

A Practical Guide for Post-Calamity Response: The Philippine Experience



Application of the Local Resource Based Approach

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“Emergency employment and livelihood should be placed at the forefront of disaster response considering the government’s objective of ensuring that the people’s lives return to normalcy at the soonest possible time.”

- From a letter written by DSWD Secretary Corazon Juliano Soliman and DOLE Secretary Rosalinda Dimapilis-Baldoz to UN Resident Representative Luiza Carvalho dated October 21, 2013

Table of Contents

I. INTRODUCTION	01		
II. THE PHILIPPINES IN THE EYE OF THE STORM	05		
III. WHEN CALAMITY STRIKES	09		
a. The Cluster Approach in the Aftermath of a Storm			
b. What should local governments do in the cluster system?			
IV. THE LOCAL RESOURCE-BASED APPROACH IN POST-CALAMITY RESPONSE: A PRACTICAL GUIDE	15		
a. Objectives of the Guide			
b. The ILO Experience			
c. The Employment Intensive Investment Programme (EIIP)			
A. The ILO EIIP Local Resource-based approach	19		
a. What is Local Resource-based (LRB) approach?			
b. Who uses the LRB approach?			
c. When do you use the LRB approach?			
d. Why should local governments consider the LRB approach?			
e. Which sectors have large potentials for applying the LRB approach?			
Planning the use of the LRB approach in post-calamity situations			
a. What needs to be done?			
1. Rapid Assessment After a Calamity			
2. Pre-Project Preparation or Development			
BOX: Creating a Common Database			
b. How are beneficiaries identified?			
c. Why is there a need to mobilise and organise the community?			
d. What are the elements to consider when deciding on the kind of project to implement?			
e. What other benefits should be provided to the workers?			
B. Cash-for-Work and Infrastructure Development	29		
a. What are emergency employment or cash-for-work projects?			
b. What are the factors to consider when hiring beneficiaries to work in emergency employment projects?			
c. What other options await participants in emergency employment projects?			
Short-, Medium-, Long-term Benefits			
a. What benefits will accrue to the affected community from cash-for-work projects?			
b. What are the benefits of community involvement in cash- for-work projects?			
c. How does infrastructure repair, rehabilitation, or reconstruction contribute to the development of the community?			
d. What is the importance of cash-for-work projects and community contracting in creating sustainable livelihoods?			
C. Community Contracting	37		
a. What is community contracting and how is it implemented in the Philippines?			
BOX: A Step-by-Step Guide to Community Contracting			
b. What are the procurement modes for community projects?			
c. What are the factors that ensure viability and efficiency of community projects?			
D. Green Works and Green Jobs	43		
a. What are green works?			
b. What are green jobs?			
Box: The LRB Approach			
V. APPLICATIONS OF THE LOCAL RESOURCE-BASED APPROACH IN THE PHILIPPINES	49		
a. Metro Manila After Ondoy			
b. Emergency Employment in Davao Oriental			
c. Empowerment through Community Contracting in Eastern Samar			
d. Labour Opportunities in Cagayan de Oro and Iligan			
e. Community-Led Development in Iloilo			
VI. LESSONS LEARNED	75		

In a country frequently ravaged by typhoons and other natural calamities, vulnerable communities are often left crippled after the destruction, with only an ounce of hope to get through another day. More often, it is a struggle to help people get back on their feet.

A Practical Guide for Post-Calamity Response: The Philippine Experience is culled from the experiences and lessons learned from the local development through infrastructure and jobs project of the International Labour Organisation (ILO) between 2009 and 2013 in the different disaster-stricken areas in the Philippines—namely Metro Manila, Cagayan de Oro, Iligan, Davao Oriental, Cordillera Region, Iloilo, and Eastern Samar.

The Guide aims to raise awareness on the economic and social benefits of using available resources in revitalising communities and mitigating risks after a disaster. It presents concepts to remember when applying this approach, such as how to conduct rapid assessment after a calamity and how to

coordinate with other development actors to ensure the success of the project, while citing real-life experiences from ILO projects implemented in the country.

As the world confronts the challenges brought about by extreme weather events and changing weather patterns, it becomes imperative for national and local governments, community groups, non-government organisations, socio-civic groups, and international aid organisations to work together to attain the best possible outcome for those who have been gravely affected by disaster. Local governments, for one, need to realise their crucial role before and after a calamity strikes. They, along with other stakeholders and development actors, are pieces of a puzzle that are designed to interlock to create a greater, more effective response.

The ILO local resource-based approach is directed at rebuilding communities by using local resources and manpower in order to generate jobs, restore basic services and infrastructure, stimulate the local economy, and develop sustainable livelihoods.

More importantly, this method breeds community spirit and instills in the beneficiaries a sense of responsibility over the projects they have accomplished, as well as the confidence to embark on more income-generating activities and livelihoods.

Through the Employment Intensive Investment Programme (EIIP), the ILO works with governments, employers' and workers' associations, non-government organisations, and the private sector in gearing infrastructure investments toward the creation of decent work involving locally available skills, knowledge, resources, and technology. The Philippine experience shows that emergency employment can indeed be transitioned to community empowerment, skills training and transfer, and potential livelihood development in the long-term.

The Guide aims to encourage a positive and proactive approach to post-calamity response. The imagery of a country rising from destruction serves to inspire people to not only hope, but to believe that the ability to rise again lies in their hands.





Chapter 2 The Philippines in the Eye of the Storm

Said to be the third riskiest country in the world in terms of natural calamities, the Philippines regularly experiences strong typhoons that bring about disasters, with death and destruction increasing in number and severity year after year. Annually, the country faces 20 typhoons on average, five of which are expected to be catastrophic.

Since 2000, some 20 million individuals have been affected by different natural calamities. Typhoon Ondoy brought unparalleled devastation to Metro Manila back in 2009, while Sendong wrought havoc to the cities of Cagayan de Oro and Iligan in 2011. Typhoon Pablo hit the country in 2012 and severely affected the provinces of Compostela Valley and Davao Oriental. In November 2013, Typhoon Yolanda (international codename Haiyan) packing maximum centre winds of 315 kilometres per hour left a trail of death and destruction in a 600-kilometre stretch

of islands in Central Philippines. Three days after the calamity, authorities still could not determine the number of casualties as severely hit provinces remained without communication. The typhoon comes in the aftermath of a magnitude 7.2 earthquake that caused widespread death and destruction in the two provinces of Bohol and Cebu, likewise in Central Philippines. Typhoon Haiyan is the most powerful extreme weather event to hit the country, leaving thousands dead and millions hungry, homeless, and without any source of income.

Sadly, after every major calamity, the poor remain the most vulnerable. Often, the rehabilitation period lasts years as main sources of income are gone, and repair of damaged basic infrastructure that they rely heavily upon come late due to lack of resources. In addition, chances to jumpstart livelihoods are scarce.





Chapter 3 When Calamity Strikes

When a major catastrophe prompts the national and local governments to declare a state of calamity, government resources and aid from foreign governments and international humanitarian organisations can be expected to pour into the worst hit areas. But as soon as financial and technical assistance come, it becomes crucial for resources to be managed efficiently and effectively so as to achieve greater impact and long-term sustainability.

The Cluster Approach in the Aftermath of a Storm

The cluster approach, as applied by the national government and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), mobilises the different entities concerned according to their mandate and expertise for a more coherent and complementary response. The ILO, for one, co-leads the Livelihood Cluster together with the Department of Social Welfare and Development (DSWD).

The objectives of this system include:

- A more strategic response
- High standards of predictability, accountability, and partnership in the various sectors involved

- Better prioritisation of available resources

Through the cluster approach, coordination among all the actors will be facilitated. As such, this will ensure that there are less gaps and overlaps in the work of humanitarian organisations. With the cooperation of local governments, community groups, humanitarian organisations, and civil society, post-disaster response through job creation, infrastructure development, livelihood recovery, and alternative livelihood development will help affected communities rebuild their lives after the devastation.

What should local governments do in the cluster system?

Calamity can bring about death, injury, destruction of property, loss of livelihood, and damaged infrastructures. Depending on the extent of the disaster, local authorities should take the lead in preparing for, responding to, and recovering from its effects. However, in the aftermath of an extensive calamity such as massive flooding or earthquake, the capacity of the local government to respond can be significantly decreased as its

manpower is likewise affected. It is understandable that attending first to their respective families is priority. In such cases, seeking outside assistance to do search, rescue, relief, and recovery operations is necessary.

Based on its assessment, the country's national disaster council may recommend to the President the declaration of a state of calamity, which may warrant international humanitarian assistance. The call for international assistance will depend on the scope and magnitude of the damage. Local officials may also declare a state of calamity upon the recommendation of their disaster councils, based on the latter's damage assessment and needs analysis.

With foreign financial, humanitarian, and technical assistance coming in, coordination among local governments, national government agencies, international humanitarian organisations, socio-civic groups, and other stakeholders becomes imperative. This will enable proper allocation of resources and better prioritisation of beneficiaries and projects to sustain gains and achieve long-term impact.





The cluster approach designates government leads in all areas of activity and defines the leadership roles in crafting operational strategies for each phase in disaster management that will ensure a well-coordinated and effective humanitarian response. Local governments, through its disaster management office and working with international humanitarian aid agencies and other concerned parties, shall conduct rapid assessment to determine the degree of the impact of the calamity to the community and people, to the local economy, and to the environment.

