Anibong Shelter & Settlement Project
CRS/Philippines
Typhoon Yolanda Recovery Program
June 2015 – May 2018

Photo by Seki Hirano
Acronyms

AHI Affordable Housing Institute
BSC Barangay Selection Committee
CAP Community Action Planning
CDA Cooperative Development Authority
CBDRR Community Based Disaster Risk Reduction
CMP Community Mortgage Program
CRS Catholic Relief Services
DepEd Department of Education
DPWH Department of Public Works and Highways
DoH Department of Health
DRR Disaster Risk Reduction
FGD Focus Group Discussion
GKIM Global Knowledge and Information Management
HOA Home Owners Association
HUDDCC Housing and Urban Development Coordinating Council
ICT4D Information Communication Technology for Development
INGO Internal Non-Governmental Organization
KII Key Informant Interviews
LMWD Leyte Metropolitan Water District
MEAL Monitoring, Evaluation, Accountability and Learning
NGO Non-Government Organization
NDZ No Dwell Zone
O&P Occupancy and Purchase Agreement
PNP Philippine National Police
PWD People with Disabilities
SWM Solid Waste Management
TAMPEI Technical Assistance Movement for People and Environment, Inc.
USAID/OFDA U.S. Agency of International Development Office Foreign Disaster Assistance
VITCO National Co-Operative Federation and Development Center
WASH Water, Sanitation and Hygiene

I. Executive Summary

In the aftermath of Typhoon Haiyan, CRS and the Anibong community aim to build safe, sustainable, resident-governed communities as a model for other low-income urban areas in the Philippines affected by emergency shocks. A community-driven organizing approach will assist Anibong households living in Tacloban City’s No-Dwell-Zone (NDZ) to address their immediate DRR needs, while proposing and taking advantage of resettlement options outside of the NDZ. CRS will facilitate civil society, public and private partner linkages with the Anibong community to respond to resident action plans.

CRS Philippines proposes to implement a three-year project\(^1\) with the following goal: **Households from Anibong live in safer and more resilient communities.**

To achieve this goal, CRS has designed a project with the following strategic objectives: Anibong community is self-organized and working towards living in more resilient communities

\(^1\) Implementation Calendar is in Annex C
and, Households who prefer to relocate to a nearby site reside in a permanent settlement.

CRS will work with residents of the informal Anibong settlement in collaboration with local government and the private/cooperative financial sector to create a mechanism through which emergency funded disaster reconstruction and resettlement efforts can go hand in hand with building resiliency and pathways toward home and land ownership.

CRS and the Anibong community will organize to build safer and more resilient communities as models for low-income urban areas in the Philippines affected by natural disasters. A community-driven organizing approach will assist Anibong households living in Tacloban City’s No-Dwell-Zone (NDZ) to address their immediate DRR needs, while proposing and taking advantage of resettlement options outside of the NDZ. CRS will facilitate civil society, public and private partner linkages with the Anibong community to respond to their action plans and their vision for resiliency.

CRS will also implement an innovative resettlement through which emergency funded disaster reconstruction and resettlement efforts will go hand in hand with pathways to build resiliency toward home and land ownership. The proposed resettlement option will use settlement designs and financial models that enable residents to qualify for land ownership, leverage investment from other stakeholders, and sustain services managed by communal and government bodies. Topographical surveying and geo-hazard mapping of a potential resettlement site estimate that up to 1,200 household lots could be accommodated on the particular site. This information along with subsequent site design and using the affordability model constructed for the assumptions of this site will be used to determine the final appropriate amount of housing lots to develop.

II. Problem Statement and Gap Analysis

2.1 Introduction
The district of Anibong in Tacloban City is where some of the most poor and vulnerable inhabitants call home, despite its exposure to life threatening disasters. Located on a strip of coastal land along the northern part of the city, most of the land is designated as unclassified, i.e. public land not available for private ownership or residential housing. Poor migrants have created a dense informal urban settlement in Anibong over the past four decades, as its public status and location afford its residents access to livelihood opportunities in downtown Tacloban. The District comprises seven barangays in which reside 2,561 households. The housing in Anibong is very dense and unsafe, and the area is subject to high winds, flooding, and outbursts of fire.

On 8 November 2013, Typhoon Haiyan, known locally as Yolanda, and the related storm surge completely destroyed the vast majority of houses as well as community infrastructure including piers, markets, water taps and septic tanks. Local shops, fishing boats, fish cages, tricycle taxis and other livelihood equipment were also destroyed. Images of massive beached vessels that

2 Land Use Plan and Zoning Map of Tacloban City 1998.
3 Barangays are administrative neighborhood units that are represented by elected councils and elected Barangay Captains. The Barangays that make up Anibong District are 65, 66, 66A, 67, 68, 69, and 70.
4 This is the number of households residing in Anibong after Typhoon Yolanda. This is about 8% less than the original population.
5 Dense, poorly constructed wooden housing has created a fire risk in the area.
slammed into coastal dwellings killing hundreds in Anibong became iconic representations of Haiyan’s destructive force.

Eventually, each of the seven barangay councils prepared barangay resolutions requesting assistance from INGOs and government units to support recovery of shelter, livelihoods and community facilities. These resolutions were submitted to CRS and the City Government. Since then, CRS has maintained close engagement with the Anibong community and the City Government, acting as a focal point to voice their recovery needs and making connections with potential supporters.

2.2 Problem Analysis
CRS initiated community meetings in the Anibong district in May 2014, beginning a 4-month long community consultation process that included key informant interviews, visioning exercises, focus group discussions (FGD’s), and household surveys. Residents have consistently reported feeling exposed and vulnerable due to significant natural disaster risks and limited resources. Residents note concerns over the high occurrence and strong impact of natural disasters; their limited means to improve their housing and sanitation (living) condition; and frustration over a feeling of disenfranchisement and a lack of understanding their rights and options.

2.2.1 Disaster Risk: Natural Disaster Occurrence and Impact
Super Typhoon Yolanda, the deadliest on record in the Philippines caused catastrophic devastation in Tacloban and throughout Leyte and Eastern Samar Provinces. The typhoon’s damage precipitated a storm surge of 5-6 meters inundating surrounding coastal areas, large coastal waves and devastating high winds that reached 195 mph. Yolanda resulted in more than 6,300 deaths, and over $15 billion in damaged or destroyed infrastructure.

Shelter
Leaving nearly 1.9 million homeless and more than 6,000,000 displaced, mainly in Eastern Leyte, there was widespread devastation from the storm surge in Tacloban City with many low-lying areas and their buildings destroyed and completely washed away. In Tacloban alone, ninety percent of the structures were destroyed or damaged. More than a year after the storm, much of Anibong’s population forms part of the 14,000 families, or 68,150 Tacloban residents, who are

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6 https://mapsengine.google.com/05777347155276867190-0950707323105492707-4/mapview/
7 “Storm Surges by Typhoon Yolanda,” Project NOAH, Department of Science and Technology
8 April 2014, USAID. TYPHOON HAIYAN/YOLANDA FACT SHEET #22
still in need of permanent housing.\(^9\)

The current shelter and sanitation conditions in Anibong are not adequate for the estimated population of 12,500 persons, both in terms of capacity and quality. Although the previous homes were not sufficiently constructed to survive the typhoon, the current homes are much weaker. Given Government statements barring reconstruction in the area, very little external assistance has been available to residents, and so the current homes are constructed from whatever materials people can find. Anibong residents themselves refer to the current houses as ‘temporary.’ Residents assemble shelters for their households as they can.

**Water and Sanitation**

Water and sanitation infrastructure in Anibong was also heavily affected by Typhoon Yolanda. The damage to toilets and solid waste facilities was severe and included heavy damage to toilet structures and septic tanks. Water distribution pipes and public tap stands were damaged or washed out during the storm. Many people in Anibong do not currently have access to toilets and use the so-called “flying latrine”, which consists of a defecation technique in which a ‘plastic bag is used and then thrown away’. In many cases, if toilets are still in use they are often connected directly to the sea. In the event of floods, effluent reaches the surface, posing a public health risk.

Poor drainage is another problem plaguing Anibong residents. As with many informal urban locations in the Philippines, there was no proper drainage planning prior to house and neighborhood construction in Anibong. Storm and surface drains sit full of untreated water, garbage and sludge, awaiting heavy rains to be emptied into the sea or into peripheral swamplands.

**No Dwell Zone Designation**

Despite Anibong being one of the worst hit areas in Tacloban, the district has not received a large amount of assistance, particularly for shelter or WASH. After Yolanda, the national government initially proclaimed many of the coastal areas in Tacloban to be ‘No Dwell Zones’ (NDZ) and later ‘Hazardous areas’ including much of Anibong. This proclamation discouraged external shelter support to residents for building onsite and also halted public infrastructure reconstruction.

Given the high risk posed in coastal areas, the Government of the Philippines and the various municipalities have announced in a joint circular\(^10\) that certain coastal areas will be declared Hazard Zones, formerly known as No Dwell Zones. The hazard zones will allow for housing and land ownership, however the Government will set up specific construction standards for the housing related to the relevant risks\(^11\). Although the exact delineations of the hazard zones are yet to be announced, Tacloban municipality has confirmed at numerous occasions that Anibong will be

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\(^10\) Joint DENR-DILG-DND-DPWHDOST Memorandum Circular, subject: adoption of hazard zone classification in areas affected by typhoon Yolanda (Haiyan) and providing the guidelines for activities therein.

\(^11\) Stated by government official in community meeting on March 12, 2015.
classified as a hazardous zone. With this zoning, the vast majority of residents cannot rebuild in Anibong, as they neither own the land nor have the ability to pay for the required construction standards. Moreover, though the City is currently pushing to relocate as many households as possible from the low lying Sagkahan and San Jose municipal areas before October 2015, it cannot feasibly also target Anibong given the shortage in resettlement options.

Trends
In addition to Yolanda, Typhoon Ofel (Son-Tinh) affected Leyte in October 2012 and Typhoon Hagupit (local name Ruby) made landfall in Eastern Leyte in December 2014 causing flooding, power outages and damage. Hagupit coincided with the Anibong school and evacuation center being unable to provide sufficient shelter and demonstrating the need for better DRR planning. Although coastal areas are most affected by typhoons and storm surges, even areas that are a safer distance from the coast, are vulnerable to related natural shocks including high winds and flooding. Moreover, the 2015 Natural Hazards Risk Atlas study reported that 8 of the world’s 10 most exposed cities to natural hazards are in the Philippines. Notably, beyond the risk of volcanic eruptions, quakes and floods, the Philippines has been hit by more than 20 typhoons every year, reinforcing the need to mitigate vulnerability and exposure to these recurrent shocks.

2.2.2 Limited Means
The National Statistical Agency noted a 20 percent poverty incidence within Tacloban City. Leyte overall was included in the top 10 provinces with the highest percentage of poor families in 2009 at 29 percent or 110,214 poor families. Yolanda’s destruction of more than 30,000 fishing boats and 33 million coconut trees left a substantial gap in the agricultural and fishing production capabilities of a region already struggling with high levels of poverty, impacting Tacloban’s economy. Moreover, households in Anibong who do not own their land and are dependent on subsistence fishing were among Tacloban’s most marginalized and vulnerable even residents prior to the disaster.

Low income and savings
The majority of households living in Anibong are dependent on their daily income to cover expenses and have very little formal savings or equity. Typhoon Yolanda worsened the situation and although incomes have rebounded over the past few months they remain lower than before Yolanda. For the most part, Anibong households are economically dependent on being close to the city proper and households typically depend on more than one income source. Popular livelihoods include local trade (buying and selling small goods), good processing, and manual labor. An Income and Expensive Survey conducted by CRS in July-September found that almost all Anibong residents (>95 percent) live below the national average of 20,000 pesos (500 USD). More than 80 percent live below half of the national average income (10,000 pesos – 250 USD).

