



Mayon, Magayon: The Perfect Cone of Participatory Governance, Risk Reduction, and Resilient Communities

Project Evaluation

Maria Cecilia M. Genzola
September 2024

Contents

1. Introduction.....	1
1.1 Objectives of the End-of-Project Evaluation.....	1
1.2 Methodology.....	1
2. Rationale and Description of the Project	3
3. Brief Summary of the End-of-Project Evaluation	6
4. Assessment of Project Accomplishments.....	9
4.1. Effectiveness: Is the intervention achieving its objectives?	9
4.1.1. Project Objective 1	9
4.1.2. Project Objective 2.....	15
4.1.3. Project Objective 3.....	17
4.2. Relevance: Is the intervention doing the right things?	22
4.3. Efficiency: How well are resources being used?	23
4.3.1. On the Management of Project Funds	23
4.3.2. Budget Items and Allocation	24
4.3.3. On the Conduct of the Series of LPS of the BDRSSP Training.....	25
4.4. Coherence: How well does the intervention fit?	26
4.5. Impact: What difference does the intervention make?	26
4.6. Sustainability: Will the benefits last?	27
5. Conclusions	28
6. Considerations for Project Sustainability and Future Undertakings.....	29
6.1. For ALTERPLAN and SAC-Legazpi.....	29
6.2. For SAC-Legazpi	29

Acronyms

AECID	Spanish Agency for International Development Cooperation
ALTERPLAN	Alternative Planning Initiatives, Incorporated
BDRSSP	Barangay Disaster Risk-Sensitive Shelter Plan
CBO	Community-based Organization
CSO	Civil Society Organizations
DIB	Danish International Human Settlement Service/ Dansk International Bosætnings
DKK	Danish Kroner
DRR	Disaster Risk Reduction
FGD	Focus Group Discussion
GPS	Global Positioning System
LGU	Local Government Unit
LPS	Learning and Planning Session
MDPO	Municipal Development Planning Office
MDRRMO	Municipal Development Risk Reduction and Management Office
Missio	Internationales Katholisches Missionswerk eV
MOU	Memorandum of Understanding
NGO	Non-Government Organization
OECD	Organization for Economic Co-operation and Development
PhP	Philippine peso
SAC-Legazpi	Social Action Center - Legazpi
SB	Sangguniang Barangay/Barangay Council
SP	Sangguniang Panglungsod/City Council

1. Introduction

1.1 Objectives of the End-of-Project Evaluation

This evaluation delved into the overall results of the “Mayon, Magayon: The Perfect Cone of Participatory Governance, Risk Reduction, and Resilient Communities” project’s (henceforth the Project) objective of “improving the resilience of disaster-affected and high-risk communities in the municipality of Guinobatan on the slopes of Mayon Volcano by building their capacity to engage with duty bearers in obtaining access and resources for safer and more resilient settlements.” It utilized the criteria defined by the Organization for Economic Co-operation and Development (OECD) for evaluating development assistance projects.¹

Specifically, this report sought to:

- identify and articulate the Project’s relevance to and effects on the recipients and stakeholders,
- identify and articulate the Project’s effectiveness,
- analyze lessons as drawn from the Project’s strengths and weak areas,
- analyze the efficiency in fund usage as against the implementation of plans and outputs,
- identify sustainability strategies and indicators,
- identify gaps and challenges in the strategy or implementation process to accomplish the Project objectives, and
- provide recommendations for further collaboration among the partners.

The above evaluation criteria are applied in the context of the intervention strategies utilized to improve community resilience in three dimensions, namely:

- **organizing and strengthening community-based organizations (CBOs)** that can lead the way for residents to respond and recover in times of crisis, as well as in pre-emptively finding ways to resist and prevent crisis,
- **developing the barangay-level shelter plan**, a multi-year instrument for advocacy that CBOs can use to advocate changes to their living conditions that are currently high-risk; and
- **assisting in the design and development of safer and more resilient settlements** for the target groups.

1.2 Methodology

Data for this evaluation report was gathered through key informant interviews (KIIs) and focus group discussions (FGDs). Key informants included representatives of Alternative Planning Initiatives (ALTERPLAN): its Executive Director (who served as the Project Director), Finance Officer, and Bookkeeper. The Project Coordinator, Project Finance Officer, and Community Organizer of the Social Action Center of the Diocese of Legazpi (SAC Legazpi); the last one was accompanied by a Community Organizer of ALTERPLAN. FGDs were conducted with officers and members of the CBOs, one homeowners’ association (HOA), and officials from the barangay and municipal governments. Initial findings were presented in a validation session held on May 30, 2024.

¹ OECD, “Evaluation Criteria,” <https://www.oecd.org/en/topics/sub-issues/development-co-operation-evaluation-and-effectiveness/evaluation-criteria.html>.

FGD GROUP	NUMBER OF PARTICIPANTS
San Rafael CBO	8 officers and members
San Francisco CBO	6 officers and members
Travesia CBO	7 officers and members
Laudato Si' HOA	5 select officers and members
Municipal government	4 representatives from the Municipal Planning and Development Office, Municipal Disaster Risk Reduction and Management Office, and Municipal Social Welfare Development Office
Barangay government	5 representatives, namely the barangay chairperson, barangay council members (<i>kagawad</i>), and key staff members such as the treasurer and secretary

2. Rationale and Description of the Project

In late 2020, a series of strong typhoons, which set off the flow of lahar on the slopes of Mayon Volcano, resulted in several casualties and large-scale destruction of homes and livelihoods.² The calamity prompted government agencies to recommend wholesale relocation of communities. The Project proposed to deploy the methodology of barangay-level disaster risk-sensitive shelter planning (BDRSSP) in helping affected communities prepare for their relocation or on-site risk mitigation, and to safeguard their interests in the development of housing and settlements projects.³ These interests refer to access to livelihood opportunities; basic services such as water, power, sanitation, and safe road networks; and social services such as health, education, police, and firefighting. Many government relocation projects do not consider the provision of many of these services; the situation is aggravated by the substandard construction of housing units. Failure to ensure access to these services and opportunities, especially livelihood, significantly increases the chances of families returning to their previous places of residence (because of the rich agricultural land where they derive their livelihood) despite classifying these areas as “danger zones”. Moreover, relocation need not be the only option if analysis could show that effective risk-mitigating infrastructure and measures (e.g., observance of easements, protection of slopes, and constructing flood control structures) can be put in place. In this way, displacement of families and loss of livelihoods would be prevented.

Mount Mayon is an active volcano, yet it is populated almost up to its peak. Three cities (Legazpi, Ligao, and Tabaco) and five municipalities (Camalig, Daraga, Sto. Domingo, Malilipot, and Guinobatan) divide up the slopes of the volcano. Each of these territories have a slice of the volcano, running from the peak to the base.

The Project was implemented in the municipality of Guinobatan, particularly in three barangays, namely Travesia, San Francisco, and San Rafael (see Figure 1). The Philippine Institute of Volcanology and Seismology (PHIVOLCS) recommended that these three barangays to be among the seven barangays (the rest are in other municipalities) with *purok* that have households for immediate relocation.⁴ Although these *purok* are not within the “permanent danger zone” (or areas near the peak), they are located next to the river systems where volcanic material has been deposited and eroded during the heavy rains.

Guinobatan is a first-class municipality, i.e., its population and municipal income are big enough to be in the top tier of municipalities but not big enough to be considered a city. As of August 2015, it has a total population of 82,361, almost evenly split among males and females. The three barangays proposed for this Project have an estimated aggregate population of 16,244 or almost 20% of the total population of the municipality.

Guinobatan does not have a local shelter plan (LSP) since housing is not seen as a pressing problem of municipalities. Because of recent calamities, however, the municipal and barangay government units as well as the affected communities have recognized that not taking immediate pre-emptive action is untenable. The Project implementers believe that by mobilizing government and private sector resources, the BDRSSP is an appropriate intervention to meet the needs of at-risk communities in

