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**Community-driven disaster intervention:
Experiences of the Homeless People's Federation
Philippines, Incorporated (HPFPI)**

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CONTENTS

ACRONYMS AND ABBREVIATIONS.....	V
SUMMARY.....	VI
1. INTRODUCTION.....	1
1.1. Disasters, climate change impacts and poverty in the Philippines.....	1
1.2. Policy and legal framework for disaster interventions	2
1.2.1 The international human rights context	2
1.2.2 The Hyogo Framework for Action.....	3
1.2.3 The Medium Term Philippine Development Plan.....	4
1.2.4 The National Framework for Physical Planning (NFPP)	5
1.2.5 The Strategic National Action Plan for Disaster Risk Reduction	5
1.2.6 Disaster intervention legislation.....	6
1.3 Philippine disaster risk management framework and structure.....	6
1.3.1 The Philippine's DRM organisational structure	8
1.4 Challenges for the disaster risk management framework	9
2 THE HPFPI AND ITS WORK ON DISASTERS	11
2.1 Programmes, structure and funding.....	11
2.1.1 Programmes.....	11
2.1.2 Organisation and structure	13
2.1.3 Funding	13
3 CASE STUDIES.....	14
3.1 Case 1: The Payatas trash slide	14
3.1.1 HPFPI's response to the disaster: from relief to long-term resettlement.....	15
3.1.2 Lessons learned.....	16
3.2 Case 2: Landslide in Barangay Guinsaugon.....	20
3.2.1 HPFPI's response	21
3.2.2 Lessons learned.....	25
3.3 Case 3: Mount Mayon mudflow and floods	27
3.3.1 HPFPI's response	27
3.3.2 Achievements: community initiatives and updates.....	29
3.3.3 Lessons learned.....	32
3.4 Case 4: fire devastates the Lower Tipolo Homeowner's Association land, Cebu	34
3.4.1 LTHAI and HPFPI's response: empowering the community	35
3.4.2 Lessons learned.....	37
3.5 Case 5: Typhoon Frank (Fenshen) Flashflood in Iloilo City	38
3.5.1 HPFPI response	39
3.5.2 Lessons learned.....	40

4 RECOMMENDATIONS: SCALING-UP HPFPI'S DISASTER INTERVENTION CAPABILITIES	42
4.1 How can changes to government policy help?.....	46
ANNEXE A :THE EVOLUTION OF HPFPI	47
ANNEXE B: HUMAN RIGHTS AND DIGNITY	53
REFERENCES	54
RECENT PUBLICATIONS BY IIED'S HUMAN SETTLEMENTS GROUP	55

FIGURES, TABLES AND BOXES

Box 1.1: Disaster terminology	3
Box 1.2: The 10-point agenda of the Arroyo Administration	4
Box 1.3 Disaster definitions in the NDCC's Philippine Disaster Management Framework	7
Box 3.1 Ruby Haddad's reflections on the Patayas experience	19
Box 3.2 Prioritizing the beneficiaries.....22Figure 1.1: The four phases of the NDCC's disaster management framework	8
Box 3.3 Reflections on the Guinsaungon experience by Leopoldo Chavez, HPFPI Central Visayas Coordinator.....	26
Box 3.4. Quotes from key informants.....	33
Box 3.5 Reflections	38
Box 3.6. Reflections of Sonia Cadorniga: HPFP Western Visayas Coordinator	42
Figure 1.2 Organizational structure of DRM	9
Table 1.1. A review of the Philippines' DRM institutional set-up	9
Table 3.1 Hindering and facilitating factors	17
Table 3.2: Beneficiaries of temporary housing	23
Table 3.3. Hindering and facilitating factors	25
Table 3.4. Land acquisition data	30
Table 3.5. Land acquisition data	31
Table 3.6. Hindering and facilitating factors	32
Table 3.7. Hindering and facilitating factors	37
Table 3.8. Hindering and facilitating factors	40

Acronyms and abbreviations

ACHR	Asian Coalition for Housing Rights
ARC	Area Resource Centres
CLIFF	Community-led Infrastructure Finance Facility
DCC	Disaster Coordinating Council
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSWD	Department of Social Welfare and Development
EMB	Environmental Management Bureau
HLURB	Housing and Land Use Regulatory Board
HPFPI	Homeless People's Federation Philippines, Incorporated
ICUPAO	Iloilo City Urban Poor Affairs Office
ICUPN	Iloilo City Urban Poor Network
IDNDR	International Decade for Natural Disaster Reduction
IFCP	Iloilo Flood Control Project
ISDR	International Strategy for Disaster Reduction
LGU	Local government units
LTHAI	Lower Tipolo Homeowners' Association, Inc.
MDGs	Millennium Development Goals
MGB	Mines and Geophysical Bureau
MTPDP	Medium Term Philippine Development Plan 2004-2010
NDCC	National Disaster Coordinating Council
NFPP	National Framework for Physical Planning
NGA	National Government Agency
PACSII	Philippine Action for Community-led Shelter Initiatives, Inc
RAC	Resettlement Action Committee
SNAP	Strategic National Action Plan for Disaster Risk Reduction
UPDF	Urban Poor Development Fund
VMSEFI	Vincentian Missionaries Social Development Foundation, Inc.

Community-driven Disaster Intervention: Experiences of the Homeless People's Federation Philippines, Incorporated (HPFPI)

SUMMARY

Introduction

This paper describes the experiences of the Philippines Homeless People's Federation in community-driven measures to avoid disasters, in disaster preparedness and in disaster response. This is discussed in light of five disasters with large impacts on low-income groups: the Payatas trash-slide in Manila; the landslide in *barangay* Guinsaugon; the Mount Mayon mudflow and floods; the fire that devastated the Lower Tipolo Homeowner Association land in Cebu; and the flashflood in Iloilo (see Table 1).

The Federation is a national network of 161 urban-poor community associations and savings groups with more than 70,000 individual members. It represents communities and their savings groups from 18 cities and 15 municipalities. Members promote community savings for building their own financial capacities, and for community development and social cohesion. The Federation and its community associations are also engaged in a wide range of initiatives to secure land tenure, to build or improve homes and to increase economic opportunity. The Federation also works with low-income communities residing in areas at high risk from disasters, assisting in reducing risks or, where needed, in voluntary resettlement; also in community-driven post-disaster reconstruction.

Table 1: The five disasters

The disasters	Year	Details
Trash slides at the Payatas solid waste dump in Quezon City (metro Manila)	2000	Heavy rains from typhoons caused a 50-foot slope in the dumpsite to collapse, covering hundreds of homes. 288 people were killed and several hundred families displaced. Subsequent flash floods affected the homes and livelihoods of many more people.
Landslide in Barangay Guinsaugon	2006	The whole barangay was buried and another 80 barangays were affected. 154 deaths were recorded, 968 persons reported missing, 3,742 displaced and 18,862 affected.
Mount Mayor mudflow and floods	2006	Typhoons hit this area, one with winds of 225 km per hour, which triggered huge floods, mudslides and avalanches. In the Bicol region alone, at least 208 died and another 261 were reported missing. This ravaged houses and settlements that had only just been repaired from the previous typhoon.
Fire in the settlement of the lower Tipolo Homeowners Association in Cebu	2007	246 structures were destroyed leaving 913 people homeless.
Flash flood in Iliolo	2008	A typhoon brought 354 mm of rain within a 24-hour period; this flooded 180 villages. Within the city of Iliolo, 152 of its 180 barangays were affected. Up to 500 people were killed and 261,335 affected. Many houses were washed away and many households lost their documentation.

The Philippines' location within the Circum-Pacific belt (and so with high levels of risk from earthquakes and volcanoes) coupled with its position along the typhoon belt of the North Pacific Basin and its susceptibility to the El Niño phenomenon, mean that the country is regularly affected by earthquakes, volcanic eruptions, typhoons, storm surges, landslides, floods and droughts. A 2004 study suggested that disasters caused US\$500 million worth of damage annually, while a study by the National Disaster Coordinating Council estimated US\$1.6 billion worth of losses to disasters in 2006. Frequent disasters also inhibit the Philippine Government's efforts to reduce poverty and to reduce the number of people (and their assets) that are vulnerable to disasters. The link between vulnerability to disaster and poverty is strong; many low-income groups live in high-risk sites and have poor-quality housing; they also have less protective infrastructure and fewer resources to call on post-disasters. Risk-levels are further exacerbated by the increased occurrence of environmental disasters attributable to climate change and/or human intervention.

The Philippines government is committed to the needed shift from disaster response to disaster risk reduction and management, as can be seen in the Medium Term Development Plan (2004-2010) and the Strategic National Action Plan for Disaster Risk Reduction (2009-2019). A review of the government's response to Typhoon Milenyo in 2006 highlighted certain areas of strength: the improved early warning system, the strong leadership and coordination among the National Disaster Coordinating Committee, the disaster preparedness at local level and the support of the Philippines National Red Cross and other private organizations. But improvements were also needed – for instance, in damage assessment and reporting (to allow for more rapid and effective responses), in ensuring that more funding is available to respond to emergency needs, in implementing regulatory measures such as zoning ordinances and building codes in ways that help prevent or reduce disaster impacts, and in coordinating post-disaster activities.

The Philippines Homeless People's Federation and its work on disasters

The Federation was launched as a network of urban poor savings associations in 1998. It has evolved from a microfinance-based framework, to a Federation of savings and loan groups that cater for daily needs, to a self-help network of low-income associations that uses savings to address their needs for secure tenure, housing, basic services and livelihoods. The groups that form the Federation collect their savings and implement their own community upgrading. They are supported by Local Area Resource Centres that also keep records and manage savings and loans. These in turn are coordinated by regional offices that provide local groups with technical support. The National office supports the regional offices and coordinates work of national scope such as surveying high-risk and disaster-affected communities, supporting Federation learning activities and community exchanges, policy advocacy and guidance on monitoring. All levels are managed by community leaders.

Today the Federation implements a national programme that includes:

- Organisation and mobilisation of low income communities in high-risk areas: for these communities, the Federation promotes and supports the scaling-up of community-led processes for secure tenure, decent housing, basic services, disaster risk management and, when needed, relocation. Activities range from community visits, consultations, preparation of settlement profiles and enumerations, hands-on training, learning exchanges, temporary/transitional housing construction, land acquisition, participatory site and housing design, planning, construction and management, engagements, advocacy and building learning networks among high-risk or disaster-affected communities
- City-wide action: a move from a “micro” view of development to multi-stakeholder engagement that addresses members' needs for secure tenure at the city scale. The

existence of many different Federation projects and groups within a city makes this shift possible

- Community-managed enumerations that build a comprehensive database about slum dwellers and maps of their settlements that can then inform urban planning and community-led development initiatives
- Forging and maintaining productive partnerships with the government at community, city-wide and national levels to ensure greater participation by the urban poor in policy formulation, city-wide planning, relocation policies and implementation plans, development finance, and in-situ slum upgrading. This provides the means to build the capacity of community leaders to understand what government is doing and to seek opportunities for making concrete improvements for their constituencies. This is different from most urban poor movements that use opposition and protest to demand change without necessarily building up the capacity to participate in the implementation of these changes when their demands are met
- Policy advocacy, making use of pro-poor legal frameworks, such as the Urban Development and Housing Act (1992), Local Government Code of 1991, and the Comprehensive and Integrated Shelter Finance Act (1994)
- Designing innovative strategies for scaling-up community-led slum upgrading city-wide: this centres on a city-wide Urban Poor Development Fund (UPDF) to mobilise development funds for injecting into communities to match savings collected for investing in land, services and housing. To build up the case for a UPDF that both government and the private sector can eventually support, the Federation has started to raise funds to pilot slum upgrading and relocation projects that demonstrate what can be achieved
- Building alliances for learning communities: lessons learnt from project implementation are documented and shared

The common thread running through all these components of the national programme is the need to build substantial capacity at all levels of the Federation and within the support NGO, the Philippines Action for Community-led Shelter Initiatives, Inc. (PACSI). This entails investing resources in specialist skills, such as financial management, policy development, and the technical dimensions of housing and infrastructure construction (engineering, planning, architecture, etc.).

Most disasters could have been anticipated if there had been surveys of settlements in high-risk sites (and follow-up action to address what these showed). So most of the deaths and destruction that the disasters brought could have been avoided, but this is only likely to happen in future if those living in high-risk sites are supported to do this. Most local governments are ill-equipped to support preventive measures before the fact. They also have limited capacities to respond to disasters, other than helping organize the provision of relief goods. For instance, most are unable to provide the land sites needed as temporary or permanent relocation sites for those whose homes and settlements are destroyed or severely damaged.

What has facilitated effective disaster response?

- Savings groups within the settlements affected that helped provide immediate support for those impacted by the disasters
- Existing community organizations within the high-risk settlements that can help provide immediate relief and foster social cohesion with tools to support them taking action to resolve longer term issues such as rebuilding or relocation. There are often difficult issues that need representative community organizations to manage them, for instance, who gets the temporary accommodation (as in Mount Mayor); who gets

priority for new housing (as in Iliolo) and how to design the reblocking that accommodates everyone (after the fire in Cebu). In communities lacking such organizations, visiting Federation leaders encouraged and supported their formation and capacity to act

- The stimulus to the above given by visits to the disaster site from teams of community leaders from the Federation and community exchanges that support the survivors' learning on savings management, organizational development, community surveys and house modelling (developing life-size models of houses to see which design and materials produces the best low-cost housing)
- Community profiling and surveys – to mobilize the people who were affected and help them get organized, to gather needed data about them and about the disaster site needed for responses and to support them in showing their capabilities to local government
- Where relocation is necessary, the importance of being able to get land on a suitable, well-located site
- For disasters affecting many different settlements, having regional organizations to support each settlement
- Supportive local governments and national agencies (that help much of the above) including, where needed, obtaining land or title to it and high-level political support to get more rapid response from bureaucracies
- In some of these disasters, technical support for those affected in developing responses, for instance, in forming home owner associations, in drafting Memoranda of Understandings with local governments, in housing design and finance, and site layout

“Community data are crucial; there is a need to raise awareness and understanding of the existing risks and vulnerabilities and having the collective action to address the hazard vulnerability (methane gas leakage, floods, etc.) later on in terms of livelihoods after the closure of the operations” Ruby Haddad, community leader and resident of Payatas.

“The beauty or uniqueness of the Bicol experience is the pervading belief and commitment of affected families and communities to act and save to recover and to prepare for and evade future disasters. The communities showed this through their volunteering efforts and adoption of the savings programme, collectively saving close to P500,000 in less than a year. Their willingness to provide counterpart in terms of volunteer work and savings prompted the Homeless People’s Federation of the Philippines to support their land acquisition initiatives. This is what is beautiful, how disaster-affected people and communities decided to act and save despite disaster and the criticisms of others. They have shown that they can be self reliant and not be dependent on government dole outs. They have shown that they can collectively contribute to their own development and to that of the municipality as well”. Mrs. Jocelyn Cantoria, Bicol Region Co-ordinator for the Federation.

The constraints

- The difficulties that the affected population had in producing documents required by the government because these were lost or destroyed by the disaster
- The common response of those affected to wait for others (especially government agencies) to do things and not to take the lead themselves
- Limitations within local governments in being able to respond, especially to provide land needed for temporary accommodation or permanent relocation; also stringent land use subdivision and conversion regulations that inhibit this

- Lack of funds to help with relocation (funding is often only available for immediate relief and not for resolving the more fundamental problems)
- Getting agreement and official permission for needed actions that often require the agreement of many different bodies
- For disasters such as the floods in Iliolo, with such widespread impacts, the high price of building materials after the disaster that are needed for reconstruction

Recommendations

The Federation's responses to the five disasters noted above are a key part of its mission to organize and mobilize low-income communities located in high-risk or dangerous areas to drive their own solutions for secure tenure, housing, upgrading or relocation (where needed) and risk management. These are just one part of the mosaic of interventions that promote both development and human rights. The respecting of such rights becomes more pressing in times of disasters.

These post-disaster interventions (and increasingly the capacity to identify how to reduce or avoid extreme events causing disasters) should be part of any comprehensive thrust to reduce poverty. Post-disaster relocation, reconstruction or rehabilitation should also produce solutions that improve conditions and reduce risks. All responses have to involve participation and support for communities at risk and communities affected by disasters – so they have the opportunities and capacities to guide responses.

Community-driven surveys of settlements and populations at risk from extreme weather events or other hazards are particularly important in identifying risk and ways to reduce vulnerability, thus informing communities' decision-making and negotiations with government.

As an organisation with a core programme of mobilising and supporting disaster-affected communities, the Federation needs to have

- the structure and systems to support local organisations and capabilities, as well as support for regional and national actions and capacities
- the logistics and capabilities to enhance capacities for faster social preparation, mobilisations, achieving legal tenure, land research, negotiation, loans and reconstruction;
- community-based savings programmes both for the financial support they provide and for the social cohesion and learning network they support; this should include support for savings in all high-risk communities, both for what the savings help do and for the organisation that this supports for other risk-reducing actions
- specialist knowledge that supports community-driven data and plans, for instance, how hazard- mapping and soil- and site-testing can support the Federation's community enumeration tools
- support for cheaper building materials and methods
- community leaders with experience in disaster response who also know Federation processes; this is necessary as the first line in supporting pre-disaster action, disaster response and post- disaster community mobilisation; and
- links with disaster-coordinating councils, the Office of Civil Defence and other networks, in response to disasters and in formulating strategic solutions pre and post disaster.

There is also a need for national and local disaster funds that are able to respond rapidly and support both immediate responses and the development of community-driven, longer-term solutions. Also essential is a government policy that enables, builds on and supports

community-driven post-disaster rehabilitation and reconstruction. This should include administrative streamlining, for instance, through a one-stop shop to process land and housing permits and clearance for relocation sites for communities.

Community-driven Disaster Intervention: Experiences of the Homeless People's Federation Philippines, Incorporated (HPFPI)

1. Introduction

The main purpose of this overview is to create a deeper appreciation of the context, milestones, processes, learning and emerging directions of the Homeless People's Federation Philippines, Inc. (HPFPI) in its thrust to mobilise communities in finding and driving their own responses to disasters. With support from the Asian Coalition of Housing Rights (ACHR) and the International Institute of Environment and Development (IIED), this study also aims to contribute to the skills and knowledge base of the HPFP and its communities by providing case studies and stories of how communities have transcended the disasters that have affected them.

