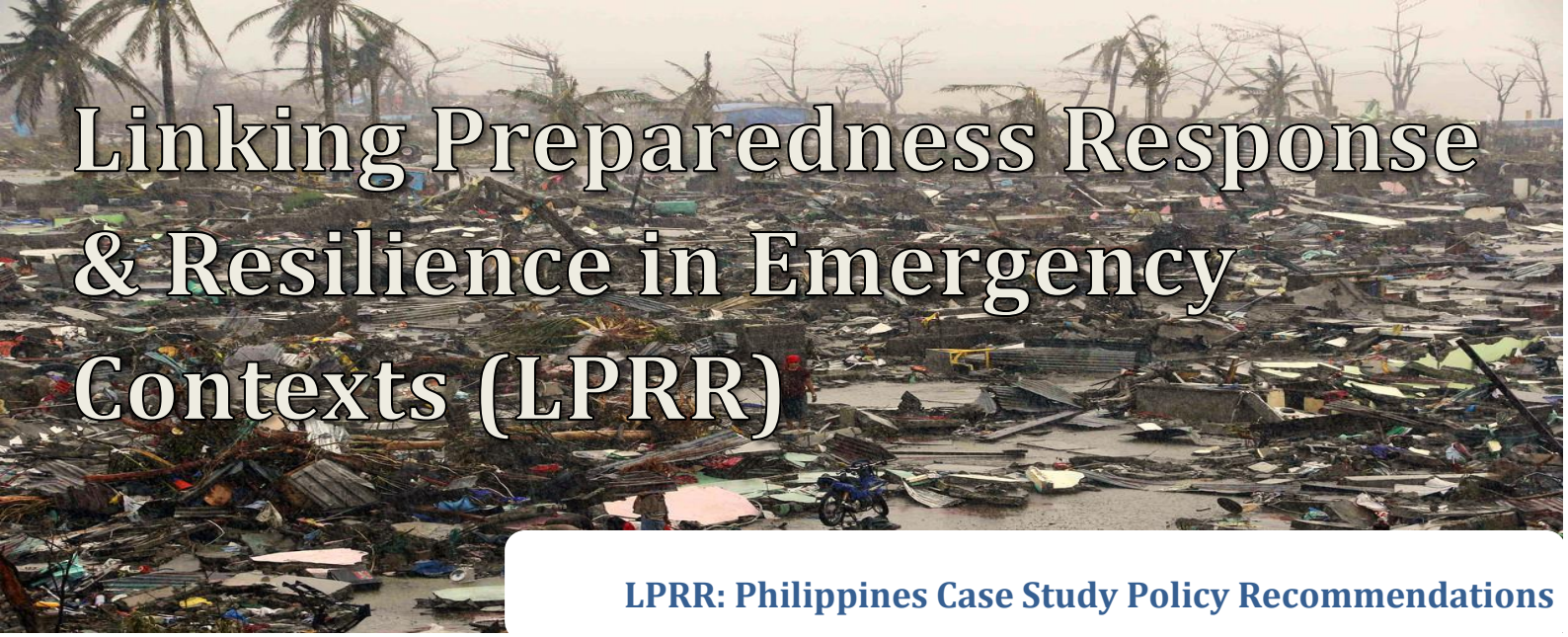

Linking Preparedness Response & Resilience in Emergency Contexts (LPRR)

LPRR: Philippines Case Study Policy Recommendations

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On September the 26th 2009 typhoon Ketsana (local name Ondoy) hit the Philippines. Metro Manila was faced with a rapid onset flood from the typhoon rains and flooding of the Marikina and Nangka rivers. 455 mm of rainwater fell in 24 hours, killing 747 people and displacing hundreds of thousands of people. Ketsana's destruction created the political space to finally push the Disaster Risk Reduction Management (DRRM) 2010 legislation through congress.

On November 8th 2013, Typhoon Haiyan (local name Yolanda) hit the central part of the Philippines affecting 14.1 million people, killing 6000 people and destroying more than 1 million homes. The total cost of damage is estimated at £536 million. [1] Typhoon Haiyan was recorded as the most powerful typhoon to ever make landfall.[2]

Linking Preparedness Response and Resilience in Emergency Contexts (LPRR) is a START DEPP DfID funded 3 year, consortium led project which is aimed at strengthening humanitarian programming for more resilient communities. This project recognises the term 'community' as a collective group of at risk, exposed residents. For this paper the communities include those living in the two study site areas: Taytay and Mahayag. The consortium is led by Christian Aid and includes Action Aid, Concern Worldwide, Help Age International, Kings College London, Muslim Aid, Oxfam, Saferworld and World Vision. The countries of focus include Kenya, Pakistan, Bangladesh, Democratic Republic Congo, Colombia, Indonesia and the Philippines and cover a multi-risk profile.

