

PEOPLE'S PROCESS IN SHELTER RECOVERY

RIPPLE EFFECT

# RESILIENCE



UN HABITAT  
FOR A BETTER URBAN FUTURE



*Dapat May Plano*

VOLUME 5



**People's Process in Shelter Recovery** is jointly published by the United Nations Human Settlements Programme (UN-Habitat) and the Social Housing Finance Corporation (SHFC) in their effort to encapsulate in a six-volume series the community and household partners' experience with the People's Process during their Post-Yolanda Support for Safer Homes and Settlements project.

This publication is an avenue to share the fruits of practicing People's Process as it promotes strong relationships within the community and various bodies in the project, transforms communities even up until the household level, develops trust through a transparent financial mechanism, lays the groundwork for resilience and sustainability, and creates community leaders.

Through the stories of the people in this publication series, it is our hope that local governments, communities, and other stakeholders realize the viability and value of the People's Process as an empowering principle and sustainable method of recovery and community development in their own localities or contexts.

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June 2015**

# Symbols of Community Empowerment



As a response to shelter needs that resulted from the massive destruction by super typhoon Yolanda (Haiyan), the Post-Yolanda Support for Safer Homes and Settlements project embarked on showing the power of community-driven housing in transforming

communities from devastated sites of victims into dynamic environments of empowered leaders. Supporting the government's call to build back better, the project built back better permanent houses—stronger, faster, cheaper. But beyond the physical structure of the house is the building back of stronger, resilient, and empowered communities.

This publication prominently features photos of the new houses and community infrastructure built under the project, as well as the smiling faces of those who now inhabit and use them. But more than symbolizing safer refuge, these permanent shelters are a living testament to a remarkable confluence of efforts and contributions from several actors who came together to make the project work.

The financial support provided by the Government of Japan directly addressed the need of Yolanda-affected families for better and safer homes. With additional funding from the Department of Social Welfare and Development, more houses were built and more community improvements created a profound difference in the quality of lives of community members beyond those who received housing.

The Social Housing Finance Corporation helped carry out the critical task of identifying families for the project under its Community Mortgage Program, an initiative that provides affordable land access to the underprivileged, and as a result helped ensure the sustainability of the project's success.

The Housing and Urban Development Coordinating Council's mandate as the Yolanda Resettlement Cluster

lead and policy coordinator supported the successful demonstration of the People's Process, proving that empowering people to take charge of their own rehabilitation is key to sustainable recovery.

The technical expertise contributed by the Capiz chapter of the United Architects of the Philippines and the Association of Structural Engineers of the Philippines facilitated the design of the on-grade and on-stilt houses embracing DRR principles.

Hilti Foundation through its local affiliate BASE Bahay, Inc. provided an alternative design using innovative bamboo-based construction technologies for 20 houses in Estancia, Iloilo, showing that resilient shelter can be borne of homegrown natural resources.

The training on financial management as well as the provision of two multipurpose centers by BDO Foundation helped capacitate communities in financial literacy as well as provide community infrastructure that benefit communities as a whole.

Local governments contributed counterpart resources and facilitated processes to expedite the implementation of the projects in their respective localities.

Ultimately, these houses and community infrastructure are a symbol of deliverance of many communities who felt that they had long been left behind; a symbol of commitment of the leaders among them who helped restore people's faith not only in their enablers but more crucially in themselves; a concrete symbol of the power of a people unleashing their inherent energies and resources when given the chance to act, lead, and build their own path to recovery, resilience, and development.

**CHRISTOPHER E. ROLLO**  
Habitat Programme Manager  
UN-Habitat Philippines



## Where to Start (and Restart)



At the wake of super typhoon Haiyan in the Visayas—communities were wiped out, bloated cadavers were scattered everywhere, women and children were desperately seeking food and shelter, and infrastructure and farmlands were extensively damaged—we knew that things would not be “business as usual.”

We at the Social Housing Finance Corporation, small as we are in the government organization, tried to take action in the face of the enormous challenge of post-disaster rehabilitation.

While terms like “synergy”, “development framework”, and “institutional convergence” are important in devising ways to effectively respond to the situation, we had to overcome our obsession with the arcane language many are wont to use when tackling the problem.

Moreover, in order to get things moving, we thought it would not be helpful to participate in the perpetuation of presenting people in the affected communities as perennially vulnerable to disasters and always in need of help. Surely, most of them, particularly the poor, live in areas that are most exposed to life-threatening risks and hazards. But we should not lose sight of their motivation, capacity, and ingenuity to build their resilience and reduce their vulnerabilities. People are solutions.

It was in the Community Mortgage Program or CMP that we saw an opportunity for SHFC to contribute to the rebuilding of lives and communities after Typhoon Haiyan. With its community-driven approach, the CMP proceeds by supporting the People’s Process of effecting change. But the situation called for involving other actors that can enhance the capacities and complement available resources. This led us to work with UN-Habitat through the Post-Yolanda Support


for Safer Homes and Settlements project. As the title of the project suggests, we extended support to the communities rather than take the lead in executing planned interventions.

We piloted the project in Capiz and Iloilo, two provinces where the consequences of the typhoon were not as catastrophic as those experienced in the eastern part of the region but where a significant number of families were rendered homeless.

To facilitate the rebuilding of shelters, community members underwent skills improvement training activities and attended learning sessions aimed at enhancing local knowledge about disaster risk reduction. The success of the project, as you will read in the book, made the approach and partnership setup worth replicating in other CMP projects to build resilient communities.

Typhoon Haiyan gave us painful lessons on what we could have done and where we could have done better. Our experience in this project, however, taught us that a good reconstruction policy is to mobilize communities and empower them to participate in rebuilding their lives and communities. They are not mere recipients but partners in formulating policies and in leading in the execution of plans at the community level.

The SHFC shares the optimism of the people and communities that inspired the publication of this book. We are still struggling with the effects of Typhoon Haiyan and we expect other big typhoons to cause loss of lives and damage to properties, but we should not easily despair or, worse, be disillusioned. The grounds for hope are in the communities. We just need to work *WITH* the people.

  
**MA. ANA R. OLIVEROS**  
 President  
 Social Housing Finance Corporation

Homeowners associations were asked to come up with solid and comprehensive community action plans that would serve as a guide in promoting resilience. They were also tasked to trace their community's history in terms of disaster and to identify key issues affecting their community's recovery.







The members of the community committees would handle distinct roles and responsibilities in the course of construction of the core shelters and community infrastructure facilities. The following were sample committees formed by the communities: shelter and infrastructure, sanitation and waste management, livelihood, and community cleanup and beautification.

PHOTO: UN-Habitat



Over 170 Household Self-Assessors and Guiders (HAGs) were trained to conduct DRR trainings and house assessments in their respective communities especially for those unable to avail of the new houses.  
PHOTO: UN-Habitat



# RIPPLE EFFECT RESILIENCE

**Y**olanda wreaked havoc in the central Visayan islands in the Philippines, including 100 cities and municipalities on several islands such as Leyte, Samar, Cebu, Mindoro, Panay, and Palawan, among others. Official estimates peg at 1.1 million the number of houses destroyed or damaged. But from being helpless calamity victims, people in the communities engaged through the People's Process by the Post-Yolanda Support for Safer Homes and Settlements project are now active advocates of resilience and disaster risk reduction (DRR)—a key transformation brought about by the groundbreaking project. Household partners in the 28 partner communities in Panay Island were given training on how to rebuild their homes using DRR techniques. And they used the insights they gained from the series of training sessions not only in the construction of their new homes; they also provided guidance to those rendered homeless by the super typhoon but who were unable to avail of the project's housing units. Called the Household Self-Assessment Guiders, or HAGs, they went around their neighborhoods, and sometimes outside, checking out non-project-constructed homes, flagging possible structural problems and offering workable, affordable solutions in “building back better” resilient housing units using locally available materials and non-complicated processes. When the next typhoon came along, straight toward their still-traumatized communities, their DRR preparedness served them in good stead. Now, they are DRR disciples for life—and beyond their communities.







After six landfalls by Yolanda, over 550,900 houses were totally damaged and another 589,404 were partially damaged, affecting 1.47 million families in 14 provinces in the entire Philippines.  
PHOTO: UN-Habitat



The project initially aimed to build 610 houses; it was able to build 660 due to additional funds from national government and savings from the project.

