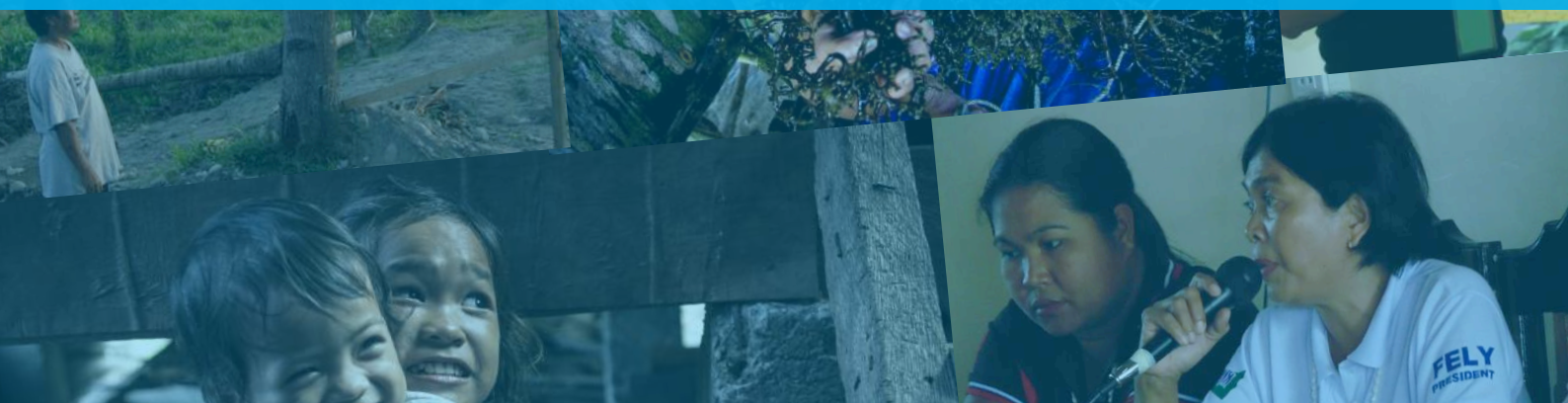




# INFLUENCING IN EMERGENCIES

A JOINT AFTER ACTION REVIEW



Save the Children

act:onaid

World Vision®



OXFAM

**ACKNOWLEDGEMENT**

This report was written by Hanibal Camua with Camila Inarra and Valerie Buenaventura on behalf of Save the Children, Oxfam, Action Aid, World Vision and Christian Aid. This report reflects both desk research, key informant interviews and focus group discussions with key informants from the five agencies involved, national government agencies, local government units and local partners.

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**ABBREVIATIONS USED IN THIS REPORT**

AAR	After Action Review
CCA	Climate Change Adaptation
CPAG	Child Protection Advocate Group
CSO	Civil Society Organization
DAR	Department of Agrarian Reform
DepEd	Department of Education
DILG	Depart of the Interior and Local Government
DRR	Disaster Risk Reduction
DSWD	Department of Social Welfare and Development
EO	Executive Order
HB	House Bill
ILS	Interactive Learning System
LCPC	Local Council on the Protection of Children
LGU	Local Government Unit
MDRRMC	Municipal Risk Reduction Management Council
UNICEF	United Nations Children's Fund



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# INTRODUCTION

## RATIONALE

Nearly two years since typhoon Haiyan made landfall in the Philippines, advocacy teams from *ActionAid*, *Christian Aid*, *Oxfam*, *Save the Children* and *World Vision* take a step back to evaluate their respective advocacy engagements.

This report puts together what different agencies saw as strengths and successes in their respective advocacy work. It looks at gains in achieving both formal policy changes and behavior changes of relevant sectors or communities. It also reflects on key challenges encountered, key lessons learned at different levels that were engaged (national and local), and the various implementation mechanisms utilized (direct, through partners, through consortia).

This report makes a strong case for advocacy in humanitarian work in the Philippines by highlighting how it has become instrumental in pushing for key reforms after Haiyan. Effective advocacy is critical in bridging reforms that should cut across both the humanitarian and development phases. It is likewise significant in hastening recovery and building resilience.

Moreover, this report also highlights that there is much more that needs to be done. Best practices and areas for improvement are appropriate cues for moving forward, and are significant for forming the future agenda not just for the agencies involved in this study, but for all key stakeholders as well.

## OBJECTIVES

1. To analyze the different advocacy strategies and approaches utilized by the organizations under study;
2. To highlight the impacts and effects of advocacy initiatives and investments made on various levels (national-local);
3. To position advocacy as a major component of all grants—humanitarian and development;
4. To use the findings of the report as a tool for transparency and accountability in order to strengthen policy influence on various levels; and
5. To link and share the results of the AAR to the World Humanitarian Summit to build a strong case on the need to invest in advocacy as a major component of humanitarian work.

# APPROACH: AFTER ACTION REVIEW

An After Action Review (AAR) is a professional discussion of an event that focuses on performance standards and enables development professionals and colleagues with similar or shared interests to discover for themselves what happened, why it happened, and how to sustain strengths and improve on weaknesses (USAID, 2006).

It was first developed and conceptualized by the US Army in the 1970s as a powerful learning methodology designed to evaluate and learn from the reasons for successes or failures in everyday combat training. The AAR is centered on four (4) questions:

1. What was expected to happen?
2. What actually occurred?
3. What went well and why?
4. What can be improved and how? (Salem-Schatz, Ordin and Mittman, 2010)

With the strengths and usefulness of the AAR methodology, it was later adopted by organizations to achieve the same thing – to maximize learning and improve performance by reflecting back on their actions and activities. For humanitarian organizations, AAR proved to be useful in assessing responses, evaluating advocacy results, and looking at areas for improvement in the aftermath of a disaster response.

## METHODOLOGY

### DATA GATHERING

The review was undertaken by two (2) researchers and an external consultant using the following methods:

- a) Literature review of pertinent and relevant documents shared by the five (5) agencies participating in the review. Also an AAR template was used to analyze the different advocacy strategies and intervention of the participating agencies. Participating agencies were also asked to submit two (2) advocacy case studies.
- b) Field visits in Haiyan-affected communities in Iloilo, Western Leyte, Eastern Leyte, and Samar provinces to conduct key informant interview (KII) and focus group discussion (FGD) with key government officials, heads of national governmental agencies, personnel and staff of participating agencies, partner organizations, community partners, and beneficiaries.
- c) One-day joint advocacy AAR workshop to validate the preliminary findings of the review.

### DATA PROCESSING

Themes from data gathered were extracted and validated with the respondents. The findings have been classified according to four thematic approaches that figured prominently in the data: Protection, Recovery, Resilience, and the Humanitarian System. In identifying the strengths, challenges, and lessons learned, the dimensions of the level of advocacy (national or local) and the manner of implementation (direct, through partners, or through networks) were taken into account.





# 1 PROTECTION

Emergency situations exacerbate the vulnerabilities of key sectors. Typhoon Haiyan's intensity and scale has surfaced key protection issues faced by children, women and the internally displaced persons specifically on the issue of housing and resettlement. Various advocacy interventions were implemented to ensure that the rights of these sectors are protected and their needs addressed.

## 1.1 CHILD PROTECTION

Typhoon Haiyan affected an estimated 14 million people, of which six million were children. The disaster highlighted both the vulnerability of children during emergencies and the gaps and challenges in formal and informal institutions alike to ensure that they are protected. Child protection issues include protection from violence, psychosocial distress, child labor, trafficking, family separation, dangers and injuries.

As a result of different consultations with children, a legislative advocacy to ensure child protection during emergencies emerged. Children's Emergency Relief Protection Act<sup>1</sup> a proposed bill in the Philippine Congress that seeks to protect and secure the needs of children in the aftermath of disasters—has already made considerable headway. Save the Children's advocacy after Haiyan was focused on the passage of this bill.

### CHILDREN'S EMERGENCY RELIEF AND PROTECTION ACT (HB 5285 and Senate Counterpart Versions)

Save the Children believes there is a need for new, strengthened national legislation to improve the care and protection of children affected by disasters and to build on best practices and lessons learned during recent emergency responses. Together with other child-focused organizations, Save the Children is working with children's champions in the House of Representatives and Senate to introduce ground-breaking legislation, leading the push for the passage of the Children's Emergency Relief and Protection Bill which in a nutshell calls for C-H-I-L-D:



- C** Comprehensive emergency program to protect children to be led by DSWD;
- H** Heightened surveillance to deter and detect child labor and child trafficking to be led by the PNP and DSWD;
- I** Increased child participation in DRR planning and post disaster needs assessment;
- L** Limited use of schools as evacuation centers and monitoring of temporary learning spaces; and
- D** Disaggregated data collection that identifies specific information about children.

