Evaluation of Humanitarian Protection and Direct Humanitarian Support Programme in Central Mindanao, Philippines

Full Report

Oxfam GB Programme Evaluation

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Commissioned by: Oxfam GB

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Executive Summary

Oxfam's Humanitarian Protection Programme in Central Mindanao is a highly relevant and appropriate programme that addressed the needs of 17 conflict affected communities in the municipalities of Pikit, Pagalungan and General Salipada K. Pendatun (GSKP) through a combination of direct service delivery, capacity building of community actors and formal authorities and the creation of a favorable environment within formal and informal institutions for the promotion and protection of civilian rights and entitlements. The strengths of the programme are primarily anchored on the following: good and accurate needs assessment and targeting of beneficiaries, employing a participatory approach that has built ownership of the programme and engendered participation and partnership at the community and local government level, timely delivery of services, commitment to building partnerships and high level of staff competencies.

It is a great achievement that impact is already being felt in many communities supported by the programme. Without doubt, the programme’s integrated approach of combining livelihoods, public health and direct action towards free and informed decision-making was able to significantly address the needs of the IDP communities thereby contributing to an improvement in their overall well-being. However, it is the view of the Evaluation Team that the scale and durability of such impacts could be increased by addressing the following concerns:

- **Synergy of projects** - The greatest impact could be felt in GSKP and Pikit where there has been an integrated approach to delivering the programme’s objectives. In contrast, the limited or lack of sustained livelihood interventions in Pagalungan could be seen to jeopardise the gains made in FID in these communities.

- **Significance and reach of impacts** - Small-scale livelihood projects, especially those focused on supplementary income generation appear in some cases to be producing very small increases in income. The net effect of these gains may be offset by increases in the cost of living currently being experienced in the region. It may be possible to expand the scope and reach a larger percentage of target population if future livelihood interventions focus on fundamental issues of access to and sustainable management of natural resources, rather than on a wide range of small-scale income generating projects. The promotion of sustainable fishing practices intimately linked to fisheries resources management currently being done in Panusolen is perhaps a good model to pursue. There may also be a need to maximise the creation of added value to products and access higher value markets. Ideally too, these projects should be linked to existing resources and knowledge found in the community.
Gender Mainstreaming - There are already building blocks from the ground level programme experience in livelihood and public health from which to develop a more solid understanding and framework for gender mainstreaming and women empowerment. While it is true that ordinary women are increasingly getting involved in the economic sphere and the management of community care system, they still have to contend with various cultural and religious beliefs and values that promote deeply embedded gender-based power asymmetries and discrimination. It is therefore important that any humanitarian and development programme continue with raising awareness among women of their rights and agency and in changing male attitude toward women. This could be done more effectively by mainstreaming women’s rights into IDP rights education and infusing these with cultural and religious elements that promote gender equality.

Scaling up impacts through sustained Advocacy - The programme has demonstrated the benefits of working closely with local government units (LGUs) in the implementation of the projects. Here, the benefits have included legislation of ordinances, access to financial, material, and human resources, and support for the smooth implementation of the project support. It is evident that the logical next move is to link the gains at the community-level to change policies at the macro-level that drive poverty and conflict in Central Mindanao. In the same vein, Oxfam needs to improve engagement with provincial level government bodies.

Investing in Sustainability - All the communities visited by the Evaluation Team were unanimous in saying that it is premature for Oxfam to phase out its programme and that they still needed continued support from Oxfam and their local NGO partners. This seems reasonable especially because most of the rehabilitation efforts have taken place only in the last two years. Community beneficiaries have expressed the need to acquire more technical and management skills to scale up existing livelihood projects as well as to develop creative and effective negotiating skills vis-à-vis duty bearers and formal authorities. Two years is certainly not enough to ensure economic resilience and achieve sustainable livelihoods, especially in the context of a fragile economic based coupled with recurrent political instability. Oxfam therefore needs to seriously consider investing more strategically in these communities if it is serious about the sustainability and institutionalization of its humanitarian and development actions.
Oxfam has been implementing a humanitarian programme in war-torn Central Mindanao since 1998. The long-running war between government and MILF rebel forces has had devastating impact on its population.

Oxfam has received a series of grants from the European Commission Humanitarian Organization (ECHO) in 2000, 2003 and 2004 to respond to the humanitarian needs of conflict-affected communities in Central Mindanao. In 2005, ECHO provided a new grant covering seven months to continue and consolidate the project gains, and simultaneously facilitate exit from programme areas. The project entitled ‘Consolidation of Humanitarian Protection and Direct Humanitarian Support in Three Municipalities in Central Mindanao’ forms the culmination of the humanitarian programmes implemented by Oxfam in Central Mindanao. As a condition of this grant, Oxfam is required to carry out an external evaluation to interrogate the final impact resulting from the projects that ECHO has supported since 2000.

**Objectives of the External Evaluation**

This document presents the final report of the External Evaluation conducted between July and September 2006. The Evaluation sought to critically assess the development, implementation and achievements of the programme against stated priorities and objectives (in accordance with the terms and conditions) of the different grants received by Oxfam from ECHO.

Specifically, the evaluation aimed to:
- Assess the **effectiveness** and **timeliness** of programme interventions, especially the ‘free and informed decision’ as an approach to increase protection of civilians
- Identify **strengths** and **weaknesses** of Oxfam’s ways of working and programme approaches
- Identify the **results** (outcomes/impact) of the programme intervention/s, both intended and unintended
- Identify **lessons** learnt and to be learned from programme implementation
- Describe and analyse **perceptions** of community women and men, and local authorities, from the programme areas about the role of the European Community in promoting dialogue, peace and development.
- Develop **recommendations** for the priorities and approaches for the next phase of Oxfam’s work in Central Mindanao
Methodology

The evaluation was designed using participatory processes that would allow different stakeholders involved in the programme to express their views and perspectives. A **purposive sample** of respondents was identified using the following categories:

<table>
<thead>
<tr>
<th>Category</th>
<th>Respondents</th>
<th>Data-gathering Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community beneficiaries</td>
<td>Direct Household beneficiaries</td>
<td>Focused Group Discussion (FGD)</td>
</tr>
<tr>
<td></td>
<td>Service Providers (e.g., health workers, school teachers)</td>
<td>Key Informant Interview (KII)</td>
</tr>
<tr>
<td></td>
<td>Local government Officials/Traditional Leaders (e.g., religious leaders)</td>
<td>KII</td>
</tr>
<tr>
<td>Other partners/counterpart agencies</td>
<td>Government Agencies</td>
<td>KII</td>
</tr>
<tr>
<td></td>
<td>INGO/Donor agencies</td>
<td>Interview</td>
</tr>
<tr>
<td>Oxfam</td>
<td>Senior management</td>
<td>Interview</td>
</tr>
<tr>
<td></td>
<td>Programme Staff</td>
<td>FGD</td>
</tr>
<tr>
<td>NGO Partners</td>
<td>Staff</td>
<td>FGD/Interview</td>
</tr>
</tbody>
</table>

Of the 17 barangays covered by the Humanitarian Protection Programme, the Evaluation Team, in conjunction with Oxfam staff, selected five communities as sample sites based on the following criteria:

- Priority was given to communities that had relatively significant engagement with the Oxfam programme – recipient of all services (Public Health, Livelihoods, Free and Informed Decision)
- Mode of delivery (Direct operational vs with/through partners)
- Beneficiary size
- Demographic features – combination of Moros, settlers and mixed ethnic groups
- Impact of conflict – e.g., displaced, host, returned and resettled communities
- Other practical considerations – security, accessibility and receptiveness to the evaluation

Based on the above, the following barangays were selected: Panusolen and Badak (in GSKP, Maguindanao province), Bulik (in Pagalungan, North Cotabato) and Dalengaoen and Takipan (in Pikit, North Cotabato).
Fieldwork for data gathering was conducted from 8-15 August 2006. The Evaluation team conducted community-level Focused Group Discussions (FGDs) exploring on the following themes: (1) perceptions of community issues, problems, opportunities, (2) perceptions of Oxfam and its Humanitarian Programme, (3) views of most significant changes brought about by their projects/activities, including negative and unanticipated changes, perceived weaknesses, and (3) areas for improvement in the future. These were complemented by key informant interviews and review of documents and reports.

The respondents for the Key Informant Interviews were selected from among Local Government Unit (LGU) officials, village leaders (both formal and traditional), religious leaders, and service providers such as teachers, health workers and the local police. (See Appendix 1 for Data Gathering Instruments and Appendix 2 for Documents Reviewed.)

Holding separate FGDs for men and women proved difficult to do given the limited time allowed for fieldwork. It is important to note, however, that there were oftentimes more women participants, and the team did not encounter much difficulty in encouraging women to voice their opinions during the mixed FGDs.

<table>
<thead>
<tr>
<th>Method</th>
<th>Respondents</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>FGD</td>
<td>Beneficiaries</td>
<td>12</td>
</tr>
<tr>
<td>KII</td>
<td>LGUs, service providers</td>
<td>32</td>
</tr>
<tr>
<td>FGD</td>
<td>Oxfam staff, NGO partners</td>
<td>3</td>
</tr>
<tr>
<td>Individual Interviews</td>
<td>Oxfam senior staff¹</td>
<td>4</td>
</tr>
<tr>
<td>Interview</td>
<td>Other organizations (INGOs)</td>
<td>3</td>
</tr>
</tbody>
</table>

The Evaluation Team’s initial findings of the evaluation were presented to Oxfam staff and managers in a validation meeting held on 14 September 2006 in Cotabato City. Results of the validation have been incorporated into this final report.

Reflections on evaluation

The Evaluation Team was composed of three members possessing a good range of complimentary skills and backgrounds relevant to the evaluation. They were supported by three Oxfam staff who helped organize the logistics of the visits to partners and communities, provided advice on security measures and cultural sensitivity of the

¹ The Evaluation Team sought the views of the two previous programme managers by sending out an electronic questionnaire, but unfortunately got no response.
evaluation process, and assisted in translation and documentation of the community-level interviews/FGDs.

The evaluation benefited enormously from the excellent relationships that exist between Oxfam and its partners. Oxfam staff and partners were highly cooperative during the entire evaluation and helped the team to access a wide range of stakeholders in a very short space of time.

What could be considered as constraining factors of the Evaluation include the following:

- The limited time prevented the team from visiting all communities assisted by Oxfam.
- In developing the instruments, the Evaluation Team aimed for simplicity and comprehensiveness. Thus, a generic set of exploratory questions was used to suit the range of projects visited. The instruments worked well but there was a lack of time to systematically tailor-fit the instruments to each project visited which occasionally produced more general information than desired.
Oxfam has been providing relief, rehabilitation and development assistance to conflict-affected communities in Central Mindanao since 1998, focusing on food security, water, sanitation and public health promotion, education, peace building and capacity development for partners at different levels.

From October 2004 to May 2006, Oxfam implemented a Humanitarian Protection and Direct Humanitarian Support Programme in the municipalities of Pikit and Pagalungan (in North Cotabato province) and General Salipada K. Pendatun (GSKP in Maguindanao province) with funding support from ECHO. Oxfam used a broad range of interventions that linked the creation of a more favorable environment for internally displaced populations (IDPs) and returnee’s rights and entitlements with direct service delivery and capacity development of duty bearers and community actors to ensure the sustainability of the interventions and create an enabling environment for conflict reduction initiatives.

**Key development issues in the region**

The contextual analysis contained in the programme documents submitted for funding to ECHO in 2004 identified the key problem in this manner: Civilians are unable to live securely in their home areas or are unable to return because of the following:

- Although there is increased awareness amongst the agencies responsible for civilian protection and security (Government and Philippines Commission on Human Rights (PCHRI)) there remains a lack of understanding of the rights to basic services, information and security of the IDPs, returnees and host communities by the different actors, and appropriate actions are not being taken to fulfil these requirements.
- There continues to be a lack of reliable and neutral information available on the entitlements (as detailed in the UN Guiding Principles on Internal Displacement, UNGPID) vis-à-vis support and services for basic needs that should be available for IDPs and returnees.
- There is a breakdown of protective systems to address incidents of violence, coercion and deprivation, such as acts of harassment, arbitrary detention and conflict crossfire as well as economic concerns, which force people to return to insecure areas. A number of IDP communities have also been forced to return by local political pressure.
The continuous cycle of displacements has reduced the capacity of civil society and traditional conflict reduction mechanisms to assist the communities to liaise with those responsible in order to deal with their problems. 

- Inadequate access to safe water, sanitation facilities and public health services resulting in increased health risks for current and returned IDPs.
- Lack of livelihood options limit the choices available to IDPs and returnees and often force people to stay in insecure areas.

The problem statement was slightly revised in the October 2005 Extension Phase, as follows:

- Although there is increased awareness amongst the agencies responsible for civilian protection and security (Government and Philippines Commission on Human Rights (PCHR)) a lack of capacity to implement the rights to basic services, information and security of the IDPs, returnees and host communities by the different actors remains.
- IDPs and returnees remain unsure how to tackle incidents of violence, coercion and deprivation such as acts of harassment, arbitrary detention and conflict crossfire as well as economic concerns which force people to return to insecure areas, and the protective systems are not fully functional.
- Inadequate access to safe water, sanitation facilities and public health services resulting in increased health risks for current and returned IDPs.
- Lack of livelihood options limit the choices available to IDPs and returnees and often force people to stay in insecure areas.
- Minimal support for food production and low level of capacity of IDPs and returnees to diversify income and livelihood options, limits the availability of food and income at the household level.

