Resilience and Recovery after Typhoon Haiyan

CENDEP
with ActionAid Philippines

2015
Table of Contents

ACKNOWLEDGEMENTS .................................................................................................................. 2
BACKGROUND TO THE PHILIPPINES ......................................................................................... 3
CONTEXT OF RESEARCH ............................................................................................................... 6
RESEARCH QUESTIONS .................................................................................................................... 7
METHODOLOGY .............................................................................................................................. 8
  LOCATION
  KEY TERMS
  RESEARCH APPROACH
  DATA COLLECTION
  LIMITATIONS

THEMES: ......................................................................................................................................... 13
  LIVELIHOODS ................................................................................................................................. 13
  SHELTER ...................................................................................................................................... 23
  GENDER ...................................................................................................................................... 35
  ROLE OF GOVERNMENT ............................................................................................................. 38
  ROLE OF NGOs ........................................................................................................................... 41
  PREPAREDNESS .......................................................................................................................... 43

RECOMMENDATIONS ..................................................................................................................... 47

APPENDIX ...................................................................................................................................... 48

REFERENCES .................................................................................................................................. 52
Acknowledgements

This report and the field trip from which it was compiled, was made possible with the time and contributions of many different individuals and organisations. We would like to thank Amar Jyoti Nayak of ActionAid International, Joyce Laker, Richie Alvarez, of Action Aid International Philippines, and their local partners for enabling us to visit and introducing us to projects and beneficiaries in a variety of localities.

In particular we would like to thank Pambansang Koalisyon ng Kabahaihan sa Kanayunan Inc with Amparo Miciano (Secretary General) and Luz Bador (Project Coordinator); Rural Missionary of the Philippines with Sr. Francis Anover, (Project Officer) and Shirley Bohol (Program Coordinator) and the Women’s Education, Development, Productivity and Research Organization Inc with Aida Maranan (Executive Director) and Rolando Santos (Program Manager).

Thank you to CENDEP and Oxford Brookes University for facilitating and organising the field trip as a part of the Master’s academic programme. Special thanks to Supriya Akerkar for coordinating and Regina Lim and Thomas Banks for assisting and attending.

The data gathered was made possible by the kindness and hospitality of all who were interviewed. We would like to acknowledge each of these individuals who, despite having faced a severe hardship, gave up their time and were honest in their conversations with us. In most cases these conversations were translated, many thanks to all who contributed in facilitating clear communication.

Authors:

Richie Alvarez (ActionAid), Dr Supriya Akerkar (Course Director), Thom Banks (Consultant), CENDEP Students: Alison Lloyd, Steve Pine, Nadhira Abdul Halim, Amanda Regan, Kanmi Ojuri, Prince Akowuah, Elyssa Byrne, Kathy Johnson.
Background

The Philippines as a disaster prone area

The Philippines is a group of over 7,000 Islands located in South East Asia, bordering the Pacific Ocean. Its position within the geographical Ring of Fire/typhoon belt and its proximity to the vast Pacific makes it susceptible to many natural hazards. Over the years, the Philippines has been affected by multiple deadly typhoons, earthquakes and volcanic eruptions. Secondary hazards associated with these events can lead to widespread flooding, landslides and high winds. These disasters contribute to mass loss of life, livelihood and infrastructure, and cause devastation in their wake (Wingard and Brändlin, 2013). Statistics by EM-DAT (The OFDA/CRED International Disaster Database) show that from 1990 to present day, the Philippines has been affected by over 570 disasters (including epidemics), nearly 300 of which were tropical cyclones/typhoons. These figures suggest that typhoons are most deadly in this region, causing an estimated US$18billion worth of damage, affecting nearly 145 million local people and killing over 46,000 during this time period (EM-DAT, 2015). The most devastating storm in the Philippines, to date, was Typhoon Haiyan, locally known as ‘Yolanda’, in December 2013.

Typhoon Yolanda

At 4.40am (PHT) on November 8th 2013, the record-breaking, category 5, Super Typhoon Yolanda made landfall in the Eastern Samar province of the Philippines. Strong winds of around 195 mph/315 kph (Sedghi, 2013), combined with heavy rainfall, devastated the region. The typhoon caused a ‘storm surge’ or wall of water, over 7m in height, which affected many areas of the Philippines, most notably the city of Tacloban (DEC, 2015).

Across the 46 provinces of the Philippines, over 14 million people were affected, with the death toll estimated at over 6,000, although the Mayor of Tacloban suggests this figure is closer to 10,000 (Porterfield, 2013) and missing persons numbering over 1,000. More than 1 million homes were severely damaged or entirely destroyed, leaving many people without any form of shelter (DEC, 2015). In the Eastern Visayas region of the Philippines, the amount of homes affected accounting for nearly half of all those affected across the country. The cost of the damage caused by Yolanda was estimated to be around 1.3 billion U.S. Dollars (City Government of Tacloban, 2014).

Yolanda is considered to be stronger than hurricane Camille, which hit Mississippi in 1969, with wind speeds at 190 mph, making it the strongest tropical cyclone in history to make landfall. However, because other cyclones have had higher wind speeds, Yolanda is placed fourth below Nancy, Violet and Ida on the list of the strongest cyclones in recorded history (Sedghi, 2013).

Fig. 1: A satellite image of Typhoon Haiyan
Fig. 2.3: Images showing comparison between size of Typhoon in the Philippines and if the same Typhoon hit Northern Europe.
Typhoon Ruby
Since Typhoon Yolanda, the Philippines has been affected by more geophysical events and other typhoons, though not on the same devastating scale. The largest typhoon since Yolanda was Typhoon Hagupit (locally known as Ruby), which made landfall in Eastern Samar on 6th December 2014, just over a year after Yolanda. The wind speed was recorded at around 175kph at the centre of the typhoon (Republic of the Philippines Government, 2015a). It was classed as a category 3 typhoon (US Dept. of State, 2015), but because it slowed down after making landfall, it was downgraded to a tropical depression. Ruby displaced approximately 1.4 million people, injured nearly 1000, and killed 18. Nearly 60,000 homes were destroyed or damaged, with most of these located in Eastern Samar.

The cost of damages to infrastructure and agriculture caused by Ruby was estimated to be in the region of US$75.1 million (IFRC, 2014).

The combination of these recent disasters, with typhoon Yolanda being the most devastating, has impacted the lives of many Filipinos and people who reside here. Many have lost family, livelihoods, their homes and have become fearful of what they might face next.

In the following report we have used data to compare the preparedness strategies and immediate response of Yolanda and Ruby, effectively trying to ascertain what lessons have been learnt in the interim. In media reports it was clear that in some cases the local government took Ruby as a test case to see whether there was any improvement in Disaster preparedness in these areas.
Fig. 6: Hazard Map for the Philippines
Context of Research

The Purpose of our research

The research was conducted over 10 days, which included visits to typhoon affected areas and discussions with a range of stakeholders: NGOs, government, elected representatives. As well as this we were able to meet with key informants such as local NGOs, the Tacloban city mayor and other INGO stakeholders to discuss their work and perceptions of the challenges at hand. In the Eastern Visayas, there was an extensive spread of destruction. The urban poor around the coastal barangays in Tacloban were greatly affected by the typhoon during landfall. The severity of the destruction and devastation of Typhoon Haiyan (Yolanda) left the city in ruins, thereby forcing a quick post-disaster shelter solution overseen mostly by NGOs on the ground. 

This paper focuses on three primary goals:

1. The Challenges faced by survivors and vulnerable groups in recovery in relation to their livelihoods and shelter.
2. The roles played by the Government, NGOs/Civil Societies and communities in meeting challenges.

The research group consisted of nine students and two Professors from Oxford Brookes University in partnership with Action Aid International - Philippines and its partners. A year after Typhoon Haiyan was considered an appropriate time to review and attempt to more fully understand the recovery process. Specific attention was paid to the impact of the typhoon on the livelihoods of the people as well as to the challenges faced regarding shelter provision. Interviews were mostly conducted in the local Filipino dialect to English with the help of a local translator. An explanation of the purpose of the research was given prior to interviews in order to ensure delineation from agency relief work. The names of participants as well as Barangay numbers, agencies and government officials were altered to avoid identification in order to promote honest and open discussions during this research project. Photographs included were also given proper approval by the interviewees.

Activities undertaken in the field by students included:

- Working with qualitative research tools (including participatory approaches).
- Time in communities, listening – focus group discussions, transect walks, mapping.
- Review of secondary data- reports, evaluations.
- Key informant interviews from - Barangay leaders, 2 Mayors, Women groups and NGOs.

In the selection of research locations, it was important to ensure a mix of representatives from urban to rural households that had been affected by Typhoon Haiyan. Major interests also included houses still existing in ‘No Build Zone’ areas and the requirements / criteria used by the government and NGOs in identifying the most vulnerable people.
Research Questions:

1) What challenges are faced by the survivors of multiple hazards within the Leyte and Samar provinces as they attempt to rebuild their lives and prepare for the future? - For example in relation to:

   A) Livelihoods
   B) Shelter
   C) Gender
   D) Preparedness.

2) What has been the nature and extent of the role played by government at both the national and municipal, and Barangay levels?

3) How have the recipients viewed the assistance provided by NGOs / INGOs?

4) What recommendations can be given with regard to future disaster responses and preparedness?
Methodology

Location of study

Our study area is located in the north eastern corner of Leyte and the southern area of Samar in the Eastern Visayas Region of the Philippines.

Fig. 7: Location map
Qualitative data was collected from within a selection of barangays situated in rural and urban contexts and in both coastal and inland locations. A matrix of the barangays and demographic statistics can be found in the appendix.

**Definition of terms**

Within this report, a number of key terms will be used. Due to the possibility of varying interpretations, a general explanation of terms, within the context of the development and humanitarian sector is provided.

