

TIME-CRITICAL SUPPORT FOR LGUs TO PLAN RECOVERY AND SUPPORT SETTLEMENT RESTORATION AFTER TYPHOON YOLANDA

Post disaster project partnership of UNDP and UN-Habitat

| Final Project Report



I. Project Background and Introduction

In view of the massive devastation caused by Typhoon Haiyan in November 2013, the UN System in the Philippines developed the “Strategic Response Plan (SRP)” in December 2013 to support the government’s response to the immediate humanitarian needs of the people affected by the typhoon and to complement the government’s “Reconstruction Assistance on Yolanda (RAY)” programme. In the SRP, UN-Habitat and UNDP developed a joint proposal entitled “Time-Critical Support to LGUs to Plan Recovery and Support Settlement Restoration After Typhoon Yolanda.” The joint project requested US\$ 8 million under the Early Recovery Cluster. In the meantime that potential donors are being sought to support the joint project, UNDP and UN-Habitat agreed to start the actions on the ground. Such was decided considering the LGU requests for support and the obvious requirement to ensure that LGUs and communities would be able to gear towards early recovery while still in the emergency phase.

As UN-Habitat and UNDP are operating in Region 8, it was initially agreed that US\$250,000 funding would be provided by UNDP to UN-Habitat to cover Tacloban, Guiuan, and Ormoc¹ as outlined in the proposal mentioned above. The work as agreed will focus on supporting LGUs in their recovery and rehabilitation planning (RRP) with specific focus on planning shelter response and recovery. The matrix below presents the agreed expected accomplishments and outputs.

Expected Accomplishment (EA): LGUs are strengthened to lead the formulation of their RRP by means of sufficient and adequate city and settlement planning data and consultative support	
Sub EA 1: <i>The LGU can facilitate the CLUP review relevant to the recovery needs, with planning guidance on displacement, tenure and re-settlement</i>	Output/s:
	1.1 Shelter needs assessment and mapping
	1.2 HLP review and guidance
	1.3 Quick city and settlement DRR/resilience review
	1.4 CLUP review undertaken with the appropriate recovery planning and coordination structures
Sub EA 2: <i>Appropriate recovery policies and ordinances in relation to settlement recovery are issued and their implementation prepared, with a strong reference to DRR, resilience and tenure security.</i>	Output/s: 2.1 Policies and ordinances prepared for adoption and implementation

II. Implementation Approach and Strategy

UN-Habitat actively participated in the Post Yolanda humanitarian cluster working groups including those done under the Early Recovery (ER) Cluster. Part of the agreed objectives of the ER cluster for

¹ Ormoc City was later on not included in the UN-Habitat workplan following UNDP’s decision to cut the budget from US\$250,000 to US\$200,000. Exchange of letters between the two agencies documents this decision.

Yolanda response as included in the SRP is to “support the rapid recovery of local government & restoration of services with an aim to reducing risks and increasing resilience.” UN-Habitat therefore ensured that the implementation of the joint project with UNDP was well anchored on the said objective of the Early Recovery Cluster and within the operating principles followed by the UN system described below.

Alignment with Global Standards for Early Recovery

The field teams of UN-Habitat, which started work since Day-4 after Yolanda struck, ensured that the approach and methodology is fully consistent with the Inter-Agency Standing Committee (IASC) guidance, which states “Early Recovery is recovery that begins early in a humanitarian setting. It is a multi-dimensional process, guided by development principles. It aims to generate self-sustaining, nationally-owned, and resilient processes for post-crisis recovery. Early Recovery encompasses governance, livelihoods, shelter, environment and social dimensions, including the reintegration of displaced populations. It stabilizes human security and addresses underlying risks that contributed to the crisis. Early recovery is a responsibility for both the development and the humanitarian agencies working in post-crises countries”.

Consistency with National Laws, Policies, and Local Priorities

UN-Habitat fully considered existing national policies and issuances relevant to extending the support to LGUs post Haiyan particularly the mandates provided in the Local Government Code (Republic Act 7160), the Philippines Disaster Risk Reduction and Management Act of 2010 (Republic Act 10121 or the DRRM Act) including the Philippine Disaster Management System (PDMS) Framework and the Implementing Rules and Regulation of RA 10121, as well as the National Climate Change Act of 2009 (Republic Act 9729).

Capacity Development Approach:

UN-Habitat implemented the project using a “capacity development approach” for Tacloban and Guiuan taking off from gains so far achieved in the Post-Yolanda emergency response in their specific localities. Through technical advisory support and other relevant activities, project implementation focused on addressing the capacity gaps to link emergency and early recovery actions with their general development directions. This was specifically requested by LGUs to guide them in making post disaster actions more sustainable.

