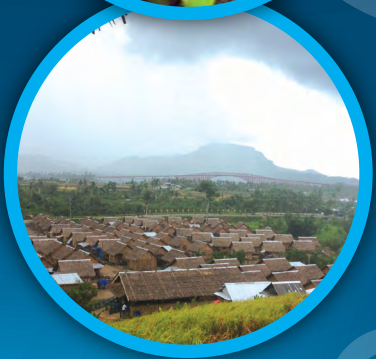


Impact of Livelihood Recovery Initiatives on Reducing Vulnerability to Human Trafficking and Illegal Recruitment: Lessons from Typhoon Haiyan

International Labour Organization

International Organization for Migration (IOM)

The International Organization for Migration (IOM) is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

The International Labour Organization (ILO) is devoted to promoting social justice and internationally recognized human and labour rights, pursuing its founding mission that labour peace is essential to prosperity. Today, the ILO helps advance the creation of decent work and the economic and working conditions that give working people and business people a stake in lasting peace, prosperity and progress. Its tripartite structure provides a unique platform for promoting decent work for all women and men. Its main aims are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues.

The opinions expressed in the book are those of the authors and do not necessarily reflect the views of IOM or ILO. The designations employed and the presentation of material throughout the book do not imply the expression of any opinion whatsoever on the part of IOM concerning the legal status of any country, territory, city or area, or of its authorities, or concerning its frontiers or boundaries.

Author: Netsanet Tesfay, Esq.
IOM-ILO Consultant

Major Contributors: Laura Brewer, Ricardo Casco, Simon Hills, Keisuke Kamiya, Brian Kelly, Conrado Navidad, Manuel Moniz Pereira, Jonathan Price and Romina Sta Clara

Publisher: International Organization for Migration
17, route des Morillons
P.O. Box 17
1211 Geneva 19
Switzerland
Tel: +41 22 717 9111
Fax: +41 22 798 6150
E-mail: hq@iom.int
Website: www.iom.int

Copyright © 2015 International Organization for Migration
Copyright © 2015 International Labour Organization

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise without the prior written permission of the publisher.

97_15

Impact of Livelihood Recovery Initiatives on Reducing Vulnerability to Human Trafficking and Illegal Recruitment: Lessons from Typhoon Haiyan

International Labour Organization

International Organization for Migration (IOM)

Acknowledgements

The research team would like first to thank in the warmest terms the communities in Haiyan-affected areas who generously offered to share their experiences and opinions. The team is also grateful to the national and local government officials, donors and staff of international and non-governmental organizations (NGOs) who contributed their perspectives to this report. Sincere thanks go to the IOM Publications Unit for their timely review and assistance. Finally, we would like to thank the United Nations agencies, NGOs and government officials who were able to attend the stakeholders meeting and provided valuable feedback.

Contents

Acknowledgements iii

List of figures vi

List of acronyms vii

Executive summary 1

Introduction 11

1. Combating human trafficking, illegal recruitment and labour exploitation: The international and domestic legal frameworks 17
   - 1.1 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime 18
   - 1.2 ILO's Forced Labour Convention No. 29 20
   - 1.3 Illegal recruitment: The Migrant Workers and Overseas Filipinos Act of 1995 21
   - 1.4 An Act to Institute Policies to Eliminate Trafficking in Persons Especially Women and Children, Establishing the Necessary Intuitional Mechanisms for the Protection and Support of Trafficked Persons, Providing Penalties for its Violation and for Other Persons 22
2. Human trafficking post-calamity 25
   - 2.1 The link between human trafficking and natural disasters 25
   - 2.2 The impact of Typhoon Haiyan on livelihoods 30
   - 2.3 Human trafficking, illegal recruitment and labour exploitation in the Philippines 31
3. Cash-for-work and ILO's livelihood approach 39
4. IOM and ILO's livelihood programmes in Haiyan-affected areas 45
   - 4.1 Haiyan disaster response 46
   - 4.2 Programme approach 51
   - 4.3 Protection mechanisms 53
   - 4.4 The impact of livelihood recovery initiatives: Meeting household needs and rebuilding livelihoods 56
   - 4.5 Before and after main sources of income: Increased diversification 60
   - 4.6 Social protection 63

5. Continuing challenges 65
5.1 Barriers to livelihood opportunities and sustainable development 66
5.2 Challenges to addressing human trafficking and illegal recruitment...68
5.3 Education 69

6. Recommendations 71
6.1 Increase sustainable livelihood opportunities and shelter for victims of human trafficking and illegal recruitment..... 71
6.2 Build upon and enhance pre-Haiyan and current livelihood strategies 74
6.3 Address the gender-specific impacts of natural disaster 75
6.4 Improve labour conditions in sectors where there are high incidents of labour exploitation and illegal recruitment..... 76
6.5 Cash-for-work and emergency employment modalities should provide uniform pay and social protection 76
6.6 Support livelihood initiatives that take into account internally displaced persons and other vulnerable groups' interests and capacities for achieving self-reliance and place communities on a sustainable path to recovery..... 77
6.7 Recognize and support alternative housing solutions that include access to adequate housing and livelihood opportunities for internally displaced persons 78
6.8 Continued leadership and engagement of the national and local government units, communities, civil society, the private sector and humanitarian agencies are needed to effectively address the challenges posed by the Philippines' risk and vulnerability to natural disasters 79

List of figures

Figure 1: Gender breakdown 13
Figure 2: Household size 13
Figure 3: Post-Haiyan change in income 56
Figure 4: Breakdown of income usage 57
Figure 5: Livelihood activities before Typhoon Haiyan in Regions VII and VIII..... 61
Figure 6: Current income-generating activities in Regions VII and VIII 61
Figure 7: SSS enrolment 64
Figure 8: PhilHealth enrolment 64
Figure 9: Most urgent household needs 67
Figure 10: Future livelihood plans..... 77

List of acronyms

4Ps	Pantawid Pamilyang Pilipino Program (English translation: Bridging Program for the Filipino Family)
CFP	Construction focal point
CCCM	Camp Coordination and Camp Management
GBV	Gender-based violence
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DROMIC	Disaster Response Operations Monitoring and Information Center
DRR	Disaster risk reduction
DSWD	Department of Social Welfare and Development
HFA	Hyogo Framework for Action
IACAT	Inter-Agency Council Against Trafficking
IDMC	Internal Displacement Monitoring Centre
IDP	Internally displaced person
ILO	International Labour Organization
IOM	International Organization for Migration
LGU	Local government unit
MOD	Migration outflow desk
NBZ	No-build zone
NDRRMC	National Disaster Risk Reduction and Management Council
NGO	Non-governmental organization
NHA	National Housing Authority
OCHA	Office for the Coordination of Humanitarian Affairs

Palermo Protocol	The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children
PNP	Philippine National Police
POEA	Philippine Overseas Employment Administration
RAY	Reconstruction Assistance on Yolanda
RA	Republic act
SRP	Strategic Response Plan
TIP	Trafficking in Persons Report
TVPA	Trafficking Victims Protection Act
UN	United Nations
UNHCR	Office of the United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime

Executive summary

The risks posed by calamity are particularly felt by the chronically poor or those on the brink of poverty as they do not have the protective mechanisms to mitigate, adequately respond or adapt to increased vulnerability. Forced by poverty to inhabit low-lying coastal deltas, riverbanks, flood plains, steep slopes and degraded urban environments where the impact is most severe, poor households are unable to recover when their homes, livelihoods and assets are destroyed by natural disasters.

This was the case in the Philippines after Super Typhoon Haiyan made landfall on 8 November 2013. The typhoon brought catastrophic loss of life and livelihoods. It affected 16,078,181 individuals, resulted in 6,300 deaths and displaced 4.4 million people. Rice fields, coconut plantations and boats were completely devastated, especially in the Eastern Visayas (Region VIII). The region was hardest hit with 90 per cent of the infrastructure destroyed in Tacloban, Leyte's largest urban centre.

Prior to Haiyan, the Eastern Visayas was already one of the poorest and most trafficking-prone regions in the country. The calamity increased physical, social and economic insecurity of vulnerable populations. Traffickers preyed on displaced men, women and children, many of whom were struggling to cope with the death of family members and the destruction of their houses and livelihoods.

The Government of the Philippines launched a strategic blueprint for reconstruction and, with the support of the international community, began to rebuild critical infrastructure, restore livelihoods and provide social services and protection to affected individuals. In coordination and collaboration with the government and other humanitarian agencies, the International Organization for Migration (IOM) and International Labour Organization

(ILO) supported the Government of the Philippines and the communities devastated by the typhoon.

To increase livelihood opportunities, promote safe migration and meet the affected people's immediate needs for housing in Haiyan-affected areas, IOM prioritized the following: (a) shelter construction; (b) camp coordination and camp management; and (c) cash-for-work (CfW); and supported government efforts to combat human trafficking and gender-based violence (GBV). ILO assisted the devastated communities to rebuild and access opportunities for decent work, social protection and social inclusion through four main activities: (a) emergency employment in the initial phase; (b) local resource-based activities; (c) skills development; and (d) enterprise development.

This report examines human trafficking and illegal recruitment in Typhoon Haiyan-affected areas and evaluates if and how IOM and ILO livelihood interventions assisted vulnerable workers. This report seeks to contribute to the understanding of the current state of human trafficking in Region VII and VIII. The four-month research included literature and document review, interviews with 35 government and non-governmental organization (NGO) actors and a random sample of 169 households enrolled in IOM's CfW programmes and ILO's emergency employment and other livelihood recovery programmes.

The report is structured as follows. Following the introduction, section 1 discusses the international and domestic legal frameworks to combat human trafficking, illegal recruitment and labour exploitation. Section 2 examines the vulnerability approach to natural disasters and human trafficking; it also describes the situation in Central and Eastern Visayas after Typhoon Haiyan, including increased reporting of human trafficking. The next section examines the CfW modality and ILO's livelihood approach. The survey findings are presented in Section 4 and detail the impact of IOM and ILO livelihood initiatives and discuss household-spending trends and economic opportunities in Regions VII and

VIII. Section 5 examines the main barriers to combating human trafficking in Haiyan-affected areas and increasing access to livelihood opportunities for vulnerable households. Section 6 provides specific recommendations and good practices to support sustainable livelihoods and counter-trafficking efforts in Haiyan-affected areas and other post-calamity situations.

Key findings

1. Increased reporting of human trafficking in Haiyan-affected areas

Human trafficking was prevalent in the Visayas region before Typhoon Haiyan. The Eastern and Central Visayas were a source and a transit for women and children trafficked for sexual exploitation and of men and boys for forced labour. Key government informants and civil society organizations data indicates increased reporting and prosecution of human trafficking after the typhoon.

Sex trafficking victims are transported, recruited or harboured in Cebu, Manila and cities in Mindanao, as well as tourist destinations, such as Boracay and Puerta Galera, where demand is high. More specifically, women and girls from Leyte and Samar are recruited to work as waitresses in karaoke bars in Manila and Cebu but are then coerced into sex trafficking. Child labour and exploitation is also common practice in various areas in the Philippines, especially Region VIII. Child labourers are exposed to hazardous environments in industries, such as fishing, agriculture, domestic service and especially, sugar plantations. Children from rural areas are also targeted by traffickers with promises of education scholarships in larger cities.

Sex trafficking of women, girls and lesbian gay bisexual and transgender (LGBT) youth is prevalent in Cebu, which is a commercial hub and has the second largest international airport in the Philippines. Tourists, as well as truck drivers exporting fish from Cebu to Mindanao, fuel demand for trafficked women and girls. Fraudulent recruitment practices are also making

workers, particularly fisherfolk, vulnerable to illegal recruitment and trafficking. In recent years, abuse of Filipino seamen has also increased. Filipino seamen, which make up a quarter of the world's seafaring population, are exploited by illegal recruiters. Illegal agencies operate with great impunity and send men to ships notorious for poor safety and labour record.

2. IOM and ILO's programmes helped reduce the negative coping strategies of affected populations

Livelihood programmes in Haiyan-affected areas provided skills training, increased employability, promoted sustainable livelihoods and reduced the vulnerability of individuals in danger of falling below subsistence levels. Of the beneficiaries, 23 per cent reported an increase in their income, and 16 per cent maintained the same income. The remaining 61 per cent, many of whom are still displaced, reported a decrease in income.

IOM and ILO's livelihood recovery activities helped prevent families from engaging in harmful coping strategies, such as taking their children out of school in order to work, reducing food expenditures or taking additional risks that increase vulnerability to human trafficking and illegal recruitment. About 50 per cent of beneficiaries used their earnings to purchase food for their household, while 16 per cent paid for school-related fees. About 16 per cent of households also saved a portion of their income to establish or restore previous businesses and purchase livelihood tools (such as paying for a business license, agricultural or fishing related tools or inputs).

Beneficiary households have diversified their livelihood activities to adapt to life post-Typhoon Haiyan. They are accessing multiple sources of income, often by engaging in two or three of the following main activities: agriculture (26%), construction (16%), infrastructure rehabilitation activities (15%), transportation (14%), retail trade (11%) and fisheries (5%). A wide range of social protection interventions helped beneficiaries and their

households build resilience. This included increased enrolment in Social Security System (SSS), PhilHealth, accident insurance, as well as awareness trainings on human trafficking and workers' rights.

3. Continuing challenges

IOM and ILO livelihood initiatives assisted beneficiaries in Haiyan-affected areas resume or access new employment opportunities, but the challenges due to protracted displacement pose serious protection and livelihood challenges. Many city residents in Haiyan-affected areas have been relocated to transitional shelters and permanent housing that are beyond city limits, thereby increasing the distance to income-generating activities, markets and schools. Thus, the two most urgent needs of households reported by beneficiaries – work (39%) and shelter (26%) – will remain challenges for years to come.

Displacement led to livelihood displacement and increased vulnerability of Region VII and VIII communities. Continuing displacement may trigger family separation and increase vulnerability to human trafficking, with parents having to leave their children or older relatives behind to pursue work elsewhere. Some children may abandon their schooling to contribute to their families' income. Due to the lack of sustainable livelihoods, there are also heightened risks of GBV and sex trafficking of displaced women, girls and boys.

Based on conducted interviews and report analysis, the trafficking of women and children continues due to their exclusion from mainstream economic and social systems. Men are also susceptible to abuse and exploitation, particularly in the fishing industry. However, there is limited shelter for women and inadequate information on and few services available to trafficked fishermen and LGBT youth.

Recommendations

1. Increase sustainable livelihood opportunities and shelter for victims of human trafficking and illegal recruitment

Efforts to combat human trafficking in Haiyan-affected communities should continue promoting and increasing access to livelihood income-generating opportunities, with a view to ensuring economic independence of potential victims and improving the economic situation for vulnerable segments of the population. Victims of human trafficking need greater access to skills trainings, certification, job counselling and other livelihood measures specifically targeted to their needs and interests. Another key component to addressing human trafficking and illegal recruitment is the protection of human rights. Criminal justice officials should be provided the technical skills to identify, investigate, prosecute and adjudicate trafficking cases. This dual focus on improving access to sustainable livelihoods and protection, including improving access to shelters, raising awareness and access to social and legal services, is critical to strengthening survivors' self-reliance, increasing access to sustainable livelihoods and reducing the risks of trafficking and re-trafficking.

2. Build upon and enhance pre-Haiyan and current livelihood strategies

Data on pre-Haiyan livelihood strategies and current information about existing industries provide important guidance regarding the affected populations' skills, interests and livelihoods. This will also help ensure that livelihood interventions promote gender equality and maximize the use of existing resources within the community. Pre-disaster government data indicates that the service, fishing and farming sectors were the main livelihood activities in the Central and Eastern Visayas before Typhoon Haiyan. Fishing and farming are still the major livelihood activities in Haiyan-affected communities, but there is also increased employment in transportation (primarily in the tricycle business), construction, infrastructure rehabilitation works and manufacturing processing.