The Children's Emergency Relief Protection Act contains significant provisions such as the development of a comprehensive emergency program for children during emergencies and the limited use of schools as evacuation centers, and the prompt resumption of educational services for children in the aftermath of disasters. This is in accordance to one of the calls of children in the *Children's Charter for Disaster Risk Reduction*<sup>2</sup> which states that "*schools must be safe and education must not be interrupted*". Currently, Save the Children is engaging with the Department of Education (DepEd) to conduct research on using schools as evacuation centers.

World Vision has also actively participated in the technical working group (TWG) meetings convened by the Senate Committee on Women, Family Relations and Gender Equality on the Children's Emergency Relief Protection Act. All child-focused agencies came out with one position paper for the TWG to consider. This collective action added more weight and value to the organizations' advocacy to protect children during emergencies and disasters. As of this writing, the bill has passed in the lower house and is already in the final stages of passage in the upper house. Agencies<sup>3</sup> involved in this advocacy are hopeful that it will be signed into law before the end of the year.

Save the Children explored a variety of strategies to influence both houses of Congress. These included signature campaigns, engaging legislators and their staff through field visits to their regional and program offices, sponsoring policy fora and consultation sessions, and securing resolutions of support from Haiyan-affected local government units (LGUs). Save the Children worked to secure resolutions of support from Haiyan-affected local government units (LGUs) in order to complement its national advocacy.

#### CLOSE COORDINATION WITH THE LEGISLATORS



Left to Right: Roy Bautista (Save the Children), Krista Zimmerman (Save the Children), Rep. Susan Yap (2nd District, Tarlac), Rep. Evelina Escudero (1st District, Sorsogon), and Benjamin Delfin (Save the Children)



Save the Children County Director Ned Olney discussing the CIE Bill with Sen. Pia Cayetano, Chairperson of the Committee on Women, Children, Family Relations and Gender Equality

Save the Children engaged closely with the legislature as part of the pre-work for its legislative advocacy. This has also paved the way for a good working relationship with the legislators and their key staff.

At the House of Representatives, Save the Children and the Committee on the Welfare of Children organized two workshops for legislative staff to validate the policy-gap and gather ideas on the next steps. Save the Children's partnered with the Office of Rep. Susan Yap for the filing of the bill. It worked with the office by providing technical and moral support until the bill is passed in the Lower House.

In the Senate, on the other hand, the same partnership was established with the Office of Senator Pia Cayetano, the Chair of the committee handling the Children's Emergency Relief and Protection bill. Save the Children made sure that it is available for any technical support that the committee and Sen. Cayetano's office would need. It participated actively in Technical Working Group meetings and has engaged even in informal discussions related to the bill to help. Regular visits to the Senate resulted to Senators Miriam Defensor-Santiago, Teofisto "TG" Guingona, Bam Aquino, Loren Legarda, Cynthia Villar and Ramon Revilla Jr. filing their respective versions.



Advocates of the Children's Emergency Relief Protection Act had to deal with the challenge of dealing with governmental bureaucracy. It took some time for government agencies to come up with their respective position papers on the bill. Meanwhile, the upcoming national and local elections also pose as a major interruption to the passage of the bill. If the current Congress fails to pass the Children's Emergency Relief and Protection Act, its advocates would have to re-file the bill on the 17<sup>th</sup> Congress.

In the course of pushing for Children's Emergency Relief and Protection Act, child-focused agencies learned that calls to action should emanate from the needs of the people on the ground highlighted through community consultations and local voices of those affected by the disaster. In the same way, engaging the local leaders is also important. Save the Children notes that the bill has progressed in the Senate due to the increasing number of LGUs formally expressing their support through resolutions of support enacted by their respective legislative bodies.

Agencies learned that in engaging both the executive and the legislative branches at the national level, it is important to identify just two or three advocacy issues to take on at any given time.

This is vital to enable the organizations to commit substantial resources in terms of funding, programming work, and personnel. Agencies also find that building solid relationships with relevant secretariat and political staff from the legislative branch and the executives' offices can also be instrumental in facilitating key policy reforms.

At the local level, World Vision worked on Anti-Trafficking in Persons (ATIP) efforts in Ormoc City, Villaba, Matag-ob and Merida. The capacity building component focused on developing local advocacy messages and LGU Action Plans on Trafficking in Persons. In relation to this effort, local ordinances are now being formulated in support of prioritizing and allocating funds for child protection which seeks to ensure that the Local Councils on the Protection of Children (LCPCs) are active, funded and functional to address cases of Trafficking in Persons especially children.

Save the Children also worked towards the reactivation and monitoring of Barangay Councils for the Protection of Children. It mapped barangays in Western Leyte with active councils and then engaged the barangay officials where councils were inactive. It also created and established support groups—Child Protection Advocate Groups (CPAG), which included children, adolescents, and adults—to serve as the platform for engagement.

Though there were also quick results achieved in experiences in local level advocacy such as resolutions and ordinances worked out with the Local *Sanggunian*, local level advocacy can also be a bit challenging particularly due to the political dynamics in the community. Organizations attest that partisan politics can get in the way of beneficial advocacy interventions, as seen in instances when the Mayor and the majority of the members of the local *Sanggunian* are from different political parties, or when the relationship between the municipal mayor and the provincial governor is not particularly friendly. The political dynamics between local leaders and the national government could also affect advocacy work.

Another challenge is the lack of an advocacy point person at the field office level as identified by Save the Children. Relevant advocacy work in relation to Children's Emergency Relief and Protection Act was done as a ride-on by most field offices to a specific program (e.g. child rights governance), and not as an independent advocacy activity. This made securing resolutions of support from Haiyan-affected LGUs more testing.

World Vision concurs with the significance of this challenge in highlighting the operational importance of volunteers in the field. These volunteers successfully implemented advocacy interventions. They worked closely with the Team Leaders who kept track of the operations and coordination with LGU officials, and were crucial in sustaining the implementation of the advocacy interventions.

## ATE GEM, CVA CHAMPION OF DULAG



After typhoon Haiyan, Gemma Deri-on or Ate Gem became active in community work. She was already part of World Vision's Community Recovery Committee (CRC) when she became a Citizen Voice and Action (CVA) Core Team volunteer. She hesitated at first but after her training on government policies and laws on disaster risk reduction (DRR), she became confident. She and the CVA Core team were equipped to handle community education, explaining the 10 DRR monitoring standards and going through scorecard sessions.

Since then, Ate Gem has led the team in handling 13 community education events attended by 2,305 persons, 13 barangay monitoring standards and scorecard sessions with 28 barangay officials. They met with the Mayor and Municipal Disaster Risk Reduction and Management Council (MDRRMC) of Dulag, which resulted to a joint action plan with funding and manpower commitments from the local government. Gem is now a DRR support staff, working under the MDRRMO. She looks after the CVA implementation and ensures that communities are engaged and empowered to apply the CVA approach and that the MDRRMC/CVA plan is implemented on time.

Gem's community work earned her the title of CVA Champion in Dulag. Knowing that the work doesn't end there, she is committed to continue what she started. She hopes that more members of the community will be empowered to use their voices to help the government in delivering public services.

## 1.2 WOMEN / GENDER PROTECTION

Haiyan affected 3.7 million women and girls<sup>4</sup>. In the aftermath of the typhoon, women had to deal with a challenged sense of safety, gender-based violence, trafficking, and prostitution.

Action Aid advocated for protecting women's rights in emergencies. It mobilized and organized women so that they can understand the issues, laws, and policies relevant to them. To inform the communities and women about these laws and policies, Action Aid and community partners employed participatory methodologies which frame Community Consultation processes using different traditional communication methods like street plays, songs, posters, and community meetings, as well as the Reflection methodology. It has conducted research on Violence against Women in Palo and Culasi and will translate the research into policy advocacy and actions that would address protection concerns of women in emergencies.

One key challenge Action Aid encountered in advocating for women's protection is how women are scared and not empowered enough to report cases of domestic violence due to the following reasons: the lack of immediate actions from the barangay officials, weak enforcement of laws such as the Violence Against Women and Children Act, the lack of space for women to share and report their cases, financial insecurity, living in a patriarchal society where the male remains dominant, and lack of access to relevant information.

Another challenge Action Aid encountered was how only three of the eight organizations it has partnered with have the capacity to do women's protection and women's rights programme. Action Aid also lacks Advocacy and Policy staff to support partners in advocacy work from local to national level.

Nonetheless, their advocacy efforts reinforced that increasing women's participation, access to information, organization, mobilization, and decision-making empowers them to claim their rights, creating a gradual but visible shifting of power in favor of women. Building awareness on WRR, however, remains a big challenge that requires multi-sectoral efforts. In order to do this, policy advocacy needs to be directed towards the institutionalization of women's rights, and government should reinforce laws protecting women and children.