The Homeless People's Federation Philippines, Inc. is a national network of 200 urban poor community associations and savings groups spanning the major regions of the Philippines: Luzon, Visayas and Mindanao. In March 2009, the HPFPI had approximately 19,282 member households¹ representing communities from 14 cities and 16 municipalities. The Federation works to ensure members' security of tenure, decent living standards and improved economic conditions, emancipation from poverty, and dignity and rights as humans and as citizens of their cities. Members of the Federation promote community savings for building their own financial capacities, and for community development and social cohesion. The HPFPI also focuses on mobilising low-income communities residing in high-risk areas, assists in voluntary resettlement and post-relocation activities following disasters, and intervenes in disaster risk management and post-disaster reconstruction through community-led initiatives.²

The overview begins with a discussion of the prevailing context of disasters in the Philippines. It then provides an institutional scan of the HPFPI and its partners, followed by a presentation of the development of HPFPI's disaster intervention work through a series of case studies. The final section discusses the lessons learned and future directions envisioned.

1.1. Disasters, climate change impacts and poverty in the Philippines

The Philippines' location within the Circum-Pacific belt (or ring of fire),³ coupled with its position along the typhoon belt of the North Pacific Basin⁴ and its susceptibility to the El Niño phenomenon, means that the country is regularly affected by earthquakes, volcanic eruptions, typhoons and storm surges, landslides, floods and droughts. The resultant loss of life, property and livelihoods is directly linked to poverty; for example, in 1998 poverty incidence rose to 28% from 25% because of El Niño (Noble 2007). In terms of direct economic impacts of typhoons, earthquake, volcanoes and floods, a 2004 World Bank study

¹ Each household has an average of 5 individual members

² Based on the HPFPI brochure, 2008 version.

³ The Pacific Ring of Fire is where two major tectonic plates meet, i.e. the Pacific Plate and the Eurasian plate. This explains the relatively frequent occurrence of earthquakes and tsunamis, and the existence of 220 volcanoes, of which 22 are classified as active because their eruptions have been found in historical records (SNAP 2008).

⁴ This is an area where 75 percent of the world's typhoons originate; 25 per cent of typhoons with high winds of up to 200 kilometres per hour reach the Philippine's area of responsibility (SNAP 2008).

pegs the losses to approximately US\$500 million annually, while the National Disaster Coordinating Council (NDCC) estimates the 2006 losses to have been US\$1.6 billion (Noble 2007). These frequent disasters also adversely affect the Philippine Government's efforts to reduce poverty and to reduce the number of people and assets vulnerable to such hazards. The link between vulnerability to disaster and poverty is strong: the poorer the community, the more vulnerable it is in times of disaster. This situation is exacerbated by the increased occurrence of environmental disasters attributable either to climate change or human intervention (World Bank 2005).

Studies indicate that climate change will impact the Philippines in terms of: a) accelerated sea level rise (and its various adverse effects)⁵; b) increase in sea surface temperatures, resulting in more hot days and warm nights; c) warming of sea surface temperatures, leading to more tropical cyclones between July and December; d) increase in communities at risk to typhoons; e) increase in mean annual rainfall in north-eastern areas and decrease in south-central Mindanao; f) hotter and drier days during dry months and wetter days during wet months, causing poorer crop production, storage, and distribution; g) dwindling of moist forests; h) aggravated biodiversity loss; i) adverse effects on marine resources as higher temperatures cause coral bleaching, leading to declining fish population; j) changes in the patterns, volume and geographic distribution of rainfall, which threaten to increase and perpetuate intensified reliance on imported coal and oil for energy generation, rather than hydro-electric power; and lastly, h) healthwise, prolonged periods of high temperature and water impounding due to sudden heavy downpours, serving as ideal breeding conditions for disease vectors such as *Aedes* and *Anopheles* mosquito for dengue fever and malaria (Villarin, Loyzaga and LaViña, et al., 2008).

1.2. Policy and legal framework for disaster interventions

1.2.1 The international human rights context

The Universal Declaration of Human Rights (UDHR), the twin Covenants of Civil Political (ICCPR) and Economic, Socio-Cultural Rights (ICESCR), plus the various conventions and normative instruments, all articulate the inalienable right of individuals and communities to live in dignity (Annex B). Included in the over-arching right to a dignified life are the right to an adequate standard of living, which covers the right to adequate food, clothing, health, security of employment, tenure and housing; and participation in decision-making, policies and programmes that affect a person's life.

Rising to the challenge of halving global poverty by 2015, the United Nations launched the Millennium Development Goals in 2000.⁶ The MDGs are developmental goals whose origins

⁵ These adverse effects are: groundwater source contamination, ground subsidence; increased flooding and storm damage; displacements of flood-affected families; increased liquefaction caused by earthquakes; increased frequency and intensity of storms and storm surges, causing backflows in rivers and bays, salt-water intrusion into surface and groundwater, affecting the amount and quality of water supply. Mangroves and other habitats of benthic organisms will be greatly affected by the changes in salinity; and high precipitation would increase run-off, move fresh water seaward, and result in low dissolved-oxygen availability. Further, the pattern of fish reproduction will be affected. Livelihood based on subsistence fishing will be put to risk. Low pressure systems could pump nutrient-rich waters from outer to middle shelves, and affect spot fish yields. (Villarin, et al 2008)

⁶ The Millennium Development Goals are a set of eight goals and 18 targets to which most international agencies and national governments are committed. The targets include major reductions in poverty, ill-health and premature death by 2015; large improvements in provision for schools, health care, water and sanitation, as well as significant improvements in the lives of at least 100 million slum dwellers by 2020.

can be traced to human rights, particularly the protection and realisation of the right to life with dignity. With the MDGs as the roadmap for poverty reduction, any factor that effectively obstructs their implementation should be considered to be a grave development issue. Such is the case for disasters; thus governments must incorporate disaster risk reduction into their localised plans for implementing the MDGs in order to reduce poverty and achieve sustainable development (Jegilos 2007).

1.2.2 The Hyogo Framework for Action

The Hyogo Framework for Action 2005-2015 (HFA; ISDR 2005) is the prevailing global policy framework for disaster interventions. It embodies a global shift from disaster response to disaster risk management (DRM) and disaster risk reduction (DRR; Box 1.1). The HFA was adopted by the Philippines, together with 167 other governments, at the World Conference for Disaster Reduction in Kobe, Japan, in January 2005. The HFA seeks to substantially reduce loss of life, and protect social, economic and environmental assets from disasters. It identifies five priorities for action to achieve this:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation
2. Identify, assess and monitor disaster risks and enhance early warning
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels
4. Reduce the underlying risk factors
5. Strengthen disaster preparedness for effective response at all levels.

The Philippines' adoption of the HFA compels the state to develop national action plans to integrate and mainstream disaster risk reduction strategies into national and local development planning. This is in accordance with the HFA, as well as the United Nations International Strategy for Disaster Reduction (UNISDR),⁷ and is part of the Global Platform for Disaster Risk Reduction.

Box 1.1: Disaster terminology

- Disaster risk management (DRM): The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to diminish the adverse impacts of hazards and the possibility of disaster. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards
- Disaster risk reduction (DRR): The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events

Cont over

⁷ When it drew to an end, the International Decade for Natural Disaster Reduction (IDNDR) was replaced and continued by the International Strategy for Disaster Reduction (ISDR). The ISDR aims to pursue the initiatives and co-operation agreed on during the IDNDR and develop new mechanisms as well as pushing for further commitments from policy makers. The overriding goal is to reduce human, social, economic and environmental losses due to natural hazards (and related technological and environmental disasters). The building of disaster-resilient communities is a main objective.

The disaster risk reduction framework is composed of the following fields of action, as described in ISDR's publication 2002 *Living with Risk: a global review of disaster reduction initiatives*:

- Knowledge development, including education, training, research and information
- Public commitment and institutional frameworks, including organisational, policy, legislation and community action
- Application of measures, including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments
- Early warning systems, including forecasting, dissemination of warnings, preparedness measures and reaction capacities.
-

The expression “disaster risk reduction” or DRR is now widely used as a term that encompasses the two aspects of a disaster reduction strategy: mitigation and preparedness. It is a process concerned with reducing the level of vulnerability and minimising the disruptive effects of hazards by building community capacities.

Sources: UN ISDR 2009, *Terminology: Basic Terms on Disaster Risk Reduction*, Available at ISDR website, <http://www.unisdr.org/eng/library/lib-terminology-eng.htm>

La Trobe, Sarah and Faliero, Jessica, *Why Advocate for Disaster Risk Reduction?*, Tearfund, 2007

1.2.3 The Medium Term Philippine Development Plan

The Medium Term Philippine Development Plan 2004-2010 (MTPDP) is the government's comprehensive plan. It was formulated by the National Economic and Development Authority (NEDA), the central planning and development agency, and provides a roadmap of goals, strategies, measures and activities to achieve the 10-Point Agenda of the Arroyo Administration (Box 1.2). Recognising the Philippine disaster risk profile and the country's vulnerability to typhoons and earthquakes, the plan proposed measures to: conduct geohazard mapping of 13 regions to determine disaster-prone areas; b) conduct soil tests; c) ensure integration of disaster management strategies into local development plans; d) clear waterways; and e) provide for mitigating measures like flood and drainage facilities. While the MTPDP was drafted prior to the Philippines' adoption of the HFA, its provisions and measures fall into the main action points of the HFA and DRM as described earlier.

Box 1.2: The 10-point agenda of the Arroyo Administration

The 10-Point Agenda provides that by 2010: 1) Ten million jobs shall have been created; 2) Everyone of school age will be in school, in an uncrowded classroom, in surroundings conducive to learning. Three thousand school buildings a year shall have been built and a computer put in every high school; 3) The budget shall have been balanced with the right revenues collected and spending on the right things ensured; 4) The network of transport and digital infrastructure on which the Arroyo government embarked in 2002 shall have linked the entire country; 5) Power and water shall have been regularly provided to the entire country; 6) Metro Manila will have been decongested with economic activity growing and spreading to new centres of government, business and community in Luzon, in the Visayas, and in Mindanao; 7) The Subic-Clark corridor will have become the most competitive international service and logistics centre in the Southeast Asian region; 8) Elections will no longer raise a doubt about their integrity. The electoral process will have been completely computerized; 9) Peace will have come to Mindanao and all insurgency areas; 10) The divisive issues generated by EDSA 1, 2 and 3 will have had a just closure.

Source: see <http://www.gov.ph/listings/10ptagenda.asp>

1.2.4 The National Framework for Physical Planning (NFPP)⁸

The National Framework for Physical Planning 2001-2030 (NFPP) prescribes the underlying policies and parameters of mainstream land use and physical planning at regional and national levels. Significantly, the present NFPP identifies the need to delineate the country's hazard areas and integrate these into local, regional land use and physical plans, in combination with capacity-building and awareness-raising. While such points do not encompass the depth and breadth of DRM and DRR, they nonetheless constitute key elements of them. In fact, an action agenda that mainstreams DRM into the land use planning schemes is already in place.

1.2.5 The Strategic National Action Plan for Disaster Risk Reduction

The Philippine Strategic National Action Plan for Disaster Risk Reduction (SNAP 2009-2019) is a recent policy and planning framework. It reflects the shift from disaster response and rehabilitation to the more comprehensive paradigm of disaster risk reduction (DRR) in line with the Hyogo Framework for Action and the UN-ISDR (Box 2.1). It is a "road map", indicating strategic objectives and visions for the next ten years while pursuing the HFA's strategic goals in reducing disaster losses of life and of the communities' and country's social, economic and environmental assets. The SNAP springs from the NDCC's Four-Point Plan of Action on Disaster Preparedness⁹ and ensures that the positive impacts and lessons learned from disaster risk reduction (DRR) initiatives by different stakeholders are sustained. The SNAP consists of an analysis of stakeholders. It also evaluates the status of DRR in terms of the five HFA priorities for action: a) governance (making disaster risk reduction a priority); b) risk identification, assessment, monitoring and early warning systems (improving risk information and early warning); c) knowledge management (building a culture of safety and resilience); d) risk management and vulnerability reduction (reducing the risks in key sectors); and e) disaster preparedness for effective response (strengthening preparedness for response). Sustaining mechanisms; making DRR a regular budgeted item; strengthening private-public partnerships; creating incentives for disaster risk-reducing behaviour; and instilling risk awareness at all levels of government, in households, firms and workplaces; are all part of the general strategic plan. This plan attempts to enable stakeholders to see the larger picture, particularly through the lens of national safety or resilience.

⁸ The section is based on Jose 2006.

⁹ The NDCC's four-point action plan for disaster preparedness provides for: 1) upgrading the Philippine Atmospheric, Geo-physical and Astronomical Services Administration (PAGASA) and Philippine Institute of Volcanology and Seismology (PHIVOLCS) Forecasting Capability; 2) a public information campaign on disaster preparedness; 3) capacity building for local government units in identified vulnerable areas; and 4) mechanisms for government and private sector partnerships in relief and rehabilitation.

1.2.6 Disaster intervention legislation

The prevailing legislation for disaster interventions in the Philippines includes *Presidential Decree No. 1566 (PD 1566)*, the *Local Government Code (Republic Act 7160)* and its amendment (RA 8185).

PD 1566, entitled *Strengthening the Philippine Disaster Control Capability and Establishing the National Program on Community Disaster Preparedness*, is the Philippines' core legislation on disaster preparedness and response. It lays down the policy, and the institutional and operational framework for the country's disaster preparedness and response system. PD 1566 essentially provides for:

- State policy on self-reliance among local officials and their constituents in responding to disasters or emergencies
- Organisation of disaster co-ordinating councils from the national down to the municipal level
- Statement of duties and responsibilities of the National Disaster Coordinating Council (NDCC), RDCC (regional) and LDCCs (local)
- Preparation of the National Calamities and Disaster Preparedness Plan (NCDPP) by the Office of Civil Defence (OCD) and implementing plans by NDCC member-agencies
- Conduct of periodic drills and exercises
- Authority of government units to programme their funds for disaster preparedness activities in addition to the 2% (now 5%) calamity fund as provided for in PD 474 (amended by RA 8185).

Issued on 11th June 1978, i.e. prior to the HFA and the DRM framework, PD 1566 implementation tends to be reactionary in its stance on disasters (focusing on response and government agencies which do not have core funding). It lacks the comprehensive institutional, policy and implementation requirements for the shift to DRM and DRR and therefore needs to be amended (Jose 2008).

The Local Government Code of 1991 (Republic Act No. 7160) complemented PD 1566 provisions. It devolved to local governments the power to undertake measures for the general welfare, delivery of basic services and disaster relief; formulation of land use and development plans; and the ability to use 20% of their local development funds and 5% of their calamity fund for disaster relief, reconstruction, rehabilitation and other works and services. In addition to the local 5% calamity funds and whatever fund proceeds the local governments allocate for disaster intervention projects (mitigation, preparedness, etc) under their 20% development funds, supplementary funds from the National Calamity Fund (NCF), allocated in the Annual General Appropriations Acts, can be obtained through the NDCC and the various agencies.

1.3 Philippine disaster risk management framework and structure¹⁰

The NDCC is the highest policy-making, advisory, recommendatory and co-ordinating body on disaster interventions. It formulated a comprehensive approach to DRM that covers two major phases (Figure 1.1): pre-disaster and post-disaster. Included in these two major phases are four aspects: a) mitigation; b) preparedness, c) response; and d) rehabilitation (Box 1.3).

¹⁰Section based on Jose 2006.

Box 1.3: Disaster definitions in the NDCC's Philippine Disaster Management Framework

Mitigation: measures/programmes to minimise the impact of a natural or a man-made hazard on a nation or a community in terms of casualties and damage. It also refers to measures designed to prevent a natural phenomenon from causing or resulting in disasters or other related emergency situations. Specific measures include: a) provision of insurance (property, personal accident, fire, earthquake, etc.); b) regulations (safety, land use, zoning, etc); and c) codes (building and fire codes relevant to community safety).

Preparedness: pre-disaster actions and measures undertaken to avert or minimise loss of life and property, such as, but not limited to, community organising, training, planning, equipping, stockpiling, hazard mapping and public information and education initiatives.

Specific measures involved in preparedness include: a) plans (contingency, fire and earthquake plans, etc); b) information (public information, rapid dissemination of info through mass media, population awareness, etc); c) resources (available response units, capabilities, equipment, manpower, location, contact numbers & persons, etc.) d) education & training – training of local chief executives, deputised co-ordinators from the Local Government Unit, auxiliaries, volunteers, etc.).

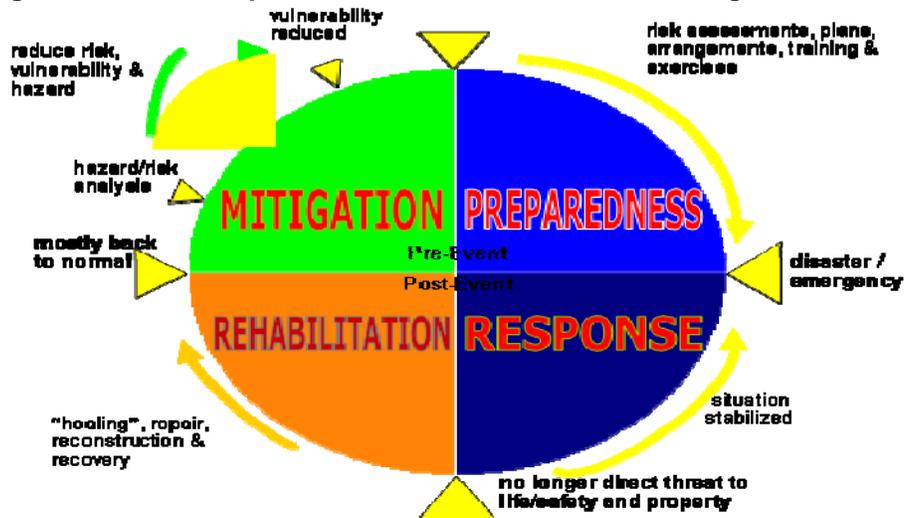
Response: any concerned effort by two or more agencies, public or private, to provide emergency assistance or relief to persons who are victims of disasters or calamities, and in the restoration of essential public activities and facilities. Other aspects under response include: a) alert (receipt and rapid dissemination of warnings to threatened communities/populations); b) notification (immediate notification of response units, and c) consequence management.

Rehabilitation: the process by which the affected communities/areas or damaged public infrastructures are restored to their normal level or their actual condition prior to the occurrence of the disaster or calamity.

