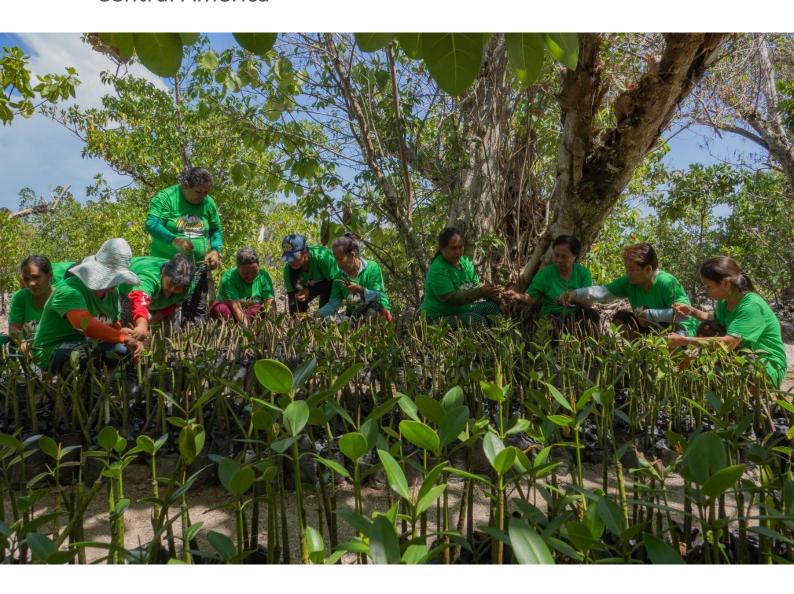# FINAL REPORT

Six Country Evaluation of Oxfam America's Strengthening Community Preparedness, Rapid Response and Recovery in Asia/Pacific Islands and Central America

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OXFAM

Acknowledgements

Contents

List of Acronyms

AAR	After Action Review
AIR	Annual Impact Reflection
AFS	Agricultural Field Schools
ALERT	Adaptive Livelihoods, Emergency Readiness and Timely Response of Communities (APLIFT in the Philippines)
AP	Asia Pacific
APLIFT	Asia Pacific Local Innovation for Transformation
ATECA	Acción Temprana Comunitaria Centro América
CA	Central America
CDCs	Community Disaster Management Committees
CDP	Center for Disaster Preparedness
COMRED	Coordinadora Municipal para la Reducción de Desastres -Municipal Coordination for Disaster Reduction
CONRED	Coordinadora Nacional para la Reducción de Desastres -National Coordination for Disaster Reduction
CSO	Civil Society Organisations
DM	Disaster Management
ERF	Emergency Response Fund
EWS	Early Warning Systems
FGDs	Focal Group Discussions
GI	Group Interviews
HEA	Household Economic Assessment
KII	Key Informative Interviews
LCPC	Local Civil Protection Committees
LGU	Local Government Units
MACP	Margaret A. Cargill Philanthropies
MAGA	Guatemala Ministry of Agriculture, Livestock, and Food
MEAL	Monitoring, Evaluation, Adaptability and Learning
MSC	Most Significant Change
OH	Outcome Harvesting
PCIC	Philippine Crop Insurance Corporation
PCMA	Pre-Crisis Market Analysis
PCVA	Participatory Capacity and Vulnerability Analysis
PRRM	Philippine Rural Reconstruction Movement Inc
QRFs	Quick Response Funds.
SESAN	Secretariat of Food and Nutrition Security of the Presidency of the Republic
SGBV	Sexual and Gender-Based Violence
TMC	Threat Monitoring Centre
ToC	Theory of Change
ToR	Terms of Reference
VAW	Violence Against Women
VSU	Regional Climate Change Research and Development Centre, Visayas State University

Executive Summary

Oxfam's DRR Strategy 2025, outlines the specific objective of strengthening local institutions, actors and communities' capacity to assess, understand, monitor, anticipate and manage disaster and conflict-related risks and prepare to respond, recover and 'build back better' from shocks.

With that strategic aim as a reference, Oxfam America's program for "strengthening community preparedness, rapid response and recovery in Asia/Pacific Islands and Central America" was designed. The program comprised two regional programmes, each implemented in three countries. The programme is funded by Margaret A. Cargill Philanthropies (MACP) for $3.36 million in the Asia/Pacific region (The Philippines, Solomon Islands, and Vanuatu) and $3.59 million in Central America (El Salvador, Guatemala, and Nicaragua). The programme was implemented by Oxfam and various affiliated and non-affiliated partners between October 2017 and September 2020.

The programme expected to benefit 143,150 people directly or indirectly in the Asia/Pacific and 52,635 people in Central America. The program was made up of two distinct regional interventions: the Asia Pacific Local Innovation for Transformation (APLIFT) and the Acción Temprana Comunitaria Centro América (ATECA). The programs shared a common goal to ensure that participating communities affected by recurrent natural disasters have enhanced capacities for disaster preparedness, response, and recovery and are better equipped to co-lead on relief and recovery efforts in collaboration with local authorities. This would consequently reduce vulnerability and suffering. The programmes also benefitted from an Emergency Response Fund (ERF) to provide up to three months of seed funding for immediate disaster response in the countries of operation, or the region. The program applied Feminist Principles through-out the planning and delivery of all its interventions.

This evaluation report addresses the two main evaluation questions: (i) what are the changes and learnings that have occurred in communities' disaster preparedness? and (ii) what contributed to the changes in communities' disaster preparedness? These two questions relate to OECD evaluation criteria for Impact, Relevance and Effectiveness. A light-touch contribution analysis to determine the degree to which the program was responsible for the impacts/changes observed in the community was also included in the evaluation terms of reference.

Oxfam America required the use of the outcome harvesting methodology. The methodology seeks to identify changes that have taken place and to work backwards to understand the causes of the changes. At the inception phase the evaluators reviewed the evidence of achievement of intended outcomes described in the program literature and agreed usable questions with the harvest users. A qualitative interview process solicited views and information from harvest users, change agents and social actors to help understand what contributed to the achievement of any changes. The COVID-19 pandemic prevented field visits. Instead third parties were hired in the Asia Pacific to undertake the the interviews of social actors. In Central America, the end line survey conducted by Oxfam was used to corroborate the evaluation's finding. In the Asia Pacific region, the end line survey was not completed in time to be considered.

Outcome harvesting had not been a feature of the program's MEAL strategy which was focused more on output monitoring. Several field teams reported being unfamiliar with outcome harvesting methodology and didn't appreciate its potential value. The monitoring of program implementation and progress reporting was based on the indicators established in the theories of change and logical frameworks at country level. The travel restrictions in place due to the pandemic made it impossible to conduct the intensive focus group discussions normally used for outcome harvesting. As a result, the methodology was adapted, in agreement with Oxfam America, in the following ways:

- Data collection was consolidated around four domains of change that reflected the three main outcomes of the programme and the results expected from the ERF. The interview tool specifically sought information from respondents on unexpected changes beyond the four domains identified by the evaluators.
- An initial set of outcome descriptors were identified from a review of program literature at the inception stage. The interview tool was then designed on the basis of a gap analysis and intended to fill those gaps.
- The questionnaire for the end line survey in Central America was modified to allow for additional verification of the outcomes found in the secondary review.
- Primary data collection was restricted to Key Informant Interviews (KIIs) and Group Interviews where possible. Time was limited to approximately 90 minutes for online interviews and 30 minutes over the phone. Some community leaders in Central America had limited connection and could only participate for between 15 and 25 minutes. In Vanuatu no household surveys were conducted due to reported problems with the mobile phone network.
- A summary review of the design of the program budget was conducted.

Main Findings

The evaluation identified fifteen outcome statements, with evidence to validate them. Some country-based specific outcomes were also found and are described in each of the sections.

The first domain of change describes the increase in capacity at community level to effectively plan and respond to small small-scale disasters. The evaluation found that the programme as a whole was able to *increase communities knowledge of the risks and vulnerabilities they face, and organise them to respond to disasters through actions planned for, coordinated and implemented by Community Disaster Committees working with local and national government Disaster Management organisations*. The benefits of this were particularly relevant in Central America, as the targeted communities had in most of the cases never received this kind of capacity building and were largely unaware of the existence of disaster preparedness plans or institutions in their region, or their ability to influence them. In Asia Pacific respondents indicated that their knowledge of risks grew although many communities had a pre-existing knowledge.

Respondents considered themselves *able to put these capacities into practice through specific activities (evacuation drills, first aid practices, update disaster response plans and vulnerability assessments). Oxfam's national partner organisations reported having better capacities to implement emergency response funds to promote rapid action, consolidate emergency plans in line with humanitarian principles and develop targeting assessments.* Yet, both change agents and social actors reported that training cycles were too short, and that many members of the community were not able to participate, particularly in the practical areas of the learning process. Furthermore, partners and communities reported that the sustainability of the process was in jeopardy, as train the trainer models initially expected prove to be only partially effective.

In most cases, respondents also reported that the *CDCs and wider communities were better connected to the planning and decision-making processes of local government, whether those local governments were adequately resourced or able to act themselves proactively*. The level of achievement in each country was associated with the motivation of the local authority, the resources available to them, the general political situation in the region or country, and Oxfam offices and implementing partners' advocacy for said connectivity.

The second domain of change focused on the protection and creation of robust livelihoods. The evaluation team found that both programs implemented a diverse range of mainly small-scale livelihood and asset protection activities, mostly building on existing livelihood opportunities and

enterprises, resulting in investments tailored to the different countries' risk characteristics. These activities and achievements that varied in scope and depth in each of the countries.

Social actors and change agents in both AP and CA agreed that project activities have, on a small-scale, achieved more resilient livelihoods. However, despite some anecdotal evidence of social and ecological benefit, the program did not design or measure the effect of its livelihood interventions in financial terms. It was impossible to know the extent to which social enterprises, savings clubs and other investments were profitable and sustainable, or the difference they made to participant's incomes. It can be said, though, that participation in livelihood activities provided some real opportunities for leadership in the community, particularly among women.

However, most of the benefits from livelihoods and asset protection activity appear to have been focused narrowly on the participants of individual projects rather than promoting greater communal benefit. Consequently, vulnerability may have been reduced for the few participants rather than more broadly, ultimately constraining the impact of the overall program. Social actors in several countries noted that livelihood activities should be more inclusive to benefit more people.

The third domain of change promoted knowledge sharing, learning and good practices among programme actors. The evaluation found some promising activities developed in individual countries that were shared with other countries implementing the program. MEAL activities such the Annual Impact Reflection events brought together Oxfam and national partner staff to share experiences and catalysed knowledge sharing. In some cases, trainings implemented as part of the other two domains of change also facilitated exchanges between community leaders, which helped to increase their motivation.

There was limited evidence to demonstrate added value from Resilience Knowledge Hub model to create shared knowledge and even to ensure the sustainability of the interventions that it launched. Lack of resources (particularly time) did not allow for learning to be incorporated regularly in programme activities, or to be considered in the periodic adaptation of the programme. Meanwhile significant time and resources were invested in data and context analysis that didn't produce many actionable results. These activities, including the HEA, PCMA, and baselines among others, should have been streamlined, in order to create cost and time-efficiencies for implementation. Results may also have been helpful for cross-country and regional learning.

The fourth domain of change, the emergency response operations, provided a broad range of support in all countries where ERF was implemented. In all its responses, Oxfam tried to use a nexus approach, linking up humanitarian and development initiatives. The ERF also embodied the commitment to local humanitarian leadership.

The ERF is identified as a success story by change agents and by the evaluation team. It was utilised multiple times in both AP and CA regions in the program period, enabling rapid response to disasters with minimal delay, reducing the negative impact of the event on targeted communities and help Oxfam and its national partners to leverage additional institutional funding. The flexibility of financing also allowed responses to address critical gaps.

Oxfam national partners believe that their credibility was strengthened at the national and local level and that they now have capabilities that they could not have had otherwise.

Finally, responding to the implementation of a Feminist Agenda, the evaluation found that in all six countries, the programme took steps to ensure equal participation of women and men, provided tools and knowledge that *allowed women to gain confidence and use their voices in decision-making spaces*.

As a result, women interviewed also mentioned *having grown confidence to voice their ideas based on the knowledge they acquired, and many reported achieving larger leadership roles as a result.*

Overall, the evaluators found that the program made measurable progress towards the achievement of all of its outcomes, with the ERF standing out as a good practice. We note that the social actors consulted found the program to be generally satisfactory and that the communities targeted are better prepared and better able to respond to disasters than if the program had not been implemented. However, we conclude that the programme tried to do too much with too little, implementing many activities that did not produce transformative change, especially in addressing the root causes of vulnerability. This compromised its ability to help create genuinely sustainable "disaster-ready" communities because vulnerability to disasters was not reduced to the extent that it could have been.

The recommendations of the evaluation can be summarized as follows:

1. *Oxfam America may consider either a more focused design that targets the most significant gaps in knowledge, capacity, behaviour, and infrastructure or make a portfolio approach where some complementary activities are funded through other programs, more explicitly. Considering the costs and logistical challenges of working with the most vulnerable and remote communities it should also focus on fewer target communities but increase the depth of the programming.*
2. *Make the added value of HQ / global level contributions to country level programming more evident.*
3. *Include an exit strategy in the next proposal and by fostering from the beginning opportunities for greater coordination with peer organisations and local authorities to fill some gaps and ensure continuity.*
4. *Include partners in the design process of future programmes and allow sufficient time for the effective conclusion of all program activities.*
5. *Utilise ongoing processes of context analysis, to form a baseline at the project design stage, rather than well into the implementation period of a specific program. Streamlining different analysis (e.g. using baselines to also make light touch PCVAs) could also help to avoid survey fatigue and increase cost-efficiencies.*
6. *Innovate around the mobilization of resources for DRR investment to make committees more effective DRR actors. Integration with social enterprises or other revenue-generating initiatives may have some potential here.*
7. *Oxfam has achieved quite a lot for women in this program through its implicit feminist approach but could go further with a more explicit approach to make them part of training expansion and cross-community learning models.*
8. *Find ways to measure the economic impact and cost-efficiency on participants in terms of how much additional income the community gained from participation in the project, the level of savings, the viability and value of loans, the balance sheets of social enterprises, the investment losses due to loss of crops, in order to know how the real impact of the project*.
9. *Integrate more explicitly the knowledge and capacity outcome of the program with the livelihood outcome of the program.*
10. *Integrate responsibility for the creation of learning materials, based on programmatic experience and evidence, in program staff job descriptions and to create incentives for both sharing and applying/testing knowledge developed elsewhere. Oxfam may also wish to reconsider its risk appetite relative to innovations to better support experimentation at the field level.*
11. *The ERF mechanism should be mainstreamed within a wider range of programmes as an institutional tool to better respond to humanitarian crisis.*

Introduction

Overview of the program

Oxfam's DRR Strategy 2025, outlines the specific objective of strengthening local institutions, actors and communities' capacity to assess, understand, monitor, anticipate and manage disaster and conflict-related risks and prepare to respond, recover and 'build back better' from shocks.

With that strategic aim as a reference, Oxfam America's developed a program for "strengthening community preparedness, rapid response and recovery in Asia/Pacific Islands and Central America" comprising two regional programmes, each implemented in three countries. The programme is funded by Margaret A. Cargill Philanthropies (MACP) for $3.36 million in the Asia/Pacific region (The Philippines, Solomon Islands, and Vanuatu) and $3.59 million in Central America (El Salvador, Guatemala, and Nicaragua). The programme was implemented by Oxfam America through various affiliated and non-affiliated partners between October 2017 and September 2020.

The programme planned to benefit 143,150 people directly or indirectly in the Asia/Pacific and 52,635 people in Central America by delivering outcomes related to capacity development, disaster risk reduction and asset protection (Detail in Annex E). It planned to generate, disseminate, and promote good practice on DRR throughout the humanitarian sector through a specific set of actions related to the third outcome on learning and knowledge sharing.

The Asia Pacific Local Innovation for Transformation (APLIFT) and the Acción Temprana Comunitaria Centro América (ATECA) programmes had a common goal to ensure that participating communities affected by recurrent natural disasters have enhanced capacities for disaster preparedness, response, and recovery and are better equipped to co-lead on relief and recovery efforts in collaboration with local authorities, with the overall aim of reducing vulnerability and suffering.

The APLIFT and ATECA programs aimed to achieve three shared outcomes:

1. Capacity Development: capacities to timely and effectively respond to small-scale disasters, as well as leadership within the community, are strengthened. At a community level, men, women and vulnerable groups are able to engage with civil society organizations and government institutions to promote sustained capacity and to ensure that humanitarian standards are met during emergency response and recovery.
2. Risk Reduction and Asset Protection: Communities have protected and robust livelihoods by adopting measures to prevent and mitigate disaster risks. This is achieved by actively engaging with relevant actors of the private and public sectors, increasing access to services and better managing their environmental resources.
3. Learning and Knowledge Sharing: Oxfam, local actors and research institutions advance learning and good practices for disaster risk reduction approaches across the humanitarian sector.

The Covid-19 pandemic has impacted the program in both Asia Pacific and Central America regions as it entered the last eight months of implementation, primarily through restrictions on freedom of movement. Oxfam and their partners have adapted their operations to the challenge posed by the pandemic through remote, online working and knowledge sharing. WASH facilities created by the program have proven helpful to support good public health in a number of locations.

Overview of the evaluation

The terms of reference (TOR) for the evaluation requested it to be formative, focused on learning to be used for another phase.

The TOR included the following specific objectives:

1. Learn and document to what extent disaster preparedness capacities have been developed and/or improved at community level and what the contributing factors are.

2. Understand how strategies are most effective for communities to mitigate disasters and take the lead on responses to small scale disasters, and to inform responsible exit strategies and viable strategies if the project continues.
3. Provide key learnings and recommendations for better DRR and Disaster Preparedness practices in the future and for the humanitarian sector.

The TOR included two key evaluation questions, each with several sub-questions:

1. What are the changes and learnings that have occurred in communities' disaster preparedness? (related to OECD criteria of Impact and Relevance)
2. What contributed to the changes in communities' disaster preparedness? (related to OECD criteria of Effectiveness and assessment of Contribution)

Methodological Approaches and Principles

Outcome Harvesting approach and adaptations

Oxfam's ToRs required the use of a modified outcome harvesting (OH), an evaluation approach that "harvests" or collects evidence of what has changed, or of outcomes achieved, in order to work backwards to understand the relationship between cause and effect and what contributed to these changes. This evaluation was conducted in challenging circumstances. A regular OH evaluation requires either extended periods of time (5 to 6 months)[1] in which consultations are applied (particularly through group exercises) to various sets of verification, or the availability of outcome descriptors harvested through-out the programme's life (and thus part of the MEAL strategy) that will be then validated/verified by the evaluation[2]. Group interviews (GI) and Focal Group Discussions (FGDs) are also encouraged within OH as a mechanism to ensure that outcomes found are validated by group discussions, and, those initially non visualised outcomes, are found through debate and comparison of experiences[3].