## 1.3 RESETTLEMENT

Haiyan displaced four million people. Responding to the needs of the displaced or those who were at risk of displacement necessitated inquiring into the tenability of resettlement as a solution for the displaced and those living in coastal areas, and dealing with the impact of resettlement on the rights and livelihoods of affected populations.

Soon after the typhoon, the Government of the Philippines declared a *No Build Zone* within 40 meters of the affected coastlines and announced plans to relocate 205,000 households (approximately one million people) from those coastal areas to safer locations. This policy was announced in the absence of consultation with communities and with limited information sharing.

To address the issue of relocation, Oxfam aimed to influence resettlement policies and processes so that they better reflect the needs, priorities, and rights of affected communities. Based on research findings and ongoing work in areas targeted for resettlement, Oxfam's advocacy strategy focused on the need for any resettlement decision-making processes to be based on meaningful consultations with communities, for livelihoods considerations and planning to be done from the earliest possible stage, and for local governments to have greater understanding and capacity to implement resettlement in a rights-based way. Without these key measures in place, Oxfam argued that resettlement would risk reinforcing the vulnerability of those being relocated.



Following extensive consultations with affected communities in relation to resettlement, Oxfam released its policy brief *The Right Move? Ensuring Durable Relocation After Typhoon Haiyan* to call for more effective government action on relocation, and for government to uphold the rights of displaced and affected communities. In order to achieve clarity on the *No Build Zone* policy, Oxfam and its partner, NGOs for Fisheries Reform (NFR), advocated for a more robust set of policy guidelines that would include hazard mapping and land use, the protection of fisherfolk settlements and their livelihoods, and the need for extensive consultations with communities on the policy.

The advocacy, which was primarily undertaken through a series of dialogues, public fora and media work, eventually resulted in the issuance of a Joint Memorandum Circular issued in November 2014, which provided guidance to LGUs in hazard zone classification, which would then form the basis of any decisions to pursue resettlement.

### INFLUENCING RELOCATION POLICIES POST-HAIYAN

Almost two years after Typhoon Haiyan hit the Philippines, the Philippine government is scaling-up its efforts towards rehabilitation and recovery of affected communities based on “build back better” strategy. In this context, local government officials have embarked on major permanent relocation process targeting an estimated 200,000 families of an estimated living along the shoreline. However, the rush to relocate communities within the No-Build Zone (NBZ) have grossly overlooked humanitarian principles and democratic requirements already enshrined in national policies.



Fish vendor and mother of four Felisa Abas hopes relocation in Pago, Leyte, will bring her a better life. Felisa's concrete house was totally destroyed by typhoon Haiyan. "We want a permanent location. The house will be ours." Photo: Oxfam

Oxfam launched a policy advocacy around this issue characterised by a strong and multi-layered influencing strategy. A series of consultations and a relocation survey was conducted in affected areas to understand people's needs and perceptions towards permanent relocation, and published a briefing paper directed to various stakeholders to help inform the relocation strategy of national and local government agencies.

Following wide dissemination of the policy brief, the national government announced its commitment to certify urgent the National Land Use Policy pending in Congress.

On November 2014, a year after typhoon Haiyan, a Joint Memorandum Circular 2014-1 was issued by government on the adoption of hazard zone classification in areas affected by Typhoon Yolanda. This JMC was the response to combined government and civil society effort to outline guidance to LGUs in determining when and where resettlement should be undertaken.

Oxfam was able to achieve the following gains through its diverse efforts:

1. Increased levels of humanitarian assistance to communities living in *No Build Zones*;
2. Increased consultation of communities targeted for resettlement by authorities;
3. Increased awareness and understanding in communities in terms of their rights vis-a-vis resettlement;

4. Increased capacity of communities to articulate their priorities and engage with government representatives;
5. Increased awareness of government regarding the need for early planning with respect to livelihoods in transitional and permanent resettlement sites;
6. The issuance of a Joint Memorandum Circular, providing guidance to LGUs in determining when and where resettlement should be undertaken through combined government and civil society effort;
7. The inclusion of technical support for the updating of land use plans as part of the Comprehensive Rehabilitation and Recovery Plan;
8. A change in the Government's policy to completely ban rebuilding in the *No Build Zones*;
9. Influence over the resettlement site design to ensure more adequate water and sanitation systems and related access to service for those being resettled; and
10. Civil society participation in the Resettlement Cluster.

On the islands of Panay, ActionAid was able to successfully stop the relocation of beneficiaries to the mainland, a move which would have come at the expense of their source of livelihood. An agreement was reached with the landowner, which allowed beneficiaries to purchase land at a low price, paid in monthly installments.

To address the issue of land, resettlement, and relocation, Action Aid is building permanent shelters across the Haiyan corridor, while its partner organizations open spaces for women to engage and dialogue with leaders (both barangay and LGU) to lobby for land and address the issue of relocation/resettlement in No Build Zone Areas.

In Tacloban City, households in *No Build Zone* were threatened by eviction and exclusion from being beneficiaries of aid. Urban Poor Associates (UPA), a partner of Christian Aid, organized affected households into associations and helped mobilize collective action to prevent eviction until acceptable resettlement site is available and provision for transitional shelter and other humanitarian assistance.

World Vision worked closely with the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) and other NGOs in urging the local government to ensure that the bunk houses where families will stay will have basic facilities such as electricity, potable water and enough toilets for the number of households that will be accommodated. It organized a dialogue between the LGU, International Organization for Migration (IOM), and the families. The result of the dialogue was a smooth transition of families from the tent city to the bunk houses.

Mr. Jun Losanto, a member of the Tacloban Fisherfolk Urban Association, shares, "We are the first victims of disasters. We live in risky areas because we have no choice. It is close to the sea which is the source of our livelihood. When a disaster strikes, we cannot recover right away because we have no savings or properties to help us get back on our feet again." Many others like him are grateful to Oxfam and other INGOs for the continued assistance despite their situation living in the NBZ. Through Oxfam's facilitation, the leaders of Internally Displaced People (IDP) are now being invited in the resettlement cluster meetings in Region VIII.

In spite of the successes of the agencies, resettlement remains a complex issue. Agencies say this is not only because of nebulous government policy on the matter, but also because the communities lack confidence in the capacity of government to deliver. Resettlement is also very much related with other issues, like food security and livelihood. Once relocated, fisherfolk are moved too far from the sea, which is their traditional source of food and income. According to a barangay official in Tacloban, 90% of fishermen are not willing to be relocated. As a result, some of those who were relocated to northern barangays, away from the sea, eventually returned to their coastal homes.

**BEARING WITNESS: WHY ADVOCACY MATTERS IN HUMANITARIAN CONTEXTS**  
**How Urban Poor Associates tackled the No Dwelling Zone Policy**

The experience of Christian Aid and its partner, Urban Poor Associates (UPA), show how it is possible – and in many ways, even necessary – to integrate the political and humanitarian agenda. The work of UPA in protection was contingent on their ability to change existing policies on shelter, as well as on their political leverage with local and national government.

After the government issued a directive barring humanitarian actors from providing assistance to people in “No dwelling zones” (NDZs), UPA began a long and difficult call for the protection issues of about 200,000 families across 37 coastal barangays. The NDZ is any area within 40 meters from the high water mark, a definition that the government based on the Water Code of the Philippines.

Evidence showed that the creation of no dwelling zones had the effect of evicting people from their homes forcibly and without consent. There were virtually no relocation and livelihood options offered to the families, and if there were, the process did not benefit from meaningful community participation and consultation.

UPA also pointed out that the Water Code was enacted to guard water resources but not to address protection and public safety issues, consequently making it inadequate as the primary and singular basis for the NDZ directive.

As cases of cascading disasters increased, the push for concrete changes became more urgent. That meant building awareness, increasing engagement, and fortifying grassroots organizations.

Using its Community Organizing (CO) approach, UPA strived to ensure that the affected communities themselves, in solidarity with one another, are able to articulate their position, claim their rights and engage the government. This approach involved several dimensions: (1) supporting people centered policy-making, (2) enlarging democratic space, (3) strengthening civil society, and (4) affecting policy change.

The complexity of the resettlement issue has delayed the construction of permanent shelters in the ActionAid areas like Estancia and Guiuan. The lack of support from the government to secure a land for permanent shelter has posed a challenge, as most of the beneficiaries are located in high-risk areas.

The experience of the various agencies, which dealt with the issue of relocation highlights how eliciting the participation of affected communities and ensuring that their views are heard and shared with decision makers are critical in achieving gains in advocacy. ActionAid specifically points out that it is essential for people living in poverty, especially women, to be empowered to take an active role in decision-making on relocation.

As a corollary, community organizing is needed at the local level to ensure the institutionalization of participatory processes in LGUs. Continuous engagement with national government agencies which are responsible for setting policies, guidelines, and standards, as well as with other humanitarian organizations, CSOs, and sectoral organizations at the local and national levels, is also very important.