As part of the External Evaluation, participants were asked to recall the situation prevailing in their communities at the start of the humanitarian programme. The following table presents an aggregate picture of the responses shared by beneficiaries, key informants and programme staff:

<table>
<thead>
<tr>
<th>Context</th>
<th>Pre 2004</th>
<th>2004 onwards</th>
</tr>
</thead>
<tbody>
<tr>
<td>General context</td>
<td>Recurrent outbreaks of armed conflict peaking in 1997, 2000 and 2003 accompanied by recurrent cycles of massive evacuations and temporary return of IDPs (both Moros and settlers)</td>
<td>Ceasefire agreement between GRP and MILF signed in July 2003</td>
</tr>
<tr>
<td></td>
<td>High degree of uncertainty, fear, instability</td>
<td>Majority of IDPs have returned or resettled, although some have remained in ECs</td>
</tr>
<tr>
<td></td>
<td>Disruption of children’s schooling</td>
<td>There is relative peace and increased sense of stability</td>
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<td></td>
<td></td>
<td>Post-emergency response or rehabilitation was deemed in</td>
</tr>
</tbody>
</table>
## Context

<table>
<thead>
<tr>
<th>Pre 2004</th>
<th>2004 onwards</th>
</tr>
</thead>
<tbody>
<tr>
<td>as schools were used as Evacuation Centers (ECs)</td>
<td>order - Livelihoods rehabilitation was an expressed need amongst IDPs</td>
</tr>
<tr>
<td>Increased burden for women as men were deployed as CAFGUs</td>
<td>Shift of Oxfam’s CMR Humanitarian Programme focus towards rebuilding/rehabilitation and strengthening past interventions</td>
</tr>
<tr>
<td>Government agencies at the local level, notably the DSWD had very insufficient resources and capacity to respond to the scale of humanitarian needs</td>
<td>Increasing awareness of IDP rights amongst civilians and responsible agencies but still limited action</td>
</tr>
<tr>
<td>Increase in the number of local and international NGOs with emergency response as interventions - food, shelter, water, health, psychosocial counseling</td>
<td>Peace negotiations between GRP and MILF still on-going; ancestral domain remains as a sticky issue</td>
</tr>
</tbody>
</table>

## Health

<table>
<thead>
<tr>
<th>Pre 2004</th>
<th>2004 onwards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor shelter facilities in evacuation centers (ECs)</td>
<td>Increased hygiene awareness and improved health practices amongst IDPs who received earlier interventions in PH</td>
</tr>
<tr>
<td>Poor health awareness and practices</td>
<td>Increased access to safe water and sanitation facilities</td>
</tr>
<tr>
<td>Limited access to health services from the RHU</td>
<td>LGUs especially the RHU could already be tapped for health activities</td>
</tr>
<tr>
<td>Poor water and sanitation facilities in ECs and host communities</td>
<td>Active participation of women IDPs in health and hygiene promotion</td>
</tr>
<tr>
<td>High incidence of diarrhea and other water borne diseases due to absence of potable water and sanitation facilities</td>
<td></td>
</tr>
<tr>
<td>Food blockades in some areas</td>
<td></td>
</tr>
</tbody>
</table>

## Livelihoods

<table>
<thead>
<tr>
<th>Pre 2004</th>
<th>2004 onwards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disruption of livelihood activities due to displacement as main sources of livelihoods and income (e.g., crops, livestock, farms) became inaccessible due to presence of military or armed groups; in other areas access was possible but only in a very limited way (soldiers imposed curfew on civilians)</td>
<td>Upon their return or resettlement, IDPs key concern was rebuilding their life and community but had very limited livelihood options</td>
</tr>
<tr>
<td>Massive loss of productive assets (cash crops, farmlands, farm animals, livestock) and damage of permanent crops</td>
<td>they were confined to traditional livelihood activities (fishing, farming) and agricultural production was constrained by the lack of appropriate farming technology</td>
</tr>
<tr>
<td>IDPs forced to sell their assets at very low prices</td>
<td>Families wanted to return to farming to secure their farmlands</td>
</tr>
<tr>
<td></td>
<td>Decreased participation of women in farming but they became active in other income generation activities</td>
</tr>
<tr>
<td>Context</td>
<td>Pre 2004</td>
</tr>
<tr>
<td>------------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Safety and Security</td>
<td>- General feeling of fear and lack of safety amongst IDPs to return to their places of origin; fear of being caught in crossfire; fear of being suspected as rebel or sympathized</td>
</tr>
<tr>
<td></td>
<td>- Movement/mobility of men and women IDPs were curtailed/limited</td>
</tr>
<tr>
<td></td>
<td>- Rampant incidence of looting, cattle rustling due to presence of military and criminal groups</td>
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<tr>
<td></td>
<td>- Poor governance, inactive participation of LGUs and line agencies, civilian mistrust of formal authorities</td>
</tr>
<tr>
<td></td>
<td>- Absence or inadequate preparedness plans</td>
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<tr>
<td></td>
<td>- Moro communities were suspected of being MILF supporters by the military</td>
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<tr>
<td></td>
<td>- Destruction and loss of important documents such as land titles, birth certificates</td>
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<tr>
<td></td>
<td>- Lack of human rights awareness amongst IDPs</td>
</tr>
<tr>
<td></td>
<td>- Many forms of violations of basic rights - arbitrary arrests, torture, salvaging/ killing among men IDPs</td>
</tr>
<tr>
<td></td>
<td>- Set-up of emergency preparedness activities such as ensuring safety of livestock and crops during evacuations</td>
</tr>
<tr>
<td></td>
<td>- Initial phase of alternative technology trainings for men and women conducted in the ECs (e.g., Bio-intensive gardening introduced even in the Evacuation Centers)</td>
</tr>
<tr>
<td></td>
<td>- Severe loss of cash income</td>
</tr>
<tr>
<td></td>
<td>- Men’s limited mobility (due to fear and insecurity) resulted to the shifting of roles in the economic sphere; more women became main income earners as men had very limited access to their farms</td>
</tr>
<tr>
<td></td>
<td>- Government support to livelihoods and income generation was almost absent or extremely limited</td>
</tr>
<tr>
<td></td>
<td>- Emergence of alternative sources of income (e.g., young women were employed as domestic helpers in the town centers, peddling)</td>
</tr>
<tr>
<td></td>
<td>- Increased participation of children in income earning to support their families (Child Labour)</td>
</tr>
</tbody>
</table>
To address the prevailing situation, Oxfam’s humanitarian programme identified three sectors or result areas:

**Public Health** - Reduce public health risks through strengthening of linkages between community health structures and local government health systems in the provision of water and sanitation facilities and public health promotion activities;

**Access to Information and Decision-Making** - To support and promote access to neutral and reliable information in order to create mechanisms whereby IDPs and resettled/retumed peoples are able to negotiate for their rights and entitlements.

**Livelihoods/Food Security** - Enhance access to food security and livelihood opportunities through assistance to families affected by conflict to re-develop their economic capacity and decrease their vulnerability. This was done through supporting agricultural and aquaculture rehabilitation, providing livelihood assistance and facilitating community links with appropriate and responsible local government units and agencies. It also encouraged diversification and development of alternative livelihood options, which are appropriate for the conflict-affected communities like organic farming.

### Table 1 - Summary of Objectives, Beneficiaries and Expected Key Results

<table>
<thead>
<tr>
<th>Project</th>
<th>Ensuring humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
<th>Consolidation of humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Duration</strong></td>
<td>12 months (October 2004 – December 2005)</td>
<td>7 months (November 05 – May 06)</td>
</tr>
<tr>
<td><strong>Target Communities</strong>*</td>
<td>17 barangays in 3 municipalities</td>
<td>17 barangays in 3 municipalities</td>
</tr>
</tbody>
</table>

*From 2004-2005, ECHO grant covered the sectors of Public Health and FID while Oxfam Catastrophe fund supported the livelihoods component. During the extension phase (Nov 2005 - May 2006) ECHO supported all three sectors.*)
### Project

<table>
<thead>
<tr>
<th>Project</th>
<th>Ensuring humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
<th>Consolidation of humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Beneficiaries</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pikit</strong> - 2,131 families; 8 barangays Takepan, Kalacakan, Dalengaoen, Rajamuda, Bagoiinged, Buliok, Lagundi and Ginatilan</td>
<td><strong>Pikit</strong> - 2,426 families; 8 brgys Takepan, Kalacakan, Dalengaoen, Bagoiinged, Buliok, Lagundi, Ginatilan and Rajamuda</td>
<td></td>
</tr>
<tr>
<td><strong>Pagalungan</strong> - 865 families; 3 brgys Kudal, Bagoiinged and Buliok</td>
<td><strong>Pagalungan</strong> - 1,045 families; 3 brgys Kudal, Bagoiinged and Buliok</td>
<td></td>
</tr>
<tr>
<td><strong>GSKP</strong> - 2,855 families; 6 brgys Sumakubay, Badak, Laolao, Pansulen, Mibpandacan and Lansangan</td>
<td><strong>GSKP</strong> - 3,247 families; 6 brgys Sumakubay, Badak, Laolao, Pansulen, Mibpandacan and Lansangan</td>
<td></td>
</tr>
<tr>
<td><strong>Total number of direct beneficiaries</strong>: 5,851 families</td>
<td><strong>Total number of direct beneficiaries</strong>: 6,718 families</td>
<td></td>
</tr>
</tbody>
</table>

### General Objective

- To ensure that IDPs are safe, have access to basic services, and are able to make free and informed decisions regarding movements and entitlements.
- To contribute to the safety of IDP, their ability to make free and informed decisions regarding movements and entitlements and to contribute to their access to basic services.

### Specific Objectives

- **General**
  - To ensure IDPs affected by conflict in 17 barangays of CMR are able to make free and informed decisions regarding their movements, and have access to public health provision, through direct assistance and working with local government.
- **Sector 1 - Public Health and Water and Sanitation**
  - Enhanced capacity of LGU and RHU to plan and implement public health activities
  - Water and sanitation facilities in communities established and maintained

### Key Results

- Communities and duty bearers have increased awareness of IDPs' and civilians' rights during conflict, including basic services, and on this basis civilians are better able to access information and make free and informed decisions regarding their movements.
- Community health structures linked with LGU health system and incidence of water borne diseases decreased.

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3 In its proposal to the ECHO, Oxfam describes ‘duty-bearers’ as those responsible for ensuring rights are upheld, who bear this duty. In this programme this refers to the state and agents of the state.
<table>
<thead>
<tr>
<th>Project</th>
<th>Ensuring humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
<th>Consolidation of humanitarian protection and direct humanitarian support in 3 municipalities in CMR</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td><strong>Sector 2 - Food Security</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Partnerships between communities, government and other technical groups functioning so communities can avail of technical support and other livelihood opportunities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Agricultural practices diversified and income generation activities established, improving income opportunities.</td>
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<tr>
<td></td>
<td></td>
<td><strong>Sector 3 - Specific Actions - Protection</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Government bodies cooperate with communities to facilitate implementation of community protection plans</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Communities have increased confidence to engage with LGUs, NGOs, other stakeholders and conflict actors to coordinate interventions and strengthen humanitarian protection.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Conflict actors aware of community protection issues.</td>
</tr>
</tbody>
</table>
The Terminal Reports submitted by Oxfam to ECHO in January and May 2006 contain a full list of significant changes resulting from the Programme. It is beyond the limitations of this evaluation to verify all these and other changes attributed to the Programme. Instead, the evaluation aimed to look at changes occurring in a small number of communities in an attempt to see if impact (generally defined as ‘significant changes in people’s lives’) is being achieved, identify the types of impact, and explore any issues that these may reveal. The evaluation team carried out FGDs and key informant interviews in the five communities visited. Outcomes and impacts were identified by asking community representatives what changes they had experienced in their lives that they associated with the programme, followed by questions to explore the reasons for the change/s.

**Impact at the Community-level**

In the community FGDs conducted in the five barangays, participants expressed the view that their over-all well being has improved brought about by significant improvements in their health status, livelihoods and security and safety. The beneficiaries clearly attributed these significant changes to the support of Oxfam. An overwhelming majority of the key informant interviews at the barangay and municipal levels also verified these changes.

**Health**

FGD participants in Barangay Panusolen, GSKP perceived a decrease in the outbreaks of diarrhea, measles, skin diseases and worm-infestation amongst children due to the increased access to safe drinking water, an over-all improvement in environmental cleanliness in the barangay as well as an increase in the health and sanitation awareness and practices of community members.

In Barangay Badak, GSKP participants were proud to note that the marked improvement in sanitation was brought about by a reduction in the practice of open defecation in their community due to the availability of toilet facilities. Also, the construction and/or rehabilitation of foot bridges provided easier access to the latrines even during the rainy season.
In Barangay Dalengaoen, Pikit town, beneficiaries reported the following: ‘We now know how to make and use herbal medicines and other first aid remedies and this minimized the need to purchase medicines from outside.’ ‘We were taught the proper distance (minimum of 30 meters) between water points and latrines in order to prevent contamination.’ There is greater appreciation of the importance of birth spacing and having smaller number of children amongst spouses as a result of the Family Planning seminars.

The Barangay Health Volunteers interviewed in Barangay Buliok, Pagalungan observed that the trainings and seminars they attended greatly helped build their self confidence and gave them the opportunity to become more involved in the concerns of their community (‘we used to be indifferent in what was going on’). In addition, they said the water and sanitation facilities installed have contributed to changing health and hygiene practices of community members such as bathing, defecating and fetching water from the river for domestic consumption.

In Barangay Takipan, Pikit town, the safety and convenience enjoyed by women and children in collecting water was cited as another significant change brought about by the programme.

Oxfam’s programme staff reported similar impacts mentioned above. They mentioned the drastic decrease in the incidence of water borne diseases as a most important achievement, alongside the training of a pool of health volunteers capable of health promotion activities at the barangay level. They noted the marked improvement in the health and sanitation practices of beneficiaries at the household level as well as feeling more secure that the water from the water points is safe and potable.

**Livelihoods and Food Security**

In the realm of livelihoods and food security, it appears that the promotion of Organic and Diversified Farming has provided the most significant impact across the five barangays by decreasing the cost of farm production and reducing indebtedness of farmers to agricultural traders. In addition, beneficiaries also mentioned an improved sense of health, believing that the gradual shift to organic farming helped mitigate the ill effects of using petro-chemical fertilizers and pesticides on their health and the environment.

In Dalengaoen, beneficiaries who received farming inputs (seeds and fertilizers) are now setting aside part of their harvest in order to have seeds for the next planting season. The shift to organic farming allowed the beneficiaries to ‘save’ from the lesser
use of conventional inputs (e.g., fertilizers and pesticides) which enabled them to pay-off long-standing debts.

In Badak, interviewees too saw a clear attribution between the adoption of organic farming on the one hand and the decrease in production costs on the other. According to several farmers interviewed, they used to borrow from traders 8,000-10,000 pesos (USD 160-200) worth of fertilizers and chemical pesticides for every hectare of rice. When they shifted to organic farming, the cost of raw materials was drastically reduced to 500 pesos (USD 10) per hectare, which went to the purchase of raw sugar, cane or coconut vinegar, and spices, among others.

Other significant changes cited by the beneficiaries in more than one barangay are the following: the variety of income-generating projects (IGPs) such as duck raising, soap making, vegetable gardening, salted egg and balut making have given women access to new income sources; households enjoy improved diets due to availability of food such as fish, vegetables and eggs (from vegetable gardening, fish cage culture and duck raising projects); and a slight decrease in household expenditures (‘we no longer have to buy soap for washing clothes and bathing because we produce our own soap and even sell these to neighbors’).

In Barangays Buliok and Takipan, women beneficiaries reported that the goat dispersal project has provided them a source of cash during times of emergencies (e.g., the goats could be sold in times of illness) but the sustainability of this will depend on the continued propagation of the animal stock. To date, however, the livestock project have had limited success due to the death and/or theft of animals.

In Panusolen, beneficiaries mentioned the reduction of destructive fishing methods among fishers which they attribute to the seminars on sustainable fishing practices (e.g., use of mesh size) and the passing of a barangay fisheries management ordinance regulating fish size and fishing methods.