Land tenure and legal status
Residents cite Anibong’s informal settlement status as contributing to their challenges. The lack of land and house ownership and legal protection therein has been a key obstacle for getting the city to recognize and prioritize government investment and support residents’ access to

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12 Stated by government official in community meeting on March 12, 2015.
13 Minutes from City-NGO Resettlement Coordination Meeting, April 21, 2015 – indicate rationale for Anibong being placed on second tier priority is due to the limited protection afforded by the peninsula that is not afforded to more exposed Sagkahan and San Jose districts.
communal infrastructure and services. Moreover, the threat of forced relocation as an informal settlement\(^\text{16}\) has dis-incentivized community and household-level investments, and inhibited improvements in living conditions.

Tacloban city planning never intended for most of Tacloban’s coastal areas to be settled, as poor migrants settled on the undeveloped public lands. Over time, Anibong became a very dense urban settlement filled with inadequately constructed houses with limited physical infrastructure. Without the money to build the infrastructure on their own, and access to land rights and financing to upgrade their homes and neighborhoods, Anibong is stuck in a state of under investment and inadequate outcomes.

When Typhoon Yolanda hit, it destroyed much of the limited public infrastructure that did exist in Anibong. Given the legal status of the land, neither the city, nor the respective utility companies have supported improvements to the infrastructure or provided oversight to the reconstruction of the neighborhoods. Due to the uncertain legal status of the land (classification into Hazard Zones) much of the NGO support has been limited to emergency hygiene promotion and construction material kits for temporary shelters.

2.3 Gap Analysis

2.3.1 Limited Options for Settlement

In May 2014, CRS asked 2,561 Anibong households “Where do you want to live?\(^\text{17}\)”, regarding their preferred future living situation. From the total respondents, 35% cited preference to stay on-site, 41% preferred to relocate to a close-by resettlement site, and 20% indicated willingness to relocate to the city government’s resettlement site, New Kawayan, located 14 kilometers from Anibong\(^\text{17}\). In every case, respondents cited needing to ensure that they live in a safe environment, have access to appropriate livelihood opportunities and affordable education, and continued access to both the city and fishing-related areas (such as the fish market).

The residents’ inability to improve poor housing and overall living conditions in Anibong result in a need to look outside of the district for more permanent housing solutions. The natural topography\(^\text{18}\) of Tacloban City and its surroundings, the policy and history of land ownership\(^\text{19}\), as well as the demand for new resettlement areas provide significant challenges for the government and communities themselves in identifying possible solutions. New areas are further limited by those physically able to settle sufficient numbers of households and/or enable community members to maintain the cohesion and identity of existing social networks. Anibong residents and CRS identified gaps and concerns in analyzing the settlement options outlined below.

\(^{16}\) UN Shelter Cluster recognizes a matrix by which land is occupied legally and whether houses are built with permits. Informal settlers reside in the quadrant reflecting no legal occupancy or building permit.

\(^{17}\) The remaining 5% of families did not answer to the survey.

\(^{18}\) The topography of the area is characterized by narrow flat coastal lowlands in Tacloban City bordered farther inland by an abrupt steep slope. The flat lowlands in much of Tacloban City center are now lying in the “hazard zones”. The steep slopes are similarly ill fit for low-cost residential housing.

\(^{19}\) Land is contentious in the Tacloban area. First there is a dispute in Tacloban with the original inhabitant fishing families claiming land, though later arriving wealthy families have the most current claims. This dispute provides an element risk to any land transaction. There is also, regarding the wealthier families that arrived later, a small number of families that claim most of the land which greatly reduces the market – and there is little reason for them to sell. In addition there are policy concerns as CRS staff have also found that many owners are hesitant to rent land to low income residents as according to the Urban Development and Housing Act (RA 7279), owners may have to pay renter’s relocation costs when they decide to use the land (and the renters move out).
1. Tacloban City Government-Led Relocation Efforts

The City, with support from the national government, plans to eventually construct houses for 14,000 households in New Kawayan—a barangay some 14 km north of downtown Tacloban. However, the City realizes that this will not meet the full need. The City government initially estimated that the total permanent housing need to be near 14,500, but has stated that this may actually only represent half of the need. Given the shortfall, the City has requested external assistance from other agencies to “share the burden” of recovery efforts. The Philippine Red Cross and Habitat for Humanity are directly supporting the Government relocation site and the City government has also shown support to CRS’ initiative to help the Anibong community resettlement efforts. Other non-governmental actors, such as Development and Peace and Operation Blessing are supporting other complimentary resettlement efforts, but the overall supply remains inadequate.

The City’s New Kawayan site, the largest permanent resettlement project in Tacloban comprising 100 hectares, is meant to provide ready-made “permanent” homes to eligible Tacloban households. According to the Urban Master Plan Study for Tacloban, in collaboration with UN-Habitat, the area of New Kawayan is envisioned to become an area for industrial development, which will include related services and residential areas. Beneficiaries in New Kawayan would receive land use rights of their house and plot.

However, during CRS’ consultations, many Anibong residents expressed that they are less interested in this resettlement site because they are concerned that New Kawayan is too far from their current economic and livelihood activities and that there will not be sufficient community structures, particularly transport. Additionally, houses in New Kawayan are being constructed using a “cookie cutter” approach with standardized block housing, leaving beneficiaries without any say or role in the design and construction process and leaving limited options for upgrading. Anibong residents and housing advocates have expressed concern over the slow pace of construction and the uncommitted economic development investment.

2. Close-by resettlement: Community Originator Resettlement

The Community Originator Resettlement option is managed by certified local NGOs through the government’s Community Mortgage Program (CMP), a financing program that assists community association mortgages for lot acquisition, site development and housing materials. There are very few active CMP originators in Visayas, as CMP is still relatively new to the region, and only one is currently developing a CMP option, Brigham settlement, for Tacloban residents. In the July-survey, 24 households indicated that they were already enrolled in the CMP and planned to move to the CMP site in barangay Bagacay, only a few hundred meters from lots under consideration for CRS-supported resettlement development.

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20 As stated by government official in Resettlement Cluster Meeting on March 8, 2015.
21 Initially, the City Government intended to use 85 hectares of land owned by the City Government. However, owing to topographic characteristics, of this land only 10 hectares can be used for residential development in an economically feasible way. It was discovered that it is cheaper to buy land than using topographically difficult land. The central government has pledged to buy 100 hectares of land, largely to be used for the relocating of households now residing in the so far defined No Dwelling Zone.
22 ‘Permanent’ here refers to the definition used by the City Government: houses constructed from concrete frame and cement block are considered ‘permanent’.
23 http://www.arcadis.com/About_Us.aspx
24 The CMP is a mortgage financing program which assists legally organized associations of residents of blighted or depressed areas to own the lots they occupy, providing them security of tenure and eventually improve their neighborhood and homes to the extent of their affordability. (http://shfcph.com/Programs&Services_CMP_Fastfacts.html)
25 Stated by the Vice President of the Social Housing Finance Corporation (SHFC) in March 13 meeting.
Discussions with various stakeholders and beneficiaries over the past months have demonstrated that most Anibong households feel that CMP risks outweigh the rewards, evident in the few number of Anibong households choosing this option. Local housing experts have noted that communities are often organized in name rather than in reality, and the participants of the CMP are in practice heavily dependent upon rigid CMP guidelines, and the originator, who will receive a fixed fee for a successful CMP. This is not an ideal situation, and one that leaves households vulnerable to default and with little recourse to collect any built up equity if they are unable to make payments. Cordaid has documented its CMP experience in Cagayan de Oro after Tropical Storm Washi (2012-13) noting these and other challenges due to bureaucratic hurdles and registration requirements.

3. **Remain on site in Anibong**

Residents, who prefer to stay in Anibong, even within the hazard zones, expressed their desire to be close to livelihood resources such as public markets, piers, and bus terminals. Concerns about transport costs and insecurity about the provision of basic services and lack of community structures were mentioned as deterring factors with regards to resettlement to New Kawayan. Aside from shelter and livelihoods assistance residents identified needed improvements to infrastructures such as drainage, water connections, street lighting, barangay halls, basketball courts, toilets as their community priorities.

4. **Close-by resettlement an alternative option**

1,208 households expressed that they would prefer to settle in a site that has 24/7 public transport access and were they could offer a viable pathway to land ownership. Households expressed a desire for a plan that could offer options that could be tailored to the conditions and affordability of Anibong households. CRS identified three major challenges that would need to be overcome to address residents’ desired settlement option:

1) Need to help residents identify nearby appropriate land in a safe area that is suitable for permanent resettlement. This would include a feasibility study to identify if the lots are appropriate for permanent resettlement, and for how many households.

2) Define a land asset management system through a feasibility study to explore what would be an appropriate entity to hold land title and define how the land title will be held.

3) Define a financial (re)payment mechanism that would help assess the feasibility for residents to pay towards their future land ownership and community maintenance, and if found feasible, identify what mechanism residents could use to make their financial contributions.

Although resettlement is part of the solution, it in itself will bring new challenges as households will need to work together to ensure that new settlements actually result in functioning communities that have access to basic infrastructure, services, and livelihoods.

2.2.3 **Vulnerable Population Analysis**

The following is an analysis of the different needs and vulnerabilities cited when recovering from disaster and when considering resettlement:

**Women and Girls.** Since Typhoon Yolanda, Anibong residents have noted that the risk of violence against women and girls has increased. A general situation of disruption, improvised homes, improvised or no sanitary facilities, a lack of functioning water points and a lack of

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26 The remaining functioning LMWD water points are along the road and water pressure is so low that water only runs at night, which results in girls lining up at night along the road to catch water.
street lighting (destroyed by the storm) has rendered women and girls more at risk for abuse. Women head of household’s preferences towards resettlement varied slightly from men, as a higher percentage of women head of households (46 %) preferred moving to a nearby settlement than men (39 %) citing hopes for greater community cohesion and security.

Though women are disproportionately represented in greater numbers among barangay representatives and represent up to 31 percent of heads of household as is the case in Barangay 70, they are still unlikely to own land given the informal status in much of Anibong. Nevertheless, women heads of household livelihood preferences are similar to men’s with the exception of fishing and daily labor, as they work in the public market and run local businesses. Women, like men, work in the public market, but are more likely to run local shops (Sari-Sari).

**Men and Boys.** In general, Filipino men and boys are less likely to participate in community meetings. At some CRS organized meetings their participation was as low as 10%. Any housing or resettlement initiative will need to involve both sexes equally to ensure that the needs of the whole community are being met, and prevent household friction, as couples need be fully informed about their options to make joint decisions.

Anibong men’s livelihoods are based in Tacloban city (e.g. construction, sales in the public market, local businesses, etc.) or the seafront (e.g. fishing, aquaculture, fish vending, etc.) and their ability to easily travel to these locations on a daily basis is a concern when it comes to future residence. Moreover, survey analysis of male and female headed household incomes demonstrates that male and female headed household incomes are almost on par. This reflects women’s greater livelihood resilience associated with small local shops, whereas, most men are struggling to find work in the post-disaster recovery economy.

**Senior Citizens.** Due to limited mobility, living close to livelihoods is imperative to their ability to be able to support themselves. Many senior citizens earn money by selling items in the local market which necessitates access to transportation at all hours including the early morning and night.