This evaluation was conducted over four months. Field visits were impossible due to the COVID crisis. A remote implementation methodology prevented the organization of group interviews and Focus Groups Discussions and to witness *in situ* the changes and outcomes achieved. As a result, the Evaluation Team adapted the methodology, with the agreement of Oxfam America, to cope with the limitations.

The first step was the consolidation of three domains of change around which the "harvested" evidence would be collected and analysed. In the case of the ATECA and APLIFT programs, the Theory of Change had set out three well-defined outcomes, with minor differences between the two regions and six countries. These built upon those set out in the Program MEL Framework of May 2018. Harvest users agreed that our consolidated domains of change reflected where they expected to see most evidence of change. These consolidated domains of change formed the analytical framework for the review of program documentation in the inception phase of the evaluation. This enabled the identification of initial outcome descriptions which were, broadly, validated through feedback on the evaluation report from field and HQ personnel of Oxfam and some of its implementing partners.

The programme included the Emergency Response Fund (ERF) to respond to unplanned emergencies in the two regions, whether in areas where the project was being implemented or not. The objective was to "ensure a timely response in the event of natural disasters or medium and larger scale, to assist the affected population and mitigate their potential impact on the project in as much as possible". The Fund was used during the project implementation to respond to emergencies both within the countries where the project was being implemented (Guatemala, Nicaragua, El Salvador, The Philippines and Vanuatu), as well as in neighbouring countries (Indonesia and Honduras). This component had to be taken as an independent object of assessment and domain of change by itself.

Finally, the program used a feminist approach to local humanitarian and disaster management/prevention to tackle power imbalances and patriarchal structures in humanitarian action by increasing participation of national and local women's rights actors. The specific intended result for this programme was to create conditions to empower women and girls in their communities, allowing them, and other vulnerable groups, to be better prepared, protected and to contribute to more sustainable outcomes within the communities.

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[1] See Majot et al, 2010. Evaluation of Oxfam Novib's Global Programme 2005-2008 for Aim 1 and 4. GloPro's Strategic Positioning and Counterparts' Outcomes. https://www.outcomemapping.ca/download/simonhearn_en_Evaluation%20of%20Oxfam%20Novib.pdf
[2] See World Bank, 2014. Cases in Outcome Harvesting, Ten pilot experiences identify new learning from multi-stakeholder projects to improve results.
http://documents1.worldbank.org/curated/en/419021468330946583/pdf/901720WP0Box380n0Outcome0Harvesting.pdf
[3] Wilson-Grau, Ricardo (Saferworld), 2016. Doing things differently: Rethinking monitoring and evaluation to understand change. https://www.saferworld.org.uk/resources/publications/1027-doing-things-differently-rethinking-monitoring-and-evaluation-to-understand-change

Given the above, and after discussions with the regional teams and a review of secondary data, the evaluation team synthesized all above objectives within four comprehensive domains of change. These four domains of change formed the basis of the approach to data collection and analysis of outcome achievement and the contributing factors to these changes.

The consolidated domains of change were:

1. Increased capacities at community level (including equal capacities for women and other vulnerable groups) to effectively plan and respond to small small-scale disasters, including the ability participate in decision-making processes, engage with CSOs and government institutions and leverage additional resources to promote sustained capacity and to ensure that humanitarian standards are met during emergency response and recovery.
2. Communities having better protected and robust livelihoods by adopting measures to prevent and mitigate disaster risks, including actively engaging with relevant actors of the private and public sectors, increasing access to services and better managing their environmental resources.
3. Oxfam, local actors and research institutions using knowledge sharing, learning and good practices for disaster risk reduction approaches across the humanitarian sector.
4. The Emergency Response Fund being used coherently with the rest of the programme outputs in order to increase the level of protection to communities affected by disaster and increase their capacities to respond to future ones.

The interview framework was designed on the basis of these domains of change. The questions were reviewed and agreed to by Oxfam staff and partners at the inception report stage. The interview framework used a simple set of four open-ended questions per domain of change used. They also sought feedback on unexpected changes that did not fall within the four domains. The questions were also correlated, to the extent possible, with the OECD DAC evaluation criteria. The questions were intended to stimulate reflection on what changes were observed (Impact and Relevance) and who/what was associated with the achievement of those changes (Effectiveness -and contribution analysis[4]). A review of the initial program budget at proposal stage was conducted. The evaluators did not see subsequent budget revisions or other financial data. The ToR indicated that an evaluation of program sustainability was not required.

The literature suggests that outcome harvesting is most effective when either data on outcome achievement is collected throughout the lifetime of the program, with evidence then validated by evaluators, or multiple rounds of stakeholder engagement are undertaken during the evaluation process. In this case neither was possible. The OH methodology was not integrated within the MEL programme framework from the outset[5]. Program reporting focused on outputs predominantly. Multiple rounds of data collection were not possible partly as a result of the COVID-19 pandemic. The interviews were limited to approximately 90 minutes for those with access to online communications (mainly change agents) and to 25 to 30 minutes for those on the phone (or less depending on connection).

The evaluation team consequently relied more on secondary data review and analysis, semi-structured interviews for primary data collection and two rounds of feedback workshops with change agents to provide opportunities for further stakeholder reflection, contribution and verification of the outcome descriptors. In Asia Pacific the interviews with social actors were undertaken by third parties to overcome language barriers.

Finally, the end line survey in Central America already planned by Oxfam America was used as a verification and validation mechanism[6]. For this purpose, the end line questionnaire was reviewed

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[4] For this we followed a Most Significant Change (MSC) approach. This approach request respondents to identify the main contributor of change, and subsequently review the strength of the qualitative evidence to assess whether either: (1) full attribution, (2) some level or strong contribution or (3) no contribution could be found.

[5] One of the learnings and thus recommendation of this evaluation is that the OH methodology is used more consistently through-out the MEAL cycle of future programmes, so the evaluations can concentrate on verifying and validating the outcome descriptors found through-out delivery, and adding those that arose at the end stages of the programme.

[6] As result of similar limitations experienced by this evaluation, the results were delayed which implied that the first drafts of the evaluation had to be provided without these additional validations.

and modified by the consulting team for the ATECA programme and the evaluation and end line teams coordinated their approach to research to have a consistent approach (e.g. use of the same consent forms, application of the same safeguarding mechanisms, avoidance of duplication in the stakeholders interviewed).

Sampling and safeguarding approaches

The evaluation team interviewed three of four stakeholders categorised in the Outcome Harvesting approach[7]:

- Social actors – Individual, group, community, organisation, or institution that changes because of a change agent intervention.
- Change agents - Individual or organisation that influences an outcome.
- Harvest users - The individual(s) who require the findings of an OH to make decisions or take action.

The team planned to interview a total of 332 stakeholders across the three OH categories, including both direct interviews and end-line surveys (83 people expected from the end-line survey in Central America). Through direct and group interviews, the Evaluation Team was able to directly contact 203 people, and information from the end line survey provided information from 88 community leaders (and 410 community members not initially part of the Evaluation target). The breakdown of the KIIs is included below:

Table 1: Interviews conducted, sex and age disaggregated (Detail per country in Annex E)

Interviewee category[8]	Target	Total	Total Male	Total Female	Total < 30 years	Total 31 – 50 years	Total > 51 years
Social Actors KIIs	186	139	86	53	21	65	32
Social Actors Endline CA	83	88	53	35	16	40	23
Change Agents	37	38	15	23	8	22	5
Harvest Users	26	26	10	16	5	21	0
Total	**332**	**291**	**164**	**127**	**50***	**148***	**60***

* Note: Not all participants were willing to provide their age group, but according to information from local partners, age distribution from communities in which they worked is consistent with the above.

The evaluation team and their local counterparts applied ethical and feminist research principles in line with Oxfam and OECD standards and maintained a strong focus on safe programming. Each of the local teams was instructed in key ethical considerations including ensuring do-no-harm approaches data collection, ensuring safe spaces, confidentiality and data protection, gender and cultural sensitivity, COVID-19 sensitivity, and a feminist approach. Some of the fundamental principles to be applied in these areas are included in Annex D.

The sampling approach enabled interactions with local authorities and community groups in approximately 20 – 30% of targeted communities. The household survey targeted approximately 10% of the number of households suggested by Slovin's Formula. The scaling down of the household survey reflected the scale of the evaluation, cost factors, the available time frame, and to avoid survey fatigue resulting from the simultaneous implementation of the end line evaluation.

Data analysis

With the data gathered three steps were followed to formulate outcome statements:

1. Country-level outcomes were identified and consolidated per each of the domains of change. Specific cases of success and failure were identified. This helped to respond the first evaluation question.
2. Examples or evidence of contribution of the project to those outcomes was identified (to respond to question 2). Contribution/attribution analysis followed the Most Significant Change methodology, which is more adequate to qualitative analysis. This consisted of:

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[7] Wilson-Grau and Britt; Outcome Harvesting; Ford Foundation; 2012

[8] Solomon Islands and Vanuatu did not report age disaggregated profile of respondents. Of the 203 interviews reported, 67 were in CA and 136 in AP. Social actor interviews for CA were included in the end line survey. Disaggregation per country included in Annex E.

     a. Finding sources of evidence within secondary data, including a revision of theory of change, programme reports and MEL reports.

     b. Including questions within the KII and surveys requesting the stakeholders to determine all possible contributors to the achievements of change and highlighting positive/negative externalities that could have had an effect in the project implementation.

     c. Revise and analyse evidence from the two sources, in order to find sources of contradiction or validation.

3. Similarities and differences were identified across the above findings which were then linked to domains of change. Outcome descriptors were formulated to show what observable, verifiable change was seen (what is being done differently that is significant? -outcome), and who/what contributed to the change and how had that change happened.

Each outcome descriptor is supported with specific examples cited by stakeholders or summarized or quoted from the program literature, has been included in boxes. For those examples from Central America, and to avoid issues with translation, both the Spanish and English version is included. Lessons related to each outcome descriptor have been identified and associated recommendations made on how Oxfam may apply those lessons in future. A visual presentation of outcome descriptors and the relevant activities contributing to them has been included in Annex F.

The achievement of results is always affected by contextual issues. This evaluation is not a country-specific evaluation. It aims to collect and assess the results across the program. Some of the contextual considerations that might have affected outcome delivery in specific countries won't be considered in depth. The evaluation will nonetheless endeavour to mention specific barriers and enablers when there is evidence that they limited or greatly facilitated the achievement of the outcomes.

Limitations

The evaluation was constrained by several challenges and limitations. These were identified at the inception stage, planned for and, to the extent possible, mitigated. The limitations are discussed in greater depth in Annex A.

1. Travel to the countries and communities where the programme was implemented was not possible, as a result of COVID-19 pandemic. Interviews with social actors was implemented by local researchers in the Asia Pacific, supported by virtual and phone interviews with social actors, change agents and harvest users by the evaluation team. Travel restrictions removed the possibility of focal group discussions, and direct observation of the achievements on the ground and the context of local dynamics and structures that they were achieved in.

2. Limitations on communications were common. This included access to reliable networks in locations where the project was implemented, and the difficulty of making three-way interviews alongside translators. In Vanuatu no household level interviews were completed due to the inadequacy of the local mobile network.

3. Time and cost constraints and the challenge of implementing focus groups cause the household survey sample size to be limited to approximately 10% of the Slovin's Formula value for a target group of this size.

4. Prevalence of outputs rather than outcome-focused written reporting and MEAL data, also limited the use of a more regular outcome harvesting methodology. Learnings and recommendations have been identified in this evaluation to mitigate future similar issues.

5. Interviews with local or national in Nicaragua were not possible, as a result of national political dynamics. KIIs with local change agents and community leaders were constrained given possible risks of being "outspoken".

Key Findings and Contributions

Domain of change 1: Increased capacities and opportunities for leadership and participation.

Evidence of increased capacities at community level (including equal capacities for women and other vulnerable groups) to effectively plan and respond to small small-scale disasters, including the ability participate in decision-making processes, engage with CSOs and government institutions and leverage additional resources to promote sustained capacity and to ensure that humanitarian standards are met during emergency response and recovery.

Outcome Statement # 1: Workshops and training activities have enabled communities in remote areas in Central America and the Asia Pacific to improve knowledge of the risks and vulnerabilities they face and to become better able to respond to disasters.

All respondents, whether social actors, change agents or harvest users, in both regions described "disaster-ready" communities as sharing similar characteristics, which included being:

- Organised and structured Community Disaster Committees (CDC).
- Led by proactive leaders who command respect within the community and who can communicate effectively with the population and local government.
- Empowered to take action on their own.
- Trained both in the theory and practical aspects of DRM, such as risk assessment, preparedness planning, early warning, response actions such as evacuation, and first aid.
- Able to assess their vulnerabilities and to document risks on maps.
- Able to access disaster-resilient shelter along known evacuation routes.
- Inclusive of a wide cross-section of the community, including women, youth, and people with disabilities.
- Able to develop and maintain good relations with local authorities and influence their decisions.
- Understanding and, to the extent possible, be coordinated with the national DM system and with other neighbouring communities.
- Equipped to respond with adequate initial tools and relief materials.

These characteristics, summarized from interview responses from social actors and change agents in both regions are rather similar to research-based assessments of what constitutes a resilient community, such as John Twigg's 2007 description of characteristics of a disaster resilient community[9], the International Federation of the Red Cross's 2011 study of the characteristics of a safe and resilient community[10] and Oxfam's resilience fundamentals checklist[11]. Change agents and social actors in both regions reported that they and their communities had developed and strengthened some of these characteristics because of participation in the program. It is notable that such a coherent understanding of what makes a community "disaster-ready" emerged from both regions. This provides a useable framework for further, more tailored development assistance in future that targets the gaps rather than seeking to replicate the full range of activities.

Program annual reports showed that CDCs were formed and recognized by municipal institutions in around 90% of the communities where program interventions took place. Communities across both regions reported feeling represented by the CDCs, having knowledge of the community vulnerability assessments and disaster response plans, and feeling better supported by local authorities. In the case of Central America, the end line assessment reported there was a notable <u>increase in community awareness of their vulnerability, increasing by 75% in Guatemala, 40% in El Salvador, and 20% in Nicaragua. In Guatemala there was also a 28% increase in the number of communities that had taken effective decisions to diminish their risk</u>, because of that awareness and assessments complemented.

[9] https://www.preventionweb.net/files/2310_Characteristicsdisasterhighres.pdf
[10] https://www.preventionweb.net/files/globalplatform/entry_bg_paper~finalcharacteristicsreport.pdf
[11] https://www-cdn.oxfam.org/s3fs-public/file_attachments/ml-companion-guide-resilience-040216-en_0.pdf

In specific examples, community leaders in Guatemala, El Salvador and Nicaragua reported being able to use their knowledge to convince members of the community to move from areas of risk or to respond to small scale disasters as landslides, preparation for tropical Storm Amanda and even avoid spread of the COVID-19 pandemic. For example, a community agent in El Salvador mentioned that "during the response to Tropical Storm Amanda, we activated the CDC and made use of the newly acquired self-management capabilities to lift the landslides that occurred on the roads, ensure the collection of debris, and obtain support from the municipality."

Yet, around 20% community leaders that participated in the update of the risk and vulnerability assessments, and helped preparing the disaster response plans, mentioned during interviews that they did not remember the content of the trainings or would be able to replicate what was done (Cubulco in Guatemala, Sebaco and Terrabona in Nicaragua, and Carolina in El Salvador). Respondents in Cubulco, Carolina and Terrabona, also maintained a belief that disasters were unavoidable or could not be mitigated, as they were an "uncontrollable situation brought by God".

In Asia Pacific, the end line survey was not completed in time for its findings to be included in this report. Nonetheless, the midline reports and output dashboards, conducted in 2019, indicated activity and some progress in knowledge and awareness of risks. In the Philippines, for example, 170 people contributed to the PCVAs, 1500 people were reached with DRR awareness raising campaigns, and 10 barangays in each of the 4 target municipalities participated in disaster planning workshops, 669 leaders participated in at least one of seven trainings provided on subjects including first aid and humanitarian 101. The midline report did not illustrate the outcomes of these activities with quantitative detail in most cases. Still, the report mentions that vulnerable community members had used risk and hazard information to take early action for preparedness, but not for risk reduction, but did not indicate the absolute number or proportion of vulnerable community members able to use information at all. Yet, during KIIs for this evaluation, various community members said that training helped to create a 'culture of readiness' and more likelihood to listen to disaster preparedness advice from authorities.

The report remarked that partners may need to consider more sustained awareness-raising on how risk/hazard analyses could inform risk reduction or mitigation interventions. The midline report mentions that connectivity between communities and local government units was around 80% in areas supported by partners, CDP and PRRM. This was based on regular interaction and information exchange, and collaboration such as loaning of vehicles for disaster response. However, the report also notes that some LGUs lacked capacity and commitment to engage and others changed priorities, presumably focusing less on engagement with the CDCs. The report notes that only 13% if trained community leaders were able to roll out further training to others and that only approximately 33% of vulnerable participants completed drills in Barangay 7.

Change agents interviewed in the Philippines were positive about the impact of the program in this outcome areas. One noted that "what we've been able to do in our barangay now is because we've had trainings with project ALERT on basic review operations that taught us our proper functions well". This may have helped local government units (LGUs) to increase the utilization of their assigned budgets, pointed to in the midline as a positive development. The interviewee went on to note that "the learnings from that training, in fact, we have been able to apply when a large grass fire happened". The interviewee noted increasing community participation that is positive and has contributed to better preparedness, saying "before only about 30% would participate, now the participation rate has increased because constituents see that there is transparency… we have gained their trust and cooperation… There is a percentage of the constituents that are not fully supportive, but I believe they are observing what we do. So far, with regards to COVID-19, at least 95% are cooperative". Social actors interviewed were also positive, one noting "all of these efforts helped the people and the community a lot. Before this we didn't know what to do and there would be more casualties be it people or houses. Now the situation is better because we are able to prepare to veer away from danger".

Social actors and change agents in both regions mostly identified the whole community as the beneficiaries of the positive changes. In the Philippines, El Salvador and Guatemala it was noted by social actors and change agents that government officials and organizations also benefited, along with women and other vulnerable groups.

Outcome Statement #2: CDCs allowed communities to apply what was learned and a key mechanism to obtain support from local and regional authorities. Most meaningful impact was achieved where community and government disaster management organizations worked well together.

