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# **SUPPORT TO TYPHOON RECOVERY AND RESILIENCE IN THE VISAYAS PROGRAMME DOCUMENT**

**United Nations Development Programme Philippines**

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## Executive Summary

This programme presents a comprehensive framework for United Nations Development Programme (UNDP) support to Typhoon Yolanda Recovery and Resilience in the Visayas region (TRRV). The programme takes into account differential impacts, vulnerabilities and capacities across the affected region and articulates an area-based approach around four programming hubs: **Tacloban**, **Guiuan**, **Ormoc**, and **Roxas**. It aims to meet some of the immediate early recovery needs of the affected people and to assist with critical recovery interventions to support the country in transitioning from early recovery to rehabilitation, while creating conditions for long-term recovery, resilience and sustainable development.

The programme builds on prior UNDP engagement and partnerships in the affected areas, including extensive work on debris/ solid waste management, disaster risk management, climate change adaptation, support to local governance, rural development and environmental resilience and sustainability. It takes into account the high level of decentralization in the country, the opportunity to partner with an active civil society and the private sector, and the critical role of central line departments in emergency response and recovery.

This **three-year programme framework** revolves around the following main thematic pillars:

**Governance:** The programme will support coordination arrangements at both national and local levels. Restoration of operational capacity of Local Government Units (LGUs) to manage recovery efforts is a key area of emphasis. The programme will assist LGUs in strengthening accountability and transparency mechanisms for recovery. Recovery Resource Centres (RRCs) in five programming hubs will provide a coordination and communication platform, that will bring together the LGUs, line departments, affected communities, non-governmental organizations (NGOs), the private sector and the international organizations. The programme will also assist communities in accessing basic services such as solid waste collection and support for recovery.

**Livelihoods:** Restoring livelihoods and helping people start rebuilding their lives is at the heart of this framework. This will be done through immediate support in the form of cash for work for debris clearance incorporating recovery/recycling. Immediate assistance will be complemented by support to livelihood diversification efforts such as inclusive market development, value-chain development and development of a competitiveness strategy. Over the medium term, the programme will help develop policies for moving the priority sectors toward sustained growth and expanding the value addition that accrues to typhoon-affected people and enterprise.

**Disaster Risk Reduction and Sustainable Environment:** The programme will focus on improving the early warning systems, emergency preparedness and response capacities in the Visayas. Support will be provided to mainstream disaster risk reduction in key sectors of recovery as well as development planning. A key element of the programme is support to restoration of critical ecosystem services and ecological assets.

The TRRV will contribute to the Government's Yolanda Recovery and Rehabilitation Plan (YRRP). UNDP's programme will cover a subset of priority municipalities identified under the Yolanda "corridor" or "avenue" by the government. The implementation of activities included under this framework will require US\$ 65 million.

## Section 1: Overview of the Disaster and its Impact

### 1.1 The Typhoon of 8 November 2013

On 8 November 2013, when category 5 Typhoon Yolanda made landfall in the eastern Visayas, it caused extensive damage to life, housing, livelihoods and infrastructure across nine of the Philippine's poorest provinces. It is the most powerful storm ever recorded. Rain fell at rates of up to 30 mm per hour, winds reached upwards of 315 km/h and massive storm surges up to 5-6 metres high hit coastal areas. The islands of Leyte and Samar were hardest hit: 90 percent of the infrastructure of Leyte's largest urban center, Tacloban City, was destroyed. Philippine authorities estimate that 16.1 million people have been affected, 4.1 million displaced, and at least 6,155 people are confirmed dead.<sup>1</sup> As of 24 December 1,785 people are still missing, and almost 1.1 million homes are destroyed.

The typhoon left a clear geographic pattern of damages across different areas. Along the eastern coast of Samar, Southern Samar and Leyte, there was severe damage due to powerful storm surges with impact that is comparable to that of a tsunami. Vast areas have been inundated by the sea, causing heavy infrastructure damage in highly populated coastal areas. The estimated volume of municipal debris in Tacloban City alone is 1 million m<sup>3</sup> (i.e. 10 football fields piled 10m high with waste). Along the western coast and mainland areas of Samar and Leyte, the damage occurred mainly due to the severe winds that, for example, destroyed vast amounts of coconut and banana trees. Further west along the typhoon path, strong winds also caused damage in coastal areas of Cebu, Panay and Coron, although to a lesser extent<sup>2</sup>. In areas beyond a 100 km radius of the typhoon's path, the damage associated with Typhoon Yolanda is less severe and marginal in comparison.



Area affected by Typhoon Yolanda that made landfall on 8 November 2013 in the eastern Visayas. Photo credit: OCHA

<sup>1</sup> Figures are based on data from the National Disaster Risk Reduction and Management Council as of 24 Dec 2013.

<sup>2</sup> MIRA assessment



## Socio-economic and Political Characteristics of the Affected Areas

The Philippines has a high incidence of poverty, standing at 25 percent of the total population. Two-thirds of the poor are located in rural areas and primarily dependent on agriculture, which in turn is highly vulnerable to natural hazards. The sector accounted for 63 percent of total reported disaster losses between 1990 and 2006. Consequences for the poor are illustrated in the extreme by the fact that much of the increase in poverty from 25 percent in 1997 to 28 percent in 1998 was attributable to the impact of an El Niño shock on the agricultural sector, rather than to the effects of the concurrent Asian financial crisis, which primarily affected relatively better-off wage earners<sup>3</sup>. The urban poor are also often highly vulnerable to natural hazards, in part as rapid urban growth and lack of tenure have forced many to squat in marginal areas such as river easements – a phenomenon all too apparent in Metro Manila.<sup>4</sup>

Typhoon Yolanda has affected one of the poorest regions in the Philippines, which would make it more difficult for the poor to break free of their poverty. The Eastern Visayas, which is worst affected by typhoon Haiyan, was already the third poorest region in the Philippines, with weak infrastructure and struggling agricultural and fishing sectors and almost two million people earning less than US\$2 per day.

Almost 60 percent of families in Eastern Samar are below the poverty line — this area comprising Guiuan town, where Yolanda landed first. Similarly, the provinces of Northern Samar, Masbate, Bohol, Negros Oriental, and Antique are most vulnerable because of their high poverty incidence. Almost 40-50 percent of the population in Masbate, Northern Samar, and Bohol are considered poor.

Not only are these provinces poor, but they have also experienced little to no reduction in poverty over the years. Despite impressive economic growth in recent years at the national level, there is no impact on poverty alleviation in these regions. In fact, the incidence of poverty in the country has been hovering around 25 percent for more than a decade, which is a reflection of skewed economic growth and high level of inequality and disparity in the society.

Majority of farmers have small landholdings, or they are tenants. There are also a large number of landless agricultural workers. The landless, fishers and forestry workers are found to be the poorest of the poor. The increasing family size and population have also exacerbated vulnerability. The typhoon-affected areas have among the lowest domestic saving rates in the region; the lower three income deciles of the population do not save. The average annual growth in agriculture is 1.1 percent, compounded by seasonality and market distortions. Participation in education is low: in poor regions, for every 10 children who start elementary school only 34 finish. High maternal mortality rates, a very high incidence of tuberculosis and poor quality and inaccessibility of public health services are among the health-related issues which increase vulnerability in the region.

Climate change has been considered as an important factor contributing to vulnerability. While it may not have changed the frequency of typhoons striking the country it may have influenced intensity and patterns. The path of typhoons has changed; weaker tropical typhoons now have very intense associated rains, causing greater destruction and losses. Yolanda was a typhoon of exceptional severity. The people could not anticipate the extent of its destructive impact, and did not adequately prepare themselves, resulting in a very high level of damages and losses.

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<sup>3</sup> World Bank, 2001

<sup>4</sup> Charlotte Benson. 2009. Mainstreaming Disaster Risk Reduction into Development. Challenges and Experiences in the Philippines. Provention Consortium.

The areas that were hit by typhoon Yolanda are diverse both ethnically and politically. The issue of political alliances has created a perception of inequity and delays in the distribution of relief and assistance. Further to this, the political dynamics between the government and the New People's Army (NPA) has created a situation in which recovery needs are easily politicized. The NPA is heavily present in areas of Central Panay and Samar and was also identified as the instigators of initial looting of aid. There is currently a ceasefire between the government and the NPA until 2 January 2014. Going forward, it is important to ensure that the political dynamics takes into consideration the humanitarian and recovery needs. Furthermore, the Western Visayas has an Indigenous Population (IP) living in the inland areas that was also affected by the typhoon. Traditionally the political alliance between the IPs and the NPA has been strong, partially due to similar socio-economic grievances.

## **1.2 The Immediate Response**

### **Government response**

Due to the frequent occurrence of disasters in the country, the Government of Philippines (GoPH) has considerable experience in organizing national disaster response under the leadership of the National Disaster Risk Reduction and Management Council (NDRRMC). The NDRRMC includes both national and local level capacities with representation from government ministries, emergency services, the army and civil society within the council. The structure designates four cabinet ministers as leads for different aspects of a disaster management cycle - preparedness, response, prevention and mitigation, and rehabilitation and recovery.

The NDRRMC pre-emptively evacuated 125,604 people to 109 evacuation centres in 22 provinces before the arrival of typhoon. For the initial response, the NDRRMC activated seven task forces to oversee priority sectors led by the relevant line ministries – food and water distribution; debris clearing and cleaning; disposal of dead bodies; logistics; health; law and order; and normalization. The government also deployed the military to support the humanitarian response and airlifted safe drinking water, relief supplies and food commodities to the affected areas. The President has appointed former Senator Panfilo Laczon to oversee the rehabilitation and reconstruction response and the National Economic Development Authority (NEDA) launched Government's Reconstruction Assistance on Yolanda (RAY) plan on 18 December 2013.

### **International Response**

The UN system activated a Level 3 Emergency mode for the crisis, which has entailed a large surge capacity from outside of the country to ensure the delivery of an efficient and coordinated response. While access to the disaster-affected areas remained problematic, a UN response team reached Tacloban within 12 hours of Yolanda's landfall. Further to this, immediate food and shelter assets were deployed within the first week of the response and OCHA set up coordination hubs in Tacloban, Roxas, Cebu, Ormoc and Guiuan.

Further to the civilian humanitarian response, the international community has also provided military capacity to respond to the crisis. All member states of the ASEAN responded to the humanitarian needs and other countries such as USA, UK, Canada, Japan, South Korea, Australia, New Zealand, Israel, Belgium, Italy, Sweden, Malaysia, India, Qatar, and Russia provided troops for supporting rescue, relief and humanitarian operations. The military response has been crucial as access to the affected areas to provide immediate assistance to the population was severely hindered due to extensive damages to ports, airfields and roads.

International and local NGOs have been in the frontline of the response. International NGOs struggled with issues of access in a similar manner to the United Nations, especially procuring the needed vehicles to ensure the delivery of goods. Nonetheless, the overall humanitarian response has been relatively seamless, based on a partnership that should be continued for recovery and building back sustainably.

A huge amount of international support for humanitarian needs has been mobilized in response to the typhoon Yolanda, some of which is expected to continue in the recovery phase as well. The international finance institutions, World Bank (WB) and Asian Development Bank (ADB), have committed resources exceeding US\$1 billion to recovery and reconstruction efforts.

UNDP was able to commit US\$5 million of its own resources to get dozens of experts on the ground within days of the disaster and to start up first emergency debris clearance/ waste management initiatives through cash for work programmes within first two weeks. At the outset debris clearance was prioritized for hospitals and schools in order to facilitate access and restoration of critical services.

## **Private Sector**

Uniquely to the Yolanda crisis, the private sector has played a role in the response from the beginning – both in terms of donations and fundraising to also delivering aid and providing in-kind logistics support to agencies working on debris clearance. This support has come from both Philippines companies and foreign businesses. The Government of Philippines is making an active effort to involve the private sector in recovery and reconstruction.