Oxfam staff saw a marked improvement between the beneficiaries’ economic situation now compared to what it was at the start of the programme. It is clear that the different livelihood activities and income generating projects introduced by the Programme have given members of the livelihood groups more options for income earning and diversification.
Box 1
Women’s Soap making Project
Barangay Lao-Lao, GSKP

The project provided the women’s group an initial capital as follows:

<table>
<thead>
<tr>
<th>Production Cost for 70 bars of bath soap</th>
</tr>
</thead>
<tbody>
<tr>
<td>½ kilo caustic soda</td>
</tr>
<tr>
<td>2.5 liters edible oil</td>
</tr>
<tr>
<td>100 li silicate</td>
</tr>
<tr>
<td>100 ml glycerine</td>
</tr>
<tr>
<td>avocado</td>
</tr>
<tr>
<td>1/8 kilo salt</td>
</tr>
</tbody>
</table>

Total Production Cost  Php 218.50

The livelihood group produces 70 bars of bath soap which they sell to their neighbors and the local sari-sari stores at Php 5.00 per piece. A member who sells a bar of soap gets a one peso share per bar of soap sold.

Gross sales = 350.00 (70 x 5 pesos)
Less capital = 218.50 (set aside for use as revolving capital)

Net income = 131.50/production cycle

Since the women’s group can produce an average of four (4) production cycles in one month, they are able to earn a gross sale of Php 1,400 per month. The amount of Php 847.00 is deducted as production capital and set aside as a revolving fund. The net income of Php 526.00 is divided based on the following scheme:

Net income/month = Php 526.00
Share for member-seller = 280.00
Organization’s share = 246.00

Individual members’ income will depend on the number of bars they can actually sell. The organization’s share is projected for use as a savings fund that women members can borrow in times of emergency or to serve as capital for other income-generating project that the group will decide to undertake.

The soap making project is so far on its 3rd month.
Oxfam distributed 8 female and 2 male ducks per member-beneficiary. During the egg-laying season, a female duck produces an average of seven (7) eggs a day or 49 eggs per week. The ducks can lay eggs for up to six months in a year, depending on water and weather conditions. Duck raisers along the Liguasan Marsh are more successful due to the abundance of food such as snails, duck weeds and small fishes.

An egg is sold at Php 4.00/piece. A beneficiary earns an average of Php 196.00/week or Php 784/month.

Currently, women sell the fresh duck eggs directly to the market and neighbors. Some are also eaten by the household members.

The women members have attended balut and salted egg making seminars and are studying the marketability of these products in GSKP, where salted egg is sold for 7.00/pc and balut for 10.00/pc.

As a way to expand the reach of the project in their barangay, women beneficiaries donate two eggs per week to their group/organization. These are given to other women in the barangay who are interested to raise their own ducks. The recipients hatch the eggs. Currently, there are already 60 women members in the livelihood group and still expanding.

Women members contribute 2 eggs/week to the group/organization to be given/extended to other women who would like to have ducks. The interested women can hatch the eggs (by hens or ducks) and raise them. Currently, the livelihood group has 60 women members and still expanding.

**Security and Safety**

In all the barangays visited, beneficiaries expressed feeling more secure and safe because of a heightened awareness and assertion of their rights as civilians. “Mindalinaw,’ the radio programme aired by MPC, was cited by the community respondents as an effective source of reliable information and advisories that helped them feel more secure and safe. IDPs have gained greater confidence to engage with and lobby government officials regarding these rights thereby making them pro-active citizens, a significant turn-around from their previous mode as passive victims of armed...
conflict. These changes are manifested in the following responses shared by community members and key informants in the different barangays:

Barangay Panusolen:
- we learned about our rights as IDPs
- we do not get afraid easily and are less intimidated
- we know whom to approach for help when we hear news of conflict; we will no longer evacuate easily
- our barangay officials are easier to mobilize now on our behalf (e.g., to verify news of hostilities or another war breaking out)

Barangay Badak:
- we now know our rights
- we have gained confidence and have found our ‘voice’ as civilians
- the seminars on IDP rights helped minimize fear because it taught us the means to verify or validate information that reach us
- peace and order in the community has improved after Badak was declared a ‘zone of peace’ by the local officials

Barangay Buliok:
- we are aware of our rights and could stand up for them
- we are less afraid of the military (‘whenever the military would come to the village, we used to hide from their view; now we could face them and know how to explain/assert our rights)

Barangay Dalengaoen:
- we are now more confident and less hesitant to speak out
- we used to be afraid to express our views for fear of being branded as rebels or sympathizers; we realized it is possible to dissent if there are valid reasons to
- we are now capable of resolving local level disputes at the barangay level with the active involvement of the barangay officials
- relations in the community have improved; the Culture of Peace (COP) seminars have reduced discrimination and biases between Moros and settlers
- we can now approach government officials for support and resources

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4 Barangay Badak was declared a ‘zone of peace’ by the local government officials of GSKP as part of the CIDA-funded LGSP project facilitated by CO Multiversity, a former partner of Oxfam
Barangay Takipan:

- Improved relations within the community, specially between Moros and Christians; we learned how to respect each other despite our differences in culture and religious beliefs
- The barangay is more peaceful now
- There is increased vigilance among the citizens to assert the barangay as a ‘space of peace’ vis-à-vis the military and armed groups; community members are more alert to report to the barangay officials any unusual occurrences/faces in their community.
- Improved responsiveness & accountability of local officials; barangay officials are more attentive to investigating reports received from community members (‘Pag may isinumbong ang mga tao sa barangay, kaagad na nila itong iniimbistiga’)

It is important to note that above changes are confirmed by information from key informants at the municipal level. For example, the DSWD Social Welfare Officer in Pikit town shared the following:

‘The rights awareness and education has helped improve the access to services of IDPs. Compared to previous evacuations (e.g., 1997, 2000), the IDPs now are better served in terms of basic needs and services (e.g., food, shelter, health, schooling), with some communities even receiving psychosocial interventions such as trauma counseling or stress debriefing (not from Oxfam). They are now aware of which agency or LGU official to go to if they hear of news about a possible conflict erupting; they are not as helpless or passive as before.

‘The conflict situation has generally improved with civilians and government better appreciating the importance of peace (kalinaw). The civilian population has better knowledge of their rights and is increasingly getting involved in peace building efforts through the COPs. The COP has helped diminish the biases resulting to improved relations between the Moros and the Christian populations in the seven barangays where the space for peace has been declared.’

Amongst the staff of ICP, MPC and Oxfam, there is a shared view that the following changes have been observed in the communities:

- communities have much better access to reliable, accurate and neutral information and do not rely on just one source;
- increased confidence of the IDPs and local/barangay officials, less fear of the military;
- increased feeling of security (‘communities no longer evacuate easily’);
- increased capacity of civilians to exact accountability from their government and other duty bearers
- Increased capacity of civilians to negotiate with formal and informal institutions at the village and municipal levels
• in Pikit where the barangays have been declared as ‘space for peace’, peace and order has improved; civilians are more conscientious about monitoring the ceasefire and peace negotiations;
• in Buliok, community volunteers of the Bantay Ceasefire continue to document and report violations to the BIC

Women’s Participation

The community level FGDs in four of the five barangays (i.e., Panusulen, Badak, Dalengaoen and Takipan) revealed changes in women’s self-perception and roles in their households and communities as can be gleaned from the following narration:

In the FGD conducted among women beneficiaries in Barangay Dalengaoen (a community composed of Moros and settlers), the participants identified the following changes: women are now more active in the economic sphere (e.g., production and management of farms and gardens); increased involvement in community affairs as a result of women’s new found abilities in leadership, decision-making and negotiation skills, gaining personal confidence, and increased recognition of women’s role in resolving conflicts. Relating and working with other women in the community has developed friendships (amongst Moro and settler women) that gave them a new sense of identity and solidarity as women.

According to the Moro women in Barangay Panusolen, their involvement in livelihood projects such as soap-making, duck raising and gardening have expanded their knowledge and provided them additional means to make money and contribute to family income. More importantly, their membership in the women’s organization (Kislap Kababaihan ng Panusolen) has developed their self-confidence, increased their mobility and expanded their world outside the home, perhaps indicative of the changing self-image amongst Moro women in terms of their role and potentials.

In Takipan and Badak, beneficiaries observed that it is easier for women to participate in meetings and projects such as the health and hygiene campaigns, even as they also noted an increased participation of their men folk in public health activities (e.g., maintenance teams of water pumps). Aside from the obvious health benefits to their families, the installation of water wells reduced the multiple burdens of women as it made fetching water and washing clothes more convenient and safe for women. However, the down side of this is that in some cases, the men no longer take part in collecting water (viewed as a negative effect).
Changes in the gender roles were also identified in the key informant interviews where the DSWD officer in Pikit observed: ‘In my visits to the communities, I have seen the women to be more actively involved in barangay meetings and assemblies. I think this is offshoot of them being trained and mobilized as volunteers (e.g., health, livelihoods, peace building).’

**Other results/outcomes at the community level**

Interviews with staff of NGO partners as well as conversations with key informants at the community and municipal levels also noted wider-level changes as follows:

- The capacity building activities (e.g., trainings and seminars) that always accompanied the services delivered by the programme helped build a sense of ownership and ‘taking responsibility’ amongst the beneficiaries of the programme.

- Volunteerism (locally referred to as ‘bayanihan’) was revived in the community and people re-discovered the value of unity and helping one another to address community problems such as during the construction of water pumps.

- The religious leader in Barangay Panusolen observed that among Muslims, more people now go to the Mosque every prayer time because the water pump installed near it has made it easier for them to cleanse themselves before worship.

- According to the ICP staff working in Pikit (where Moros and settlers from Luzon and the Visayas have co-existed), there is increased recognition and adoption of indigenous conflict resolution mechanisms that are primarily based on dialogue and peaceful negotiations (e.g., the Council of Elders or Islamic religious leaders still exert great influence and are often consulted to mediate and resolve conflicts involving women and men in the community. They cited a verse from the Koran that admonishes parties involved in conflict to resolve this in the soonest possible time).

- Also in Pikit, the ICP staff interviewed observed that the interfaith dialogues and inter-cultural exchanges have promoted better understanding between Moros and settlers and as a result relationships are improving. As one participant explained: ‘Muslims and Christians used to be suspicious of one another. With better understanding and respect for one another now, one can observe Christians assisting their Muslim neighbors during the Duyog Ramadan and Muslims in turn helping out their Christian neighbors during occasions like Christmas or lent. More inter-marriages can also be observed which facilitate easier resolution of inter-ethnic conflicts. (It is not clear to the Evaluators, however, whether the increased intermarriage is a relatively recent occurrence, and whether there might be negative or unintended impacts associated with it in the future.)
**Impact at the Institution level**

Significant changes at the level of organizations and institutions were another level of results explored by the evaluation. This is considered suitable and critical especially since one of the Programme’s explicit intent is ‘responsibilising duty bearers’ through investing in capacity building of duty bearers to ensure the sustainability of the interventions. Towards verifying changes occurring at the institutional and organizational levels, representatives of Oxfam’s partner NGOs (i.e., ICP and MPC) and government institutions in the three municipalities of Pikit, Pangalungan and GSKP were asked to answer a parallel set of questions.

**Significant Changes within Partner NGOs**

Data from the field indicate that the programme significantly contributed to desirable outcomes or changes in organizational practices of the two partner NGOs. In general, the contributions attributed to the Humanitarian Programme pertain to enhancing organizational performance, increasing knowledge and skills amongst individual staff and broadening of framework and approaches of concerned NGOs.

In the FGD conducted with staff members of ICP, they acknowledged that the key contribution of the partnership with Oxfam is that it allowed ICP to have a comprehensive and holistic programme for the IDPs that integrated livelihoods, health and rights education, whereas they used to concentrate on the Culture of Peace (COP) seminars. All three, they further observed, are essential elements of sustainable peace building.

The ICP staff put high premium on gaining increased competencies in Public Health and Livelihoods work brought about by the capacity development activities initiated by Oxfam. The following observations from one staff were confirmed by the other FGD participants: ‘We really did not know very much about the technical competencies or standards required in constructing watsan facilities before we entered into partnership with Oxfam. The same is true for our livelihoods work. We had to learn so much new things along the way. But our involvement in the trainings and seminars conducted as part of the humanitarian programme significantly increased our understanding and technical capacity on such things as water quality testing and monitoring and public health promotion, to name a few.’

The MPC on the other hand acknowledged that its partnership with Oxfam made it possible for the organization to broaden its services for IDPs through the creation of the Bakwit Information Center and the support for the Mindalinaw Radio Programme and other Bantay Ceasefire initiatives. As an organization, MPC likewise gained handles on humanitarian protection as a framework and understanding of UNGPID as a tool for
promoting IDP rights. Finally, MPC also credited learning better financial management and reporting from its partnership with Oxfam.

**Significant Changes within Government Institutions**

Early on, Oxfam recognized that the programme’s direct impact on the capacity of vulnerable people to withstand the effects of conflict is largely mediated by the ability of duty bearers (both state and non-state actors) to perform their roles and responsibilities. Hence the programme put significant emphasis on increasing the capacity of government agencies and their representatives to fulfill these entitlements by facilitating the strengthening of functional and sustainable partnerships and networks between and among IDPs, local government units, line agencies and NGOs, among others, for them to work together towards making humanitarian support and protection responsive to the needs of the communities and appropriate to the conflict situation.

Responses from key informant interviews conducted with representatives of line agencies in the three municipalities suggest significant changes in values and competencies that they ascribed to the programme:

- Oxfam strengthened our values as government workers (MAO, GSKP)
- Our relationship with Oxfam has challenged us positively. We ‘bonded’ with the staff because we conducted joint community visits. We always had to keep pace with them and relied on their resources... It enriched our knowledge and appreciation of disaster preparedness. The trainings given by Oxfam made the barangay officials understand and hopefully practice good local governance. (DILG, GSKP)
- In a real sense, Oxfam helped us in our work during and after the emergencies phase. It also helped us be more accessible to the IDP communities as we joined them in some of their community-level activities. Oxfam’s approach demonstrated to us the importance of organizing and empowering the communities/ beneficiaries. In fact, it should be the government playing that role. (DSWD, Pikit)
- Working with Oxfam strengthened the extension activities of MAO and made the work of field officers a lot easier because organizing, coordination and funding are already taken cared of by Oxfam. We learned the latest in agricultural technologies like organic farming; before we partnered with Oxfam our knowledge in farming is obsolete. We were able to teach farmers about organic farming. We learned that it is better to work with partners because it provides a check and balance mechanism between government and NGOs. (MAO, Pikit)

From the point of view of senior managers and staff of Oxfam, the programme’s efforts to forge direct interface and relationships between the IDP community and municipal line agencies (such as the Departments of Health, Agriculture, Interior and Local Government, Social Welfare and Development, and Commission on Human Rights) has
helped overcome the feeling of isolation and deprivation of IDP communities and improved the level of trust and confidence. It has also developed the capacity of government to become more accountable to their duties and responsibilities as evidenced by the following nascent changes in practice:

- Local government executives have developed awareness of their responsibilities as duty bearers, albeit still in varying levels.
  - In GSKP, the municipal government adopted humanitarian protection into its municipal development plan and has formulated a Contingency Preparedness Plan.
  - DILG representatives are now more open and bolder to publicly discuss use of government revenues with barangay officials (a matter that is still considered sensitive and almost taboo among LGU officials).
  - Policy making has improved at the barangay level where barangay officials have been observed to more consciously seek regular information inputs from line agencies like the RHU, DA, DSWD and DILG. Also, barangay councils hold Council meetings more regularly and are more able to mediate and resolve local conflicts whenever the traditional Council of Elders fails.
- Communities have generated material and technical support from municipal agencies and other technical support groups (research and training centers, other NGOs and donors)
  - beneficiaries now have direct links and can access information from municipal level LGUs (e.g., livelihood resources/ budget available at municipal level)
  - DA technicians directly monitor livelihood projects at the community level (e.g., regular immunization of livestock)
  - Beneficiaries’ livelihood plans are recognized and adopted at the barangay and municipal levels
  - Active participation of the municipal rural health unit (RHU) in barangay-level public health activities
  - Communities have accessed funds from the municipal budget for peace building campaigns
  - Oxfam and ICP conducted UNGPID seminars amongst soldiers of the 40th IB of the Philippine Army
- Improved relationships between informal community structures and formal government structures
  - Community Health Volunteers (CHVs) trained by the programme have been linked to formal mechanisms like the municipal RHUs and are able to access health services directly;
  - CHVs are recognized as partners of RHUs because of their increased capacity in health and hygiene promotion
Negative Impacts

In an attempt to fully account for the range of potential results of the programme, the Evaluation Team specifically inquired about the communities’ perception of negative and/or unanticipated impacts resulting from the programme.