The government and humanitarian organizations should support existing industries, but programmes should not recreate cycles of vulnerability. Since most of the beneficiaries were in the informal sector prior to Haiyan, new skills and social protection programmes must continue supporting strategies that help affected individuals achieve a decent, viable and sustainable livelihood situation. Sustainable livelihoods can be promoted and advanced through decent work conditions and increased opportunities in sectors with high employment, income generation and productivity potential.

For households who reported an increase in income levels (39% of the beneficiary population interviewed), it is important that they continue accessing productive and safe livelihood activities. Beneficiaries with decreased income and livelihood opportunities (61%), a group that generally face greater protection risks, must continue to be supported. The government, NGOs and international humanitarian organizations should focus on linking beneficiaries to sustainable livelihoods and supporting the revival of local economies through the following: (a) restoring rural market chains; (b) building capacity; (c) providing skills development to improve employability; and (d) recapitalizing small- and medium-sized enterprises to enhance production, income and security.

3. Address the gender-specific impacts of natural disaster

Globally, more women than men die from natural disasters. In the wake of a disaster, women and girls face unique challenges. They are alienated from decision-making processes (before, during and after disaster). This disparate impact is primarily caused by existing gender inequalities. In a country such as the Philippines, which is prone to natural disasters, it is important to address how social norms, discrimination in access and information exclude women from employment and skills training opportunities in post-calamity situations. This requires a livelihood approach that takes into consideration the different skill sets, needs, vulnerabilities, barriers and responsibilities of women post-disaster. Women's capacity to manage risks should also be enhanced, with a view

to reducing their vulnerability and maintaining or increasing their opportunities for development.

4. **Improve labour conditions in sectors where there are high incidents of labour exploitation and illegal recruitment**

Enforcement of labour standards and regulations must be strengthened to combat labour exploitation and child labour, especially in the sugar plantation industry. Efforts to combat labour exploitation and illegal recruitment should include improved regulation of private recruitment agencies and private sector initiatives to address exploitative labour practices within supply chains. It is also essential to adopt measures to help facilitate vulnerable workers integrate into the formal economy.

5. **Cash-for-work and emergency employment modalities should provide uniform pay and social protection**

There is a need to strengthen the coordination response in future strategies to ensure it does not increase poor communities' vulnerability. Agencies should work closely together immediately after disaster to ensure parity on amounts and mechanisms utilized. The emergency response strategy must also be consistent with international law and the Labour Code of the Philippines. It is important that organizations provide minimum wage and social protection that enable an adequate standard of living.

6. **Support livelihood initiatives that take into account internally displaced persons and other vulnerable groups' interests and capacities for achieving self-reliance and place communities on a sustainable path to recovery**

Livelihood recovery strategies should be formulated through a participatory process that involves the affected population to ensure that their knowledge and voice are heard. Beneficiaries reported that they would like to continue working in the agriculture sector (33%), service sector (30%), transportation (10%), construction (8%), hospitality (7%), fisheries (5%), manufacturing

processing (3%) and other sectors (4%). This should be taken into consideration while ensuring that livelihood activities are sustainable and puts beneficiaries on the path to recovery.

7. **Recognize and support alternative housing solutions that include access to adequate housing and livelihood opportunities for internally displaced persons**

Housing continues to be a challenge that affects access to livelihoods and safety and security. The Inter-Agency Standing Committee provides eight interlinked criteria to determine the extent to which internally displaced persons (IDPs) have achieved durable solutions: (a) safety and security; (b) adequate standard of living; (c) access to livelihoods; (d) restoration of housing, land and property; (e) access to documentation; (f) family reunification; (g) participation in public affairs; and (h) access to effective remedies and justice. The solutions regarding permanent resettlement must incorporate these criteria. They must be dignified, safe and take into account the priorities of communities. Attention must also be paid to livelihoods and social cohesion needs in the choices of relocation. Where possible, the government should prioritize return or reintegration to areas close to home. Local authorities, with the support of national government and non-governmental agencies, must prioritize the need of IDPs for adequate housing, as well as livelihood opportunities.

8. **Continued leadership and engagement of national and local government units, communities, civil society, the private sector and humanitarian agencies are needed to effectively address the challenges posed by the Philippines' risk and vulnerability to natural disasters**

The continued leadership and engagement of national and local government units, communities, civil society, private sector and international humanitarian agencies are needed to continue addressing the challenges posed by natural disasters in the Philippines. Restoring livelihoods and strengthening community-

based disaster risk reduction should be included throughout the humanitarian response cycle.

The national government and humanitarian agencies should also support and increase the local government units' capacity in the following areas:

(a) Identifying, assessing and monitoring disaster risks and enhancing early warning;
(b) Using knowledge, innovation and education to build a culture of safety and resilience at all levels; and
(c) Reducing the underlying risk factors and strengthening disaster preparedness for effective response at all levels.

Introduction

According to the Government of the Philippines' raw statistics, the country's typhoons are getting stronger. Since 1947, the combination of warm ocean waters, low-lying coasts and poverty has made the country highly vulnerable to natural disasters and the impact of climate change.[1] The Philippines was ranked the second most vulnerable country to natural disasters in the latest United Nations World Risk Report.[2]

Three days before Typhoon Haiyan made landfall, the Government of the Philippines prepared by pre-positioning relief goods, deploying first responders and setting up evacuation centres for affected families.[3] However, the typhoon's magnitude was unexpected and caused massive destruction. The typhoon left 6,300 dead, affected 16,078,181 individuals and resulted in the displacement of 4.4 million people.[4] It significantly increased physical, social and economic insecurity of vulnerable populations, especially those left displaced.

Traffickers often prey on post-calamity populations when the breakdown of law, safety networks and the economy fuels

[1] J. Vidal and D. Carrington, "Is climate change to blame for Typhoon Haiyan?" *The Guardian*, 13 November 2013. Available from www.theguardian.com/world/2013/nov/12/typhoon-haiyan-climate-change-blame-philippines

[2] United Nations University-Institute for Environment and Human Security (UNU-EHS), *World Risk Report 2014* (UNU-EHS, Bonn, Germany). Available from http://i.unu.edu/media/ehs.unu.edu/news/4070/11895.pdf

[3] Government of the Philippines, *Typhoon Yolanda: A Year Later*. Available from www.gov.ph/crisis-response/updates-typhoon-yolanda/ (accessed 16 April 2015).

[4] National Risk Reduction and Management Council (NDRRMC), NDRRMC Update: Updates re: the Effects of Typhoon Yolanda (Haiyan). Available from www.ndrrmc.gov.ph/attachments/article/1329/Update_on_Effects_Typhoon_YOLANDA_(Haiyan)_17APR2014.pdf (accessed 16 April 2015).

desperation among the most vulnerable. In the aftermath of a disaster, there is often a decline in food sources and income, and as a result, people are no longer able to meet their basic needs. Some adopt coping strategies that are damaging to their long-term livelihoods, assets and dignity.[5]

In the wake of Typhoon Haiyan, the Government of the Philippines launched a strategic blueprint for reconstruction, the Reconstruction Assistance on Yolanda (RAY) and, with the support of the international community, began to rebuild critical infrastructure, restore livelihoods and provide protection to vulnerable populations.[6] In coordination and collaboration with the government and other humanitarian agencies, the International Organization for Migration (IOM) and International Labour Organization (ILO) supported the Government of the Philippines and the communities devastated by the typhoon.

This report evaluates if and how ILO and IOM's livelihood initiatives assisted populations vulnerable to human trafficking and illegal recruitment in Typhoon Haiyan-affected areas. The study had the following objectives:

(a) Contribute to efforts in reducing vulnerabilities of workers to human trafficking and illegal recruitment in post-calamity situations;
(b) Investigate reports of human trafficking and illegal recruitment in Haiyan-affected communities;

[5] United Nations Environment Programme (UNEP), *Women at the frontline of climate change: Gender risks and hopes*. A rapid response assessment (UNEP, GRID-Arendal, Birkel and Trykkeri AS, Norway, 2011). Available from www.unep.org/pdf/rra_gender_screen.pdf

[6] Government of the Philippines, Yolanda rehabilitation and recovery efforts, consolidated as of 28 July 2014. Available from http://president.gov.ph/wp-content/uploads/2014/08/Revised-DraftYolanda-Rehab-Briefer-as-of-1-Aug-2014-w-status-report.pdf (accessed 7 April 2015).

(c) Assess the impact of IOM and ILO livelihood activities in reducing vulnerabilities to human trafficking, illegal recruitment and labour exploitation;
(d) Raise awareness of relevant stakeholders on the risks of human trafficking and illegal recruitment in post-disaster settings; and
(e) Provide recommendations for improving livelihood interventions and combating human trafficking and illegal recruitment in disaster settings.

Key methodology

The joint IOM and ILO study was conducted during a four-month period using a combination of qualitative and quantitative data. The analysis was based on responses to questionnaires administered between April and June 2015. Interviews were conducted in Manila and the following Haiyan-affected areas: Northern Cebu, Ormoc, Tacloban and Eastern Samar. In total, 169 households devastated by Typhoon Haiyan and beneficiaries of IOM and/or ILO's livelihood programmes, as well as 35 key staff, government and non-governmental organization (NGO) partners were interviewed. The graphs below provide detailed demographic information. Figure 1 indicates that 52 per cent of participants were female, while figure 2 reveals that 66 per cent of households have five or more persons.

Figure 1: Gender breakdown

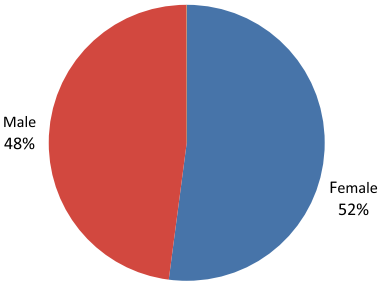
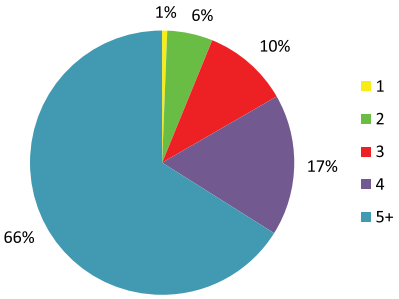


Figure 2: Household size



IOM and ILO shared report findings with relevant stakeholders and partners from the government, United Nations (UN) agencies and NGOs. Their comments and recommendations have been incorporated into the relevant sections of the report.

The study included the following methodology instruments:

(a) Desk research assessing the following:

(i) human trafficking, illegal recruitment and labour exploitation in the Philippines;

(ii) international and domestic laws on human trafficking, illegal recruitment and labour exploitation;

(iii) human trafficking, illegal recruitment and labour exploitation post-disaster;

(iv) eview of the cash-for-work (CfW) modality andr ILO's livelihood approach; (v) livelihoods and protection issues in the Philippines, with particular focus on Central and Eastern Visayas; and (vi) examination of project documentation (reports, evaluation and protocols).

(b) Preparation and drafting of two in-depth questionnaires:

(i) beneficiary questionnaire included the following:
  (1) basic demographic questions (age, gender, household role and household size);
  (2) pre- and post-Haiyan income and livelihoods;
  (3) type and extent of assistance provided during Haiyan, impact of IOM and/or livelihood responses and protection concerns regarding human trafficking, illegal recruitment and labour exploitation; and a

(ii) semi-structured key informant questionnaire about human trafficking in Haiyan-affected programmes, the impact of livelihood activities and the success and challenges of operating during and post-Haiyan.

This report aims to understand the human trafficking situation in Haiyan-affected areas and the impact of livelihood activities on reducing the vulnerabilities of Haiyan-affected persons through the following:

(a) evaluating relevant international legal instruments and Philippine laws on human trafficking, illegal recruitment and labour exploitation;
(b) analysing survey results; and
(c) providing specific recommendations on steps that should be taken by national and international actors to combat human trafficking and illegal recruitment and strengthen vulnerable households livelihood options.

Limitations of the study

Many interviews were conducted in Haiyan-affected areas, but given the vast scope of the research and the short time available, it was not possible to interview some agencies and individuals within the study's time frame.

1. Combating human trafficking, illegal recruitment and labour exploitation: The international and domestic legal frameworks

The Philippines is a party to all of the fundamental United Nations' human rights covenants and conventions. The country ratified the United Nations Convention against Transnational Organized Crimes and its human trafficking protocol in 2002.[7] It has also ratified 34 ILO Conventions, including ILO's Forced Labour Convention No. 29 and its protocol.[8]

The commitment to combating human trafficking and illegal recruitment is also evident in the Philippine Constitution, which has embedded these rights in its domestic laws. The key domestic legal instruments are the Migrant Workers and Overseas Filipinos Act of 1995 Republic Act (RA) No 8042 (amended by RA 10022), 2003 Anti-Trafficking in Persons Act and RA 9208 (expanded in RA 10364).[9]

[7] United Nations Office on Drugs and Crime (UNODC), Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. Available from www.unodc.org/unodc/en/treaties/CTOC/countrylist-traffickingprotocol.html (accessed 15 June 2015).

[8] ILO, Ratifications for the Philippines. Available from www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:102970 (accessed 15 July 2015).

[9] Government of the Philippines, Omnibus Rules and Regulations Implementing the Migrant Workers and Overseas Filipinos Act of 1995, amended by Republic Act No. 10022, 8 July 2010. Available from www.gov.ph/2010/07/08/omnibus-rules-and-regulations-implementing-the-migrant-workers-and-overseas-filipinos-act-of-1995-as-amended-by-republic-act-no-10022/. Republic Act No. 10364, An Act Expanding Republic Act No. 9208, entitled "An act to institute policies to eliminate trafficking in persons especially women and children, establishing the necessary institutional mechanisms for the protection and support of trafficked persons, providing penalties for its violations and for other purposes, sec. 2. Available from www.lawphil.net/statutes/repacts/ra2013/ra_10364_2013.html

1.1 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime

The United Nations Convention against Transnational Organized Crime (UNTOC) is the main international legal instrument in place to combat transnational crimes. In 2000, the Convention was supplemented by the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (hereafter the Palermo Protocol). The Palermo Protocol entered into force on 29 September 2003 and recognizes that every nation has a duty to respect human rights and combat trafficking in persons. It criminalizes human trafficking and promotes collaboration between governments, NGOs and civil society organizations.[10] The Protocol, operating under a forced migration paradigm, also recognizes the role of poverty, underdevelopment and lack of equal opportunity in fostering an environment where human trafficking is able to thrive.

The Palermo Protocol provides the international definition of human trafficking. It has three main elements: the action of trafficking, means of trafficking and purpose of trafficking. The action of trafficking is defined as the recruitment, transportation, transfer, harbouring or receipt of persons through force or the threat of force or other forcible means. The "act" must be for the purpose of exploitation, which includes various forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude and the removal of organs.[11] The purpose of trafficking is always exploitation.

[10] Articles 5–6 in: UNODC, *United Nations Convention Against Transnational Organized Crime and the Protocols Thereto* (UNODC, Vienna, 2004). Available from www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf

[11] Ibid., art. 3.