## 2 RECOVERY (LIVELIHOODS)

One of the major humanitarian priorities is to help restore the livelihoods of the affected populations, and this has been a critical challenge particularly during the early recovery phase. Of the almost six million workers affected by the typhoon, 2.6 million were already living at or near the poverty line before Haiyan. Over 33 million coconut trees were damaged or destroyed by the typhoon, affecting one million farmers in the Eastern Visayas region alone. Once planted, coconut seedlings take 6 to 8 years to become fully productive.<sup>5</sup>

In advocating for the rights of coconut farmers, enforcing land reform policies, and the inclusion of women in community recovery, Oxfam and Action Aid, respectively, both worked to actively call for the participation of all actors in advocating for these rights to ensure successful outcomes. Meanwhile, Save the Children emphasized the need for an evidence-based approach to advocacy as it conducted research on how pre-existing livelihood and economic conditions relate to the recovery of communities after Haiyan.

### 2.1 COCONUT FARMERS

Typhoon Haiyan either damaged or destroyed more than 33 million coconut trees, which effectively put at risk the source of livelihood of over a million farming households. Thus, ensuring that their livelihoods are rebuilt is one of the major advocacy calls for action.

One success at the national level was involving the coconut farmers themselves in lobbying for the establishment of the Coconut Farmers Trust Fund<sup>6</sup>. Prior to Haiyan, Oxfam and its partner Fair Trade Alliance (FTA) has already been actively involved in pushing for the rights and welfare of 3.5 million coconut farmers in the Philippines, who are among the poorest subsectors in agriculture. In Haiyan-affected communities, Fair Trade Alliance and Oxfam worked to engage local and national government agencies to prioritize and adopt propositions raised by affected coconut farmers.

Oxfam supported the 1,750 kilometer-long *Historic Justice March*, which involved 71 farmers walking from Davao City to Malacañang for 68 days to call for the establishment of a trust fund for the farmers' benefits. The march was led by national coconut farmer federations, and partners Fair Trade Alliance and PAKISAMA. The march ended with a meeting with President Benigno Aquino III, who committed to support the establishment of a 71-Billion Coconut Farmers Trust Fund through the issuance of an Executive Order (EO)<sup>7</sup> that will allow the farmers to use the interest from the coconut levy funds established during the Marcos regime.

### KM 71 HISTORIC JUSTICE MARCH

Oxfam, through its partner organizations PAKISAMA and Fair Trade Alliance supported the KM71 march. The historic justice march, which covered a total distance of 1,750-km long from Davao City to Malacañang Palace in Manila, was led by 71 coconut marchers. This march was initiated by nine coconut farmer federation with the support of 2 national NGOs which formed the Kilus-Magniniyog (Coconut Farmers' Movement) coalition. The campaign aimed to pressure the 3 branches of government – executive, legislative and judiciary – to establish a perpetual Coconut Farmers' Trust Fund which will protect and maintain the principal coco levy fund amounting to P71 billion and utilize only the interest to improve the livelihoods of the 3.5 million small coconut farmers.

In a statement, the farmers said that 'pushing for the rights and welfare of coconut farmers is for the benefit of the whole coconut industry and of each citizen.' After the farmers' meeting with the President, the Philippine Supreme court finally issued its decision that the government may now use the coco levy fund solely for the benefit of farmers and the industry, thus removing all legal obstacles to the farmers' claim and the issuance of the Executive Order establishing the Coconut Farmers' Trust Fund.

As a direct result of this historic justice march, the President signed EO 180 establishing the Coco Farmers Trust Fund from the Coco Levy Fund in March 2015, soon after the Supreme Court issued ruling in favour of claims of small coconut farmers. A bill establishing the same is currently pending in Congress.

In March 2015, soon after the Supreme Court issued a ruling in favor of the claims of small coconut farmers, EO 180 was signed by the President, establishing the Coco Farmers Trust Fund from the Coco Levy Fund.

To ground its advocacy in evidence-based research, Save the Children conducted a Household Economy Approach (HEA) Analysis in Samar in November 2014 to investigate how pre-existing livelihood and economic conditions across two different municipal classes may relate to coping in Haiyan-stricken areas, and how these conditions possibly continue to relate to long-term recovery. The Household Economy Approach is a livelihoods-based framework for analyzing the way people obtain access to the things they need to survive and prosper. It helps determine people's food and non-food needs and identify appropriate means of assistance, whether short-term emergency assistance or long-term development programmes or policy changes.

The study found that Basey, a first class municipality, has economic advantages and coping strategies not present in Quinapondan, a fifth-class municipality, such as better access to the urban market, access to less expensive food, access to labor, and extra *Pantawid Pamilyang Pilipino Program* (4Ps) support. Through a policy brief on the HEA, Save the Children is now calling on the government to enforce those coping strategies and extend those economic advantages to all typhoon-affected areas for quicker post-disaster recovery.

A key challenge however, is that many of the positive coping strategies, such as access to markets, take time to implement, and the government may be weary of doing it before the next typhoon season.



## 2.2 LAND REFORM

While lands rights issues have always figured prominently in the development agenda, access to land is more critical in the event of a disaster, as it becomes a prerequisite in livelihood recovery. These issues are often complex and run deep, pointing out the existence of barriers that hamper the full and successful implementation of existing laws on land rights, such as the Comprehensive Agrarian Reform Program Extension with Reform (CARPER).

Fair Trade Alliance and Oxfam's engagement with the Department of Agrarian Reform (DAR) pertaining to land reform areas was also critical in the issuance of Administrative Order (AO) 2, which revises the rules and procedures on leasehold agreements between land owners and their tenants. The order also enforces the 75:25 sharing arrangement mandated by law. Similarly, the engagement facilitated DAR's exemption of Haiyan-affected areas from the "expiry" of the Comprehensive Agrarian Reform Program on June 2014, prioritizing these areas for immediate coverage and land distribution.

Given the complexity of land tenure issues, the legal competency and experience of local partners are necessary if livelihood issues related to land rights are to be properly addressed. To address this, Oxfam partnered with seasoned land advocates such as Kaisahan, AR Now, CLUP Now, and NFR to address land issues of farmer-tenants in Leyte and Eastern Samar, as well as fisherfolk settlement and foreshore land issues in the same areas, including Bantayan Island in northern Cebu. According to Oxfam, while the laws are already in place, the complexity of Philippine land tenure policies, and the complex bureaucracy challenge their full implementation. This highlights how strategic issues around asset reform, particularly the lack of access and control over productive resources, underpin poor people's vulnerabilities to natural disasters and economic shocks. To further highlight land rights issues, made more prominent by the impact of emergencies like Haiyan, Oxfam launched its policy brief "Beyond Safe Land: Why security of land tenure is crucial for the Philippines' post-Haiyan recovery".

## 2.3 WOMEN'S LIVELIHOOD

Along with children, the elderly, and the differently-abled, women were among the worst affected by Haiyan. According to Oxfam, since women were engaged in home-based income generation prior to Haiyan, the delay of the rebuilding of their homes further challenged livelihood recovery. Aid organizations worked towards ensuring that an enabling environment for women was set in place.

ActionAid successfully advocated for the involvement of women in livelihood activities through the Tikog Planting Project, where women use tikog stems to weave mats, bags, wallets and slippers. This empowered women to start working and contributing to their communities. ActionAid partnered with the National Rural Women Coalition (PKKK) which implemented advocacy initiatives as well as livelihood and women's empowerment projects, thereby providing beneficiaries with a full-spectrum package of programs.

To ensure the sustainability of these initiatives, agencies have been involved in capacity building for fundraising. Oxfam, in particular, partnered with a local women's organization to build a women's center, which the local community used for income generating activities (i.e handicraft-making and space rented out for a fee), venue for social activities and other purposes.

Both Oxfam and ActionAid were engaged in providing livelihood for women as additional support. These alternative livelihood opportunities include seaweed farming, fish net making, food production, backyard gardening and hog-raising, weaving, and handicraft production. This livelihood support successfully empowered the women of these communities because it demonstrated how they are now part of the livelihood cycle of their families.

Meanwhile, engaging women in livelihood activities can be marred by challenges. On the one hand, there is the challenge of recognition – Oxfam articulates that one of the difficulties they encountered was how women were not counted among beneficiaries-- either as farmers or fisherfolk. Compounding this invisibility in beneficiary lists, the livelihood packages offered were mostly for male beneficiaries (ex. boat making, carpentry, or work which required heavy physical labor, which may not be appropriate for women). Likewise, care work remained unpaid, or not recognized as paid work in Cash Transfer Programmes.

Another challenge highlighted is ensuring the sustainability of their projects and activities once the funding and technical support from the agencies end. Women leadership still needs to be strengthened and institutionalized within community structures. ActionAid also mentions how the dole-out approaches of other humanitarian organizations disempower communities.