It is important to stress that no significant negative results were attributed to the programme by almost all the different types of respondents. It was only after repeated probing that some respondents shared the following observation:

- ‘Maybe what could be considered as a negative outcome is the envy or jealousy among community members who did not directly receive services or support (e.g., ‘watsan’ facilities and livelihood support), or who have received less than the others’ (DSWD, Pikit)
- Neighboring barangays that are not covered by the Oxfam programme have turned envious of our barangay (FGDs in Dalengaoen, Panusolen and Takipan)

Although the same observation was shared by the Mayor of Pikit, he also explained further: ‘I see no significant negative results, except that not everyone in the community could be provided with services or livelihood support. We just have to accept the fact that you really cannot please everybody.’

Amongst the livelihood projects, it appears that the beneficiaries found the goat dispersal most problematic. In Buliok and Takipan, the community beneficiaries observed that the rotation system of distributing the goat offspring did not work well, lamenting that some beneficiaries have not received their animal up to now. Some of the mother goats reportedly died or were stolen.

Over-all Analysis

It is a great achievement that impact is already being felt in many communities supported by the Humanitarian Protection programme. Without doubt, the programme’s integrated approach of combining livelihoods, public health and direct action towards free and informed decision-making was able to significantly address the over-all needs of the IDP communities.

Overcoming uncertainty and daily deprivations of basic human needs

Oxfam’s Public Health interventions have contributed immensely to improving the living conditions of IDPs. The communities’ increased access to safe water and hygiene facilities could not be under-estimated. This has improved cleanliness and sanitation at
the household and community levels that in turn has contributed to the dramatic decline in morbidity and mortality due to water borne diseases among children.

Oxfam’s additionality in this sector lies in the provision of education that accompanied its services such as the hygiene and health promotion trainings among evacuees. The IDPs’ continued practice and application of the hygiene education they learned from the project in their own households and communities has helped achieve this major change.

In the communities visited, the livelihoods work is progressing at an incremental pace and targeted beneficiaries have a growing sense that they can become self-reliant in their livelihoods in the future. This increase in confidence is attributed to the formation of livelihood groups at the village level, the acquisition of new knowledge and skills (e.g., organic farming technology, sustainable fishing, experimentation on traditional rice varieties), the establishment of demonstration farms to encourage the gradual shift from petro-chemical farming to organic farming, and the communities’ increased capacity to link with government agencies to access much-needed resources and information.

The livelihood projects provided an important lifeline for beneficiaries to re-start their livelihood activities upon their return or resettlement. However, the communities still have a long way to go in this area. The devastation of production assets was just too much, and it will require more work and resources before livelihood resiliency is totally achieved.

**Summounting insecurity and dispossession of basic rights**

From an emphasized sense of helplessness, it is remarkable that there is now an observable increase in the degree of confidence amongst IDPs to represent themselves and to claim their entitlements. This comes from their knowledge and recognition of their identity as rights-holders (no longer powerless victims) and also from a new understanding of government officials and formal authorities as ‘duty-bearers’ who are responsible to uphold, protect, defend and promote the rights of civilians from different forms of violence (illegal arrest, detention, torture, summary execution), coercion (forced evacuation, forced return) and deprivation (denial or absence of basic services and livelihoods).

It is immediately evident that the IDPs have increased confidence about asserting their rights and feel safer to speak out about these rights (compared to a very apparent and generalized sense of fear in the past). In Pikit where seven barangays have been declared as Spaces for Peace, the communities have many times proven their power to assert respect for the spaces of peace towards the warring parties (both military and armed groups).
Transforming institutions

Local government executives now have awareness of their responsibility as duty-bearers, albeit at different levels. At the municipal level, this is most apparent in GSKP where the municipal government adopted Oxfam’s protection framework into its Municipal Contingency Preparedness Plan.

There is better relationship between informal community structures and formal government structures and institutions. An example of this would be the health volunteers organized at the barangay who have now been recognized by the RHU at the municipal level. The health volunteers are now used by the RHU as a resource and a direct link to the people in their barangays.

Transforming unequal gender relations

Through their active involvement in their organizations and livelihood projects, women IDPs perceived an increase in their personal/individual capacity to earn an income and participate in community concerns. They have taken steps to traverse beyond their private domestic sphere and expand their social networks with other women in the community. More importantly, the experience of displacement (i.e., the hardships and suffering brought about by the war, including the prolonged absence of men while women and children stayed in the evacuation centers) had forced women to make decisions on their own and led them to assume leadership positions in the public domain of the community.

Are the impacts likely to be sustained?  

The programme, especially in the last seven months (extension phase), has taken deliberate and painstaking efforts to build mechanisms that will ensure sustainability of the programme’s gains. A key mechanism for this is the formation of mutually beneficial partnerships with local government units, line agencies and development organizations accompanied by capacity building at various levels. However, a range of views was expressed about the likelihood of sustaining impacts brought about by the programme to date.

At the community level, beneficiaries and LGU officials alike saw these gains as substantial but still incremental, and that it is still premature for Oxfam to phase out its support from their areas. “It is not yet the right time!” was the common feedback

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5 Sustainability is defined as the ‘extent to which benefits achieved [by the project] can be continued in an appropriate way after outside assistance has ceased’
expressed by community members and local officials whenever the above question was posed by the Evaluation Team.

- “Oxfam should not leave us yet. We are still hungry for more knowledge that has been denied us for a long time. We also want to extend the support we got from Oxfam to other members of the barangay who equally need the support so we hope Oxfam will help us expand the capacity of our organization.” (Panusolen FGD)
- “It is too early for Oxfam to leave us. We are just starting to regain hope. We need to expand our knowledge and technical skills.” (Badak FGD)
- “We don’t need dole-outs anymore. We asked Oxfam to periodically visit us even as they transfer to a new set of project sites. If possible, they should still allow us to participate in the seminars they organize for the other barangays.” (Dalengaoen FDG)

The same view is shared by ICP staff in the flowing manner: “The various activities undertaken by the programme in the last two years have made a difference in the lives of people. However, these gains need to be sustained lest it face the danger of being reversed. It would be a waste if this happens. We hope Oxfam could be more strategic, comprehensive and longer-term in investing its resources instead of just conforming to funding-driven project timelines.”

From the response of the Oxfam staff, it appears that the work in the barangay level in GSKP and Pikit have far better chances of sustainability for four reasons:

- It is in these barangays where a significant number of Community Health Volunteers have been trained and have been integrated into the formal Rural Health Unit (RHU) system.
- It is also in these barangays where the people have successfully lobbied for the integration of their protection plans into the municipal development plan and the LGU has allocated the mandated funds (5% of the Internal Revenue Allotment, IRA) to support the implementation of these community protection plans.
- The direct links and engagement now existing between the barangay-level Human Rights Action Officers (BHRAOs) and the Commission on Human Rights at the regional level are seen to increase chances of sustainability as they perform monitoring, documentation and reporting functions of rights abuses at the community level.
- Finally, the ‘Space for Peace’ in Pikit has captured the imagination of a critical mass of the community advocates and continues to gain support from the government, military and the MILF.

However, there is less indication that impacts at the municipal level LGUs are likely to be sustained as of yet. There are a lot more to accomplish in transforming local government units and agencies towards exacting greater accountability and reliable public service.
**What else is needed to increase likelihood of sustainability?**

It is interesting to note that instead of material inputs, majority of community beneficiaries gave foremost value to development actions that will further increase their human capacities (e.g., additional knowledge and skills). They strongly expressed the desire for more capacity development support in order for them to develop creative and effective ways of engaging and negotiating with duty bearers and formal authorities. An FGD participant from Badak best expressed this in the following manner: “We want to bring our rights awareness to a higher level by learning how we could actually exercise these rights in our every day life. How do we assert? How do we fight for them? What actions could we take if they are denied?”

In addition, community beneficiaries also expressed the need to acquire more technical and management skills to scale up existing livelihood projects (e.g., organic farming, marketing of IGP products, enterprise development especially for women and the out-of-school youth) and further improve their health status (access to affordable medicine; promotion of traditional medicine).
The earlier chapter of this report documented the significant impact of the programme at the community level in terms of improvements in health status, livelihoods, security and safety as well as changes in the practices of partner organizations and institutions.

This chapter will look into the programme effectiveness (i.e., ‘the extent and the manner to which the project objectives have been achieved’). It will look into the appropriateness of the objectives, strategies and activities of the programme vis-à-vis the needs of the beneficiaries. It will also look into the strengths and weaknesses of the approach and methods, partnerships, staffing and processes for monitoring, evaluation and learning.

**Review of Programme Design and Strategy**

When the current humanitarian protection programme began in October 2004 the main problems of the conflict-affected communities were the following:

- Lack of capacity of the different actors in the community and institutional level to implement the rights to basic services, information and security of the IDPs, returnees and host communities;
- Increased health risks for current and returned IDPs because of inadequate access to safe water, sanitation facilities and public health services;
- Limited availability of food and income at the household level because of minimal support for food production and low level of capacity of IDPs and returnees to diversify income and livelihood options;
- Protective systems were not fully in place and functional thus IDPs and returnees remain unsure how to tackle incidents of violence, coercion and deprivation such as acts of harassment, arbitrary detention and conflict crossfire as well as economic concerns.

In order to address the situation Oxfam explored a broad range of interventions that worked towards finding durable solutions to the suffering of conflict-affected populations. This was done by linking the creation of a more favorable environment for IDPs and returnee’s rights and entitlements with direct service delivery. As the programme developed, it eventually shifted from direct service provision to increased capacity building of duty bearers and community actors to ensure the sustainability of the interventions and create an enabling environment for conflict reduction initiatives.
The programme’s main strategies towards achieving these are:

Public Health - Reduce public health risks through strengthening of linkages between community health structures and local government health systems in the provision of water and sanitation facilities and public health promotion activities;

Livelihoods - Enhance access to food security and livelihood opportunities through assistance to families affected by conflict to re-develop their economic capacity and decrease their vulnerability. This was done through supporting agricultural and aquaculture rehabilitation, providing livelihood assistance and facilitating community links with appropriate and responsible local government units and agencies. It also encouraged diversification and development of alternative livelihood options, which are appropriate for the conflict-affected communities like organic farming.

Access to Information and Decision-Making - To support and promote access to neutral and reliable information in order to create mechanisms whereby IDPs and resettled/returned peoples are able to negotiate for their rights and entitlements;

**Linking the understanding of the problem with the findings of the assessment and operation**

In order to be effective and achieve success it was critical that the programme was able to link its understanding of the problems in the conflict-affected communities and its assessment of the different sectoral situations to the operationalisation of the programme strategies. In order to address the issues identified in the needs assessment and the problem statement, Oxfam focused its interventions on building the capacity of community actors and duty bearers to manage and sustain the interventions in the areas of public health and water and sanitation, livelihoods/food security, and Free and informed decision making.

**Working on the ground**

Each component team worked with community actors and government officials at the barangay and municipal levels to understand community dynamics and governance as basis for laying down the mechanism for service delivery and the creation of a more favorable environment for IDPs and returnee’s rights and entitlements.

**Partnership/Ownership**

Oxfam facilitated the strengthening of functional and sustainable partnerships and networks which are fully owned by the communities while developing practical
partnerships with LGUs and line agencies, including the Departments of Health and Agriculture.

**Networking/Linkaging**

It also worked at various levels of critical links between and among IDPs, LGUs and line agencies, INGOs and NGOs, for them to work together towards making humanitarian support and protection responsive to the needs of the communities and appropriate to the conflict situation.

**Iterative**

It was expected that as these partnerships became strong they will help build the capacity of the formal authorities through stimulated local level coordination and joint action and thus improve the ability of government to provide the enabling environment required for peace at the grass roots level. The progress of these varied initiatives was dependent on the capacity and attitudes of the officials in the different areas.

**Understanding of the strategy by the Senior Managers and Staff**

A clear understanding of the programme strategy by the programme managers and staff is critical in determining the effectiveness and success of a programme. The Humanitarian Protection Programme in CMR has evolved through the years and has developed iteratively. A key Oxfam senior programme manager described the beginnings of the programme in this manner,

‘Since 2000, we have always used the combination of direct operational work and working with and through NGO partners, and therefore the challenge has always been to seek the right balance between the two. As a development agency, Oxfam has always seen its role as one of building and strengthening local capacity of communities and development NGOs and more recently of government. However, as a humanitarian organization our other mandate is to provide immediate relief from suffering and so there is also the pressure to do things fast and with quality.

‘In the beginning our humanitarian work in CMR focused on ‘watsan’ and public health promotion. By 2001-02, we added a livelihoods component, hoping that there was a decline in the hostilities and the evacuees would soon be facing the challenge of rehabilitation. The public health and livelihoods are fairly straight-forward – i.e., direct service/support provision coupled with capacity building on technical knowledge and project management, and linkaging with LGUs and other service providers for greater access to relevant resources’.
Change in Strategy

Prior to 2003, the programme had little engagement with the government at the level of advocacy. There was hesitation from the programme staff because 1) as an international organization, Oxfam should not intervene with national issues; 2) their own understanding of the sensitive context operating in Central Mindanao made them think it was too risky for Oxfam to do this directly and 3) there was limited confidence in their own competencies for carrying out such linkages and advocacy roles effectively.

The breakthrough came in 2003 when Oxfam’s Regional Protection Adviser came to work with the CMR staff and selected NGO partners towards developing the programme’s humanitarian protection framework. By this time, Oxfam was fully cognizant of the challenges posed by its unintentional failure to address the needs of the IDPs for humanitarian protection using a rights-approach.

