and rehabilitation of social and economic infrastructure interventions. Beneficiaries' participation in the design, process of subproject implementation and control of resources contributed significantly in making them accountable to their decisions.

(h) Sustainability is inherent on community participation, local government bodies, national government agencies, NGOs, and other groups; responsiveness to community demands; adequate social capital (or capacity to promote peacebuilding through development at the community level); linkages and collaboration with other livelihood financing, and technical assistance projects; and, workable operations and management plans that are fully owned by the communities with support from local governments.

(i) Early recovery, reconstruction and long-term development are essentially governance concerns. Where governance is weak or absent, conflict affected, conflict-vulnerable and post-conflict areas become more vulnerable to recurrence of conflicts or potential conflicts. Restoring governance is crucial in post-conflict and conflict affected areas. There are varying perspectives of what this entails.

(j) Managing recovery and rehabilitation of IDP communities for long-term development is vital in sustaining the enthusiasm of duty bearers and peace advocates. Achievement of Project outcomes generated high degrees of expectations from the communities, leaders and government officials, which may be frustrated in the absence of immediate follow through. Realistic follow through plans based on the lessons learned may include redefining the strategic recovery and development activities, and limiting its scope to governance, while basic social services and economic development may continue to be spearheaded by national government with support from donors with community-based development models that can work best in conflict-affected and post-conflict areas.

Recommendations

(a) Conduct of Early Baseline Study for Proper Targeting. The IDP interventions should focus on reform rather than merely restoration of pre-existing systems, following a rigorous analysis of the circumstance and location of the IDPs. This will typically require carrying out in-depth needs assessments during the early stage, if possible even before the formal end of hostilities.

(b) Social Cohesion Promotes Early Recovery and Rehabilitation. Rebuilding social cohesion in internally-displaced families and communities is a vital aspect of recovery, rehabilitation and development of the affected population. The rebuilding process of the IDP families and communities needs to be deliberately pursued and nurtured, and cannot be left to chance. The competence of providing services to strengthen social cohesion would be better delivered by NGOs, academe and other peace networks, rather than by government agencies and personnel. It should be noted, however, that it is the responsibility of the government to deliver the mandated social, economic, environmental and developmental administration services.

(c) Basic Social Services. Basic social services remain as the core in the early recovery and rehabilitation of IDP communities in conflict-affected/vulnerable areas. Delivery of basic services need to be anchored on the principles of participation, rights-based, gender sensitivity, cultural and conflict sensitive and inclusivity in order to achieve optimal benefits of the intervention. Education and health sectors, by their nature, greatly shape and are influenced by social norms and interactions. As such, the overarching need for conflict sensitivity in all assistance programmes and projects is particularly acute for these sectors. Initiatives with demonstrated direct developmental effects, such as those that improve access to water and sanitation and those which foster complementarities between large-scale and small-scale projects, should be promoted.

(d) Community Economic Development. Community economic development should be based on economic advantage. This would require understanding the economic context of the IDP communities which include among others the identification of the strengths, weaknesses, opportunities and threats leading toward the determination of the comparative advantage of the area; alignment of the economic intervention with the industry priorities of the provincial and regional governments. Subsector industry analysis is imperative in order to produce products that can be scaled-up into the larger market.

(e) Local Governance Capacity. Local government institutions are the frontline in the early recovery, rehabilitation and development. Continuous capacity building of LGUs is imperative for the early recovery and sustainability of basic social services and economic development of the conflict-affected areas and IDPs in Mindanao.

(f) Disaster Risk Reduction and Management. Continuous capacity building of LGUs on disaster risk reduction and management (DRRM), achievement of Millennium Development Goals and conflict-sensitive and peace-promotive (CSPP) processes are imperative, thus, they are mainly responsible for the IDP communities' resiliency.

(g) Research Opportunities. The following are some of the possible researchable areas in the context of building disaster resiliency of the IDP communities:

- **Business-Sector Motivators.** There is a need to investigate factors most likely to motivate businesses of all sizes to collaborate with the public sector to build disaster resilience in different types of communities. There are a number of impediments to business participation in private–public collaboration of all types, including disaster resilience. The barriers include private–public sector cultural differences, concerns about information sharing, and wariness of government mandates and regulations. What is not clear is how to overcome such challenges and increase incentives for business participation in disaster-loss–reduction activities.

- **Integrating NGOs.** Providing support to research on how to motivate and integrate community-based, faith-based, and other NGOs—including those not crisis oriented—into resilience-focused collaboration.

- **Changing Emergency-Management Culture.** Support to research on how the emergency-management sectors can be moved toward a "culture of collaboration" that engages the full fabric of the community in enhancing resilience.

- **Learning through Support of Collaboration.** There should be research that focuses on demonstration projects that quantify risk and outcome metrics, enhance disaster resilience at the community level, and document good practices. New efforts to support and nurture community-level resilience-focused private–public collaboration could include research and demonstration projects aimed at enhancing disaster resilience at the community level and documenting best practices.

(h) Support to Framework Agreement on the Bangsamoro. Future programming of IDPs in conflict-affected and vulnerable areas in Mindanao should be rationalized within the ambit of supporting the Framework Agreement on the Bangsamoro.

Section 1:

INTRODUCTION

Section 1 INTRODUCTION

1.1 Background

This Terminal Evaluation Report details the purpose of the evaluation, evaluation framework, methodological approach, findings and recommendations of the Terminal Evaluation on Early Recovery[1] and Rehabilitation for Central Mindanao (ERRCM) Project. The evaluation was conducted based on the Terms of Reference (TOR)[2] and enhanced after consultation with the stakeholders. Throughout the course of the evaluation, the study team continued to consult and draw collective inputs from Mindanao Development Authority (MinDA) as an Overall Implementing Agency (OIA), ARMM Regional Government (ARG), ERRCM Project Coordinating Office (PCO), and implementing partners in order to come up with a holistic and evidence-based performance evaluation of the project.

The Project seeks to contribute to the efforts of national and local governments in facilitating the return or resettlement and early recovery of populations displaced by the armed conflicts in Mindanao from August 2008 onwards and to establish foundations for sustainable peace and development in affected communities.[3]

The Project was designed to support the IDPs transitioning from relief to recovery and development, help restore socio-economic life and enhance the capacity of target communities in resettlement and return to their respective areas, in order to optimally participate in pursuit of sustainable peace and development.[4]

The implementation of the Project was built on the experiences and lessons learned from GPH-UNDP-EC Strengthening Response to Internal Displacement in Mindanao (StRIDe-Mindanao) as the momentum to continuously deal with the IDPs in Central Mindanao.

The Project is supported by the European Union (EU) and the United Nations Development Programme (UNDP) with a total budget of PhP222,321,133.14 covering the six (6) components which was implemented from January 2011 to December 2012.

1.2 Purpose and Scope of the Evaluation

The core objective of the terminal evaluation is to assess the project's contribution in supporting communities transitioning from relief to recovery and development; helping restoration of socio-economic life; and, enhancing the capacity of target communities in resettlement and return to fully participate in long-term recovery and development. Specifically, the evaluation aims to:

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[1] Early recovery is still considered a relatively new concept one that is in need of greater attention and clarity. UNDP identifies early recovery as addressing a critical gap in coverage between humanitarian relief and long-term recovery, between reliance and self-sufficiency. The UNDP defines "Early recovery as a multidimensional process of recovery that begins in a humanitarian setting. It is an integrated and coordinated approach, using humanitarian mechanisms, to gradually turn the dividends of humanitarian action into sustainable crisis recovery, resilience building and development opportunities.

[2] Terms of Reference for the Terminal Evaluation of the ERRCM project.

[3] Contribution Agreement Between The European Commission and The United Nations Development Programme.

[4] Ibid

1. Assess the Project on how it is able to support transition from relief to early recovery;
2. Assess the Project's contribution in reducing the vulnerability of the IDP population;
3. Assess on how the Project strengthens capacities for local governance of early recovery, response, disaster preparedness, including coordination of early recovery efforts;
4. Assess the cross-cutting theme outcomes attained by ERRCM as well as outcomes with respect to other relevant cross-cutting issues;
5. Determine the factors affecting the viability of ERRCM as a strategy for providing assistance to IDPs; and,
6. Distill lessons learned; good practices and provide recommendations, including general and specific recommendations related to future cooperation between UNDP and the Government of the Philippines through the MinDA in the area of peace-building and IDPs recovery, rehabilitation and development.

The evaluation also assessed the contributions of ERRCM to the larger peace outcomes in the context of Mindanao, Country Programme Action Plan (CPAP), and United Nation Development Assistance Framework (UNDAF).

The scope of the evaluation were limited to: (a) assessment of the project results; (b) project design and management; (c) level of satisfaction of the respondents in the process of subproject implementation; (c) stakeholders partnership and participation; (d) ownership and sustainability; (e) cross-cutting themes; (f) factors affecting the project performance; (g) overall assessment of the theories of change; (h) overall assessment using OECD-DAC criteria; (i) contribution to larger peace outcomes; and, (j) lessons learned and recommendations. Qualitative and quantitative methods were employed in the conduct of the evaluation. Appropriate tools of data analyses were used in responding to the objectives of the evaluation.

1.3 Programme Components

The evaluation covers the performance of the six (6) components of the Project based on the Logical Framework of Analysis (LFA). Presented in Table 1, were the project's interventions:

Table 1. The Six Components of ERRCM Project

Component 1 ***Core Shelter, Water and Sanitation***	**Component 2** ***Basic Services and Facilities***	**Component 3** ***Livelihood Assistance***	**Component 4** ***Strengthening Capacity for Local Governance***	**Component 5** ***Rebuilding Social Cohesion***	**Component 6** ***Financial Management***
• Construction of core shelters with water and sanitation facilities • Shelter repair assistance • Installation of level 1 water supply system • Installation of level 2 water supply system • Provision of food and non-food items	• Construction of Barangay Health Station (BHS) with provision of Medical Equipment • Training on Primary health care / reproductive health • Establishment of Botika ng Barangay (BnB) • Provision of educational facility • Conduct of play therapy session • Conduct of trauma counseling and other psychosocial service	• Start-up support for early recovery • Provision of quick impact livelihood for men and women • Bio-intensive gardening (BIG)	• Risk assessment and contingency planning • DRR/EW/ER training with equipment provision	• COP and conflict management training-seminar integrating gender sensitivity • Dialogues/meetings for conflict resolution and peace sanctuary formation • Training and coaching on peace-based community organizing and advocacy for peace core groups • Support to local peace-building initiatives	• Financial management • Administrative management • Monitoring and Evaluation • Risk management • Knowledge management

1.4 Spatial Coverage

The evaluation period covered January 2011 to December 2012. Geographically, it focused on the 30 ERRCM sites in the provinces of Maguindanao; Lanao del Sur, Lanao del Norte and North Cotabato. Listed in Table 2 were the specific ERRCM sites.[5]

Table 2. List of ERRCM Project Sites

Non-ARMM: North Cotabato	Non-ARMM: Lanao del Norte
1. Brgy. Rangaban, Midsayap 2. Brgy. Bagolibas, Aleosan 3. Brgy. Katilacan, Pikit 4. Brgys. Pamalian and Bualan, Pikit (clustered) 5. Brgys. Galidan and Damawato, Tulunan (clustered)	1. Brgy. Robocon, Linamon 2. Brgy. Paiton, Kauswagan 3. Brgy. Dimarao, Bacolod 4. Brgy. Balintad, Munai 5. Brgy. San Roque, Kolambugan 6. Brgy. Madaya, Salvador 7. Brgys. Poona Kapatagan, Poblacion, and Berwar, Tangkal (clustered)
ARMM: Maguindanao	**ARMM: Lanao del Sur**
1. Brgy. Damabalas, Datu Piang 2. Brgy. Sampao, Guindulungan 3. Brgy. Poblacion, Mother Kabuntalan 4. Brgy. Maitong, Mother Kabuntalan 5. Brgy. Guiawa, Northern Kabuntalan 6. Brgy. North Binangga, Talayan 7. Brgy. Liab, Mamasapano 8. Brgy. Pimbalakan, Mamasapano 9. Brgy. Kitango, Datu Saudi 10. Brgy. Gawang, Datu Saudi 11. Brgy. Lepok, SharifAguak 12. Brgy. Manggay, Talitay	1. Brgy. Pagayawan, Madalum 2. Brgy. Kadayunan, Madalum 3. Brgy. Bansayan, Piagapo 4. Brgy. Sandab, Butig 5. Brgy. Talub, Balindong 6. Brgy. Bualan, Balindong

Section 2. METHODOLOGY AND EVALUATION FRAMEWORK

2.1 Method Used

[5] Manual of Operations, ERRCM

This terminal evaluation was anchored on the theory of Utilization-Focused Evaluation (U-FE) which begins with the premise that evaluations should be judged by their utility and actual use; therefore, evaluators should facilitate the evaluation process and design. Any evaluation with careful consideration of how everything is done, from beginning to end, will affect its uses. Use concerns of how ERRCM stakeholders will apply evaluation findings and experiences in the future programming of IDP assistance. Therefore, the focus in utilization-focused evaluation is on intended use by intended users. Since no evaluation can be value-free, utilization-focused evaluation answers the question of whose values will frame the evaluation through working with clearly identified primary intended users who have responsibility to apply evaluation findings and implement recommendations.

Guided by the Programme's LFA, both qualitative and quantitative data-gathering methods and analyses were used in the conduct of this evaluation. Triangulation methods were adopted that generated findings; validated and confirmed several qualitative and quantitative approaches and tools for data analyses; minimized the researchers bias; and, produced more "robust and generalizable findings" based on scientific evidence.

2.2 Evaluation Framework

In pursuit of the objectives, the Terminal Evaluation provides an assessment of the following key aspects:

(1) **Achievement of Project Results** – The extent to which the overall Project objectives and results were achieved, level of satisfaction in the process of subproject evaluation, and the degree to which the Project contributed to UNDAF, CPAP and Mindanao Peace Outcomes;
(2) **Project Design and Management** – The management processes used in the implementation of the Project including the M&E framework/processes, risk assessment/management, and knowledge management.
(3) **Stakeholder Participation and Partnership** – Networks and partnerships in support of the implementation of the Project;
(4) **Ownership** – The degree of governmental/community ownership developed and the likelihood of continuation and prospects of sustainability of the project;
(5) **Sustainability** – Key factors that will require attention in order to improve prospects for sustainability of project outcomes and the potential for replication of the approaches; and,
(6) **Lessons Learned and Recommendations** – main programmatic and institutional lessons that were learned and which can be applied in future project implementation related to early recovery, rehabilitation and development of IDPs.

Figure 1 presents the evaluation framework which contains the essential aspects of evaluation of the ERRCM Project in Central Mindanao. This framework serves as a guide in the evaluation process, and selection of appropriate methodological approaches described in the study framework matrix.

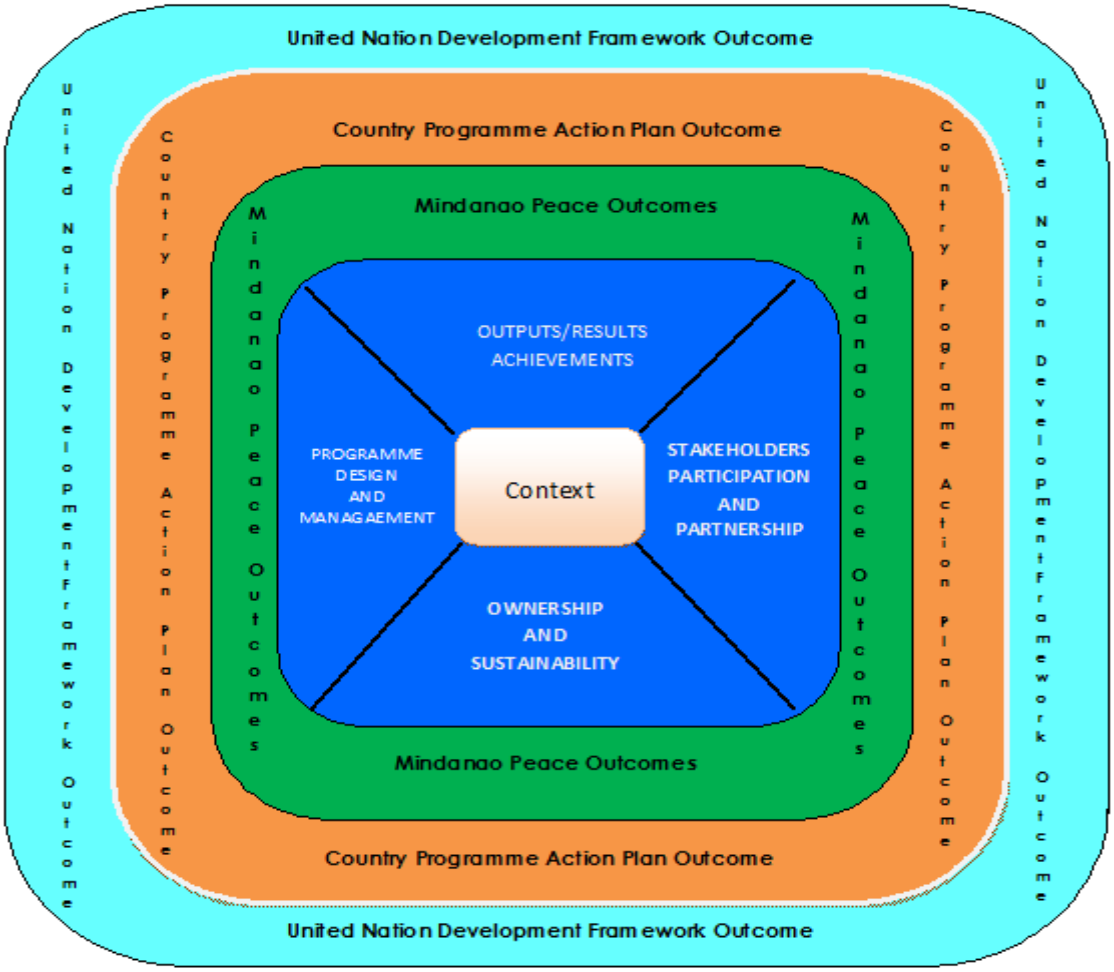

Figure 1. Evaluation Framework of the ERRCM Project

2.3 Criteria for Performance Assessment

In developing the methodology for evaluation, the accepted criteria and guidelines for aid response, such as those put forward by the OECD-DAC, Mindanao Peace Outcomes (MPO), Country Programme Action Plan (CPAP) and United Nations Development Assistance Framework (UNDAF) were used. In order to evaluate the Project performance with any type of rigor, this evaluation was required to adapt criteria and develop indicators that were: a) few in number; b) reasonably objective; and, c) able to track over time.

The evaluation was undertaken to gauge the project's contribution based on its intended purpose. The following frameworks of measuring the contribution of the project to a larger outcome were enumerated:

1) UN Development Assistance Framework (UNDAF) Outcome: The level of violent conflicts has been reduced and human security and the culture of peace have been promoted nationwide;
2) UNDP Country Programme Action Plan (CPAP) Outcome: Key actors are better able to prevent, manage and resolve conflict, respond to crisis and post-crisis situations, and build an enabling policy environment for sustainable peace and human security; and,

3) Mindanao Peace Outcomes #2- Human security in Mindanao conflict-affected and vulnerable communities enhanced.

2.4 Study Framework Matrix

The matrix below presents the agreed and approved criteria, key questions, and measurement indicators. It served as a guiding framework in the entire process of integrating the OECD-DAC criteria for evaluation of complex emergencies (i.e. relevance/appropriateness, efficiency, effectiveness, gender, ownership and sustainability), it also draws on key standards such as Sphere and the Code of Conduct and from innovations such as DARA's Humanitarian Response Index. The evaluation aspect, criteria and questions, and information sources/relevant research tasks are detailed below in Table 3.

Table 3. Study Framework Matrix.

Evaluation Questions		Information Sources/Relevant Research tasks
Project Objective: - To what extent has implementation of the ERRCM Project contributed in supporting communities transitioning from relief to recovery and development; helping restoration of socio-economic life; and, enhancing the capacity of target communities in resettlement and return areas to fully participate in long-term recovery and development? - To what degree was the ERRCM Project able to promote social cohesion through the design and implementation of early recovery, rehabilitation and development projects? - How has the project promoted collective decision-making and participatory planning of communities towards shared priorities? How has it enhanced community capacity to resolve conflicts?		• Desk review • Focus Group Discussion • Key Informant Interview
Output 1	- How many core shelters constructed and repaired inclusive of water and sanitation in priority return sites? - To what extent were the communities involved in the process of project implementation? What is their level of satisfaction with the projects? - What is the level of participation of MinDA, ARG, LGUs, NGOs, POs, and relevant government agencies?	• Desk review • Focus Group Discussion • Survey • Key Informant Interview
Output 2	- How many basic services and facilities provided such as BHS, training on primary health care/reproductive health, BnB, educational facility, play therapy session, trauma counseling and other psychological services? - To what extent were the communities involved in the process of project implementation? What is their level of satisfaction with the projects? - To what extent were the beneficiaries' primary health care's, reproductive health, therapy session and traumatic counseling and psychological services contributes to IDPs to recover? - What is the level of participation of MinDA, ARG, LGUs, NGOs, POs, and relevant government agencies?	
Output 3	- How many livelihood assistance targeted, implemented and achieved relative to start-up support for early recovery, quick impact livelihood for men and women, and bio-intensive gardening (BIG)? - To what extent were the communities involved in the process of project implementation? What is their level of satisfaction with the projects? - To what extent were the beneficiaries' start projects, quick impact livelihood for men and women, and bio-intensive gardening contributes to early recovery and rehabilitation? - What is the level of participation of MinDA, ARG, LGUs, NGOs, POs, and relevant government agencies?	