PHOTO: UN-Habitat

# EXECUTIVE SUMMARY

**S**uper Typhoon Yolanda (known internationally as Haiyan), one of the strongest storms ever recorded with wind speeds of more than 300 km/h and storm surge of over 4m high, made six landfalls in the Visayas region on 8 November 2013, affecting 1.47 million families in 171 municipalities throughout 14 provinces, displacing approximately 4.4 million people. Over 550,900 houses were totally destroyed and 589,404 houses were partially destroyed.

According to the Department of Social Welfare and Development (DSWD), 132,589 houses in Capiz and 153,755 in Iloilo were affected. Low-income households, most of them living in simple bamboo-frame construction with nipa roofing, were severely affected due to their incapability to build strong houses prior to the disaster.

The Philippine government and international organizations provided some materials during months following the typhoon. But these were insufficient and many families continued to live under unsafe conditions, in half-collapsed houses or rooms without roofing.

Two days after the typhoon struck, UN-Habitat, in partnership with the national and local government, deployed teams on the ground in Regions VI and VIII to assess the extent of the damage. Efforts to rehabilitate disaster-affected provinces since then have ranged from providing assistance to local government units in recovery planning, to holding community workshops for local carpenters and artisans on how to build back safer houses using disaster risk reduction techniques and locally available materials.

Responding to requests by local and national governments for technical assistance, UN-Habitat Philippines' Typhoon Yolanda Response Team rapidly expanded its engagements for post-Yolanda recovery in Capiz and Iloilo in Western Visayas as well as in Tacloban, Ormoc, and Guiuan in Eastern Visayas.

UN-Habitat launched the Post-Yolanda Support for Safer Homes and Settlements project in July 2014 in the provinces of Capiz (Roxas City and the municipalities of Panay and Pontevedra) and Iloilo (municipality of Estancia). Main funding worth USD 2.5 million came from the Government of Japan and an additional PHP42.7 million from the Core Shelter Assistance Program of DSWD.





Turnover of houses took place intermittently throughout the project period as soon as construction was done and the houses were inspected and cleared for moving in. Final handover took place on June 2015.

PHOTO: UN-Habitat



The primary goal of the project was to capacitate affected communities as well as local governments through a community-driven approach called People's Process. The process is hinged on self-recovery of shelter and community facilities by strengthening the community's technical and institutional capacities. Another goal was to advocate and promote the concept of building back safer for shelter and community facilities.

Under the People's Process, the community leads and manages projects with technical assistance and monitoring of UN-Habitat. Projects are implemented through community contracting with legitimate homeowners' associations. Such an approach has been successfully implemented in other countries, notably in Indonesia, the Maldives, and Sri Lanka after the 2004 Indian Ocean tsunami. The People's Process improves the general skill level of community members and enables them to showcase their own creativity and ingenuity as active actors in their own rehabilitation, instilling in them a sense of pride and dignity. It establishes trust and promotes a sense of ownership on the part of the community. UN-Habitat also collaborates with a number of partners both governmental and non-governmental in enabling communities to become disaster-resilient. It is vital to work with local actors so that the communities may continue to keep strong and sustainable relationships with local partners even after UN-Habitat's technical support and presence under the project end.

Through partnership with the Social Housing Finance Corporation (SHFC), the Post-Yolanda Support for Safer Homes and Settlements project in Capiz and Iloilo identified partner communities who were already under the SHFC's community mortgage program (CMP), a programme that provides underprivileged citizens affordable financing to secure tenure on the land they occupy. UN-Habitat provided technical assistance by guiding self-recovery and by empowering communities in ensuring that they build safer houses and more resilient communities. Priority was given to the most vulnerable populations and communities





▲ Infrastructure projects attendant to the housing component such as road improvements flung wide the door to basic services many may take for granted, such as access to public transport, being able to go to the city center, or simply walking without getting ankle-deep in mud.

PHOTO: SHFC

such as those in depressed and underserved areas affected by Yolanda, including informal settlements. Within such communities, households most at need were prioritized, including those living in unsafe premises such as tents and camps, or those residing with host families. Elderly or disabled people with no family support, women-headed households with low income levels, widows, women living in temporary shelters/camps, laborers with low-income levels and who did not have any fixed income, and poor families housing orphans and displaced families were among those identified as the most vulnerable groups.

## WHY THE PEOPLE'S PROCESS?

- 30% cheaper
- Injection of cash into local economy
- Faster construction
- Creates employment and income opportunities

## FIVE STAGES OF THE PEOPLE'S PROCESS:

### 1. SOCIALIZATION AND INTEGRATION

- courtesy call to province, city/municipality, and community leaders
- community orientation and profiling
- discussion with possible design partners
- shelter needs assessment
- design conceptualization
- preliminary schematic drawings.

Courtesy calls were made to introduce the project and the implementing staff to the local government as a first step in establishing a harmonious relationship with LGU partners. These visits were vital in stakeholders' analysis as they were venues for finding out who the stakeholders were, what their stakes were, and how this information can be used for effective project implementation. Courtesy calls were also conducted with the Capiz chapters of the United Architects of the Philippines (UAP) and the Association of Structural Engineers of the Philippines (ASEP). These visits led to partnerships with both organizations.



▲ Community members had equal say as the architects and engineers consulted in the core house design to ensure cultural acceptability of the houses.

PHOTO: UN-Habitat

A strong sense of ownership in the project motivated many members of recipient families to help in the construction of their house.

PHOTO: UN-Habitat/keithabrowndesigns.com









The UN-Habitat implementing team met with the 32 communities under the SHFC's Community Mortgage Program to introduce the project and invite them to partner in the implementation of the programme. Representatives from 28 interested communities wrote letters of intent to partner with UN-Habitat, their first step in joining the community-driven recovery program. Visits and meetings were made with these communities to get better acquainted with its members. During these visits, community members were asked to visualize the community they wanted to build. With the plans they presented, the implementing team designed activities and workshops to empower the community to reach its goals.

The technical team assessed the shelter needs of the community and continually visited the targeted project sites to be aware of and responsive to the community's needs. Initial designs were made and presented to the communities upon which the community provided additional inputs based on their specific needs. These consultations continued until the team and the community partners reached an agreement on the plans and preliminary sketches.

## 2. COMMUNITY PROJECT IDENTIFICATION AND PRIORITIZATION

- a. community action planning
- b. installation of community project committees
- c. shelter household partner profiling
- d. household partner shelter application
- e. household partner validation
- f. community association/household partner posting
- g. community/partners consultation on house design
- h. house technical assessment
- i. drafting of construction drawings, details, work plan.

Community action planning (CAP) is a process where partner communities plan and prepare for project implementation. Due to the project's community-driven approach, the CAP is vital in imparting the necessary skills for community partners to carry out the project independently and self-sufficiently especially since they make majority of project decisions.

◀ Albeit with guidance from the project implementation team, it was the communities themselves that largely determined selection of the house recipients and the kind of community infrastructure projects they needed.

PHOTO: UN-Habitat

The community partners created a developmental plan, complete with strategies on how the community can reach their goals, for their envisioned community, with a five- to ten-year timeframe for implementation.

After the planning, committees were installed for project implementation. Four committees were formed: construction and labor, purchasing, finance, and audit. These committees handled different responsibilities during the construction phase of the project.

Potential household partners or project beneficiaries were profiled and given application forms. The application process involved a validation or background investigation to verify the information provided by the applicants. After validation, a tentative list of household partners is posted in the community to give way for possible inquiries or objections from community members. The officers of the homeowners association (HOA) decided on and addressed the protests raised, based on the criteria set by UN-Habitat for the project. The HOA was empowered to make critical decisions, with UN-Habitat providing guidance from the sidelines. The household partners were consulted on the house design and their inputs were integrated into the earlier pro-forma design to cater to the specific needs of the community. With the help of UAP and ASEP, the technical team drafted the construction drawings, details, and work plans used in the construction phase of the project.

### 3. COMMUNITY STRENGTHENING

- a. community contracting
- b. finalization of household partner listing
- c. community training on project and financial management
- d. construction of model unit
- e. assessment of model unit
- f. adjustments of design
- g. presentation and approval of the house design.

Community contracts with partner communities are a key component of the project. The contract signifies that the communities tapped are not mere beneficiaries of a shelter recovery program but active participants in their own rehabilitation as project partners.

As stated in the community agreement signed by representatives from UN-Habitat and the partner HOA, the latter will implement the project, while UN-Habitat provides the funds and technical guidance for the project. The HOA will receive funds in tranches based on scheduled work accomplishments with supporting documentation.