Alongside this, more specific definitions of these terms within the particular context of this study are detailed below with reference to physical and social vulnerabilities and capacities. The understanding of each, for the purposes of this study, is specified below.

**Vulnerability:** Social vulnerability being the level of susceptibility to negative impacts which people or groups will experience when interacting with a naturally or anthropogenically induced hazard. It is the *characteristics of a person or a group and their situation that influence their capacity to anticipate, cope with, resist and recover from the impact of a disaster*. (Wisner et al., 2004)

**Physical vulnerability** describes situations which cause people to be at risk from the multiple hazards identified in the research area inclusive of: threats to life, causes of physical injury and emotional trauma, damage to livelihoods and shelter. Vulnerabilities can also be born out of situations which arise following a hazardous event whereby previous capacity for resilience has been lost.

**Capacity:** systems, physical structures and organisations that the affected population have access to which protect people from the hazards identified. Capacities also protect and support communities and their livelihoods in the aftermath of hazardous events which have been identified in the areas of study.

**Research Approach**

In order to address the research questions, the research team took an overarching approach to analyse the vulnerabilities and capacities of the affected communities. This allowed the research team to capture both the challenges faced and the coping strategies in place within each research area which have impacted on the process of recovery as well as future preparation.

**Method of data collection**

The Barangays were selected on the basis of the connections of our research partners, Action Aid, RMP and PKKK; allowing the research team to secure access to high quality data.

Upon arrival in each study area, the Barangay Officials were interviewed (SSI) in order to gain an overall picture of the challenges faced and capacities in place. This also enabled the research team to gain insight from different Barangay officials with regard to their perspective on their roles and responsibilities as local leaders. This process also helped to identify support gained and or still needed from NGOs and higher levels of government.

Other members of the Barangay council were invited to contribute to what became group discussions. Barangay officials, together with NGO staff, were able to aid the research team in identifying specific community members with the goal of producing a representative cross section of the barangay population. This included single headed households (with both male and female heads), people with disabilities, the elderly, and those who were still perceived as vulnerable through poverty. This method has allowed the research team to understand the challenges and capacities of each community more accurately.

**Data collection tools**

Qualitative data was captured through both researcher-led and participatory tools. Table 1 outlines each of the tools used, together with advantages and limitations of each. A matrix detailing the specific tools used in each area.
of study is included later in this section/ in the appendix.

Table 1: Data collection tools

<table>
<thead>
<tr>
<th>Data collection Tool</th>
<th>Description</th>
<th>Strengths</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Focus Group Discussion (FGD)</td>
<td>Used to gain insight in to the perspective of a particular group of the community and to capture any differences of opinion within the group.</td>
<td>Provides less formal environment for a free discussion. Gives access to multiple members of the community. Highlights community dynamics.</td>
<td>Potential for discussion to be dominated by more confident speakers. Challenges for interviewee to record of responses accurately. May not provide accurate cross-section of community.</td>
</tr>
<tr>
<td>Semi Structured Interview (SSI)</td>
<td>Key informants interviewed using key open ended questions to provide specific insight into specific research areas with the flexibility to follow threads along themes which arise.</td>
<td>Acquire high resolution data. Allows interviewee to guide the direction of the interview. Potential to discover other causal themes.</td>
<td>Potential for discussion to be diverted from research aim, this can make direct comparisons between interviews difficult.</td>
</tr>
<tr>
<td>Transect Walk</td>
<td>Used to gain contextual understanding of Barangay and identify areas for further investigation.</td>
<td>Provides valuable context of study area. Provides circumstance for informal discussions with community members. Provides opportunity to interact with cross section of community.</td>
<td>Potential for misrepresentation of community. Potential for misinterpretation due to lack of local knowledge.</td>
</tr>
<tr>
<td>Timelines Participatory</td>
<td>Used to understand the temporal scale of key events and experiences.</td>
<td>Offers clear representation of the importance of role played by actors. Allows cross-cultural interpretation. Accessible to interviewees.</td>
<td>Subject to perception of participant. If activity completed as a group, differing views are difficult to represent.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Data collection Tool</th>
<th>Description</th>
<th>Strengths</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Focus Group Discussion (FGD)</td>
<td>Used to gain insight in to the perspective of a particular group of the community and to capture any differences of opinion within the group.</td>
<td>Provides less formal environment for a free discussion. Gives access to multiple members of the community. Highlights community dynamics.</td>
<td>Potential for discussion to be dominated by more confident speakers. Challenges for interviewee to record of responses accurately. May not provide accurate cross-section of community.</td>
</tr>
<tr>
<td>Semi Structured Interview (SSI)</td>
<td>Key informants interviewed using key open ended questions to provide specific insight into specific research areas with the flexibility to follow threads along themes which arise.</td>
<td>Acquire high resolution data. Allows interviewee to guide the direction of the interview. Potential to discover other causal themes.</td>
<td>Potential for discussion to be diverted from research aim, this can make direct comparisons between interviews difficult.</td>
</tr>
<tr>
<td>Transect Walk</td>
<td>Used to gain contextual understanding of Barangay and identify areas for further investigation.</td>
<td>Provides valuable context of study area. Provides circumstance for informal discussions with community members. Provides opportunity to interact with cross section of community.</td>
<td>Potential for misrepresentation of community. Potential for misinterpretation due to lack of local knowledge.</td>
</tr>
<tr>
<td>Timelines Participatory</td>
<td>Used to understand the temporal scale of key events and experiences.</td>
<td>Offers clear representation of the importance of role played by actors. Allows cross-cultural interpretation. Accessible to interviewees.</td>
<td>Subject to perception of participant. If activity completed as a group, differing views are difficult to represent.</td>
</tr>
<tr>
<td>Institutional analysis</td>
<td>Participatory</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----------------------</td>
<td>--------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>and</td>
<td>Can reveal additional themes relevant to research questions. Can act as a catalyst for further discussion. Final result then subject to interpretation of events.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>and interpretation of events.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A pictorial diagram illustrating institutional stakeholders influencing interviewee experiences.</td>
<td>Offers clear representation of the importance of role played by actors. Allows cross-cultural interpretation. Accessible to interviewees.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subject to perception of participant. If activity completed as a group, differing views are difficult to represent.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Research Limitations

Limitations of the specific tools used to collect data are detailed in table 1, however it is important to identify all the limitations of research study carried out.

**Time**
With 5 days in the field to collect data, time was certainly a limitation, constricting the opportunity to revisit sites with follow up questions and, at times, to triangulate the data collected. Access to stakeholders was restricted to partners and the selected community interviewees. Interviews with representatives from organisations active in the area were desired, although as a result of restricted time, this was not always possible.

**Cultural context**
As a result of a short field trip to the study area, some cultural context may not have been captured, leading to potential misinterpretation of data.

**Interviewee selection**
Interviewees were often selected for us by partnering organisations, therefore an element of bias must be accounted for. We were also unable to gain access to government bodies such as the Department of Social Welfare and Development (DSWD) local or national office.

**Lost in translation**
The quality of the translators was high for much of the data collection process. However in any situation translators are being used, the margin of error in interpretation and re-communication must be taken into account. In many cases representatives of the NGOs active in the study areas, performed as translators for the research team. The potential for skewed data is acknowledged.

A municipal perspective from Local Government Units was acquired through meeting with local government officials with differing roles.
Livelihood Challenges

Fig. 8: Sari Sari Store and Pedi-cab in Pastrana, two of the most common forms of livelihood
Throughout the research the area of livelihood security emerged as a major challenge for those affected by Typhoon Yolanda. Livelihood has a clear link to future resilience and the ability of individuals to prepare for shocks and hazards.

The purpose of this section is to thematically categorise and detail some of the main livelihood challenges which the survivors of Leyte and Samar face as they strive to build more resilient livelihoods and futures. This section will include references to specific individuals and case studies. *In order to protect individuals names used in the case studies are not the real names of interviewees.

**Seasonal Agricultural Work**

Following typhoon Yolanda many Filipinos have found work as casual farm labourers. This has provided a vital but erratic and irregular income due to the inevitable seasonal nature of agricultural work. Those who have no other livelihood to supplement this have been identified as some of the most vulnerable and poor of the typhoon’s survivors.

**Case Study A : Two Young Single Mothers:**

Jessy*, 25 years old and Gwen*, 18 years old.

Both women work as casual farm labourers and have no other supplementary sources of income. They have been forced to take loans from friends and a local ex bangaray captain which they have often been unable to repay and therefore have repaid the loans through in kind contributions, such as their own physical labour.

**A lack of support networks**

Unmarried and with children, they were only intermittently financially supported by the fathers of their children. In addition, neither women were regular members of the local women’s support group, indicating an absence of support at both the family and community levels.

Their stories emphasise the clear need for the facilitation of realistic livelihood diversification, as well as the crucial role played by local community/advocacy groups in

**Growing Families, Growing Expenses**

‘Sari-Sari’ Stores were identified by those interviewed as to providing only a very basic level of income and the same can be said of tricycle / motorbike riding. As young couples have children, their expenses and daily outgoings naturally rise and making ends meet can become a struggle. This is the case for many families who desperately need the financial assistance provided by NGOs following typhoon Yolanda.

Having children is seen as a long term way of securing a stable future for many people in the Philippines but supporting a family also raises short to medium term living costs.
Case Study B:

Nadia*, a housewife and mother of two children interviewed in the Palo Barangay

General Background:

Nadia’s family have chosen to stay in Palo area since their children go to school nearby. The family evacuated their house before Typhoon Yolanda and sought shelter in the Civic Hall, where food was provided, however even this building was structurally damaged. The glass in the building’s roof shattered during the typhoon, injuring many people.

Three weeks after the typhoon Nadia and her family returned and used materials they had taken out from the debris to start the task of repairing their house. The family was also assisted by money donated by the Tzu Chi foundation.