Output 4	- How many LDCCs and community-based disaster response teams, and strengthened disaster preparedness teams capable of responding to emergencies? - How many LDCCs have disaster management plans and budget allocation for disaster preparedness and response? - To what extent have the skills/capacities of beneficiaries' contribute to early recovery and rehabilitation? - To what extent were the LGUs involved in the process of project implementation? What is their level of satisfaction with the strengthening capacity for local governance projects? - What is the level of participation of MinDA, ARG, LGUs, NGOs, POs, and relevant government agencies?	
Output 5	- How many mechanisms or local legislative issuances targeted, implemented and achieved in support of peace-building and community recovery? - To what extent were the communities involved in the process of project implementation? What is their level of satisfaction with the social cohesion projects? - Has the project promotes "Do No Harm" in the process of project implementation?	
Partnership/Ownership: - To what extent were government counterparts and project beneficiaries/stakeholders involved in the design and implementation of the project? What was their input actively sought during the project design and implementation phases taken into account? What partnership strategies/approaches were incorporated into the project design and implementation process? - To what extent were the NGOs, LGUs, NGAs consulted? How was project coordinated with other existing efforts to ensure synergy and work towards a common objective? - To what extent can outputs be attributed and credibly linked to the achievement of the overall outcome? - Has the project build constituency to its stakeholders?		
Relevance: 1. Are responses driven by objective needs assessments? 2. Are local actors involved in needs assessments and prioritization? 3. How did the project support implementation of existing government strategies (MinDA, ARG) and priorities? How did it contribute to implementation of overall UNDAF, CPAP and MPO strategies and objectives for Central Mindanao? 4. To what extent did the project address the needs of beneficiaries? **5.** Was the project adjusted to the evolving situation in Central Mindanao? Were new developments sufficiently anticipated and risks encountered effectively mitigated?		• Desk review • Focus Group Discussion • Key Informant Interview
Effectiveness/Efficiency: 1. How did resource allocation/management support project achievements? 2. Were the resources allocated appropriate and necessary in order to meet the project outputs? 3. What was the impact of funding deficiencies on project implementation? 4. Has the project suffered from delays in implementation? If so, why and what was done about it? 5. Are agencies showing increased emphasis on accountability to recipients? 6. What management processes were used in implementation of the project? How did these contribute to the effective implementation of the project? What challenges were encountered? What are strengths and weaknesses of the management process utilized? **7.** What monitoring and evaluation frameworks/systems were in place to assess and measure project implementation? To what extent were these frameworks/systems effective?		• Desk review • Focus Group Discussion • Key Informant Interview

Gender: 1. Has the project promoted equal participation and benefits for women, men, boys and girls in the area? 2. How the gender issues broadly dealt with in the programming? **Sustainability:** 1. Do the stakeholders have sufficient ownership, capacity and resources to continue project outcomes? 2. What are the mechanisms in-placed to sustain the project's outcome?	• Desk review • Focus Group Discussion • Key Informant Interview

2.5 Data Collection and Analysis

Desk Review of Project Documents/Literature Review. Qualitative analysis of common themes, patterns and issues from the evaluation and key literature formed as key part of objectives 2 and 3. The review of project documents and evaluation synthesis summarized finding of accomplishment reports and evaluations undertaken since 2011. The literature review looked at key issues and emerging trends of IDPs in conflict context.

Intensive reviews were conducted from the project documents and materials such as signed Contribution Agreement, regular and interim progress reports, United Nations Guiding Principles on Internal Displacement (UNGPID), stakeholders' forum and other consultation/validation workshops with key stakeholders and partners, highlights of Project Steering Committee (PSC) meetings, EU-ROM reviews, final report from implementing partners/NGOs, Early Recovery and Rehabilitation (ERR) Plan of ARMM, Mindanao Working Group (MWG) Shared M&E, project policies, agency data, baseline data, consultation reports, UNDAF, CPAP documents, among others.

Key Informant Interviews. This task formed a core part of objectives 2 to 5 and contributed to objective 1. The Evaluation Team compiled a list of key informants for interviews from UNDP, EC, DSWD, NEDA, OPAPP, MinDA, ERRCM, ARMM, PLGUs, MLGUs, BLGUs, and NGOs. The interviewees were selected to represent each of these categories. The data collected through interview were guided by prepared questions.

Perception Survey. The survey instrument was intended to address the objective of measuring the level of satisfaction in the process of sub-project implementation. It was developed based upon the evaluation framework and questions of the study framework matrix.

The survey questions were formulated to provide information and perspectives that pertain to the level of satisfaction of beneficiaries as to project needs assessment, identification, selection, proposal preparation, implementation, and monitoring of subproject implementation process. They seek to elicit current appraisal of the project as it relates to the respondents' direct experience, as well as an assessment of whether and how these areas have changed over the past two (2) years.

Testing and evaluation of the survey instrument was conducted before it was submitted for approval by OIA and LIAs. The survey instrument was piloted in one (1) sites of ERRCM, and the data collected from this pre-run was subjected to validity and reliability analysis. Construct validity analysis employed Exploratory Factor Analysis (EFA) to test the uni-dimentionality of the items to define a variable (construct). Reliability analysis was employed using Cronbach's Alpha to test the internal consistency of the items of the survey instrument.

The survey instrument was revised, refined and finalized according to the result of the pilot test. The survey instrument was submitted to MinDA for approval before it was used as one of the tools for data collection.

Data quality management system was employed in the data collection, processing, and interpretation. The quality of the data starts from the instrument construction, testing and evaluation using construct and content validity, and reliability analysis and stakeholders assessment.

Local interviewers were tapped and capacitated on techniques of interviewing to effectively administer the survey questionnaire. They were deployed to the randomly selected ERR communities.

Probability random sampling technique was used in determining the sample size. The sample size from the selected sites was computed using probability sampling technique, and G-power statistical package was used in the sample size analysis.

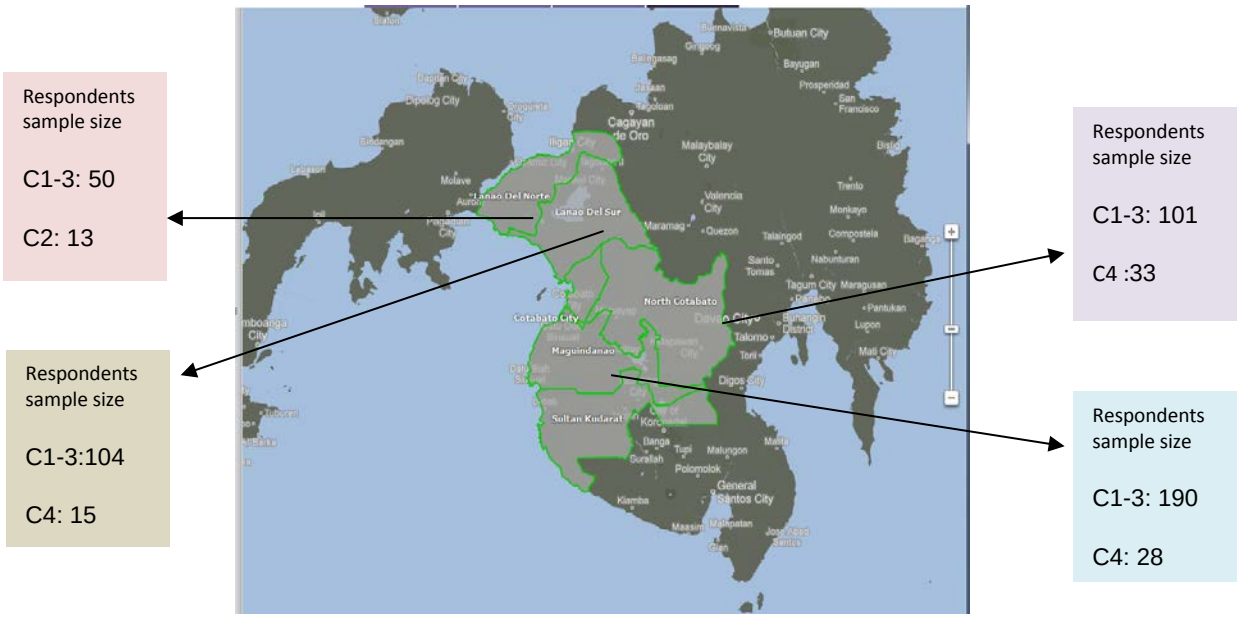

Figure 2. Map of ERRCM Sites Showing the Distribution of Respondents Sample Size

Field Studies. The field studies supported all the study's objectives and aimed to expand and/or deepen the data set for each objective of the study. In particular, the visits increased the study's ability to consult with POs, and BLGUs and captured variety of perspectives as they relate to the core criteria.

In terms of assessing performance and progress, the field visits focused on collecting a fuller set of focus group discussions with BLGUs and POs representatives. The field visits also looked at relevant issues from the cross-cutting themes and placed them in an operational context.

The key tasks of the field level work included:

(i) Hosted the focus group discussions with beneficiaries, following the guide questions template; and,
(ii) Documented the direct observation from the community visits.

2.6 Data Analysis

Qualitative Data Analysis. Thematic content analysis was used in making sense of the qualitative data collected from project documents and evaluation reports, transcript of the KIIs and FGDs, and field notes through direct observation of the ERR communities. The thematic content analysis involved the following steps:

(i) Documentation;
(ii) Coding;
(iii) Categorizing; and,
(iv) Descriptive interpretation and reflection.

Quantitative Data Analysis. Descriptive and inferential data analyses were used in evaluating the level of satisfaction on the process of sub-project implementation and improvement in the capacity of disaster risk reduction and management.

Triangulation.[6] It is the application and combination of several research methodologies in the study of the same phenomenon. By combining multiple observers, theories, methods, and empirical materials, sociologists can hope to overcome the weakness or intrinsic biases and the problems that come from single method, single-observer, single-theory studies. Often the purpose of triangulation in specific contexts is to obtain confirmation of findings through convergence of different perspectives. The point at which the perspectives converged is seen to represent reality.

Metasynthesis of data analysis was employed in aggregating the findings of qualitative and quantitative analyses of project evaluation. This involved the blending of findings based on the result of survey, desk review/literature review, Focus Group Discussion (FGD) and Key Informant Interview (KII). The following steps were undertaken:

(1) Extraction of findings;
(2) Taxonomic analysis; and,
(3) Descriptive-Inferential content analysis.

[6]Among experts in triangulation in the social sciences, there continues to be a general consensus on the usefulness of the four types of triangulation originally identified by Denzin in the 1970s: (1) data triangulation; (2) investigator triangulation; (3) theory triangulation; and (4) methodological or method triangulation. Methods triangulation is the use of multiple methods to study a situation or phenomenon. The intention is to decrease the deficiencies and biases that come from any single method. In other words, the strengths of one method may compensate for the weaknesses of another. This type of triangulation is very similar to the mixed method approaches used in social science research, where the results from one method are used to enhance, augment and clarify the results of another. It is also a variation on data triangulation, with an emphasis on using data collected by different methods as opposed to data collected for different programmes, locations, populations, etc. Data triangulation is the use of a variety of data sources, including time, space and persons, in a study. Findings can be corroborated and any weaknesses in the data can be compensated for by the strengths of other data, thereby increasing the validity and reliability of the results. The approach has been used in many sectors to strengthen conclusions about findings and to reduce the risk of false interpretations. Investigator triangulation is the use of more than one investigator, interviewer, observer, researcher or data analyst in a study. The ability to confirm findings across investigators — without prior discussion or collaboration between them — can significantly enhance the credibility of the findings. Investigator triangulation is particularly important for decreasing bias in gathering, reporting and/or analyzing study data. Theory triangulation is the use of multiple theories or hypotheses when examining a situation or phenomenon. The idea is to look at a situation/phenomenon from different perspectives, through different lenses, with different questions in mind. The different theories or hypotheses do not have to be similar or compatible; in fact, the more divergent they are, the more likely they are to identify different issues and/or concerns.

Section 3
OPERATING CONTEXT

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According to the study of World Food Programme (WFP) and World Bank (WB), "People of Mindanao have long been hit by cycles of violent conflicts and displacements, and these have intensified in the past decade. "All out war" in 2000 and hostilities in 2008 each led to the displacement of nearly million individuals. Tens of thousands were displaced by military operations in 2003 and, more recently, thousands of families had to leave their homes when fighting escalated in some parts of Zamboanga Sibugay and Basilan in October 2011." [7] The recurrent conflict in those indentified affected areas had been part of the daily life of the IDPs in the past years.

In the case of Central Mindanao, there were four (4) provinces that had been "affected by cycles of displacements". These provinces include among others (1) Maguindanao; (2) North Cotabato; (3) Lanao del Norte; and (4) Lanao del Sur. Historically, it had been intensified during the first decade of the 21st century.

1976 – 2000. Accordingly, after years of relatively low intensity conflict between 1976 and 2000, President Estrada's "All Out War" strategy declared in 2000 led to the displacement of more than 930,000 individuals. Since then, there has been progress in talks between the GPH and the Moro Islamic Liberation Front (MILF), but these are intermittently put under intense strain by the escalation of armed conflict on the ground.

2003 – 2007. When fighting erupted, it led to mass population displacement. Renewed military operations in 2003 displaced at least 411,000 individuals. Many people were affected by military operations in 2005-2007.

2008. The collapse of GPH-MILF negotiations over the Memorandum of Agreement on Ancestral Domain (MoA-AD) which resulted to "fire-fighting between the Armed Forces of the Philippines (AFP) and some elements of the MILF. As a consequence, it had again displaced hundreds of thousands individuals. "The National Disaster Coordinating Council (NDCC) reported an estimated 107,224 families (or 511,000 persons) displaced by the fighting. DSWD, which headed the government's Task Force on IDPs in Mindanao, reported in March 2009 a total of 210,000 IDPs inside and outside evacuation centers, following a GPH attempt to encourage return during the first two (2) months of the year."[8]

2009. However, without a ceasefire and with continued armed skirmishes and military presence in their communities (intensified from April to July 2009), IDPs fled from their communities once more in the 2nd quarter and returned to evacuation centers or to host communities. By the end of August 2009, figures from the DSWD on the number of IDPs ranged from 327,645 IDPs to 383,410 persons. It had been difficult to estimate an accurate total number of people displaced, due to the cyclical and mobile nature of the IDPs[9].

Rido. "Vertical' conflicts over questions of self-determination are complicated by political power struggles at the local level, often in the form of clan conflicts (*rido).*The continuing presence of armed groups, the prevalence of rido and rivalry among local politicians have

[7] http://www.wfp.org/content/conflict-and-displacement
[8] Ibid
[9] Ibid

caused fears and uncertainties among IDPs. The vulnerability of the civilian population was starkly demonstrated in the "Maguindanao Massacre" on November 26, 2009, an election-related clan violence."

Effects. Displacement exacts an immense socio-economic cost. Displaced people were consistently worst off and least secure compared to the rest of the population. They were least optimistic about the future. The impact of displacement did not end when people returned home. Returned households were almost as vulnerable as those who were still displaced and their problems of food insecurity, income poverty and poor access to services were almost as severe.[10]

These cycles of conflict in Central Mindanao had resulted to destruction of people's lives and livelihood. Thousands of families have been uprooted from their hopes, relationships of the affected families have been ruined, infrastructures were destroyed, unemployment and diaspora increased, and human dignity of the IDPs worsened.

Relief, recovery, rehabilitation and development of the displaced families are not only an issue of humanitarian assistance. The needs of the IDPs are complex which demand for a multi-faceted development intervention. Thus, the UNDP-EU assistance in the selected sites of Central Mindanao has been integrated, addressing the social, economic, governance, and psychological needs of the IDPs.

2012. The recovery, rehabilitation and development initiatives of the government, NGOs, donors and others actors supported the peace agreement initiative. "On October 15, 2012, the GPH and the MILF reached into a "Framework of Agreement on the Bangsamoro, which will pave the way for the establishment of the new autonomous political entity, the Bangsamoro, to replace the Autonomous Region in Muslim Mindanao.[11]

[10] http://www.emindanao.org/conflict-and-displacement#!__conflict-and-displacement/vstc30=overview
[11] http://www.gov.ph/the-2012-framework-agreement-on-the-bangsamoro/

Section 4

ASSESSMENT ON THE ACHIEVEMENTS OF PROJECT OUTPUTS

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A key question in the assessment of programmes and projects is that of attribution: to what extent are observed results due to project activities rather than other factors? What we want to know is whether or not the project has made a difference—whether or not it has added value. In such cases, contribution analysis will help come to reasonably robust conclusions about the contribution being made by projects to observed results. Contribution analysis explores attribution through assessing the contribution a project is making to observed results. It sets out to verify the theory of change behind a project and, at the same time, takes into consideration other influencing factors.

This section covers discussion on the assessment of Project achievement of outputs based on the LFA and Theory of Change. It sets out to assess the project performance guided by minimalist contribution analysis, direct and indirect influence.[12] Actual outputs vis-à-vis intended outputs per component were reviewed and assessed based on data generated from the evaluation documents. Conclusions were then made on the status of outputs attainment and strategies implementations, to what extent and at what levels.

4.1 Overall Assessment of the Project Outputs

Overall assessment of the project output performance both ARMM and Non-ARMM Desks indicated a 97% completion rate covering the six (6) components. Component 1 Core shelter with water and sanitation facilities delivered a 99% physical delivery rate (PDR); Component 2 Basic services exhibited a PDR of 100%; Components 3-4 Livelihood assistance and strengthening local governance through DRR both yielded a PDR of 91%; Component 5 Rebuilding social cohesion yielded a PDR of 100%, and Component 6 Project management shows a PDR of 93%. This means that the project was able to deliver almost 100% percent of the end targets.

Table 4. Overall Performance Achievement of Outputs[13]

ERRCM Interventions	Amount (All Years)	Actual Accomplishment	PDR per Comp.	FDR per Component.
Component 1	79,850,708.33		**99%**	**97%**
Core shelter units with water and sanitation facilities	54,186,000.00	**99%**	67.20%	67.86%
Shelter repair assistance	11,767,200.00	**100%**	14.74%	14.74%
Level I potable water supply system	3,296,737.50	**99%**	4.11%	4.13%
Level II potable water supply system	9,836,437.50	**96%**	11.86%	12.32%
Monitoring and Evaluation	764,333.33	**100%**	0.96%	0.96%
Component 2	63,276,807.72		**100%**	**97%**
Provision of Food (Food for Work/Food for Training)	5,680,775.00	**100%**	8.98%	8.98%
Provision of Non-Food Items	7,307,948.00	**100%**	11.55%	11.55%
Barangay Health Station (BHS)	13,752,000.00	**99%**	21.58%	21.73%
Training on Primary Health Care and Reproductive Health	4,455,325.00	**100%**	7.04%	7.04%
Botika ng Barangay (BnB) - Village Pharmacy	2,849,400.00	**98%**	4.43%	4.50%
Provision of play therapy for children	1,177,050.00	**100%**	1.86%	1.86%

[12] *Minimalist contribution analysis.* At this level, the analysis (1) develops the theory of change, and (2) confirms that the expected outputs were delivered. Statements of contribution are based on the inherent strength of the theory of change and on evidence that the expected outputs were delivered. For example, in a vaccination programme, if the outputs (vaccinations) are delivered, then the outcome of immunisation can be assumed based on the results of previous vaccination programmes. The weaknesses of this level of analysis are any perceived weaknesses in the theory of change.
Contribution analysis of direct influence. This level of analysis starts with minimalist analysis and gathers and builds evidence that (1) the expected results in areas of direct influence of the theory of change were observed, and (2) the programme was influential in bringing about those results, taking other influencing factors into consideration.

[13] This technical report is as of December 2012. Validation of data is still on-going.

Educational facility	20,610,726.39	**100%**	32.49%	32.57%
Trauma counselling and other psychosocial services for the IDPs	6,679,250.00	**100%**	10.56%	10.56%
Monitoring and Evaluation	764,333.33	**100%**	1.21%	1.21%
Component 3	36,063,490.04		**91%**	**97%**
Start-up Support for Early Recovery	2,748,910.00	**100%**	7.62%	7.62%
Provision of Quick Impact Livelihood	25,480,000.00	**87%**	61.60%	70.65%
Bio-Intensive Gardening	6,306,262.50	**100%**	17.49%	17.49%
Monitoring and Evaluation	1,528,317.54	**100%**	4.24%	4.24%
Component 4	14,353,185.42		**91%**	**99%**
Risk Assessment and Contingency Planning	3,048,050.09	**100%**	21.24%	21.24%
Baseline Study/Needs assessment	2,000,000.00	**100%**		
Coordination Meetings and Support to Activities of LDCCs and other Coordination Mechanisms	3,896,468.67	**100%**		
DRR/EW/ER Training with Equipment Provision	3,910,000.00	**66%**		
Monitoring and Evaluation	1,498,666.66	**100%**		
Component 5	11,647,471.26		**100%**	**99%**
Training on Culture of Peace (COP) and Conflict Management Integrating Gender Sensitivity	2,520,000.00	**100%**	21.64%	21.64%
Dialogues/Meetings for Conflict Resolution and Peace Sanctuary Formation	1,008,860.00	**100%**	8.65%	8.66%
Training/Coaching on Peace-Based Community Organizing and Advocacy for Peace Core Groups	1,400,000.00	**100%**	12.02%	12.02%
Peace Constituency Activities (Support to local peace-building initiatives)	6,718,611.26	**99%**	57.25%	57.68%
Component 6	17,129,470.37		**93%**	**96%**
Project Management	17,129,470.37	**93%**	92.96%	100.00%
TOTAL	**222,321,133.14**	**PDR:**		**97%**

Component 1: Component 1 Core Shelter, Water and Sanitation

One of the central components of the project was the construction of core shelter, water and sanitation. Planned interventions included the installation of core shelter (CS), latrine, level 1 and level 2 potable water supply systems as well as shelter repair assistance. The data indicated a lower delivery rate in the installation of level 1 and level 2 potable water supply systems especially in North Cotabato and Maguindanao. Yet, the delivery of other interventions like CS, latrine and shelter repair assistance exceeded the end target as reflected in all ERRCM sites in Central Mindanao.

Table 5. Component 1 Achievement of Outputs of Core Shelter, Water and Sanitation

Implementing Desk	Province	Planned Intervention	Budget Allocation	End Target	Achievement
Non ARMM Desk	North Cotabato	CS	10,508,850.00	193	193
		Latrine		39	71
		SRA	2,904,000.00	150	296
		PWSS1	980,100.00	44	43
		PWSS2	1,518,000.00	4	1
	Lanao del Norte	CS	10,677,150.00	207	167
		Latrine		41	86
		SRA	1,663,200.00	90	102
		PWSS1	133,650.00	6	6

		PWSS2	2,139,000.00	6	1
ARMM Desk	Lanao del Sur	CS	9,900,000.00	180	180
		Latrine		36	26
		SRA	1,800,000.00	90	78
		PWSS1	405,000.00	9	7
		PWSS2	1,200,000.00	3	1
	Maguindanao	CS	23,100,000.00	420	420
		Latrine		84	66
		SRA	5,400,000.00	270	252
		PWSS1	1,620,000.00	36	36
		PWSS2	4,800,000.00	12	-

Component 2 Basic Services and Facilities.

Construction of Barangay Health Station (BHS) with provision of medical equipment, training on primary health care / reproductive health, establishment of Botika ng Barangay (BnB), provision of educational facility, conduct of play therapy session, conduct of trauma counselling and other psychosocial services were also part of the objective of the project to facilitate early recovery and rehabilitation of IDPs. As shown in Table 6, ARMM and Non ARMM desks effectively delivered the basic services and facilities to the target beneficiaries.

In North Cotabato, 958 families received either food for work or food for training and there were some of the beneficiaries or 2,740 who were provided with non-food items. It was also presented in the table that there were 6 trainings conducted for primary health care and reproductive health. Six units of BHS, 5 units of BnB and 5 units classroom and daycare centers were installed, while 568 individual IDPs attended the play trauma session, and 3,923 on trauma counseling and other psychosocial activities. Lanao del Norte also completed the deliverable except for the installation of BHS where it is lower than the target by one unit. Successful achievement of target outputs on basic services and facilities also illuminated in ARMM. Lanao del Sur was indicated to have 100% delivery rate in the provision of food, PNFI, BHS, PHCRH, BNBs, EF, and, TCPSS excluding PTS. The same services and facilities were also conducted and established in Maguindanao. Hence, provinces in ARMM and Non ARMM, in general, delivered the project component by 100%.