The results of the impact assessment will allow local governments, humanitarian agencies, and aid organisations

to develop plans and activities that accurately address the needs of the affected communities. To ensure that rightful beneficiaries are prioritised, local governments will help identify the beneficiaries, determine their skills and capabilities, and prepare them for their participation in post-calamity development work. Coordination among government agencies, socio-civic organisations, international humanitarian organisations, and private entities is crucial for the planning and implementation of the disaster response.

Community-based organisations can serve as effective partners of local governments in the implementation of the emergency

response plans through community-led activities. Local government personnel can spearhead the organisation of communities for concerted efforts at disaster relief and in preparation for future calamities.

Should no community-based organisation exist yet in the area, neighbourhood groups should be mobilised, organised, and registered with the appropriate government agencies, such as the Department of Labor and Employment (DOLE) or the Department of Trade and Industry (DTI). Doing so will provide these organisations with the legal personality to become community contractors with the ready manpower to be engaged in community-based works.

The participation of the community contractor's members, who are residents of the area and who have to cope with the calamity, will allow them to earn immediate income and improve their skills and capabilities. This will empower them to rebuild their lives and seek alternative sources of livelihood as most calamities also destroy the main sources of livelihood of survivors. Ultimately, the aim is to hone self-reliant communities and individuals.

If there is no call for aid from international funding agencies, the Local Government Units (LGUs) will use their allotted calamity funds or resort to calamity loans offered by government financial institutions for quick access to additional funding.



Chapter **4** **The Local Resource-based Approach in Post-calamity Response: A Practical Guide**

Objectives of the Guide:

- To introduce the local resource-based approach and its components as a viable and tested method in post-calamity response, disaster preparedness, capacity building, livelihood recovery, and other development initiatives;
- To illustrate the social and economic benefits of using the local resource-based approach through examples from projects implemented in the Philippines;
- To empower local governments to take a prominent role in development and post-disaster recovery efforts by providing relevant information, practical tools, and lessons learnt from actual applications of the local

- resource-based approach;
- To raise awareness of the crucial role of local governments in the development of communities before and after a disaster;
 - To promote the use of the local resource-based approach in future development initiatives.

The ILO Experience

From 2009 to 2013, the International Labour Organisation, with internally-sourced funds and with the support of the Australian Agency for International Development (AusAID), and in partnership with the Department of Labor and Employment (DOLE), civic organisations, NGOs, and community-based organisations through the Livelihood Cluster,



implemented the local resource-based approach in several calamity-stricken areas in the Philippines. The aim is to facilitate the rehabilitation of affected communities by providing decent work, generating immediate income for affected residents while helping in recovery and reconstruction efforts.

The ILO works to extend short-term emergency employment projects, such as clearing and cleaning of surroundings and de-clogging of drainage canals, to medium- to long-term benefits for affected communities through repair and reconstruction of damaged public infrastructures and assets, environmental protection, social

development, livelihood recovery, and disaster preparedness and risk reduction.

Through the Livelihood Cluster, ILO works with member organisations and local governments in the revitalisation of calamity-stricken communities. With the local governments' knowledge of their constituents, and the issues and challenges confronting the area, as well as familiarity of sites with potentials for development, the planning and implementation of projects are optimised. The ILO, partners, and LGUs work together to determine the specific needs of the community and address them using local knowledge, labour, technologies, and resources.



The Employment Intensive Investment Programme (EIIP)

In order to achieve a sustainable improvement in the situation of low-income and affected families in calamity-stricken areas, the ILO EIIP believes there must be a good source of immediate income, as well as access to basic goods and services. ILO EIIP aims to create immediate employment for affected households, encourage local participation in local resource use, and restore basic community infrastructures and assets, such as access roads, water supply, sanitation facilities, temporary, and permanent shelters, and their support infrastructures.

Through the Livelihood Cluster, ILO EIIP works with national government agencies, local governments, the private sector, NGOs, and community-based organisations to orient infrastructure development and maintenance towards the creation of immediate employment for affected communities for the improvement of living conditions with better access to basic goods, services, and facilities. The ILO EIIP focuses on public investments, infrastructure development, environmental protection and improvement, and job creation.



THE ILO EIP LOCAL RESOURCE- BASED APPROACH



What is the Local Resource-based (LRB) approach?

A tested and viable way to implement post-calamity response is through the application of the EIP Local Resource-Based (LRB) approach. In essence, this approach prioritises the use of locally available resources, as opposed to importing from outside the affected areas. It applies a cost-effective utilisation of local skills, labour, materials, knowledge, and technologies in various projects, such as emergency employment through infrastructure repair and rehabilitation, disaster preparedness, livelihood recovery, and environmental protection.

LRB aims to maximise the social and economic impact of investments by ensuring that more jobs are created and resources are being directed to stimulate the local economy. This has been demonstrated in several calamity-stricken areas of the country where the approach helped post-disaster recovery in the area.

Who uses the LRB approach?

This approach can be utilised by local government units, government agencies, non-government organisations, socio-civic and community groups, and other development actors.

When do you use the LRB approach?

The LRB approach is used when the key objectives are generating immediate and longer-term incomes and in spurring local development. In post-calamity response efforts, the LRB approach is used when there is a need for emergency employment, infrastructure repair and rehabilitation, or the creation and development of alternative and sustainable livelihoods. It can also be used in other development initiatives, such as disaster preparedness and risk reduction through environmental protection, including erosion control, reforestation, irrigation, and drainage system improvement.





In developing sustainable livelihood, the LRB approach has been successfully demonstrated in the post-calamity cities of Cagayan de Oro and Iligan where affected farming communities improved productivity with the application of upland farming systems. Idle hillsides became new agricultural production areas, thus providing the farmer associations with sustainable income. LRB was also utilised in improving mobility and accessibility to the new farm areas with the improvement of access roads and vital drainage infrastructures using local manpower and locally-sourced materials.

Why should local governments consider the LRB approach?

In many developing countries, the local resource-based approach has proven to be an economically viable approach to job creation through environmental protection and infrastructure works. It has the potential to generate more jobs, thereby optimising the financial and technical investments made in the area. It helps accelerate the social

and economic development of the affected communities, as well as ensure that skills and desirable work attitudes are learned and transferred to its members in order to help them achieve a more sustainable source of income.

The LRB approach also enables communities to become an integral part of development, thus promoting a sense of ownership and responsibility over the projects and their own livelihoods.

Which sectors have large potentials for applying the LRB approach?

The LRB approach can be applied in:

Infrastructure Development

- Low volume rural roads
- Communal irrigation systems
- Flood protection
- Small urban and community infrastructure
- Infrastructure maintenance

Environmental Works

- Soil and water conservation
- Reforestation

Planning the use of the LRB Approach in Post-Calamity Situations

What needs to be done?

The LRB approach involves participatory planning at the community and local government levels. Using validated information, the planning initiative must include emergency employment programmes using labour-based technologies to optimise job creation and income generation for the most number of affected households, while restoring order and initiating the rebuilding process. The planning should likewise consider small-scale community contracting, the use of local manpower, technology, and materials to the extent possible in support of local enterprises in order to revitalise the local economy. It is important for all concerned, especially the local governments, to delineate the affected areas and communities, as well as the extent of the damage brought by the calamity.

Rapid Assessment After a Calamity

In major calamities, this activity will be conducted by representatives from all

clusters in close collaboration with the local government through its Disaster Management Group to determine the degree of impact to lives, property, health, and environment.

The assessment will determine:

- Number of persons (by gender and age groups) and households affected
- Number of internally displaced persons and their current conditions
- Damage to property (partially or totally) per household
- Impact on community infrastructure and assets (i.e., roads, bridges, schools, utilities) and environment (floods, landslides, debris, waste management, etc.)
- Impact on employment, livelihoods and other sources of income.

Pre-Project Preparation or Development

Before the formal planning phase, a few things must be prepared in order to address the specific needs of the community. It is important to note that the interventions will differ since the extent of damage the calamity caused would be the basis for the approach to the situation. These are the considerations that must be kept in mind:

- The target beneficiaries and their number must be located, identified, and prioritised
- The sites for the emergency interventions must be clearly delineated
- The main priority need of the target beneficiaries should be established
- Participation of the target beneficiaries from affected communities is necessary
- The involvement of the intended beneficiaries and the community will not only empower them, but ensure the completion of the proposed project
- The active participation of the community right at the start of activities will provide a sense of ownership of the undertaking and ensure proper, sustained use and maintenance of the interventions

It is important to note that post-calamity response is dictated by the affected sites (urban or rural), location, the damages incurred, affected and current livelihood sources, environmental issues, alternative livelihood potentials, and the capacity of local and national agencies. Social preparation, through consultations and capacity building sessions, is also crucial for beneficiary communities to accept and properly utilise the development initiatives.



Creating a Common Database

Various international humanitarian aid agencies, international and local NGOs, the UN community, CSOs, and other interest groups came down to Northern Mindanao after Typhoon Sendong (Washi) ravaged the cities of Cagayan de Oro and Iligan in December 2011. These organisations implemented emergency assistance and relief work following their respective mandates and schedules. When the Office for Coordination of Humanitarian Affairs (OCHA) called a meeting of all humanitarian aid organisations and agencies on the ground, it became clear that some affected areas received more attention than the others, while some received none.

