

A young girl with dark hair, wearing a bright yellow t-shirt with a graphic, is smiling and holding a baby. They are standing in front of a wooden lattice window. The background shows a wooden structure with a corrugated metal roof and several hanging plants in plastic bottles. The scene is brightly lit, suggesting daytime.

# BUILDING BACK BETTER IN THE PHILIPPINES: Responding to Super Typhoon Haiyan



Development  
and Peace  
CARITAS CANADA





## Super Typhoon Haiyan: One of the strongest tropical storms on record

The Philippines is particularly vulnerable to natural disasters and experiences on average nine typhoons per year, whose strength and frequency are intensifying due to climate change.

On November 8, 2013, the Philippines was struck by the worst natural disaster in its recorded history when Super Typhoon Haiyan (known locally as Yolanda) tore through its centre. The storm reached wind speeds of up to 348 km per hour and made landfall six times, destroying nearly everything in its path.

The islands of Leyte and Samar were hardest hit. The coastal city of Tacloban experienced a storm surge, where 9-metre high waves overtook poor barangays (boroughs) along the coastline, contributing to the deaths of 6,300 people.



### HAIYAN AT A GLANCE

**171**  
cities and municipalities hit

**14 million**  
people affected

**900,000**  
families displaced

**1 million**  
houses damaged

### Putting people first

At the heart of Development and Peace's response to humanitarian crises are the following values inspired by Catholic Social Teaching:

- Dignity
- The Preferential Option for the Poor
- Solidarity
- Participation
- Subsidiarity

Survivors are not just victims, but rather full participants in the recovery and reconstruction initiatives affecting them. They are an integral part of the entire process. Through this approach, our humanitarian responses provide for the most urgent needs while also addressing the structural challenges, including powerlessness, poverty and inequality, that make these communities disproportionately vulnerable to disasters in the first place.

The aim is for communities to emerge more resilient, sustainable and in charge of their own development.

Development and Peace has worked in the Philippines for over 25 years. At the time of the typhoon, a community development pro-

gram funded by the Canadian government and Development and Peace supporters was already in place. This enabled us to call on the knowledge and expertise of local partner organizations to develop an effective response to this catastrophe.



↑ Development and Peace's humanitarian aid programs ensure the participation of survivors.

### CANADIAN SOLIDARITY

Here in Canada, we watched in horror at the devastation wrought by Typhoon Haiyan. Development and Peace – Caritas Canada supporters immediately opened their hearts in solidarity with their sisters and brothers in the Philippines by making donations and organizing fundraising activities. The Canadian government also encouraged these mobilization efforts by announcing that it would match donations.

<b>14,000</b>	<b>\$ 12,870,000</b>	<b>\$10,341,200</b>	<b>\$2.33 million</b>
donations	donated	eligible to be matched	in government funding

**“Previous typhoons never caused the house to collapse. It was because of the storm surge. We were never warned about it. We were not expecting it.”**

– Caroline Coati, a survivor of Typhoon Haiyan who lost both her parents in the storm.





## Emergency response

In the immediate aftermath of the typhoon, Development and Peace worked with NASSA-Caritas Philippines in providing basic necessities in nine dioceses and worked with Church World Service to distribute aid.

In addition, Development and Peace received \$2.33 million in funding from the Canadian government for a joint project with Catholic Relief Services to build 1,500 temporary houses. The project targeted remote rural communities excluded from other aid responses.



Fisherman Rodel Doble was provided with a new boat. To continue the cycle of recovery and solidarity, he gives a part of his catch to his community.

“After Yolanda (Haiyan), all that was left of our house was the kitchen. I felt powerless, I didn’t know what to do. Now, we can finally sleep. Before, when it rained, we would have to get up in the night and move the bed around so we wouldn’t get wet.”

— Mary Badaran, who received new temporary housing from Development and Peace. Her community participated in the construction of the houses.



## AT A GLANCE

**2,500**

families received construction materials and essential household items.

**24,300**

households received food aid.

**55,000**

households received non-food items and hygiene kits.

**20,000**

households were provided with shelter assistance.

↓ Vilma and her two children received food at a distribution in Cebu that was organized by NASSA-Caritas Philippines with support from Development and Peace



Development and Peace supported its long-time partner, the Philippine Educational Theater Association (PETA), in helping survivors express their experience through theatre, dance and music. The result is powerful performances that convey the consequences of victimizing survivors when a disaster strikes.