▲ Of the approximately 350 trained, over 100 carpenters and over 20 foremen were tapped to construct the houses.

PHOTO: UN-Habitat

◀ Many of the community partners learned how to inspect materials to see if they were to specification. Some would even sleep in the warehouse or storage rooms where the materials were kept to guard against theft.

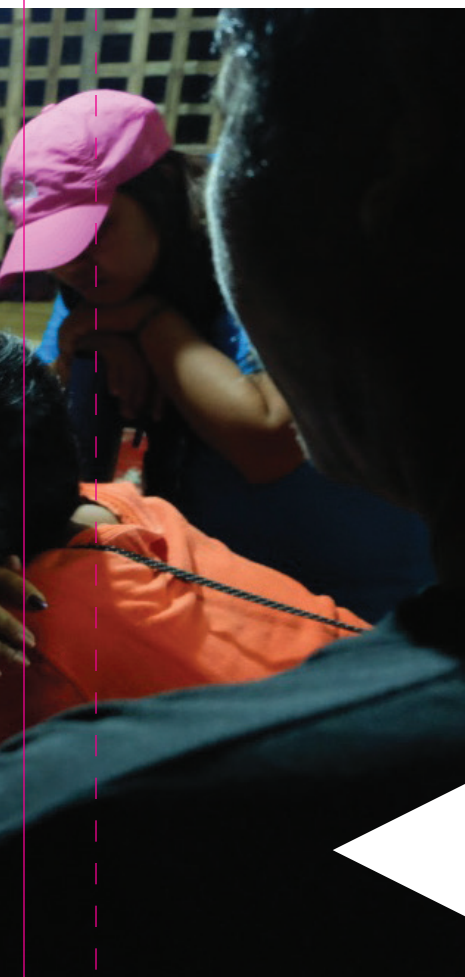
PHOTO: UN-Habitat/  
keithabrowndesigns.com

The inaugural core house was turned over to household partner and first core house owner Emelia Doriendes in August 2014.

PHOTO: UN-Habitat







▲ Once communities and their leaders got a sense of the project's intention to follow itself through via the implementing team's constant site visits, site assessments, and consultations, community action planning sessions, some of them lasting as long as three hours, became well attended and were marked with lively discussion and input.

PHOTOS: UN-Habitat

Houses will be handed over upon 100% completion of total work, together with proper documentation, expenditure sheet, and bank statement.

After the objection period for the household partner listing, the HOA finalizes the list based on the criteria provided by UN-Habitat. The committees, together with some of the HOA officers, were given training on project and financial management. They were taught how to run a project as well as handle finances in preparation for the construction phase. A bank account is opened by selected representatives for the HOA. This account is where funds from UN-Habitat will be deposited. The committees were provided with finance and audit forms and were taught how to use them. While UN-Habitat is a signatory in these forms, decisions on how and where the money will be spent will ultimately be made by the community.

A model unit was built so the design in the construction plans can be implemented on a 1:1 scale. The model unit was assessed on its resiliency, price, and cultural acceptability in the area. Changes to the design were made after the model house was built, assessment was done, and problem areas were identified. Once the requisite changes were made, the revised plan was once again presented to the communities for their approval.

#### 4. PROJECT IMPLEMENTATION AND MONITORING

- a. site preparation
- b. house construction
- c. ocular inspection
- d. workers orientation
- e. site clearing
- f. actual construction
- g. house inspection and punch listing
- h. house turnover
- i. toolbox meetings.

Actual project implementation begins with the preparation of the construction site. This includes the identification of lot boundaries, demolition of existing houses (where applicable), and other preparatory steps before the actual house is built. UN-Habitat and the HOA committees conduct ocular inspections to check the requirements before houses are built. The communities were acquainted with the foremen and workers trained by UN-Habitat. The community chose a foreman from

the pool and contracted him and his team in constructing the houses for their community. The team was oriented on what the HOA expected from them: what work they will be doing, the timeframe, etc.

During construction, the HOA decided on the sequence of tasks, including whose houses will be built first. UN-Habitat teams made regular ocular inspections of the site to ensure that the quality of the work done by the hired carpenters and artisans was acceptable. Over the course of the construction, houses were regularly inspected to see if they are compliant with the DRR requirements for resilient houses. The homeowners, the construction committee, and the foreman were given a checklist of the criteria as basis for checking. Toolbox meetings are a way for information and issues to be shared regarding the everyday activities during construction including incidents, hazards, and work processes. These were held weekly with the household partners, the community, and the workers with UN-Habitat implementing team facilitating. Challenges that arose over the week were discussed and strategies to solve them identified.

When construction is completed, the house is handed over to the household partner so the family may already move into their new home.

## 5. PARTICIPATORY PROJECT EVALUATION

As the final stage in the People's Process, a consultative evaluation is done with the community to gather their challenges and learnings from the project. This process gauges how empowered community members have become after the whole experience of building their houses as a community. An empowered community is one of the best assurances of sustainability upon culmination of the project partnership with UN-Habitat. The final audit of the funds released to the community is also conducted at this point.



The core houses' lower walls are concrete block while the upper walls are from bamboo infill panels. The structure has a 4-sided hip roof built with a single wooden truss crossing the building diagonally and supporting other rafters. The design incorporates DRR features such as reinforced attachment of structural elements, and is designed to resist wind loads of up to 250 kilometers per hour.

PHOTO: UN-Habitat/keithabrowndesigns.com









As part of the targeted recovery of the partner communities, a seminar on Ecological Solid Waste Management and Climate Change Awareness was held to stress the importance of waste management and environmental management and their relation to climate change.

PHOTO: UN-Habitat







## POST-YOLANDA SUPPORT FOR SAFER HOMES & SETTLEMENTS PROJECT

### TARGET



**ACCELERATED RECOVERY FOR 20 TARGET COMMUNITIES**



**610 PERMANENT HOUSES TO BE BUILT FOR FAMILIES WHO LOST THEIR HOMES TO YOLANDA**



**250 SEMI-SKILLED ARTISANS TO RECEIVE TRAINING TO UPGRADE CONSTRUCTION AND DRR SKILLS**



## RESULTS

**From the initial 20 communities, 28 signed on for the project.**

Damage assessments showed a need to extend the reach of the project. More communities under SHFC's Community Mortgage Program were included to accommodate as many Yolanda-affected communities as the project could.

**660 permanent houses built with water, sanitation, and hygiene facilities.**

The total number of houses was increased due to additional funds from DSWD of PHP42.7 million through its Core Shelter Assistance Program.

**323 semi-skilled artisans and 31 foremen were trained.**

With budget savings, the increase in number of houses to be built, and strengthened interest among partners, the project was able to train more people. Of those trained, over 100 carpenters and over 20 foremen were tapped to construct the houses. Others have now been able to get construction jobs outside the project, with their DRR training certificate in hand backed by solid experience in the project.

**TARGET**



**20 IMPROVED FACILITIES FOR 20 COMMUNITIES**



**4,000 HOUSEHOLDS TO BENEFIT FROM ENHANCED DISASTER RISK REDUCTION KNOW-HOW**



**INCREASE AWARENESS FOR BUILDING BACK SAFER AT NATIONAL AND LOCAL LEVELS**



## RESULTS

### **54 community infrastructure projects for all 28 partner communities were completed.**

Additional funds from both government and non-government entities were sourced, and partner LGUs provided counterparts in the construction of infrastructure projects. Panay and Pontevedra LGUs lent heavy equipment to assist in community infrastructure construction. The BDO Foundation provided funding for two multipurpose centers in two communities. The infrastructure component was carried out with the homeowners associations hiring private builders, who eventually built close relationships with the communities that several of them voluntarily delivered more than the agreed specifications as their donation to the community.

### **4,594 households trained and their houses assessed.**

Over 170 volunteer Household Self-Assessors and Guiders were trained to conduct DRR trainings and house assessments in their respective communities, especially for families unable to avail of the new houses under the project. The assessors eventually also trained families outside their own assigned communities.

### **Renewed awareness among other LGUs and organizations of the efficacy of the People's Process in post-disaster recovery and rehabilitation.**

As active champions of their own recovery and rehabilitation, partner communities are now able to articulate the principles of DRR in shelter recovery and the People's Process to other communities. They have welcomed visits from various entities to discuss their experiences and learnings under the project in great detail.

