

Rapid Review of DFID's Humanitarian Response to Typhoon Haiyan in the Philippines







Independent
Commission
for Aid Impact

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The Independent Commission for Aid Impact (ICAI) is the independent body responsible for scrutinising UK aid. We focus on maximising the effectiveness of the UK aid budget for intended beneficiaries and on delivering value for money for UK taxpayers. We carry out independent reviews of aid programmes and of issues affecting the delivery of UK aid. We publish transparent, impartial and objective reports to provide evidence and clear recommendations to support UK Government decision-making and to strengthen the accountability of the aid programme. Our reports are written to be accessible to a general readership and we use a simple ‘traffic light’ system to report our judgement on each programme or topic we review.

	Green: The programme performs well overall against ICAI’s criteria for effectiveness and value for money. Some improvements are needed.
	Green-Amber: The programme performs relatively well overall against ICAI’s criteria for effectiveness and value for money. Improvements should be made.
	Amber-Red: The programme performs relatively poorly overall against ICAI’s criteria for effectiveness and value for money. Significant improvements should be made.
	Red: The programme performs poorly overall against ICAI’s criteria for effectiveness and value for money. Immediate and major changes need to be made.

Executive Summary

Super Typhoon Haiyan, one of the largest typhoons ever to make landfall, struck the Philippines on 8 November 2013. Over 6,200 people died. More than 14 million people were affected. 4.1 million people were displaced and 1.1 million homes were damaged or destroyed. Livelihoods and businesses were wiped out. The UK provided £77 million of humanitarian assistance, led by DFID. The UK Government was the largest single donor, responsible for 16% of the total emergency assistance provided.

This Rapid Review is designed to provide timely feedback on the appropriateness and effectiveness of the UK Government's response. While not a comprehensive assessment, this review aims to draw out key messages from observations and interactions with intended beneficiaries and humanitarian actors to promote learning by DFID and its partners.

Overall *Assessment: Green* 

The UK's response to Haiyan was successful. DFID was well prepared to act swiftly and decisively. It mobilised quickly and provided a multi-sector response which met the real and urgent needs of affected communities. The UK was widely praised for its speed, flexibility and expertise. DFID faces challenges, however, in considering how to support the ongoing recovery, given that it does not intend to establish a permanent presence in the Philippines.

Preparedness *Assessment: Green* 

DFID had actively and thoughtfully responded to learning from previous humanitarian crises, especially in relation to DFID's 2011 Humanitarian Emergency Response Review.¹ This resulted in an improved state of preparedness and enabled a speedy and well-planned response. DFID developed a multi-sector approach selecting partners on the basis of its planning and engagement. DFID played a lead role in the response, commensurate with being the largest bilateral donor.

Mobilisation *Assessment: Green* 

Despite not having an existing country presence, DFID was among the first to respond to Haiyan. This enabled it to influence the global system and galvanise support from other donors. DFID's logistical support through military airlifts and commercially-chartered flights proved particularly effective. DFID worked well with the Ministry of Defence and other UK Government departments in a

good example of cross-department co-operation. DFID has the opportunity to build on these successes to strengthen further its capabilities for stockpiling and logistics and enhance its leadership role.

DFID's Rapid Response Facility (RRF) was generally effective at mobilising non-governmental organisations (NGOs). Some delays occurred with NGOs and multilateral partners that might have been avoided with better monitoring and clearer communications.

Impact *Assessment: Green* 

Beneficiaries received life-saving and other urgent help in a timely way – DFID provided material for shelter, food or other direct support for at least 1 million people. Thoughtful and cost-effective niche programmes led to disproportionately positive impacts. DFID's technical and logistics support and co-ordinating role helped to magnify the impact of other players and improved the effectiveness of the overall response, which was evidently appreciated by beneficiaries.

Transition *Assessment: Green-Amber* 

There are significant remaining needs, especially for longer-term shelter and livelihoods. The Philippine Government estimates the cost of the recovery at £5 billion. The United Nations' Strategic Response Plan is underfunded, while NGOs have significant funds from their own appeals to spend in a short space of time. DFID has a relatively small amount of funding available for the early recovery and is considering how best to use this.

A critical issue is that the Philippines is not a priority country for DFID and it does not intend to establish a permanent presence. The UK has, nevertheless, gained considerable goodwill in the Philippines, thanks to the size and effectiveness of its support. There is potential to build on this and influence the resilience agenda.

Recommendations

Recommendation 1: In the Philippines, DFID and the Foreign and Commonwealth Office should support the Philippine Government's reconstruction plan in strategic areas, such as climate change resilience.

Recommendation 2: DFID should build on the successes of this response to strengthen its leadership within the global humanitarian response systems and specifically of its stock-piling and logistics capacity.

Recommendation 3: DFID should use learning from this response to develop a clear strategy for humanitarian engagement where it has no in-country presence.

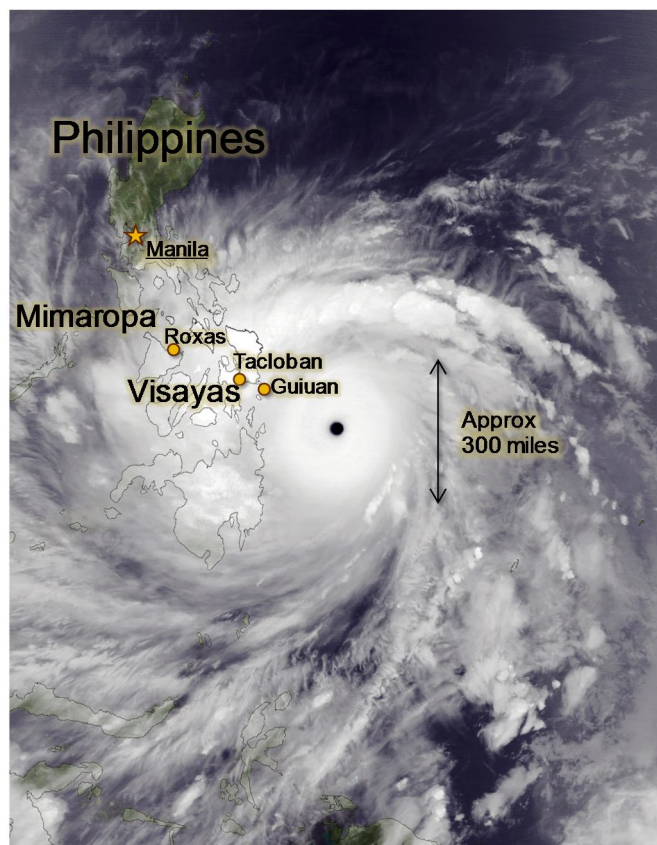
¹ This DFID-commissioned review was led by Lord Ashdown and published in 2011. See *Humanitarian Emergency Response Review*, March 2011, <http://www.dfid.gov.uk/Documents/publications1/HERR.pdf>.

1 Introduction

Super Typhoon Haiyan

- 1.1 Super Typhoon Haiyan, shown in Figure 1, struck the Philippines at 04:40 on 8 November 2013, one of the strongest storms ever to make landfall. Over the next 24 hours, Haiyan cut westward through vast areas of the Visayas and Mimaropa regions. Sustained winds of up to 195 miles per hour devastated villages, towns and cities across the archipelago.² Tsunami-like storm surges flattened coastal areas, including the City of Tacloban. Up to 90% of homes were destroyed in some areas and heavy ships were deposited inland.
- 1.2 More than 14 million people were affected, with 4.1 million people displaced. More than 6,200 people have been reported dead; 1,785 remain missing. During our visit some two months later, bodies were still being found in the rubble in Tacloban. Over 1.1 million homes were damaged or destroyed – the equivalent of all the homes in Birmingham, Edinburgh, Manchester and Liverpool combined.³
- 1.3 Critical infrastructure was damaged; water, electricity and communications were cut off (and remain so in some areas); food stocks were washed away and health facilities could not function. Sea and airports were impaired and roads were blocked.⁴ Many government and non-governmental organisation (NGO) workers, who might otherwise have been first to respond, were caught up in the disaster.
- 1.4 Livelihoods and businesses were obliterated. Coconut plantations were flattened and some 65% of the fishing fleet was destroyed. Public buildings and schools were damaged. In the areas we visited, children studied in tents or under tarpaulins provided by international assistance.

Figure 1: Typhoon Haiyan prior to making landfall⁵



- 1.5 The Philippines is one of the world's most disaster-prone countries and its government has both early warning and response mechanisms in place. Organised evacuations saved lives. Philippine aid was the first to get through. The scale of Haiyan (known as Yolanda in the Philippines), however, outstripped the government's capacity. On 9 November, the Philippine Government announced that it would accept international assistance. On 11 November, President Benigno Aquino declared a state of national calamity.⁶

The UK's response

- 1.6 The UK is providing £77 million in humanitarian support; £49 million was disbursed as of 20 February 2013. The United Nations' Office for the Coordination of Humanitarian Affairs (OCHA) listed

² Typhoon Haiyan, Met Office, 22 November 2013, <http://www.metoffice.gov.uk/weather/tropicalcyclone/2013/haiyan>.

³ Philippines: Typhoon Haiyan - Humanitarian Snapshot (as of 06 Jan 2014), UN Office for the Coordination of Humanitarian Affairs, 2014, <http://reliefweb.int/report/philippines/philippines-typhoon-haiyan-humanitarian-snapshot-06-jan-2014>; Number of dwellings by tenure and district, England: 2012, Department for Communities and Local Government, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/192169/LiveTable100.xls; Housing Statistics for Scotland, Scottish Government, <http://www.scotland.gov.uk/Resource/0044/00442192.xls>.

⁴ SitRep No. 104 Effects of Typhoon 'Yolanda' (Haiyan), National Disaster Risk Reduction and Management Council, 29 January 2014, <http://www.ndrrmc.gov.ph/attachments/article/1125/Update%20Sitrep%20No.%20104%20Effects%20of%20TY%20YOLANDA.pdf>.

⁵ Typhoon Haiyan on November 7, 2013, NASA (processed by Supportstorm), http://en.wikipedia.org/wiki/File:Haiyan_Nov_7_2013_1345Z.png.

⁶ SitRep No. 104 Effects of Typhoon 'Yolanda' (Haiyan), National Disaster Risk Reduction and Management Council, 29 January 2014, <http://www.ndrrmc.gov.ph/attachments/article/1125/Update%20Sitrep%20No.%20104%20Effects%20of%20TY%20YOLANDA.pdf>.

1 Introduction

the UK Government as the largest donor as at 15 February 2014, responsible for 16% of the £413 million total assistance provided. The next largest donor was the United States of America at 13%. Private donations made up 24%.⁷

1.7 The UK response is being funded and led by the Department for International Development (DFID) through its Conflict, Humanitarian and Security Department (CHASE). UK support includes:

- **Royal Navy:** the redeployment of HMS Daring and HMS Illustrious to join the aid effort;
- **Royal Air Force and commercial airlifts:** flights delivering four-wheel-drive vehicles, forklift trucks and other vital supplies;
- **National Health Service:** 18 National Health Service (NHS) staff and three other medics, trained to operate under emergency conditions;
- **NGOs:** £8 million for NGOs to deliver critical equipment and services, including in-kind supplies from DFID warehouses;
- **Disasters Emergency Committee:** a £5 million contribution to kick-start the Disasters Emergency Committee (DEC) appeal;
- **UN and Red Cross:** £30 million for the United Nations (UN) and Red Cross emergency appeals, including £3 million to ensure that women and girls are not disproportionately affected by the crisis; and
- **DFID staff and surge support:**⁸ to co-ordinate DFID's response and to provide strategic technical secondments to UN agencies.

1.8 CHASE allocated £15 million to cover unmet needs and to provide support for early recovery.⁹ In addition, DFID's Asia, Caribbean and Overseas Territories (AsCOT) team has reprogrammed £5 million to include four cities in the Philippines in a regional climate change resilience fund to protect the urban poor from the effects of climate change.