Source: NDCC's Philippine Disaster Management Framework

The pre-disaster work includes mitigation/prevention and preparedness. The emphasis is on disaster prevention, but in preparation for unavoidable disasters, it also involves disaster risk mitigation. The second phase starts after the disaster and involves relief and emergency assistance, and damage assessment. Efforts to improve early warning focus on the forecasting capability of Philippine Atmospheric Geophysical, and Astronomical Services Administration (PAGASA), installation of early-warning signs in disaster prone areas, and training of volunteer response groups, among others. The challenge after a disaster is to restore affected communities/areas or damaged public infrastructures to their normal level or their actual condition prior to the occurrence of the disaster or calamity. This phase will also involve reconstruction, rehabilitation, economic and social recovery (including psychosocial healing for those terribly affected, especially children who might have lost a parent), and, to link back to pre-disaster, the processes of risk (re)assessment and mitigation/prevention.

Figure 1.1: The four phases of the NDCC's disaster management framework



Source: NDCC DRM Framework

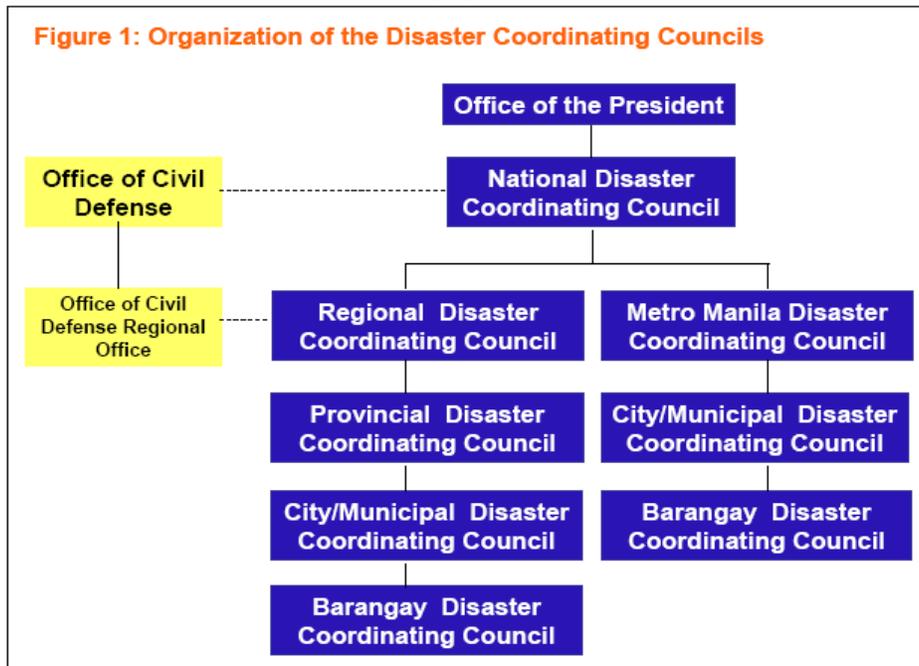
1.3.1 The Philippine's DRM organisational structure

As mentioned earlier, PD 1566, issued back in 1978, provides for the country's DRM organisational structure, with the National Disaster Co-ordinating Council (NDCC) at the helm, acting as the highest policy, advisory, recommendatory and co-ordinating body. NDCC advises the president on the status of disaster preparedness, disaster operations and rehabilitation. It recommends when the president should declare a state of calamity to allow for the release of the National Calamity Fund to support emergency activities. The NDCC is chaired by the Secretary of National Defence (Sec DND) and has for its members almost all cabinet members and the Secretary-General of the Philippine National Red Cross (PNRC). The NDCC is replicated at the subnational local levels (regional, provincial, municipal, city and *barangay*¹¹ (see Figure 1.2). These levels function very like the NDCC, except that they use their own resources at their respective levels. The subnational Disaster Coordinating Councils (DCCs) constitute the core of the disaster management system and it is at this level that rescue, evacuation, relief and rehabilitation activities are carried out. The DCCs embark on proactive activities such as dissemination of information on natural disasters and disaster preparedness.

The Office of Civil Defence (OCD) acts as the operations centre and secretariat of the NDCC and the regional DCC. At the local level, the local chief executive heads (governor, municipal/city mayor, *barangay* captain) manage the DCCs.

¹¹ A *barangay* is the smallest administrative division in the Philippines and is the native Filipino term for a village, district or ward.

Figure 1.2: Organizational structure of DRM



Source: Jose 2006

1.4 Challenges for the disaster risk management framework

A snapshot of the overall state of the DRM institutional set-up and implementation in the context of the 2006 Typhoon Milenyo is provided by Jose (2006). Her findings are summarised in Table 1.1.

Table 1.1: A review of the Philippines' DRM institutional set-up as extracted from Jose 2006

Phases	Strengths	Areas for improvement	Recommendations
Pre-disaster	<ul style="list-style-type: none"> ➤ An improved early warning system capacity (PAGASA) ➤ Disaster preparedness at the local level 	<ul style="list-style-type: none"> ➤ Implementation of regulatory measures such as zoning ordinances and building code 	<p><i>Structural</i></p> <ul style="list-style-type: none"> ➤ Service providers should be required to set up back-up facilities to ensure operation of communication facilities in the event of a similar disaster that affects electricity ➤ Developers may consider underground power and telephone cables in new towns/communities, especially in financial and commercial areas, to reduce losses to the economy <p>➤</p> <p><i>Non-structural</i></p> <ul style="list-style-type: none"> ➤ Raise awareness of communities, not only of their role in prevention of disasters and emergency response, but also in post-disaster activities

Phases	Strengths	Areas for improvement	Recommendations
			<ul style="list-style-type: none"> ➤ Structures that pose possible danger to the public should be checked for compliance with building codes ➤ Land use standards and zoning ordinances must be reviewed to prevent/mitigate disaster effects. These standards should be incorporated into plans and project designs ➤ The NDCC and the subnational DCCs may consider creating working groups to take a look at comprehensive assessment of damage, put together a rehabilitation plan, source funds, facilitate project implementation / address bottlenecks and monitor progress. This will strengthen post-disaster capacity of the government ➤ Innovative mechanisms for risk transfer must be developed. The poor cannot tap the formal insurance industry because of the cost involved and their lack of capacity in completing paperwork. Small-scale insurance mechanisms similar to micro-credit (Grameen Bank) could possibly address this.
Response	<ul style="list-style-type: none"> ➤ Strong leadership of and co-ordination among the NDCC (<i>also from Pre- and Post-disaster phases</i>) ➤ Resource mobilisation for emergency assistance 	<ul style="list-style-type: none"> ➤ Damage assessment and reporting ➤ Insufficient calamity funds to respond to emergency needs 	
Post-disaster		Co-ordination of post-disaster activities	
All phases	Involvement of the media, Philippine National Red Cross and other private organisations (cuts across all phases)		

Other observers also consider the Philippine institutional set-up for disaster management to be reactive, focusing more on disaster response than being proactive or preventive. The emphasis is on short-term, post-disaster relief and preparedness (forecasting, evacuation planning, etc.), rather than on the strategic option of mitigation or post-disaster support, such as reconstruction and economic recovery and livelihood regeneration. Such a myopic take on the subject fails to view natural hazards as potential obstacles to achieving poverty reduction and sustainable development (World Bank, 2005).

The legal, policy and administrative framework for DRM provides the developmental context within which the HPFPI and its support institutions (PACSII, VMSDFI, etc., see Annex A) operate. Of note are the following key observations and recommendations made by experienced HPFPI leaders, PACSII and the affected communities¹²: There is a need to a) focus on strategic measures for disaster mitigation and post-disaster reconstruction and economic recovery; b) increase the awareness, involvement and capacities of communities to drive their own disaster interventions (pre- and post-disaster phases); c) maximize the use of hazard risk assessments and geo-hazard maps to inform communities to be able to plan, implement, monitor and evaluate their disaster management plans; and d) emphasize enforcement of land, structure, geo-hazard assessments and housing codes/regulations, as these affect HPFPI's current disaster intervention efforts. We discuss these issues in the following sections.

2 The HPFPI and its work on disasters

The Homeless People's Federation Philippines, Inc. (HPFPI) is a social movement that mobilises and builds the capacities of low-income communities living in high-risk areas. It helps them to realise their needs and aspirations for secure tenure, decent housing, more humane relocation, basic services provision and livelihoods through savings and other community-led processes. This mission is rooted in the HPFPI's belief in and promotion of men's and women's innate right to a dignified life (an adequate standard of living and of housing). This mission takes on a deeper and more encompassing dimension in the context of the Philippines as a developing country with a high disaster profile. The July 10, 2000 rain-induced trash slide in Payatas, Quezon City (see below) sparked the HPFPI's focus on a community-based disaster-intervention process (see Annex A for a description of HPFPI's evolution). Through this process, affected communities are organized, trained and mobilised to design, plan, implement, monitor and evaluate their own post-disaster development goals. The process also provides and nurtures the space for the affected communities to participate in their own development.

2.1 Programmes, structure and funding¹³

2.1.1 Programmes

The HPFP was launched as a social movement and network of urban poor associations in 1998. It has evolved from a microfinance-based framework to a savings and loan group that caters to its daily needs, into a self-help network of low-income associations that uses savings to bridge their needs and the "aspirations gap"¹⁴ of secure tenure, housing, relocation, basic services and livelihood.

¹² Interviews and discussions with HPFPI, community key informants and Fr. Norberto L. Carcellar, C.M. of PACSII during August 2008.

¹³ Based on Swilling (2007) and the HPFPI brochure, version 2008.

¹⁴ This term was borrowed from Hasan, Arif, "The Changing nature of the informal sector in Karachi as a result of global restructuring and liberalization." Environment and Urbanization. Volume 14,

Today the HPFP implements a national programme involving the following activities:

- *Organisation and mobilisation of low-income communities in high-risk areas:* for these communities HPFP promotes and scales-up community-led processes for secure tenure, decent housing, relocation, basic services and disaster risk management. Activities under this programme range from community visits, consultations, community profiles and enumerations, orientations, hands-on training, learning exchanges, temporary/transitional housing construction, land acquisition, participatory site and housing design, planning, construction and management, engagements, advocacy and building learning networks of high-risk or disaster-affected communities.
- *City-wide action:* a move from a “micro” view of development to a multi-stakeholder environment that addresses secure tenure at the city scale. The existence of a multiplicity of different projects within a city makes this shift possible.
- *Information management:* community-managed enumerations build a comprehensive “database” of information about slum dwellers that can then inform urban planning and community-led development initiatives.
- *Forging and maintaining productive partnerships:* a wide range of partnerships has been established with government at the community, city-wide and national levels to ensure greater participation by the urban poor in policy formulation, city-wide planning, relocation policies and implementation plans, development finance, and *in situ* slum upgrading. The significance of this aspect of the programme is that the HPFPI does not regard engagement and negotiation with government as a sign of co-option, but as a means of building the capacity of leaders to understand what government is doing and to seek opportunities for making concrete improvements for their constituencies. This is different from most urban poor movements, which use opposition and protest to demand change without necessarily building up the capacity to participate in the implementation of these changes when their demands are met.
- *Policy advocacy:* as there are pro-poor legal frameworks in place, such as the *Urban Development and Housing Act (1992)*, *Local Government Code (LGC) of 1991*, and the *Comprehensive and Integrated Shelter Finance Act (1994)*, the HPFP believes that it is necessary to actively exploit the space that these frameworks provide for participation in governance in order to lobby for pro-poor policy frameworks at all levels of government.
- *Designing innovative strategies for scaling-up community-led slum upgrading city-wide:* this centres on a city-wide Urban Poor Development Fund (UPDF) to mobilise development funds for injecting into communities to match savings collected for investing in land, services and housing. To build up the case for a UPDF that both government and the private sector can eventually support, the HPFPI has started to raise funds to pilot slum upgrading and relocation projects that demonstrate what can be achieved.

- *Building alliances for learning communities:* lessons learnt from project implementation are documented, along with key disciplines, processes and procedures, such as the rather remarkable document *Manual on Fund Accounting System*, which describes in minute detail exactly how the savings and loans systems should work.

The common thread running through all six of these components of the national programme is the need to build substantial capacity at all levels of the HPFP and within the Philippine Action for Community-led Shelter Initiatives, Inc. (PACSII).¹⁵ In particular, this will entail investing resources in specialist skills, such as financial management, policy development, and the technical dimensions of housing and infrastructure construction (engineering, planning, architecture, etc.).

2.1.2 Organisation and structure¹⁶

HPFPI's organisational structure is rooted in the savings and housing groups. These groups collect the savings and implement their own community upgrading. The community-based Area Resource Centres (ARCs) or their satellites are the building blocks of the structure. They receive the savings collected by the community. They also maintain records and manage savings and loan activities. These units are linked together regionally through the regional offices (ROs), which consolidate financial reports and provide technical support for different aspects of HPFPI's work, mainly savings, establishing financial management systems, land acquisition procedures, participation in local development councils and other forms of public sector engagement. The national office supports regional activities and co-ordinates tasks with a national scope, such as surveying high-risk and disaster-affected communities, learning activities, community exchanges, policy advocacy and guidance on monitoring. All these levels, from savings groups to the ARCs and the regional offices, are managed by community leaders. As of March 2009, the HPFPI had approximately 19,282 member households¹⁷ representing communities from 14 cities and 16 municipalities (see Annex A for the HPFPI's organisational chart).

2.1.3 Funding

Over the years various funding and donor partners have supported the HPFPI's community-led and savings framework through intermediation by the Vincentian Missionaries Social Development Foundation, Inc. (VMSDFI) or PACSII. These partners range from faith-based development agencies such as Misereor in Germany and Cordaid in the Netherlands; multilateral institutions, such as the World Bank/Cities Alliance (WB/CA) and the Asian Development Bank/Japan Fund for Poverty Reduction (ADB/JFPR); network partners, for example, the Slum/Shack Dwellers International (SDI) and the Asian Coalition for Housing Rights (ACHR); and other institutions like the Latin American, Asian and African Social Housing Service (SELAVIP), Homeless International (HI), the International Institute for Environment and Development (IIED), the Opus Group, and lately the People of the State of Jersey-Jersey Overseas Aid. The major goals supported by these funding partners are: a) to improve the living conditions of the urban poor in the Philippines, and assist in their struggles for land tenure and basic services; b) to reduce poverty through urban slum upgrading involving active participation of target beneficiaries; c) to enable organisational

¹⁵ PACSII provides a wide range of support services to the HPFP, including professional advice, fundraising, logistics, training, learning exchanges, back-up during negotiations, and access to intermediaries in the media, government and funding circles (Swilling 2007).

¹⁶ HPFPI Brochure, 2008, and data from HPFPI as of March 2009

¹⁷ Each household has an average of 5 individual members

and institutional building of HPFPI so it can improve its support for the urban poor in their search for secure land tenure, decent shelter, relocation and risk management; d) to support the relocation of disaster affected families; and d) to provide temporary shelter/transitional housing for disaster-affected families.

3 Case studies

This section discusses the various experiences of the HPFPI in disaster intervention through cases that show the processes conducted, the hindering and enabling factors encountered, the strategies used and the lessons learned. Five cases are discussed:

1. The trashslide and flash floods in the Payatas dump, Quezon City (2000)
2. The landslide in *Barangay* Guinsaungon, St. Bernard, Southern Leyte (2006)
3. The typhoon-induced flash flood and the Mount Mayon *lahar* (mud) flow in the municipalities of Guinobatan, Camalig, and Daraga, Albay Province (2006)
4. The fire in *Barangay* Lower Tipolo (2007), and
5. The flash flood in Ilolilo City (2008).

3.1 Case 1: The Payatas trash slide¹⁸

"I was at my house on July 10, 2000, when, at around 8:00 in the morning, I heard a loud sound as if a helicopter crashed. I rushed to the door of our house to see heaps of garbage in front. The mountain of garbage adjacent to our house slid, instantly killing many people including my mother who went to help out a friend residing at the bottom part of the dump." Ana Ruby Candelaria, 22 years old, resident of Payatas Area B, Quezon city.

In late June-July 2000, heavy rains from typhoons *Ditang* and *Edeng* battered Metro Manila, especially the 30-hectare, 50-foot high Payatas Dumpsite in Quezon City. On July 10, 2000, rainwater caused the 50-foot slope to collapse like an avalanche of garbage, covering hundreds of shanties and families. The trashslide killed at least 288 people, and injured and displaced several hundreds of families. It also brought with it the environmental hazard of methane gas that burned bodies. Subsequent flash floods also affected the livelihoods and homes of low-income residents in the surrounding areas.

The evacuation centres, especially the one in Lupang Pangako, were filled to capacity as survivors of the trashslide and the flash floods took advantage of the continuous flow of relief goods. Cramped and without much privacy or adequate health and hygiene facilities, the spread of waterborne and other diseases were prevalent, resulting in the death of a child.

The city government was ill-equipped to respond to the disaster, focusing merely on the provision of relief goods, and lacking the capacity to provide relocation sites for the evacuees. The city mustered a plan to relocate approximately 300 families to Rizal Province, but eventually fell back on providing financial assistance under its Balik-Probinsya (return to the province) programme.

¹⁸ Based on: Andrea H. Trinidad and Cynthia D. Balana's article entitled *Payatas death toll rises XXX*, Friday July 14, 2000 at 11:40 PM, <http://archive.indymedia.be/news/2000/07/369.html>; Margaux Ortiz's, article entitled, *Payatas dump may be closed this year*, First Posted 03:29am (Mla time) 07/10/2007, http://newsinfo.inquirer.net/inquirerheadlines/metro/view_article.php?article_id=75735; study paper entitled *Sound Practice Series, the Payatas Dumpsite Conversion and Closure Program*, 2007; August 2, 2008 interview with Mrs. Ruby Haddad, and August 19 interview with Josie Cantoria.

The Payatas tragedy served as a startling reminder of the dire risks that low-income communities are willing to take by living in hazard-prone areas like dump sites just to eke out a daily living. The waste pickers earning a daily living on garbage residing along the surrounds of the dumpsite prior to, during, and even after the trash slide have been exposed to health risks, loss of life and loss of livelihood. These waste pickers have long been contributing to the development of the city by tackling its solid waste-management needs under high-risk conditions.

This experience also clearly shows the limitations of the city government in providing housing and urban services for its growing populace of poor urban dwellers. Quezon City has admitted its inability to relocate the waste picker families affected by the trash slide and flash floods and has sought help from the VMSDFI-HPFPI Payatas wastepickers' housing initiatives as a viable alternative.