These performances are highlighted in Development and Peace’s documentary *After the Storm: Building the Pope Francis Village*.

## Supporting Tacloban’s urban poor

Poor urban communities lining the shores of San Pablo Bay in Tacloban were particularly hard-hit by Typhoon Haiyan.

Soon, tent cities and shanty towns began to spring up along the coast as traumatized survivors did not know where to turn for aid. Development and Peace asked its long-time partner Urban Poor Associates (UPA), which had success organizing poor communities against evictions in Manila, to come to Tacloban to help communities defend their land rights and remain near the sea and the city where they make their livelihoods.

Community organizers from UPA worked to establish associations for homeowners, women and pedicab drivers in some of the poorest and most-affected barangays. This allowed the groups to benefit from government and other agency programs, including seed distributions, new boats and temporary and transitional housing with accessible latrines and potable water. Today, communities are organized and proactive in their own development. They continue to resist eviction until the government provides inclusive resettlement plans that respect their rights.



**17**

poor communities receiving support.

**87**

savings and lending groups created. Of 1,576 members, 79% are women.

**1,046**

families involved in 85 new small business enterprises.

**71%**

of activity participants are women.



# The Pope Francis Village: A model resettlement community

When Super Typhoon Haiyan tore through the Philippines, it laid bare the layers of injustice faced by poor communities. After centuries of colonization, the Philippines continues to operate on a feudal-like system where land ownership is concentrated in the hands of a few.

Many poor families in both urban and rural settings do not hold land titles, despite occupying property over multiple generations. Government attempts at land reform have been painfully slow and families continue to suffer the precariousness of these “unofficial” arrangements.

These underlying issues surfaced rapidly after Typhoon Haiyan, complicating recovery efforts.

**For poor families, it wasn't just a matter of repairing a damaged house, it was the uncertainty of no longer knowing where they would live or be allowed to live.**

The Government of the Philippines declared most of the Tacloban coastline as “no-build” and “no-dwelling” zones, denying communities the opportunity to rebuild where they were living, and opening the door to the commercialization of the shoreline. Government relocation plans were vague and intended to move communities far from the city centre and their livelihoods. In addition, housing offered by the government and many aid organizations was temporary and did not address the land title issue.

With the threat of eviction looming, Development and Peace and its partners felt that it was necessary to provide a permanent resettlement site near the city centre that would be community-driven and a model of innovation for responding to future disaster responses.

With its partners, Urban Poor Associates (UPA), NASSA-Caritas Philippines, the Archdiocese of Palo and the Congregation of the Holy Redeemer, Development and Peace formed a consortium to find land and manage this ambitious project.



## Beyond housing: From powerlessness to power

A disaster of this scale can strip the poor of their dignity, where at times they are reduced to mere beneficiaries. In contrast, at the heart of the Pope Francis Village are the people themselves, the most poor and vulnerable who are rising to the challenge of transforming a piece of land into a village.

Development and Peace drew on its prior experience working on housing projects in Indonesia after the 2004 Indian Ocean Tsunami and in Haiti after the 2010 earthquake to design a consultative process that would provide the community with the skills and knowledge to have the confidence and solidarity to build new lives together.

The participation of the community has been integral at every stage, from deciding on the selection criteria for those who would move to the site to forming health and safety, finance, purchasing, and construction committees. In addition, community members identified livelihood projects to develop in the village, such as raising livestock and rice farming.

The Pope Francis Village is an ongoing experience for both the community and Development and Peace. We hope that it will continue to serve as an exemplary model of how reconstruction efforts can effectively break the cycle of poverty when the survivors themselves are empowered to create their own future.

## FACTS ABOUT THE POPE FRANCIS VILLAGE

**12**  
hectares.

**3,000**  
people will live there.

**5 km**  
from the centre of Tacloban.

**15**  
consultation and training workshops.

**6**  
community committees created to manage the site.

# The Pope Francis Village – A timeline

- November 2013**  
Typhoon Haiyan hits Tacloban. The Government of the Philippines declares land along the coast as “no-build zones,” threatening poor communities with eviction.
- January 2014**  
With support from Development and Peace, UPA community organizers arrive in Tacloban to work with poor coastal communities.
- July 2014**  
The Government of the Philippines announces relocation plans, but the proposed sites are far from the city and will take people away from their livelihoods.
- August 2014**  
Communities mobilize to protest the government’s plans.
- December 2014**  
Development and Peace and its partners form a consortium to build a model resettlement site.
- January 2015**  
After several attempts at finding affordable land close to the city, a 12-hectare property is purchased. It is located 5 km from the centre of Tacloban.  
  