In 2004, a programme review was conducted and strategic shifts to add a ‘protection framework’ were made. Then, again in 2005 the programme strategy was revisited and the ‘protection framework’ was reaffirmed. Thus, the ECHO program represented a major institutional shift in thinking in Oxfam’s humanitarian work with the infusion of the ‘protection framework’. With a stronger recognition of a rights-based approach in humanitarian emergencies, the programme coined the goal of ‘responsibilising duty bearers’ as a focus of its engagement with government. The idea is for Oxfam not to take over the functions of government as providers of services but rather to develop their capacity to become more effective and to become more accountable to their obligations.

The initial goal then was to build a network for increasing IDP rights awareness within the International Humanitarian Law (IHL) and UN Guiding Principles for Internal Displacement (UNGPID) framework. The framework then had the following key elements:

- educating civilians on their rights and entitlements and capacitating them to attain and enjoy these;
- exacting government’s responsibility to respond and protect and uphold IDPs rights;
- exacting responsibility of warring groups to respect rights of civilians.

The Free and Informed Decision (FID) strategy of mobilizing the Commission on Human Rights (CHR) and Department of Interior and Local Government (DILG) to exact accountability from the local chief executives was a fairly recent innovation.

Oxfam’s senior managers and staff are united in this view that even as they continue to deliver services in public health and livelihoods, it should be in a manner that will allow
the civilian beneficiaries to exact accountability from government and other duty bearers. This has proved effective for it taught and enabled the community actors to engage with LGU officers and increased their confidence and sense of security in the process.

**Ensuring Programme Appropriateness through Good Assessment and Targeting**

It is the Evaluators view that the programme has proven to be appropriate and relevant to the needs of the conflict-affected communities. This key strength is primarily anchored on good and accurate needs assessment and beneficiaries targeting.

Feedback from the community affirmed the appropriate and effective assessment procedures employed by the staff and the accurate targeting resulting from it.

“Okay talaga ang assessment nila kasi bumababa sila sa mga tao, nagpapaliwanag talaga sila ng face-to-face, tapos may katulong sila ng mga leaders na nagiging volunteers sa gawain gaya ng trainings or public health campaigns” (Their assessment is really good because they talk to the people face-to-face with the help of community leaders who eventually became volunteers in training activities or public health campaigns).

The ability “to go down” to the local level and conduct “face to face” consultation and delegating responsibilities enhances the accurateness of assessment and selection of beneficiaries.

“Ganun din ang naging sistema ng Oxfam nung nakabalik na ang mga bakwit sa kanilang mga komunidad -- tinanong uli ang mga tao ano talaga ang priority needs nila. At nagbubuo sila ng mga grupo ng mga tao para tumulong sa kanila.” (Oxfam used the same system when the evacuees returned to their communities -- they were asked about their priority needs then Oxfam organized groups of people who volunteered to help them.)

The Municipal Social Welfare Officer of Pikit, a key government partner of the programme further affirmed the effectiveness and accuracy of the assessment procedures employed by the staff,

“Oxfam had very good, reliable assessments to determine beneficiaries’ needs because they really had field-based staff who were generating information using what I would call a CO-approach. Their staff directly talked to beneficiaries and mobilized IDP volunteers at different phases of their response e.g., the conduct of the assessments, distribution and hygiene/health promotion campaigns. In fact, I could say that their assessment results were ‘nearest to the correct’ (compared to other agencies).”
Moreover, the appropriateness and effectiveness of the assessment methods are revealed in its ability to identify needs that may have been otherwise missed by someone who is not culturally and gender sensitive. A beneficiary from the community expressed it in this manner,

“Nang unang dumating ang Oxfam nasa evacuation center pa kami; nagpatulong sila sa amin sa paggawa ng assessment. Nag-identify sila ng cluster leaders para mas systematic ang assessment. (When Oxfam first came, we were still staying in the evacuation center. They asked us to help them do the assessments and were grouped into clusters to make assessment more systematic).

Together with the cluster leaders, they identified what were the needs. Finally they responded with goods that were not being provided by other agencies (e.g., water buckets, hygiene kits especially for women, malong, etc) and of course the very famous ‘watsan’ facilities.”

**Participatory Programme Approach**

Another source of strength of the programme is its participatory approach. It owes its effectiveness to a large measure to a process that is 1) consultative, 2) open to negotiation, 3) cognizant of individual and community capacities and initiatives, 4) has deep understanding and respect for community dynamics, 5) is culturally sensitive, and 6) enhances equal participation of men and women.

This participatory approach is reflected in the following processes and key activities of the different sectoral components:

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<tr>
<th>Public Health</th>
<th>PD/Protection</th>
<th>Livelihood/FS</th>
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<tr>
<td><strong>Process</strong></td>
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<td><strong>Pagalungan:</strong></td>
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<tr>
<td>1. Courtesy calls in community, LGU &amp; other stakeholders</td>
<td>1. End of the ATUP program</td>
<td>1. Assessment</td>
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<td>4. Problem assessment</td>
<td>4. Conceptualization (Oxfam, MPC, IPC)</td>
<td>4. Selection of beneficiaries</td>
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<td>5. Delivery of inputs (seeds, livestock,</td>
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<tr>
<td>Public Health</td>
<td>ID/Protection</td>
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<td>5. Validation/feedback</td>
<td>5. Formulation of program design</td>
<td>farming materials)</td>
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<td>6. Community planning and project design</td>
<td>6. Problem tree / Objectives</td>
<td>Technology trainings (livestock management, gardening, vaccination)</td>
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<td>7. Project implementation</td>
<td>7. Implementation</td>
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<td>8. Monitoring</td>
<td>8. Feedback, planning, evaluation with LGUs and line agencies</td>
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<td>10. Capacity building</td>
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<tr>
<td><strong>Key Activities</strong></td>
<td><strong>Pikit</strong></td>
<td><strong>GSKP</strong></td>
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<td>2. Partnership discussion</td>
<td>2. Partnership discussion</td>
<td>2. Partnership with LGUs</td>
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<td>3. Identification of IMC/CHVs</td>
<td>3. LOA signing</td>
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<td>5. Construction of watsan facilities</td>
<td>5. Joint technology training</td>
<td>5. Delivery of inputs</td>
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<td>7. Volunteers’ training (volunteers’ planning and RHU feedback)</td>
<td>7. Joint evaluation</td>
<td>• exposure trips</td>
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<td>8. Hygiene promotion</td>
<td>8. Formation of sectoral group plans and link to community plans</td>
<td>• formation of livelihood groups with plans (men and women)</td>
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<td>9. Community campaign</td>
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<td>• management training</td>
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<td>10. Water testing</td>
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<td>• coaching</td>
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<td>6. Partnership with DA and Committee on Livelihood</td>
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<td>7. Linking with other technical support</td>
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This approach builds relationship and ownership of the programme and generates participation and partnership at both the community and local government level.

The FID team organized what was called ‘look and see’ visits where government officials from the LGUs and line agencies were invited to visit the communities and have face-to-face discussions with the people on their issues and needs. Because of the good relations they had with Oxfam, the officials felt safe to join these interactions. This process was crucial in breaking the isolation of the IDPs and improved the level of trust and confidence. The strategy worked well in establishing and strengthening direct contacts between the community and the local government and government agencies.

In a workshop to determine the approach utilized by the different components, the staff came up with the following principles and standards that guided their work. The adherence to participatory, consultative and accountability principles is common across the three components. Cultural and gender sensitivity and respect for equal participation of men and women are equally important guiding principles for the approach that the programme employs.
In the delivery of Public Health services Oxfam’s SOP and the SPHERE minimum standard are observed.

**Relationship of Programme Components**

Another strength of the humanitarian programme lay in its capacity to simultaneously provide material and non-material support in all the three sectors. The three main components—public health, livelihoods/food security and FID/rights education—were effective strategies in addressing the humanitarian needs of the conflict affected communities. When the beneficiaries were asked if one of these is more important than the other they were almost unanimous in saying that all three are equally important. However, upon deeper probing some said that the FID component seems to be more important than the other two. The latrines, water pumps, seedlings, ducks and goats that were given by Oxfam will not last forever, according to some beneficiaries, but they argue that if they are informed of their rights and if they are able to exercise this, then they can work/fight for their public health and livelihood needs.

It seems that the issue is not whether one component is more important than the other. What is more important is how one integrates FID i.e., “responsibilising duty bearers” in public health and food security/livelihoods issues and interventions. It is important to realize that while the three components are distinct they are interrelated and they complement and strengthen the impact of each other. The program coordinator of Oxfam’s partner agency sees it this way:

“The complementation of the three components is especially important to the FID component since its effects are not easily evident and does not address the immediate material needs of IDPs. Thus the inter-connection of PH, livelihoods and FID should be understood well by the programme staff and seen and grasped by the community members themselves”.

**Timeliness of Programme Delivery**

Proper timing and timeliness of programme intervention can make or break a programme’s ability to achieve its objectives. Because of the programme’s good assessment and targeting, it was able to deliver interventions at the right time. Beneficiaries from the community validate this observation:

- “Lahat kailangan kaya lahat nakatulong; dumating ang tulong sa panahong kailangan naming ito”. (“Everything that was given to us was needed so everything was a big help. They arrived just at the right time”);
Sa organic farming, matagal na naming gustong balikan ang sistema ng pagsasaka ng aming mga ninuno pero hindi na namin alam kung papaano. Kaya tamang-tama ang serbisyo. Sana nga maski noong wala pa ang gera, tumulong na sila! (We have long wanted to learn the farming system of our ancestors but we did not know how. That’s why organic farming came at just the right time. It would have been better if Oxfam helped us even before the war).

An all male-beneficiary group had this to say:

- “Very timely and very relevant;
- The services/help were given in a timely manner. The farming tools needed for land preparation were given first and when the land was ready and the weather is appropriate, the seeds were distributed. The services were given at the time the people need them most”

**Staff Competencies Enhanced Effectiveness**

The high level of skills and knowledge among the programme staff was another contributory factor for the programme’s effectiveness. **Community facilitation and networking** are core competencies that the programme staff had developed very well. They are most effective in facilitating community participation throughout the entire project process: needs assessment and targeting, community planning, negotiations with community leaders and partner agencies, capacity building, monitoring and evaluation of projects and processes. In addition, the staff are also proficient in the technical aspects of water and sanitation, public health promotion, livelihoods development and FID.

Since most of the staff are locals (i.e., they are from Central Mindanao and almost half are Moros/Muslims), have extensive development experience in Mindanao and are themselves survivors of conflict, they have acquired solid, in-depth understanding, appreciation and respect for the local culture and socio-political dynamics of the communities that were essential to preventing community conflicts and for addressing issues as they happen.

In fact, because of the staff’s skills and competence, the quality of service delivery was not disrupted even when a program decision to shift from composite teams (teams made up of Livelihood, PH, and FID component members) to specialized teams (all members are from the same component) was made. According to a senior Oxfam manager, the shift did not prove difficult because the staff’s competence in community organizing work made them adjust to the situation easily.

Adaptive learning within the programme is excellent. The Country Programme Manager had this to say when asked to describe the programme’s learning system: “Oxfam has had to learn a lot on its feet in terms of the technical competencies required in
Humanitarian work and built its competencies along the way.” The programme benefited a great deal from Oxfam’s international resource/expertise like the Emergencies Support Personnel (ESPs) as well as Filipino and expatriate technical advisers who were periodically deployed in Central Mindanao to help design specific interventions like water and sanitation, hygiene promotion, nutrition and logistics management.

Another manifestation of this ‘learning while doing’ mode is the adjustments that were made in the process of implementing specific aspects of the programme. For example, Oxfam had to rethink some of its livelihood interventions, and withdrew the duck dispersal in some communities around Liguasan Marsh soon after it realized that it was a flash point for avian flu.

The programme built its capacity in the area of livelihoods through networking and linkages with other agencies. The livelihood team leader explained it this way: “Our team had little technical knowledge on such matters as agriculture, livestock raising and all the other livelihood projects that the communities wanted to do. So what we did was to establish links with other organizations and agencies that were knowledgeable and mobilized their expertise. We invited technicians from the DA to serve as resource persons in the community-level trainings. We sent representatives of the livelihood groups on study tours. Looking back, the role we played was really that of facilitation and coordination with line agencies and technical support groups.”

It is clear, however, that Oxfam’s expertise in ‘watsan’ and public health is highly recognized amongst local and international NGOs working in the region. For example, local NGOs and INGOs value Oxfam’s support to water quality testing since it is perceived to be most credible and accessible in the region.

However, both Oxfam management and staff recognized the need for a more comprehensive understanding of the humanitarian protection framework to further improve their competencies for FID work. Oxfam considers the FID as the programme component in which it has the least developed competencies owing to the fact that it is a relatively new concept.

Furthermore, according to one Senior Manager, the programme staff still needs to develop core competencies in partnership management and technical writing. He also observed that Oxfam has to be more proactive and strategic in investing on its staff and programme development needs.

Counter-parting as antidote to dependence

The importance and emphasis given by Oxfam to building community ownership and participation proved very beneficial not only in effective programme implementation but in countering people’s dependence as well. People’s participation that comes in
the form of needs assessment, identification of IDP beneficiaries, locating strategic places for latrines and water pumps and taking part in actual construction of infrastructure facilities were considered as the community's counterparts making people, in some sense, program partners as well and not just mere beneficiaries.

The concept of counter-parting made people appreciate the program more and increased the community’s sense of ownership and accountability. In FGDs conducted with beneficiaries, people have these things to say about counter-parting:

- “Maganda talaga yung may counterpart para mas pahalagahan ang proyekto” (Counter-parting is really important so the project will be valued more).
- “Nagsimula sila (ICP-Oxfam) sa pagtanong sa beneficiaries kung ano talaga ang pangangaiangan. Nagkaroon ng mga pagtitipon sa sitio level. Doon natukoy ang mga projects. Inuna nila ang edukasyon bago ang project para matuto kami kung paano i-manage ito. (ICP-Oxfam started out by asking beneficiaries what they really need. They conducted consultations at the sitio level and there the projects were identified. We were first educated about the projects before they were implemented so we will know how to manage them).”
- ‘Nagtrain din sila ng mga volunteers sa iba-ibang gawain na siyang nagre-echo sa iba pang miyembro.’ (They also trained volunteers for different activities who re-echoed their learnings to other members).”

**Security issues affected performance**

Security issues greatly affected the performance of staff and the community actors as well. It hampered movement of staff and limited their time to integrate with the community and to live in the area. Moreover, since the conflict involved many individuals and groups the staff was obliged to talk to as many stakeholders as possible. However, because of limited movement the staff was most often limited to talking only with the leaders.

The Senior Programme managers and staff think they were least effective in Pagalungan due to higher degree of complexity of the political context which also affected the security.
Ways of Working: Direct Operation and Partnering

Of the five barangays that were chosen as samples for this evaluation, Panosulen and Badak (in GSKP) were serviced through direct operation while Dalengaoen and Takepan (in Pikit) were serviced through partnership with ICP. The program in Bulok (in Pagalungan) was implemented through a combination of both direct operational work and partnership with MPC.