Financial Support

Nadia reported that they had received only a small amount of other NGO support as her husband owned another house in a different Barangay where some degree of support was available. In total the family reported that they had received 8000 pesos from the Tzu Chi Foundation and 5000 pesos from Red Cross. Securing income in order to purchase medicine for her son was an extremely high priority for Nadia and she suggested that criteria for livelihood support from NGOs may be an area for review.

Before typhoon Yolanda her husband was able to sell coconut wine however since Yolanda he cannot, simply due to destruction of coconut farms. This means that his wife, Nadia has become the sole bread winner for their family whilst he is busy rebuilding his other home.

Local Agriculture - Destruction and Lengthy Recovery

“After the typhoon, many of those reliant on coconut farming reported losing their livelihoods with over 30 million coconut trees were torn down or heavily damaged, farming fields were flooded with salt water and over 30,000 fishing vessels were damaged or destroyed” (UN, 2015).

Case Study C:

Solomon* and family

General background:

Solomon is a father of seven children, three of whom live with him and assist in the day to day running of in their ‘Sari- Sari’ shop. He did not lose any family members during the typhoon but one week after Yolanda had passed, his wife died from stress/ trauma in combination with her previous diabetic medical condition.
Livelihood Needs and Financial Support

The family lost all of their shop’s produce during the typhoon, meaning that family income levels are now significantly reduced. Solomon was not employed before the storm because he is older. The family were given financial assistance from a few different organisations. The Tzu Chi foundation provided them with assistance in February, and the Red Cross additionally gave them 5000 pesos, as they did to every family.

The Expenses of Shelter and Personal Savings

The family home’s new roof was provided by ‘CRS Shelter Assistance’, who gave Solomon the money necessary to purchase materials. However this was not enough for everything they needed and, as a result, he and his family were forced to use their own savings. The erosion of personal savings has been a common secondary effect of typhoon Yolanda: leading to increased future vulnerability. This is one of the reasons why cash transfer and cash for work schemes are of such importance as part of the recovery process as these schemes can mitigate this problem, to a certain extent.

The cost of the repair work to the house was approximately 70,000 pesos. The family were only given around 46,000 pesos from CRS, but gained some additional funds through other NGOs.

Significant Time for Crop Recovery

The main challenge they face now as a family is the rebuilding of their livelihoods. Before Typhoon Yolanda the family owned a coconut farm, 100 meters from their home, which they had maintained for over 30 years. Their entire plantation of coconut trees was destroyed during the storm and while they have re-planted them using seeds provided by the PCA (The Philippine Coconut Authority - an agency of the Philippine government), it will take approximately seven years for the new trees to reach maturity.

Additionally, this family used to process and sell dried coconut on the local market but this is no longer possible. Solomon has sought to diversify his livelihood by planting banana trees and vegetables which they aim to use as a food supply for the family, as they are quicker to grow but, again, it will take a year before these new crops are mature and can produce any income.

Recommendation

Solomon’s overall suggestion for an improved NGO response would be a more immediate distribution of food and subsequently, comprehensive livelihood support programmes.
Assessment of Cash Transfers

Historically, cash transfer, particularly conditional cash transfer, in the Philippines (locally referred to as "Pantawid Pamilyang Philippines Programme" or the 4Ps) has been a government scheme run by the Department of Social Welfare and Development (DSWD) to address poverty while promoting child education and tackling health care issues facing the country (Dadap, 2011). The initiative is grounded on the principle that human capital accumulation is a vehicle to development and provides money to poor households while investing in the well-being of children using the government’s limited resources (Dadap, 2011).

In a general sense, the ‘Four Ps’ scheme has been a partial fulfillment of the country’s commitment to the Millennium Development Goals (MDGs), particularly in relation to the goal of eradicating extreme poverty and hunger and achieving universal primary education (Reyes et al. 2013). In practical terms, beneficiaries receive 6000 Pesos annually (500 per month) towards health and 3000 pesos per child for each school year towards school expenses with a maximum of 3 children in one household (Reyes et al. 2013). It is difficult to either validate or refute these figures since the research team did not encounter views from a sufficient number of respondents in order to confirm these amounts.

During our research, evidence also emerged that other NGOs such as Tzu-Chi, Christian Relief Services (CRS) and ACCORD implemented ‘cash for shelter’ schemes but in a significantly different way. For example, while Tzu-Chi offered cash assistance of up to P5000 for households with fewer than five children, CRS and ACCORD-CARE the study also found, offered cash assistance, although insufficient data emerged from the field to authenticate exact figures from beneficiaries.

Other forms of government cash transfer schemes in the aftermath of typhoon Yolanda were aimed at shelter reconstruction.

Our research has revealed both advantages as well as disadvantages in the use of cash transfer schemes as strategies of recovery after Yolanda.

Advantages:

In general the wider literature on cash transfer scheme after Yolanda suggest major advantages such as:

1. Allows beneficiaries independence and choice in forms of shelter and livelihood assistance
2. Ensures efficient use of scarce public resources in the case of 4Ps thus "killing two birds with one stone" thus providing livelihood assistance to poor households while promoting children’s education. Evidence from some respondents indicated that cash support allowed children from the poorest backgrounds to continue to receive an uninterrupted education even after Typhoon Yolanda.
3. Compliments the Philippines’ structural recovery and rebuilding after Yolanda
4. Ensures beneficiaries take control and ownership of their shelter rebuilding projects.

Disadvantages:
1. Breakdown of the Filipino community spirit of self help.
2. The encouragement of unhealthy competition among NGOs in offering shelter and livelihood assistance.
3. Affected capacity of local government to recruit labourers after Yolanda at barangay level.

**Assessment of Cash for work**

**What is Cash for Work?**
Cash for work programmes are initiatives that encourage members of a community to get involved in unskilled employment and receive cash in return as part of a relief operation. As an immediate response after Typhoon Yolanda, Cash for Work programmes were initiated by different NGOs, especially in debris removal projects. In most cases, Cash for Work programmes are planned with two objectives; to provide workers with income so they can meet their basic needs, and to complete work which is beneficial to the community and local economy (Save the Children). Within the research area, Cash for Work programmes were initiated not to interfere or replace traditional livelihoods, but to actively get communities involved in clearing out areas and neighbourhoods that were filled with debris that otherwise hindered daily livelihoods. The cleared roads and areas also enable better access for humanitarian aid, especially to isolated communities. (UNDP, 2013). Additionally, in a post-disaster situation, successful Cash for Work schemes can provide an vital boost to local economies.

**Background**
Cash for Work programmes are usually associated with disasters and emergencies, as a means to provide income, and to get unskilled jobs done. Many organisations employed cash interventions after the Asian Tsunami of 2004, where Cash for Work initiatives were widespread in Acheh, Indonesia, and in Sri Lanka. However, when implemented incorrectly, these programmes can risk disrupting the local economy, artificially inflate wages and result in unsustainable shifts in the labour force.

**Who can participate?**
From our research and those we interviewed, after Typhoon Yolanda, men and women members of a particular area or barangay are able to participate in Cash for Work on a rotation basis. According to United Nations Development Programme, 200,000 temporary jobs were created in debris removal projects (UNDP, 2013). However, an individual who is registered to participate in a Cash for Work programme with one NGO is not able to participate in another programme by a different NGO. This is to enable an equal participation and access to the benefits of the programmes.

In the City of Pastrana, the local government has used DSWD’s financial support on the Cash for Work scheme. Only selected people from each barangay were involved in Cash for Work, and this excluded any government employee. This seemed to cause frustration amongst those who were excluded at not being able to access vital funds.

Furthermore, the ability to participate in Cash for Work programmes also depends on one’s physical ability. Those who are vulnerable such as the elderly, people with disabilities, members and families of government employees and barangay officials, and abled teenagers are not allowed to participate.

From the field visit, here are some NGOs who offered Cash for Work programme:
Table 2:

<table>
<thead>
<tr>
<th>NGO</th>
<th>Amount per day</th>
<th>Selection criteria</th>
<th>Duration per area</th>
</tr>
</thead>
<tbody>
<tr>
<td>USAID</td>
<td>P260</td>
<td>Unavailable</td>
<td>Unavailable</td>
</tr>
<tr>
<td>UNDP</td>
<td>P260</td>
<td>Unavailable</td>
<td>Unavailable</td>
</tr>
<tr>
<td>CRS</td>
<td>P260</td>
<td>Unavailable</td>
<td>15 days</td>
</tr>
<tr>
<td>Tzu Chi</td>
<td>P500</td>
<td>None</td>
<td>7-15 days</td>
</tr>
</tbody>
</table>

Tzu Chi opted to provide P500 a day instead of P260 minimum wage, as they believe that P260 does not allow enough capital to buy shelter materials or to kick start a livelihood.

In our research, a number of benefits were identified by both NGOs running CFW programmes and interviewees who had taken part in them, however the research also suggested that CFW was not a perfect model, with a number of challenges, specifically around programming and cross project coordination. The key benefits and challenges that emerged are included below.

**Benefits:**
- Allow members of a community to earn immediate cash to rebuild their lives.
- The payments to workers will inject needed cash into the local economy.
- Enable unskilled jobs such as debris clearance to be done immediately after a disaster.
- The cleared roads will allow easier access for humanitarian aid to reach isolated communities.
- The removed rubble and properly disposed waste will reduce the risk of diseases.
- Projects can contribute to longer-term recovery and disaster risk reductions.
- Not as susceptible to corruption as outputs are tangible.
- Equal opportunity for men and women to earn some income when their livelihoods are interrupted.

**Challenges and Limitations:**
- Selected works were such that not all members of the community could get involved. Those who are more vulnerable such as the elderly, people with disabilities, members and families of government employees and barangay officials, and abled teenagers could not participate.
- People concentrated only in areas where Cash for Work was happening, which resulted in local governments struggling to get help in debris clearance of other areas.
- The different amount offered by NGOs created competition and selectiveness.
- Changed and challenged the “Bayanihan Spirit”, the spirit of working together and helping each other.
- Minimum wage paid by NGOs became a salary that local businesses could not compete with, and therefore they struggled to employ workers if they offered anything less.
- Households with less labour capacity earned less.