1.9 The UK Government's contribution excludes private donations: the UK public donated a further £85 million through the DEC appeal alone. This

goes directly to the 14 UK-based humanitarian NGOs that are members of DEC.¹⁰

Learning from experience and adapting to context

1.10 The response to Haiyan presented specific challenges and opportunities to DFID, including:

- the scale and geographic spread of the impact;
- the use of the UK military as a key partner in the initial response, as part of a wider cross-government approach;
- one of the first major uses of DFID's Rapid Response Facility for NGO mobilisation;
- one of the first uses by the UN of its new emergency procedures, providing surge capacity and enhanced leadership; and
- response in a middle-income country with a strong national government and civil society, where DFID has no dedicated presence.

1.11 This was also the first large-scale sudden-onset emergency since the publication of the UK Government's Humanitarian Emergency Response Review (HERR) in 2011.¹¹ Figure 2 summarises relevant HERR recommendations.

Figure 2: Recommendations of HERR include:

1. develop a more **anticipatory approach** to prepare for disasters and conflict;
2. create **resilience** through both longer-term development and emergency response;
3. improve the strategic, political and operational **leadership** of the international humanitarian system;
4. **innovate** to become more efficient and effective;
5. increase **transparency** and accountability towards both donor and host-country populations; and
6. create new **partnerships** and build and strengthen existing ones.

1.12 Previous Independent Commission for Aid Impact (ICAI) reports have also raised relevant recommendations. Our 2012 report on 'DFID's Humanitarian Emergency Response in the Horn of

⁷ PHILIPPINES: Typhoon Haiyan - November 2013, OCHA, 15 February 2014, http://fts.unocha.org/reports/daily/ocha_R24_E16439_1402150301.pdf.

⁸ Surge support refers to personnel brought in to cover a spike in demand.

⁹ *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan*, DFID, as at 16 January 2014.

¹⁰ DEC co-ordinates fundraising for major UK aid charities for major crises. See *Philippines Typhoon Appeal Total*, DEC, accessed on 7 February 2014, <http://www.dec.org.uk/blog/philippines-typhoon-appeal-total>.

¹¹ *Humanitarian Emergency Response Review*, March 2011, <http://www.dfid.gov.uk/Documents/publications1/HERR.pdf>.

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Africa' recommended that DFID should take a leadership role in developing early-warning systems and sustainable solutions with governments and co-ordination agencies.¹²

1.13 We also recommended investing in models to respond flexibly to crises, including:

- flexible funding mechanisms to respond to evolving needs;
- ways to provide sufficient additional personnel for appropriate durations in an emergency; and
- ways to engage NGOs effectively, to deliver humanitarian interventions and build capacity.

1.14 Our reports on 'DFID's Climate Change Programme in Bangladesh' and 'DFID's Bilateral Aid to Pakistan' further emphasised the importance of strengthening national capacity and resilience.¹³

1.15 DFID issued a response to the HERR recommendations in June 2011 and an updated global humanitarian policy in September 2011.¹⁴ DFID also has an ongoing programme to respond to ICAI recommendations.¹⁵

Working within a complex international system

1.16 DFID does not have a dedicated presence in the Philippines: the Philippines is a low middle-income country and, therefore, not a priority for DFID's development programmes. DFID had to navigate its interventions through a complex web of relationships and players. Its effectiveness was dependent on its ability to bring leadership and

influence to this network, including the Philippine Government at the national and local levels.

1.17 In particular for this report, we consider four sets of players that received UK funding as part of the response, shown in Figure 3.

Figure 3: Key sets of players considered

DFID: the DFID organisation operating at headquarters level (including the Secretary of State),¹⁶ regional level (AsCOT) and the emergency team from CHASE on the ground.

UK Government: wider UK Government involvement, including the Ministry of Defence (MOD), Foreign and Commonwealth Office (FCO), National Health Service (NHS) and the cross-government COBR committee.¹⁷

Multilaterals and other donors: DFID's engagement with multilateral agencies and donors at the co-ordination level – especially OCHA – and individual agencies operating on the ground, including UN agencies, Red Cross, Asian Development Bank (ADB) (headquartered in Manila) and World Bank. There were also other donor countries present (including 22 militaries).

NGOs: especially those international NGOs mobilised as part of DFID's Rapid Response Facility and the local NGO partners they used (in some cases) for delivery.

Annex A1 shows a summary of the agencies and programmes that DFID funded.

Purpose and methodology of this Rapid Review

1.18 This report aims to provide prompt and timely feedback on the appropriateness and effectiveness of the UK Government's response to Haiyan. A Rapid Review is more limited in scope than a full ICAI review. The timescale is shorter and we focus on drawing out key messages from our observations and interactions with intended beneficiaries and humanitarian actors. This report, therefore, should not be seen as a comprehensive assessment but rather as an opportunity to gain timely insights that can help to promote learning by DFID and its partners. In addition to our recommendations, we have included a table in

¹² DFID's Humanitarian Emergency Response in the Horn of Africa, ICAI, Report 14, September 2012,

<http://icai.independent.gov.uk/wp-content/uploads/2012/09/ICAI-report-FINAL-DFIDs-humanitarian-emergency-response-in-the-Horn-of-Africa1.pdf>.

¹³ DFID's Climate Change Programme in Bangladesh, ICAI, Report 3, November 2011, <http://icai.independent.gov.uk/wp-content/uploads/2011/11/ICAI-Report-DFID-Climate-Change-Programme-in-Bangladesh-FINAL1.pdf>. Evaluation of DFID's Bilateral Aid to Pakistan, ICAI, Report 15, October 2012,

http://icai.independent.gov.uk/wp-content/uploads/2013/12/ICAI-Pakistan-Report_P1.pdf.

¹⁴ Humanitarian Emergency Response Review: UK Government Response, DFID, 2011,

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67489/hum-emer-resp-rev-uk-gvmt-resp.pdf; Saving lives, preventing suffering and building resilience: The UK Government's Humanitarian Policy, DFID, September 2011,

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67468/The_20UK_20Government_s_20Humanitarian_20Policy_20-20September_202011_20-20Final.pdf.

¹⁵ DFID management responses to the Independent Commission for Aid Impact (ICAI) reports, DFID, 2014, <https://www.gov.uk/government/collections/dfid-management-responses-to-the-independent-commission-for-aid-impact-icai-reports>.

¹⁶ For the purposes of this report, references to the Secretary of State mean the Secretary of State for International Development.

¹⁷ COBR (Cabinet Office Briefing Room) is the cross-government committee which meets to co-ordinate action at times of crisis.

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Annex A2 with areas which DFID and its partners may wish to explore further.

1.19 Beyond the response to Haiyan, our review considers what DFID could learn more broadly about its approach to humanitarian intervention in countries where it has no permanent presence. As the poorest countries increase their wealth, DFID hopes to withdraw its development programming. At the same time, climate change is likely to increase the frequency and intensity of extreme weather events. Combined, these factors point to a scenario where DFID is more frequently called upon to provide humanitarian assistance in countries where it does not have a long term presence. Key components of the Rapid Review were:

- a streamlined literature review which included the HERR, synthesis reports on recent humanitarian responses (including the 2004 Indian Ocean Tsunami and 2010 Haiti earthquake) and recent publications by agencies engaged in the response;
- meetings in London with DFID and MOD personnel who were involved in decision-making and implementation, including many members of the response teams who have now returned to the UK;
- interviews in the UK and by telephone with key NGO leaders, UN personnel and others involved in the response;
- a field visit to the Philippines, accompanied by DFID's Head of Humanitarian Response and other members of the co-ordinating group, including meetings in Manila with FCO, UN agencies and NGOs; and
- visits to some of the worst affected regions to talk to beneficiaries and impacted communities, as well as international NGO field teams, local NGOs, UN agencies and local government stakeholders.

1.20 We took a beneficiary-centred approach, aiming to assess the extent to which UK-supported activities are meeting the needs and priorities of those worst affected. We wanted to meet as many of those involved in the response and as many intended beneficiaries as possible, while the events were fresh in mind.

1.21 During our visits to East and West Visayas, we spoke with over 200 intended beneficiaries in the cities of Tacloban and Guiuan and approximately 20 villages across 5 affected provinces. We consulted over 150 other stakeholders, including Philippine Government officials. We deliberately visited places that were outside the media spotlight, including rural locations and four island communities. We made unscheduled stops to ask communities about the aid they had received. Many of the areas and projects that we saw had not previously been visited by the DFID staff who accompanied us (see Annex A3 for a map of the locations we visited). This Rapid Review was conducted at very short notice and we commend DFID for its efforts and ability to facilitate a highly demanding review schedule in a very compressed timeframe.

1.22 Our work considered the four main phases of the UK's response. This differs from ICAI's usual report structure to enable closer alignment with the humanitarian cycle. We assessed each of the four key sets of players funded by DFID in each phase:

- **Preparedness:** the state of the key players when Haiyan hit. This section focusses on the preparatory activities that DFID undertook to be ready to respond to sudden-onset disasters of this nature. It addresses DFID's response to the HERR and its key areas of focus for the Haiyan response;
- **Mobilisation:** the decision-making processes around mobilisation and the evolving design and planning of interventions. We focus on DFID's choices and its interactions with UN and Philippine Government co-ordination efforts;
- **Impact:** the actual humanitarian response and its impact on intended beneficiaries. This section focusses on the implementing NGOs and multilateral agencies funded by DFID to meet urgent needs; and
- **Transition:** the plans for transition into early recovery and more sustainable solutions, including resilience to future shocks. This section focusses on DFID's role in the transition and its options in the longer term.

2 Findings

Preparedness

Assessment: Green 6

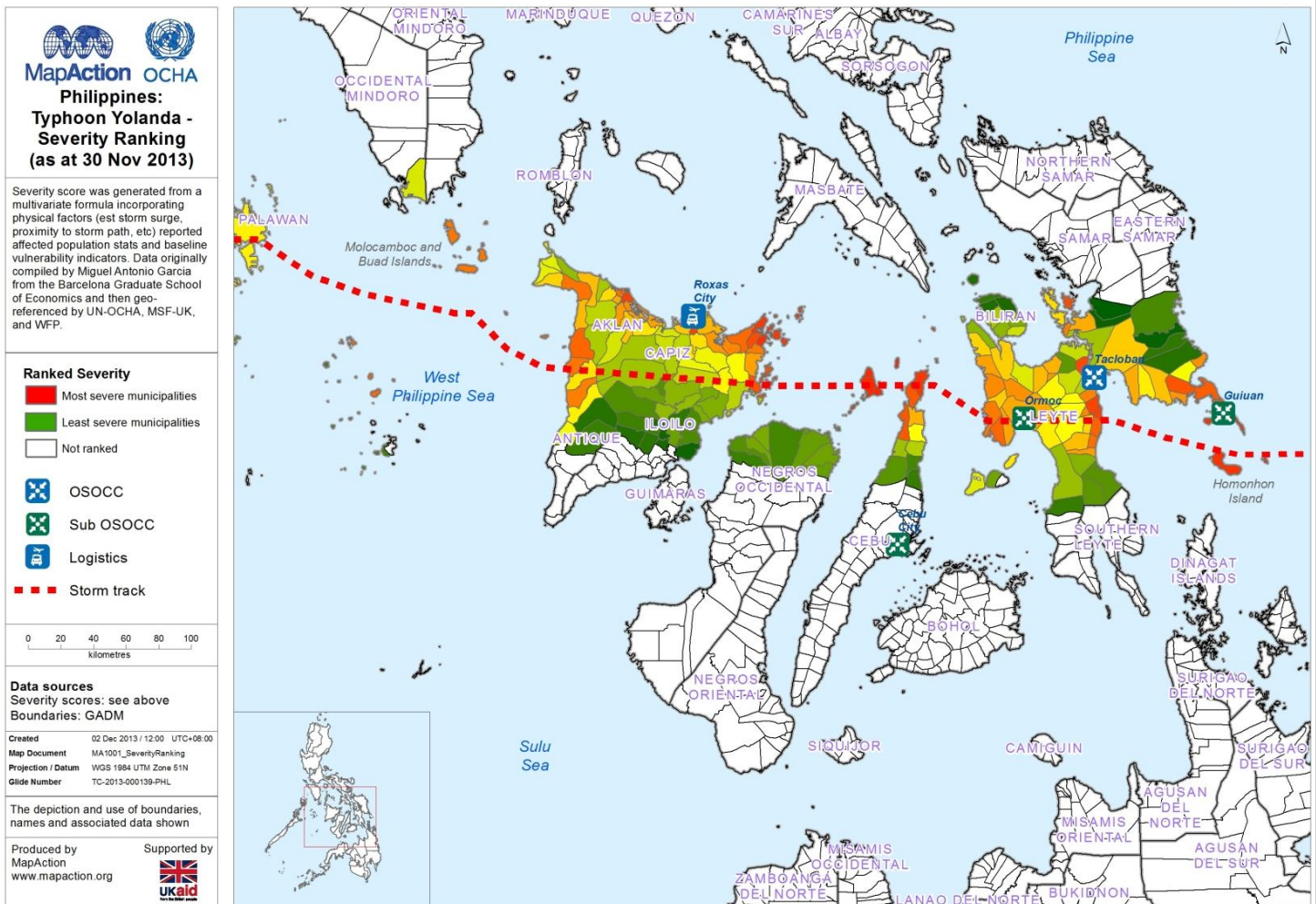
- 2.1 DFID was well prepared to respond swiftly and decisively to the emergency. DFID had actively and thoughtfully responded to the key HERR recommendations and lessons learnt from recent humanitarian responses. This resulted in an improved state of preparedness and facilitated a speedy and well-planned response.
- 2.2 DFID planned a multi-sector approach, choosing from a wide range of partners and activities to achieve its overall objective to save lives, reduce suffering, maintain dignity and promote resilience. DFID's plans included providing strategic support to the overall humanitarian response, such as funding severity mapping as shown in Figure 4.