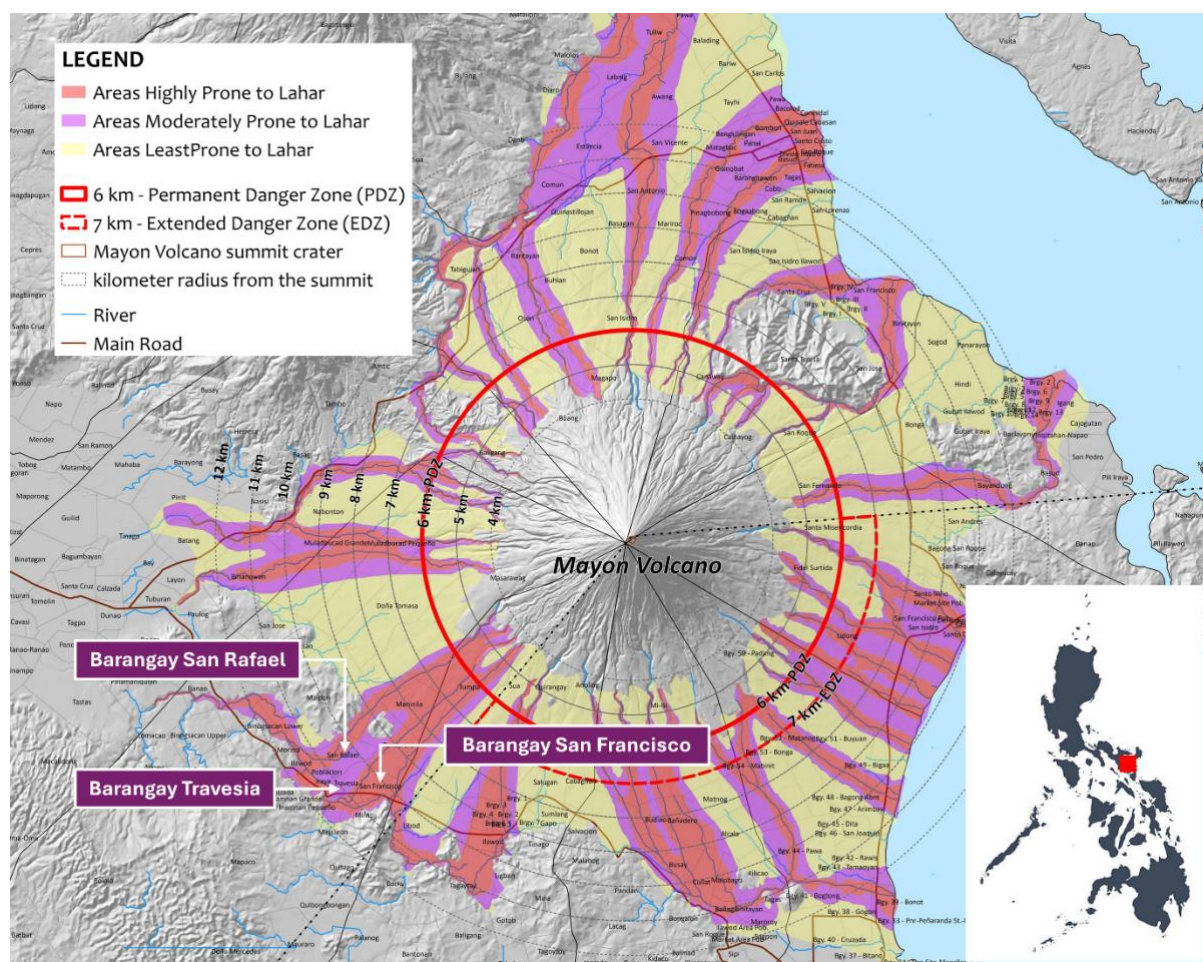
² Lahar is a hot or cold mixture of water and rock fragments that flows down the slopes of a volcano and typically enters a river valley. As lahar rushes downstream, the size, speed, and amount of material carried can constantly change.

³ BDRSSP is a series of civil society-driven seminars and workshops designed to integrate local knowledge with scientific evidence, towards understanding the nature of local housing requirements and the different kinds of challenges and risks that limit access to safe and secure housing, especially for the poor. The results of the participatory analysis and the shelter plan generated at the barangay level are advocated for integration in the city- or municipal-level shelter plan, a sectoral plan that supports the comprehensive development plan of local governments in the Philippines.

⁴ A barangay is a part of a city or municipality. It is the smallest political-administrative territory in the Philippines. A *purok* is a village or neighborhood within a barangay.

Guinobatan. As the project partners have seen in previous projects, including recommendations and proposals in an LSP could increase the chances of obtaining local government and national agency budgets.

Figure 1. Location of the Project Sites



Source: Philippine Institute of Volcanology and Seismology (PHIVOLCS)

The Project sought to: (i) introduce in the municipality evidence-based and risk-sensitive shelter planning as well as to influence the practice of local development planning to be more truly participatory through the BDRSSP, which is designed to draw out insights and knowledge from affected communities rather than from government authorities and/or their consultants; and (ii) demonstrate that communities can and should participate in planning not only because relocation is the only solution that government offers but because such process of preparing the BDRSSP would benefit them in the long run, thereby improving their resilience. As a foundation for participation in planning and governance, a significant component of the Project was devoted to organizing communities into formal associations and building their capacities to engage government and advocate for policies and projects.

The Project would build the resilience of these communities in three dimensions:

- by organizing and strengthening community-based organizations that can lead the way for local residents to respond and recover in times of crisis, as well as in pre-emptively finding ways to resist and prevent crisis,
- by developing the barangay-level shelter plan, a multi-year instrument for advocacy that CBOs can use to advocate changes to their living conditions that are currently high-risk; and

- by assisting in the design and development of safer and more resilient settlements for the target groups.

The Project was to be completed in three years, starting in April 2021, but due to reasons to be explained later, it was extended up to July 2024. Funded by the Denmark-based CISU, the Project was implemented by the Social Action Center of the Diocese of Legazpi (SAC Legazpi), the NGO Alternative Planning Initiatives (ALTERPLAN), and the Danish International Human Settlement Service (DIB), as the Danish partner.

3. Brief Summary of the End-of-Project Evaluation

The Project has three objectives:

- Specific objective 1: At-risk households have a unified voice for claim making through strong community-based organizations.
- Specific objective 2: Community-based organizations are capable of advocating for safer and more resilient settlements through the processes of participatory planning and budgeting.
- Specific objective 3: The 15 most vulnerable and at-risk families have gained protection through access to safe and resilient permanent relocation.

The Project was a relevant integrated developmental and sustainable intervention extended to disaster-stricken communities. It provided a three-dimensional support, creating a perfect cone—akin to Mayon Volcano’s shape—of disaster-mitigation interventions: (i) participatory governance, (ii) risk reduction, and (iii) resilient communities.

The Project was implemented amid the coronavirus disease (COVID-19) pandemic, with the national government imposing various restrictions that came under community quarantines, lockdowns, and different alert levels. The initial one-month lockdown starting March 12, 2020 was for Metro Manila only. The lockdown for the entire island of Luzon followed on April 12. Then, the entire country was placed under “general community quarantine” (GCQ) on May 16, as the government’s strategy to combat the new virus. The community quarantines had a great impact on the implementation of the Project work plan, affecting the mobility of the field staff to do community organizing work in the three barangays, the scheduling and the methodology to conduct its Learning and Planning Sessions (LPS), and the Project timetable.

The approach utilized community organizing as a core strategy in achieving the three-pronged focus of the Project:

- the participatory governance dimension for the mobilization of different sectoral representatives and eventual formation and strengthening of three CBOs that have initiated ways for local residents to respond and recover in times of crisis, as well as in pre-emptively finding ways to resist and prevent crisis;
- the preparation of the barangay-level shelter plan that the CBOs used to advocate changes on their living conditions and those in the high-risk areas in their dialogues with barangay and municipal officials and key department heads, and
- the development and management of a safer and more resilient settlement for those in the high-risk areas.

The approach for the risk reduction dimension was a series of capacity-building activities for local stakeholders: the leaders and members of different sectoral groups, as well as key officials of the local government units. The resilient communities’ component combined strategies of community organizing in targeting the key sectors in the barangay and the partner civil society organization (CSO) implementer the SAC Legazpi in the capacity-building interventions, and in providing technical assistance in the development of a new settlement, which integrated innovative features on the use of renewable energy and nature-based solutions.

The first two approaches gained headway with the organization of three CBOs and the completion of the BDRSSP of each barangay. The plans had specific projects and programs that benefit the residents from high-risk areas as well as those in the relocation sites. These were presented to officials of various levels of the local government units (LGUs)—from the barangay to the municipality—for awareness and

resource mobilization. The Project objectives 1 and 2 and their target results were accomplished in varying degrees.

Efforts toward building resilient communities were two-pronged and were both work-in-progress. One was directed on the capacity-building of the key stakeholders in the three communities, the CBO leaders, members, and the elected barangay officials in preparing a BDRSSP. The other was an actual demonstration of a resilient community, the Laudato Si Eco-Village, a resettlement project initiated by SAC Legazpi with a view to making all the amenities available to the resettled families upon their transfer. ALTERPLAN provided technical assistance in designing the houses and in integrating the use of innovative features such as the rainwater catchment (to ensure adequate supply of water) and solar panels (to store and provide electricity for three lightbulbs per housing unit and streetlights) into the resettlement project. Other nature-based solutions were also introduced in the housing project; rows of vetiver grass were planted to minimize soil erosion, and a wetland was installed for the domestic wastewater of 24 households.⁵

The identified projects in the BDRSSP that were intended to work on resilient communities were either in the high-risk areas in the barangay or in the provision of basic services (such as adequate water and power supply, streetlights, livelihood opportunities, or temporary market stalls) to the government relocation sites in the Municipality of Guinobatan.

The third Project objective was for the 15 most vulnerable and at-risk families to have gained protection through access to safer and more resilient permanent relocation. The Project was able to exceed the target by assisting 38 such families gain security of shelter tenure in a safe and more resilient relocation, that is, the Laudato Si Eco-Village.

The representatives of the three CBOs and the LGUs recognized the importance and appropriateness of the Project. Its participatory processes—from organizing the communities and developing the barangay shelter plan to the mobilization of youth members in the development of the information and education materials—was a welcome change from top-down approaches to disaster preparedness and communication. To a significant extent, the Project demonstrated how a partnership among government, communities, and civil society (including the NGOs and the church) can bring about concrete and lasting benefits.