### **1.3 Assessment of Damages, Losses and Needs**

A **Multi-Cluster Needs Assessment (MIRA)** was conducted within the first two weeks of the response in order to define the priority needs in the all the affected areas. The assessment was conducted by more than 40 agencies in 9 provinces, 92 municipalities and 283 barangays. The priorities that were identified indicated the importance of ensuring that early recovery is integrated into the response from the beginning. Key areas, such as the recovery of livelihoods including the farming, fishing and service industry, were at the core of the needs, in addition to the rehabilitation of community services and shelter. The MIRA II assessment was launched in early December with results expected by the end of the year.

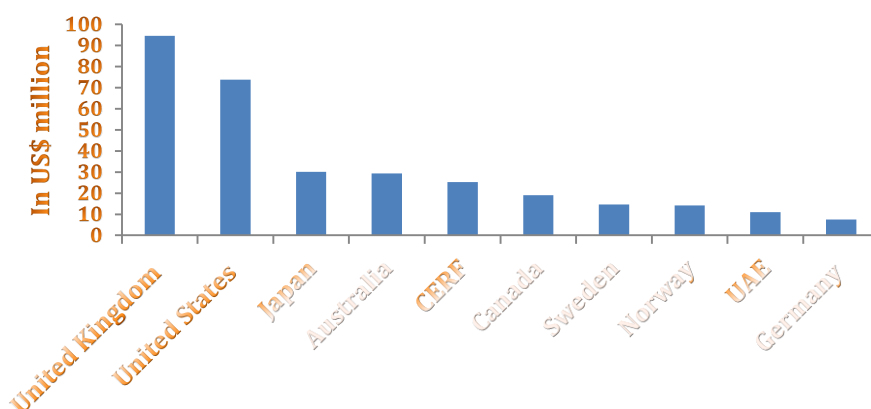
Yolanda Recovery and Reconstruction Plan (YRRP), which would be supported by a **Damage and Loss Assessment (DALA)**, was launched on 18 December 2013. The results of the DALA have not yet been made public.

Further to this, The Government is planning to conduct a **Post-Disaster Needs Assessment (PDNA)** with the support of the Asian Development Bank, United Nations, World Bank and the European Union. The PDNA will be launched in January 2014, and is expected to continue for a period of two months.

### **1.4 Early Recovery needs and Flash Appeal**

The initial **Haiyan (Yolanda) Action Plan Appeal** was launched on 22 November for a total of US\$ 301 million for both immediate response and early recovery needs. This has later on been revised through a **UN Strategic Response Plan (SRP)** that was launched on 16 December 2013 for the amount of US\$ 791 million. The SRP has been designed to complement the Government's strategic plan titled Reconstruction Assistance on Yolanda (RAY).

### Strategic Response Plan - overview of top ten donors as of 20 December 2013



While the SRP identifies the United Nations priorities for the first 12 months to ensure an immediate to medium-terms response, it also lays the ground for a longer-term recovery and resilience process to begin from day one (1) of the recovery effort. One of the key planning assumptions for the SRP is that the early recovery efforts will continue to gain momentum as local government units restore capacity to deliver basic services and people gain self-sufficiency towards pre-typhoon levels. UNDP's recovery programming will go beyond the SRP to cover the full period of the RAY, with the intention of ensuring sustainability of the recovery process and long-term benefits for the affected populations.

UNDP's contribution to the SRP comes within the Early Recovery and Livelihoods (ERL) cluster. The SRP estimates that over the first 12-months of the recovery process funding needs for ERL will total US\$ 118 million, of which UNDP's component is costed at US\$ 46.7 million. As of December 2013, UNDP has received funding in the amount US\$ 13 million which makes current funding gap of US\$ 33.7 million. UNDP's main support will be in:

- i. Debris removal and solid waste management- mobilizing both local workers and, as necessary, heavy equipment and trucks to clear roads, hospitals, schools, residential areas and other essential infrastructure to enable the recovery of bodies, space for temporary shelter, the transportation of relief supplies and the restarting of essential services such as health, education and the collection of medical/municipal waste. This targeted cash for work assists the recovery, while providing dignity and short-term employment for affected populations. While quantities of the debris will be recovered/ recycled, support will also be provided to assist with the LGUs with safe disposal of the huge volumes of debris at municipal dumps. This initiative is budgeted at US\$ 21 million over a 12-month period, with the bulk of activity to be completed within six (6) months.
- ii. Support to the restoration of Local Government Unit structures and capacities, to coordinate and manage the humanitarian response, strengthen disaster risk management and increase resilience. This initiative, to be implemented in partnership with UN-Habitat, aims to help LGUs restore their structures, systems and technical capacities, and improve their ability to coordinate the on-going humanitarian response and recovery process, while improving their longer-term capacities and resilience. This initiative is budgeted at US\$ 4 million over a 12-month period, with immediate restoration of structures and systems in the first six (6) months and further capacity-building and disaster risk reduction capacity development in the following six (6) months.



- iii. Emergency employment generation and enterprise recovery - providing vulnerable communities with immediate employment opportunities and stabilization of livelihoods through job creation and enterprise promotion. This initiative will focus in particular on the promotion of 'green' and sustainable jobs, in sectors such as processing and reuse of debris timber and windfall lumber from storm damage, creation of sustainable livelihood clusters in upland areas, and rehabilitation of local community infrastructure. This initiative is budgeted at US\$ 21,000,000 over 12 months, with immediate employment opportunities (cash for work) undertaken during the immediate 6-month period and longer-term job creation and enterprise promotion during the subsequent six months.
- iv. Strengthening the transparency and accountability of the Typhoon response at local levels. This initiative will help local communities set up systems to collate and disseminate information on funding allocations and aid flows for the response, and help create mechanisms for the resolution of disputes over aid allocation or other recovery issues. This initiative is budgeted at US\$ 500,000 over 12 months.

Through this combination of initiatives, UNDP will help address some of the critical response and early recovery needs of the Typhoon-affected communities, while also establishing a foundation on which further recovery and resilience-building programmes can be delivered, as described below.



A woman beneficiary; UNDP cash for work programme, December 2013. Photo credit: OCHA

## Section 2: The Recovery Strategy

### 2.1 Differentiated Impacts, Vulnerabilities and Capacities

Typhoon Yolanda has caused widespread destruction in the Visayas region of the Philippines. The loss of lives, livelihood opportunities, and capital assets has far reaching consequences for human development affecting at least 10.3 million people in urban and rural areas. These damages have come on top of damages and losses from a series of other natural disasters and crises; previous typhoons such as Pablo, Bopha and Sendong, the earthquake in Bohol earlier in 2013 and the conflict in Zamboanga. These overlapping crises, coupled with the expectation of more natural disasters (typhoons, earthquakes, floods) in the near future highlight the need to strengthen the resilience and sustainability of national systems and local capacities, beyond the reactive support for humanitarian needs post-crisis.

The proposed recovery programme therefore focuses on the underlying systems, resources and human capacities needed to manage exposure to risks, increase the resilience of economic, social and infrastructural systems, and enhance opportunities for further sustainable development within the context of the region's exposure to climatic and natural hazards. It aims to support the extensive national recovery programme by offering targeted technical assistance and investments to make rebuilding more resilient, to help diversify economic activities to reduce communities' dependence on risk-exposed livelihoods, and to strengthen cohesion, accountability and inclusion to make social and governance systems more resilient and responsive.

The first step to strengthen the resilience of national and local systems is to identify and address the vulnerabilities that reduce peoples' coping capacities. The second requirement would be **strengthened adaptive capacity**; the capacity to adjust to changed circumstances (e.g. a greater systemic exposure to natural hazards) and to build economic, social and governance systems that can meet the needs of communities and support sustainable development in these circumstances. The programme, therefore, focuses on governance, livelihoods, environmental management, and disaster risk reduction. These are the components that directly address roots of vulnerability and improve the adaptive capacity of the communities and local institutions.

***Resilience:** Helping people and communities to anticipate, manage, and recover from shocks, to protect and sustain human development gains.*

*Resilience-based development recognizes local and national ownership, and addresses the specific context in each country. It builds on the existing abilities and skills of affected people, communities and host governments, implementing measures that will affect the long-term (sometimes decade-long) development prospects of a country.*

*Strengthening resilience means ensuring that human rights and gender equality are considered and all activities are conducted through a lens of sustainability and conflict sensitivity.*

### 2.2 Post-Disaster Relief and Compounded Vulnerabilities

A natural disaster such as Typhoon Yolanda lays bare the vulnerability of local economic, social and governance systems to climate- and weather-related impacts. The destruction of physical infrastructure and housing, loss of economic assets such as boats, crops and businesses and injuries and loss of life caused by the typhoon were clearly evident and widely reported. Such disasters also cause significant social disruption, arising from widowhood, single-parent households, orphans and elderly individuals with no immediate family to care for them. Workers in informal employment with no access to social safety nets face immediate and on-going loss of incomes, and the risk of abuse and exploitation rises significantly. The resulting post-disaster large-scale migration (temporary and permanent) out of typhoon-affected regions places pressure on social services in other areas such as Manila and Cebu also increases the vulnerability of affected populations to trafficking and other forms of abuse.

At the same time, an event such as this also highlights and compounds a range of other underlying risks and vulnerabilities. Economic vulnerabilities manifest themselves when poor farming and fishing households lack the assets or resources to repair, rebuild or replant their livelihoods. While individual households in different communities may have suffered comparable economic losses (e.g. through loss of assets), the impact of such losses will be disproportionately greater on poor households who have fewer starting assets. For example, marginal and landless fisher households whose non-motorized boats (*bancas*) and fishing nets were destroyed may have suffered direct losses amounting to less than US\$1,000. However if this fishing gear represented the only productive asset of the household, the impact of this loss would be proportionately greater than an urban household in a city that suffered US\$5,000 worth of damage to their house and household assets. A well-designed recovery and resilience-building strategy therefore needs to take into account pre-existing economic conditions and the relative vulnerability of different affected communities in order to develop a well-calibrated response.

A natural disaster such as Typhoon Yolanda also highlights the varying levels of institutional capacity and relative strength of government systems across different affected regions. Evidence has begun to emerge of the varying ways and extents to which local government systems were able to respond to the typhoon warning and assist their constituent communities to prepare for its impact. Differing levels of capacity in coordinating the response, mobilizing resources and restoring services also directly affect the way in which affected communities are able to recover from the typhoon's impact. Identifying and addressing vulnerabilities in the governance and social delivery systems across the affected region is therefore also a priority in developing an effective response.

The disaster has reinforced the Philippine Government's determination to strengthen existing regulations on coastal easements or 'no-build' zones. At present national regulations stipulate an easement of 20 meters from the high-water mark, however the Government has indicated an intention to establish a 40-meter easement for housing. Such a programme would require large-scale resettlement of affected communities, which would expose many poor coastal dwellers to further losses – particularly those who do not have formal land tenure or ownership. Large-scale resettlement programmes are inherently risky and prone to failure, particularly if the specific local needs and concerns of each affected community are not taken into account. Beyond the provision of alternative housing, issues such as adequate and appropriate compensation, consultation and participatory decision-making, social cohesion and the maintenance of social fabric, transportation linkages and social infrastructure in resettlement locations, access to economic opportunities and sources of employment all need to be taken into account to ensure that resettled communities do not suffer further losses and deprivation.

### **2.3 Governance Context of the Country**

The governance context of the Philippines is characterized by high level of decentralization, relatively small revenue base of local governments and a very active civil society. Local Government Units (LGUs) in the Philippines<sup>5</sup> are responsible for basic service delivery as identified in the Local Government Code of 1991. Their responsibilities include services such as municipal waste collection and disposal, primary health, primary education, housing, infrastructure development, economic development, electricity and telecommunications.

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<sup>5</sup> For this document, the local governments units are the municipalities and cities of the affected areas. 52 municipalities and cities have been identified as the targeted areas. This is in the annex of the document. The immediate response will be staggered based on the results of the most affected municipalities in terms of service delivery on the MIRA (Phase 1).