In rebuilding livelihood in the recovery processes, it is essential that humanitarian organizations and government agencies diversify economic alternatives for affected communities to generate more income. This may require understanding and analyzing people's vulnerability, their consumption and saving patterns, and access to and control over information and productive resources. Mobilizing and organizing communities, especially women, is critical in building a strong foundation of empowered communities to lead in rebuilding their lives, livelihood, and resilience.







# 3 RESILIENCE

The United Nations Office for Disaster Risk Reduction (UNISDR) defines resilience as the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions. The impact of Typhoon Haiyan to the communities' calls for action towards disaster risk reduction and management (DRRM) through information campaigns and engagement with local government authorities and government agencies to push for the improvement of DRRM services delivered to the communities and genuine citizens' participation.

## 3.1 DISASTER RISK REDUCTION

All participating agencies in this review have specific advocacy focused on disaster risk reduction either as stand-alone advocacy or integrated into their other programs.

Agencies were successful in integrating DRR advocacy into their various programs, such as education, livelihood and food security, shelter and relocation, water, sanitation and hygiene (WASH), and social protection, among others. This proved to be a success for all as they have come to see it as an effective way to mainstream the DRR and CCA discourse.

Among the significant successes in integrating DRRM and CCA into the different programs of the involved agencies is the work of Christian Aid in engaging in a partnership with a nationwide network of NGOs in advocating for safe and disaster resilient urban communities. This partnership started during Tropical Storm Ondoy (Ketsana) in 2009, and has expanded to include advocacies surrounding climate justice and environmental law.

Christian Aid also supported scientific assessment of the impact of typhoon Haiyan on mangroves in Leyte and Samar conducted by the Zoological Society of London (ZSL). The study generated management-oriented recommendations for local rehabilitation program in concerned LGUs and also fed into national level advocacy on Department of Environment and Natural Resources' rehabilitation budget for reforestation.

Oxfam and ActionAid are both actively engaged in the advocacy of disaster-resilient livelihoods through alternative livelihood support and food security through agricultural diversification involved in Eastern Samar. They have also successfully advocated for scientific and community-based identification of resettlement areas, and have provided extensive technical support for geo-hazard mapping for new resettlement sites. They have also helped the LGU of Tacloban to update their Contingency Plan, and conducted an emergency preparedness simulation activity and drill in May 2014, in preparation for the monsoon/typhoon season. The drill was conducted in coordination with the LGU of Tacloban (Morong Volunteers Emergency Response Team), local CSO partners, and local communities.

Save the Children and World Vision began their work of institutionalizing the DRR-CCA integration and expanding it to include the concept and practice of being child-friendly and sensitive. Additional DRR efforts of Save the Children focused on working with the DILG and the Local Government Academy in coming up with a module of the key issues through one of their projects. Save the Children had several meetings with DILG and LGA promoting the idea and finding out where was the best entry point for them and which effort they could bank on so as not to start from scratch. This has led to the strong buy-in of these national government agencies and the development of strong ties between Save the Children and these agencies. This assures the dissemination of proper information and building a culture of participatory and child friendly DRR in numerous barangays nationwide.

Agencies cited that one of their major successes in DRR advocacy prior to Haiyan was the passage of Republic Act 10121<sup>8</sup>, known as the Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010. The aftermath of Haiyan served as backdrop of the mandated Sunset Review of Republic Act 10121 and provided an opportunity to take the lessons from Haiyan into the review and enhancement of DRRM policy framework. Haiyan highlighted the weakness in local response capacities, gaps in disaster preparedness, and coordinating structures of government for response, recovery and rehabilitation that were overwhelmed by a disaster of Haiyan magnitude.

Most of the agencies have positioned themselves as early as 2014 for the Sunset Review of the DRRM law. Through Disaster Risk Reduction Network Philippines (DRRNet Phils), member organizations conducted consultations with CSOs, POs, government agencies, international NGOs and other relevant stakeholders to review the accomplishments and impact of the law as well as the performance and organizational structure for purposes of determining remedial legislation. After the consultations, the network submitted its policy recommendations to the Office of the Civil Defense.

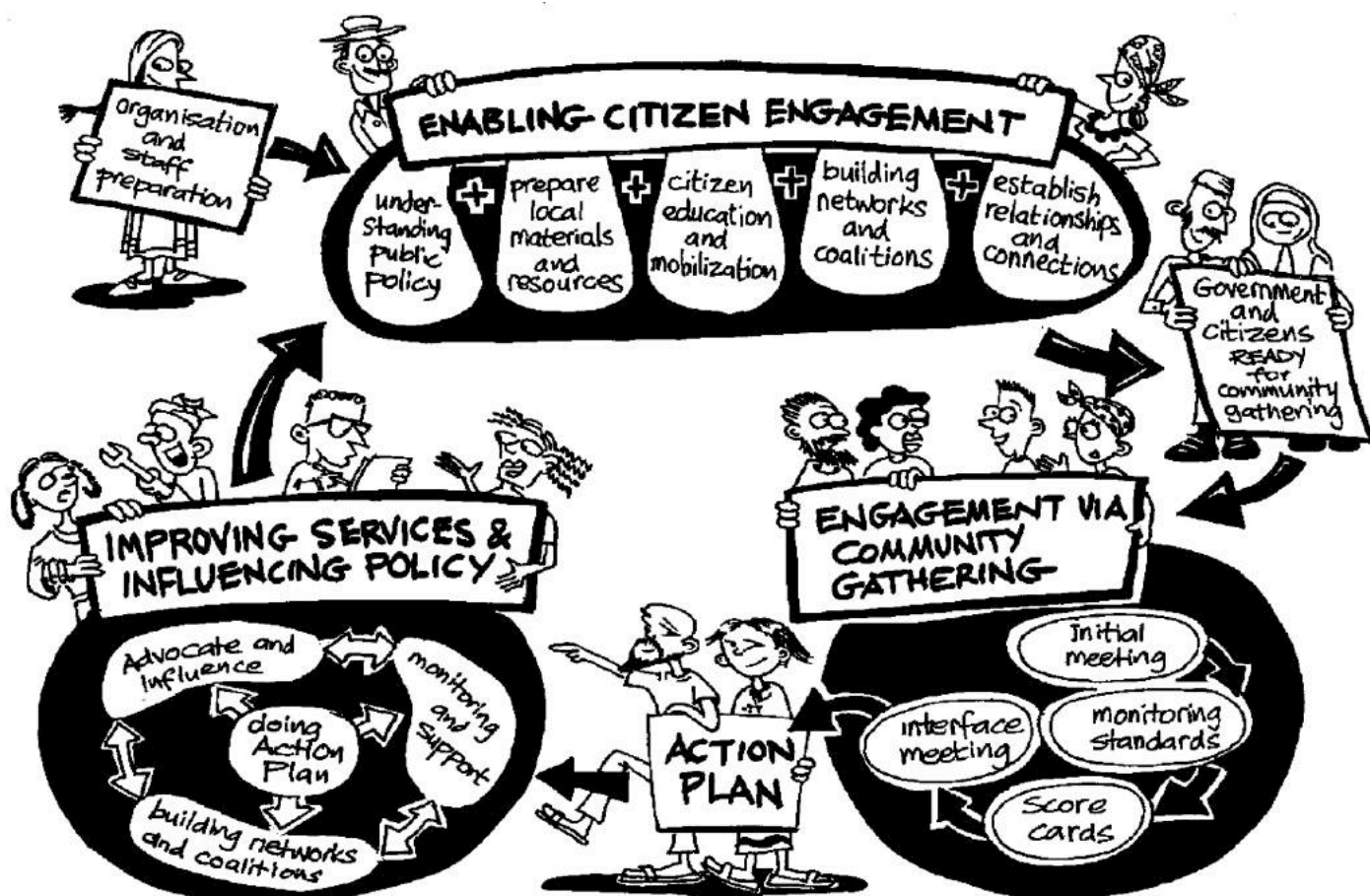
## **3.2 CITIZEN'S PARTICIPATION**

To ensure the participation of citizens towards improving the DRRM services in the community, World Vision used Citizen Voice and Action (CVA) - a local level advocacy methodology that transforms the dialogue between communities and government in order to improve the accessibility and quality of services rendered on DRRM. Through collaborative, non-confrontational dialogue between service users, and service providers (government), users are empowered to monitor and seek accountability for service delivery and to take collective responsibility for services. CVA is based on the view that each citizen has the right to hold to account his or her government for fulfilling its commitments.

To align local with national level advocacy, World Vision used the results of standards monitoring of the LDRRM Offices in CVA as evidence in the national advocacy on the Sunset Review of Republic Act 10121 implementation. These results successfully demonstrate the gaps and challenges of implementation of the law at the local level.

Through CVA, various improvements on the operations of the Local DRRM Offices have been implemented. One LGU has already appointed a Local DRRM Officer with the required education background and experience as one of their commitments during the interface meeting between the service providers and citizens.