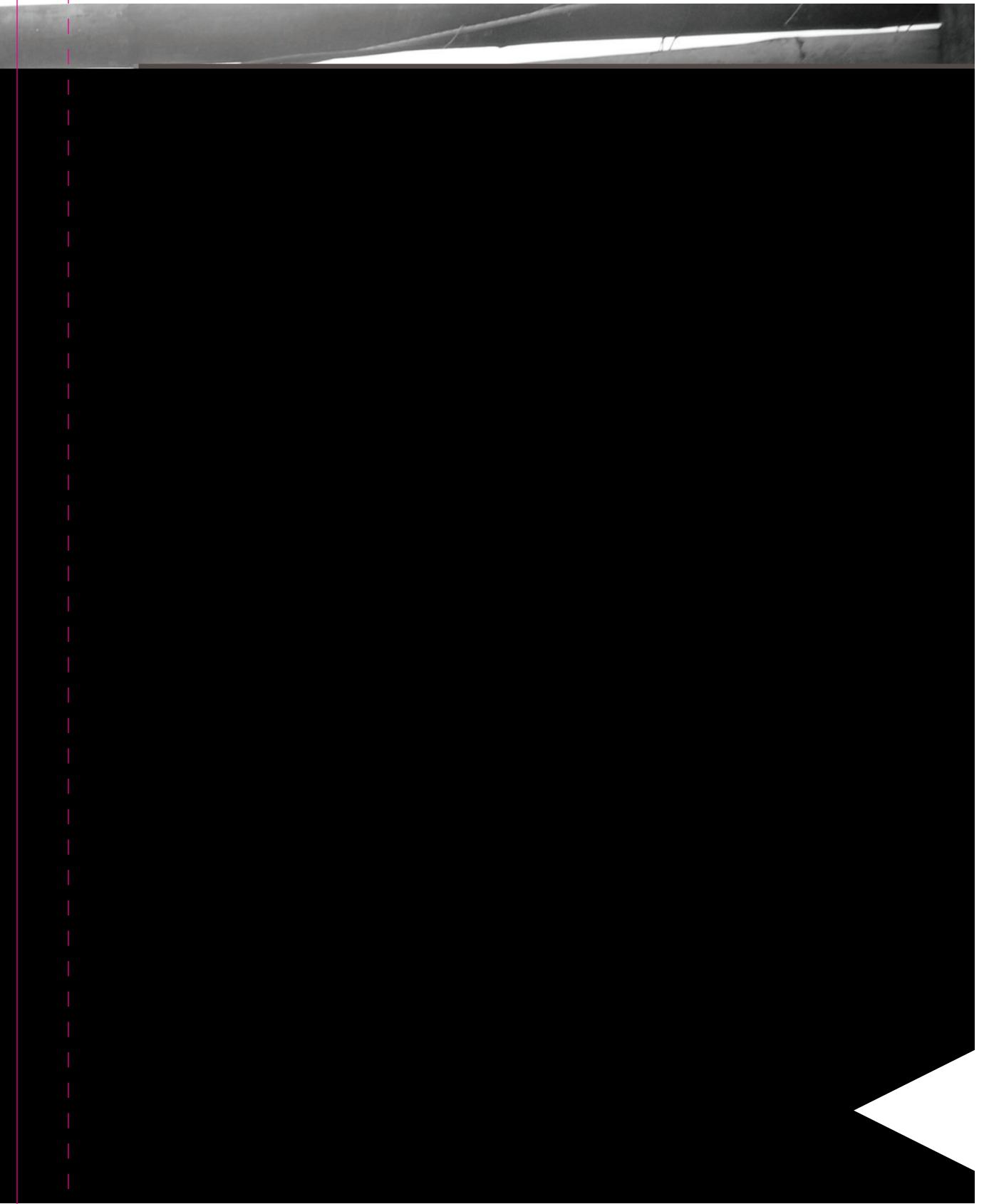
The project was also able to gain attention from media as well as government and non-government organizations. Knowledge products such as this publication have been prepared to serve as resource material for communities interested in replicating the project.

Opportunities for replication and scaling up of the project are under discussion with the National Housing Authority to implement similar projects in identified Yolanda-affected municipalities.



According to the Department of Social Welfare and Development, 130,688 households and their homes were affected in Capiz by Yolanda, 153,480 in Iloilo.

PHOTO: UN-Habitat





# RIPPLE EFFECT RESILIENCE

How disaster recovery marshaled the first few steps of an ongoing journey of resilience-building within the home, outside the home, and beyond community borders

**B**ut it was a sunny day. There were no dark clouds early that morning. The sea was not acting up at all. The night before, Felicísimo Ocoña recalled, he had even brought out his motorboat and scoured through his usual fishing grounds. He caught plenty of red snappers. Today promised to be another good day despite all the talk about a coming typhoon. They said on radio and TV that it would be a strong typhoon, but Ocoña could sniff no hint of danger in the air. Maybe the typhoon had come and gone without their knowing it. Maybe it had changed its course. Maybe it had slowed down. Maybe it was just like the other typhoons they warned about before, Undang, Frank, nothing to worry about.

He saw off his wife, Margie, as she left for work. She was in the kitchen staff of a nearby resort. As usual, she walked to work. It was a mere ten-minute walk out of their district, down a side street and, instead of crossing the main road toward the beach, turning right and down some hundred meters until she reached the upscale San Antonio Beach Hotel. Their three boys and two girls were lazing about at home because classes had been called off. They lived in a modest hut in RJ Medalla Milagrosa, an inner neighborhood in Barangay Baybay in Roxas City, in the western part of the central Visayan islands in the Philippines. The district got its name after the initials of the landowner, Rudy Javellana, and the name of the community's spiritual patron, the Medalla Milagrosa (Miraculous Medal of the Virgin Mary). But the residents here also celebrate the feast days of San Vicente Ferrer and the Black Nazarene. Apparently, the community had many prayers to offer.





From residents of shelter boxes, makeshift, transitional, shanty and unsafe houses, the 660 household partners are now living in their disaster-resilient permanent shelters.

PHOTO: UN-Habitat



Intensive training on DRR techniques in shelter construction were provided for the pool of local semi-skilled artisans which later spearheaded the building of 660 core shelters.





At nine o'clock, when the midday heat would typically begin to spike, Oebeña noticed the whistling of the wind. He looked around his hut. The posts were made of reliable wood. He looked outside at the bamboo fence that surrounded the hut and banked on the resilience of bamboo. But then the whistle became a rumbling growl, and the rain came in a downpour, and all of a sudden everything began to get animated: things flew, things fell, the curtains flailed wildly as if in a horror movie, and the whole hut trembled out of its wits. There was a crash. Their kitchen had gone tumbling down.

Oebeña shouted at his children to seek safe shelter in a neighbor's sturdier house. Outside, he stopped in his tracks when he saw that the tall tree in their yard was teetering toward their hut. He grabbed his eldest son and hollered at him to help him cut the tree. They went back into the hut to look for the heavy large knife they used for chopping firewood. They took turns hacking at the tree. They were afraid the tree would tumble down on their hut. To Oebeña's astonishment, he saw his son being swept up by the wind. The son was able to grab a tree trunk and he hugged it with all his life. Before he could rush to his son's rescue, Oebeña found himself swimming in the air, too. He dropped the knife and clung on to what he could of the tree. The tree they were trying to cut kept them alive.

When they managed to get down to solid ground amid the ruckus, Oebeña realized there was no use saving their hut. The thing to do now was to save their lives. He told his son to run to the neighbor's house and stay there and keep watch over his siblings. Oebeña dashed back to their hut and opened all the windows so that the air could just stream through and not blow their house away. He left without closing the door. And that was the last he saw of his house. But he did not know it then because when he made it to the neighbor's house, its roof had given way and they all ran pell-mell into the rain and wind and mud and a meteor shower of all sorts of solid and sharp objects zooming from all over this primal chaos. They herded into another neighbor's seemingly stable house. And then another's. And yet someone else's house. Until finally there was nowhere to turn to and they just stayed where they were and braved the elements and prayed to the Medalla Milagrosa, San Vicente Ferrer, the Black Nazarene, and all the angels and saints.



◀ The kitchen sink was set up behind the house should the resident household partner wish to make incremental expansions later on.