To facilitate understanding of conditions and guide the provision of emergency

assistance, the ILO-AusAID project designed and developed a database lifted from the DSWD- and DOLE-generated data. The database started with the 15,000 entries from DSWD and the 3,000 of DOLE. A prototype was developed in Iligan and tested in Region XI in the aftermath of Typhoon Pablo (Bopha) that leveled Eastern Mindanao in December 2012. The DOLE Region XI office hired enumerators and encoders over a two-month period to populate the database with data from the four affected provinces of Surigao del Sur, Agusan del Sur, Davao Oriental, and Compostela Valley.

The test proved that the database facilitates data encoding, storage, processing, retrieval, and monitoring of post-calamity interventions. The user-friendly database can identify, locate, and rank beneficiaries for targeting and can also be used in monitoring to keep track of assistance given to beneficiaries and help ensure equitable distribution of benefits.

The database has a built-in scoring system based on age, gender, number

of dependents, damage to property, death or injury in the family, skills, and income. This scoring system provides the ranking procedure to identify and prioritise beneficiaries. The database likewise lists all regions, provinces, cities, municipalities, and barangays and automatically disaggregates all entries down to the barangay level.

The database will guide interventions by identifying sites where the most number of prioritised beneficiaries are located. Conceptualisation and development of responsive interventions can then be done through the following:

- Site visits to assess and evaluate actual conditions in the prioritised areas
- Interviews with community leaders, organisations, and residents of affected communities and face-to-face encounters to validate the information from the database
- Coordination with agencies such as the DSWD, DOLE, LGUs, NGOs, and funding bodies to augment, share, confirm, and validate information gathered

How are beneficiaries identified?

In a widespread devastation, such as the one brought on by Typhoon Washi, affected households are taken to evacuation centres and temporary shelters. National government agencies, such as the Department of Social Welfare and Development (DSWD) and the Department of Labor and Employment (DOLE), immediately generate a list of the affected individuals inside the evacuation centres and temporary shelters. Some of the affected who opt to stay out of these sites and remain in their respective residences may be missed by the survey, as experienced in Cagayan de Oro and Iligan.

It is evident that a total enumeration of all affected households and individuals is needed to identify and prioritise the beneficiaries. A database system that automatically disaggregates data by place of residence and identifies double entries or encoding errors is needed to facilitate the identification, prioritisation, and monitoring of beneficiaries. If used as a common reference, aid providers will have a convenient tool that can systematically guide the provision of aid and relief interventions.

The LGUs and the community-based organisations can validate the listed beneficiaries and help determine those qualified to receive such benefits. With the guidance from a common database, visits to the most affected areas will reinforce beneficiary identification. These steps will ensure that the provision of assistance will be comprehensive and orderly because affected people, both in evacuation centres and temporary shelters and those who remain in their places of residence, will be covered. The support given can then be done by groups, such as families, or individually.

Why is there a need to mobilise and organise the community?

It is important to mobilise and organise the community after a calamity because it can help mitigate the impact of the disaster. More often, affected individuals are left unable to work and provide for their families because of the destruction of their livelihoods. In a group, each member becomes a part of a support mechanism that will help reinforce recovery – psychologically, physically, and

economically. With employment made available to members, an immediate source of income is provided while the community is being rebuilt. Moreover, by mobilising the community to action, people become empowered to take their fate into their own hands and not simply rely on donations.

In the same way, community participation is central to the success and sustainability of projects. Participation of members and active involvement from planning to implementation is crucial. Unity in action and purpose will make the project more meaningful and useful to a wider number of beneficiaries, especially if it is based on the actual needs of the community.

Success and sustainability are assured when people realise that the projects can address their present needs, concerns, and are beneficial to their everyday living. Technical experts and social specialists provide guidance, but members must realise that the project is ultimately for their own welfare so a sense of ownership and responsibility over them are instilled.



What are the elements to consider when deciding on the kind of project to implement?

In order to arrive at a sound decision when choosing projects for affected areas, concerned parties must ask themselves the following questions:

1. Will it generate income to the affected community?
2. Will it address the real needs of the affected community?
3. Will it use local resources (manpower, knowledge, technology, materials)?
4. Will it encourage community participation?
5. Will it be consistent with the overall development plan of the area?
6. Will it have a positive impact on the environment?
7. Does it have the potential to become sustainable?

The local government together with the affected residents shall develop a plan to address the impact of the disaster to undertake activities such as:

- Cleaning of debris in land and waterways

- Repairs of damaged government and public infrastructures and facilities
- Construction of water supply and sanitation facilities
- Development of livelihood or income-generating projects

It is important to document, monitor, and report all aspects of the project in order to generate assessments, make the necessary adjustments, and guide the allocation of resources.

What other benefits should be provided to the workers?

Most of the workers come from affected households who endured the trauma and the hardship brought by the calamity and its aftermath. They should not be exposed to additional risks while helping rebuild their communities by not letting them work in life-threatening situations, by observing occupational safety and health standards, and by ensuring that emergency medical attention is always available at the workplace. The workers should be provided with personal protective equipment, such as rubber boots, gloves, masks, hat, long-sleeve shirt, and appropriate hand tools. They should have access

to social protection benefits, such as health insurance through PhilHealth, membership in the Social Security System, and accident insurance coverage.



CASH FOR WORK AND INFRASTRUCTURE DEVELOPMENT

What are emergency employment or cash-for-work projects?

Emergency employment or cash-for-work (CfW) as applied in post-calamity situations is a labour-intensive venture that provides immediate income over a short period, does not require special skills, needs only the use of small hand tools, promotes gender equality and social protection, and can be a platform towards other development options without exposing the workers to additional risks and threats. CfW projects in emergency situations are designed to involve the most number of affected households in rebuilding damaged communities. CfW projects are best applied in the aftermath of widespread devastation where the hardest hit, the poor, and vulnerable are rendered without any means of income since their traditional forms of livelihood are affected, if not entirely wiped out. With immediate income earned, affected households slowly regain self-esteem as they veer away from being entirely dependent on unsustainable dole-outs.



Cash-for-work projects also serve as an entry point to the creation of medium- to longer-term employment and sustainable livelihoods for affected households. CfW provides opportunities for residents to be organised and acquire practical skills for the repair, reconstruction, and rehabilitation of damaged community facilities and assets. With the application of ILO local resource-based approach in CfW, development of new and sustainable income-generating options can be realised. In the aftermath of Typhoon Sendong, neighbourhood associations that were organised and registered with the DOLE acquired the legal personality to be involved in development projects, such as road improvement and repair and restoration of basic service infrastructures and facilities.

Through use of local resource-based approach in CfW for reconstruction and rehabilitation, affected households earn income, living conditions are improved, the skills acquired by workers strengthen the local manpower pool, the involvement of residents gives them a sense of ownership

and ensures the facilities' proper use and maintenance, and the wages paid to workers and purchases of materials from local suppliers revitalise the local economy as money remains in local circulation.

Some cash-for-work jobs that can be done by the affected households include:

- Clearing the surroundings of the tons of mud and debris left by the disaster
- On-site reduction of debris through segregation and recycling
- De-clogging and rehabilitation of drainage systems
- Repair, restoration, and rehabilitation of community facilities
- Riverbank and water channel protection
- Slope protection and erosion control in upland areas
- De-silting of irrigation canals
- Repair and rehabilitation of agricultural support facilities
- Repair and maintenance of access roads and their support infrastructures

- Construction of water impounding areas and drainage systems in agricultural lands
- Land preparation for communal gardens
- Repair and reconstruction of fish cages and accessories

What are the factors to consider when hiring beneficiaries to work in emergency employment projects?

It is important that only one member from each qualified household is hired to ensure that immediate income is provided to the most number of affected households. By referring to the database and with guidance from local authorities, only those qualified will be allowed to work, thus providing equal chances for all concerned. On-site registration and validation should be done to keep things organised and facilitate management, supervision, and monitoring. Rotation of work schedule among family members can be permitted to ensure that complete compensation for the engagement is received by the household.



What other options await participants in emergency employment projects?

Neighbourhood associations organised from CfW activities can become a source of manpower for development projects outside the community. Accepting jobs in other areas will help broaden the association's network and improve chances to find work for its members. Neighbourhood associations can operate like cooperatives and be trained to address the manpower needs of a growing clientele.

An established group can link to a network of local chambers or industry associations and negotiate for a preferential treatment in manpower recruitment. To qualify, members may have to undergo trade skills training to satisfy the requirements of companies.

Groups organised from the CfW projects and engaged as labour contractors for post-calamity projects, such as permanent and temporary shelters, drainage systems or perimeter fences, gain the exposure and experience needed to venture

into other and bigger construction projects. Additional training on small contract management, procurement, quality control, green works, and green jobs may be needed.

Short-, Medium-, Long-term Benefits

What benefits will accrue to the affected community from cash-for-work projects?

By providing decent jobs, cash-for-work initiatives can benefit a community hit by a disaster because it enables the residents to:

- Have an immediate source of income
- Gain practical skills to access other employment opportunities
- Transfer skills to other members of the community
- Gain confidence and begin attitude transformation towards their own capabilities
- Have a sense of ownership over the things they build or reconstruct, expected to result in better workmanship and quality delivery

- Develop confidence to recover lost livelihoods or pursue alternative income-generating activities

What are the benefits of community involvement in cash-for-work projects?