It is worth noting that despite the COVID-19 pandemic and a nationwide lockdown at the start of the implementation, from April 2021 to November 2021, the Project still accomplished its targets and overcame the hurdles it encountered.

The Project provided a timely, integrated developmental and sustainable response to the disaster-stricken communities of the three barangays of the Municipality of Guinobatan. As an area often struck by disasters (i.e., typhoons) and located in a hazard hotspot, Guinobatan is a municipality that needs interventions and resources to keep residents, especially the poor, out of harm's way. The Project, by targeting to move vulnerable families to safer communities through processes that tap people's capacities and involving them in many aspects of the intervention, was compatible with other efforts, especially those by the local government in their relocation efforts of residents occupying high-risk areas.

The Project initiated and sustained key local governance processes and mobilization strategies:

⁵ Nature-based solutions involve working with nature, as part of nature, to address societal challenges, supporting human well-being and biodiversity locally. They include the protection, restoration or management of natural and semi-natural ecosystems; the sustainable management of aquatic systems and working lands; and integration of nature in and around our cities. They are actions that are underpinned by biodiversity and designed and implemented in a way that respects the rights, values and knowledges of local communities and Indigenous Peoples.

- Participatory local governance process. Representatives from the different sectoral groups (barangay officials, farmers, women, youth, senior citizens, church – based, and persons with disabilities) in the barangay came together to work on a community assessment and a comprehensive Barangay Disaster-Risk Sensitive Shelter Plan (BDRSSP).
- Awareness-building on the potential hazards of natural disasters they are in, instilled commitment among community leaders to mobilize and collectively work together through community organizing for safe and resilient shelter for them and other households at-risk.
- Strategy of women empowerment and participation in organizing and advocacy work.
- Process of partnership-between and among the LGUs, the Church, the communities, and civil society organizations in Guinobatan
- Modeling a resettlement site that integrates nature-based solutions (NBS) such as the use of the wetland for household wastes, alternative sources of power (i.e., solar energy), and rainwater catchment for the water supply (although on a limited scale).
- Strategy of youth mobilization and participation, specifically in creatively conveying messages on environmental care, the threats of natural calamities, and safety precautions.

The Project's benefits will continue with the active and committed officers and leaders of the community-based organizations in advocating for safe and secure shelter for families at the high-risk areas and resource allocation of municipal and barangay government units for community facilities in the government resettlement sites. The Social Action Center of Legazpi will carry on the monitoring and provision of training and technical assistance to the CBOs and the Laudato Si Eco Village HOA.

The conduct of the Project's initial series of Learning and Planning Sessions (LPS) was a challenge to implement due to the COVID-19 pandemic and the different levels of community quarantine. Still, it was able to carry out all the sessions with much creativity and the maximum use of technology.

The Project is innovative in its features and participatory processes – community organizing per se leaving behind three functional community-based organizations, the series of disaster-risk sensitive shelter planning and learning sessions, the well-documented disaster-risk sensitive shelter plans of the three barangays, and the mobilization of the youth sector in the development of the risk communication materials.

4. Assessment of Project Accomplishments

4.1. Effectiveness: Is the intervention achieving its objectives?

4.1.1. Project Objective 1

The first objective was **partially achieved**.

SPECIFIC OBJECTIVE 1		At-risk households have a unified voice for claim making through strong community-based organizations.	
INDICATORS	TARGET OUTPUTS	ACTUAL OUTPUTS	REMARKS
Functional community-based organizations with membership and leadership structures and mechanisms. Official recognition of CBOs as participants in governance	<ul style="list-style-type: none"> A common vision has been formulated. 	<ul style="list-style-type: none"> Three functional CBOs were organized with their respective vision statements and similarly stated goals and objectives. 	Achieved
	<ul style="list-style-type: none"> A functioning set of leaders has been established and at least 1,000 members have been mobilized. 	<ul style="list-style-type: none"> The CBOs have their respective set of active leaders and members. 	Achieved
		<ul style="list-style-type: none"> They have a total of 113 members, which is about 10% of the 1,000 targeted members. 	Partially achieved
	<ul style="list-style-type: none"> A program of action for addressing common concerns has been developed. 	<ul style="list-style-type: none"> The BDRSSPs have detailed project plans to address priority concerns. 	Achieved
	<ul style="list-style-type: none"> Government registration and accreditation of at least seven purok-based CBOs have been obtained. 	<ul style="list-style-type: none"> The local project implementers decided to form three barangay-level CBOs instead of 7 purok-based organizations. This facilitated the consolidation of efforts of the purok-based groups. All three CBOs were all registered as neighborhood associations with the Securities and Exchange Commission (SEC) and as workers' organizations with the Department of Labor and Employment (DOLE). The CBOs were also accredited with their respective barangay LGU and the municipal LGU. 	Achieved

Originally, the target of the community organizing strategy was to reach 1000 individuals through sectoral organizing, e.g., a church group such as the Barangay Commission on Social Concerns (BCSC), women, farmers, senior citizens, solo parents, youth, and the Barangay Development Council in the 3 barangays. The Project's learning and planning session began on November 9 to 10, 2021 with the whole Province of Albay classified as under General Community Quarantine (GCQ). Thus, the learning and planning session and initial data – gathering activities were done online. The Barangay Shelter Plans were presented to the communities in September 2022. However, it was observed that the attendance to community activities were decreasing. Community meetings were then conducted to gauge and assess the interests and commitment of the sectoral representatives to get organized. The response of some sectoral groups showed they are not comfortable in doing advocacy work, particularly on safe housing and resettlement since they also have to closely attend to their respective sectoral concerns.

Thus, in April 2023, the community organizing strategy shifted to working with the community at large to include the at-risk families or victims of disasters. As a result, one CBO was organized in each priority barangay. These are: (1) San Rafael Pagdaramayan sa Kaunlaran Community Organization, Inc., (2) San Francisco Dream Plan Organization, Inc., and (3) Travesia sa Pag-andurog Community Organization, Inc. The number of members ranged from 25 to 57.

4.1.1.1. Evaluating the CBOs

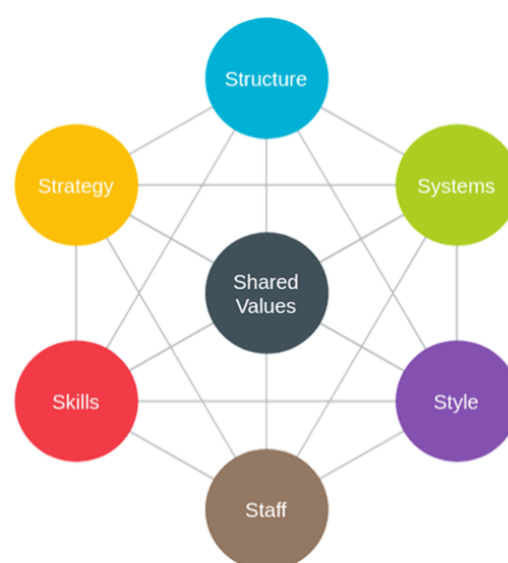
To assess the functionality of the three CBOs, this evaluation report used the indicators of effective organizations based on a modified version of the McKinsey 7-S Model (see Figure 2). The Project focused on four of these indicators (shared vision and values, strategy, staff, and skills) but this evaluation assessed the three CBOs in terms of the three other indicators (systems, structure, and style).

Shared Vision and Values. This indicator refers to “a statement on what the organization wants to do and see with its own organization and/or its target clientele of the changes the organization desires with its own organization or the target clientele.” All the three CBOs have concise vision statements as reflected in their respective constitution and by-laws (CBL). Although “shared values” are not articulated in their CBL, “helping others have safe shelter” emerged in the FGDs as an important value for the officers and key leaders.

Strategy. This indicator refers to “intentions translated into concrete action or the program plan of action.” All three CBOs have key leaders and members who actively took roles in the preparation and crafting of their respective BDRSSP. Each BDRSSP started with a brief history of the barangay, its geography, an analysis of hazards and exposure and vulnerability of the communities to these. It also included demographic information and locations of basic services. The main plan presented the objectives, proposed strategies to mitigate the identified hazards, and interventions identifying the proposed programs, projects, proposed legislation or policies, and services.

Staff. These are the people who do the work in the organization. Each of the three CBOs has a core of active officers and members. It was observed during the FGD with the San Rafael CBO that their officers and members were “others-oriented”. Their responses point to their commitment to assist others have

Figure 2. Indicators of An Effective Organization (7S) – McKinsey Model



safe shelter, especially for those in the high-risk areas. Twenty-two or 88% of the 25 members are women.

The officers and members of the San Francisco CBO expressed their need to have safe shelter through the efforts of the LGU officials or other entities. All the 31 members are women.

For the Travesia CBO, the officers and members also underscored the need to work on the safe shelter for the identified priority at-risk households. They said they will work on their safe shelter through their efforts and/or in partnership with other institutions. Only two of the CBO's 57 members are men.

In terms of membership, the CBOs vary in number. Membership in the three CBOs are predominantly women.