The project has three strands focusing on; humanitarian response, resilience informed conflict prevention and learning and capacity building. The humanitarian strand aims to analyse past humanitarian interventions to understand and map out how emergency response can be better informed by communities' understanding of what builds their resilience and links to longer term development.

In November and December 2015 the LPRR team piloted the humanitarian strand's research methodology in the Philippines; exploring the Christian Aid Typhoon Ketsana and Help Age International Typhoon Haiyan interventions. The research asked community members, field staff, government officials and other key stakeholders what the biggest challenges were in implementing resilience informed humanitarian response and what they would recommend for improved practice. The over-all message coming out of the Philippines was that the community want to be involved from the offset. The community want to have a purpose and agency and not be perceived as powerless victims dependent on aid.

[1] *DEC Form 11a Phase 2 Narrative Plan Philippines*, Help Age International
[2] Fishetti, M., 2013, *Was Typhoon Haiyan a Record Storm?* Scientific America

LPRR Understanding of Resilience: The LPRR project is underpinned by Bene et al's (2012)[3] conceptual framework whereby a resilient system is one which is stable, flexible and able to cope with change. Community resilience is underpinned by collective action, community cohesion, good leadership and support (Bene et al, 2012). Here, resilient systems and communities are absorptive, adaptive and transformative. They are able to withstand shocks, adapt to and transform with change.

Community Perception of Resilience:

It was clearly highlighted that community perception of resilience is dependent upon the context, root causes of vulnerability and social, political and environmental contexts of the community. For the community of Taytay resilience is primarily an issue of land rights and for the community of Mahayag resilience means reliable, diversified livelihoods. Ultimately both communities wanted the resources and knowledge to look after themselves and be well connected and know where and how to ask for help and support.

Challenges; the core challenges mapped out by in-country and local field staff included:

1. **Root causes of vulnerability**: such as land rights and constant threat of eviction & relocation.
2. **In-experienced local partners**: with insufficient training in emergency response
3. **Lack of technical expertise:** lack of resilience focused engineers etc.
4. **Donor restrictions**: a lack of flexible funding to address the rapidly changing context of a humanitarian crises
5. **Lack of human resources and capacity:** Due to the scale of the disaster, the organisations felt that they did not have the capacity to do all the assessments themselves, so employed volunteers to do so. The volunteers were often unreliable and lacked level of skills and training required.
6. **Lack of inclusive approaches by local government:** the government approach to planning is used to dealing with just one person making decisions. It was felt that the local government did not have the capacity skills or patience to work together and effectively implement a joint effort. It was also thought that politicians would favour their supporters as opposed to focusing on the most vulnerable. Combinations of these issues make true collaboration challenging.
7. **High staff turnover and deskilling of local organisations:** larger INGO's offering better salaries take staff away from local organisations. The response officers are trained by local [4]NGOs and then move to bigger INGOs.
8. **Lack of understanding of the local market:** a lack of understanding of the local market and economy was felt to serve to limit the cash-based programming and livelihood interventions.
9. **Trauma and community loss of hope:** A lack of psycho-social support immediately after the disaster and throughout the response lead to a high percentage of survivors showing signs of

Case Study 1: Typhoon Ketsana Response, Metro Manila, the Philippines (2009)

In the Damayan community in Taytay Christian Aid worked through its local partner Community Organising Multiversity (COM) and gained additional support and input from a number of local thematic specialised organisations for support on Land and housing, paralegal training, disaster risk reduction management and livelihoods.