**People with disabilities.** Living closer to the city where they are more likely to find employment and access to government and health services is ideal. Assessments found no local government or community level systems to address the specific needs of differently-abled persons during a disaster. Early warning systems do not include communication protocols designed for persons with hearing and/or sight disabilities, and evacuation centers are often not designed to meet their physical needs.

## II. Project Design

CRS proposes to implement a three-year project\(^{27}\) with the following goal: **Households from Anibong live in safer and more resilient communities.**

To achieve this goal, CRS has designed a project with the following strategic objectives: Anibong community is self-organized and working towards living in more resilient communities (SO1) and, Households who prefer to relocate to a nearby site reside in a permanent settlement (SO2).

CRS and the Anibong community will organize to build safer and more resilient communities as

\(^{27}\) Implementation Calendar is in Annex C
models for low-income urban areas in the Philippines affected by natural disasters. A community-driven organizing approach will assist Anibong households living in Tacloban City’s No-Dwell-Zone (NDZ) to address their immediate DRR needs, while proposing and taking advantage of resettlement options outside of the NDZ, and CRS will facilitate civil society, public and private partner linkages with the Anibong community to respond to their action plans and their vision for resiliency.

In collaboration with the Anibong community and local government and the private/cooperative financial sector, CRS will also implement an innovative resettlement through which emergency funded disaster reconstruction and resettlement efforts will go hand in hand with pathways to build resiliency toward home and land ownership. The proposed settlement option will use resettlement designs and financial models that will enable residents to qualify for land ownership, leverage investment from other stakeholders, and sustain services managed by communal and government bodies.

A. Project Overview

<table>
<thead>
<tr>
<th>Strategic Objective 1: Anibong community is self-organized and working towards living in more resilient communities.</th>
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<tbody>
<tr>
<td>Intermediate Result 1.1</td>
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<tr>
<td>Anibong community ability to self-organize is strengthened.</td>
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<tr>
<th>Strategic Objective 2: Households who prefer to relocate to a nearby site reside in a permanent settlement.</th>
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<tbody>
<tr>
<td>Intermediate Result 2.1</td>
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<tr>
<td>Anibong residents acquire and manage land in a safer area.</td>
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B. Project Strategy

**Theory of Change:** By empowering Anibong residents to organize and advocate for their own
preferences, acquire land in safer areas, build safer housing and communal infrastructure, and influence and manage household and community assets and services, residents will be able to live in communities that are more resilient to external shocks.

This project will facilitate a robust community-driven approach, use a disaster risk reduction framework toward resiliency planning, develop a cross-sector network of partner organizations, and develop an innovative sustainable community led resettlement option responsive to resident resettlement preferences.

Community Driven
Successful resettlement experiences reinforce the value that Anibong community members have expressed in their desire to preserve their social support networks. CRS’ strategy will begin with a strong community organizing effort, that will draw on an professional team of community facilitators averaging more than 15 years-experience in grass roots specific to Leyte. CRS will use a Community Action Planning (CAP) approach to development wherein households are directly involved from the assessment of the existing situation and identification of needs to the planning and actual implementation of identified projects. A household survey and community profiling will facilitate a demographic and physical mapping of the Anibong district barangays, and visioning processes within the action planning will help the Anibong community to prioritize, articulate and direct their efforts. Subsequently, as households coalesce around emerging options (livelihoods, government sponsored resettlement, etc.,) further refining of profiling and action plans will strengthen social cohesion and capacity. CRS will provide direct support and referrals for the formation and organizational development needs of both informal (i.e. household cohorts pursuing resettlement and livelihood options) and formal community bodies (Cooperatives, Home Owners Associations, etc.) that form to follow through with opportunities.

**Fig. X Illustrative List of Community Bodies**

<table>
<thead>
<tr>
<th>INFORMATION/Barangay</th>
<th>65</th>
<th>66</th>
<th>66A</th>
<th>67</th>
<th>68</th>
<th>69</th>
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<td>1</td>
<td>1</td>
<td>1</td>
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<tr>
<td>Barangay Council (Captain &amp; committees)</td>
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<td>6</td>
<td>8</td>
<td>7</td>
<td>4</td>
<td>4</td>
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<td>12</td>
<td>9</td>
<td>11</td>
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**Disaster Risk Reduction**
As 37% of Anibong residents prefer not to relocate, and realistically, those that do prefer to relocate will not be able to do so for the coming months, the project team will work with the Anibong district and barangay community bodies to identify options to improve their living conditions and address their most immediate disaster preparedness needs within the confines of government restrictions within the hazard zone. CRS will help the Anibong community use the results from the household survey and community profile to develop hazard maps of the barangays. Along with Community Based Disaster Risk Reduction (CMDRR) training, this will aid Anibong residents develop options for household-level and barangay-level assistance and infrastructure support for building community resilience. Beyond these immediate needs, the

28 Safer Homes, Stronger Communities: A Handbook for Reconstructing after Natural Disasters, World Bank
29 Community Facilitator Eusebio M. Abenio has over 40 years of experience.
30 In recent conversations with Tacloban Municipal government officials it was stated that all of Anibong is considered to be a hazard zone.
CBDRR training and organizing process will also instill skills that the community will use in pursuing their preferred settlement options and applying DRR practices to their new settlements.

**Cross Sector Networking**

As the Anibong community voices needs through the community action planning process, the CRS team will look for complimentary programming opportunities to support the community and invite other actors to partner with Anibong. For instance in May 2014, CRS worked with Anibong to produce a call to action profile, using outputs from an initial household survey. CRS will continue to help the community produce communication and advocacy tools such as the action profile.

CRS will support the community to find partners that can support particular community preferences. The diagram below shows what such a multi-actor collaboration landscape could look like. Pie-pieces can be added and removed as priorities change and partners commit.

While coaching and building the Anibong community’s capacity to seek and manage new partnerships, CRS will continue to connect Anibong with new partners. In pursuit of the CRS-supported nearby resettlement option, CRS will accompany and coach the community bodies' capacity to manage partnerships with the City of Tacloban, utilities and other complimentary actors that can reinforce the community building process and fill in gaps in the community action plan and vision.

**Innovation**

CRS will develop a model for helping Anibong households achieve their desired resettlement options. The model will incorporate tools for estimating families’ repayment capacity, identify appropriate housing financing and link households with savings for housing credit readiness options. The application of this approach will offer insights into a replicable model for future permanent low-income urban housing programs stemming from disaster recovery programming.

Building on the first objective outcomes, CRS will work with Anibong households that self-identify for the CRS-supported nearby resettlement option to refine their profile and action plan and develop formal and informal community bodies to implement their option. CRS will accompany these households with a series of community based organizing and technical trainings tailored toward the development of the community bodies required for managing infrastructure and systems within the resettlement option.

**Targeting**

CRS will apply a participatory, transparent process for identifying the most vulnerable households and avoiding conflict. Though CRS will be targeting the entire Anibong community for community organizing, DRR, and community action planning, individual households will need to be selected against criteria for certain activities including their participation in any CRS-supported resettlement option. Likewise, to encourage full community participation, the project

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31 According to the CRS publication, *Maximizing the Value of “Cash for Work”*, it is important to develop a transparent, unbiased method for choosing beneficiaries. It is also important to provide the community with an opportunity to contest the results of the method.
team will hold separate consultations on design and targeting with women and men, as both tend to participate more openly when they are separated, and schedule meetings at times that are appropriate for each sex.

The project team will assist the barangay community bodies form barangay selection committees (BSC) that will be primarily responsible for overseeing the beneficiary selection process. The BSC will consist of members from the Anibong district community body, the shelter committees of the original barangays, and representatives from various community groups, including youth, senior citizen, PWD, women and religious groups. CRS and the BSC will determine and agree on the criteria as this process will foster ownership of the selection process and ensure that those residents that are most in need are selected.

The BSC will generate a list of beneficiaries based on the eligibility criteria. The list of applicant beneficiaries will be publicly posted for community feedback and questions on beneficiary selection as well as to validate the listing. The Barangay Captains, Councils, and BSC will be involved in final verification to confirm that the list is accurate and complete. CRS will additionally validate the beneficiary list through its household survey and crosscheck it with the municipality and other stakeholders as appropriate.

Moreover, in advocating for livelihood options, consideration will be given to the availability and proximity of differing target options for women and men. Women and men engage in different livelihoods and livelihood options for both sexes must be viable. Likewise, livelihood linkages would be encouraged to not to only consider the head of the household or “breadwinner”, but also focus on other household members recognizing the need for most households to have multiple livelihood options to enable them to save and lift them from poverty.

C. Implementation Plan

Below is a description of the specific proposed project interventions that will be used to achieve the Strategic Objectives. A compiled list of these project outputs and indicators are included in the Proframe (Annex B).

**Strategic Objective 1: Anibong community is self-organized and working towards living in more resilient communities.**

Through a Community Action Planning (CAP) process, CRS will liaise with Anibong residents to form and strengthen formal and informal community bodies by developing a community profile and a household survey; conduct action planning and visioning exercises to prioritize and advocate for needs; and, coordinate support efforts ongoing with Anibong community.

**Intermediate Result 1.1: Anibong community ability to self-organize is strengthened.** To enable residents of Anibong to advocate for their own needs and preferences CRS will focus on community based organizing efforts. This approach will enable barangays to develop more effective representation and voice that is accountable to its residents. CRS will accompany community organizing efforts across different levels of the Anibong community ranging from the 37 sub-barangay level puroks community bodies to developing an overall Anibong district representation reflecting concerns across all seven barangays. Moreover, building social cohesion will not only enable Anibong community members to address their immediate needs, but also serve them in being able to draw on this social network as groups for any resettlement opportunities.

**Output 1.1.1: Anibong-CRS coordination bodies strengthened and established.** CRS is currently serving as the liaison focal point for Anibong district’s community driven recovery process. Each
of the seven barangays council representative community bodies presented resolutions to CRS and the city government, requesting coordination support and assistance from INGOs and government units for their shelter, livelihood and community facilities recovery. As there was no formal district-wide representative body, CRS’ support has been appreciated by both the community and City leadership. As such, CRS will continue to organize regular district coordination meetings with community leaders, partner agencies, municipal representatives, religious leaders, etc. Meetings will be hosted by CRS’ community facilitation team, with coordination responsibility gradually handed over the Anibong representative community body through ongoing coaching and accompaniment.

As CRS works with Anibong district and barangay representative community bodies, each respective barangay will cascade information and assure feedback flows between the barangay representative bodies and 37 respective purok-level bodies. To ensure accountability among the community bodies and ensure a transparent relationship between them, the CRS community facilitation team will offer training and coaching to community body representatives on communication skills relating to open, participatory communication.

**Output 1.1.2:** Anibong community bodies develop communication and accountability feedback mechanisms. CRS will help the community bodies to identify and develop conflict resolution mechanisms for addressing contentious issues brought about through planning, any beneficiary selection, and/or feedback processes to assure community ownership. For instance, barangay representative bodies will work closely with any beneficiary selection sub-committees associated with project activities to manage notice boards explaining beneficiary selection criteria. Such community notice boards will be updated periodically with information pertaining to the project’s progress.

**Intermediate Result 1.2: Anibong community has self-identified and prioritized their needs and preferences.** To help the community increase its self-awareness of its collective context and lead its way toward permanent shelter options, CRS will facilitate a participatory recovery planning process engaging local stakeholders - barangay residents, captains and council members, local church parish leaders and municipal government leaders, etc. This Community Action Planning (CAP) process will build multi-stakeholder consensus and buy-in, create community cohesion and ownership, and organize communities according to the priorities and options selected by residents according to opportunities and limitations. CRS and the community will not be able to immediately realize all the desired options for support, therefore the CAP process will leave the Anibong district and barangays with tools to advocate for improvements, and empower them take next steps to develop and target opportunities.