The LGUs will play a critical role in post-disaster recovery. However, since the government has declared the disaster related to typhoon Yolanda as “state of national calamity” and given that a large region has been affected by the typhoon, coordination between the national and local level institutions and coordination among the LGUs will be of critical importance. The typhoon has depleted the capacity – both in terms of operational assets and personnel available to work – of many of the LGUs. The LGUs face a challenge in terms of the scale of recovery operations.

At the time of the preparation of this document, the Government has appointed a former senator as the “Typhoon Haiyan Rehabilitation Czar” at the level of cabinet rank. He is expected to oversee the overall recovery effort in coordination with the relevant departments and agencies of the government. The other details of how the overall recovery operation will be managed are yet to emerge. The present UNDP programme will maintain flexibility and align itself to provide timely and relevant support to whatever management structure is put in place by the government.

## **2.4 Risks inherent to Reconstruction and Resettlement**

A critical post-typhoon recovery policy issue is related to resettlement and the siting of housing and critical infrastructure to be re-built. There are discussions currently underway on defining no-build zones along the coastline. Prior to the typhoon, most of the affected urban areas were at different stages in the process of formulating and implementing Comprehensive Land Use Plans (CLUPs). Post-Yolanda recovery presents an opportunity to revisit the CLUPs, ensure that these are informed by multi-hazard risk assessments, and implement these systematically as part of the larger recovery effort. Implementation of CLUPs would have impact in terms of the sheer cost of the reconstruction effort, if all housing and critical infrastructure in no-build zones were to be relocated. This will also have implications for community cohesion, access to livelihood assets and resources. As in all resettlement schemes, this needs to be conducted in consultation with the affected communities.

Similarly, one of the enduring psychological impacts of the typhoon and accompanying storm surge among affected population is the fear of the sea as a potential destructive force. In such a context, there is likely to be demands for greater investment in physical coastal protection systems. There is a wide range of technical and management options for coastal protection, which range from soft measures such as the restoration of mangrove and other natural forests, to hard structural mitigation measures such as the building of sea walls etc. Each of these options has advantages and disadvantages, varying costs and long-term environmental implications.

These major resettlement and reconstruction issues require careful planning and feasibility studies informed by systematic multi hazard mapping. While many of these studies may take months to conduct and the rehabilitation effort could last well into 2016, the zoning mechanisms can be put into place. In the immediate term, the focus needs to be on low-cost, no-regret solutions.

## **2.5 Opportunities to build resilience, invest in sustainable development**

The post-typhoon recovery efforts are also an opportunity to build resilience in the affected areas. In addition to land use planning and physical risk mitigation measures mentioned in the above section, there are a number of other opportunities that can be capitalized upon. According to some estimates, over 20 percent of the populations in the urban centres in the affected areas are ‘informal settlers’ with insecure land tenure.

These population groups, living on the margins of local economy, can be active participants in the recovery process. With skills training, and newer livelihood opportunities, their livelihoods can be more resilient to exogenous shocks. Within the context of resettlement and rehabilitation, they can have better security of land tenure and access to basic services provided by the state.

Prior to the typhoon, a large part of the population in the affected areas were engaged in the primary sector of the Philippine economy mostly centered on fishing and coconut plantations. Recovery is an opportunity to further develop value chains in these areas and diversify livelihood options for the affected people. For example, in UNDP's Aceh Tsunami Recovery Waste Management Programme some US\$ 3,000,000 was invested in waste management livelihoods that generated over US\$ 6,000,000 in profits over the first two (2) years.

- Specificities of the area; development challenges in the affected areas even prior to the typhoon (e.g. urban land use planning in Tacloban prior to Yolanda)
- Opportunity to promote inclusive growth

## 2.6 Key elements of UNDP approach to recovery

In designing a resilient and sustainable recovery programme, UNDP's approach will take into account the various underlying vulnerabilities and development challenges outlined above. The programme strategy will also take into account the high level of decentralization in the Philippines, the opportunity to partner with an active civil society, and the critical role of central line departments in emergency response and recovery. The Programme will contribute to the Government's Yolanda Recovery and Rehabilitation Plan (YRRP). In terms of geographical coverage the programme will focus on a subset of priority municipalities identified under the Yolanda "corridor" or "avenue" by the government.

The recovery programme will be built upon a set of core guiding principles that are applied to all UNDP recovery programmes, as summarized in the box below:

### *Guiding Principles for Recovery*

- Focus on the most vulnerable;
- Restore local capacities for service delivery;
- Rebuild people's livelihoods as a matter of priority;
- Secure human development gains;
- Reduce disaster risk;
- Engage the private sector;
- Promote independence and self-sufficiency;
- Ensure transparency and accountability; and
- Subsidiarity and decentralization;
- Strengthen coordination.

The specific approach to the present recovery programme is based on three main pillars:

- a) Meeting **the immediate needs** in the affected region to kick-start recovery (e.g. through debris and waste recovery and emergency employment) while also **creating conditions for long-term recovery, resilience to multiple shocks** (including natural hazards) and **sustainable development**.

The first and largest component of the programme will focus on meeting the immediate needs of the affected population, through debris removal and solid waste management to assist in search and recovery operations, restore transportation and other essential services, through emergency employment schemes to stabilize livelihoods, and through targeted support for the restoration of municipal and local government services. This component will be largely undertaken during the immediate phase of the programme covering the first six (6) months.

Following on from the immediate phase, UNDP will also support a range of short-term response measures during the subsequent six-month period (months 7-12 after the disaster). These short-term actions will focus on providing needed capacities, strengthening systems and processes for management, coordination and disaster response, and targeted inputs to strengthen the resilience of reconstructed homes and public facilities.

The longer-term recovery programme will continue for a subsequent 24-month period, during which activities will focus on strengthening resilience and supporting the development of sustainable livelihood and economic development options. For example, some temporary workers can be transitioned from debris clearance to work in recovery and recycling (e.g. carpentry workshops) that prior UNDP experience in Aceh, Indonesia has shown can be developed into long term sustainable SMEs.

In delivering this support, UNDP's approach recognizes that the affected population is the principal actor and leader of the recovery process. These communities themselves will undertake the vast majority of recovery actions, and UNDP will merely support and supplement these spontaneous local actions.

The immediate investments being made by UNDP will focus on making these spontaneous recovery and rebuilding actions more sustainable and helping to ensure that the rebuilt cities, communities and economic systems in the Typhoon-affected region are more resilient to future hazards. In doing so, UNDP's approach will integrate a longer-term developmental and resilience perspective built on our extensive engagement with local issues and needs in the affected regions. The programme will map out the main vulnerabilities that affected populations face, including:

- Exposure to natural hazards and climatic shocks (weather-related events, earthquakes, drought or flooding, etc.);
- Economic vulnerabilities (poverty, vulnerability to economic shocks and the risk of falling into poverty due to inadequate safety nets);
- Food insecurity (inadequate food budgets, malnutrition, greatest exposure to harvest losses due to natural hazards);
- Social vulnerabilities (exclusion on the basis of gender, ethnic or religious exclusion, youth and aged, etc.);
- Institutional capacity weaknesses (inadequate capacities in local government and service delivery systems, inadequate or risk-prone infrastructural systems including roads, energy supply, water and irrigation);
- Ineffective national or local systems to respond to crises and disasters, and;
- Governance vulnerabilities (inadequate political voice and opportunities for participation, accountability and responsiveness gaps).

Based on this mapping the programme will develop a multidimensional vulnerability model of the affected region to identify the locations and communities that face the greatest set of compounded vulnerabilities. By targeting support to these most vulnerable groups, the programme aims to demonstrate how the overall resilience and adaptive capacity of communities in the typhoon-affected region can be strengthened, enabling these communities to resume their economic and social development as quickly as possible, and to sustain their developmental gains in the face of future hazards or natural disasters. The programme will not only target those most immediately affected by the typhoon, but also those whose pre-existing vulnerabilities mean that the impact of their losses will be felt more deeply and for longer.



b) Taking an **area-based approach** to recovery as opposed to a sectoral approach:

Using the multidimensional vulnerability lens described above, the programme will tailor sets of interventions to the needs of individual regions, Municipalities and local community groups in the affected region. Interventions will be planned at the Municipality level, with specific activities targeted down to the Barangay level as required based on assessments with the affected communities and consultations with local government leaders. As a sustainable development agency (as opposed to a sectoral agency), UNDP is well-positioned to integrate various dimensions of a comprehensive response into one integrated package, while working with and drawing from the specialist resources of technical agencies in the UN system. UNDP's approach will integrate immediate, short-term and medium-term interventions across disaster response, resilience to climate impacts, poverty alleviation for affected populations and strengthened local governance and service delivery systems.

This programme will be coordinated through four programme hubs in Tacloban, Guiuan, Ormoc, and Roxas City (for Panay and Palawan) and delivered in partnership with local governments, NGOs, CBOs, UN partner agencies and other UNDP counterparts in the region

c) Building on **prior UNDP engagement and partnerships** in the affected areas, including extensive work on disaster risk management, climate adaptation, support to local governance, rural development with Indigenous Peoples and environmental resilience and sustainability.

UNDP has been active on development, resilience and post-conflict issues in the Yolanda-affected region for many years, and has on-going relationships with local actors extending back more than a decade. Major recent and on-going programmes in the affected region include:

- A collaboration with PAGASA and provincial and local governments through the READY project to develop multi-hazard assessments for all the typhoon-affected regions (as part of a national initiative). These hazard maps have helped provincial governments to develop local development and disaster response plans that more effectively anticipate the specific hazards they are exposed to. Down-scaling this planning to affected local government units will be a priority for the recovery programme.
- A multi-year partnership on biodiversity conservation and natural resource management in Samar Island through the Samar Island Biodiversity Programme, which worked with local and central government partners to conserve the last remaining upland forests of Samar. This programme has helped to reduce flooding and soil erosion in coastal areas, and also helped to maintain the integrity of Samar's forest cover, thereby reducing the impact of storms and typhoons on downstream communities.

These partnerships will be leveraged to identify needs and deliver support in the quickest and most effective way possible.

## Section 3: Recovery Interventions

### 3.1 Key Outcomes

The implementation of activities included under this programme framework will work towards achieving the following outcomes enshrined in UNDP Strategic Plan for 2014-2017:

**Outcome 6:** Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings

**Outcome 5:** Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change

At the Outcome level, the programme performance will be measured against following indicators:

- Percentage of affected populations meeting critical benchmarks for social and economic recovery<sup>6</sup> within 6 (six) to 18 months<sup>7</sup> after a crisis (disaggregated by sex and age)
- Extent to which national and sub-national institutions are able to lead<sup>8</sup> and coordinate the early recovery process 6 (six) to 18 months after crises

The programme will work towards the above mentioned outcomes, through achievement of following outputs:

#### *Governance*

- **Output 1:** Local Government institutions restored to with physical and human resources in place to lead the design and implementation of early recovery efforts
- **Output 2:** Local accountability and transparency mechanisms strengthened and improved
- **Output 3:** The population's access to services as identified by the affected municipalities and communities restored.

#### *Livelihoods*

- **Output 4:** Immediate Livelihoods stabilized through cash for work in priority areas such as debris management providing Time critical removal of debris;
- **Output 5:** Medium term recovery through livelihoods diversification, skills training in pre-identified areas and other mechanisms strengthened and improved;
- **Output 6:** Inclusive social and economic growth through policies developed in certain critical areas

#### *Disaster Risk Reduction and Sustainable Environment*

- **Outputs 7:** Improved early warning systems, emergency preparedness and response capacities
- **Output 8:** Disaster risk reduction mainstreamed in key sectors of post-Yolanda recovery planning as well as in development planning in the Visayas region
- **Output 9:** Critical ecosystem services and ecological assets restored to reduce exposure to future natural hazards

While the focus of the present programme is recovery from the impact of typhoon Yolanda, it is important to take into account the fact that a number of other regions in the country are recovering from recent crises – related to both disasters and conflict. The larger UN system as well as the UNDP has been supporting recovery efforts in some of these areas. The present programme will aim to build synergies with these efforts. This will be achieved through mutual support between programme

<sup>6</sup> The measurement will be based on building blocks of affected men and women's livelihoods ( financial e.g. jobs/income; human; natural; physical; social), recovery of household /community assets, and access to key socio-economic infrastructure that allow crisis affected people to build back better. The main focus will be on stabilizing affected men and women's livelihoods. A livelihood refers to capabilities, assets (both material and social) and activities required for a living. It has five building blocks: financial; social; human, natural, and physical. Early livelihoods opportunities that are sustainable are in place right from the humanitarian settings.

