



# Healing and Enabling

Stories from the Typhoon Mangkhut Response

The freedom of choice that comes with receiving cash as aid is essential for families recovering from disaster. Being able to meet their priority needs is a crucial part of their healing process. Similarly, community-led projects enable local organisations to identify, design and implement relevant initiatives that build solidarity and strengthen sense of community. This is the essence of our Mangkhut response illustrated by the stories in this document.

*Joana Villaflor  
Christian Aid Programme Officer*

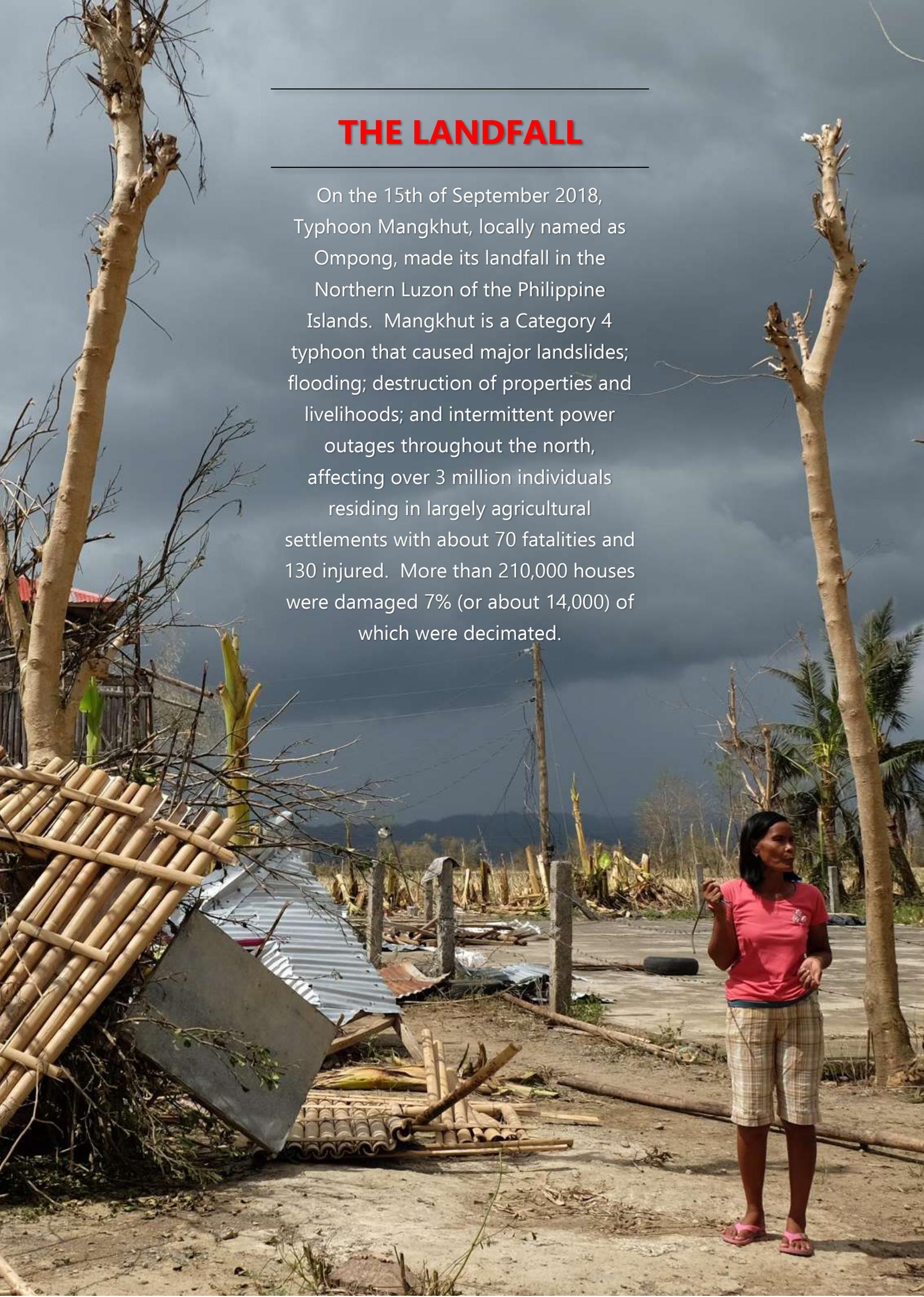


---

## THE LANDFALL

---

On the 15th of September 2018, Typhoon Mangkhut, locally named as Ompong, made its landfall in the Northern Luzon of the Philippine Islands. Mangkhut is a Category 4 typhoon that caused major landslides; flooding; destruction of properties and livelihoods; and intermittent power outages throughout the north, affecting over 3 million individuals residing in largely agricultural settlements with about 70 fatalities and 130 injured. More than 210,000 houses were damaged 7% (or about 14,000) of which were decimated.





*Rice production was hardest hit, amounting to around Php14.5 billion, while damage to corn and other high-value crops were at Php8.2 billion and Php3.9 billion, respectively.*

Typhoon Mangkhut incurred a massive damage in agriculture at Php26.7 billion affecting 157,591 hectares of agricultural land. The Philippine Department of Agriculture reports that this is the highest damage on agriculture since Typhoon Haiyan (Yolanda) in 2013 which was at Php35 billion.