**Output 1.2.1:** Anibong community has developed community profiles. At the start of the project CRS will conduct a household survey of all Anibong households. The survey will provide an analysis of household demographic information, current living conditions, preferred future living location, GPS location, etc. This analysis will serve as a collective household perspective for the ensuing community profile. A participatory data collection exercise will be pursued involving Anibong community volunteers and CRS community facilitators and CRS’ MEAL team.

Using the housing survey, CRS and the community will facilitate a participatory process to analyze the overall district and barangay situation by examining the context affecting its various neighborhoods. A series of participatory consultation workshops (targeting 10% of the number of households in the 7 barangays) will be conducted to examine the current social and infrastructure context (i.e. historical, environmental, socio-economic, land management) of the barangays. Through focus group discussions and mapping exercises, participants will identify and assess their community’s situation, problems, assets, and potential related to disaster risk,
shelter and settlement. A validation workshop activity in each of the 7 barangays will also be facilitated by CRS.

CRS will share the community profiles including technical annexes (such as drainage maps) with municipal and barangay bodies. Both the profile as well as relevant raw data, such as GIS maps, will be shared with Anibong community supporting partners and stakeholders. In addition, for community members at large, because a report may not be easily accessible, key messages will be visually displayed in the community (e.g. on tarps and flyers). Profiles will be periodically updated as the Anibong communities will be in flux over the course of implementation.

Output 1.2.2: Anibong community members organized in community bodies per respective priorities. Once the community profile is finished, the community mobilization team will facilitate the prioritization and visioning of community needs per the different Anibong community bodies. Some action planning and visioning will take place at the barangay level bodies, while others will be conducted at the purok level and consolidated across barangays as residents throughout Anibong district may elect the same options related to settlement and livelihood. This cross-barangay engagement will be particularly vital to community building and organizing.

Anibong settlement level action planning will incorporate CBMDRR and be closely coordinated with barangay DRR committees to develop barangay DRR plans, but will have to take into account existing government restrictions on construction in the hazardous no-build zones. Barangay level planning will likely focus on pursuing allowable public infrastructure improvement related to evacuation strategies, sanitation, water supply, as well as pursuing complimentary partner supported opportunities that may include livelihoods and other noted immediate needs. The Anibong district community body will use these plans to advocate the city government to incorporate Anibong’s vision for the vacated no build zones. The aim is to influence the City’s permanent redevelopment plan designed to keep households from resettling in the danger zone. As such, community suggestions may include livelihood components such as a fish market and promoting local entrepreneurial opportunities (restaurants, etc), that would promote livelihoods, but limit exposure to life threatening storms.

Action planning will also focus on building a shared sense of values, commitment, and community cohesion pursuing resettlement options. As residents self-select according to settlement-related options (i.e. CMP, government relocation, etc.), action planning will focus on addressing resettlement-related needs and concerns. Charrettes exercises with community members and stakeholders (i.e. government, partners) will used during the action planning to understand options, prioritize, envision immediate and longer-term steps in achieving their desired resettlement. In regards to the New Kawayan settlement, the City has voiced a willingness to consider recommendations from organized community bodies wanting to pursue the City’s settlement option.

In both on-site barangay and resettlement oriented planning, validation workshops will be conducted upon the completion of action plans. CRS will share the community action plan

32 Although the 2010 Philippines’ Disaster Risk Reduction and Management (DRRM) Act mandates Barangay Disaster Risk Reduction Councils (BDRRMCs) and Barangay Disaster Risk Reduction Management Offices (BDRRMOs) at to take the lead on preparing for disasters, CRS’ experience has noted that their ability to effectively do so remains low. Moreover, the recent study reinforced that “natural hazard risk is compounded in the Philippines by poor institutional and societal capacity to manage, respond and recover from natural hazard events.”

33 A charrette is a term used in urban development. It is a collaborative planning session where citizens, designers and other stakeholders participate in a shared vision for a shared space. See http://www.tndtownpaper.com/what_is_charrette.htm or other sources for more information on its definition.
documents with the community and relevant stakeholders, as these will form the basis of evolving action planning tools for the realization of desired options.

**Output 1.2.3:** Anibong community bodies access technical training and support. While all community bodies will benefit from the community facilitating team’s accompaniment and coaching, additional support will be provided to those community bodies that desire to explore the benefit of forming formal community bodies. Needs assessments and subsequent referral or direct support training in membership registration, committee management, and leadership will be geared toward community bodies that express interest in pursuing formal entity registration. Community bodies may choose to explore forming home owning association, cooperatives, associations in pursuit of their action plans.34

**Intermediate Result 1.3:** Anibong community members have better access to settlement and livelihood options through CRS and partners. To fill in the gaps envisioned in the community action plans, CRS and the respective Anibong community bodies will need to actively cultivate new partnerships and complimentary projects. As the community liaison, CRS will track referrals to supporting partner projects and also help community bodies and implementing teams partnering in Anibong to lessen the coordination burden on community bodies.

**Output 1.3.1:** Anibong community preferences are advocated for at relevant platforms. According to the priorities set in the CAP process, the CRS Anibong coordination team will assist the Anibong district and barangay council bodies to advocate for these needs by helping them develop communication materials, presentations and organizing meetings at relevant platforms, such as the municipality and other government bodies and shelter cluster, resettlement clusters and other coordination platforms.

**Output 1.3.2:** Partner support for Anibong community bodies’ priorities identified in community action planning. As the main community liaison, CRS will support the community to find partners that can support particular community preferences through active advocacy and coordination. CRS is working toward obtaining letters of support from organizations that have expressed a desire to provide assistance in Anibong. Moreover, as the community decides to engage with new partners, the community or interested community bodies may avail their household survey analysis and community profiles to develop and coordinate new partner initiatives.

Consultations with the Anibong district community have already led CRS project teams and donors to redirect resources toward Anibong. As such, CRS’ Livelihood Recovery Project is targeting 800 households with training and inputs in recovering and developing new income opportunities. Also, CRS’ USAID/OFDA Urban Shelter-WaSH is extending its menu of transitional shelter support options to 600 households that will likely access cash grant support for apartment rental subsidies, land rental subsidies, or host family subsidies for households who agree to “take in” households from the hazard zones. The city government has expressed support for leveraging Anibong on-site communal infrastructure support given the city’s recognition that it will not be able to meet the resettlement needs of Anibong in the immediate future.

**Strategic Objective 2:** Households who prefer to relocate to a nearby site reside in a permanent settlement.

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34HOA/HHURB; COOP/CDA, Associations/DOL: Business/SEC)
CRS will organize households that identify for CRS-supported resettlement to a nearby location with renewed community action planning that focuses on establishing and managing beneficiary selection criteria, strengthens community bodies to manage settlement sites, and links members of any new settlement with public and private agencies to sustainably manage social and physical infrastructure in the new location. The approach will model an innovative pathway to land ownership for resettled households to further ensure sustainable investment by households themselves in the community and in their respective homes.

**Intermediate Result 2.1: Anibong residents acquire and manage land in a safer area**. CRS has been working with Anibong residents to identify suitable land for settlement, and contracted the Affordable Housing Institute (AHI) to explore land management and financing options that lead to land ownership by individual households. CRS is currently completing thorough legal and technical due diligence on a specific land purchase opportunity. The due diligence process includes a geotechnical study and legal consultations. (Refer to Annex G to review all the steps in the Land Acquisition Due Diligence Matrix, including an update on what has been accomplished to-date). CRS and AHI’s Feasibility Study of the Anibong context has also analyzed and offered recommendations for third party land holding entities that can facilitate an incremental payment scheme based up on the lot purchase price that offers attainment of full legal title by each household of their particular plot of land.

**Output 2.1.1: The resettled community is self-managed through a community body, i.e. a home-owners association, a cooperative, etc.** Using the household survey and profile, CRS and a community beneficiary selection committee confirm beneficiary eligibility and criteria for participation in the resettlement program under SO2, and a new action planning phase will begin. The action plan will detail activities to form household clusters to be resettled in phases, detail requirement for household sweat equity and savings, and options for creating formal community management body(s) (i.e. HOA, Cooperative). Enrollment will offer households in an incremental pathway towards Individual land ownership.

During the planning and construction of the CRS-supported resettlement site, CRS community facilitation team will work with the community body to establish and strengthen a community management body. Functions of the community management body will be defined through a participatory process, but will likely include functions such as collection of maintenance fees, management of the public spaces, organizing community meetings, etc. The exact structure of the community management body will be defined by the community members, but could be a home-owners association or a cooperative. CRS will directly provide and refer the community management body to training in action planning, project management, financial planning, and proposal development.

While identifying and strengthening the community management body, the project team will work with the community and the city to link it with the local governance structure to be determined. In most cases two options would be available. The first would be to absorb the resettlement site into the existing barangay, to be governed by that barangay council. The second could involve a political transfer of barangay 70 to the resettlement site, as the entirety

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35 Sweat equity criteria will be required of all households, however, a range of opportunities will be availed that would be suitable to different households and potentially applicable to clusters (i.e. female headed households may opt to provide administrative support, or clusters may cook meals for construction teams, etc.).

36 VITCO, National Co-Operative Federation and Development Center, NAATCO, and OCCCI, Metro Ormoc Community Multi-Purpose Cooperative are certified to provided CDA mandated trainings for new co-operatives and have a pool of trainers.
of barangay 70 plans to relocate to this site and its barangay council has proposed this option. CRS will accompany the community body in exploring and advocating for options, but ultimately, the City Government will make the decision.

**Output 2.1.2:** Third party entity is holding the land title. CRS, as an international organization, cannot legally hold a land title in the Philippines, therefore CRS will facilitate the purchase of the land, yet a third party is needed for the deed of sale and receiviership of title. This entity will be the legal owner and guardian of the land asset. The trust will have both a managing trustee and standby trustee. The trust will also have a Custodian who is responsible for managing the day-to-day administrative operations of the trust, including payment collection. This approach, and the designation of <<3rd party>> as the Custodian, has been identified as the most appropriate legal and operational structure following a feasibility study by CRS, a Filipino legal counsellor, the community, and the Affordable Housing Institute\(^ {38} \) (AHI). For the full feasibility study please see Annex J.

The land asset management system will be regulated by a legally-binding document (such as a covenant or trust agreement) signed between CRS and <<3rd party>> that lays out the terms of <<3rd party>> role as Custodian of the Trust. This document also stipulates that <<3rd party>> is not permitted to sell land on its own terms, but only on terms as stipulated in the covenant. The covenant specifies that the Custodian entity will be responsible for receiving the land acquisition fee from households and depositing it into a trust fund, which will be held by some form of special purpose entity.\(^ {39} \) The land sales revenue is to be reserved as a revolving fund for re-investing in similar community initiatives; however, the conditions for the use of these funds will be determined by CRS.

**Output 2.1.3:** Households enter into an agreement with the Trust for long term land use. To safeguard an incremental pathway to ownership, residents will have to occupy their plot of land for approximately 10 years, or a period based on the finalization of the affordability model, before they become eligible for land ownership. Within the timeframe of this project, beneficiaries will enter into a long-term occupancy and purchase agreement with the Trust. This long-term land use agreement will allow for a gradual increase of land security for the beneficiaries. With this in between-step residents will gradually transfer from their current informal tenure status to full land ownership. This incremental increase of land security is an industry good practice to facilitate this behavior change.