Adults engaged in a commercial sex act, such as prostitution, as the result of force, threats of force, fraud, coercion or a combination of these means, are victims of human trafficking. Where consent is obtained through the means mentioned above, the adult's consent to participate in prostitution is not legally determinative. He or she is considered a victim if held in service through psychological manipulation or physical force. They qualify for benefits and protections outlined in the Palermo Protocol and relevant domestic laws.[12]

Where children are concerned, the Palermo Protocol has a different legal standard. In cases involving children (that is, under 18 years of age), the Protocol only requires that the elements of action and purpose be met. Children are victims of human trafficking if they are recruited, enticed, harboured, transported, obtained or maintained for the purpose of exploitation.[13]

Labour trafficking also includes the same actions, means and purpose as sex trafficking. The forced labour category is broad and includes the trafficking of persons in manufacturing, cleaning, construction, textile production, catering and domestic servitude. Victims of labour trafficking are recruited, harboured, transported or obtained through force or physical threat, abuse, deception or other coercive means to compel them to work. If they have been compelled through these various tactics, their previous consent to work is also legally irrelevant.[14]

[12] UNODC, *The role of 'consent' in the Trafficking in Persons Protocol* (UNODC, Vienna, 2014). Available from www.unodc.org/documents/human-trafficking/2014/UNODC_2014_Issue_Paper_Consent.pdf (accessed 2 June 2015).

[13] "The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph article (a) of this article [i.e. by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception…]." Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, art.3(c).

[14] UNODC, *Factsheet on Human Trafficking*. Available from www.unodc.org/documents/human-trafficking/UNVTF_fs_HT_EN.pdf (accessed 5 May 2015).

Human trafficking has many faces and can include but does not require movement. A person is a victim of trafficking even if he/she is born in a state of servitude.[15] The complex phenomenon takes many different forms, but it is largely characterized by the traffickers' goal to exploit and enslave the victims for the profit gained from forced labour and sex trafficking.[16]

1.2 ILO's Forced Labour Convention No. 29

Human trafficking is the largest manifestation of slavery today. It is estimated that forced labour is a USD 150 billion industry worldwide.[17] The ILO estimates that there are 20.9 million victims of human trafficking globally, including 5.5 million children. About 55 per cent are women and girls.[18]

In Article 2(1) of the ILO Convention No. 29 concerning Forced or Compulsory Labour of 1930, "forced or compulsory labour" is defined as "all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily".[19] It can occur where work is forced upon people by State authorities, private enterprises or individuals.[20] In 2014, the International Labour Conference adopted the Protocol to the Forced Labour Convention to complement ILO Convention No. 29 and strengthen global efforts to eliminate

[15] Ibid.

[16] Ibid.

[17] ILO, *Profits and Poverty: The economics of forced labour*. Available from www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_243391.pdf

[18] ILO, "New Global Estimate of Forced Labour: 20.9 million victims", 1 June 2012. Available from www.ilo.org/global/topics/forced-labour/news/WCMS_182109/lang--en/index.htm

[19] ILO, C029 – Forced Labour Convention, 1930 (No. 29), *Convention concerning Forced or Compulsory Labour*. Available from www.ilo.org/global/topics/forced-labour/news/WCMS_182109/lang--en/index.htm

[20] ILO, Questions and answers on forced labour. Available from www.ilo.org/global/about-the-ilo/newsroom/comment-analysis/WCMS_181922/lang--en/index.htm

forced labour. The Protocol takes a more comprehensive approach to forced labour by focusing on prevention, protection and remedy issues that were not addressed by the Convention in 1930. The Protocol also aims to abolish human trafficking that results in forced labour.[21]

1.3 Illegal recruitment: The Migrant Workers and Overseas Filipinos Act of 1995

The Government of the Philippines enacted RA 8042 in 1995 (amended by RA 10022 in 2012) to safeguard workers' rights and eliminate illegal recruitment. The Act regulates overseas employment by deploying overseas Filipino workers only to countries where the rights of Filipino migrant workers are protected.[22] The main measures established to promote and protect the fundamental rights of migrant workers are labour laws and bilateral agreements or arrangements with the host/destination government that protect the rights of overseas Filipino workers.[23]

The law defines illegal recruitment broadly and includes a range of actions taken by a non-licensee to recruit workers illegally. This includes canvassing, enlisting, contracting, transporting, utilizing, hiring, procuring workers, promising or advertising for employment abroad.[24] These tactics are usually undertaken by individuals who lack the authority to facilitate overseas employment.

[21] ILO, Protocol to the Forced Labour Convention, 1930. Adopted by the International Labour Conference at its 103rd Session, Geneva, 11 June 2014. Record of proceedings, 3 July 2014. Available from www.ilo.org/ilc/ILCSessions/103/reports/committee-reports/WCMS_248900/lang--en/index.htm

[22] Republic Act No. 8042 (amended by RA 10022), The Migrant and Overseas Filipinos Act of 1995. Available from www.gov.ph/2010/07/08/omnibus-rules-and-regulations-implementing-the-migrant-workers-and-overseas-filipinos-act-of-1995-as-amended-by-republic-act-no-10022/

[23] Ibid.

[24] See RA 10022, sec. 1.

Illegal recruiters prey on the individuals who are desperate, lack knowledge and/or tempted by the possibility of earning more money abroad. They charge fees that are higher than those prescribed by the Secretary of Labor and Employment and furnish false documents to make the false advertisement or job appear legitimate.[25]

1.4 An Act to Institute Policies to Eliminate Trafficking in Persons Especially Women and Children, Establishing the Necessary Intuitional Mechanisms for the Protection and Support of Trafficked Persons, Providing Penalties for its Violation and for Other Persons

The Government of the Philippines adopted an anti-trafficking law to address the high incidents of domestic and cross-border human trafficking.[26] The law has four main objectives:

(a) prevent human trafficking;
(b) prosecute traffickers;
(c) protect victims; and
(d) establish partnership with relevant agencies, as well as NGOs.[27] The law also seeks to promote human dignity and eliminate trafficking in person through the development of programmes that help ensure the recovery, rehabilitation and reintegration of human trafficking victims.[28]

[25] Ibid.
[26] US Department of State, *2015 Trafficking in Persons Report*. Available from www.state.gov/documents/organization/243561.pdf (accessed 30 July 2015).
[27] Republic Act No. 10634, An Act Expanding Republic Act No. 9208, entitled "An Act to institute policies to eliminate trafficking in persons especially women and children, establishing the necessary institutional mechanisms for the protection and support of trafficked persons, providing penalties for its violations and for other purposes", sec. 2. Available from www.lawphil.net/statutes/repacts/ra2013/ra_10364_2013.html
[28] Ibid.

The 2003 Anti-Trafficking in Persons Act(RA No. 9208) expanded in RA 10364 in 2012, established the Inter-Agency Council Against Trafficking (IACAT) under the Department of Justice (DOJ).[29] IACAT plays a critical role in monitoring human trafficking and increasing awareness through trainings and seminars on the expanded anti-trafficking law. The act also empowers IACAT to work with other agencies, maintain a database on human trafficking and share data with relevant stakeholders.[30]

The domestic law follows the general definitions of the Palermo Protocol. It specifies the "act" as the recruitment, obtaining, hiring, providing, offering, transportation, transfer, maintain, harbouring or receipt of persons. The methods used to lure the victims include threat, use of force, coercion, abduction, fraud, deception, abuse of power, giving or receiving of payments and/or benefits to achieve consent.[31] The purpose, as is the case in the Palermo Protocol, is the exploitation of the victim.[32] This takes on various forms, such as sexual exploitation, forced labour and removal or sale of organs.

In its definition of consent, RA 10364 is broader than the Palermo Protocol, as it deems consent irrelevant not only in cases involving child victims of human trafficking but persons over 18 who are disabled and unable to exercise full agency. This means the burden of proof is also lower for adults who are "unable to fully take

[29] See RA 10364, sec. 21.

[30] Ibid.

[31] "Trafficking in Persons – refers to the recruitment, obtaining, hiring, providing, offering, transportation, transfer, maintaining, harboring, or receipt of persons with or without the victim's consent or knowledge, within or across national borders by means of threat, or use of force, or other forms of coercion, abduction, fraud, deception, abuse of power or of position, taking advantage of the vulnerability of the person, or, the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation which includes at a minimum, the exploitation or the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery, servitude or the removal or sale of organs."

[32] See RA 10364, sec. 3.

care of or protect himself/herself from abuse, neglect, cruelty, exploitation, or discrimination because of the a physical or mental disability".[33] Children and the disabled (mentally or physically) are only required to prove that an action was taken for the purpose of exploitation.

[33] Section 3(b) of the Act: "Child refers to a person below eighteen (18) years of age or one who is over eighteen (18) but is unable to take care of or protect himself/herself from abuse, neglect, cruelty, exploitation, or discrimination because of a physical or mental disability or condition."

2. Human trafficking post-calamity

2.1 The link between human trafficking and natural disasters

2.1.1 Intersecting vulnerabilities: Systemic inequalities and exposure to natural disasters

There is increasing awareness and recognition that natural disasters threaten sustainability, poverty reduction and the achievement of the Sustainable Development Goals (SDGs).[34] However, natural disasters do not affect everyone equally.[35] The risks – a combination of hazard, vulnerability and exposure – are not evenly distributed.[36]

Inequalities in exposure and sensitivity to risk, as well as inequalities in access to resources, capabilities and opportunities, systematically disadvantage certain groups. This renders them more vulnerable to the impact of natural disasters.[37] The risk of displacement is greater for individuals living in areas with high

[34] United Nations Office for Disaster Risk Reduction (UNISDR), Sustainable Development. Available from www.unisdr.org/we/advocate/sustainable-development (accessed 27 July 2015).

[35] M. Masozera, M. Bailey and C. Kerchner (2006), "Distribution of impacts of natural disasters across income groups: A case study of New Orleans", *Ecological Economics*, 63:299–306.

[36] W. Kaelin, *Discussion Paper on the Relationship between Climate Change and Human Mobility*, 27 April 2015. Available from http://unfccc.int/files/science/workstreams/the_2013-2015_review/application/pdf/cvf_submission_annex_3_migration.pdf

[37] E. Neumayer, and T. Plümper (2007), "The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981–2002", *Annals of the Association of American Geographers*, 97(3):551–566.

exposure to natural disasters with few resources, such as poor fisherfolk living on the coasts and small farmers, who solely depend on the land for survival, are the most vulnerable.[38] They are less likely to afford housing that withstands seismic activity. They often live in flood plains and storm-prone areas, as well as on unstable slopes and coastal areas that are vulnerable to landslides.[39]

Many of the world's vulnerable have limited or no access to education and lack the financial resources to overcome the adverse impacts of natural disasters.[40] Poor households own fewer productive assets and are primarily dependent on their own labour to meet their livelihoods needs. Such risk profiles means that the poor have fewer options to cope with risks and recover. Their loss of household members, income, harvest and household facilities for cooking forces them further into the traps of poverty.[41] Unlike resilient households who are able to recover from natural disaster or other shocks and stresses, the poor fall deeper into poverty and vulnerability.[42]

Vulnerability cannot be generalized and requires context, but there are some general trends that can be surmised from prior disasters and the broader understanding about the factors that contribute to vulnerability. Disasters, such as the 2004 Indian Ocean tsunami, 2010 Haiti earthquake and Super Typhoon Haiyan in 2013, cause serious disruption and destruction of safety networks and systems, resulting in the loss of the minimal buffer

[38] Ibid.
[39] Ibid.
[40] UNEP (2011).
[41] ILO, *Selected Issues Papers: Crises Women and Other Gender Concerns* (InFocus Programme on Crisis Response and Reconstruction, ILO, Geneva, 2002). Available from www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_crisis/documents/publication/wcms_116394.pdf
[42] K. Pasteur, *From Vulnerability to Resilience: A framework for analysis and action to build community resilience* (Practical Action Publishing, Warwickshire, United Kingdom, 2011). Available from https://practicalaction.org/media/download/9654 (accessed 23 July 2015).

the existing poor relies on for survival.[43] Some poor households respond by engaging in harmful coping strategies, such as reducing consumption and expenditures on food, health and education.[44] Negative coping strategies not only impact the child, parents and siblings in the short-term (that is, in the aftermath of disaster) but have long-term adverse effects on their income streams and human development.

2.1.2 Human trafficking and vulnerability

Human trafficking requires an understanding of how vulnerability intersects with demand. The United Nations Office for Disaster Risk Reduction (UNISDR) defines vulnerability as the conditions determined by social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards.[45] When used in the context of trafficking, vulnerability is "typically used to refer to those inherent, environmental or contextual factors that increase the susceptibility of an individual or group to being trafficked".[46]

[43] W. Donner and H. Rodríguez, "Disaster Risk and Vulnerability: The Role and Impact of Population and Society", Population Reference Bureau, January 2011. Available from www.prb.org/Publications/Articles/2011/disaster-risk.aspx. See also R.K. Larsen, F. Miller and F. Thomalla, *Vulnerability in the context of post 2004 Indian Ocean Tsunami recovery: Lessons for building more resilient coastal communities* (Stockholm Environment Institute, Stockholm, Sweden, 2008). Available from www.sei-international.org/mediamanager/documents/Publications/SEI-WorkingPaper-Larsen-VulnerabilityPost2004IndianOceanTsunamiRecovery-2008.pdf. See also Human Rights Center, University of California, Berkeley, A*fter the Tsunami Human Rights of Vulnerable Populations* (Human Rights Center, University of California, Berkeley, East-West Center, 2005). Available from www.law.berkeley.edu/files/tsunami_full.pdf

[44] World Bank, *A Guide to the Analysis of Risk, Vulnerability and Vulnerable Groups* (World Bank, Washington, D.C., 2004). Available from http://siteresources.worldbank.org/INTSRM/Publications/20316319/RVA.pdf. See also Larsen, Miller and Thomalla (2008).

[45] See UNISDR, Terminology. Available from www.unisdr.org/we/inform/terminology (accessed 26 May 2015).

[46] UNODC, *Abuse of a position of vulnerability and other "means" with the definition of trafficking in persons*, Issue paper (UNODC, New York, 2013). Available from www.unodc.org/documents/human-trafficking/2012/UNODC_2012_Issue_Paper_-_Abuse_of_a_Position_of_Vulnerability.pdf

The vulnerability approach provides insight into how disaster can increase physical and economic insecurity for the most vulnerable individuals in society and make them susceptible to promises by traffickers.[47] Typhoons, floods, drought and other climate-related disasters disrupt local social safety nets, leaving women and children unaccompanied, separated or orphaned. In search of opportunities to improve their social, economic and political situations, but lacking information or access to legitimate migration, some become vulnerable to human trafficking and other forms of exploitation.[48]

Human trafficking is a multidimensional issue that is exacerbated by many factors, including gender-based violence (GBV), poverty, natural disasters and disparities in political participation and economic opportunities. Victims are driven to take desperate measures due to conditions that make it difficult to survive at home.[49] These factors increase vulnerability, create or maintain demand for cheap labour or services and produce an environment where traffickers can thrive.[50] Sheer desperation, thus, increases human trafficking as workers with very few options take greater risks to support themselves and their families while employers seek ever-cheaper sources of labour.[51]

Traffickers view post-disaster situations as opportunities to recruit and exploit vulnerable persons.[52] The most vulnerable segments in society are people who lack power and status in society,

[47] Ibid.
[48] UNEP (2011).
[49] J. Chuang (2006), "Beyond a Snapshot: Preventing Human Trafficking in the Global Economy", *Journal of Global Studies*, 13(1): 137–163.
[50] See A.T. Gallagher, *The International Law of Human Trafficking*, (New York: Cambridge University Press, 2010), p. 415.
[51] Chuang (2006), p. 138.
[52] IOM, *Crisis Situations are Laboratories for Human Traffickers*, by IOM Director General William Lacy Swing, 30 July 2015. Available from www.iom.int/oped/crisis-situations-are-laboratories-human-traffickers

such as women, children, migrants, refugees and the internally displaced.[53] Though the elderly, disabled and the infirm are also vulnerable populations, they are not sought out by traffickers. Demand is contingent upon assessment by traffickers about which group of persons can bring in the most value and profits.[54]

Conflict, disaster and violation of human rights all contribute to increasing the vulnerability of individuals and groups to trafficking and related exploitation.[55] Trafficking has numerous push and pull factors, but the most common is the abuse of the inherent vulnerability of victims and violation of their fundamental rights.[56] Children are vulnerable to the demands and expectations of those in authority. They are unable to protect themselves if the guardian decides that they will be trafficked to benefit their family unit. In such difficult times, parents view their children as assets to employ in order to maintain the stability of the households. Some children, especially female family members, are considered more expendable than boys. Women are also vulnerable to human trafficking because their exclusion from mainstream economic and social systems (that is, employment, higher education and legal, as well as political parity), forces them into negative survival strategies. Women make up the majority of the world's economically poor but have unequal responsibility for household security and rely on natural resources for their livelihoods.[57] Internally displaced persons (IDPs) are also vulnerable to human trafficking post disaster, often well after the emergency phase of

[53] S. Sadeka et al., "Livelihood Vulnerability due to Disaster: Strategies for Building Disaster Resilient Livelihood", Presented at the 2nd International Conference on Agricultural, Environment and Biological Sciences, 17–18 December 2013, Pattaya, Thailand. Available from http://psrcentre.org/images/extraimages/21%201213086.pdf

[54] Ibid.