Countries in both regions national governments have established laws, policy frameworks and plans for the creation of CDCs and their interaction with official DM organizations. The structure and direction these provide are an opportunity that Oxfam's programs rightly align with. Of course, government capacity and commitment to engage with communities varied. However, it was common to see that social actors and change agents noticed the contribution of both government and NGOs in the delivery of results. Social actors in the Philippines tended to cite the government and then, secondly, the agencies who gave support. Change agents usually agreed. In the Solomon Islands, the perception was different with more respondents emphasising the contribution of NGOs. One change agent, for example, noted that the government is "reliant on external projects".

ATECA and APLIFT targeted poor, remote communities in both regions, often beyond easy reach of both government and NGOs. In all countries, the capacity of the state to address the current level of vulnerability varied but was often extremely limited. A harvest user noted the common experience of "asymmetric" capacity. The responsibility to respond and be prepared for disasters is inevitably delegated to vulnerable communities themselves. Governmental disaster management systems provide support and a framework for local action as their capacity allows. In some communities evaluated, for example, in parts of the Philippines, the government capacity is substantial. However, in many of the targeted communities, the capacity is limited to non-existent.

In most cases, for instance all countries in CA, respondents cited the work of Oxfam, its partners, and other NGOs or humanitarian organisations, as the main drivers of change, rather than the government. This reality underpins the operational approach the programmes have taken to enhancing community preparedness, rapid response and recovery. It makes the broadly standardised activities of community training, vulnerability and capacity assessment, development of contingency plans, creating CDCs, simulation exercises and dissemination of information at the community level, broadly relevant across six diverse country settings. Capacity building at the community level had the greatest impact and seems to have been most sustainable, where local government capacity complemented and supported it (e.g. municipality of Salcedo in The Philippines or San Miguel in El Salvador). For example, CDC members in Salcedo mentioned that the municipality was "big supporter of all their efforts and a strong connection with local disaster management authorities was built", in San Miguel a female community leader reported leveraging additional funding from the municipality when preparing or responding to small-scale disasters (landslides and COVID-19). Where that local government capacity does not exist, it is more difficult for community structures to survive and add value beyond the life of the program, and thus the programme results are heavily dependent on the motivation of the communities and the ability for those trained to pass on the knowledge.

As a result, an issue to consider in the future is the fact that Oxfam program design relies heavily on the assumption that government capacity to support, finance, and govern disaster risk management processes will complement and, to an extent, be guided by community participation in decision making. In some of the program countries, for example, the Philippines, this is the case. In that country, a clear legislative framework exists that specifies structures, roles, and resource allocations from national to local level. In many cases, however, government capacity is insufficient or absent, and while plans, policies and strategies may exist, official human and financial resources to act do not. In the Solomon Islands, respondents mentioned that local savings clubs had more money to support disaster preparedness that the provincial disaster management office. Advocacy for the allocation of

appropriate resources is justified in these instances. A harvest user in the AP noted, though, that "communities are frustrated when government doesn't follow through".

In Asia Pacific also, <u>national governance mechanisms that allowed for a more decentralised approaches of management gave space for the CDCs to participate in decision-making.</u> Knowledge also seemed better engrained in communities where more practical activities (e.g. evacuation drills) were implemented, or where the communities had the opportunity to use the skills to respond to small scale disasters. In the Philippines the midline report stated that 64% of participants completed drills, whereas, as stated above, there was far less achieved through the cascading of training by community leaders. In Vanuatu, government decentralisation has provided an opportunity for CDCs to play a more prominent leadership role. In the Philippines, there was a massive influx of international organisations following the 2013 super-typhoon Haiyan, many of which undertook similar capacity building programs for disaster preparedness through other organisations (CARE, PLAN, UNDP). Thus, Oxfam should seek out opportunities for greater coordination with peer organisations to fill some of the hard to fill gaps in a comprehensive preparedness package. For example, pooling funds with other NGOs for construction of safe storm shelters would meet a need that was often cited by respondents but was often beyond the means of communities, local governments and individual organisations to fulfil.

In Central America, the fact that local partners had a longstanding experience and knew how to manage complex socio-political contexts, permitted either progress in all levels of the Connectivity Index as measured in the end line assessment (Guatemala and El Salvador), or a maintenance of the levels of connectivity that existed before the programme (Nicaragua -despite a deterioration in the socio-political environment). For example, <u>local authorities in Guatemala said the project provided them with better tools to ensure accountability to communities, and the only local council member interviewed by the programme mentioned that despite limitations, the programme did influence municipalities to engage with CDCs for disaster management. Finally, examples of CDC members leveraging resources from municipalities were mentioned twice by female community leaders in El Salvador.</u>

Oxfam also added value by providing practical investment to increase government capacity, facilitating participation in community-level training, helping to disseminate official information and providing training and other support to government disaster management structures. For example, <u>some of The Philippine municipal budget officers and barangay officials mentioned that training on fund allocation, utilization and revenue generation, allowed to better plan for disaster responses.</u> In Vanuatu, the program advocated for the recruitment of the Provincial Disaster Management Officer for the Shefa Province and paid his salary for a year.

The impact of this investment was sufficient to motivate the provincial authorities to take on payment of the salary and related costs permanently. This approach is being explored in the Solomon Islands and other provinces of Vanuatu. While not possible or necessary in all program countries, this initiative represents an out of the box solution that appears to have generated real impact. The Philippines, a country with significant potential for effective disaster management, will not need such support. However, there is a persistent challenge in the inability of LGUs to fully utilize the funds they are allocated for risk reduction, a major focus of Oxfam advocacy. A harvest user recommended a stronger focus on capacity building for officials in future programs to facilitate the greater use of existing resources.

Outcome statement #3: The program harnessed prior personal experience of disasters to motivate participation and build confidence and capacity for independent response.

Social actors and change agents in both regions agreed the motivation to participate in capacity building for preparedness and response stemmed from personal experience of loss and damage caused by earlier and recurrent disasters. In the Philippines one social actor stated that "they are motivated to participate because they already have the experience of Typhoon Yolanda. Right now,

since there are programs for them, they are motivated to participate". The incentive structure for such participation is clear. The same social actor went to say, "as of now, compared to the setting before in the community, I think it is better now because they have been taught lessons of what needs to be done to prepare".

Several of the country teams and respondents highlighted instances where CDCs had spontaneously initiated activity and awareness-raising on disaster risks, for example in response to the COVID 19 pandemic, without input from Oxfam or its partners. In these communities, community participants also expressed a higher motivation to pass their knowledge to others and manifested that their communities were more interested in the plans because of these experiences. In El Salvador, for example, during the response to Tropical Storm Amanda, the communities made use of these self-management capacities to lift the landslides that occurred on the roads, ensure the collection of debris, and obtain support from the municipality. CDCs in participating communities, also consolidated community fences and trained the community on good hygiene practices at the onset of the COVID-19 pandemic, just by understanding the pandemic as new risk in the PCVAs. Similar examples were provided in Solomon Islands were CDCs took the initiative of initiating evacuations in advance of the landfall of Typhoons Harold and Pam. All the above was done even without the existence of Emergency Fund resources to support them.

Oxfam appetite to undertake something that an NGO would not normally consider as practical and creditable, adds value in spaces were governmental appetite and ability is low. For example, in Nicaragua's COVID-19 response, the government is denying the problem and not recognising their lack of capacity to cope with it. Thus, OXFAM work creates capacity that otherwise would not exist. In El Salvador and Guatemala, where local authorities and the National DM system recognised the lack of logistics capacity and financial resources allocated to disaster preparedness and response, they have been incentivised by the programme to at least provide a coordination role.

Outcome Statement #4: Design and delivery of capacity building interventions was not always optimal.

Many of the change agents and social actors consulted in both regions, noted that the training cycle was too short, not all aspects of disaster preparedness were addressed, and many members of the community were not able to participate, which meant that the knowledge acquired was in risk of not being sustainably applied if the community leaders would move or migrate. Some social actors in AP also described the trainings as "boring". Oxfam has described their considerable efforts to include community leaders and members in the design of training and the measures to make them interactive. There is no evidence to cast doubt on their commitment to create interesting, engaging events that are conducted at a time and in a manner both convenient and appealing to the intended audience. However, one social actor in the Philippines articulated a challenge implied by many others, noting "there were so many trainings after Yolanda and a lot of them were not grasped by our community and individuals have their own problems to face as well and so they were not able to take a lot of the learnings in". This may be linked to a common call to complement the provision of knowledge and participation in decision-making with the chance to realize tangible benefits, most often associated with livelihood activities of different kinds.

Participation comes at a cost in time, which is a precious commodity for vulnerable communities, especially those more vulnerable to natural disasters. Social actors and change agents implied that attendance was, to a large extent, dominated by community leaders and from those involved in other programme outputs, particularly livelihood activities. Thus, there was widespread agreement that linking activities that generated tangible benefits in addition to the accrual of knowledge would increase participation. Incorporating disaster preparedness into livelihood development, or meeting justifiable community needs for safe shelters, rescue equipment or relief stocks, among other things, were mentioned as options to consider.

These point to opportunities for further development in the effectiveness of OXFAM approach. For example, some Latin American change agents, such as CORDES in El Salvador and the Humboldt Centre

in Nicaragua, suggested the need for a more systematic approach to the development of early warning systems for slow-onset droughts. The participatory, committee-based approach to disaster risk management is, globally, an effective way to improve preparedness and response outcomes. People directly exposed to disaster risk are motivated to prepare and respond as a matter of survival. The committee-based approach also helps with risk reduction where those risks are sensitive to behaviour.

Some change agents and harvest users described the challenge of motivating communities to participate, as it was difficult to visualize what would be the outcomes for those participating. In the Solomon Islands and Vanuatu, for example, it has been challenging to generate participation in capacity building in seasons with a lot of religious holidays. A change agent echoed this, noting the challenge of scheduling training activities in some communities amidst the busy schedules of both social actors and government officials. Related to this is the recurrent demand from social actors and change agents for capacity building to create tangible benefit from participation.

In part, as discussed below, this may be achieved through expansion livelihoods investment. A change agent in the Philippines stated "there is a challenge to motivate participation. Some people don't believe in the objectives of the sectoral group. People take a wait and see attitude. There is organizing fatigue in the community. There have been lots of projects being implemented since Yolanda days. Community is weary. The program needs a strategic direction / objective to draw people in and people must see a clear benefit to themselves. The most effective approach is to give them something closer to their stomachs, something tangible such as an income generating project or registration of their boats". It may also require a rethink of Oxfam's policy for not compensating people for services provided in support of CDC initiatives. One harvest user reflected on the fact that the "Oxfam policy of not paying people is perhaps perverse. The skills and tasks they undertake have a value that could be compensated by someone".

Furthermore, the displacement of commercial enterprises working to provide similar community support and capacity development by NGOs providing such services at no cost to local governments, as seen in the Philippines in at least one instance, may be a perverse benefit in the long-term. We have cited the frustration that can arise when governments do not follow through on commitments to fund disaster risk reduction. Linking CDCs to a system of reliable financing for disaster risk reduction and management is critical, whether or not CDCs are responsible for spending such funds. If risks are identified, but not addressed motivation to continue participating in committees is compromised.

Partners such as the Humboldt Centre and Visayas State University can bring technical expertise and analytical capacity to communities. Still, their solutions must be noticed and acknowledged, appraised, and tested to contribute to a comprehensive risk management approach at the community level. Addressing resource gaps for risk and vulnerability reduction in partnership with government and, to an extent, the private sector, is a recommended next step. Oxfam can help by committing to advocate for risk reduction investment alongside preparedness, response and recovery capacity building, and innovate on collaborative funding through coordination and partnership with others.

Guatemala's Corazón del Maíz said that knowledge acquired in this domain of change was applicable to their experience in the ERF and vice versa and gave them the capacity and recognition to be taken into consideration by the national government and other organisations in future responses. Implementers in Nicaragua also said they now had "better capacities to design and lead PCVAs and train others on how to do them". For CDCs the capacity built was particularly evident when they were able to plan and implement on their own a local response to localised disasters (Tropical Storm Amanda in El Salvador, COVID-19 in El Salvador, Guatemala and Nicaragua).

Comparison of program baseline and midline data in The Philippines and Solomon Islands showed knowledge of risks going down, and rather low performance in trained community leaders passing on learning through the provision of further training. The fundamental assumption is that trainers will be motivated to give their time free to pass on knowledge is flawed. Several options suggested by respondents could be considered to overcome this problem. The most obvious solution is to provide

incentives to trainers, paying them for results. If knowledge transfer is critical to improving preparedness, then it has a commercial value. The use of social media to amplify and disseminate key messages and information was not mentioned in any of the project reporting but has significant potential value for this task. Delays in the implementation of training also limited the scope and ability to disseminate knowledge.

Outcome Descriptor #5: The program took steps to ensure equal gender participation, enabling women to grow in confidence and demonstrate leadership.

Women, as mentioned before, were considered by local partners as more committed in the trainings and implementation of the activities. This motivation also meant that they took on their own hands the possibility to leverage additional resources for the project, as it was the case in El Salvador, were one of the female community leaders and new member of the local CDC obtained resources from other organizations Fundesa and Fundación Campo in order to support the constructions of latrines and more resources for saving groups. In Central America, local partners mentioned that capacity would not be maintained without ensuring a greater participation from youth and particularly young women, who were the ones more likely to remain in the communities. Many social actors also reported that women and youth were better able to retain the knowledge of the vulnerability and risk assessments, the disaster response plans, and evacuation drill procedures, which seemed to relate with greater motivation in their participation. Women, youth and people with disabilities interviewed mentioned they saw the knowledge provided, as a door to play more substantial leadership roles, and as such they had a higher motivation to remember and use it.

The Humboldt Centre approach to capacity building of weather monitors worked on the basis of the family as a whole as the participants of the training, and not only a particular member of the community. This ensured sustainability in the approach and motivated youth to be more engaged and participate in other project activities. one of them was part of the municipal committee for disaster management". Women leaders in Guatemala, as well said that "they felt empowered as community leaders, and despite limitations in their language (most of them don't speak Spanish fluently), were invited to all events and now were part of the municipal committees or disaster management. In the Philippines there were several good examples of women's participation. The Abante Kababayen-An Organization in Balangiga is an active participant in the BDRRMC in San Miguel. Other female leaders have played visible leadership roles in events such as the National DRR Summit. In Vanuatu the government appointed two women to important leadership roles as Area Administrators. Support from Oxfam was reported as having a positive effect in countering initial resistance to their appointments. Further, Oxfam's female staff in Vanuatu were considered role models for other women participating in the CDCs.

The level of participation varied between countries, and in many cases, it related to the specific socio-economic characteristics of the municipalities where the project was implemented, and the nature of the implementing partner leading delivery. Both in Asia Pacific and Central America, those interviewed noted that women were likely more involved not because of lack of interest from men, but because they temporarily migrated for economic purposes (El Salvador, Guatemala), or because their working patterns would conflict with the times set for trainings and project activities. In Nicaragua, for example, where the partner was female-focused, the participation of women was more significant, and female roles more wide-ranging. The same was found in Guatemala, as the local partner had significant expertise in working with indigenous communities and understood the particular limitations of local female leaders because of language or socio-economic level.

Domain of change 2: Better protected and robust livelihoods

Communities having better protected and robust livelihoods by adopting measures to prevent and mitigate disaster risks, including actively engaging with relevant actors of the private and public sectors, increasing access to services and better managing their environmental resources.

Outcome Statement #6: Livelihood investments tailored to the existing market conditions were welcomed by social actors and change agents providing tangible benefits to participants, including many women, that helped to reduce their vulnerability.

Secure livelihoods and asset protection are critical components in a sound, locally based disaster preparedness approach. Oxfam's strategic objective to protect and strengthen livelihoods and productive assets and processes in different ways is well supported by evidence. The method of securing and enhancing livelihoods (including women's livelihoods) involves improving human capital through market skills development; social capital by linking traders and communities and maintaining existing markets during crises; and financial capital by providing cash and saving mechanisms.

Terry Cannon[12] defines livelihood resilience as "a measure of the capacity of an individual and/or their household to cope with the aftermath of a given hazard impact and to reinstate their earning or livelihood pattern. This might include their likely continued employment, level of savings, loss of welfare benefits, loss or injury of supportive family members, hazard damage to their normal livelihood activity". A community is thus not well prepared and is more likely to be vulnerable if its assets and livelihoods are vulnerable to disasters.

The evaluation found that this program implemented livelihood interventions that helped to address the main vulnerabilities found. Drought resilient crop varieties, drip-irrigation, water reservoirs and climate monitoring stations in the Dry Corridor of CA, ensured better coping mechanisms and higher levels of food security in times of crisis (particularly in higher geographical areas). In the Philippines community restoration of mangrove forests provide an opportunity for participants to earn short-term income while helping to secure fish stocks for the long-term.

Social actors and change agents in both AP and CA agreed that project activities have, on a small-scale, promoted new and more resilient livelihoods. On one side, participation in the economic structures supported by the program had a positive effect on some, if not all the other components of vulnerability Cannon describes, namely initial well-being, self-protection, social protection and social capital. A change agent in the Philippines observed that the "women association in Salcedo have seaweed, aquaculture and coastal resource management activities. Men are starting to notice and want to get involved". A harvest user noted that "Women's participation in local CDCs in Vanuatu and The Philippines was the result of their leadership and effective results in livelihood projects like the saving groups and mangrove club. Change in masculinities happened but not as a result of an intended work from Oxfam or the partners, but as a result of economic incentives associated with women being part of the programme. Thus, women's economic empowerment seems to be a key point of participation".

Outcome Statement #7: The program's work in partnership with the public and private sector were positive but limited in scope and impact.

There were several livelihood and asset protection initiatives that the evaluation identified in program reporting as being useful and to have high potential. These top potential initiatives included:

In the Philippines, the program supported the provision of insurance through the Philippines Crop Insurance Corporation, a para-statal business, was consolidated as a partner to cover risk of loss and damage to fishing boats and equipment. It is too early to know if the risk coverage benefit will result in boat owners buying their premiums in future. Still, the principle of facilitating poor people's access to financial services for asset protection is an achievement. A change agent in the Philippines reported

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[12] Chapter on Vulnerability Analysis and Disasters in: D J Parker (ed.) *Floods* Routledge, 2000

that "fisherfolk have a wait and see attitude towards change. They want to see what the benefit of any particular initiative is. For asset protection Oxfam's partner is paying the licence for PCIC insurance. It was hard to register their fishing boats until the partner paid for the registration of boats with local authority. When 2019 Typhoon Ursula destroyed 270 boats, which were covered, and 88 have received pay-outs, people were then more likely to pay their premiums. This shows a change of mindset". The change agent added that "one municipal authority in Balangiga is considering the development of a policy to subsidize the premium payments for fisherman asset protection. This will take time to achieve but shows how Oxfam's partner is seeking to change the institutional way of working".