<sup>7</sup> The period 6-18 months depicts the duration of most humanitarian phases under normal circumstance. In addition, it is important to understand that UNDP early recovery response will start from day 1 of the crisis (or even well before the crisis) and not 6 months after a crisis (disaster or conflict). However results/impact of UNDP's work will already be felt, measured or reported upon from 6 months onwards.

<sup>8</sup> Leading refers to the ability of national and local authorities to plan, guide the ER process, participate in assessments, collect and share information. Local and national authorities are for example able to undertaking comprehensive assessment and early recovery planning e.g. PDNA and taking action on its implementation.

activities, transfer of lessons learned, and integrated programming in areas of geographical overlap. Over the coming months, the UN Country Team in the Philippines will revise its UNDAF in light of the ongoing crisis recovery efforts. Similarly, UNDP will undertake a revision of its Country Programme. This will be an opportunity to build systematic linkages between the various streams of crisis prevention and recovery activities.

### 3.2 Specific (sectoral) interventions

#### GOVERNANCE

Typhoon Yolanda has severely affected the operational capacity of the local government units (LGUs) in the eastern Visayas region. The operational infrastructure of the LGUs – facilities, infrastructure, operation assets such as computers, communication systems, and records – have been lost or damaged. In some LGUs, the operational capacity in terms of personnel has been compromised severely because LGU staff themselves are affected by the disaster and are unable to report to work. For example, in Tacloban city, until two weeks after the disaster, more than 75 percent of the work force of the city government was unavailable. Some of the LGUs were also affected by the disruption of essential supplies.

Given the critical role LGUs play in post disaster recovery, it is pivotal to ensure that LGUs have the capacity – covering both operational assets and personnel – to lead the recovery process. This has already been requested from UNDP during initial needs assessments across the Typhoon affected region. There are additional needs for technical capacities – planning, financial management, community consultations, and coordination – to manage recovery operations and basic service delivery at the local level. Due to recurring disasters in the Philippines (and particularly in the central Regions), strengthening the capacity of LGUs will be key to increasing the longer-term resilience of affected communities.

At the time of the preparation of this document, the Government has appointed a former senator as the “Typhoon Haiyan Rehabilitation Czar” at the level of cabinet rank. He is expected to oversee the overall recovery effort in coordination with the relevant departments and agencies of the national government as well as Local Government Units (LGUs) in the affected areas. The other details of how the overall recovery operation will be managed are still emerging. The present UNDP programme will maintain flexibility and align itself to provide timely and relevant support to the national level management structure of the post-Yolanda recovery effort.

Under the Governance component, the present programme will deliver the following outputs:

#### **Output 1: Local Government institutions restored with physical and human resources in place to lead the design and implementation of early recovery efforts**

*Immediate (0-6 months)*

##### **Activity 1.1: Restoration of minimum operational assets of affected LGUs**

The programme will work with the affected LGUs in conducting a joint assessment<sup>9</sup> of loss of operational assets such as office space, furniture, computers and IT equipment. While the full scale recovery of these assets will be part of the larger programme, the present programme will identify and restore minimum assets through purchase of movable assets as well as basic repair of damaged buildings that are needed for the functioning of the LGUs.

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<sup>9</sup> The information collected for this assessment will also feed into the PDNA that will be conducted in January 2014.

**Activity 1.2: Augmenting the capacity of the LGUs**

Based on a rapid capacity assessment of each of the affected LGUs, the programme will provide trained, specialized UN volunteers to work alongside the regular personnel of LGUs to assist with day to day functioning of the LGUs as they begin to manage recovery operations in their respective administrative areas. In addition, the programme will facilitate mutual support through secondment of personnel from LGUs from other parts of the country to LGUs in Eastern Visayas. This peer support will provide LGUs with additional capacity to kick-start the recovery process in their respective areas. In addition, the programme will facilitate any other kind of support that the LGUs from other parts of the country want to provide to LGUs in the Visayas region. An exchange/ municipality twinning programme is already being discussed with the Metro Manila Development Authority.

**Activity 1.3: Post-Yolanda Recovery Resource Centres**

The programme will establish Recovery Resource Centres (RRCs) in four locations: Tacloban, Guiuan, Ormoc and Roxas. The RRCs will provide a coordination platform for stakeholders in Post-Yolanda recovery including affected communities, LGUs, national government, private sector, national and international NGOs, and the UN agencies. These will also act as a channel of communication, where LGUs can provide information to the affected communities on the support available to them, how the aid is being used, know how on safer building construction etc. At the same time the RRCs will be a forum where the affected communities can air their concerns and grievances with regards to the recovery process to be actioned by the LGUs or passed onto the concerned agencies.

**Activity 1.4: Regional Workshop on Role of Local Governments in Recovery**

The programme will organize a regional workshop that bring together local government heads – mayors, district administrators, municipal counselors – from disaster affected areas of other countries in the region including Indonesia, India, Sri Lanka, and Thailand. The workshop will create an opportunity for peer-to-peer exchange between local government officials. The workshop will address specific thematic issues that are of concern to the LGUs in post-Yolanda recovery. These issues could include: land tenure and resettlement; partnership with civil society organizations; private sector partnership in recovery; community consultations; building back better, etc.

*Short-term (6-12 months)*

**Activity 1.5: Strengthening Recovery Related Core Functions of LGUs**

The programme will undertake an assessment of LGU capacities in their core functions including finance, planning, revenue generation, procurement, communications, reporting, service delivery, and ability to develop partnerships with the private sector and CSOs. Based on this Capacity Development Plans will be set up with each selected municipality that will develop the skills and systems necessary to institutionalise recovery processes within the functioning of the LGU. These Capacity Development Plans will include ways of boosting the resources available to the cities/ municipalities. At present, 90 percent of the income for a city/ municipality comes from the allotment from the central level. The cities/ municipalities need to have capacity to raise their own resources through revenue and other fees generation in order to ensure more efficient contingency planning. Building on prior work of UNDP in parts of the country, the programme will build the capacity of LGUs in this area.

*Medium-term (12-36 months)***Activity 1.6: Strengthening the Capacity of LGUs in Disaster Risk Reduction and Recovery**

Capitalizing on the experience of managing Post-Yolanda recovery operations, and building on Activity 1.5 described above, the programme will help institutionalize capacities on all aspects of disaster risk reduction in the LGUs. This will be complementary to the capacity development of LDRRMC (refer activity 7.X) and help set up a small unit within the LGU, that will be a permanent secretariat of LDRRMC. These units will be a repository of local risk assessments, inventory of disaster response resources, and source of technical advice on disaster risk reduction and recovery. In addition, the programme will aim to develop a financial mechanism at the LGU level to support local level disaster reduction and recovery. Such a financial mechanism would include contingency funds for emergency response and recovery as well as provision for supporting local level disaster risk reduction measures.

**Output 2: The population's access to services as identified by the affected cities/ municipalities and communities restored through the development and implementation of recovery plans.***Immediate (0-6 months)***Activity 2.1: Support to communities with lost documentation**

Many affected people in the Eastern Visayas have lost documentation relating to person and property. In partnership with LGUs and local CSOs, the programme will work with LGUs in identifying a list of priority documentation -- such as a national ID, birth, marriage and death certificates – that are a prerequisite for accessing recovery assistance and other basic services such as health, education and financial services. Based on this, in partnership with the LGUs, the programme will set up mobile one-stop shops for the restoration of documentation. The programme will ensure that women headed households, and other marginalized groups have easy access to this facility.

**Activity 2.2: Facilitating community participation in recovery planning**

The programme will facilitate the participation of communities including women's groups in developing local level recovery plans using the current planning system under the Local Planning and Development Coordinator. These plans will be carried out with participation of the civil society as outlined in the Local Planning Guidelines, and other organisations in the area and set out the prioritised recovery needs of the cities/ municipalities.

*Short term (6 – 12 months)***Activity 2.3 Developing the capacity for implementation of recovery plans**

The cities/municipalities will be supported to improve service delivery with the skills and systems needed for the implementation of the activities on the recovery plans in line with their responsibilities, such as procurement and finance systems as per their responsibilities set out in the Local Government Code of 1991. Following the Philippine Plan for Gender-responsive Development (2005 – 2025), a minimum of 5percent of the recovery budget will be for gender and development projects.

**Activity 2.4: Supporting grievance mechanisms related to land issues**

The programme will support affected communities and LGUs in setting up a mechanism for redressing grievances related to land tenure. Under the Local Governance Code, all cities/ municipalities are required to set up their Barangay Justice System or Lupon Tagapamayapa or Peace and Order Council, to hear and mediate cases before these are brought to the formal court system. UNDP will work with the LGUs to set up or capacitate these Councils to ensure that land issues can be discussed and resolved. UNDP will also work with the LGUs to help implement the Comprehensive Agrarian Reform Law, which guarantees equal rights for women in land ownership. All documentation will be digitized.

**Activity 2.5: Supporting the revision of Comprehensive Land Use Plans**

The programme, in partnership with other specialized agencies of the UN system, will work with the LGUs to revise their respective Comprehensive Land Use Plans (CLUP) ensuring that these are informed by multi-hazard risk assessments. Implementation of CLUP may require resettlement for some affected people. The programme will support a consultative process with communities, particularly women's groups to ensure that community concerns arising out of resettlement are adequately addressed.

*Medium term (12 – 36 months)*

**Activity 2.6: Social protection systems for at-risk communities (links with Activity 6.1)**

Building on the post-Yolanda recovery experience, the programme will advocate for establishing a Social Protection system with the support of Department of Social Welfare and Development that will support vulnerable groups in recovering from disasters.

**Output 3: Effective coordination, accountability, and transparency mechanisms for post-disaster recovery established**

*Immediate (0-6 months)*

**Activity 3.1: Support to national level coordination mechanism for post-Yolanda recovery**

The programme will provide strategic advice, coordination support and technical assistance as necessary and as requested by the national authorities. The programme will make provisions for high level policy advice, technical support for coordination and communication, technical support on integrating disaster risk reduction in recovery, and technical advice on livelihood recovery. As necessary, the programme will facilitate exchange of experiences with other large recovery operations such as the post-2004 tsunami recovery experience. The programme will make available national and international expertise to support this activity.

**Activity 3.2: Support to recovery aid tracking at the local level**

Following the national level aid coordination system, the local governments will be capacitated to lead the coordination between the line departments, NDRRMC, civil society, NGOs, the private sectors and international donors. The local governments will also be assisted to set up more transparent information systems, from simply placing financial and recovery data on notice boards to open town hall meetings and posting information on any relevant social media sites where applicable.

*Short term (6 – 12 months)*

**Activity 3.3 Communication on aidflow to communities**

In the medium term, the aid coordination figures that the local government collects will be coordinated with the recovery plan that the municipality develops. This information will be fed to the community and form part of the coordination mechanism set up by the cities/municipalities to coordinate the recovery response. This will ensure that the aid and recovery funding is directed to the areas of service delivery prioritized by the community and the local government.



*Medium term (12 – 36 months)***Activity 3.4: Support to citizen monitoring systems**

In order to support transparency and accountability to the beneficiaries, the programme will support the development of citizen monitoring tools. This will be based on prior experience of Water Governance systems in Mindanao that were developed with assistance from UNDP under the Millennium Development Fund. The Localised Customer Service Code will be set up between the communities and the cities/ municipalities through a consultative process that will outline their mutual agreement on the appropriate level, quality of service, time and maintenance as well as the charge for the services provided by the cities/ municipalities. These codes will be monitored by both parties at a frequency decided by both parties to ensure that the communities can keep the local government units accountable for the required service delivery standards for recovery services. The communities will be capacitated to carry out regular monitoring of the service provision.