Table 6. Achievement of Outputs on Basic Services and Facilities

Implementing Desk	Province	Planned Intervention	Budget Allocation	End Target	Achievement
Non ARMM Desk	North Cotabato	Food	1,083,736.50	923	958
		PNFI	1,863,883.95	2,978	2,740
		BHS	2,420,000.00	5	5
		PHCRH	731,225.00	6	6
		BNBs	475,750.00	5	5
		PTS	192,500.00	500	568
		EF (C&DCC)	3,465,000.00	5	5

		TCPSS	1,100,000.00	1,000	3,923
	Lanao del Norte	**Food**	1,175,938.15	922	922
		PNFI	1,718,464.05	2,201	2,201
		BHS	2,332,000.00	5	4
		PHCRH	1,024,100.00	7	7
		BNBs	573,650.00	7	7
		PTS	264,550.00	700	868
		EF (C&DCC)	4,599,000.00	7	7
		TCPSS	1,559,250.00	1,400	2,183
ARMM Desk	**Lanao del Sur**	**Food**	858,000.00	660	660
		PNFI	1,241,866.67	1,920	1,920
		BHS	3,000,000.00	6	6
		PHCRH	300,000.00	6	6
		BNBs	600,000.00	6	6
		PTS	238,500.00	1590	1153
		EF (C&DCC)	4,194,300.00	6	6
		TCPSS	1,272,000.00	1,590	1198
	Maguindanao	**Food**	1,989,000.00	1,530	1,530
		PNFI	2,483,733.33	3,840	3,840
		BHS	6,000,000.00	12	12
		PHCRH	600,000.00	12	12
		BNBs	1,200,000.00	12	12
		PTS	481,500.00	3210	3303
		EF (C&DCC)	8,388,600.00	12	12
		TCPSS	2,568,000.00	3,210	3,719

Component 3 Livelihood Assistance[14]

This assessment phase of the project presents the physical delivery rate of ARMM and Non ARMM Desks in the achievement of output for livelihood assistance. Start-up support for early recovery (SSFER), provision of quick impact livelihood for men and women (PQIL) and BIG were provided by the ERRCM Project. It can be noted from Table 7 that in Non ARMM, North Cotabato beneficiaries almost achieved all the deliverables on livelihood assistance. Specifically, 661 were reported as beneficiaries of SSFER, 20 for PQIL and 1,081 for BIG. The highest number of beneficiaries receiving SSFER was found in Lanao del Sur that went above the target by 23%. On the other hand, in ARMM, Lanao del Sur and Maguindanao failed to present the data on the target and

[14] Economic recovery at its core focuses on closing the gap between relief and development in a post-conflict setting. Central to understanding economic recovery is the recognition that, first, its challenges are unique to each country and, second, the post-conflict economy is not simply a "normal" economy in distress. While conditions manifest differently in different contexts, violent conflict often leaves behind substantial loss of livelihoods, loss of employment and incomes, debilitated infrastructures, collapse of institutions and rule of law, continuing insecurity, and fractured social networks. There is often an increase in subsistence agriculture and informal economic activities, and post-conflict countries "face serious macroeconomic problems including massive unemployment, moderate to high inflation, chronic fiscal deficits, high levels of external and domestic debt and low domestic revenues.

http://www.peacebuildinginitiative.org/index.cfm?pageId=1902

actual number of beneficiaries for SSFER. Moreover, the table uncovers that they achieved its target number of livelihood beneficiaries by 100 percent. It can be noted in the table that both ARMM and Non ARMM Desks successfully delivered the livelihood assistance as their actual number of family-beneficiaries went beyond the target.

Table 7. Achievement of Outputs on Livelihood Assistance

Implementing Desk	Province	Planned Intervention	Budget Allocation	End Target	Actual	% Accomplishment
Non ARMM Desk	North Cotabato	SSFER	1,153,625.00	650	661	102
		PQIL	4,000,000.00	20	20	100
		BIG	1,177,687.50	1,095	1,081	98
	Lanao del Norte	SSFER	1,595,285.00	910	1,078	123
		PQIL	6,000,000.00	30	26	86
		BIG	1,378,575.00	862	813	94
ARMM Desk	Lanao del Sur	SSFER	-	0	0	0
		PQIL	2,580,000.00	12	12	100
		BIG	1,200,000.00	960	960	100
	Maguindanao	SSFER	-	0	0	0
		PQIL	5,160,000.00	24	24	100
		BIG	2,550,000.00	2,040	2,125	104

Component 4. Strengthening Capacity for Local Governance

Development subproject to strengthen the capacity of local governance was also considered in the project. Such subproject included risk assessment and contingency planning (RACP) and DRR/EW/ER Training with equipment provision (DRR/EW/EF TWP), as shown in Table 8.

In terms of Non ARMM desk delivery rate, 149 beneficiaries were reported to participate training on risk assessment and 47 beneficiaries participated on disaster risk reduction conducted in North Cotabato. It was also found that in Lanao del Norte, 254 and 169 beneficiaries participated in contingency planning and disaster risk reduction training, respectively.

The data further indicated that Non ARMM desk delivered 100% of the planned intervention except for North Cotabato where DRR training was not conducted due to the comprehensive training program designed by the LGU. Also, 48 actual beneficiaries of DRR and CP training exceeded the 30 target beneficiaries. The analysis, however, was limited only in Non ARMM desk as ARMM desk failed to provide necessary data as they were on the process of validating their report.

Table 8. Achievement of Outputs on Core Shelter with Water and Sanitation Facilities

Implementing Desk	Province	Planned Intervention	Budget Allocation	End Target	Achievement	% Accomplishment	Number of Beneficiaries
Non ARMM Desk	North Cotabato	RA CP	191,262.50	**7**	**7**	100	149
		DRR/EW/EF TWP	745,500.00	7	0	0	47
	Lanao del Norte	RA CP	292,050.00	**9**	**9**	100	254
		DRR/EW/EF TWP	958,500.00	9	9	100	169
ARMM Desk	Lanao del Sur	RA CP	-	0	0	0	0
		DRR/EW/EF TWP	-	0	0	0	0
	Maguindanao	RA CP	-	0	0	0	0
		DRR/EW/EF TWP	-	0	0	0	0

Component 5. Rebuilding Social Cohesion

The Project focused on restoring the social cohesion among conflict affected areas in Central Mindanao. This was done through the conduct of: 1) CoP and conflict management training-seminar integrating gender sensitivity (COP and CMIGS); 2) dialogues/meetings for conflict resolution and peace sanctuary formation (D/M CRPSF); 3) training and coaching on peace-based community organizing and advocacy for peace core groups (T/C PBCOAPCS); and, 4) support to local peace-building initiatives (PCA).

Based on the actual and target data presented in Table 9, both ARMM and Non ARMM desks achieved almost 100% of deliverables. Specifically, North Cotabato and Lanao del Norte indicated 100% delivery rates of planned interventions. Also, Lanao del Sur and Maguindanao posted 100% accomplishment of the deliverables. A total of 9,096 beneficiaries received 270 trainings to build social cohesion. Among those beneficiaries, more than two (2) thousand (2,119) participated trainings on CoP and CMIGS, 2,542 on D/M CRPSF, 1,167 on T/C PBCOAPCS and 3,268 beneficiaries obtained PCA training.

Table 9. Achievement of Outputs on Rebuilding Social Cohesion

Implementing Desk	Province	Planned Intervention	Budget Allocation	End Target	Achievement	% Accomplishment	Number Beneficiaries
Non ARMM Desk	North Cotabato	COP & CMIGS	298,650.00	14	14	100	459
		D/M CRPSF	155,375.00	35	35	100	997
		T/C PBCOAPCS	214,500.00	28	28	100	416
		PCA	449,625.00	33	31	100	1120
	Lanao del Norte	COP & CMIGS	416,130.00	18	18	100	742
		D/M CRPSF	231,000.00	45	45	100	816
		T/C PBCOAPCS	310,200.00	36	36	100	343
		PCA	650,430.00	27	27	100	716
		COP & CMIGS	480,000.00	12	12	100	323
		D/M CRPSF	180,000.00	30	25	83	203

ARMM Desk	Lanao del Sur	T/C PBCOAPCS	276,000.00	6	6	100	104
		PCA	387,000.00	18	15	83	102
	Maguindanao	COP & CMIGS	960,000.00	24	25	96	595
		D/M CRPSF	360,000.00	60	50	83	526
		T/C PBCOAPCS	552,000.00	12	12	100	304
		PCA	774,000.00	36	35	97	1330

Component 6. Financial Management

The PCO was responsible for consolidating the AWFP for ARMM and non-ARMM Desks for submission to the PSC, through the National Project Director, for approval. The AWFPs were prepared and submitted during the last quarter of each year. Under the Supervision of the PCO, ARMM Desk was set up in strategic site. The ARMM Desk led the management and execution of approved AWFPs in its areas of coverage as well as conducted coordination activities with other programs and projects implemented in the areas.

Overall assessment on the financial performance of the project for two-year operations indicated a 95% delivery rate. Non-ARMM financial performance showed a 38% actual expenditure which exceeded planned budget of 37% according to the shared allocation distributed to components 1 - 6 and project management. While the ARMM desk financial performance exhibited a 56% actual expenditure based on the planned budget. On the other hand, the PCO's financial performance was in accordance with its shared budget of about 7 percent.

Table 10. Planned and Actual Expenditure of the Project

Component	All Years Budget				Expenditure			
	PCO	Non ARMM	ARMM	TOTAL	PCO	Non ARMM	ARMM	TOTAL
1	268,767.17	30,524,433.92	48,584,627.69	79,377,828.78	268,124.96	29,856,340.75	46,660,915.04	76,785,380.75
2	257,104.88	24,797,817.52	38,249,005.77	63,303,928.17	243,082.90	23,908,522.82	36,882,500.57	61,034,106.29
3	644,587.03	15,575,295.99	19,870,727.47	36,090,610.49	637,969.34	14,929,775.50	18,204,977.47	33,772,722.31
4	2,597,623.56	5,230,424.23	7,052,258.08	14,880,305.87	2,397,093.21	5,157,374.19	6,426,169.12	13,980,636.52
5	973,533.36	4,932,548.00	6,090,519.90	11,996,601.26	947,903.96	4,414,089.60	5,584,177.86	10,946,171.42
PM	10,151,537.40	1,495,223.74	5,024,227.44	16,670,988.58	9,371,850.37	1,485,599.74	4,279,218.34	15,136,668.45
TOTAL	14,893,153.40	82,555,743.40	124,871,366.35	222,320,263.15	13,866,024.74	79,751,702.60	118,037,958.40	211,655,685.74
Budget Distribution	7%	37%	56%	100%				
Expenditures					7%	38%	56%	100%
Overall Delivery Rate				95%				

Source: ERRCM Financial Performance Report (As of December 2012)

Section 5:
PROJECT DESIGN & MANAGEMENT

Section 5. Project Design and Management

This section of the report covers discussion of findings on the features of the project design and management approaches in the implementation of the project.

Project Design

This ERRCM Project was designed to address the multifaceted needs of the IDP affected families in Central Mindanao. It covered five (5) components of intervention to early recovery and rehabilitation: (1) core shelter with sanitation facilities, (2) basic services with water facilities, (3) livelihood assistance, (4) strengthening governance to early recovery, disaster risk reduction and management, and, (5) rebuilding social cohesion.

The Project was implemented based on the principles of participatory planning, rights based, gender sensitivity, women empowerment, conflict sensitivity and inclusivity. Peace promoting programming of activities adhered to "Do No Harm" framework with the implementing partners; ensured that the process of subproject implementation did not create conflict; and local context was considered in the decision-making process of needs analysis, subproject proposal preparation and approval, implementation, monitoring and evaluation.

Project Management

The Project's management was designed to continue the institutional and administrative arrangements under the Action for Conflict Transformation (ACT) for Peace as its major component. It strengthened the early recovery and rehabilitation efforts of the ACT for Peace Programme. However, the Project's fund was made available only after the end of the ACT for Peace Programme implementation period which can no longer be extended based on existing policies. In this regard, the ERRCM Project had to operate as an independent project with very lean human resource and logistics complements (i.e. only 12 staff complement and no budget was allocated for capital outlay).

The Project was managed by the UNDP under a joint management action through a Contribution Agreement according to the financial and administrative framework agreement between the EU and UN. As the managing agent, UNDP was responsible for the administration of funds and supporting partners in project management. It assumed full responsibility and financial accountability for the funds transferred by the donors to the project.

The PSC served as the management body for the Project. It was responsible for the review and approval of annual work and financial plans; establishment of operations policies for project implementation; pursuance of strategic policies to enhance attainment of project's intended results and outcomes; resolution of implementation issues and concerns; review of project's physical accomplishment and financial reports taking appropriate measures for enhancement of project efficiency and effectiveness; resolution of cross-cutting operational issues and concerns to ensure broad consensus among key project stakeholders; and, monitoring and reporting of risk on project coordination to the OIA and LIAs, and identify measures for mitigating or managing these including actions that would be taken.

The MinDA served as the Overall Implementing Agency (OIA) of the Project and the Lead implementing Agency (LIA) for non-ARMM areas, while the ARG was the LIA for ARMM areas. As the main government partner, MinDA was responsible for the judicious use of Project resources wh

a lean project staff had direct responsibility for project implementation and handled operational concerns. The LIAs reported to the PSC through the MinDA as the Project's OIA. This set-up essentially followed the National Implementation Modality (NIM) guidelines and consistent with the Paris Declaration that stressed the lead role of partner government institutions in the implementation of donor-funded programs.[15]

During the pre-implementation phase, the ARG invoked its authority to directly implement projects implemented in the ARMM areas as stipulated in EO 125 and EO 125-A. With this, the PSC agreed the 60-40 fund sharing scheme for ARMM and non-ARMM Desks, respectively, whereby the fund allocation for ARMM ERR sites was downloaded to the ARMM desk through the PCO. In this set-up, the coordination of the project was carried out by the PCO headed by a Project Coordinator and assisted by two (2) desk offices. Projects in ARMM were implemented by the ARMM Desk and projects outside of ARMM were implemented by non-ARMM Desk under the supervision of the LIAs. The two (2) Desk Offices were the main implementing arms of the Project for the four (4) covered provinces consisting of 30 IDP sites in ARMM and Non-ARMM areas.

The Project engaged implementing partners, support agencies and collaborating institutions from the government, NGOs and the civil society organizations as well as the private sectors to facilitate effective implementation of the project. The signing of Partnership Agreements (for each ERR site) marked the official engagement of the identified NGO and Municipal LGUs as partners in the implementation of community level interventions.[16]

The ARMM Desk had enforced its autonomy on the design, implementation, monitoring and evaluation of the project. Meanwhile, the PCO had to ensure that the interventions in the ARMM areas are aligned with the Project's goal and objectives as stipulated in the LFA. The non-ARMM LIA on the other hand ensured coordinated efforts with both the PSC and PCO that resulted to smooth implementation, monitoring and evaluation of projects and activities. It was notable that plans were available during early stage, thus, implementation of components had less resisting factors.

Locating the PCO and Non-ARMM Desk at MinDA office facilitated fast action on urgent matters. The Project strictly adhered to the government procurement processes. However, limited staffing of MinDA and ERRCM Project (both ARMM and Non-ARMM Desks) caused the delays in the submission of reports.

Resource Management

As a general guide, the policies, rules and procedures of the National Execution Manual and the provisions of the NIM were followed. In case the NIM guide did not provide for such, government rules and procedures were applied particularly on procurement. Whenever the UNDP and the EC provided support services, UNDP and EC procedures were followed, respectively.

Project Staff Selection

Project staff assigned in ARMM Desk was recommended by the ARG as the LIA for ARMM, while MinDA handled the screening and hiring of staff for non-ARMM including the PCO. The NPD, however, signed all the employment contracts of the ERRCM Project Staff.

[15]ERRCM Manual of Operations, p.6
[16]Ibid

Levels of Authority

To facilitate timely implementation of project activities, the LIAs together with the PCO, ARMM Desk and non-ARMM Desk followed the levels of authority by virtue of NPD Approval. It can be noted that approvals on fund disbursements in ARMM Desk were handled by the Project Technical Assistant, Project Officer and RPD for ARMM as the authorized signatory of the ARG Governor. Meanwhile, in the non-ARMM Desk and PCO, the levels of authority were divided among various signatories from Project Officer, Project Coordinator, and RPD for non-ARMM and NPD. This was designed to facilitate smooth and fast transactions while serving as an internal control mechanism.

Monitoring and Evaluation

As to the monitoring and evaluation framework, system, structure, and tools were ambitiously covered in the design stage of the project. The project put forward that that "it will utilize the common framework being developed by the MWG. Ground monitoring and evaluation activities were closely coordinated with DSWD, OCD, LDCCs and LGUs. Representatives of the EU Delegation was invited to participate in the main monitoring and evaluation missions relating to the performance of Action"[17]

With the various tools, approaches and procedures of monitoring, it was not clear if they have practical significance of a two-year project. The intention to demonstrate the usefulness of the "common framework of monitoring and evaluation" of the MWG was noble; the approaches and tools of implementation monitoring and evaluation; output monitoring and evaluation; and, outcome/impact monitoring and evaluation; theory of change of monitoring peace building activities; and, stakeholder capacity assessment would require sufficient capacity of the implementing partners and agencies to carry out. It was noted that implementing partners were not ready to implement the designed M&E tools given their existing capacities.

Simplification of monitoring and evaluation of humanitarian assistance in the context of complex emergencies are imperative in order to respond immediately to the needs of the IDPs; such that rebuilding process of the affected communities would take time. What may be needed is a framework of real time monitoring and evaluation being espoused by International Humanitarian Agencies.[18]

Given the delayed start of the Project, the establishment of an M&E Plan for the Project was delayed and took longer to develop and implement than initially planned. As a result, most key findings from monitoring were only identified at the end of the Project and could not be incorporated into ongoing project implementation.

In monitoring and evaluating changes in the ability of Project staff to conduct participatory planning processes, capacity assessments must have been conducted before and after training/mentoring support was provided. While these monitoring approaches provided important M&E data, on a whole, the Project lacked a more *harmonized and c*omprehensive M&E framework between the ARMM and Non-ARMM desks to assess and measure progress of the Project in achieving its intended results (including achievement of the Project outputs and contribution towards the Programme outcomes/output under the UNDP CPAP and MWG Shared Monitoring and Evaluation of Peace Outcomes in Mindanao).

[17]Ibid
[18] ALNAP

Knowledge Management

Given the need to oversee and manage 30 IDP sites, it was important for the ARMM LIA and Non-ARMM LIA to put in place strong systems for collecting and recording data and information related to the status of individual subproject as well as the overall Project. A database was established in order to enable Project staff to track and enter information about each project. Database reports were then shared with MinDA, ARMM and other partners. Regular reporting on Project's progress (at the output and activity-level) was also carried on quarterly and annual bases.

Coffee table was likewise formulated to capture good practices and IDP stories in the ERR sites of the four (4) provinces for dissemination to partners and other interests groups.

Meanwhile, a 25-minute video documentation was prepared to record selected good stories and lessons learned from the field.

Risk Management

A good risk management plan was imperative to the success of interventions in a complex environment. The Project was an initiative that operated in conflict affected areas of Central Mindanao. It was deemed vital to engage with the grassroots and meso levels actors and institutions. In this context, the Project was confronted with risks and had effectively managed them. During Project implementation, ongoing and new risks were effectively identified and mitigated. The project contained risk management guidelines which identified a series of security, organizational, strategic, operational, political, financial and regulatory risks and mitigation/ management strategies. Notably, during Project implementation, additional risks were identified and added to the risk management plan, and corresponding mitigating measures were formulated.

The dynamics of negotiations and risk mitigations reflected the kind of skills that the field and high level officials involved in the Project had acquired. Definitely, they made to understand and assessed situations which were integrated and cascaded down to community level.

Section 6:
LEVEL OF SATISFACTION OF THE RESPONDENTS IN THE PROCESS OF SUBPROJECT IMPLEMENTATION

Section 6. Level of Satisfaction of the Respondents in the Process of Subproject Implementation

This section covers discussion on the distribution of the level of satisfaction of the respondents in the process of sub-project implementation by component; and level of satisfaction of the respondents of the four (4) provinces covered in Central Mindanao. Implications on the extent of satisfaction of the respondents were also discussed in the context of effectiveness of the employed strategies and approaches of subproject implementation.

Component 1: Subproject Implementation of Core Shelter with Sanitation Facilities

As can be gleaned in Figure 3 the level of satisfaction in the process of subproject implementation of Component 1, which covers the implementation of core shelter with sanitation and water facilities among others. The survey results indicated that the respondents of the four (4) provinces yielded a "very high level of satisfaction" in the process of implementing Component 1 based on the following stages:

Social Preparation and Needs Assessment. Survey result yielded a mean scale of 3.97, which indicated that respondents were very satisfied in the process of social preparation and needs assessment. This means that the process of participatory approach of social preparation and needs analysis were carefully observed which included: identification of the needs in the community; understanding the dynamics of community including conflict; capacity building activities; formulation of criteria; and, setting-up of subproject implementation structures and processes at the community level.

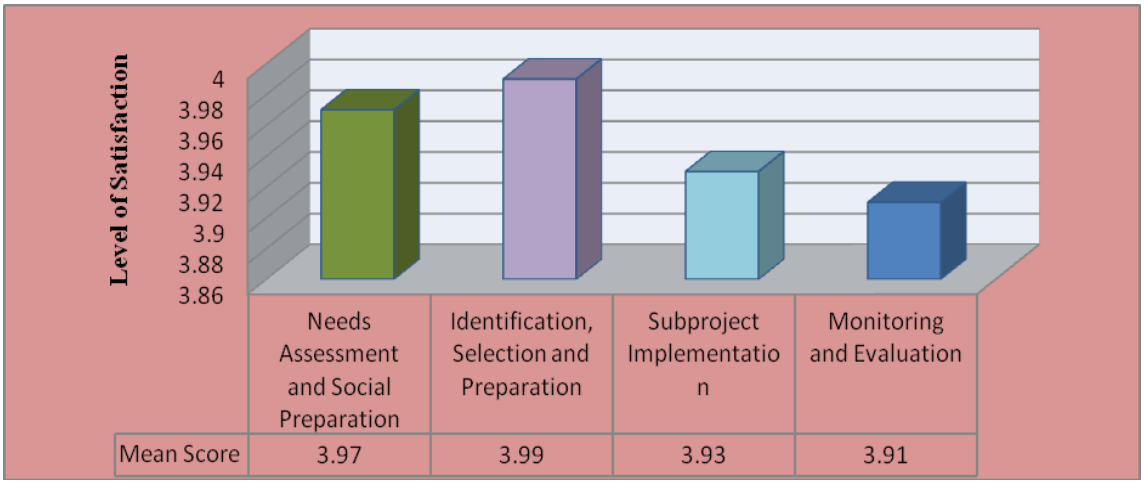
Identification, Selection and Preparation. The result showed a mean scale score of 3.99, which suggested that the respondents were very satisfied in the process of identifying, selecting, preparing proposals and approval mechanism of core shelter, latrine and water facilities. This level of satisfaction of the respondents was attributed to the empowering process and transparency of decision-making in the identification of activity; dissemination of information; proposal preparation; formulation of criteria in the selection of beneficiary; and, formulation of criteria of selecting the sites of the infrastructure project.