BARANGAY	COMMUNITY-BASED ORGANIZATION	NUMBER OF MEMBERS	NUMBER OF WOMEN-MEMBERS
San Rafael	San Rafael Pagdaramayan sa Kaunlaran Community Organization, Inc.	25	22 (88%)
San Francisco	San Francisco Dream Plan Organization, Inc.	31	31 (100%)
Travesia	Travesia sa Pag-andurog Community Organization, Inc.	57	55 (96%)

The CBOs in San Rafael and San Francisco saw a decreasing number of members attending and participating in their meetings. In San Rafael, the lowest attendance in a meeting was 13 out of its 25 members. There was a time that its members reached 32 but only 15 were active. Lack of interest and of time as well as lack of clarity on what they could gain as members were some reasons cited for this low participation of members.

In San Francisco, the CBO has had a meeting with only 18 out of its 31 members attending, which was nevertheless enough to reach the quorum requirement in its meetings. At one point, it had more than 40 members, but this decreased as members seemed to have become impatient with the housing project. There were also observations that members were not used to joining an organization and participating in group activities.

The opposite happened in Travesia. The CBO saw an increase in its membership which officers attributed to their active recruitment of members as well as to maintaining an online group chat where members receive regular updates. From an initial meeting attendance of 21 members in April 2023, there was a sharp increase in attendance, reaching 57 members in one meeting.

Skills. The Project equipped the officers of the CBOs with initial competence in community analysis to include the geographic location and features, community planning, and monitoring. This was accomplished through a series of LPS spread over a period of 21 months, i.e., from November 2021 to July 2023. Sessions were designed to build on the previous session, following the adult teaching learning processes of activity, analysis, abstraction, and application. There was a range of topics which included the following: hazard, disaster and risks concepts; environment and health issues; housing rights and programs; data-collection; vision-reality gap analysis; objective formulation; identification of strengths, weaknesses, opportunities, and threats (SWOT); formulation of projects, programs, and policies; formulation of project briefs and resolutions; and advocacy of BDRSSP. The BDRSSP was the ultimate output of the series of the LPS.

System. A basic component of this indicator is the regular conduct of meetings. All the CBOs have had monthly meetings from April 2023 to December 2023. The meetings were suspended until April 2024 to prepare and hold the Project's "*Burunyugan asin Patiribayan. Kontra Kalamidad, Katabang sa Kaligtasan*" (Collaboration and Competition: Against Disasters, Together in Safety)" talent competition for the youth members of the communities.

Another component under "system" is the presence of written organizational policies. The three CBOs have such policies as reflected in their constitution and by-laws. Although an officer of the Travesia CBO, admitted that they need improvement in this area. The registration of the CBOs with the Securities and Exchange Commission (SEC) as neighborhood associations took the "express lane", hence not much review and discussion were done by the CBOs on the contents of the proforma application document.

Structure. The roles and responsibilities of officers were spelled out in the constitution and by-laws of all the CBOs. The documents reviewed for this report, however, showed that the CBOs do not have organizational charts.

Style. This indicator refers to the "prevailing leadership style or influence the officers have on all the members or the capability to mobilize members' support to translate intention into reality and sustain it." It was observed that the prevailing style in each of the three CBOs was that of "transformational leadership" contributing to an atmosphere of collegiality.⁶ This observation emerged in the FGDs, as officers and members were candid and spontaneous in expressing their thoughts and in sharing their experiences. A key officer of the Travesia CBO and an outspoken officer of the San Rafael CBO were said to have set good example to the other officers and members present.

Overall, the 3 CBOs show initial indicators of an effective organization moving from organizational formation to organizational strengthening. The officers still must work on its recruitment as the number of members plays a critical role in the advocacy work that they do with the local government officials.

4.1.1.2. Participation in Activities

As mentioned earlier, the Project experienced various obstacles in the conduct of its eight LPS primarily due to the COVID-19 pandemic and government-imposed restrictions on people's movement. These particularly affected the community organizing component of the project. Community organizers were not allowed to visit the communities and community gatherings were prohibited. These contributed to the gaps in the organizational indicators, especially in building the CBOs' membership base.

An overlooked opportunity to address this problem was the conduct of survey data validation activities, following the data collection in January 2023. These could have enhanced the community organizing and mobilization work by "enlightening" those who have been so accustomed to volcano-related disasters and usually decline or ignore invitations to join a CBO advocating for or working on safer housing and settlements. This was also the observation of the FGD participants from San Rafael and San Francisco. Presenting the survey data and results of mapping activities could have persuaded more residents to get involved in a CBO.

The table below is a summary of the level of participation of CBO members in various activities:

⁶ The other leadership styles are delegative (*laissez faire*) and authoritative (mentoring or a "follow me" approach).

TARGET GROUPS	ACTIVITIES	TARGET NUMBER OF PARTICIPANTS	ACTUAL RESULTS	REMARKS
1) Residents of three barangay	<ul style="list-style-type: none"> Risk communication/information campaign 	At least 3,000 families (14,040 persons) out of 3,471 families (16,244 persons)	<ul style="list-style-type: none"> To generate interest about disaster risks, the CBOs launched a “talent and art competition” where contestants would produce campaign materials (posters, slogans, or videos) or perform in a talent competition. The campaign received 27 slogans, 27 posters, and five video entries. Seven performed in the talent competition.⁷ The video of the winning entry was uploaded on January 26, 2024 and had been viewed at least 2,900 times as of the date of writing of this report. Four pieces of decal (4' x 6' in size) were strategically placed in each barangay. The decal showed the map of the barangay and the present hazards. It also presented the high-risk areas as well as the proposed interventions (including safe and secure shelters and livelihood) in the BDRSSP of the CBO. Leaflets on the training preparations made by each CBO in coming up with projects to prevent and address calamities were also distributed to the residents. 	Achieved
2) Residents of 7 purok to be relocated (subset of no. 1)	<ul style="list-style-type: none"> Local consultations Membership drive Membership seminars 	At least 1,000 adult family members from 1,222 families	<ul style="list-style-type: none"> No sectoral consultations were conducted due to the COVID-19 pandemic and the various levels of community quarantine until March 2022. The meetings of the 3 CBOs had a maximum attendance of 31 for both 	Achieved

⁷ Based on the SAC Liquidation Report submitted to ALTERPLAN. The video was uploaded to the Facebook page of ALTERPLAN (<https://fb.watch/wbHG73AFnU/>).

TARGET GROUPS	ACTIVITIES	TARGET NUMBER OF PARTICIPANTS	ACTUAL RESULTS	REMARKS
			San Rafael and San Francisco CBOs and 57 for Travesia CBO—or a total of 119. These meetings were held to identify the 515 families to be relocated.	
3) CBO leaders (subset of no. 2)	<ul style="list-style-type: none"> Leadership seminars BDRSSP training and planning workshops 	35 individuals (5 officers per CBO to be relocated); at least half should be non-male)	<ul style="list-style-type: none"> 46 participated in BDRSSP-related activities <ul style="list-style-type: none"> San Rafael - 18 attendees (6 male and 12 female) San Francisco – 13 (all female) Travesia – 15 (4 male and 11 female) 	Achieved
4) Women, youth, older people, persons with disability (subset of no. 2)	<ul style="list-style-type: none"> Sectoral consultations 	140 individuals (5 members per sector per purok)	<ul style="list-style-type: none"> Membership in the CBOs were mostly women, with a few senior citizens. <ul style="list-style-type: none"> San Rafael (22 female and 3 male) San Francisco (31 female) Travesia (55 female and 2 male) 	Partially achieved
5) Most vulnerable households e.g., HHs headed by single women, PWD, elderly; HHs with multiple special needs (subset of no. 2)	<ul style="list-style-type: none"> Housing materials assistance in permanent relocation sites 	15 households	<ul style="list-style-type: none"> 38 households were assisted in Laudato Si Village. 	Satisfactorily achieved
6) City and barangay officials concerned with housing and DRR	<ul style="list-style-type: none"> BDRSSP training and planning workshops 	10 (2 staff members or elected officials per barangay LGU, plus 4 staff members or elected officials	<ul style="list-style-type: none"> 22 individuals <ul style="list-style-type: none"> San Francisco (5 barangay officials and 1 staff member) 	Achieved

TARGET GROUPS	ACTIVITIES	TARGET NUMBER OF PARTICIPANTS	ACTUAL RESULTS	REMARKS
		from the municipal LGU)	<ul style="list-style-type: none"> - San Rafael (5 barangay officials and staff members) - Travesia (5 barangay officials and staff members) - Guinobatan LGU (6) 	

4.1.2. Project Objective 2

The Project's second objective was **satisfactorily achieved**.