Although this is to be confirmed between the <<3rd party entity>> and the beneficiaries, it is foreseen that residents will be able to obtain land ownership when they have paid all of the expected amortization payments for their plot of land. The specific program of amortization will be finalized during the project implementation period, but beneficiaries will likely have 15-20 years to pay the acquisition fee for their plot of land. Prior to signing an occupancy and purchase agreement, families will have participated in a qualifications period during which they prove regular capacity to save at the required level for their selected plot size. The monthly savings requirements will be determined in the beginning of the project, and will be set

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\(^ {37} \) This would mean that Barangay 70 would govern the resettlement and all new members would become part of Barangay 70, however, this may be politically challenging given the political persuasion of the various barangays

\(^ {38} \) [http://affordablehousinginstitute.org/](http://affordablehousinginstitute.org/)

\(^ {39} \) See AHI p. 9: The ownership entity should be some form of special purpose entity (SPE) that is either (x) a subsidiary or business unit of an active transaction participant, or (y) custom created to meet CRS’s need while also complying with all required Filipino laws concerning formation, governance, and authority (e.g. to own land and be in a position economically similar to a landlord)
according the final amortization costs, maintenance fees, and potential tax liabilities associated with the selected plot.

**Intermediate Result 2.2: Households are participating in a system of financial inclusion.** CRS in consultation with AHI conducted a preliminary feasibility study to assess if the realization of a financial inclusion system for Anibong households to contribute toward their land ownership would be a feasible. This preliminary study was based on the income and expenditure data collected in July 2014, and a series of KIs. Key informants and residents themselves suggest that savings is possible, however, most of the residents are not in the habit of saving money. This was confirmed in AHI’s analysis of the income and expenditure survey, where it was found reassuring that the data on income and expenditure tracked relatively closely with each other. Globally, self-reported expenditure data is considered to be more reliable than that of income, as households are more likely to have a detailed understanding of their expenses and are less likely to under-report them.

Additional income and expenditure data will be collected over a longer period of time to be able to assess the feasibility of a functioning repayment scheme. If a functioning repayment scheme is found feasible, future residents will likely go through a process of (1) registration through the household survey, where they declare interest in resettling to a nearby relocation site; (2) eligibility, at project start; (3) qualification, over the course of 6 months, potential residents will have to prove that they can save sufficiently to pay towards land ownership and maintenance and (4) selection, when savings capacity proven households will be selected for a certain plot size.

**Output 2.2.1:** Households are saving money and meet savings requirements. CRS and AHI will conduct an extensive income and expenditure study in the first 3 months of the project. This study will define whether it is feasible for residents to (re)pay towards their future land ownership and community maintenance, and if found feasible, through what mechanism residents should financially contribute. The baseline of this study will be integrated in the community survey discussed in SO1, in which Anibong residents will express interest in CRS-supported nearby resettlement and paying toward land ownership.

Once an Anibong resident has been deemed eligible he/she will enter the qualification phase. CRS community mobilizers will begin working with households to promote behavior change in savings principles and the need to begin saving every month in order to meet the savings requirements that are equivalent to their future payments towards land ownership. Targeting for this support will be consulted with households, but will likely be women as CRS Philippine experience shows that they tend to assume the primary role for savings within the households. Savings will be monitored for 6-12 months, depending on the period necessary for site construction. The savings program will be established based on the findings of an updated socio-economic survey that will identify current savings habits as well as household income and expenditures. Accumulated savings could be used as down payment or buffer for monthly payments.

Households enrolling the in the savings program would create an individual savings account in a private or cooperative institution to be determined and would be given deposit receipts which could be monitored by CRS for compliance and eventual qualification. The CRS community facilitation team, with support and training of AHI, will conduct workshops to educate participating households on the structure of the savings program and the steps to qualification.

40 If at this moment in time the savings monitor shows that it is not feasible for the majority of residents to pay towards land ownership, CRS will explore subsidizing the payment towards the land or providing the land as a grant.
as well as hold regular meetings to monitor household progress in saving. Along with savings promotion, CRS will actively seek to link households with livelihoods opportunities as outlined under Intermediate Result 1.3: Anibong community members have access to a menu of (re)settlement support options through CRS and partners to complement their ability to save.

**Output 2.2.2:** Households are matched with a plot of land they can afford to purchase. Potential beneficiaries will qualify for a plot in the CRS-supported resettlement site when they have proven capacity to save for at least 6 to 12 months. After 6 months of savings monitoring, AHI and CRS will conduct an evaluation of all collected data. Pre-set lot acquisition sale prices\(^{41}\) will be calculated to be affordable for the target population, based on the collected data. The plot offer price will reflect market and national average inflation rates, so fees will vary depending on plot type. The price of a plot may be indexed to inflation rates – in other words the cost of purchase could increase the longer the plot-dwellers wait to purchase the land. For the poorest households, the aim is to not exceed 15%\(^{42}\) of their monthly available budget as determined by the updated socio-economic survey, and confirmed through the savings program. There will be a variety of lot sizes to permit households with a range of incomes to acquire land in the resettlement site, so as to offer households a pathway to land ownership and increase their economic resiliency.

If at this moment in time the savings monitor shows that it is not feasible for the majority of residents to pay towards land ownership, CRS will explore subsidizing the payment towards the land or providing the land as a grant.\(^{43}\) It is foreseen that a minority group, of most vulnerable households, may experience the most challenges in being able to pay towards land ownership. This group may benefit from plot rental at subsidized rates, or be offered a long-term land use agreement. The specifics of this arrangement will need to be worked out in the first phase of the project once the final financial model indicates how many families will need to be served by this subsidized program. Further discussion of strategies to include the most vulnerable families, and preliminary estimates of the proportion of families who will need this assistance can be found in the AHI feasibility study in **Annex J**. Moreover, in an effort to encourage joint decision making the project will encourage both men and women to participate in land title process irrespective of who will ultimately be listed first on the title.\(^{44}\)

**Output 2.2.3:** Households entering into an agreement for long term land use are paying towards holding the land title and maintenance fees. Once households qualify for a lot in the CRS-supported resettlement site they will enter into an agreement with a third party entity\(^{45}\) for long term land use. Households will begin payment towards the ownership of their land at this time, but will only be able to obtain their land title after a minimum of 10 years. Through the financial inclusion system or the land grant, households are being given the opportunity to acquire land at rate below market value (cost of undeveloped land or a grant). For this reason,

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\(^{41}\) Plot sizes in the draft subdivision layout (Annex H) were developed based on the Income and Expenditure Survey, but will be verified and updated in project start phase.

\(^{42}\) 30% of income is the common percentage used for affordable housing, however, that would include expenses for land and housing. These payments only cover land.

\(^{43}\) As discussed with the beneficiaries, a cross-subsidizing price may be adopted where frontage and bigger size plots is priced higher for higher income groups to subsidize the price of smaller interior lots for lower income groups. This approach might also discourage more affluent households from taking interest on lower priced lots because of their small areas and interior location, thus protect to some extent the interest of lower income households. This cross subsidizing approach could even be extended up to the level of distributing the cost of 10% of the plots to the that 90% of higher income bracket households.

\(^{44}\) Women have disproportionately been represented in preliminary discussions over settlement options, one proposed strategy to encourage male involvement would be to indicate the spouse most active in discussions would be listed first on the joint title.
there will likely be external pressure on poorer households to sell their plots, therefore the anticipated minimum of 10 years requisite before transfer of title.

Once beneficiaries sign the agreement and occupy their plots they will be responsible for regular payments to the Custodian as specified in the agreement. This agreement will also specify a set of penalties for non-paying families, including the potential for eviction in case of severe non-payment. Given that a main objective of this project is to ensure the long-term secure tenure of participating households the conditions that govern the terms of delinquency and default can be set with numerous intermediate steps and options to cure. However, in order to ensure payment by the households, and the financial sustainability of the model, a credible threat of eviction must be incorporated into the O&P Agreement. Please see the feasibility study in Annex J for some potentials options of intermediate steps.

Once a beneficiary occupies a plot, s/he will begin paying the monthly service fee to <<community cooperative/home owner association>> separate from the land acquisition fee. The <<community cooperative/home owner association>> will establish the service fee based on elements agreed to during the community consulted concept design settlement exercise. The monthly service fee may cover services including but not limited to site maintenance (maintenance of roads, water pipes, water tower pump, street lighting (consumption of power)), creation and maintenance of open spaces, salaries of site management team (administrator, maintenance person), emergency repairs, common area water and electricity, waste water disposal and solid waste management.

**Intermediate Result 2.3: Resettlement has access to adequate communal infrastructures, community facilities and social services.**

Planning and construction of a resettlement site includes the preparation of the land and the construction of infrastructure (sites and services), the construction of homes and toilets and the construction of community facilities.

CRS’ technical team will lead the process from designing with the community to construction drawings and preparation of tender packages. Thereafter, the team will supervise construction works. The majority of the infrastructure works will be implemented through contractors. For smaller works, such as neighborhood playgrounds, community-driven implementation can also be explored. The exact approach will depend on the availability of community labor and the livelihoods situation.

The planning process will be a holistic approach to site planning that will not only focus on the physical infrastructure, like the shelters, roads, infrastructure, and community facilities but also non-tangible community structures, like social and family ties, health, and education. The project will go beyond meeting resident’s most basic needs, by creating strong, socially-functioning communities that can withstand future shocks.

**Output 2.3.1: Resettlement site subdivision plan is developed and approved.** Once the land is purchased, the first step will be to dream and design the CRS-supported resettlement site to ensure that households will reside in a safe, resilient, socially-functioning community that is defined by a strong and cohesive social structure. The design team will partner with TAMPEI-Technical Assistance Movement for People and Environment, to use a participatory planning process to ensure the active engagement and approval of future residents as well as key staff from the Tacloban City Planning and Shelter Offices, to ensure local government participation.
and buy-in from the start of the project. Technical and geographical limitations will be the guiding factor of the design process, thus the design team will be technically strong and include community facilitators, architects, civil, structural, environmental and geotechnical engineers and site planners. The planning will also explore and propose accompanying livelihood options that can be incorporated into the resettlement development process.

As residents will be moving to a location that they are unfamiliar with, they will also have to adapt their household and community DRR practices to the new location. Through the settlement planning process, the community will build on DRR training and organizing in SO1 to shape the physical components of the DRR plan for this new location. The settlement plan will incorporate elements that will increase the community’s resilience to hazards such as floods, typhoons, landslide and earthquake. For example by designing evacuation routes, promoting the use of fire walls, identifying evacuation centres and use of vegetation such as bamboo in landslide-prone areas.

The CRS-supported resettlement site will have varying plot sizes, to permit households with different income levels to acquire land plots. Mixed use site planning will also allow for the development and leasing of commercial areas in the resettlement, which can provide livelihoods, markets and transportation services to the residents, as well as income to the community body to encourage sustainability of the management structure of the cooperative. While the site plans will be finalized once the project begins, feasibility studies have been conducted on a preliminary site for consideration - refer to the draft Subdivision layout in Annex H.

For the approval of the subdivision plan, CRS will work closely with the relevant government bodies to obtain necessary permits, certifications, clearances and licenses for the development of the resettlement site. Here the project will benefit from Administrative Order 44, under which the approval process for housing and resettlement projects has been streamlined. A topographical surveying of a potential resettlement site estimates that up to 1,200 household lots could be accommodated on the resettlement site. This information along with subsequent site design and using the affordability model constructed for the assumptions of this site will be used to determine the final appropriate amount of housing lots to develop.