III. Inception Period

While waiting for the final agreement with UNDP to be formally signed, UN-Habitat as agreed with the UNDP Senior Recovery Advisor (Y. Afanasiev) initiated the implementation of the project with the LGUs of Guiuan and Tacloban as critical inputs and advisories were urgently needed. During this period, which was the project inception period, UN-Habitat fielded mission teams to organize and conduct assessments, meetings and dialogues with the LGUs and other relevant stakeholders.

Project Implementation Team

As agreed with UNDP , UN-Habitat organized, hired and fielded a team in the project areas composed of the following:

- Project Team Leader
- Tacloban Field Coordinator and Urban Planner
- Guiuan Field Coordinator and Urban Planner
- Shelter Recovery Advisers
- Research and Information Officer (for Shelter Database concerns)
- Field Coordination Assistant

Other UN-Habitat support team members were fielded as needed:

- Technical experts from ARCADIS
- DRR and CC specialists
- Environment planning specialists
- Economic recovery specialist

During the inception phase, key activities included the presentation of and agreement on the operational approach for the project with the LGUs specifically the mayors and the LGU planning team as well as the coordinators of the key humanitarian clusters. The dialogues and discussions were aimed at increasing stakeholders' appreciation on the principle that while emergency and early recovery actions are conducted, such actions should provide clear consideration of pre-disaster realities and longer term development directions involving all key actors across all levels.

LGU Recovery and Rehabilitation Planning Team

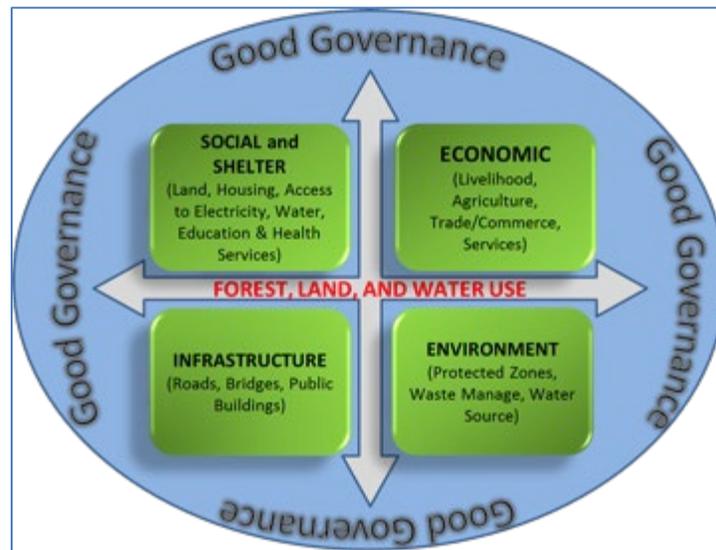
The inception activities resulted in the formation of the **Tacloban Recovery and Sustainable Development Group (TRSDG)** and the **Guiuan Recovery/Rehabilitation and Sustainable Development Group (GRSDG)**. These ad hoc groups , officially created through executive orders, took on the following roles and responsibilities:

1. Promote interface of emergency and early recovery actions with the sustainable development agenda of the city;
2. Determine how to build on strengths and gains from the emergency responses as well as from pre-disaster development gains;
3. Determine priorities and ensure better coordination of actions in the LGU;
4. Facilitate consensus building amongst stakeholder and develop strategic actions to address post disaster constraints and challenges as well as identify resource opportunities to support recovery and rehabilitation actions.

Recovery and Rehabilitation (RR) Planning Framework

Both Tacloban and Guiuan agreed on the operational approach for developing the recovery and rehabilitation plans using a framework developed by UN-Habitat (Figure 1). As the framework is consistent with the planning process of LGUs, it was easier to lead the local government teams into appreciating the RR Planning process. LGUs were encouraged to look into their key sectoral mandate, understand which key drivers of the sectors were affected by the disaster and determine whether or not the devastating impacts were due to pre-disaster challenges and constraints. The analysis allowed them to focus and use their local knowledge of their localities thus empowering them to be in control and make necessary decisions.