[55] Gallagher (2010), p. 281.

[56] Ibid.

[57] Office of the United Nations High Commissioner for Refugees (UNHCR), Next Steps: New dynamics of displacement. Available from www.un.org/en/globalissues/briefingpapers/refugees/nextsteps.html (accessed 20 August 2015).

a disaster has subsided due to weakened or destroyed safety nets and protection mechanisms. These unique challenges make them more susceptible to trafficking and exploitation.[58]

2.2 The impact of Typhoon Haiyan on livelihoods

When Haiyan struck, about 6 million Filipino workers were affected, 2.6 million of which were already in vulnerable employment and living near or at the poverty line.[59] The agricultural and fishing industries, which employ the most vulnerable segments of society, were destroyed in the Visayas. Hundreds of thousands of hectares of rice were destroyed. Coconut plantations, the source of one of the four main export items for the Philippines, were completely devastated. Fishing communities were also severely affected, as the storm damaged or totally destroyed boats and gear. An estimated 21,000 fisher families lost fishing capacity due to damaged or lost boats.[60]

Prior to the typhoon, Region VII (especially Northern Cebu and Negros Oriental) and Region VIII (Samar and Leyte) had the largest population of individuals who were unable to meet their economic and social needs.[61] The poverty rates were close to 40 per cent before the typhoon, and an estimated 32 per cent of people were considered landless and living under the constant threat of

[58] Ibid.

[59] ILO Philippines, "DSWD, ILO partner for sustainable livelihood", 9 March 2015, Manila, Philippines, Press release. Available from www.ilo.org/manila/public/newsitems/WCMS_349658/lang--en/index.htm

[60] Office for the Coordination of Humanitarian Affairs (OCHA) and UNEP, *Typhoon Haiyan (Yolanda) Philippines: Environmental Situational Review*, 14 January 2014. Available from http://reliefweb.int/sites/reliefweb.int/files/resources/Philippines%20Haiyan%20Environmental%20Situational%20Overview%2014-1-14.pdf

[61] Republic of the Philippines, National Statistical Coordination Board, "Poverty Statistics". Available from www.nscb.gov.ph/ru8/poverty/Region8_Poverty_Incidence_2009/Municipal_Poverty_Incidence_Region8.htm (accessed 2 June 2015).

eviction in hazard-prone coastal areas.[62] These existing vulnerabilities, together with Typhoon Haiyan, left people struggling to grow food and earn income. It triggered outmigration, especially during the first few weeks after the typhoon struck. Interviews at transport hubs revealed that people left due to their lack of access to basic services and the emotional distress.[63] The majority of those who outmigrated have returned to their regional cities, but many are still displaced.[64]

2.3 Human trafficking, illegal recruitment and labour exploitation in the Philippines

2.3.1 Illegal recruitment

Illegal recruiters, unlicensed recruitment agencies and unscrupulous licensed agencies take advantage of disaster victims. The potential for false information and exploitation is high when the formal channels for overseas employment are bypassed.[65]

[62] Republic of the Philippines, National Statistical Coordination Board, *2012 Full Year Official Poverty Statistics of the Philippines* (National Statistical Coordination Board, Makati City, Philippines, 2013). Available from www.nscb.gov.ph/poverty/data/fullterm2012/Report%20on%20the%202012%20Full%20Year%20Poverty%20Statistics.pdf. See also Oxfam, Beyond Safe Land: Why security of land tenure is crucial for the Philippines' post-Haiyan recovery, Joint agency briefing paper (Oxfam International, August 2014). Available from www.oxfam.org/sites/www.oxfam.org/files/file_attachments/bp-beyond-safe-land-security-tenure-philippines-110814-en.pdf

[63] Internal Displacement Monitoring Centre (IDMC) and IOM (2014), *The Evolving Picture of Displacement in the Wake of Typhoon Haiyan: An Evidence-based Overview*. Available from www.iom.int/files/live/sites/iom/files/Country/docs/The-Evolving-Picture-of-Displacement-in-the-Wake-of-Typhoon-Haiyan.pdf

[64] Brookings and IOM, *Resolving Post-Disaster Displacement: Insights from the Philippines after Typhoon Haiyan (Yolanda)* (Brookings and IOM, 2015). Available from www.brookings.edu/~/media/research/files/reports/2015/06/15-philippines-typhoon-haiyan-displacement-solutions/resolving-postdisaster-displacementinsights-from-the-philippines-after-typhoon-haiyan-june-2015.pdf

[65] M. Latonero, B. Wex and M. Dank, Technology and Labor Trafficking in a Network Society: General Overview, Emerging Innovations, and Philippines Case Study (Center for Communication Leadership and Policy, University of Southern California, 2015). Available from https://communicationleadership.usc.edu/files/2015/10/USC_Tech-and-Labor-Trafficking_Feb2015.pdf

Desperate individuals looking to expedite overseas employment face an increased risk of exploitation due to their lack of knowledge about the recruitment process and limited domestic employment opportunities.

One of the tactics illegal recruiters use to deceive vulnerable persons includes organizing a pre-departure orientation to make the contract appear legitimate. A job-seeker might even sign a contract under the informal process. These ploys appear legitimate, even though the recruiters or agencies are not licensed by the Philippine Overseas Employment Administration (POEA).[66]

2.3.2 Human trafficking

Since 2011, the Philippines has been classified as a tier 2 country in the US State Department's Trafficking in Persons Report because it has not fully complied with the Trafficking Victims Protection Act's minimum standards for the elimination of trafficking but is making significant efforts to do so. In the 2014 Global Slavery Index list of countries by absolute estimates of modern slavery (from highest to lowest), the Philippines is at the 19th position, with 261,200 estimated people.[67]

The country is a primarily a source and transit country and to a lesser extent, a destination country for men, women and children subjected to sex and labour trafficking. Large urban cities, such as Cebu and Manila, are destinations for internal human trafficking, while victims trafficked across international borders are primarily transported to neighbouring Asian countries or the Middle East.[68] Human trafficking was prevalent in the Visayas Region before

[66] POEA, Government of the Philippines, All about illegal recruitment. Available from www.poea.gov.ph/air/air.htm (accessed 22 June 2015).

[67] Walk Free Foundation, *The Global Slavery Index* (Hope for Children Organization, Australia, 2014). Available from http://d3mj66ag90b5fy.cloudfront.net/wp-content/uploads/2014/11/Global_Slavery_Index_2014_final_lowres.pdf

[68] US Department of State, 2015 Trafficking in Persons Report. Available from www.state.gov/documents/organization/243561.pdf (accessed 30 July 2015).

Typhoon Haiyan. However, key government informants and NGOs stated that there was increased reporting after the disaster in 2013.[69] The data collected by the Department of Social Welfare and Development (DSWD), Philippine National Police (PNP) and IACAT varies, as DSWD documents all reported cases, while PNP collects data on filed cases, and IACAT focuses on conviction (see table below). However, the government data does seem to suggest increased report in 2013 and 2015 and increased conviction in 2014.

PH government data on human trafficking, 2013-2015."

Region VII and VIII	DSWD reported cases*	PNP filed cases**	IACAT convictions***
2013	292		5
2014	172		12
2015	199	89	2

Notes: * This information is not published yet and was shared by DSWD staff.

** This information is not published yet and was shared with IOM's counter-trafficking staff during a bilateral meeting.

*** IACAT, *Statistics* (as of 2 September 2015), 15 September 2015. Available from www.iacat.net/index.php/human-trafficking-related-statistics

During the first two weeks after the disaster, IOM and the Office of the United Nations High Commissioner for Refugees (UNHCR) assisted the DSWD to set up and monitor migration outflow desks (MODs). These key checkpoints were created in sea, air and road points to screen and provide assistance to individuals fleeing devastated areas. In the immediate aftermath of Typhoon Haiyan, there were about 6,000 people arriving in Cebu and 800 people at the Manila airport every 48 hours, the majority of whom were coming from Tacloban.[70]

The loss of loved ones, shelter and livelihoods increased people's vulnerability to traffickers, who targeted impoverished

[69] Interviews in Manila, Cebu, Ormoc and Tacloban, April–June 2015.

[70] See IDMC and IOM (2014). See also www.usaid.gov/sites/default/files/documents/1866/11.25.13_USAID-DCHATyphoonYolandaHaiyan_FactSheet12.pdf

communities. Forced displacement after Haiyan weakened or destroyed households' protection mechanisms, many of which act as buffer against human trafficking and illegal recruitment.[71]

According to the most recent *Trafficking in Persons Report*, there are an estimated 10 million Filipino men, women and children living in exploitative and abusive working and living conditions.[72] Many are not remunerated for their work and are exploited in factories, construction sites, fishing vessels, agricultural plantations, shipping industries, domestic work and other service sectors. They are physically and sexually abused and threatened, and their movements are severely restricted.[73] The prevalence and types of human trafficking cases in Region VII and VIII are discussed in further detail below.

2.3.2.1 Region VIII

There are documented cases of women and girls from Leyte and Samar recruited to work as waitresses in karaoke bars in Manila and Cebu but are then coerced into sex trafficking. In some of the reported cases, the bar owner facilitates or abets trafficking in persons.[74]

One of the first reported cases of attempted human trafficking occurred a few days after the typhoon hit. A 16-year-old girl travelling with two adult men was stopped at the port in Ormoc by the MOD. At that time, there were many departures due to the provision of free flights. The minor disclosed that the two men had approached her and offered to accompany her to Manila.[75]

[71] UNHCR, Handbook for the Protection of Internally Displaced Persons, Action Sheet 7. Available from www.unhcr.org/4794b4322.pdf

[72] US Department of State, *2015 Trafficking in Persons Report*. Available from www.state.gov/documents/organization/243561.pdf (accessed 30 July 2015).

[73] Ibid.

[74] Interview, Cebu, April 2015.

[75] Interview, Tacloban, May 2015.

She was taken into a shelter, and the traffickers were taken into custody on charges of attempted trafficking.

According to a representative from the PNP in Ormoc, the police task force has rescued victims from urban and rural areas; most were female.[76] Ormoc is a transit point for traffickers. It has nine seaports and numerous daily schedules to Cebu (slow and fast boats, as well as private boats), ships to Manila and bus terminals to Mindanao or Bohol.[77]

Interviews with government and local NGOs in Region VII and VIII reveal a growing concern about lesbian gay bisexual and transgender (LGBT) youth. The number of LGBT youth sexually exploited is more prevalent in large cities such as Cebu, but there are also some reported cases in Tacloban city. One of the high-profile sex trafficking cases in Tacloban involved a male perpetrator who lured 11 male youths by promising housing and education.[78] In Tacloban, this is the largest known number of victims by one trafficker.[79]

Child labour and exploitation is also common practice in various areas in the Philippines, especially Region VIII. According to the Philippine Statistics Authority, there are approximately 2.9 million working children, 2.1 million of whom are child labourers in the informal sector.[80] They are exposed to hazardous environments in industries, such as fishing, agriculture, domestic service and especially sugar plantations.

[76] Interview, Ormoc, June 2015.
[77] Ibid.
[78] Ibid.
[79] Interview, Tacloban, June 2015.
[80] Philippine Statistics Authority, Government of the Philippines, "The number of working children 5 to 17 years old is estimated at 5.5 million (Preliminary Results of the 2011 Survey on Children)", 18 July 2012. Available from http://web0.psa.gov.ph/content/number-working-children-5-17-years-old-estimated-55-million-preliminary-results-2011-survey

The number of working children increased after Haiyan. In 2014, the Child Protection Working Group and Global Education Cluster launched a joint child protection assessment in Haiyan-affected areas. Out of 112 randomly barangays in Region VI and VIII, 39 per cent reported an increase in children involved in harsh and dangerous labour. A higher percentage of barangays reported this increase in Region VIII (44% of Region VIII barangays) than Region VI (27%), and in displacement areas (47%) than non-IDP barangays.[81]

Child labourers between the ages of 15 and 17 in Ormoc, most of whom started working at the age of 9, revealed some of the challenges of working in sugar plantations.[82] They attend school but are absent during planting season or if they are required to fill in for a sick family member. They work from 6:00 a.m. until 7:00 p.m. carrying sugar cane, planting, spraying chemicals, putting fertilizer and pulling out weeds. During focus group discussions, they disclosed the hazards of working in sugar plantations, such as heat-related illnesses, long hours and constant fear of snake and scorpion bites. Some laboured without food and walked long distances to reach work.[83]

A key NGO informant revealed that some of the child victims of trafficking in Manila were child labourers in Ormoc before being transported for sexual and labour exploitation.[84] The promise of educational opportunities elsewhere is a huge draw for parents, especially after the immense damages caused by Haiyan. There were initial delays to access education as schools were reconstructed and parents, restricted by limited resources,

[81] Child Protection Working Group and Global Education, Mid-Term Report: Key Findings from Joint Assessment Phase 1 Child Protection and Education Cluster Joint Needs Assessment of Typhoon Haiyan (Yolanda)-Affected Municipalities in the Philippines, March–April 2014.

[82] Focus group discussion, Ormoc, May 2015.

[83] Interview, Ormoc, May 2015.

[84] Interview, Ormoc, April 2015.

primarily focused on addressing the physical needs of their children. In such an environment, migration appears to be the best solution, even if it poses safety risks.

The following case shared by DSWD demonstrates how lack of information and the potential for educational opportunities elsewhere pose a risk for displaced families. An adult accompanying five children was intercepted at the bus terminal in Tacloban due to suspicious activity. The adult claimed the children were being transported to Manila to attend school. The sponsoring NGO had promised to provide housing and pay for school fees. However, when the MOD staff checked, they did not find any information about the said NGO. It was not registered under DSWD or the Security Exchange Commission.[85] Unlike the many other cases that go undetected, the trafficker was apprehended.