**Output 2.3.2:** Basic infrastructures are constructed in resettlement site. CRS aims to apply a ‘sites and services’ designation for the resettlement design. This will focus on the provision of plots of land along with minimum of essential infrastructure needed for habitation. These essential infrastructures can include, but are not limited to:

- Sanitation infrastructures, such black and grey water drainage, septic tanks and infiltration fields;
- Electricity connections to individual plots and street lights,
- Road infrastructures such as main roads and minor roads, walk ways and pathways, and parking space;
- Solid waste management infrastructures;

In total, it will take about 3 years to complete the construction of the entire site. However, construction will be phased across different neighborhood clusters. In completed areas of the site, residents will move in while construction is ongoing in others.

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45 Public participation should be promoted during the planning process. According to UN-HABITAT’s *Building Sustainable Cities*, “Participatory planning empowers communities and results in better design outcomes that are more responsive to the diverse needs of the different urban groups. Participation also ensures the relevance of plans when faced with limited resources and can also increase effectiveness.”
Output 2.3.3: Households have sufficient access to appropriate water facilities. The resettlement site will be connected to the existing LMWD water lines, as it is a government requirement for the development of a new subdivision. However, LMWD waterlines in Northern Tacloban are known to run intermittently and the current residents of lands around the prospected resettlement lots collect their water from a spring that is located on this land. A technical study will be done to identify the most appropriate water system that meets the needs of the future residents and their host community (150 liters of water per capita per day).

For instance, a water quantity/discharge test conducted by CRS on a prospective lot, showed that the existing spring catchment has the capacity to supply only basic needs (7.5L – 15L per person) of potable water for the targeted 1200 household (approximately 6000 people). However, this quantity would not be sufficient for other domestic water needs. Therefore CRS would need to explore other means of water source, such as household or communal rainwater collection, communal hand-pumps, and if those options were not feasible or sufficient enough, the last option would be to construct a deep bore-well. It is expected that the constructed water infrastructure would at least include pumps, storage tanks, distribution pipes and drains.

CRS engineers and architects will work with the community to incorporate rainwater collection into the design of houses and community facilities. Combined with an appropriate behavior change strategy (as rainwater collection currently not commonly practiced) and using the existing barangay water committee structures to monitor use of the rain water catchment systems, the community will be able to sustainably manage their water supply. Use of rainwater can drastically reduce the amount of water needed from other water sources. The water system will be managed by a community cooperative water committee (see IR 2.1) per the community cooperative management and capacity building strategy.

Output 2.3.4: Basic community facilities and public spaces are constructed in resettlement site. Following the subdivision plan, CRS technical team will work to design the required community facilities and public spaces. The required community facilities will be defined in the subdivision plan design process, but can include facilities such as a barangay hall, basketball courts, play grounds and green spaces. The community concept design team will aim for smart solutions that integrate facilities such as storm water drainage, infiltration fields and green spaces. The new resettlement site will also require a school. CRS will work with the Tacloban Department Education to ensure construction of these facilities. The DepEd has already expressed their support in letter in Annex N. Tacloban Department of Health is already constructing a regional hospital for Tacloban North along the access road to one proposed site. Likewise, CRS has also approached the Philippines National Police and garnered their support letter, in Annex O, for establishing and staffing a tanud, police station, in the barangay.

Intermediate Result 2.4: Resettlement residents live in safer, more resilient housing. CRS will support households to construct their home in the resettlement site. This support can be cash-for self-construction, in-kind for contractor driven construction or a combination of both. The implementation approach will be defined in the design phase.

Output 2.4.1: Households are supported to build new homes on their lot in the resettlement site. In the community site development process, Anibong residents will provide inputs and agree on

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46 The spring discharge level is 1.75L/Sec = 6.309L/Hour, so to reach the basic daily water needs (90,000L), a recommended two pumps would need to operate in 7-8 hour shifts. Assuming 1,200 would mean increasing the water discharge between 45,000L – 90,000L per day only to meet basic needs.

47 First a hydrogeological and geophysical survey would need to be conducted to determine water availability and quality.
desired core house design. The CRS design team with TAMPEI will develop engineering details and cost estimates for the house construction. The CRS engineering team will manage the procurement of construction materials and assess the viability of supervising community labor and/or contracting shelter construction teams. Though household laborers may not necessarily work on their own houses, they will begin to take a sense of ownership for the overall new resettlement. CRS The CRS engineering team will provide oversight for the quality adherence of house.

As households have expressed that they would be able to self-construct a house if the land is provided, they will be provided support to construct an upgradeable permanent core-shelter. All of the homes will be expected to adhere to a neighbourhood zoning code approved by the residents as well as the city’s building regulations, but the ability for households to personalize their homes will also contribute to their ownership. CRS staff will work with the residents throughout all phases of the project to ensure quality and feasibility of construction, and adherence to requisite minimum standards. Once the housing designs are finalized, CRS will work with future residents and the Tacloban City Government for approval of the designs and to acquire the necessary building permits. As households decide to develop more permanent housing additions they will need to apply to the City Engineering Office for permits. Any expansion work on the house will be completed with the household’s own funding.

**Output 2.4.2:** Households have access to appropriate sanitation facilities on their lot. Every house in the resettlement site will have its own toilet. Black water from toilets will be connected to communal septic tanks. The septic tank effluent will be infiltrated in the subsoil strata in such a manner that it does not contaminate ground water. Each communal septic tank will be shared by groups of households; the group size will and type of septic tank will be confirmed based on the outcomes of further studies by the CRS WASH team. The study will also determine the most appropriate effluent disposal method, and whether septic tanks will only receive black water or black water and grey water. One effluent disposal method that could be considered would be wetlands, but until this is confirmed, grey water from toilets and kitchens will be diverted to grease traps and disposed in open drainages constructed for storm water. The location of septic tanks in the community will be defined in the subdivision plan and will take into consideration accessibility for desludging trucks. Communal septic tanks will, as much as possible, be dimensioned to require (minimally) 2 years between desludging. Desludging will be organizing by the community cooperative, financed through the monthly maintenance fee. 

Best Practice: Individualized housing on plots to promote ownership. During a resettlement project in Zamboanga (Mindanao, Philippines) with the local organization ZABIDA, each household received the cost of construction materials to build a permanent core shelter but built their own houses according to their own design. There was a strong zoning code to make sure that households followed the same rules about spacing when building their houses. Almost ten years later, the settlements have a very natural feel to them with a lot of differentiation between houses and there is a true sense of ownership among the beneficiaries.

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48 CRS will provide training to Anibong residents under Output 2.4.3, and work with community livelihood committees and contractors to select skilled and unskilled laborers from the pool of trained residents. This will also support household livelihood efforts.

49 In the case of self-reconstruction, households will be responsible for obtaining house building permits. CRS engineers and architects will support households in obtaining permits.

50 Study will include variables such as highest depth of seasonal groundwater table, soil characterization, infiltration capacity.

51 The City of Tacloban does not have a sustainable long-term solution for proper and sanitary sludge management. Sludge is currently discarded in the City dumpsite, which is also not well-managed. CRS has been providing support in this regards, along with Oxfam, UNICEF, and UNDP. Various stakeholders, including CRS, are initiating discussions with the City Government to implement a longer-term, sanitary and sustainable strategy.
**Output 2.4.3:** Households receive training on disaster resilient construction practices and other disaster risk reduction practices. The Community Facilitating Team will work with resettlement community to identify individuals with building skills and those interested in receiving building skills training to provide a pool of skilled and unskilled laborers for the construction teams. As an integral part of the house construction support, beneficiaries will benefit from trainings on improved shelter construction and other DRR techniques to ensure safer house construction. CRS will also work closely with the community help them to plan for future disasters in their new location, starting at the household level and channeling up to the municipal level. CRS will provide training and make engineers available to ensure homes are constructed safe, adequate and durable; being mindful of applicable Filipino building codes and the potential impact of future disasters such as typhoons, earthquakes, landslides, and floods; and to ensure that communities are aware of their own risks hazards and vulnerabilities. Household participants will be trained on hazard resistant construction practices that they may apply to either direct build efforts and/or to be employed as contracted labor. If a self-construction approach is chosen, CRS will tie in the release of payment to the provision of technical assistance and assessments. Best Practice: Economic viability and livelihood opportunities. In keeping with industry best practices, the resettlement process in itself will provide opportunities to contribute to local income, through local procurement, cash-for-work, and a demand for skilled carpenters. Planned livelihood programs can use and reinforce these opportunities. CRS technical team will monitor progress and whether set standards are achieved.

**Output 2.4.4:** Households practice improved environmental health and hygienic behaviors. Through the community profile and FGDs local attitudes towards environmental health and hygiene as well as common practices and habits will be gauged. This information will enable the Hygiene Promotion Officers to identify the greatest needs in the community and develop a strategy for it. Based on preliminary observations of behaviors in Anibong and work done in similar communities post-Typhoon Yolanda, CRS anticipates that key messaging based on the standard from Department of Health (DOH) of the Philippines, will include:

- **Proper hand-washing with soap:** CRS has been promoting hand-washing with soap in its on-going WASH activities throughout the typhoon Yolanda program area. This is a key message that will be promoted routinely to ensure individual, household and community health and hygiene.

- **Latrine Use/Excreta management:** CRS will promote the use of toilets to ensure a thorough understanding that individuals practicing open defecation are putting the entire community at risk. CRS will actively endeavor to build community awareness of the importance of global separation of feces from the environment, to discourage households from diverting full septic tanks to open or covered pits and to encourage regular desludging of septic tanks. CRS will reinforce messaging on safe handling of children-under-five’s feces.

- **Clean and safe drinking water:** CRS will promote the implementation of all necessary steps to prevent the contamination of drinking water from the point of distribution to the point use. Key hygiene messages focus on the safe water chain reinforcing the proper use of drinking water storage, protection of water sources, household water disinfection and saving water.

- **Solid waste management (SWM):** All sectors of the community are responsible for practicing safe solid waste management techniques. Key messages will be developed and shared creatively with the community to promote improved solid waste management practices. However, the <<community cooperative/home owner association>> will likely carry the weight of the communal responsibility by providing services such as waste collection, management of waste collection points and observing that the Municipality is routinely and regularly moving the waste to the municipal dump.
site. The <<community cooperative/home owner association>> can finance this through their income from the monthly maintenance fees.

- **Environmental sanitation**: CRS will promote the importance of cleaning the environment (household and communal spaces) including drainage systems to help prevent proliferation of vectors that are disease carriers. CRS WASH team will work closely with LGU health unit and the DOH to reinforce awareness campaigns in the prevention of vector borne diseases.

The CRS Community Facilitation and Hygiene Promotion Teams will strengthen and provide technical support to the existing WASH Committees and if it does not exist yet, will facilitate the formation of WASH Committees.\textsuperscript{52} CRS staff will also work closely with Barangay and LGU health workers, conducting trainings on hygiene principles and practices, and based on training materials already in-use in CRS' current programs. CRS WaSH staff will also organize mass community mobilization events, such as clean-up campaigns, to instill a sense of individual and community responsibility in caring for the environment. CRS will actively participate in global events, for example, Global Hand Washing Day, Global Toilet Day, and Global Environment Day, to leverage the momentum of these events to promote awareness-raising and learning in the community.

CRS will monitor the effectiveness of these hygiene promotion events, and will undertake follow-up trainings regularly. CRS will also coordinate with the Department of Health and other health focused NGOs who would undertake public health activities and ensure that any diseases or illnesses are quickly identified and treated.