SPECIFIC OBJECTIVE 2		Community-based organizations (CBOs) are capable of advocating for safer and more resilient settlements through the processes of participatory planning and budgeting.		
INDICATORS	TARGET OUTPUTS	ACTUAL OUTPUTS	REMARKS	
Shelter and resettlement agenda of affected communities taken up in government planning activities. Engagement and partnership of CBOs with other stakeholders Approved proposals for shelter and resettlement projects and programs	<ul style="list-style-type: none"> ▪ Socio-economic and physical profiles of selected communities have been prepared and validated. 	<ul style="list-style-type: none"> ▪ The BDRSSPs contained the socio-economic and physical profiles of the barangay. Data validation activities, however, were not conducted with community members. 	Partially achieved.	
	<ul style="list-style-type: none"> ▪ Proposals for long-term solutions encapsulated in three barangay-level disaster risk-sensitive shelter plans have been drawn up. 	<ul style="list-style-type: none"> ▪ The detailed proposals were part of the BDRSSPs. 	Achieved	
	<ul style="list-style-type: none"> ▪ Local and/or national government funding has been committed for projects or programs 	<ul style="list-style-type: none"> ▪ The three CBOs presented their BDRSSP to their respective barangay councils and received approval for adoption and inclusion of some projects in the barangay LGUs' Annual Investment Plan as well as endorsement to the municipal government for technical and funding support. 	Achieved	

The CBOs presented and discussed the BDRSSP to their respective barangay officials. These happened in the third quarter of 2023: July in Barangay San Rafael and Barangay San Francisco, and December in Barangay Travesia. Based on records, the barangay councils of San Rafael and Travesia

formally adopted the BDRSSP through a barangay resolution. These indicated that the CBOs were able to convince local decision-makers, specifically the barangay council members, about their need for safer and more resilient communities. It is worth noting that the LPS on advocacy of BDRSSP was conducted only three weeks before the CBO representatives went to their barangay government—an effective opportunity for the appropriate application of learnings. They were given an opportune time to prepare and practice on how they can get their local officials' nod for their proposed projects and the needed technical and financial support to undertake these.

Almost three months after the presentation of the BDRSSP to the barangay LGUs, the CBOs presented these in a meeting with officials of the municipal government of Guinobatan. Each CBO mobilized 25 members to attend the activity.

In one of the FGDs, the LGU officials confirmed that the plans in the BDRSSPs were adopted and integrated into the Municipal Development Plan of Guinobatan. Some of the projects that the municipal government committed to fund were the setting up of a bigger water tank (with a budget allocation of ₱3 million), construction of roads in the relocation sites (including the Laudato Si Eco Village), installation of solar-powered streetlights, and the construction of the drainage system in the Laudato Si Eco Village (given a budget of ₱500,000 or 5% of the MDRRMO Fund).

Local government officials also participated in the Learning and Planning Sessions. The knowledge and skills acquired from these sessions proved useful to them. The Municipal DRRMO Head, for example, appreciated the new and many learnings from the BDRSSP training for the local DRRMO staff. She stressed that this was one of the best training activities she had undergone because of its emphasis on bottom-up planning as against the usual top-down approach. She said she realized that because of the training, the barangay staff need not be dependent on the MDRRMO staff; they could now do disaster response and risk management on their own. The eight barangay officials and staff members present in the FGDs were grateful for the Project because they learned how to do digital mapping, formulate plans to handle disasters, and prepare for disasters at the barangay level.

Box A. What's in their BDRSSP?

- The San Rafael BDRSSP prioritized the provision of safe shelter in Kangao, San Jose, and Bubulusan relocation sites to at least 155 households, representing 40% of 388 informal settler families living in high-risk areas and are affected by infrastructure projects. Other projects included an awareness campaign for households on fire hazards and livelihood assistance to the 155 households. For these proposals to come into fruition, the plan proposed the recruitment of more members.
- In the San Francisco BDRSSP, the identified projects were more for the former residents of the barangay already in the relocation sites in Bubulusan and Mauraro. These were installation of a water supply system and construction of a *talipapa* or small market. For the barangay residents still in the high-risk areas, the BDRSSP has a proposed housing project in Quitago, San Jose, and Bubulusan relocation sites.
- The projects in the Travesia BDRSSP sought to improve community members' access to basic services such as streetlights (installation of solar-powered lights for the safety and security of residents in the relocation sites of Mauraro and Bubulusan), water (installation of jetmatic pumps in all the seven purok), food sufficiency (backyard gardening), and housing (development of a new resettlement with livelihood assistance for 72 households in the high-risk areas).

Major considerations made by the BDRSSP training participants in the identification of projects in their respective barangay plans were their awareness of the conditions in the resettlement sites where their former neighbors or relatives transferred.

- The resettlement site of the provincial government in Barangay Bubulusan has no water and power supply.
- Families to be transferred to Barangay San Jose, another relocation site, have been hesitant to leave their current residences. The National Housing Authority (NHA) gives out only a certificate to the beneficiaries without specifying the exact location of the lot and house to be awarded. With no subdivision plan in place and any site development works undertaken, the housing project in San Jose does not have electricity and water connections as well as a reliable public transport system.
- The relocation site in Barangay Mauraro was built on a property owned by the municipal government. Identifying the beneficiaries followed the process used by the NHA for the San Jose project. Like the project in San Jose, however, this relocation site encounter water supply problems but make use of deep wells. It is also connected to the grid providing power supply. However, one hundred units were completed in August 2022 with the help of Angat Buhay Foundation, an NGO established by former Philippine Vice President Leni Robredo.⁸

4.1.3. Project Objective 3

The third objective of the Project was **Satisfactorily Achieved**.

SPECIFIC OBJECTIVE 3	The 15 most vulnerable and at-risk families have gained protection through access to safe and resilient permanent relocation.		
INDICATORS	TARGET OUTPUTS	ACTUAL OUTPUTS	REMARKS
Selected families provided with secure tenure in permanent relocation areas with strategic plan for site improvements and socio-economic growth of the relocation areas.	<ul style="list-style-type: none"> ▪ A list of 15 most vulnerable households needing immediate shelter assistance has been prepared. 	<ul style="list-style-type: none"> ▪ The total number of selected families with security of tenure was 38 as against the targeted 15. It has accomplished much more than what was targeted. - The criteria for beneficiary selection of Laudato Si Eco Village were prepared by SAC Legazpi, with input from ALTERPLAN. A major consideration was the risk mapping prepared for the BDRSSPs. This was raised in a meeting with LGU officials and 	Achieved

⁸ Michael Jaucian, "Robredo turns over Angat Buhay housing units in Albay," *Philippine Daily Inquirer*, August 14, 2022, <https://newsinfo.inquirer.net/1646456/robredo-turns-over-angat-buhay-housing-units-in-albay>.

INDICATORS	TARGET OUTPUTS	ACTUAL OUTPUTS	REMARKS
		<p>potential beneficiaries.</p> <ul style="list-style-type: none"> - SAC Legazpi facilitated the selection of beneficiaries (document reviews, interviews, ocular, etc.). - A total of 39 families were selected: San Francisco (9), San Rafael (15), Travesia (15) 	
Dwelling structures provided in at least incremental or transition mode.	<ul style="list-style-type: none"> Partnerships with government and private-sector institutions with counterpart contributions to shelter requirements of selected households have been established. 	<ul style="list-style-type: none"> Appeal for support by SAC Legazpi resulted in various international and private sector institutions, local provincial and school-based organizations providing monetary contributions. The provincial and municipal government extended funds for infrastructure support and lent heavy equipment. ALTERPLAN's partnership with the FairBuilding Network also resulted in discounts and donations of some construction materials.⁹ 	Achieved
	<ul style="list-style-type: none"> Technical and housing materials assistance for 15 selected families has been provided. 	<ul style="list-style-type: none"> Design plans and specifications for the whole housing project were approved. 	Achieved
		<ul style="list-style-type: none"> A total of 40 housing units were constructed 	Achieved
		<ul style="list-style-type: none"> Fifteen units had been fully transferred to selected beneficiaries. Not all the families, however, have moved into their assigned housing units due to inadequacy of basic amenities in the resettlement site. They 	Partially achieved

⁹ FairBuilding Network is "a platform that connects non-profit organizations with construction industry partners."

INDICATORS	TARGET OUTPUTS	ACTUAL OUTPUTS	REMARKS
		still go back to their old houses where their sources of income as well as their children's school are accessible.	

The Project exceeded the target number of vulnerable and at-risk households to be transferred to a safe and resilient permanent relocation site. Thirty-eight such households—133% higher than the 15 target—were moved out of harm's way. This is attributed to the decision of the partners to spread out the funding support assistance to the 38 of the targeted 50 housing recipients.

Aside from sturdy housing units in a flood-free area, the 38 households' safety has been ensured, specifically from soil erosion, using vetiver plants and concrete retaining walls in strategic areas of the housing project. Solar panels were installed to store electrical power, which households can use for charging their mobile phones and for lighting the three light bulbs per unit, while the community's application for direct power connection with Albay Electric Cooperative (ALECO) is being processed. A rainwater catchment was also built to harvest water that can be used by households for domestic (non-drinking) purposes. A small-scale wetland was being installed during the evaluation period to eventually handle the domestic wastewater from the overflow of septic tanks of 24 housing units. These interventions would contribute to the resilience of the beneficiaries' new community eventually.

The selected families have established a seeming community pattern in Laudato Si Village. While some have moved most of their furniture into their assigned housing units, there are household heads who only stay for a couple of days to do their assigned community work, and go back to their "old houses" for their livelihood undertakings - sewing, livestock-raising, buy and sell activities. They have bounced back but still their economic activities are still anchored in their old homes.

For some, they have organized themselves as groups in hiring the tricycle of one of the officers to save on transportation costs from the Village to their old communities or other destinations. It is still crucial to ensure that potable water and stable power supply are available in the relocation sites, especially for households who derive their income from home-based livelihoods. As of the evaluation period, the Project implementers said these were being worked out.