3.1.1 HPFPI's response to the disaster: from relief to long-term resettlement¹⁹

Since 1991, the HPFPI had been implementing a mix of community-based development programmes (savings and loan schemes, secure tenure initiatives) and welfare programmes (health, child care, elderly and rehabilitation of children with disabilities) in Payatas with the pioneering efforts of the Vincentian Missionaries Social Development Foundation Inc. (VMSDFI). This laid the groundwork for the HPFP, its local community organisations, volunteer leaders and VMSDFI to assist in the relief efforts immediately after the July 10 trash slide.

On that morning, the news of the tragedy spread fast through the community. Among the first groups to arrive were volunteers from the savings-based community paramedics' programme. Other savings members also came to help comfort bereaved families as they waited for news of relatives and friends who were missing. In the days that followed, savings were used to provide food for affected families.

The death of their community members, the continuous risk to life brought about by another trashslide and the rash of flash floods, combined with the inhumane state of affairs in the evacuation centres that exposed the survivors to the harsh elements and disease, catalysed the HPFPI to shift interventions from relief into a longer term solution of resettlement, free from the hazards of the dump site where the evacuees earn a living.

This shift was in line with HPFPI's core mission to mobilise communities along savings-based self-help housing initiatives years before the disaster. Three projects were being implemented by HPFPI's local community organisations: (1) a 3-hectare off-site project in Brgy. San Isidro (Montalban) purchased and being developed by the Payatas Scavengers Homeowners' association, Inc. (PSHAI) to accommodate around 300 member families threatened by eviction due to conflicting claims over the land they occupied; (2) a 2-hectare property in Brgy. Bagong Silangan (Quezon City) donated to the Vincentians for social housing initiatives; and (3) a 3.5-hectare on-site people-initiated project in Golden Shower, Payatas (2 km from the dumpsite). The latter is part of an integrated pilot slum-upgrading project involving the Philippine Government, Asian Development Bank, VMSDFI, HPFP and Golden Shower HOA Inc. (GSHAI). To address the immediate needs of the Payatas

¹⁹ Based on Vincentian Missionaries Social Development Foundation Inc.'s (VMSDFI) paper *Documentation Report on Resettlement of Payatas Displaced Families* (target 100 families from danger zones along Payatas Dumpsite), undated (after 2002); Philippine Action for Community-led Shelter Initiatives Inc.; and (PACSII) documentation entitled, *Bagong Silangan Socialized Housing Project (2006)*.

trashslide and flash flood survivors, the HPFPI, VMSDFI, and the local community organisations working on these projects decided to offer these sites for permanent relocation by evacuees who were willing to comply with the requirements to voluntarily dismantle their homes/structures in the danger areas of the dumpsite.

The HPFPI and its local communities set up a Resettlement Action Committee (RAC) to implement the voluntary transfer of the affected families to the three project sites. The RAC involved the affected families in formulating screening criteria, entry requirements, transfer conditions, restrictive conditions and financial schemes (to build capacities to pay) for the voluntary resettlement. Enumeration surveys conducted by the RAC and the affected families themselves generated a functional database to help with the monitoring, action planning and preparation processes. Also using family profiling, the community helped to identify the most needy and vulnerable families through home visits and semi-structured interviews. Consultation meetings, orientations, feedback sessions, discussions of proposed alternatives, actual site visits and exposure to the HPFPI communities' implementing self-help initiatives in these relocation sites were all instrumental in the process of resettlement. The affected communities were also encouraged to outline their needs and plans in negotiations with Quezon City in terms of its support and counterpart resources in the HPFPI relocation and post-relocation phases. Affected families were to gain entitlements to the relocation sites upon fulfilling the screening guidelines and requirements, joining the organized homeowners' association and agreeing to regularly save for housing.²⁰

Determined and competent leaders of the Payatas waste-pickers associations trained and formed by HPFPI and VMSDFI quickly developed a coherent response. They conducted enumerations of their co-survivors, organized a negotiating team, and sought an audience with then Housing and Urban Development Coordinating Council (HUDCC) Chair, Leonora V. De Jesus, to ask for slots in the national government relocation sites of Kasiglahan and suburban villages in Montalban, Rizal Province. After months of negotiations and collaboration between Quezon City, the wastepickers and the National Housing Authority (NHA), 396 Payatas families were relocated in Kasiglahan Village and 172 families in the suburban villages. However, the relocated families still faced pressing post-disaster recovery demands, such as the pursuit of more stable incomes, meeting the costs of transportation from Montalban to the Payatas dumpsite, water and electricity, and the payment to the rent-to-own scheme housing acquisition. Therefore, the HPFPI and their waste-picking communities expanded their community-based programmes and formed functioning, local core groups in the relocation sites.

3.1.2 Lessons learned²¹

In the course of its work in socially preparing, mobilizing, documenting, screening, and relocating the trash-slide and flash-flood evacuees, the HPFPI encountered both hindering and facilitating factors (Table 3.1).

²⁰ The HPFP also included the condition that beneficiaries needed to dismantle the houses, and the obligation to save or pay for a downpayment of P3000 for the housing unit, a one-off membership fee of P100; a monthly Urban Poor Development Fund contribution of P50; and compulsory savings of P25 -P250, contractual savings of P250 a month for five years after the first year (Marin 2005).

²¹ Based on interviews with Ms Ruby Haddad (August 2 and 21, 2008), Jocelyn Cantoria (August 18, 2008), the leaders of the Bagong Silangan Relocation Site (August 21, 2008), and with Ms Ana Ruby Candelaria, Mr Ernesto Eribe, Lucy Jerusalem, and Ms Marlene of Payatas Area B (August 21, 2008).

Table 3.1: Hindering and facilitating factors

Hindering	Facilitating
<p>Difficulty for evacuees and even some of the relocatees to shift mindset from dependence on relief, hand-outs, and a focus on short-term goals to one of self reliance and orientation to longer-term goals of housing and basic services.</p> <p>Inability of the local government unit to provide temporary or permanent relocation.</p> <p>Difficulty for evacuees and relocatees in complying with the documentary requirements (birth certificates and identification cards).</p> <p>Reluctance of the relocatees to comply with the condition of voluntarily dismantling structures in the hazard-prone dumpsite.</p> <p>The stringent regulations and requirements for land and housing construction (e.g. agricultural land conversion clearances, building permits, fees and taxes).</p> <p>Lack of financial resources to support the transfer / relocation efforts of the relocatees to the alternative sites.</p> <p>Uncertainty about the final terms and conditions of the payments for the housing units pending the final determination of the cost per housing unit in the Bagong Silangan relocation site. This is being used by the relocatees to justify their refusal to put up savings as a condition of maintaining entitlements therein.</p>	<p>Presence of support mechanisms and groups of volunteers within Payatas, from both the existing HPFPI and VMSDFI-initiated community-based programmes and communities.</p> <p>Presence of existing community-initiated land and housing initiatives that served as alternative sites for Payatas disaster survivors' relocation.</p> <p>Presence of existing VMSDFI volunteer housing initiative in nearby Bagong Silangan, Quezon City, which was converted to serve as the main relocation site for the Payatas danger zone and flash-flood survivors.</p> <p>Determined and competent leaders of the HPFPI and good links with the Housing and Urban Development Coordinating Council (HUDCC) that negotiated the relocation of 568 families directly affected by the trash-slide to two national government relocation and housing sites.</p> <p>Comprehensive community organising and mobilisation tools like prepared community socio-eco survey/profiling forms, organisational development and savings orientations, learning exchanges, exposure and site visits/trips to alternative relocation sites in combination with determined competent volunteer leaders from the HPFPI and VMSDFI community-based programmes.</p>

Of the hindering factors listed in Table 3.1., the most problematic were the fixed mindsets focused on hand-outs, and shifting towards an approach based on self-reliance. Also challenging was the refusal by some relocation applicants to dismantle their structures located in the danger zone. The rest of this section looks at some key strategies and lessons learnt in the Payatas experience.

The versatile role of community savings

The Payatas trashslide and the flash floods that followed served as a litmus test of how the then newly-organized and launched HPFPI would respond to a major disaster. As already mentioned, the first responders to the Payatas disaster were the volunteers from the savings groups, communities and the VMSDFI community-based programmes. These volunteers first tended to the survivors, who were also from their savings groups, listened to their narration of the event, shared their grief and ministered to their physical and emotional needs. As HPFPI and VMSDFI were organized within the Payatas area, they naturally became the nexus of relief operations, both from their own savings and in co-ordination with

official government relief provision. It was feared that the tragedy would have a negative impact on the savings programme. However, according to research conducted by the John Carrol Institute for Church and Social Issues (JCICSI) of the Ateneo de Manila University, savings rose to record levels as the community realised the value of the programme. This event in fact resulted in an expansion of the savings programme as new savings groups were organized.²² These events illustrate two of the multiple facets of community savings in the context of disasters: (i) as a source of immediate relief provision in terms of food, water, clothing, and medicines, and (ii) as a tool to foster social cohesion and a sense of community among the Payatas folk.

Subsequently, savings took on added dimensions. Jocelyn Cantoria, a leader of the HPFPI and a trashslide survivor, states that, "Savings have played three distinct roles, namely, a) providing the means of acquiring permanent relocation by being a condition for qualification for entry in the Bagong Silangan and other sites; b) facilitating the payment of the lot or rental thereof; and c) obtaining loans for livelihood in the site".²³

From short-term relief to long-term post-disaster relocation options

Ruby Haddad, a leader of the HPFP and a resident of Payatas, states, "What is noticeable before the trashslide is our inadequate knowledge and skill on how to process and implement post-disaster relocation. The trashslide has given us the hands-on laboratory and experience on how to implement relocation" (see Box 3.1).

In the absence of local government relocation sites, coupled with the high risks facing dump residents, the HPFP and VMSDFI decided to shift gears from a predominately short term, relief mode into one with more strategic implications, like relocation. This shift was in line with HPFP's overall thrust to organize and mobilise low-income communities towards community-led secure tenure, housing and relocation initiatives. This shift entailed using various organisational and mobilising methods which the HPFP has adopted and developed from its various international exchanges with the SDI and ACHR networks (see Annex A). These methods involved the conduct of community socio-economic surveys, face-to-face community consultations, hands-on and conceptual training, leadership formation, and peer-to-peer horizontal exchanges.

Community profiling and socio-economic surveys as a core HPFPI organising and mobilising tool for high-risk communities

The government tally of casualties from the July 10, 2000 trash slide reached 288. Yet survivors know that countless more died but were unaccounted for. The stark absence of updated and comprehensive community profiles and tallies as to who were the actual waste pickers on site during the trashslide has led to much difficulty in completing a full damage assessment. This has also resulted in confusion and difficulty in verifying who, among the hundreds of families packed in the evacuation centres, are authentic disaster victims and thus entitled to relief and assistance. HPFPI discussions²⁴ on data gathering through the community surveys reveal four lessons about the process: a) It promotes social visibility of the phenomenon of marginality (the fact of being counted and thus asserting citizenship); b) it fosters the political capability of the communities (people's participation in governance); c)

²² Based on Yu, Sandra, *Documentation of the Experience of the Homeless People's Federation of the Philippines for the Cities Alliance Project on Pro Poor Slum Upgrading Frameworks*, 1st draft, July 2002.

²³ Based on an interview with Josie Cantoria, August 18, 19, 2008.

²⁴ HPFP-NCR-N (Risk and Resettlement Cluster), *Discussion on Data-Gathering Processes*, undated

it focuses on vulnerability and works towards better livelihoods (identification and assessment of needs of the vulnerable groups); and finally d) it emphasizes communities' eligibility and legitimacy (in terms of entitlements, compensation and socio-economic costs). Hence, the Payatas tragedy highlighted the need to conduct community self-profiling and enumerations to fill the gaps in accuracy of data as well as the social, political and eligibility aspects of communities.

The crucial role of organized communities in providing support, governance and negotiating capabilities for post-disaster interventions

The support of the HPFP and VMSDFI communities and leaders, in combination with the co-operation of the newly-organized communities of disaster-affected families, helped mobilise substantial relief and medical and psycho-social assistance. It also stimulated the provision of government and community-initiated relocation.

Box 3.1: Ruby Haddad's reflections on the Patayas experience

As a leader of the HPFPI and a resident of Payatas, Ruby had the following thoughts:

On the need for community profiles and data:

"We realised that there were no actual data on the affected families. From then on, we decided that there was a need to conduct community enumerations along the dump site. After the trashslide, we observed that there were still many families along the dump site that were affected, not only by the trash slide but also the flash floods that occurred because of the garbage blocking the waterways.

"Community data are crucial; there is a need to raise awareness and understanding of the existing risks and vulnerabilities and having the collective action to address the hazard vulnerability (methane gas leakage, floods, etc.) later on in terms of livelihoods after the closure of the operations."

On communities taking on the relocation process:

"Our major realisation is that once given a space to participate in the process of development, survivor communities will take up the reins and drive the process on their own, such as conducting enumeration surveys, validating their peers and ensuring follow-ups of the requirements for relocation.

"What the Payatas experience has taught us is to really involve the affected communities and for them to act on their own post-disaster relocation/reconstruction. That way, the processes from planning, decision-making and implementation are owned by the communities. There were limitations in the way the HPFP handled the Bagong Silangan relocation since there were already preconditions and requirements that hampered the full participation of the relocatees.

"There has to be a shift in the sense that the affected families should be the one driving the entire process, with the HPFPI no longer taking an active role in the relocation but instead taking an enabling or facilitative role."

Cont over

On strategies to promote savings and the thrust towards relocation from the Payatas dumpsite:

“The best promoters of HPFPI’s community-led disaster interventions are the enlightened leaders of organized affected communities themselves. The tasks of orienting and motivating other disaster-affected communities are more effective when done by these leaders who were affected by disasters, since the statements come from real experience. A further addition to this strategy is the conduct of disaster community exposure visits to the Bagong Silangan and other disaster relocation sites to provide concrete examples of the possibilities people can achieve.”

On the timing of the HPFPI intervention on post-disaster relocation and rehabilitation and shifting mindsets from dependence on dole-out to self reliance:

One emerging strategy is for the HPFPI to time its organising and mobilising interventions for post-disaster relocation until after the immediate relief phase has passed.

Usually due to the influx of relief aid in the first phase of the post-disaster event, it is really hard for the HPFPI to discuss community organising and mobilisation for longer, more strategic actions. The challenge is to look for receptive communities and leaders, and orient them using other disaster-affected HPFPI leaders. One’s creativity is challenged during these times since we do not have physical relief goods to provide; instead we focus on an organising and social mobilisation framework that involves the people themselves.

On the role of organisational development (OD) training:

OD orientation also helped the communities get more organized and deepens their understanding that decision-making and community governance is a collective undertaking and not one to be left to the officials.

3.2 Case 2: Landslide in Barangay Guinsaugon²⁵

At 10:36am on Feb 17, 2006, a landslide hit *Barangay* Guinsaugon, St Bernard, and Southern Leyte, possibly triggered by an earthquake with a magnitude of 2.6 which occurred at the same time.²⁶ Within a few minutes the entire *barangay* was buried by landslide materials and the mud and water spurting out from the detached slope. Approximately 3 million cubic metres of debris were displaced by the slide (mostly mud, boulders and angular fragments of highly weathered volcanic rock).

Situated in the eastern part of Visayas Region, the municipality of St Bernard is largely rural, with farming and fishing the main source of livelihood for local people. Basic social services such as hospital care and secondary education are only available in the town. Power and water supply is being commercialised, while there is a hydro-electric plant in remote areas.

²⁵ Based on the *HPFPI Documentation of the Visit to Guinsaugon, St. Bernard, Southern Leyte March 8-14, 2006; HPFP Report on the Provision of Temporary Shelter for Mudslide Survivors, St. Bernard, Southern Leyte, November 2006, Report 93, Slum Dwellers International website; and Go, (2007), Institutional Challenges of the Philippines in Disaster Risk Management: Case of Southern Leyte Landslides, Department of the Interior and Local Government (DILG).*

²⁶ Cracks along the slope of the land mass were already evident before the event. The explosion reportedly heard by people at the time may have been caused by the detachment of the debris from the slope of the land mass.

Of the municipality's 30 *barangays*, eight were affected by the landslide, which covered 323 hectares of land. Brgy Guinsaugon was declared "ground zero" by the Mines and Geophysical Bureau (MGB), since its entire populace of 1,857 (375 households) suffered the most impact. Taking into account the other seven *barangays*, a total of 3,850 families or 18,862 people were affected, with 1,014 families or 3,742 people displaced. A school was buried and 246 students and 7 teachers buried alive. 154 individuals were reported dead (57 identified, 82 unidentified and 15 fragmented bodies), while 968 people were reported missing. A total of 3,272 people moved into evacuation centres. The estimated cost of damage to property amounted to P114.800 (USD \$2.442) million; to infrastructure P92.200 (USD \$1.961) million; and to agriculture P22.600 (USD \$0.480) million.

Initially, five evacuation centres were provided by the Municipality of St. Bernard. The religious sectors Iglesia ni Kristo and United Church for Christ of the Phils. catered exclusively to their members. Eventually, the evacuees were merged into three evacuation centres, particularly Cristo Rey Regional High School (exclusively for Guinsaugon residents), St. Bernard Central School (3 *barangays*) and Catmon Elementary School (4 *barangays*). Makeshift classrooms were constructed within the school compounds.

With the influx of evacuees, the evacuation centres were fully used, with a minimum of 20 families per classroom. Adverse living conditions in the evacuation centres have resulted in ailments among the children such as sore eyes, fever, flu and coughs. Medical assistance and supply of medicines were provided by relief-oriented NGOs. A portable toilet (portalet) was provided by the LGU, yet there is still a need to construct additional comfort rooms and ample water supply to sanitise the area. Purified drinking water was limited, as was electric power.

Aside from LGU-managed relief assistance, the Parish Social Action Centre (PSAC) also distributed relief goods, especially to the neglected communities/families. Many of the relief goods and services concentrated on the directly-affected families of Guinsaugon, with indirectly-affected *barangays* having limited access to such services.

3.2.1 HPFPI's response

In line with its thrust to organize and mobilise high-risk and disaster-affected communities, the Homeless People's Federation Philippines, Inc. used the following strategies in its post-disaster relocation and reconstruction interventions in the Guinsaugon landslide:

- Direct organising and mobilisation with the affected communities themselves and involving their active participation from the start, particularly in the construction and management of temporary housing and the formulation of beneficiary criteria for the temporary housing
- Rather than short-term relief, the HPFPI's clear focus of intervention was to address the need for better, more permanent relocation away from the cramped and unhealthy confines of the classrooms
- Combination of community, *barangay* and municipal LGU learning exchanges and training on OD, temporary housing, technical orientations, savings, etc. with HPFPI, the Iloilo Urban Poor Network, PACSII and the City of Iloilo
- Working and co-ordinating with the MDCC structure, with clear-cut tasks for social preparation for relocation.