**D. Project Sustainability and Exit Strategy:**

CRS is scheduled to phase out its implementation role in this project after three years. In order to ensure that all stakeholders are adequately prepared for this phase out, CRS will serve as a standby trustee during the life of the project, to provide oversight, ensure close cooperation and transparency, promote transfer of cooperative management techniques, and ensure that the terms of the covenant or trust agreement are in agreement with the Purchase and Occupancy agreement signed with each of the beneficiaries. As part of any land trust that is created, CRS will reserve the right to retain status as a standby trustee after the period of three years should it want to retain substantial involvement.

The strong commitment by Anibong community members to improve their living conditions, the active role already being played by the Anibong Barangays, and the direct interest of the City Government in supporting any initiative to ‘share the burden’, make for a promising starting point for projects targeting the Anibong community. Given the involvement of the communities, as well as key staff for the City Government, in the early stages of project design, and their intended continuation of participation in the project processes, there is reason to assume that the projects will be sufficiently ‘owned’ by the beneficiaries and the City Government to be eventually managed by the beneficiaries themselves. Additionally, the following sustainability considerations that have been incorporated into the project design:

\textsuperscript{52} Barangays already have existing systems for WASH. (Kagawad on health, sanitation, water) CRS will need to reinforce the need for them to function, check if the necessary ordinances are in place to support WASH in their barangay and support that they are implemented properly.
During the first two years of the project, efforts will be made to build the capacity of the formal community bodies. CRS staff and residents will make sure that they have the skills to: 1) manage their community bodies; 2) maintain the land asset; and 3) advocate with the Tacloban City Government to ensure the construction and maintenance of basic services infrastructure.

During the third year of the project, CRS will phase out its close guidance and capacity building efforts to observe the community bodies’ ability to function on their own. This will give both CRS and the community bodies themselves a chance to assess their strengths and weaknesses. If more capacity building needs are identified at this point, CRS and the community bodies can jointly develop plans to meet them.

IV. MEAL Plan

The overarching aim of this project’s MEAL system will be to understand whether vulnerable households that stay in Anibong and those that move to the CRS-supported resettlement are residing in resilient, safe and socially functioning communities. CRS believes that consistent, high-quality monitoring & evaluation, accountability and learning (MEAL) contributes to superior program performance and quality assurance that over time enriches integral human development. CRS has a unified way of doing project monitoring and evaluation that is clearly articulated in the agency’s MEAL policies and procedures (MPP) and that reflects emerging good, gender-responsive M&E practice and the integration of accountability and learning with M&E.

MEAL System

The design of the Anibong Shelter & Settlement Project’s MEAL system will be informed by the MEAL Policies & Procedures and will follow CRS’ simple measurement of indicators for evidence-based reporting (SMILER) approach. SMILER is a comprehensive and practical approach to develop a MEAL system for a project that supports learning and decision making based on evidence. This approach will enable CRS and partners to turn the MEAL planning documents from the project’s proposal into a useful MEAL system. Using the SMILER approach, a MEAL Operating Manual will be developed within 120 days of the project start date that includes, at minimum:

- Theory of change;
- Results framework;
- ProFrame;
- MEAL narrative;
- MEAL plan with beneficiary definitions included;
- Data gathering forms;
- Detailed Implementation Plan (DIP) with MEAL content;
- Data flow map(s);
- Reporting formats; and
- MEAL stakeholder analysis.

Throughout the project cycle, as the MEAL system continues to be developed and refined, the MEAL Operating Manual will be expanded to include terms of reference for studies and evaluations, documentation of the project’s feedback mechanism, and other key MEAL documents.

The MEAL system will be built upon the CRS eValuate platform, an ICT-supported system for project monitoring. eValuate uses ICT tools (mobile devices, electronic data collection forms,
and integrated digital reports and maps) to improve data collection efficiency, reduce data and reporting errors, increase transparency and accountability, improve decision making and service delivery, and maximize cost effectiveness. eValuate includes a library of standard registration, service provision, and monitoring forms—all of which can be further customized to meet the project’s specific MEAL needs. The system allows for mobile data to be collected without an internet connection. All of this data will flow to dedicated and secure project databases that are integrated with a web-based reporting system. A data management interface and ability to export for analysis is available via the web interface. The web-based reporting system includes maps as well as tabular reports and dashboards built and customizable by the project. Through eValuate, the project’s monitoring data and web-based reports can be easily shared with any stakeholder. The system includes security measures so that levels of sharing are based on specified roles to better ensure data integrity and to protect confidentiality. This system will notably be deployed in conducting the household survey and registration process, thereby, eliminative costly and timely data processing time.

**Monitoring**

CRS Anibong Shelter & Settlement Project staff will ensure ongoing collection of monitoring data on project beneficiaries and activities, along with goods and services provided. An important component of the project is community monitoring. As households in Anibong and the CRS-supported resettlement will participate in the design process of shelter construction and repair, they will be the ones approving final designs and will sign-off on the inspection checklist when construction is completed. The community will also participate in the design of the infrastructure improvements in Anibong and the infrastructure construction in the CRS-supported resettlement, and representatives selected by the communities will participate in the final inspection and sign-off. Additionally, the community facilitation team will form community bodies to monitor community both DRR and WASH activities. The MEAL team will create tools to support community monitoring and provide support in using the monitoring tools. CRS MEAL staff will support the project implementation teams and program management with the maintenance of project’s database as well as with routine analysis and visualization of project monitoring data.

Monitoring data will be disaggregated by sex and/or other characteristics as defined in the project’s MEAL plan. Data on direct beneficiaries will be disaggregated by sex, age, and program area and will be posted annually on project Gateway. CRS will ensure an annual data quality assessment to review the integrity of the project’s monitoring data, system and processes.

An Indicator Performance Tracking Table (IPTT) will be developed to demonstrate monthly and cumulative progress towards the project indicators and targets. Information emerging from the project’s formal monitoring system along with observations from field visits and informal monitoring activities will be shared during each monthly project stakeholders meeting. As part of these meetings, CRS and Anibong community partners will jointly analyse and reflect upon project monitoring data in order to inform project decision making and to develop action items with assigned responsibilities.

**Evaluation**

Within 180 days of the project start date, CRS will document baseline values for the output, intermediate result and strategic objective indicators as per the project’s MEAL plan. A formative internal mid-term review will be conducted in project year 2, and a final evaluation will be conducted during the fourth quarter of project year 3.

The project’s internally-led baseline study and final evaluation will employ a mix of quantitative and qualitative methods including, but not limited to, a household survey along with focus group discussions and/or key informant interviews with beneficiaries, community leaders, local government representatives, and other stakeholders as defined in the studies’ terms of reference (ToR). In the baseline survey these methods will help identify: 1) Preferences in shelter/neighborhood location and design; 2) Actions and opinions regarding household and
community resilience; 3) Environmental health and hygienic behaviors; 4) Attitudes towards land tenure; 5) safe construction behavior; and other relevant information. Survey data will be disaggregated by sex and other characteristics of resiliency interest (e.g., vulnerability status, education, etc.). Qualitative respondents will be drawn from those perspectives (e.g., male or female, young or old, very poor or better off, etc.) that are crucial to understanding the implementing context, assessing progress, and informing decisions for project success. The table below summarizes the proposed scope of the project’s baseline study, mid-term review and final evaluation.

Scope of baseline study, mid-term review and final evaluation

<table>
<thead>
<tr>
<th>Scope of baseline study, mid-term review and final evaluation</th>
<th>Baseline</th>
<th>Mid-term</th>
<th>Final</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quantitative survey measuring the project’s output, intermediate result and strategic objective indicators as per MEAL Plan</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Qualitative data collection to explore context, processes, reasons and explanation from male &amp; female beneficiaries and stakeholders representing perspectives of interest as defined in the study’s ToR</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Assessment of project relevance*: The extent to which the project is suited to the priorities and policies of the target group, recipient and donor</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Assessment of project effectiveness*: the extent to which an aid activity attains its objectives</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Assessment of project efficiency*: measurement of project outputs – qualitative and quantitative – in relation to the inputs</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Assessment of project impact*: The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended</td>
<td>X</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*As defined in the DAC Criteria for Evaluating Development Assistance.

As part of each of the project’s evaluation events (mid-term review and final evaluation), CRS and partner staff will engage in participatory reflection to identify learning and recommendations. Findings from the mid-term review and final evaluation will then be shared to key stakeholders as defined by the project’s MEAL stakeholder analysis.

Accountability
The project will promote beneficiary accountability throughout the project cycle to ensure timely, correct information to project beneficiaries and key stakeholders. From start-up, CRS and partners will work to ensure that key information about the project (e.g., objectives, selection criteria, entitlements, contacts, etc.) is made available to people in target communities along with local leaders and authorities. Within 180 days of the project start date, CRS will consult with male and female beneficiaries to define indicators for project success which will be incorporated into the project’s MEAL system. During the same time period, CRS staff will also consult with targeted communities to establish feedback and response channel(s) that reflect community preferences. A planning document for the project’s feedback mechanism will subsequently be incorporated into the project’s MEAL Operating Manual. CRS staff will document and respond to all community feedback received on at least a quarterly basis.

Learning
The project will seek to actively incorporate learning through the promotion of both routine and periodic reflection events with CRS and partners (see Monitoring and Evaluation sections
above). Lessons learned and recommendations from the project will be shared with key stakeholders and will feed into CRS’ annual country program learning event. To promote Agency-level knowledge sharing and learning, reports from the mid-term review and the final evaluation as well as a past performance reference for the project will be posted to project Gateway following approval from the CRS country representative.

As this is one of CRS’ first resettlement projects incorporating land tenure, the Anibong Shelter & Settlement Project Team will be constantly assessing and analyzing the project activities and their results in terms of learning and replicability. CRS will want to know whether or not the interim third party land holding, beneficiary systems of financial inclusion, and savings and payment pathways to land ownership approaches implemented in this project may be applicable to other contexts. In addition to revisiting baseline analysis the final evaluation will addressing learning that will stem from: household satisfaction with and suitability of shelter/neighborhood location and design; any changes in actions and opinions regarding household and community resilience; any changes regarding environmental health and hygienic behaviors; attitudes towards land tenure; and project sustainability.

As a part of MEAL system design, CRS and partners will review the learning agendas for the country program and relevant signature program area(s) to determine whether the project can meaningfully contribute. If deemed appropriate, the project team will work with CRS’ technical advisors to define the project’s learning question and action plan.

V. Management and Staffing Plan

Project staff will be integrated into the existing CRS Philippines staff structure and will work in coordination with CRS Philippines staff in Manila, Tacloban, and other project offices. Project staff will be expected to adhere to existing CRS Philippines’ policy and operation procedures. If necessary, CRS will contract consultants to support project staff on technical aspects of the project. Refer to the Project Org Chart in Annex F.

International Staff:

- **Program Manager** (100% FTE) will be assigned to the project for the full 3-year duration of the project. S/he will work particularly in regards to oversee project implementation, financial management, adherence to timelines/deadlines, reporting, staff management, and monitoring and evaluation, and will collaborate with other project staff and technical advisors to make key programmatic decisions. S/he will have key responsibility for ensuring that CRS and international standards are being applied to programming and that project learning is being documented and communicated within the ESA Region.