**On-going Cash for Work projects:**

Tzu Chi construction project in Palo:
Cash for work is given to builders, women to cook, cleaning of compost pit, managing the supply of tent and other jobs around the rehabilitation site in Palo. The rehabilitation site is creating...
temporary houses for shelter recipients, and besides the construction projects, many other job opportunities were offered.

RMP recommends that part of the money from Cash for Work project is invested in community projects. A portion of money earned from Cash for Work programmes are pooled to run a community garden within the barangay. Members of the community take charge of the vegetable garden and small animal farm to sustain their lives and earn a living since their traditional livelihood of coconut plantation was destroyed by Typhoon Yolanda. It takes at least seven years for a coconut plant to grow up to the point where it is usable as a source of income.

**Other cash issues: Remittances**

Throughout the research, it has also been identified that there are several households who were helped by family members abroad. United Nations Development Programme (UNDP) estimates that 10% of the Filipino population lives and/or work abroad. And with that, 20% of households in the Philippines receive cash remittances. After Typhoon Yolanda, it is estimated that households in Eastern and Western Visayas received about US$1.92 billion as contributions from overseas.

Case Study: **Leona* from Eastern Samar**

Her sister from Germany helped with the cost of sending food supply from Manila to her barangay. The food supply was not just for Leona’s family, but for the entire barangay and two other neighbouring Barangays. This was a form of immediate response to get food and supplies into the area, when aid has not reached them. The transportation cost supported by Leona’s sister was P50,000.

**Cost and Value**

For the purpose of this report, below is an approximate value for standard household items and construction items that were given to the Typhoon Yolanda affected households in the year 2014 in Eastern Visayas.

<table>
<thead>
<tr>
<th>Table 3: Household items</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Kits</th>
<th>Items</th>
<th>Description</th>
<th>Quantity</th>
<th>Unit</th>
<th>Cost (PHP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food Items</td>
<td>Rice</td>
<td>Plain</td>
<td>10</td>
<td>kg</td>
<td>374</td>
</tr>
<tr>
<td></td>
<td>Canned goods</td>
<td>Sardines</td>
<td>4</td>
<td>pcs</td>
<td>49.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Corned beef</td>
<td>2</td>
<td>pcs</td>
<td>56.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Meatloaf</td>
<td>2</td>
<td>pcs</td>
<td>35.1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Beefloaf</td>
<td>2</td>
<td>pcs</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>Noodles</td>
<td></td>
<td>12</td>
<td>pcs</td>
<td>78</td>
</tr>
<tr>
<td>Item</td>
<td>Quantity</td>
<td>Unit</td>
<td>Price</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------------</td>
<td>----------</td>
<td>------</td>
<td>--------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cooking Oil</td>
<td>1</td>
<td>liter</td>
<td>70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Milk</td>
<td>1</td>
<td>pack</td>
<td>27.2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coffee</td>
<td>1</td>
<td>pack</td>
<td>22.54</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sugar Brown</td>
<td>1</td>
<td>kg</td>
<td>34</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drinking Water</td>
<td>6.6 liters</td>
<td>3 bottles</td>
<td>178.2</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 4: Construction items

<table>
<thead>
<tr>
<th>Item</th>
<th>Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>GI SHEET GAGE 26 10 FEET 0.35 MM</td>
<td>PHP 480.00</td>
</tr>
<tr>
<td>PLYWOOD 1/4 x 4x8 ORDINARY</td>
<td>PHP 295.00</td>
</tr>
<tr>
<td>PLYWOOD 1/2 x 4x8 ORDINARY</td>
<td>PHP 490.00</td>
</tr>
<tr>
<td>COCO LUMBER 2x3x12</td>
<td>PHP 93.00</td>
</tr>
<tr>
<td>COCO LUMBER 2x2x12</td>
<td>PHP 64.00</td>
</tr>
<tr>
<td>COCO LUMBER 4x4x10</td>
<td>PHP 230.00</td>
</tr>
<tr>
<td>ROOFING NAILS</td>
<td>PHP 65.00</td>
</tr>
<tr>
<td>NAILS # 4</td>
<td>PHP 50.00</td>
</tr>
<tr>
<td>NAILS # 3</td>
<td>PHP 50.00</td>
</tr>
<tr>
<td>NAILS # 2</td>
<td>PHP 55.00</td>
</tr>
<tr>
<td>NAILS # 1</td>
<td>PHP 55.00</td>
</tr>
<tr>
<td>COCO LUMBER 2x4x12</td>
<td>PHP 128.00</td>
</tr>
</tbody>
</table>

Table 3 and 4 provided by Richie Alvarez (2015), Action Aid.
Stories of Hope (Livelihoods)

Kim* - the local Hairdresser in Tacloban

Background

Kim has built his current salon using his own savings. He had trained as a hairdresser and before typhoon Yolanda worked in Victoria Salon in the down-town area. His previous salon was destroyed when a container ship ran aground and destroyed it during the storm. After the typhoon he went to Manila, earned enough money to return to self-finance his new salon which opened Dec 26th.

Current Livelihood

Kim has significantly diversified his livelihood options and sustains a regular income through offering a combination of different services at his salon. They range from hairdressing to manicures and pedicures and even street-side BBQ food. He is the sole bread-winner and looks after his elderly mother, his sister, her family and her brothers. He lives separately from them in a shantytown close to the sea where he rents a very small space. He is ambitious and determined to improve himself. He said he would willingly relocate.

“I’m going to grab every opportunity I get in life, no-one has helped me - only myself.”
Fig. 9: Transitional shelter in Tacloban
Shelter was seen as one of the primary needs in the immediate aftermath of Yolanda. The majority of NGOs responding within the emergency phase assessed the needs of the most vulnerable and provided people with shelters.

Most survivors responded immediately by salvaging leftover materials after the typhoon to reconstruct a basic shelter. Many were also given tarpaulin sheets by various NGOs as an immediate response.

The primary source of assistance was in the form of shelter kits with varying components proportional to perceived need. Each NGO allocate shelter kits on the basis of needs assessment. In connection with the distribution of the shelter kits, some organisations provided training to the standards of the Philippine Shelter Cluster. IOM are continuing to provide training for local people to construct transitional housing within their project.

Following the emergency relief stage, NGOs in Tacloban city are now working with the Municipal government to relocate barangays at high risk through providing transitional housing while permanent housing is under construction. The government of Tacloban has drafted plans to relocate communities at risk within the ‘no-dwelling’ zone in Tacloban City. On discussing this issue at barangay levels, officials expressed discontent with the lack of land ownership with the project. The re-location sites were situated a 30 minute drive from the current location of residents. The primary concern of the barangay members with the relocation was access to livelihoods.

The following section serves as an analysis of the various shelter responses identified within the field of study, providing observed advantages and disadvantages of each structure.
**Case Study A:**

Case study A shelter design is based on a traditional style building with reinforced concrete steel foundation, corrugated roofing sheet (CGI) and Sawali (woven bamboo) sheets for the walling material and Coco Lumber. The buildings have also been raised about 5 metres above the ground to withstand flooding.

![Fig 10. Example of a Case Study A home.](image)

**Shelter Type:**
Transitional

**Advantages:**
- Provision of materials and training programs.
- Quicker to build within 4-7 days.
- Flood Resistant up to 5 metres high.
- Very Cost effective.
- The concrete foundations are precast and have been properly cured.
- Easy availability of materials locally.
- Can serve as Permanent shelter.
- Sustainable mode of construction.
- Can withstand low grade to heavy wind speed pressure if properly built.

**Disadvantages:**
- Corrugated heavy roofing sheet material (CGI) if blown, can serve as a health and safety hazard in time of a Typhoon.
- Wood materials susceptible to termites unless well-treated.

**Owner’s view:**
- Strong enough to withstand Typhoon Ruby.
- Required a kitchen.
- Required a Sari Sari store extension.
- Well ventilated.
- Flood Resistant.
- Contended and satisfied with the housing design.

**Issues of land Tenure:** Not all occupants have land ownership. Rent is paid by some house owners who do not have Land title rights.

**Beneficiary selection:** Those living in the No Build Zone (unsafe) areas with totally damaged homes. Members belonging to the Pantawid Pamilyan Philippine (4PS) Program. Those living in safe areas with totally damaged homes.

**Funding resources:** Provision of building materials with training. Cash for work programme.

**Case Study B:**

Case Study B shelter design is fully based on traditional style building design with reinforced concrete steel foundations. The roofing material consists of bamboo leaves while the walling material is made out of sawali (woven bamboo) and the structure consists of Coco Lumber.

![Fig 11. Example of a Case Study B home.](image)

**Shelter Type:**

Transitional type
Advantages:
- Quicker to build within 4-7 days.
- Very Cost effective.
- The concrete foundations are precast and have been properly cured.
- Easy availability of materials.
- Roof Material is safe if blown away during a Typhoon.
- Can serve as Permanent shelter.
- Sustainable mode of construction.
- Can withstand low grade to heavy wind speed pressure if properly built.
- Flood resistant up to 5 metres high.

Disadvantages:
- Wood materials susceptible to termites unless well-treated.
- Shelter clusters displaces people from the livelihoods.

Owner’s view:
- Strong enough to withstand Typhoon Ruby.
- 50% were comfortable having an indoor Kitchen while 50% preferred the traditional outdoor cooking.
- Well ventilated.
- Flood Resistant.
- Contended and satisfied with the housing design.

Issues of land Tenure: Land is provided by the government on a minimum about of year’s basis.
Beneficiary selection: Those living in the No Build Zone (unsafe) areas around the coastal barangays with totally damaged homes.
Funding resources: Provision of building materials with training. Cash for work programme.