Subproject Implementation. The result showed that the respondents of the four (4) provinces were very satisfied on the process of subproject implementation of component, which exhibited a mean scale score of 3.93. This suggested that the respondents were involved in the planning of implementation activities; scheduling; and, designing of procurement system among others in the implementation of the project. Ensuring that the proposed implementation timelines were achieved; effectiveness in the risk identification; outsourcing technical advice; communication and follow-up of assigned tasks; participation of the local officials in the implementation; capacity building of the stakeholders specifically the POs, and installation of the structures and processes of grievance mechanism relative to the implementation of infrastructure at the community level were in employed.

Monitoring and Evaluation. Monitoring and evaluation of humanitarian assistance for relief, early recovery and rehabilitation was vital in ensuring that the interventions are achieved according

the agreed standards. The involvement of the beneficiaries in the conduct of monitoring and evaluation was critical in ensuring that accountability mechanisms were in place. The result showed that the respondents of the four (4) provinces were very satisfied on the process of monitoring and evaluation with a mean scale score of 3.91. On the other hand, this stage yielded the lowest score as compared to the other stages employed in the implementation of the subprojects of Component 1. This suggested that the process of monitoring and evaluation needs a little bit of improvement in involving the beneficiaries.

Figure 3. Level of Satisfaction of the Respondents in the Implementation Process of Core Shelter with Sanitation Facilities



Component 2: Subproject Implementation of Core Shelter with Sanitation Facilities

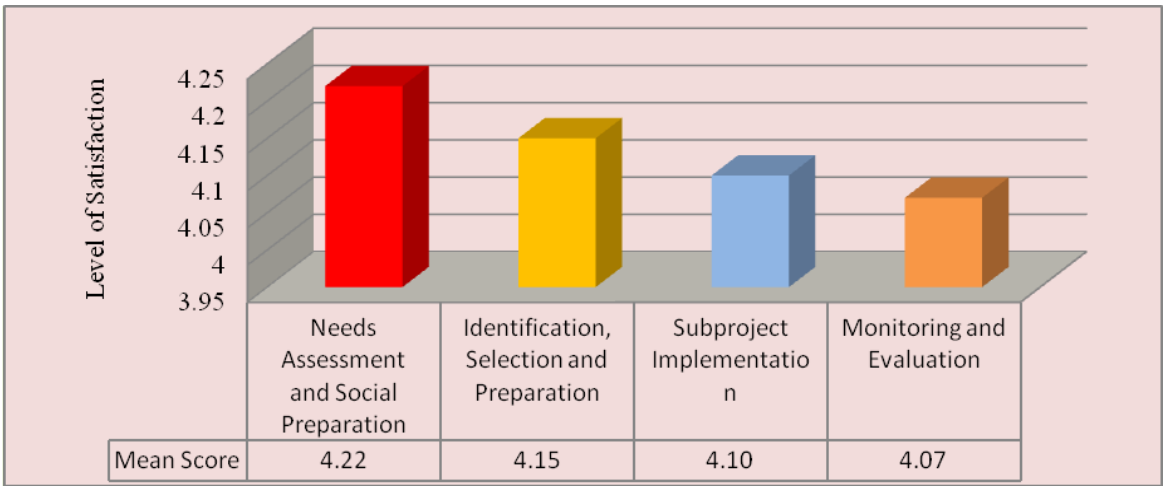
Social Preparation and Needs Assessment. It was one of the most important aspects of ensuring that access to health services is achieved at the community level especially during emergency situation, and it was also important from the standpoint of installing sustainability mechanism of health and education facilities. Among the four (4) stages of subproject implementation, social preparation and needs assessment of the activities of Component 1 yielded the highest level of satisfaction with a mean scale score of 4.22.

Identification, Selection and Preparation. The result indicated that the process of identification, selection and project proposal preparation yielded a mean scale score of 4.15which suggested that the respondents were satisfied of their participation in decision-making process underlying the activities of subproject identification, selection, approval, and proposal preparation of Component 2 interventions.

Subproject Implementation. Shown in the survey result that the respondents were very satisfied on the process of subproject implementation with a mean scale score of 4.10, this was attributed to their involvement in the activities and decision-making process of subproject implementation of Component 2.

Monitoring and Evaluation. This stage of the subproject implementation framework indicated a mean scale score of 4.07which has the lowest score of the four (4) stages, but still registered as a very satisfactory as perceived by the respondents.

Figure 4. Level of Satisfaction of the Respondents in the Implementation Process of Core Shelter with Sanitation Facilities



Component 3. Provision of Livelihood Assistance

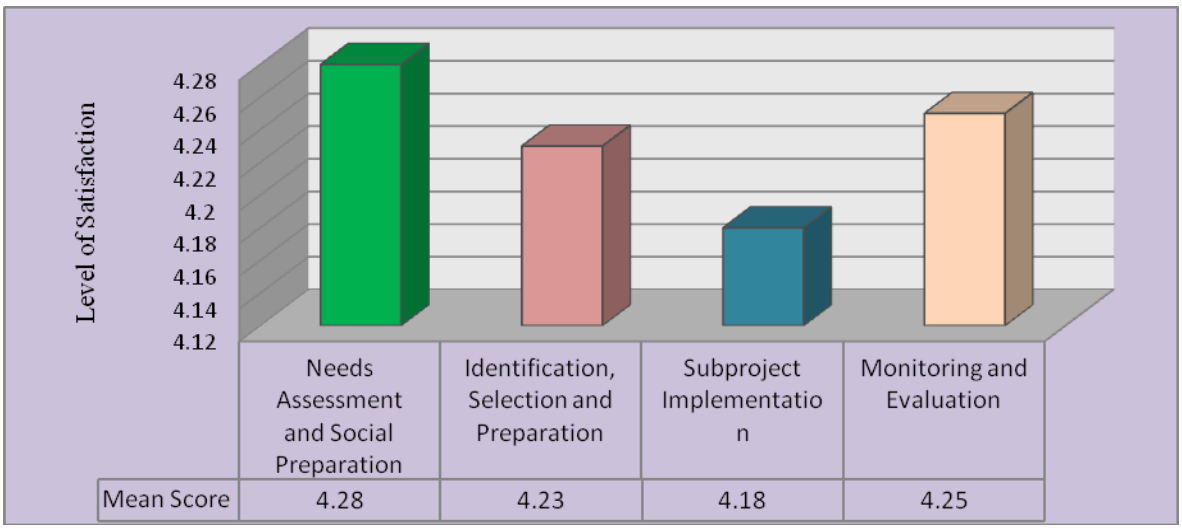
Social Preparation and Needs Assessment. This is one of the most crucial part of subproject implementation because mapping the real needs is a very important aspect of livelihood sustainability. By marking the correct situation of social and economic ground of the community, implementers were able to respond appropriately and to plan the right choices of actions. Among the four (4) stages of subproject implementation, social preparation and needs assessment of the activities of Component 3, yielded the highest level of satisfaction with a mean scale score of 4.28.

Identification, Selection and Preparation. The result of the process of identification, selection and project proposal preparation yielded a mean scale score of 4.23 which suggested that the respondents were satisfied of their participation in decision-making process underlying the activities of subproject identification, selection, approval, and proposal preparation of Component 3 interventions. Resources regarding sustainability of the project were also accounted for to ensure a balanced cheap supply of raw materials to be used for the livelihood project.

Subproject Implementation. Survey result indicated that the respondents were very satisfied on the process of subproject implementation with a mean scale score of 4.18. This was attributed to their involvement in the activities and decision-making process of subproject implementation of Component 3 thus establishing ownership in the course of their collective actions making the livelihood project functions.

Monitoring and Evaluation. This stage of the subproject implementation framework indicated a mean scale score of 4.25 that registered as a very satisfactory as perceived by the respondents. This meant that constant contact and follow ups by the implementers of the project was experienced by the community. This part was rated as second to the needs assessment and social preparation, and in analogy, constant coordination had been done.

Figure 5. Level of Satisfaction of the Respondents in the Implementation Process of Livelihood Assistance

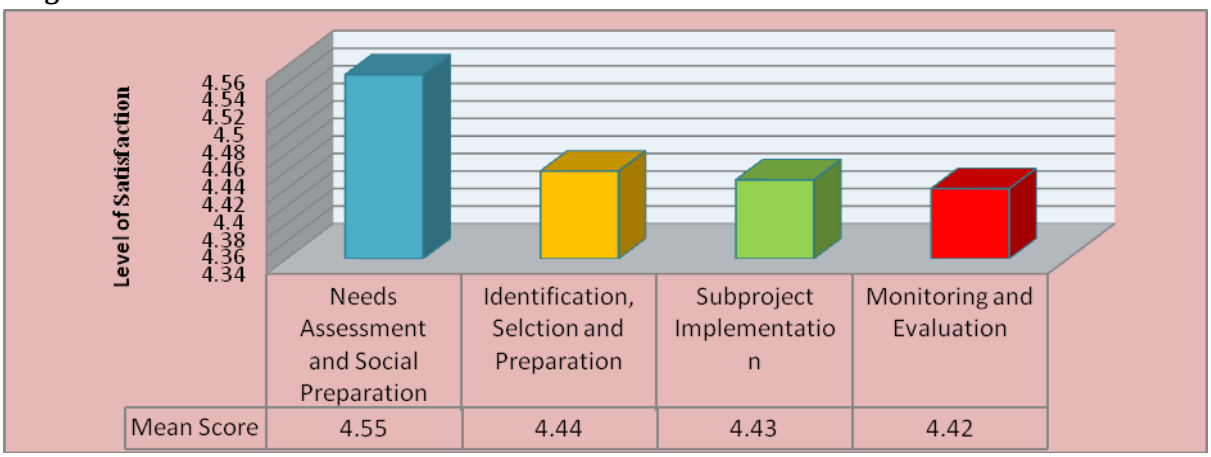


Provincial Level of Satisfaction in Process of Subproject Implementation

The respondents in Maguindanao province indicated a "very high level of satisfaction" in the process of subproject implementation of core shelter with sanitation and water facilities; basic services and facilities; and, livelihood assistance.

Results pointed out that needs assessment and social preparation yielded a mean scale score of 4.55; identification, selection and proposal preparation, 4.44; subproject implementation, 4.45; and, monitoring and evaluation with mean scale score of 4.42.

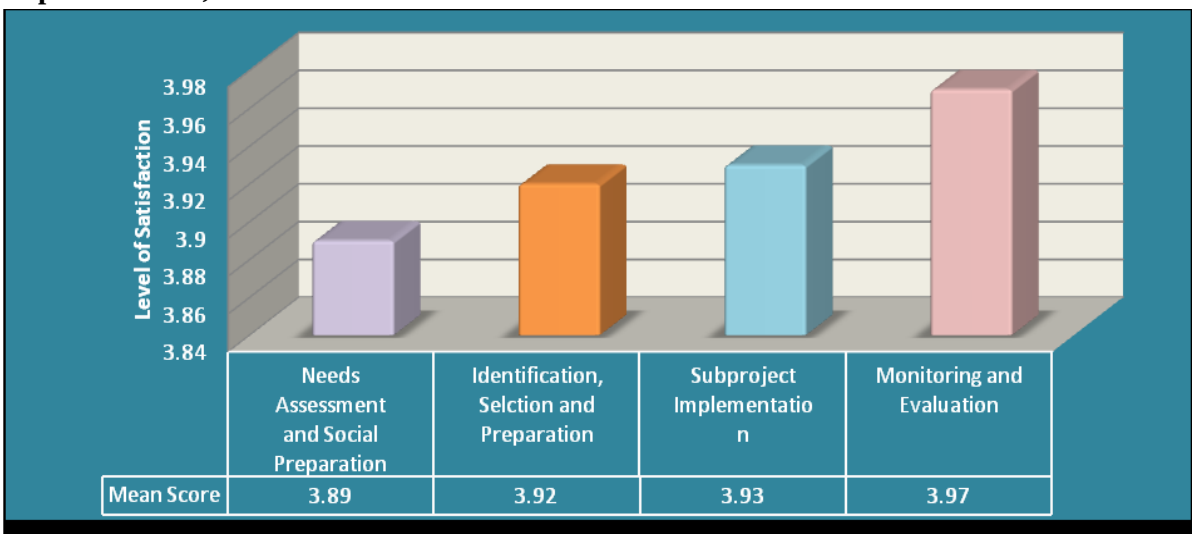
Figure 6. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Maguindanao Province



Level of Satisfaction of the Respondents in North Cotabato Province on the Process of Subproject Implementation

On the average, respondents of North Cotabato Province manifested a very high level of satisfaction in the context of participation on the process of subproject implementation cycle on planned activities of Components1 - 3. Monitoring and evaluation with a mean scale score of 3.97 has been perceived to yield a very high rating of satisfaction, followed by subproject implementation; identification, selection and proposal preparation; and, needs assessment an social preparation.

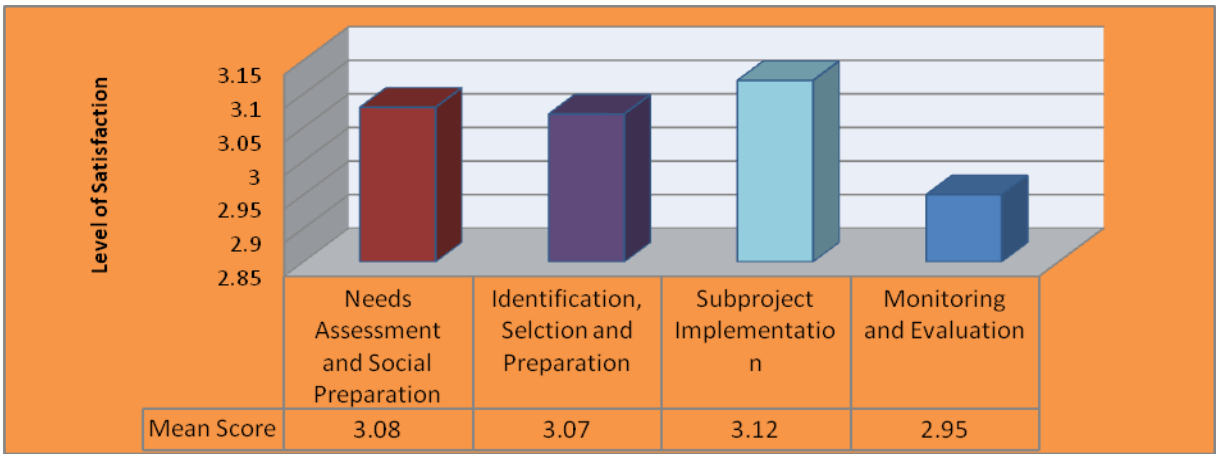
Figure 7. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, North Cotabato Province



Level of Satisfaction of the Respondents in Lanao del Norte Province on the Process of Subproject Implementation

Of the four (4) stages of subproject implementation, the result indicated that the respondents were neither satisfied nor dissatisfied on their extent of participation in the process of subproject implementation of the community-based development initiatives of Components 1 – 3.

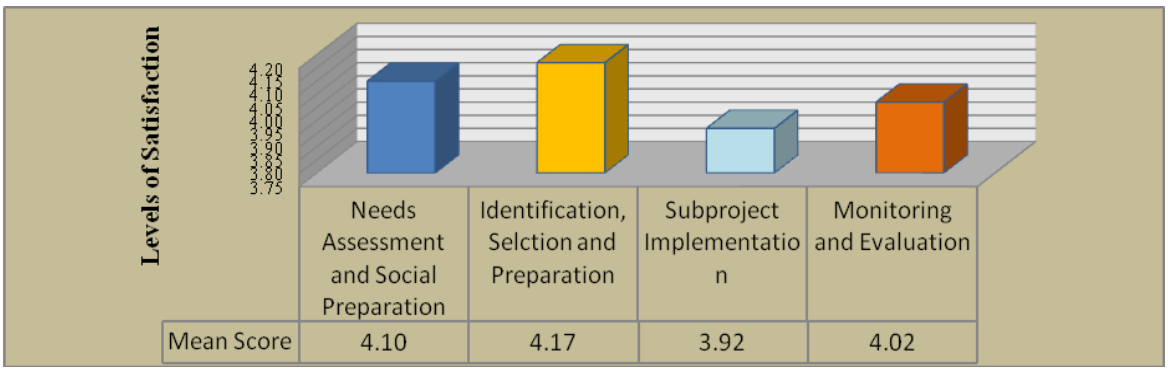
Figure 8. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Lanao Del Norte Province



Level of Satisfaction of the Respondents in Lanao del Sur Province on the Process of Subproject Implementation

The respondents of Lanao del Sur perceived that the level of satisfaction on the subproject implementation was "very high". Notably, the identification, selection and approval, and proposal preparation yielded a mean scale score of 4.17; needs assessment and social preparation, 4.10; monitoring and evaluation, 4.02, and subproject implementation yielded a mean scale score of 3.92.

Figure 9. Level of Satisfaction of the Respondents in the Process of Subproject Implementation, Lanao del Sur Province



Level of Satisfaction of the Respondents of the Disaster Risk Reduction

Local Government Institutional Capacities in Disaster Risk Reduction. An institutional capacity is understood to be prerequisites for entrenching effective performance to successfully meet the needs of the beneficiaries. The extent of satisfaction in the institutional capacity would promote an active social participation in the project. In terms of satisfaction of the institutional capacity for disaster risk reduction and management (DRRM), the survey found that North Cotabato, Lanao del Norte and Maguindanao LGU-beneficiaries were satisfied, however, with some limitations in capacities. On the other hand, Lanao del Sur was reported to have low satisfaction due to significant scope of improvements and resources which, if not corrected, may turn into poor performance. This implied that provinces considered in ERRCM project possessed different levels of satisfaction. This would suggest that there should be a considerable priority in the capacity building of the LGUs to further improve the frameworks and structures for DRRM. Also, more capacitating activities have to be done in Lanao del Sur to strengthen local governance that would make significant advances or effectiveness in the process of implementing the project.

Table 11. Beneficiaries' Satisfaction in the Improvement in the Institutional Capacities in Disaster Risk Reduction

Province	Mean Score	Remarks
North Cotabato	4.13	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	3.82	Yes, but with some limitation in capacities
Lanao del Sur	3.00	Yes, some activity but significant scope of improvements and resources

Integration of the Disaster Risk Reduction in the LGU Planning

This part presents the level of satisfaction of beneficiaries in integrating the disaster risk reduction into the overall planning of the LGUs in key sectors such as education, health, conflict, agriculture, housing, health and environment. Based on the survey, beneficiaries from North Cotabato and Lanao del Norte perceived that they were satisfied but with some limitations in capacities. This meant that the DRR was already integrated in the overall planning of the LGU in key sectors. This was attributed to effective and sustainable measures in place in their respective provinces. Another dimension of beneficiary's satisfaction was shown in Maguindanao and Lanao del Sur. It was found that recipients were satisfied in some activity but significant scope of improvements and resources should be considered in the inclusion of DRRM in the overall planning of the LGU.

Table 12. Beneficiaries' Satisfaction in the Integration of Disaster Risk Reduction into the Overall Planning at the LGU

Province	Mean Score	Remarks
North Cotabato	4.07	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities

Maguindanao	3.25	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Budget Allocation of Disaster Risk Reduction in Planning

LGUs are the frontline agencies in the planning and implementation of DRRM plans. LGU contingency plan's effectiveness greatly depends on the budget allocated from local government and other local institutions. As to the budget allotted, beneficiaries from North Cotabato and Lanao del Norte felt satisfied but with some limitation in capacities. Based on the result from KII and FGI, MLGU through its MDRRMO allocated five (5) percent budget for calamity fund and of this, 70% was allocated for pre-disaster activities. This amount contributed to higher level of satisfaction of beneficiaries. On the other hand, Lanao del Sur and Maguindanao beneficiaries indicated that they were satisfied in some activity but significant scope of improvements and resources should be considered. Increasing the allocated budget for the DRRM indicated the reported lower level of beneficiaries' satisfaction especially in Maguindanao and Lanao del Sur, hence it needs greater attention and consideration. Based on KII with PLGU officials, the ERRCM fund helped a lot in the implementation of DRRM project at the barangay level.

Table 13. Beneficiaries' satisfaction in the adequacy of budget allocation of local government and other local institution to enable disaster risk reduction to be incorporated in planning and actual activities

Province	Mean Score	Remarks
North Cotabato	3.97	Yes, but with some limitation in capacities
Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	3.46	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	3.17	Yes, some activity but significant scope of improvements and resources

Disaster Risk Reduction Capacity of Local Officials and Community Leaders

Aside from the DRRM plans in place, local officials and community leaders' were also capacitated. Based on KIIs and FGDs, municipal wide trainings for DRRM were conducted to capacitate selected local officials in handling complex disasters. Such capacity building created different level of beneficiaries' satisfaction. It is depicted in the table that there was an improvement in the capacity of local officials and community leaders in dealing with DRR. However, unlike North Cotabato and Lanao del Norte, Maguindanao and Lanao del Sur were less satisfied in the improvement in disaster risk reduction capacity of local officials and community leaders due to significant scope of improvements and resources that need to be in place. This is an indication that there is a capacity deficit that needs to be addressed such as the conduct of community capacity building for all barangay officials and IDPs in the ER sites.

Table 14. Beneficiaries' Satisfaction in the Disaster Risk Reduction Capacity of Local Officials and Community Leaders

Province	Mean Score	Remarks
North Cotabato	4.07	Yes, but with some limitation in capacities
Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	3.12	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Capacity to Carry Out Regular Hazard and Risk Assessments

As to improvement in the capacity to carry out regular hazard and risk assessments with the participation of representatives of all sections of the local communities, Maguindanao and Lanao del Sur beneficiaries were less satisfied compared to North Cotabato' beneficiaries. Although, there was an improvement in their capacity to handle regular hazards and risk assessment, however it was not fully enhanced. Establishment and strengthening the capacities of all concerned groups should be considered to anticipate, cope and recover from the negative impacts of disaster occurrences.

