

United Nations Development Programme



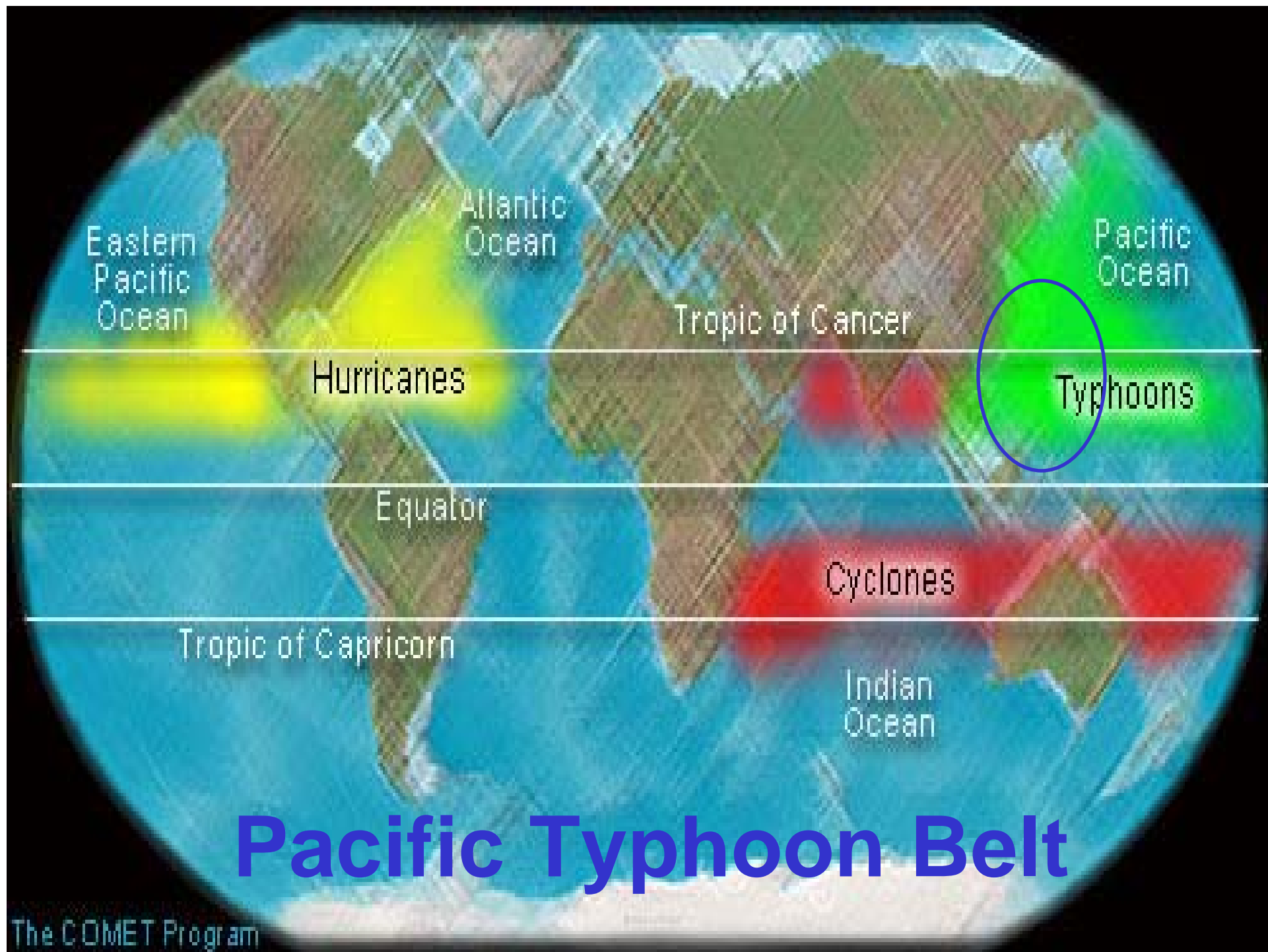
*Empowered lives.  
Resilient nations.*

Build Back Better

# Recovery from Typhoon Haiyan: Two Years After

Alma Evangelista  
UNDP Philippines  
17 November 2015  
Danang, Vietnam





## Increasing Frequency and Strength of Typhoon



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### Typhoon Ondoy (Ketsana) Sept 2009