Case Study C:

Fig 12. Example of a Case Study C home.

Shelter Type: Permanent/Upgradable Type
Advantages:
- Long Lasting due to concrete material.
- Easily accessible.
- Can withstand low grade to heavy wind speed pressure if properly built.
- Can serve as Permanent shelter is properly built.

Disadvantages:
- Susceptible to flooding as a result of not been raised about 5 metres above the ground.
- Takes a longer time to build.
- More expensive.
- Limited Availability of materials.
  - On-site casting of concrete foundations which have not undergone proper curing and compression testing are susceptible to collapse.
- More labour force.
- Corrugated heavy roofing sheet material if blown, can serve as a health and safety hazard in time of a Typhoon.

Owner's view:
- Strong enough to withstand Typhoon Ruby.
- 50% were comfortable having an indoor Kitchen while 50% preferred the traditional outdoor cooking.
- Not enough cross ventilation.
- Contended and satisfied with the housing design

Issues of land Tenure: Not all occupants have land ownership.

Mode of selection: Most Vulnerable women with children. Those living in safe and unsafe areas with totally damaged homes.

Funding resources: Provision of building materials with training. Cash for work programme.

Case Study D:

Organisation D is building a housing area in a barangay in Palo, on a new government land. They offer two models of housing, a 2-bedroom (22m²) and a 3-bedroom (27m²). Both models also include a kitchen area, internal WC and a living area. One solar panel is attached on every two houses to power lights at night. The design of the shelters is from Taiwan, with wall structures constructed in Cebu, and wall panels imported from the United States of America. Salvaged coco lumber is used for road and drainage construction. The cost of each house is P150,000 (materials only).

Workers from nearby barangays are employed as builders as part of a Cash for Work programme, with the participation of house beneficiaries. 11 builders are able to build 2.5 to 3 houses per day, without finishings (toilet). They currently have 263 houses planned in that barangay, and have 15 left to build, with 148 houses completed. The organisation have 3000 packs of pre-fabricated house in their warehouse, should there be further housing projects.

The built shelters survived the recent Typhoon Ruby.

The organisation has also offered support in livelihood, by offering jobs to men and women in the operations of the project – cooks, warehouse managers and workers, gardeners, etc.

Shelter type: Transitional Relocation
The shelters are built as transitional shelters for five years.
However, no plans for permanent housing have been made beyond the 5th year.

![Image of a shelter]

**Fig 13. Example of a Case Study D home.**

### Advantages

- The shelters can be easily built and repaired by locals and beneficiaries. A set of building instruction and diagrams were made, with a video of how the buildings should be constructed.
- The simplicity of the design and build package allows the shelters to be built in a short time, which results to many houses being built per day.
- The division of rooms and space provided per shelter unit offers privacy within family members, as well as from neighbours. Private kitchen and WC within the shelter unit offers privacy, security, and availability of facilities that is not offered in other shelter models.
- The shelter provided is for 5 years instead of 2 years (as of other NGOs), and a longer term plan on ownership of land and shelter have been agreed and will take place.
- Solar panels are provided for night time electricity use, especially for lights.
- The project as a whole offers a source of income to the community through building work and other jobs.

### Disadvantages

- The materials used were based on a project in Taiwan, which might be unsuitable for the Filipino climate. It is found to be rather hot in daytime despite the sky roof.
- The dependency of community members on work from the project means that their source of income will end when the project is complete.

**Issues of land:** The project is built on government land. Beneficiaries are able to own the land and shelter after five years, with the condition that they have to live there within that period. The
organisation emphasises on care for land, and didn’t want to build on the nearby hill, despite a suggestion from the local government to build more houses on the hill. This is to avoid any landslide in the future.

**Beneficiary selection:** The list of beneficiaries is given by the local government, with verification from the organisation.

**Funding resources:** Organisation D covers the cost of material, as well as paid for labours. They also offer meals during the period of a working day for all employees.

**Recommendation**
The use of a more suitable material can be looked into based on the climate of countries.

**Case Study E:**

NGO E offers a shelter kit that includes hard wood for structure, plywood for walls, 50cm x 50cm foundation blocks, and GI roof sheets. Houses are all built on stilts to avoid flood.

A guideline for the house design and construction is provided by the NGO. Training on construction is also provided to beneficiaries and head carpenter/builder. Each house can be completed within 5 to 7 days, depending on the efficiency of the head carpenter and labourers. As a follow-up action, NGO E will send an engineer representative or a foreman to oversee the final construction of the project to ensure its quality and safety.

However, labours are not paid by the NGO and the beneficiaries have to bear the cost. This NGO also offers repair assistance to houses that are not entirely destroyed.

**Shelter type**
Transitional
Advantages
- Training is given to beneficiaries and head carpenter as part of the assistance provided.
- Hardwood timber is used for structure, which is stronger than coco timber.
- A follow-up action is scheduled, so the quality and safety of the built structure will be checked.
- Pre-fabricated concrete foundation offers a stronger and consistent quality footing.

Disadvantages
- Beneficiaries have to bear the cost of labour. This puts a strain on each beneficiary.
- In order to be considered for a shelter kit, the community have to own a land, or have an official agreement with the land owner to occupy the land.
- Beneficiaries do not officially own the shelter until all houses are completed and an official handover takes place. So it’s difficult for beneficiaries to make changes and adaptations to the house.
- Corrugated GI sheets can be easily blown off should there be another strong typhoon, and could be dangerous.
- Timber can be susceptible to termites if not treated properly.

Owner’s view:
Merico Delima, 22, of a Barangay in Marabut is happy with the house. However, she is unable to have her kitchen inside the shelter as an official handover is not yet done. Cooking is not permitted in the shelter until an official handover takes place, and the beneficiaries officially own the property. She finds it difficult to cook outside with a young child, and prefers to cook inside the house.
When asked about her preference on aid houses, she prefers Shelter C as it is more permanent structurally, and that the cost of labour is covered by the NGO.
**Issues of land:** Each beneficiary needs to either own a land, or have formal consent from the landowner on the use of land in order to receive aid from Organisation E. Those without land is immediately excluded from being considered as a beneficiary. The beneficiaries do not own all houses/shelters until an official handover is done. However, handover of houses in a barangay will only take place when all houses sponsored by Organisation E are completed.

**Beneficiary selection:** Not known.

**Funding resources:** Organisation E covers cost of material and training for beneficiaries and head carpenter. However, the cost of hiring labourers has to be covered by shelter recipients.

**Recommendation**
To look into payment for labour, as this extra cost can be a strain on beneficiaries who are not in a financial position to pay local labours.

**Case Study F:**

NGO F offers a shelter with coco lumber as the main structure material, 50cm x 50cm foundation blocks, woven bamboo (sawali) panels for walls, and GI roof sheets. Houses are all built on stilts to avoid flood. Each shelter unit is a one-space module, with no division of rooms.

Each shelter is built for the recipients, so the cost of hiring labourers is not a burden to the recipients.

**Shelter type**
Transitional
Advantages
- Cost of labourers are considered and covered by the NGO.
- Materials are local and easily accessible.
- Construction method is simple and can be easily repaired by shelter owners.
- Pre-fabricated concrete foundation offers a stronger and consistent quality footing.

Disadvantages
- Coco lumber as a structure material is not as strong as hardwood.
- Corrugated GI sheets can be easily blown off should there be another strong typhoon, and could be dangerous.
- Timber can be susceptible to termites if not treated properly.

Issues of land: The NGO assisted each house recipient with land tenure. An agreement is made with landlords, whereby tenants are allowed to stay on the land for 2 years. Each shelter unit belongs to the tenants, apart from the concrete foundations that belong to the landlords. Should the tenants have to relocate after the 2-year agreement, the tenants are able to take with them all components of the shelter, apart from the concrete foundations.

Beneficiary selection: Not known.
Funding resources: Organisation F covers the cost of the shelter, as well as provides labourers for the construction.
Some Observations on Shelter issues:
Our assessment in general found that shelter after Yolanda were constrained by two major policy issues in Philippines. They are:

1. Land tenure

Land tenure proved to be an issue of fundamental importance in providing permanent solutions with many NGOs able to secure land for maximum of 2-5 years. The NGOs are working on a case by case basis to identify landowners in order to secure use of the land. However this is complicated and largely informal. Building houses after Yolanda continues to be challenge for affected persons without land tenural rights.

2. No-dwelling zone

The ‘no-build’ zone supported by national legislation (Disaster Management Act 2010) is inconsistently adhered to. Fewer disputes were observed in rural areas of Eastern Samar than in the urban centre of Tacloban, where affected people questioned their potential relocation to new sites, as they were concerned about its impact on their livelihoods. Many affected people from urban Tacloban that we spoke to did not have any details about their entitlements on new relocation sites, and were not involved in the planning of such relocation plans. They were thus, reluctant to move to newer sites.

Stories of Hope (Shelter)

Interview with Belinda (Pseudonym): a 72 year old woman

NGO Support

Belinda had lived in the ‘no build’ zone and was selected by the Red Cross to be relocated and to be the recipient of a newly built house. The Red Cross provided all the needed materials and plans and the new house was built within a matter of a few days by local carpenters who received cash for their work from the Red Cross.

Relief Assessment Comments

When asked about the effectiveness of the international response and whether she was happy, Belinda’s answer came in two words: “VERY happy”. She gave the impression that this was one of the best houses she had ever lived in during her lifetime.
Gender

Fig. 16: Girls collecting water in a Palo neighbourhood
Humanitarian disasters often have a gender dimension. An insight into the gender dimensions of Yolanda were outlined and analysed with women brought together in Eastern Samar and co-hosted with PKKK. The following issues were identified by the women, together with their recommendations and priorities for resilience building in terms of shelter and livelihoods.