In community-led cash-for-work projects, residents are employed and trained to take on the tasks. The initial participation, if it evolves into a more organised endeavor, can open opportunities as members realise their potentials, establish a track record, and develop avenues for cooperation and collaboration in pursuit of shared objectives. Neighbourhood organisations will realise they have better chances at negotiations, than as individuals, when talking with other organisations, government authorities, and private entities. In addition, residents who have been involved in community infrastructure development projects are the first to be considered when it comes to maintenance. By keeping a community facility in serviceable condition, a host of economic and social benefits can be derived, such as:

- Cooperation and unity among residents
- Strength and stability of the neighbourhood associations



- Sense of ownership of community facilities and assets which translates to their proper use and maintenance
- Exposure and experience in addressing the maintenance needs of other similar facilities
- Confidence to negotiate and embark on future projects

In cash-for-work projects, it is essential to be familiar with the skills the residents of the community possess that can match available jobs in the market. Discussions with elders and community leaders are important in providing a better understanding of the manpower characteristics and potentials of the association.

How does infrastructure repair, rehabilitation, or reconstruction contribute to the development of the community?

Most post-calamity cash-for-work projects often involve repair, reconstruction, and rehabilitation of damaged community infrastructures, facilities, and assets. The participation of affected residents in the rebuilding process strengthens the community's social development as this promotes cooperation, sharing, and collaboration among neighbours. This collective undertaking to repair or reconstruct community facilities and assets leads to improved living conditions as it provides:

- Better mobility and accessibility to reach and utilise sources of basic goods and services
- Improved access to other and new livelihood sources
- Healthier living conditions with renewed access to health facilities and social services
- Restored communication and interaction through the cleared transport corridors
- Better school attendance
- Faster and less expensive delivery of goods and services

- Quicker response time during emergencies
- Improved linkages with other communities
- Reduction of risks from future disasters

What is the importance of cash-for-work projects and community contracting in creating sustainable livelihoods?

In post-calamity response, the short-term cash-for-work activities that transition to medium- to longer-term interventions help widen the workers' capacity to land new jobs. When organised, registered with the appropriate government office, and trained to become community contractors, the workers get better chances to establish a track record towards bigger projects. What started only as an initiative to put cash in people's pockets to help them cope with the calamity can result in access to sustainable livelihood and income-generating sources.

By going through emergency employment activities, beneficiaries acquire practical skills and develop work attitudes to find alternative sources of income. As an organisation with an enlightened

leadership, workers are reassured that not only do they get income but also get the chance to hone their skills through continued involvement in repair, reconstruction, and rehabilitation projects. This increases their chances at accessing sustainable livelihoods. In most post-calamity response actions, a shortage of skilled carpenters, masons, electricians, painters, and welders is felt as most have been absorbed by contractors doing permanent shelters. Individual homeowners seeking the services of skilled workers have to bring in people from the outside. The members of community-based organisations that acquired practical skills in repair and reconstruction, thus, have a ready market to apply their new-found trade.

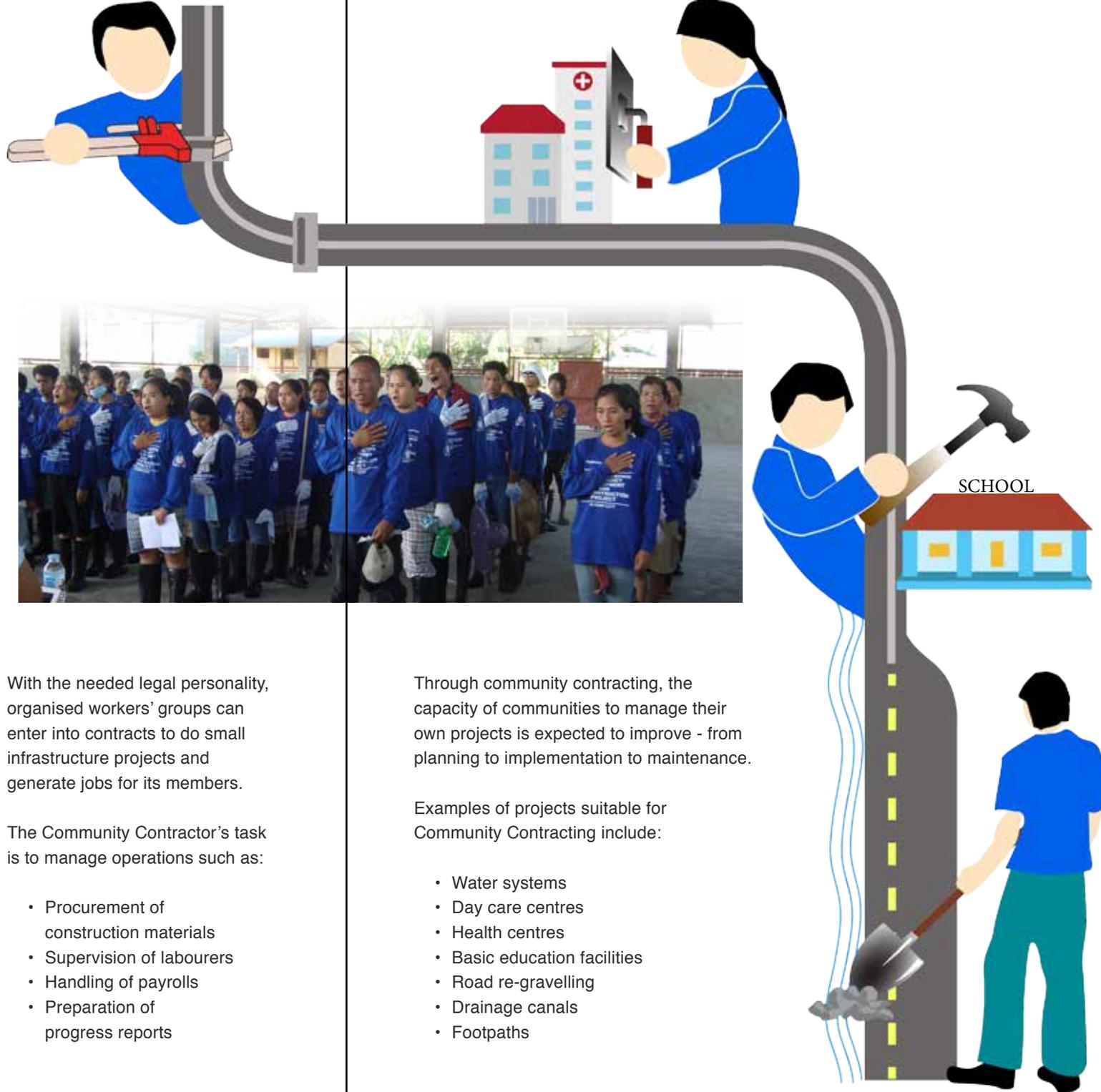
To reinforce the organisation's capacity to access bigger projects, the members can agree to go into capital formation and invest in power tools and instruments used in construction. Welding machines, power cutters, planers, router, and the like are just some of the tools needed to improve on the organisation's capacity to accept bigger projects.

Applying the local resource-based approach creates sustainable livelihoods. By mobilising, organising,



and training the members of the community, achieving long-term gains from short-term projects can be realised. Local governments, as they embark on their own development programmes, will also benefit from a productive citizenry and organised community groups that share common goals.

COMMUNITY CONTRACTING AND ITS IMPLEMENTATION IN THE PHILIPPINES



What is community contracting and how is it implemented in the Philippines?

Community contracting requires community members to organise themselves into a corporate entity under the regulatory powers of the Philippine national government through the Securities and Exchange Commission, the Cooperative Development Authority, and the Department of Labor and Employment.

With the needed legal personality, organised workers' groups can enter into contracts to do small infrastructure projects and generate jobs for its members.

The Community Contractor's task is to manage operations such as:

- Procurement of construction materials
- Supervision of labourers
- Handling of payrolls
- Preparation of progress reports

Through community contracting, the capacity of communities to manage their own projects is expected to improve - from planning to implementation to maintenance.

Examples of projects suitable for Community Contracting include:

- Water systems
- Day care centres
- Health centres
- Basic education facilities
- Road re-gravelling
- Drainage canals
- Footpaths

A Step-by-Step Guide to Community Contracting

1. Conduct public consultation with target communities to identify local development problems, needs, and priorities. Facilitate discussions to identify and prioritise appropriate interventions, which may include infrastructure projects
2. Use the list of priority projects agreed upon by the affected communities and delineate the influence or service area of the priority project that is consistent with funding objectives, such as projects that satisfy cash-for-work requirements, enhance agricultural productivity, and promote environmental protection
3. In the identified barangays within the proposed projects' influence or service area, conduct a general assembly-type consultation to:
 - a. Share information about the proposed project and its potentials to improve living conditions and generate employment
4. With the municipal social worker and/or a community organisation-trained extension worker of the Office of the Municipal Agriculturist and officers of the prioritised community-based organisations, determine the skills and manpower availability among the community organisations' membership
 - a. Tabulate the following:
 - name, age, gender, occupation, work experience
 - b. Establish capacity-building needs after determining the organisations' capacity to undertake proposed project activities
5. If there are no community organisations in place, do the following with the municipal social worker and/or the community organisation-trained extension worker:
 - b. Determine if there are community organisations in place, their objectives, and capacity to undertake local development projects in the locality
 - c. Determine which are registered, with legal personality and active bank account - an advantage for the organisation
6. With current capacity and capacity-building needs of the community organisation determined, provide training on any of the following (as applicable):
 - a. Small contract management
 - b. Basic bookkeeping
 - c. Time management
 - d. Procurement
 - e. Reporting
 - f. Occupational safety and health
7. Prepare the contract documents and facilitate the release of payments subject to conditions set in the agreement
 - a. Meet with the residents to discuss the project and its potentials to generate employment for residents who are willing to participate in project activities
 - b. If the majority expresses interest, ask them to organise and elect their set of officers. This may need inputs on organisational development from the LGU proponent
 - c. Inform them of the need to register with a government entity and acquire a legal personality to engage in development contracts
 - d. Provide assistance on the documentary requirements to register:
 - Set of officers and addresses
 - Constitution By-laws
 - Barangay certification or certification from the community
 - Signatories to open a bank account (may not be needed for registration)
 - e. Climate change, disaster preparedness and risk reduction
 - f. Labour-based equipment supported methods
 - g. Rural road maintenance
8. Monitor project activities and provide requested inputs where necessary



What are the procurement modes for community projects?