UPA helps communities move out of tents and into temporary housing, some of which is provided by Development and Peace.
- April 2015**  
Consultation workshops are launched to obtain the input of participants on the development of the site.
- May 2015**  
Inspired by a solidarity visit by Pope Francis to Tacloban in January 2015, participants choose to name the resettlement site the Pope Francis Village.
- June 2015**  
The Government of the Philippines agrees to provide the funds and equipment to grade the land. In total, the Philippine government contributes \$1.76 million towards the construction of the Pope Francis Village, including vocational training for community members.
- August 2015**  
A ground-breaking ceremony officially launches the development of the site.
- October 2015**  
Community members participate in vocational courses in carpentry, masonry, plumbing, electrical installation and maintenance and welding.  
  
Construction begins on a two-storey extension of the local elementary school to accommodate the children who will be moving to the village.
- March 2016**  
With support from the Department of Public Works and Highways of the Philippines, development of the site begins.
- November 2016**  
The school building and the first batch of houses are completed and inaugurated.
- Present**  
Development of the site continues as families begin to move.

Follow the journey of the Pope Francis Village in the documentary  
*After the Storm: Building the Pope Francis Village* at [deup.org](http://deup.org).

## Holding the government accountable

Development and Peace’s partners were particularly concerned with how the Government of the Philippines would spend funds allocated for this disaster, and whether it would respect its commitments.

With support from Development and Peace, partners produced reports detailing the government’s failures in responding effectively to Typhoon Haiyan, including the construction of less than 1% of promised houses. To strengthen this work, the Community of Yolanda Survivors and Partners (CYSP) was formed. Made up of

163 survivor associations and nine Development and Peace partners, the CYSP has been successfully advocating the government to consider the following recommendations:

- The creation of a central reconstruction agency.
- A thorough accounting and evaluation of Haiyan rebuilding projects.
- A proper mechanism for genuine community consultation.

Their advocacy efforts have caught the attention of the government, which has engaged with the CYSP on several occasions.

## United communities are stronger communities

Development and Peace considers community organizing essential for addressing the underlying causes of poverty.

When communities are organized into committees and associations they can act collectively and are better equipped to:

- Defend their rights
- Interact with the government
- Secure land rights
- Ensure their needs as citizens are being met

As such, Development and Peace funded the integration of community organizing into NASSA-Caritas Philippines' three-year Haiyan rehabilitation program. This was the first time that community organizing was included in a Caritas emergency response.

Development and Peace's partner Co-Multiversity (COM) was called upon to train 50 community organizers in nine dioceses, who then supported communities in their reconstruction efforts. This gave confidence to survivors to negotiate with local authorities and to build resilience for confronting future disasters.

**244,544**  
individuals reached.

**20,901**  
people received capacity building and skills training.

**49**  
Homeowners' Associations formed.

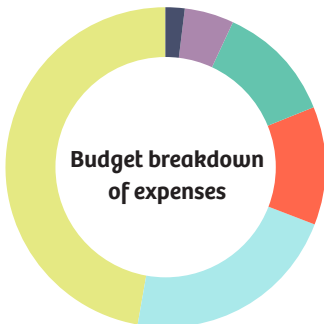
**39**  
water, hygiene and sanitation committees created.



“Other organizations came and made promises, but with no results. NASSA – Caritas Philippines on the other hand kept coming back. They held meetings that helped us solve our problems, and they are teaching us about solid unity in our community.”

– Local councillor Ramil Alino with community organizer Hazel Yu.

Thank you to all those who contributed to our Typhoon Haiyan appeal.  
**Your generosity is changing lives!**



**\$7,126,256** – 47%  
Recovery and reconstruction

**\$3,300,000** – 22%  
Pope Francis Village

**\$1,755,500** – 12%  
Emergency response

**\$1,939,613** – 12%  
Management and operations

**\$725,853** – 5%  
Remaining to be committed

**\$355,000** – 2%  
Advocacy

Total: **\$15,202,222**