**Context**

Governmental action plans have mandated that barangays ‘gender mainstream’ and according to both PKKK and the women interviewed, gender issues especially pertaining to women’s and child protection pre and post disaster have been identified with local action plans drawn up. The women had a very well developed understanding of their rights and more generally in terms of Human Rights. They described women’s equity as follows, ‘to avoid discrimination’, ‘its good to understand our role not just as making baby but as women we can also be a good leader,’ ‘women are the light of the family’. The women recognised that they should be at Barangay planning meetings shaping new policies and this, to some extent is now being encouraged by the men. The women indicated that post disaster men had realised the significance of women diversifying their livelihoods and also being involved and part of the pre and post disaster planning.

The Military and local CSOs are well tied into disaster response. While the military response was highly commended by the women in terms of their ability to obtain and deliver resources immediately including water, they also provided search and rescue capability. In addition, the women indicated that they could have provided lighting into the evacuation centres and perhaps provide separate latrines for men and women.

**How did Yolanda affect men and women differently?**

While men have largely gendered roles in terms of building shelter, aspects of farming, and fishing, women are involved in maintaining the household chores, fishing and farming also, planning and budgeting, and often have secondary roles as health workers and community helpers in addition to providing all the child care. One of the significant issues raised by the women was that when their husbands were killed or injured during Yolanda, they had to take over these bread-winning responsibilities in addition to all the child care. During the typhoon, they prioritised the preservation of their livelihoods after safety of their family. One example of this is the Hog protection work being undertaken by PKKK. Women are responsible for the breeding and fattening of the hogs in a new project where the hogs are in ‘disaster resistant pens’ enabling them to survive the usual range of typhoons. This livelihood project was considered a life saver by the women interviewed.

**Women-led needs assessments**

The women indicated that women’s rights groups had detailed knowledge of the community and were best placed to conduct local needs assessments. One of their recommendations was that NGOs especially those external to the community should use this established network in prioritising the needs of the community to prevent conflict and to ensure agency within the community.
Recommendations

The women made the following observations regarding resilience and opportunities to raise their coping strategies:

Pre-Disaster

- There is a sound needs assessment which is already conducted by the community. NGOs should link with this network when providing assistance.
- Resilience strategies should include the disaster-proofing of women’s livelihoods. The hog protection project was sighted as an excellent example.
- Analysis of how to improve and equip evacuation centres, with lighting and separate latrines for men and women
- Both pre and post disaster hygiene kits should be positioned in evacuation centres.

Post Disaster

- NGOs should use existing needs assessment priorities within the baranguay. This should build and support the ‘spirit of neighbourliness’ already developed within communities.
- A particular ‘gap’ in provision was sighted. As one women said: ‘We have no panties, after the disaster, who will help us? We are ashamed.’ Women indicated that post disaster they did not feel able to access resources to help themselves and their families as they felt ashamed in these circumstances which had undermined their own dignity.
- Livelihoods should be secured pre-disaster but post disaster cash should be made available to start these again, using the local economy.

Fig. 17: PKKK Women’s group

Fig. 18: Sewing initiative facilitated by PKKK
Stories of Hope (Gender)

Standing up - 'The Lonely Hearts’ Yolanda Widows Support Group
Palo Barangay

This was a group of twenty women who had lost their husbands through typhoon Yolanda. They had united to support each other and held regular weekly meetings. All the widows agreed that this was positive and provided a source of reassurance and strength.

NGO Support

The individual widows had received livelihood assistance in the form of cash from the Buddhist INGO, ‘Tzu Chi’ with a family of three received up to 12,000 pesos. The women were also regularly visited by a nurse and midwife through ‘Phil-Health’ a Filipino government-run health scheme.

Additionally, ‘WedPro’ a local NGO, had provided the women with livelihood training, helping them to diversify their skills and develop their abilities. Their new livelihood skills included being trained how to give manicures and massage through to being shown how to produce and package food for sale on local markets. Many of the widows were also given new sewing machines in order to help them to manufacture garments.

The widows helped to construct an institutional analysis of organisations which had helped them:
(Listed in descending order of importance)

- Individuals, family first – strength from the will to survive and having to get on with it
- (only one man cited the municipal Government - the Municipal Health Office gave medicines and infection for e.g. anti tetanus)
- Relief given by Ministries without borders giving fishing boats, fishnets, bibles and school supplies
- Catholic Relief Service; shelters, utensils
- Tzu Chi (Taiwanese) cash, rice
- Preda Foundation – Scholarships
- Operation Blessing – shelters and scholarships for the children of the widowed
- USAID – cash for work
- UNDP – Cash for Work
- Red Cross – Cash Transfers
- Handicapped Foundation;
- ACF – Livelihoods
- Samaritan Force – sacks of rice
- Save the Children – Nutrition for mothers and children
- Oxfam – giving alternative livelihoods eg boats, retraining
- DSWD (Government ) – last – food rice, coffee noodles, some are still waiting – very poor perception of this agency

Hope for the Future

All of the women agreed that much of their strength and determination came from their children and the hope that they would be able to guide their children towards better lives and more promising futures. Furthermore many of the widows expressed their wish to now finish their educations in order to better provide for their families.
Fig. 19: Drawing by the women of ‘The Lonely Hearts’
Role of the Government
Existing safety nets (existing resilience of people)
The government has a number of safety net programmes available for long-term support and in emergency relief. However, awareness of the programmes and the ability to access these appeared to be limited amongst interviewees. A 54 year old widow in Pastrana was excluded from the 4Ps programme in 2007 as her son passed the maximum age and would not have access to any pension as she was not a government employee or in formal private sector employment. Government employees have access to calamity loans; however, public employees that were interviewed expressed frustration at having to take a loan when aid was available. PhilHealth, the national medical assistance, was in use by a number of interviewees who had access to hospitals. For example, this was not sufficient help for a low-income family looking after their son with Cerebral Palsy; they were continuously appealing to local services for ongoing support of their son’s special needs.

A recurring theme amongst interviewees seemed to be frustration with the excessive requirements to access government assistance. For many, these are unrealistic expectations and marginalise the poorest in society from making use of the resource. In recovery from disaster these issues have been exacerbated, as many people’s livelihoods were devastated.

Communication, evacuation and response (relief goods, clarity of evacuation plan etc.)
The dissemination of weather information and evacuation procedures seemed to have varying levels of effectiveness amongst different municipalities.

As discussed previously, relief goods reached most barangays between 3 to 7 days after typhoon Yolanda had passed. The responsibility for distributing these was first carried by the Department of Social Welfare and Development (DSWD) who utilised existing census data. Later the DSWD passed the relief food to barangay officials who distributed to their communities.

As the local governments in many areas were themselves directly affected by Typhoon, it is difficult to critically analyse their level of response. The administrations were victims of the typhoon themselves and many physical records/resources were damaged.

Infrastructure – evacuation centres, roads, emergency vehicles,
Lack of fiscal resource means that many municipalities do not have the budget for adequate maintenance and development of basic infrastructure such as roads, evacuation centres and emergency vehicles. This lack of investment and resultant poor infrastructure placed limitations on the ability of NGOs and public entities to respond, particularly in rural areas.

Budget constraints
It became apparent that in many cases local government bodies knew what they would do to improve DRR and immediate response, however did not have access to the funds to implement this. Members of the public that were interviewed portrayed their understanding of the government as corrupt and slow to act. In many cases people claimed that the funds are there, they are simply not being spent on the right things.
Reliance on the private sector
Following the lack of fiscal resource, we have come across a reliance on the private sector to catalyse development, specifically in urban areas.

In addition to this we have come across a very enterprising approach to livelihood at a grassroots level in both rural and urban communities. Most people, when asked, would like capital in order to establish small businesses or develop farms, rather than demanding jobs from the government.

Disparity between expectation and reality
Where interviewees were aware of the government’s plans they expressed frustration and despair at the lack of implementation. For many, receiving public promises seemed to be too well known for it to elicit any real expectation. One such example is the Emergency Shelter Assistance (ESA), pledge by the national government (DSWD) to be given to every survivor in need who does not partake in the 4Ps program. This fund is to be handed to local governments for distribution (Administration of Tacloban has received it already), while the DSWD gives emergency assistance to 4Ps beneficiaries. In addition to delaying the release of funds, the government has moved the goal posts (after initially promising P70 000 for totally damaged and P30 000 for partially damaged homes they are now offering P30 000 and P10 000 respectively). An assessment was done by the DSWD to elicit the number of beneficiaries for ESA, however, after the delay a second assessment was conducted that eliminated people who had provisionally repaired their home.

Problems with no build zone policy and its implementation
The government has implemented a no build zone of 40m from the shoreline in disaster prone areas. This has been developed into ‘low risk areas’, ‘unsafe zones’ and ‘no dwelling zones’ taking into consideration the elevation of the land. From our interviews, this has not been well accepted or adhered to by coastal communities. As they have no available land to relocate people, the government has not enforced the law by displacing families, but has discouraged their settling in high-risk areas in rural areas. In rural communities, such as Marabut, agreements have been made between families and the municipal government to rebuild within the no build zone as long as they understand the risk.

In urban areas such as Tacloban, the issues were more complex, as people close to the shore lines were to be relocated to new areas. However, some people we spoke to were not consulted in the development of these relocation plans, and had no ideas about their

Fig. 22: Transitional shelter coordinated by IOM on government provided land with a view of the permanent housing (Fig. 23) under construction from this temporary settlement.
entitlements in the new areas. They also feared the impact of the relocations on their livelihoods.

Under the circumstances we recommend that affected people are involved in the development of any relocation plans by the local government.

**Internal political conflicts**

Through our interviews with civilians and public employees we have been made aware of the political factions at multiple levels within the Philippine government. Some hold these political rivalries to account for the partiality of fund distribution and lack of national government’s response in areas allied to opposition parties.