Women found participation in savings clubs, pioneered in the Solomon Islands, to be helpful and described benefits such as better access to education, and emergency loans in advance of a disaster event happening. Social actors participating in savings clubs expressed interest in further support to use their capital in mutually profitable enterprises, an area that Oxfam should consider supporting. Saving clubs were also implemented in CA with equal success and with additional benefits for women (see below).

In Vanuatu and the Solomon Islands, there was some success reported in persuading farmers to move some of their production to safer sites away from flood plains. While these sites may have been somewhat less productive than the flood plains, their safer location represented a sensible hedge against the loss of crops during floods. It constituted a cost-effective way to protect assets. A change agent stated that "Many of the communities are dependent on flood prone land for agriculture. There are benefits and risks associated with this. They know about fast growing crops and try to emergency harvest if flood warning comes. Hard to change these practices, but there is a willingness to experiment a bit to be more resilient". Engagement on livelihoods and asset protection has, in this example, illustrated its potential to address risk.

In CA, there were several innovative attempts to support farming enterprises with climate services and water management strategies, to offer additional livelihood options or to add technological options. For example, the Humboldt Centre setting up community climate monitoring systems in Nicaragua, the D-LAB supported the establishment of the Innovatepec Innovation Centre in El Salvador to extend knowledge and best practice of dry-area farming across the region, and investments in water storage facilities and drip irrigation systems. Other concrete examples of drought resilient livelihoods strategies developed at country level were water management plans in El Salvador and water reservoirs in Nicaragua, and the strategy to find alternative livelihood activities with honey production in Nicaragua and Guatemala. Those diversified approaches were in general successful as families were able to plant in wetlands and improve the crops, as well as to have access to clean water and diversify income. Nevertheless, in some areas the results were not so consistent and flexible funding was not available to respond to failure. For example in El Salvador lower areas water management strategy was not effective, Innovatepec could not implement in the ground some of the potential technologies and livelihood opportunities that it highlighted in its initial training, and in Nicaragua many bees died due to winds but there was not funding to replace them all.

Again, in AP, the programme innovated through the development and support of social enterprises, with seaweed cultivation in The Philippines much-referenced as a success story. The broader linkage of livelihood support, through cash for work, to the sustainable use and protection of natural resources is a positive direction to pursue in fragile ecosystems. For example, the repair and protection of mangrove forests offer co-benefits in terms of protection from storms and the increase of spawning grounds to help increase fish stocks. Harvest users and change agents agreed that there was both demand and opportunity to increase investment in social enterprise to extend resilient livelihoods to more people. In the Solomon Islands a harvest user noted that "we should have adopted a cooperative development, enterprise development approach. We did a market analysis that highlighted some viable opportunities for enterprise development. However, lack of funds was a big limitation. The total budget was only $90k per year".

The program also attempted to engage the private sector in several ways, for example through a partnership with Telcos for the extension of digital financial inclusion, and the creation of MOUs and training on business continuity with small vendors. It was not possible to evaluate the impact of these initiatives. While impressive in principle, reporting suggests that the actual impact has been marginal. In the Philippines around 4000 people received VISA payment cards, but most have yet to use them. The Oxfam team themselves realized "Our intent is to increase the number of people with bank accounts. However, more time is needed. We didn't consider infrastructure and connectivity issues enough. There wasn't adequate signal, there weren't POS machines, ATMs, etc. Private sector (SMART communications) have increased their presence and coverage. We thought it was easy to gather compliance documents, but it wasn't. This Know Your Customer is an integral part of a banking system, but many people just don't have the right kind of documentation". Despite the challenges Oxfam in the Philippines is taking a longer-term view, noting that digital financial inclusion "will help for future disaster cash transfers". Additionally, Oxfam and others have advocated for change at the policy level and report that "the Central Bank now allow a barangay certificate in lieu of an official ID". They noted that DFI is a "proof of concept activity. We realized there is a lot of preliminary work before people get cards, not least a lot of time is needed for community mobilization".

Outcome Statement #8: Livelihood activities directly benefited women and other vulnerable population, and lead to an increase in the range of livelihood options for these groups.

Most of the above initiatives were particularly useful in the delivery of a feminist agenda. Evidence from the Solomon Islands, Guatemala and El Salvador suggested that savings groups and family gardens (Huertas) became a source of power for them when it allowed them to feed their families and help their communities in time of crisis. For example, in the Solomon Islands, when faced with recent cyclone Harold, and local sources of food were destroyed, the savings club lend the community funds to buy food and water. Similarly, the savings clubs distributed resources to its members during the early stages of the pandemic when markets closed, and movement was restricted. As a result, other women were incentivised by their families to join the savings groups, and that the women managing the savings groups were asked to join decision-making spaces.

Women, predominantly in CA, were also used as primary recipients of cash transfers and food packages delivered during emergency responses. Change agents providing these resources to women cited the double benefit of "empowering women and diminishing the possibility of domestic violence". Even male social actors interviewed supported this approach, as "women were better administrators", because "men sometimes take the support they were provided with and spend it in alcohol instead of food for the family". All the above, it is aligned with the widely accepted narrative that more economically independent women are more influential and less vulnerable within their households.

Furthermore, in Guatemala, social actors mentioned the decrease in young migration cases in their communities, which they thought it was in part linked to the additional economic opportunities of the project. This was also validated by results in the end line survey which noted a decrease of 10% in the number of members of the household migrating as a coping strategy. They requested Oxfam to increase the focus on livelihoods for youth to help the community to retain them and avoid the risks linked to migration.

Outcome Statement #9: Lack of commercial development expertise and an overemphasis on analysis that change agents, social actors and harvest users did not understand the added value of limited the potential return on livelihood investment.

Social actors and change agents generally reported positive attitudes towards livelihood activities undertaken by the program and a demand for a greater focus on this area in the future. However, most of the benefits from livelihoods and asset protection activity appear to have been focused narrowly on the participants of individual projects such as social enterprises or cash for work. Systems of potentially greater communal benefit for social actors in both regions, for example, improvements to access to markets or capital, were not included in the program. Consequently, vulnerability may

have been reduced for the few participants rather than more broadly, ultimately constraining the impact of the overall program. Social actors in several countries noted that livelihood activities should be more inclusive to benefit more people.

Program reporting and stakeholder interviews provided no clear, empirical evidence about the actual economic impact on participants in terms of how much additional income they gained from participation. Reports did not include details of the average loan size made by savings clubs, the repayment and default rate, or other fundamental but critical indicators of viability and value. The balance sheets of social enterprises were not reported. In the Solomon Islands a harvest user clearly stated that "savings has been a key outcome that were initiated by the project". However, it was not possible to specify the actual average loan size, repayment period, interest rate regime, default rate, or specifically what loans were used for and how recipient's livelihood benefited. The absence of such detail makes it impossible to evaluate the actual benefit these initiatives have on livelihood security or their commercial viability over the long-term, when not benefitting from inputs from Oxfam or other organizations.

Another harvest user added that "Oxfam needs a less romantic view of poverty and a more commercial instinct. Oxfam sometimes overvalues process such as inclusion, but not enough value on impact in livelihoods. We need to consider what the private sector does and adopt some of their practices to start or scale up genuinely viable businesses". The logic is clear. Without the ability to support the creation and expansion of commercially sound, profitable enterprises livelihoods investments amount to temporary labour market interventions whose benefits are unlikely to be sustained. This does not discount the relevance of livelihood investments have demonstrate co-benefits such as in sustainable natural resource management or inclusion of women and other vulnerable people. Indeed, a change agent in the Philippines stressed that "DRR must be linked to effective coastal resource management". It simply means that those positive benefits are less likely to last beyond the end of the project and to fulfil their potential for risk and vulnerability reduction if not implemented on a robust commercial basis.

Much of the analysis undertaken as part of the livelihood's outcome does not seem to provide the benefits intended. Oxfam conducted Pre-Crisis Market Analysis (PCMA), Women's Economic Leadership (WEL) and Household Economy Analysis (HEA), all designed to inform the implementation of this outcome. Yet, change agents in the AP region were vocal that the HEA was not helpful. In the Philippines a change agent remarked that the "HEA just confirmed the government's existing data on poverty". Criticisms included its complexity, dependence on expensive international technical assistance and actionable intelligence of doubtful value. A harvest user provided feedback that the HEA has provided information used in the forthcoming proposal to the donor for a new phase of funding, but evaluators have note seen the proposal so cannot assess the value of the aforementioned information.

In AP, a harvest user agreed, in principle, with this analysis, conceding that while HEA was useful in countries facing chronic drought and food insecurity, such as in the Sahel, its application in the region was unsuccessful and would not continue into a future phase of the program. The program steering committee, furthermore, noted in August 2019 that a critical challenge was "making sense and connecting the dots of all data and all the research information we have generated" as the program entered its final year of implementation.

In CA, change agents noted that valuable delivery time was spent on vulnerability and market analysis which duplicated efforts with the baseline assessment, and which added value was not clear. Most revealingly, agricultural livelihood programs continued to focus on the cultivation of corn and beans, commodities that national partners had worked on for years already, and no significant changes derived from the analysis. Finally, in Central America, 15 of the 42 change agents interviewed by the evaluators reported that they did not understand completely why so many analyses were done and found the questions they got asked repetitive. They also said, that the implementing partner never

provided feedback on the results of the analysis. Overall, we conclude that much of the economic analytical work, did not serve a useful purpose, as there is not strong evidence that the conclusions were either revealing unique insights or that learnings were then applied.

> **Outcome Statement #10: Community participants reported an increase in their income and livelihood options, but only for short periods of time.**

Related with the above, communities and change agents in both CA and AP said that scope of the livelihood activities was narrow as a lot was attempted and not sufficient resources set for continuation or bringing wider community. A good example of this issue is encapsulated by a community leader in The Philippines who described the programme as Ningas Cogon: "yes changes were obtained, but I don't see significant changes in the livelihood of the people, and benefits will soon not be available". When enquired, change agents said that lack of sustainable results was the result of lack of sufficient funding or resources, or in some cases because advice from some of them had not been listened to, given the "emphasis on time-delivery and risk-aversion to change" (see more in next section).

Social actors in Central America also mentioned the same when referring to the agroecological practices, community gardens and livelihood diversification activities. For example, the new agroecological methods and seeds provided families with better mechanisms to ensure that their harvest would resist the drought, but this was mainly sustainable for communities in higher areas where the drought was not as harsh, and some water management mechanisms were available. The more sustainable learning, though, was the knowledge on how to prepare organic fertilizer, which was mentioned in around 87% of the KIIs as a learning that was useful and likely to continue and figured repetitively in the end line report. As mentioned by a social agent in El Salvador, "beyond summer 2019, we will not get many results as the harvest from last year did not even lasted to this year. The gardens are helping us to improve our kids' food intake, but some of them are dying because we need to distribute water use in the house… (also) communities in lower areas got almost nothing from the last year's harvest, so we are very happy that at least we got something".

The results of the end line in Central America have also given an opportunity to analyse the effectiveness of some of the approaches. For example, results showing no significant improvements in the reduction of the use of survival strategies in Guatemala can provide a window to analyse why and whether some of the initiatives were not sufficiently supported. In the other hand, negative¡ results regarding the Food Consumption Scores (FCS) in Nicaragua and Guatemala (scores decreased by 16% in Nicaragua -from 84% to 68%- and 6% in Guatemala -from 36% to 30%), and neutral achievements in El Salvador (indicator stayed in 30%) can give initial clues about the effectiveness of some of the specific community interventions, and thus allow for cross learning and knowledge to be applied in any new phase.

Domain of change 3: Knowledge sharing, learning and good practices for disaster risk reduction

Oxfam, local actors and research institutions using knowledge sharing, learning and good practices for disaster risk reduction approaches across the humanitarian sector.

Outcome Description #11: Some promising, innovative activities and feminist approaches developed in individual countries were shared with other countries implementing the program. The Annual Impact Reflection events brought together Oxfam and national partner staff with community leaders and representatives of local governments to share experiences but lack of time, human and financial capacity cited as reasons for learning efforts not reaching their full potential.

In the AP region, there was some evidence that the savings club methodology developed in the Solomon Islands had broader applicability. The team there taught their counterparts in the Philippines and Vanuatu about the approach and provided advice in the establishment of similar savings clubs. Similarly, the Solomon Islands team is investigating the applicability of financing government disaster management personnel as successfully undertaken in Vanuatu.

Learning also helped to influence the implementation of a feminist agenda and improve the equity-focus of response(s) and project activities. Using the ERF, in Indonesia, during the Sulawesi earthquake response, specific vulnerabilities of women and girls were identified through local partner LBH Apik. This analysis highlighted the weaknesses of women in terms of accessing food security and sustainable livelihoods, and their increasing vulnerability to be SGBV victims. As a result, Oxfam focused its second phase on expanding interventions to support food security and sustainable livelihood for female stakeholders and female-headed households, together with additional work on gender equality, prevention of SGBV, creation of safe spaces for women, and integration of safe programming.

In Guatemala, the second year's AIR identified and implemented key areas that were hampering women's participation in the project activities. For example, training processes which were done in Spanish and not in the Maya-Achí language, and the provision of beekeeping protection suits which did not fit women were keeping female participants from taking full advantage of its potential benefits. The local partner (Corazón del Maíz) then changed some of the activities to ensure that Achí-speaking women were part of the process. Interviews with women (done in Achí language) mentioned that this opened a door for them to be part of the decision-making processes within their communities and also allowed them to design their own "grassroots-led knowledge transfer mechanisms" in Achí, and which allowed for other Achí speaking members of the community to get involved in the project and implement some risk mitigation strategies (specific examples were not provided, unfortunately).

There were some exciting and well-considered exchange opportunities between community leaders in El Salvador and Guatemala. The training brought together various communities, facilitating the exchange of ideas on what to produce, how and when. In Guatemala, the possibility of understanding other communities' context and learning were helpful as they were able to see the different impact of hazards in low, medium, and higher altitude areas. Respondents noted, however, that there were no resources to ensure follow-up and plan how to implement what was learned.

Annual Impact Reflections were generally considered to be useful and effective opportunities to share learning and knowledge among change agents. Several respondents suggested that greater inclusion of social actors, and other innovations, may have made them even more useful for the promotion of learning and knowledge sharing. Reviewing the AIR reports is clear that a significant amount of the discussion and outcomes focused on processes undertaken by the implementing partners, for example identifying the need for greater engagement of the authorities, and the project management actions that could or should be taken to implement the program effectively. On the global level, the

global and regional MEL team introduced low-cost methods of information sharing through online "postcards"[13].

Yet, according to feedback from change agents interviews, while the AIRs were considered important and helpful at the country level, in particular, they would have also benefited from: (i) greater inclusion of social actor representatives in all countries, (ii) focusing on creating a significant understanding of the issues preventing or enabling better preparedness, response and recovery, and (iii) by sharing innovations and comparing experiences in similar activities. Increased use of video conferencing may also be helpful to increase participation in such events at relatively low cost, although the value of periodic face-to-face encounters is recognised. The program developed "postcards" and undertook a learning journey, but the Evaluation team was unable to identify evidence of them spread the application of knowledge from one region to another.

Outcome Statement #12: Despite the programmatic focus on learning and knowledge sharing there is limited evidence to demonstrate added value from Resilience Knowledge Hub model, the effective and timely use of surveys or a proactive approach to innovation.

A change agent involved in the resilience knowledge hubs stated that "I don't have the operational details of the programme" instead noting that the primary actors for learning are actually the country teams and program staff. The nomination of an individual in each country to collect, present and disseminate knowledge, innovations and evidence on what works, implicitly removes the responsibility of each individual to contribute to the same actively. The competition-based approach for ideas to be published does not necessarily present the best incentive structure for individuals and teams to regularly contribute to the creation, dissemination or application of new knowledge, especially when the focus is on financial and practical delivery.

A more robust approach would be to integrate these responsibilities into individual job descriptions and performance management plans, thus creating incentives for increasing time allocation for learning. Interestingly, the change agent quoted above also mentioned that, because of a global restructuring in Oxfam brought on, at least in part, by a COVID-19 related collapse in unrestricted revenue, that "We will be merging a lot of responsibilities in one job instead of having a stand-alone person for learning. Knowledge management will be in everyone's JD".

Change agents highlighted the lack of available funding for learning activities was a constraint, for example, inter-regional learning events. Despite the several instances of inter-country learning mentioned above, there is a strong perception among the national Oxfam teams and counterparts that the program was siloed primarily at a country level. Given the level of investment in capacity at the global and regional level, incorporating funding for DRR and livelihoods expertise, and global and Asia Regional Resilience Knowledge Hubs, this is surprising and avoidable. Relevant initiatives such as the weather monitoring systems developed with the Humboldt Centre in Nicaragua, only contributed to local resources, when those experiences could have been easily shared with and replicated in other countries during the program. Implementing partners and change agents associated with this intervention mentioned that even when they proposed expansion of the model, this was only possible thanks to resources from the local partners and not from Oxfam, despite the time and capacity being available.

The program also made a significant investment of time, effort and money in data collection and analysis activities, including but not limited to the baseline and mid-line assessments. Yet, it appears as though the project direction was set by commitments made in the program proposals before baseline assessments were concluded. In several of the AP countries, for example, baselines found high levels of knowledge of disaster risks and preparedness measures at the community level. However, this did not appear to result in the adaptation of training models, which continued to focus

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[13] Postcards are a knowledge sharing tool developed by Oxfam using Microsoft Sway application online to share and dissemination country's experience and milestones and achievements with other ATECA and APLIFT implementing teams and other working in disaster preparedness and resilience.

on predetermined subjects. As discussed above, the utilisation of baseline assessment data mapped against a framework of activities may have allowed for a more contextually appropriate and diverse range of activities for delivery.

Some change agents also stated that the program was unable to take note of evidence in the design of program activities. For example, prior research into mangrove forest rehabilitation undertaken at VSU may have helped partners avoid mistakes committed in other areas of the country. Change agents in AP mentioned that "partners did not have time to adequate time to plan their activities together, rather than in a fragmented basis. If the project could have more time then there is more opportunity to get things done effectively. Three partners not working closely together increase time burden on communities and LGUs". Even more, the positive impact of Oxfam's funding of a provincial-level Disaster Management Officer position in Vanuatu, mentioned above as a success story, was initially described by a harvest user as a difficult sell to Oxfam as it was, "not what we do". A similar experience was reported regarding a separate project, Unblocked Cash, in Vanuatu, where support for the development of the innovation was difficult until the EU awarded the project a €1 million innovation grant.