2.3.2.2 Region VII

Traffickers capitalize on the many entry and exit points in Cebu, including international flights, seaports and buses. Trafficking is prevalent in Cebu City, Delgado City, Mandaue, Lapu-Lapu, as well as Haiyan-affected Cordova, Bogo, Santa Fe and Bantayan.[86]

Disaster and other factors that cause human insecurity fuel demand for sex and labour trafficking. Truck drivers engaged in exporting fish from Cebu to Mindanao fuel demand for trafficked women and girls near the port area in Cebu. Fraudulent recruitment practices are also making workers, particularly fisherfolk, vulnerable to illegal recruitment and trafficking.[87] There are increased cases of human trafficking involving adult fishermen who are sent to Palawan to work as carpenters. Upon arrival, they are forced to engage in dangerous deep-sea fishing using *pa-aling*,

[85] Interview, Tacloban, May 2015.
[86] Interview, Cebu, May 2015.
[87] US Department of State, *2015 Trafficking in Persons Report*. Available from www.state.gov/documents/organization/243561.pdf (accessed 30 July 2015).

a local fishing method where divers use tubes from a compressor to breath underwater and catch fish.[88]

Abuse of Filipino seamen has increased in recent years. The Philippines produces a quarter of the world's seafaring population. Seamen are taking greater risks since the trade schools produce about 20,000 graduates a year, but there are only about 5,000 openings.[89] This is fertile ground for human traffickers, who employ local recruiters to target rural men with promises of doubling the wages than they are actually paid after they sign exploitative employment contracts.[90] In one particular case, 25 fishermen were given PHP 10,000 each (about USD 221 at the current rate) before they left. Their families were promised a monthly salary of PHP 15,000, but they were never paid after the first advanced payment. Other forced labour cases involve fisherfolk from Northern Cebu who were transported to Bohol for fishing but never remunerated for their labour.[91]

Child sex trafficking and exploitation also remains a serious problem in Cebu. According to a local NGO that works with exploited children, sex trafficking occurs in private residences and hotels. It is often facilitated by family members, friends and taxi drivers.[92] Most cases involve young girls, but boys are also victims of sex trafficking. Poverty plays a factor, but this does not explain other supply and demand factors. As a human trafficking advocate in Cebu stated, "It's not just about poverty—it's also about the family network." When the family network breaks down and parents are unable to care for and protect their children, children are forced to fend for themselves. This is especially acute in a post-calamity setting.

[88] Interview, Cebu, May 2015.
[89] I. Urbina, "Tricked and indebted on land, abused or abandoned at sea", New York Times, 9 November 2015. Available from www.nytimes.com/2015/11/09/world/asia/philippines-fishing-ships-illegal-manning-agencies.html
[90] Ibid.
[91] Interview, Cebu, April 2015.
[92] Ibid.

3. Cash-for-work and ILO's livelihood approach

Saving livelihoods is important to saving lives. There is growing consensus within the humanitarian community that livelihood interventions are critical to reducing vulnerabilities and strengthening the resilience of disaster victims.[93] The recognition of livelihoods as a protection issue is vital to addressing the destructive coping mechanisms that affected persons employ in post-calamity situations. During disaster, women, girls, boys and men "draw on their assets while navigating a complex landscape of changing power dynamics, unequal access to resources and information, and threats of violence and displacement".[94]

CfW, a model adopted by IOM, provides temporary employment in public projects, such as clearing debris or rebuilding infrastructure to the most vulnerable segments of the population.[95] The success of each CfW programme depends on its design features, including wage rate, methods for selecting beneficiaries, as well as type of work and project duration.

[93] S. Jaspars and J. Shoham, *A Critical Review of Approaches to Assessing and Monitoring Livelihoods in Situations of Chronic Conflict and Political Instability*, Working Paper 191 (Overseas Development Institute, London, United Kingdom, 2015). Available from www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/2672.pdf

[94] S. De Silva and C. Burton, *Building Resilient Communities: Risk Management and Response to Natural Disasters through Social Funds and Community-driven Development Operations* (World Bank, Washington, D.C., 2008). Available from http://siteresources.worldbank.org/INTSF/Resources/Building_Resilient_Communities_Complete.pdf

[95] D. Peppiatt, J. Mitchelle and P. Holzmann, *Cash transfers in emergencies: evaluating benefits and assessing risks* (Overseas Development Institute, London, 2001). Available from www.odihpn.org/documents/networkpaper035.pdf

Whether wages are lower, higher or the same as the labour market depends on the organization. However, if wages are too low, it will have extremely low level of benefit to participants, or even worse, may force vulnerable populations to engage in harmful coping strategies to meet household needs. On the other hand, if it is higher than the minimum wage or market rate, it may entice people away from their normal activities – thereby disrupting their livelihoods and the local economy. It should be noted that even in cases where wages are higher than the labour market, because CfW usually runs for a short period (10–30 days), any distortions are likely to be corrected. For example, in tsunami-affected areas, organizations operating in Indonesia and other devastated areas mitigated labour market distortions by limiting the number of days people can participate in CfW and in other instances, suspending the project during agricultural periods.[96]

When correctly implemented, the CfW approach encourages trade and production and can create secondary economic benefits, as well as help restore dignity and livelihoods. It can be distributed safely and targeted to vulnerable segments of disaster populations to buy basic essentials. CfW can also restart livelihoods, and evidence shows that it can provide women more decision-making power over resources.[97]

In the Philippines, CfW and emergency employment must comply with the Labour Code of the Philippines, which requires

[96] L. Adams, Learning from cash responses to the tsunami, Final report (Overseas Development Institute, London, United Kingdom, 2007). Available from www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/4860.pdf (accessed 25 May 2015).

[97] R. Gore and M. Patel, *Cash transfers in emergencies: A review drawing upon the tsunami and other experience* (UNICEF East Asia and the Pacific Regional Office, Bangkok, Thailand, 2006).Available from www.unicef.org/socialpolicy/files/Cash_transfers_in_emergencies_-_A_review_drawing_upon_the_tsunami_and_other_experience.pdf. See also P. Harvey, *Cash and vouchers in emergencies* (Overseas Development Institute, London, United Kingdom, 2005). Available from www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/432.pdf

minimum wage and social protection. This is captured in Article 97 of the Labour Code of the Philippines, which states that work undertaken as part of the post-crisis or post-disaster response falls within the context of an employer-employee relationship, specifically, defined under Articles 97(b) and 97(e), which entitles beneficiaries to the following:[98]

- The full minimum wage set by the Regional Tripartite Wages and Productivity Board;[99]
- Compulsory social security coverage under the Social Security System (SSS) to start on the first day of employment, as required by Section 9 of RA 8282 (Social Security Law);[100]
- Health Insurance Program, as required by RA 10606 (PhilHealth Law);[101]
- Accident insurance as provided under Article 166 of the Labor Code of the Philippines, which provides for universal coverage for employees injured in the course of employment to promptly secure adequate income benefit and medical-related benefits; and [102]
- Mandatory Occupational Safety and Health (OSH) standards to eliminate or reduce OSH hazards in all workplaces, as required under article 162 of the Labor Code.[103]

CfW and emergency employment are utilized by government and humanitarian actors to provide the most vulnerable segments of the population employment. Both approaches provide

[98] Department of Labor and Employment (DOLE), Government of the Philippines, Book Three: Conditions of Employment, Labor Code of the Philippines, Article 97, 7 October 2009. Available from www.dole.gov.ph/labor_codes/view/4

[99] Ibid., Article 99.

[100] Republic Act No. 8282, Social Security Law, Section 9. Available from www.lawphil.net/statutes/repacts/ra1997/ra_8282_1997.html

[101] Government of the Philippines, Republic Act No. 10606, Art. 2, 19 June 2013. Available from www.gov.ph/2013/06/19/republic-act-no-10606/

[102] DOLE (2009), Art. 166.

[103] DOLE (2009), Art. 162.

immediate livelihood support but the difference with emergency employment, an approach advocated by the ILO, is that it includes a guarantee of at least minimum wages, social protection through health insurance and social security and accident insurance, protective equipment and guidance on safety and health to better protect workers.

ILO's emergency employment response is often followed by local resource-based works (LRB). LRB is a developmental approach aimed at creating jobs and generating income by rehabilitating public social infrastructure while utilizing local resources, such as labour and materials. It provides employment opportunities through the rehabilitation and maintenance of local infrastructure, while the infrastructure itself also allows for improved income-generating opportunities for the wider community. For example, rehabilitating an irrigation system not only provides economic boost to those employed but also increases production for all who have access. Likewise, a farm-to-market road would employ some members of the community to rehabilitate and/or maintain it, but the whole community benefits from better access to local markets and the economic opportunities it brings.[104]

ILO's livelihood activities are guided by the principle of labour rights as human rights. The ILO approach provides employment and livelihood development support to the most vulnerable, whether impacted by disasters or conflict or those struggling to eke out a living in the informal economy. It puts much-needed cash in the hands of beneficiaries, offers skills training and provides them with social protection, minimum wage and health and accident insurance.

[104] ILO, "Emergency Employment Programme: Dealing with the emergency, building for the future", 1 December 2013. Available from www.ilo.org/manila/projects/WCMS_231138/lang--en/index.htm

CfW programme	ILO approach
• Provides cash quickly to individuals • Wage rate varies • Cash is the main form of support families can receive • No orientation on workers' rights • Beneficiaries may vary day-to-day • No medical checks or OSH/protection for workers • Can reach more beneficiaries if paying less than minimum wage	• Preparation time is needed; work can begin within 7–10 days of disaster especially if partnering with government agencies • Minimum wage enforced • Registration and orientation on SSS and PhilHealth (and workers' rights) • SSS and PhilHealth provision ensures children and non-working family members also covered by benefits • Trained nurse on site (1 per 30 workers) and baseline health checks done on workers • Protective clothing/safety equipment provided • Awareness of OSH and accident insurance • Beneficiaries are registered and must attend for the duration of project • Output and process of work are as important as the distribution of wages

4. IOM and ILO's livelihood programmes in Haiyan-affected areas

The ILO prioritized emergency employment in the initial phase, followed by LRB activities, skills development and enterprise development, which included the use of ILO's peer-to-peer training tool called community-based enterprise development (C-BED) to assist devastated communities rebuild and access income opportunities. IOM primarily focused on the following: (a) shelter construction; (b) camp coordination and camp management; and (c) protection activities – to address shelter gaps and reduce incidents of human trafficking post disaster. Programmes received wide acceptance by communities, local government units (LGUs) and partners, all of whom assisted with the implementation of programmes.

The programme approaches are different for each organization, but key advantages and successes of projects were characterized by the following: (a) partnership with the government; (b) coordination with other humanitarian organizations; and (c) commitment to supporting vulnerable households recover by providing temporary employment opportunities and skills training to increase future employment opportunities. Livelihood activities were designed to provide poor households income, support their rebuilding efforts and facilitate their safe returns. Haiyan-affected persons were employed in shelter construction, market and road rehabilitation, and disaster risk reduction (DRR) efforts. This injected money into the local economy and provided skills training and income-generating opportunities.

4.1 Haiyan disaster response

4.1.1 IOM

IOM is committed to promoting humane migration for all. IOM's comprehensive approach includes advocating for practical solutions to migration problems, providing humanitarian assistance to migrants in need and addressing the complex factors that impel forced migration.[105]

During the initial phase of the emergency response, IOM distributed non-food items (NFIs), shelter repair and health kits. Camp managers and health staff were deployed in evacuation centres. The Displacement Tracking Matrix was rolled out in affected regions to provide government and humanitarian partners with vital and timely information on the displacement situation.[106]

The mass displacement, especially in Region VIII, caused serious concern about shelter, which plays a critical role in household survival and protection. IOM prioritized shelter to support self-recovery and meet the affected people's immediate needs for housing. The purpose of the project was twofold: provide shelter solutions for the affected population while finding ways to support the economic recovery of affected communities.[107]

IOM designed and implemented Haiyan activities in partnership with the government, NGOs and other UN agencies. In partnership with the DSWD, IOM conducted rapid assessment of structural damage and provision of construction training for temporary

[105] IOM, Mission, available from www.iom.int/mission (accessed 10 April 2015).
[106] IDMC and IOM (2014).
[107] Interviews, Manila and Tacloban, May 2015. See also IOM, "Typhoon Haiyan Anniversary Highlights Need for Disaster Preparedness: IOM", 7 November 2014. Available from www.iom.int/news/typhoon-haiyan-anniversary-highlights-need-disaster-preparedness-iom

shelters. IOM also co-lead the Camp Coordination and Camp Management (CCCM) to monitor displacement and coordinate basic provisions in evacuation sites and other displacement centres.

The Transitional Shelter Programme has been used in various emergency settings to provide adequate shelter to affected families. The Transitional Shelter Programme was established to bridge the gap between evacuation centres and the realization of more durable solutions, such as safe return or resettlement. In Haiyan-affected areas, IOM's shelter construction employed local skilled and unskilled workers in Tacloban, Ormoc, Guiuan, Roxas (Panay Island) and Northern Cebu. The programme has five characteristics that make the model effective and flexible to the changing needs of the community:[108]

(a) Can be upgraded into a part of a permanent house;
(b) Materials can be reused for another purpose;
(c) House can be moved from the temporary site to a permanent location;
(d) Can be resold to generate income to aid with recovery; and
(e) Can be recycled for reconstruction.

Throughout its Haiyan response, IOM observed CfW beneficiaries using their new skills in various ways. For example, some returned to their home barangays and are employed by community members. Others have continued working with IOM in new construction sites, with new roles and responsibilities based on their newly acquired skills, while others have established their own business in the construction sector.

The introduction of DRR techniques into shelter activities also ensures the members of the community with the tools that will enhance their resilience to future disaster events. To that end,

[108] IOM, *Transitional Shelter Programme* (2012). Available from http://philippineresponse.iom.int/sites/default/files/pdf/TSInfosheet-ver05Nov2014.pdf

IOM works with LGUs to strengthen the government's ability to cope with future disasters and reduce communities' vulnerabilities to future hazards and shocks. Based on the training programme developed by IOM and shared with the Shelter Cluster, the training focused on the following key messages: (a) be prepared for the next typhoon; (b) avoid hazardous sites; (c) long rectangular houses are less safe than square houses; (d) build on strong foundations; (e) all the components of the shelter need to be well tied (tie down from the bottom up); (f) strong joints: joinery strengthening; (g) framing and fixing techniques; and (h) techniques for fastening roofs.[109]

IOM also partnered with the government, local NGOs and international partners to monitor protection concerns. Counter-trafficking is a key sector under IOM's crisis operational framework. IOM supported government efforts to prevent human trafficking and protect displaced populations. MODs were established with the DSWD and IACAT after the disaster to ensure that movement is safe and prevent incidents of human trafficking and GBV. Awareness campaigns throughout the Philippines disseminated information on the expanded human trafficking law and referral pathways for victims and have helped educate the public on the dangers of human trafficking and the tactics of traffickers.

4.1.2 ILO

The ILO's tripartite system fosters dialogue and cooperation between governments, employers and workers as representatives of the economy. This unique approach comprised of "social partners" helps promote greater cooperation in the formulation of labour policies, as well as compliance to national and international labour standards and labour laws.[110] Key ILO activities include the promotion of decent work for all, creation of decent employment opportunities and protection to the society.

[109] Ibid.

[110] ILO, Tripartite constituents. Available from www.ilo.org/global/about-the-ilo/who-we-are/tripartite-constituents/lang--en/index.htm (accessed 29 April 2015).

During emergencies, the lack of access to social security, health and safe work conditions are serious challenges to decent and safe work opportunities. Social protection is an important strategy since it can provide security in unemployment, sickness, invalidity, maternity, work injury, old age or loss of a main income earner.[111] It can promote social inclusion and help people out of the cycle of poverty.[112] Informal workers stand to benefit the most from accessing social security and health insurance because they are most exposed to risks and yet are the least protected from them.

ILO's dual strategy creates livelihood opportunities and promotes social protection. Livelihood is at the forefront of ILO's disaster response and recovery programmes.[113] ILO's emergency employment and LRB programmes are expansive in their social protection coverage and include the following: (a) minimum wage guarantee; (b) health and accident insurance coverage; and (c) OSH and provision of personal protective equipment. Emergency employment works are usually prioritized during the initial phase of the recovery and transition to LRB, skills training and enterprise development. Local enterprises are provided technical support, tools and training to formalize or strengthen their businesses. This strategy is based on the understanding that the community has different needs and abilities at different stages of the livelihood response. However, ILO's commitment to reducing vulnerable employment[114] and working poverty remains the key objective throughout the different phases of programming.[115]

[111] ILO, Social protection. Available from www.ilo.org/global/topics/social-security/lang--en/index.htm (accessed 29 April 2015).