## HOW CITIZEN VOICE AND ACTION (CVA) WORKS



The local government units were also able to tap the CVA Core Team volunteers in their DRR trainings to different barangays. With the technical guidance of World Vision, local ordinances have been introduced, reviewed and approved that mandate personnel of Barangay Development Councils undergo annual training and refresher courses on safety and disaster prevention and mitigation to improve the barangay's disaster preparedness and response capacities.

Meanwhile, ActionAid and Balay Mindanaw Foundation, Inc. facilitated the conduct of a participatory rural appraisal, which allowed barangays to identify the problems in their community after Typhoon Haiyan, and to create barangay development plans that serve to address these problems. These plans were used in a multi-stakeholder forum, where communities presented their plans to funders. A barangay development plan that was created by the community, rather than by just the barangay officials, ensured that everyone had a stake in the community's future.

Some of the challenges encountered in these efforts pertained to the difficulties inherent in coordination. ActionAid mentioned that having the whole community validate a barangay development plan is difficult because different community groups would necessarily have different priorities. Through barangay assemblies, key pillars of barangay development plans were finalized, but the process took time and entailed compromise. Sustainability remains a concern primarily because of problems involved during the phasing out period, when partner agencies eventually withdraw from the communities.

In order to ensure that citizen's participation in advocacy is sustained at the local level, World Vision has continued educating communities on how to check on government effectively and at the same time, communities have realized in their community work that they have shared accountability with government in making sure that resources are used responsibly and well.



## Barangay Development Planning empowers communities to challenge duty bearers' finance priority projects



Balay Mindanaw facilitates the BDP process in Brgy. Tabgas, Albueria, Leyte with the Barangay Development Council

Balay Mindanaw Foundation, Inc., one of ActionAid partners conducted a Barangay Development Planning (BDP) as a process that engages and empowers local communities to identify priority projects that will address the needs of the most vulnerable sectors in the communities including women, children, PWD, elderly, etc., and crafted the Barangay Development Plan, and lobbied for support to duty bearers and various stakeholders to implement priority projects within the next 5 years.

After crafting the Barangay Development Plan, it was presented to various stakeholders in the Multi-Stakeholder's Forum conducted in Albueria, Leyte and Estancia, Iloilo. The barangay representatives challenged the duty bearers and other stakeholders to support their priority projects to eradicate poverty and be resilient to disasters.

At the end of the stakeholder's forum, the barangays involved in the process were able to generate resources, 27.5M pesos in Estancia and 30M pesos in Leyte from government agencies and international organizations. Currently, some priority projects identified in the BDP are now being implemented by some government and non-government agencies like the flood control project from DPWH; Agricultural Project for women and livestock dispersal from DPWH; Water System Development from KALAHI-CIDDS; Livelihood and income generating projects of World Vision; Evacuation center in Tabgas, a joint project of ActionAid/BMFI and KALAHI-CIDDS, among others.

### 3.3 WOMEN'S PARTICIPATION

There were also successful advocacy initiatives relating to gender-sensitive DRR programming, women empowerment through leadership in DRR planning, and women rights and reproductive health.

Oxfam and ActionAid highlighted the success of their partnership with a nationwide coalition of rural women's organizations. In this partnership, ActionAid focused on conducting interactive learning system (ILS) and gender-sensitive DRR planning, and Oxfam on alternative livelihood for women and women-leadership in DRR planning and implementation through its Women Increased Resilience and Empowered during Disasters (WIRED) program.

The ILS program proved to be a successful platform for women to learn and discuss women's rights, the reproductive health law, and family planning. One woman respondent remarked that ILS is more than a learning session for her, as it is an opportunity to empower herself and to reach out to her fellow women in the community. Husbands were also given seminars, where they were made to understand the importance of empowering women. The ILS program also served as a mechanism for mainstreaming gender-sensitive DRR planning, especially at the local level. Consequently, the barangay development plans and DRR plans were revised to incorporate gender-sensitivity and women's issues.

WIRED provided the platform for women to actively participate in DRRM planning at the local level and to address barriers to women's empowerment, such as concerns around sexual and reproductive health, care work, and livelihood. Oxfam piloted the project in one barangay in the Municipality of Salcedo, which resulted to the re-activation of the Barangay DRRM Council with a women leader representative sitting in the council. In April 2015, the project expanded its sites to 10 barangays in the same municipality.

LIKHAAN, a women's rights organization, with the support of Oxfam, was able to organize almost 2000 women during the emergency response in five municipalities of Eastern Samar. It has strengthened women enabling them to raise their voices as a collective and advocate for reproductive health in disaster interventions.

ActionAid's DRR-related engagements highlighted how important it is to strengthen the capacity of women in advocacy and improve their access to information for them to effectively engage in influencing government. This could lead to the financing of women's issues to be prioritized in the Barangay DRRM plan, and to increase investments in mobilizing, organizing and building solidarity among women and community to strategically engage in advocacy at various levels. ActionAid highlights that investment in disaster risk reduction should not only focus on accountable implementation of gender responsive DRRM plans, but also building the use of people-centered systems and mechanisms for preparedness and to reduce the risk of the communities to disasters.

Also, women's rights and gender issues can be easily mainstreamed and embraced by the communities if there are corresponding ordinances that institutionalize these reforms in DRR programming, planning, and implementation.

## FELY CASTRO: EMPOWERED COMMUNITY LEADER

Felisa Castro known to her friends as “Fely” is a resident of San Roque, Salcedo Eastern Samar and mother of 3 children, named April, 23 years old; Humprey, 19 years old; and Doreen Faye, 15 years old. Fely is married to Barangay Captain, Reynaldo Castro, both 51.

Fely finds solace in PKKK/ActionAid initiatives and these empower her to continue her advocacy. Almost 2 years since Typhoon Haiyan struck the Visayas Region, issues around Shelter, Livelihood and Disaster Preparedness are still not fully

addressed by the government and since Fely is one of PKKK’s active local leaders, her involvement in the organization’s advocacy work pave the way for her to challenge the duty bearers to address issues affecting women and children in her community.

Fely won’t stop her advocacy work not until they have achieved their goal - to end poverty, include women in the decision making; and implement the projects that are due to them.



### 3.3 CHILDREN’S PARTICIPATION

Another advocacy success relates to engaging children in disaster risk reduction. World Vision, through its Child-Focused DRR program, helped LGUs ensure that their Local DRRM Plans and services are considering the rights and capacities of children as DRRM actors. World Vision was able to engage LGUs to enact ordinances and integrate child-focused DRR into their local development plans.

Meanwhile, children are engaged through the series of consultations that revolved around their experiences and identified needs including policies they thought had to be in place so they can be protected from disasters. On 14 December 2013, Save the Children, Plan, World Vision, working with UNICEF, organized consultations with 124 children and young people in Capiz, Cebu, Iloilo, Leyte and East and West Samar to (1) listen to children and young people’s views about the humanitarian situation six weeks after Typhoon Haiyan; (2) find out what their priorities are right now; and (3) ask for suggestions from children and young people about how to improve the response. The results from this consultation were substantially included in the draft Children’s Relief and Protection Act.



## LOCAL GOVERNMENT PROMOTES CITIZEN'S PARTICIPATION

Mayor Mike Torrevillas of Matag-ob and Mayor Manuel SiaQue of Dulag are recognized for their commitments in taking on World Vision's community engagement approach called Citizen Voice and Action (CVA).

Mayor SiaQue allocated municipal funds for the CVA/DRR support staff based in the Municipal Disaster Risk Reduction Management Office (MDRRMO). He also agreed for the same staff to liaise with World Vision and to attend regular Municipal Disaster Risk Reduction Management Council (MDRRMC) meetings to ensure that the jointly agreed plans between the MDRRMC and CVA Core Teams are implemented on time. Aside from DRR issues, he is planning to use CVA for livelihood programs. Mayor Torrevillas agrees with Mayor SiaQue on this. He sees CVA as an integrating approach to different thematic areas with people's participation as its foundation. Unarguably an advocacy success is his initiative in passing a municipal ordinance adopting the MDRRMC/CVA Action Plan, focusing on the 10 DRR standards with allocated budget. He notes that a necessary ingredient to the success of the CVA is having an understanding of the context and the operating political landscape in the area that will enable taking advantage of opportunities and reducing threats during CVA implementation.

The Mayors emphasized that sustainability is a challenge alongside reinforcing what the CVA has achieved. They fully agreed though that continuous application of CVA approach will further enhance people's participation in finding solutions for the many concerns facing the municipalities.

In December 2014, when Typhoon Hagupit hit the Philippines, the Philippine government, with the help of Save the Children, conducted children's consultations in order to assess and meet the needs of children more rapidly.