Finally, in El Salvador, Oxfam and its partner CORDES pursue the consolidation of an innovation Centre, aiming to develop solutions for disaster readiness and to create a local innovation ecosystem. This Centre showed initial promising innovations (in December 2018) that could have supported the programme livelihood component (vertical seed planters, more efficient mechanisms for bean threshing, potential uses for plastic waste), and participants reported that they felt very skilled at identifying problems and opportunities in the community, and developing solution to local problems. Yet, interviews with the centre director and young trainings highlighted that none of the innovations were fully set into action or resulted in specific outcomes for the community, due to "extensive time taken on planning, lack of resources to put some of the initiatives into practice", and the "effect of COVID-19", which left only a reduced timeframe to actually implement.

During the KIIs, with the Centre Director, it was mentioned that the Centre greatest achievement was the creation of capacity, but unfortunately time and financial resources did not allow for the Centre to take the innovations to the communities or implement them in full in their communities. Furthermore, none of the social actors interviewed in the municipality of Carolina, where the Centre is based, mentioned any change resulting from the intervention, and three of the four leaders interviewed did not know anything about the initiative when asked.

It is not clear for the evaluators, why this initiative, which has been highly successful in many other community-led disaster responses (e.g. Uganda, Puerto Rico) was unable to yield the expected benefits. Yet, based on the experience from other initiatives (particularly the Humboldt Centre in Nicaragua), it may have been more useful to develop the capacity within an existing national or local institution rather than starting a new one, or to have allowed additional time and financial resources for implementation taking into account the difficulty that young participants confronted in terms of travel and support from their communities and municipalities. Furthermore, the Evaluation Team found indications that the programme relied on the expectation that the municipalities would support the initiatives, but given the contextual characteristics already mentioned in the first domain of change, created a false assumption. As it is mentioned in learning #12, this is an investment that is worth supporting in future phases and for which a careful analysis of the reasons of the lack of progress need to be analysed with its participants.

Our insight for this domain of change is that **learning is already an activity within the programme ToCs, but resources are allocated to find and document learning, but do rarely show how that learning was applied elsewhere. As with the ERF, flexible resources need to be set to ensure that what is learnings can be applied.**

Domain of Change 4: Emergency Response Fund

Outcome Statement #13: The ERF was utilised multiple times in both AP and CA enabling rapid response of often overlooked disasters, reducing the negative impact of the event on targeted communities and helping Oxfam and its national partners to leverage additional institutional funding.

The emergency response operations provided a broad range of support. Across the three responses undertaken in the Philippines[14], Oxfam distributed multi-purpose cash using pre-paid visa cards, emergency shelter materials, sleeping kits, hygiene kits, and water vouchers. The flexibility of the MACP funded ERF was a significant benefit as it allowed Oxfam to utilise highly conditional funding to good effect. For example, in Typhoon Phanfone, which affected the four municipalities targeted by the APLIFT program, tightly ear-marked Hong Kong government funding (to be used only for procurement of material supplies) was complemented by the use of MACP funds for distribution and other associated costs. The ERF team noted that the response was relatively easier in these areas because of the preparedness efforts and knowledge of the community. The evaluation also shown evidence of the above being also applied in responses to Typhoon Kai-tak, Mindanao earthquake and Volcán el Fuego.

Outcome Statement #14: Oxfam's community-based approach and pre-existing partnerships were utilized to design, validate and implement locally led responses.

In all its responses, Oxfam tried to deliver a nexus approach, linking up humanitarian and development initiatives. For example, where possible CDCs were used to help identify the most vulnerable people who should benefit from humanitarian assistance and to validate the selection process. Furthermore, the use of visa cards for cash distribution helped extend access to financial products and services to the unbanked and combined with essential supplies to increase its effectiveness. And, as the government of the Philippines limits the amount of cash that can be disbursed by NGOs[15], Oxfam is using advocacy through the Cash Working Group to get approval for the establishment of a minimum expenditure basket under standard rates, rather than a single rate for the whole country. This advocacy will, it is hoped, lead to a more rational humanitarian aid policy.

The ERF also embodies the commitment to local humanitarian leadership, although intermediary national partner organisations are still needed, rather than direct funding of CDCs. Oxfam has taken steps to transfer some design and decision-making capacity to national partners through the establishment of Quick Response Funds. The QRFs were triggered for the Kai-Tak response, enabling immediate assessment and distribution of essential goods and equipment from stocks later replenished using ERF funds.

The effort to use the ERF in as low-cost a manner as possible, for example, forgoing the levy of indirect cost rates on the amounts spent, suggest a genuine humanitarian commitment.

Outcome Statement #15: The ERF applied feminist principles in its implementation.

For example, change agents and some social actors receiving ERF funds also showed that project implementation included workshops on humanitarian and human rights-based approaches, particularly ensuring that women had knowledge about their rights and mechanisms to report incidences of VAW. This facilitated conversations around harmful masculinities and gender-based violence (GBV), created safe spaces and mechanism to report cases of GBV, and aid materials were evaluated in relation to its appropriateness for women and girls. For example, when responding to Typhoon Mangkhut in the Philippines, the drought response in Nicaragua and to Volcan El Fuego in Guatemala, Oxfam and its partners included safeguarding and safe programming mechanisms to respond to likely increases in GBV, including mechanisms to respond and transfer cases, as well as psychosocial support to victims. Unfortunately, field data did not shed light on whether the incidence of VAW in the communities decreased as a result of these efforts, but social actors reported that it did give them confidence "to speak out within (their) households" and the certainty that they will be protected if needed.

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[14] Typhoon Kai-tak 2017, $150,000, Mindanao earthquake 2019, $150,000; and Typhoon Phanfone 2019, $50,000.
[15] To avoid the large discrepancies in assistance seen after Typhoon Haiyan in 2013.

Outcome Statement #16: Oxfam national partners' credibility was strengthened at the national and local level and they now have capabilities that they could not have had otherwise.

Implementing partners that participated in the response to Volcán El Fuego, for example, explained that they had obtained capacities that they never had developed before, even after participating in numerous previous emergency responses. The use of vulnerability analysis to determine priorities and plan the response within hours, the application of quick surveying methodologies enabling the partners to identify specific needs in the ground, new mechanisms to procure NFI and food items in short periods of time, the implementation of gender analysis through-out all interventions, and the consolidation of a Do Not Harm and Trauma assessment at the end of the responses were highlighted as specific areas of change.

Consortia model used in Central America responses was seen as a success by authorities and other partners and quickly replicated. Oxfam partners were made part of many of the new consortia(s) as a way to bring their insight and knowledge.

Review of Program Budget

Program outcomes are enhanced when the implementation process is efficient. Through-out the data collection, we found evidence regarding the extent to which the intervention delivered the intended outcomes in an economic and timely way. Some of these findings have been partly collected in the previous outcome description phase, but others, specifically those related to how timely the delivery was within the intended timeframe, or whether the timeframe was reasonably adjusted to the demands of the evolving context (and thus the operational efficiency), are not necessarily part of the analysis and thus are included in this section.

The evaluators did not undertake a detailed investigation of program efficiency. The analysis was based on a review of the program budget at the proposal phase and consideration of feedback on financial and budget issues in interviews with change agents and harvest users.

Timeframe and funding limitations

The program got off to a slow start. After the approval of the project, many administrative and logistics issues were outstanding. The finance coordinator and MEAL coordinator started after the project approval (in some cases even up to a year after project commencement). This had consequences for the timely establishment of adequate financial, administrative, and reporting procedures and protocols, the definition of roles and responsibilities. Management and monitoring processes were not in place from the beginning. In effect, the implementation only really started in year two.

Thus, country teams had to move faster and limit knowledge-sharing opportunities by attempting to implement three years' worth of work in two years. In such circumstances, change agents across the six countries mentioned that:

(i) the scope and reach of the activities being implemented had to be lowered to adapt to the available budget. In CA agroecological training and other opportunities to share knowledge across communities. In the Philippines a change agent noted that "the scope of project was too ambitious for timeframe and resources. There has been a lot of dreaming. There has been a progressive negotiation downwards of participating communities in each municipality from 30 to 10".

(ii) examples of success could not be expanded, such as weather monitoring centres in El Salvador, water reservoirs in Nicaragua, and

(iii) additional activities that had the potential to increase the effectiveness of livelihood interventions such solar pumps to create irrigation channels in low areas in El Salvador and Guatemala could not be implemented. Annual impact reflections and steering committee proceedings do not reflect consideration of any alternative course of action, for example, some rationalisation of activities in outcomes 1, 2 and 3 and redirecting additional funds to the ERF, or any other approach.

Under the circumstances of being approximately one year behind schedule, it is hard to understand the commitment to so many analytical exercises, particularly when they could have been merged into baselines to avoid duplication and survey-tiredness. The above is particularly important since the evidence suggests that most of these exercises did not contribute to better design decisions, or not taken into account at all as the range of activities available for local implementers (and the time for implementation and innovation) was limited. For example, in the lower areas of El Salvador and Guatemala the harvest still failed, which lead various social actors to say that the real assessment needed was of drought-resistant crop varieties based on best practices from other countries.

The implementation period was further curtailed by the COVID-pandemic. Change agents and social actors reported that activities were almost completely stopped from April 2020. Thanks to the swift effort of the local partners, some of the activities were resumed from June 2020, which many communities highlighted as a great signed of Oxfam's commitment. Yet, as this period was supposed to be focused on creating exit strategies, some of the activities that were seriously delayed (e.g. the implementation of the delivery plan for INNOVATEPEC), were never implemented. However, the quick response to the COVID-19 pandemic does underline the ability of country teams to flexibly and quickly respond to change.

Focus on delivery of outputs

One of the main findings of the inception report, was that the information contained in quarterly and annual reports, postcards and other reporting mechanisms would rarely give indications of what had changed for the communities, or program outcomes. This is common across all kinds of humanitarian and development programs and is not a unique challenge of this programme.

It is important that for future phases of implementation, that the country program teams routinely ask themselves the "so what questions" around each of their outputs, in order to ensure that resources are being directed towards the achievement of outcomes. A key move into this direction is the consolidation of outcome-focused indicators which are verified at minimum on an annual basis, and beneficiary-feedback mechanisms that allow Oxfam to hear from the communities on a regular basis in respect to what has changed for the better (or worse). Outcome harvesting, as well as other qualitative-focused MEL methodologies (e.g. most significant change, outcome mapping, change mapping) can serve this purpose, but for that, as mentioned in the limitations, they need to be ingrained, through training and performance management, into the day to day activities of the program teams.

Top heavy budget ratio

Table 2 Budget Distribution ATECA and APLIFT

APLIFT			ATECA			TOTAL	
Global	**1.066.711**	35%	**Global**	**1.019.661**	32%	**Global**	**2.086.372**
Country	**1.953.407**	65%	**Country**	**2.202.810**	68%	**Country**	**4.156.217**
ERF	600.000		ERF	600.000		ERF	1.200.000
Philippines	755.309		El Salvador	780.313		Countries	2.956.217
Solomon ISLANDS	296.611		Guatemala	465.468			
Vanuatu	301.488		Nicaragua	357.029			
Total Direct Budget	**3.020.118**		**Total Direct Budget**	**3.222.471**		**Total Direct Budget**	**6.242.589**
ICR	339.882		ICR	367.529		ICR	707.411
Total Budget	**3.360.000**		**Total Budget**	**3.590.000**		**Total Budget**	**6.950.000**

Finally, we consider the program budget to be rather top-heavy. The ratio of global budget versus country budget is nearly 1 (Global) to 2 (country-including the ERF). At the country level, the budget covered staff and activity cost. The evidence of significant contribution of the global level capacity to the achievement of outcomes is far from clear and is therefore hard to justify. We suggest that the same results could be delivered at a lower cost. A more efficient budget distribution would see a smaller global cost ratio, with more significant investment in livelihood programming and investment in DRR infrastructure at the community level.

Lessons Learned and Recommendations

Design

Learning #1: The programme tried to do too much with too little time and resources to tackle all areas properly.

The program was designed in alignment with the Oxfam International's DRR strategy. The strategy is aligned with the Sendai Framework and focuses its effort on Sendai's four priorities, namely (i) understanding disaster risk; (ii) strengthening disaster risk governance to manage disaster risk; (iii) investing in disaster risk reduction for resilience; and (iv) enhancing disaster preparedness for effective response and to "build back better" in recovery, rehabilitation and reconstruction.

The OI strategy commits the organisation to an ambitious plan in each of these priority areas, albeit, in this case, distilled into two outcomes to build capacity and to strengthen livelihoods and asset protection. APLIFT and ATECA have undertaken initiatives in each of these areas, for example conducting PCVAs in each country, reinforcing CDC knowledge and capacity through training, investing in some livelihood and asset protection activity for disaster risk reduction and strengthening preparedness through the updating or creation of community response plans.

A comprehensive approach is commendable but requires a strong connection between ambition and available resources. In the APLIFT and ATECA programs, the scope of the program is broad, geographically and in the range of activity undertaken. The outcomes achieved were modest relative to ambition. The numbers of people benefiting from the program relative to the overall population at risk is small. A change agent in the Philippines summed the challenge up crisply, stating "the scope of the project was too ambitious for timeframe and resources. There has been a lot of dreaming. We can't expect to do things in the same way as before in a context of less time, less resources, increased hazards and vulnerabilities".

Recommendation: Oxfam America may consider either a more focused design that targets the most significant gaps in knowledge, capacity, behaviour, and infrastructure or make a portfolio approach where some complementary activities are funded through other programs, more explicitly. The organisation should also consider the optimal target range of its programs. Our impression is that APLIFT and ATECA attempted to do too much in too many places with insufficient resources. Targeting fewer countries or communities or concentrating on fewer activities allowing sufficient time for learning, could have increased the effectiveness and impact of the programme.

Learning #2: Targeting the hardest to reach is costly and must be adequately funded, with consideration of alternative strategies were feasible in the design of programs.

The program deliberately targeted the most vulnerable, poorest, and hardest to reach communities in the target countries. This is well-aligned with Oxfam's overarching strategic goal of saving lives now and in the future. However, change agents and social actors repeatedly mentioned the costly challenge of reaching and bringing together people in diverse locations. It can be argued that these logistical challenges were known and could have been better provided for in the program budget.

There also appears to have been little consideration of alternative means of communication. According to the Social's Global Digital Report 2019 estimates internet usage and social media penetration in the six target countries as follows:

Table 3 Percentage of total population in target countries using internet and social media

Country	Total population using internet	% of active social media users
El Salvador	3.8 million	59%
Guatemala	7.8 million	45%
Nicaragua	2.9 million	46%
The Philippines	76 million	71%
Solomon Islands	88,000	14%

Country	Total population using internet	% of active social media users
Vanuatu	90,000	32%

With the possible exception of the South Pacific Islands, Guatemala and El Salvador, the internet and social media may have been effective alternatives to face to face interaction for some activities, particularly those related to learning and innovation. The COVID 19 pandemic accelerated the use of virtual or remote communications within the programme to different degrees of success, and some of the activities (including use of WhatsApp by the Humboldt's Centre Climate Monitoring since 2019, or conducting the endline, programme evaluation and trainings across 2020 remotely) were already making use of these means for implementation purposes. Thus, it can be assumed that this could have been done on the later stages of the programme, and at least over time, considered for future programming.

Learning #3: The level of effort from the global level was not fully observable in the field, despite direct and indirect efforts to support in terms of coordination, MEAL or EFSVL capacities. This created a perception that funding that could be better used in implementation was lost at the global level.

The design of the APLIFT and ATECA programs was top-heavy, with significant involvement and support anticipated, and charged for, from global level teams. The evidence presented in written reports and interviews with change agents and social actors did not reveal how such a significant amount of global involvement contributed commensurately to the outcomes achieved. Above and beyond periodic monitoring or management visits the contributions of global capacity should be more clearly integrated into work plans and a system of accountability established to ensure that those contributions made a practical and measurable difference to the achievement of outcomes. At the same time, there was strong feedback from change agents and social actors about under- or unfunded needs, including infrastructure for risk reduction such as storm shelters that would have made a measurable contribution to the achievement of outcomes.

Recommendation: Make the added value of HQ / global level contributions to country level programming more evident, or concentrating efforts in areas where country offices did not have the time to, in particular learning sharing and support to innovative activities/outputs, could increase cost-efficiencies.

Learning #4: A programme without a clearly defined exit strategy established at the outset will find it difficult to know when its outcomes have been achieved.

There is a general concern among the social actors and change agents about the future and the sustainability of the programme. The community selection criteria, which included vulnerability to droughts, remoteness with difficult access and a low presence of other organisations, raises the question about the durability of project's outcomes overtime without additional support from Oxfam, local authorities, counterparts or other change actors. The same issue arises when we analyse the precarious situation of Innovatepec, whose business plan is not well established.

Recommendation: This question should be defined as soon as possible by including an exit strategy in the next proposal and by fostering from the beginning opportunities for greater coordination with peer organisations and local authorities to fill some gaps and ensure continuity.

Analysis and planning

Learning #5: Social actors, change agents and written evidence showed that the program got off to a slow start, which had implications in the ability to achieve results and have more time to implement more innovative outputs or learning sharing.

For many of the target countries, implementation did not start in earnest during the first year. This was the result of several administrative and managerial issues, for example, the timely recruitment of program staff, the agreement of contracts with national partners and among Oxfam affiliates, among other issues. The pandemic has now eaten into the program timeline with movement and other restrictions constraining implementation.

*Recommendation*s provided during the data collection include:

- *Include partners in the design process of future programmes, particularly when setting the theory of change, to ensure that things that did not work in this project can be changed in advance of project start and time for delivery is not wasted making adjustments in later stages.*
- *Consider whether new components added during the project will have sufficient time to be implemented and particularly on ensuring that the implementing partner and staff have the experience necessary to ensure a quick start and delivery.* For example, the MIT D-Lab in El Salvador is likely to not be sustainable after the end of the project. The reason for this is that the output was started only towards the third trimester of 2019, and a significant part of initial delivery was spent on setting the logistics for delivery and planning full implementation. The idea behind this activity was likely to be useful for the communities. Still, communities never really saw the utility with many wondering if funds would not have been better spent on getting more families to be part of the project or ensuring cross-learning. This is starkly different from the experience of climate monitoring in Nicaragua. There, despite a late start, FEMUPROCAN'S longstanding expertise in the area, allowed the activities to be implemented quickly, and even when the pandemic forced most activities to a halt, it was immediately able to set a plan to continue monitoring and ensuring technical support.

Learning #6: Baseline studies were relatively wide-ranging but took too long to complete and were not used consistently for the selection of activities. The program also undertook several analytical tasks, including PCVA, HEA, PCMA, and WEL, in addition to baselines, midlines, endlines, which local partners and communities saw as a duplication of efforts.

In Vanuatu, for example, the baseline study was not published until December 2019 whereas others were released at the end of 2018, to early 2019. There were instances where the project activities were not well aligned with the findings of the baseline studies, for example in the Philippines the baseline report found that: 81% of respondents had a good knowledge of disaster risks, 60% had participated in training of one kind or another, 80% felt that the risks they face was well integrated into official planning, and 89% thought CDCs had adequate capacity to respond to disasters. In such circumstances, it would have been reasonable to conclude that limiting the level of effort on capacity building in favour of even more significant investment in environmental protection and natural resource management.