This heightened the issue on food insecurity throughout the region, and consequently led to increased internal displacement of families.

Rice production was hardest hit, amounting to around Php14.5 billion, while damage to corn and other high-value crops were at Php8.2 billion and Php3.9 billion, respectively.

Only a month after Mangkhut came Typhoon Yutu (Rosita), a Category 1 Typhoon that traversed through the same path in Northern Luzon. This hampered recovery progress and aggravated internal displacement and poverty situation in the affected provinces. The Philippines Humanitarian Country Team increased its efforts to support the response and early recovery initiatives in the country by updating and expanding its humanitarian response activities and resources overview document in November 2018 and sought for US\$ 31 million aid to address the early recovery needs of some 165,000 individuals through March 2019.



## ASSESSMENT & RESPONSE

---

Just two days after Mangkhut's major landfall in Baggao, Cagayan Province, Christian Aid and its partners immediately conducted a rapid needs assessment in target areas situated in the most geographically isolated and disadvantaged areas particularly the upland barangays of Isabela, Kalinga, and Cagayan provinces where people have the least access to emergency assistance. Most of these barangays are home to indigenous tribes that have varying cultural contexts, indigenous political setups, and preferences.

Following the assessment, CA launched a response action for cash-based and community-led support for the affected population.



Christian Aid partnered with A Single Drop for Safe Water and People's Disaster Risk Reduction Network (PDRRN) of the Humanitarian Response Consortium (HRC), Philippine Relief And Development Services (PHILRADS), and Caucus of Development NGOs (CODE-NGO) whose member, Mandiga Ob-obbo Community Center, Inc. (MCCI) is based in Kalinga province. As national level organisations, these partners are also supported by their respective network/consortium members that are either based in or have previously worked in the project areas. These forged partnerships guaranteed a better understanding of community contexts that is crucial in the design and implementation of the response.

Christian Aid and its partners were able to deliver cash support to a total of **5,564 families or about 24,000 individuals** in three provinces affected by typhoon Mangkhut: Isabela, Kalinga, and Cagayan. Each family received PhP2,500 (39 GBP) to support their daily needs as they recover from the disaster.

Post Distribution Monitoring Results showed that recipient families appreciated cash as a form of emer-

gency aid because **it provided them freedom to decide** on how the money will be used based on their context-specific priorities. The cash received allowed them to buy food, medicine, household items and to cover school expenses. **Timeliness** of the cash aid was also underscored by the recipients during the post-distribution monitoring—the first wave came in a month after the typhoon while the second phase of cash support was disbursed three to four months after, just as their food supplies and savings were running out.

Most partners used hand-to-hand distribution. Some specifically collaborated with local cooperatives and took advantage of the available data sets for profiling. PDRRN, on the other hand, tried using cash cards for digital cash transfers but encountered connectivity issues along the way.

Despite these challenges, Christian Aid's cash aid for the most vulnerable families in the target areas were well-appreciated.

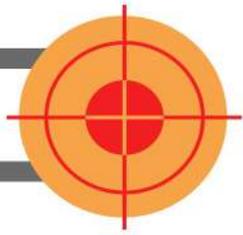


## [ Cash in humanitarian aid ]

**Cash aid complements in-kind assistance** by allowing affected communities to decide and meet their priority needs using available local resources where there is a functioning local market.

**60%** of CA's beneficiaries used the cash aid for **priority needs** such as food, medicine, and household items, while **40% used cash for livelihood capitalization** (i.e. seedlings, fertilizers, etc.).

# INTERVENTIONS



## CASH GRANTS



5,564

families received cash aid worth **P2,500** each

1,830  
32.8%  
FEMALE



3,734  
67.2%  
MALE

Christian Aid reached **67 most unreached and underserved barangays** in the provinces of **Isabela, Cagayan, and Kalinga.**



522  
PREGNANT AND  
LACTATING WOMEN



286  
PERSONS  
WITH DISABILITIES



881  
OLDER  
PERSONS



2034  
MEMBERS OF  
INDIGENOUS TRIBES

## CASH FOR EMERGENCY RESPONSE

At the international level, Cash and Voucher Assistance (CVA) is increasingly becoming a major modality of humanitarian response as a complement for in-kind assistance, such as food and hygiene kits, during emergencies. Christian Aid rolled out its cash assistance through collaborative and strategic methods with the local players of communities affected by crisis.

Christian Aid's partner NGOs worked closely with the local government units from the provincial level down to the barangay level in targeting the most vulnerable members of the community.

In Cagayan Province, HRC formed a Barangay Selection and Distribution Committee (BSDC) in all its project barangays. BSDCs are comprised of representatives from various sectors in the community (i.e. farmers, senior citizens, barangay council, barangay health workers, indigenous people, fisherfolks, etc.) that are crucial in the meticulous profiling, targeting, and monitoring of the most vulnerable households deserving of the limited resources at hand for emergency response.

PHILRADS, on the other hand, tapped the strength and capacity of the local churches to influence and en-

gage the target communities in Divilacan and Maconacon, Isabela Province in the response initiatives. Church volunteers provided a deep understanding of the local context that made the implementation context-informed and sensitive to the priorities of the affected communities.