Two school premises were chosen to site the temporary shelters on the grounds that the school properties have secure land tenure and that institutional arrangements would be easy to facilitate. Initially, only 100 housing units were planned; however, as a result of the communities' creativity in housing design and lay-out, an additional three units were accommodated.

With technical support from HPFPI, 20-square-metre (4m x 5m) rowhouse-type structures were constructed by the beneficiaries themselves (Table 3.2).

People's participation was visible throughout the process, starting from the formulation of criteria for beneficiary selection (Box 3.2), housing design and construction of the temporary shelters. During construction, qualifying families provided voluntary labour as their contribution. A minimum of 15 members per community, including the beneficiaries, volunteered, with an average of eight members working everyday until all units were completed. Men and women alike, regardless of age, demonstrated enthusiasm and co-operation during the construction stage. For each project, a skilled member of the community was identified to work as foreman, providing technical assistance, particularly in carpentry work.

Box 3.2: Prioritizing the beneficiaries

The HPFP assisted the affected communities to formulate criteria for selecting the beneficiaries of the temporary housing. Although in principle all families could be considered to be vulnerable and in need of housing following the disaster, the communities unselfishly prioritised families who were either very poor, with many children, the elderly, or those whose tents needed to be removed from the construction site. Those selected acted not merely as beneficiaries, but as active participants in this housing initiative by volunteering themselves in the construction process in any way they could. Many of the elderly and the older children, given their vulnerability, helped by minding the children of volunteer parents, so that the latter could fully concentrate on either construction-related or auxiliary tasks, such as preparing food for workers.

The physically demanding aspects of construction work, such as carpentry, masonry, and purchase of materials were mostly carried out by the men. On the other hand, the women helped out in auxiliary tasks, such as preparing food for the volunteers, securing their belongings and minding their children as they worked, and assisting men in the lighter aspects of construction work, if needed.

Each unit was built with concrete foundations, with 2-foot columns extending just above the ground. The rest of the structure was made of light materials, with coco lumber used for framing, plywood for walling, nipa leaves for roofing and bamboo for flooring. The beneficiaries' involvement was not limited to construction; they were expected to play an active role in the maintenance of the units until the need for permanent housing is addressed.

The HPFPI acknowledges the co-operation of the local government of St Bernard in the process of implementing this initiative. Close co-ordination through regular communication with the local government was maintained so as to fully and appropriately respond to the needs of the evacuees. The project was implemented over a period of almost four months (August-November 2006).

Prior to housing construction, social preparation and community organising of the affected communities were facilitated by HPFPI in order to prepare them for more challenging tasks. Table 3.2 shows what proportion of evacuees benefitted from the temporary housing

compared with the total number of evacuees from four *barangays* (later organized into homeowner associations or HOAs).

Table 3.2: Beneficiaries of temporary housing ²⁷

Homeowners' Association (HOA) Name	Total no. of families	Total population	No. of families benefitting	Females	Males	Total no. of individuals benefitting
Ayahag Homeless HOA	225	521	25	36	58	94
Sug-angon Homeless HOA	92	372	26	54	60	114
Hinabian Homeless HOA	92	516	30	107	118	225
Magatas Homeless HOA	92	153	21	54	56	110
TOTAL	501	1562	251	251	292	543

Aside from temporary housing, medicines were also provided by the Vincentian Missionaries Social Development Foundation through the HPFPI. This was in response to post-disaster problems affecting mostly children and the elderly, who were most vulnerable to illnesses as a result of the uninhabitable living conditions in classrooms and tents. Medical professionals from the Municipal Health Office conducted regular check-ups in the area, ensuring that health conditions, particularly those of the vulnerable groups, did not deteriorate. The tremendous improvement in the level of comfort brought about by temporary housing has had a significant effect on the health condition of the group. The design of and the materials used for the temporary shelters, which allowed for better ventilation and larger floor area/space, contributed to the improved health and sanitation conditions of the people. This has led to an evident reduction in the occurrence of illnesses, particularly in vulnerable groups. The proximity of the temporary housing sites to the schools proved to be beneficial to the school-going children.

Collaborative efforts with the local authorities, NGOs and commercial groups

With the sustained efforts in local governance engagements through the Municipal Disaster Coordinating Council (MDCC) and inter LGU-NGO meetings, the HPFPI was able to establish a good rapport and eventually gained the trust of local authorities, while simultaneously attempting to explore avenues for future collaboration with other NGOs and the private sector. The local authorities had been accommodating and supportive of the needs of the HPFPI throughout the planning and implementation processes of temporary shelter provision.

The Municipal Planning and Development Officer (MPDO) assisted the HPFPI in identifying suitable public land and safe sites for temporary housing. The principals of the schools were equally co-operative and suggested which areas of the school property could be used for temporary housing. Likewise, the Municipal Health Officer helped the communities decide on temporary sites from a health point of view. The Municipal Mayor, being the MDCC head, facilitated speedy co-ordination mechanisms to fully respond to the communities' immediate needs. Meanwhile, politicians extended their support to the HPFPI by encouraging the affected families to volunteer in the temporary shelter process.

²⁷ SDI Report : 93, Report on the Provision of Temporary Shelter for Mudslide Survivors, St. Bernard, Southern Leyte, Slum Dwellers International (SDI), HPFPI (November 2006)

Local government's contribution was the delivery of basic social services to the affected communities, with support from NGOs' relief operations. This included the provision of basic necessities such as food, water, and power/electrification. Further, the local authorities provided landfill materials to raise the ground level of low-lying and flood-prone portions of the temporary housing site. A public transport vehicle was also provided to the HPFPI by the *barangay* officials.

The Federation became the channel of communication between the grassroots level and the higher structures through the MDCC and the Pre- and Post-relocation Management Committee in particular.

HPFPI's active involvement on two levels, both community and LGU, was a contributing factor to speeding up the implementation process of temporary shelter provision, notwithstanding the considerable time devoted to organising the affected communities prior to project implementation.

HPFPI gained valuable experience and learning in the process of undertaking the following activities:

- Community survey of the affected families. Absence of official data on the affected families prompted the HPFP to gather baseline information in every room occupied in the evacuation centres. Room leaders, mostly mothers, were trained by the volunteer leaders from the HPFP (Visayas section). The first survey was conducted in Catmon Elementary School a few weeks after the calamity and a follow-up survey was done recently, showing an increase in the number of affected families per community
- Learning exposure on social preparation and resettlement processes. HPFPI-Iloilo hosted a three-day horizontal exchange on social preparation and resettlement procedures for the community leaders and local government officials of St Bernard (a total of 65 people). Community visits, interaction with the relocatees and personnel from the Iloilo City Urban Poor Affairs Office (ICUPAO) were all beneficial for the reconstruction process in St Bernard. Those involved from the LGU group recognised the importance of community associations in rebuilding a community and the value of savings for repayment schemes

Provision of technical support to community associations. Significant input from the horizontal exchanges was implemented by the community leaders. The HPFPI assisted seven affected communities to form homeowners' associations (HOAs) at the *barangay* level through organisational development, legal registration of the HOAs and drafting memoranda of understanding for temporary shelter provision among the LGU, schools and communities as the major stakeholders. Also, technical input on housing design and layout for temporary shelter was extended to these communities by an architect from HPFP-Iloilo. These community associations have federated themselves at the municipal level.

- Financial capacity-building through community savings. Community leaders from HPFPI-Central Visayas explained the savings programme to interested communities. The introduction of various savings schemes has given the affected communities options over which kind of savings schemes to choose depending on their needs. So far, three communities (Brgys Atuyan, Ayahag and Sug-angon) have initiated the land savings schemes. Technologies such as proper recording and safekeeping of

people's savings are being shared and maintained by these communities for fund transparency and accountability.

3.2.2 Lessons learned²⁸

The HPFPI's initiative has not only benefited the communities, but also the local government officials and other support organisations assisting the affected communities. The local government officials recognised the importance of the HPFPI's initiative to provide temporary housing, because it tremendously improved the quality of "temporary" living conditions of the affected communities while the longer-term permanent housing was being prepared. At the same time, the process of providing temporary housing has become a learning tool for other NGOs in the locality. It also served as the testing ground for HPFPI's capacity in managing this housing initiative. It has enhanced its capacity to organize affected communities hit by the disaster; strengthening these organisations has made them fully aware of their conditions and able to respond accordingly.

The process is expected to contribute to the institutionalisation of temporary housing in resettlement policies in the long term.

Table 3.3: Hindering and facilitating factors

Hindering	Facilitating
The distances and the fact that the affected communities are not members of the HPFPI entailed a more comprehensive set of interventions than in Payatas.	The availability of survey forms and experienced and committed HPFP leaders who assisted in the orientation and conduct of socio-economic surveys in co-ordination with beneficiary volunteers.
The lack of community and <i>barangay</i> profiles on which to base the damage assessments and to target relief to the genuinely affected families.	The funding and institutional support from HPFPI, PACSII and donors for the initiatives, including temporary housing.
The entry of other players and NGOs that were more focused on shorter term relief efforts and critical of HPFP's longer-term organising stance.	Pledges by the municipality and other agencies to provide temporary housing, combined with the Mines and Geosciences Bureau's (MGB) declaration that several <i>barangays</i> were unsuitable for settlement due to the high probability of landslides and flooding, both contributed to the faster processing of the organized communities as Homeowners' Associations with the HLURB.
The travel distance from the area of operations to Tacloban, where most of the government offices such as the Housing Land Use Regulatory Board (HLURB) are located.	Good linkages and relationship with the mayor and the MDCC.
The hand-out mentality of the affected communities, which made orientation towards more	Co-operative national government agencies such as the Department of Social Welfare and Development and the Department of Education, which allowed the school grounds to be used as sites for the 2 temporary housing projects.

²⁸ Based on an interview with Leopoldo Chavez, HPFP Central Visayas Coordinator (August 16, 2008).

<p>strategic options difficult.</p> <p>The lack of logistical requirements such as transportation (e.g. motorcycles), especially in areas without communication lines and cellphone signals.</p>	<p>Learning exchanges involving the communities and the government in Iloilo City.</p> <p>Technical support for the design, construction and management of the temporary housing by the community.</p>
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Organising and mobilising on a wider scale

The Guinsaungon experience was HPFPI's second disaster experience and allowed it to test its capacities in organising and mobilising in a large multi-*barangay* and totally non-HPFP community-affiliated context. Unlike the Payatas experience, where a substantial number of the affected families were already affiliated to HPFPI and VMSDFI, the Guinsaungon intervention required a more comprehensive set of organising schemes and strategies. Moreover, the situation involved the organisation, registration and nurturing of multiple homeowners' associations that have immediately scaled up into a municipal-wide Federation of homeowners' associations.

Building the knowledge and skills base around temporary housing as an initial strategy for post-disaster relocation and reconstruction

Community and LGU learning exchanges and technical input were effective for organisational and capacity-building, as well as for networking and collaboration. The learning exchanges involving the *barangays* and municipal government of St Bernard, the HPFPI, PACSII, ICUPN and City of Iloilo through its Iloilo City Urban Poor Affairs Office (ICUPAO), and the affected communities not only enhanced technical capacities but forged a deeper recognition and opportunities for continued collaboration among the participants. There has been a marked improvement in the way the homeowners' associations and the municipal Federations relate and deal with the municipality in the temporary housing development context.

Box 3.3 contains some reflections by one of the key people involved.

Box 3.3: Reflections on the Guinsaungon experience by Leopoldo Chavez, HPFPI Central Visayas Coordinator

On the need for community profiles and surveys

In Guinsaungon we found out there were no existing community profiles on which to base damage assessments and the provision of relief and relocation assistance. It got to the point that agencies like the DSWD and the municipal government became confused about who were the real disaster-affected families. The only information was an outdated *barangay* profile of Guinsaungon showing a total population of 1,070. Following our survey we found that there were more affected families than had previously been recorded.

From the start we interacted with the disaster victims: spent time, listened and discussed with them. The issue of the lack of official data and profiles on who are the real affected families was immediately evident.

Cont over

On the role of community and LGU learning exchanges

The learning exposures involved batches of affected communities, the LGU of St Bernard and the *barangays* along with the HPFPI, ICUPN and City of Iloilo. After a courtesy call on the Mayor of Iloilo, who showed his support for the exchange, we organized visits to relocation sites and presented a video on community upgrading of footbridges. Discussions on the processes and requirements of relocations followed, focusing on how actual communities organize and manage their associations and their relocation sites. Upon their return, the thrust of the affected communities was to form, register and manage their own associations.

Once registered, the communities have gained the legal right to govern themselves, enter into contracts and negotiate with government. The leaders eventually gained confidence and experience so that they were already facilitating and presiding over their associations. The HPFPI has now taken a supportive role and the communities have started driving their own processes. Also the exchanges/ exposures have resulted in the MDCC recognising HPFP and the communities as contributing and working partners.

On the local prioritisation

The affected communities and their associations spearheaded the formulation and drafting of beneficiary criteria for the 103 temporary units. What was interesting to know is that the group prioritised the vulnerable groups like elderly couples and multi-child families.

3.3 Case 3: Mount Mayon mudflow and floods²⁹

Successive typhoons ravaged the Bicol region in the last half of 2006: typhoons Milenyo (international name: Xangsane) on September 27, 2006 and Reming (international name: Durian) on November 30, 2006. Reming came in with a fury of more rains and stronger winds at 225 kilometres per hour and ravaged the houses and structures which had only just been repaired following typhoon Milenyo. It also triggered huge floods and mudslides that brought massive boulders crashing into dikes, roads and houses in several localities around Mount Mayon. The episode left more than 208 people dead and another 261 missing in the Bicol region alone. Mount Mayon, about 350 kilometres (217 miles) south-east of Manila, is an active volcano with an accumulation of ash and volcanic rock on its slopes. Because of this, the government has established a permanent 5-kilometre danger zone around the mountain and provided input to disaster management plans of local governments located in the vicinity.

3.3.1 HPFPI's response

The HPFPI decided to initiate steps to intervene and assist affected communities in Bicol right after the destruction caused by Reming in November 30, 2006. While several options were discussed by the national leadership, the approach decided upon was to obtain first-hand information of the extent of the disaster and formulate a plan based on the input the affected communities could provide.

On December 6, 2006, a three-member team of HPFPI leaders rushed to Albay Province for an area visit. The team visited six areas in four different municipalities and established contact with key informants from affected communities. The HPFPI leaders introduced community-led activities as an approach for setting up community structures and facilitating

²⁹ This is based on the HPFP document, *Reconstruction and Resettlement Update: Bicol Region June 4, 2007*, updated documents and August 18-21, 2008 interviews with key leaders in Bicol.

the achievement of long-term solutions. These community discussions involved organising the following activities and strategies:

- settlers' communities
- surveys of affected communities to gather accurate data
- institutional strengthening of community associations
- horizontal exchanges
- promotion of community savings.

Based on these discussions, HPFPI's national leadership decided to concentrate reconstruction efforts in three municipalities: Guinobatan, Camalig, and Daraga, all in the province of Albay. Factors considered were: a) the fact that these municipalities had several communities within the Mount Mayon danger zone; b) the presence of supportive local government officials, self-starting leaders and communities with express interest in the HPFP process; and c) the absence of sustained relief efforts by aid agencies and other organisations.

From February 8-16, 2007, Federation leaders met with different community representatives in the three municipalities in order to plan initial activities outlined in the roadmap that had been introduced during the previous visit. The group agreed that community members should decide how activities would be prioritised and who would participate. The Federation leaders also used the opportunity to provide information on savings, organisational development, community surveys, and the selection of community leaders, and to initiate house-modelling exercises. Communities used the opportunity to hold community elections and start organising settlers' groups. Schedules for horizontal exchanges were also finalised during this visit.

After the community elections, communities began to implement the agreed activities. Between March and April 2007, surveys were conducted by community volunteers in the three municipalities. These included families living in high-risk areas but not affected by the mudslide and floods following the typhoons, and those under threat of eviction along railway tracks in Guinobatan. In the different evacuation sites and communities visited by the Federation, communities also started to implement the savings programme with the arrival of the savings passbooks from Manila.

Three groups from Bicol participated in horizontal exchanges with communities in Quezon City and Rodriguez, Rizal. Participants from Bicol included both community and local government representatives from the three municipalities. Aside from introducing the Federation and its initiatives, particularly to local government representatives, the horizontal exchanges also gave community participants several pointers on community-led activities and processes related to land acquisition, housing construction, savings mobilisation, engagement with local government, and community strengthening. They were also able to get hands-on training on community savings procedures. In the realisation that communities are able to achieve results through their initiatives, participants returned to their communities with practical action plans that focused on engagement, community strengthening, resettlement and land acquisition, and savings promotion.

On April 23, 2007, the first regional meeting of the HPFPI in the Bicol Region was held at the HPFPI Regional Office in Camalig, Albay. The activity allowed leaders from the three municipalities to meet as one group and get to know one another. The meeting also provided them with the opportunity to update others on what they had already accomplished, share and learn how to solve the problems facing their respective communities, and formulate a unified plan of action. These included activities related to additional surveys of

communities in high-risk areas, community orientations on savings, identification of resettlement sites, supplementary organisational development inputs, and the registration of the newly-organized settlers' groups with the Securities and Exchange Commission (SEC).

3.3.2 Achievements: community initiatives and updates

With the formation of the active Bicol team from the three municipalities and its nurturing by the collective sharing of insights of activities, guided by enabling input from the two HPFP national leaders, the following achievements can be observed:

- The formation of a regional structure and selection of a council of leaders
- A survey of communities. Survey results have been consolidated, while two other communities have been identified as living in high-risk areas (in Brgy Gapo, Camalig and Brgy Quilikao in Daraga). The community surveys will provide the data necessary for the community to decide on the interventions
- Membership and savings initiatives: members totalled 1,147 as of September 2008, with a total savings of P852, 959
- Land acquisition. Communities in the three municipalities have been able to select and acquire their resettlement sites.

A summary of each community's land acquisition initiative is found in Tables 3.4 and 3.5.