Table 15. Beneficiaries' Satisfaction in the Capacity to Carry out Regular Hazard and Risk Assessments

Province	Mean Score	Remarks
North Cotabato	4.03	Yes, but with some limitation in capacities
Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	3.04	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.75	Yes, some activity but significant scope of improvements and resources

Early Warning Systems

New disaster risk management policy shifted the emphasis from only responding after disaster strikes to supporting activities to anticipate, and mitigate the likely impact of disasters that might occur. One of the product of shifting the paradigm was the establishment of effective early warning systems which considered local conditions and enabled to reach local populations. It provided a useful framework for increasing awareness, and creating a more secured IDP communities. Prior to the plan, there were clusters of disaster response and action teams organized and installed as well as the procurement of basic rescue and monitoring equipment and installation of early warning devices like water level measuring gauge and rain gauge. Based on the interviews, there was already early warning system in place like the two-way radio communication system as community – based early warning device in transmitting messages and a quick response teams have been organized at the barangay level. In this regard, beneficiaries in Maguindanao and Lanao del Sur were satisfied but significant scope of improvements and resources are needed for the effectiveness of the system installed. This meant that project outcomes of the system were not fully met. The insufficient provision of early warning system was expected because the attention focused more on relief and reconstruction efforts of IDPs. Deficiency of early warning system should have been addressed to reduce the vulnerability of the IDPs from the occurrence of any complex disasters through the provision of additional early warning devices and equipment.

Table 16. Beneficiaries' Satisfaction in the Effective Early Warning Systems in Place

Province	Mean Score	Remarks
North Cotabato	4.01	Yes, but with some limitation in capacities
Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	3.29	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Capacity of Setting the Risk Management Systems

Satisfied beneficiaries were recorded in North Cotabato, Lanao del Norte and Maguindanao but with some limitations in capacities of setting the risk management systems. This meant that they were delighted in the improvement provided by the Project. On the other hand, Lanao del Sur recipients of DRR trainings were satisfied in some activities but significant scope of improvements and resources needs to be considered. Hence, fortifying the capacity of Lanao del Sur LGU beneficiaries in setting the risk management systems is important to further improve its level of satisfaction.

Table 17. Beneficiaries' Satisfaction in the Capacity of Setting the Risk Management Systems

Province	Mean Score	Remarks
North Cotabato	4.10	Yes, but with some limitation in capacities
Lanao del Norte	3.91	Yes, but with some limitation in capacities
Maguindanao	3.04	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Availability and Accessibility of Information on Disaster Risk

Information dissemination is vital element to reduce the IDPs vulnerability on disasters risk. Beneficiaries of DRR intervention in Maguindanao and Lanao del Sur stated that they were satisfied in some activities but with significant scope of improvements and resources be considered. While in North Cotabato, and Lanao del Norte, recipients claimed to be satisfied but with some limitations in capacities in the implementation of DRR. Based on the KII, improvement was achieved through the conduct of trainings and workshop on DRRM and the creation of disaster response team at the community level in different ERR sites. Table 8, however, implies that information of disaster risk was not fully accessible and readily available, thus, there is a need to improve the process and structure of delivering such information to the stakeholders especially in Maguindanao and Lanao del Sur.

Table 18. Beneficiaries' Satisfaction in the Availability and Accessibility of Information on Disaster Risk

Province	Mean Score	Remarks
North Cotabato	4.20	Yes, but with some limitation in capacities
Lanao del Norte	3.91	Yes, but with some limitation in capacities
Maguindanao	3.00	Yes, some activity but significant scope of improvements and resources

Lanao del Sur	2.67	Yes, some activity but significant scope of improvements and resources

Community-Based Training on Disaster Risk Reduction

Community based training on disaster risk reduction was an important mechanism that reduced the vulnerability of IDPs. Based on the survey, beneficiaries in four (4) provinces were satisfied in the conduct of community-based training on disaster risk reduction. This indicated that there were trainings on DRR conducted by ERRCM in the community as cited during the KIIs and FGDs. It is important to note, however, that beneficiaries from Lanao del Sur were also satisfied but only to a very limited extent. The reported lower level of satisfaction revealed that DRR trainings were not open to all members of local communities especially the most vulnerable groups. Based on community interviews, there were 10 individuals per barangay, either LGU officials or households, who were given the opportunity to attend the DRR trainings and workshop. It is therefore necessary that the knowledge and information gained by the participants in DRR trainings should be re-echoed to the entire members of the community.

Table 19. Beneficiaries' Satisfaction in the Conducted Community-based Training on Disaster Risk Reduction Open to all Members of Local Communities, Including the Most Vulnerable Groups

Province	Mean Score	Remarks
North Cotabato	4.27	Yes, but with some limitation in capacities
Lanao del Norte	4.27	Yes, but with some limitation in capacities
Maguindanao	3.04	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.25	Yes, but to a very limited extent

Capacity to Provide Public Education Initiatives

As to the improvement in the capacity to provide public education initiatives on DRR, beneficiaries from Lanao del Sur were satisfied but to a very limited extent while Maguindanao beneficiaries were satisfied to some of the activity but significant scope of improvements and resources needs to be considered. Also, recipients from North Cotabato and Lanao del Norte were found to have higher level of satisfaction but with some limitation in capacities. These suggested that there was an improvement in the capacity to provide public education and information initiatives to the communities about disaster risk, how to reduce exposure, protect them from, and respond to disasters. However, there is a need to further improve the capacity in Lanao del Sur. During the sustainability workshop[1], it was suggested that DRR should be integrated in the school curriculum to inculcate precautionary measures and ways to reduce exposure, protect themselves from, and respond to disasters.

Table 20. Beneficiaries' Satisfaction in the Capacity to Provide Public Education Initiatives Informing Communities About Disaster Risk, how to reduce exposure, protect themselves from, and respond to disasters

Province	Mean Score	Remarks
North Cotabato	4.17	Yes, but with some limitation in capacities

Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	3.08	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.50	Yes, but to a very limited extent

Capacity to Improve Adequate Social Protection

Beneficiaries in Maguindanao and Lanao del Sur were satisfied in some activities initiated to enhance the capacity to improve social protection that would help vulnerable groups respond to possible disasters but significant scope of improvements and resources be considered. Lanao del Norte and North Cotabato beneficiaries stated, on the other hand, that they were satisfied but with some limitation in capacities in improving adequate social protection. The data in Table 11 suggests that social protections given to vulnerable groups were inadequately accessible especially in Maguindanao and Lanao del Sur. It is important to consider, therefore, that it is critical to build social protection on the IDPs and the society as a whole in armed conflict areas such as in Maguindanao and Lanao del Sur. The challenge was to give sufficient emphasis in the inclusion of social protection in ERRCM project to ensure minimum level of vulnerability. Only if there is social protection, people continue to become productive and active participants in DRRM to enhance resiliency, and achieve fast recovery towards complex disasters.

Table 21. Beneficiaries' Satisfaction in the Capacity to Improve Adequate Social Protection Available to Help Vulnerable Groups Respond to Possible Disasters

Province	Mean Score	Remarks
North Cotabato	4.13	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	2.88	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.75	Yes, some activity but significant scope of improvements and resources

Capacity of the Local Government to Support Communities to Adapt to Actual or Expected Climate Change

ERRCM Project included the improvement in the capacity of the local government to support communities to adapt to actual or expected climate change at the local level. Different level of satisfaction of beneficiaries radiated from different beneficiaries and areas of the project. North Cotabato and Lanao del Norte, for example, were reported to be much satisfied compared to Maguindanao and Lanao del Sur as shown on its respective mean scores. Beneficiaries from North Cotabato and Lanao del Norte claimed that they were satisfied, however, with some limitation in capacities. Maguindanao recipients were also satisfied to some activities but significant scope of improvements and resources be done. In Lanao del Sur, beneficiaries were also satisfied but to a very limited extent. The finding necessitated an initiative to further improve the capacity of Lanao del Sur beneficiaries to adapt in the local level climate change. Strong and effective local government units and the collaboration between them contributed significantly to the efficiency and effectiveness of a hazard risk management system addressing local climate change.

Table 22. Beneficiaries' Satisfaction in the Capacity of the Local Government to Support Communities to Adapt to Actual or Expected Climate Change at the Local Level

Province	Mean Score	Remarks
North Cotabato	4.10	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	2.54	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.42	Yes, but to a very limited extent

Improvement in the Capacity of Disaster Preparedness and Response Capacities of the Local Government

One of the objectives of ERRCM project was to strengthen the capacities for local governance on early recovery, response, disaster preparedness including coordination of early recovery efforts. This was carried out through conducting capacity building activities which included organizing and installation of systems, conducting of skills training and supporting to operationalization of actions centers and response teams in the ER sites. The said DRR intervention received different levels of satisfaction at the beneficiaries lens or perception. North Cotabato and Lanao del Norte beneficiaries claimed that they were satisfied with the improvement in the capacity of the local government on disaster preparedness and response but with some limitation in capacities. Also, Lanao del Sur and Maguindanao beneficiaries were satisfied to some activities but significant scope of improvements and resources be considered. Based on KIIs and FGDs, aside from the DRR financing, ERRCM also provided technical assistance such as trainings to strengthen the DRRM councils at all levels. Support on the preparation of MDRRM plan and hazard map was also given to local government officials to enhance resiliency on future human made and natural disasters.

Table 23. Beneficiaries' Satisfaction in the Improvement of the Capacity of Disaster Preparedness and Response Capacities of the Local Government

Province	Mean Score	Remarks
North Cotabato	4.03	Yes, but with some limitation in capacities
Lanao del Norte	3.82	Yes, but with some limitation in capacities
Maguindanao	3.42	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Improvement in the Capacity to Conduct Regular Training Drills and Evacuation Rehearsals Done with Local Civil Society

A multi-dimensional approach rather than relief centric approach involving building up of capabilities of the communities through regular training drills and evacuation rehearsals done with local civil society was used in the DRRM. As shown in Table 14, North Cotabato beneficiaries for DRR indicated that they were satisfied with some limitation in capacities. Lanao del Norte and Maguindanao beneficiaries, on the other hand, were satisfied but to a very limited extent. It further showed that beneficiaries of DRR from Lanao del Sur were satisfied in some activities but significant scope of improvements and resources be made. This indicated that there is a need to further improve the capacity by intensifying the conduct of training drills and evacuation rehearsals with local civil

society to build an effective risk reduction framework especially in Lanao del Norte and Maguindanao.

Table 24. Beneficiaries' Satisfaction in the Improvement of the Capacity to Conduct Regular Training Drills and Evacuation Rehearsals Done with Local Civil Society

Province	Mean Score	Remarks
North Cotabato	3.97	Yes, but with some limitation in capacities
Lanao del Norte	2.33	Yes, but to a very limited extent
Maguindanao	2.46	Yes, but to a very limited extent
Lanao del Sur	2.80	Yes, some activity but significant scope of improvements and resources

Local authorities have access to financial reserves and/or contingency funds that can be made available quickly to support a rapid response to disasters.

Financial reserves and contingency funds is a noble idea in helping the community and the local authorities in dealing with the financial shocks brought by disasters. An insufficient and unsatisfactory accessibility of contingency fund was a notable bottleneck in the implementation of contingency plans for DRR. Based on the survey, North Cotabato and Lanao del Norte beneficiaries were highly satisfied but with some limitation in capacities. While Maguindanao and Lanao del Sur beneficiaries were satisfied in some activities but with significant scope of improvements and resources. Based on KII with BLGU officials, they allocated calamity funds that can be used during emergencies. However, there were some areas that did not have calamity fund until now. A lower level of satisfaction expressed by recipients in Maguindanao and Lanao del Sur on the accessibility of contingency fund was caused by bureaucratic pathology or sluggish process of releasing finances at the national, municipal, and barangay levels thus hindered satisfactory access to the funds.

Table 25. Beneficiaries' Satisfaction in the Accessibility and Availability of Financial Reserves and/or Contingency Funds to Support Rapid Response to Disasters.

Province	Mean Score	Remark
North Cotabato	4.07	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	3.04	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	3.50	Yes, some activity but significant scope of improvements and resources

Citizen's rights to participate in disaster response and prevention measures effectively promoted in legal policies and laws

Effective disaster risk reduction can be achieved through active participation and commitment of vulnerable individuals. A dynamic involvement of North Cotabato and Lanao del Norte was recognized in the study. The beneficiaries claimed to have high level of satisfaction in the participation in disaster response and prevention measures that promoted legal policies and laws but with some limitation in capacities. On the other hand, Maguindanao and Lanao del Sur recipients of DRR were somehow, satisfied in some activities but with significant scope of improvements and resources. This meant that citizens' rights to participate in disaster response had been recognized but not in full extent. This is probably because the community relied heavily on local authorities in

crafting plans and making decisions. Also, ERRCM Project focused on strengthening capacities of LGU DRRMCs, while the role and rights of the citizens or local people in disaster response were not explicitly indicated in the TOR[19].

Table 26. Beneficiary's satisfaction of the Citizen's rights to participate in disaster response and prevention measures effectively promoted in legal policies and laws

Province	Mean Score	Remarks
North Cotabato	4.20	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	3.04	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	3.08	Yes, some activity but significant scope of improvements and resources

Affected populations, especially vulnerable groups, able to play an equal role in disaster risk reduction decision

An integrated approach puts local people, affected and vulnerable groups, at the center as the main actors in the decision making process to mainstream DRR. Through this method, beneficiaries gained satisfaction as they were able to participate and were given equal roles in DRR. Community's equal participation generated inherent plans and mechanisms to reduce vulnerability in complex disasters in the future. North Cotabato and Lanao del Norte were satisfied but with some limitations in capacities. Meanwhile, Maguindanao and Lanao del Sur beneficiaries said that they were satisfied but with significant scope of improvements and resources. This suggested that affected populations, especially vulnerable groups in Maguindanao and Lanao del Sur were not able to play a full equal role in DRR decision-making. Vulnerable groups were not construed as being part of the decision activity or even taking part in a decision-making process. Since local people had limited participation in disaster response and prevention measures, as indicated in Table 17, they were also discourage to participate in the DRR decision-making process.

Table 27. Beneficiaries' Satisfaction to Play Equal Role in Disaster Risk Reduction Decision

Province	Mean Score	Remark
North Cotabato	4.30	Yes, but with some limitation in capacities
Lanao del Norte	4.27	Yes, but with some limitation in capacities
Maguindanao	3.17	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.92	Yes, some activity but significant scope of improvements and resources

Improvement in the capacity to conduct specific activities that support and encourage the voluntary participation of communities in reducing disaster risks

As to the improvement in the capacity to conduct specific activities that supported and encouraged the voluntary participation of communities in reducing disaster risks, North Cotabato and Lanao del Norte beneficiaries of DRR stated that they were satisfied but with some limitations in

[19]TOR for the ERRCM project entitled "Strengthening Capacities of Selected LGU DRRMCs on Disaster Preparedness, Response and Mitigation in the Province of Maguindanao and Lanao del Sur"

capacities. Maguindanao and Lanao del Sur beneficiaries were also satisfied in some activities but with significant scope of improvements and resources.

Table 28. Beneficiary's Satisfaction in the Improvement of the Capacity to Conduct Specific Activities that Support and Encourage the Voluntary Participation of Communities in Reducing Disaster Risks

Province	Mean Score	Remarks
North Cotabato	4.13	Yes, but with some limitation in capacities
Lanao del Norte	4.00	Yes, but with some limitation in capacities
Maguindanao	2.69	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	3.08	Yes, some activity but significant scope of improvements and resources

Communities and CSO/NGOs Trained to Participate in Disaster Response and Recovery

Training of communities and CSO/NGO is an important element in participating in disaster response and recovery. Based on the survey, recipients of DRR from North Cotabato and Lanao del Norte were satisfied but with some limitation in capacities. It meant that they had effectively undergone trainings to become active participants in disaster response and recovery. Maguindanao beneficiaries, on other hand, were satisfied in some activities but with significant scope of improvement and resources. Beneficiaries from Lanao del Sur were found to have limited extent of satisfaction. The reported lower level of satisfaction among beneficiaries was possibly because they were disgruntled with the knowledge and information gained from the trainings or they have not appreciated yet the knowledge acquired. This would infer that there is a need to enhance the quality of knowledge to be delivered to greatly encourage the participation of communities and NGOs in disaster response and recovery.

Table 29. Beneficiaries' Satisfaction in the Training of Communities and CSO/NGOs to Participate in Disaster Response and Recovery

Province	Mean Score	Remark
North Cotabato	4.20	Yes, but with some limitation in capacities
Lanao del Norte	4.27	Yes, but with some limitation in capacities
Maguindanao	3.17	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	2.50	Yes, to a very limited extent

Traditional practices and local customs recognized in developing disaster risk reduction activities

In terms of beneficiaries' satisfaction in recognizing the traditional practices and local customs in developing disaster risk reduction activities, Table 20 indicates that North Cotabato and Lanao del Norte recipients were satisfied. However, in Maguindanao, they stated that they were satisfied in some activities but with significant scope of improvement and resources. Also, Lanao del Sur beneficiaries were satisfied but with some limitation in capacities. The variability in the level of satisfaction among beneficiaries indicated the need to develop a structure or design of DRR activiti

that is suitable in the local context or it must be culture sensitive and not conflict promoting in order to reduce the susceptibility of human and natural disasters.

Table 30. Beneficiaries' Satisfaction in the Recognition of Traditional Practices and Local Customs in Developing Disaster Risk Reduction Activities

Province	Mean Score	Remarks
North Cotabato	4.27	Yes, but with some limitation in capacities
Lanao del Norte	4.09	Yes, but with some limitation in capacities
Maguindanao	3.25	Yes, some activity but significant scope of improvements and resources
Lanao del Sur	3.92	Yes, but with some limitation in capacities

Section 7: ASSESSMENT ON PROJECT OUTCOMES

Section 7 Assessment on Project Outcomes

This section presents discussion on the evaluation result of assessing the project outcomes. These benefits were the direct and indirect contribution of the project as a consequence of achieving the project outputs.

Rebuilding Families through Building Homes and Communities

The project contributed substantially in consolidating IDPs into a common village. Return and resettlement of the IDPs had resulted to consolidating the members of the IDP families; restoring and establishing relationships among neighbours. IDP families were restored in a collective community which are equipped with safe and sufficient quantity of water for drinking and other personal or domestic hygiene and individual family or communal toilet. Beyond the needs for survival they already felt secured and safe from the unfavourable climatic condition. Collective response of the IDPs pointed out to the benefit of winning the wage of gaining back their "human dignity."

WASH for Early Recovery

Early recovery phase predominantly covered restoration of adequate water, sanitation, and hygiene promotion services to meet the immediate water and sanitation needs of the returnees coming back to places of origin/homes. Where possible early recovery interventions should be designed in a way that the investment made during early recovery may provide foundation for further expansion of water and sanitation facilities and services during reconstruction phase in the flood affected communities.

Evidence from the qualitative findings showed the following benefits of integrating WASH in the early recovery stage of the IDP communities:

(i) **Equitable access:** The IDP families and members of the community have access to water and sanitation facilities. Equitability in these services were evidently manifested in the sites which is a good indication of minimizing the monopoly in the use of resources. There was also an indication of improved capacity to operate and maintain these facilities based on their initiatives of crafting the ground rules of the community members; creation of PO called BAWASA, and imposition of user's fee. IDP families have shown an increase appreciation that the water and sanitation facilities must be accessible to all members of the community without discrimination on the basis of economic, social, ethnicity, gender, age, and belief system.

(ii) **Community participation:** Community participation particularly involvement of women, poor and vulnerable were also observed in all stages of the cycle from designing to the post construction operation and maintenance.

(iii) **Hygiene Promotion.** Hygiene promotion was observed as a family and community practice. There was evidence on the increase awareness of good hygiene behaviour and conscious use of safe water and sanitation facilities. Hygiene education is crucial particularly for environmental sanitation and reducing water contamination risk between the tap and the mouth. It enhanced the use of sanitation facilities particularly safe drinking water and free from open defecation.

Health Bridge Early Recovery and, Peace and Development[20]

The integration of BHS, BnB with medical equipment and training of barangay health workers promoted peace in the IDP communities. Health care initiative is a mechanism of bridging the IDPs to early recovery, rehabilitation and development, that established the foundation for sustainable peace. [21] Evidence based on the qualitative analysis revealed the following benefits:

(i) **Conflict management:** Conflict between contending groups were lessened, or contained through the use of "medical diplomacy" or health oriented super ordinate goals.

(ii) **Solidarity:** People and groups working to expand peace in difficult situations were supported by healthcare workers and groups with more power or freedom of action.

[20] Health-peace initiative" to refer to any initiative that is intended to improve the health of a population and to simultaneously heighten that population's level of peace and security.

(iii) Strengthening the social fabric: Evidence was also noticed that health care is one of the chief means by which members of an ERR community expressed their commitment to each other's wellbeing.

(iv) Self-confidence and Healthy Wellbeing. Health services were provided by a trained health worker as a result it developed self-confidence and appreciation among community members on the importance of healthy family.

Indigenous Drivers of Economic Recovery[22],

These initiatives to ERR communities, individuals, households and enterprises stimulated and impelled economic activity after the 2008 armed conflict. Needs of the IDP families were taken into account in understanding the historically, social and production relations, the institutional dynamics and the relations of power that were at work during the aftermath of the armed conflict.

Evidence of the qualitative analysis showed that the IDP beneficiaries have explicitly pushed the continuity of the economic activities which included reviving farms; running microenterprises; and keeping mutual help of associations running. The short and long-term livelihood assistance substantially contributed in increasing the motivation of the IDP families in cultivating their farms, installing agri-marts, trading agricultural products, and restoring the market infrastructure at the community. These are necessary conditions of making the market economy in these areas economically functional. This suggested an improvement in the economic development capacity of the IDPs. The other benefits that were observed include:

(i) Food Sufficiency. The communities were provided with seeds, tools, and fertilizers to encourage production of bio-intensive gardening. It was often combined with technical training on agricultural operations and other relevant skills. Though this may not achieved

[22] The indigenous drivers perspective locates the efforts of individuals, households and communities within their socio-historical context and highlights these as the most viable platform on which to base post-war recovery and international support. The premise is that local actors are the best placed and have the strongest incentive to rehabilitate their livelihoods after war. Post-conflict recovery policies that harness and build on local capacities and on social processes and interactions on the ground may require more preparation time, but because they respect local conditions and people's actual circumstances they are more likely to be successful and self-sustaining in the long run.

Conceptually, the indigenous drivers approach includes, but goes beyond, participation and local (or national) ownership. It allows people and communities, as well as national institutions, to establish the priorities for post-conflict recovery and for reshaping or reforming institutions. This approach can be expected to modify the conventional set of criteria against which interventions are identified, evaluated and selected in contexts characterized by multiple objectives and constraints. The approach also encompasses the familiar notion of capacity development. However, it is larger because of its additional focus on reducing conflict risk. Nurturing indigenous drivers involves explicitly identifying the capacities, capabilities and tensions inherent in systems and processes and in organizational, community and even national dynamics as observed in the immediate aftermath of conflict. Recovery policies should respect these dynamics even as they determine where they may need to be modified or strengthened.

food security based entirely on livelihood short-term projects but it may promote food sufficiency.