- **Technical Advisor for Housing and Urban Planning** (100% FTE 2 YRS) This position will work in close coordination with the Program Manager and provide technical leadership during the design and construction of the resettlement site. S/he will coordinate collaboration between CRS project staff, technical advisors from the HRD, and outside consultants to ensure that the site design, shelter, WASH and infrastructure is high quality, appropriate to the local context, and feasible to construct and maintain. S/he will coordinate with the Community Facilitation Team to ensure that designs will meet the needs of the future residents. Consultancies to be managed will include outputs by geodetic engineers for topographic surveys, hazard overlay mapping, block planning, and site development plans.
National Staff:

Organizing & Planning Teams

Community Facilitator Team Leader (100% FTE) This senior organizing position will be the main liaison between CRS, the Anibong community, and existing (i.e. barangay council) and newly formed formal community bodies (i.e. HOA, Cooperatives) within the Anibong community. S/he will spend at least 75% of her/his time physically present in Anibong or the CRS resettlement site. S/he will be responsible for ensuring that the needs of the community bodies are being met by the project, and will also serve as the principle liaison with the Tacloban City Government. The Community Facilitator Team Leader will work closely with a team of experienced community facilitators to provide community bodies with mentoring and assist them in fulfilling their articles of cooperation and bylaws. The community facilitation team will provide technical support to community bodies as they launch and/or link their members to settlement management and savings and loan programs. The goal of this position will be to provide adequate support to formal community bodies so that by the end of the project, these bodies will be functioning primarily on their own.

- Community Facilitators (7) (100% FTE) These organizing professionals (one per Barangay) will report to their Team Leader. These organizers will be the main liaison between CRS, and existing (purok committees) and newly formed informal community (i.e. DRR committees, livelihood beneficiaries, etc.) bodies within the Anibong community. These experienced social organizers with experience in local NGO, home owners association and cooperative management and organizational development will use behavior change and community organizing techniques to form and strengthen community bodies through the community action planning process. Required to have familiarity with HOA/Coop, WASH/DRR, Site Planning & Admin, Organizational Development, Livelihoods Development, Gender & Protection, and Community-based M&E, each facilitator will be assigned to serve as a focal person for these areas to coordinate organizing efforts. The Community Facilitators will be paired with 7 Field Assistants (100% FTE) who will provide support organizing community events and conducting household visits.

Community/Urban Planner (100% FTE) This person will work alongside the Community Facilitation Team targeting both Anibong community immediate needs and the needs of those that decide to move to the CRS supported resettlement. The planner will work with the Community Facilitation Team during the community action planning process to develop recommendations and plans for the redevelopment of the vacated areas on the water front. S/he will lead a participatory planning process enabling the Anibong community to incorporate their ideas into CRS-supported resettlement plans and the Anibong district redevelopment plan, which will be presented to the City Government.

- DRR Officer (100% FTE), reporting to the Community Planner, will lead the DRR activities in the Anibong communities. The DRR Officer will work with the Community Facilitation team to develop DRR training modules, provide DRR trainings to barangay council and purok beneficiary bodies and conduct community led risk assessments and hazard mapping activities which will feed into DRR action plans. The DRR Officer will also work in close coordination with Engineers to conduct disaster resilient construction techniques trainings for beneficiaries.
**Engineering & Architect Team**
The following staff will be supervised and lead by the Technical Advisor for Housing and Urban Planning to provide resettlement site design, development and construction management.

- **Architects (2)** (100% FTE 18 months) will work with the Technical Advisor for Housing and Urban Planning (one senior and one junior) to develop and oversee the site plan and blueprints for the shelters and community buildings.
- **Senior Construction Manager (100% FTE)** This civil engineer reporting to the Team Lead Engineer, will oversee a team of 5 Site Supervisors (civil engineers), who will manage the day-to-day construction of the shelters, infrastructure, and community buildings at the CRS-supported resettlement site. The Site Management Supervisors will be responsible for adhering to the site design, quality control, and management of external contractors.
- **Construction Contracts Manager (100% FTE)** This manager will be hired to oversee all construction contracts, and ensure adherence to the contracts. S/he will begin in June 2015 and will continue throughout the life of the project.
- **Quantity Surveyor (50% FTE Year 1)** A surveyor will be hired for at least the 6 month design phase, to provide cost planning for the resettlement site infrastructure costing, including the cost of the permanent core shelters. The Quantity Surveyor will be responsible for developing BOQs. This position might be required beyond the 6 month design phase, but this will be determined once the project begins.
- **Water and Sanitation Engineers (2) (100% FTE)** These engineers will participate in the design of the resettlement site and any relevant infrastructure upgrades in Anibong. S/he will work with three Hygiene Promotion Officers (3), with expertise in behavior change techniques, to provide regular monitoring and collaborate with the WASH Coordinator when necessary. The Hygiene Promoters will be responsible for hygiene promotion in the communities, both in the CRS-supported resettlement and in the Anibong barangays. They will work closely with the Community Facilitation team to organize community meetings and develop training and outreach materials. Three Hygiene Promotion Assistants (3) will provide support in organizing trainings and community outreach activities.

**Operations Support Team**
**Head of Operations (Not Direct Program Staff)** will supervise and oversee the following team members responsible for operations and program support.

- **Warehouse Supervisor (100% FTE)** This position will oversee the set up and management of the CRS-supported resettlement onsite warehouse and will directly manage one Warehouse Officer, and three Warehouse Assistant Officers who will be responsible for managing the materials and equipment needed for the resettlement construction.
- **Program Support Team:** Additional support staff will be hired to ensure adequate administrative, logistical and operations support to the project, including A Program Assistant, a Finance Officer, 2 Finance Assistants, a Procurement Officer and 2 Drivers.

**MEAL Team**
The project’s MEAL system will be overseen by a MEAL Program Manager (PM), based in the CRS Tacloban Office, who will coordinate closely with the project Program Manager. The MEAL PM will be responsible for the development and implementation of a coherent, harmonized MEAL system for the project that complies with the MEAL policies and procedures, donor M&E requirements, and reflects good MEAL practice. The Program Manager will supervise the Anibong Shelter & Settlement Project MEAL Officer (100% FTE) who supervises a MEAL Assistant.
and Database Assistant (100% FTE), and the Tacloban Office ICT4D Coordinator who will provide technical assistance to the implementing teams and manages all data collection and processing, respectively. The Head of Programs, based in capital city, and CRS’ Regional Technical Advisor for MEAL, based in Cambodia, will provide technical backstopping and support to the project team to ensure high quality MEAL. The project’s ICT4D team will also receive technical assistance from CRS’ Global Knowledge and Information Management (GKIM) team and Regional ICT Specialist, who have extensive experience in the implementation of ICT4D solutions.

VI. Organizational Capacity

Catholic Relief Services (CRS) has worked in the Philippines for six decades and has extensive technical expertise in emergencies, resettlement and DRR. CRS has well-established links to strong local partners in Leyte, including the archdiocese, Caritas Philippines, and the local government. CRS has a record of collaboration with government agencies, and transparent project and financial management systems and reporting.

The project builds on both CRS’ experience in resettling families affected by natural disasters in the Philippines as well as in Haiti. In the Philippines, CRS has ongoing USAID funded shelter and resettlement program in Tacloban providing transitional shelters, sanitation support, and water access in transitional resettlement sites for families living in the “No Dwell Zone and on-site shelter and sanitation support for families living in safe areas. CRS is working closely with the Tacloban city government to secure permanent housing for all “No Dwell Zone” beneficiaries at government resettlement sites. The project is also constructing disaster risk reduction infrastructure and supporting local governments plan for future disasters. CRS has already developed one resettlement site (hosting 250 households) and is searching for land to develop additional resettlement sites. In Haiti, CRS took a leading role in resettlement after the earthquake in 2010. In the Community Resettlement and Recovery Program in Haiti, CRS resettled internally displaced families, successfully closing three camps, resettling 100% of the families living in each camp. CRS partnered with churches, clinics, schools and other community organizations to employ a holistic push and pull approach that simultaneously phases out services in camps and provides incentives for families to return to their neighborhoods. Most relief and development organizations in Haiti each focus on one or two development issues. CRS aimed to provide a complete package of services to address the population’s interwoven needs—livelihood options, psychological support, life skills training, health care and food security. The program is so effective that CRS was named co-chair of the Returns Working Group, and the International Organization for Migration (IOM) launched a pilot project based on CRS’ model.

Affordable Housing Institute (AHI). Founded in 2000 as a U.S. §501(c)(3) non-profit organization, AHI is a global leader in affordable housing development and finance, especially in rapidly growing cities that include semi-formal and informal areas. AHI has work in many 25 countries for to help government, developers, banks, NGOs, and other actors that seek to maximize the public good by leveraging public and private resources in innovative partnerships. AHI achieves results through: 1) Acting as a global knowledge exchange for housing; 2) Assessing the feasibility of redevelopment and slum upgrading programs53; 3) Negotiating public-private and

53 Since June 2012, AHI has been working in Haiti to redevelop low-income neighborhoods in Port-au-Prince, Haiti. This work has included conducting feasibility plans and expanded into real estate development advisory services.
private-private partnerships; and 4) Coaching Mission Entrepreneurial Entities as they create innovative solutions for their communities.

In Haiti, AHI is partnering with CRS’ Carradeux Community Vitalization Program (CCVP) that aims to build a safe, sustainable, resident-governed community to serve as a model for other low-income urban areas in Haiti, including those affected by the 2010 earthquake. For this pilot project, the CCVP team, led by Catholic Relief Services and Cordaid, is working with the approximately 1,500 households who live in the IDP camp of Carradeux, Port-au-Prince. The project’s goal is to demonstrate a scalable, multi-faceted financing process that shows how to transform IDP camps into permanent housing communities. As the financial advisor and structuring consultant to the CCVP team, AHI is developing strategic financial models to leverage the community’s resources and ability to save. Key aspects of AHI’s work include a private-sector financial product (formation of co-op, permanent loan to co-op) that establishes replicable relationships between government (land tenure/deed and title), lending institutions (access to credit), and lower-income community capacities and resources (organization, regular savings, and repayments).

**Technical Assistance Movement for People and Environment, Inc. (TAMPEI)**

TAMPEI is the technical arm of the Homeless Peoples Federation in the Philippines (HPFPI), a national network of 200 urban poor associations seeded in 14 cities and 16 municipalities across the Philippines. TAMPEI represents a team of young, technical and para-professionals that advocates and promotes community-led processes through technical assistance to urban poor communities. They facilitate community-led processes and provide technical assistance to urban poor settlement developments. TAMPEI directs technical support to resettlement planning and implementation across city, program and project-levels.

TAMPEI’s experience includes having provided technical assistance to The Community-led Infrastructure Finance Facility (CLIFF) 172 unit Community-Managed Resettlement Housing in San Isidro Relocation Site, Jaro, Iloilo City, and the ongoing Develop and Peace and Redemptorist, 600 unit Pope Francis resettlement serving Typhoon Haiyan affected Sagakan district residents living in the Tacloban City designated NDZ.

TAMPEI technical support integrates land use planning and learning from its experiences and strengthens social institutions ability to develop land use plans that integrate social and housing processes as well as disaster risk and management schemes.

**VII. Annexes**

| A | Budget          |
| B | Proframe       |
| C | Implementation Calendar |
| D | Covenant (Forthcoming Upon Third Party Entity Selection and Legal Review) |
| E | Anibong Regional Review Memo |
| F | Org Chart |
| G | Due Diligence Matrix |
| H | Sub-Division Plan, Draft (Forthcoming in June) |
| I | Third Party Alternatives: COOP / TRUST |
J Affordable Housing Institute Feasibility Study
K Critical Assumptions & Lessons Learned Matrix
L Brief: Alicer Property
M Letter of Support City of Tacloban
N Letter of Support Department of Education
O Letter of Support Police Department and Protection
P Letter of Support Archdiocese of Palo
Q Letter of Support OCCCI