Save the Children is taking the same route in the upcoming sunset review of RA 10121. Through consultations with children, Save the Children is engaged in the advocacy for a comprehensive and child-centered approach in DRRM. Save the Children's recommendations include:

1. Children should meaningfully and actively participate in planning and decision-making processes to ensure that their needs, concerns, and recommendations are reflected in the programs, plans, and activities in disaster risk reduction, humanitarian response, and rehabilitation;
2. Government structures and systems in disaster risk reduction, humanitarian response, and rehabilitation should be accessible to children. Government bodies with effective and efficient mechanism where children can consult and be consulted need to be in place;
3. Substantial public investment in children to ensure their needs are addressed and their rights are upheld in disaster risk reduction, humanitarian response, and rehabilitation;
4. Disaster risk reduction information should be accessible to and easily understood by children. Children participation in designing early warning devices is necessary to make them child-sensitive. Also, children should be involved and informed in the community risk assessment initiatives;
5. Infrastructures such as evacuation centers should be children-friendly and sensitive to the needs of children with special needs and with different gender preferences;
6. Child-friendly information material should be developed by children themselves and translated into the local language for easier comprehension; and
7. Consultations with children regarding DRR must be mainstreamed as children are experts on being children.

## CONSULTATIONS WITH CHILDREN



Grades 1-3 of Sta. Fe Elementary School in the municipality of Pilar (Capiz), gather together to show support in the "Children in Emergencies" bill. They write down their experiences, losses and learnings when Typhoon Haiyan (Typhoon Yolanda) hit.

Before pursuing the advocacy for the Children's Emergency Relief and Protection bill, Save the Children did extensive research to ensure that opinions of children and communities were documented. This was held from 13-27 September 2014. Interviews and consultations were conducted in Yolanda-affected areas that are part of Save the Children's areas of operation such as Iloilo and Leyte. 162 children were consulted in 12 consultation groups. Children were asked to rate the Haiyan response and were also asked about their future priorities. This activity/research was able to document various findings and recommendations which included:

1. Enact legislation on:
  - Limited use of schools as evacuation centers
  - Protection of children in times of disasters
  - Child participation before, during & after disasters
2. Data collection and disaggregation of data to reflect children's information
3. Delivery of basic services, especially health

The results of the consultations were given high consideration in drafting the provisions of the bill. This way, Save the Children was assured that the piece of legislation they would push for would truly be responsive and appropriate to the needs of children; that it wouldn't assume to know what's best for children instead would just facilitate the realization of their aspirations since children are its main stakeholders. With the help of Save the Children, the government has now taken on child consultations as a priority after disaster as exemplified by the consultations done after Typhoon Ruby in January 2015.

These consultations have built the confidence and motivated the advocacy team of Save the Children as they amplify the voices of children.







# 4 HUMANITARIAN SYSTEM

The Haiyan response architecture is complex, and there were gaps in terms of sharing of information and problems in coordination, which had effectively slowed down delivery of the response.

Agencies have pushed for structural improvements in the humanitarian system – involving actors that range from national to international, governmental to non-governmental – in varying degrees. Key actors in the aid landscape include: the Office of the Presidential Adviser on Reconstruction and Rehabilitation (OPARR); key national government agencies, such as the Department of Social Welfare and Development (DSWD), Department of Trade and Industry (DTI), National Housing Agency (NHA), National Economic and Development Authority (NEDA) and others; international institutions such as UNOCHA; and international and national NGOs.

Apart from strategizing towards engaging the national government in humanitarian issues, agencies also lobbied for aid governance and the inclusion of civil society in government-led clusters.

## 4.1 ENGAGING THE GOVERNMENT

Pre-existing relationships and engagements with the national government agencies such as DSWD, DILG and other strategic networks were a significant component of advocacy initiatives during Typhoon Haiyan.

World Vision's membership in the National DRRM Council (NDRRMC) allows for direct communication with member agencies and decision makers and provides space to bring up the concerns, challenges, and recommendations of the CSOs for discussion in the Council.

Save the Children was able to similarly engage top-level national officials, including the Vice President and some members of the Senate during the visit of a royal dignitary connected with the agency. They have also successfully developed a strong partnership with the DILG and LGA, in the crafting and dissemination of modules on Child Friendly DRRM. DILG has been pro-active in initiating plan and generous with ideas and information.

Working through networks to reach out to national government can be challenging because joint convergence on all issues is not always the case. Christian Aid found that different networks were targeting the OPARR, but for different advocacy issues. Having the networks come together might have made some initiatives more successful. Also, as with most disaster situations, there were several parallel coordinative mechanisms in place, and ensuring efforts were responsive and did not lead to duplication was a challenging task.

## 4.2 CIVIL SOCIETY PARTICIPATION

The different aid agencies pushed for the inclusion of civil society in relevant meetings and planning exercises in the government-led recovery clusters. This has resulted in the resettlement cluster agreeing to civil society participation, as well as the opening of these cluster meetings to UN agencies as well as international and national NGOs.

Save the Children fed into and facilitated several reviews and evaluations of the Typhoon Haiyan and conducted its own Real Time Review and hosted several workshops with humanitarian staff and partners such as the Philippine INGO Network (PINGON) in order to generate lessons learned and recommendations for the World Humanitarian Summit (WHS). These recommendations, which included input from Field Offices in Tacloban and Ormoc, were discussed in the WHS Regional Consultation held in Japan 2014.

World Vision co-chairs with UNDP the Disaster Preparedness/Disaster Risk Reduction Working Group. World Vision committed to promoting collaboration, convergence, and coordination among the many players on DP/DRR. Through its role, World Vision is able to advocate key concerns such as the standards of child-focused DRR with the intention of influencing other organizations in the Working Group to adopt a common standard on Child Focused Disaster Risk Reduction.

The inclusion of civil society organization in the Philippine Delegation to the 3rd World Conference on DRR in Sendai, Japan is a significant advocacy success. This is indicative of the government's recognition of CSOs as partners in building resilience and risk reduction and management in the country.

In working for the creation of an enabling environment for partnerships, localization of surge responses and prioritizing preparedness, a joint research was done by Christian Aid, Cafod, Oxfam, Tearfund and ActionAid entitled *Missed Again: Making Space for Partnership in the Typhoon Haiyan Response*.

## 4.3 ACCOUNTABILITY

World Vision took a leadership role in humanitarian accountability including chairing the Accountability on Affected Populations Coordination Working Group in Tacloban City and Ormoc City that mainly heard and acted on the concerns raised by the communities particularly through the community feedback mechanism. The group comprised UN and international organizations and DSWD as the main government representative. This group strongly advocated stronger government accountability in the management of evacuation centers which improved standards on camp coordination and management that is led by DSWD.

Christian Aid supported advocacy work for greater accountability in disaster financing. It supported research and media campaign of the Philippine Center for Investigative Journalism (PCIJ) on tracking the flow of humanitarian aid for Haiyan, identifying gaps in transparency in the flow from source to beneficiaries. The result of the study was disseminated to media and a dedicated site was set up to make it accessible to the public.<sup>9</sup>

Social Watch Philippines (SWP), another partner of Christian Aid, has undertaken public expenditure tracking of national government budget allocated for the Comprehensive Rehabilitation and Recovery Plan (CRRP). SWP did research on the status of national government's rehabilitation funding and identified bottlenecks in implementation. Findings were disseminated to affected LGUs and local stakeholders to raise awareness on how much money are available to them and help enable them to monitor. The research is also being used to raise issues on the rehabilitation budget to concerned national government officials.

Meanwhile, ActionAid developed the Accountability and Transparency Framework for Cebu Province, which was integrated in the Northern Cebu Typhoon Yolanda Rehabilitation and Recovery Plan.

Mainstreaming the Haiyan budget monitoring in the Philippine Congress has proved to be challenging as both houses are focused on issues bringing public attention like the Bangsamoro Basic Law (BBL) and the congressional inquiry on the alleged corruption of a top-level national government official.





# CHALLENGES AND LESSONS LEARNED

The Agencies have learned different lessons through the challenges that they have encountered in implementing advocacy interventions. Some of these are external such as how difficult issues such as resettlement are closely related to other equally difficult issues such as livelihood, complex political environment and the government bureaucracy, complicated response architecture, difficulty of empowering communities and sectors towards their recognition, communities' low level of confidence in the capacity of government to deliver, capacity of partners, and the challenge involved in working to craft genuine consensus towards sustaining efforts. Internally, the Agencies also encountered issues on staffing and personnel capacity to support advocacy efforts, and the timeliness of advocacy's entry into the response.

The following are some of the challenges and lessons learned that were encountered by the Agencies:

## FUNDING

Agencies are learning the right balance in choosing which advocacy issues to engage, so as not to spread their resources too thinly across different issues. Most agencies feel that if they choose to engage their champions on a large number of advocacy issues, it may result in sponsor exhaustion, which would lead to disinterest in future endeavors.