Highest winds	165 km/h (105 mph)
NDCC Death Tally:	464
Total Damages:	Php 11 Billion



### Typhoon Sendong (Washi) Dec 2011

Highest winds	95 km/h (60 mph)
NDRRMC Death Tally:	1268
Total Damages:	Php 2 Billion



### Typhoon Pablo (Bopha) Dec 2012

Highest winds	280 km/h (175 mph)
NDRRMC Death Tally:	1067
Total Damages:	Php 36 Billion

Google Images

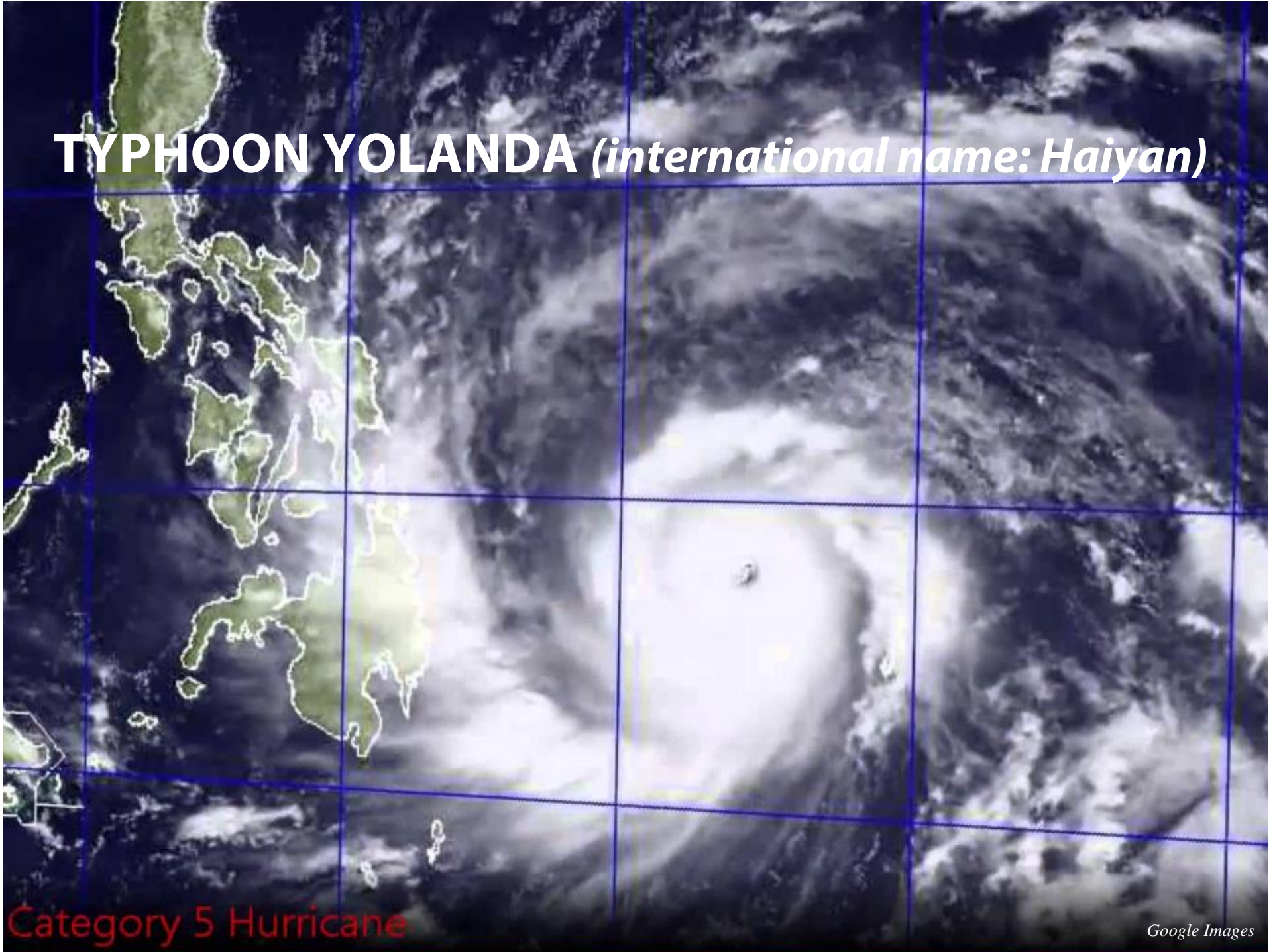
Data Source: NDRRMC Situation Reports



# TYPHOON YOLANDA (*international name: Haiyan*)

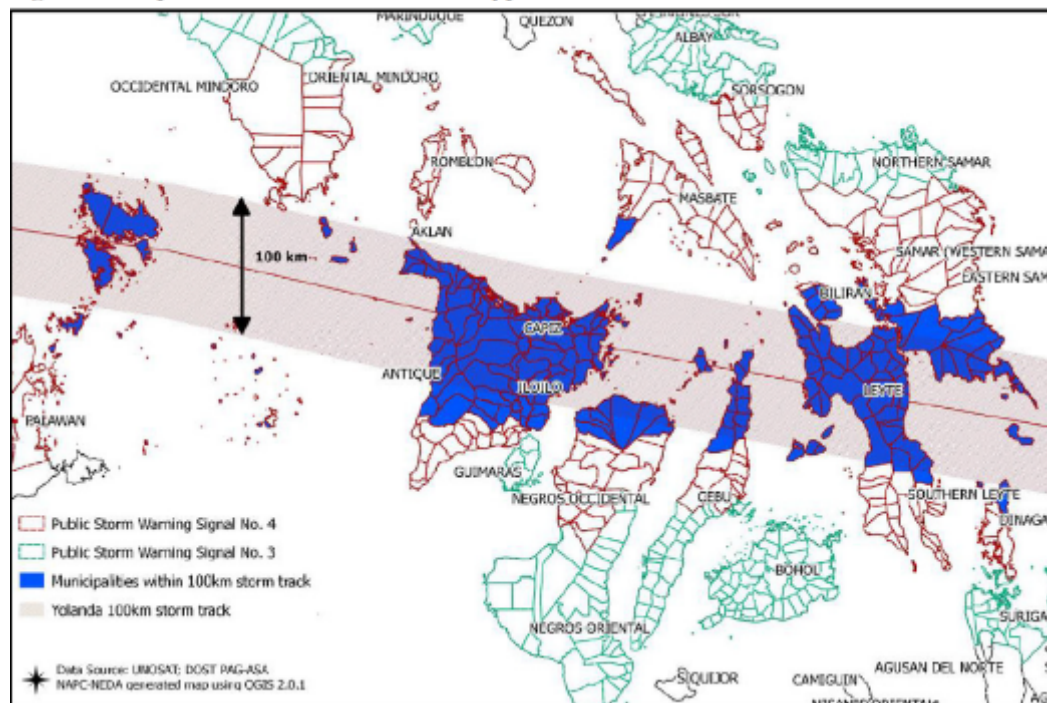
Category 5 Hurricane

Google Images



# TYPHOON YOLANDA (*international name: Haiyan*)

Figure 1. Map of 100km Storm Track of Typhoon Yolanda



## PRIORITY AREAS:

14 Provinces, 171 Cities and Municipalities

UNITS	TOTAL
Highest wind speed	315 km/h
Storm Surges	5-6 meters high
Rainfall	30mm/hour
Damaged Houses*	1,178,482
Casualties**	6,300
Missing**	1,061

One of the strongest typhoons on record in the world, hit the Central Philippines on 08 November 2013 with a force equivalent to a Category 5 hurricane and affected more than 16 million people.