**LIVELIHOODS**

UNDP is organizing its interventions in the coastal areas (locations need to be specified), which are worst hit. It would work with the communities, which are seriously affected by the disaster, particularly those engaged in agriculture, fishing, and informal employment. It would be aimed at revival of livelihoods through short- and medium-term interventions, in partnership with a number of national and local agencies and institutions.

UNDP will implement its interventions in a way that promotes sustainable development, involves communities, empowers women, and improves local economic practices. It will promote interventions in primary and service sectors, much in line with the structure and composition of local economy.

UNDP would promote community resilience through diversifying livelihoods, and strengthening local institutions and markets. It will support asset replacement, skill development, and risk reduction. Through its support, it will promote financial inclusion and integration of the local work force into formal economy.

UNDP will implement its livelihoods programme in a way that is consistent with the national recovery policy developed by the government. It will seek convergence with the government programmes, and draw upon resources provided by various interventions. It will also coordinate with other international agencies, particularly ILO and FAO, to ensure that the interventions are complementary, and they reinforce each other towards the broader objective of enhancing livelihood options and community resilience. The three strategic focus areas couched in the three outputs below follow a three track approach. This is designed in ways to build the foundation through early recovery and a rapid return to sustainable development. As a package the three outputs below will start at the same time but with different intensities depending on the need in affected area/areas. The short-term measures such as cash for work for debris clearance will be complemented by UNDP support to medium and long-term economic development such as inclusive market development. This will also include value-chain development and development of a competitiveness strategy and policies for moving the priority sectors toward sustained growth and expanding the value addition that accrues to typhoon-affected people and enterprise.

In accordance with the strategy outlined above, UNDP will, therefore, support three types of interventions, reflecting priorities at different stages of recovery. These interventions are as follows:

## **Output 4: Emergency Employment: Livelihoods Stabilization through Cash for Work and Cash grants for immediate livelihoods assets replacement**

### *Immediate (0-6 months)*

The objective of emergency employment is to support immediate livelihoods stabilization for vulnerable communities. Typhoon Haiyan left villages, houses, farms, livestock and small shops flattened with tonnes of debris in its wake. Debris management reestablishes access to schools, health facilities, productive assets and markets, roads, homes and local government facilities.

#### **Activity 4.1: Cash for work for Debris clearance and waste management**

UNDP will use the modality of *cash for work* to meet the basic livelihood needs of the affected community. This will provide temporary employment to 160,000 workers. Debris clearance and (medical/ municipal) waste management are among the most important priority needs to be addressed in a disaster of this magnitude due to the associated environmental and public health issues. At the same time, it will create significant short-term livelihoods for the people who are strapped for jobs and immediate cash. This area of UNDP work is multi-dimensional and encompasses management of waste generated by the typhoon, medical and other solid waste management, development of dumpsites and creation of emergency livelihoods. These are explained in Box 1.



Debris clearance, UNDP cash for work programme, November, 2013  
Photo credit: UNDP

#### **Activity 4.2: Mobile cash transfers with private sector partnerships**

In certain pilot municipalities, partnerships with the private sector will be developed to provide wider and quicker access to money through mobile cash transfers. This will provide beneficiaries with a cell phone and a bank account which will strengthen financial inclusion for the poor and most vulnerable. It will also bring greater accountability for the cash transfers which can be tracked through an online system of payments, as opposed to cash payouts and paper records. The LGUs will be a key partner in these initiatives which would include selection and education of beneficiaries, monitoring of cash transfer, and interaction with financial institutions.

#### **Activity 4.3 Mobile sawmills for clearance of timber tracts**

The typhoon has uprooted large tracts of crops and plantations particularly coconut trees in coastal areas (e.g. Guiuan, Western Samar, Leyte, northern and eastern Panay and northern Palawan), and bamboo, hillside forests and tree crops in inland regions. These materials can be recovered to help meet the extensive need for construction materials for shelter reconstruction. To meet this need in an efficient way, mobile sawmills will be provided (together with trained operators) to assist owners of this lumber to process the material and sell it to in the local market or to those who provide shelter materials. The processing of coconut trees for coco lumber is particularly time-critical since the fallen coconut trunks will begin to decompose within as little as three months, rendering it unsuitable for processing.

### Box 1: The Challenge of Debris and Waste Management after Typhoon Yolanda

The typhoon left a previously relatively poor waste management infrastructure decimated in respect of a lack of human resources, lost/ damaged equipment, and directly impacted infrastructure (dumpsites, workshops etc) and created a significant new demand in terms of the large volumes of typhoon waste and damaged buildings that need clearance and disposal.

- **Medical/ Municipal Solid Waste (MSW):** Prior to the typhoon, municipal services such as waste management did not comply with basic sanitation provisions in national regulations – e.g. waste is disposed in open dumps rather than sanitary landfills. These dumpsites now need to accommodate not only municipal solid waste (MSW), but vast quantities for storm debris. LGUs in affected areas have already requested and received UNDP's assistance with medical, MSW and dumpsite management support. This support together with capacity building of LGU personnel will be required over the medium term.
- **Typhoon Waste:** Huge efforts by government (DPWH/MMDA) resulted in most typhoon waste being removed from main roads by mid-December, but left many small streets and residential areas still under feet of debris. Also much of this waste (some 100-200,000m<sup>3</sup> in Tacloban alone) was inadvertently dumped in temporary waste dumpsites in inappropriate areas such as bus terminals, government facilities and private land, often close to residential areas where, if left, the waste will start to decay and likely contaminate surface/ groundwater and emit flammable landfill gas (some temporary dumps have already caught fire leading to air pollution). Conversely the typhoon waste contains significant quantities of recoverable/ recyclable building materials that can directly feed the recovery effort and reduce the need for sourcing of new virgin building materials (e.g. timber) with commensurate benefits to the environment. UNDP, in association with local governments from Tacloban to Tolsa in Letye has already begun to clear side streets and residential areas and address the temporary dumpsites via the use of both cash for work to recover recyclable materials and rented heavy equipment to transport residual waste to municipal dumpsites.
- **Dumpsites:** Prior to the typhoon disposal of MSW was in open dumpsites, often located in close proximity to residential areas or the coast, with little or no environmental controls. Some were also directly impacted by the typhoon (e.g. the materials recovery facility in Panay Municipality) There is an urgent need to provide interim facilities to accept MSW and residual tsunami derived wastes in a manner that does not significantly impact the environment. UNDP propose to utilize rented heavy equipment to provide engineered cells for both municipal and typhoon wastes and to improve existing dumpsites in benefiting districts.
- **Livelihoods:** To maximize the reuse of recovered materials, minimize the volume of waste requiring ultimate disposal and improve waste management in the longer term, UNDP and its partners are considering a number of livelihood restoration and creation projects in waste management. UNDP also propose to work with other interested NGOs/ donors and government on staff training programmes and environmental/ waste management public awareness campaigns.



Tacloban coastal damage. December 2013  
Photo credit: UNDP

**Activity 4.4 Emergency employment for rehabilitating and rebuilding community infrastructure**

Short-term measures will be undertaken to support the rehabilitation of community and market infrastructure. Widespread destruction of these facilities has reduced activities related to production and sale, and has affected the local economy. In partnership with the LGU's and their assessments, this component will look into rebuilding/rehabilitating of essential socio-community infrastructure such as community halls, markets for the sale and produce of their local produce, and temporary dumpsites and landfills. These activities will generate local employment as well as improve access to local economic services and infrastructure.

Additionally, support to local government in the affected areas to coordinate and plan recovery activities more efficiently and effectively will be linked with the Output 2.3. disaster risk reduction (DRR) measures will assist communities to recover and become more resilient, by building back better their dwellings and community infrastructure.

**Activity 4.5 Immediate livelihoods support through small grants for livelihood assets and in green jobs through partnerships with LGUs, CBOs, and the private sector**

Support will be provided for quick recovery of small businesses and micro-enterprises that lost productive assets during typhoon Yolanda. This support will be in the form of 'start-up grants' or 'start-up packages' to local entrepreneurs who have lost some or all of their livelihoods assets but usually have some work experience or remaining assets that can be used or reactivated in livelihoods activities with short production and sales cycles. Start-up grants will be seed money/capital provided to local entrepreneurs for the purpose of reestablishing or jumpstarting income-generating or entrepreneurial endeavours. Start-up packages will be provided for immediate livelihoods replacement as identified by LGUs and communities, and can include replacement and support for boats, livestock, equipment and tools for various local trades, and production centers.

**Output 5: Medium term recovery through livelihoods diversification, skills training in pre-identified areas and other mechanisms strengthened and improved;**

*Short term (6-12 months)*

**Activity 5.1 Livelihood Diversification**

UNDP will support a number of measures which help the affected people diversify their livelihood options. It is an area where most of the work force is dependent upon primary sector activities, primarily agriculture and fisheries. It is necessary that their livelihood options be diversified, and dependence upon agriculture and fisheries for their income be reduced.

Such livelihood diversification can be promoted through a market survey of feasible economic activities. It would require investment in enterprise creation, skill development, and linkages with financial institutions. It is certain that recovery and reconstruction in the area would bring significant investment in the area, particularly in infrastructure, shelter, and social services sector. It would create many employment opportunities which need to be utilized through creating necessary skills and competencies. UNDP can support the development of a range of skills and competencies. Some of the areas which could potentially be considered for creation of employment are agro-processing, infrastructure, tourism, and housing. Working through financial institutions, seeking support of private sector, and developing economic organization of producers are some of the strategies that would be adopted by UNDP.

**Activity 5.2 Setting up of Value Chains**

UNDP will invest in setting up and strengthening value chains wherever necessary. These value chains can be set up in the fisheries and coconut plantations sector. It can support development of production, storage, and processing facilities through which value chain components such as processed fish and coir building can be supported. Such value chains can be supported through national and local partners such as the Philippines Coconut Authority.

**Activity 5.3 Creation of Livelihood Opportunities in the Service Sector**

It would consist of training in activities related to tourism and hospitality industry, provision of skills in computers and electronics, repairs and maintenance of consumer durables, and technical assistance especially in the field of business management and marketing services. The program would arrange credit assistance through banking and microfinance sectors to provide start-up working capital. The service sector is expanding, creating a lot of job and business opportunities, and these could be matched only through enhancement and retooling of skills. The program component would cover about 1000 beneficiaries.

**Activity 5.4 Enhancing Income-earning Capacity of Women**

The women's income-earning capacity would be enhanced through training, tie-up with financial and technical institutions, and technology and marketing support. Women in the typhoon-affected Barangays would be organized into credit / savings groups. The rebuilding and diversification of livelihood programs would be implemented in a way that creates new opportunities for women in farm and non-farm sectors. Women facilitators would be recruited to monitor self-help groups, organize training programs, and increase their coordination with the Local Government Units and other economic actors. The program component would benefit 100 women's self-help groups.

**Output 6: Inclusive social and economic growth through policies developed in certain critical areas***Medium term (12-36 months)*

UNDP's approach to livelihoods is phased from an immediate, medium to longer term resilience approach. This ensures that the response to Typhoon Haiyan is well integrated, promotes local capacity and is linked to policy developments that will promote sustainability. Initial needs have been identified in a number of areas wherein policy approaches can be developed in partnership with the Government of Philippines. These are around the areas of disaster protection, employment generation, private sector and social security.

**Activity 6.1 Enabling environment for policy on the provision of social protection from disasters for the most vulnerable**

The worst affected municipalities are situated in the region where poverty has been very high. Most of the poor have limited livelihood options, which are affected by frequent disasters and other risk events such as illnesses. Learning from Typhoon Yolanda, the project plans to support discussions and national policy frameworks on the provision of diversified livelihood options and social protection to these people and help them break free of poverty.

**Activity 6.2 Value chain product development**

During the medium term, certain prioritized products in fisheries, coconuts and other sectors have been identified for value chain development. This process of identification, processing, branding and then marketing of the value chain of products will be continued and completed till the product has reached regional and national markets.