Where a bespoke project-specific baseline is required, it should be completed more quickly and applied in the activity planning process. Findings from such studies can then be used to inform the selection of more context-specific activities. The impression created is one of a project management approach dominating decision-making where the fulfilment of commitments outlined in a project proposal is the driving force for activity planning.

Social actors and change agents reported that the burden in time and cost was not well-justified by the findings. Whether or not the results were unique insights, they were usually not acted upon of well incorporated into programming. Country teams reported it was difficult to connect the dots, and social actors and change agents exhibited a degree of survey fatigue.

Recommendation: Oxfam America should utilise its ongoing processes of context analysis, to form a baseline at the project design stage, rather than well into the implementation period of a specific program. Streamlining different analysis (e.g. using baselines to also make light touch PCVAs) could also help to avoid survey fatigue and increase cost-efficiencies.

Learning #7: This program put the focus on disaster preparedness for response and robust livelihoods. A bigger investment in livelihoods and asset protection was justified. The causes of vulnerability identified in baselines or activities reported as producing significant changes in vulnerability were related to livelihood problems and poverty.

Baselines highlighted the expressed needs for structural investment in addition to knowledge and capacity: e.g. for cyclone shelters, safe housing, water storage, drainage systems, equipment to improve accessibility, mitigation activities, etc. Knowledge development and community organisation certainly made an impact on vulnerability reduction but is a two-legged stool. The priority on DRR for resilience recognised in the SFDRR and Oxfam's DRR strategy and could have played a valuable role in this program.

Around the world, the voluntary, community-based disaster management committee model is used to mobilize communities for their own preparedness, risk awareness and risk reduction. Typically, such committees work well for preparedness, response and early recovery. However, they work less well for risk reduction and during the periods between disasters. Change agents routinely mentioned the challenge of motivating committees and communities between disasters. This is in part due to the need for people to focus their time on their own livelihood. It is also because while committees often identify the risks and vulnerabilities in their communities, rarely have the resources to address them.

Recommendation: Oxfam America could innovate around the mobilization of resources for DRR investment to make committees more effective DRR actors. Integration with social enterprises or other revenue-generating initiatives may have some potential here.

Learning #8: Inclusion of women and youth in knowledge and capacity-building activities promoted their empowerment and ensured higher motivation. For example, the end line in Central America mentioned that 9 of every 10 leaders, recognizes the importance of women leadership -from a baseline of 7 out of 10; and 94% of the respondents recognized that women were now taken into account for community decisions. Yet opportunities to involve them further in the multiplication of learning were not completely utilized, thus reducing the scope of the impact.

The social actors and change agents interviewed indicated that the project could have provided the opportunity to engage women and youth better. For example, *one woman in Guatemala expressed having kept communications with leaders from other communities after some common trainings, and mentioned that those engaged in community-based interventions were less prone to migrate and had higher motivations to use these opportunities to increase their role and leadership within their communities.* For example, by creating a school of leadership for women that would take ideas/best-practices from one community or family and shared them across a more extensive network, as was partly attempted in El Salvador by Fundación Campo or as done in Nicaragua by the system of climate/weather monitors. Stronger social skills and use of social networks by these groups could have added value in ensuring cross-community learning without the need of putting additional budget.

Furthermore, in Guatemala, the change agents manifested that in the future, new livelihood opportunities should be considered to motivate and engage better with youth. An example of this was the innovative efforts started in El Salvador through the MIT D-Lab. D-Lab specifically targeted youth's creativity and internet research skills to support their communities in finding solutions to the dry-seasons and loss of the harvest. Unfortunately, despite the idea of having the appropriate direction, it never materialized in specific results as a result of improper and longer-than-needed planning.

Recommendation: Oxfam has achieved quite a lot for women in this program through its implicit feminist approach but could go further with a more explicit approach to make them part of training expansion and cross-community learning models. Besides the above recommendations, change agents mentioned that the programme could have incorporated more specific targets for women participation, use women leaders more purposely to expand the knowledge created in domains of change 1 and 2 within the communities, or make women champions of cross-community learning. Other recommendations, more specific for CA, were also mentioned by the end line.

Robust livelihoods and Assets protection

Learning #9: Secure livelihoods and asset protection are critical components in a sound, locally based disaster preparedness approach; yet little information is available on the specific benefits that it generated, or a comparative approach between models to highlight thus more successful.

In general, there was a high demand expressed in both regions to increase the investment in livelihoods, increasing inclusion of vulnerable groups and the numbers of participants across the communities. Complementing information and training with investment in productive capacity, for example, in machinery such as water pumps, wind water collection suggested in Central America, and transport (requested by remote communities in Guatemala), and providing working capital for social enterprises (as suggested by local partners in Nicaragua and El Salvador) were essential suggestions to make the

livelihood investments more effective in both regions.

Furthermore, investment choices should be based primarily on a commercial analysis of potential profit and loss, rather than on participation and other social or ecological benefits alone. Without commercially informed decision-making, the benefits of such investments overwhelmingly tend to be short-lived, unable to survive beyond the life of the program. There was not data available to give confidence that potentially valuable interventions that produce good commercial returns, such as the seaweed production initiative in the Philippines, or the positive results reported in Guatemala regarding the provision of native seeds which only permitted an increase of the harvest within the year could survive unsupported beyond the life of the program.

Trainings on agroecological techniques was found overall useful and are likely sustainable, as reveal by the high integration of some of these within the farming practices in the three CA countries. Yet more information is needed to understand which of the different options create the most cost-effective results. If Oxfam's goal is to simply transfer assets to project participants rather than to create sustainable sources of income generation, there are far more cost-effective ways to do this through direct cash transfers rather than supporting enterprises.

Recommendation: The programme should find ways to measure the economic impact and cost-efficiency on participants in terms of how much additional income the community gained from participation in the project, the level of savings, the viability and value of loans, the balance sheets of social enterprises, the investment losses due to loss of crops, in order to know how the real impact of the project.

Learning #10: Livelihoods investments provide an excellent entry point for the development and application of disaster knowledge and capacity for DRR, preparedness, response and recovery.

The program worked to build capacity for DRR, preparedness, response and recovery in parallel with governments' DM systems. In the Philippines, this community-level collaboration with local government units was well-provided for within the legislative framework and budget. In many of the other countries, however, the government is unable to fulfil community expectations and needs due to lack of capacity and budget. Change agents in all countries mentioned the challenge of motivating communities to participate in disaster planning and preparedness processes, with social actors suggesting both tangible benefits and incentives to, at least, compensate them for time spent in planning and other tasks.

Robust livelihoods play an essential part in an individual and community ability to absorb and bounce back from shocks. Livelihood investment projects produce the tangible income benefits people need and have the potential to generate revenue streams that may, in part, serve to finance communal projects, such as the construction of community infrastructure.

Recommendation: The opportunity to integrate more explicitly the knowledge and capacity outcome of the program with the livelihood outcome of the program is clear. Such integration may be of particular value in contexts where government capacity is low. Oxfam America may wish to explore such opportunities for an integrated approach that is less reliant on government resources to be sustainable.

Knowledge sharing and learning

Learning #11: There was an insufficient promotion of learning across countries and insufficient incentives to share and apply to learn.

Implementing partners and Oxfam teams across the two regions and the six countries had relatively little understanding of what others were doing, even when working on similar activities and approaches. One regional meeting took place and notes shared across country offices, was not enough to create a good understanding of the areas of mutual interest and complementary experience. Furthermore, regional and country teams mentioned that, even though the knowledge was available in share-points and post-notes, it was not consulted because there was not sufficient time to do so, nor there were incentives for them to understand the value this would add.

The Oxfam approach to learning seems, in practice, to rely upon the interest, motivation and goodwill of individuals to function. This is not a sufficient replacement for the creation of performance targets within job descriptions, including allocation of time and resource to devote to the task. In such a structure, the use of online mechanisms for the dissemination of learning, highlighted by both Oxfam teams and implementing partners for future use, would be helpful. Such systems could also create cost and environmental efficiencies by avoiding international travel costs and the associated logistics but would also allow for the inclusion of participating communities.

The program developed good practices that merited better dissemination. This was the case with the Humboldt Centre's community climate monitoring systems in Nicaragua, the D-LAB/Innovatepec efforts in El Salvador to extend innovative knowledge through field schools, the development and support of social enterprises in AP, with seaweed cultivation in the Philippines, etc. Examples of good practices that despite the effort done to develop postcards as a knowledge-sharing mechanism, were not reflected in other countries or regions.

Recommendation: It would be important to integrate responsibility for the creation of learning materials, based on programmatic experience and evidence, in program staff job descriptions and to create incentives for both sharing and applying / testing knowledge developed elsewhere. Oxfam may also wish to reconsider its risk appetite relative to innovations to better support experimentation at the field level. A venture capital approach would help to encourage and nurture the practice of innovation. It is accepted that innovative ideas must be carefully considered and vetted, and staff should understand that not all ideas merit funding. However, when first response to innovations is no, or "it's not what we do" the potential for demotivation and mediocrity to emerge is heightened. Oxfam can support such ideas with the creation of a low cost and regular online knowledge sharing communication platform to exchange experiences and challenges allowing teams to learn from each other. Ensure the participation of community leaders. Instead of focus in a single country to pillar innovative experience ensure that several countries apply same techniques, which can provide substantial testing scope to improve and adapt those techniques.

Emergency Response Fund

Learning #12 The ERF was as a success story because of its flexibility to access, immediacy to implement and possibility to draw additional resources, that should be institutionalized beyond the current programme.

The Emergency Response Fund element of the program was effective. It provided rapid and flexible start-up funding for emergency responses that certainly improved outcomes for those who received assistance and helped Oxfam to leverage additional resources in some cases. The flexibility of financing has enabled responses to address critical gaps. This model of funding is important because the quicker response is mounted, the less the long-term cost of the disaster to those affected. Where it was possible, the ERF utilised a local humanitarian leadership approach, through work with national partners and mobilization of community-based institutions including CDCs. MACP should be commended for their willingness to support such a flexible instrument and Oxfam for making good use of it.

Recommendation: This mechanism should be mainstreamed within a wider range of programmes as an institutional tool to better respond to humanitarian crisis.

Conclusion

APLIFT and ATECA have made proven progress towards the achievement of the intended outcomes in the target countries and communities. Social actors reported general satisfaction with the program while highlighting some areas for performance improvement and priorities that merit further investment, especially around livelihood security and making a more substantial investment in DRR. Progress was enhanced by several factors that included the existence of strong partnerships with local government and implementing agencies, an enabling policy environment in some countries, a relevant strategic approach to disaster risk management benchmarked against the Sendai Framework, and relatively flexible donor support. There were also some challenges that made the full achievement of outcomes harder in some places, including political instability and lack of official support in Nicaragua, sometimes low government capacity to collaborate in some countries, and a relatively slow start up period. The COVID crisis affected all countries to an extent, some experiencing strict limits on freedom of movement, that occurred just when the program should have been implementing at full speed. The program pivot to respond to the crisis was quite impressive, even though the achievement of some planned outcomes were jeopardized.

The program sought, to build capacity to "*plan and respond to small small-scale disasters*". The evidence collected that while many of the targeted communities could not be regarded as completely "disaster-ready" because of the program, there is good evidence that they are becoming better prepared, better coordinated and better able to respond to disasters of different kinds. Most of the respondents agreed that their knowledge of risks and level of preparedness had improved because of the program. We also found that the program interventions produced the best results where there was a capable local government counterpart motivated to engage communities in planning, drills, and other activities. Yet, a faster program start-up and a broader approach to DRR that included more emphasis on structural risk reduction alongside the knowledge and behaviour-based priorities focused on in the capacity building outcome would have helped to reduce vulnerability more. New strategies to ensure transfer of knowledge are also needed, and there is the potential for vulnerable populations to have a stronger role in this area.

The program aimed to achieve "*better protected and robust livelihoods*". The program supported a range of livelihoods activities and engaged with both government and the private sector to that end. Extensive economic analysis was undertaken to understand the dynamics of the economy at household and community level. In many locations Oxfam sought to link livelihood development with natural resource management to make livelihoods sustainable, which created results in the short-term according to evidence. We also found evidence to show that women benefitted from participation in livelihoods activities, such as social enterprises and savings clubs, both materially and in terms of increased opportunities to participate in civic processes and decision-making.

However, there was no evidence to quantify the financial benefit achieved or to assess the commercial viability of the enterprises invested in or that the analysis undertaken was used, creating significant uncertainty about the sustainability of benefits when the program ends. Commercial viability is important because it takes time, often beyond the scope of three-year projects, for livelihood investments to yield their greatest benefits. Finally, participation in and benefit from livelihood and asset protection activities was relatively small despite significant demand expressed for more of the tangible benefits anticipated from livelihood activity. In many cases we found that scope of the achievement was limited by the availability of resources or risk aversion from local and central teams, or that by attempting to implement too many activities, the ability to adapt and learn from what was working or not, was limited. Furthermore, resources that could have been used to take the above approach, were spent in a variety of baseline and analytical studies which could have mainstreamed or applied earlier, and which social and change agents saw as a duplication of efforts.

Oxfam and its partners were also expected to be "*using knowledge sharing, learning and good practices for disaster risk reduction approaches".* Our findings indicated that knowledge sharing was effectively imbued within the programme ToCs and team mentalities, but that resources were mainly allocated to

find and document training, but not in reviewing how or where it could be implemented, nor in facilitating the process of adapting best practices. As a result, the program did not generate significant unique learning, or game changers, although there is evidence that a small number of the good ideas implemented are being considered or tried in other countries. Overall, the contribution of the resilience knowledge hubs was limited to the creation of tools that possibilities sharing information, but did not completely close the cycle of learning, by allowing the programme to adapt, respond or multiply what was being learn.

Partly as a parallel and related activity, the programme included the implementation of an *Emergency Response Fund*. The ERF enabled Oxfam to meet some of the critical immediate needs of communities hit by a range of disaster events, and particularly delivered in a gap of the humanitarian system which is the response to small and medium-scale disasters. Where possible, existing partners and CDCs were utilized in a good attempt to support local humanitarian leadership, and the knowledge and learning acquired by local partners had a transformative effect in their capacities and created innovative and quicker approaches for disaster response. Early action and the flexible nature of the funding also afforded the best opportunity to leverage additional funds on behalf of the affected communities. Thus, the main recommendation from this evaluation is the call for this instrument to be mainstreamed within a wider range of programmes as an institutional tool to better respond to humanitarian crisis. And furthermore, a call for a similar flexible approach to be applicable to other programmatic areas, particularly if one of the programme focuses is on learning.

Even though gender empowerment was not a formal aim of the program, Oxfam's commitment to a feminist approach did ensure that the specific and differentiated needs of women and girls were considered throughout the program. Where necessary steps were taken to enhance the opportunities for women to participate in and lead decision making, and livelihood enhancing projects. The programme also facilitated conversations around harmful masculinities and gender-based violence (GBV), created safe spaces and mechanism to report cases of GBV, and aid materials were evaluated in relation to its appropriateness for women and girls.

Overall, the program's progress towards outcome achievement was constrained because it tried to do too much with too little – too many diverse, small-scale initiatives in too many far-flung communities with insufficient resources and time. A change agent in the Philippines stated that the "scope is too big for the available time. The project wants big numbers, but this is a trade-off between depth and quality versus scale". If the program focused on a smaller range of communities, getting the CDCs up and running and preparedness plans set, integrating the capacity building with livelihood trainings and structures, then the Oxfam team could have dedicated more time to fostering innovation. There was a strong set of technical partners in both regions, from VSU to MIT's D LAB, with deep knowledge and expertise to draw on. Oxfam may have facilitated a bigger contribution from these partners if they had been better integrated into the project design and management processes. This may have cost more money but may have offered insights and evidence on what approached are best supported by evidence and likely to generate greatest return on investment.

The evaluators have made 11 recommendations for Oxfam to consider. They are discussed in detail above. Those that should be considered most important to take action on immediately to ensure that the next iteration of the program is more successful are:

- *Oxfam America may consider either a more focused design that targets the most significant gaps in knowledge, capacity, behaviour, and infrastructure or make a portfolio approach where some complementary activities are funded through other programs, more explicitly. Considering the costs and logistical challenges of working with the most vulnerable and remote communities it should also focus on fewer target communities but increase the depth of the programming.*
- *Include an exit strategy in the next proposal and by fostering from the beginning opportunities for greater coordination with peer organisations and local authorities to fill some gaps and ensure continuity.*

- *Include partners in the design process of future programmes and allow sufficient time for the effective conclusion of all program activities.*
- *Utilise ongoing processes of context analysis, to form a baseline at the project design stage, rather than well into the implementation period of a specific program. Streamlining different analysis (e.g. using baselines to also make light touch PCVAs) could also help to avoid survey fatigue and increase cost-efficiencies.*
- *Innovate around the mobilization of resources for DRR investment to make committees more effective DRR actors. Integration with social enterprises or other revenue-generating initiatives may have some potential here.*
- *Find ways to measure the economic impact and cost-efficiency on participants in terms of how much additional income the community gained from participation in the project, the level of savings, the viability and value of loans, the balance sheets of social enterprises, the investment losses due to loss of crops, in order to know how the real impact of the project.*
- *Integrate more explicitly the knowledge and capacity outcome of the program with the livelihood outcome of the program.*

To sum up the achievements of the program, the evaluators consider that program participants have gained some additional knowledge and insights into risk and vulnerability within their communities and have also reinforced their existing knowledge. Participants have benefited from trainings provided and many communities have updated emergency preparedness and response plans. The response to periodic disasters in the program areas have shown that community response is effective. The program's pivot to assist communities facing the COVID pandemic has shown some agility. The livelihood activities were considered beneficial by participants many of whom requested greater investment in this outcome to enable more people to benefit and to produce some tangible improvement in circumstances. The program shared a lot of learning and information about potentially promising activities at country and regional levels, and to some extent at the global level. Appraising the learning to identify approaches worth applying more broadly is the next step for the program to take. Women have benefited from Oxfam's efforts to be inclusive and to make the program work for them. The ERF was used successfully on a number of occasions to assist people affected by under-supported disasters and has helped to manifest local humanitarian leadership. Future implementation would be even more successful if implementers focus more closely on the gaps in knowledge and capacity that CDCs and local governments have. Greater integration of disaster risk awareness and planning with livelihood activities would encourage greater attention from participants. Livelihood investments should be examined for their commercial viability alongside their social benefit to increase the chances of real, measurable and lasting financial gain for participants. Learning should focus more on the identification of approaches with real promise and their scale up in practice. Good ideas alone do not change peoples lives for the better.