Figure 1



IV. Project Key Activities and Results/Accomplishments

A. **Sub EA 1:** *The LGU can facilitate the CLUP review relevant to the recovery needs, with planning guidance on displacement, tenure and re-settlement*

1.1 Shelter Needs Assessment and Mapping

Key Activities and Advisories	
Tacloban	Guiuan
<ul style="list-style-type: none"> ▪ Consultative assessment on the state of shelter and settlement issues <ul style="list-style-type: none"> - assessment of pre- and post-disaster scenario through charettes and subsequent consultations/workshops/planning sessions ▪ Assisted the city together with the 	<ul style="list-style-type: none"> ▪ Consultative assessment on the state of shelter and settlement issues <ul style="list-style-type: none"> - assessment of pre- and post-disaster scenario through charettes and subsequent consultations/workshops/planning sessions

<p>shelter cluster in organizing the Tacloban Shelter Cluster</p> <ul style="list-style-type: none"> ▪ Provided support for the development of the shelter database for the City Housing and Community Development Office <ul style="list-style-type: none"> - Analysis of existing data to identify shelter needs and gaps and most vulnerable areas (in close coordination with Tacloban Shelter Cluster) - Used above inputs to facilitate preparation of Recovery and Rehabilitation Plan for Shelter (under the Tacloban Recovery and Rehabilitation Plan) - Developed ISF profiling plan and design which was later on used by the city in their succeeding project 	<ul style="list-style-type: none"> - assessment of local processes, functions and structures relative to housing and shelter ▪ Set up a consolidated shelter and settlement needs database and a mapping system, with information disaggregated by relevant recovery planning pillar <ul style="list-style-type: none"> - Analysis of existing data to identify shelter needs and gaps and most vulnerable areas - Setting up of work plan and monitoring system for settlement/shelter needs
Results/Outputs	
<ul style="list-style-type: none"> ▪ Post-Yolanda Housing Situation Analysis (see Annex 1) ▪ Shelter Recovery and Rehabilitation Plan included in the TRRP (see Annex 2) 	<ul style="list-style-type: none"> ▪ Estimates on totally and partially damaged housing (see Annex 3) ▪ Shelter Recovery and Rehabilitation Plan included in the GRRP (see Annex 4) ▪ Technical Assessment of the LGU planned resettlement site (see Annex 10)

1.2 HLP Review and guidance

Key Activities and Advisories	
Tacloban	Guiuan
<ul style="list-style-type: none"> ▪ Advisory and consultations on relevant housing, land and property issues affecting the informal settler families and other vulnerable sectors in the city <ul style="list-style-type: none"> - Preparation of information materials on housing issues with the city - Preparation of materials for barangay consultations with emphasis on housing issues; 	<ul style="list-style-type: none"> ▪ Review of and advisories on known and emerging land issues relevant to recovery and rehabilitation, e.g. in relation to infrastructure adjustments, escape options, no-build zones, open space strategies for DRR, resettlement challenges, etc. <ul style="list-style-type: none"> - Assessment of challenges and opportunities - community action planning for

<p>Consultations were held by the city for the public (March 18); and in Barangay 88 (April 4) Barangay 89-90 (May 8), Magallanes (May 19), and Anibong (May 21).</p> <ul style="list-style-type: none"> - Advisory support to Tacloban Shelter Cluster <ul style="list-style-type: none"> ▪ Coordination of inputs for the planning of Tacloban North, specifically on the following: <ul style="list-style-type: none"> - Site assessments (with City Housing Office, NHA, Habitat for Humanity) - Site planning (with planning consultants, Ayala, Habitat for Humanity) - Dumpsite closure vis-a-vis settlement plan (with UNDP) 	<p>resettlement site</p>
<p>Results/Outputs</p>	
<ul style="list-style-type: none"> ▪ Information materials on Shelter FAQ produced with printing support from IOM (see Annex 5 and 6) ▪ Recommendations on location and development of settlement areas (see Annex 2) ▪ Adjustments/improvements on the design for the NHA supported resettlement site in Tacloban North ▪ Basic Utilities Plan in support of Shelter Development/Rehabilitation Plan (see Annex 2) ▪ Recommendations on treatment of “no-build/dwelling zones” policy vis-à-vis realties on the ground, reflected in TRRP (see Annex 2) 	<ul style="list-style-type: none"> ▪ Recommendations on location and development of settlement areas (see Annex 4) ▪ Recommendations on treatment of “no-build/dwelling zones” policy vis-à-vis realties on the ground, reflected in GRRP (see Annex 4)

1.3 Quick City Settlement DRR/Resilience Review

Key Activities and Advisories	
Tacloban	Guiuan
<ul style="list-style-type: none"> ▪ Conduct of risk assessment activities ▪ Conduct of Risk and Vulnerability Assessment for coastal areas to include 	<ul style="list-style-type: none"> ▪ Workshop and consultation meetings on risk and resilience requirements / priorities in the city