PHOTO: UN-Habitat



Four hours later, everything stood still. It was a suspicious silence. They were drenched and feverish and starving, but they dreaded at first to step out of their hiding place. They were afraid the typhoon was not yet over, that this was only a lull that would trick them to their doom. On the other hand, they were also afraid that the typhoon was indeed over and they might not be able to take in its aftermath. But they did venture forth, eventually, and were not surprised at what they saw. Their neighborhood had become a wasteland and a memory all at once.

### REBUILDING FROM YOLANDA'S REMAINS

When they learned that the local government had evacuated the other neighborhoods around them before the typhoon arrived, they became angry that they were left out, that they were left to fend for themselves. Was it because they were a community of mere fishermen, laundry women, ambulant vendors, and itinerant workers? This line of thinking festered and became a shared grievance that drew the community together and gave them the strength to face the light of another day. Now they

▲ The DRR techniques shared provided communities with peace of mind that they would be safe despite the onslaught of typhoons, as they already know how to build stronger homes.

PHOTO: SHFC

▶ Every household assessed by the project-trained household self-assessors and guiders was given an informative poster written in Hiligaynon (the local dialect of the region) to effectively reach the vulnerable members of the communities.

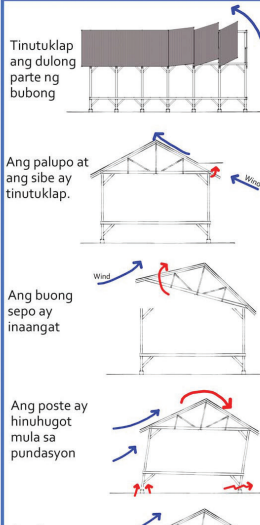
PHOTO: UN-Habitat



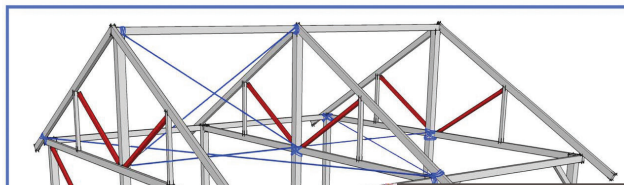
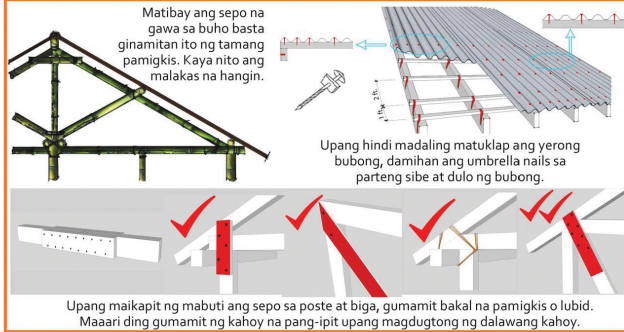
# HOW TO BUILD BACK BETTER = SAFER

Gabay sa Praktikal, Matipid at Matibay na Paggawa ng Bahay

## Paanong Binabayo ng Malakas na Hangin ang iyong Bahay?

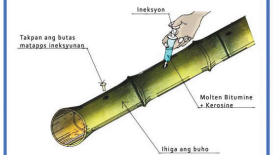


## Siguraduhing nakakapit ng mabuti ang bubong at sepo sa buong istraktura ng bahay.



## Ang Buho

Upang hindi kapitan ng bukkok at fungi ang buho, hugasan muna ito at siguraduhing hindi ito direktang nakadikit sa lupa. Maaari ding lagyan ng gamit na krudo ang mga butas.



Ang buho ay mababali at mabubulok kapag ginamitan ng pako. Gumamit ng peg o kapisang kahoy o ng lubid upang maisawang manghina o mabasag ang buho.



Maramina paraan na paakonekta na

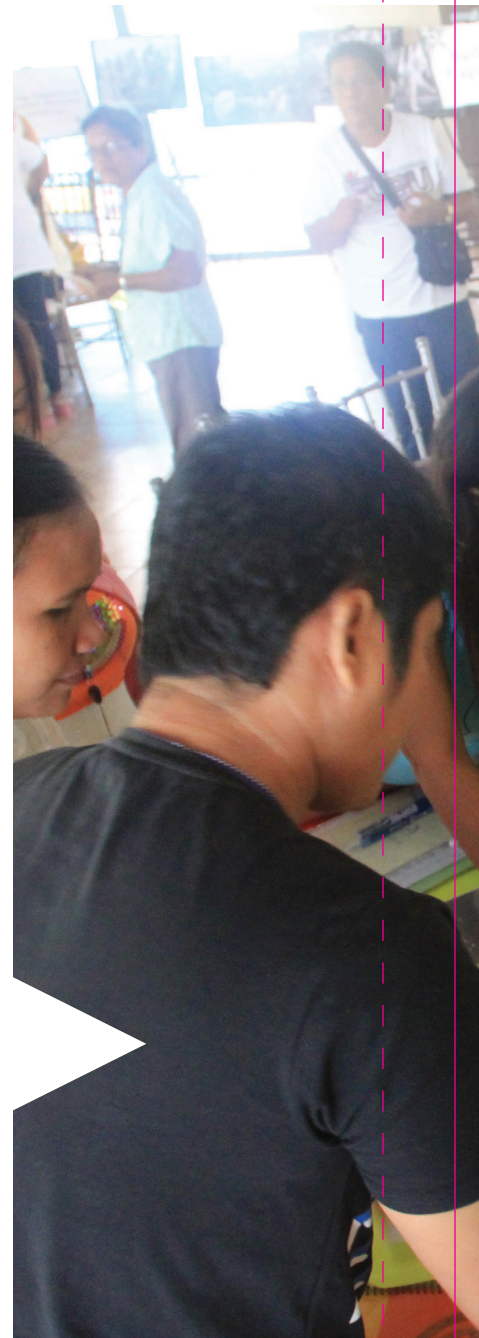
have someone to blame for their woes. Now they could claim they were but victims in all this scheme of injustice.

But Ocoña had no time for wallowing in such talk. He and his family picked up the pieces of their hut and tried to put it back one way or another. He insisted that his wife should continue with her daily routine of going to work. He commanded his children to go back to school when classes resumed. But he wanted them to learn a lesson that would last a lifetime. Instead of their usual daily allowance of PHP50, each of his five children now had to settle for only PHP35. He explained to them that the difference of PHP15 was their contribution to the rebuilding of their home. The day's savings would amount to PHP75, he said, and at month's end, or after 20 school days, the children would have contributed PHP1,500. This would go to the purchase of new nipa roofing, nails, and maybe some plywood. The children told their father they understood, and they went to school on foot instead of taking public transportation, and that was how they managed to live with their reduced allowance for many months.

One of the children came home with a new story the teacher read to them in school. Once upon a time, there were three little pigs who each built their homes. One pig built a house made of hay. Another pig built a house made of sticks. And the last pig built a house made of bricks. One day, a hungry wolf came to the neighborhood. He saw the house made of hay. He knocked and asked if he could come in. But the pig who lived in the house made of hay replied, "Not by the hair of my chinny-chin-chin." The wolf got mad, and he huffed and he puffed and he blew the house in. But the pig was able to run to his brother pig who lived in the house built of sticks. The wolf came after him. He knocked and asked if he could come in. But the two pigs replied, "No, no, no, not by the hair of our chinny-chin-chins." And the wolf huffed and he puffed and he blew the house in. But the two pigs were able to run to their brother pig who lived in the house built of bricks. The wolf followed suit. He knocked and asked if he could come in. But the pigs replied, "No, no, no, not by the hair of our chinny-chin-chins." The wolf got mad and he huffed and he puffed, and he huffed and he puffed, and he huffed huffed huffed and he puffed puffed puffed—but the house remained standing.

▼ The communities were also ensured that the project was aligned with government strategies and hinged on DRR principles and methodologies.

PHOTO: SHFC













## LEADING THE WAY TO THEIR OWN SHELTER RECOVERY

Not long afterward, the president of their homeowners association (HOA) showed Ocbeña a form from the United Nations Human Settlements Programme, or UN-Habitat, who wanted to know who in the neighborhood were rendered homeless by the super typhoon and who could hardly afford to rebuild their homes.

Most in the neighborhood were. But there was the business of photocopying the form, and it cost two pesos. Some of Ocbeña's neighbors were wary about this. Ocbeña remembered that on other occasions he had gone to the city proper to register himself and his family in some humanitarian aid agency's listing—and he had to pay for transportation expenses and even an occasional snack or meal. He decided two pesos for photocopying the form was not a big deal. He photocopied the form, filled it up, and submitted it. And that was how, in a manner of speaking, he and his family began to build a house made of bricks.