[112] A. Bonilla Garcia and J.V. Gruat, *Social Protection: A Life Cycle Continuum Investment* for *Social Justice, Poverty Reduction and Sustainable Development* (ILO, Geneva, 2003). Available from www.ilo.org/public/english/protection/download/lifecycl/lifecycle.pdf

[113] Ibid.

[114] Workers in vulnerable employment, defined as the sum of own-account workers and contributing family workers, are less likely to have formal work arrangements, and are therefore more likely to lack elements associated with decent employment, such as adequate social security and recourse to effective social dialogue mechanisms. Vulnerable employment is often characterized by inadequate earnings, low productivity and difficult conditions of work that undermine workers' fundamental rights. See ILO, *Global Employment Trends* (ILO, Geneva, 2010). Available from www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_elm/---trends/documents/publication/wcms_120471.pdf

[115] Garcia and Gruat (2003).

During the Haiyan response, ILO was one of the first agencies to implement emergency employment and livelihood recovery activities in devastated areas. As the co-chair of the Early Recovery and Livelihoods Cluster, along with the United Nations Development Programme, ILO coordinated with partners to collect information on livelihood activities. The cluster advocated for a complementary approach to eliminate duplication and strengthen livelihood interventions.

In partnership with DSWD, the Department of Labor and Employment (DOLE), Department of Trade and Industry and workers' organizations, ILO's emergency employment and livelihood recovery activities undertook the following:

(a) Targeted vulnerable families to engage in immediate emergency employment and LRB;
(b) Enabled beneficiaries to meet immediate food and livelihood needs;
(c) Established long-term impacts as a result of community projects; and
(d) Mapped critical market systems for guidance and support to the UN cluster strategy for early recovery.

Emergency employment was carried out in Haiyan-affected areas in 15–30 day cycles. Activities included simple repair of public assets and clearing debris, irrigation canals, fallen coconut trees and roads. During the LRB works phase, ILO beneficiaries repaired and rehabilitated infrastructure, such as roads, schools, health facilities, footbridges and other critical public service facilities.

ILO provided vocational skills training to increase beneficiaries' skills and access decent work.[116] It partnered with the Technical

[116] ILO's decent work agenda has four strategic objectives: (a) promoting jobs; (b) guaranteeing rights at work; (c) extending social protection; and (d) promoting social dialogue. See ILO, Decent work agenda. Available from www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm (accessed 2 June 2015).

Education and Skills Development Authority (TESDA) on construction (such as courses on carpentry, masonry, tiling, roofing, welding, concrete fixing, domestic plumbing and domestic electrical installation), small engine repair and maintenance, solar lighting installation and maintenance and soft skills, such as wellness, massage, beauty care, handicraft and dressmaking, as well as training for the hotel and tourism industry. Graduates underwent assessment and were given a national certificate if they passed. This ensured the courses were accredited and qualifications are understood by potential employers.

4.2 Programme approach

4.2.1 Timing

IOM's activities during the first six months included camp management in evacuation centres, provision of shelter repair kits, protection monitoring of GBV and human trafficking, and medical health assistance. From February 2014 until July 2014, there was an overlap between distribution of NFIs and construction of shelter. Since May 2014, the primary activities have been shelter construction and CCCM to support transitional sites, as well as addressing GBV and human trafficking through direct assistance and agreed local referral pathways.

ILO primarily carried out emergency employment activities during the first four months (November 2014–March 2015) in Northern Cebu, Leyte, Ormoc, Tacloban, Coron and Negros Occidental. During the second phase, ILO worked with local partners to create jobs and generate income by using labour-based technologies and community-contracting in calamity-stricken areas. Since April 2014, the organization has focused on LRB, skills training and enterprise development.

Both actors worked closely and had leading roles within the cluster system. They shared information with other actors on the ground and looked to ensure good coordination of their activities to reduce likelihood of duplication of efforts.

4.2.2 Wages

According to DOLE's National Wages and Productivity Commission, the non-agricultural daily rate in Region VII should be between PHP 295 and PHP 340 while an agricultural worker should be paid PHP 275–322. In Region VIII, the current minimum wage for non-agricultural work is PHP 260 and PHP 214–228 for agricultural work (this includes plantation and non-plantation work).[117] IOM paid around or above minimum wage, while ILO guaranteed minimum wage or above-market wages. Skilled labourers such as carpenters were paid more than low-skilled workers. Beneficiaries from both organizations stated that the wage amount was sufficient to meet daily needs but wished the programmes were of a longer duration.

4.2.3 Targeting beneficiaries

IOM's programme targeted victims of human trafficking, as well as households below the poverty line, female-headed households and IDPs. ILO prioritized vulnerable men and women in Haiyan-affected areas, many of whom worked in the informal sector of the economy and are more vulnerable to offers of employment by unscrupulous brokers. ILO also targeted female-headed households and IDPs.

Beneficiaries were identified and registered by IOM and ILO. Both organizations targeted the poorest and most vulnerable in Haiyan-affected areas through a mix of self-targeting and use of government data. Beneficiaries were cross-checked with the DSWD, barangays and other humanitarian organizations to ensure there was no duplication. The use of existing lists assisted the organizations in identifying and verifying beneficiaries.

[117] National Wages and Productivity Commission, DOLE, Summary of Current Regional Daily Minimum Wage Rates as of October 2015, updated 23 October 2015. Available from www.nwpc.dole.gov.ph/pages/statistics/stat_current_regional.html (accessed 15 July 2015).

4.3 Protection mechanisms

4.3.1 Psychological benefits and community cohesion

Haiyan programmes provided social capital and dignity for beneficiaries. Some respondents reported that livelihood programmes gave them the opportunity to participate in recovery efforts and reduce their feelings of trauma.

4.3.2 Skills development and training

Skills training can increase employment opportunities in sectors where there is a demand for labour and promote livelihood diversification. This is due to the development of core skills, which help boost employability.[118]

IOM gave technical trainings to carpenters and builders to equip them with the skills for shelter construction. Carpenters and builders were offered technical trainings on safe shelter construction that included DRR features. After the training, participants of IOM's CfW shelter programme were evaluated and given a certificate by All Hands Volunteers.

Construction was supervised by IOM and carried out by construction focal points (CFP) and its group members.[119] The CFP was the leader of 5–10 community members of skilled and unskilled workers who carried out shelter construction after a half-day induction session. As low-skilled workers continued to engage in shelter construction, they become more skilled and took on more responsibilities in construction activities.[120]

[118] ILO, *Enhancing youth employability: The importance of core work skills*. Policy brief (ILO, Geneva, 2013). Available from www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_234467.pdf

[119] IOM (2012).

[120] Interviews, Manila and Tacloban, May and June 2015.

The impact of economic activities is long-term where activities are linked to sustainable livelihood activities. ILO trainings were provided to complement and expand opportunities for skills. Beneficiaries accessed trainings during the emergency employment and LRB phase. Workers underwent hands-on training. They acquired skills and were also organized as community groups/contractors to take on more sustainable livelihood recovery work, such as rehabilitation and infrastructure repair. All the activities – from the emergency employment phase, to skills training, into longer-term employment, including enterprise development – were implemented in partnership with national government, LGUs, local and international NGOs, as well as religious and civic organizations.

ILO organized and delivered trainings in two categories: (a) short courses that commenced immediately to respond to the clear and immediate demands on the ground; and (b) trainings that targeted skills with medium- or long-term effect and will increase beneficiaries' wages and employability. Skills training for the first category included construction-related skills, such as carpentry, masonry, tiling, roofing, welding, concrete fixing, domestic plumbing and domestic electrical installation, all of which are already in demand for the repair, reconstruction and rehabilitation of community infrastructure and private houses. The second category involved increasing economic opportunities, training needs assessment and supporting post-training to equip beneficiaries with the skills in applying for jobs or starting their business. In Cebu, the trainings focused on tourism and hospitality for vulnerable youth, while in Tacloban, one of ILO's initiatives provided motorcycle associations skills training on repair and maintenance of vehicles. Other programmes have sought to provide sustainable employment through recovery of enterprises. The trainings are based on TESDA's training materials, trainers and facilities.

4.3.3 IOM's Counter-Trafficking Strategy

IOM has incorporated and expanded counter-trafficking efforts through its Haiyan response. Awareness-raising activities on

human trafficking were incorporated with other key activities, such as emergency health services camp coordination for displaced populations and shelter support. IOM worked with government and other partners to establish help desk operations in air, sea and bus ports. These were initially established as MODs with the DSWD and UNHCR in Region VII and VIII until mid-December 2013. MOD became help desks once the outflows returned to normal pre-disaster levels.

In partnership with the Protection Cluster, IOM offered customized capacity-building training to local law enforcement groups, such as the police, barangays, military, LGUs and local NGOs. IOM also worked with IACAT (both the national secretariat and its local counterparts), DSWD, United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA) to increase assistance to victims of human trafficking in post-emergency settings.

4.3.4 ILO's Social Protection Approach: SSS, PhilHealth and accident insurance

ILO promotes social security to help people cope with and adapt to crisis while maintaining their dignity. The organization works with the government to ensure that workers have access to essential social services. Thus, all ILO beneficiaries receive minimum wage and are enrolled in SSS and PhilHealth. SSS benefits replace loss of income due to sickness, maternity, retirement, disability, death and funeral.[121] PhilHealth not only covers the worker but also his/her legitimate spouse, children and parents who are over 60 years old or have permanent disability.[122] Both benefits are supported by ILO for three months with the plan that workers or the employer will continue paying after the livelihood intervention has finished.

[121] SSS, Benefits, available from www.sss.gov.ph/sss/appmanager/pages.jsp?page=ssbenefits (accessed 2 July 2015).

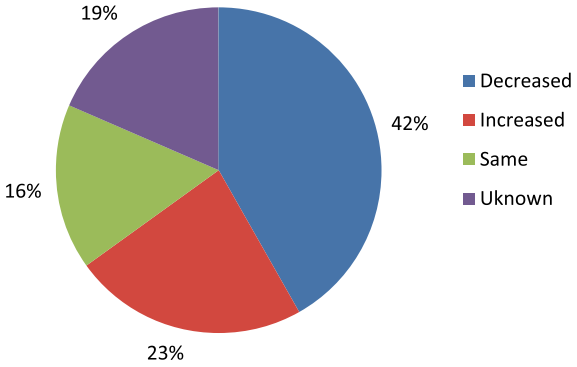
[122] PhilHealth, Informal Economy, Who are the qualified dependents? Available from www.philhealth.gov.ph/members/informal/dependent.html (2 July 2015).

4.4 The impact of livelihood recovery initiatives: Meeting household needs and rebuilding livelihoods

Livelihood programmes in Haiyan-affected areas have contributed to reducing the vulnerability of individuals in danger of falling below subsistence levels. These have generated new sources of income and mitigated the risks of human trafficking by putting protective measures in place. Rebuilding damaged infrastructure also helped restore livelihoods and provide access to social services, schools and hospitals. Beneficiaries were able to reduce travel times to schools and health-care facilities and markets.

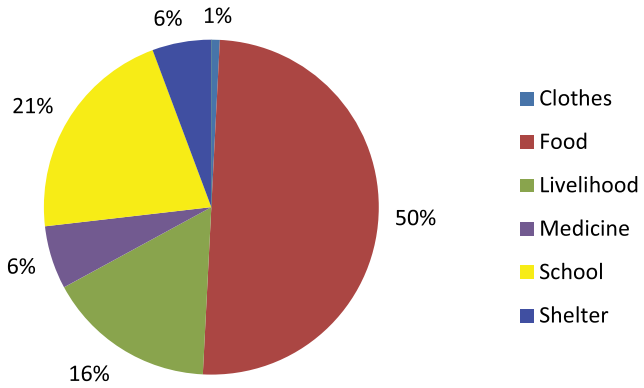
To assess people's wealth situation and assess recovery, beneficiaries were asked their pre- and post-Typhoon household income. About 23 per cent of beneficiaries reported an increase in their income, while 16 per cent maintained the same income. Due to loss of assets and family members, 42 per cent experienced a decrease in income. A small percentage of interviews were done in focus group discussions, but to ensure privacy, questions regarding income were not asked. Thus, income levels for 19 per cent of beneficiaries are unknown (see Figure 3 below). However, the discussions regarding pre- and post-Haiyan livelihood opportunities and challenges seem to suggest that their incomes decreased.

Figure 3: Post-Haiyan change in income



IOM and ILO beneficiaries primarily used their earnings to pay for food items, school costs (fees, clothes and transportation) and purchase assets (such as tools, input, business license and set up or re-establish small livestock). Of the beneficiaries, 50 per cent purchased food for the household while 21 per cent reported that they used income to pay for school-related fees. About 16 per cent of households saved a portion of their income for the creation or expansion of business or livelihood tools (such as business licensing, agricultural or fishing-related tools or inputs). There are 6 per cent who purchased medicine, another 6 per cent invested in shelter renovation, while the remaining 1 per cent purchased clothing (see Figure 4). The following subsections discuss the three main priorities in more detail below.

Figure 4: Breakdown of income usage



4.4.1 First priority: Food

Most devastated households, especially in Leyte, received food aid during the first year of Haiyan response. While food assistance and overall support has decreased, food security remains an issue. Livelihood activities provided income to purchase food for Haiyan-affected households, resulting in increased household food security and helping ensure daily food consumption. Food expenditures account for a large proportion of the monthly expenditure for beneficiaries, with 50 per cent of households interviewed using their earnings to buy food items.

Julita, a single mother of three in Tagpuro's Transitional Shelter programme, participated in ILO's 30-day LRB work in May 2015 and IOM's CfW activities for 7 days in late 2014. Due to increased income, she was able to meet her daily food needs. Janeline, an IDP residing in the transitional site in New Kawayan, stated she was paid on time and able to support her family. Work hours were flexible and sites included day cares.

During the agricultural season, ILO livelihood programmes supplemented farmers' income. ILO's emergency employment programme helped Jova, a 44-year-old female beneficiary from the farming community in Sitio Catmonay in Ormoc, take care of her ailing father and three children. Activities were carried in September 2014, during a time when there was low agricultural productivity.

4.4.2 Second priority: Education

Education during emergency is critical as it provides stability, structure and routine. This helps children cope with loss, stress and change. Keeping children in school can help reduce the risks of human trafficking, early marriage and child labour.

As figure 4 indicates, 21 per cent of earnings were spent directly on children. Parents continued paying for school fees, which helped reduce the disruption caused by the emergency setting. Daniel, a father of four from Eastern Samar, said that paying for school fees is easier due to IOM's CfW programme. He is a former farmer who now resides in a transitional shelter in Sabang. He knows that the coconut industry, his former main source of income, will take a long time to recover. In the meantime, he plans to continue working in construction while his wife engages in small-scale fishing.

The ability to pay for school-related fees also increases school retention. Thus, ILO's LRB activity in May 2015 was timely for Marvin, a father of four in Tacloban, because classes were due to open that June: "We need to start saving for school fees now."

4.4.3 Third priority: Investing in livelihood activities

Income and skills trainings are critical to increasing income-generating opportunities. Strengthening and diversifying livelihoods through skill development provides a means of reducing poverty and vulnerability.[123]

Participants acquired skills they will be able to use to secure employment. In Northern Cebu, ILO's youth training programme in the hotel industry helped facilitate employment. The training was done in partnership with the Chamber of Commerce and TESDA. One of the beneficiaries, a 32-year-old single mother, was enrolled in the food and beverage training. After she passed the TESDA test, she was employed in an Italian restaurant in Bantayan town.