Table 3.4: Land acquisition data

Municipality	Land data								
	Location	Name of HOA/ CA	Total land area (m ²)	Price per square metre (PHP)	Total cost of land (PHP)	Buildable area ¹ (m ²)	Number of lots (families benefited)	Lot size/ family (m ²)	Average cost per family (PHP) ²
Guinobatan	Sitio Magcasili, Brgy Mauraro	Saversville Homeowner Association Inc. (SHAI)	25,764 sqm	P 70/sqm	1,803,480	17,830 sqm	177 families	100	P 10,189
Camalig	Brgy Baligang	Camalig Flood Victim Homeowner Ass. Inc. (CAFLOVHAI)	14,233 sqm	P 35/sqm	P 500,000	9,963.1 sqm	94 families	100	P 5,319
Daraga	Brgy Bongalon	Masikap Village Homeowner Ass. Inc.	11,429 sqm	P 60/sqm	P 685,740	8,000.3 sqm	72 families	100	P 9,524
Notes									
1. Buildable area is lot area less the 30% which is allocated for open space. Open space allocation includes all roads, drainage, and other areas designated as community facilities, e.g., playground, market, or community hall.									
2. Average cost per family is lot area divided by the number of lots.									

Table 3.5: Land acquisition data

Municipality	Land purchase data								
	Location	Date of deed of sale (if fully paid)	Total purchase price of the land	Amount of down-payment	Total amount of UPDF loan	Amount of community counterpart	Period of UPDF loan amortisation / repayment	Family monthly amortisation for UPDF	Milestones and updates (#Groundbreaking, *Lot allocation, processing of permits and clearances, etc)
Guinobatan	Sitio Magcasili, Brgy. Mauraro	August 7, 2008	P1,803,480.00	CASH	P 1.5 M	P 303,480.00	3 years	P 235.40	*August 17, 2008 #September 27, 2008 On process HLURB, MGB, PDCC, SB, PCA
Camalig	Brgy Baligang	Dec. 14, 2007	P 500,000.00	CASH	P 0.5 M	N / A	18 Months	P 295.51	(Zoning, MGB, PDCC, SB, done) On process PCA, DAR, HLURB
Daraga	Brgy. Bongalon	Dec.31,2007	P 685,740.00	500,000.00	P 0.5 M	N / A	2 years	P 289.35	*#June 6,2008 (Zoning, Provincial Disaster Coordinating Council (PDCC), Land conversion, Department of Social Welfare and Development (DSWD) accreditation, Bureau of Internal Revenue (BIR), Securities and exchange Commission (SEC). done) On process Housing and Land Use Regulatory Board (HLURB), Philippine Coconut Authority (PCA), Department of Agrarian Reform (DAR) ,Mines and Geosciences Bureau (MGB), Sangguniang Bayan (SB)

3.3.3 Lessons learned³⁰

Table 3.6: Hindering and facilitating factors

Hindering	Facilitating
<p>The relief or hand-out mentality impeded openness for exploring more strategic development initiatives for relocation.</p> <p>Stringent land use, subdivision and conversion, and tree-cutting regulations impeded community housing development.</p> <p>Hazard profile of a substantial area of the province of Albay as prone to floods and mudslides.</p>	<p>Competent and nurturing HPFP leaders who strove to form willing and able second liners and sustainable communities at the regional and municipal levels.</p> <p>Establishment of learning communities across the three core municipalities of Camalig, Guinobatan and Daraga.</p> <p>Links with the MGB, enabling initial clearance for site suitability of housing of prospective land to be acquired.</p> <p>Relatively affordable land prices in the whole province of Albay.</p> <p>Good working relations with the Register of Deeds of the province to help in the land negotiations and title processing.</p> <p>Bicol culture of community and of caring for one another naturally complemented the HPFP community-led framework.</p> <p>Endorsement from the Office of the Vice President as Housing Czar to fast-track processing of housing-related permits or clearances.</p>

HPFPI Bicol has attained much in terms of community-led post-disaster relocation through negotiated land purchase, backed up by a solid base of communities determinedly implementing savings initiatives. The following strategies were used to achieve this:

- The formation of a strong and consolidated network of community associations to implement the HPFPI programmes
- The formation of willing, dedicated leaders who believe in and are willing to implement and promote HPFPI community-led principles
- Use of various organisational and governance schemes such as selection and tasking of more active volunteers who are not community leaders to do the spadework; election of leaders, and change of erring leaders
- Deep grounding in and emphasis on leadership formation, qualities and responsiveness to community needs
- Implementation of a double-barrelled approach of heavy-savings promotions and land-acquisition initiatives for obtaining safe land for relocation and housing.

³⁰ Based on interviews conducted with Jocelyn Cantoria, Rogelio Villanueva and the leaders from the Bicol communities (August 18-21, 2008)

Disaster preparedness and mitigation initiatives

Given that the Province of Albay is flood and *lahar* prone, there is the great possibility that events such as these will reoccur. Thus HPFPI communities should foster a culture of preparedness and obtain safe land for families. In line with this, linkages with geohazard and weather institutes (MGB, PAGASA, Manila Observatory) are crucial in order to obtain a working knowledge of hazard, vulnerability and risk mapping. The links can also be maximised to inform communities purchasing land of the hazard or risk profile and the suitability of each parcel of land for settlements prior to actual purchase. There is also need for a massive information campaign on these hazard and risk factors, as well as a campaign to build sturdy transit housing units in the three acquired sites to service the communities and others during disasters. Lastly, there is a need to establish a region-wide disaster team composed of willing and competent leaders who have experienced actual disasters and have implemented pre- and post-disaster initiatives.

Savings as a disaster-mitigation tool

The Bicol experience has brought to the fore the versatile role of community and UPDF savings for facilitating acquisition of land and relocation to safe areas.

Box 3.4: Quotes from key informants

On the overall theme of the post-disaster community-driven efforts and ongoing prevention and mitigation initiatives:

“Biktima noon, Tagumpay ngayon” (Victims before, victors after): as enunciated by the United Reming Victims Association Inc. (URVAI, now Masikap Village HOA of Daraga) on the occasion of their groundbreaking ceremony celebrating their newly-acquired safe land for relocation.

“Community action and savings for land acquisition after the disaster were converted from a post-disaster reconstruction and rehabilitation activity into one that is part of the cycle of disaster preparedness and mitigation considering the hazard and danger-prone state of most of the Province of Albay, where the 3 municipalities of Camalig, Daraga and Guinobatan are located”. Statement by Rogelio Villanueva, HPFPI Bicol Region Co-ordinator.

“Even if you build a sturdy house, if the flood and the rocks that come from Mayon are of this volume and size, the house will definitely be destroyed. It is no longer a design question but on whether (sic) your present site is hazard prone or not”, statement by Rogelio Vilanueva.

On changing mindsets from dole-out and dependence to long-term goals and self reliance through community action

“The beauty or uniqueness of the Bicol experience is the pervading belief and commitment of affected families and communities, to act and save, to recover, and to prepare for and evade future disasters. The communities showed this through their volunteering efforts and adoption of the savings programme, collectively saving close to P500 000 in less than a year. Their willingness to provide counterparts in terms of volunteer work and savings prompted the HPFPI to support their land acquisition initiatives.

Cont over

This is what is beautiful, how disaster-affected people and communities decided to act and save despite disaster and the criticisms of others. They have shown that they can be self-reliant and not be dependent on government dole outs. They have shown that they can collectively contribute to their own development and to that of the municipality as well". Statement from Mrs. Jocelyn Cantoria, HPFPI Bicol Region Co-ordinator.

"The mistake of others is that they doubted the community process of savings and allowed the same to remain as such. Because of this doubt in the process, they were left behind. Despite this, however, we continue to impart/share to them our triumph by being living examples of the savings process which acquired the land for our relocation": follow-up statement of Noel Aguila. HPFPI Bicol leader

On the formation of a network of learning communities in the three municipalities:

"Disaster-affected communities from the three municipalities were willing and open to share and learn from each other's experiences in acquiring land. The Guinobatan communities learned from the experiences shared by those from Camalig and Daraga and evolved more appropriate strategies for the efforts". Collective statement from Noel Aguila, Rommel Relucio, and Mr Procolo of Guinobatan.

On the unique features of the HPFPI Bicol's disaster experience:

"The unique feature in Bicol is the community-driven land acquisition, where the community themselves are initiating savings, conducting land research, negotiating, processing land transfers and relocations. The communities are pushing for this scheme since government relocation sites are insufficient; issue of strict and requirements to obtain government relocation since land ownership and titles are required for first priority batches; they wish to have more freedom of choice over when and where they will find safe land for relocation; while the Province of Albay has hazard-prone sites, it is not the same as Guinsaungon, where all the land area of the local government unit is declared as hazardous." Statement by Jocelyn Cantoria, HPFPI Bicol Coordinator.

Bicol as a nexus of various perceptions, and analysis of disasters:

"It is where communities and volunteers are continuously striving to help others, despite the fact that they already have safe land of their own. Others are striving still to get away from the danger areas towards their own safe relocation. Here the HPFPI has reduced the prevailing mindset of dependence and dole out. Communities and leaders have learned, and practice, the framework of being community-led. Bicol is multihazard: landslides, volcanic eruption, typhoons, flash floods with boulders and *lahar*, increased by the onset of climate change. That is why people are forming a culture of preparedness. We also motivate and instill in the community the idea that community savings and land acquisition in the HPFPI framework has a component of disaster preparedness and mitigation". Statement by Rogelio Villanueva.

3.4 Case 4: fire devastates the Lower Tipolo Homeowner's Association land, Cebu³¹

The Lower Tipolo Homeowner's Association, Inc. (LTHAI) is a pioneering and active member community of the HPFP, located in Brgy Tipolo, Mandaue City. The LTHAI attained legal

³¹ Based on the Lower Tipolo Homeowners' Association Inc. (HOA) Documentation, 2008

recognition in 2001 with its registration with the Housing and Land Use Regulatory Board (HLURB). From an initial small membership, the LTHAI now has 255 active member families.

The association members live on a 1.6-hectare donated parcel of land in *Barangay* Tipolo. LTHAI has, since 1996, been implementing a community savings programme, mainly for acquiring land and for emergency purposes. July 25, 2007, an unattended wood fire for cooking reached an exposed wire, causing the big fire that hit the LTHAI community, engulfing the properties of its members. According to LTHAI's survey, 247 structures were destroyed, leaving 255 member families (or 913 individuals) homeless.

3.4.1 LTHAI and HPFPI's response: empowering the community

The HPFPI and LTHAI took the following post-disaster reconstruction and rehabilitation steps:

- They conducted an immediate socio-economic enumeration of the 255 members to gather community data and update profiles to inform further decisions
- They decided to defer immediate construction of their burned houses till after the landfilling and site-planning was completed to pave the way for community-driven post-disaster upgrading
- They established a local network of technical and legal support by professionals, academics and lawyers
- They focused on developing the capacities of community members, mobilising working committees and continuously fostering peer-to-peer learning and sharing so as to increase confidence to implement site-development projects and for community governance
- They established various working and technical committees or groups to recommend and implement plans. These groups have gained competence and confidence in their fields of work and have earned the respect and trust of the entire community
- They engaged with the city mayor through the Housing and Urban Development Office (HUDO)
- They sought accreditation and membership of the Mandaue City Urban Dwellers Association (MACUDA), a city-wide Federation of urban poor organisations supported by the HUDO.

The fire was an opportunity for LTHAI to upgrade community facilities at their own risk and cost. After the disaster the affected families came together to plan the next steps. They unanimously agreed to upgrade/develop the site through landfilling, do the reblocking, and provide an access road network and open space for community use. Further, they decided to equally divide the land area among themselves (allocating 36m² to each family) and to accommodate others, especially the long-term renters. The community members agreed unanimously amongst themselves that there should be no house construction until the site was fully redeveloped.

The need to upgrade their own dwellings prompted community members to strengthen their savings activities and organize themselves through task-based committees (i.e. site-clearing, levelling of land fill, manual compaction, food for work, etc.). Community savings served as matched funds to secure a loan of 3 million pesos from HPFPI's Urban Poor Development Fund (UPDF) for landfilling activities (Box 3.5). With the technical assistance and services of the University of San Jose Recoletos College of Engineering in Cebu City, the local Federation members came up with an initial conservative estimate of P2.5M solely for landfill materials to complete the redevelopment of the 1.6 hectare site. The loaned amount was to be used exclusively for purchasing and transporting landfilling materials, while the labour component, via food for work/volunteers and operational expenses, would be the community's component. The site was cleared collectively by the community members. Adults, young people, men and women alike got involved. Part of their initiative included acquiring rubble from demolished buildings in order to minimise costs and maximise the UPDF loan. Land filling activities started on August 8, 2007. The community's involvement in the upgrading process has been evident, particularly during the construction phase. Volunteers are available 24 hours a day, men and women alike. Those who failed to volunteer in the daytime due to work commitments, decided to volunteer from midnight until dawn doing land spreading and compaction. In the absence of a pay loader, the community members spread the purchased soil manually.

While the landfilling is ongoing, community savings for the UPDF also continue. In fact, as of August 2008, LTHAI's total UPDF savings amounted to P256, 493 (USD \$5,829.38 at Php 44). People's money has also been used to construct an earth dike along the creekside, to pay the LGU-hired geodetic engineer surveyor, for day-to-day operational expenses and for food-for-work. Community members installed a box culvert to facilitate the passage of trucks carrying the landfill.

In terms of engagement in governance, the tragedy has become an entry point for the local Federation to participate in governance processes, particularly at the *barangay*/village level. Although the city government remained unco-operative, the local Federation has successfully gained the commitment of the *barangay*/village council allowing the community to secure a site-development permit. The same council is supporting the community initiatives by allowing a right of way for the hauling trucks to enter the area. Further, it has reduced paperwork requirements for site upgrading by referring and assisting the community when dealing with the relevant local agencies.

Community-led/managed housing project

As most of the victims are still in makeshift dwellings and are vulnerable to sickness, particularly the children and the elderly, providing housing for the 255 homeless families is one of the major concerns of the Philippine Alliance (HPFP & PACSII). Thus, a community-led/managed housing programme is being proposed as part of the framework for community-driven upgrading. The proposed project is envisioned to support community-driven processes and capacity-building in housing design, implementation, actual construction, and overall project management.

3.4.2 Lessons learned

Table 3.7: Hindering and facilitating factors

Hindering	Facilitating
<p>Unclear title over land that is still saddled with legal and technical intricacies.</p> <p>Need to co-ordinate with various and, at times, adversarial parties to implement the site development and housing construction.</p> <p>Technical difficulties in the site planning and design, with a portion of the generated lots lying on the creek bounding the property.</p> <p>Problematic state of city governance as manifested by opposing executive and legislative bodies based on politics.</p>	<p>Availability of financial support for post-disaster planning, initiatives and community upgrading (water and sanitation).</p> <p>LTHAI's ability to decide to defer immediate housing construction until after the landfill is completed and site plans finalised.</p> <p>Strong determination to continue with the site development despite the regulatory problems surrounding land and housing development.</p> <p>Consistent and continuous UPDF savings activity.</p> <p>Access to a UPDF loan for land filling.</p> <p>Support of local and regional academics, and technical and legal professionals.</p> <p>Openness and support of the <i>barangay</i> officials.</p> <p>Openness and support of the Mandaue City Housing and Urban Development Office (HUDO) through its head and senior staff.</p> <p>The establishment of a Technical Working Group (TWG) which includes the LTHAI, HPFP, and PACSII as members.</p> <p>Committed and skilled leaders and working committees able to plan and undertake the various development initiatives.</p>

- The role of strong community organisations. What is clear across the board in the LTHAI experience is the crucial role of a solid and organized group that can collectively plan, implement, evaluate the risks and decide accordingly, mindful of the consequences
- The power of community savings in addressing post-disaster construction initiatives. The LTHAI experience illustrates the power of community savings and the UPDF, not only in providing funds to finance post-disaster reconstruction through community-managed upgrading initiatives, but also in strengthening community cohesion
- The value of collaborative engagements with technical professionals and academics. The continuing capacity-building sessions on participatory site planning and housing design involving technical professionals, academics and the community have already shown that collaborative engagement with the urban poor is possible

- The importance of engaging with the *barangay* and city authorities. The dogged determination of the LTHAI in mobilising support and seeking the endorsement by the *barangay* government brought about the latter's support for the landfilling initiatives.

Box 3.5: Reflections

From Sonia Cadornigara (HPFPI Western Visayas Coordinator and SDI board member):

The HPFPI had to support LTHAI's decision to defer rebuilding their homes until the site was landfilled and better planned. The HPFP's use of the UPDF as a loan was a concrete offering to lay on the table to show support for this community initiative.

From Leopoldo Chavez (HPFPI Central Visayas Coordinator):

It is important for LTHAI to safeguard the trust and confidence of those who extended financial assistance to them. This loan is not only a physical loan; more importantly, it is a statement of full trust in the process and in the community's capacity to transcend their predicament. And that is beyond any monetary estimation.

3.5 Case 5: Typhoon Frank (Fenshen) Flashflood in Iloilo City³²

The City of Iloilo in the Island of Panay covers 265 square kilometres and consists of 180 *barangays* and 6 administrative districts (Jaro, Molo, Arevalo, Mandurriao, La Paz and City Proper). The entire area is highly susceptible to flooding due to its meteorological and topographical conditions, and its proximity to several major rivers and the Iloilo Strait. In fact, 90% of it lies below the 2.6m-above-sea-level line.

On June 20, 2008, Typhoon Frank (codenamed Fengshen) unleashed up to 354mm of rain within 24 hours. Such torrential rainfall in such a short time took its toll, not only on the city of Iloilo, but on the entire Island of Panay and other areas. Almost 180 villages were submerged by water after the heavy typhoon and ensuing flashfloods. Within the City of Iloilo, 152 of its 180 *barangays* were flooded, affecting 52,271 families or 261,355 people. Casualties reached up to 500 people, including the missing, in the whole province of Iloilo. Many of the structures on nearby riverbanks were either totally destroyed or swept away by the flashflood. Water levels reached the rooftops in most of the affected communities and valuable materials, such as important documents and school books (which are quite expensive), were lost. During that time, there was a black-out city-wide which lasted for at least three days. Consequently, access to potable drinking water and communication was impossible, adding to the anguish of many *Ilonggos* (*inhabitants of Iloilo, Capiz, Aklan, Antique, Negros Occidental, and the island of Guimaras, and who speak the Hiligaynon dialect*).

Some individuals took advantage of the disaster. For instance, with access to potable water being so difficult for affected families, some private individuals selling purified water increased their prices by 100% (from P35 to 70 per 4-gallon-container).