There are three alternative modes of procurement that allow Community Contractors to enter the bidding market:

- **Small Value Procurement or SVP**

First class cities and provinces can contract out infrastructure projects costing Php 500,000 or less such as basic education facilities or classrooms, health centres, and road maintenance projects. For cities and provinces, which are second class and below, the SVP thresholds range from as low as Php 50,000 to Php 400,000.

- **Joint Venture Agreement**

For those who cannot qualify under standard bidding procedures, joint ventures with established contractors can be arranged. This will also reduce operating costs with its readily available supply of labour.

- **NGO bidders**

The government allows procurement where bidders are limited to NGOs, provided that the law that appropriates funds specifies that there is a limitation.

Any of these three modes can empower communities by helping them

attain economic goals and higher efficiency ratios.

What are the factors that ensure viability and efficiency of community projects?

Leadership is crucial in ensuring the success of any project, much more if it involves a large community of beneficiaries. This can be provided by the local government officials in the city, provincial, town, municipal, and barangay levels. Community organisations or beneficiary groups can also take the lead in pinpointing activities as well as resolving problems and conflicts that may arise during the planning and implementation of projects.

Organisation is important for community empowerment and to ensure sustainability of community endeavors. Beneficiaries with basic and practical management skills need to be formally organised to acquire a legal personality to be able to enter into contracts and to compete in work opportunities. Under Philippine law, only legally organised and registered groups can bid for local and national infrastructure projects.

Partnership and networking with government offices such as the Department of Labor and Employment

(DOLE), Department of Agrarian Reform (DAR), Local Government Units (LGUs) as well as with non-government organisations, international humanitarian agencies, and foreign governments provide opportunities for growth in terms of skills training, fund sourcing, and access to market information.



GREEN WORKS AND GREEN JOBS

What are green works?

Green works are public works that incorporate design elements and implementation methods aimed at effectively withstanding the impacts of climate change. They provide direct environmental benefits, cover a range of different infrastructure types and activities, and may serve climate change adaptation or disaster risk management purposes. Green works are among other viable options to create green jobs.

Green works are climate resilient developments as applied in coastal resource management (e.g., dikes, seawalls, mangrove plantations, estuary closure), sustainable agriculture (e.g., nutrient and crop cycling, soil regeneration, rotating pasture and management intensity, development of resistant short duration crop varieties, alternative

mixed crops), climate related disaster risk reduction (e.g., flood protection, early warning systems), water resources management (e.g., irrigation and water efficient agriculture, exploitation and preservation of water bodies and streams, sustainable use of wetlands, rainwater harvesting), and natural resources management (e.g., removal of alien vegetation, flora and fauna diversity).

What are green jobs?

Green jobs as defined by UNEP/ ILO/IOE/IRC are “works in agriculture, industry, services, and administration that contribute to preserving or restoring the quality of the environment.”

In practice, green jobs are those that reduce consumption of energy and raw materials, limit greenhouse gas emissions, minimise waste pollution, protect and restore ecosystems, and enable enterprises and communities to adapt to climate change. Green jobs help reduce negative environmental impacts and lessen the effects of climate change.

Climatological studies over the past decades show that the number of natural calamities caused by changing climate, such as storms



and floods, have been increasing. Increased awareness and collective actions towards achieving a more eco-friendly community are gaining momentum.

There are four types of green jobs:

1. Labour-intensive and labour-based jobs that contribute to the preservation and improvement of the environment. Examples of these are slope protection, reforestation, agriculture, land improvement and irrigation, and construction and maintenance of dikes and embankments.
2. Cash-for-work and labour-based activities in response to natural disasters. These include

hiring local community members to rebuild public infrastructures and to construct new infrastructure, such as embankments, to mitigate the impact of future calamities.

3. Part of the local resource-based approach. These are jobs that utilise local resources in order to replace or minimise the use of machines with environmentally friendly local construction technologies.
4. Part of the urban slum development strategies. This is to improve the working and living conditions of low-income families through jobs, such as solid waste disposal and clearing of drainage canals.



The LRB Approach

To summarize, below are the basic elements of the LRB Approach:

- Organise and involve the communities
- Make optimum use of labour and other locally available resources (materials, equipment, capital, others)
- Generate jobs and income opportunities
- Emphasise on cost effectiveness and quality of works
- Apply appropriate labour management practices
- Enhance local skills
- Contribute to local economic development

The following are actions that will ensure success of the local resource-based approach:

- Discuss the situation in the area
- Identify work to be done
- Estimate number of people and duration of project
- Identify partner agencies
- Discuss sourcing of seed money for capital

- Assist organised groups in the application of business permits
- Identify agencies conducting skills training and discuss mechanics of training
 - Training subjects can include accounting, cost estimation, and bookkeeping
 - Identify, evaluate, organise, and inform prospective trainees
 - Organise exceptional trainees
- Organise members of the community in order to determine who could be potential workers
 - List non-working males and females from age 18 and above
 - Group survivors according to skills, age, and gender
 - Collect data, i.e. maps of areas affected, list of household heads, spouses, and children in every relocation site and evacuation center, the skills of these community members
- Give orientations and instructions to team leaders
- Monitor the project
 - Check if workers received correct payments and benefits
 - Monitor accomplishments of workers and/or operations of their business enterprise



Chapter **5** APPLICATIONS OF THE LOCAL RESOURCE-BASED APPROACH IN THE PHILIPPINES

METRO MANILA AFTER ONDOY

In late 2009, Typhoon Ondoy brought death, despair, and destruction many residents of Metro Manila would never forget. Floods, landslides, and ensuing chaos wrought havoc on lives and properties. One hard hit area was Barangay Tatalon in Quezon City, particularly Agno Extension. To help residents cope with the tragedy, the cash-for-work scheme was implemented involving 180 residents of the area. The ultimate target beneficiaries were the marginalised and disadvantaged residents or those who were poor, hungry, and did not have any other means to sustain themselves in the

aftermath of the typhoon. Each was paid Php272 per day or Php4,080 each for 15 working days. This scheme provided employment to unskilled workers, increased family earnings, and strengthened local manpower through the transfer of practical skills.

The project involved the rehabilitation and improvement of drainage in the barangay to replace the mud-clogged, dilapidated, and dirty drainage canals that posed health hazards and hampered access to the area.

This was implemented by the Department of Labor and Employment (DOLE) together with the Quezon City administration through its Public Employment Service Office (PESO), Social Services Development Department (SSDD), City Engineer's Office, Barangay Operation's Center, and the Environmental Protection and Waste Management Department.



Similar projects were also implemented in other parts of Metro Manila, such as the clearing and cleaning of the main road in Lupang Arenda, Taytay, Rizal, the clearing and de-clogging of the Adia Creek, and drainage work in Severina Subdivision in Bagumbayan, Taguig.

With gainful employment, improved surroundings and sanitation, greater access to skills transfer, and high morale, residents recovered fast and became better informed, more alert, and ready for any future emergency action.

The project used a two-pronged approach intended to help residents develop new skills while, at the same time, repairing their surroundings and creating opportunities for employment after. Project monitoring and evaluation were integrated to check if the interventions applied were sustainable, based on whether financial assistance was efficiently utilised and the beneficiaries became self-reliant in their recovery.



EMERGENCY EMPLOYMENT IN DAVAO ORIENTAL

Baganga is a first class municipality in Davao Oriental, comprising of 18 barangays with a total population of 48,355 and a total land area of 1,177 square kilometres. Its major sources of income include farming, fishing, and commerce. Typhoon Pablo, packing centre winds of more than 200 kilometres per hour, made landfall in Baganga on December 4, 2012 and leveled the whole town, including the nearby municipalities of Cateel and Boston.

Almost all structures were damaged, trees were uprooted, power and communication lines were decimated, and livelihoods were lost. Coconut farmers were severely affected with around 80% of the thousands of coconut trees destroyed. Fishing villages lost fishing equipment as boats, nets, and accessories were all cast away

by the storm. Two barangays of Baganga - Kinablangan and San Victor - were chosen by the ILO for its cash-for-work programme.

With the help of the Department of Agrarian Reform (DAR), Food and Agriculture Organization (FAO) and the Department of Labor and Employment (DOLE), the ILO engaged the services of residents to clear the roads and farmlands of the thousands of coconut trees felled by typhoon Pablo. The activity provided immediate income for 3,600 households and helped them cope with the disaster.

The workers were divided into groups of 20-30 members each depending on the location and tasks to be done. This way, completion of project activities became faster, problem solving and management easier, and monitoring more systematic.