(ii) **Improved Capacity of Agribusiness Planning and Management.** Beneficiaries of the livelihood projects received livestock intervention that included orientation on animal health measures; distribution of livestock fodder and nutritional supplementation. In addition, distribution of fish nets and gear, farm machineries and implements, food processing, and income generating schemes allowed people to diversify their sources of income in small-scale; and self-employment business schemes were in place in the ERR sites. As a result, they learned to develop business plan, prepared budget and farm records and managed the business.

(iii) **Food Always in the Home (FAITH).** The households were able to meet their nutritional requirements needed for daily sustenance. Starvation was addressed in the community through the promotion of QIP. As a result, the families were able to save cost and used it for other family needs. IDP families have shown increase in their level of awareness on the importance of securing food within their reach through the production of cash crops.

However, IDP beneficiaries continued to face various obstacles and challenges that impeded recovery. Among the most common are the pervasive personal and community insecurity, the fragility of the infrastructures, the frailty of social networks and the lack of access to financial capital.

Gender Equality[23]

Qualitative evidence showed that gender equality was integrated in the process of defining responsibilities and opportunities of women and men at the ERR sites. The following were some of the activities that benefited the women and men:

(i) **Increased Participation of Men and Women in Decision-Making Process.** Needs and priorities of both men and women were taken into consideration during the conduct of the needs analysis and social preparation. Women were

[23] Gender equality-- or equality between women and men-- refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration-- recognizing the diversity of different groups of women and men. Equality between women and men has both a quantitative and a qualitative aspect. "The quantitative aspect refers to the desire to achieve equitable representation of women-- increasing balance and parity, while the qualitative aspect refers to achieving equitable influence on establishing development priorities and outcomes for women and men. "Equality between women and men is seen both as a human rights issue and as precondition for, and indicator of, sustainable people-centered development.

consulted on their interest, needs, and priorities; social preparation was provided through trainings, and organizing of women-led association such as barangay health workers and economic enterprises. Men were also consulted and capacitated in the process of implementing livelihood assistance project that empowered them to make decisions relative to enterprise management.

(ii) Equality in Livelihood Opportunities. The Project provided equal access to both men and women to livelihood opportunities in the ERR sites.

Cluster Gender Equality and Women Empowerment

Women Empowerment[24]

Given the vulnerability context of women, it is therefore imperative to empower them in the entire process of early recovery and development intervention to reduce their vulnerability and to cope with the stress, shock and trauma attributed to 2008 armed conflict. Evidence showed that the intervention provided empowered the returned and resettled women in the ERR sites. Women participation was integrated in the decision-making processes[25] which meant that their concerns and protection risks were addressed in the community's overall response and in their negotiations with external stakeholders. As a result, resources were accurately targeted and the protection problems of women and girls regarding their security and their access to services have been effectively addressed.

Qualitative findings further indicated that there was an explicit attention to the participation of women in the rebuilding process of the ERR communities. "The presence of women in the reconstruction and development phases promoted gender empowerment which can lead to the

[24] Empowerment. Empowerment is generally defined as a bottom-up and participatory process that engages women in reflection, inquiry, and action. "Understanding empowerment in this way means that development agencies cannot claim to empower women. Women must empower themselves." Devising coherent policies and programs for women's empowerment requires careful attention, because external agencies/bodies tend to be positioned with power-over target populations. Similarly, empowerment requires an understanding of power relations in a given community. International actors can support women's collective empowerment "by funding women's organisations which work to address the causes of gender subordination, by promoting women's participation in political systems, and by fostering dialogue between those in positions of power and organizations with women's empowerment goals.

reduction of perpetuation of discrimination against women and their continued marginalization in the whole spectrum of recovery and development of the IDP communities.

Trauma, Mental Health & Psycho-social Well-being[26]

There was an identifiable need to confront trauma and to support the healing process in post-conflict affected areas of Central Mindanao. Studies showed that societies caught up in long-term violent conflicts can also undergo serious changes as a result of long-term exposure to violence". Almost all opinions of psychiatrists and psychologists coincided in emphasizing the intergenerational effects of trauma. If individuals cannot cope with their past trauma, there is a high chance that they will pass it on to the next generation. Collectively, "societies transformed in these ways by long-term conflict can become engaged in highly (self)-destructive political dynamics in which they become locked in unending conflict with their hated enemies.[27]

Evidence from the qualitative findings showed that aside from a range of infrastructure support provided to the ERR sites, there were also interventions which benefitted the individuals and families, which included psychosocial intervention; "creative expression through arts and storytelling; development and promotion of self-help groups; emphasis on re-training, re-education and re-skilling; reintegration and reunion of individuals dislocated from communities and families; counselling and group support; information dissemination and connecting people to resources; and, focusing on creating a safe environment, network, share experiences and focus on establishing new routines."

[26] Mental health. According to the World Health Organization, mental health is "a state of well-being in which every individual realizes his or her own potential, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to his or her own community." Others further expand on this definition to define mental health as "a state of complete mental well-being including social, spiritual, cognitive, and emotional aspects."

Trauma. "Trauma is a term that defines a response to an extraordinary event. It is a response to an event that overwhelms the individuals coping resources, making it difficult for him or her to function effectively in society. Traumatic situations are those in which the person is rendered powerless and where great danger is involved. Trauma generally includes events involving death or injury or the possibility of death or injury. The word trauma is generally used to include both natural catastrophes...and man-made violence."

According to Dr. Syed Arshad Husain of the University of Missouri, "post-traumatic stress disorder (PTSD), as this form of psychological distress is commonly known, involves the development of characteristic symptoms following a psychologically distressing event that is outside the range of normal human experience...Traumatic events become internalized in the minds of victims and are relived by them long after the events are over."

[27] http://www.peacebuildinginitiative.org/index.cfm?pageId=2045

Despite this effort, strategies of healing the individual and collective consequences of trauma [28] are still inadequate, there is a need to continuously provide concrete actions to address these 'invisible wounds', as an integral component of paradigms of assistance and development employed by relief and development interventions in post-conflict transition.

Rebuilding Social Cohesion

Displacement of families and communities significantly disturbed the existing institutional infrastructures as consequence relationships were ruined; access to information and communication processes were limited and affected. In other words, the sources and formation of social capital had been shattered by armed conflict. As such, investing in social capital was vital in the early recovery and development process of the ERR communities. Evidence on the qualitative findings put forward the following benefits as a result of social preparation and positive externalities of infrastructure development at the community:

(i) Local Social Formations (LSFs). Increase in the number of community-based people's organizations (CBPOs) at the ERR sites contributed in strengthening the socio-institutional infrastructures of the beneficiaries. These CBPOs provided avenues of restoring relationships among families; increasing the sense of belongingness at the community level; promoting access of information and facilitating bonding and bridging of individuals within and outside the ERR communities.

(ii) Trust and Cooperation. Developing the culture of trust and confidence is a long process and it takes time. Increased trust and confidence within have led to improved relationships among Muslims, Christians and Lumads as evidenced by increased participation in Culture of Peace education and in building the local constituency for peace. Interactions and exchanges during inter-faith dialogues, consultations and celebrations have facilitated better identification and implementation of projects that addressed human security needs of the community (health-related and community economic development projects). Improvement of the community's stature in the eyes of outsiders was cited as an unintended desirable result that also improved the residents' pride of the place.

(iii) Information and Communication. An information and communication process is another dimension of social capital that is important in promoting relationship of the people at the community level. The physical development plan of the ERR sites where infrastructure development interventions were constructed in the agreed area contributed in facilitating the interaction of individuals and families. Conduct of meetings with the BLGUs and POs at the

[28] There is no agreement, for instance, on the post-traumatic stress disorder concept and no agreement on the appropriateness of vertical (separate) trauma-focused services. Experts disagree on the degree of medicalizing trauma, individual vs. collective approaches to it, or the appropriateness of cultural approaches

site bridged a stronger relationship among households. Evidence from the result of the focus group discussion indicated that the integrated intervention provided an opportunity for the beneficiaries to discuss issues relevant to their development such as the formulation of "ground rules" of BAWASA, NASA, and livelihood assistance associations. It contributed in reducing the vulnerability of the IDPs through access to information.

Improvement in the Stakeholders Participation[29] and Local Governance[30] Capacity"

Local governance and participation in processes were seen to have a vital role in overarching issues of early recovery and development. They were decisive for the legitimacy of government which rested on their capacity to deliver political promises, and to perform specific functions. The mechanisms enacted at the local levels and the administrators that comprised these systems served as the channel through which policies were translated into actions, and where functions and services of the local government were allocated. Participation was vital in facilitating a deliberative relationship between the local government and CSOs.

Evidence drawn from the qualitative findings indicated the improvement in the governance capacity of the MLGUs and BLGUs in the process of early recovery, rehabilitation and development of the ERR communities. The involvement of MLGUs as implementing partner contributed significantly in improving its capacity to incorporate the needs of the ERR communities in their resource allocation and programming of activities, and monitoring and evaluation. This is particularly true in the non-ARMM Desk where the modality of implementation was as combination of NGOs and MGLUs as implementing partners.

The project has contributed in improving the capacity of the LGUs in the context of disaster risk reduction and management (DRRM). This DRRM mechanism is aligned with the RA 10121.[31]

[29] The United Nations Department of Economic and Social Affairs (UNDESA) observes: "Participation refers to the active and constructive engagement of people. It is a bottom-up process within which people enter (and often help to create) spaces for interaction with and influencing of decision-making mechanisms. Participation is an action undertaken by citizens."[19] This is a particularly localized approach to the notion of participation

[30] Debates on governance and 'good' governance are influential when attempting to define local governance. As an analytic notion, scholars have defined local governance as, "the set of formal and informal rules, structures and processes defining the measures with which individuals and organizations can exercise power over the decisions by other stakeholders capable of affecting their welfare at the local levels." However, for many practitioners and policymakers, the ideology of 'good governance' has permeated the very definition of local governance, as exemplified in the description used by the United Nations Development Program (UNDP): "Local governance comprises a set of institutions, mechanisms and processes, through which citizens and their groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at the local level." This UNDP definition places a much higher emphasis on the participatory nature, having the normative theme of participation as central to the very definition of local governance. While participatio may be a vital feature to successful local governance, this is a debated subject in its own right.

Evidence based on the qualitative findings indicated that targeted LGUs have shown an improvement in their Capacity for disaster risk reduction through preparing and updating their disaster management or contingency plans, creating disaster response team, and improving the capacity of the responsible individuals at the community and government levels to deliver DRR strategies through trainings like SAGIP KALAMIDAD BANTAY BUHAY where 15 BLGUs were trained and called as barangay responders.

(i) Implementation of national strategies on solid waste management strategies and natural resources management like tree planting to reduce vulnerabilities was also noted during the survey.

(ii) Quick response team and committee were organized which were held responsible in dealing with human and natural disasters.

(iii) One of the mechanisms employed in DRR was the provision of funds to be used during occurrence of calamities. As reported, BLGU allocated five (5) percent for the calamity fund. The province also provided practical/technical trainings as well as equipment for disaster interventions such as flashlight, spine board, boat, first aid kit and two-way communication radios. The said mechanisms in place are expected to induce IDPs resiliency on complex disasters.

(iv) Knowledge and information are needed to guide in making decisions on emergency disaster responses. Raising knowledge and information for DRR was done through the initiative of PLGU in conducting municipal-wide trainings and workshops with at least ten (10) participants from every barangay. In addition, ERRCM conducted trainings on DRR in the community after the PLGU. The knowledge and information learned from the trainings was reverberated to the community in collaboration with the Red Cross. IDPs' know-how in using the calamity fund and what to do and where to evacuate during calamities are indicative that there is an improvement on their knowledge and information on DRR. However, there is still a need to improve the quality and efficiency of information system in the area as it lacks facilities and equipment to deliver timely information to ensure prompt response during emergencies.

(v) Communities under ERRCM Project were provided with equipment for DRR. These included radio, vehicles for evacuation and practical equipment to be used during emergencies. Two-way radio communications, as noted in the survey, served as early warning devices to keep finger on catastrophic pulse. There was also traditional sound signals practiced by the IDPs to disseminate information of any emerging threats in the area.

(vi) **Peacebuilding and Conflict Management.** IDP community leaders have exercised the indigenous practices of resolving local conflict brought about by boundary disputes and inter-household quarrels.

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31 An Act of Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework and Institutionalizing the National Risk Reduction and Management Plan, Appropriating Funds Therefore and for Other Purposes.

Section 8:
STAKEHOLDERS PARTNERSHIP AND PARTICIPATION

Section 8 STAKEHOLDERS PARTICIPATION AND PARTNERSHIP

This section covers discussion on the extent of participation and partnership in the implementation of the Project. It is presented based on the modality of partnership and participation of the NGOs, LGUs, POs, NGAs and other donors.

There were three (3) modalities of implementation mechanisms of partnership and participation of CSOs and institutions and other LGUs involved in the entire process of relief, recovery, rehabilitation and development of ERR communities.

Modality 1: ARMM Partnership and Participation Arrangement

NGOs may provide complementary (or even alternative) governance structures where the state is weak, incapacitated, or indifferent to its people's needs. In this Project, the role of NGOs was actually twofold. These were: (1) often played a key role in delivering certain number of public goods and services; and, (2) sometimes served as actual substitutes for the government, filling a nearly total political vacuum. Paffenholz and Spurk argued, "In emergency and conflict situations, a critical judgment is required on the allocation and sequencing of external support, i.e., how much and how long to rely on NGOs service provision, and when to shift focus to strengthening state capacity.[32]

In the ARMM Desk, it opted to choose NGOs as the implementing partners both soft and hard components of the Project, which included social preparation, training, psychosocial counselling, acquisition and distribution of medical and livelihood equipment, and construction of infrastructures for basic services, sanitation and water facilities. Result of the KIIs indicated that the basis of such decision was based on the experiences and lessons learned during the implementation of the ACT for Peace Programme. Their experiences pointed out that early recovery and development initiatives if given to MLGUs would require ample time for capacity building in order to undertake the project and the operations to undergo the usual time for capacity building and assessment on the capability and political commitment of MLGUs. The NGO scheme of implementation partnership of ARMM provided avenue for CSOs to fully involve in the entire process of project implementation. The

[32] Civil society is conceived of as a critical sector in peacebuilding. It is involved in broader peacebuilding processes in a number of capacities. In addition, it is a pillar of democratic systems and, as such, plays important roles in democracy and good governance for pre- and post-conflict societies. Further, civil society contributes in a number of other areas of the peacebuilding agenda, including facets of economic and psycho-social recovery, justice and the rule of law, and security and public order. Finally, through its involvement across sectors, civil society serves a number of important functions that span different peacebuilding themes and institutions.

Project established five (5) partnership agreements with NGOs in the implementation of different subprojects in the ERR sites. This kind of partnership agreements were the result of the screening process and endorsement of the MLGUs. Evidence showed that there were advantages and disadvantages of this mechanism. On the aspect of advantages, it maximized the local capabilities and talents of the local NGOs who have developed years of experience in working in conflict-affected and vulnerable areas based on their engagement during the ACT for Peace Programme implementation; improved competence of conflict and gender sensitivity; and, exposed to participatory process of planning and implementation. On the other hand, the evidence also put forward that involving more NGOs necessitated clear roles and responsibilities, and agreed coordination mechanism in order to install and locate the accountability of the LSPs. As a result, there were indications of communication and coordination gaps, disruption in the implementation, and non-conformance to timelines.

The LGUs role in the implementation of the project was also defined; BLGUs and MLGUs participation was limited to coordination through administrative assistance and technical support. MLGU provided endorsement to the selected NGOs as service providers. While the PLGU was tapped as implementing partner of Component 4 - strengthening governance capacity of LGUs in disaster risk reduction, barangay development and contingency planning.

There were also indications of convergence and alliances with the NGAs and other donors working in ERR sites. The Project worked in partnership with the DSWD, NDRRMC, OCD, AFP, WFP among others.

Modality 2: Non-ARMM Partnership and Participation Arrangement

The Project was implemented in non-ARMM desk thru partnership with NGOs, MLGUs and PLGUs for both North Cotabato and Lanao del Norte. NGOs were selected using a set criteria and requirements; they were responsible in the implementation of soft component such as social preparation, training, and organizing of IDPs into registered POs from CDA and/or DOLE. Meanwhile, the MLGUs were responsible in the implementation of the hard component which included the construction of infrastructures such as core shelter, sanitation facilities, water systems and health facilities. The MLGUs were also required to provide financial counterpart to the total cost of the project, the amount was based on the available funds of the local government for the purpose. On the other hand, PLGU served as the implementing partner in the governance capacity building for MLGUs and BLGUs in particular disaster risk reduction.

Convergence and alliances with NGAs and other donors with peace and development initiatives were also observed. The Project initiative of returning and resettling the IDPs provided an avenue of opportunities for DSWD, AFP, WFP, ASF, among others to enter into the ERR sites.

The partnership mechanism of non-ARMM Desk provided greater benefits to the IDP beneficiaries. Supervision in the implementation of the Project was strictly observed; quality of t

materials and construction was in accordance with the standard. Most importantly, the needs of the IDP beneficiaries are now integrated in the provincial and municipal development plans.

The role given to LGUs and their extent of participation was critical in instilling ownership, improving governance capacity and ensuring continuity in the utilization of the facilities and livelihood assistance to ERR sites. Non-ARMM considered LGUs as implementing partners, a precursor of getting their genuine support of rebuilding and developing the IDPs in conflict-affected and vulnerable areas.

The success of partnership and coordination with the CSOs, LGUs, and NGAs was due to continuous communication and collaboration in working for a common goal of recovery, rehabilitation and development, and building the foundation of sustainable peace.

Section 9:
ASSESSMENT ON OWNERSHIP AND SUSTAINABILITY

Section 9. OWNERSHIP AND SUSTAINABILITY

This section presents the findings on the ownership and sustainability mechanisms in place in the implementation of the Project.

Ownership

Incorporating the sense of ownership was not only desirable but an essential element that place IDPs' responsibility, importance, and self reliance in the implementation of the Project. Implanting ownership implicitly sought to promote creative innovation, enhanced competitiveness in project utilization and increased returns on accountability while keeping viability of the Project outcomes and ward on the threats of non-sustainability. The notion of ownership is classified into three (3) forms emanated both from ARMM and Non-ARMM areas.

Community Level Ownership

Based on the evidences generated through survey and FGDs conducted at the ERR sites, the result indicated a very satisfactory assessment on the process of subproject implementation of infrastructures and livelihood assistance.

In non-ARMM, implementers used tangible and non-tangible mechanisms to develop the sense of ownership at the community level. Participation at the community level development planning process and in the identification and direct operations of sub- projects implemented particularly on infrastructures and livelihood assistance were important mechanisms used in the process of endorsing trust and responsibility among IDPs. It is also important to consider the cash and in-kind counterparts of the beneficiaries and BLGUs to promote accountability. The sense of ownership was manifested on the beneficiaries' willingness to attend meetings and "bayanihan" being called for their associations and their willingness to abide the rules and regulations formulated by the organized POs. Additional evidence of this was the improvement of interior and exterior part of their houses and

Tangible and non-tangible contributions build sense of ownership

As an integrated approach, the project gave us the freedom to choose our most needs especially in the livelihood sub-project. We have livelihood assistance for men and women. We engaged in selecting the most potential livelihood assistance based on our needs and availability of resources in the area", said Maxilinda Arancana of Robocon, Lanao del Norte. "We also contributed more than PhP1,000.00 for the comfort room built inside our individual house, she added.

"The certificate of ownership for our house was given to us during the project turnover ceremony", said Calib Ambur of Brgy Kadayunan, Madalom, Lanao del Sur.

Ownership is trust and responsibility

"This is the first time that we received livelihood assistance from the government. Thank you very much ERRCM for the trust and for giving us the chance to manage the daily operations of our *bigasan* or community rice retailing and wholesaling business. The income generated was deposited in the bank for safety...our lowest income in a day is approximately Php400.00, still profitable", said Renalyn Raja of Brgy. Paiton, Kauswagan, Lanao del Norte.

By this time, Renalyn is one of the active members of Muslin-Christian Livelihood Associations (MUCPALA). Her responsibility is to oversee the *bigasan* business of the association.

their willingness to contribute money for the maintenance of the facilities, instead of viewing that as the responsibility of the government.

Tangible and non-tangible mechanisms of ownership were also manifested in ARMM areas. The community was involved in the selection of sub- projects and in the direct operations of the project. POs were given the authority to control the funds especially on livelihood assistance. In addition, they also helped in the construction of core shelters and other facilities. The implementation of policies crafted by the POs, in some way, indicated responsibility and accountability of the beneficiaries.

In general, action/s taken in behalf of the community was an essential foundation of responsibility and ownership. Motivation and initiatives of the beneficiaries and the engagement of the BLGUs in decision-making to maintain and sustain the project signified community level ownership.

Institutional Level Ownership

Another structure of ownership was manifested by RLGAs, PLGUs, MLGUs and LSPs. The ERRCM Project design openly indicated the closer coordination of local service providers and the LGUs at the municipal and at the provincial levels. Focus group discussions and key informant interviews found distinct roles played by LGUs which were considered as mechanisms for institutional level of ownership. These roles included partnership-building, facilitating, mandating and endorsing.

In non-ARMM Desk, the MLGUs were held responsible in facilitating hard components such as the construction of educational and health facilities as well as public procurement of materials, hiring of midwifes and teachers. They also coordinated and partnered the regional line agencies such as DA, DepEd, DSWD, DOH and TESDA. In addition to technical supports, MLGUs contributed significant amount for the project. On the other hand, soft components of the project were delivered by the LSPs. This included the conduct of trainings on reproductive health, capacity building on livelihood development, and series of activities in rebuilding social cohesion. PLGU also coordinated with the ERRCM particularly in the endorsement of project to create awareness and information dissemination to the target beneficiaries. As to mandating, MLGUs and PLGU provided reinforcing and backing civil legal actions to any problems or challenges occurred along the process of project implementation.

Partnering role cast ownership

*"Malaki ang ginagampanan ng LGUs, klaro ang arrangements nang bawat isa (stated in Filipino dialect). As RPDO, o*ur primary function is to oversee the whole operation of the project …critical is the execution of the policies set by the project. The MLGU is considered as one of the most significant factors to meet the deadline and able to achieve the substantial deliverables. They are very active and supportive supporter probably because of its visibility in the area. Stakeholdership is there, RLGUs are involved, that is the good thing happened on this project".

"There is a joint-journey between CSOs and LGUs… critical accomplishment is the partnership established among CSOs, LGUs and beneficiaries as well as the agencies with regards to counter parting. The role of each other is clear, the project is smoothly implemented".

"It is a good experience, as RPDO, that we could see ownership, stakeholdership and partnership are actually happened especially at the community level when it is implemented at the community".

-RPDO, ARMM

Project implementation in ARMM Desk focused on NGO- partnership approach. This method limited the participation of the LGUs at the municipal and provincial levels. The direct participation of NGOs in project implementation highly promoted community level of ownership. Such LGU role included the formulation of resolutions accepting and supporting the implementation of the project through the Provincial Planning and Development Office and MLGU. The PLGU also facilitated trainings and workshop on livelihood development and DRRM. This implied that LGU-ARMM played partnering, facilitating, and mandating roles.