## DISASTER RISK REDUCTION AND SUSTAINABLE ENVIRONMENT

The loss of lives and livelihoods caused by typhoon Yolanda has once again highlighted the high level of disaster risk in the Philippines. A large number of human deaths were caused because the early warning system – particularly at the community level -- did not perform optimally. Many public and private buildings – both engineered and non-engineered – could not withstand the intensity of the winds generated by the typhoon. In areas closer to the coastline, infrastructure was not designed to withstand the storm surge that accompanied the typhoon.

Typhoon Yolanda has clearly highlighted the need for ensuring that development work across all sectors – transport, power, agriculture, water – should be informed by disaster risk assessments. There is also a need to improving emergency preparedness and response in the Philippines.

Towards this end, the programme will aim to deliver two distinct but inter-related outputs:

### **Outputs 7: Improved early warning systems, emergency preparedness and response capacities**

#### ***Activity 7.1: Review and strengthening of the Early Warning System***

In the Philippines, the meteorological warnings are issued by Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA). Over the last several decades, investments have been made in improving the capacity of the agency in terms of technical knowhow, instrumentation and operational capability. Preliminary analyses suggest that the forecasts and warnings were issued in a timely fashion. However, the system was challenged at the local level in taking appropriate measures in response to the warnings. In many areas the evacuation was less coordinated and the level of hazard -- particularly the storm surge – was hugely underestimated. Lack of preparedness and response planning and lack of basic rescue and life saving skills in some communities resulted in high levels of mortality. Evacuation facilities and protocols existed but were not applied consistently in many locations. In the areas where these protocols were applied fully, the loss of lives was an order of magnitude lower.

In partnership with PAGASA, the LGUs and the Local Disaster Risk Reduction and Management Council, the programme will undertake a retrospective analysis of the performance of the Early Warning System – end to end – when typhoon Yolanda struck. On the basis of this, specific measures will be identified for strengthening a multi-hazard EWS for the Visayas region. Particular emphasis will be given to the local/ community-level elements of the EWS and on improving the institutional involvement of various communication channels -- radio, television, and the print media.

#### ***Activity 7.2: Improving Search & Rescue Functions and Evacuation Centers***

In the Philippines, the Army, the Coast Guard, and the Philippines Red Cross provide search and rescue services. While the Army and Coast Guard have trained search and rescue teams, the Philippines Red Cross have a volunteer base to support search and rescue services. However, coordinating these search and rescue teams is always a challenge as there is no organized inventory of search and rescue teams. It is also necessary that these teams are immediately pressed into services at the local level. The programme will support the development of search and rescue teams at the local level, equip them with necessary emergency equipment, and develop a consolidated inventory of all the search and rescue teams at the regional level. Further, a large number of community volunteers will be trained in search and rescue functions. In addition, the programme will review the existing inventory of evacuation centres, assess their suitability and identify and implement measures for improving their utilization in emergencies.



**Activity 7.3: Capacity-building of Local Disaster Risk Reduction and Management Councils (LDRRMC)**

In the Philippines, the national level mechanism in the form of National Disaster Risk Reduction and Management Council (NDRRMC) is mirrored by a similar arrangement at the LGU level in the form of LDRRMC. However, based on the experience of early warning and evacuation in anticipation of typhoon Yolanda, it is clear that the capacities of LDRRMCs are quite uneven from one LGU to another. The programme will work with the LGUs and carefully review the functioning of local disaster coordinating councils at the regional, provincial, municipal, and Barangay levels. Based on this the programme will propose more clearly defined functions for these councils for the consideration of national and provincial governments. Based on this, over the medium term, UNDP will provide support to build their capacity – in terms of personnel training, mechanisms and procedures – to perform these functions.

**Activity 7.4: Preparing Contingency Plans and Database of Resources**

A number of LGUs have prepared contingency plans to respond to disasters. However, these plans have not been updated or tested for their operational value. In the Philippines where response to a disaster is organized largely through local resources, with the national resources supplementing the local response, contingency planning at the level of local government is a critical necessity. The programme will support contingency planning at the level of LGUs, including search and rescue, evacuation, and relief to the people. This will be a broad-based exercise, which will include local government, NGOs, business sector, and other humanitarian organizations. The programme will aim to build capacities in the LGUs to update these contingency plans periodically.

**Activity 7.5: Investing in Emergency Response Facilities**

In the aftermath of typhoon Yolanda, there were several instances when the landlines and mobile phones of LGU officials didn't work in the affected areas. A critical need for strengthening emergency response, therefore, is setting up of a dedicated emergency communications networks with adequate redundancies at the regional level. The programme will undertake a feasibility survey of radio- and satellite-based communication technologies for improving the flow of information between various administrative levels vertically.

**Output 8: Disaster risk reduction mainstreamed in key sectors of post-Yolanda recovery planning as well as in development planning in the Visayas region**

Towards the achievement of this Output, the programme will undertake following key activities:

**Activity 8.1: Multi-hazard risk assessments**

This will include both macro and micro-level risk assessments. The macro-level risk assessments will use available natural hazard risk information and vulnerability profile of communities exposed to those natural hazards. The micro-level assessments conducted at the community level will follow a participatory approach, utilize community knowledge of local hazards and explore local solutions for mitigating those hazards. The combination of macro and micro-level risk assessments will inform the reconstruction process including the location of critical facilities, design of early warning systems, design of physical mitigation measures etc.

**Activity 8.2: Introducing disaster risk reduction in recovery efforts**

The affected communities have begun to rebuild shelters using materials salvaged from the damaged houses and relief items provided to them. Rebuilding of permanent shelters is likely to begin in the coming months. This presents an opportunity to undertake preparatory work in the interim period to support the notion of “build back better” when full-scale long-term recovery begins. In this interim period, the programme will identify a range of locally appropriate construction technologies that can be introduced in the typhoon-affected areas. Over the coming months manuals and guidelines on these construction technologies will be prepared and building artisans trained. In consultation with the

Department of Public Works, the programme will initiate the process of setting design and safety guidelines for housing, settlement planning, infrastructure, health and education facilities, water and sanitation, and livelihoods.

### **Activity 8.3: Integrated climate risk management**

The hazards associated with climate change are likely to pose new risks to the communities living in the Yolanda affected areas. There is a need to research climate related risks in a comprehensive manner including 1) understanding the implications of **natural fluctuations** in the climate system from season to season, year to year or in some cases from decade to decade; 2) detecting and understanding the implications of **observable trends** in climate change; 3) analyzing the possible implications of **projected climate change** on a decadal time scale. Such an integrated approach will help devise practical strategies that will begin to address present-day concerns over weather and climate-related losses, while also preparing ground for longer-term risk management.

### **Output 9: Critical ecosystem services and ecological assets restored to reduce exposure to future natural hazards**

Typhoon Yolanda significantly degraded environmental assets across the affected region, including coastal systems such as mangroves, coral reefs and coastlines (particularly in the Eastern Visayas, northern Cebu and northern Palawan) and forests, mountain slopes and watersheds in interior regions of Samar, Leyte, Panay and other large islands. This damage creates the risk of further damage and loss in future storms, e.g. through flash floods during heavy rains (compounded by the large amount of debris choking rivers and streams) and further damage to coastal housing, infrastructure and fisheries assets from wave and tidal activity. In the longer term, the loss of these ecosystem assets will further degrade fisheries and agricultural activities, due to the loss of fisheries refugia and the loss of soils and nutrients through soil erosion and sedimentation.

The programme will work with local communities and concerned agencies such as DENR, BFAR and LGUs, to map the most highly-affected regions and to implement immediate ecosystem restoration activities through community-based reforestation for slopes and watersheds, and mangrove, seagrass and coral rehabilitation in coastal areas. Where required, the programme will also work with communities and concerned agencies to implement physical reinforcement, e.g. through the use of artificial reefs and wave-breaks in critical coastal locations, and terracing or slope reinforcement (e.g. with gabion baskets) in upland areas.

These activities will be implemented in conjunction with on-going Government response plans, including the mangrove rehabilitation initiative proposed by DENR through the National Greening Programme, and coastal management and fisheries rehabilitation programmes under BFAR.

Indicative activities that may be undertaken include:

#### *Short-term (0-6 months)*

- Quick impact and rehabilitation needs assessments conducted in conjunction with DENR, BFAR and UNDP partners in the typhoon-affected region, working through existing partnerships and on-going initiatives
- Community consultations and development of community-based rehabilitation plans in targeted locations, focusing particularly on partnerships with upland Indigenous Peoples' communities and poor fisher communities which have suffered asset and livelihood losses from the typhoon.
- Implementation of immediate rehabilitation activities (strengthening and replanting of critical watersheds and slopes, rehabilitation of coastal areas) through quick grant or cash for work activities.

*Medium-term (6-12 months)*

- Piloting of community-based management of identified priority ecosystems with coastal and upland communities, targeting upland IP groups through ancestral domain management and coastal communities through local marine and coastal conservation areas (established by LGUs).
- Integration of critical ecosystem management activities into the revised CLUPs for at least six target Municipalities.
- Initial feasibility and market of biodiversity- and environment-friendly local livelihood enterprises in at least ten target Municipalities, working with the Biodiversity Partnership Programme

*Longer-term (12-36 months)*

- Development of updated ecosystem and land-use maps to identify priority conservation areas in the typhoon-affected region to strengthen ecosystem-based adaptation and resilience.
- Support to the development of environment-friendly livelihood enterprises in at least ten target Municipalities, including integration of environment-friendly livelihoods into the relevant LGU development plans.
- Support to the establishment of Indigenous Community Conservation Areas in at least five identified priority upland watersheds, working through the existing Government Ancestral Domain process.

### **3.3 Area by Area narrative**

Programme interventions identified in the above section will be applied in an area-based approach in different affected LGUs. The following paragraphs present example of one of the five areas where UNDP support will be targeted.

#### **Roxas**

The programme hub in Roxas City, Capiz Province will provide support to UNDP's programme in Panay Island (covering the provinces of Capiz, Iloilo, Aklan and Antique) and northern Palawan (Busuanga and Coron municipalities). In this region, the programme will focus on support to two main groups of communities:

- 1.1 Coastal dwellers (particularly along the northern and north-eastern coast of Panay, and the eastern coast of Palawan) and
- 2.1 Inland and upland communities (primarily in the interior of Panay).

*Coastal communities*

In this area, the long-term intention of the project is to:

- (i) Ensure that coastal communities recover from the physical impacts of the typhoon's storm surge and damage to shelter and economic assets, while also
- (ii) Assisting these communities to strengthen their resilience to future disaster events through diversified livelihoods, more resilient ecosystems and improved service delivery systems.

Key activities that will be implemented in the coastal regions supported from Roxas include:

- Debris removal, waste management and shelter reconstruction for coastal villages, including the establishment of municipal solid waste management systems where required;
- Recovery of building materials: processing of windfall coconut trunks into coco lumber for construction uses
- Restoration of local government systems – rehabilitation of Municipal and barangay infrastructure including strengthening disaster resilience through structural improvements, provision of critical disaster response equipment where required,

- Strengthening DRR capacities - capacity-building for Municipal and barangay staff on disaster planning, response and recovery.
- Livelihood rehabilitation – strengthening the supply chain for provision of bamboo and other materials from upland areas for permanent fishing structures, fish traps and coastal fish ponds in northern Panay (*bangus* aquaculture, etc.)
- Livelihood diversification/ green jobs – support to expansion of ecotourism and development of tourism-related livelihood pilots in Coron, Busuanga, and around Kalibo and Malay (handicraft production, community accommodation, tour guides and transport providers and related activities)
- Strengthening ecosystem resilience – support to national mangrove rehabilitation and coastal reforestation programmes in partnership with the National Greening Programme, targeted restoration of coastal reefs (including artificial reefs for storm buffering where appropriate)

### 3.1 Inland and upland communities

In inland areas, the project will focus on support to the poorest, most vulnerable and most remote communities, particularly Indigenous Peoples groups and other upland dwellers that have limited access to markets, infrastructure and social services. The intention of the project here is to:

- (i) Restore critical livelihoods and social services for the most affected communities, while also;
- (ii) Addressing the main vulnerabilities that magnify the human and economic impacts of natural disasters on these populations.