It is also difficult to establish long-term partnerships during emergencies. Many times, funding resources only allow for short-term partnerships, but advocacy work requires long-term engagement. This has made it difficult to manage partners on humanitarian advocacy issues.

Thus, there is a need to have more flexible funding for advocacy during emergencies so that engagements with partners can be longer lasting and advocacy programs can be sustainable. Flexible funding would ensure that the right partners are selected and are able to support communities for a sufficient amount of time.<sup>10</sup>

## PERSONNEL

Agencies engaged in DRR and CCA advocacy learned that it is very important to have an advocacy focal-person as part of the team of first responders / Humanitarian Response Unit (HRU) during an emergency situation or in the aftermath of disasters. All agencies agree that key advocacy issues and entry points should already be taken into consideration as early as the needs assessment stage.

Save the Children reported that having their regional advocacy manager in place three days after the typhoon struck gave them a better understanding of the immediate policy and advocacy needs

of the affected areas. For World Vision, having their Advocacy and Communications Director on the ground among their first responders proved to be advantageous, as they were able to tap and utilize their contacts in the government and non-government organizations alike to fast-track the delivery of their emergency relief packages to their beneficiaries.

There is also consensus as to the need to invest in a capable and competent advocacy team early on because it also took time to find the right advocacy personnel since advocacy calls for a person with specific training, experience and interest to be effective.

Having invested in an in-country advocacy and campaigns team even prior to Haiyan, Oxfam was able to deploy the whole team to work from the first day of the response. A media, advocacy and campaigns strategy was developed from the first month of the response, and has been embedded in the overall response programme and budget. This was complemented with surge capacity from Oxfam's global and regional campaigns and media teams.

## **EVIDENCE-BASED ADVOCACY**

Another point of emphasis is the necessity of evidence-based research and collaboration with partners who are familiar with the local context when it comes to issues that have predated the disaster, but persist to this day. The agencies' respective experiences also indicate that there should be programmatic grounding and basis for advocacy efforts. For instance, livelihood needs assessment must be taken into consideration for resettlement advocacy to be successful. This likewise highlights the necessity of internal support, particularly by the leadership and program divisions of the value of doing researches for policy advocacy.

## **COMMUNITY PARTICIPATION**

To ensure effective advocacy, community participation is imperative. However, ensuring that the community participates is a major concern. It is important to create a space for genuine participation. One adaptation that is geared towards increasing participation on the ground is the use of convergence meetings involving all stakeholders to provide a venue for discourse. Agencies are confident that future convergence meetings of this kind will be successful because the space is conducive for arriving at consensus on critical points.

For sustainability, it is important that the community has a sense of ownership and connection with the advocacy and program interventions that are being implemented in their community.

## **PARTNERSHIP BUILDING**

Most agencies which work through partnerships, consortia, and networks have to deal with arriving at an agreement while still upholding the interest of the organization or agency to which they belong. Some partners also experienced difficulty complying with the different monitoring and evaluation standards of different donors, without capacity building on the tools to be utilized. ActionAid cited that a challenge in doing advocacy at the barangay level is that it is common for far-flung barangays in rural areas to have barangay officials with limited or no educational background. This necessitated responding with capacity-building and training for these officials, and localizing training tools and manuals.

To address these issues, it is important that there is an understanding of the context of the partners so that interventions are aligned and appropriate to their situations. Keeping track of the changes in context is also significant because this may affect how we engage our partners and for us to identify new opportunities for advocacy action.



## SUSTAINABILITY

Sustainability is also another critical challenge. Agencies face the difficult task of ensuring that local and national governments follow through on their promises. It is difficult for communities, especially those in remote areas, to monitor the timely delivery of programs. Some agencies are closing out Haiyan programs and may not have enough staff to help communities monitor and audit their local governments.

While some have already developed and established models on the ground, there is a need to be able to scale this up the soonest possible time, given the country's vulnerability to disasters. Bringing this issue high up in the national agenda of government and other stakeholders, would require international and national CSOs to work together to step up their influencing work in order to mobilize support and resources to achieve this objective.

Continuous engagement with the government outside of the advocacy and program issues has proven to be beneficial for most agencies. This helps build rapport and working relationships with the government officials, staff, and the community as a whole.

## SYNTHESIS

The Agencies involved in this review advocated for different things before a variety of audiences, and utilized a good mix of different strategies to achieve their respective advocacy objectives. Their approaches were likewise dependent on how the respective organizations framed advocacy internally and its integration to the efforts of different programs. The findings of this report indicate that there is some underlying commonality in how agencies consider what constitutes successful advocacy.

Successes in the field of advocacy are often understood to refer to achieving formal policy change, whether at the national or local levels. This was especially true in advocacy relevant to Protection (child protection, internal displacement), Recovery (livelihood, land reform), Resilience (disaster risk reduction, and children's participation), and the Humanitarian System (accountability).

Where there is no formal policy change, an advocacy initiative is still considered to be successful when changes in practices and behaviour happen, such that participation is substantially broadened, as in the cases cited above.

In their different engagements for advocacy, the Agencies have learned (and relearned) the value of addressing their initial advocacy issues and the challenges, both internal and external, by improving relations and putting people at the center of their work. In addition to this, the Agencies have likewise highlighted how material support, whether in the form of solid, evidence-based research or more flexible funding opportunities, can serve to support advocacy strategies and their sustainability. Internally, the strong support of leadership and the grounding of advocacy efforts in programs enable Agencies to make a mark.

# CONCLUSION

This report sheds light on the different advocacy issues, audiences, and strategies employed by the five Agencies. While their mandates vary, there were key similarities in their respective advocacy journeys.

The impact of the different advocacy strategies employed by the Agencies demonstrate the strategic importance of influencing and advocacy, as an integral component of any humanitarian response. The experiences during Typhoon Haiyan proved that the complex operational context of the humanitarian action requires advocacy interventions to ensure that policy and systemic challenges are addressed.

Advocacy also ensures that the government as duty bearers is held accountable to their responsibility of protecting the rights of the people. Through advocacy, spaces for participation were created to ensure that the voices of the most vulnerable are heard and that they are able to influence decision makers on issues that matter to them.

Advocacy is built around working towards change in behavior, practices, policies, systems to ensure a lasting impact on society. As with most interventions following a disaster event, advocacy is beset with a number of challenges, some of which are internal to the organizations and the aid architecture, while others are more endemic to context. This document is thus an attempt by Advocacy to do what it does best—to open the conversation, and to keep it going.

## NOTES

1 An Act Providing Emergency Relief and Protection for Children During Disaster, Calamity and Other Emergency Situations

2 The Children's Charter: An Action Plan for Disaster Risk Reduction for Children by Children is an intervention of Children in a Changing Climate Coalition of leading child-focused research, development and humanitarian organizations which aims to raise awareness of the need for a child-centered approach to DRR and for stronger commitment from governments, donors and agencies to take appropriate steps to protect children and utilize their energy and knowledge to engage in DRR and climate change adaptation.

3 Plan, Save the Children, UNICEF and World Vision

4 Oxfam quoting WFP [http://issuu.com/oxfamsapilipinas/docs/typhoon\\_haiyan\\_gender\\_snapshot\\_oxfa](http://issuu.com/oxfamsapilipinas/docs/typhoon_haiyan_gender_snapshot_oxfa)

5 Humanitarian Coordinator's Key Messages on Typhoon Haiyan (05 May 2014), Issue Number 11 <http://reliefweb.int/report/philippines/humanitarian-coordinator-s-key-messages-typhoon-haiyan-yolanda-05-may-2014-issue>

6 Oxfam

7 EO 180, Series of 2015: Providing the Administrative Guidelines for the Reconveyance and Utilization of Coco Levy Assets for the Benefit of the Coconut Farmers and the Development of the Coconut Industry and for Other Purposes

8 An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework and Institutionalizing the National Disaster Risk Reduction and Management Plan, Appropriating Funds Therefor and for other Purposes

9 <http://pcij.org/yolanda/>

10 Oxfam

## ABOUT THE AGENCIES



Save the Children is the world's leading independent children's rights organization, with operations in 120 countries around the world. We fight for children's rights and deliver immediate and lasting improvements to children's lives worldwide. Save the Children has worked in the Philippines since 1981, reaching more than 1 million children across the country every year, making us one of the largest child-rights organizations in the country.



Oxfam is an international confederation of 17 organizations networked together in more than 90 countries, as part of a global movement for change, to build a future free from the injustices of poverty.



Action Aid is an international organization, working with over 15 million people in 45 countries for a world free from poverty and injustice.



World Vision is a Christian relief, development and advocacy organization dedicated to working with children, families and communities to overcome poverty and injustice.



Christian Aid is a Christian organization that insists the world can and must be swiftly changed to one where everyone can live a full life, free from poverty. We provide urgent, practical and effective assistance where need is great, tackling the effects of poverty as well as its root causes.