About 5,640 people were sheltered in 57 evacuation centres. Relief goods (e.g. rice, noodles, canned goods, used clothes, purified water) and medical assistance (medicines,

³² Based on HPFPI documentation on the Iloilo City Typhoon Frank flash flood; interviews with Sonia Cadornigara, HPFPI Western Visayas Coordinator and Bernadette Jocsing (August 16, 2008); focused group discussion with key personalities (August 16, 2008); PowerPoint presentation, PAGASA and the Office of the Mayor, City of Iloilo, Joint Project: "*Flood Hazard and Vulnerability Project for Iloilo City*".

anti-tetanus vaccines) from the local government, private sectors and non-governmental organisations were provided in the evacuation centres. The city government, through the Iloilo City Urban Poor Affairs Office (ICUPAO), wanted to provide a safe resettlement area for affected families. It offered a 16.4-hectare site (San Isidro, Jaro) to accommodate 1,913 home lots for affected families, of 60m² per family. The San Isidro Resettlement Site had actually already been allocated to affected families involved in the pre-existing Iloilo Flood Control Project (IFCP). However, because of the urgent need to relocate victims, the city government decided to use this site for the victims of typhoon Frank and the flashflood instead. Under the IFCP contract, the Japan Bank for International Cooperation (JBIC) was taking care of the site development, which was expected to be fully completed by 2010. However, because of the urgent need to develop the site for immediate transfer of these typhoon victims, the city government is lobbying to at least fast-track the priority development of the site (e.g. surfaced roads, electricity and access to drinking water). Otherwise, the local government will urgently provide the basic site development.

The new site could not accommodate all the affected families so the ICUPAO and the Iloilo City Urban Poor Network (ICUPN), spearheaded by the Homeless People's Federation Philippines, Inc. (HPFPI), used the following categories to prioritise the beneficiaries of the resettlement site: 1. Those whose houses were totally damaged/washed out; 2. Those whose houses were partially damaged but who were not allowed to go back home because of imminent danger; 3. Affected families staying in the evacuation centres.

Community visits and dialogue with the affected families revealed building materials for roofing and basic housing structures to be the immediate needs. Initial meetings with affected families in the Jaro evacuation centre signified the need for immediate transfer to the new site and they agreed to leave their original places. The local government provided hauling trucks for recycled/salvaged materials for reconstructing the houses on the resettlement site.

3.5.1 HPFPI response

The HPFPI, ICUPN and the ICUPAO immediately conducted information and education campaigns and social mobilisation preparations. The aim was to encourage typhoon victims to seize the opportunity for immediate relocation and to advise victims not to return to their former houses.

In response to the need for financial assistance for rebuilding its member communities, the HPFPI mobilised its Urban Poor Development Fund (UPDF) savings – worth 1 million pesos – to procure building materials for the affected families. This financial assistance will be extended to the HPFPI's member communities, with a maximum amount of P10,000 - 20,000 (USD 250-500) for each family. Labour counterpart for house construction has been shared between the city government and the HPFPI.

As the evacuation centres were filled to the limit and conditions deteriorating, the HPFPI Western Visayas Team immediately linked with its international partners Misereor, Slum Dwellers International (SDI), and Homeless International (HI). In addition to these partners, the Jersey Overseas Aid extended its support for the construction of 50 housing units to serve as temporary shelter for the relocatees while they constructed their permanent lots on the new site.

Recent visits to the evacuation centre revealed that some of the affected families have returned to their original homes. 54 families stayed at the covered gym, where they continue

to receive relief goods and services from DSWD and the city government. Updates are as follows:

- 36 units have been completed and are ready for actual transfer; 14 units are still being constructed
- 10 communal toilet units and bathrooms have been constructed and the city government plans to build an additional 10 units
- Public deep wells with jetmatic pumps are in place
- Minimum site development is ongoing.

Fifty-four (54) of the affected families were expected to be transferred to the transit housing in September 2008. [If these are the same 54 as mentioned above, perhaps move this info to immediately before the updates above]

3.5.2 Lessons learned

Table 3.8: Hindering and facilitating factors

Hindering	Facilitating
<p>Administrative and budgeting bottlenecks for the release of city funds to jumpstart the post-reconstruction and housing process.</p> <p>Adjustment in the project implementation of the IFCP that reduced the land slated for project-beneficiary relocation.</p> <p>Lack of support by the city council and other city and national agencies for the post-disaster reconstruction process.</p> <p>High risk that further typhoons and flooding will affect reconstruction operations.</p> <p>High price of construction materials.</p>	<p>Long-standing and collaborative relationship with the City of Iloilo, through the ICUPAO and the wider urban poor network (ICUPN) through a joint city wide survey of high risk communities, Community-led Infrastructure Finance Facility (CLIFF), ACHR, ILO upgrading and the Iloilo Flood Control Project (IFCP).</p> <p>Existence of well-organized communities with experienced and active leaders who are members of the ICUPN.</p> <p>Ready financial, technical and legal support from PACSII, academics, professionals and the city.</p> <p>Decisive and action-driven mayor and ICUPAO complement.</p> <p>Willing, experienced and competent leaders and supportive community members of the HPFP Iloilo and the ICUPN.</p> <p>Implementation of the Community-led Infrastructure Finance Facility (CLIFF) phase-2 project within the San Isidro site to assist project beneficiaries who were affected by the disaster.</p> <p>Presence of affordable and indigenous construction materials in the form of the interlocking cement earth blocks technology (ICEB).</p> <p style="text-align: right;">Cont over</p>

Hindering	Facilitating
	Preparations by the city to purchase additional land for relocation. Availability and committed support from young professionals and student volunteers of the various academic partners.

Other factors for success include:

- The successful interplay and collaboration among the HPFP, PACSII, the ICUPN, academics, professionals and the City of Iloilo through the Office of the Mayor and ICUPAO were a result of long and positive joint involvement in housing low-income communities in Iloilo City
- The HPFP and PACSII's continuous initiatives to foster and deepen the partnership bond between and among the players and the willingness to invest resources to do so
- Continuous promotion and expansion of the principle of community-led processes through hands-on and participatory training in organisational development, savings, and legal and technical aspects.

Scaling-up community-led processes of upgrading and post-disaster reconstruction requires synergies to be built among the various stakeholders. This is only possible through continuing engagement and a series of joint undertakings. Such engagement needs to be co-ordinated and all parties need to ensure they make their plans happen. Furthermore, there is the need to build the technical capacities of communities to plan, design, implement, monitor and evaluate such scaled-up relocation and housing-reconstruction projects against the backdrop of more frequent disasters/floods. Finally, in line with the scaling up efforts, there is the need to document, consolidate and highlight the ongoing processes and successes, not only to serve as a record, but also to add to the knowledge and skills base of the HPFPI and the ICUPN.

Provision of transit housing should not be discussed until the following factors are in place: a) better shelter for the evacuees than that offered by the regular evacuation centres; b) clear provisions for permanent relocation; c) availability of funding, technical and human resources; and d) the support and involvement of the disaster-affected families in the undertaking.

There is an emerging need to look into alternative, affordable and appropriate technologies (e.g., construction design, materials, hazard and vulnerability maps, GIS and soil-testing) when adapting or building disaster- or climate-resilient settlements. Establishing links with professional technical groups and technical agencies such as the Mines and Geosciences Bureau (MGB), Philippine Atmospheric and Geophysical Services Authority (PAGASA), and Manila Observatory (MO) would be a good way forward.

Box 3.6: Reflections of Sonia Cadorniga: HPFP Western Visayas Coordinator

In most of the HPFPI's disaster interventions we see the following cross-cutting activities:

- Gathering community and relevant data
- Assessment of the disaster situation
- Collaborating with the LGU
- Linking and preparing the community based on their needs and along the line of the general plan of the LGU
- Intervening by filling in the gap in the provision of support, usually post disaster-relocation and reconstruction.

On transit housing:

My learning is that we use the option of transit housing to:

- Fulfil the pressing need of evacuees for more humane, suitable places where they could have ample space and privacy with their family and be free of the hazards of disease and the elements.
- Cater for the needs of vulnerable groups in post disaster-relocation contexts.
- Serve as a halfway house or transition toward a definite offer/provision of permanent housing.

4 Recommendations: scaling-up HPFPI's disaster intervention capabilities

The HPFPI's five experiences in community-led disaster interventions, from the Payatas trashslide to the Iloilo City Typhoon Frank response, contain rich insights into workable post- and even pre-disaster measures by low-income community leaders. In this final chapter we attempt to present some of the main findings and recommendations.

The HPFPI's disaster interventions are an inherent part of its mission to organize and mobilise low-income communities located in high-risk or dangerous areas to drive their own secure tenure, housing, relocation, upgrading and risk management initiatives. In all of the cases mentioned, disaster-affected community members are the ones driving their reconstruction and rehabilitation efforts. Such a mission in turn is rooted in the thrust to promote and realise human rights to a life with dignity, which includes adequate standards of living and housing. The promotion and realisation of such rights becomes more pressing in times of disaster.

Scaling up HPFPI's community-driven disaster interventions is an imperative, given the increasing numbers of communities at risk, the Philippines geohazard profile, and the onset of the impacts of climate change. Hence, as an organisation that has a core programme of mobilising disaster-affected communities, HPFPI needs to have:

- the appropriate logistics, capabilities, and mechanisms for faster social mobilisations (i.e. *community surveys, consultations, hands-on workshops and orientation, learning exchanges, and action planning*), obtaining legal/judicial personalities through registration with regulatory bodies (*Securities and Exchange Commission, Housing and Land Use Regulatory Board registration*), initiation of community savings, land research, negotiations, acquisitions, loan processes, actual reconstruction and processing of development clearances
- the appropriate structures and systems (*regional/city-level disaster teams, national-level consolidation of insights and learning in disasters, exchanges, presence of*

equipment such as tents, and tools such as environmental-risks and vulnerability mapping, socio –eco survey and damage assessment forms)

- a savings programme that is used as a strategy to catalyse social cohesion and build stakeholderhood in post disaster-reconstruction and rehabilitation
- networks of disaster-affected communities that learn and collaborate on reducing further disaster risks and reconstruction
- available and flexible funding that supports immediate organising and mobilisation efforts, transit housing and post-reconstruction efforts
- on the ground data, and rapid analysis thereof, for appropriate interventions
- specialist input and skills transfer on community upgrading and reconstruction utilising alternative, inexpensive, indigenous construction materials and methods.

Moreover, the HPFPI should:

- consider using hazard, risk, and vulnerability assessments and maps, and link these with community enumeration tools to better inform HPFPI and the communities of the risks
- field or designate, as first-line organizers and mobilisers, experienced disaster-survivor leaders for Pre-disaster, Response and Post-disaster community mobilisation work
- use community profiling data surveys as a key component in the three phases of disaster events: a) as a mitigating/ preventive/ preparedness tool in pre-disaster, risk reduction stages; b) as a tool for quick assessment of loss of life and damage and as an organising tool immediately after the event; and c) as an affordability- and development-planning tool to obtain data for beneficiary- criteria adoption in limited-relocation provision in post-disaster and reconstruction stages.

As mentioned immediately above, HPFPI's socio-economic surveys are versatile such that they may be modified to serve as tools for identifying and planning to mitigate existing vulnerabilities of communities. Further, linking the survey tool with that of GIS-based vulnerability and risk-assessment maps obtains for stakeholders a more complete picture to inform decision-making.

Mobilising community savings also serves as a multi-purpose safety net in pre-, proper and post-disaster events, and as such should also permeate along the continuum of the three stages (especially if the area is already declared as a high-risk area). It is therefore recommended that promoting community savings should be part of an overall disaster-risk management plan.

HPFPI also needs to engage more closely with the local and national disaster-coordinating councils, the Office of Civil Defence (OCD), and other networks, not only in disaster response, but more importantly disaster risk-reduction and post-disaster interventions.

HPFPI, its technical support and urban poor networks should likewise engage in the local land use and development planning and budgeting processes. In such an arena, the HPFPI

and its network should espouse the identification of geohazard areas, propose community-led approaches towards reducing disaster risks and increasing resilience or adaptive capacities to communities living in these areas, and propose the delineation and allocation of safe relocation sites for transitory and permanent housing construction. This is an inherent aspect of good urban governance.

With respect to post reconstruction, HPFPI’s experience shows that the immediate provision of adequate transitory housing on safe and suitable land provides the disaster-affected communities with the space and facilities to consolidate, organize, plan and implement their post-reconstruction and rehab initiatives. Obtaining local, national and external agencies’ support for scaled-up transit-housing provision facilitates recovery.

Regarding disaster intervention funding, institutionally, the HPFPI-PACSII alliance will need available and flexible funds not only in post-disaster interventions (rapid community consultations, surveys, psychosocial support, transit housing and housing materials support) but equally important will need allocations for environmental and vulnerability risk assessments and mapping, in order to build the adaptive capacities of communities at risk.

The HPFPI Speak:

On the question of identification of the elements / factors for scaling up disaster interventions, the HPFPI leaders have this to say:

<p>Sonia Cadornigara (Western Visayas Coordinator, HPFPI) regarding scale-up:</p> <ul style="list-style-type: none"> • Need to document actual hands on experience • Need to showcase / promote what we do, highlighting the process • LGU links and collaboration are crucial • Having a city wide network is important • Transition housing processes in city relocation site in Iloilo have the potential to influence a big chunk of relocatees and other players and POS (Gawad Kalinga , DSWD, Habitat) • Creation of Regional disaster team • Flexible funds for disaster interventions • Maximizing the use of the technology of hazard mapping and vulnerability and risk assessments • Establish links with technical institutions and professionals on 	<p>Ruby Haddad (Luzon Coordinator, HPFPI) regarding elements of HPFPI scale-up in disaster intervention:</p> <ul style="list-style-type: none"> • Need for capacity building to understand deeper the situation of disaster and to better intervene in it • HPFPI needs to find its <i>fit</i> or <i>strength</i>: post disaster rehab and reconstruction, or do we go mitigation and preparedness? • Finding the right mix of partners to complement strengths to address disasters; link community-driven initiatives with the other players on the disaster-intervention arena and how to convince them to support or buy-into this process more sustainably and programmatically • How government comes up with more enabling regulatory and policy frameworks to fast-track community efforts at land acquisition, site development, house construction in the context of post-disaster reconstruction <p><u>Mitigation and Preparedness:</u></p> <ul style="list-style-type: none"> • How to build capacities, link with institutions and use technology and scientific data? • Popularize the data to convince communities? • Flexible funding, peer learning, social preparation, land research and MGB certification for safe land, and hazard, vulnerable mapping as mitigating the effects of disasters.
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<p>the science of risk assessments, climate change, mapping, and alternative housing design.</p>	<p><u>Post- Disaster reconstruction:</u></p> <ul style="list-style-type: none"> • Build capacities and link with institutions and professional on the use of alternative, indigenous, and affordable construction materials, use of GIS, RS and hazard maps and testing for safe land prior to purchase <p>Available flexible fund – to spark the community-driven process of disaster intervention for longer term issues like secure tenure, evocation, services, livelihoods.</p>
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Jocelyn Cantoria and Rogelio Vllanueva (Bicol Coordinator and Ass't-coordinator, HPFPI)

For scaled-up community-led disaster interventions, the HPFPI needs:

- Strong, consolidated network of community associations
- Willing, dedicated leaders who believe in and are willing to implement and promote HPFPI community-led principles
- Expansion of HPFPI savings, community organising, mobilisation and a strategic disaster intervention program that emphasises preparation and long-term concerns
- Creation of a composite of national, regional, and province-wide **DISASTER TEAMS** consisting of those who will be further trained and capacitated, team members are from various LGUs with actual disaster experience)
- **DISASTER PREPAREDNESS** Mechanism (info drive and agreed upon actions during imminent disasters: warning, evacuation protocol, etc)
- HPFPI to adopt a **TRIPLE-Track** approach in institutional linkaging (local, national and international) to shore up support and buy-in of other players in the community-driven disaster-intervention schemes, where:

Local: we could use our 3 land-acquisition sites (in Albay) as potential sites for relocation. We could offer the SHELTER / houses as transit housing

National/ regional:

- HPFPI national leaders will link up with national agency reps to obtain appropriate endorsements to various agencies to open doors, and support HPFP disaster communities in engagements, participation in IACs, Task Forces, and LDCCs for the relocation or land acquisition efforts
- For land-acquisition efforts, national HPFP to obtain endorsements from key National agencies for the fast-tracking of land, housing and site permits and clearances processing.
- Linkaging with the NDCC and OCD to explore and declare to stakeholders, its FIT in terms of disaster municipalities.

International:

- Maximize the **power of international exchanges** to build rapport and functional relations among LGU and NGA officers and HPFP and the communities on how to better collaborate (LGU/ NGA, HPFP and local community reps).

4.1 How can changes to government policy help?

To achieve a more proactive stance, a comprehensive national framework for disaster risk-management should be formulated and implemented. Such a framework would provide for political leadership and policy support at the highest levels, while facilitating the active engagement and involvement of all relevant stakeholders at the national, local, community and household levels. The range of actors should be much broader: presently, as guided by PD 1566, most NDCC members are from government. The players should include the private sector, civil society and community associations. Issues identified by other observers are that:

- information on disaster risk is lacking, and the measurement of socio-economic impact of disasters is inadequate
- NDCC members and local government units (LGUs) have limited risk-reduction capacities
- efforts by donors, multilateral organizations and civil society are poorly coordinated and have little impact
- the government and affected families bear most of the cost of disasters (Duque 2005).

Hence, the framework should also incorporate the essential steps of integrated risk management, which include risk identification, risk reduction, and risk sharing/financing (World Bank, 2005).

The SNAP, discussed earlier, is an institutional scan and analysis of the roles of key players in DRM. It recommends strengthening institutional arrangements and capacities through various measures, one of which is the enactment of the DRM Bill to replace PD 1566 (SNAP 2008). The proposed disaster risk-management law should incorporate the tenets of the Hyogo Framework for Action (HFA), draw on the strengths and opportunities of an expanded group of stakeholders organize resources and co-ordinate activities for the best outcomes for poverty reduction and sustainable development.

There is a need for a systematic government policy that enables, builds on and supports the following:

- Community-driven post-disaster rehabilitation and reconstruction efforts, such as a one-stop shop facility to: (1) process land and housing permits and clearances for developing relocation sites identified and acquired by communities; and (2) allow Mines and Geophysical Bureau/Environmental Management Bureau testing of the soil and site profile for hazards
- Prevention/mitigation efforts, such as (1) making available to the communities LGU-level hazard maps and popular materials on the multihazard/risk assessments; (2) integrating these into local land-use maps and development plans, and
- Building of community awareness, capacities for disaster and climate- change impact risk-reduction and adaptive capacities.