These vulnerabilities include **income poverty** (lack of savings or other forms of ‘safety net’ for disasters), **food insecurity** (inadequate rice and banana harvests, often resulting in insufficient seed storage for replanting after crop losses), **unsafe housing** (bamboo and nipa shelters vulnerable to repeated storm damage) and **inadequate and unsustainable household energy** sources (inefficient fuelwood stoves, inadequate kerosene lighting) which constrains productivity, creates health hazards and degrades surrounding hillsides through fuelwood harvesting.

Key activities that will be implemented in the inland and upland regions supported from Roxas include:

- Restoration of local government service delivery systems, including barangay centres, health clinics and school infrastructure, and communication and irrigation systems where required. This will include introduction of more disaster-resilient systems e.g. through provision of self-contained off-grid energy systems to power essential services in barangay centres and health clinics, and to provide lighting and basic power for schools and community centres.
- Strengthening DRR - Capacity-building support for Municipal and barangay staff on disaster planning, response and recovery, building on experiences during the typhoon.
- Salvage of windfall timber and bamboo in upland areas (e.g. interior barangays in Tapaz, Jamindan and other upland municipalities), and support for processing to support local reconstruction and supply urban and coastal markets for cash income. This may include the provision of timber processing equipment (making available portable sawmills in conjunction with DENR FMB).
- Salvage of windfall biomass (non-timber grade wood, etc.) and processing into fuel where appropriate, e.g. small-scale production of wood charcoal or wood chips.
- Demonstrations and targeted provision (to poorest or most at-need households) of fuel-efficient stoves, and support to local enterprises to promote, supply and service such stoves.
- Provision of seed stocks, fruit tree saplings and other inputs for poor farmers who lost crops or seed stocks during the typhoon, to restart agricultural production, focusing particularly on remote IP communities such as the Panay Bukidnon community in interior Panay.
- Cash for work or short-term employment programmes for watershed rehabilitation, slope stabilization and hillside reforestation in conjunction with the Provincial Environment and Natural Resource Offices and the Forest Management Bureau (with the National Greening Programme)

- Development and demonstration of more resilient bamboo and nipa construction methods, including targeted provision of shelter strengthening materials such as hurricane straps, roof nets, etc.

These activities will be implemented in conjunction with local partners including CBOs such as the SDA in northern Palawan, local Indigenous Peoples' groups, Fishermen's Associations and Farmers' Groups, etc.

## Section 4: Implementation Arrangements

### 4.1 Governing Principles

The following principles will govern management and implementation arrangements:

- The initial focus of UNDP assistance is on rapid delivery of assistance within the context of meeting immediate and early recovery needs of affected communities. However, from the outset the aim will be to promote approaches and activities that go beyond initial recovery towards more sustained social and economic recovery.
- A flexible approach to development and implementation of recovery activities will be employed, through partnerships with UN agencies, and with options for engaging a range of implementing partners including national and local NGOs, international NGOs and others;
- Implementation of recovery activities will seek to employ modalities that strengthen sustainable local level capacities; and
- Safety and security of UNDP staff, project personnel and implementing partners will be a key priority. UNDP projects will allocate resources for safety and security measures. This will include resources for efficient communications (with adequate redundancy), safety of project offices and personnel and other measures. Regular monitoring visits will be undertaken to ensure that efficient safety and security systems are in place.
- The management of recovery activities will promote strong collaboration and complementarities with other national and international assistance in the affected area.

### 4.2 Oversight and Implementation Arrangements:

The programme will use a direct implementation modality and it will be implemented by the UNDP Country Office. It is proposed to establish a Project Team in the UNDP Country Office. The team would consist of an Early Recovery Coordinator, a National Disaster Reduction Advisor, and a Monitoring and Evaluation Specialist.

At the field level, the project will be implemented through four (4) project sub-offices in Tacloban, Roxas, Ormoc and Guiuan, with the Tacloban Office functioning as a main Hub. These locations are identified based on several criteria: easy access to affected areas; coverage of affected populations; location of current UN/OCHA key hubs and local government. The Project Team would be supported by the Specialist National UN Volunteers and National Field Workers.

The Tacloban main Hub will be headed by a Project Manager and will have the technical and programming capacities in following areas: Debris Management; Local Governance; Livelihoods; Disaster Risk Reduction; Gender and Social Inclusion; Accountability; and Monitoring and Evaluation. The operations capacities in Tacloban will include: Procurement; and Logistics/Travel. Each of the project sub-offices will be headed by an Area Manager and will have technical capacities in the programme areas outlined above.

#### **4.3 Coordination with the National and Local Counterparts**

At the national level, the main counterpart will be the Department of Social Welfare and Development (DSWD). In addition, the National Economic Development Authority, the Office of Civil Defence, Department of Labour and Employment, and Department of Environment, will be key counterpart institutions for the various components of the programme.

The oversight mechanism would be provided by a Project Board, which would be co-chaired by the UNDP Resident Representative and a Representative of the DSWD. All the stakeholders would be invited to the meetings of the Project Board. The Early Recovery Coordinator and the support team would report to the Project Board, which would in turn provide strategic policy guidance and advice to ensure that the programme is consistent with the Government's policies and it is being implemented properly in accordance with the program proposal.

Through its interventions following the typhoons, UNDP has already established a coordination mechanism for interacting with the UN agencies and the development partners for implementing early recovery programmes. The UNDP also has a strong working relationship with the PDRRMCs and LDRRMCs in the field for several other initiatives on the ground. Through this programme, the UNDP proposes to set up a team in the field which would work with the local government agencies, NGOs and other UN agencies. However, the program team in the UNDP Country Office would be responsible for overall supervision, monitoring, and provision of technical assistance to field program activities.

#### **4.4 Partnership Arrangements**

UNDP would work with a number of partners at the national and local levels on the basis of their mandate and responsibility, and presence in the program areas. The Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) has a leading role in national early warning system with regards to hydro-meteorological disasters, and therefore, will need to be partnered with for strengthening early warning systems at the local level. In the private sector, the UNDP would identify mobile phone companies on the basis of their interest and local presence for developing mobile cash disbursement systems (both cash transfer and cash for work) at the local level. UNDP would at all stages seek cooperation and partnership of other UN agencies (e.g. UN Habitat) and NGOs not only in terms of the programme implementation, but also resource mobilization.

## Section 5: Monitoring and Evaluation

### 5.1 Monitoring Framework

An overall monitoring framework is being designed to ensure effective multi-stakeholder (UNDP, Government, civil society, community, donors) monitoring of activities supported through the programme, through on-site monitoring, regular reporting, and financial expenditure tracking. These functions would be supported by the Project Team, but there would also be dedicated UN volunteers for the functions related to monitoring and evaluation. The monitoring framework for the early recovery program is intended to achieve the following purposes.

- **Results-Orientation:** Ensure appropriate measurement and assessment of programme performance in order to more effectively improve performance and achieve results.
- **Quality Assurance:** Ensure quality in program activities supported through external quality monitors to ensure best possible benefit for beneficiaries, through monitoring programme delivery and identifying issues that need corrective action and ensure that additional assistance is provided early.
- **Accountability:** Ensure accountability in the use of programme resources through heavy emphasis on financial reviews to make sure that funds are being appropriately used to achieve program outputs, and that the implementing agents have sufficient controls in place to demonstrate that funds are being used appropriately.
- **Transparency:** Ensure transparency among all stakeholders in programme activities, finances and results
- **Learning:** Ensure that the programme has mechanisms to ensure learning for purposes of improving ongoing implementation and guiding new initiatives, and to identify key lessons learned and successes stories from programme implementation in relation to post-crisis recovery to feedback into planning and implementation processes of UNDP, the Government and development partners.

In order to achieve these purposes, the monitoring framework for this Programme would seek to apply the following measures:

- **Appropriate Resourcing of Monitoring:** The programme would dedicate UN Volunteers to ensure proper implementation of monitoring systems, and maintain the aid resource tracking system.
- **Field-Based:** Priority is placed on active on-site field monitoring and regularly scheduled field visits to all activities supported by early recovery program, to ensure close interaction with implementing agents.
- **Template Based System:** The programme would seek to apply a template based system to structure monitoring information and ensure its collection on a regular basis.
- **Joint Monitoring:** Monitoring should include joint monitoring activities with government and all the participating UN agencies.
- **Operational Effectiveness:** Ensure proper application of UNDP's internal control framework, and reviews of operational effectiveness.



## 5.2 Financial Monitoring

The programme's financial resources would be managed through a series of controls at various levels. All financial transactions are monitored, recorded, analyzed and reported through UNDP's ATLAS Enterprise Resource Planning system. Approved program budget and expenditures would be publicly posted in program areas, as well as on the UNDP website.

Payments to the implementing partner and delivery agents / responsible partners would generally be made directly by UNDP. Payments are made on the basis of payment schedules articulated in the contract or partnership agreement with the implementing agent. Payment schedules are linked into achievement of agreed deliverables and outputs.

Implementing partners are closely monitored in the field through UNDP field monitoring teams. Field monitors confirm delivery of activities and outputs against agreed schedules, and review and confirm whether by implementing agents have appropriate control mechanisms in place. All partners and contractors receiving funds from UNDP are subjects to financial monitoring by the UNDP programme support team, which includes qualified auditors who serve as finance monitors. Financial monitoring includes:

- Monitoring and reviewing financial reports of implementing agents against agreed program budgets to ensure fairness of expenditure;
- Verifying accuracy and completeness of financial information, including review of supporting documents and test of expenditure details;
- Requesting clarification or additional information as required to verify and justify expenditures; and
- Providing advice and technical assistance to implementing partners and contractors on measures necessary to enhance their program financial management in line with UNDP standards and norms.

Payments by implementing agents that are not in line with approved expenditures and which do not have adequate supporting details and documentation can be rejected for reimbursement by UNDP.



UNDP cash for work programme, November. 2013 Photo credit: UNDP

### 5.3 Audit and Evaluation

The programme would be audited in line with the rules and regulations of UNDP for directly executed programs. An external audit and evaluation team will carry out these activities as per the plan shown below:

ID	Event	Description	Schedule
1	Field implementation monitoring	Ongoing monitoring of field implementation by implementing partners and grantees, including field verification, review of progress reporting, and analysis of financial expenditure.	Ongoing / Continuous
1	Quarterly Reviews	Quarterly Meetings of the Project Board to review progress, address issues, and provide programme and policy guidance	Quarterly
2	Mid-Term Evaluation	Mid-term evaluation to assess progress towards programme results articulated in the Results Framework and provide recommendations.	50 percent programme completion.
3	Final Program Evaluation	Final programme evaluation to assess achievement of programme results articulated in the Results Framework and document lessons learned.	100 percent programme completion.
4	Audit	Annual audit in line with UNDP and Government rules and regulations.	Annual.

### 5.4 Legal Context

This Program Document has been prepared in conformity with the relevant provisions of the Agreement signed between the Government of the Philippines and the United Nations Development Programme signed on 21 July 1977 and effected on 12 December 1977, also known as the UNDP Standard Basic Assistance Agreement with the Government of the Philippines (the “SBAA”). The relevant provisions of the SBAA would apply to the implementation of the program.