DFID: improved preparedness had been achieved through applied learning

DFID responded positively to the HERR

- 2.3 Since the 2011 HERR, DFID has made substantial changes designed to increase its preparedness to respond to major humanitarian catastrophes. These developments include the following:
 - **Global risk register:** this register, which is regularly updated, identified the Philippines as a very high-risk territory;
 - **Enhanced core CHASE team:** bolstering the team to 17 members, many deployable at short notice. Team members are responsible for policy setting, building relationships with the multilateral and NGO sectors, logistics and innovating around response provision;

Figure 4: DFID-funded severity ranking map¹⁸



¹⁸ Philippines: Typhoon Yolanda - Severity Ranking, MapAction, 30 November 2013, <http://www.mapaction.org/component/mapcat/mapdetail/3165.html>.

2 Findings

- **Strengthened CHASE Operations Team:** this network of consultants includes 210 specialists. At any given time, there are six rapid response leaders deployable within six hours. This network gives CHASE capacity to respond to three simultaneous major emergencies;
- **Enhanced stockpiles:** building pre-positioned stockpiles in the UK and in Dubai, to provide enough higher-quality basic commodities, such as tents, blankets and water containers for 18,000 people. There are pre-qualified suppliers for procurement and restocking protocols. DFID has also reinforced its logistics and planning capabilities. DFID plans to expand its stockpile to cater for 40,000 people or more;
- **Rapid Response Facility (RRF):** establishing a facility with a pre-qualified group of implementing partners. The facility includes protocols for rapid proposal submission and approval within 72 hours (see Figure 5);
- **UN Memoranda of Understanding (MoUs):** implementing MoUs with UN agencies, based on the Multilateral Aid Review's assessment of capability and alignment;¹⁹
- **Cross-department MoUs:** creation of MoUs for deploying other UK Government resources, including MOD (logistics and emergency manpower), NHS (medical staff and materials) and the Chief Fire Officers Association (Search and Rescue), which outline the basis for cross-charging of marginal costs and lines of command and approval; and
- **Greater communications capacity:** creation of an enlarged communications and digital press team with links to the CHASE team.

Training was relevant and effective

- 2.4 CHASE team members attended a five-day international training exercise in Denmark, just weeks before Haiyan. This training used a typhoon as the case study and greatly helped the speed and effectiveness of the response. We heard that DFID was the only donor to bring members of their press team to the exercise.

¹⁹ *Multilateral Aid Review: Ensuring maximum value for money for UK aid through multilateral organisations*, DFID, March 2011, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67583/multilateral_aid_review.pdf.

Figure 5: DFID's RRF²⁰

Established in 2012, DFID's RRF is designed to commit humanitarian funding in the first 72 hours following a rapid-onset disaster, a spike in a chronic humanitarian emergency or another disaster. The aim is to enable DFID to respond as quickly as possible to save lives and reduce suffering.

Once the Secretary of State authorises the use of the RRF, DFID requests proposals from a pre-qualified list of implementing partners. Proposals must be submitted within 36 hours. Successful proposals are approved within 72 hours. DFID maintains a dialogue with the pre-qualified organisations during this process to help to ensure its requirements are met.

There are 36 pre-qualified implementing partners, including major international NGOs and the British Red Cross, as well as specialised organisations, such as MapAction.

- 2.5 DFID applied learning with regard to the speed of decision-making and Secretary of State approval in the early days of an emergency. The Secretary of State took part in DFID exercises on emergency response. DFID had guidelines in place on the scale of the UK's contribution to humanitarian appeals, based on the UK's global Official Development Assistance (ODA) contribution of approximately 10%. This acted as a starting point for decision-making. DFID had a set of Sudden Onset Intervention Criteria which could be used to assess rapidly emerging crises, such as Haiyan.
- 2.6 As a result of these changes and despite not having an existing country presence, DFID was among the first to respond to Haiyan. Having tracked the storm build-up, CHASE personnel arrived in the Philippines as the storm passed. DFID participated in the first UN co-ordination meetings and was one of the first donors to commit funds, helping to galvanise a global response.

UK Government: plans were in place for a co-ordinated response

- 2.7 The pre-existing MoUs in place with other UK Government departments enabled the rapid mobilisation of support and provided clear rules of engagement. New processes for embedding civil servants in other departments created stronger

²⁰ *Rapid Response Facility*, DFID, 8 November 2013, <https://www.gov.uk/rapid-response-facility>.

2 Findings

points of liaison between key departments. A UK International Emergency Trauma Register (UKIETR) agreement allowed specially trained medics to be released from the NHS, while their normal posts could be back-filled with locums.

- 2.8 Co-ordination across departments was effective. As a result, DFID was able to deliver a joined-up response combining military and civilian aspects in line with HERR recommendations. DFID had a clearly-defined leadership role for planning and co-ordination, including of military assets. This contrasted with some of the other military groups involved and helped to maintain central control and to ensure that the right resources were deployed.

Multilaterals and other donors: the UN developed new systems but in-country presence was stretched

- 2.9 The UN has also made reforms in the light of perceived failures in recent humanitarian responses, such as the 2010 Pakistan floods. As part of a comprehensive Transformative Agenda, it has identified a category of response called Level 3.²¹ This is for emergencies of particular scale, complexity and urgency, where existing in-country UN capability is deemed insufficient. Once activated, significant additional resources from across the UN network can be mobilised, including an Emergency Coordinator with enhanced decision-making authority and surge staff.
- 2.10 The UN already had a Humanitarian Country Team in the Philippines with a well-established cluster system and strong partnerships with the Philippine Government and line ministries. This follows a sector-based approach where agencies working in the same sector form clusters to help them work together to provide specific needs. Key sectors for humanitarian responses are: shelter; water, sanitation and hygiene (WASH); education; health; nutrition; food; livelihoods; and protection.
- 2.11 The international community was stretched due to concurrent responses to conflicts in Syria, South Sudan and the Central African Republic. Contributions from other donors, including the European Commission, were also limited due to

austerity measures and the timing of the crisis in the budgetary cycle.

NGOs: DFID could choose from a range of experienced and well-positioned NGOs

- 2.12 Major NGOs have dedicated humanitarian personnel and pre-positioned stocks. Many have an established long-term presence in the Philippines. They have experience in rapidly scaling up through redeployment within their global networks and speedy local recruitment at scale. Key UK-based NGOs attend quarterly meetings chaired by DFID on humanitarian issues, further helping to share knowledge and to align thinking prior to a response. DFID's pre-qualification of RRF partners meant that DFID could fund a range of trusted humanitarian partners without lengthy contracting processes.

DFID considered how to work with the Philippine Government

- 2.13 The Philippine Government has disaster response mechanisms which are aligned to the UN's sector-based approach. Stocks of food and non-food items (NFIs), however, were depleted following an earthquake two weeks before Haiyan, internal displacement and other recent storms. When planning the response, DFID assessed the Philippine Government's capacity and identified opportunities for collaborating with national and local government bodies. DFID's early engagement with the British Embassy also helped pave the way for positive engagement during the response.

DFID's revised business case process balances flexibility and accountability

- 2.14 DFID had updated its rapid-onset business case processes to avoid bureaucracy slowing the response while maintaining accountability. Rapid-onset business cases are updated to reflect decisions made during the three-month emergency response phase. In these circumstances, the business case is an evolving document which reflects what DFID is actually doing rather than just what DFID planned to do in advance.
- 2.15 Figure 6 on page 9 shows a breakdown of the £62 million allocated for the initial response. A further

²¹ See *IASC Principals Transformative Agenda*, Inter-Agency Standing Committee, <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87>.

2 Findings

£15 million was allocated for early recovery. AsCOT has allocated £5 million for resilience building and is considering further funding to include the Philippines in regional programmes. Annex A1 provides more detail on what DFID funded.

Figure 6: Allocation of UK funding by partner type

Type of partner	Allocation (in £)	%
UN	£20,360,000	32
Red Cross	£7,100,000	11
NGOs	£14,715,000	24
UK Government	£10,300,000	17
UK Direct Assistance	£6,200,000	10
DFID operational and monitoring costs	£1,800,000	2
Unallocated	£1,525,000	4
Total	£62,000,000	100

Source: *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan*, DFID, as at 16 January 2014.

2.16 DFID's overall objective was to save lives, reduce suffering, maintain dignity and promote resilience. Activities were built around three target outputs:

- **Output 1:** life-saving assistance;
- **Output 2:** improved protection of the affected population, especially women and girls; and
- **Output 3:** improved effectiveness of the overall humanitarian response.²²

2.17 DFID designed a multi-sector approach to underpin these objectives. DFID based this on its assessment of the most pressing needs and other donors' priorities. It drew on DFID's Multilateral Aid Review (MAR) to consider the levels of funding for multilaterals and used the RRF process to select appropriate NGOs. It selected MOD and NHS resources in the light of likely needs. The wide range of partners made oversight more onerous but enabled a more holistic response.

²² *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan*, DFID, as at 16 January 2014.