<p>exposure, sensitivity, adaptive capacity</p> <ul style="list-style-type: none"> ▪ VAA orientation for LGU planning team and technical staff 	<ul style="list-style-type: none"> ▪ Review of existing hazards (national and local government sources) ▪ mapping of CC and DRR exposure and sensitivities ▪ Initial identification of areas with risks and vulnerabilities ▪ Technical advice relative to shelter recovery (onsite, resettlement)
Results/Outputs	
<ul style="list-style-type: none"> ▪ Policy recommendations done and incorporated in the Tacloban Recovery and Rehabilitation Plan (see Annex 2) ▪ Initial VAA report for key communities needing shelter support (see Annex 7) 	<ul style="list-style-type: none"> ▪ Vulnerability and Assessment (see Annex 8): <ul style="list-style-type: none"> - exposure assessment - climate change-related + other hazards, with map - sensitivity assessment - overall + sectoral (i.e. fisheries), with map ▪ Constraints and opportunities map (LGUs need to further process these post-project) ▪ Updated hazard maps ▪ Geodatabase co-managed with the LGU and shared with humanitarian and development partners

1.4 CLUP Review with appropriate recovery planning and coordination structure

Key Activities and Advisories	
Tacloban	Guiuan
<ul style="list-style-type: none"> ▪ Establishment of the TRSDG ▪ Risk assessment and formulation of spatial strategies in the Tacloban Recovery and Rehabilitation plan as input to CLUP review ▪ Consultations for the TRRP spatial framework ▪ Coordination with the city and other assisting organizations to kick start the CLUP enhancement process (ongoing) ▪ Conduct of orientation on HLURB supplemental guide on Climate and Disaster Risk Assessment) ▪ Conduct of workshops on CDRA inputs to be used on CLUP updating 	<ul style="list-style-type: none"> ▪ Establishment of the GRSDG ▪ CLUP review undertaken through the GRRP, GRSDG as de facto LDC ▪ Orientation on CLUP review vis-a-vis GRRP; review of vision; post-disaster goal-setting ▪ Review of ecological profile ▪ Review of ELA 2011-2013 ▪ For Economic Sector, planning conducted for the conceptual design for the seaport

Results/Outputs	
<ul style="list-style-type: none"> ▪ Functional TRSDG ▪ Updated vision and sectoral strategies vis-à-vis post disaster context (see Annex 2) ▪ Recommendations on the improvement of the hazard maps ▪ Recommendations on the spatial strategies (see Annex 2) ▪ Sectoral working groups formed responsible for CDRA formulation and coordination for the planned CLUP enhancements/ updating. 	<ul style="list-style-type: none"> ▪ Functional GRSDG ▪ Updated vision and sectoral goals (see Annex 4) ▪ Partially updated sectoral profiles using post-Yolanda data (see Annex 4) ▪ Identified development constraints and opportunities (see Annex 4) ▪ Initial spatial strategies (see Annex 4) ▪ GRRP recommendations included in ELA ▪ Seaport Conceptual Design - subject for further refinement of LGU (see Annex 11)

B. Sub EA 2: *Appropriate recovery policies and ordinances in relation to settlement recovery are issued and their implementation prepared, with a strong reference to DRR, resilience and tenure security.*

2.1 Policies and ordinances prepared for adoption and implementation

As there is still no policy directive as of date to guide LGUs following the initial pronouncement of the 40 meter no-build-zone and the succeeding OPARR declaration to use a localised risk-based analysis as bases for declaring no-build/no dwelling zone, UN-Habitat promoted the use of “risk-sensitive settlements” planning approach to settlements recovery planning, design and implementation. The LGUs were advised to consider existing pertinent laws and recent policy issuances to guide them in settlements recovery programmes/directions. Key policy references shared and used to guide the LGUs include:

- *Water Code*
- *Urban Development and Housing Act (and its IRRs)*
- *National Building Code*
- *Structural Code of the Philippines*
- *CHR issuances on the “Right to Adequate Shelter”*
- *Disaster Risk Reduction and Management Act*
- *Climate Change Act*
- *HLURB Guide for LGUs in CLUP Formulation*
- *Newly issued supplemental guide (to CLUP formulation) released by HLURB*

Results/Outputs

The Recovery and Rehabilitation Plans (RRP) of Tacloban and Guiuan outline the general direction for settlements recovery in their respective localities. For Tacloban, there is a specific

annexed document on Shelter Actions. For Guiuan, an action plan to pursue the goal of providing “safe and sustainable shelter for displaced and risk-sensitive households” has been included.