Meanwhile, CODE-NGO utilised its partnership with local cooperative networks in Kalinga Province that are also engaged in overseeing the Philippine Government's conditional cash transfer programme. Additionally, its provincial NGO partner, Mandiga, activated its alliance with indigenous community leaders to coordinate the response activities in their project areas in Kalinga. They provided briefings and seminars relevant to the response and basic household financial literacy that are culturally appropriate for the indigenous communities.

All of these strategic interventions in project implementation are central to Christian Aid's adherence to the Core Humanitarian Standards (CHS) that is geared towards the protection and dignity of survivors and communities affected by crisis.

A scenic view of a mountainous region. In the foreground, a river flows through lush green fields. A small village with several wooden houses and corrugated metal roofs is situated on a hillside. The background features steep, forested mountains with terraced rice fields. The sky is clear and blue.

# Working with communities affected by crisis



One early morning in November 2018, Fr. George Manisem of Mandiga gathered the IP community members of Barangay Magao-gao, Pinukpuk, Kalinga outside his house for a community consultation and profiling for Christian Aid's cash assistance. The goal was to have a compendious discussion of the cash transfer intervention for disaster response, and to validate the list of target beneficiaries in the community.

Mandiga Ob-obbo Community Center, Inc. (MCCI) is a community-based organisation in Kalinga and is a member of CODE-NGO. Ob-obbo is the Kalinga term that refers to a system of cooperative endeavour wherein the whole community works together for a common goal such as construction of a neighbour's house or repair of a community irrigation canal. This is similar to the Filipino custom of Bayanihan or cooperation among community members to help their neighbour families establish or move their house to sustain livelihood.

As people and tribal leaders settled with coffee and some snacks prepared by Mandiga volunteers, the

same mindset was underscored, that they are gathered to work together on a project that is aimed at helping their community recover from the disaster.

The community had a strong sense of equality. A tribal leader proposed to get the aggregate of the cash grant and just divide it by the population, so everyone receives assistance to avoid tribal conflicts. Fr. George explained the intention of the cash assistance and the initial criteria of identifying the most vulnerable families to receive P2,500 cash grant each.

Finally, community members agreed to prioritise the families with least income streams. As the team went through the initial list of beneficiaries, people were imparting their recommendations and were honest about why they felt one member was more deserving to receive cash grant from the other who was in the list. Others even gave up their spot for the sake of their neighbours who they think were most in need of the assistance. This kind of active community participation during emergency response is crucial to ensure that interventions are always people-centric, relevant, and culturally-informed.



Partners **involved the community** in the identification and validation of cash grant beneficiary families by forming committees **with representation** from leaders and select sectors.



“

**I will buy medicine for my husband and shelter materials so we can rebuild our house. I will also use the money to buy food for my starving children.**

”

Mercy Eduarte, 23 y/o  
Macononacon, Isabela Province



## Cash in humanitarian context

Cash in humanitarian context was first used in 1870 during the Franco-Prussian War. The International Committee of the Red Cross (ICRC) established the International Agency for Aid to Wounded Military Personnel in Basle to facilitate the distribution of assistance, both in cash and in kind. In December 2004, cash was for the first time used in a large-scale context of humanitarian activities after the 9.1 magnitude earthquake that triggered a tsunami in Indonesia causing a total damage of about US\$10 billion. In 2005, Cash Learning Partnership (CaLP) organised as a global partnership of humanitarian actors engaged in policy, practice, and research within the Cash Voucher Assistance (CVA) to deliver effective

and efficient cash aid interventions in humanitarian activities.

As a modality for humanitarian response during emergencies, cash complements in-kind assistance by empowering affected communities to decide and meet their priority needs using available local resources where there is a functioning local market.

The United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) reported that from 2009 to 2013, a total of 53 donor organisations have disbursed over US\$692 million on cash transfer interventions to support communities affected crisis globally.

Christian Aid is a signatory to the Grand Bargain, an agreement

between 53 biggest donors and aid providers that aims to leverage the means to support the people in need. Part of the Grand Bargain is the commitment on the scale-up of cash as humanitarian support whenever applicable. This means that cash should be a default option to deliver multipurpose grants and to prepare and plan for scale-up of cash among the signatory organisations.

Christian Aid, with its adherence to the Core Humanitarian Standards and commitment to the Grand Bargain, continuously innovates and forges partnerships in highlighting the significance of tracking and monitoring of cash in the context of humanitarian emergency response.



## Cash Transfer Programming beyond band-aid solutions

Worldwide, there are multifarious myths about cash aids in carrying out humanitarian support interventions in emergency situations. These myths centre on the idea that cash transfer programming is a wasteful intervention that only encourages laziness, dependency, and stagnates development in affected communities.

However, specific myths do operate in the same context of human reality, which does not make them entirely false, especially myths that refer to independent behaviours within cultural communities.

In a learning forum, Christian Aid's partner NGOs provided in-depth insights on these "myths" based on their on-ground experi-

ence in the recent Typhoon Mangkhut Response activities in the three most-hit provinces of the Philippines: Isabela, Cagayan, and Kalinaga Provinces.

Primary in cash transfer programming myths is the idea that "cash aids will only be wasted on alcohol, tobacco, and other vices."

Christian Aid's approach in all of its support interventions, such as humanitarian aid, always underscores that every activity needs to be community-centred and context-specific to make project designs genuinely inclusive.