Mobilisation

Assessment: Green G

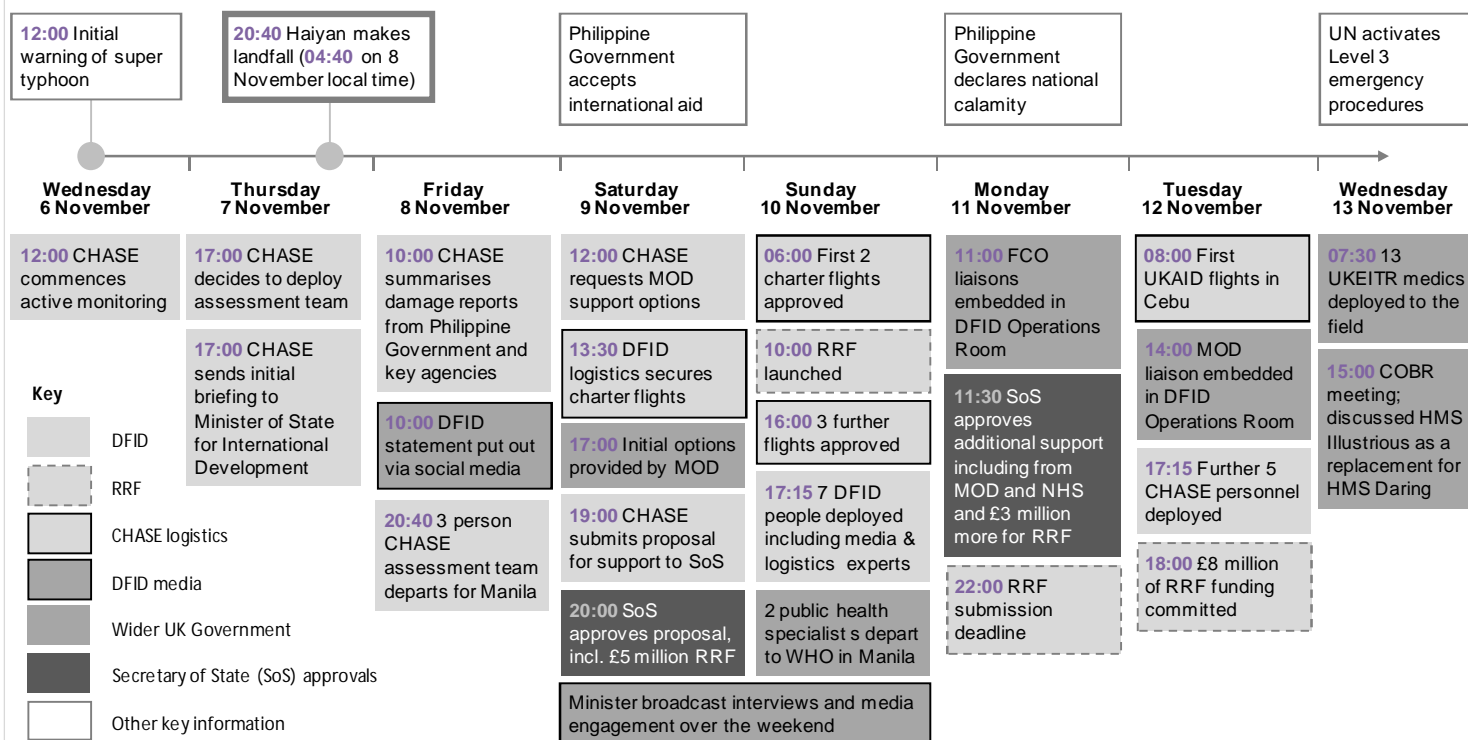
- 2.18 DFID's improved state of preparedness served it well in practice. As a result, despite not having an existing country presence, DFID was among the first to respond to Haiyan. This enabled it to influence the global system and galvanise support from other donors.
- 2.19 DFID deployed a skilled team and played an active and important role in the co-ordination and implementation of the response, supporting the UN and the Philippine Government. DFID's logistical support through military airlifts and commercially chartered flights proved particularly effective.
- 2.20 Given the practical challenges, DFID performed extremely well. No such response can be free of flaws – risks must be taken and priorities set. While there is room for improvement for future responses, notably in oversight of RRF partners, DFID is in a strong position to make the necessary improvements.

DFID processes were employed effectively to achieve a rapid and flexible response

- 2.21 With the Met Office, DFID actively monitored the build-up of Haiyan. As the magnitude of the storm became clear, DFID dispatched a three-person team to assess whether and how DFID should respond. This meant that DFID had eyes on the ground and feet on the street at the start of the humanitarian mobilisation. The team secured office space in Manila, provided free of charge at ADB headquarters.
- 2.22 A key recommendation from previous humanitarian responses had been the need to speed up decision-making at the Secretary-of-State level. On the evening of Saturday 9 November, DFID submitted a proposal for support to the Secretary of State. She approved it within an hour, activating the RRF. On 12 November the first DFID-procured flights landed in Cebu and funding commitments were made to successful RRF applicants. Figure 7 on page 10 shows a timeline of DFID's early response.

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Figure 7: Timeline of DFID's initial response²³



DFID established a presence in strategic locations and used its resources to galvanise support

2.23 DFID quickly deployed 25 people through its flexible staffing model. Of this team, 15 were specialists inserted into UN clusters, such as a security specialist to help create an enabling operational environment in the field. The majority of this group were in the region until the end of December 2013.

2.24 Several agencies commented that DFID staff turnover was high and that they did not always know who to talk to. Some of DFID's early deployments were for very short periods. While this helped to maintain momentum, DFID could have prepared better to minimise this challenge. The technical expertise and responsiveness of DFID staff, however, was consistently commended.

2.25 The Secretary of State visited two weeks after the typhoon. She met Philippine officials, saw at first hand the work of MOD, DFID and NGOs and

helped to raise the profile of the situation. Her influence was used to encourage the UN to reinforce its co-ordination and leadership capacity – which DFID had identified as a need – and to promote DFID priorities, such as the protection of women and girls. DFID provided technical assistance in this area but noted that while incorporating the protection of women and girls into the initial response 'surpassed what has been done in previous emergencies, it remains disappointing'.²⁴ DFID highlighted insufficient planning and a lack of specialised programming to address the issue by the international community.

2.26 DFID's in-country team included members of DFID's press office and digital team, due to the high degree of public interest in the story. These specialists assisted the media to tell the story of the disaster and of the UK's response. The public reaction to the images and stories was enormous – with £85 million pledged to the DEC appeal in the UK alone.²⁵ DFID told us that this expertise

²³ Based on information from DFID and in *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines*, DFID, as at 16 January 2014; and *Deployment Report UKIETR: Typhoon Haiyan Philippines*, UKIETR, December 2013.

²⁴ *Information note: Protecting women and girls in the wake of Typhoon Haiyan*, DFID, 12 December 2013. See Annex 1 for further comment on this area.

²⁵ DEC funding is available to its members for three years, with up to 25% for the initial humanitarian response. DFID's £5 million contribution, bringing the total

2 Findings

facilitated more effective communications in the Haiyan response (evidenced by the use of DFID material in the media) and less time taken of DFID's humanitarian team dealing with the press.

- 2.27 We consistently heard from DFID's partners, including DEC, UN agencies and NGOs, that DFID's early commitment of funding helped to leverage funds from other bilateral and private donors. While this is difficult to quantify, the catalytic impact of DFID's early response should not be underestimated.

DFID saved time and money by acting early to book flights and providing flights and NFIs to partners

- 2.28 DFID allocated £6.2 million for direct assistance to cover NFIs and transportation costs. DFID's logistics team acted quickly to procure charter flights before demand and prices surged and capacity was lost. DFID procured its first flight from Dubai at £640 per tonne on 12 November. Prices rose to £3,000 per tonne by 19 November.²⁶ DFID offered cargo space and stockpiled NFIs to its RRF partners, thus eliminating competition and duplication.

- 2.29 DFID provided a range of basic commodities – especially emergency shelter – which were critical in the earliest stages of the emergency. DFID also began to procure additional supplies against pre-existing contracts with fixed prices. DFID's stockpiles and framework contracts enabled it to supply high-quality goods quickly and at good value for money.

- 2.30 DFID's procurement was so effective that it brought substantially more essential NFIs into the Philippines in the first six weeks (when they were most needed) than the UN's Humanitarian Response Depot (UNHRD) network.²⁷ Within 25 days, DFID had supplied 20% of all emergency

shelter materials that were provided through Shelter Cluster agencies within the first 100 days.²⁸

- 2.31 DFID flew logisticians and airport handling equipment to the damaged Cebu airport, the main response hub. We were told by the World Food Programme (WFP) that this doubled the capacity at the airport to process goods from all donors.

We observed good practices to reduce corruption and promote accountability to intended beneficiaries

- 2.32 Corruption is a risk in the Philippines.²⁹ DFID's partners were pre-qualified and had undergone prior due diligence. Many of these passed funds and commodities down the delivery chain to international and local implementing partners. It was not within the scope of this Rapid Review to identify loss, wastage or fraud. We did not, however, hear reports of this and we observed good practice at cash and food distributions, including operating complaints procedures.

- 2.33 We did hear from NGOs of several instances where the quantity and type of NFIs delivered to distribution hubs in the Philippines were not as expected. On investigation, this was a result of miscommunication rather than misappropriation.

UK Government: DFID co-ordinated well with MOD and other government departments

- 2.34 DFID allocated £10 million for military assets. The level of military involvement was unusually high, driven by a dearth of available civilian resources and damaged infrastructure. Airlift capability was in great demand and the island nature of the Philippines warranted naval support. In the first week after the typhoon, there was regular communication between DFID and MOD, including at the Secretary-of-State level.

- 2.35 DFID informed MOD of its needs and MOD responded with an offer of support, along with the marginal costs which DFID would pay. DFID

amount raised to £90 million, was restricted for use during the initial humanitarian response.

²⁶ *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines*, DFID, as at 16 January 2014.

²⁷ UNHRD provides logistical support for multilaterals and NGOs. *Philippines – Typhoon Haiyan*, UNHRD, 20 December 2013, http://www.unhrd.org/docs/UNHRD_SNAPSHOT_20_12_2013.pdf; *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines*, DFID, as at 16 January 2014.

²⁸ Typhoon Haiyan factsheet, Shelter Cluster, 20 February 2014, <file:///C:/Users/MPF/Downloads/Factsheet%20Haiyan%20February%202014%20FINAL.pdf>.

Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines, DFID, as at 16 January 2014.

²⁹ Philippines is ranked 94 out of 177 in Transparency International's 2013 Corruption Perceptions Index: *Philippines*, Transparency International, Accessed 15 February 2014, <http://www.transparency.org/country#PHL>.

2 Findings

selected or rejected components of the MOD offer on the basis of need and value for money. Unlike other militaries, the UK put its armed forces under the explicit direction of its development agency. OCHA and other agencies told us that the UK's use of military assets to bring NFIs and medical professionals made it much more effective than many other militaries that were not so strongly aligned with their national aid agencies.

- 2.36 Senior personnel from MOD and FCO were embedded in DFID from the start. This facilitated a cross-government response to the crisis and helped to resolve problems as they arose.

The UK's military assets played a niche but valuable role

- 2.37 In total, 22 foreign militaries were involved in the response. The Philippine Armed Forces established a multinational co-ordination centre in Manila but faced significant challenges in co-ordinating across a wide geography with such damaged infrastructure.

- 2.38 The UN's OCHA officials particularly praised US and Canadian military contributions. The US provided 50 ships and aircraft, focussing on the Tacloban area.³⁰ The Canadian Armed Forces have a specialist Disaster Assistance Response Team (DART) which worked closely with OCHA in Roxas. We did hear of some disagreement over where UK naval assets might best be used in Roxas. DART wanted Royal Navy helicopters to access inland communities, whereas the UK wanted to focus on remote islands which it had agreed with OCHA in Manila. There were needs in both areas but the UK decided unreached islands should be prioritised. In general, DFID's use of the UK military-targeted gaps in the overall response and its contribution was considered among the more effective by OCHA officials.

DFID's mobilisation of NHS resources and engagement with FCO was effective

- 2.39 £300,000 was allocated for UKIETR medics and supplies. At DFID's request, 19 medics were released to form two UKIETR field teams. One team of six provided surgical support in Tacloban.

Another team of six was deployed on board HMS Daring and was replaced by a second team of six when HMS Illustrious took over. Two specialists were funded to assist the World Health Organisation (WHO) in Manila.

- 2.40 The UKIETR team was co-ordinated by a medical team within Save the Children. One of the lessons identified by UKIETR was that NGO staff 'appeared conflicted at times between their agency programme [...] and the special priorities of an emergency medical/surgical team'. The UKMED report recommended clarifying roles and considering drawing logistical support from the fire service or paramedic teams.³¹

- 2.41 There was a high degree of interaction with FCO in Whitehall and in the Philippines. The British Embassy in Manila was actively engaged in humanitarian co-ordination activities in addition to providing consular services for affected Britons. FCO also helped to obtain permits to allow military aircraft to pass through foreign airspace.

Multilaterals and other donors: the UN's Level 3 processes brought resources but brought management challenges

- 2.42 Almost half of DFID's £62 million for the early response went to UN agencies (£20.4 million) and the Red Cross (£7.1 million) for programmes across all sectors of intervention. Senior UN leaders were in London at a conference when the typhoon hit, allowing early co-ordination with DFID and the Secretary of State. The UN launched a multi-sector Humanitarian Action Plan appeal on 12 November. The UK Government was among the first donors to fund this and parallel Red Cross appeals.

- 2.43 The UN Disaster Assessment and Coordination (UNDAC) unit was immediately mobilised and the UN declared a Level 3 emergency after five days. This triggered a massive influx of people from within the UN System to the Philippines: 25 times as many as before within ten weeks. The UN's initial analysis is that this was excessive, given the existing UN capacity in the Philippines and that it resulted in 'overwhelming national response co-

³⁰ U.S. Military Scales Down Aid Efforts In Philippines, Huffington Post, 11 November 2013, http://www.huffingtonpost.com/2013/11/23/philippines-military-aid_n_4328173.html.

³¹ Deployment Report UKIETR: Typhoon Haiyan Philippines, UKIETR, December 2013.