Creating local policies/ordinances prior to the final guidance from national government is not ideal to pursue within the project extension period. Thus, the UN-Habitat – UNDP support only pursued the development and crafting of Vulnerability Assessment (VA) so LGUs can ensure that the technical considerations relative to risk reduction and resilience building will be considered as they eventually develop their policies/ordinances related to settlements recovery.

In the conduct of the VA to identify risk levels of sites, UN-Habitat guided the Tacloban technical staff and the City Council using the CDRA guide from HLURB. For Guiuan, while a climate vulnerability assessment has been done as basis for planning, key outputs produced to guide decision and policymaking are the base maps and geohazard maps² for the 60 Barangays where elements at risks are also layered in map forms .

Specific to shelter recovery, the following are the considerations on seamless post-disaster shelter emergency and recovery policies that were shared and/or agreed with the partner LGUs and included in the Recovery and Rehabilitation Plans:

Temporary Shelter

Temporary housing urgently needs to be provided in order to decongest evacuation centers and provide safer and sturdier housing for those still in tents and makeshift houses. This is recommended for those who are living in areas at high risk to storm surge. It will serve as interim housing while people are waiting for permanent shelter assistance in safer sites. Temporary shelter can be built in identified transitory sites (ideally either near their place of origin or near the place where permanent shelter assistance will be provided) or on-site where space is available or in identified individual lots with consenting owners. Other options for interim housing may be explored such as rent subsidies and hosting.

Permanent Shelter

Permanent shelter assistance should be anchored on spatial development strategies that aim to reduce risk. Based on a new pronouncement from the Office of the Presidential Assistant for Recovery and Rehabilitation (OPARR), the blanket application of the 40-meter no-build zone may be impractical for certain areas. The national government now recommends the delineation of areas into safe zones, unsafe zones, and no-dwelling zones (within the unsafe zones) based on the level of risk. Based on this pronouncement the national government and the city will be conducting a vulnerability and risk assessment to properly define safe, unsafe, and no-dwelling zones by June 2014. Unsafe zones and no dwelling zones will be defined according to the level of danger/ risk to storm surge and other hazards in addition to existing national laws on easements.

Development Zones

Policies for the development zones will be formulated once the vulnerability and risk assessment is finalised by the LGUs post-project and when national guidance is already available.. These policies may include recommendations for risk reduction such as limitations

² Maps are in various scales depending on the size of the barangays. Generally 1:25,000 maps were produced but in high resolution so further zooming-in is also possible.

on future use, resilient building design, and evacuation strategies. Property and basic rights to information and consultation will be respected.

Those living in areas heavily affected by storm surge are encouraged to do the following:

- Transfer to (individually selected) lots in areas with lower risk to storm surge. Assistance to self-recovery may be available from various organizations. Coordinate with barangay officials for available assistance.
- Avail of the City Government socialized housing program in Tacloban North
- Avail of the Community Mortgage Program (CMP) of the Social Housing Finance Corporation (SHFC) wherein they can purchase lots through long-term schemes at socialized rates. The CMP assistance is available to legally organized associations of residents.

V. Other interventions provided under the UNDP partnership

- a. Sharing of the RR Planning Framework and Tools with OPARR Regional Coordinator (during R. Castanares period)
- b. Orientation and discussions with Ormoc on RR Planning (prior to the exclusion of the city as part of joint initiative's priority areas).
- c. Support to Tacloban City in presenting the draft TRRP to OPARR events and meetings. This was provided as requested by the City Government and OPARR
- d. Support to UNDP in the conduct of Eastern Samar Recovery and Rehabilitation Planning covering 12 LGUs (February)
- e. Support to Guiuan in presenting the draft GRRP in various events

VI. Financial Report

Interim Financial report was submitted on 8 October 2014. Final report will be submitted once all unliquidated obligations are cleared.

VII. Annexes

Annex 1: Tacloban Post-Yolanda Housing Situation Assessment

Annex 2: Tacloban Recovery and Rehabilitation Plan (with Annexed sector action plans)

Annex 3: Guiuan estimates on housing damage

Annex 4: Guiuan Recovery and Rehabilitation Plan

Annex 5: Tacloban Information materials on Housing/Shelter FAQ_English

Annex 6: Tacloban Information materials on Housing/Shelter FAQ_Waray

Annex 7: Tacloban Initial Vulnerability Assessment Report

Annex 8: Guiuan initial Vulnerability Assessment Report

Annex 9: Haiyan Storm Surge Simulation and Scenarios

Annex 10: Technical Assessment Guiuan Resettlement Site

Annex 11: Guiuan Seaport Conceptual Drawings