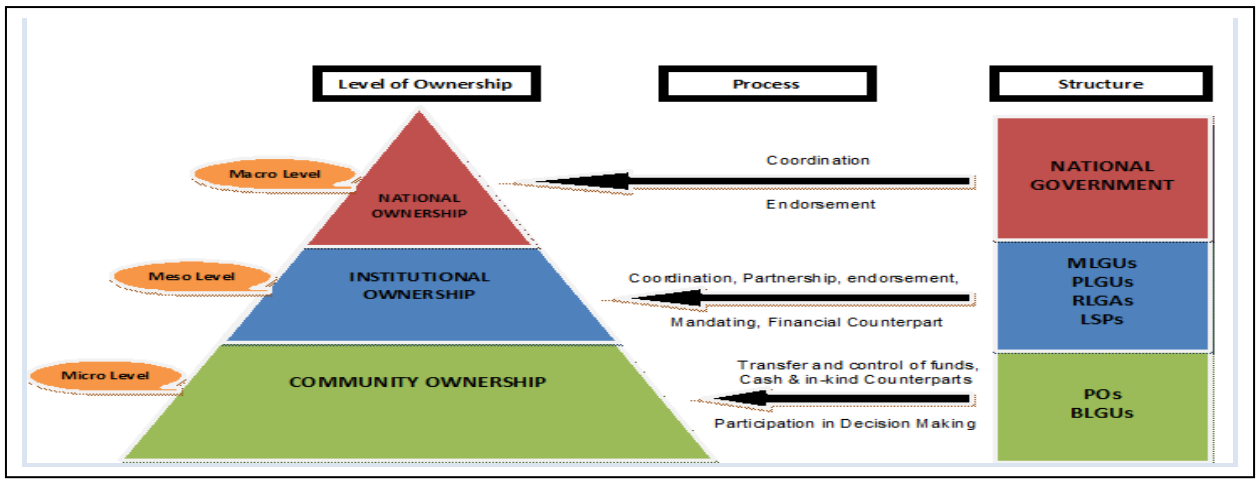
National Level Ownership

International donor community recognized social preparation activities in addressing ownership at the community and government levels. It is the socially supported power of IDPs to have exclusive control and use of the assistance for their own purpose. Ownership in the context of national government impacted on the sustainability of the Project. This level emphasized the ownership structure and mechanisms of national government towards the Project. These included the harmonization of assistance and the convergence of projects in Central Mindanao.

In general, the findings of the assessment suggested that hierarchic-level, structure and mechanism of ownership would generate diverse interest and responsible behaviour leading towards sustainability that contributed to efforts towards early recovery and full rehabilitation of IDPs in Central Mindanao.

"In a context where political authority is fragmented among a multiplicity of external and internal actors, often with divergent interests and agendas, it has become increasingly difficult to locate ownership and where accountability lies."[33]

Figure 10. The framework showing the level of ownership, its structure and processes



[33]http://library.fes.de/pdf-files/id/ipa/09522.pdf?utm_source=Main+List&utm_campaign=56a9969de0-Insight_on_Conflict_Newsletter_January_2012&utm_medium=email

Sustainability

Challenges of Sustainability

As the ERRCM Project was turned-over to the communities, the challenge now is how to sustain its operations. Specific guidelines in the formulation of sustainability mechanisms for all components were not explicitly stated in the TOR, and thus it is now at the hand of the implementers to do so. Sustainability mechanisms observed during the community visit, and crafted during the sustainability workshop both in ARMM and non ARMM Desks were classified into operational, functional and strategic sustainability.

Operational Sustainability

Building strong partnership and coordination between and among different levels of the government line agencies, LGUs, NGOs and community-based people's organizations is a strategy of ensuring that the structures and processes were installed as instrument in achieving the long-term utilization of the Project.

At the community level, beneficiary's participation in the implementation and management of the project is intrinsic for sustainability. Community's involvement started from the identification of the beneficiaries down to the selection of the priority sub-project, formulation of POs policies and managing the assistance by themselves, are mechanisms for sustainable community management of ERRCM Project both in ARMM and Non ARMM areas.

Mechanisms to Sustain

"Our office, as barangay operation and maintenance, is mandated to ensure the sustainability of all projects being implemented by the government and donor agencies alike "stated by Ulysess of non- ARMM area during the stakeholders assessment and sustainability workshop.

The mechanism we used for sustainability is of course the beneficiaries who were mandated to patronize their products in order to sustain the livelihood project. The PO is responsible for the monitoring of the project. They conducted monthly meetings and submitted financial reports as part of their policy. The role of the barangay also includes monitoring. For example, in their bank accounts, I am included in the signatories so that I can monitor the transactions to sustain the project.

-Capt. Olivia Pelarion, Non ARMM

"We, UNYPAD, is committed to provide continuing technical and coaching assistance and support to the beneficiaries even after the project's official termination"

-UNYPAD,ARMM
(Source: UNYPAD Terminal Report, 2012)

The acceptability and satisfaction felt by local people as their concerns were addressed that indicated the eagerness of the communities to establish sustainability. Also, cash, labour and conceptual contributions of the beneficiaries before, during and after the implementation of the Project are distinct factors that increased their motivation contributed to a higher level of accountability and responsibility. Conducted community trainings on capacity development was imperative as it introduced and developed appropriate operating and maintaining skills allowing IDPs to become "self reliant" while creating a self sustaining community. Properly established POs with policies described roles and responsibilities of the communities in enhancing the permanency and operationability of the Project.

The shared commitment of the LGUs and NGOs played a vital role as they were considered as advisory board and entrusted the responsibility to oversee the operation and rightful imposition of policies after project turnover. The cited initiatives of LGUs in sharing

own facilities and property, i.e. land, promoted ownership leading to sustainability. The relevance/alignment of the ERRCM sub-projects to the barangay priorities based on barangay development plan further reduced risk of compromising the sustainability of the project.

In keeping with the project outcomes, ERRCM implementers, ARMM and Non ARMM desks, developed the following recommendations for improving the sustainability through separate workshops[34] conducted. In ARMM, ownership or sense of belongingness already in place but it needs policy management. They indicated in the sustainability plan that close monitoring of BLGUs and integration of POs' policies in the barangay ordinance are strategic formula to be used in sustaining the Project. In non-ARMM Desk, however, conduct of joint monitoring of BLGUs and NGOs, creation of barangay resolution for institutionalizing the POs and formulation of barangay resolution to sustain and maintain the Project were some of the strategies emphasized in their sustainability plan.

Functional Sustainability

The nature of partner involvement of the project dictated the degree of ownership. Key informant interviews and focus group discussions found that ARMM desk used an NGO partnership approach. The endorsing role of the MLGU in the implementation of the project contributed sustainability of the Project. The engagement of PLGUs in the implementation of DRRM indicated liability that bowed into sustainability of the project component. Part of the sustainability plan of the ARMM desk were the commitment, close coordination and monitoring of MLGUs, PLGUs and other line agencies using "top-down" approach to determine priorities and accurately reflect community needs in order to maintain the outcomes of the Project.

Commitment for Sustainability

"If we look into the composition of the participants in the sustainability plan, we make certain that we have the representations from MLGUs, PLGUs and even other regional line agencies. That is why ADA or ARMM Development Academy comes into the picture being an instrument of ARMM because we want that before the project ends the government has the instrument to supervise after its closure as far as the regional line government is concerned. Our big challenges now are coordination and linking, on how to bring or integrate this sustainability plan into the stakeholder's plans especially at the municipal level and at the regional line agencies… very critical of this is policy making".

"Being official of the ARMM, I will ensure that this will happen (the sustainability plan). As governor said, we should not leave what we have started".

-RPDO, ARMM

In non-ARMM, government was partly involved in the implementation of hard components such as the construction of educational facilities, BHS, BnB, among others. Specifically, MLGU provided financial and technical supports before and during the implementation of the Project. This served as a tool to establish local ownership that would significantly increase the long-term functionability of the project.

[34] Sustainability workshops were conducted separately by ARMM and Non-ARMM desks last December, 201

Strategic Sustainability

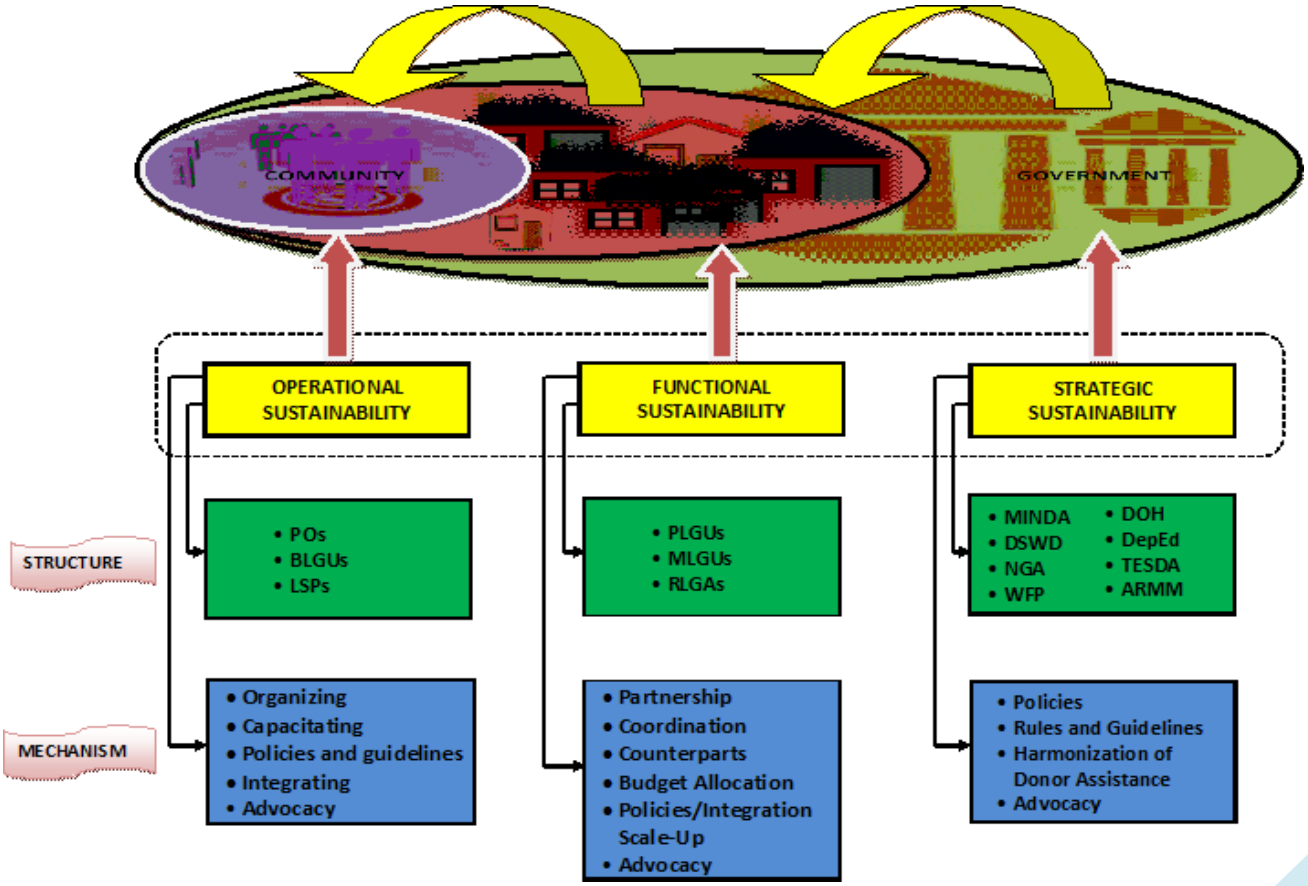
It is noteworthy that after the ERRCM Project ended, the presence of national government agencies is one of the significant factors that possibly associated in the continuous utilization and access of the project. Advocacy, policies and guidelines as well as the continued harmonization of projects and reconciliation of agendas of MinDA, ARMM, TESDA, DSWD, DepEd, DOH and donor agencies served as engine of sustainability. According to the participants in the workshop on sustainability, integration of some components of the project into government policies such as the inclusion of psychosocial, child protection in school curriculum under the support of DepEd is a strategy to be considered in maintaining the viability of educational facilities provided. Also, harmonization of LIZOP Project and ERRCM Project is also beneficial in attaining effective and sustainable project outcomes.

Monitoring for Sustainability

"We were tapped by ERRCM to conduct community-based trainings like candle making, dress making, baking, and other livelihood skills. To become sustainable, skills of the beneficiaries must be upgraded through continuous trainings. We also conducted an annual random monitoring of our graduates from TESDA. …So, rest assured that TESDA would help and they can request us anytime, since this is our job and it is good that we have coordination".

-Administrator, TESDA-ARMM

Figure 11. Sustainability Framework



Section 10: CROSS-CUTTING THEMES

Section 10. CROSS-CUTTING THEMES

This section envelops the findings on cross-cutting themes that were observed from the analysis of the contribution performance of the Project. Conflict sensitivity, gender equality and environment were some of the thematic areas considered in the evaluation of the Project.

Conflict Sensitivity Promotes Participation in Early Recovery."[35]

Conflict-sensitive approaches to recovery, development, and any other sector, program, or policy were employed. Conflict sensitivity is particularly important for early recovery and broader economic recovery.

Evidence on the findings of qualitative analysis indicated that the implementation, monitoring and evaluation both based on design and process were anchored on the principle of "Do No Harm". Conflict-sensitive approaches were incorporated in understanding the dynamics of community which is vital in all phases of programming; that is, the planning cycle, implementation, and monitoring and evaluation. Specific evidence of conflict sensitivity was observed in the selection of sites, beneficiaries, and subproject implementation especially in those areas where there was potential conflicts (rido). Efforts to incorporate conflict sensitivity in all phases of the relief, recovery and development spectrum were also observed.

Gender Mainstreaming.[36]

Early recovery efforts can play a critical role in mobilizing locally owned rebuilding processes, establishing the foundations for sustainable peace development, and shaping social change. As such, they presented important opportunities to promote gender equality in conflict-affected countries. However, these opportunities are often lost because gender issues tend to be given low priority when recovery begins. Failure to include gender perspectives early in decision-making processes can have long-lasting impacts on women, particularly in the context of governance structures, policies and practices, which can

[35] Conflict sensitivitybroadly refers to the notion of systematically taking into account both the positive and negative impact of interventions, in terms of conflict or peace dynamics, on the contexts in which they are undertaken, and, conversely, the impact of these contexts on the intervention. The CIC study points out, "The deeply political nature of post-conflict recovery cannot be overstated. Decisions that in normal development contexts have low costs can in early post-conflict contexts have serious repercussions, putting a premium on training and conflict sensitivity."

[36]Gender mainstreaming is a strategy to support the goal of gender equality. It has two general dimensions:

- The integration of gender equality concerns into the analyses, formulation and assessment of all policies, programs and projects in any dimension of peacebuilding, at all levels and at all stages. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.
-

reinforce existing socio-economic disparities between men and women.

Evidence showed mainstreaming of gender sensitivity in the entire process of project implementation. Both men and women were involved in the needs analysis, selection of beneficiaries, capacity building which included training and organizing of POs, implementation, control of funds and decision-making processes of ERR site development. More noticeable evidence was the implementation of livelihood assistance where both men and women had been given equal opportunities to organize, elect their officers, and manage their preferred micro-enterprise and farm.

Environment

An environmental sustainability concern was addressed by the Project as an unintended outcome. Efforts to facilitate partnership between Sultan Kudarat Provincial Social Welfare and Development Office and the WFP involved the watershed management of 250 hectares of land in PDC Chua in South Central Mindanao. This was done through the food-for-work approach where farmers in the PDC learned soil conservation as part of sustainable agricultural practice.

Section 11: FACTORS AFFECTING PROJECT ACHIEVEMENT OF RESULTS

Section 11. FACTORS AFFECTING THE ACHIEVEMENT OF PROJECT RESULTS

This section covers discussion on the internal and external factors affecting the operations of the project. There were factors that facilitated and/or hindered in the successful implementation and management of the Project.

Facilitating Factors

These are factors that contributed positively in achieving the end targets effectively and efficiently:

1. **Integrated-Project Designed.** The integrated-design of the Project based on the lessons learned from the predecessor program (StRIDe) and ACT for Peace Programme contributed largely to the design of a well-crafted plan of ERRCM Project. The design of early recovery, rehabilitation and development of IDPs is unique, hence, it addressed the holistic needs of the IDP beneficiaries to rebuild their communities.

2. **Partnership and Coordination.** Partnerships and collaboration played a vital role in the success of the Project. Empowering the LGUs in partnership with CSOs created an avenue of pooling the available resources and expertise available in the area. Concerted efforts toward achieving the shared objective of rebuilding the ERR sites bear fruit of commitment and continuing support from the national government and donor agencies. The LGU, CSO and NGA equation of convergence and alliances resulted to the achievement of the Project outputs, and contributed to the achievement of immediate and intermediate outcomes to IDP beneficiaries.

3. **Conflict-sensitive and well-grounded CSOs.** The peace-oriented CSOs and institutions contributed in the rebuilding process of the ERR communities in terms of mainstreaming conflict sensitivity and gender equality in the design and implementation of IDP assistance. The strong partnerships among civil society organizations facilitated accomplishments in the areas of peace education, consensus building for peace, and implementation of community development projects.

Hindering Factors

These are factors that contributed negatively in achieving the end targets effectively and efficiently:

1. **Inaccessibility of the IDP sites.** Accessibility of IDP sites remained challenging in providing development assistance in affected areas of Mindanao. It was observed during field study and based on the results of KIIs and FGDs that there were sites which have poor farm to market roads (FMR). This condition affected the implementation of the Project particularly the hauling of construction materials, delivery of farm inputs, machineries and farm implements, among others. As a result, the construction of infrastructures and the start of farm production activities were not in accordance with the specified timeline of the Project.

2. **Natural Disaster.** The typhoon "Sendong" which hit some areas of Northern Mindanao resulted to the increase in the prices of construction materials especially lumber. This condition affected the implementation of the Project, thus, the implementing partners had difficulty

procuring the materials according to the set price. It was also the time that "total log ban" was declared by the national government which resulted to the scarcity of lumber-suppliers for infrastructure projects needed to construct the core shelters, BHS in Lanao del Norte and Lanao del Sur.

3. **Armed Conflict.** The unsettled peace negotiations between the **GPH and MILF and the potential clan conflicts (rido)** often led to eruptions of armed hostilities which affected the Project operations. This condition negatively affected the ERR communities, LSPs and other actors in implementing the Project on time.

Section 12: ASSESMENT OF THE THEORIES OF CHANGE

Section 12 OVERALL ASSESSMENT OF THE THEORIES OF CHANGE

This section presents the overall contribution analysis of the project's performance based on the Theory of Change. The analysis summarized the substantial contribution in the implementation of the Project from the level of outputs, direct effects and noticeable indirect outcomes/benefits owing to the strategies employed for the two-year period.

Table 31. Theory of Change Verification

Result	Theory of Change	Overall Assessment
Improved community access to integrated health services that met community defined needs and promoted women's health rights	Providing access to integrated health services and WASH facilities triggered the transformation process, enabling local constituencies (particularly women and children) to assert their health rights and take responsibility for them. There is full commitment and support of LGUs particularly the provincial and municipal health offices and other health agencies. There are no major opposition to the provision of reproductive health information and services especially to women and adolescents	The Project's contribution to access of integrated health services is significant in early recovery of IDPs. Findings showed that: a. Achievement of outputs in the implementation of core shelter with sanitation facilities; basic services specifically the construction of BHS, BnB, and water systems. b. Conducted the psychosocial training, barangay health workers training, sanitation and proper hygiene, and play therapy for children. c. Organized the women associations and other formal groups such as NASA and BAWASA in the ERR communities. d. Formulated the ground rules in the utilization of water system, core shelter and BnB to ensure equity in access and fairness. As a consequence in the achievement of the deliverables of basic services and core shelter with sanitation facilities, the following intermediate outcomes were observed in ID

		families and communities: a. Restoration of adequate supply of water; promotion of sanitation and proper hygiene as a result of meeting the immediate water and sanitation needs of the returned and/or resettled IDPs. b. Beneficiaries have access to water and sanitation facilities. It was observed in IDP families the equitable access of these services and maintained without any discrimination on the basis of economic, social, gender, age, belief system and ethnicity. c. BAWASA as an organization for water systems in the ERR sites has place special efforts and resources needed to be rerouted towards capacity building for operation and maintenance of the water, sanitation and hygiene facilities in order to ensure sustainable service provision. d. Sanitation is one of the basic necessities which contributed to human dignity and quality of life. It was observed in the ERR sites the proper and safe disposal of human excreta. Indication on cleanliness, hygiene, collection and environment friendly disposal of liquid and solid waste were effectively in place in the ERR sites. e. Improvement in the level of awareness of IDP families on the proper hygiene contributed in preventing water and excreta related diseases through the widespread adoption of s

		and hygienic practices. f. The holistic approach that included raising awareness on good hygiene behavior and conscious use of safe water and sanitation facilities contributed significantly in promoting hygiene to IDP families. g. Community participation particularly involvement of women, poor and vulnerable in all stages of the cycle from designing to post construction operation and maintenance is a significant factor in the Project's achievement of outputs and benefits to improve the community's access to integrated health services, core shelter with sanitation facilities. With this accomplishment, the project contributed in improving the human dignity, and promoted women's health rights.
Needs of communities affected by armed conflict or natural disasters served in a timely manner	Timely and participatory responses to displacement and capacitating communities and local institutions will in the long run prepare them by developing mechanisms that will help them cope and make them less vulnerable to future displacements Provided: • There is full commitment and support of LGUs and disaster response mechanisms	The Project also contains relief assistance to IDP beneficiaries; they were able to achieve the end targets for non-food items such as food and kitchen utensils. Quick Response Team (QRT) was organized and trained from provincial, municipal and BLGus. A very significant contribution of QRT capacity building was the responsiveness of the team during typhoon "Sendong" which hit Iligan City that resulted to saving more lives and properties.
Enhanced IDPs' awareness and appreciation of community	Post-conflict or conflict-	The Project contributed significantly in restoring

economic development principles, concepts and approaches	affected/vulnerable communities require economic support to trigger or support transformation. But there needs to be a "shared vision" among men and women and relationship-building for the development of the community economy based on understanding of local capacities and vulnerabilities; with local governments playing a supporting and facilitating role. Public investments are essential in conflict-affected and vulnerable communities for providing an enabling environment for them to mobilize their own resources, as well as encouraging joint ventures in the form of public-private partnerships; these are important ways of increasing financial, human, and social capital in these communities. Provided: • Implementing partners that can provide technical assistance on sustainable agriculture-based livelihood and enterprise / skills development are available and accessible • Development stakeholders perceived peace and order condition as pre-requisite to economic growth and prosperity • Complementation with other development programs to ensure effective and efficient project implementations in the communities is pursued	economic development infrastructures in the ERR community beneficiaries. The following findings were observed: a. Provided livelihood assistance such as; restoration of farm through seeds distribution, farm machineries and implements; duck raising; bakeshop; mini-marts; agri-trading; hauling machineries and equipments and other micro-economic enterprises. b. Organized livelihood managed by POs both men and women in Non-ARMM IDP sites. c. Conducted training on business planning in non-ARMM covered ERR sites. As a consequence of the community economic structures and capacity building activities introduced to IDP beneficiaries, the following findings were observed: a. Improved capacity to operate micro-economic enterprises that is gender sensitive. b. Improved knowledge and skills in small business planning and management. c. Improved access to economic enterprises by IDP families. d. Improved social capital building as a necessary input in the ERR sites' production activities.
Improved competence among IDPs to undertake or participate in community economic development processes that focus on self and wage employment skills and agri-based livelihood		
Enhanced local stakeholder appreciation of human security, peacebuilding and culture of peace principles, concepts and approaches	Enhancing the conflict management and good governance capacities of LGUs and other local stakeholders would promote effectiveness of conflict transformation and	The Project contributed in the quest of improving the level of human security of IDPs; promoting peacebuilding activities; and improving capacity in conflict managemen
Improved competence among		

local stakeholders, including MNLF, to undertake or participate in community or organizational processes that promote conflict transformation, human security, peacebuilding and culture of peace principles, concepts and approaches	peacebuilding initiatives; responsiveness to concerns of post conflict or conflict affected/vulnerable communities; and effectively inform macro policy and institutional response Provided: • Target stakeholders are open to peacebuilding, human security, and culture of peace principles, concepts and approaches • Trained stakeholders are willing to undertake peacebuilding Initiatives • Support is provided by respective agencies for their trained personnel to integrate peacebuilding in their plans and programs • Local officials/leaders and LGU personnel commit to work on conflict transformation and peacebuilding and enhance their accountability on peace and development • Local legislators are open and willing to be involved in policy reforms in support of conflict transformation and peacebuilding	of the LGUs and local stakeholders of the ERR sites' beneficiaries. Evidence of the study showed that the Project contributed in achieving the following: a. Conducted training on Culture of Peace b. Conducted peace dialogue c. Conducted training on DRR d. Developed/updated BDP e. Developed/updated contingency plan f. Improved capacity in peace negotiation g. Improved capacity in conflict management h. Resolved potential conflicts (rido). i. Improved coordination of LGUs (PLGUs, MLGUs and BLGUs) specifically in non-ARMM areas in providing support in the form of financial counterpart and administrative support. j. Organized peoples' organizations in ERR sites to maintain and operate infrastructures for basic services and livelihood to ensure equality of access to and continuity as well. k. Increased number of participation and improved capacities of local NGOs in implementing human security; peacebuilding and conflict transformation activities for IDP beneficiaries.
Improved responsiveness of LGUs to the needs of conflict-affected areas and peace and development concerns		

Section 13:
ASSESSMENT OF THE PROJECT USING OECD-DAC CRITERIA

Section 14. ASSESSMENT OF THE PROJECT USING OECD-DAC CRITERIA

This section provides the assessment of Project taken as a whole using the OECD-DAC criteria, where there are eight (8) factors, according to a 1 to 6 rating scale.