Except that there were no bricks at all. The UN-Habitat-implemented project, called Post-Yolanda Support for Safer Homes and Settlements, after the name of that super typhoon in the Philippines (international name: Haiyan), aimed at building resilient core houses for those left homeless by the typhoon.

The core houses were designed to resist wind loads of up to 250 kilometers per hour. Each house measures 4.4 x 5.9 meters, with four reinforced concrete columns and four mid-wall stiffener columns, topped with reinforced concrete roof beam.

The house has a hip roof, locally known as *cuatro aguas*, with a wooden truss supporting the hip and common rafters, with 0.4 millimeters CGI roofing complete with extra perimeter nailing and ridge roll.

The lower walls are comprised of concrete hollow, or cinder, blocks. The upper walls are made of split bamboo with wooden frames, a culturally

◀ A crucial component of the project, community action planning (CAP) let community members determine their community's development plans in a five- to ten-year timeframe. After several CAP sessions, the communities had a better understanding of the concepts of recovery and resilience and were able to start strategizing on disaster-mitigating measures relevant in their area.

PHOTO: UN-Habitat



accepted protocol. Clear-glass jalousie windows are used for natural lighting and ventilation. Electricity, plumbing, and sanitation systems for kitchen and toilet facilities are also in place.

A kitchen sink can be found at the back, which allows for incremental expansion later on. Each house costs PHP135,000; an on-stilt unit goes up to PHP165,000.

Incredibly, Ocbeña did not have to foot the bill. It was courtesy of the Government of Japan, augmented by funds from the Philippine Government through the Department of Social Welfare and Development.

What Ocbeña liked the most about the shelter project was that it was they, the homeowners, who were responsible for building their new homes. This project approach is called People's Process. It empowered the communities to make decisions about the construction of the housing units. As head of the purchase committee, Ocbeña went around Roxas City to find the best prices and get the best deals. He learned

▲ Regular consultations transpired with UN-Habitat and the Capiz chapters of the United Architects of the Philippines and the Association of Structural Engineers of the Philippines. The pool of competitive local architects and engineers conceptualized the shelter and structural design while highly taking into consideration the result of the shelter needs assessment and inputs of the community leaders.

▶ The household partners were also consulted in the shelter design and their inputs were integrated into the earlier pro-forma design.

PHOTOS: UN-Habitat



AGRES, Erna  
Belle Village Extension HOAJ  
Blk. 14 Lot 28  
Brgy. Pitas, Pontevedra









to discern which was good construction material and which was not. He was not averse at improvising, at experimenting. He became a master at negotiating with suppliers. He wanted only the best, within budget, for the resilient homes they were building.

In this way, the shelter project succeeded in building 660 new homes in 28 communities in the provinces of Capiz and Iloilo in Panay Island. But the project benefited not just the household partners (this is the term the project prefers to use instead of the word “beneficiaries”). Able-bodied people in the communities, even those not belonging to household partners, were invited to hands-on training on carpentry and construction supervision. Of the 323 semi-skilled artisans and 31 foremen who completed the training, 102 carpenters and 23 foremen were tapped



▲ Over 20 leaders from Community Mortgage Program communities in Roxas City participated in a workshop on Disaster Risk Reduction and Preparedness organized by SHFC and UN-Habitat. They were given orientations on climate change, earthquake hazard preparedness, weather hazard preparedness, flood preparedness and health hazards. They were also given tips on emergency communication and early warning.

PHOTOS: SHFC



in the construction of the houses for the partner households. This gave them practical experience as well as decent incomes for the duration of the project. After the project, the technical know-how they gained ensured their gainful employment in other construction projects.

Ocbeña noted with appreciation that the housing construction, plus the livelihood opportunities it engendered, were not the only strategies espoused by the People’s Process in rebuilding communities toward resilience. Empowering communities to manage the construction funds by themselves, the shelter project also encouraged them to incur savings—and to use these savings to further construct community infrastructure. This resulted in a total of 54 community infrastructure projects for all 28 partner communities. These were mainly multipurpose centers, road

- ▲ The project saw to it that the specific needs and the results of risk assessment conducted by the Mines and Geosciences Bureau of Department of Environment and Natural Resources were considered. This later resulted in the creation of the on-stilt design aside from the typical on-grade shelter for remarkably flood-prone partner communities.
- ▶ With Belle Village III situated in a flood-prone area in Pontevedra, food security during the rainy season has always been a problem. Residents lose access to market roads for days and rely on stockpiled food and backyard produce. The community vegetable garden ensures a steady food source even when the community gets cut off due to flooding.

PHOTOS: UN-Habitat







**Over 170 volunteer Household Self-Assessment Guiders (HAGs) were trained to conduct disaster risk reduction trainings and house assessments in their respective communities, especially for families unable to avail of the new houses under the project.**







Household partners have shared that the project served as the jump-off point for other community development initiatives, and are confident that these changes will be sustained even after the end of the project.

PHOTO: UN-Habitat

improvements, and drainage construction. But there were also others: riprapping, regraveling of roads, streetlight installation and rewiring, and water system installation. For Ocbaña, this overhaul of the physical landscape of RJ Medalla Milagrosa also triggered transformations in the community's social dynamics. He felt a new—no, a genuine—kind of neighborliness. To be sure, there were still a handful who seemed halfhearted in their participation. Sometimes they attended meetings, most of the times they could not be found in communal activities like hauling construction materials. Ocbaña would look for them and talk to them. He would tell them they had two options: do their share of the work or be stricken off the list. Participation improved to a hundred percent. Everyone now had a stake in community-building.

### **PURSUIT OF RESILIENCE SPREADS BEYOND PROJECT PARAMETERS**

When UN-Habitat organized the household partners and other key people in the community and trained them in disaster risk reduction (DRR), especially with regard to housing construction, Ocbaña volunteered, too. The participants of this training became Household Self-Assessment Guiders, or HAGs. They visited the rest of the community folk who did not make it to the list of household partners and offered advice on how they could repair and rebuild stronger homes. They assessed houses and trained families on building back safer using DRR techniques. Ocbaña assessed more than 50 houses. What was noteworthy

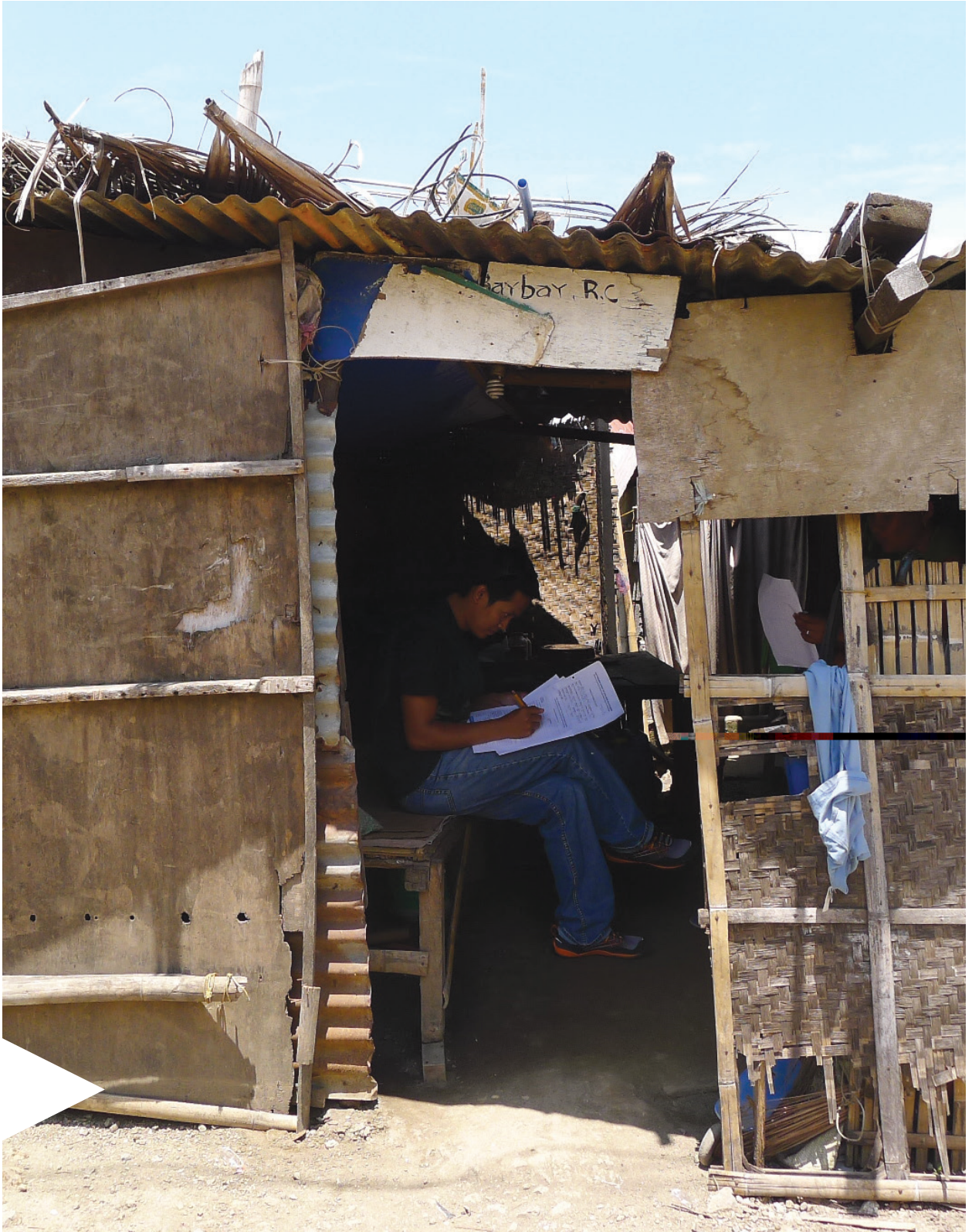
about his efforts was that he went outside of his community. He took one-hour jeepney rides past the city limits to ensure that his friends and relatives were safe in DRR-enhanced homes. He made it clear to them that disaster did not pertain to typhoons alone. It also meant fires, earthquakes, flooding, and the frequent twisters in their part of the island. He assured them that strengthening their homes for these eventualities need not entail great cost. He who used to call himself the silent type was now a preacher of resilient housing, his eloquence harnessed by his experience with the shelter project through the People's Process. In all, 4,594 households were reached by the HAGs.