Annexe A: The evolution of HPFPI

Phases of development³³

A deeper understanding of HPFPI's developmental track requires a look back to the early 1990s at the garbage dump communities of Payatas, the role of the Vincentian Missionaries Social Development Foundation, Inc. (VMSDFI) and that of the Philippine Action for Community-led Shelter Initiatives, Inc. (PACSI).

1991-1993: Start of VMSDFI Payatas wastepicker development programme and microfinance facility. This Grameen type³⁴ scheme encountered costly operational and sustainability problems due to a staff-dependent framework that failed to effectively mobilise savings.

1994: Fr. Norberto L. Carcellar, C.M., then Executive Director of VMSDFI, responded by developing a savings programme that linked the various community development programmes, based on the community practices of Misereor-supported Indian and South African partners.³⁵

1995: Fr. Norberto further modified the savings and microfinance scheme based on the realisation that self-help groups can themselves provide both the delivery and control mechanisms by introducing a combination of a self-help group framework with appropriate control mechanisms such as loan forms, receipts, passbooks, etc. as delivery systems. This scheme was the fruit of Fr. Norberto's application of the skills and knowledge gained in a training course organized by Durham University at Bhubaneshwar, India.

1995-1996: Fr. Norberto and community volunteers start the new community-managed savings programme in Payatas parish. Eventually, volunteers who had learned the basics of book-keeping by doing it themselves were ready to train other leaders and communities in the process. After one year, the savings programme had grown to 2,000 depositors; after two-and-a-half-years, there was a total of 5,300 savers belonging to 540 savings groups within Payatas.

1995-1998: This saw the spread of the scheme to other cities, such as Mandaue City, Bicol, General Santos City, Iloilo and Muntinlupa City, following exposure visits to Payatas. Community exchanges were used to introduce the programme to new groups.

1996: VMSDFI began to network beyond the Philippines. Through the support of Misereor, VMSDFI linked with the Asian Coalition for Housing Rights (ACHR) in Bangkok, Thailand. These visits allowed the VMSDFI to become acquainted with regional and international networks that would eventually become its partners. These networks included the ACHR, Slum Dwellers International (SDI) based in South Africa, and the National Slum Dwellers

³³ Based on Sandra Yu (2006), "Documentation of the Experience of the Homeless People's Federation of the Philippines for the Cities Alliance Project on Pro Poor Slum Upgrading Frameworks" 1st draft, July 2002; and Tomas Maulawin (2006) "The Homeless People's Federation Philippines", reported on the Slum Dwellers International (SDI) website, <http://www.sdinet.co.za/>, accessed 2006.

³⁴ A "Grameen-type" micro-finance system emulates the Bangladesh-based Grameen Bank founded by Mohamed Yunus. This model requires a paid professional staff to manage the financial transactions, which means that large amounts of grant funding are required over a prolonged period of time to build a large enough membership base to generate the surpluses required to finance the paid professional staff. This is why the Grameen model is difficult to replicate (see Swilling 2007).

³⁵ Misereor is the German catholic bishops' organisation for development co-operation.

Federation (NSDF) based in India. Consequently, the Philippine savings groups became a member of Slum Dwellers International, whose membership also includes savings groups in South Africa, Namibia, India, Thailand, Nepal and Cambodia.

1997: The first international exchange took place in February 1997. Community leaders from savings groups in Payatas and Mandaue City went to Mumbai, India, to witness savings there. They were impressed with how the savings of the poorest people were successfully mobilized and recorded, even by illiterate women. The solidarity of the Indian groups also inspired the Philippine leaders, who came home with renewed energy for promoting savings and encouraging greater cohesion among their members.

Mid-1997: Two key people from Slum Dwellers International, Jockin Arputham and Joel Bolnick, visited the Philippines to give support and direction to VMSDFI and to the Philippine savings groups. They encouraged the VMSDFI and its members to link savings to community needs: (a) to increase links between the savings activities and poverty and community issues, such as land, which is a major concern for the residents of Payatas and other member communities; and (b) to intensify the expansion beyond Payatas into other slums and cities to encourage the use of savings and loans as a process of bringing people together. They also recommended additional visits by the Philippine groups to India and South Africa. VMSDFI thus began focusing more strongly on land-tenure security, including building capacity for community volunteers through training in para-legal, para-engineering and financial management. This training gave them the technical capability to manage community finances, understand land titles, research land status and go through the processes necessary to legalize their land-tenure initiatives. The para-engineering training provided them with the tools to understand maps and house designs, allowing them to design their own affordable house models. Community representatives also continued to learn from their international exchanges. After returning from India and Africa, they initiated what was to become a city-wide savings facility for land and housing. The Philippine group was also challenged to form its own Federation and to engage with government constructively and collaboratively. Members also improved the organization of the savings groups in order to facilitate savings for land and housing.

1998: Community exchanges were intensified within the country, with groups visiting each other to learn about not only the operations of the savings scheme, but also the technical and legal complexities of dealing with land and shelter issues. In September, the Homeless People's Federation Philippines Inc. (HPFPI) was officially consolidated and launched as a national network, formalizing a national network of urban poor communities that had already been in action for two years. Since then, the lively process of community exchanges has continued to grow at different levels with national meetings, becoming a venue for exchanging technical know-how, sharing experiences, and learning about innovative ideas. After discussions with VMSDFI, the Federation decided to concentrate its efforts on high-risk communities such as people living along railway tracks, shorelines, or riverbanks, under bridges and around rubbish dumps; and those under threat of eviction.

10 July 2000: A trashslide in Payatas kills more than 200 people according to the government's tally. This was the litmus test of community solidarity forged through the savings process. On that morning, the news of the tragedy spread fast through the community. Among the first groups to arrive were volunteers from the savings-based community paramedics programme. Other savings members also came to help comfort bereaved families as they waited for news of relatives and friends who were missing. In the days that followed, savings were used to provide food for affected families. It was feared that the tragedy would have a negative impact on the savings programme. However, according to the research conducted by the Institute for Church and Social Issues (ICSI) of the Ateneo de Manila University, savings rose to record levels as the community realized the

value of the programme. This event in fact resulted in an expansion of the savings programme as new savings groups were subsequently organized.

2000-2005: Programme operations and management were gradually transferred from the VMSDFI to the HPFPI. As the latter gained more experience and matured as an institution, it took on more responsibility for deciding the direction of existing projects, formulating policies and implementing programmes. For its part, the VMSDFI relegated itself to providing directional and technical support to the HPFPI, including fund-raising. During this period community initiatives began to not only to spark interest, but also to generate support from those in national and local governance structures. Because of this, HPFP involvement was requested in national government infrastructure projects such as the relocation programme for the North and South Railway Projects; and as a partner in the Iloilo City Flood Control Project. In other areas, such as Davao City and Digos City, the Federation is part of advisory bodies that deal with relocation. This maturity in the Federation did not escape the attention of its international partners. Whereas previously Federation members had been invited to attend international exchanges as participants, they were increasingly being asked to suggest courses of action based on their experience. In 2004, the HPFPI was asked by its international network to take on more of a leading role in promoting savings in Southeast Asia. Soon, community leaders were travelling to East Timor, Banda Aceh, Indonesia, and Mongolia to share their technical expertise in organising communities through savings.

2002: The evolution of Philippine Action for Community-led shelter Initiatives, Inc (PACSII): a network of support institutions for the HPFPI. In 2002, the VMSDFI spearheaded discussions with allied institutions like the Institute on Church and Social Issues (ICSI), *Panirahanan, Sentro ng Alternatibong Lingap Panligal* (SALIGAN), Foundation for the Development of the Urban Poor (FDUP) and relevant individuals. The discussions were focused on creating a network of institutions to provide technical, financial and legal support to the HPFP to scale up secure tenure, housing and governance issues, beyond the “vincentian” or “missionary” dimension. The need for this was driven by: a) the proliferation of local and international networks of support institutions to communities faced by mega-projects; b) engagements with local, and national governments, international development agencies and NGO-PO networks, multilaterals and UN Habitat; and c) the shift from project-based approaches to more institutional and network paradigms to leverage support to address broader issues of evictions, secure tenure, housing and relocation. This led to the formal creation of PACSII on 4 July 2002, which then became HPFPI's primary intermediary/support institution, with the VMSDFI now an active member of PACSII's board. Thus, PACSII provides a wide range of support services to the HPFPI, including professional advice, fundraising, logistics, training, learning exchanges, backup during negotiations, and access to intermediaries in the media, government and funding circles (Swilling 2007).

2002-2006: HPFPI has become a social movement and institution, engaging in the multi-stakeholder arena and addressing various dimensions in the pursuit of secure tenure. From the very beginning, the people themselves have figured prominently in this movement. Their contributions and desire for involvement, beginning from the very first volunteers in the savings scheme, have driven all the efforts to find solutions. Since then, the HPFPI has continued to evolve as an institution, formulating its own policies, management structures and financial systems; managing and implementing projects; and engaging with government and the private sector. The result has been to open up spaces for poor communities to decide for themselves and formulate solutions to their problems. As well as providing the necessary services to address their needs, these community initiatives have helped those at the margins to regain their dignity and develop confidence in their capabilities.

The savings programme has matured into a community integration process that has allowed urban poor communities to create a fund of approximately US \$3.5 million for subsistence and the development of their respective communities. This is the Urban Poor Development Fund (UPDF). Structures and policies were formulated for how this could be used to help the community negotiate with government and the private sector in the community-led shelter-finance facility that is being envisioned. As communities pursue community-led processes and initiatives, they shatter the pervasive negative view of the poor as a problem in the development of society, whilst mobilising resources to support family expenditures. Engaging government and the private sector has given them access to previously inaccessible structures of governance and corporate institutions.

One factor that has made all this possible has been a leadership-formation programme catering to community volunteers who have expressed interest in participating more actively, and those who the community feels have the potential for leadership. Workshops and training on legal matters, engineering and architecture, financial management, leadership, and organizational development provide a structured environment for learning. In addition, the horizontal community exchanges at local, national, and international levels provide less-structured educational experiences. Another significant step has been to establish regular meetings, feedback systems, reflection sessions and monitoring mechanisms for leaders and other helpers. These have allowed for mentoring and continuous learning in which both experienced and novice volunteers benefit from the group's collective experiences. Volunteers from new member-communities are also invited to participate through hands-on activities in implementing established programmes. This has allowed newly-organized communities to benefit from the experience of more-established communities.

Engagement in a multi-stakeholder environment: The HPFPI, with VMSDFI and PACSII, has been able to establish significant relationships with multi-lateral institutions such as the World Bank and the Asian Development Bank. Through the SDI network, meaningful links have also been forged with UN-HABITAT and the United Nations Development Program. Nationally, the HPFP has forged significant working relationships with national shelter agencies such as the Housing and Urban Development Coordinating Council (HUDCC), the National Housing Authority (NHA), and Housing and Land Use Regulatory Board (HLURB). These links have helped HPFP put forward innovative ideas for the legalisation of land tenure for communities on the fringes. They have also been a forum where issues such as evictions, demolitions and relocations can be substantially discussed and courses of action agreed upon. Eventually, it is hoped that these engagements will allow them not only to influence policy, but also to open up spaces for quality participation in forming pro-poor housing regulations. Within their respective cities and *barangays*, urban poor communities have established links with local governments that have translated into their representation in local development councils that act as advisory bodies to the formulation of local policies and development plans. These relationships have matured to a level where groups of the urban poor have been able to bring about more responsive housing legislation and regulations. Partnerships have been developed with academic institutions such as the John Carrol Institute on Church and Social issues (JCICSI), the University of the Philippines in Mindanao, and the University of San Agustin in Iloilo City. These organisations have expressed willingness to assist the Federation in collating and analysing enumeration data. These are evolving into technical assistance opportunities for Federation volunteers who have been gradually taught how to collate and interpret enumeration results.

Addressing various dimensions, both social and physical, of secure tenure for urban poor communities continues to be pushed for by HPFPI's member communities. Particularly focused on high-risk settlements, these demonstrate the viability of community-led slum upgrading frameworks whilst empowering communities to take on more significant roles in developing their respective cities. While significant attention is devoted to large-scale

resettlements linked to infrastructure projects and business venture developments, the massive dislocation caused by calamities and disasters have also, subsequently, become part of HPFPI interventions.

2006 to the present: The focus has been on strengthening the HPFPI's structural and institutional relationships that integrate community-led city-wide approaches to slum upgrading and relocations, with city-level social and political processes. To achieve this thrust to promote community-led approaches in city-scale processes with institutional buy-ins from key players like the government, academia, professionals and other communities, the following strategies are being implemented:

- Managed expansion of the Federation's member organizations on a city-wide scale, especially involving informal settlements threatened by dislocation, moving towards structural and institutional models where communities can make informed decisions within city processes
- Enhancing the power of community exchanges by making them more efficient, strategic, and transformative so that the urban poor are progressively experienced in city-wide processes and empowered as key partners in making cities work for them
- Developing and enhancing knowledge-management systems in order to make tested strategies, products, and models of city-wide, urban-poor networks more accessible and known to various institutions
- Increasing and maximizing the collaborative relationship and engagement with international networks that share the same vision and values.

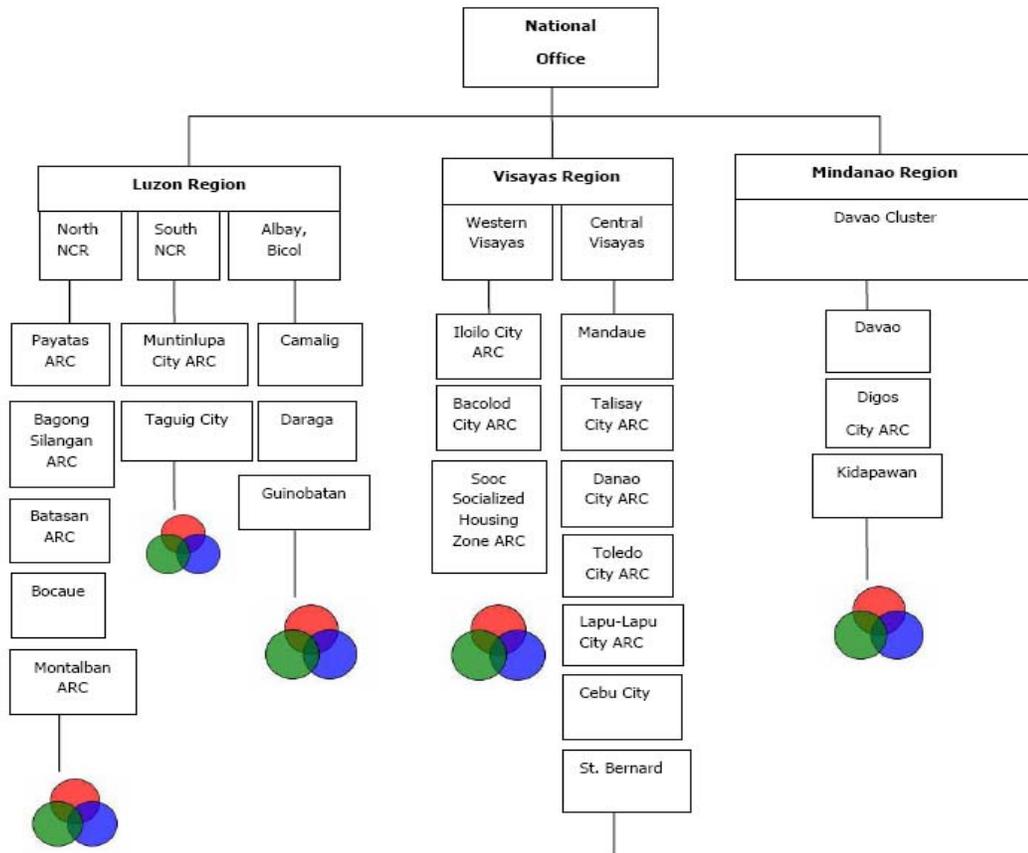
Since 2006, the Federation has also been honing its capacities in two major areas:

1) managing housing finance and community-driven housing and upgrading through the Community-Led Infrastructure Finance Facility (CLIFF);³⁶ the ACHR community upgrading projects; and the International Labour Organization's (ILO) programme on Employment in Urban Areas, which involves community-contracting for completing community development issues; and

2) organizing and mobilizing disaster-affected communities for post-disaster reconstruction of temporary and permanent housing, and relocation (The latter aspect of disaster interventions is discussed in the main part of this paper.)

³⁶ CLIFF is a fund facility that helps fill the resource gaps that qualifying local organisations face in scaling up the delivery of adequate and affordable housing and basic services for slum dwellers. Funding comes from the UK's Department for International Development (DFID) and Swedish International Development Agency (SIDA), is channelled through the World Bank and Cities Alliance, and is managed by the UK-based Homeless International (HI). Various grants (e.g. capital, technical assistance, knowledge and management) are provided to local implementing partners and their local communities to support community-driven housing and upgrading with scale-up thrusts to leverage private and public institutional buy-in and investments in the process.

HPFPI Programme and savings organisational set-up



Annexe B: Human rights and dignity

Article 1, Universal Declaration of Human Rights, 1948

All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

Article 1, Declaration on Social Progress and Development, 1969 General Assembly resolution 2542 (XXIV)

All peoples and all human beings, without distinction as to race, colour, sex, language, religion, nationality, ethnic origin, family or social status, or political or other conviction, shall have the right to live in dignity and freedom and to enjoy the fruits of social progress and should, on their part, contribute to it.

United Nations Principles for Older Persons, 1991, General Assembly resolution 46/91

Older persons should be able to enjoy human rights and fundamental freedoms when residing in any shelter, care or treatment facility, including full respect for their dignity, beliefs, needs and privacy and for the right to make decisions about their care and the quality of their lives.

Article 25, Universal Declaration of Human Rights, 1948

(1) Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.

Article 11, International Covenant on Economic, Social and Cultural Rights, 1966

1. The States Parties to the present Covenant recognise the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions. The States Parties will take appropriate steps to ensure the realisation of this right, recognising to this effect the essential importance of international co-operation based on free consent.

Vancouver Declaration on Human Settlements, United Nations Conference on Human Settlements (Habitat I), 1976

Section II 13. All persons have the right and the duty to participate, individually and collectively, in the elaboration and implementation of policies and programmes of their human settlements.

Section III 10. Basic human dignity is the right of people, individually and collectively, to participate directly in shaping the policies and programmes affecting their lives. The process of choosing and carrying out a given course of action for human settlement improvement should be designed expressly to fulfil that right. Effective human settlement policies require a continuous co-operative relationship between a Government and its people at all levels. It is recommended that national Governments promote programmes that will encourage and assist local authorities to participate to a greater extent in national development.

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