2 Findings

ordination efforts'.³² The UN's new needs assessment process was also delayed.

2.44 We heard from DFID that, early on, the UN's cluster system was hampered by the lack of good information and leadership shortfalls. Nevertheless, it established hubs in strategic locations in the affected areas and, over time, improved its performance.

2.45 DFID provided £1 million to OCHA. OCHA's role was to pull the picture together across the UN System, NGOs and the Philippine Government. There were regular donor co-ordination meetings in Manila and DFID played a leadership role in establishing these and providing technical input to help to shape the response. The Secretary of State and OCHA's Under-Secretary-General and Emergency Relief Coordinator, Baroness Amos, were in direct contact, including to incorporate better protection for women and girls into the overall response. This was the first time this issue was incorporated into DFID's strategy for a rapid onset emergency. DFID's role was very much appreciated by OCHA and other agencies we spoke with.

Red Cross: a valuable multi-sector partner although delays occurred in cash distribution

2.46 DFID provided £5.9 million to the International Federation of the Red Cross (IFRC) for a range of sectors. It provided a further £1.2 million to the International Committee of the Red Cross (ICRC), which specialises in conflict-affected areas. Cash distributions were part of the funding package. IFRC did not, however, start cash distributions until 22 December, even though markets were functioning before then. As Red Cross funds are pooled from multiple donors, DFID does not monitor them as closely as other partners and was not aware of the delays until later. This highlights the fact that corporate-level assessments, such as in the MAR, cannot be used to understand country-level capabilities.³³

³² Response to Typhoon Haiyan in the Philippines: summary of the January 2014 findings, Operational Peer Review.

³³ Multilateral Aid Review: Ensuring maximum value for money for UK aid through multilateral organisations, DFID, March 2011, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67583/multilateral_aid_review.pdf.

NGOs: the RRF was effective but can be improved

2.47 DFID's £8 million RRF was activated early and implemented, as planned, to mobilise NGOs to deliver a range of front line and supporting goods and services. NGOs told us that DFID was one of the first donors to commit funds and that this enabled them to respond earlier.

2.48 A key criterion for RRF funding was that NGOs should have an existing Philippines presence. This helped to ensure that DFID funded organisations that were more likely to be ready and that it avoided funding unnecessary start-ups. DFID had learnt this lesson from recent responses in Sierra Leone and to Cyclone Phailin in India.

2.49 Overall, DFID's mobilisation of the RRF was successful. DFID balanced speed and flexibility with competition and accountability. Considering the extent of the damage to infrastructure, NGOs mobilised quickly and worked within the cluster system. There were some delays and inefficiencies that could have been avoided (see Figure 8), although these were outweighed by the successes.

Figure 8: Key learning for the RRF mobilisation

Consortia: DFID strongly encouraged NGOs to form consortia to bid for funding. Of the 14 RRF partners that were funded, 10 were in 3 consortia. As we found in our review of the Horn of Africa response, there are pros and cons to this approach.³⁴ Most NGOs told us they believed they were less likely to win funding outside of consortia.

Reliance on lead NGOs: A Plan UK-led consortium reported significant efficiencies through shared procurement undertaken by Oxfam. In another consortium, however, procurement delays in the lead NGO impacted adversely on its consortium partner. As a result, the partner did not distribute DFID-funded NFIs until 23 December, whereas it was distributing NFIs from other donors from 20 November.

DFID monitoring: DFID did not monitor closely enough and procurement delays only came to light during our visit.

Flexibility: Several NGOs did not realise that DFID was open to flexibility and felt locked into their original plans. This may have resulted in less responsiveness to context.

³⁴ DFID's Humanitarian Emergency Response in the Horn of Africa, ICAI, 14 September 2012, <http://icai.independent.gov.uk/wp-content/uploads/2012/09/ICAI-report-FINAL-DFIDs-humanitarian-emergency-response-in-the-Horn-of-Africa1.pdf>.

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2.50 We noted that DFID is planning a learning session for RRF partners where it will have the opportunity to address these challenges and to improve an already largely effective process. Annex A2 includes some areas for consideration from our observations.

Impact

Assessment: Green 

2.51 DFID and its partners made a real difference to the overall humanitarian response. Beneficiaries received life-saving and other urgent help in a timely way – DFID provided material for shelter, food, WASH or other direct support for at least 1 million people. Thoughtful and cost-effective niche programmes led to disproportionately positive impacts (for example, Internews and MapAction). DFID's support and co-ordination engagement helped to magnify the impact of other players and improved the effectiveness of the overall response.

2.52 The agencies that received DFID funding performed valuable roles and made a difference. The timeliness and flexibility of the UK contribution and the value of DFID's technical expertise was regularly praised.

2.53 We note that DFID is planning more thorough evaluations of its programmes, in order to assess their impact more rigorously. Owing to the restricted scope of this review, we were not able to validate the precise numbers reached but we did see widespread and visible impact of UK aid activities. Our assessment is based on what we saw and heard from community members, government officials and humanitarian agencies. These strongly suggest that DFID made a significant difference where help was needed.

DFID's multi-sector approach combined direct assistance and supporting activities to great effect

2.54 The DFID response had a visible and significant impact for beneficiaries on the ground. We saw the tangible benefits of the NFIs delivered by the UK. DFID-funded tarpaulins were ubiquitous in the impacted regions we visited, mingled with those of other agencies. We saw UK Aid-branded tents along long stretches of the coastal region of Guiuan. Two months after Haiyan, these were providing essential shelter from a much milder but

still deadly tropical depression which made landfall just before our visit. UK-funded generators were powering important clinics and the largest were keeping the Tacloban region hospital functioning in an environment where electricity is likely to be down for many months to come. All of the NFIs and DFID supplies we saw – from wellington boots to fork-lift trucks – were being put to good use.

UK Government: military and NHS assets and people made a unique contribution and saved lives

2.55 A Royal Air Force (RAF) C130 aircraft was made available for ten days to WFP, which informed us that the support was vital in distributing emergency food. RAF C17 aircraft transported heavy cargo, including diggers, forklift trucks and four-wheel-drive vehicles used to clear roads, manage supplies in shared storage facilities and access intended beneficiaries.

2.56 Naval assets enabled the UK to survey and assist over 100 smaller, remote islands out of the media spotlight. NGOs trying to access affected islands in Western Visayas and Mimaropa told us that the Royal Navy reached places that would otherwise have been cut off for at least several more weeks. Royal Navy helicopters could both lift aid and fly over the sea, unlike others available. HMS Illustrious went via Singapore to pick up a huge stock of NFIs prior to replacing HMS Daring.

2.57 Our visits to four communities assisted by HMS Illustrious showed that the military response was well planned and managed and left a highly positive impression on the affected populations. CHASE advisors had trained the sailors on the way to the Philippines. Royal Navy personnel, accompanied by DFID liaisons, had established good relations with community leaders. Sailors were actively involved – often from 05:00 until late in the evening – in clearing debris, reconnecting electricity and repairing homes and schools.

NHS staff provided life-saving assistance

2.58 One UKIETR team provided emergency hospital support in the Australian field hospital in Tacloban, where they performed over 100 surgical operations in a two week period. Injuries were caused by collapsed buildings and flying nails as roofs were

2 Findings

torn off by the 170 mile per hour gusts. Teams on HMS Daring and HMS Illustrious accessed previously unreachable islands. There was less surgical need than anticipated on the islands but medics treated over 400 people and helped to deliver aid supplies for over 3,700 people.³⁵ Many of the ailments treated pre-existed the storm and highlighted underlying poverty on many islands.

Multilateral agencies and NGOs used DFID funding to make a real difference to those in dire need

2.59 Seventy percent of the UK's £62 million in funding for the initial response was channelled through multilateral agencies and NGOs. Of the UK's £27.5 million for multilateral agencies, £24.5 million funded direct interventions by UN and Red Cross agencies. £3 million funded co-ordination and technical support. In addition to the £8 million of RRF funding and £5 million of DEC funding, DFID provided a further £1.7 million of funding to NGOs through the UN's Humanitarian Action Plan. £1.5 million was not used and was allocated to the UN's Strategic Response Plan (SRP) (see Annex A1 for more details on which organisations DFID funded).

2.60 We visited more than 30 DFID-funded programmes in over 20 different locations, including several where we stopped to talk to people about the aid they had received. We saw communities working hard to rebuild their homes, livelihoods and schools. Everyone we spoke to was hugely grateful for the support they had received. In some places, however, it was evident that aid had barely scratched the surface – such as providing a week of work to help clear debris for people whose livelihoods had been wiped out. The overall picture, despite some areas where lessons can be learned, was that the most immediate and urgent needs were being met. Figure 9 on page 16 gives some information from our visits.

2.61 **Protection activities:** DFID funded specific programmes in support of its objective to provide protection to affected people, particularly women and girls who are often the most vulnerable. This included providing them with solar lanterns, supporting the Protection Cluster through the

United Nations High Commissioner for Refugees (UNHCR) and re-establishing reproductive health services through the United Nations Population Fund (UNFPA). UNFPA also worked with communities to raise awareness of gender-based violence and to strengthen community-based protection mechanisms. The United Nations Children's Fund (UNICEF) has helped to reunite children with their families and to provide safe spaces and psychosocial support for children.

2.62 DFID told us that it had to push for agencies to consider the specific needs of women and children. When we met with a group of NGOs in Tacloban, they told us that the UN's needs assessment process focussed on household heads – typically men. This could exacerbate an already male-centric 'barangay' structure. NGOs said they had conducted their own assessments, seeking views from women and children, as well.

2.63 **A fast shift to cash:** after detailed market assessments, many of the NGOs and agencies have quickly shifted from food or NFI distribution to cash. NGOs told us that DFID's flexibility enabled them to do this more easily than that of other donors. There is a good existing infrastructure for cash distribution in the country and the people are relatively sophisticated users of financial services. The Philippine Government's Department of Social Welfare and Development's database has proven to be a useful basis for identifying those in greatest need and NGOs appeared to have worked well with 'barangay' leadership and local government to validate recipients' needs.

³⁵ *Deployment Report UKIETR: Typhoon Haiyan Philippines*, UKIETR, December 2013.

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Figure 9: Examples of our field observations

International Organisation for Migration (IOM): shelter provision and training. In some areas, 90% of houses were destroyed. We observed IOM distributing shelter repair kits of corrugated steel sheets, tools and fixing materials. We witnessed a well-attended training session on how to rebuild homes to be more resilient. Vast coconut plantations were wiped out by Haiyan. If left, the lumber will rot within months. We visited a plantation where IOM was providing paid work for some 40 beneficiaries. They were using chainsaws provided by DFID to cut coco lumber into planks for homes.

In the Western Visayas, IOM distributed NFIs which had been delivered by the Royal Navy. We saw these materials being used by communities, although tears in the plastic sheeting were noted by recipients. Basic training on how to use shelter materials in the best possible way may have helped to improve their impact and longevity.

UN Food and Agriculture Organisation (FAO): rice seed distribution. We observed FAO distributing vital rice seed and fertilizer to allow planting to take place in time for the next season. It had worked with the Philippine Department of Agriculture to access appropriate certified seed varieties from elsewhere in the Philippines, which would grow well in the Visayas. We met farmers and smallholders who said they would have lost a second season without this support, as warehouses of seeds had been destroyed.

WHO: hospitals and clinics. WHO was very positive about the speed and impact of DFID's support, especially the provision of solar fridges for medicines and generators to power hospitals brought by the Royal Air Force and Royal Navy, respectively. At the time of our visit, only three out of eight hospitals in Tacloban were open. DFID supported WHO's work to find, identify and bury the dead. Without this, communities cannot properly grieve and potable water sources could be polluted. Rubble clearing is slowed and rebuilding cannot take place. DFID also funded much-needed mental health and psychosocial support provided by WHO and other agencies.

UNICEF: temporary learning spaces, education, nutrition and other activities. Recipients in the Western Visayas told us that these services had met real needs but that there were areas of deficiency. Officials in one municipality told us that UNICEF had not consulted them before providing generators to the local water authority, leading to misunderstandings about the costs and benefits of different options.

Plan UK: community-level support. In one 'barangay', a policewoman told us how she sheltered with her two children under the kitchen table while the storm raged. Three coconut trees smashed the walls, the roof collapsed but the table held. Meanwhile, her husband, the 'barangay' captain, had co-ordinated an evacuation to the village school. Many houses had collapsed and most were roofless – as was much of the school – but the village avoided casualties.