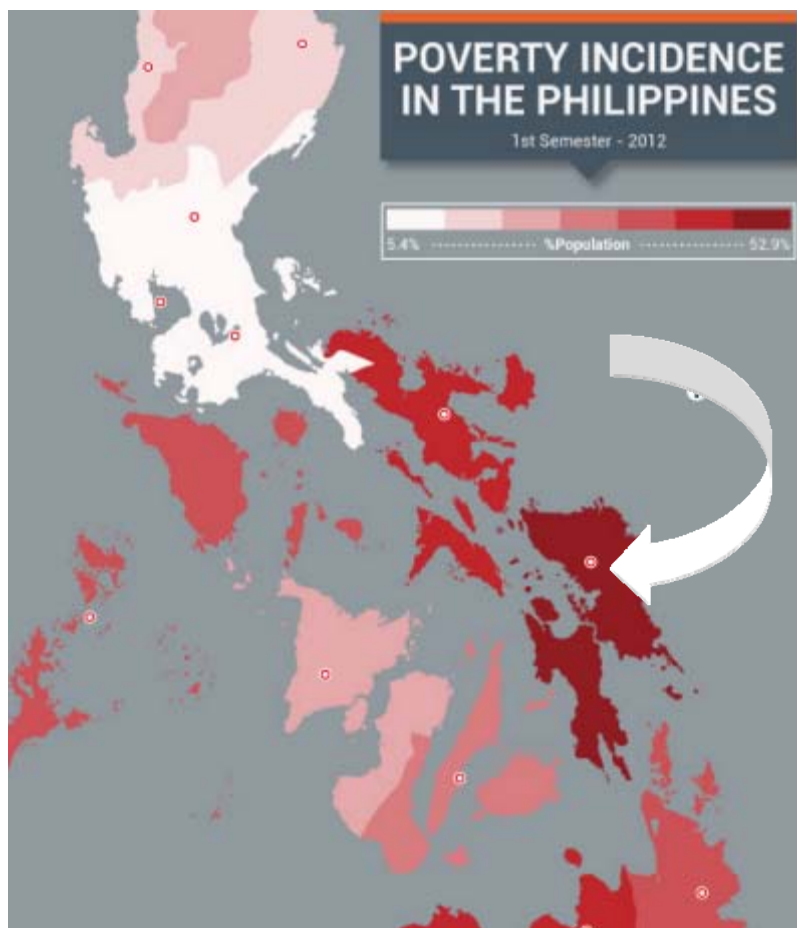
Data Sources: \*Department of Social Welfare and Development Fact Sheet, 14 July 2014

\*\* National Disaster Risk Reduction Management Council Update, 17 April 2014



# Poverty Incidence, Risks and Vulnerabilities

Annual Poverty Indicator's Survey conducted by the Philippine Statistics Authority in the first half of 2014, Eastern Visayas' poverty incidence hit an all-time high of 54.9 percent.



## WORLD RISK INDEX REPORT 2014

9<sup>th</sup> in 2009

6<sup>th</sup> in 2010

3<sup>rd</sup> in 2011

3<sup>rd</sup> in 2012

3<sup>rd</sup> in 2013

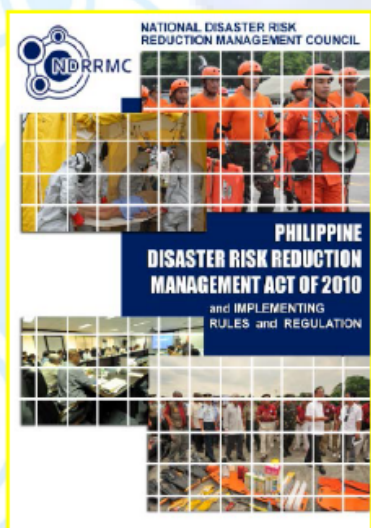
**In 2014, the  
Philippines ranked as  
2<sup>nd</sup> country at risk**

### WorldRiskIndex

Rank	Country	Risk (%)
1.	Vanuatu	36.50
2.	Philippines	28.25
3.	Tonga	28.23
4.	Guatemala	20.68
5.	Bangladesh	19.37
6.	Solomon Islands	19.18
7.	Costa Rica	17.33
8.	El Salvador	17.12
9.	Cambodia	17.12
10.	Papua New Guinea	16.74
11.	Timor-Leste	16.41
12.	Brunei Darussalam	16.23
13.	Nicaragua	14.87
14.	Mauritius	14.78
15.	Guinea-Bissau	13.75