But on weekends, Ocbaña likes to just putter about at home. He had subdivided it into bedrooms and a living room and a kitchen area, where the toilet is tucked in a discreet corner. He takes pride in having set up the bamboo-slat walling by himself, excruciatingly pairing each bamboo slat with another until the whole enterprise took organic shape. He laughs at the time when he found himself having the luxury of choosing a mahogany stain or maple stain for the wood finish. Even though his fishing boat is gone (he recovered the engine and hid it for future use), he sometimes falls into the old habit of weaving a new fishnet or extending one he has in stock, in lieu of repairing an actually used one. But he knows he is just like his father, who was known, honorably, as an all-around laborer. Having no fishing boat is not a problem. Ocbaña can work, because he has

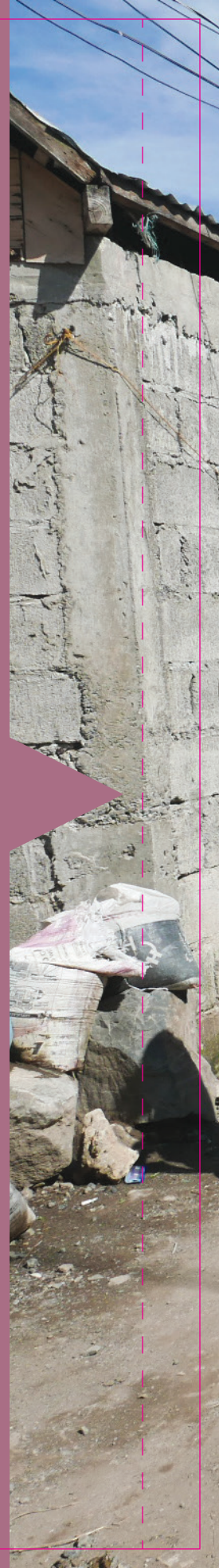
▶ As part of selecting the core house recipients, technical supervisors from the project implementing team assessed the condition and structure of the damaged parts of the house, listed the construction materials used, accounted the house topography, and noted the family's existing sanitation provisions.

PHOTO: UN-Habitat





**The HAGs went around their assigned communities to assess houses and train families on build back safer and DRR techniques. They eventually also trained families outside their own assigned communities. A reach of 4,000 households was set for the HAGs, but they exceeded the target by reaching 4,594 households.**







The People's Process is hinged on self-recovery of shelter and community facilities and on strengthening the community's technical capacities.

PHOTO: UN-Habitat









worked, as a messenger, a driver, a security guard, a politician’s security detail, even a masseur. He is especially sought after for his foot spa massage. Nowadays, though, he busies himself as river cruise guide, happily giving tourists on special eco-tour packages an insider’s track into the marshlands and mangroves that the Panay River runs through.

Shortly after he and his family moved into their new home, another typhoon struck. It battered RJ Medalla Milagrosa with wind speeds of up to 130 kilometers per hour for three days in a row. Typhoon Ruby (international name: Hagupit) huffed and puffed, huffed and puffed, and huffed and puffed like a pack of big, bad wolves, and inside their new home the Ocbena family huddled in prayer, with other members of the community who sought safe refuge with them. While the wind howled outside, there was a warm feeling of calm and comfort inside the house. The visitors saw on the wall in the living room a sepia photograph of Felicisimo and Margie on their wedding day. She was beautiful and he was handsome, and they were all smiles. Those who sought refuge with them swore it was the same ebullient smile the couple flashed when the typhoon eventually spent itself and went away, and they realized they were all safe and sound in the new Ocbena residence.

▲ Technical supervisors surveyed the whole community to ensure that the infrastructure projects identified and prioritized during the community action planning had space and were appropriate according to the homeowners association’s site development plan.

◀ The awareness of the household partners of their own lot markers was stressed during technical assessment. Aside from double checking the correctness of the submitted damaged shelter photos, community organizers assisted the technical supervisors in measuring the lot occupied by the household partners.

PHOTOS: UN-Habitat



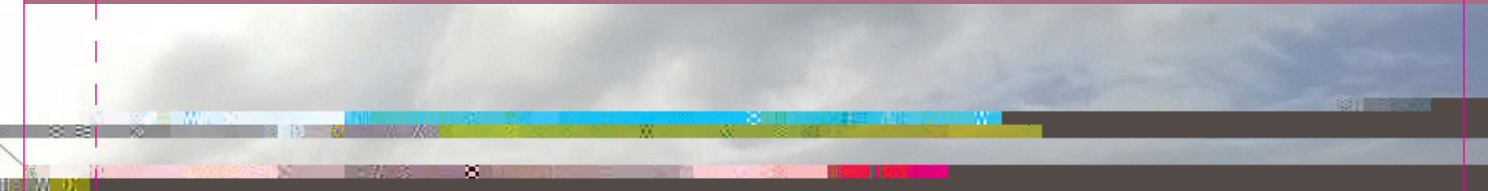
## The HAGs are mandated to continue training in their communities if deemed sustainable or if the need arises.

- ▲ As the project committed to align its strategies to the mandate of the government on building back better and safer, UN-Habitat together with SHFC and the homeowners associations secured clearances from the Mines and Geosciences Bureau before core house construction even began.
- ▶ For community infrastructure construction, weekly progress billing was used as the payment scheme for the project. The builder submitted a weekly request for payment to the homeowners associations, and the assigned UN-Habitat technical supervisor in the area validated it by submitting a report and requesting the release of payment.

PHOTOS: UN-Habitat













## CHRONICLE OF A VOLUNTEER HOUSEHOLD

### SELF-ASSESSMENT GUIDER

As told by Diosa Marie Alado of Barangay Baybay (translated from Hiligaynon)

"The three of us (Giudelyn Gargoles, Alyn Trinidad, and Diosa Marie Alado) volunteered so we could spread ways on how we can strengthen houses.

We had one day training to be a household self-assessment guider. In the afternoon, we conducted two house assessments and then we were divided into two groups A and B. We had to visit two houses and were asked to comment on each house. We compared the houses and then we were gathered in one place where we could share our comments and compare notes with the other group.