Gender equality was given due importance, allowing equal opportunity for women to earn. The disabled and senior members were also considered, while children below 18 were not allowed to join.

Workers who did not have PhilHealth or SSS coverage got covered. In addition, all were provided with accident insurance coverage for

one year. Appropriate tools such as spades, pick-axes, rakes, and digging bars were provided, including a set of personal protective equipment, such as masks, boots, gloves, and hats. The ILO believes that those who endured the trauma brought by the calamity should not be exposed to additional threats and risks while rebuilding their communities. Workers were paid Php296 a day for 15 days.

The participation of the beneficiaries, with support from the local government, was vital in implementing the project. It provided the beneficiaries with immediate income at a time when it was needed most.



EMPOWERMENT THROUGH COMMUNITY CONTRACTING IN EASTERN SAMAR

Eastern Samar, located along the country's eastern seaboard, is often visited by typhoons. In addition, monsoon rains frequently inundate the province, as what usually happens to the Municipality of Dolores, the province's third largest municipality in terms of population. It is one of the minor urban centres and serves as the commercial and trading centre of the northern cluster of municipalities. Farming and fishing are its major sources of income.

During rainy season, four urban barangays of Dolores located on a natural catch basin get flooded.

However, residents dread more the threat of contracting schistosomiasis or snail fever, a debilitating disease caused by parasites in freshwater snails that thrive in swamps near their houses. The residents fear that they are at risk every time the swamps overflow and flood their surroundings.

In 2009, a local resource-based project was pilot-tested in Dolores. Communities in the affected areas agreed that the rehabilitation of the area's drainage system will address flooding in their communities. Three community organisations, registered with the Department of Labor and Employment (DOLE) as a rural workers' group, trained to become community contractors. The task was to improve the area's existing drainage system to drain excess water from swamps near the houses. The residents agreed to implement the disaster preparedness and risk reduction project and generate decent employment for residents. The community organisations' registration with DOLE gave them the legal personality to be engaged as community contractors.

About 3,534 residents of the four Poblacion barangays stood to

benefit from the undertaking. The beneficiaries identified the problem and prescribed the solution. Everyone agreed to rehabilitate the existing 355-metre drainage canal and construct an additional 500-metre concrete-lined covered waterway that will traverse four flood-prone barangays. Total project cost was estimated at Php7.0 million (provincial and local governments agreed to add Php2.0 million to ILO's Php5.0 million). The project generated 5,115 work days for skilled and unskilled labour and paid daily minimum wage of Php250. A total of Php1,260,900 or roughly 20% of the budget covered wages of workers. The associations increased their income by buying in bulk from big suppliers and generated savings.

The barangay governments made sure that proper use and maintenance of the infrastructure were observed by users through the barangay tanod (village police) and through bayanihan or community cooperation. The barangay governments also enacted ordinances that penalises littering and encouraged regular cleanup of surroundings.



An impact evaluation conducted two years after the demonstration project revealed the drainage canal effectively reduced the households' exposure to risks from recurring disasters in the area. The assessment also established that association members increased their skills in recordkeeping, bookkeeping, organisational development, and construction work. They also gained knowledge about basic management, such as effective ways of staffing, directing, controlling, and motivating people. More importantly, the project facilitated the transformation of the community's attitude towards work. The community organisations gained confidence in managing and implementing similar projects while providing the needed manpower.

After the completion of the drainage canal, the municipal government tapped community contractors for the implementation of small community infrastructure projects, such as street widening, footpaths, drainage lateral canals, and health centres. The municipal mayor expressed the intention to further develop the manpower pool of the community organisations as a source of skilled and non-skilled labour for future core shelter projects with the Department of Social Welfare and Development

(DSWD) and Gawad Kalinga. Positive results of the demo projects in Dolores are the following:

- Recognition of community associations as local providers of labour (skilled and unskilled) for construction projects
- Track record established by community associations led to implementation of small community infrastructure projects by the municipal government
- Transfer of practical skills and exposure to actual construction work strengthened the local manpower pool
- Income-generating potentials of association members increased with improved skills in managing resources, directing organisational affairs, and resolving internal issues
- Better infrastructures that prevent flooding and better accessibility and mobility for residents enhance living conditions
- Low overhead expenses for local contractors result in cost effective and cost efficient projects
- Sense of ownership helped raise the standard of workmanship and quality of output

- Exposure to risks and threats from future calamities significantly reduced with the improved infrastructure
- Proper use and maintenance of the community infrastructure by the beneficiaries helps prolong its useful life



LABOUR OPPORTUNITIES IN CAGAYAN DE ORO AND ILAGAN

In 2011, Typhoon Sendong battered the cities of Cagayan de Oro and Iligan. Flash floods ravaged riverside communities leaving a trail of death and devastation, destroying all forms of livelihood, and displacing thousands of residents from floodplains considered as danger and high-risk zones.

The UN Humanitarian Country Team (HCT), which includes the ILO, responded and addressed the affected communities' needs for emergency relief, recovery, and rehabilitation. Through emergency employment under the ILO Decent Work Country Programme (DWCP), immediate income was provided to affected households. The interventions, with hands-on on-site mentoring between

skilled and unskilled workers, provided new knowledge, practical skills, and confidence for the workers to seek other forms of livelihood. Cash-for-work activities included de-clogging of drainage canals, construction of temporary and permanent shelters, de-silting of irrigation lines, riverbank protection, slope protection in upland areas, and mangrove reforestation.

The short-term cash-for-work activities transitioned into longer-term employment and livelihoods. Workers organised, elected their set of officers and registered with the Department of Labor and Employment (DOLE) as a rural workers' group. This gave them the legal personality to transact official business. To provide the workers a new source of income, the ILO engaged the community organisations for the repair and reconstruction of damaged community infrastructures, such as drainage systems, access roads, potable water supply, and public school classrooms and perimeter fences. These activities provided longer-term income plus the exposure and experience to access other similar livelihood opportunities.

During the transition period, a study on the impact of the disaster on livelihoods was conducted. The Mindanao State University – Iligan Institute of Technology (MSU-IIT) and the Capitol University of Cagayan de Oro were commissioned to study the developing labour market and identify the skills needed to keep up with the shift of investment priorities brought about by the calamity. The studies also looked at the skills needed to address the emerging market demands.

The results revealed that the formal sector experienced a lull in operations for three months after the calamity but gradually recovered and even exhibited a significant increase in operations. However, the informal sector was hit the most and was not able to recover even after a year. The poor and vulnerable remained the hardest hit by the calamity.

Iligan and Cagayan de Oro are considered access cities and rely on trading with micro and small-scale industries, contributing to its vibrancy. However, even before Typhoon Sendong affected the areas, majority of the working-age citizens did not have a reliable source of income. The employed few were working in elementary occupation, micro-enterprise, and agriculture, as indicated in the studies.



After Sendong, a shift in investment priorities was seen in the cities, focused on repair and reconstruction of community infrastructures and facilities, and the construction of permanent shelters. This shift presented an alternative source of income for the affected households. The calamity also resulted in an increase in the labour market supply that can be trained to address the increased demand. The hands-on on-site skills transfer through mentoring in actual construction of permanent shelters proved effective in preparing the unskilled for their participation in rebuilding communities.

A special arrangement with civic, faith-based, and non-government organisations in the two cities was forged. Rotary Club of CdO accommodated several unskilled workers in constructing permanent shelters at Indahag, Pailig Foundation and IOM trained workers in doing bunkhouses, while the Kagay-an Evangelical Disaster Relief Network (KEDRN) provided workers the exposure and experience in the installation of lofts in the completed permanent shelters. The groups of internally displaced persons (IDPs) in the permanent relocation sites soon evolved as community contractors.

The project also provided cash-for-work for other severely affected groups – the fisherfolks through mangrove reforestation and shore clean-up activities and the farmers with desilting of irrigation canals and in improving accessibility and mobility through improvement and maintenance of access roads.

Livelihood Development and Recovery by the Hardest Hit Sector

Urban Reconstruction by Internally Displaced Persons (IDPs)

Most of the IDPs came from the no-build zones located on the flood plains of the CdO and Iligan rivers. Their traditional forms of livelihood include cooking and selling food items in street corners and sidewalks, buy and sell, sari-sari store, as porters, etc., mostly linked with the underground economy. When disaster struck, the IDPs not only lost their homes but also their livelihoods as almost everything was affected. To add to their misery, they were not allowed to go back to where they used to live but made to endure squalid conditions in evacuation centres and temporary relocation sites. Their condition lasted until they

were transferred to permanent shelters that were located far from familiar livelihood opportunities.

To address the IDPs' loss of livelihood, the project encouraged the formation of community-based groups willing to venture into repair and reconstruction of community infrastructures and facilities. As soon as the workers' groups acquired the legal personality through registration with the DOLE, members were brought to actual construction projects. This was done with local partners who were then into construction of permanent and temporary shelters.

With the experience and exposure in actual construction work, the community organisations were entrusted, first as labour contractors, with small yet high-impact community infrastructures, such as drainage systems, road improvement and construction, and potable water supply development. Additional training focused on bookkeeping, procurement, quality control, occupational safety, and small contract management.

The ***Calaanan United Construction Workers Association (CUCWA)*** of the Calaanan Resettlement site constructed the drainage systems, perimeter fences, and repaired classrooms at two public elementary and high schools in Balulang and PN Roa in Cagayan de Oro.