# Philippine DRRM Law

## REPUBLIC ACT 10121



**May 27, 2010**

## DRRM NETWORK



References: <<http://www.nscb.gov.ph/activestats/psgc/listreg.asp>> Last retrieved on 09 February 2014  
Sections 5, 9 and 10, RA 10121 (2010)

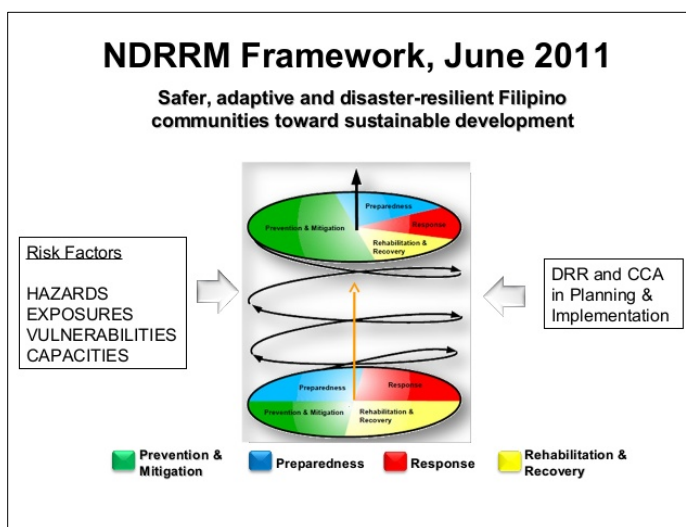
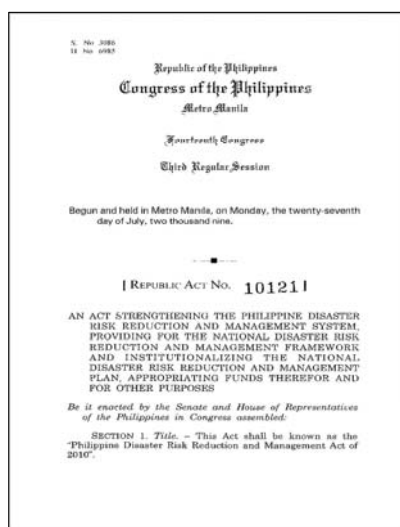
NDRRMC: setting policy, coordinating and overseeing DRRM activities, and conducting monitoring and evaluation