It is not only beneficiaries who profit from IOM and ILO's trainings. For example, in Ormoc, Sloping Agricultural Land Technology, a technology to prevent soil erosion and promote soil fertility, has not only been used by ILO contracted farmers associations but also used in four neighbouring municipalities.[124] In IOM's carpentry training in San Remigio, community members also attended the training to acquire carpentry skills. As a TESDA informant revealed, after Haiyan, people became more interested in learning construction skills to protect their homes from natural disasters and boost their employment opportunities.[125]

Livelihood interventions helped diversify beneficiaries' income and increase their livelihood opportunities. Farmers bought agricultural inputs. Beneficiaries in transitional shelters set up *sari-sari* stores or small shops that sell vegetables, canned goods, soft drinks and/or phone credit. Other respondents state that they are saving money to restart their pre-disaster businesses, most of which are small food or clothing enterprises.

[123] De Silva and Burton (2008).
[124] Interview, Ormoc, April 2015.
[125] Interview, Manila, May 2015.

The creation of new assets have brought the community additional benefits. Improved roads have increased access for rural communities. More vehicles are able to transit the roads and facilitate access to markets. In a remote barangay in San Remigio, ILO's reconstruction of a causeway benefited the whole community. It improved access to 11 barangays from 3 municipalities. Before, it took 2.5 hours to access the market in the next town where they sold their produce and fish, but now it takes about 45 minutes.

4.5 Before and after main sources of income: Increased diversification

Agriculture and fishing are no longer the sole activity for most. Surveyed households have multiple forms of employment, even while participating in IOM's CfW programme or ILO's emergency employment and LRB works. This is a coping strategy, as multiple-income streams have the potential to move people away from destitution and increase their ability to survive shocks and stresses.[126]

Households have adapted to life after Haiyan by diversifying their livelihoods. The livelihood strategies between rural and urban households vary, but a common strategy for survival has been to undertake a range of activities which, in some way, contribute to one or more of their household needs. Households are accessing multiple sources of income, often by combining two or three of the following activities: agriculture (27%); rehabilitation activities (16%); construction (13%); transportation (13%); manufacturing processing; and retail trade (11%). Figure 6 shows increased diversification compared to beneficiaries' pre-Haiyan livelihood activities in figure 5.

During off-season, farmers are employed on other people's farms. Former city dwellers in transitional shelters work in construction and/or transportation. They are trying to utilize their income to plan for the next step.

[126] Ibid.

Figure 5: Livelihood activities before Typhoon Haiyan in Regions VII and VIII

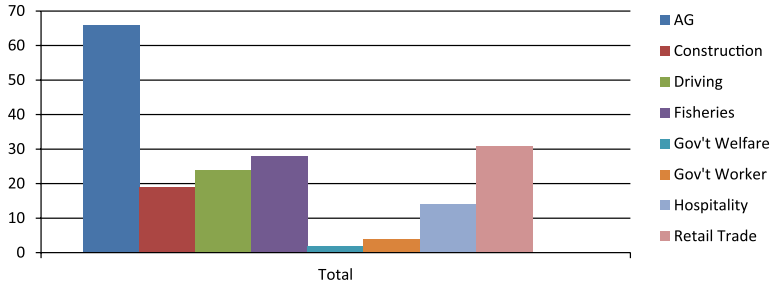
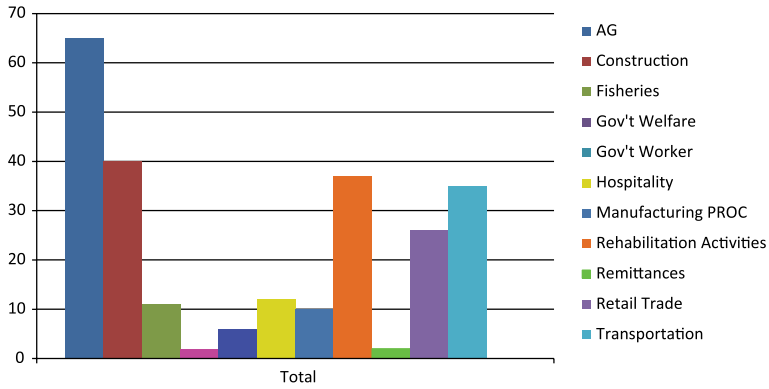


Figure 6: Current income-generating activities in Regions VII and VIII



Diversified strategies are essential in post-Haiyan areas. In the long term, such strategies have the ability to help vulnerable households withstand losses and recover. To build resilient households requires improving the diversity and security of people's livelihoods. This results in more available options to combat shocks and stresses. If a household is dependent on one source of income, they may sink deeper into poverty.[127]

[127] K. Khaili, C. Pathirage and D. Amaratunga (2013), *Building Disaster Resilience within the Emirati Energy Sector through a Comprehensive Strategic Mitigation Plan*, International Conference on Building Resilience 2013: Individual, institutional and societal coping strategies to address the challenges associated with disaster risk, Ahungalla, Sri Lanka, 17–19 September. Available from www.buildresilience.org/2013/proceedings/files/papers/438.pdf

Whether diversification is positive or negative largely depends on the type of activity and the generated income. Post-Haiyan activities can be considered positive if workers are involved in highly capitalized production or working in greater productivity for a stronger source of demand.[128] However, the emerging activities may be negative if people are forced to work at a lower productivity for weaker source of demand or lower returns. Beneficiaries' responses to the questions about their previous and current main sources of income highlight the complex and multiple-income streams households must employ to survive. Vulnerable households' employment in ILO and IOM livelihood programmes is positive diversification for 39 per cent of beneficiaries due to increased skills and income (see figure 3), while the remaining 61 per cent continue to face serious housing and employment challenges.

Although it is easy to identify the livelihoods of vulnerable households in simple terms – farmer, fisherfolk, trader, driver or small shop owner – this misses the fact that even before Typhoon Haiyan and increasingly so, people engage in a diverse set of productive activities. In the case of agricultural communities, for example, diversity means maintaining secondary or tertiary livelihoods. Some beneficiaries reported that their second-income stream is complementary. When farming or fishing output is low, driving, construction or other income-generating activities take over.

Skills training has also helped individuals further diversify, and in some cases, move into new occupations, such as construction and manufacturing. In the fishing community in Barangay Argawanon (Northern Cebu) 20 women, who were former fisherfolk, were enrolled in ILO's 20-day welding training. Three are now employed

[128] K. Hussein and J. Nelson, *Sustainable Livelihoods and Livelihood Diversification*, Institute of Development Studies Working Paper 69. Available from www.ids.ac.uk/ids/bookshop/wp/wp69.pdf (accessed 7 July 2015).

as welders in Western Cebu, while the remaining 15 graduates are employed in LGU Rehabilitation After Yolanda (RAY) projects in their barangays.

4.6 Social protection

In many instances, providing livelihood support helped prevent families from engaging in harmful coping strategies, such as taking their children out of school in order to work, reducing food expenditures or taking additional risks that make them more vulnerable to human trafficking.

A wide range of social protection interventions helped beneficiaries and their households build resilience. This includes enrolment in the SSS, PhilHealth and accident insurance, as well as awareness trainings on human trafficking and workers' rights.

The majority of IOM and ILO beneficiaries receive some form of social protection: (a) many of IOM's beneficiaries are also recipients of DSWD's Pantawid Pamilyang Pilipino Program (4Ps), which provides assistance to the poorest and most vulnerable households; and (b) ILO beneficiaries were guaranteed social protection coverage, which pays for three months of SSS, PhilHealth and accident insurance.

About 75 per cent are enrolled in SSS and 86 per cent have PhilHealth. Households enrolled in SSS and PhilHealth greatly benefited from access to essential services, especially pregnant or lactating women and persons with chronic conditions. They also have reduced financial shocks in cases of illness or death of family members.

Figure 7: SSS enrolment

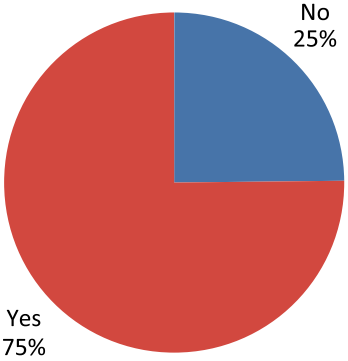
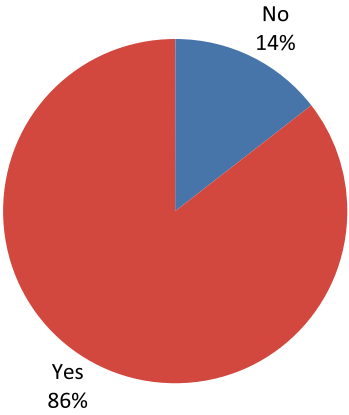


Figure 8: PhilHealth enrolment



5. Continuing challenges

The research findings indicate that livelihood interventions have brought additional income and helped divert negative coping strategies. Programmes have had an impact because they targeted, and primarily reached, vulnerable households. Increased trainings, social protection coverage and access to markets have assisted in the resumption of livelihoods.

International experience demonstrates that recovery should focus on the ability to earn a living and not simply on temporarily increasing income. However, due to the extent of damages and continuing challenges of displacement, recovering from Typhoon Haiyan will be a challenge for years to come. For a disaster of Typhoon Haiyan's scale, it is estimated that it will take four to five years for reconstruction and full economic recovery.[129] The Government of the Philippines plays a key role, particularly since humanitarian and recovery activities by non-State actors are scaling down. According to the Director-General of the National Economic and Development Authority and Secretary of Socioeconomic Planning Arsenio Balisacan, the government's RAY plan "aims to restore the economic and social conditions of the said areas at the very least to their pre-typhoon levels and to a higher level of disaster resilience".[130]

[129] Asian Development Bank, *Typhoon Yolanda – One Year On: From Relief to Recovery to Reconstruction* (Asian Development Bank, Manila, 2014). Available from www.adb.org/publications/typhoon-yolanda-one-year-on-relief-recovery-reconstruction

[130] Government of the Philippines, Reconstruction Assistance on Yolanda, 18 December 2013. Available from www.gov.ph/2013/12/18/document-reconstruction-assistance-on-yolanda/ (accessed 27 July 2015).

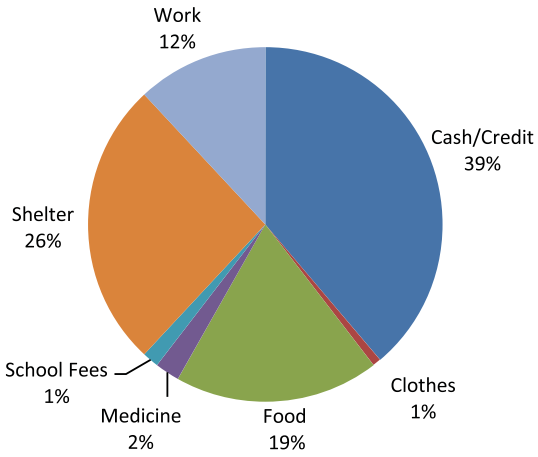
5.1 Barriers to livelihood opportunities and sustainable development

The areas hardest hit were already some of the poorest provinces in the country. They had the largest population of individuals with limited ability to meet the economic and social needs. Thus, when discussing recovery or how long it will take households to "return" to life as they knew it pre-Typhoon Haiyan, there is a need to address the root causes of their vulnerability and whether returning to a vulnerable state can be defined as "recovery". In many cases, it is not, particularly for households who were in vulnerable employment. For them, returning means going back to positions in the informal sector where they lacked access to benefits and social protection. It means returning to economic vulnerability and volatility.

Relocation adds another level of complexity to recovery – it disrupts social connections and livelihoods. Many city residents, especially in Tacloban and Ormoc, have been relocated to transitional shelters beyond city limits, thereby increasing distance to income-generating activities, markets and schools. Due to IOM and ILO's livelihood programmes, beneficiaries had access to income-generating activities near or in the relocation sites, but these activities are not sufficient to pull people out of poverty. Some IDPs have moved into permanent housing, but they are also remote and, thus, lack access to income-generating activities.

As interviews with beneficiaries demonstrate, the two most urgent needs of households are work (39%) and shelter (26%) – the foundation of sustainable livelihoods.

Figure 9: Most urgent household needs



Adaptation is critical to the survival of communities, but there is a network of interlocking dimensions to poverty, such as economic, social, political and geographic factors that jeopardize recovery. When communities are relocated, what are the long-term implications on livelihoods and overall well-being? How does resettlement affect fisherfolk social identity and connection to the sea (not just as a source of income but a part of their identity)? Livelihoods and people's identities are firmly connected to the sea – are there alternative solutions where people can live safely near their livelihoods?

Previous research in the Philippines provides insight into the challenges of resettlement when programmes fail to take into account livelihoods. When the victims of the July 2000 Payatas trash slide in the Philippines were settled in the Kasiglahan resettlement site after the disaster, most returned to their makeshift houses in *Lupang Pangako* because they were unable to find employment and pay for new expenses (rent and electricity).[131] The study,

[131] J.C. Gaillard, From marginality to further marginalization: Experiences from the victims of the July 2000 Payatas trash slide in the Philippines, *Journal of Disaster Risk Studies*, 2(3):197–215.

conducted seven years after the trash slide, emphasizes the importance of restoring livelihoods and providing alternative new livelihoods in relocation sites. Otherwise, resettlement increases vulnerability.

5.2 Challenges to addressing human trafficking and illegal recruitment

Generally, it is women and children who are most vulnerable to human trafficking because of their exclusion from mainstream economic and social systems, but men are also susceptible to abuse and exploitation. With their livelihoods destroyed and unable to provide for their families, men outmigrate in search of income-generating opportunities and are also targeted by unscrupulous recruiters.[132]

Sea trafficking is a growing concern and faces particular challenges due to lax regulation of maritime laws and international pacts. Filipinos are illegally recruited to work in violent and dangerous ships where their movements are restricted, their passports confiscated and exorbitant fees are imposed by recruitment agents and employers to keep sea labourers in indentured servitude.[133] As fuel prices rise, the reliance on long-haul fishing will also continue to increase, forcing vessels to stay at sea for long period of times, some even for a year. This exacerbates the situation for victims of forced labour, leaving them stranded in the South China Sea and far from the protection of laws and authorities. There is also evidence that human trafficking in the fisheries sector is linked to other forms of crime, such as transnational organized fisheries crime and corruption.[134]

[132] UNEP (2015).

[133] I. Urbina (2015).

[134] ILO, *Caught at Sea: Forced labour and trafficking in fisheries* (ILO, Special Action Programme to Combat Forced Labour, Sectoral Activities Department, Geneva, 2013). Available from www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_214472.pdf

Despite the passage of anti-trafficking and illegal recruitment laws, interviews and research suggest that some local police and prosecutors are unaware of the statutory tools for prosecuting cases and have limited experiences investigating such cases (especially in smaller locales). The failure on the part of some law enforcement authorities to investigate, prosecute and punish trafficking and related exploitation promotes impunity, contributes to demand generated by traffickers and exacerbates vulnerability.[135]

Victims and service providers also expressed concern about the backlog of cases. For victims who are willing and able to cooperate with law enforcement, building a case against their trafficker takes time and resources; the average human trafficking case currently takes 3.5 years to adjudicate.[136] This not only compromises the effective enforcement of the anti-trafficking law but also hinders the victim from moving forward and restarting his or her life.

5.3 Education

Children and youth can become expendable during natural disasters. There is a need to ensure that children remain in school while out-of-school youth return to school or are provided trainings that increase the possibility of alternative income-generating activities if education is not possible or desired. The most recent Functional Literacy, Education and Mass Media Survey was published before Haiyan but offers guidance in addressing the continuing challenges that poor students face. The survey reveals that 4 million children and youth are out-of-school due to early marriages, insufficient income to support education and children's lack of interest in remaining in school.[137] The children's special rights and needs should be taken into account, as well as address these challenges.