CUCWA also completed the concrete-lined drainage system at the Mahogany Village Relocation Site in Canitoan. The **Foundation for TheseAble Inc (FTI)** constructed a 160-meter earth and gravel access road at their training centre and production facility in San Simon, CdO. The **CdO Resettlement Project Workers Association** of the Indahag Resettlement Site constructed the perimeter fence of the Indahag Elementary and National High School while the **Hinaplanon Mason and Cement Finishers Workers Association** of Hinaplanon, Iligan reconstructed the severely damaged concrete perimeter fence of the Iligan City East High School Hinaplanon Annex. The **New Tabunan Farmers Association** of Kabacsanan, Iligan constructed the single barrel box culvert across the Kabacsanan-Indahag barangay road, the place's only link to the outside.

The IDPs organised as community contractors proved that they can take on responsibilities and deliver on agreed tasks. The exposure they received from the ILO-AusAID project provided them with the track record to access other similar endeavors. CUCWA was later engaged by Gawad Kalinga and Habitat International for the construction of permanent shelters.

The cash-for-work emergency employment activities generated 39,950 workdays and provided immediate income for 2,006 affected households. Total amount injected into the local economy reached US\$332,903 for this phase of the project.

Livelihood for Upland Farmers

In April 2012, the project brought 100 farmers from several hinterlands barangays of Iligan to the International Center for Research in Agroforestry (ICRAF) in Claveria, Misamis Oriental to look at the application of an upland farming technology in undulating to hilly terrain, like that of Iligan. At ICRAF, the visiting farmers were briefed about the application of Sloping Agricultural Land Technology (SALT) and walked-through its various components like agroforestry, vermicast culture, upland fish farming, contour cropping, and livestock. The farmers saw how mutually-reinforcing activities increased productivity in sloping agricultural land without causing any damage or threat to the environment.

The farmers were convinced that SALT can transform idle hillsides into new production areas while

preventing soil erosion and allowing efficient utilisation of surface runoff for irrigation and upland fish farming. With guidance from the ILO-AusAID project team and the City Agriculturist Office (CAO), members of 16 farmers' associations worked on hillsides in their respective areas and constructed terraces complete with drainage systems, hedge rows, and water impounding areas. In SALT land preparation, contour lines using the A-frame are first established and marked with wooden stakes made out of madre de cacao (*Gliricidia sepium*), a leguminous plant that not only improves soil quality to increase crop yields but has strong roots to stabilise the soil and prevent erosion. In addition, the leaves are rich in nitrogen and other nutrients and can be used as fodder for animals.

In making the terraces, the farmers were instructed to first remove and set aside the topsoil before applying the cut-and-fill method of land preparation. Topsoil is later replaced when the desired profile is achieved. The *Gliricidia* stakes take root and grow after a few days to hold the fill portion, or the terrace's front, in place. The terrace's rear has drainage lines to collect and channel surface water to impounding areas for irrigation and fill up fish ponds as well.



The SALT areas were planted with cash crops and the fishponds filled with tilapia fingerlings from CAO. The New Tabunan Farmers Association of Kabacsanan, one of the first to apply SALT, reported that they now have a total of Php40,000 in the bank from the sale of corn, ampalaya, eggplant, and bell pepper, five months after SALT was introduced. Others, like the Hindang Banana Growers Association of Hindang, expanded its SALT area after establishing the viability of the livelihood recovery intervention. They stated that fruit trees will be planted on hedge rows to add to their productivity. Other associations, like Hindang, Palo-1 of Digkilaan, and Esmeralda of Tipanoy reported that the association paid the balance due to the increase on PhilHealth rates for 2014.

In all SALT demonstration areas, 30 association members worked for 30 days on land preparation and later alternated during the growing-in period. As agreed upon during social preparation, part of the workers' income from land preparation was set aside as the association's seed money.

The project required the associations to submit a written permission from the landowner on the use of the

land for at least 10 years, with a clear agreement on how the owner will be compensated. The owner's consent and compensation form part of the set of documents needed to avail of the grant from the ILO-AusAID project.

By November 2013, the project has implemented SALT sites in 19 sites in Iligan and two in Cagayan de Oro. Farmers remark that their produce does not get out of the barangay as the domestic market demand is high. In addition, school teachers regularly buy the vegetables in bulk to be resold in or around their places of residence to augment their income. The farmers also said that the unsold vegetables are given to members for household consumption, reflective of improved food security in the area.

The fishponds now teem with tilapia and will soon be harvested. The farmers add that fruit trees, such as cacao and lansones, will replace the madre de cacao planted on hedge rows. Banana still remain as the main produce in the Iligan hinterlands.

Livelihood for Fisherfolks

Most coastal fishing communities of Iligan City and Cagayan de Oro suffered severely from both Typhoons Sendong and Pablo. Fishing boats, accessories, fish nets, and fish cages

were destroyed both by the storm surge and rushing floodwaters. Barangays Dalipuga, Santiago and Acmac of Iligan, and Bugo of Cagayan de Oro suffered unprecedented destruction and loss of lives. Some residents vanished and remain missing up to this day. Although the calamity happened almost two years ago, the fishermen of these barangays are still trying to recover from the devastation.

Most fisherfolks in these areas lack the appropriate fishing gear. This makes fishing not only difficult but full of risks as well. Only those who can afford to buy the needed equipment and supplies can now fish. After typhoon Sendong, some donors provided a few fishing boats, helped in the construction of artificial reefs, and provided materials for the construction of fish cages. Unfortunately, these were wiped out by typhoon Pablo that came one year later.

During consultations with the associations and their members, priorities were identified and incorporated in proposals submitted to the ILO-AusAID project. Through the local resource-based approach, the fisherfolks described practical actions they took to help them cope with the calamity. In Barangay Dalipuga, the *Dalipuga Farmers and Fishermen Association* (DALIFFA) association



constructed artificial reefs made of concrete triangles and assembled like hollow pyramids and cast in an area designated as barangay fish sanctuary where nobody is allowed to fish. Soon corals started to attach to the pyramids that eventually became hiding places for small fishes. These attract the big fishes that the fisherfolks can catch outside the sanctuary. However, the association needs motorised fishing boats to hunt fish in the open sea that is about 10-15 kilometres from the shore.

Before Sendong, the *Acmac Fishermen Association* of barangay Acmac received fish cages as they are near the site found to be ideal for fish farming. During Sendong, huge floating logs carried by floodwaters demolished all their fish cages. The group salvaged whatever materials left from the devastation but not enough to make even one module. Three modules are needed to make the activity viable. The association approached the ILO-AusAID project and requested for materials needed to reconstruct the fish cages. The group will do the reconstruction themselves and make use of the materials saved from the previous undertaking.

Barangay Santiago is near the mouth of the Mandulog River where

the seabed is muddy and without any coral reef. The site is where huge schools congregate during sardine season and the members of *Santiago Fishermen Association* need fishnets to take advantage of the periodic bounty. However, Sendong destroyed most of their fishing gear, including their boats and flimsy houses and only a few who can afford to buy fishnets were able to go back to fishing. One member of the association mentioned that during sardine season and on a lucky day, 100 kilos can easily fill up a boat. The group requested materials for fishing nets that they will weave together according to standards prescribed by the Bureau of Fisheries and Aquatic Resources (BFAR).

The *Bugo United Fisherfolks Association* (BUFA) of Bugo, CdO also had fish cages that were destroyed by Sendong. They were able to save some of the materials but not enough to reconstruct a new one. In addition, Sendong also destroyed the mangrove forest in their area which has been a rich source of mud crabs that they gather and sell in the market. The mangrove forest extends from the mouth of the Alae River to about a half a kilometre upstream. They fear that without the mangrove, the mud crabs might disappear.

The group requested for assistance to reforest their mangrove areas and for materials to reconstruct from what remains of their fish cage.

The project provided two motorised fishing boats for Dalipuga, deep-sea fishing gear, and 10 sets of batteries and a charger to replace the costly kerosene-fueled Petromax light used to attract fishes. The association President mentioned that with the two motorised fishing boats, their 42-member group can now fish every three days, from the 14-day cycle when they only had one fishing boat. He added that batteries will ensure improved productivity and the proceeds from the use of the batteries will allow them to buy more until all members have batteries of their own.

The *Acmac Fishermen Association* constructed three fish cage modules that are now in place. The group solicited the assistance of an NGO for the fingerlings and feeds over a four-month period. The association President stated that the first harvest will barely break-even but with income for all members and some seed money to invest for the next fish farming period. The third harvest will be all income for the association as they would have paid investors and have enough capital to construct and operate more fish cages.



The *Santiago Fishermen Association* have finished weaving their fish nets following the standards set by BFAR. In addition, the current city administration provided them with 10 small boats to help in their livelihood recovery. For the next sardine season, the association President declared that they will be prepared and ready to take advantage of this resource. The group was advised to approach the Cooperative Development and Livelihood Office (CDLO) under the Office of the Mayor to train on how to cook and preserve sardines. The project provided funds for the construction of the CDLO Kitchen Laboratory where training on culinary arts and food processing and preservation will be offered for the residents of Iligan.

The *Bugo United Fisherfolks Association* have launched their fish cage and finished their mangrove reforestation project. The association President mentioned that they are still waiting for the cheque to be issued by the new barangay administration to purchase fingerlings and feeds to operate the refurbished fish cage. He added that their previous fish cage operation was supported by the livelihood programme of the barangay and that part of the proceeds went to the barangay. With the newly-installed

barangay administration, they expect the release of the assistance soon. As to the mangrove reforestation, members of the association will maintain the newly-planted mangrove propagules until they are strong enough to withstand the waves and tidal flow actions.