# Past and Current Efforts to Reduce Vulnerability to Natural Hazards and Climate Change



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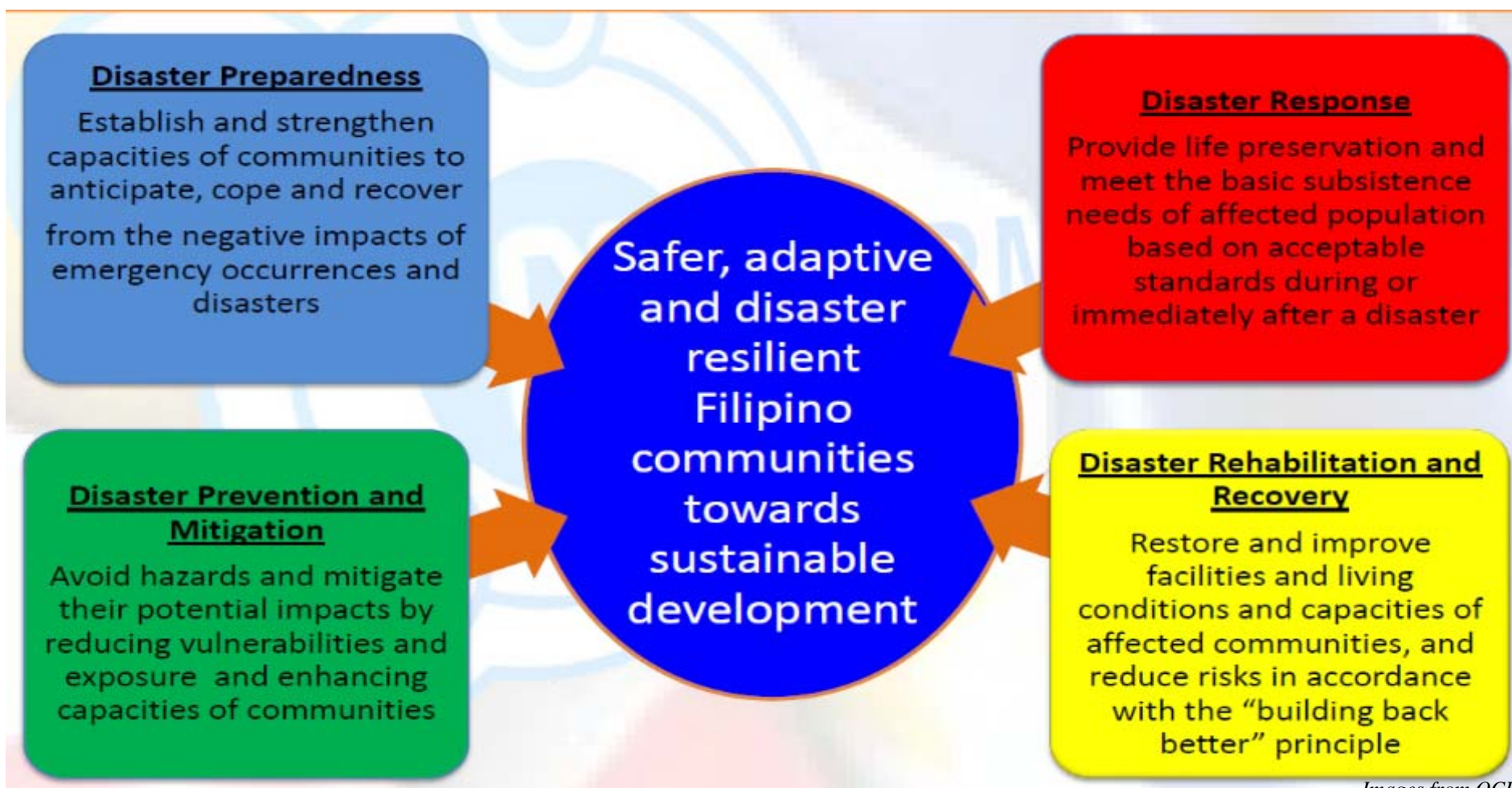
- ***DRRM Act of 2010***
- ***National DRRM Framework***
- ***National DRRM Plan 2011-2028***
- ***National Disaster Response Plan***
- ***Ongoing sunset review of 10121***





## Four DRRM Thematic Areas

- Preparedness (DILG)
- Prevention and Mitigation (DOST)
- Response (DSWD)
- Rehab and Recovery (NEDA)





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# Towards Building back better: Recovery After Typhoon Yolanda

## ASSESSMENT



### Reconstruction Assistance for Yolanda – Build Back Better (RAY-BBB)

- Preliminary assessment of damages and losses undertaken in six weeks by NEDA (Central Planning Agency) prioritized build back better principles
- Basis for allocation of supplemental budget for 2013
- Identified core recovery principles guided by “build back better”



### Post Disaster Needs Assessment (PDNA)

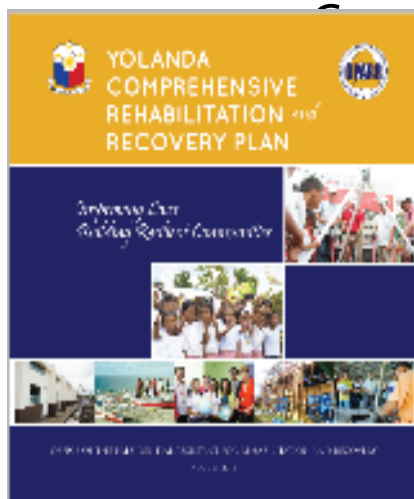
- Led by Office of Civil Defense by virtue of DRRM Law and adopted bottom-up approach
- Detailed sector- and area-based plans prepared by national government agencies and local governments



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# Towards Building back better: Recovery After Typhoon Yolanda