The decision on when to go operational or enter into partnerships is based on two considerations:
- availability and capacity of NGOs that work on the ground work in Oxfam’s chosen program area, and
- the additionality that the NGO will bring to the programme (e.g., the Culture of Peace (COP of ICP and Bantay Ceasefire of MPC are seen to complement the FID work of Oxfam).

In an operational mode Oxfam staff are responsible for all stages and aspects of programme implementation. According to some staff, the operational mode allows for more quick decisions to be made. They also believe that it facilitates programme implementation at a quality that meets Oxfam’s standards.

On the downside, programme managers and staff believe that the operational mode leaves no institutional support for the programme once Oxfam pulls out from the area and thereby lessens the chances of programme sustainability.

On the other hand, Oxfam staff saw partnering as a way to sustain the program gains since local NGO partners can take over the program area once Oxfam phases out of the community. Partnering also facilitates learning from the best practices of local NGOs that could further enrich the effective ways of working of Oxfam. Oxfam also benefits from the partner’s better understanding of the local context and dynamics in project sites when deciding on specific interventions.

The disadvantage of partnering according to CMR staff is the period of “leveling-off” where partners spent ‘long time’ learning the ropes of the partnerships instead of implementing the programs in IDP communities making program impact less felt in the communities.

Immaculate Concepcion Parish (ICP)

Oxfam’s collaboration with ICP started in 2000 when the former gave relief assistance to the IDPs in Pikit but formal partnership only begun in 2002 when ICP’s Rehabilitation Program started. ICP found merit in partnering with Oxfam not only because it shared Oxfam’s concern for IDPs but also because it recognized that health and livelihoods are
really part of peace building work. By collaborating with Oxfam, ICP was given the opportunity to have an integrated and holistic programme for the IDPs that included livelihoods, public health, building relationships and rights awareness.

Moreover, ICP staff acquired new competencies and technical skills in the areas of public health (e.g., water analysis, hygiene promotion), livelihoods, disaster preparedness and IDP protection as a result of its partnership with Oxfam. They were also able to improve their report writing and training modules development skills because of their partnership with Oxfam.

ICP had no participation in the conceptualization of Oxfam’s programme design for the years 2000 up to 2003. ICP was provided a grant to implement some aspects of the programme in Pikit. Beginning 2004, however, Oxfam invited ICP to participate in project development workshops to prepare a joint proposal for ECHO for the current programme.

**Mindanao People’s Caucus (MPC)**

The MPC on the other hand became an Oxfam partner in 2004 after its proposal for FID work in Pagalungan was approved by Oxfam. MPC developed its project design in consultation with Oxfam staff for a better understanding of the humanitarian protection framework and to discuss the finer details of project implementation.

MPC acknowledges that its partnership with Oxfam opened the doors for the establishment of the Bakwit Information Center which is now a big help in its work concerning IDPs. In connection with FID, Oxfam supported MPC’s radio program (Mindalinaw) and Bantay Ceasefire initiatives which increased the projects’ reach and effectiveness.

**Issues in Partnering**

The downside of Oxfam-MPC partnership, according to the latter, is Oxfam’s tendency to micro-manage their project which started during the humanitarian programme’s extension phase. The perceived micro-management of OGB had negatively impinged on MPC’s own ways of doing things. According to MPC, their strategies and work culture were compromised in favor of Oxfam’s. MPC staff took Oxfam’s close monitoring of their work as either a sign of lack of confidence on their ability to implement the program according to schedule or as a genuine effort on the part of Oxfam to immerse in the work of MPC.

Since MPC’s role is limited to the FID component, it suffered from the weak coordination with the other sectoral teams (public health and livelihoods) in Pagalungan. According to MPC’s program coordinator, their FID activities were placed at a disadvantage.
Unlike the material inputs provided to the communities by the public health and livelihood components, the FID was mostly focused on trainings and seminars that did not have immediate tangible outputs. He would have preferred if the livelihood and ‘watsan’ facilities were extended in conjunction with the IDP rights education.

The Oxfam staff also identified several issues from their partnership with local NGOs. Some staff shared their apprehension about local NGO partners getting “Oxfamized” in the process of partnering. This tension oftentimes surface as a result of Oxfam’s vigilant monitoring practices and accountability standards and requirements. Worse, they worry about the perception that local NGOs as merely ‘sub-contracted’ by Oxfam to deliver its programme. Indeed, there is a huge gap in the capacities, access to resources, norms, values and power relations amongst INGO and NGO.

The issue of INGOs (including Oxfam) ‘pirating’ the staff of the local NGO likewise surfaced as an issue in partnership as this further erodes local NGO capacity. (People outside of Oxfam that were interviewed for this evaluation were quick to point out that several key people of various local NGOs are now the staff of Oxfam).

Learning from the experience earlier gained by the CMR programme, Oxfam was quick to realise the limitations of doing the project proposals unilaterally and ‘sub-contracting’ aspects of it to NGOs after funds are received. Thus in 2004, Oxfam sought the involvement of ICP and MPC in developing the proposals through joint project development workshops. This substantially improved ownership as well as skills development not only of the NGOs but also of Oxfam staff.

Despite some limitations however, it is apparent that Oxfam, in its six years of presence in Central Mindanao, has earned for itself a high regard among partner NGOs, communities, LGUs and line agencies, and INGOs in its network.

Partnering has helped build trust and ownership among the programme’s different stakeholders. Oxfam as an international humanitarian agency with strong emphasis on ‘neutrality’ and ‘impartiality’ have placed painstaking effort on building what it calls ‘community acceptance’ in all its programme areas. This required informing all actors (beneficiaries, government, military and the MILF) of its identity and mandate. It also sought to maintain constant communications with government, the military and the MILF to emphasize transparency, autonomy, non-alignment and independence. These explain the generally good relations that Oxfam has with other organizations from the LGU down to the communities in the program areas where they are operating.

All the LGU chiefs and municipal line agencies in Pikit, GSKP, and Pagalungan interviewed by the Evaluation Team acknowledged the work of Oxfam in Central Mindanao and were most grateful for its support to communities not serviced by the government.
In the local NGO network, Oxfam is appreciated for active participation in coordination and/or network meetings within Central Mindanao, as well as for sharing its expertise in ‘watsan’, public health and humanitarian protection.

International organizations like UNICEF and Save the Children Fund -USA that are operating in CMR have likewise established good relations with Oxfam in terms of alliance building, sharing information and security updates. Coordination within the INGO community had also allowed for relative ease in resolving issues of programme overlaps and duplication.

**Monitoring and evaluation (M&E)**

The Humanitarian Protection Programme regularly monitored programme implementation through regular field visits involving discussions with barangay officials and community beneficiaries to seek feedback and information on the progress and quality of implementation. Information generated served as bases for adjusting plans when required.

Community-based monitoring has taken place during the entire programme period which culminated in an evaluation of the impact of the interventions.

At the field office level, M&E was conducted through regular staff meetings, semestral and annual review sessions and review of financial and narrative reports from partners. Donor reports are prepared jointly by Oxfam and local partners. The logframes were a big help in complying with ECHO’s accountability requirements.

Each of the three sectoral teams maintains its own data base and filing system as a part of M&E. The field office is in the process of developing a centralized and standardized data base system for easier storage, retrieval and sharing of information across the teams.

Community beneficiaries and partner NGOs found the capacity building interventions very useful, as was the study tours organized by the programme. There is potential for Oxfam to enhance its information management system as well as improve its M&E as a tool and process for learning.

While this External Evaluation seeks to comply with the donor requirement, its results shall contribute to improving learning, accountability and performance of Oxfam and its partners.
Sustaining Programme Impact

It is a great achievement that impact is already being felt in many communities supported by the programme. Without doubt, the programme’s integrated approach of combining livelihoods, public health and protection together was able to significantly address the overall needs of the IDP communities thereby contributing to an improvement in their overall well-being. However, it is the view of the Evaluation Team that the scale and durability of such impacts need to be enhanced. Otherwise, it faces the danger of being reversed if not obliterated. This is demonstrated by the following:

- **Synergy of projects** - The greatest impact could be felt in GSKP and Pikit where there has been an integrated approach to delivering the programme’s three-pronged objectives. In contrast, the limited or lack of sustained livelihood interventions in Pagalungan could be seen to jeopardise the gains made in FID in these communities.

- **Significance and reach of impacts** - Small-scale livelihood projects, especially those focused on supplementary income generation appear in some cases to be producing very small increases in income. The net effect of these gains may be offset by increases in the cost of living currently being experienced in the region. It may be possible to expand the scope and reach a larger percentage of target population if future livelihood interventions focus on fundamental issues of access to and sustainable management of natural resources, rather than on a wide range of small-scale income generating projects. The promotion of sustainable fishing practices intimately linked to fisheries resources management currently being done in Panusolen is perhaps a good model to pursue. There may also be a need to maximise the creation of added value to products and access higher value markets. Ideally too, these projects should be linked to existing resources and knowledge found in the community.

- **Gender Mainstreaming** - There are already building blocks from the ground level programme experience in livelihood and public health from which to develop a more solid understanding and framework for gender mainstreaming and women

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6 Oxfam turned over the livelihood component to Accion Contra Hombre, ACH another ECHO-funded INGO to avoid duplication
empowerment. While it is true that ordinary women are increasingly getting involved in the economic sphere and the management of community care systems, they still have to contend with various cultural and religious beliefs and values that promote deeply embedded gender-based power asymmetries and discrimination. It is therefore important that any humanitarian and development programme continue with raising awareness among women of their rights and agency and in changing male attitudes toward women. This could be done more effectively by mainstreaming women’s rights into IDP rights education and infusing these with cultural and religious elements that promote gender equality.

- **Scaling up impacts through sustained Advocacy** - The programme has demonstrated the benefits of working closely with LGUs in the implementation of their projects. Here, the benefits have included legislation of ordinances, access to financial, material, and human resources, and support for the smooth implementation of the project support. It is evident that the logical next move is to link the gains at the community-level to macro-level policies that drive poverty and conflict in Central Mindanao. In the same vein, Oxfam needs to improve engagement with provincial level government bodies.

- **Investing in Sustainability** - All the communities visited by the Evaluation Team were unanimous in saying that it is premature for Oxfam to phase out its programme and that they still needed continued support from Oxfam and their local NGO partners. This seems reasonable especially because most of the rehabilitation efforts have taken place only in the last two years. Community beneficiaries have expressed the need to acquire more technical and management skills to scale up existing livelihood projects as well as to develop creative and effective negotiating skills vis-à-vis duty bearers and formal authorities. Two years is certainly not enough to ensure economic resilience and achieve sustainable livelihoods, especially in the context of a fragile economic base coupled with recurrent political instability.

Oxfam therefore needs to seriously consider investing more strategically in these communities if it is serious about the sustainability and institutionalization of its humanitarian and development actions.

- **Ongoing conflict dynamics** - Admittedly, the context of complex conflict and recurrent threat of war is another important dimension in the sustainability of project impact in Central Mindanao, and makes sustainability issues even more challenging compared to non-conflict affected development interventions. The recent impasse in the peace negotiation between the government and the MILF highlights the volatility of the conflict dynamics. This suggests that continuing to invest in capacity building of communities, local governments, and partners remains to be a relevant long-term intervention for it significantly contributes to hastening the development and maturing of goodwill and the sharing of skills amongst stakeholders.
Improving Programme Effectiveness

While the benefits and the impact of Oxfam’s humanitarian protection work in Central Mindanao are already apparent, the evaluation exercise also surfaced a number of gaps and issues that if addressed could take the programme into higher levels of achievement.

- **Greater integration of humanitarian protection programme components at the conceptual and operational levels** - it is evident that the three programme components of Public Health, Livelihoods and FID have progressed on parallel although seemingly separate tracks. Factors contributing to this could include (a) an undeveloped expression/articulation of the humanitarian protection conceptual framework that establishes the concrete links and complementation of the three sectors; (b) the differential modes of delivery of the programme components in the different target sites; and (c) the limited venues for joint planning, coordination and learning that is inherent in maintaining parallel specialist teams. It is vital that these gaps are addressed. Enhancing the programme’s operational planning process is a possible starting point. Aside from planning on the basis of the three sectoral themes, an area-based planning approach has greater potential of forcing convergence at the community level. This approach will also encourage a faster shift to a more strategic, developmental approach and give the programme a more realistic sense of the timeframe that is actually required.

- **Linking community gains to macro policies** - the full potential and influence of Oxfam’s humanitarian protection work could have been realized with a stronger emphasis on policy advocacy beyond the municipal level. Oxfam does have recognition of the importance of policy advocacy but efforts were focused on local level institutions. At the local level, work on policy can be improved by sustaining advocacy among duty bearers to further increase the voice and influence of civilians in local governance. This is especially important given that the political dynamics in Central Mindanao is still largely anchored on the ‘datu system’ and not on the Local Governance Code. Lately, the need to include the Civilian Volunteers Organization (CVO) in advocacy work emerged as the CVO has become a new conflict actor in CMR. It is also necessary to link the gains of their community-based approach to macro-level policies that impact on poverty and conflict in Mindanao (e.g., constraints of the peace process and the possibility that it may not totally address the root causes of the conflict). Similarly, Oxfam need to improve engagement with provincial level government bodies.

- **Developing local capacity** - is a long-term process that cannot be rushed or expedited in a short period of time without endangering relationships of trust and wastage of programme resources. The major challenge that still exists in the current context of Central Mindanao is the limited number of development-oriented agencies/organizations and the limited experience and skills of both government and civil society organizations operating in the region. INGOs like Oxfam, who
advocate a rights-based developmental approach to its work, have no choice but to continue playing lead roles in local capacity building in the medium term.

- **Deepening community processes** - owing to its relatively short duration, the programme was not able to adequately pace some of its activities for the maximum benefit of the beneficiaries. The program’s time constraint forced Oxfam and its partners to expedite program delivery to the detriment, sometimes, of program quality and sustainability. For instance, some IDPs and community leaders said that the short duration of the organic farming seminar that they attended limited the skills they acquired. People would have preferred to learn about organic farming thru a series of modules given once a week for this would have helped them in further appreciating and understanding the subject matter. Also, the relative fast pace in which the programme had to be implemented meant the consultation and organizing processes had to be expedited. People interviewed for this Evaluation stressed the need to organize and strengthen committees w/in the community so people will be better able to manage the project themselves.

- **Inclusiveness** - Oxfam has been good at building partnership. The programme’s effectiveness can be further enhanced if Oxfam sets its sight beyond its traditional partners like the NGOs and recently government. As a principle Oxfam must not do everything; it must link with other sectors and begin to tap the private sector. None of the project sites that were covered for this evaluation had any dealings or interaction with the private sector, other than NGOs, in any phase of the program cycle. As such, the potential of businesses in terms of resources that they can share for the humanitarian work in Mindanao is largely untapped although some Oxfam senior managers have already realized the value of mobilizing big businesses, in the context of Corporate Social Responsibility, to help in the rehabilitation of IDPs.