Plan UK was the first to reach the village. They had since built strong relationships with the 'barangay' council and were helping them to co-ordinate external support. Plan UK trained community workers to run a safe space for children and was helping to build latrine covers. Villages, such as this, were already poor and reliant on the now-destroyed coconut trees for income. New trees will take up to 10 years to become fruitful so there are huge livelihood gaps to be bridged. Plan has been working with the 'barangay' council to consider alternative crops and intercropping opportunities.

Oxfam: WASH and shelter. We visited recipients of DFID NFIs distributed by Oxfam. The beneficiaries received Lifesaver water containers from DFID, which have purifying filters to help protect against water-borne disease. Tarpaulins were ubiquitous: some homes had entire walls of patchwork tarpaulins. Oxfam had hoped to create more holistic packs for shelter improvement but had been defeated by logistics and procurement challenges. This was a common issue across the NGOs we met.

Internews: community radio. When aid workers reached Guiuan several weeks after the storm, community members asked if Manila was still standing, such was the destruction which also wiped out all its radio and telephone communications. Using relatively little funding, Internews established a community radio station in Guiuan.

The station had helped to reunite families, provide weather updates and broadcast details of aid distributions. Internews had mobilised and trained a group of six reporter-presenters, including recruits from now-defunct stations. They received up to 1,000 text messages a day at the height of the crisis. They were beginning to develop thematic programmes on topics, such as shelter, livelihoods and protection. Entertainment provided welcome relief from the devastation: the weekly karaoke competition was particularly popular. Internews also provided a free radio repair service.

Over two months after the typhoon, Internews remains the only functioning radio station in the region. It played a key role in reassuring the local population when a subsequent tropical depression brought fears of another typhoon.

2 Findings

Transition

Assessment: Green-Amber 

- 2.64 There are significant remaining needs, especially for rebuilding shelter, public infrastructure and livelihoods. Land rights and pre-existing poverty present further challenges. The Philippine Government has developed a blueprint for reconstruction, known as Reconstruction Assistance on Yolanda (RAY).³⁶ Agencies to whom we spoke expected the Philippines to fund over 80% of the estimated £5 billion needed.³⁷ Development banks, such as the ADB and World Bank, will play a key role in providing financing. The UN's Early Recovery and Livelihoods clusters have been merged, which is a positive step towards a more integrated approach. OCHA has developed a SRP, which includes early recovery. The SRP and RAY are not yet fully aligned, which may present difficulties in the future.
- 2.65 A critical issue for DFID is that the Philippines is a low middle-income country – albeit with a very large population living in poverty – and therefore not a priority country. Some donors had a clear strategy to withdraw quickly after the initial humanitarian response. The UK, however, has publically committed to support the 'reconstruction and recovery'.³⁸ The UK has gained a lot of goodwill in the Philippines, thanks to the size and effectiveness of its support. The potential to build on this and influence the resilience agenda is strong.
- 2.66 DFID's decisions on how to navigate these challenges are important. As the poorest countries increase their wealth, DFID hopes to withdraw its development programming. At the same time, climate change is likely to increase the frequency and intensity of extreme weather events. Combined, these factors point to a scenario where DFID is more frequently called upon to provide humanitarian assistance in countries where it does not have a long-term presence.

³⁶ *Reconstruction Assistance on Yolanda: Build Back Better*, National Economic and Development Authority, December 2013, <http://www.gov.ph/downloads/2013/12dec/20131216-RAY.pdf>.

³⁷ *P361 billion needed for Yolanda recovery, reconstruction*, Official Gazette, National Economic and Development Authority, 18 December 2013, <http://www.gov.ph/2013/12/18/p361-billion-needed-for-yolanda-recovery-reconstruction/>.

³⁸ *UK pledges longer term support after Typhoon Haiyan*, DFID, 24 December 2013, <https://www.gov.uk/government/news/uk-pledges-longer-term-support-after-typhoon-haiyan>.

DFID is considering its role in the recovery

- 2.67 The UK funds multilateral agencies, including the ADB and World Bank, which will play key roles in the recovery. Given the UK's public commitments to assist with the recovery, however, some level of direct assistance is needed. DFID is looking at how it can transition from a strong country presence to engagement through AsCOT as part of a strategy co-ordinated with FCO.
- 2.68 Although DFID does not have a dedicated office in the Philippines and does not intend to establish one, AsCOT provides regional programmes which incorporate the Philippines or could be extended to do so. DFID embedded a member of AsCOT in Manila early in the humanitarian response, helping to connect DFID's humanitarian and development approaches. This person has engaged with ADB and gained an understanding of the Philippine Government's recovery plans. AsCOT has reprogrammed £5 million for urban resilience and is considering further funding opportunities.
- 2.69 CHASE carried forward £1.5 million to the UN's SRP and a further £15 million has been earmarked for humanitarian support in the early recovery. These amounts have the potential to catalyse activity but are tiny compared to the estimated £5 billion needed for the recovery.

UK Government: there are opportunities to build relationships further with the Philippines

- 2.70 FCO and the British Embassy are considering ways to build on the relationships and goodwill which have resulted from the UK's response to the disaster. Even with reduced DFID support, the scale of continued UK funding through DEC will extend this window of opportunity. The challenge is to find the right issues with which to engage with the Philippine Government.
- 2.71 By virtue of its geographical vulnerability and the Philippine Government's desire to improve the country's resilience, the Philippines is at the forefront of climate change risk reduction and adaptation.³⁹ This aligns well with the Secretary of

³⁹ The Philippines is rated at 18 out of 90 countries in KPMG's Change Readiness Index. Government Capacity was rated as similar to that of the UK and 'Government strategic planning and horizon scanning' is identified as a strength. See *Philippines*, KPMG, accessed 15 February 2014,

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State's role as Disaster Resilience Champion. DFID could also look to build on its work to promote the needs of women and girls in the recovery.

- 2.72 The FCO is well-placed to lead future engagement with DFID technical support, although the level of DFID oversight is not yet clear. DFID could look to leverage the UK Government's £3.9 billion International Climate Fund, which was set up by DFID, FCO and the Department of Energy and Climate Change (DECC) 'to help the world's poorest adapt to climate change and promote cleaner, greener growth'.⁴⁰
- 2.73 DFID and Save the Children have been developing the idea of a Humanitarian Leadership Academy to help to build local capacity for disaster management. It is considering the Philippines as a pilot location for this or its inclusion in planned programmes on emergency preparedness.

Multilateral agencies: shifting focus and emerging opportunities

- 2.74 The various UN agencies are considering their exit and transition strategies. OCHA is scaling back, although it will maintain its pre-existing co-ordination role from Manila. The UN plans to bolster its pre-positioned stockpiles for future responses.
- 2.75 There are significant shortfalls in the SRP appeal in critical areas, such as shelter and livelihoods. Some donors have ring-fenced their support to specific areas, leading to an imbalance of funding. CHASE will need to weigh up whether to allocate its remaining £15 million to SRP projects against the benefits of direct programming. The UN and wider international system are under pressure, as they look to respond to humanitarian disasters in Syria and the Central African Republic, which have attracted much lower public donations.
- 2.76 Development banks, such as the ADB and World Bank, will start to play more of a role as the focus shifts towards reconstruction. Both have already

approved significant loans for the reconstruction.⁴¹ The Philippine Government has announced that it will work with the ADB and World Bank on a multi-donor trust fund to leverage and co-ordinate external resources for reconstruction. DFID is involved in helping to shape this trust fund.⁴²

Development NGOs are scaling up for the long term

- 2.77 International NGOs have scaled up their operations very quickly, mainly through local hiring. NGOs are boosting local employment but this could also create reliance on aid income, unless the private sector role is also developed and good transition plans are implemented which calibrate the areas of focus of the NGOs.
- 2.78 In contrast to the UN's underfunded SRP, international NGOs have received significant funding from global appeals. For the members of DEC, the £90 million of funding they share dwarfs the levels of support they received from DFID for the humanitarian response. NGOs are facing time constraints to spend funds. There is likely to be competition between the large players, who had relatively separate and complementary roles during the immediate crisis. Although OCHA and the Philippine Government will continue in a co-ordination role, there is a risk of dislocation as NGOs are less beholden to donors during the recovery phase.
- 2.79 The Philippine people have shown a strong capacity to play a lead role in the recovery. They have a vibrant local NGO sector and there is considerable commitment from both the public and private sectors to take ownership of the recovery. This could lead to tension with international NGOs if they do not complement and support this capacity. Support from DFID to aid NGO co-ordination and accountability and to ensure proper engagement of communities and the private sector could be a valuable contribution.

<http://www.kpmg.com/global/en/issuesandinsights/articlespublications/change-readiness/pages/index-tool-2013.aspx?countryCode=PH>.

⁴⁰ Supporting international action on climate change, UK Government, 8 November 2013, <https://www.gov.uk/government/policies/taking-international-action-to-mitigate-climate-change/supporting-pages/international-climate-fund-icf>.

⁴¹ For example, see <http://www.adb.org/news/adb-assistance-typhoon-recovery-reaches-1-billion?ref=countries/philippines/news>; <http://www.mb.com.ph/wb-okays-another-479-m-loan-for-igus-affected-by-yolanda/>; and <http://www.worldbank.org/en/news/press-release/2013/12/06/philippines-reconstruction-impact-typhoon-yolanda-world-bank>.

⁴² PH works with ADB, WB on Yolanda multi donor trust fund, ABS-CBN News, 17 February 2014, <http://www.abs-cbnnews.com/business/02/17/14/ph-works-adb-wb-yolanda-multi-donor-trust-fund>.

3 Conclusions and Recommendations

Conclusions

- 3.1 The Philippines is a middle-income country with experience of natural disasters but the magnitude of Haiyan overwhelmed existing mechanisms. Despite not having a permanent country presence, DFID's early action not only helped to save lives and prevent suffering but should also help an earlier recovery.
- 3.2 DFID responded swiftly and decisively to the emergency. It was the largest single donor and played a lead role in the response. DFID provided much-needed humanitarian assistance to people in dire need. Its early and multi-faceted action helped to galvanise support from other donors and to influence the global system. DFID's learning from this intervention will be important in developing its strategy for providing humanitarian assistance in other countries where it has no long-term presence.
- 3.3 DFID had actively and thoughtfully responded to the key HERR recommendations and had learnt from recent humanitarian responses. This resulted in an improved state of preparedness and facilitated a speedy and well-planned response.
- 3.4 DFID developed a multi-sector approach, selecting partners on the basis of its preparations. It drew on the MAR to consider the levels of funding given to multilaterals. DFID's RRF was generally effective at mobilising NGOs. Some delays occurred with NGO and multilateral partners that might have been avoided with better monitoring and clearer communications.
- 3.5 DFID quickly established a presence in strategic locations. It saved time and money by acting early to book flights and providing flights and NFIs to partners. DFID's logistical support through military airlifts and commercially-chartered flights proved particularly effective. DFID now has an opportunity to build on this and to strengthen its strategic provision of logistics and NFI stockpiling.
- 3.6 DFID co-ordinated well with MOD and other government departments. The combination of military assets carrying NFIs and NHS medics, all under the control of humanitarian specialists, made this contribution particularly effective.
- 3.7 DFID worked closely with UN agencies. The UN's new emergency processes brought resources but led to management challenges. DFID made efforts to help to address these challenges but should work to influence the UN further in developing its emergency processes.
- 3.8 The Philippines has significant remaining needs, especially for transitional and permanent shelter and rebuilding livelihoods. The UN's Strategic Response Plan is underfunded, while NGOs have significant funds to spend in a short space of time. DFID has a relatively small amount of money available to fund the early recovery and is considering how best to use this. AsCOT has already reprogrammed £5 million to support urban resilience, while £15 million has been allocated to the early recovery from the humanitarian budget.
- 3.9 A critical issue for DFID is that the Philippines is not one of its priority countries and DFID does not intend to invest in a permanent presence there. The UK has, nevertheless, gained considerable goodwill in the Philippines, thanks to the size and effectiveness of its support. There is potential to build on this and influence the resilience agenda.