## PLANNING



### Comprehensive Rehabilitation and Recovery Plan

- Crafted by OPARR by through Presidential Memo Order 62 and approved by the President on October 29, 2014
- Over-all strategic recovery vision based on RAY BBB, PDNA, and sectoral plans anchored on 4 recovery clusters:
  - » Infrastructure Cluster (DPWH)
  - » Livelihood Cluster (DTI)
  - » Social Services Cluster (DSWD)
  - » Resettlement Cluster (HUDCC and NHA)
  - » Support Cluster (NEDA and DBM)
- Adheres to the “Build Back Better, Faster and Safer” principle which focuses on long-term, sustainable efforts to reduce vulnerabilities and strengthen capacities to cope with future hazards





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# Towards Building back better:

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## Recovery After Typhoon Yolanda

### PLANNING

#### Comprehensive Rehabilitation and Recovery Plan

- Local Rehabilitation and Recovery Plans were uneven in quality and rigor
- Consolidated RAY and PDNA information
- Planning process from RAY to CRRP took 9 months

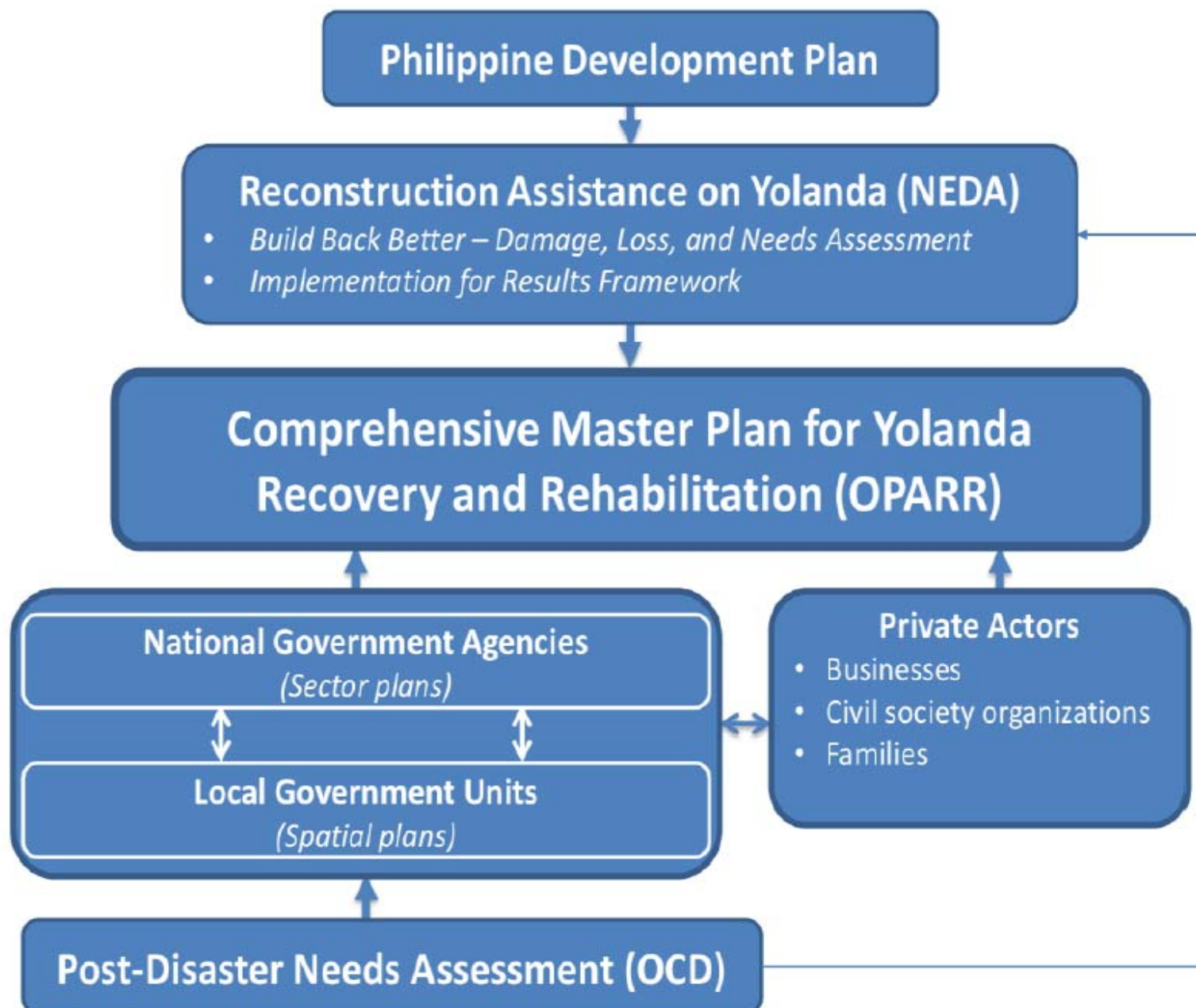


#### nstruction Assistance for Yolanda – Implementation for AY-I4R)

- Provided for policy framework for the 4 recovery clusters to ensure close alignment between the objectives of the recovery program and Philippine Development Plan



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## Planning System for Yolanda Rehabilitation and Recovery

Source: NEDA

# “Build Back Better” Concept

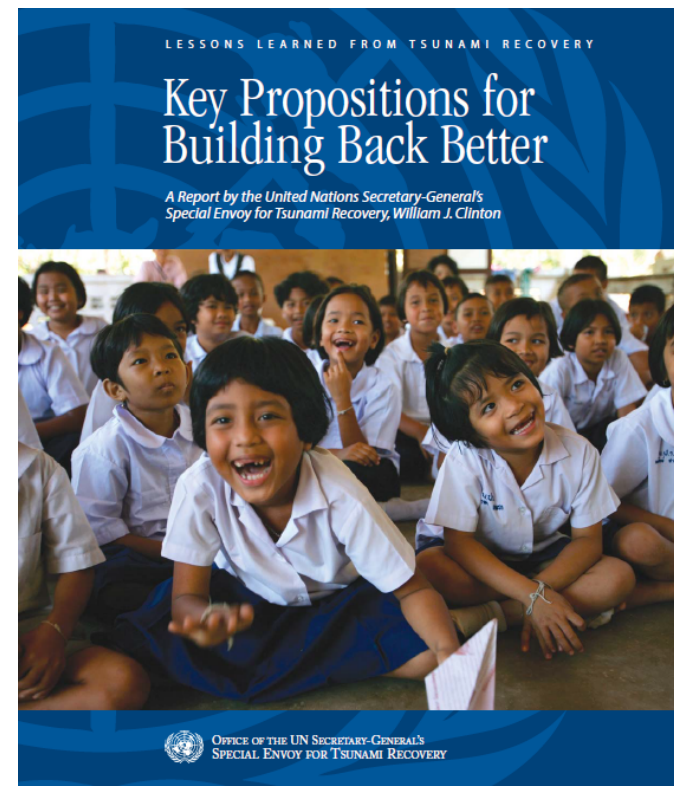
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“Build Back Better” first emerged during the multi-national recovery effort following the Indian Ocean Tsunami in 2004