Edward Santos of the National Council of Churches in the Philippines (NCCP) pointed out that the assertion on vices could be custom

within a particular community that influences the individual behaviours of certain individuals in prioritisation of needs. Thus, making this myth true to certain groups or members of these groups.

John Mel Sumatra of PHILRADS, then emphasized that support interventions do not end with the disbursement of cash aid as it entails strict monitoring from the side of the implementing NGOs and collaborators within the community like local churches or the barangay officials.

Sumatra further noted that the Philippines' own 4Ps programme (conditional cash transfer programme) has lapses in monitoring because certain groups receiving



the poverty alleviation cash aid still spend on alcohol and other vices.

An angle on targeting and profiling was raised by Ann Ria Barrera of the People's Disaster Risk Reduction Network (PDRRN). She mentioned that "collaboration with community members is useful in terms of identifying the recipient of the cash grant." This is basically knowing who among the family members of the vulnerable group could lead proper financial management and spend the aid on the most urgent needs.

Christian Aid Philippines stressed that a cash transfer implementation adhering to the Core Humanitarian Standards (CHS) should abide by the principles of accountability and transparency, which happens through an open communica-

tion with the community members, knowing their context, understanding their needs, and empowering them by improving their inherent capacities in designing their own community-led programmes. This may entail skills training activities such as household financial management literacy and co-monitoring of support outcomes.

PHILRADS, for example, worked with local churches to address this. Espousing stewardship and responsible use of resources, church pastors encouraged community members to utilise the cash support for their most pressing needs.

CODE-NGO, on the other hand, worked with indigenous people leaders and community-based organisations in rolling out the project.

Another sweeping statement that vilifies cash are the assertions that these are just "hand-outs that do not contribute to development" and only yields "dependency and laziness" among the target groups.

However, partner NGOs' on-field experience in the Philippines support the findings of the United Nations in other agricultural countries that about 40% of the cash aid were spent on livelihood capitalisation (ie: fertilizers, seedlings, etc.) and education.

The statement on laziness on the part of the crisis victims was criticized as an oversimplification of the context of poverty in general, which puts the blame on the victims themselves for being poor.

A forum participant raised that "resting is a natural activity of hu-



man body after a stressful situation for it to recover, and cash aid covers that lacuna of people not being able to work, allowing the beneficiary to meet their needs in the fatiguing crisis situation.”

The last fallacious claim is that “cash transfers lead to inflation and disrupt local economy.” Cash transfers as emergency intervention actually activates local economy when it is available, as it creates movement of local resources, making local markets reach an increased demand. HRC pointed out that beneficiaries of cash transfer programmes are the most vulnerable group of the population. They comprise the poorest 10% and the number is nominal to cause inflation.

The criticisms on cash transfer as

a modality for both policy and humanitarian context are rooted on the lapses of CVA implementation in developing countries, such as

**The statement on laziness on the part of the crisis victims was criticized as an oversimplification of the context of poverty in general, which puts the blame on the victims themselves for being poor.**

Philippines. CVA has been used as a poverty alleviation initiative for over ten years now in the country,

but information gaps remain unaddressed, and targeting mechanisms are marred with questions of corruption or accuracy.

Christian Aid then emphasized the need for education to bridge communication gaps in the course of its implementation. CVA must be seen as a tool to espouse inclusive economy whether it is for an economic policy agenda or a humanitarian intervention during emergency situations.

Christian Aid Philippines plans to have another round of forum and workshop sessions on cash transfer programming and other innovations with its national and local partner NGOs to strengthen each other’s capacities in carrying out response activities.