I really had no idea what assessing a house entailed before... But now, even my husband and family are surprised. I was able to apply what I learned especially during typhoon Ruby. Since our house is made of light materials, I thought of ways to make it stronger. I placed cleats, then I asked my husband to use nylon instead of aluminum wiring to secure the joineries

◀ Giudelyn Gargoles, Alyn Trinidad, and Diosa Marie Alado are three friends that volunteered for the HAG training and did house assessments together during the project period.

PHOTO: UN-Habitat

We found out that scrap materials can still be a big help in strengthening a house, even just by picking up objects you see around you. It really helps because even with just little things, if a strong typhoon comes, your house won't get destroyed easily. We learned this during our HAG (Household Self-Assessment Guider) training.

In the six months that I did this, I was able to conduct assessments in 51 houses. Only 40 houses were required of me for assessment. I went beyond 40 because I wanted to share what I learned especially with the non-beneficiaries. I wanted to be able to share with families what they should tell their children to do in the event of a disaster.

I've learned a lot, like how to inspect a roof. If it's too big and flat, it's not good because it's easily blown by the wind. You can put a tire to weigh it down. If you have a thatch roof, the shingles should be compressed. Reinforce it with a net...like the green one for fishing. I found out that the seam of a roof shouldn't be prone to rusting. And the nails should be near each other, so the roof won't be blown away by the wind easily. Also, purlins which are wide-spaced will also be blown away easily because some people bond it using wire. Nylon must be used instead. Wires easily loosen. Trusses should have iron and screw so the roof won't get blown away easily.

These are the things I now know because I'm a HAG."

► The project trained 172 HAGs who were able to assess 4,594 households.

PHOTO: UN-Habitat















▲ A mural unveiled as a commemorative activity in Pontevedra on the first anniversary of Yolanda visually articulates how building back safer and building resilient communities are best carried out as a collective endeavor.

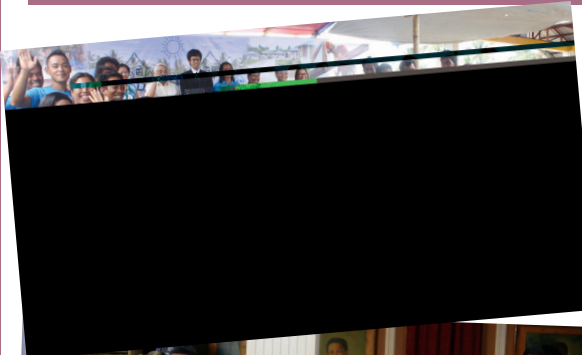
PHOTO: UN-Habitat



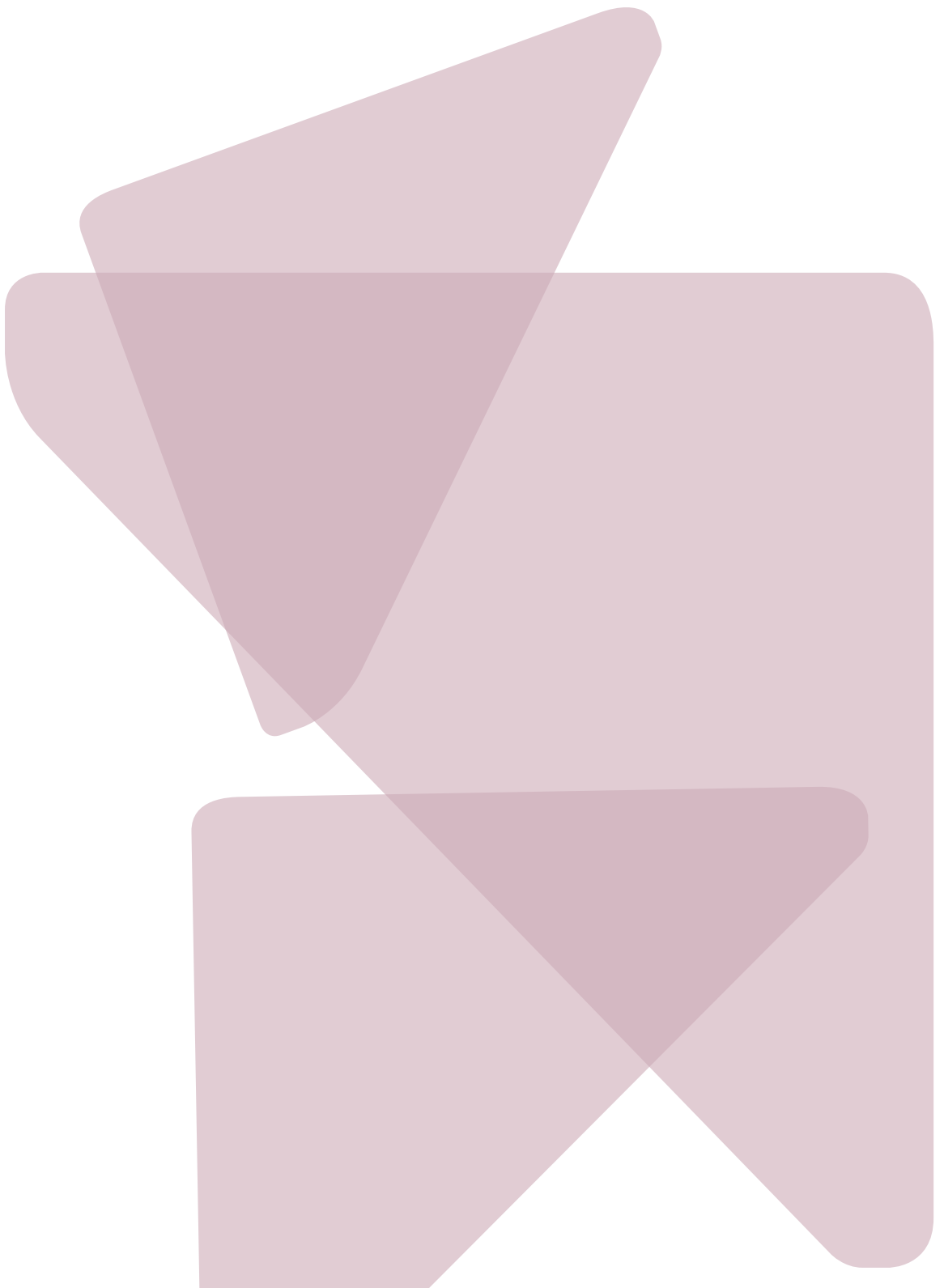


# POST-YOLANDA SUPPORT FOR SAFER HOMES AND SETTLEMENTS

Final Handover Activities June 2015







## United Nations Human Settlements Programme

The United Nations Human Settlements Programme (UN-Habitat) is mandated to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all.

Two days after Typhoon Haiyan struck, UN-Habitat, in partnership with the national and local government, deployed teams for rapid damage assessment. Efforts to rehabilitate disaster-affected provinces initially ranged from providing assistance in recovery planning, to holding community workshops for building back safer. In response to requests by local and national governments for technical assistance, UN-Habitat Philippines entered extensive engagements for post-Haiyan recovery in Roxas City and Pontevedra in Capiz and Estancia in Iloilo, as well as in Tacloban, Ormoc, and Guiuan in Eastern Visayas. The team wrapped up its Japan-funded post-Haiyan shelter recovery project in Capiz and Iloilo on June 2015; but it is looking into other partnerships to implement similar projects in other Haiyan-affected communities and localities.

### UN-Habitat

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 Facebook | [www.facebook.com/urbanphilippines](http://www.facebook.com/urbanphilippines)  
 Twitter | @urbandevph  
 Telephone | +63 2 9010432

## Social Housing Finance Corporation (SHFC)

SHFC is the lead government agency providing flexible, affordable, innovative, and responsive shelter financing solutions to underprivileged communities. Its Community Mortgage Program (CMP) assists legally organized associations of residents of depressed areas to own the lots they occupy, providing them security of tenure and eventually improving their neighborhood and homes to the extent of their affordability. SHFC adopts the community-driven approach to promote community empowerment beyond housing finance.

To support rebuilding efforts in areas hit by Typhoon Haiyan, SHFC worked with UN-Habitat in identifying 28 CMP communities to be trained on community-driven shelter rebuilding. These communities were also introduced to the concept of the People's Process, which enables people to have a say on community development. To date, learning exchange programs with CMP communities from Cagayan de Oro and Tacloban City, Leyte have been conducted. SHFC is now looking at replicating the initiative for communities in Palawan.

### Social Housing Finance Corporation

Website | [www.shfcph.com](http://www.shfcph.com)  
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