Recommendations

Recommendation 1: In the Philippines, DFID and the Foreign and Commonwealth Office (FCO) should support the Philippine Government's reconstruction plan in strategic areas, such as climate change resilience.

- 3.10 CHASE should continue to work with OCHA and the Philippine Government to decide where the remaining £15 million of its funding can be most effectively used to meet urgent needs. Cross-government engagement, which was so successfully applied during the initial humanitarian response, should be a feature of the recovery phase to facilitate CHASE's exit. In particular, DFID should consider how to engage the British Embassy and FCO in the longer term.
- 3.11 AsCOT should consider providing technical assistance, potentially through a World Bank/ADB trust fund. This could target three areas:

3 Conclusions and Recommendations

- **Climate change adaptation:** This is an area of considerable importance to the Philippines Government.⁴³ It builds on AsCOT urban resilience funding and aligns well with the Secretary of State's role as Disaster Resilience Champion. It could link into building livelihoods that are resilient to climate change and emergency preparedness programmes;
- **Co-ordination and accountability:** as NGOs become less reliant on institutional funding, DFID could use its experience and influence to help promote accountability, co-ordination and Philippine Government leadership. This could include assisting the Philippine Government to develop a strong focus on value for money of implementing agencies. It could also help to reinforce the ongoing UN cluster system engagement with ministries; and
- **Protection and development for women and girls:** this is a strategic area of focus for DFID. AsCOT already has regional programmes addressing trafficking which could be built on. Underlying poverty in particularly vulnerable parts of the Philippines is likely to affect women and girls disproportionately and DFID has identified a need for better programming in this area.

3.12 DFID and the FCO should engage other UK Government departments that may have a longer-term interest in the Philippines. This could include leveraging the UK Government's £3.9 billion International Climate Fund, which was set up by DFID, FCO and DECC 'to help the world's poorest adapt to climate change and promote cleaner, greener growth'.⁴⁴

3.13 DFID should also consider how to use its influence to encourage ongoing collaboration among UK-based NGOs working in the Philippines.

3.14 In addition, there is an opportunity for DFID to draw attention to inland and indigenous communities which have been outside of the media spotlight.

Recommendation 2: DFID should build on the successes of this response to strengthen its leadership within the global humanitarian response systems and specifically of its stockpiling and logistics capacity.

3.15 DFID should use its leadership and influence to push for and support the UN to refine its emergency response protocols, central co-ordination mechanisms and beneficiary focus.

3.16 DFID should take a clear leadership role in logistics and stockpiling of certain NFIs. It should engage with key multilateral and bilateral agencies to help to establish this role in advance of an emergency. The UK should consider a dedicated role for the UK Military in providing logistical support and delivering aid if certain criteria apply.

3.17 DFID should consider how to deploy surge staff for longer periods to avoid high turnover. It should investigate ways in which its oversight of the RRF and delivery partners can be strengthened.

Recommendation 3: DFID should use learning from this response to develop a clear strategy for humanitarian engagement where it has no in-country presence.

3.18 DFID needs to consider what can be learnt from its Haiyan response to develop a clear strategy for intervention where it has no in-country presence. This should include considering:

- what level of humanitarian support is appropriate for middle-income countries and whether it should be the same as for low-income and conflict-related interventions;
- how the UK can address issues of extreme inequality, climate change vulnerability and marginalised groups where DFID has no long-term country-level plans;
- what linking humanitarian aid and resilience and recovery means with no long-term DFID presence; and
- what role other UK Government departments can play in the response and recovery period.

⁴³ As well as being particularly vulnerable to extreme weather events exacerbated by climate change, the Philippines is rated at 18 out of 90 countries in KPMG's Change Readiness Index highlighting its ability to respond to disasters. Government Capacity was rated as similar to that of the UK and 'Government strategic planning and horizon scanning' is identified as a strength. See *Philippines*, KPMG, accessed 15 February 2014, <http://www.kpmg.com/global/en/issuesandinsights/articlespublications/change-readiness/pages/index-tool-2013.aspx?countryCode=PH>.

⁴⁴ *Supporting international action on climate change*, UK Government, 8 November 2013, <https://www.gov.uk/government/policies/taking-international-action-to-mitigate-climate-change/supporting-pages/international-climate-fund-icf>.

Annex

This Annex provides more detailed background information to the review. This includes:

1. Summary of humanitarian programmes funded by DFID (Annex A1);
2. Learning opportunities (Annex A2);
3. Map of locations and projects visited during this rapid review (Annex A3);
4. Bibliography (Annex A4);
5. List of consultations (Annex A5); and
6. Abbreviations (Annex A6).

Annex

Annex A1: Summary of initial humanitarian programmes funded by DFID^{45, 46}

Agency	Amount (£)	Amount (% of total)	Sector(s)
Red Cross appeals			
IFRC	5,900,000	10%	Health, shelter, NFIs, WASH, livelihoods
ICRC	1,200,000	2%	Health, shelter, NFIs, WASH, livelihoods (in conflict-affected areas)
Rapid Response Facility and Disasters Emergency Committee			
Christian Aid consortium with World Vision, Habitat for Humanity and MapAction	1,699,000	3%	Food, NFIs, WASH
CARE consortium with Action Against Hunger and Save the Children	1,971,000	3%	WASH, shelter, food, health, NFIs
Handicap International	324,000	1%	Shelter, NFIs and WASH, including for people with disabilities
Help Age	480,000	1%	Psychosocial care, shelter, food, NFIs
International Health Partnership	300,000	0%	Health, medical aid
Plan UK consortium with Oxfam and CAFOD	2,000,000	3%	WASH
Save the Children	1,226,000	2%	Shelter, WASH, NFIs, health, protection
Disasters Emergency Committee	5,000,000	8%	Unspecified emergency assistance
UN Appeal			
Agency for Technical Cooperation and Development	40,000	0%	Shelter
FAO	2,000,000	3%	Food
International Labour Organization	1,000,000	2%	Livelihoods
IOM	1,560,000	3%	Shelter
IOM	400,000	1%	Shelter (in-kind supplies)
Internews	175,000	0%	Humanitarian Information
OCHA	1,000,000	2%	Coordination
Save the Children	500,000	1%	Education
Save the Children	1,000,000	2%	Livelihoods
UNFPA	617,000	1%	Protection (sexual and other forms of gender-based violence)

⁴⁵ Based on information provided by DFID including: *Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines*, DFID, as at 16 January 2014.

⁴⁶ Percentages are rounded to the nearest 1%.

Annex

Agency	Amount (£)	Amount (% of total)	Sector(s)
UNFPA	183,000	0%	Health (reproductive)
UNHCR	1,000,000	2%	Protection (vulnerable groups)
UNICEF	2,000,000	3%	Nutrition
UNICEF	2,500,000	4%	WASH
UNICEF	400,000	1%	Education
UNICEF	1,200,000	2%	Protection, psychosocial, child friendly spaces
WFP	2,500,000	4%	Food
WFP (UN Humanitarian Air Service)	1,000,000	2%	Logistics
WHO	2,000,000	3%	Health, psychosocial
To be determined (UN SRP)	1,525,000	2%	Humanitarian support during early recovery
DFID and other UK Government support			
DFID	6,200,000	10%	Commercial airlifts, relief supplies and key logistical equipment for international community
DFID	1,000,000	2%	Secondments to UN agencies of technical specialists; various sectors including logistics and gender-based violence
MOD	8,950,000	14%	Overall MOD Costs
MOD (unused budget)	1,050,000	2%	Unused budget available for reprogramming
UKIETR Emergency Trauma Team	300,000	0%	Health (surgery)
DFID	1,800,000	3%	CHASE operational and monitoring costs
Total	62,000,000		

CHASE has earmarked a further £15 million for humanitarian activities in the early recovery, making total humanitarian funding £77 million. AsCOT has allocated a further £5 million for urban resilience and is considering further funding options for the recovery, reconstruction and resilience-building.

Annex

Annex A2: Learning opportunities

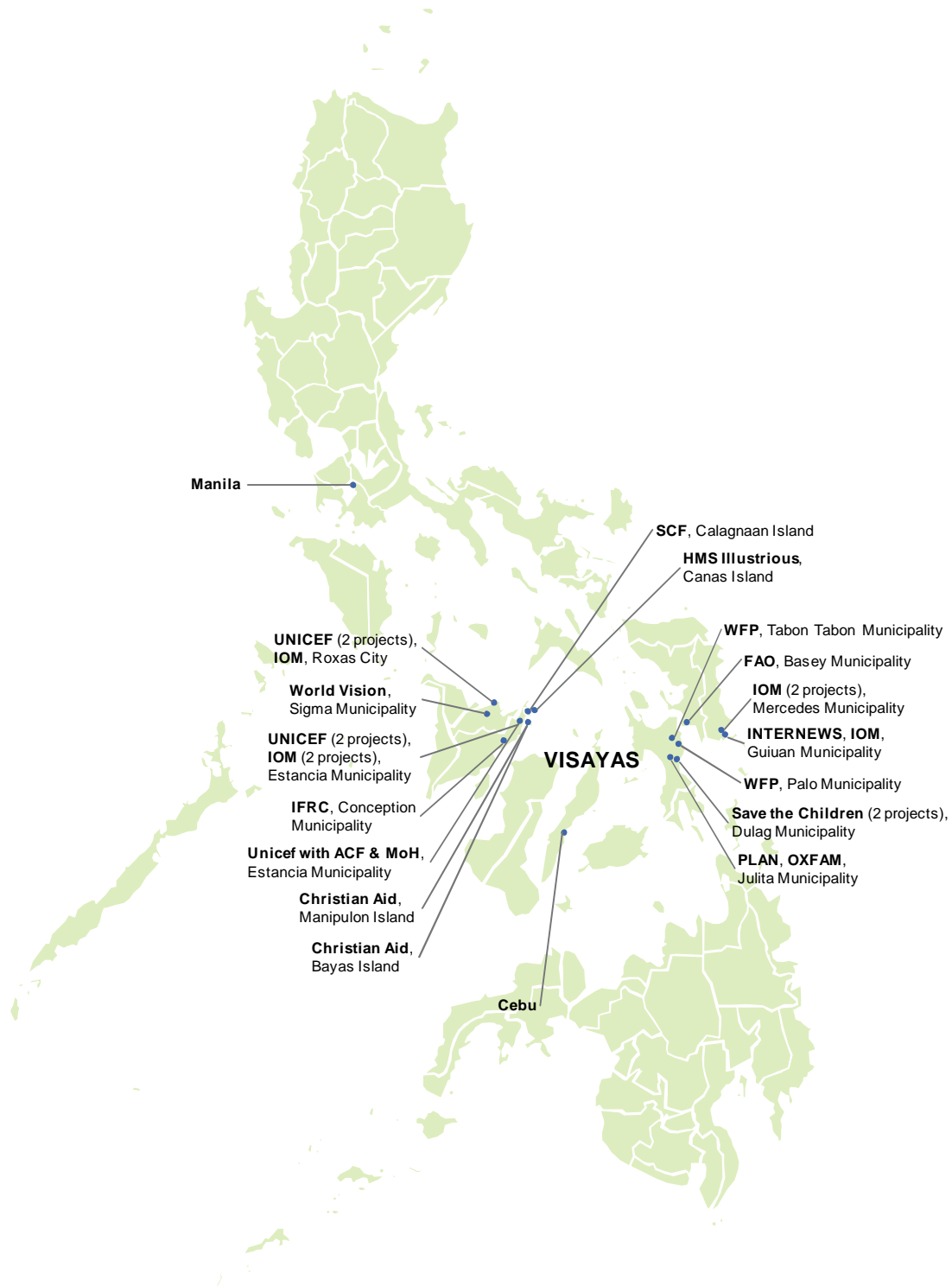
Each of the agencies funded by DFID made a valuable contribution to the response. In the interests of learning, however, we have included questions that DFID and its partners may wish to consider further, based on our observations and what we heard. These are not intended to be treated as recommendations but, rather, as points for discussion that we hope will be useful for each set of players as they seek to learn for future responses.