Engagement with the business sectors especially those operating within or near the conflict areas may also help inhibit some traders and capitalists from taking advantage of the IDPs’ situation. Some evacuees and community leaders complained that businessmen buy their livelihood assets like livestock at a price very much lower than the prevailing market rate every time a displacement occurs and IDPs can only agree to the unfair trade because they have no other options. By linking with the private sector, Oxfam may help mitigate the negative effect of displacement to people’s livelihood as it brings the concept of responsibilized duty bearers to the business people which should also be held accountable and responsible to their host communities. Moreover by linking with other sectors, Oxfam will be saved from spreading itself too thin resources wise.

At the validation workshop with Oxfam staff and managers, the Evaluators were informed that some of these issues are already being addressed in Oxfam’s new project (ATUP).
Strengthening Partnerships

Building partnership is one of the strengths of the humanitarian protection programme. However, there are still key areas for improvement. Some of the areas for further improvement identified by the different stakeholders are:

Coordination/Sharing Information

Some of the partners of Oxfam believe that a starting point for improving coordination is having “… a good understanding of what coordination should really be about.” Coordination also means sharing information. Both the Local Government Units and partner-networks like the Mindanao Emergency Response Network (MERN) share this belief. The DSWD officer in Pikit in particular thinks that Oxfam should share what it sees as gaps and priorities in their project sites so as to, “help make us in the government more attuned and relevant to the needs of the communities”.

Review of Specific Policies

Another area for strengthening partnership mentioned by ICP is with regards certain elements of Oxfam’s security protocols as it affects local partners and communities. In particular, the security policy requiring partners who ride the Oxfam car during joint field visits to sign waivers could be reviewed. Partners feel there is ‘double standard’ in this practice which discriminates other parties aside from Oxfam staff from the same protection which Oxfam staff and managers enjoy.

Another issue that calls for policy review is Oxfam’s policy on funding vis-à-vis government agencies and LGUs. Several local government agencies did not fully understand why they are not eligible to access Oxfam grants. Either Oxfam could fully explain the basis of the policy or the policy may need some flexibility.

It is useful to point out that while some agencies have questioned this policy, there are others who are quick to point out that Oxfam should also be careful about reinforcing the “dole out” mentality amongst government officials.

On the issue of undertaking direct operation and partnering with local NGOs, there are contending views. More government agencies favor Oxfam’s direct operational mode on the condition that there should be ‘more coordination’ with them. On the other hand, beneficiaries and NGOs in general favor both mode of operation- direct and partnering.

Lastly, one partner emphasized the need for joint rest and recreation (R&R) activities between themselves and Oxfam staff to further enhance solidarity and promote strong
partnership. Along the same line, many stakeholders believe that the partnership between Oxfam can be further enhanced by Oxfam’s expansion of its geographical coverage.

**Community needs that have to be addressed in a follow up phase**

Another question posed to the community beneficiaries and key informants was: “If the programme is to continue for another phase, what new emerging issues should be addressed in order to achieve protection/security and well-being of more people in your community?

From the range of responses, livelihoods top the list of continuing needs, followed by education, peace and security, health and infrastructure.

The different needs can also be classified as either short-term or long-term needs. For example, in livelihoods provision of seedlings and distribution of livestock can be classified as short term while promoting organic farming can be classified as long-term. In peace and security matters addressing the problem of cattle rustling and traders who take advantage of buying livestock during the height of a conflict can be classified as short term while addressing the roots of the conflict and promoting a culture of peace can be classified as long-term.
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<tr>
<th>Livelihoods</th>
<th>Agriculture</th>
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<tbody>
<tr>
<td></td>
<td>Encourage government to promote organic farming with its resources</td>
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<tr>
<td></td>
<td>Seedlings distribution (high value crops like mango and coconut)</td>
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<tr>
<td></td>
<td>Provision of agricultural land for organic farming since many IDPs in the area have no land of their own</td>
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<td></td>
<td>Distribution of carabaos for livelihood (people prefer carabaos because they are more useful in the longer term)</td>
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<tr>
<td></td>
<td>Provision of agricultural machineries</td>
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<td></td>
<td>Provision of irrigation facilities</td>
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<thead>
<tr>
<th>Livelihoods</th>
<th>Other livelihood projects</th>
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<tr>
<td></td>
<td>Provision of livelihood capital</td>
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<tr>
<td></td>
<td>Provision of livelihoods especially for women</td>
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<tr>
<td></td>
<td>Livestock distribution (‘should be the same for everybody to avoid jealousy’)</td>
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<tr>
<td></td>
<td>More trainings on livelihood technology (e.g., training for malong weaving)</td>
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<td></td>
<td>Support for marketing and business development</td>
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<tr>
<td></td>
<td>Strengthening of fisheries</td>
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<tr>
<td></td>
<td>Address issue of traders (buyers of livestock) who take advantage of IDP situation</td>
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<thead>
<tr>
<th>Livelihoods</th>
<th>Health</th>
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<tbody>
<tr>
<td></td>
<td>Provision of more health services and facilities (e.g., first aid, medicines)</td>
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<tr>
<td></td>
<td>‘Watsan’ facilities to unserved areas of the barangay</td>
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<thead>
<tr>
<th>Livelihoods</th>
<th>Education and Capacity Development</th>
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<tbody>
<tr>
<td></td>
<td>Provision of more classrooms and school facilities (with clean comfort rooms for students, teacher); provision of more books &amp; chairs</td>
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<tr>
<td></td>
<td>Literacy skills for elders</td>
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<tr>
<td></td>
<td>Leadership development to build accountability of leaders</td>
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<tr>
<td></td>
<td>Youth leadership development (to create a pool of ‘progressive’ leaders from the Bangsa Moro youth)</td>
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<table>
<thead>
<tr>
<th>Livelihoods</th>
<th>Peace and Security</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Address rampant cattle rustling</td>
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<tr>
<td></td>
<td>Support the peace process to realize lasting peace</td>
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<tr>
<td></td>
<td>Promote the “Culture of Peace” programme beyond the GINAPALAD TAKA barangays and declare more ‘space for peace’</td>
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<tr>
<td></td>
<td>More rights education and Human Rights awareness building</td>
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<thead>
<tr>
<th>Livelihoods</th>
<th>Infrastructure</th>
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<tbody>
<tr>
<td></td>
<td>Construct more infrastructures like farm-to-market roads and school buildings</td>
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<tr>
<td></td>
<td>Repair of foot bridges</td>
</tr>
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</table>
Stakeholders’ knowledge of the ECHO/European Community and perceptions of its possible role in peace and development in the region

An overwhelming majority of respondents possessed basic knowledge of ECHO which signifies that the programme has adequately complied with the visibility requirement of the ECHO grants. Both the community beneficiaries and key informants view ECHO as a ‘donor agency that gives funding support to Oxfam’s work on the ground’. They remember the name from the logo attached to the infrastructure facilities and information materials (e.g., billboards) provided by the programme. All respondents consider the ECHO support provided through Oxfam very relevant to the needs of IDP communities.

When asked whether the European Community can play a role in promoting dialogue, peace and development, an interesting range of responses emerged. In summary, the recommendations are grouped into five possible roles that the EC could consider doing:

1. Continue with its donor role
2. Be an advocate for humanitarian protection
3. Influence the donor community at different levels
4. Actively support the peace building efforts
5. Be an advocate for the Bangsa Moro people

<table>
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<tr>
<th>Community Beneficiaries</th>
<th>Continue with Donor role</th>
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<tbody>
<tr>
<td></td>
<td>Continue funding programs for IDPs in Central Mindanao</td>
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<tr>
<td></td>
<td>Support livelihood programmes for women so they can become independent</td>
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<tr>
<td></td>
<td>Should closely monitor the funds given to local NGOs</td>
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<tr>
<th>Support the peace building efforts</th>
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<tr>
<td>Can act as mediator and/or observer in the peace process since EC is influential</td>
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<tr>
<td>EC should lobby in the United Nations to resolve the Mindanao conflict</td>
</tr>
<tr>
<td>Support the peace negotiations between the MILF and Philippine government (GRP); actively participate in the International Monitoring</td>
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### Stakeholders’ Perception of Possible Role for the European Committee

**Team and Bantay Ceasefire as an independent body that will monitor Human Rights violations**
- Exert pressure on the Philippine government to take the peace talks seriously and find thorough going solutions to the armed conflict
- Stop arms trade to the Philippine military since military armaments are likely to end up with the rebel forces and it is what fuels the war

**Advocate for Humanitarian Protection**
- Use their experience as an international donor supporting humanitarian work in the Philippines to influence the GRP; lend their voice to the plight of IDPs at the international level

**Be an advocate for the Bangsa Moro people**
- It will be best if ECHO will just lobby for the independence of the Bangsamoro people instead of giving relief which does not last long
- Influence the peace negotiations towards recognizing the Bangsamoro peoples’ right to Mindanao
- Lobby and influence the GRP to stop human rights violations and uphold the autonomy of the Bangsa Moro People
- Convince the GRP to respect the freedom and basic rights of the Moros

<table>
<thead>
<tr>
<th>LGU officials</th>
<th>Continue funding programmes for IDPs</th>
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<tbody>
<tr>
<td></td>
<td>They should continue with providing funds for the IDPs. (DSWD, Pikit)</td>
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<tr>
<td></td>
<td>Help conserve the Liguasan Marsh by extending assistance</td>
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<tr>
<td></td>
<td>Improve formal and informal education</td>
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<tr>
<td></td>
<td>Support more education programmes in Mindanao to lessen chances of rebellion in the future. Those who take on arms are the least educated. Family planning is also a possible arena that EU can explore. (Pikit, GSKP)</td>
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**Support Peace Building efforts**
- Europeans should be involved in the peace negotiations so they can protect their investment in Mindanao
- promote dialogue for peace and assist in the peace process

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<thead>
<tr>
<th>NGO staff</th>
<th>Promote peace building among the donor community</th>
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<tbody>
<tr>
<td></td>
<td>Influence policy of other donors/the donor community to support the peace efforts of grassroots communities (not just economic development)</td>
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<tr>
<td></td>
<td>Give due recognition and promote good practice and lessons of their partners</td>
</tr>
<tr>
<td></td>
<td>The EU can initiate dialogue on peace</td>
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</table>

**Continue with donor role**
- It can support relief operations to augment the needs in times of emergencies and disasters

| | Influence the donor community in Mindanao |
| | The EU should consider using its influence to serve as a counterpoint to the |
### Stakeholders’ Perception of Possible Role for the European Committee

| Oxfam Staff | neo-liberal development paradigm and agenda espoused by the USAID and World Bank through the Mindanao Trust Fund negotiations  
|---|---|
|   | Use European funding as leverage to influence policy making leading to peace  
| Be an advocate for Humanitarian Protection  
|   | Humanitarian agencies can only reach those accessible (less likely to reach the interior villages) because of safety and security reasons. The EU should use its bilateral relations with the GRP to influence the government to ensure all displaced communities receive humanitarian assistance at all times.  
|   | Promote best practices with other partner-countries  
|   | Promote voices of the IDPs in international bodies  
| Support peace building efforts  
|   | Closely monitor peace and development situation in CMR  
|   | Promote strategies for lasting peace  
|   | Support grassroots initiatives/local organizations e.g., “Bantay Ceasefire, Peace Coalitions; Bring in more players
From the External Evaluation, the Humanitarian Protection Programme can be described as a relevant and effective programme that has demonstrated significant impact at the community level. The programme’s experience and lessons to date has given Oxfam and its partners sufficient impetus to steer the programme into even higher levels of performance and impact in the future. Following are the Evaluation Team’s key recommendations for taking the programme forward:

**On Designing Humanitarian Protection Programmes**

1. Clarify and make more explicit the conceptual and operational link between the three components of the humanitarian protection framework and ensure that the staff and partners possess good handles on this framework. Develop concrete mechanisms to bring about synergy at the community level.
   - Enhance planning processes by combining a sectoral and area based approach
   - Regularly hold joint analyses and learning sessions across sectoral teams

2. Strengthen the appropriate use and combination of different modalities in programme design and delivery (e.g., direct operational and with/through partners)
   - Clarify criteria for selecting programme areas with the end in view that these sites also serve as good ‘pilot areas’ where Oxfam and/or partners can test out innovative protection strategies
   - Develop a Mindanao level advocacy agenda targeting government, donors and the private sector
   - Draw lessons on coordination at various levels

3. Expand FID and link more closely protection work to rights approach
   - Support for indemnification, restoration, reparation of IDPs losses (lives, assets, properties)
   - Support the establishment and capacity development of local rights protection institutions
On sustaining current Programme gains

4. Continue work on the current sites with stronger emphasis on capacity development in livelihoods work and protection to increase the IDP communities’ ability to engage strategically and effectively with LGUs, traditional leaders, policy makers, media
   - Negotiating skills vis-à-vis duty bearers and formal authorities
   - Advocacy, campaigning and mobilization skills
   - Communication skills, including public speaking
   - Technical and management skills to scale up existing livelihood projects

5. Advance and expand livelihoods work
   - Expand the scope, reach and depth by focusing future livelihood interventions on fundamental issues of access to and sustainable management of natural resources
   - Explore sustainable natural resources management as a possible strategic framework for linking livelihoods work, governance and peace building
   - Deepen understanding of the major natural resources systems in the priority geographic areas (e.g., forestry, agriculture and coastal/marine, marshland), integrating the bio-physical, socio-economic and ethnic systems, as basis for developing appropriate strategies for project interventions
   - Maximise the creation of added value to produce and access higher value markets.
   - Continue networking and social infrastructure building; mobilize the private sector to address urgent need for livelihood capital of IDPs; link with business development sectors

6. Scale up impacts through sustained Advocacy
   - Link the gains at the community-level to macro-level policies that drive poverty and conflict in Central Mindanao (e.g., linking conflict, governance and livelihood issues) through increased engagement in networking and policy advocacy at the municipal, provincial, regional and national levels

On responsibilising duty bearers and transforming institutions

7. Continue engagement with government actors and maintain the delicate balance between capacity building and exerting ‘pressure’ to exact accountability and responsive governance
   - Develop change champions from within the different line agencies and invest in their capacity development
   - Expand engagement with provincial level government bodies

8. Deepen analysis of traditional/informal local governance systems and practices that can be a source for building up good practice models for promoting rights and governance
In conjunction with partners, enhance/develop community assessment tools that are sensitive to discovering social and power relations within formal and informal institutions and provide handles on how to effectively navigate these institutions towards transformation.

- Develop better understanding of traditional justice and conflict resolution systems and practices (e.g., the ‘rido’) and explore its potential for advancing protection work at different levels.

**On gender mainstreaming**

9. Build on the programme’s ground level experience and develop a more solid understanding and framework for gender mainstreaming and women empowerment among Moro and settler communities.
- Invest in upgrading the knowledge and skills on gender analysis and gender responsive strategies of Oxfam staff.
- Expand awareness raising among women of their rights and agency and in changing male attitude toward women by mainstreaming women’s rights into IDP rights education.
- Infuse rights education with cultural and religious elements that promote gender equality (both Islamic and Christian).
- Advance gender mainstreaming more effectively by helping partners develop a more nuanced gender gap analysis at the community, household and organizational/project levels.
- Support the development of women’s political leadership within the communities and organisations.
- Help partners clarify gender mainstreaming strategy in their projects (not enough that women are active in the organizations).