As of the evaluation period, the local Project Partner, Social Action Center said these were being worked out with the Providers for immediate service installation. The succeeding partnership intervention (24-5244-CSP-KT) under the Climate Change Adaptation Modality (CCAM) introduces nature-based solutions and provides opportunities for follow-up advocacy for basic services in the Village and in the high-risk barangays. The series of Learning and Planning Sessions observed key Adult Teaching – Learning Principles: Perceived Purpose or knowing the importance or relevance of the topic; Gradual Sequence or sessions were moving from simple to more difficult topics but session outputs were leading to eventually complete a desired output; Individual Differentiation or learning process and preferred outputs of each barangay differed; Appropriate Practice was an opportunity to apply their new learnings, and Knowledge of Results on how they have applied the new learnings in the session outputs.

Box B. Life in the Laudato Si Eco Village

The Laudato Si Eco Village was intended to be a relocation site "with a difference", i.e., families living in safe and resilient housing, with adequate supply of water and power is available, and livelihood opportunities are offered. However, the current source of water is from the deep well

that can only be used for cleaning, while power supply (albeit limited) is generated from the solar panels. It has innovative and sustainable nature-based features. Its housing units are spacious, each with a floor area of 32 square meters. The community has an area allocation for agriculture-related activities.

The project was made possible through funding support from the following institutions:

FUNDER	AMOUNT	PURPOSE OF GRANT
AECID (Spanish Agency for International Development Cooperation)	₱7.7 million	21 housing units
Missio (Internationales Katholisches Missionswerk eV)	₱4.9 million	15 housing units
Brotherhood of Christian Businessmen and Professionals of Albay	₱0.4 million	
St. Agnes Alumni Association	₱0.2 million	
ALTERPLAN with DIB	₱3.3 million	housing design and construction, retaining wall for the first row of housing units, the construction of wetlands, among other infrastructure projects
Municipal Government of Guinobatan	₱0.5 million	drainage
Provincial Engineering Office of Albay		free use of its heavy equipment

Qualified households are those who:

- had a totally damaged house due to Super Typhoon Rolly (international name: Goni);
- had a house located in the high-risk zone;
- were not a recipient of the 2020 Super Typhoon Rolly Housing Assistance provided by the Office of the Vice President, Red Cross, Senator Francis Tolentino, and the Provincial Government of Albay
- were headed by women or had family members with special needs;
- earned below ₱10,000 per month
- had a livelihood threatened by natural hazards
- were willing to participate in the activities of the project
- were residents of the barangay for at least a year, and
- willing to abandon or dismantle their old house and permanently transfer to Laudato Si Eco Village.

The families, who relocated in August 2023, were organized and trained to manage their new settlement. They came from the Project's priority barangay: San Rafael (15 families), San Francisco (9 families), and Travesia (15 families).

Members of the HOA described life in their new community as generally “*masaya* (happy)”, especially at night when they gather in the open space to enjoy the evening breeze and the

company of their neighbors. They gained new friends since they came from three different barangay. One of them recalled how the SAC Legazpi stressed the importance of treating one another like family members. Unlike in their previous communities where they panic easily upon hearing news about an incoming typhoon, they now feel safer and more comfortable even during inclement weather.

As part of inculcating in them a sense of responsibility for their new community, residents were assigned duties. One group maintains cleanliness, including the clearing of roads and manually digging canals for rainwater to flow. Another group's members take turns in securing the premises. Others were tasked to monitor the charging of the solar panel battery and energy consumption. When they take turns in doing these tasks during the day, they find time to come together and share a meal. They bring out tables and chairs and gather in the shaded portion of the area. These tasks helped develop camaraderie and bonding among neighbors.

There have been challenges though. When they go to Laudato Si Eco Village for their duties, they must bring cooked food and drinking water as these are not readily available in the community or are expensive when bought from store outside the relocation site. Water from existing sources from the deep well can neither be drunk nor used for cooking. They only use the water in the relocation site for washing clothes or cleaning. Transportation fare ranges from ₱100 (for two or more passengers) to ₱240 (for one passenger or "special trip"); this is a huge cost to incur, especially for families from Travesia.

Livelihood opportunities have yet to be present in the resettlement site. This is the main reason beneficiaries are still in their communities and only go to the housing project when they have scheduled duties. One resident shared that he stays in the relocation site, but his wife and son live in their old house because of their source of livelihood and proximity to the school.

Figure 3. Retaining wall for the row of housing units



Figure 4. Self-help efforts of the occupants to level an area for road use (left) and wetlands (right)



In summary, the Project:

- was responsive to the needs of disaster-stricken communities of the three barangay of the Municipality of Guinobatan.
- developed the capacity of key stakeholders, the duty - bearers and the right – bearers, the vulnerable and affected families of natural disasters in the 3 Project barangay, in doing a thorough analysis of its situation and in coming up with concrete plans to address the problem areas as part of the Barangay Disaster-Risk Responsive Shelter Plan.
- brought about an increased awareness on the potential hazards of natural disasters they are exposed to, instilled commitment among community leaders to collectively work together for safe and resilient shelter for them and the households at-risks.
- demonstrated a model of a safe, resilient settlement with its innovative and nature – based solutions.
- demonstrated that community organizing as a strategy is an empowering process for the vulnerable sector to move into collective action.

4.2. Relevance: Is the intervention doing the right things?

All the Project stakeholders—from the officers and members of the CBOs to the LGU officials (barangay officials and staff of the three barangay, the municipal department heads and staff members)—agreed that the Project provided a timely, integrated developmental and sustainable response to the needs of communities vulnerable to external shock, specifically natural disasters such as typhoons. The Project combined strategic interventions of organizing the beneficiaries into CBOs, capacitating them to develop and present BDRSSPs to government stakeholders, and introducing housing and community features that harness natural resources. It also forged a partnership between the LGU and their constituents in promoting and/or providing safe settlements with adequate access to basic services and amenities.

Moreover, the organizations involved had the appropriate expertise and competence to carry out the Project interventions.

- DIB, as the Project Manager, has been into the promotion of sustainable settlements through planning and settlement programs in developing countries since 1988. It has partnered with ALTERPLAN in the promotion of the Disaster-Risk Sensitive Shelter Planning (DRSSP) with other NGOs in several cities and municipalities in the Philippines.
- ALTERPLAN, as DIB's local partner and as the NGO technical service provider, has had several developmental projects in the past that extended training and technical assistance to local NGOs, people's organizations, and LGUs in the preparation of shelter plans for safe and secure settlements with emphasis on recognizing the disasters and potential hazards of the area.

It has actively promoted the barangay-level disaster risk-sensitive shelter planning by identifying at-risk, disadvantaged communities and working with them to build their capacity and find ways of realizing their shelter agenda through self-help, national and local government support, and private sector partnership.¹⁰

In spite of the COVID-19 Pandemic, ALTERPLAN managed to conduct its series of Learning and Planning Sessions creatively with the use of social media and facilitated the participants' preparation of the necessary workshop outputs.

ALTERPLAN'S technical knowledge on the use of renewable energy and Nature-Based Solutions were put into use in the Laudato Si Village with the use of rainwater catchment, solar energy for the lightings of homes and streetlights, installation of wetlands for domestic wastes are trail-blazing sustainable features that could be used in resettlement areas

- SAC Legazpi, as a church-based organization, operates in the whole Diocese of Legazpi, Albay. It has the credibility and network to reach out to LGUs, local churches, and communities. For the past 50 years, its programs include people's participation in governance, housing, and disaster response and preparedness aimed at improving the socio-economic, cultural and political conditions of the poor.¹¹

Even with the varies levels of community quarantines the limited ordinary people's mobility, the Project staff still paved the way for the organization of the community-based groups in each of the three barangays.

Thus, the partnership of DIB, ALTERPLAN, and SAC Legazpi has brought together expertise, a network of local and international resource institutions, responsive Project interventions, renewed hope for disaster victims, and a visible presence in Guinobatan in making safe and secure settlement a reality.

4.3. Efficiency: How well are resources being used?

4.3.1. On the Management of Project Funds

The Project was approved with a grant of ₱18.6 million. Of this amount, ₱13.5 million (73%) was utilized for the major Program components, i.e., community organizing to include capacity building activities related to BDRSSP, LPS series, and livelihood training activities.

The Project's contribution to the Laudato Si Eco Village was ₱3.3 million, which is 21% of the total ₱15.6 million mobilized for the project (excluding the cost of land). Aside from the designing and construction of housing units, it introduced innovations in the development of a sustainable resettlement site using renewable energy and the installation of a wetland.

The Project allocated ₱1.8 million for the promotion, development, and distribution of risk communication materials for awareness-building of the residents in the three barangays. The strategy

¹⁰ From the website of ALTERPLAN (alterplan.org.ph/#services).