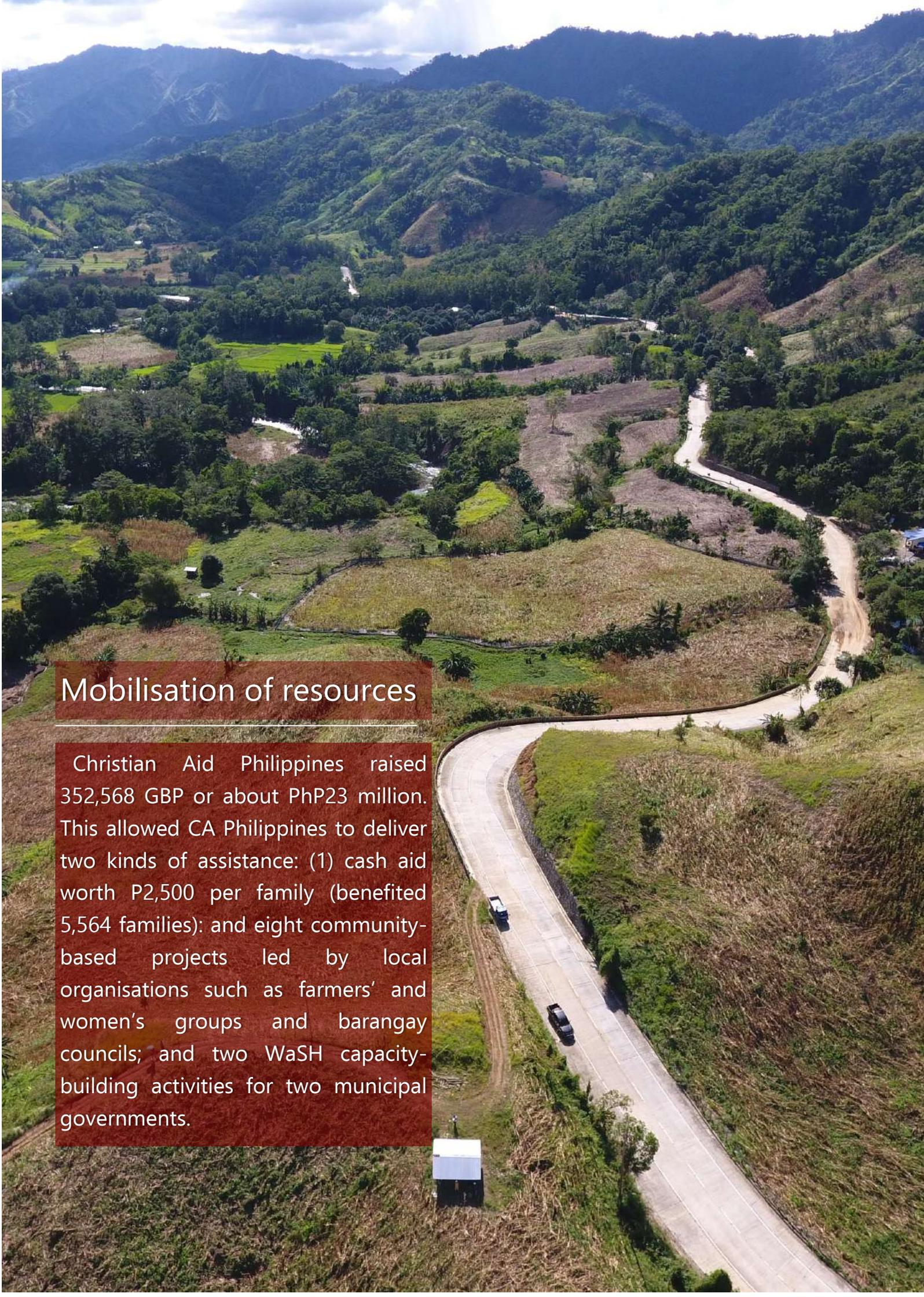


“

We were surprised that help came directly here in our village even though we are quite inaccessible. We felt that we were given importance and they saw the real situation in our village.

”

Cesar Oslao, 38 y/o  
Dacalan, Kalinga Province

An aerial photograph of a winding road through a lush, hilly landscape. The road is paved and curves through green fields and dense vegetation. In the background, there are mountains and a river. The sky is blue with some clouds. The overall scene is a rural, mountainous area.

## Mobilisation of resources

Christian Aid Philippines raised 352,568 GBP or about PhP23 million. This allowed CA Philippines to deliver two kinds of assistance: (1) cash aid worth P2,500 per family (benefited 5,564 families); and eight community-based projects led by local organisations such as farmers' and women's groups and barangay councils; and two WaSH capacity-building activities for two municipal governments.



## Community-centred

Christian Aid piloted a number of community-led projects with the aim of maximizing and strengthening the capacities of local organisations in designing, implementing, and monitoring community-based projects and response activities.

Complaints and response mechanisms were in place, with multiple channels and formats. A total of **3,400 feedbacks** were gathered throughout the response action. Majority were **expressions of gratitude**, while others were complaints and queries on the selection criteria and non-inclusion in the beneficiary list.





## Strengthening local capacities

Christian Aid provided small grants to 8 local groups for livelihood and disaster risk reduction initiatives, while two local government units were provided training for WaSH project design and implementation.

A Single Drop for Safe Water (ASDSW) provided training support on Water, Sanitation and Health (WaSH) project design and proposal development to two (2) local government units (municipalities of Gozaga and Sta. Ana) in Cagayan Province. This support intervention was developed and implemented upon the request of the Provincial Government of Cagayan to address the gap on the technical skills needed in designing WaSH project proposals and enable the local government to access its WaSH budget

allocation integrated in various government programmes.

Three community-led projects were implemented by Peoples' Disaster Risk Reduction Network (PDRRN) in the municipalities of Alcala and Baggao, Cagayan Province. PDRRN used small grants worth PhP195,000 (about PhP65,000 was allocated per barangay) in three barangays for a microfinance project for a farmers' organisation in Barangay Afusing Batu (Alcala), school building repair in Barangay Alba and barangay hall repair in Barangay San Antonio (Baggao) both intended for emergency evacuation centres.

To support food security and livelihood, three backyard gardening projects were supported in the Province of Kalinga by CODE-NGO

with a budget of PhP65,000 each after a project development planning workshop with local leaders from partner communities during Mangkhut Response.

In the Province of Isabela, PHIL-RADS provided grants to two community groups in Barangay Dicaruyan, Divilacan. The Barangay Local Government Unit (BLGU) Dicaruyan used the grant to purchase Disaster Risk Reduction equipment, while the Dicaruyan Irrigators Association used the grant as seed capital to purchase farm inputs for buy and sell.

All these interventions aim to promote sustainability of emergency response actions while maximizing and strengthening the capacities of local players during emergency situations.