10. Support pioneering work on the development of women-friendly livelihood technologies (e.g., lighter and more manageable ploughs or gardening tools).

**On partnership**

11. Develop strategic links with other NGOs, academics, government, private sector within and outside Mindanao for policy level work and for technical advice/exchange on community-based work.

12. Improve and make more consistent face to face explanation of Oxfam policies and reporting requirements to partners.
- Review and clarify policy on funding government.
- Explore and/or experiment funding selective government; develop selection criteria as well as adequate monitoring and accountability mechanisms.
13. Continue to invest in partners' capacity building using a variety of modes
   - Cross-programme learning in country (across technical sectors, advocacy, etc.)
   - Develop more systematic but flexible capacity building plans for partners
   - Continue providing technical expertise to local NGOs on strategic concerns

On Monitoring and Evaluation (for both Oxfam and partners)

14. Enhance knowledge management within the programme by improving information storage and retrieval and dissemination system
   - Improve IT system to ensure reliable access of staff

15. Improve on the programme's internal learning mechanisms such as the semestral/annual internal assessments (e.g., plan for more deliberate learning and analysis)

16. Continue involving partners in programme design, monitoring and evaluation activities as it really does provide a valuable capacity and relationship building opportunity.

On maximizing Oxfam's identity and positioning as an IDHO (international development and humanitarian organization)

17. Use Oxfam's identity as an international humanitarian and development organization as a 'lead voice' in exacting accountability from governments and other duty bearers (local, national, global) and addressing prejudice and discrimination that is very apparent in Mindanao.
   - Increase Oxfam influence on the institutional level (e.g., donor community, multilateral groups) through policy work anchored on its ground level experience with communities and civil society

18. Invest strategically in programme staff development (shift from short-term to longer-term needs)
   - Build understanding of protection framework and competencies
   - Develop advocacy skills
   - Partner selection, relationship building for improvement
   - Oxfam mandate, core values and principles to new staff
   - Gender mainstreaming analysis and strategies that will empower staff to become gender champions
Appendix 2
List of Documents Reviewed

Submitted to ECHO

- Pre-final Report: Consolidation of humanitarian support in 3 municipalities in CMR (April 2006)
- Final Report: Ensuring humanitarian protection and direct humanitarian support in 3 municipalities in CMR (January 2006)
- Grant Agreement: Humanitarian Support and Strengthening Protection for Current and Returned IDPs in 3 Municipalities in CMR, Philippines (January 2005)
- Program Proposal (October 2004-January 2006): Ensuring humanitarian protection and direct humanitarian support in 3 municipalities in CMR (January 2006)
- Program Proposal (November 05-April 06): Consolidation of humanitarian support in 3 municipalities in CMR
- Logframes -

Grant agreements with Partners

- Letter of Agreement with MPC
- Letter of Agreement with IPC

Other Literature

- Multi-Sectoral Forum: “Hear Their Voice, Respond to their Needs” (compilation of experiences and issues of the different sectors in CMR on humanitarian work)
- Contingency Preparedness Plan (GSKP)
- Finding and Recommendation on CMR Programme by Jenny McAvoy, HPA
- Three Humanitarian Principles
- “Getting Real About Governance”, IDS Policy Briefing
Appendix 3  
External Evaluation Design  
Consolidation of Humanitarian Protection and Direct Humanitarian Support in  
Three Municipalities in Central Mindanao  
15 July – 15 September 2006  

This document outlines the basic design and process of the External Evaluation  
for the project entitled ‘Consolidation of Humanitarian Protection and Direct  
Humanitarian Support in Three Municipalities in Central Mindanao’  
implemented by OGB in collaboration with partner NGOs and communities in  
the Philippines.

OBJECTIVES OF THE EVALUATION

The purpose of this evaluation is to assess the development, implementation  
and achievements of the programme against stated priorities and objectives (in  
accordance with the terms and conditions) of the different grants received by  
OGB from ECHO.

Specifically, the evaluation shall seek to:

• Assess the effectiveness and timeliness of programme interventions,  
especially the ‘free and informed decision’ as an approach to increase  
protection of civilians
• Identify strengths and weaknesses of OGB’s ways of working and  
programme approaches
• Identify the results (outcomes/impact) of the programme intervention/s,  
both intended and unintended
• Identify lessons learnt and to be learned from programme implementation
• Describe and analyse perceptions of community women and men, and  
local authorities, from the programme areas about the role of the European  
Community in promoting dialogue, peace and development.
• Develop recommendations for the priorities and approaches for the next  
phase of OGB’s work in Central Mindanao

KEY EVALUATION QUESTIONS

Based on the objectives, the key questions to be explored by the review will  
include the following:
Programme effectiveness and timing

- How appropriate were the objectives, strategies and activities given the needs of the people in the programme sites?
- What has been accomplished thus far by the Programme vis-à-vis programme objectives and targets?
- How responsive has the programme been to changes occurring in its external context?
- What were the main challenges, both positive and negative, and what were the main strengths?
- To what extent have stakeholders participated in the programme cycle?
- How appropriate is the structure or staffing given the programme objectives, programme components and activities?
- To what extent has OGB incorporated learning throughout programme implementation?

Programme Results and potentials for sustainable impacts

- What changes has taken place in the lives of men and women in the communities we work with that could be attributable to the OGB programme to some extent?
- What changes has taken place in the practice of partner organizations (NGOs, CBOs, LGUs, etc)?
- What programme activities/inputs have contributed to these changes?
- To what extent has the communities (men, women, organizations) benefited from the programme inputs?
- What capacities have been developed among men, women, organizations and institutions?
- What are the potentials for these accomplishments and changes to lead towards more substantive changes and impact in the future?

Programme Learning

- What has OGB learned especially in terms of strategy, partnerships and ways of working?
- What have partners and communities learnt from working with OGB?
- What else can be learned from OGB’s experience of utilizing a two-pronged strategy of “humanitarian protection’ and ‘responsibilising duty bearers”

Recommendations for the future

- How should OGB pursue work in the future?
- What aspects of the work should be enhanced? What aspect should be done differently?
METHODOLOGY

The evaluation will use participatory research processes to capture and compare the perspectives of multiple stakeholders. Hence it will involve participants from OGB, partners and communities. A gender sensitive approach will be used in all review activities.

Data gathering will involve the following methods:

- Review of relevant project documents
- Review of baseline data from secondary sources
- Field observation
- Key Informant Interviews (KII)
- Focused Group Discussions (FGD)
- Electronic questionnaire
- Case study of free and informed decision as a protection strategy

A *purposive sample* of respondents will be identified according to the following categories:

<table>
<thead>
<tr>
<th>Nature</th>
<th>Respondents</th>
<th>Data-gathering Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>OGB</td>
<td>Senior management</td>
<td>Interview</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Electronic questionnaire</td>
</tr>
<tr>
<td></td>
<td>Staff implementers</td>
<td>Interview</td>
</tr>
<tr>
<td></td>
<td></td>
<td>FGD</td>
</tr>
<tr>
<td>NGO Partners</td>
<td>Management Team</td>
<td>Interview</td>
</tr>
<tr>
<td></td>
<td>Staff implementers</td>
<td>FGD/Interview</td>
</tr>
<tr>
<td>Partner Community</td>
<td>CBO leaders and members</td>
<td>FGD</td>
</tr>
<tr>
<td></td>
<td>Direct Household beneficiaries</td>
<td>Interview/FGD</td>
</tr>
<tr>
<td></td>
<td>Service Providers (e.g., health</td>
<td>KII</td>
</tr>
<tr>
<td></td>
<td>workers, school teachers)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Local government Officials/</td>
<td>KII</td>
</tr>
<tr>
<td></td>
<td>Traditional Leaders (e.g., religious leaders)</td>
<td></td>
</tr>
<tr>
<td>Other partners/counterpart</td>
<td>Government Agencies</td>
<td>KII</td>
</tr>
<tr>
<td>agencies</td>
<td>-DSWD</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-CHR</td>
<td></td>
</tr>
<tr>
<td></td>
<td>INGO/Donor agencies</td>
<td>KII Questionnaire</td>
</tr>
<tr>
<td></td>
<td>Donor</td>
<td>Questionnaire</td>
</tr>
</tbody>
</table>
The selection criteria and actual sample size will be jointly agreed with OGB taking into consideration resource and time constraints of the entire evaluation.

**KEY OUTPUT**

The final output of the evaluation will be a written report in English that documents what has been learnt and achieved by the OGB programme in Cotabato. The general structure of the report includes, but is not limited to, the following:

1. Executive summary
2. Major Findings
3. Analysis of Key Issues

The final report shall have incorporated comments by OGB and ECHO.

**TIMETABLE**

<table>
<thead>
<tr>
<th>Key Activities</th>
<th>Who</th>
<th>Number of Days</th>
<th>Proposed Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preparatory Activities</td>
<td>OGB Cotabato</td>
<td></td>
<td>Whole month of</td>
</tr>
<tr>
<td>• Properly inform partners and</td>
<td></td>
<td></td>
<td>July 06</td>
</tr>
<tr>
<td>communities about the rationale and</td>
<td></td>
<td></td>
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<tr>
<td>purpose of the upcoming evaluation</td>
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<tr>
<td>• Write letters of introduction of</td>
<td></td>
<td></td>
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<tr>
<td>evaluators to partners, LGUs, etc</td>
<td></td>
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<td></td>
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<tr>
<td>• Provide copies to evaluators of</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>relevant documents/reports</td>
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<td></td>
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<tr>
<td>• Contacting communities and</td>
<td></td>
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<tr>
<td>partners to organize schedules,</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>participants, venue, etc for data-</td>
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<td></td>
</tr>
<tr>
<td>gathering</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>• Arranging logistical requirements of</td>
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<td></td>
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<tr>
<td>the evaluation (e.g.,</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Key Activities</td>
<td>Who</td>
<td>Number of Days</td>
<td>Proposed Schedule</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------</td>
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<tr>
<td>accommodation, transportation, security measures, supplies and materials, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Review of secondary materials</td>
<td>Evaluators</td>
<td>5 days</td>
<td>July 17-24</td>
</tr>
<tr>
<td>• project proposals,</td>
<td></td>
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<td></td>
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<tr>
<td>• operational plans</td>
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<td></td>
<td></td>
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<tr>
<td>• narrative reports,</td>
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<td></td>
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<tr>
<td>• research reports</td>
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<td></td>
<td></td>
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<tr>
<td>• project evaluation reports</td>
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<td></td>
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<tr>
<td>(internal/external)</td>
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<td></td>
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<tr>
<td>• partners’ project reports</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>• minutes of major meetings</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Formulation of evaluation instruments per type of respondents</td>
<td>Evaluation Team</td>
<td>2 days</td>
<td>July 25-26</td>
</tr>
<tr>
<td>• OGB Senior managers in CMR and QC (Interview)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• CMR Staff (Interview and FGD)</td>
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<tr>
<td>• NGO partners (interview and FGD)</td>
<td></td>
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<tr>
<td>• Other partners (e.g., LGU, government agencies, etc. – key informant interview)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Beneficiaries – direct, LGU, traditional leaders, service providers (FGD, key informant interview)</td>
<td>Evaluation Team</td>
<td>5 days</td>
<td>Aug 15-19</td>
</tr>
<tr>
<td>OGB translation to local language</td>
<td>OGB</td>
<td>July 27-30</td>
<td></td>
</tr>
<tr>
<td>Data-gathering (detailed fieldwork schedule to be agreed with OGB)</td>
<td>Evaluation Team</td>
<td>1 day in QC/MM</td>
<td>Aug 2-4</td>
</tr>
<tr>
<td>7 days in Cotabato</td>
<td></td>
<td>August 8-14</td>
<td></td>
</tr>
<tr>
<td>Data Collation and Analysis</td>
<td>Evaluation Team</td>
<td>5 days</td>
<td>Aug 15-19</td>
</tr>
<tr>
<td>Report Writing</td>
<td>Evaluation Team</td>
<td>7 days</td>
<td>Aug 21-29</td>
</tr>
<tr>
<td>Submission of 1st draft</td>
<td>Evaluation Team</td>
<td></td>
<td>Aug 30</td>
</tr>
<tr>
<td>Report presentation/validation</td>
<td>Evaluation Team</td>
<td>½ day</td>
<td>Sept (TBA)</td>
</tr>
</tbody>
</table>
## EVALUATION TEAM

The Evaluation Team shall be composed of three (3) members whose over-all responsibility are to formulate and finalise the design of the evaluation, conduct data-gathering activities, analyse and write the evaluation report. Specific responsibilities of team members are as follows:

**Lead evaluator (Lenore Polotan-dela Cruz)**
- Act as the overall team leader and manages the team processes
- Lead the team in finalizing evaluation instruments
- Lead the Team in implementing the different activities within the evaluation, including conduct of periodic reviews of the evaluation process
- Conduct literature review
- Conduct actual data gathering either individually or with other members of the team
- Coordinates with OGB with regards requirements of the Team
- Finalizes the report and ensures the timely submission of a satisfactory final report

**Co evaluator (Elmer M. Ferrer)**
- Together with Lead Evaluator, serves as main methodological/conceptual resource person within the evaluation team (e.g., propose evaluation framework, methods, analysis)
- Conduct literature review
- Conduct actual data gathering either individually or with other members of the team
- Co-authors the evaluation report

**Research Associate (to be hired)**
- Participates in review of relevant materials
- Undertake assigned data gathering activities
- Data collation

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<table>
<thead>
<tr>
<th>Key Activities</th>
<th>Who</th>
<th>Number of Days</th>
<th>Proposed Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>Submission of written comments</td>
<td>OGB/ECHO</td>
<td></td>
<td>Sep 4-8</td>
</tr>
<tr>
<td>Revision based on comments</td>
<td>Evaluation Team</td>
<td>2 days</td>
<td>Sept 11-14</td>
</tr>
<tr>
<td>Submission of Final Report</td>
<td>Evaluation Team</td>
<td></td>
<td>Sept 15</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>29.5 days</strong></td>
<td></td>
</tr>
</tbody>
</table>
- Assists in report writing

The Evaluation Team will be supported by 2-3 OGB Staff who will serve a **Field Backstopping Staff/Translators** with the following responsibilities:

- Manages and organize the logistics of the local visits to partners and communities
- If required, serves as translater to the local language during community-level interviews/FGDs
- Assists in documentation of field-level interviews/FGDs
- Acts as the main bridge between communities/partners and the team especially providing advice on local culture and customs to ensure cultural awareness and sensitivity of the evaluation process
- Provide advice on security situation and measures to be taken by the team

**CONFORME:**

<table>
<thead>
<tr>
<th>Joel Rodriguez</th>
<th>Lenore Polotan-dela Cruz</th>
<th>Elmer M. Ferrer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oxfam Great Britain</td>
<td>Consultant</td>
<td>Consultant</td>
</tr>
<tr>
<td>Date:</td>
<td>Date:</td>
<td>Date:</td>
</tr>
</tbody>
</table>