Key set of players	Preparedness	Mobilisation	Impact	Transition
DFID and UK Government	<ul style="list-style-type: none"> How can DFID strengthen its logistical capacity? Can MOD logistical support be pre-agreed where certain criteria are met? 	<ul style="list-style-type: none"> How can initial surge support be enhanced to promote continuity? What are the key requirements for a platform for mobilising UKIETR resources and who is best placed to manage it? 	<ul style="list-style-type: none"> How does the value for money of each MOD asset compare to each other and to commercial/NGO options? What are the options for improving the way NFIs are used by recipients, such as plastic sheeting? 	<ul style="list-style-type: none"> What can be learnt more generally about DFID's interactions with FCO from this experience? What can be learnt about engaging DFID's regional offices (such as AsCOT) during the emergency phase?
Multilaterals	<ul style="list-style-type: none"> How can DFID's women and girls focus be promoted within the UN System before the next crisis? How can the international community maintain reserve capacity to ensure that protracted crises do not prevent timely and proportional response to rapid-onset emergencies? 	<ul style="list-style-type: none"> How can needs assessments (especially the UN's Multi-Cluster Initial Rapid Assessment) better incorporate the needs of women, children and other vulnerable groups? How can the UN decide which aspects of a Level 3 response are needed and to what extent? 	<ul style="list-style-type: none"> What could have prevented delays in cash distribution? What can be done to promote the use of safety equipment and safe practices by cash-for-work labourers (for example, IOM loggers not using ear protectors that were provided)? 	<ul style="list-style-type: none"> What can be done to better align SRP with RAY? How can the protection of women and girls be better incorporated into longer-term programming?
NGOs	<ul style="list-style-type: none"> How can DFID be more clear about its openness to flexibility in programme design and reallocations? Can DFID and RRF partners agree on approaches for forming consortia or working within consortia in advance? 	<ul style="list-style-type: none"> How can DFID more effectively monitor NGOs to avoid delays while minimising the burden on NGOs – for example, requiring immediate notification of procurement delays? What are the pros and cons of funding DEC compared to direct programming? Are RRF and DEC mechanisms complementary? 	<ul style="list-style-type: none"> What can NGOs do to programme specifically for the needs of women, girls and other vulnerable groups? What data can be collected to help inform future programming? 	<ul style="list-style-type: none"> How can NGOs incorporate and enhance civil society capacity in the Philippines and beyond? How can NGOs work together effectively and in line with RAY during the recovery and reconstruction phases? How can DFID support this? How are NGOs planning to scale down and hand over to the Philippine Government or civil society in the long term?

Annex

Annex A3: Map of locations and projects visited during this rapid review

The map below shows the approximate locations of the places we visited. For each field location, we have indicated the implementing organisations of the DFID-funded projects that we saw. We visited one project for each organisation listed unless otherwise indicated. Annex A6 summarises the projects and number of beneficiaries we met.



Annex

Annex A4: Bibliography

The following are a selection of the documents reviewed by the review team in the course of this assessment. This list should not be taken as comprehensive, as the team reviewed several hundred documents before, during and after the field-based portion of the review. The following are intended to be illustrative of the sorts of materials considered.

ICAI Documents

ICAI, DFID's *Humanitarian Emergency Response in the Horn of Africa*, Report 14, September 2012.

ICAI, *The Department for International Development's Climate Change Programme in Bangladesh*, Report 3, November 2011.

Drew, R., *Synthesis Study of DFID's Strategic Evaluations 2005–2010: A report produced for the Independent Commission for Aid Impact*, 2011.

Background Studies

Scheper, E., A. Parakrama and S. Patel, *Impact of the Tsunami response on local and national capacities*, Tsunami Evaluation Coalition, 2006.

DFID, *Report on DFID's Response to the Indian Ocean Disaster*, DFID, 2006.

Troy, P., 'Donor issues in the tsunami response: the view from DFID', *Humanitarian Exchange Magazine*, December 2005, Issue 32.

Barnett, C., J. Bennet, A. Khan, J. Kluyskens and C. Vickery, *Evaluation of DFID Country Programmes: Indonesia Final Report*, DFID, 2007.

Cosgrave, J., *Tsunami Evaluation Coalition, Synthesis Report: Expanded Summary, Joint evaluation of the international response to the Indian Ocean tsunami*, Tsunami Evaluation Coalition, January 2007.

DFID Documents

The following are among the several dozen documents provided by DFID as part of this review. Here we have decided to note some of the most beneficial. This list does not include proposals and reports from DFID implementing partners, including UN agencies. Only a portion of the items noted below are publicly available.

DFID Core Brief: International Humanitarian Relief – Typhoon Haiyan.

DFID Response Strategy: Typhoon Haiyan.

Business case and intervention summary for an emergency humanitarian response: Response to Typhoon Haiyan, Philippines.

Terms of Reference - Programme Review: Typhoon Haiyan Response – Philippines.

Record of Feedback from Partners and Media.

Proposed Monitoring and Evaluation Outline: Philippines Typhoon Haiyan.

Rapid Response Facility Review Guidelines.

Annex

Information Note: Protecting women and girls in the wake of Typhoon Haiyan, 12 December 2013.

Submission to Ministers: UK Humanitarian Action: Super-typhoon Haiyan, 9 November 2013.

Information Note: Typhoon Haiyan, Philippines RRF activation, 13 November 2013.

Submission to Ministers: Philippines Humanitarian Response, 14 November 2013.

Information Note: Typhoon Haiyan – allocation of support to the UN Humanitarian Action Plan, 18 November 2013.

Who Does-What-Where (3W) Typhoon Haiyan/Yolanda Response, November 2013.

Guidance framework: Intervention criteria for humanitarian response in sudden onset contexts.

DFID Humanitarian Aid Rapid Decision Tree.

Ministry of Defence Documents (provided by DFID)

Memorandum of Understanding between DFID and MOD regarding UK Military Assistance to Humanitarian Relief Operations following Natural or Environmental Disasters.

MOD, Operation PATWIN – HMS Illustrious support to DFID, 13 Nov to 11 Dec 2013.

HMS Illustrious Stock Report.

Island groups covered by HMS Illustrious.

UN Documents

OCHA, Philippines: Typhoon Haiyan Situation Report No. 31 (10 January 2014), UN Office for the Coordination of Humanitarian Affairs, 2014.

OCHA, Philippines: Typhoon Haiyan - Humanitarian Snapshot (as of 06 Jan 2014), UN Office for the Coordination of Humanitarian Affairs, 2014.

Humanitarian Info, Key Messages: The IASC Transformative Agenda, 2013.

Other Documents

GoP, Reconstruction Assistance on Yolanda: Build back better, Government of the Philippines, December 2013.

Ashdown, P. (chair), Humanitarian Emergency Response Review, March 2011.

Annex

Annex A6: List of consultations

The list below captures some of the stakeholders consulted in the course of this research. In many instances, members of the ICAI review team met with several individuals from the organisations listed below. The Beneficiaries column indicates the estimated number of intended beneficiaries with whom we directly engaged.

Location	Organisation	Beneficiaries
Key Stakeholder Consultations		
Philippines (by phone)	Private Sector Focal Point, OCHA	-
UK	DFID, including CHASE, AsCOT and media	-
UK	Disasters Emergency Committee	-
UK	CARE International UK	-
UK	UKIETR co-ordinator - Manchester University	-
Geneva (by phone)	Former Official - OCHA	-
UK	World Vision	-
UK	Christian Aid	-
US (by phone)	Civil-Military Coordination Specialist, OCHA	-
UK	Ministry of Defence	-
UK	Foreign and Commonwealth Office	-
Philippines	OCHA	-
UK	AsCOT, DFID	-
Philippines	CHASE, DFID	-
Philippines	World Vision	-
Philippines	Christian Aid	-
Philippines	UNICEF	-
Philippines	IOM	-
Philippines	Action Contre la Faim	-
Philippines	Government Official – Concepcion (Iloilo province)	-
Philippines	Philippine Department of Social Welfare and Development	-
Philippines	WHO	-
Philippines	IFRC and British Red Cross	-
Philippines	Red Cross Warehouse	-
Philippines	WFP, Logistics Personnel	-
Philippines	British Ambassador to the Philippines	-
Philippines	ADB	-
Philippines	Manila roundtable meeting with UN agencies	-
Philippines	Manila roundtable meeting with RRF partners	-

Annex

Location	Organisation	Beneficiaries
Site Visits, including Consultations with Aid Agencies, local officials and Beneficiaries		
Philippines	WFP: Cash distribution – Barangay Pobalacion, Tabon Tabon Municipality	25
Philippines	WFP: Logistics hub – Barangay Candalug, Palo Municipality	-
Philippines	Save the Children: RRF, Child friendly space Bbarangay Bulod, Dulag Municipality	20
Philippines	Save the Children: Barangay Cabacungan, Dulag Municipality	15
Philippines	PLAN: Barangay Alegria, Julita Municipality	25
Philippines	OXFAM: RRF/NFI, Pobalacion District 1 and 3, Julita	7
Philippines	INTERNEWS: Guiuan	3
Philippines	IOM: 1. DRR training in Guiuan municipality - Sapao Barangay; 2. Coco lumber in Mercedes Municipality 3; 3. Repair kit distribution was in Barangay Pobalacion; 4 again in Mercedes	10
Philippines	FAO: Barangay Can-abay, Basey Municipality	10
Philippines	Unknown: Three unscheduled stops in villages in Leyte and Samar and discussions with community members in Tacloban	25
Philippines	UNICEF: Don Manuel Arnaldo Memorial School, Roxas, Capiz Province	3
Philippines	UNICEF: Roxas City School for City Craftsmen, Roxas, Capiz Province	4
Philippines	IOM: Roxas City Barangay Lawaan of Roxas City, Capiz Province	7
Philippines	World Vision: RRF Guintas Barangay, Sigma Municipality	6
Philippines	UNICEF: Temporary Learning Space. Bito-on, Elementary School, Calagnaan Island, Estancia Municipality	3
Philippines	Save the Children: Calagnaan Island: Punta Batuanan, Estancia Municipality Nutrition – Infant and Young Child Feeding and supplementary feeding	2
Philippines	HMS Illustrious: Canas Island, Estancia Municipality	10
Philippines	Christian Aid: RRF partner NFIs, food distribution Manipulon Island, Estancia Municipality, Iloilo Province	7
Philippines	Christian Aid: RRF partner NFIs, food distribution. Bayas Island, Estancia Municipality, Iloilo Province	12
Philippines	UNICEF: Estancia Municipal pumping station	1
Philippines	UNICEF and ACF: Evacuation Centre, Estancia Municipality, Iloilo Province	5
Philippines	IOM: Shelter kit distribution, Botongan Barangay, Estancia Municipality, Iloilo Province	2
Philippines	HMS Illustrious and IOM: Solar lamps delivery Botongan Barangay, Estancia Municipality	2
Philippines	UNICEF with ACF & MoH: Nutrition programme (Community-Based Management of Acute Malnutrition) Tacbuyan Barangay in Estancia Municipality, Iloilo Province	6
Philippines	IFRC: Cash distribution, Bawacjan Norte Barangay, Concepcion Municipality, Iloilo Province	5
Estimated total Beneficiaries		215

Abbreviations

ADB	Asian Development Bank
AsCOT	Asia, Caribbean and Overseas Territories
CHASE	Conflict, Humanitarian and Security Department
COBR	Cabinet Office Briefing Room
DART	Disaster Assistance Response Team
DEC	Disasters Emergency Committee
DECC	Department for Energy & Climate Change
DFID	Department for International Development
FAO	United Nations Food and Agriculture Organisation
FCO	Foreign and Commonwealth Office
HAP	Humanitarian Action Plan
HERR	Humanitarian Emergency Response Review
ICAI	Independent Commission for Aid Impact
ICRC	International Committee of the Red Cross
IFRC	International Federation of the Red Cross
IOM	International Organisation for Migration
MAR	Multilateral Aid Review
MOD	Ministry of Defence
MoU	Memorandum of Understanding
NFIs	non-food items
NGO	non-governmental organisation
NHS	National Health Service
OCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
ODA	Overseas Development Assistance
RAF	Royal Air Force
RAY	Reconstruction Assistance on Yolanda
RRF	Rapid Response Facility
SoS	Secretary of State
SRP	Strategic Response Plan
UKIETR	UK International Emergency Trauma Register
UN	United Nations
UNDAC	United Nations Disaster Assessment and Co-ordination Unit
UNHCR	United Nations High Commissioner for Refugees
UNHRD	United Nations Humanitarian Response Depot
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organisation

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