## Maximizing local capacities, empowering communities

In the field of international development, inclusion has become a centrepiece of sustainability efforts in every policy and humanitarian efforts. Inclusion or inclusivity of development interventions is way beyond the question of how projects were planned. It rather extends to the principle of accountability on the manner of how these interventions were applied in the context of people as the centre of development initiatives.

Christian Aid's adherence to the Core Humanitarian Standards (CHS) underscores this principle of inclusivity by placing the people affected by crisis at the heart of all its interventions. This means, the beneficiaries are recognised as active actors and partners in realising the success and sustainability of every

project at hand. These happen through **active listening** to the people living in the context of development issues, such as poverty, and knowing what they need and how their needs could be more effectively and efficiently met through strategic partnerships with local organisations and the community members themselves.

During Christian Aid Philippines' Typhoon Mangkhut response, the organisation activated its partnerships with two national level organisations, the Humanitarian Response Consortium (its member NGOs A Single Drop for Safe Water and People's Disaster Risk Reduction Network) and the Caucus of Development NGOs (CODE-NGO), and PHILRADS to mobilise response efforts targeting the most unreached

and underserved communities affected by the disaster. These NGOs were strategic for having established partnerships and coordination with several other local NGOs and people's organisations operating in the target areas of emergency response.

Local government units (LGUs) and coordination with concerned national government agencies were crucial in planning emergency response efforts that will complement existing government actions. Similarly, local churches, indigenous cultural community leaders, and community members were equally important to ensure the effectiveness and relevance of humanitarian response activities from inception to execution.



## Community participation and Community-led projects

A people-centered approach is meant to be holistic in the sense that people affected by crisis are engaged in every step of the way. They are heard through active participation in identifying the issues at hand and thinking collaboratively with them on how these key issues should be resolved through concerted efforts of the community members and partner NGOs. Through this, support interventions designed with community partners are ensured of sustainability because of the community's ownership of the projects designed and implemented with them. Partnerships like this in humanitarian work also enrich local capacities that enable them to be the front-liners in emergency response whenever it is needed in their locality.



A Single Drop for Safe Water (ASDSW) formed a “Barangay Selection and Distribution Committee” (BSDC) composed of leaders or representatives of local churches, schools and tribes to help the organisation in setting the criteria and identifying beneficiaries in the community. The establishment of the BSDC also helped in addressing the complaints at the community level in a timely manner. The organisation, in close coordination and partnership with the BSDC, put up three complaints response mechanisms: complaints desk, feedback boxes, and hotline. These feedback channels received a variety of responses from the community, some were messages of gratitude, and some were sentiments expressed by those who were not selected as cash grant beneficiaries.

PHILRADS also formed a selection committee to set the selection

criteria and selection of project beneficiaries for the support intervention. Barangay officials including sectoral representation of fishermen, IP, women, youth, senior citizens were included so that everybody had a voice to put forward their concerns and suggestions. This helped ensure that actions were context-informed and culturally sensitive to the traditional set-up of the indigenous community. Similar to ASDSW, the committee became a partner to address complaints or inquiries on the response actions of PHILRADS and this helped lessen the complaints that needed attention from the rest of the implementing organisation.

Church involvement was also helpful in PHILRADS’ community actions. During the second phase of project implementation, the participation of the local church in the selection committee contributed in

ensuring moral safeguards and check and balance. For instance, the presence of church leaders helped in preventing political personalities from placing officers or people who will influence decisions in favour of their personal interests.

The Peoples’ Disaster Risk Reduction Network (PDRRN), on the other hand, maximized their partnership with the barangay level local government unit in conducting a one-day rapid post-disaster needs assessment. This was done to have an immediate first-hand information in the impacts of Typhoon Mangkhut and draw out the key issues, recommendations, priority projects (at least the top three), and next steps for the technical working group (TWP) to take. The TWP was comprised of the barangay officials, farmers group representatives, and community leaders of the most affected target areas.

CODE-NGO sought the participation of their other partner NGOs in rolling out their response efforts. These include NATCCO, PHILSSA, PHILDHRRRA, CORDNET, and other local organisations in lieu of the lack of manpower needed for the immediate execution of their response actions in the province of Kalinga. The local, traditional and indigenous systems, such as the *bodong* system, were also maximised to ensure that selection was done properly and to minimize complaints from the community. In phase 1, the question on equity and equality was tackled in terms of selection of the communities. Basing on the outcomes of community consultations, CODE-NGO proposed a two-step system where a minimal sum of money will be distributed to more individuals, then highly vulnerable and highly affected families will receive a bigger amount. This was done to allow more people to receive assistance and avoid conflict within the community. Hence, for phase 2, response was focused in two towns and only two communities were targeted per area to maximize the quality and impact of the projects to be delivered.





## **Microfinance community-led project with Afusing Batu Farmers' Organization**

In April 2019, Christian Aid and its partner People's Disaster Risk Reduction Network (member of HRC) launched a Micro-finance Project with Afusing Bato Farmers' Organisation (ABFO) in Cagayan Province as part of a joint effort to ensure sustainability of response initiatives through community-led projects (CLP).

With an initial capital of PHP 72,950 about 20 members of the ABFO will benefit from a low-interest loan programme at 2% a month. The objective of the project is three-fold: first is to increase access of farmers to low-interest loans to address livelihood and food gap during lean months; second is to increase farming families' access to loan during emergency situations; and third is to strengthen the local capacity and stability of the organi-

sation to support the financial needs (such as livelihood capitalisation) of its members and help enable inclusive microeconomic development.