Project focus:

0-6 Month: Immediate Response

"Bouncing back through relief distribution"

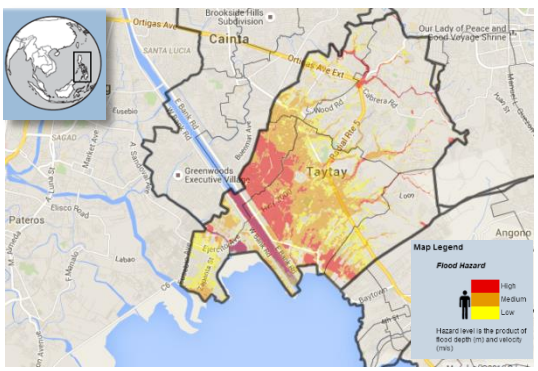
1. Intervention proposal developed by Christian Aid Philippines team, submitted and approved by DEC
2. Partners procured: CDP ran emergency response through COM
3. Relief distribution for 500 families in Taytay, Rizal
4. Temporary shelter distributed to informal settlers
5. Cash for work to restore income while rebuilding communities

6 months – 3 years

"Towards Increasing Capacity to Absorb Stress and Maintain Functions during Disasters"

1. Organising safer communities: COM put into practice their community organising approach and training block leaders, a DRR committee and developed livelihood cluster groups
2. COM lobbied the needed infrastructure repairs
3. Christian Aid invested in Capacity for urban poor partners
4. Building back better livelihoods: COM diversified and strengthened livelihoods through training and livelihood funding

-Map: Case study site 1: Taytay, Manila, Philippines



[3] Bene, C., Wood, R., Newsham, A., Davies, M., (2012) *Resilience: New Utopia or New Tyranny? Reflection about the Potentials and Limits of the Concept of Resilience in Relation to Vulnerability Reduction Programmes,* IDS, 405

[4] Maps: Project Noah: www.noah.dost.gov.ph/

trauma and loss of hope for a better future.

10. **Lack of clear communication with community:** jealousy, anxiety, confusion and anger were created in the community due to a breakdown in communication over vulnerability assessments, beneficiary selection and the timeline of projects.
11. **Trade-offs and decision making:** in order to incorporate resilience building and a long term vision into fast paced, high stress emergency response requires difficult decisions and trade-offs to be made. Local partners and field staff of national and international NGOs felt that they did not have the experience, confidence or level of power for such decision making.
12. **Lack of emergency infrastructure**; including safe and well equipped evacuation centres and roads for emergency services to access.

Recommendations

It is important to note that these recommendations are context specific and 6 additional case study analyses will be conducted in order to develop a more nuanced understanding of the complexities of humanitarian responses across a range of global, multi – risk contexts.

Before the Crises*:*
If local partners are working on development interventions in disaster risk zones field staff (including international, in country and local partner response officers) and community members recommend incorporating the following actions;

1. **Data Collection & Management.** Maintain updated household lists in the community where you are working. Map out the make-up of the community and identifying those who are less able and more vulnerable.
2. **Train Local Partners in Emergency Response.** Support local partners in training the community to be the first responders and setting up disaster committees.
3. **Train community members on emergency response.** Create a response committee and buddy up responders with particularly vulnerable members of the community so they know they will be looked after if a disaster occurs. Focus on engaging with the youth who have the time and energy.
4. **Build Trust.** Organise the community, create a culture of participation and engage with the local government.
5. **Promote community and household saving schemes.** This will act as a buffer in times of crises and build household independence.
6. **Understand the local market and economy.** Integrate this with the preparedness plan.
7. **Ensure development incorporates emergency preparedness.** Advocate for and encourage the development of evacuation centres and emergency access roads.

Immediate Emergency Response Phase:

Immediately after the crises the response will be fast paced, highly stressful and focused on saving lives and meeting basic needs. Field staff and community members have recommended integrating a number of initiatives within the immediate emergency response which can lay the foundations for resilience building later on in the intervention.

Case Study 2: Typhoon Haiyan Response, Ormoc City, Leyte, the Philippines

Help Age and Partner Response

Help Age International, along with its long term local partner, the Coalition of Services for the Elderly (COSE) launched a 2-year intervention for older people. It was divided into three phases:

Relief phase (Nov2013-Apr2014, 3 months): Engaged with directly affected communities and assessed immediate relief support needs such as essential food and non-food items and basic shelter materials, particularly for the older poor households (nearly 8,000 households).