[135] See Gallagher (2010),p. 439.

[136] US Department of State, *2015 Trafficking in Persons Report*. Available from www.state.gov/documents/organization/243561.pdf (accessed 30 July 2015).

[137] Philippine Statistics Authority, Government of the Philippines, Latest Functional Literacy, Education and Mass Media Survey. Available from https://psa.gov.ph/people/education-mass-media (accessed 27 July 2015).

6. Recommendations

IOM and ILO's livelihood interventions resulted in stable or increased earnings for 39 per cent of the beneficiaries. This enabled households to satisfy their food needs, pay for school-related fees and invest in livelihoods. Reaping the long-term benefits of programmes depends on the ability of improving beneficiaries' savings on the one hand, and supporting sustainable livelihoods on the other. This section describes the key interventions needed to ensure sustainable livelihoods and reduce human trafficking and illegal recruitment in Typhoon Haiyan-affected areas. It also presents emerging lessons and recommendations.

6.1 Increase sustainable livelihood opportunities and shelter for victims of human trafficking and illegal recruitment

6.1.1 Promote sustainable livelihoods

A recent study, which looks at the connections between biodiversity loss, child labour and human trafficking, revealed that the decline of fish in the ocean and destruction of forests results in increased child labour and indentured servitude. The research findings show that preventative efforts should not only target traffickers but also address the source of the problem by supporting equitable, community-focused efforts in protecting natural resources and preserving livelihoods.[138]

[138] S. Yang, "Global wildlife decline driving slave labor, organized crime", Berkeley News, 24 July 2014. Available from http://news.berkeley.edu/2014/07/24/wildlife-decline-drives-social-conflict/

However, there are still challenges in connecting protection and livelihood responses; the programmatic responses are sometimes disparate and target different demographics and actions for change. Human trafficking efforts should promote safe and viable livelihood and income-generating opportunities for victims of human trafficking. Victims of human trafficking need greater access to certification, skills trainings, job counselling and other livelihood measures that are specifically targeted to their needs and interests. This will strengthen survivors' self-reliance and livelihoods and help reduce the risks of re-trafficking.

Human trafficking takes many forms, but one consistent aspect is the exploitation of the inherent vulnerability of the victims and the violation of their fundamental human rights. Thus, another key component to addressing human trafficking and illegal recruitment is the protection of human rights. The government should continue to prosecute sex and labour trafficking offences and address case backlogs. Trainings should have a human rights-based approach that prioritizes victims' rights and sensitizes participants to the needs of trafficked persons. The government should work with national and international constituents to prevent trafficking. It should improve information sharing between government agencies at the local and national levels and increase affected populations' access to referral channels through targeted awareness-raising activities, training on trafficking as a legal and human rights issue, and strengthening the capacity of service providers to identify and assist victims of human trafficking.

During interviews with IOM and ILO beneficiaries, staff and government officials, a number of areas of possible synergies between the two organizations emerged to allow them to work together and increase livelihood opportunities for disaster victims and reduce human trafficking. IOM is committed to safe migration for all, preventing forced migration and ensuring that migration is a choice. The organization has expertise in constructing shelters and addressing human trafficking through prevention, protection and partnership. With its tripartite structure, the ILO has long

been a proponent of strong cooperation in which "social partners" play a significant role in shaping government policy on a wide range of issues. The ILO has an extensive knowledge base, as well as the tools and technical expertise of global and Philippine labour markets to design and provide training.

The key to sustainability is developing strategies and programmes that increase the integration of livelihoods as part of the human trafficking response to empower and protect trafficking victims (which includes the above-mentioned measures of awareness building, referral services and training). With this in mind, it is recommended that the ILO and IOM, within the UN system, and national and international partners, promote a holistic approach to displacement that addresses not only immediate housing needs but also promotes and implements the sustainable livelihoods approach. This requires institutional support, cooperation and coordination.

6.1.2 Increase the availability of shelters

There are a limited number of shelters for female victims of human trafficking and currently no shelters for trafficked men and boys. In cooperation with LGUs and NGOs, the government should increase the availability of safe and adequate shelters. Trafficked persons should also be provided with psychological, medical and legal assistance for trafficked persons.

6.1.3 Address the gaps in education and employability of out-of-school youth

In January 2015, the unemployment rate was below 6.6 per cent and 2.6 Filipinos remained jobless. Half of them are between 18 and 25 years old. A further 6.5 million are underemployed.[139] The most urgent priority is to improve access to education for out-

[139] Rappler, "ADB: Private consumption to boost PH economy in 2015", Rappler, 24 March 2015. Available from www.rappler.com/business/economy-watch/87825-adb-ph-growth-forecast-2015

of-school youth, and remove obstacles that hamper their active participation. Child victims should have access to education and be given protection measures. For those unable or unwilling to return to school, increasing jobs and skills training is critical to reducing poverty and vulnerability to exploitation. LGBT youth, many of whom experience discrimination and elevated threats due to their LGBT status, should also be identified and provided assistance.

6.2 Build upon and enhance pre-Haiyan and current livelihood strategies

As pre-disaster government data indicates, the service, fishing and farming sectors were the main livelihood activities in Region VII and VIII before Typhoon Haiyan. In Region VIII, 60 per cent of the population relied on fishing, while 40 per cent depended on agriculture for survival.[140] The region's leading commodities were rice and coconuts, which took a hit and have been slow to recover, especially the coconut industry.[141] In Region VII, about 47 per cent relied on fishing and agriculture, and the remaining 50 per cent worked in the service industry.[142] This data on pre-Haiyan livelihood strategies and current information about thriving industries are critical to supporting the revival of local economies and, where possible, re-employing people in their previous livelihood activities. However, it must first be evaluated whether returning to one or all of these sectors fuels further economic vulnerability and if it does, provide alternative livelihoods or skills in such cases. The key goal for government and humanitarian organizations should be to continue promoting and implementing sustainable livelihood programmes.

[140] Philippine Statistics Authority, Government of the Philippines, Statistics. Available from www.nscb.gov.ph/ru8/ (accessed 2 June 2015).

[141] Ibid.

[142] Philippine Statistics Authority, Government of the Philippines, *Regional Profile: Central Visayas*. Available from http://countrystat.psa.gov.ph/?cont=16&r=7 (accessed 2 June 2015).

The government, NGOs and international humanitarian organizations should continue providing ongoing livelihood support to the most vulnerable in Haiyan-affected areas, particularly those displaced and unable to resume their normal livelihood activities. Recovery activities should focus on linking beneficiaries to sustainable livelihoods including restoring rural market chains, building capacity, providing skills development to improve employability and recapitalizing small- and medium-sized enterprises to enhance production, income and security.

6.3 Address the gender-specific impacts of natural disaster

Disaster disproportionately affects vulnerable groups: single-parent households (especially female-headed households), poor women and children, minority communities, host communities, IDPs and landless tenants without clear land and property rights. Women face additional risks due to gender inequalities. They are more likely to die from natural disasters. Women are also more likely to bear the brunt of disaster impacts, often experiencing significantly lower employment rates than men.[143]

Women's access to livelihood opportunities must be viable and safe. This can be done by conducting a gendered market assessment to identify opportunities where women can access livelihoods in displacement settings. This requires more than the collection of data demonstrating the differential impacts of natural disaster on women and men. There is a need for a gender-sensitive approach to livelihood programmes to understand the different skill sets, needs, vulnerabilities and responsibilities of affected women. Analysis of prior and current livelihood opportunities can help identify potential obstacles to their participation. The scope of livelihood activities must balance traditional employment

[143] Neumayer and Plümper (2007).

promotion for women with building women's skills in non-traditional sectors that are in high demand due to post-crisis reconstruction needs.

6.4 Improve labour conditions in sectors where there are high incidents of labour exploitation and illegal recruitment

It is critical that labour protection is a central strategy against human trafficking. Labour standards and regulations must be strengthened to combat labour exploitation and child labour. Reducing demand for labour exploitation and human trafficking necessitates a strong criminal justice response and human rights-based approach. A human rights-based approach should be aimed at securing labour protection through regulatory frameworks that also extend to migrants and those working in the informal economy. Action against exploitation should promote improved regulation of private recruitment agencies and private sector initiatives to address exploitative labour practices within supply chains. It is also essential to extend the coverage and enforcement of labour laws to the informal economy.

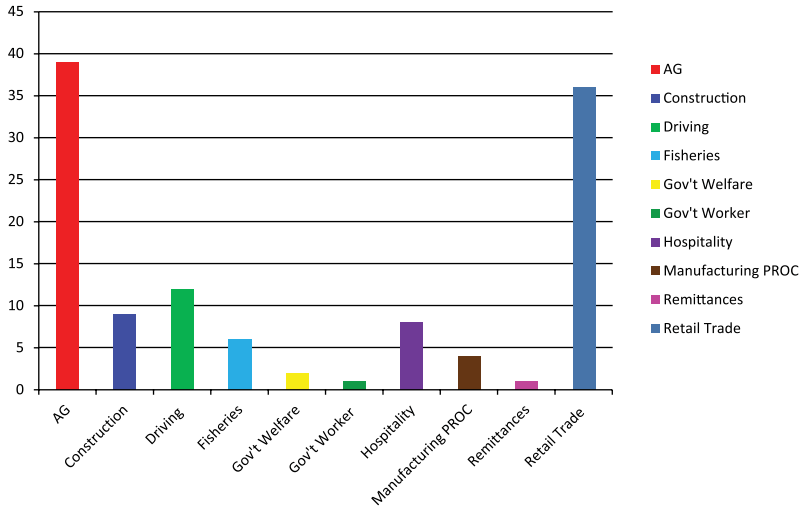
6.5 Cash-for-work and emergency employment modalities should provide uniform pay and social protection

There is a need to strengthen the coordination response in future strategies to ensure it increases poor communities' vulnerability. Agencies should work closely together immediately after the disaster to ensure parity on amounts and mechanisms utilized. The emergency response strategy must also be consistent with international law and Labour Code of the Philippines. To that end, it is important that organizations provide minimum wage and social protection that enable an adequate standard of living.

6.6 Support livelihood initiatives that take into account internally displaced persons and other vulnerable groups' interests and capacities for achieving self-reliance and place communities on a sustainable path to recovery

Future livelihood strategies should be formulated through a participatory process that involves the affected population to ensure that their knowledge and voices are heard. Most beneficiaries reported that they would like to continue working in the agriculture sector (33%), retail trade (30%), transportation (10%) and construction (8%). However, such initiatives should help reduce vulnerable employment rather than perpetuating the cycle of vulnerability.

Figure 10: Future livelihood plans



6.7 Recognize and support alternative housing solutions that include access to adequate housing and livelihood opportunities for internally displaced persons

The Inter-Agency Standing Committee framework lists eight interlinked criteria to determine the extent to which IDPs have achieved durable solutions: (a) safety and security; (b) adequate standard of living; (c) access to livelihoods; (d) restoration of housing, land and property; (e) access to documentation; (f) family reunification; (g) participation in public affairs; and (h) access to effective remedies and justice. There are several challenges that prevent the realization of these principles, particularly access to livelihoods and restoration of housing, land and property. Most urban IDPs now live outside city limits and are facing difficulty accessing their former sources of income. They reside in transitional shelters and are deeply concerned about the impact of prolonged displacement on their livelihoods.

To promote and facilitate recovery for IDPs, the solutions on permanent resettlement must be dignified, safe and considers the livelihood identities and priorities of households. This is especially critical for fishing communities who have been moved away from areas with easy access to the sea. The implementation of Section 108 of the Fisheries Code should be prioritized to ensure that resettlement of fisherfolk comports with existing laws and that areas near fishing grounds are reserved for the resettlement of fisherfolk. This is important for preserving the social and cultural practices of fishing communities.[144]

[144] Commission on Human Rights, *Human Rights Advisory – A2014-001: Human Rights Standards on Housing, Land and Property Rights of Populations Affected by Typhoon Yolanda*. Available from https://raquelrolnik.files.wordpress.com/2014/03/chr-advisory-on-yolanda.pdf (accessed 2 June 2015).

Attention must be paid not only to livelihoods but also to social cohesion needs in the choices of relocation. Where possible, the government should prioritize return or reintegration to areas close to home. The national government and the LGUs, with the support of non-governmental and humanitarian agencies, must prioritize the need of IDPs for adequate housing, as well as livelihood opportunities when identifying alternative housing solutions. Permanent relocation should only be considered after all reasonable in situ alternatives and solutions have been explored.[145]

6.8 Continued leadership and engagement of the national and local government units, communities, civil society, the private sector and humanitarian agencies are needed to effectively address the challenges posed by the Philippines' risk and vulnerability to natural disasters

The coordination between government (national and local government units) and humanitarian agencies during Typhoon Haiyan demonstrated the potential for greater coordination and preparedness planning to ensure that development does not inadvertently increase vulnerability to existing hazards.[146] The continued leadership and engagement of national and local government units, communities, civil society, as well as that of the private sector and humanitarian agencies are needed to effectively address the challenges posed by climate change.

At the local level, even though the national legislation required each municipality to establish a Local Disaster Risk Management

[145] UNHCR, *Planned Relocation, Disasters and Climate Change: Consolidating Good Practices and Preparing for the Future* (UNHCR, Geneva, 2014). Available from www.unhcr.org/54082cc69.pdf

[146] Informant interviews, Manila and Tacloban, May and June 2015.

Plan, there is a need to strengthen the capacity of DRR measures of LGUs and embed livelihoods in all National Disaster Risk Reduction and Management Council (NDRMC) planning. This not only requires responding to disaster and displacement when it occurs, but also putting into place a national disaster plan that includes livelihoods and can be implemented prior to a disaster to mitigate displacement and reduce economic vulnerability.

The 2005 Hyogo Framework for Action (HFA) provides a comprehensive 10-year plan for disaster risk management, which has been adopted by 168 Member States of the United Nations, including the Philippines.[147] This has been implemented to some extent in the Philippines, but there are continuing gaps in Haiyan-affected areas. The following actions, which are recommended by the HFA should be prioritized and implemented at the national and local levels:

(a) Ensure that DRR is a national and a local priority with strong institutional basis for implementation;
(b) Identify, assess and monitor disaster risks and enhance early warnings, particularly at the barangay level;
(c) Use knowledge, innovation and education to build a culture of safety and resilience at all levels;
(d) Reduce the underlying risk factors; and
(e) Strengthen disaster preparedness for effective response at all levels.

The adaptation, vulnerability and resilience of people depend upon a range of conditions. Government and humanitarian actors must understand the root causes of vulnerability if relief and reconstruction programmes are to reduce, rather than reproduce,

[147] UNISDR, *Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters*. Available from www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf

people's risk in future natural events – a recurring issue given the Philippines' propensity to natural disasters. Three key strategies are needed to reduce vulnerability and increase the resilience of vulnerable persons: (a) restore livelihoods; (b) protect and empower victims of human trafficking and illegal recruitment; and (c) strengthen community-based DRR. These measures should be included in the prevention, protection and disaster preparedness. Livelihood activities should focus on assisting Typhoon Haiyan victims' transition from emergency to sustainable development by supporting skills training, income generation and social protection measures, as this will promote recovery and strengthen resilience of affected households. This calls for an integrated and multisectoral approach that addresses human trafficking and livelihoods within the Philippines' national and development policy.

International Organization for Migration
17, route des Morillons
P.O. Box 17, 1211 Geneva 19, Switzerland

International Labour Organization
4, route des Morillons
1211 Geneva 22, Switzerland