The inception of the micro-finance project underwent a collaborative process among PDRRN, Christian Aid, Barangay Council, and the ABFO officers. PDRRN conducted a rapid post-disaster needs assessment with inputs from the local government units involved and community members. The team formed a technical working group that designed the micro-finance project based on the context and most crucial needs of the target beneficiaries.

Afusing Batu is one of the poorest and most isolated barangays of Alcala, Cagayan Province. Its loca-

tion has limited access to financial institutions and agencies that can provide emergency response during calamities. The barangay is divided into four (4) zones covering 219 hectares of farmlands, residential areas, and river streams. Agriculture is the main source of livelihood of over 123 families. Its main products are corn, peanuts, watermelon, rice, and some vegetables. Other families also rely on fishing for sustenance or additional income. Houses are mostly made of light materials. All these factors add up to the residents' vulnerabilities to disasters.

The series of consultations and open communication among the TWG members strengthened the connection and ownership of the community-led project. .



The municipal and barangay level LGUs provided technical support and supervision in the design and implementation of the microfinance initiative, while ABFO officials and members comprised the ABFO loan committee.

A joint bank account was set up for the funding, while policies and finance systems were designed and installed by the TWG members themselves.

Christian Aid's CLP initiatives, such as this micro-finance project with the Afusing Batu Farmers' Organisation, are deemed as crucial step towards ensuring sustainability of humanitarian response in the most vulnerable communities. With this microfinance project in place, for instance, Afusing Batu farmers are now more capable of leading emergency response actions within the community when the need arises.



## WaSH initiative advanced with the Provincial Local Government of Cagayan

Water is an indispensable resource that people need to survive. And for most isolated and disadvantaged areas in the Philippines, potable water is scarce and expensive. And, it is the Government's mandate to provide access to this basic need for the people.

During A Single Drop for Safe Water's (ASDSW) Exit Conference and planning after the organisation's Typhoon Ompong Response and Recovery Project (Phase 2) in Cagayan Province, it was identified that there is a gap on the local government's capacity to design proposals for WaSH projects. The Provincial Government of Cagayan pointed out that this is the reason why they are not able to utilise WaSH financial resources integrated on different government programs.

As a response to this need, ASDSW came up with a WaSH Project Proposal Making Workshop to improve the local government's capacity in preparing project proposals on WaSH and empower its newly formed Municipal WaSH Task Force (MWTF) in Gonzaga and Sta. Ana to spearhead WaSH projects in these municipalities.

The organisation of the workshop was a joint effort of ASDSW and the Provincial Government of Cagayan. ASDSW led the training while the Provincial Government covered the expenses on the venue, accommodation, transportation, and meals of the training participants from the two identified municipalities and the Provincial Government staff.

In preparation for the workshop, ASDSW's head engineer and facilitator coordinated with the municipal governments of Gonzaga and Sta. Ana for possible site identification and Technical Assessment. Representatives from the Municipality of Gonzaga recommended Barangay Sta. Maria, while Sta. Ana identified Sta. Clara. Both areas were visited together with the LGU staff and assigned barangay officials. Data gathered during the technical assessment was presented during the actual workshop. Both LGUs decided to use the data as bases for the Project Proposal Making Workshop because they believed that projects identified will bring positive impact to the community in relation to their need for potable water sources especially



during El Niño phenomenon.

Provincial Environmental Sanitation Coordinator Engr. Felizardo Taguiam Jr., noted that the training is crucial to the “local government unit’s need to address health and sanitation [issues] during emergencies since the province of Cagayan prone to natural and manmade disasters.”

The three-day Project Proposal Making Workshop was held at Hotel Carmelita in Tuguegarao City and was attended by ten (10) participants from the municipalities of Sta. Ana and Gonzaga, as well as representatives from the Provincial offices. In-depth and interactive discussions on utilizing actual data from technical assessment report and actual experiences were done

as learning approaches. Participants shared that making project proposals is not new to them. However, WaSH project design is different from the templated proposals the government requires them to use. At the end of the three-day workshop, each LGU drafted a crude project design and proposal which they polished upon their return to their respective offices for submission to potential funders and the Provincial Government.

The project identified by the team will help establish level III water system in barangay Sta. Clara, which is far from the town proper inhabited by mostly by indigent people. Most of their water sources are shallow well, handpumps, open dug well which are prone to con-

tamination especially during the rainy season. Sta. Ana’s Municipal Health Officer Dra. Corazon Bilbao hopes that this project will finally address water shortage during El Niño as well as sanitation issues.

“HRC introduced the Zero Open Defecation program to our municipality in which four (4) barangays in Sta. Ana [were] declared as certified Zero Open Defecation barangay. The project we identified will complement the sanitation program. This activity will help us identify other projects not in the [government’s templated] menu that are [equally] beneficial to the communities,” Bilbao added.

## Bayanihan beyond emergency support

Tapping local resources also mean strengthening local players and leaders within the partner communities. After Phase 1 of the emergency response, CODE-NGO, together with its local partners AKKMA, PHILDHRA, and Mandiga, conducted a disaster risk reduction and management (DRRM) training and project identification and planning workshop last February 25 and 26, 2019 to engage local leaders and community members in proactive actions that will sustain the gains they have established throughout the collaborative emergency response activities.