**Perception of the public**

Using participatory tools in focus group discussion we were able to establish the dominating support systems in different community during the response to TY. In institutional analyses participants drew diagrams indicating the organisations and people most helpful to them in the first phase of response. In the majority of diagrams the government (local or national) did not feature; where it did the illustration was far off and small (See Appendix A). This is a stark indication that most survivors perceived their government as inconsequential in their recovery.

**Co-ordination with NGOs**

We were not able to ascertain very much information on partnerships between INGOs and public authorities during phase one of the response. In the intermediary phase and now continuing to long-term development there are a number of partnerships developing, particularly in shelter. The City of Tacloban and UNHabitat have developed the Tacloban Rehabilitation and Recovery Plan (TRRP) plan together that aims to deliver access to permanent housing for those currently settled in ‘no dwelling zones’. However, as noted above, people living in Tacloban, are not aware about their rights and entitlements in the new relocation areas. There is thus a need for a better participation by the affected communities on development of relocation plans.
The Role of NGOs

Fig 24: Communal farms initiated by RMP
Multiple agencies either have been or are still active in within the study area. Some became involved as a direct result of responding to the effects of Yolanda and some were already in situ prior to the storm carrying out development projects with various goals. This section outlines the work of NGOs that are or have been active in the area of study.

Immediate response
In the immediate aftermath of Yolanda, the primary needs in most Barangays we visited were food, water, shelter and re-establishing livelihood in differing orders of priority. In rural areas, such as Pastrana, survivors expressed great appreciation for the aid distributed by NGOs as it was often the first significant help they received, albeit only 3-5 days after the event. Access was impeded by flooding and damage to roads and the lack of aid reaching the more rural areas around Tacloban caused an influx of survivors to the city in search of assistance. The mayor of Tacloban felt that the city’s challenge of distributing aid to survivors was heightened by the sudden increase in urban population and could have been lessened had aid been distributed more quickly to rural areas.

Varying levels of assistance
Where multiple agencies have been involved in providing similar assistance within a community there has been disparity in the level of provision. For example, CFW programs in Tacloban city could either be accessed at P500 or P260 a day and for various time periods.

Assessment criteria
Many people who we interviewed were uncertain as to why they had not been recipients of certain aid despite having been included in assessments. In areas where multiple agencies were active beneficiaries were aware of the differing criteria between NGOs, however particularly in cases of shelter assistance were not in control of which organization they were assisted by.

PKKK, active in Eastern Samar used an existing women’s group to distribute aid, asking participants to identify those most in need in their community. This appeared to be effective; the women spoke of the process positively and were gratified by their involvement in the process.

Length of stay
For most organisations their length of stay is determined by the available funding and/or their mandate – whether humanitarian or with a developmental extension. The international organizations still present in the areas of study were largely either linked with a local NGO or working in partnership with the Government. In partnering with the local government in Tacloban organizations such as Tzu-Chi and IOM (with all hands) are able to contribute to the long-term plans that are laid out in the Tacloban Rehabilitation and Recovery Plan (TRRP) (May 2014). Where NGOs have been able to remain in areas of concern their has been considerable increase in local capacity, for example the communal garden in Pastrana facilitated by RMP has provided ongoing and expanding livelihood for members of the community who are unable to continue with coco farms due to storm damage.

Perception of public
Our research was largely in partnership with local NGOs and thus semi structured interviews were predominantly with beneficiaries of aid and ongoing programs. In Tacloban Barangays we spoke with members in general were in appreciation of the NGO presence. Appendices a-d contain institutional diagrams drawn by survivors in Tacloban and Palo and demonstrate the prominence of NGOs in the memory of survivors and gratitude with which their work has been received. Appendix D, drawn by a group of young boys in Tacloban, shows that in addition to the array of INGOs present, the group identified the specifics of each group and the aid that they received from them – branding was remarkably prominent.
Preparedness

Fig 25: Shelter Cluster standards hung with the Philippine flag in a Barangay office of Palo
Evacuation

From our interviews we carried out, evacuation in areas of Tacloban city and Marabut appeared to be far more comprehensive than those in Palo, leading to a possible contribution to the difference in death toll. When asked, every person that was interviewed received warnings through radio and TV, although many expressed confusion with the language used to explain the storm’s severity. Using the word ‘storm surge’ in Tacloban and Palo was ineffectual in communicating the strong waves as people were unfamiliar with the term; where as using ‘big waves of 10ft’ in Marabut lead people to evacuate to high lying areas.

The evacuation process was largely managed and monitored by the Barangay officials. In Brgy 36, Tacloban city, the Barangay captain completed 4 rounds to encourage people to evacuate the area and fuel was given by the Mayor’s office in order to transport people to evacuation centres. On the whole this evacuation process was deemed successful by the barangay captain.

Throughout our interviews it appeared that where clear instruction and help was provided by local government bodies and effectively distributed by barangay officials, the evacuation process aided in saving lives. In contrast, where the public was ill-informed of the typhoon’s severity or unaware of appropriate centres evacuation was less effective.

In many of the areas visited, it was unclear whether the evacuation centres used were assigned by local authorities or assumed by members of the public.

In Pastrana public buildings were used as evacuation centres (because of concrete construction), however, proved to be structurally insufficient to withstand the storm causing injuries. These buildings have been built back (DRRM officer said to a standard of typhoon resilience) and were used again during typhoon Ruby as evacuation centres. Within the same municipality a rural barangay did not have any assigned evacuation centre and individual homes were used.

In Marabut, Samar, 3 large, high lying caves were assigned as evacuation centres before typhoon Yolanda. Notice was given 2 days prior to the storm, sufficient time for people to carry food and clothing into the caves whilst evacuating the surrounding barangays. The success of this procedure has lead to further caves being identified so that a total of 15 caves were used during the evacuation of typhoon Ruby.

Across all of the barangays that were visited aside from this area, evacuation centres were highlighted as a priority by people in preparation for future disasters.

Immediate Response

For the majority of survivors food, along with drinking water, clothing and shelter, was of primary concern after the typhoon had passed. Government relief goods only reached communities and evacuation centres within a window of 3 to 7 days after the storm, leaving them without immediate relief assistance for this crucial period. Survivors accessed food through neighbours, remaining stockpiles (that weren’t washed away) and sari-sari stores. Following this the LGU delivered relief goods once a week for 3-4 weeks.

The Mayor of Tacloban told us that, as soon as access was available people from surrounding provincial areas gravitated toward Tacloban city in search of relief goods. This added pressure on the already limited supplies and lead to members of the public looting shops.

In areas of Tacloban city people remained in evacuation centres for up to one month, these centres were used as hubs for distribution of relief goods. It has been highlighted by SCP (2014) that most evacuation centres were insufficiently equipped to manage the number of people housed during and after Yolanda. Evacuation centres, which are able to withstand typhoons, and with adequate WASH, accommodation facilities need to be provided in for each municipality.

Where evacuation was less thorough people constructed makeshift shelters from debris or tried to access the nearest evacuation centres.
(with cases of people being turned away). Tarpaulins were distributed by NGOs in the first phase response allowing survivors to construct makeshift roofs.

Limited information was given by interviewees about bunkhouses and we were unable to reach key informants in this area. working group publication the Shelter Cluster Philippines acknowledged the debate around bunkhouses, but prioritised the desperate need for immediate temporary shelter to justify their use. As of January 2014, an agreement between the international community and national/local actors to increase the standard of bunkhouses provided was made.

The first major help within communities came in the form of cash for work programs initiated by DSWD and various INGOs. This injection of capital allowed people to purchase food (prices had increased), clothing and basic building materials for reconstruction. The police force was severely hit by the storm surge, depleting the number of boots on the ground during the initial response. These CfW programs helped to mobilise a community workforce in clearing debris and bodies.

Reports of immediate response showed contrasting levels of access between urban and rural barangays. In rural Pastrana and Marabut immediate relief goods came after 5 days, in Tacloban city evacuation centres received goods after 3 days. Likewise the arrival of NGOs appeared to be delayed to more rural areas.

Based on our above assessment, we suggest that preparedness needs to be further strengthened.

---

**Stories of Hope (Individual Determination and Strength)**

**Leandro* - fisherman and widower**

**Livelihood**
Leandro is a fisherman by trade, living in Pala, who used to use fishing as his main livelihood. During Yolanda the water rose over 10 meters in his estimation. After Yolanda, he was given a boat by NGOs and also alternative livelihood work, retraining to be a carpenter.

**Family**
He managed to physically hold onto his sons during the storm surge but not his wife who remains missing.

**Shelter**
Leandro was given limited help with the reconstruction of his dwelling, in the same location by the river and has managed to rebuild it himself.

**Disaster Recovery Timeline**
Leandro produced a timeline in which he indicated the trauma of the wave, the debris, dead people, the rebuilding phase and re-skilling, the rebuilding of his house, receiving a new boat, others were able to rent tricycles. In his assessment of the resilience he drew six people, three with smiley faces and three with sad faces indicating that trauma is still very much present within his community.
A newly married couple
Mr. Vabira*, 55 and Ms. Rodona* ,37

The couple met after Typhoon Yolanda, each having lost their spouses in the storm. They married shortly after the storm and now live together.

Love in a Time of Hardship

Both Mr. Vabira and Ms. Rodona lost their partners during the disaster that was Typhoon Yolanda. During the course of the long clean up operation, Ms. Rodona would frequent this Barangay. Mr. Vabira and Ms. Rodona, found comfort within each other's company and a deeper connection was made. Mr. Vabira and Ms. Rodona now live with their 4 children from their previous relationships in a house only five meters away from where they first met. Mr. Vabira feels happy that he has found love in the midst of destruction and has established a degree of security due to the restarting of his business.