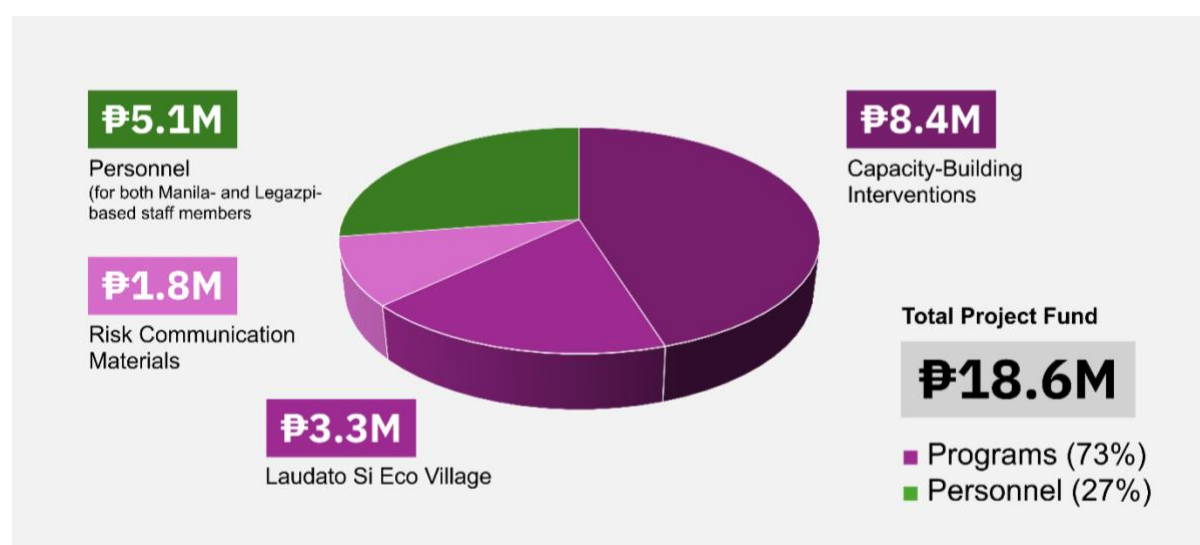
¹¹ From the SAC Legazpi website (saclegp.8m.net).

to mobilize the home-grown youth artists in the poster- and slogan-making as well as the talent competition was an innovative and efficient use of resources.

Four (4) pieces of Decal with a 4' x 6' size were strategically placed in each of the 3 barangays showing the lay-out map of the barangay. It showed the areas that were exposed to the hazards in the past due to strong typhoons. It also presented the high-risk or threatened areas when disaster strikes and the proposed interventions for a safe and secure shelter and livelihood interventions as mentioned in the BDRSSP of the CBO.

4.3.2. Budget Items and Allocation

Figure 5. Budget Items and Allocation



As a result of capacity-building activities, both the duty-bearers (i.e., select municipal department heads and their staff, the barangay local officials and staff) and the rights bearers (i.e., local leaders and members of the organized CBOs) were better equipped in handling disaster response activities and in preparing the barangay disaster risk-sensitive plans. The Project directly and indirectly benefited the 3,471 total household population of the three barangays.

On fund request and releases to SAC Legazpi – The SAC of Legazpi did not encounter any problem in their fund requests, fund releases, and submission of liquidation reports. Fund requests to ALTERPLAN were always based on the set Project activities to be conducted for the period. Once their fund request is approved, this would then be sent through bank transfer to the designated bank account of SAC. Liquidation of cash advances were done and submitted with the supporting documents as soon as the activities were conducted or projects were completed.

The over-all Project Financial Report prepared by ALTERPLAN clearly presented the major budget items under every Project Objective 1) as approved, 2) the proposed revision, or the re-allocation of unused budget items, if needed, and 3) the variance either an increase or decrease. It also presented the Project funds in Philippine pesos and in Danish krone.

For the whole duration of forty months including the Project extension, it spent P1,145.00 to safeguard the life of each of the estimated 16,244 population with its various interventions most specially the communities' preparedness when disaster strikes.

The Project financial resources were well-spent.

4.3.3. On the Conduct of the Series of LPS of the BDRSSP Training

The COVID-19 pandemic was the biggest challenge in conducting the Project's series of LPS. Nevertheless, it was able to carry out the sessions with much creativity and use of technology.

- The LPS 1 ("Introduction: Development Indicators") was conducted on a hybrid setting on November 9 to 10, 2021. At that time, the entire province of Albay, together with Camarines Norte and Naga City (in Camarines Sur), was under GCQ category with heightened restrictions for the whole month of November 2021.¹² The resource persons were in Manila while the 34 participants were gathered at the Barangay Travesia Chapel but strictly observing the health protocol of proper distancing, wearing face masks, and limiting the number of people gathered. To ensure that there would be "appropriate practice" of the new knowledge acquired, LPS 1 was followed by a one-day "Goal Setting and Indicators Workshop" conducted in each barangay. The workshop in San Rafael had 10 participants, while San Fernando and Travesia had 13 participants each. Again, health protocols had to be observed.
- The LPS 2 ("Data Collection") was a one-day virtual activity conducted on December 7, 2021, a month after the first session. Participants were trained on how to collect data from secondary sources, such as the Records of Barangay Inhabitants (as of 2021), Community-Based Monitoring System (CBMS), and boundary maps of puroks and the barangays from the Municipal Planning and Development Office. After the LPS, the training participants request data from the different sources themselves.
- The subsequent sessions delved on data analysis ("Vision-Reality Gap Analysis", conducted in May 2022) and organizational development ("Formulation of Objectives", conducted every month for two days from June to August 2022; "SWOT (Strengths, Weaknesses, Opportunities, and Threats) Identification"; and "Formulation of Projects, Programs, Services, and Legislations"). All these sessions were conducted in-person, followed by mentoring sessions.

Despite the challenges in gathering the participants because of COVID-19 restrictions, the series of LPS managed to observe most of the core principles of adult teaching-learning. The participants, given their limited time to dedicate to learning, were informed and convinced about the importance of the topics tackled in the sessions. The discussions moved from simple to complex concepts, information, and ideas, until the desired level of knowledge among the participants was achieved. The preferred outputs per barangay differed, reflecting the personalized and individualized approach of the learning process. The participants were given opportunities to apply the lessons learned from the sessions, leading to new insights, motivation, and even solutions.

It must be noted, however, that after reviewing and consolidating the secondary data gathered, the Project implementers found discrepancies in the data for the barangay profile. This prompted them to do primary data gathering of all the residents in the barangay using KoboToolbox in the latter part of 2023.¹³ Because the KoboToolbox makes use of gadgets many of the community leaders were not familiar with, college students who were doing their office practicum or immersion with SAC Legazpi were mobilized. They were accompanied by community leaders. The use of KoboToolbox and the involvement of college students resulted in a more efficient data-gathering and generated more data about the communities.

¹² Faith Argosino, "COVID-19 response: A timeline of community quarantine, lockdowns, alert levels," *Manila Bulletin*, November 10, 2021, <https://mb.com.ph/2021/11/09/covid-19-response-a-timeline-of-community-quarantine-lockdowns-alert-levels/>.

¹³ KoboToolbox is an innovative open source platform for collecting, managing, and visualizing data. It is the mostly widely used data tool for social impact initiatives across the globe.

4.4. Coherence: How well does the intervention fit?

The Project is a responsive, integrated developmental and sustainable intervention extended to disaster-stricken communities of Guinobatan. As an area often struck by disasters, such as typhoons and volcanic eruptions, and located in a hazard hotspot, Guinobatan is a municipality that needs interventions and resources to keep residents, especially the poor, out of harm's way. The Project, by targeting to move vulnerable families to safer communities through processes that tap people's capacities and involving them in many aspects of the intervention, was compatible with other efforts, especially those by the local government. These efforts included allocating financial resources to provide infrastructure support to Laudato Si Eco Village for the drainage system and the streetlights, and the basic services needed in the government-initiated relocation sites.

The BDRSSP provided a workable system for the implementation of the Project. Community organizing, one of the key components of the Project, enabled locals to come and work together to avert further loss of lives and damages to their homes and properties. It enhanced their claim-making capacity, with the BDRSSP as basis for engaging the government. The Project was aligned with the objectives of institutionalized processes of people's participation in governance, especially at the barangay level, the government structure closest to the people.

The Project was also able to mobilize the local Catholic Church, through SAC Legazpi, which remains an influential institution in the municipality. Social action centers of the Catholic Church in the Philippines, such as SAC Legazpi, are mandated to develop and offer programs that cater to the poor and vulnerable in their respective diocese. By involving SAC Legazpi, the Project was able to demonstrate the lasting results of an effective and continuing partnership between and among CSOs and LGUs in promoting disaster preparedness and in building resilient communities.

Generally, the Project **satisfactorily achieved** its objectives, with special focus on the interplay or complementation of the strategies utilized in addressing the situation of the communities. Despite the challenges, the Project demonstrated a partnership between and among government, community, church, and local and international resource institutions that can bring about lasting results.

4.5. Impact: What difference does the intervention make?

By constructing sturdier houses in a flood-free location, the Project was able to take 38 households out of harm's way; there remained 12 households that have not relocated as of the evaluation period. Although they appreciated the safe and secure settlements they are in, the inadequate power and water supply and continued reliance on their existing sources of income in their original places of residence make staying in the relocation site impracticable. They still go back to their old homes for their livelihood sources as home-based dressmakers, sari-sari store owners, livestock raisers, and buy-and-sell business operators.

One female beneficiary, during the FGD, shared an unintended impact of the Project. A mother of four children, two of them still in school, she has been experiencing domestic abuse from her irresponsible and frequently drunk husband whenever she returns home from working as a vendor. Being selected as one of the housing unit beneficiaries, she and her children are thankful. She gets to have an opportunity to have a break from an abusive relationship and looks forward to staying for good in Laudato Si Eco Village.