The chosen areas include Dananao, Tanudan, and Camalog were first identified by Mandiga as the primary beneficiaries of the project, but as per further assessment, Socbot was finally added to the list, granted that Mandiga will cover their cost. Partner communities for this phase of the project received a grant of P 65,000.00 each.





The community leaders said that they learned humanitarian action not only in terms of cooperation but also in terms of the welfare of the whole community, especially the most vulnerable sectors. With this in mind, the group identified three priority projects that will benefit their whole communities in the long run: livelihood, water system project, and savings. However, due to limited time and available financial resources during the Phase 2 of Christian Aid and CODE-NGO's support, not all these priority projects were pursued directly. Proposals to realise these initiatives however, were ascertained after the creation of three local people's organisations (POs) that will continuously work in close coordination with Mandiga and CODE-NGO: Bawak Kababaihan Women's Association, Multi-

sectoral Association of Danao Tribe (MUSADAT), and Empowered Women of Camalog. Because there were several organisations involved in the project, they see that as partners of Mandiga, AKKMA and PhilD-HRRA-Luzon can be tapped for other programs related to sustainable agriculture and community projects.

The pilot project of the POs is the establishment of organic backyard gardens which will help support food security within the community and will hopefully be an added source of income for everyone. During the project planning workshop, the participants were asked to identify the classification of their preferred farming arrangement. For the areas of Camalog with 21 households and Socbot with 45 households, representatives

chose backyard farming as their preferred farming arrangement, while Tanudan representatives chose cluster farming for four clusters in their community. Danao representatives, on the other hand, chose a hybrid cluster arrangement to cater their 22 households. Danao and Tanudan chose cluster farming to maximize the limited financial resources to start the project while ensuring that all households within their communities will be able to benefit from the pilot project.

At present these backyard gardens in Kalinga have started yielding fruits of hope to families. POs remain active in coordinating with CODE-NGO and other partner NGOs in the area to develop other recovery initiatives moving forward.



## Livelihood recovery and disaster preparedness

PHILRADS conducted a participatory analysis with Barangay Dicaruyan in the municipality of Divilacan, Isabela Province to assess the context and priority needs of the community for the Phase 2 of support interventions. Two local partners were involved in the planning: the Dicaruyan Irrigators Association (farmers' association), and the Barangay Local Government Unity (BLGU) of Dicaruyan. Christian Aid, through PHILRADS, provided a grant worth Php65,000 for each local partner to support their identified priority projects for the Phase 2.

Crops were damaged due to the typhoon and farmers were spending money on expensive farm inputs. To address this, the Dicaruyan Irrigators Association proposed to use the grant fund as seed capital to enable them to purchase bulk farm inputs at a lower price and provide their local farmers cheaper source of farm inputs needed to start cultivating their farmlands again for livelihood.

Meanwhile, the Divilacan BLGU underscored the need to leverage their disaster risk reduction management (DRRM) skills and equipment so they are more prepared to respond to other emergency situations within their own capacities. The BLGU said that budget has always been a major constraint for them because they only receive 5% of the Municipality's internal revenue allotment (IRA) for their DRRM. This amounts to only Php60,000 which is not enough to cover the needs for training and equipment upgrade. The small grant of Php 65,000 from Christian Aid helped cover the need to purchase new DRR equipment for the barangay, while they utilised the DRRM budget of Php60,000 for DRRM training and food stockpile in case of disaster.

The intervention to leverage Dicaruyan's DRRM capacity was integrated to their barangay development plan and was formalised through a barangay resolution. These actions now ensure the sustainability of the initiative beyond the Phase 2 of the project.



## Livelihoods Assessment

A six-month Agriculture and Livelihoods Assessment is being rolled out by Christian Aid Philippines in partnership with Asian Partnership for the Development of Human Resources in Rural Areas (AsiaDHRRA) in Typhoon Mangkhut-affected areas in Kalinga and Cagayan Provinces.

The project is aimed at gathering key information about farming households and communities to identify opportunities for short and medium-term agricultural and livelihood rebuilding. Findings will be used as recommendations to respond to short-term food and nutrition security, and medium to long-term economic and livelihood stability of the project areas.

“

*It is a process of recovery that unites people. It is self-healing and empowering. It is also enabling as it inspires the community to work together for a common goal.*

**Ria Barrera**

*Advocacy Officer, PDRRN*

”





---

## Special Acknowledgements

---

Christian Aid would like to thank all of our local partners who made this Typhoon Mangkhut Response possible.

**Photo Credits:**

Noe Cenal, National Council of Churches in the Philippines  
AC Dimatatac, Institute of Climate and Sustainable Cities  
Bennette Manulit  
John Mel Sumatra, PHILRADS  
Humanitarian Response Consortium

**Writer and Graphics Artist:**

Patricia De Guzman



**Healing and Enabling:  
Stories from the Typhoon Mangkhut Response**

Copyright 2019  
Christian Aid Philippines  
Manila Observatory Building,  
Ateneo de Manila University,  
Quezon City, Metro Manila, Philippines

**actalliance**



**Irish Aid**

An Roinn Gnóthaí Eachtracha agus Trádála  
Department of Foreign Affairs and Trade

**Local partners:**