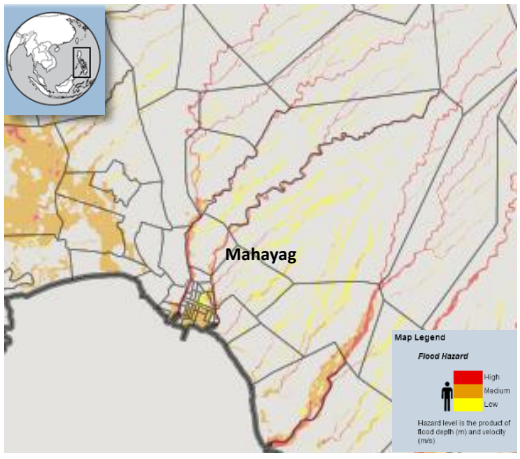
Recovery phase (6 months):

- The recovery support focused on fewer impacted communities that had the least means to be able to recover alone.

Rehabilitation phase (15 months)

- The key objectives of this phase were: 1) Shelter provision, 2) food security, 3) Income generation and 4) protection and inclusion

Image: Mahayag Community, Ormoc, Leyte, the Philippines



1. **Conduct immediate trauma debriefs for survivors and field staff.** Psycho-social support can no longer be thought of as a luxury but must be seen as a necessity and a basic need that sits alongside food, water, shelter, health and sanitation and protection.
2. **Use cash for work interventions to empower communities.** Cash for work empowers communities, allows them to take control, and gives them an immediate purpose and sense of ownership and responsibility for the response efforts. It is thought to be a good first step for avoiding aid dependency**.**
3. **Advocate for underlying root causes of vulnerability to be tackled.** Immediately after a disaster there is a political space for change and transformation. Utilise this to advocate for tackling the root causes of vulnerability.
4. **Timelines & clear communication.** Reassure community members by communicating a clear and detailed timeline of the intervention including the support they will receive, when they will receive, how and when they can participate and how beneficiaries will be selected. Leave this displayed in the community.
5. **Ensure community engagement.** Wherever possible include the community in decision making and implementation.
6. **Align efforts and collaborate through one organisation.** Use one lead organisation to coordinate all interventions. This will enable true collaborative action and avoid confusion and duplication of support.
7. **Allocate a small proportion of the budget for flexible funding.** From the offset state to the donors that you will need to save a small proportion of the budget to be flexible in order to be able to address the fast paced, dynamic and ever changing nature of humanitarian response.

Recovery & Rehabilitation Phase:

The recovery and rehabilitation phase allows the breathing space and time for reflection and a longer term perspective. Field staff and community members mapped out the following recommendations for ensuring the humanitarian intervention builds upon existing development, does not undermine community capacity and strengthens community resilience.

1. **Prioritise psycho-social support, address trauma, anxiety, depression and loss of hope.** Align this to culture and break down the stigma associated with mental health. Resilience can never be effectively built if the underlying trauma and psychological and emotional issues created by a disaster are not addressed.
2. **Continue with cash for work schemes but also introduce loan schemes** to get the community up and running. For example the livelihood loan schemes in Taytay supported the sustainability of efforts to build the resilience of key community livelihoods
3. **Help the community create a vision. Participation here is crucial.** Let the people decide what they want and how they want to build back their communities and livelihoods; whilst also ensuring that they have access to relevant sources of scientific and technical expertise to ensure planning is resilient to future risks. Those who feel they do not have a better quality of life to look forward to can be more resistant to work with local partners to better themselves.
4. **Draw on local and national thematic experts for support.** This will create a network of local experts to support the community once the INGO and local partners have left.
5. **Move beyond acknowledging underlying vulnerabilities.** Advocate and work with the local government to take action on tackling these.
6. **Create spaces and places for learning and capacity building.** Recognise and utilise the importance of ensuring ongoing reflection, learning and capacity building for preparedness and DRR.

Gaps: the LPRR project recognises a gap in detail around what to do in the first few weeks of an emergency response. It is felt this was lacking in these two case studies due to a lack of local partner experience conducting emergency response interventions. Both interventions were steep and challenging learning curves for the local partners. This brief recognises the opportunity of exploring at least one direct emergency response implementation. Future case studies will aim to address this gap.

Next steps: a further 6 case studies will be analysed in Kenya, Indonesia, Bangladesh, Pakistan, the Democratic Republic of Congo and Colombia. A multi-risk, multi-context, globally applicable approach for resilient informed humanitarian response will be developed, piloted and rolled out. For any questions please contact Becky Murphy the LPRR Resilience Learning and Capacity Building Officer and Lead Researcher at rmurphy@christian-aid.org.