Towards Livelihood Recovery

In October 2014 Mr. Vabira was able to restart his business as a sack trader. This has been harder since Yolanda as prior to the storm he had 2 large clients. As a result of the storm, only one of those has restarted business. Between the time of typhoon Yolanda and October 2014, Mr Vanira worked as a pedi-can driver.

As well as supplying sacks, he also now buys and sells chickens and pigs. This has been slightly more difficult to restart as a result of lack of capital to buy livestock to then sell on.

Ms. Rodona is a housewife and cares for their young child (five years old). There are adult offspring of the couple from previous marriages who live in the house and work in nearby areas. Mr. Vabira feels happy that he is remarried and that his business has restarted.
Recommendations

ONE

Conduct a second phase assessment of self-made shelters to identify inadequacies and provide assistance to strengthen them.

TWO

Expansion & effective implementation of 4Ps programme to incorporate a wider base of beneficiaries.

THREE

Facilitate participation of affected communities and stakeholders within the planning process for relocation proposals.

FOUR

Increase diversity and range of CfW programmes to include vulnerable groups e.g. elderly and PWDs

FIVE

Facilitate/advocate transparency between NGO and governmental agencies with regard to beneficiary assessment criteria in order to identify unmet needs.

SIX

Offer a more diverse range of training and skills development to address gaps in barangay economy and avoid excessive duplication of trades.

SEVEN

Better and effective co-ordination between Government departments and NGOs for assessments at the Barangay level for a better disaster recovery and preparedness response.

EIGHT

Better co-ordination between NGOs during distribution of CfW and Shelter rebuilding programs.
Appendix A Diagrams drawn by member of the Lonely Hearts Group in Palo.
### Appendix C

**A Summarised Assessment of Capacities and Vulnerabilities**

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Vulnerability</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Shelter</strong></td>
<td></td>
</tr>
<tr>
<td>Local tradesmen/carpenters are available</td>
<td>Lack of capital for rebuilding</td>
</tr>
<tr>
<td>Access to reusable materials</td>
<td>Unsafe structures rebuilt in some areas</td>
</tr>
<tr>
<td>Light materials make re-construction possible</td>
<td>Over reliance on temporary structures</td>
</tr>
<tr>
<td>Collective human resource of communities in building back</td>
<td></td>
</tr>
<tr>
<td><strong>Livelihood</strong></td>
<td></td>
</tr>
<tr>
<td>Work available through cash for Work scheme</td>
<td>New enterprise increases competition</td>
</tr>
<tr>
<td>Freedom to work as needed</td>
<td>within certain livelihoods (eg Sari sari stores)</td>
</tr>
<tr>
<td>Cash for Work bridges the gap until livelihoods are re-established</td>
<td>Not enough CfW for all</td>
</tr>
<tr>
<td><strong>Gender</strong></td>
<td></td>
</tr>
<tr>
<td>Community support networks strong - both informally and organised in terms of Women’s Groups. Barangay Action Plans often include aspects of gender mainstreaming</td>
<td>Gender roles post disaster, saw difficulty in some women accessing emergency resources either due to felt shame or knowledge about how to access</td>
</tr>
<tr>
<td><strong>Cash</strong> for <strong>Work</strong> bridges the gap until livelihoods are re-established</td>
<td>The livelihoods affected reflected gender</td>
</tr>
<tr>
<td><strong>Ability to diversify</strong></td>
<td></td>
</tr>
<tr>
<td>Community livelihoods programmes strengthen community spirit</td>
<td></td>
</tr>
</tbody>
</table>
Post disaster support self-help groups set up including joint Widow’s Group. Well defined gender roles pre-disaster but with local initiatives, women able to access livelihood programmes.

division of labour of the affected community. Women’s livelihoods were found vulnerable such as raising of animals and hogs. Men indicated that their livelihoods were also affected and injects of cash to stimulate the economy were the best tool for recovery.

Female headed households post disaster, found the issues of child care and support meant they were unable to access livelihood programmes with children in tow.

Men’s fishing livelihoods and tricycle transport livelihoods were affected post disaster. NGOs flooding the market with fishing boats, nets and tricycles undermined existing economy. We met one carpenter who had built a boat, but was struggling to sell it as NGOs had already distributed boats in the area.

<table>
<thead>
<tr>
<th>Preparedness</th>
<th>Evacuation centres designated Assisted evacuation in urban areas with provision of fuel and multiple notices to leave. More successful evacuations (during cyclone Ruby).</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>The closeness of Barangay governmental structure to local communities.</td>
</tr>
<tr>
<td>Capacity</td>
<td>Evacuation centres designated Assisted evacuation in urban areas with provision of fuel and multiple notices to leave. More successful evacuations (during cyclone Ruby).</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>Preparedness Evacuation centres designated Assisted evacuation in urban areas with provision of fuel and multiple notices to leave. More successful evacuations (during cyclone Ruby).</td>
</tr>
</tbody>
</table>

---

**Capacity**

**Vulnerability**

**Shelter**

- Local tradesmen/carpenters
- Access to reusable materials
- Light materials make re-construction possible
- Collective human resource of communities in building back

- Work available through cash for Work scheme
- Freedom to work as needed
- Bridges the gap until livelihoods are re-established

- Lack of capital for rebuilding
- Unsafe structures
- Over reliance on temporary structures

- New enterprise increases competition within certain livelihoods (eg Sari sari stores)
- Not enough CfW for all
- Security risks of carrying vast amounts of cash

**Livelihood**

- Easily available jobs (Pedicab/Sari sari)
- Cash support available for new livelihood opportunities
- Ability to diversify
- Community livelihoods programmes strengthen community spirit

- One dimensional livelihoods
- Seasonal work

**Gender**

- Community support networks strong - both informally and organised in terms of Women’s Groups.
- Barangay Action Plans often include aspects of gender mainstreaming

- Gender roles post disaster, saw difficulty in some women accessing emergency resources either due to lack of dignity or knowledge in terms of how to access
- Women’s livelihoods are often vulnerable
<table>
<thead>
<tr>
<th>Preparedness</th>
<th>Post disaster support self-help groups set up including joint Widow’s Group. Well defined gender roles pre-disaster but with local initiatives, women able to access livelihood programmes.</th>
<th>including raising of animals and hogs. Men indicated that their livelihoods were also affected and injects of cash to stimulate the economy were the best tool for recovery. Female headed households post disaster, found the issues of child care and support meant they were unable to access livelihood programmes with children in tow. Men’s fishing livelihoods and tricycle transport livelihoods affected post disaster. NGOs flooding the market with fishing boats, nets and tricycles undermined existing economy.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>Evacuation centres designated Assisted evacuation in urban areas with provision of fuel and multiple notices to leave. More successful evacuations (during cyclone Ruby).</td>
<td>No disaster management document Lack of A&amp;E, trauma centres and recovery vehicles Mis-communicated warning signals.</td>
</tr>
<tr>
<td><strong>Government</strong></td>
<td>The closeness of Barangay governmental structure to local communities.</td>
<td>Strongly opposed political factions with contradictory interests. Widespread corruption. Poor public perception.</td>
</tr>
</tbody>
</table>
References


Image references


Fig. 4- Getty Images (2014) Damage in Eastern Samar Province from Typhoon Hagupit. Available at: http://dsx.weather.com//util/image/w/PhilippinesHagupit5.jpg?v=at&w=980&h=551&api=7db9fe61-7414-47b5-9871-e17d87b8b6a0 (Accessed: 2nd February 2015)

Fig. 5- EUMETSAT (2014a) Metop-B, 05 December 2014, 01:03 UTC. Available at: http://www.eumetsat.int/website/home/Images/ImageLibrary/DAT_2437036.html?lang=EN (Accessed: 2nd February 2015)

Fig. 6- OCHA (2011) Philippines: Natural Hazard Risks. Available at: http://reliefweb.int/sites/reliefweb.int/files/resources/map_1301.pdf (Accessed: 2nd February 2015)

Fig. 7 – Regan, A (2015) Location map [digital collage, source: google maps], own image

Fig. 8 – Lloyd, A (2015) Sari Sari and Pedicab [Photograph]. Digital copy

Fig. 9 – Lloyd, A (2015) Transitional shelter [Photograph]. Digital copy


Fig. 11 – Ojuri, A. (2015) Case Study B [Photograph]. Digital copy.

Fig. 12 – Ojuri, A. (2015) Case Study C [Photograph]. Digital copy.

Fig. 13 – Abdul Halim, N (2015) Case Study D [Photograph]. Digital copy.

Fig. 14 – Abdul Halim, N (2015) Case Study E [Photograph]. Digital copy.

Fig. 15 – Byrne, E (2015) Case Study F [Photograph]. Digital copy.

Fig. 16 – Lloyd, A (2015) Palo water point [Photograph]. Digital copy
Fig. 17 – Lloyd, A (2015) *Women’s group meeting* [Photograph]. Digital copy

Fig. 18 – Lloyd, A (2015) *Sewing project* [Photograph]. Digital copy

Fig. 19 – Drawing by Women of ‘The Lonely Hearts’ (2015).

Fig. 20 – Lloyd, A (2015) *Pastrana Government office* [Photograph]. Digital copy

Fig. 21 – Lloyd, A (2015) *Evacuation centre* [Photograph]. Digital copy

Fig. 22 – Lloyd, A (2015) *Transitional Shelter* [Photograph]. Digital copy

Fig. 23 – Lloyd, A (2015) *Rehousing site* [Photograph]. Digital copy

Fig. 24 – Lloyd, A (2015) *Pastrana Communal Garden* [Photograph]. Digital copy

Fig. 25 – Lloyd, A (2015) *Philippine Shelter Cluster* [Photograph]. Digital copy

Figs. 26 & 27 – Drawings by Leonardo (2015)

Table reference:

Table 3: Alvarez, R (2015), *Household Items*. Action Aid
Table 4: Alvarez, R (2015), *Construction Items*. Action Aid