A mapping of the key changes, against the programme interventions is included in Annex F.

Annex A: Limitations Affecting the Evaluation

The Covid-19 (CV19) pandemic caused the temporary imposition of travel restrictions and lockdown globally. The consultant team, in coordination with Oxfam America, consolidated a contingency plan including a) remote stakeholder consultations (through mobile or internet networks) and b) to utilise local consultants were needed to conduct additional data collection in the field and to assist with translation. Oxfam America played a strong role in assisting the implementation of this plan.

The plan, nonetheless, implied additional limitations which had to be mitigated in different ways during the delivery of the evaluation:

- Limitations in the communications were persistent. The need to use phone and online communications implied that the length of the interviews had to be kept to a maximum of 25 minutes to avoid losing focus. Unreliable mobile and internet networks also implied that interviews had to be done in parts, and that planned calls could be delayed for more than 20 minutes.
- Communication in English or Spanish were a constraint for some communities. Local consultants were the main mechanism of communication in Asia Pacific as a result, and 40% of the interviews done in Guatemala were done by a local Achí-speaking researcher.
- Ready access to the means of online communication was a challenge both for communities, stakeholders and Oxfam teams, especially in the Pacific Islands. In Central America, around 15% of the social actors interviewed had to travel far away from their communities to access a stable network, which also further restricted the time available to consolidate the interviews.
- The household survey sample size was approximately 10% of the Slovin's Formula value for a target group of this size. This was a result of a) time constraints, b) cost constraints c) overlap with the Oxfam America internal end line evaluation being conducted in the same time frame (which was used as part of the verification mechanism in Central America), d) the need to avoid survey fatigue, and d) constraints on staff capacity as a result of the Covid-19 pandemic and the requirements of remote consultation.
- In Asia Pacific, three local consultants were contracted to deliver the interviews with social agents. As their work was delayed, the time for analysis was massively reduced. Furthermore, in Vanuatu the consultant was able to complete less than 30% of planned interviews, facing difficulty in reaching households due to poor network coverage. In the Philippines, the consultant wasn't able to complete 1 of 14 change agent interviews and 7 of 40 household interviews.
- One of the learnings and thus recommendation of this evaluation is that the OH methodology is used more consistently through-out the MEL cycle of future programmes, so the evaluations can concentrate on verifying and validating the outcome descriptors found through-out delivery, and adding those that arose at the end stages of the programme.

Finally, the political situation in Nicaragua, which affected the collaboration between community structures (like CDCs) and the authorities, also affected the implementation of the evaluation. KIIs with local authorities were not possible, and in conversations with local implementers and community leaders the subject was not possible to be reviewed in detail. As a result, it will be difficult to have a full understanding of the effect of this political dynamic within the programme. The evaluators instead focused on understanding the mitigations that the local partner, FEMUPROCAN applied to cope with this dynamic.

Annex B: Survey Tool

DOMAIN OF CHANGE	OECD Criteria	QUESTIONS FOR CHANGE AGENTS -OXFAM, Local Partners	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS OF THE ERF -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS -Survey	QUESTIONS FOR SOCIAL ACTORS - Government Authorities
General questions	NA	What kind of intervention was implanted by your organization within the project? Which was your role?	What is the biggest risk that you and your community face? Why?		What does it mean a well-prepared community to you?	What does it mean a well-prepared community to you?
			What kind of intervention was implemented in your community within the project? Which was your role? Results to. Be analysed differentially across genders		Which of the following capacities do you feel better prepared in now than before the project: (1) understanding the risks your community is exposed to (PCVA), (2) having more information about when risk is likely (Early Warning), (3) knowing what to do when a disaster occurs (disaster plans/preparation), (4) knowing who is your community point of contact in case of a disaster (d. preparation), (5) understanding evacuation processes and the need to evacuate (disaster simulation/prevention). Anything else? (multiple options can be chosen)	What capacities (in terms of DRM) do you feel the communities need the most?
Increased capacities at community level	Impact	What does it mean a well-prepared community to you?	What does it mean a well-prepared community to you?			Do you think the project responded to those needs? How?
	Impact	What motivates people to participate in planning for disasters? *What could be done to involve even more people, particularly women and other vulnerable population?*	What motivates people to participate in planning for disasters? *What could be done to involve even more people, particularly women and other vulnerable population?*		Are you aware of your local disaster management plans? *Do you feel you were consulted when this plan was established? If not, why? (Results to be analysed differentially across genders)*	Are you aware of the local disaster management plans? Do you feel there was adequate consultation between the local/provincial/national government and communities at risk?
		What changed in the communities you served and who benefited? Please be specific. Did anything change specifically for women and other vulnerable groups?	What changed for you and your community and who benefited? Please be specific. *Were there any specific changes for the women, youth and other vulnerable groups within your communities?*		*Do you feel represented by the local CDCs? If not, why? (Results to. Be analysed differentially for women)*	Do you feel there is an adequate collaboration between municipal/provincial/national disaster management centres and the local CDCs?
		Who do you think was responsible for those changes? How and to what extent was the program responsible for any changes? Could any other factors have contributed to the changes you report?	Who do you think was responsible for those changes?		Do you feel your community will be better supported by the local/provincial/national government in future disasters? Have they listened to you?	How did you engage in this project? How has your role changed as a result of this project?
		Is there anything that could have been done differently to increase the success of this aspect of the program?	Is there anything that could have been done differently to increase the success of this aspect of the program? What was missing to create more changes in the knowledge. You have regarding risk planning and management?		Which authority do you feel will support you or your community in future disasters? (a) Local CDC, (b) Municipal Government, (c). Provincial Government, (d). National Government, €. Other. (multiple options can be chosen)	Do you feel you have stronger capacities or tools to support local communities during and after disasters?

DOMAIN OF CHANGE	OECD Criteria	QUESTIONS FOR CHANGE AGENTS -OXFAM, Local Partners	QUESTIONS FOR SOCIAL ACTORS -STAKEHOLDERS -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS OF THE ERF -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS -Survey	QUESTIONS FOR SOCIAL ACTORS - Government Authorities
Robust livelihoods through disaster risk reduction and asset protection		What changed in the livelihoods and assets protection of the communities you serve?	What changed for your community regarding the protection of your livelihoods and assets during small disasters?		Do you feel that you will be better prepared economically to respond to a future crisis?	Did the project improve people's livelihoods? (How do you feel this project will facilitate your work in terms of disaster preparedness in the future?
		Who participated in the achievement of these activities, *do you think some groups within the communities benefited more than others?*	Who benefited? *Who benefited the most and why?*		If yes, above: Which of the following (multiple options can be chosen, or none) do you feel the project allowed you achieve? A. More livelihood options, B. More savings, C. Better protection of your assets and belongings in the face of a disaster, D. Better protection of your current livelihood in the face of a disaster, E. More ways to ensure that your family has enough food during and after disasters, F. More income as a result of the project. G. Other.	
		Who do you think was responsible for those changes? How and to what extent was the program responsible for any changes? Could any other factors have contributed to the changes you report?	Who do you think was responsible for those changes? *Were there specific changes for the women, youth and other vulnerable groups within your communities?*		In which of the following project activities are you taking part: a. Saving groups, b. Livelihoods diversification (creating new/more sources of income or food), c. Water management schemes, d. Climate monitoring networks, e. Insurance protection.	
		Is there anything that could have been done differently to strengthen livelihoods and protect assets even more?	Is there anything that could have been done differently to strengthen livelihoods and protect assets even more?		Do you feel your assets are better protected in terms of a disaster? If no, why?	
Knowledge generation and learning		What were the key pieces of learning for you or your organization from this program?	What have you learned from participating in this programme? Why was this important to you?		Do you feel the project implementers considered your needs and opinions when developing different livelihood interventions? If not, why?	
		Have the communities you served applied any of the program's learning in practice?	Did you engaged with other communities that participated within the project? Do you know who they are? Where their spaces to share experiences and learn from each other?			
		How has your organization documented and shared learning? Is there any example of how learning has been applied in many communities?	*Did you participate in Annual Reviews or discussions about the project? Was your opinion requested and considered to improve the project?*			Did you participate in Annual Reviews or discussions about the project? Was your opinion requested and considered to improve the project?

DOMAIN OF CHANGE	OECD Criteria	QUESTIONS FOR CHANGE AGENTS -OXFAM, Local Partners	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS OF THE ERF -KIIs	QUESTIONS FOR SOCIAL ACTORS - STAKEHOLDERS -Survey	QUESTIONS FOR SOCIAL ACTORS - Government Authorities
		Is there anything that could have been done differently to increase the usefulness of learning in the program?	If yes in. the above, what is now done differently or better as a result of those learning activities? How you feel the programme was adapted to respond to your opinions?		Did you participate in any reviews or assessment of the project besides this one?	
		How has the Emergency response fund helped your organization to respond to disasters?		Was the emergency response fund used in your area/country in this project? What was it used for? How long did it take between the declaration of a disaster and receipt/use of funds?		
		In what way did the emergency response fund benefit people affected by disasters?		How did you benefit from the implementation of the ERF?		What did you know about Oxfam's ERF?
		How did you implement a feminist approach in the use/implementation of the ERF?		*Do you feel there was a differential approach to women and other vulnerable population in the implementation of the ERF?*		How well did Oxfam and their partners coordinate with government and others in the response?
		What, if anything, might be done differently to get better value from the ERF?		Was the response to this disaster different (better or worst) that that of previous disasters? If yes, how? What could have been done differently or better?		What could Oxfam do differently or better next time there is a disaster in your region?
Others		Was the balance of effort and investment between the three outcomes optimal to create well prepared, disaster resilient communities?	What other things could have been done differently or better?			Were there any unexpected negative consequences of the programme? If so, which ones?
		Can you see changes in the way women are included in decision making processes or their overall roles within the communities? What have been the factors of success?	*Do you see changes in the roles that women can now play within their communities, that you think are the result of the programme? If so which/how?*			What other things could have been done differently or better?
Total		21	17	4	12	14

Annex C: Data Analysis Approach towards the Application of Oxfam's Feminist Principles in this Evaluation

The pursue of the feminist approach to programming is an Oxfam priority and thus a cross cutting theme for this programme. Yet the achievement of a whole-rounded feminist approach is not the focus or specific objective of the programme. This evaluation will thus won't focus on assessing the achievement of greater inclusion, participation or positive gender roles across the communities, but on the positive stories that show how you can programmes like this can be used to pursue greater changes in a feminist agenda, which could be replicated in the future.

Given the above, the evaluation focused on three dimensions of the Oxfam's Feminist Approach, which according to the literature review and initial discussions with the Oxfam Regional Teams and Gender Advisor, were the focus of the programme. Each of the dimensions were reviewed through the below guiding evaluation, which were specifically analysed during the secondary data review and analysis, and then included within surveys and KIIs:

- Gender Inclusion in the decision-making process: have the participation, leadership and livelihood opportunities offered through the programme, led to positive changes in the power-dynamics of the beneficiary communities?
- Change in masculinities: has the programme facilitated conversations and/or changes on masculinities, VAW and gender participation within the communities, and provided women with a supporting framework to challenge traditional male-focused power dynamics?
- Safe spaces and gender-responsive responses: has the programme taken into account the need for differential approaches for women and girls when planning or responding to disasters (particularly within the ERF)?

It is important to consider that in order to avoid leading questions, that would jeopardize the independence of the results, the questions added in the questionnaire avoided asking specifically the above questions, particularly when speaking to the social actors. Questions related to this approach are differentiated in *italics* in the above questionnaire.

Annex D: Key Safeguarding and Methodological Principles

Do No Harm Approach

The team members are aware of their moral responsibilities towards all participants in the research and will bear the best interests of the participants in mind always. The team will treat respondents with due respect, will take in mind cultural settings, use translators to facilitate data collection when needed and take participants' opinions seriously.

Locations of the interviews and FGDs

Throughout the research, the consultancy team will put the safety and security of participants first. Among others, we will respect the participants´ choice of location or the preferred use of technology, as many of the interviews will be collected over the phone or through online communication mechanisms. Concerns over the use of a specific tool or site will be taken seriously, making changes before the interview is conducted or continued. Should this become untenable, the interview may be postponed or cancelled altogether.

Confidentiality and protection

No names will be mentioned in the report, and no recording equipment will be used during the data collection, as people are generally less open to discuss important, yet sensitive, topics in the presence of such equipment. All researchers will respect the confidential nature of the information collected. The consultancy team will protect all data files with passwords, to facilitate the safe transfer of data, and by making regular backups. No pictures of the respondents revealing their identity will be taken.

Participation

Researchers will respect the principles of voluntary participation and informed consent. The decision to participate will be based on free will, and participants will be made aware that they may withdraw from the research at any time. Risks to the respondents will be explained to the before consent is obtained. In addition, the subject's vulnerability would be taken into account when considering the validity of consent. In case of doubts, these will be discussed with the Oxfam and local partners.

Gender and cultural sensitivity

We will be gender and culturally sensitive in our data collection methods and segregate all data by gender. The team will ensure that local researchers are culture-sensitive and respectful and will adhere to all cultural pointers that will be provided to them at the inception phase. The national consultant and the enumerator will help in providing translation services where necessary.

COVID-19 sensitivity

In light of the current COVID-19 pandemic, we will accept innovative ways to work around travel restrictions and health concerns and coordinate with our locally based national consultants to work together from a distance when necessary.

Annex E: Stakeholders and Sampling Framework

THE PHILIPPINES					
OH Category	**Type**	**Detail**	**Target**	**Achieved**	**Interviewer**
Social Actor	Community Leaders / Members of the CDCs	Randomized sample	10	8 (6F, 2M)	Peter Medway (PM)
	Women Leaders/Civil Society		2	2 (2F)	Local consultant Lina Gonzalez (LG)
	Beneficiaries	Randomized sample from sample consolidated for end line assessment. 62,000 households	39	34 (22F, 12M)	Local consultant
Change Agent	Implementing Partner	Center for Disaster Preparedness (CDP)	2	2 (1F, 1M)	PM and LG
	Implementing Partner	Philippine Rural Reconstruction Movement (PRRM)	2	3 (1F, 2M)	Local consultant
	Implementing Partner	Visayas State University Regional Climate Change Research and Development Center (VSU-RCCRDC)	2	2 (1F)	PM and LG
	Local Government Institution	Representatives from sample of the beneficiary municipalities.	2	3 (2F, 1M)	Local consultant
	Private Sector Partner	VISA, SMART	1	0	Local consultant
Change Agent/ Harvest User	OXFAM The Philippines	Partnership Relations Manager/Manager APLIFT-ALERT Project	1	1 (1F)	PM
	OXFAM The Philippines	MELSA Advisor	1	1 (1F)	PM/LG
	OXFAM The Philippines	Project Officer	1	0	PM/IB/LG
	OXFAM Regional	Associate Director, Humanitarian Programs	1	1 (1F)	PM/IB/LG
	OXFAM Regional	Regional Local Humanitarian Leadership	1	1 (1F)	PM/LG
	OXFAM Regional	Regional Program Manager for APLIFT	1	1 (1M)	PM/LG
	OXFAM Regional	Acting DRR Programs Manager	1	0	PM/IB/LG
Sampling	**Number**	**Names/Descriptors**	**67**	**59**	
# Barangays	95	41 barangays direct, 54 indirect.			
# Municipalities	4	Lawaan, Balangiga, Quinapondan, Salcedo.			
# Beneficiaries	14091	Households			

SOLOMON ISLANDS					
OH Category	**Type**	**Detail**	**Target**	**Achieved**	**Interviewer**
Social Actor	Community Leaders / Members of the CDCs	Randomized sample	7	X	Local consultant
	Civil Society	DRR Network of Civil Society Organizations	1	X	X
	Beneficiaries	Randomized sample from sample consolidated for end line assessment. 1207 target households	30	X	Local consultant
Change Agent	Implementing Partner	Solomon Islands Development Trust (SIDT)	2	2 (1F, 1M)	Local consultant
	Implementing Partner	Solomon Islands Red Cross (SIRC)	2	1 M	Local consultant
	National Gov. Institution	NDMO and Live and Learn	0	3 (2M, 1F)	
Change Agent/ Harvest User	OXFAM Vanuatu	Resilient Unit Manager	1	1 (1M)	PM
	OXFAM Vanuatu	MEAL Advisor	1	1 (1F)	PM
Sampling	**Number**	**Names/Descriptors**	**44**	**41**	
# Communities	9				
# Municipalities	1	Guadalcanal			
# Beneficiaries	1207	Households			

VANUATU					
OH Category	**Type**	**Detail**	**Target**	**Achieved**	**Interviewer**
Social Actor	Community Leaders / Members of the CDCs	Randomized sample	11	19	Local consultant
	Women Champions/Leaders	Women and Youth Councils within Village Council, women representative in Church partners	5	3	Local consultant
	Beneficiaries	Randomized sample from sample consolidated for end line assessment. 16061 direct beneficiaries	39	8	Local consultant
Change Agent	Provincial Government Institution	Shefa Province DC	1	1	PM
		Provincial Disability Officer	1	NA	PM

	Local Government Institution	Vanuatu Humanitarian Team -VHT Coordinator	1	1	PM
	Local Government Institution	Vanuatu Climate Change Adaptation Network (VCAN) Coordinator	1	1	PM
Change Agent/ Harvest User	OXFAM Vanuatu	Country Program Director and Resilient Unit Manager, APLIFT in Vanuatu	1	1	PM
	OXFAM Vanuatu	OXFAM field implementation lead	1	Na	PM
	OXFAM Vanuatu	MEAL Advisor	1	NA	
Sampling	Number	Names/Descriptors	**62**	**25**	
# Communities	50		110 between two programmes funded by different donors, but similar activities		
# Municipalities	7		Tongoa, Tongariki, Molo Island, Pele Island, Nguna Island (7 provincial councils)		
# Beneficiaries	16061		Households		

ERF ASIA PACIFIC					
OH Category	Type	Detail	Target	Achieved	Interviewer
Change Agent	Implementing Partner EER Philippines	Manghut response 2018, Philippines: Santo Nino + Cagayan disaster management leads	1	2	Local consultant
	Implementing Partner EER Indonesia	Partners: CDRC, HRC	1	2	Local consultant

NICARAGUA					
OH Category	Type	Detail	Target	Achieved	Interviewer
Social Actor	Community Leaders / Members of CDCs	Randomized sample, observers of the five climate monitoring stations to be included.	14	14 (11 F, 3M)	Iñigo Barrena (IB)/LG
	Beneficiaries	Randomized sample from sample consolidated for end line assessment. 396 target households	20	94 (10 M, 84 F)	End line Survey
Change Agent	Research and analysis centre	Centro Humboldt	1	2 (1F, 1M)	IB/LG
	Implementing Partner	Federación Agropecuaria de Cooperativas de Mujeres Productoras del Campo de Nicaragua (FEMUPROCAN)	2	2 (2F)	IB/LG
	National Government Institution	None Possible. One of the community leaders interviewed was a member of the Local Council.	1	NP	IB/LG
Change Agent/ Harvest User	OXFAM Nicaragua	Coordinadora del Proyecto ATECA en Nicaragua	1	1 (1F)	IB/LG
	OXFAM Nicaragua	Asesor MEL	1	1 (1M)	IB/LG
	OXFAM Nicaragua	Local Humanitarian Advisor -ERF	1	1 (1M)	IB/LG
Sampling	Number	WITHOUT ENDLINE SURVEY WITH ENDLINE SURVEY	22 42	21 (15F, 6M) 115 (16M, 101F)	
# Comunities	13				
# Municipalities	5		San Francisco Libre (Managua), Dario, Sébaco, Terrabona (Matagalpa), Yalagüina (Madriz)		
# Beneficiaries	397		116 people from other municipalities where FEMUPROCAN works have also being indirect beneficiaries.		