### Support to Typhoon Recovery and Resilience in the Visayas - Budget overview

GOVERNANCE					Budget in US Dollars			Total requirement in US Dollars
Outputs	Activities	6m	6-12m	12-36m	0-6m	6-12m	12-36m	
<b>Output 1:</b> Local Government institutions restored with physical and human resources in place to lead the design and implementation of early recovery efforts	1.1: Restoration of minimum operational assets of affected LGUs	X			1,500,000	800,000	-	2,300,000
	1.2: Augmenting the capacity of the LGUs	X	X		350,000	350,000	-	700,000
	1.3: Post-Yolanda Recovery Resource Centres	X	X	X	750,000	750,000	500,000	2,000,000
	1.4: Regional Workshop on Role of Local Governments in Recovery	X			100,000	-	-	100,000
	1.5: Strengthening Recovery Related Core Functions of LGUs	X	X		150,000	100,000	-	250,000
	1.6: Strengthening the Capacity of LGUs in Disaster Risk Reduction and Recovery			X	-	-	-	-
<b>SUBTOTAL OUTPUT 1</b>								<b>5,350,000</b>
<b>Output 2:</b> The population's access to services as identified by the affected cities/ municipalities and communities restored through the development and implementation of recovery plans	2.1: Support to communities with lost documentation	X			150,000	-	-	150,000
	2.2: Facilitating community participation in recovery planning	X			100,000	100,000	-	200,000
	2.3 Developing the capacity for implementation of recovery plans		X		-	250,000	-	250,000
	2.4: Supporting grievance mechanisms related to land issues		X		-	100,000	-	100,000
	Supporting the revision of Comprehensive Land Use Plans and Comprehensive Development Plans		X		-	250,000	-	250,000
	2.6: Social protection systems for at-risk communities (inc. materials for infrastructure)			X	-	-	1,600,000	1,600,000
<b>SUBTOTAL OUTPUT 2</b>								<b>2,550,000</b>
<b>Output 3:</b> Effective coordination, accountability, and transparency mechanisms for post-disaster recovery established	3.1: Support to national level coordination mechanism for post-Yolanda recovery	X	X	X	200,000	200,000	300,000	700,000
	3.2: Support to recovery aid tracking at the local level	X			200,000	-	-	200,000
	3.4: Support to citizen monitoring systems			X	-	-	100,000	100,000
<b>SUBTOTAL OUTPUT 3</b>								<b>1,000,000</b>
<b>TOTAL GOVERNANCE</b>					<b>3,500,000</b>	<b>2,900,000</b>	<b>2,500,000</b>	<b>8,900,000</b>
LIVELIHOODS					0-6m	6-12m	12-36m	
<b>Output 4:</b> Livelihoods stabilized through Cash for Work and Cash grants for immediate livelihoods assets replacement.	4.1: Solid Waste Management and cash-for-work for debris clearance	X	X	X	10,000,000	7,000,000	4,000,000	21,000,000
	4.2: Piloting of mobile cash transfer for CfW payments with private sector partnerships	X	X	X	1,000,000	1,000,000	1,000,000	3,000,000
	4.3: Procurement of mobile sawmills for clearance of timber tracts and CfW in timber reprocessing	X	X		2,500,000	500,000	-	3,000,000
	4.4: Emergency Employment for Rehabilitating and Rebuilding socio-community infrastructure, including solid waste management facilities at LGU levels	X	X		2,420,000	1,420,000	-	2,340,000

	4.5: Immediate Livelihoods Support through Provision of small grants for livelihood assets and green jobs	X					
			3,200,000	-	-	3,200,000	
<b>SUBTOTAL OUTPUT 4</b>						<b>32,540,000</b>	
<b>Output 5:</b> Medium term recovery through Livelihoods diversification and value chains	5.1: Conduct market surveys of feasible economic activities for livelihoods diversification		X	-	200,000	-	200,000
	5.2: Set up value chains for fisheries and coconut plantations on the basis of feasibility studies;		X	-	780,000	-	780,000
	5.3: Creation of Livelihood Opportunities in the Service Sector through trainings and capacity building in Tourism, Carpentry, Hospitality, IT, Maintenance of equipment)	X	X	X	1,200,000	1,300,000	850,000
	5.4: Enterprise development and increase income earning capacity of women through skills trainings, BDS, links to microfinance, mobile cash transfer programmes.	X	X	X	1,500,000	500,000	1,000,000
							3,000,000
<b>SUBTOTAL OUTPUT 5</b>							<b>7,330,000</b>
<b>Output 6:</b> Inclusive social and economic growth	6.1: Technical assistance for policy dialogue around social protection from disasters for the most vulnerable			X	-	-	100,000
	6.2: Marketing of value chain products			X	-	500,000	800,000
<b>SUBTOTAL OUTPUT 6</b>							<b>1,400,000</b>
<b>TOTAL LIVELIHOODS</b>				<b>21,820,000</b>	<b>13,200,000</b>	<b>7,750,000</b>	<b>41,270,000</b>
<b>DISASTER RISK REDUCTION AND SUSTAINABLE ENVIRONMENT</b>			0-6m	6-12m	12-36m		
<b>Output 7:</b> Improved early warning systems, emergency preparedness and response capacities	7.1: Review and Strengthening of the Early Warning System.	X	X	100,000	100,000	-	200,000
	7.2: Improving Search & Rescue Functions and Evacuation Centres.		X	-	150,000	150,000	300,000
	7.3: Capacity building of Local Disaster Risk Reduction and Management Councils (LDRRMCs).	X	X	100,000	100,000	-	200,000
	7.4: Preparing Contingency Plans and Database of Resources.	X	X	-	-	-	-
	7.5: Investing in Emergency Response Facilities.		X	-	150,000	150,000	300,000
<b>SUB TOTAL OUTPUT 7</b>							<b>1,000,000</b>
<b>Output 8:</b> Disaster risk reduction mainstreamed in key sectors of post-Yolanda recovery planning as well as in development planning in the Visayas region	8.1: Multi-hazard risk assessments (MHRAs).	X	X	100,000	150,000	-	250,000
	8.2: Introducing disaster risk reduction in recovery efforts.	X	X	600,000	600,000	-	1,200,000
	8.3: Integrated climate risk management.		X	-	-	350,000	350,000
<b>SUB TOTAL OUTPUT 8</b>							<b>1,800,000</b>
	9.1: Quick impact and rehabilitation needs assessments	X		50,000	-	-	50,000
	9.2: Community consultations and development of community-based rehabilitation plans	X		100,000	-	-	100,000
	9.3: Implementation of immediate rehabilitation activities.	X		700,000	-	-	700,000

<b>Output 9:</b> Critical ecosystem services and ecological assets restored to reduce exposure to future natural hazards	9.4: Piloting of community-based management of identified priority ecosystems (4 pilots)	X	local environment NGOs/CSOs, IP groups and local fisheries associations	-	300,000	-	300,000
	9.5: Integration of critical ecosystem management activities into the revised CLUPs.	X		-	-	-	-
	9.6: Initial feasibility and market of biodiversity- and environment-friendly local livelihood enterprises	X		-	50,000	-	50,000
	9.7: Development of updated ecosystem and land-use maps		X	-	-	200,000	200,000
	9.8: Support to environment-friendly livelihood enterprises.		X	-	-	700,000	700,000
	9.9: Support to the establishment of Indigenous Community Conservation Areas		X	-	-	700,000	700,000
<b>SUB TOTAL OUTPUT 9</b>							<b>2,800,000</b>
<b>TOTAL DRR AND SUSTAINABLE ENVIRONMENT</b>				<b>1,750,000</b>	<b>1,600,000</b>	<b>2,250,000</b>	<b>5,600,000</b>
				<b>27,070,000</b>	<b>17,700,000</b>	<b>12,500,000</b>	<b>55,770,000</b>
<b>Field Operating Costs</b>				2,300,950	1,504,500	1,062,500	4,740,450
<b>GMS 8%</b>				2,165,600	1,416,000	1,000,000	4,461,600
<b>GRAND TOTAL</b>				<b>31,536,550</b>	<b>20,620,500</b>	<b>14,562,500</b>	<b>64,972,050</b>

RESULTS AND RESOURCES FRAMEWORK <sup>1</sup>							
<b>OUTCOMES<sup>2</sup>:</b> Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings; Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change							
<b>Indicators</b>							
<ul style="list-style-type: none"><li>Percentage of affected populations meeting critical benchmarks for social and economic recovery within 6 to 18 months after a crisis (disaggregated by sex and age)</li><li>Extent to which national and sub-national institutions are able to lead and coordinate the early recovery process 6 to 18 months after crises</li></ul>							
OUTPUTS, BASELINES, TARGETS and INDICATORS	ACTIVITIES	0-6 mo	6-12 mo	12-36 mo	Partners	Inputs	Total amount in US\$
<b>Output 1: Local Government institutions restored with physical and human resources in place to lead the design and implementation of early recovery efforts</b>  <b>Baseline (preliminary, pending PDNA results):</b> Most municipalities in eastern Leyte are working at less than 50% of staff strength, and in western Leyte and other provinces up to 80%; More than 30% of municipalities have lost operational equipment and facilities  <b>Target: 6mo:</b> Full functionality of at least 43 municipalities restored; <b>12mo:</b> Core staff of 43 municipalities trained in recovery related functions.  <b>Indicators: 1.</b> Number of municipality staff reporting to work in the 43 selected municipalities <b>2.</b> Number of municipalities with fully functioning equipment (tbd)	<b>1.1:</b> Restoration of minimum operational assets of affected LGUs	X			LGUs, Department of Interior and Local Govt (DILG), municipalities in other parts of the country, UNVs, other UN agencies as relevant	Hardware (computers, communication equipment, restored office sapec etc.)	2,300,000
	<b>1.2:</b> Augmenting the capacity of the LGUs	X				Staff time (Area Coordinators, Governance expert, DRR expert)	700,000
	<b>1.3:</b> Post-Yolanda Recovery Resource Centres	X				Travel costs (for LGU officials from the affected areas as well as outside).	2,000,000
	<b>1.4:</b> Regional Workshop on Role of Local Governments in Recovery	X					100,000
	<b>1.5:</b> Strengthening Recovery Related Core Functions of LGUs		X			Training on specific functional aspects (recovery planning, finance management) relevant to recovery	250,000
	<b>1.6:</b> Strengthening the Capacity of LGUs in Disaster Risk Reduction and Recovery			X			
<b>SUBTOTAL OUTPUT 1</b>							<b>5,350,000</b>

<sup>1</sup> This Results and Resources Framework (RRF) will be reviewed and revised in February 2014. By February 2014, results of the Post-Disaster Needs Assessment will be available. The PDNA results will inform the Baseline as well as 6 months, 12 months and three year Targets included in this RRF. In the first quarter of 2014, UNDP will undertake the design of a fully fledged M&E system for the programme.

<sup>2</sup> The Outcomes included in this RRF will align with relevant Outcomes of the UNDP Strategic Plan (2014-18).





OUTPUTS, BASELINES, TARGETS and INDICATORS	ACTIVITIES	0-6 mo	6-12 mo	13-36 mo	Partners	Inputs	Total amount in US\$
<p><b>Output 3:</b> Effective coordination, accountability, and transparency mechanisms for post-disaster recovery established</p> <p><b>Baseline:</b> LGUs have only ad hoc coordination mechanisms focused largely on humanitarian efforts; at the national level, Foreign Aid Transparency Hub (FAITH) tracks inflow of support but is not geared towards providing disaggregated information on recovery expenditure. There are no Localised Customer Service Codes set up for service delivery priorities in the affected areas.</p> <p><b>Target: 12 mo:</b> an aid tracking database (RAY database) established and functional; 24 mo: Five Recovery Resource Centres (RRCs) are established in the affected areas. <b>36 mo:</b> At least two services per municipality have Customer Service Codes set up</p> <p><b>Indicator:</b> 1) Aid Coordination Reports disseminated every month; 2) Extent to which technical support is provided to affected communities through RRCs; 3) Number of Localised Customer Service Codes set up</p>	<b>3.1:</b> Support to national level coordination mechanism for post-Yolanda recovery	X			Office of the Presidential Assistant on Rehabilitation and Recovery; LGUs, other government departments	Office Space, Equipment, Staffing for Recovery Resource Centres in five hubs	700,000
	<b>3.2:</b> Support to recovery aid tracking at the local level	X				Staff time (area coordinators, governance experts)	200,000
	<b>3.3:</b> Communication on aidflow to communities		X			Technical support to transfer/ adapt Aid Tracking system from Indonesia to the Philippines	
	<b>3.4:</b> Support to citizen monitoring systems			X		Travel costs	100,000
SUBTOTAL OUTPUT 3							1,000,000







[illegible]



[illegible]



# Post-disaster Recovery and Resilience in Typhoon Yolanda Affected Areas