Table 32. Assessment of the Project using OECD-DAC Criteria

Criteria	Rating	Overall Assessment
Relevance/Appropriateness Appropriateness is the tailoring of early recovery and development activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly. Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as donor policy). The evaluation should also address the issues of whether assistance is appropriate to the rebuilding process of the needs of the affected population.	6	The Programme substantially attained its stipulated outputs and intended intermediate outcomes. All numerical targets were achieved while overall perception on the level of participation in the subproject implementation of both ARMM and non-ARMM Desks indicated a very high level of satisfaction. These achievements were attributed to the appropriateness of the interventions in providing early recovery and reconstruction of the socio-economic activities of the families in the ERR sites. Overall findings pointed out the appropriateness of approaches, strategies, implementation frameworks and activities in the rebuilding process of the IDPs. The following areas have shown the most significant change as a result of the Project: - Addressed and improved human security needs of the ERR communities covered by the Project. - Improved capacity in DRR and management of the LGUs - Rebuilt social cohesion and harmonious relationship among IDP families. The early recovery, reconstruction and development appeared to correspond to the multi-dimensional change of the rebuilding process. It is evident at the personal, relational, structural and cultural levels resulting in reducing the vulnerabilities of the affected ERR communities. UN Development Assistance Framework (UNDAF) – Outcome: The level of violent conflicts has been reduced and human security and the culture of peace have been promoted nationwide. UNDP Country Programme Action Plan (CPAP) Outcome: Key actors were able to prevent, manage and resolve conflicts, respond to crisis and post-crisis situations, and built enabling policy environment for sustainable peace and human security
Effectiveness Effectiveness measures the extent to which	5	The real yardstick of effectiveness of the Project be gauged to the extent where early recovery an

an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs.		rehabilitation of socio-economic activities have been achieved or the achievement of the project level outputs. Overall assessment on the effectiveness of the project was based on the achievement of the outputs. The project has been effective in providing the following interventions: - Core Shelter with sanitation facilities - Basic Services with facilities - Livelihood assistance - Improving capacity of local governance in DRR - Rebuilding social cohesion However, there is a need to improve the timeliness in the implementation of livelihood assistance and capacity building for DRR of LGUs. The delay in the implementation could be attributed to the government processes, limited staff, inadequate implementation monitoring system, beneficiary counterpart, and external factors such as presence of "rido", natural disaster, and inaccessibility of the sites during rainy season. Generally, the project contributed substantially in the early recovery and reconstruction of the socio-economic, mental health, and psychological well-being of the families in the ERR sites. The Project has been effective in rebuilding the social cohesion of the IDPs as a result of the capacity building on "Culture of Peace", and creation of gender sensitive POs which was anchored on the principle of equality and empowerment.
<u>Connectedness and Sustainability</u> Connectedness refers to the need to ensure that activities of short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account. Connectedness has been adapted from the concept of sustainability – the idea that interventions should support longer-term goals, and eventually be managed without donor input (of money, management or political support).	5	In complex emergency context, sustainability of community development initiatives intended for early recovery and reconstruction of socio-economic infrastructures to ensure that utilization of facilities of basic services and continuity of income generation remains a bigger challenge. Overall, the Project was able to instill a strong sense of ownership with the IDP beneficiaries, LGU partners, and stakeholders over the assets and gains realized in almost two-year of intensive recovery and reconstruction of the ERR sites. At the community level, communities are already initiating and managing basic service delivery, capacity development, and confidence-building activities within. Community capacities for early recovery, conflict management as well as in mobilizing and generati

		resources in the pursuit of rebuilding the community has been observed. Complemented by the Project's capacity building interventions, communities should be able to sustain their active and meaningful participation in local governance. However, these opportunities are often compromised by partisan, patron-based local politics.
Efficiency Efficiency is measured by achieving results within the designated time and costs. Most of the Project's major activities were implemented on time and according to plan.	6	The Project optimally utilized its financial resources in achieving the deliverables and benefits of infrastructures and soft components of Components 1- 6. The external and internal factors that negatively affected the project did not hamper in attaining the end targets and planned changed for the IDPs within the specified 2-year timeline.
Linkages Refers to effective partnership of various stakeholders in government and civil society. Complementation of services and interventions towards early recovery and development of IDP families and communities.	6	The strong partnership with LGUs and participation of the NGAs, NGOs, and donors contributed significantly in pooling resources, aligning of priorities, instilling sense of ownership and installing community ownership. As a result, the Project was able to maximize the stakeholders economic value of cooperation, coordination and collaboration with the implementing, supporting and cooperating agencies involved in the implementation of the Project.
Coverage Coverage refers to whether all those in need of assistance and interventions have access to them. The Project covered broad base of communities in post-conflict, conflict-affected and conflict vulnerable communities in Central Mindanao.	6	The Project covered 30 ERR sites with cluster barangays in post-conflict, conflict-affected and conflict vulnerable communities in Central Mindanao. The huge number of IDP families benefited from the intervention which reached to 11,717. It has addressed wide range of issues relative to early recovery, reconstruction and development of ERR communities with the end in view of reducing their vulnerabilities from man-made and natural disasters.
Coherence Coordination is the systematic use of policy instruments to deliver humanitarian assistance in a cohesive and effective manner. Such instruments included strategic planning, gathering data and managing information, mobilizing resources and ensuring accountability, orchestrating a functional division of labor, negotiating and maintaining a serviceable framework with host political authorities and providing leadership.	5	The Project unwaveringly pursued coherence in the strategic thrust and priorities as reflected in their peace and development frameworks, policies and plans among key institutions and organizations' agents of recovery and reconstruction of conflict-affected areas. The Project conforms to the Mindanao 2020, as the roadmap for Mindanao peace and development, and support to the national government in providing conflict-sensitive community-based and driven development initiatives in improving the human security of the conflict-affected population or IDPs in pursuit of achieving sustainable peace and development. Qualitative and quantitative findings revealed that the Project has to a large extent exerted efforts to promote and be consistent with national and international humanitarian assistance, early recovery, reconstruction and development activities.

		Coordinated efforts are required at barangay, municipal, provincial, regional, and national levels during implementation of early recovery, rehabilitation and development. To maximize impacts and coverage, inter-sector approaches were promoted in all the activities of the early recovery and rehabilitation. Based on the result of desk review and field study, the project has an evidence of integrating and practicing the following principles: a. Participatory planning and consensus-building, coordination, beneficiary participation in project management, subproject implementation, contingency planning, and local governance affairs were incorporated in the early recovery, reconstruction of socio-economic and development spectrum in the ERR communities. b. Rights-based approach was integrated in community-based-driven development management and improvement in the local governance, taking cognizance that the IDPs needs are fulfilled. c. Non-violent, conflict-sensitive and peace-promoting approaches were incorporated in all humanitarian, early recovery, reconstruction and development activities. d. Cultural sensitivity were recognized, respected, in particular observance of the traditional practices and beliefs in all activities of rebuilding the community. e. Gender Mainstreaming, gender sensitivity, and gender equality were observed in the design of the project, implementation, monitoring and evaluation, and operationalization of community development and management of subproject in the ERR sites. f. Women empowerment - there is evidence that women and girls were recognized as the most vulnerable during and post conflict situation, and should be empowered in all the activities.

Section 14: CONTRIBUTION TO LARGER OUTCOMES

Section 13. CONTRIBUTION TO LARGER OUTCOMES

This section covers discussion on the contribution of ERRCM Project to Mindanao Peace Outcomes. Based on design and evidence from the qualitative and quantitative findings of the study, the project contributed significantly in achieving at least the three (3) Mindanao Peace Outcomes which included: (1) Human Security, (2) Peace Constituency, and (3) Social Cohesion and Harmonious Relationship among communities and sectors. Presented in Table 36 are the contribution of ERRCM to Mindanao Peace Outcomes.

Table 33. Contribution of ERRCM Project to Mindanao Peace Outcomes

Peace Outcomes	ERRCM Contribution
Mindanao Peace Outcome 2: Human security in Mindanao conflict-affected and vulnerable communities enhanced	The Project outputs indicated a positive changes that will led to substantial contribution of enhancing human security in conflict-affected and conflict-vulnerable communities by promoting and increasing people's awareness, improving access to basic services especially to vulnerable groups like women and children, increasing appreciation of and access to economic development initiatives through collective undertakings, and establishing greater social cohesion among members of the community of varying faiths and cultural descents.
Mindanao Peace Outcome 3: Mindanao peace constituency broadened and citizen's participation in the peace process strengthened	The Project significantly contributed to the strengthening of a Mindanao peace constituency through the formation POs and strengthening of partnership and collaboration with CSOs, MLUs, PLGAs, and NGAs who were actively engaged in the entire process of early recovery, rehabilitation and development to its constituents.
Mindanao Peace Outcome 6: Social cohesion and harmonious relationships strengthened within and among communities and sectors	The Project contributed substantially in rebuilding the relationship between the Christians and Muslims through the promotion of CoP education in the ERR sites. Community leaders were also capacitated to resolve and manage conflict among the beneficiaries. Cluster barangays indicated a harmonious relationship, have restored respect and trust. Vertical relationship was also manifested as a result of strong partnerships with the LGUs and regional line agencies in the rebuilding process of ERR sites and improving the capacity of the LGUs in DRR.

Section 15: LESSONS LEARNED AND RECOMMENDATIONS

Section 15 LESSONS LEARNED AND RECOMMENDATIONS

Lessons Learned –main programmatic and institutional lessons that were learned and which can be applied in future project implementation related to early recovery, rehabilitation and development of IDPs in conflict affected areas.

1. Integrated-project design of early recovery, rehabilitation and development assistance will significantly contribute in reducing the vulnerability of IDPs in conflict-affected and conflict-vulnerable areas. Parochial intervention is not a sufficient intervention to recover and prepare for long-term development. What is required is a fully integrated, holistic approach to recovery in the context of community development. On the other hand, capacity-building mechanism is primordial to ensure that the IDPs are able to develop the values of self-reliance and resiliency.

2. Diagnosing the nature of conflict and how it affects different segments of the IDP population and making conflict sensitivity a central element in Project management. This focus may not be appropriate in all conflict environments, but identifying the most vulnerable groups, assessing their priorities, and strengthening the capacity of IDP communities to plan and manage local development projects are fundamental design prerequisites for early recovery and rehabilitation of socio-economic infrastructures and development activities. There is a strong evidence that for a complex emergency intervention to be effective, it has to be culturally and conflict sensitive. Conflict sensitive approaches of recovery and development are helpful in promoting peace rather than exacerbate potential or latent conflicts.

3. Use of participatory approach in project design and monitoring of implementation had shown that quick-impact projects with tangible results, such as small infrastructure building, are more likely to win local acceptance by IDPs in conflict-affected areas. Such interventions can be more efficient than long gestating initiatives in gaining organizational legitimacy, gathering local support, and preventing youth from engaging in destructive activities.

4. Need for flexible project management approaches – Given that subprojects are devised at the community level, there are wide variety of timetables, capacity levels, levels of access to resources, geographic distances, supporting logistics, and conflict dynamics. Thus, flexibility in project management is a high priority.

5. Competence of the implementers and staff must be taken cognizant for donors working in conflict-affected and conflict-vulnerable areas. Implementers' efficiency and staff continuity improve programme and project practices. In a climate of great flux and insecurity, it is important to have consistency in project personnel. This allows key actors to obtain deeper history and context, which supports the learning and application of better practices throughout project completion. The screening process of LSPs is vital in ensuring the quality of the implementation process and achievement of deliverables.

6. The relevance of a demand-driven approach in validity of community based approaches when existing institutional capacity is weak and development challenges are enormous. Sustainability of demand-driven projects is greater when local government administrations a

involved in planning, appraisal, execution, monitoring and evaluation. Integrated implementation through local government bodies avoids the pitfalls of parallel institutions that have affected many social funds. At the same time, local governments are susceptible to local political influence and often face capacity constraints. National and local ownership of the Project by government institution is chief to sustainability of interventions as well as gains in peace and development.

7. Implementation approaches that create community ownership are easily accepted which in turn help ensure community contributions and maintenance support in the long run. Communities are usually involved in interventions in community-based drinking water, community building, school buildings and toilets, BnB, community economic enterprises, and restoring cultural or religious sites. Empowering the IDP communities promote ownership and sustainability of the assets and gains of the recovery and rehabilitation of social and economic infrastructure interventions. Beneficiary's participation in the design, process of subproject implementation and control of resources will contribute significantly in making them accountable for their decisions.

8. Sustainability depended on factors such as the participation of community, local government bodies, national government agencies, NGOs, and other groups; responsiveness to community demands; adequate social capital (or capacity to promote peacebuilding through development at the community level); linkages with other livelihood, financing, and technical assistance projects; and, workable operations and management plans that were fully owned by communities and backed by local governments.

9. In conflict-affected and conflict-vulnerable areas of IDPs, maximizing the potential of early recovery, rehabilitation and development initiatives must emphasize participatory and consultative processes that allow the people in the communities influence the program design and implementation. Consultative and participatory processes associated with community based or driven development initiatives facilitate the difficult transition from initial, quick-impact, top-down programs to address dire emergencies to longer-term, bottom-up efforts to promote development and institutional reform.

10. Early recovery, reconstruction and long-term development are essentially a governance concern. Where governance is weak or absent, conflict affected, conflict-vulnerable and post-conflict areas become more vulnerable to recurrence of conflicts or potential conflicts. Restoring governance is crucial in post-conflict and conflict affected areas. There are varying perspectives of what this entails. A narrow perspective of governance focuses on improving public management and strengthening government capacity to perform essential functions. A broader perspective looks at expanding the capacity of government, the private sector, and civil society organizations to exercise political and economic authority to manage a nation's affairs[37]. Ultimately, the aim of governance programming is to shape a society's capacity to manage conflicting interests peacefully. This aim is facilitated through a range of donor activities, including assistance with: electoral process, the development of inclusive institutions, public sector reform, justice sector reform, anti-corruption initiatives, promotion of civil society, and conflict resolution projects. In the context of local governance, based on the UNDP policy paper which states that:

[37] see UNDESA and UNDP 2007

> *"Local government institutions are the critical cogs in the construction and maintenance of sustainable peace and development over the long-term. The LGUs are the agencies that come face-to-face with the realities of armed conflict and its consequences. They should be highly prioritized in efforts to build capacities for conflict prevention and management, and in the development of transformative leadership skills so that they can effectively be at the help of conflict prevention and sustained peace-building, as well as in the implementation of development programmes for their communities.*[38]

11. Managing recovery and rehabilitation of ERR sites for long-term development is of key importance in sustaining the enthusiasm of the duty bearers and peace advocates. Achievements of the programme/project generated high degrees of expectation in the communities, from leaders and government officials, which may be frustrated in the absence of immediate follow-ups. Realistic follow-up plans based on the lessons learned which may include redefining the strategic recovery and development activities, and limit its scope to governance, while basic social services and economic development may be trusted to national government with support from donors with community-based development models that can best work in conflict-affected areas.

Recommendations to Support the Recovery, Rehabilitation and Development of Internally Displaced Persons in Mindanao

1. **Conduct of Early Baseline Study for Proper Targeting**. The intervention should focus on reform rather than merely restore pre-existing systems, following a rigorous analysis of the circumstance and location of the IDPs. This will typically require carrying out in-depth needs assessments at the early stage, if possible even before the formal end of hostilities. The need for conflict sensitivity in any intervention remains paramount. This implies understanding the social and ethnic dynamics that may have contributed to or resulted from the conflict to ensure they are not exacerbated by infrastructure programmes.

2. **Social Cohesion Promotes Early Recovery and Rehabilitation.** Rebuilding social cohesion in internally-displaced families and communities is a vital aspect of recovery, rehabilitation and development of the affected population. The rebuilding process of the IDP families and communities needs to be deliberately pursued and nurtured, and cannot be left to chance. The competence of providing services to strengthen social cohesion would be better delivered by NGOs, academe and peace networks, rather than by government personnel. While it is the responsibility of the government to deliver mandated social, economic, environmental and development administration services.

3. **Basic Social Services.** Basic social services remain as the core in the early recovery and rehabilitation of IDP communities in conflict-affected/vulnerable areas. Delivery of basic services need to be anchored on the principles of participation, rights-based approach, gender sensitivity, cultural and conflict sensitivity and inclusivity in order to optimally maximize the benefits of the intervention. Education and health sectors, by their nature, greatly shape and are influenced by social norms and interactions. As such, the overarching need for conflict

[38] Peace-building in Times of Institutional Crisis, pp. 17, UNDP Policy Paper Series on Peace and Development in Southern Philippines, November 2006

sensitivity in all assistance programmes and projects is particularly acute for these sectors. Initiatives with demonstrated direct developmental effects, such as those which improve access to water and sanitation and those which foster complementarities between large-scale and small-scale projects, should be promoted.

It is important that new programmes and initiatives aimed at restoring or supporting basic service delivery (mainly primary education and essential health care needs) build, in the first instance, on local knowledge and efforts. Interventions should be geared to regions and infrastructure sub-sectors where the local private response has been inadequate, so as not to displace successful indigenous enterprises. To the maximum extent possible, materials and labour should be sourced locally to enhance local multiplier effects of infrastructure projects and, ideally, as an instrument for community building. This could be achieved, for instance, by stipulating the technologies to be used in infrastructure programmes.

4. **Community Economic Development.** Community economic development should be based on economic advantage. This would require understanding the economic context of the IDP communities which include among others the identification of the strengths, weaknesses, opportunities and threats leading toward the determination of the comparative advantage of the area; alignment of the economic intervention with the industry priorities of the provincial and regional governments. Subsector industry analysis is imperative in order to produce products that can be scaled-up into the larger market. Restoring and improving the economic infrastructure, though important, should not be at the expense of health and education.

5. **Local Governance Capacity.** Local government institutions are the frontline in the early recovery, rehabilitation and development. Continuous capacity building of LGUs is imperative for the early recovery and sustainability of basic social services and economic development of the conflict-affected areas and IDPs in Mindanao.

6. **Disaster Risk Reduction and Management**. Continuous capacity building of LGUs on disaster risk reduction and management (DRRM), achievement of Millennium Development Goals and conflict-sensitive and peace-promotive (CSPP) processes are imperative, thus, they are mainly responsible for the IDP communities' resiliency.

7. **Research Opportunities.** The following are some of the possible researchable areas in the context of building disaster resiliency of the IDP communities:

   - **Business-Sector Motivators.** There is a need to investigate factors most likely to motivate businesses of all sizes to collaborate with the public sector to build disaster resilience in different types of communities. There are a number of impediments to business participation in private–public collaboration of all types, including disaster resilience. The barriers include private–public sector cultural differences, concerns about information sharing, and wariness of government mandates and regulations. What is not clear is how to overcome such challenges and increase incentives for business participation in disaster-loss–reduction activities.

   - **Integrating NGOs.** Providing support to research on how to motivate and integrate community-based, faith-based, and other NGOs—including those not crisis oriented—into resilience-focused collaboration.

- **Changing Emergency-Management Culture.** Support to research on how the emergency-management sectors can be moved toward a "culture of collaboration" that engages the full fabric of the community in enhancing resilience.

- **Learning through Support of Collaboration.** There should be research that focuses on demonstration projects that quantify risk and outcome metrics, enhance disaster resilience at the community level, and document best practices. New efforts to support and nurture community-level resilience-focused private–public collaboration could include research and demonstration projects aimed at enhancing disaster resilience at the community level and documenting best practices.

8. **Support to Framework Agreement on the Bangsamoro.** Future programming of IDPs in conflict-affected and vulnerable areas in Mindanao should be rationalized within the ambit of supporting the Framework Agreement on the Bangsamoro.