GUATEMALA					
OH Category	Type	Detail	Target	Achieved	Interviewer
Social Actor	Community Leaders / Leads of the CDCs	Randomized sample.	10	12 (8F, 4 M)	IB/LG
	Beneficiaries	Randomized sample from sample consolidated for end line assessment. 450 target households	21	150 (10M, 84F)	End line Survey
Change Agent	National Institution	National Coordination for Disaster Reduction (CONRED). Interview can be done in ES	1	1 (1M)	IB/LG
	Implementing Partner	Corazón del Maíz	2	2 (2F)	IB/LG
	Implementing Partner ERF	Asedechi	1	1 (1F)	IB/LG
	Implementing Partner ERF	Esfra/Ismugua alliance	1	1 (1M)	IB/LG
	National Government Institution	Secretaria De Seguridad Alimentaria y Nutricional (SESAN	1	1 (1M)	
	National Government Institution	Ministry of Agriculture, Livestock and Food (MAGA)	1	1 (1M)	IB/LG
Change Agent/ Harvest User	OXFAM Guatemala	Coordinador de Programas Humanitarios Guatemala	1	1 (1M)	IB/LG

	OXFAM Guatemala	Coordinador del Proyecto ATECA en Guatemala	1	1 (1F)	IB/LG
	OXFAM Guatemala	Asesor Local Humanitarian	**1**	**1 (1F)**	IB/LG
# Comunities	12	**TOTAL WITHOUT ENDLINE SURVEY** **WITH ENDLINE SURVEY**	**22** **42**	**22 (13F, 9M)** **171 (91M, 101F)**	
# Municipalities	2	12 comunidades de los municipios de Rabinal (6 comunidades) y Cubulco (6 comunidades)			
# Beneficiaries	450	Target beneficiaries are 2,276 people in 450 households			

EL SALVADOR					
OH Category	**Type**	**Detail**	**Target**	**Achieved**	**Interviewer**
Social Actor	Community Leaders / Members/Leads of the CDCs/ Women Leaders	Randomized sample	18	15 (6F, 9M)	IB/LG
	Beneficiaries	Randomized sample from sample consolidated for end line assessment.	34	165 (82F, 83M)	End line Survey
Change Agent	National Government Institution	Direction of Civil Protection	1	1 (1F)	IB/LG
	Implementing Partner	Fundación Campo	1	2 (2M)	IB/LG
	Implementing Partner	INNOVATEPEC MIT D-Lab -Planning Coordinator and young innovators	1	3 (3M)	IB/LG
	Implementing Partner	Asociación Fundación para la Cooperación y el Desarrollo Comunal de El Salvador (CORDES)	1	2 (2M)	IB/LG
Change Agent/ Harvest User	OXFAM El Salvador	Humanitarian and Security Programs Coordinator	1	1 (1F)	IB/LG
	OXFAM El Salvador	Local Humanitarian Advisor	1	1 (1M)	IB/LG
	OXFAM El Salvador	Project Coordinator ATECA	1	1 (1M)	IB/LG
	OXFAM Regional	Regional Program Manager for ATECA	1	1 (1M)	IB/LG
	OXFAM Regional	Community Early Action in Central America	1	1 (1M)	IB/LG
	OXFAM Regional	Regional Resilience and Humanitarian Unit Coordinator	1	1 (1F)	
	OXFAM Regional	Regional humanitarian and resilience officers for Latin America and the Caribbean Oxfam	1	2 (1F, 1M)	
Sampling	**Number**	**TOTAL WITHOUT ENDLINE SURVEY** **WITH ENDLINE SURVEY**	**30** **64**	**31 (9F, 22M)** **196 (145F, 35M)**	
# Comunities	20				
# Municipalities	3	San Simón (Morazán), Carolina and San Antonio (San Miguel)			
# Beneficiaries	2500	2500 households targeted, achievement of 2223 direct beneficiaries.			

OTHER MEMBERS REGIONAL/HQ TEAMS					
OH Category	**Type**	**Detail**	**Target**	**Achieved**	**Interviewer**
Change Agent/Harvest Users	Gender Advisor	OXFAM America HQ	1	1 (1F)	LG
	MEL and Humanitarian Advisor	OXFAM America HQ	1	1 (1F)	LG/IB
	Finance		0	1 (1F)	IB
	TOTAL		**2**	**3 (3F)**	

TOTAL SAMPLE INTERVIEWED	**CA: 74 (37F, 37M)** **AP: X (XF, XM)** **Total: X (XF, XM)**

Annex F: Change Mappings

Domain of change	Aggregated outputs delivered by the programme	Country or Regional Level Outcome Descriptors	Programme Level Outcome Descriptors	
				Areas for improvement or where change is needed
				Opportunities or positive areas that can be implemented elsewhere

#1: Increased capacities and opportunities for leadership and participation.

Trainings to local leaders on disaster management, humanitarian approach and human rights, livelihoods and rescue operations.

Community awareness of their vulnerability, increasing in CA by 75% in Guatemala, 40% in El Salvador, and 20% in Nicaragua. Communities in AP said that training helped to create a culture of 'readiness' In some cases, this even led to people being convinced to move out of areas of risk.

Workshops and training activities have enabled communities in remote areas in Central America and the Asia Pacific to improve knowledge of the risks and vulnerabilities they face and to become better able to respond to disasters.

In AP, reports mentioned that only 13% if trained community leaders were able to roll out further training to others, and only 33% were part of drills.

A new strategy to ensure transfer of knowledge is needed. And there is the potential for vulnerable population to have a stronger role in this area

Many participants in CA still had an entrenched belief that disasters were unavoidable and that the programme showed "you cannot do anything against God's will"

Practical trainings: update of plans, drills, simulation

Communities in El Salvador, Nicaragua and The Philippines reported that the drills were a good way of internalising capacity.

The program harnessed prior personal experience of disasters to motivate participation and build confidence and capacity for independent response.

Consolidation of CDC in every community and linkage with national institutions

CDCs in El Salvador, Solomon Islands and The Philippines applied what they learned when preparing for small fires, Tropical Storms, Typhoons and responding to COVID-19, and helped to convince community members to move out of areas of risk.

CDCs have allowed communities to apply what was learned and a key mechanism to obtain support from local and regional authorities. Most meaningful impact was achieved where community and government disaster management organizations worked well together.

The organisation should also consider the optimal target range of its programs. APLIFT and ATECA attempted to do too much in too many places with insufficient resources. Targeting fewer countries or communities or concentrating on fewer activities allowing sufficient time for learning, could have increased the effectiveness and impact of the programme.

Support to local governments by: allowing participation in community-level training and provide additional training when requested, helping to disseminate official information and support to government disaster management structures.

Authorities in Guatemala and The Philippines said the project provided them with better tools for financial management and accountability. In Nicaragua, despite limitations, the programme influenced municipalities to engage with CDCs for disaster management

Oxfam America may consider either a more focused design that targets the most significant gaps in knowledge, capacity, behaviour, and infrastructure or make a portfolio approach where some complementary activities are funded through other programs, more explicitly.

Women in all 6 countries mentioned examples in which they were empowered by the new knowledge and training provided, and lead disaster preparedness and response.

The program took steps to ensure equal gender participation, enabling women to grow in confidence and demonstrate leadership.

Implementation of Feminist Agenda

Communities noted that the training cycle was too short, not all aspects of disaster preparedness were addressed, and many members of the community were not able to participate, which meant that the knowledge acquired was in risk of not being sustainably applied or transmitted.

Design and delivery of capacity building interventions was not always optimal.

Communities in CA and AP said trainings were long and repetitive could not remember content or replicate what was done.

There are opportunities for greater coordination with peer organisations to fill some of the hard to fill gaps in a comprehensive preparedness package.

Domain of change	Aggregated outputs delivered by the programme	Country or Regional Level Outcome Descriptors	Programme Level Outcome Descriptors	Areas for improvement or where change is needed
				Opportunities or positive areas that can be implemented elsewhere

#2: Better protected and robust livelihoods

Aggregated outputs delivered by the programme:

Country-specific livelihood programmes:
- Training and practice on agroecological practices (Central America).
- Water safety plans. (El Salvador)
- Saving groups (CA and AP)
- Access to financial and insurance networks (The Philipppines).

Other innovative practices and interventions

PCVAs and Market Analysis is undertaken to understand livelihood needs and opportunities.

Learning and knowledge sharing

Implementation of Feminist Agenda

Country or Regional Level Outcome Descriptors:

Seaweed cultivation, mangrove planting and boat insurances in The Philippines referenced as a success story, both for livelihoods and environmental protection, but has a risk of not being sustainable with climate change or because methods used did not follow learning from external programmes

Drought resilient crop varieties, teaching of agroecological methods drip-irrigation, water reservoirs and climate monitoring stations in the Dry Corridor of CA, ensured better coping mechanisms and higher levels of food security in times of crisis (particularly in higher geographical areas). The results were only reported for short periods of time .

Introduction of family gardens/Huertas (of roots in The Philippines, vegetables and fruits in CA) provided a mechanism to diversify income and increase food intake, and were reported to be sustained for longer times than other interventions.

In The Solomon Islands, Guatemala and El Salvador suggested that savings groups and family gardens (Huertas) became a source of power for them when it allowed them to feed their families and help their communities in time of crisis.

Much of the analysis undertaken as part of the livelihood's outcome does not seem to provide the benefits intended, as it was done too late or resources were limited to implement some findings –activities mainly remained the same.

Saving clubs in The Philippines, Solomon Islands, Nicaragua and Guatemala were able to provide funds for emergency relief/loans (food, medicine and water) during small disasters, as well as supporting education and income. It empowered women who started them and had a say in their use.

Programme Level Outcome Descriptors:

The program's work in partnership with the public and private sector were positive but limited in scope and impact.

Livelihood investments tailored to the existing market conditions were welcomed by social actors and change agents providing tangible benefits to participants, including many women, that helped to reduce their vulnerability.

Community participants reported an increase in their income and livelihood options, but only for short periods of time.

Lack of commercial development expertise and an overemphasis on analysis that change agents, social actors and harvest users did not understand the added value of limited the potential return on livelihood investment.

Livelihood activities directly benefited women and other vulnerable population, and lead to an increase in the range of livelihood options for these groups.

Areas for improvement / Opportunities:

Many of the changes are not quantifiable, so difficult to assess impact and effecriveness.

The programme should find ways to measure the economic impact and cost-efficiency on participants in terms of how much additional income the community gained from participation in the project, the level of savings, the viability and value of loans, the balance sheets of social enterprises, the investment losses due to loss of crops, in order to know how the real impact of the project.

Some initiatives are still in too eerier stages which does not allow the evaluation to measure effectiveness and impact.

Baseline studies were relatively wide-ranging but took too long to complete and were not used consistently for the selection of activities. The program also undertook several analytical tasks, including PCVA, HEA, PCMA, and WEL, in addition to baselines, midlines, endlines, which local partners and communities saw as a duplication of efforts.

Oxfam America should utilise its ongoing processes of context analysis, to form a baseline at the project design stage, rather than well into the implementation period of a specific program. Streamlining different analysis (e.g. using baselines to also make light touch PCVAs) could also help to avoid survey fatigue and increase cost-efficiencies.

Scope of the achievement was limited by the availability of resources or risk aversion from local and central teams.

Oxfam America could innovate around the mobilization of resources for DRR investment to make committees more effective DRR actors. Integration with social enterprises or other revenue-generating initiatives may have some potential here. Doing less, might also allow resources to be available for adaptation.

Domain of change	Aggregated outputs delivered by the programme	Country or Regional Level Outcome Descriptors	Programme Level Outcome Descriptors	Areas for improvement or where change is needed
				Opportunities or positive areas that can be implemented elsewhere

Domain of change	Aggregated outputs delivered by the programme	Country or Regional Level Outcome Descriptors	Programme Level Outcome Descriptors	Areas for improvement / Opportunities
#3: Knowledge sharing, learning and good practices for disaster risk reduction	Annual Impact Reflections per country and region	*Guatemalan local partner changed delivery Methodology to challenges, identified in AIR, for Achí-speaking women were solved going forward.*	The Annual Impact Reflection events brought together Oxfam and national partner staff to share experiences and catalysed knowledge sharing.	Oxfam Teams were uncertain about the objective that was meant to be achieved with them, "further from sharing information". Emphasis was set on "sharing good practices", but few times on analysing how these good practices could be put in practiced.
		Solomon Islands team is investigating the applicability of financing government disaster management personnel as successfully undertaken in Vanuatu.		Harvest users said that learning needs to be Incorporated in their job-descriptions and project planning, with time allocated for it, otherwise useful learnings mentioned in postcards or AIRS won't be put into use.
	Resilience Hub and MEL Team consolidates learning and helps to transmit information	*Lack of resources (particularly time), did not allowed for learning to be incorporated regularly in programme activities, or to be considered in the adaptation of the programme.*	Resources set for data analysis, could have mainstreamed, in order to create cost and time-efficiencies to be used for cross-country and regional learning.	Change Agents and Harvest Users mentioned that emphasis needed to be in delivery of the funds, and without sufficient time or more economic resources to implement learnings, postcards and AIRs were consulted but learnings not necessarily implemented.
	Post-card and other online sharing mechanisms	*Postcards were indeed more innovative and motivating mechanisms to share best practices and evidence from other domains of change, but there was no evidence about how they were used to change other programmes.*	Despite the programmatic focus on learning and knowledge sharing there is limited evidence to demonstrate added value from Resilience Knowledge Hub model, the effective and timely use of surveys or a proactive approach to innovation.	Oxfam can support such ideas with the creation of a low cost and regular online knowledge sharing communication platform to exchange experiences and challenges allowing teams to learn from each other, but that go beyond sharing experiences and talk about how to implement them.
	Analysis and training done as part of other domains of change, and regular reporting mechanisms.	*Trainings implemented as part of the other two domains of change also facilitated exchanges between community leaders, which helped to increase their motivation but did not allowed sufficient time to share best practices or discuss ways to improve the project.*		Trainings were full of content and did not allow sufficient time to go in-depth into some of the best practices from some of the communities
	Implementation of Feminist Agenda	*Learning also helped to influence the implementation of a feminist agenda and improve the equity-focus of response(s) and project activities.*	Some promising innovative activities developed in individual countries were shared with other countries implementing the program.	Oxfam may also wish to reconsider its risk appetite relative to innovations to better support experimentation at the field level. A venture capital approach would help to encourage and nurture the practice of innovation.
		Vulnerabilities of women and girls identified doing ERF response in ERF, helped to consolidate food security and sustainable livelihood for female stakeholders and female-headed households, together with additional work on gender equality, prevention of SGBV, creation of safe spaces for women, and integration of safe programming in other ERFs.		When some promising activities were identified (saving clubs, climate monitoring, water management) communities and partners that expressed interest were told that resources were not available to allow implementation.
				Learning is already an activity within the programme ToCs, but resources are allocated to find and document training, but not in review how or where it can be implemented. As with the ERF, flexible resources need to be set to ensure that what is learnings can be applied.

Domain of change	Aggregated outputs delivered by the programme	Programme Level Outcome Descriptors	Country or Regional Level Outcome Descriptors

			Areas for improvement or where change is needed
			Opportunities or positive areas that can be implemented elsewhere

#4: Emergency Response Fund

Aggregated outputs delivered by the programme	Programme Level Outcome Descriptors	Country or Regional Level Outcome Descriptors
ERF as a flexible and quick funding mechanism	The ERF was utilised multiple times in both AP and CA enabling rapid response to often overlooked disasters, reducing the negative impact of the event on targeted communities and helping Oxfam and its national partners to leverage additional institutional funding.	*The flexibility of the MACP funded ERF was a significant benefit as it allowed Oxfam to utilise highly conditional funding to good effect (Typhoon Phanfone, Typhoon Kai-tak, Mindanao earthquake, Volcán el Fuego).*
ERF funding mechanism respond to small to medium-scale disasters in the countries or regions of the programme.		*ERF useful for areas overlooked by the humanitarian system (small to medium scale responses).*
		ERF promoted both tested and innovative responses, able to achieve quick responses to disaster (multi-purpose cash using pre-paid visa cards, emergency shelter materials, sleeping kits, hygiene kits, water vouchers, others).
	Oxfam national partners also reported that their credibility was strengthened at the national and local level and that they now have capabilities that they could not have had otherwise.	*ERF also embodies the commitment to local humanitarian leadership, Oxfam has taken steps to transfer some design and decision-making capacity to national partners through the establishment of Quick Response Funds.*
ERF incorporated learning and innovation		*ERF tried to deliver nexus approach, linking up humanitarian and development initiatives: CDCs were used to help identify the most vulnerable people who should benefit from humanitarian assistance and to validate the selection process.*
Humanitarian, Feminist and Safeguarding Principles/Strategies.	The ERF also followed feminist principles in its implementation.	*Facilitated conversations around harmful masculinities and gender-based violence (GBV), created safe spaces and mechanism to report cases of GBV, and aid materials were evaluated in relation to its appropriateness for women and girls.*
		Oxfam and its partners included safeguarding mechanisms to respond to likely increases in GBV, including mechanisms to respond and transfer cases, as well as psychosocial support to victims.
Knowledge and training from DoC#1, DoC#2 and DoC#3	Oxfam's community-based approach and pre-existing partnerships were utilized to design, validate and implement locally led responses.	*Oxfam partners said they received knowledge and capacities they had not received before in any of previous responses, including strong focus on feminist approaches, and thorough consideration of Do Not Harm and Trauma. Consortia approach taken was also successful and lead to others imitating.*

This mechanism should be mainstreamed within a wider range of programmes as an institutional tool to better respond to humanitarian crisis.

Similar flexible approach could be applicable for other domains of change, particularly at the time of using learning and best/bad practices.