Other impacts have to do with the knowledge and skills that the participants—from the community members to the officials and staff of the barangay LGUs—acquired from the Project. They were delighted to have learned about geo-tagging, hazard identification, and mapping. Applying these in the preparation of their BDRSSP helped them confront, using evidence, the precariousness of their situation. The Project allowed them to see the urgency of relocating neighbors in high-risk areas and

reflecting this in their respective BDRSSPs. It was the first time that members of these communities advocated for their needs, specifically the needs for safe and resilient housing.

The Project enhanced the competencies of stakeholders –

- Knowledge & skills in collectively doing situation analysis, hazard – mapping, and crafting the Barangay Disaster-Sensitive Shelter Plans of San Rafael, San Francisco and Travesia for the select LGU staff, the barangay officials and key staff, the community leaders and members.
- The well-documented Barangay Disaster-Sensitive Shelter Plans of San Rafael, San Francisco and Travesia that would serve as a reference for the barangay officials in decision-making on the list of at-risk families for relocation, and priority projects that need financial allocation from the barangay's Annual Investment Plan.
- The mobilization of the youth and their creativity in the development of information and education risk communication materials - posters, social media platforms.

The Project is innovative in its features and participatory processes – community organizing per se leaving behind 3 functional community-based organizations, the series of disaster-risk sensitive shelter planning learning sessions among key stakeholders that utilized the theoretical inputs with immediate appropriate practice, and the mobilization of the youth sector in the development of the risk communication materials.

4.6. Sustainability: Will the benefits last?

The Project “planted the seeds” for:

- Participatory local governance. Representatives from the different sectoral groups (barangay officials, farmers, women, youth, senior citizens, church – based, and persons with disabilities) in the barangay came together to work on a disaster-risk sensitive community assessment and in coming up with a BDRSSP.
- Awareness-building and mobilization of affected sector into action through community organizing.
- Partnership-building between and among the LGUs, the Church, the communities, and civil society organizations.
- Designing a resettlement site that integrates nature-based solutions (NBS) such as the use of the wetland for household wastes, alternative sources of power (i.e., solar energy), and rainwater catchment for the water supply (although on a limited scale).
- Youth participation, specifically in creatively conveying messages on environmental care, the threats of natural calamities, and safety precautions.

The Project's benefits will continue with the active and committed officers and leaders of the community-based organizations in advocating for safe and secure shelter for families at the high-risk areas and resource allocation of municipal and barangay government units for community facilities in the government resettlement sites. The Social Action Center of Legazpi will carry on the monitoring and provision of training and technical assistance to the CBOs and the Homeowners of Laudato Si Eco Village.

5. Conclusions

In conclusion, the Project has had several significant achievements.

First, the capacity of key stakeholders in doing a thorough analysis of their barangay's situation and formulating concrete plans to address the priority problem areas was developed. The barangay officials and key staff members who participated in the FGDs agreed that they were able to prepare a plan on how to respond to a disaster and trained the barangay staff on disaster preparedness; their first-time to do geotagging in flood-prone areas and identifying the affected families; do digital mapping and working out the BDRSSPs. They found these learnings very useful, and for them, the BDRSSP is of much use to other branches of national government agencies and students requesting relevant and reliable data on the barangay and on disaster risk management. This holds true, too, for the municipal level staff—the training and learnings were very helpful to the DRRM staff. They recognize the BDRSSP process as a bottom – up planning strategy that is more responsive than the top – down approach to planning.

The Project also brought about an increased awareness of the potential hazards of natural disasters they are in, and instilled commitment among community leaders to collectively work together for safe and resilient shelter for them and other households at-risks.

It demonstrated what a new safe, resilient settlement should be with its basic amenities and innovative features. As mentioned earlier, The Laudato Si Ecological Village stands out as it addresses partially the perennial conditions of relocation sites without water and power supply. It provided solar panels with power supply storage restrictive use of house lights, charging of gadgets, and streetlights, rainwater catchment for water supply, safe and spacious housing units, and with community space for eventual agricultural use except for livestock raising. It makes use of nature-based solutions in addressing soil erosions such as planting Vetiver on the steep edges of the property, and the construction of a small-scale wetland for the use of a limited number of housing units.

It demonstrated that the strategy of community organizing is an empowering intervention that gets to mobilize the vulnerable sector after a certain level of awareness-building to move into collective action. Significantly, the women in the covered barangays were more responsive to get organized and do collective action. However, in the FGDs with San Rafael and San Francisco CBOs, the participants said that there was no process after the survey of presenting back the data collected and making them aware of the survey and mapping results.

Lastly, the Project harnessed the talent and creativity of the native youth of the municipality in developing risk communication materials. The youth have a fresh view of the realities they are in, a better appreciation of the target audience, the message, and the strategy to convey it effectively. The **Mayon, Magayon. “Burunyugan asin Patiribayan. Kontra Kalamidad, Katabang sa Kaligtasan”** talent and art competition had 66 entries, 27 each for the on-the-spot slogan – and poster making, seven for video presentation and five entries for performing arts. The competition ran for almost a month from January 9 for the orientation to the participants and Feb. 4 for the Performing Arts presentation and the awarding. These youth would have a better appreciation of the hazards they are exposed to, and a clearer view of what a safe and resilient settlement is.

6. Considerations for Project Sustainability and Future Undertakings

A similar project in the future may consider the following recommendations:

6.1. For ALTERPLAN and SAC-Legazpi

- *Complete the situation or community analysis process.* In community organizing, the situation or community analysis entails data gathering, consolidation, analysis, and **validation**. The last phase gives sources of data, especially community members, a sense of ownership of the process which is critical in community organizing. This step is instrumental when they undergo collective vision-setting and planning activities. This phase was inadvertently missed out due to the COVID-19 pandemic. However, the data validation could still be conducted as an opportunity for them to confirm patterns, verify the accuracy of the information, and agree based on their collective action together with the confirmation of the vision statement and formulated action plan. Moreover, a data-validation activity could convince more community members to, at least, understand the threats and hazards around them and to, at most, involve themselves in collective undertakings to address their vulnerability and build their resilience.

One FGD participant said, “After the survey, the data gathered was not presented to us. There was no validation process. It would have been worthwhile presenting and informing the community of the data results and the proposed plans, especially to those in the high-risk areas. This could also be an opportunity to explain the ‘no build zone policy’ and encourage those in the high-risk areas to join the group.”

- *Sustain the interest of community members to participate in collective action by conducting regular activities and meetings.* Community organizing entails intensive groundworking activities to (i) motivate or build awareness among the community members about the urgency of coming together to address hazards and (ii) to process with a reluctant community resident her fears or anxieties to move out of a familiar place.

Organizing the CBOs started around April 2023 after consultation with the multistakeholder groups per barangay. There were monthly meetings from April 2023 to December 2023. Because of the talent competition that preoccupied the officers of the CBOs, these regular meetings were suspended until April 2024. Regular meetings, either monthly or twice a month, must be conducted *especially during the group formation phase*.

The area or community assignment through team approach of just two community organizers to three CBOs and a HOA in the new settlement is unlikely to produce the desired results given the Project requirements and the target of 1,000 families to be reached. For intensive community organizing to happen, one community organizer must handle one barangay. It is expected that he/she gets to organize three sectoral organizations (farmers, women, youth groups) or tackle several shared issues in the barangay to work on their pressing concerns, such as the lack of access to adequate water or power supply or safe and secure shelter.

6.2. For SAC-Legazpi

- *Strengthen the collaboration work with SEDP-Simbag sa Pag-Asenso, Inc. (a microfinance NGO) on the training and/or development of livelihood opportunities that could help families attain financial stability in the relocation area and for CBO members.* Specific livelihood training activities were conducted in the second quarter of 2024 for each of the barangay. A mentoring session on “Operational and Financial Management” was also provided for the CBOs of the three barangays.

- *Develop and maintain a simple and user-friendly institutional and/or project monitoring and evaluation system to capture and document significant activities undertaken and milestones as basis for extracting key lessons of the organization.*
- *Engage local service providers such as water districts and electric cooperatives and involve them in the development of the relocation site.*
- *Provide capacity-building interventions on organizational strengthening in the areas identified earlier in the organizational assessment of the three CBOs (see 4.1.1.1).*
 - Maintain a core group of leaders or community influencers who can be easily tapped for organizational and advocacy activities. As mentioned above, persuading community members to participate in activities that aim to solve issues and concerns beyond their immediate families is challenging. Working with a small group of leaders can help sustain the momentum started by community organizing interventions.
 - Facilitate a series of sessions on the review of the articulation of the vision and shared values the CBO intends to promote among its members and/or other community residents.
 - Include in the agenda of the CBOs' meeting the review and discussion of their respective organizational and/or project policies and corresponding systems and procedures.
- *Provide mentoring and strategizing sessions with CBOs on:*
 - the conduct of learning sessions at the purok level using the risk communication materials and the BDRSSP as an information dissemination activity or as a strategy for membership recruitment or membership development. These sessions must convey to community members the urgency of engaging the government in order to access programs and services aimed at reducing their vulnerability to risks and hazards, increasing their capacity to prepare for and respond to disasters, and building their resilience, among others.
 - the status of their BDRSSP and possible recalibration of the project plans
 - the update on the status of their endorsed BDRSSP projects through regular dialogues or "kumustahan (follow-up) session" with the LGU.