The livelihood recovery phase generated 30,388 workdays for some 1,080 workers and injected about US\$359,865 to the local economy.



COMMUNITY-LED DEVELOPMENT IN ILOILO

Community-led projects are utilised to help small communities mitigate the risks of natural disasters and to give employment to its members.

Iloilo City took part in some of the projects. One example is the portable footpath constructed by the Albacia Homeowners Association (HOA) in Barangay San Isidro, La Paz District. The site is home to 57 households with residential lots for an additional 110 informal settler families that have agreed to abandon their residence in high-risk areas.

The objective was to replace the muddy and slippery pathway, the community's only access, with a reinforced concrete footpath that can be easily transferred should the owner opt to use the land occupied by the footpath. The construction project of transforming the slippery

and muddy footpath into a safe and stable walkway not only improved mobility for 57 households, but also generated 235.5 workdays at a total project cost of Php225,120. It also allowed the transfer of practical skills to those involved in the construction.

Another project done in Iloilo is the removal of an open and stinking ditch beside an existing and only footpath at the Barangay Hechanova, Jaro District.

The project aimed to drain an open and dirty ditch beside a slippery footpath in the middle of the neighbourhood with a concrete-lined covered canal that doubles as a footpath. The community does not have proper surface and grey-water drainage system and a safe and stable footpath to the main road. Domestic waste water, rain, and garbage collect and stagnate at the ditch, posing a health risk to residents. Access to the community was only through a muddy and slippery path dangerously close to the ditch. The ditch did not have an exit for excess water and overflowed during heavy rains, flooding the whole area and preventing people from working, going to school, or seeking medical help.

The infrastructure improvement served 21 households at a total project cost of US\$4,732 or Php227,136. The project generated 253.5 workdays for residents. The activity improved mobility and accessibility, allowing community members to explore other income-generating activities. It benefitted some self-employed members who sold vegetables, shrimp paste, and charcoal in the public markets or those who peddled delicacies in the neighbouring subdivisions.

Benefits to the communities:

Strengthening of local manpower pool through transfer of practical skills

Former labourers from the infrastructure improvement project were able to find jobs in construction firms or in third party-contracted projects after their involvement. Their participation allowed transfer of skills in masonry, pre-casting, steel works, concrete pipe laying, concrete mixing, reinforcing bars preparation, and the like. They also learned basic concepts and principles in infrastructure projects. Their exposure and experience provided the needed



confidence to seek and access other similar opportunities. The community also developed significant organisational skills, such as planning, budgeting and prioritising expense items, bookkeeping, and communicating.

Improvement of living conditions through improved infrastructure

The concrete walkway improved mobility for residents as tricycles, motorbikes, and trisikads (tri-wheel bikes) are able to ferry passengers in and out of the community. The residents could now do their marketing without fear of personally carrying a heavy load over a hundred metres to their residence. In addition, the community is now regularly served by tricycles and motorbikes as public transport, vastly improving accessibility to basic service facilities outside the community.

These improvements mean significant changes in living conditions among the residents of the community. It became easier, faster, and safer for the employed to report to their workplaces.

Those selling vegetables, dried fish, and shrimp paste in the city's

public market have now found it more convenient to transport their goods. Those running food services or carinderia and sari-sari stores have attracted additional customers as a result of improved accessibility. School children have improved their attendance at school since they can now travel even on rainy days. There was also a reduction in incidences of dermatological, respiratory, and other bacterial problems in the community. The people's access to basic and social services available in the barangays and the city have greatly improved.

Proper use and maintenance of the community infrastructure

The new access facility is maintained by limiting the weight of the vehicle that can use the structure. Heavy trucks are not allowed to enter as the structure is not designed to carry such load. At the newly installed drainage system, the residents developed a system for the maintenance of the facility. Residents agreed to conduct a quarterly clean-up drive with each household assigning one member to join the clean-up team.

Cost effectiveness and cost efficiency of community-based projects vs. third party contractor, as in the case of the project in Iloilo, Philippines

Particulars	Community-Led	Third Party Contractor
Materials Cost	Direct purchase price from local suppliers, plus VAT. Canvassed lowest prices	Direct purchase price from either Manila or local suppliers, plus VAT, contractor's tax, and profits
Labour Cost	Salary of labourers	Salary of labourers and engineers, equipment rental, plus taxes and profits
Management Cost	Management Cost Honorarium for managers and consultants	Management Cost Honorarium for managers and consultants
Profits	10% profit for beneficiaries	20-30% profit is the usual mark-up of a contractor in Iloilo, while 15% is the minimum profit
Total Project Cost	Materials, labour, management cost, and 10% profit	Materials, labour, management cost, 20-30% profit, and taxes
Benefits	Completed structure, plus skills development, technology transfer, and the structure was more in line with the felt needs of the community	Completed structure



Chapter 6 LESSONS LEARNED

In sum, the Guide has presented key concepts that local governments and development actors can follow in their own post-calamity response, such as an overview of the situation when calamity strikes, implementing cash-for-work schemes, mobilising the affected community and organising them to become community contractors, and how infrastructure development can uplift lives.

Experiences in the Philippines have shown how the local resource-based approach has proven to be an effective and sustainable method to rebuild communities in the aftermath of a calamity. One of the main lessons learned is the value of community participation in the planning, implementation, and maintenance of the projects because this fosters a sense of ownership and responsibility within the community. Working in an environment where their welfare and safety is taken into consideration also encourages the beneficiaries to adopt desirable work attitudes. Rather than simply handing out aid, giving affected communities the opportunity to participate in recovery efforts can boost their morale.

Bringing back a sense of normalcy

With a bit of money in the beneficiaries' pockets, emergency employment helps bring back a semblance of normalcy in the area. All the more when they are organised as community contractors, members are motivated to efficiently manage their group, to build up their capacity as workers through training and transfer of skills, and to actively seek other income-generating projects with the guidance of government or private entities. Livelihood interventions can also be introduced as part of ongoing rehabilitation efforts.

Infrastructure development projects provide immediate income and improve living conditions by minimising health hazards and other risks. Labour-based technology, meanwhile, offers equal opportunity to both men and women in terms of participation and actual work performance.

By equipping beneficiaries with the competencies needed for the project, emergency employment is transitioned from a short-term scheme to one that can introduce alternative livelihoods. In the end, sustainable employment and the creation of decent jobs that empower individuals and communities are the goal of disaster response efforts.

Challenges

Still, challenges remain. The patronage system—where favors and benefits are distributed based on affiliation—still plague many areas in the developing world. Though tackling the problem would require political will and deep insight into local cultures, it is helpful to be aware of this kind of practice when implementing a project.

There is also the problem of mismatch of skills or lack thereof, particularly in communities mired in poverty. An evaluation of the existing skills and human capital of constituent communities will be useful. Developing the workers' skills will ensure that outputs are at par with industry standards. An assessment of whether the skills that will be developed in the duration of the project are suited to the demands of the local labour market is, likewise, needed in order for an employment programme to have a more lasting effect.

Be prepared

Ideally, it is best to be prepared when calamity strikes. However, since this is not always the case, there are a number of things that can be done to make disaster response more effective and systematic.



One is to communicate well. A reliable communication system can be established between the local government and the communities, especially those situated in remote areas. Local governments can also conduct a public information campaign to raise awareness of local infrastructure projects and potential employment. It is, likewise, crucial to build the capacity of information personnel at all levels through training in communication skills, research, and creation of a data bank.

Strengthen partnerships

Local governments are encouraged to hire dedicated, committed, and highly reliable project assessors to assist in data collection and validation, particularly in far-flung areas. Further, it is important to build or strengthen partnerships with socio-civic groups, donor agencies and international organisations, and engage these entities in cluster coordination.

Collaboration with developmental and technical experts will bolster the capabilities of local governments.

In relation, establishing a cluster system early in the response, transforming the existing coordination structure into a cluster system, encouraging communities to organise themselves into groups, and building operation centres will coordinate the actions of those involved in the response and facilitate the flow of aid.

Culturally appropriate feedback mechanisms that encourage community members to voice out their ideas, suggestions, and concerns will pave the way for the improvement in existing practices.

Proactive stance

In all these interventions, the welfare of vulnerable groups must remain at the core. Understandably, local governments will be overwhelmed, to say the least, with the onslaught of disaster, most especially in areas that are not normally hit. Local authorities, primary responders, and public infrastructure may be affected, thereby reducing the government's capability to respond. Nevertheless, local officials will be called upon

to take a proactive stance in coordinating the response since they are knowledgeable about the situation on the ground. They will also play a key role in resolving issues that may arise among communities, socio-civic groups, and international aid organisations. They are also encouraged to take a prominent part in medium-term recovery efforts and invest in disaster risk reduction and climate change adaptation works.

These local authorities, however, need to be equipped with advisories from weather bureaus and information on available funding support from other agencies, public or private. They must also be made aware of potential areas for networking and collaboration with entities that provide funding and technical support. Ultimately, the foundation of a successful disaster-response programme is the coordination and cooperation among the entities involved.

For the survivors, picking up the pieces seems like an insurmountable task. And yet, hope manages to shine forth through individuals and organisations willing to go above and beyond their call of duty to help those in need.