Holistic approach for reconstruction and recovery to address physical, social, and economic conditions for improved resilience





## Key Propositions for Building Back Better

*A Report by the UN Secretary-General's Special Envoy for Tsunami Recovery,  
William J. Clinton, December 2006*



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### PROPOSITION 1

Governments, donors, and aid agencies must recognize that families and communities drive their own recovery.

### PROPOSITION 2

Recovery must promote fairness and equity.

### PROPOSITION 3

Governments must enhance preparedness for future disasters.

### PROPOSITION 4

Local governments must be empowered to manage recovery efforts, and donors must devote greater resources to strengthening government recovery institutions, especially at the local level.

### PROPOSITION 5

Good recovery planning and effective coordination depend on good information.

## Key Propositions for Building Back Better

### PROPOSITION 6

The UN, World Bank, and other multilateral agencies must clarify their roles and relationships, especially in addressing the early stage of a recovery process.

### PROPOSITION 7

The expanding role of NGOs and the Red Cross/Red Crescent Movement carries greater responsibilities for quality in recovery efforts.

### PROPOSITION 8

From the start of recovery operations, governments and aid agencies must create the conditions for entrepreneurs to flourish.

### PROPOSITION 9

Beneficiaries deserve the kind of agency partnerships that move beyond rivalry and unhealthy competition.

### PROPOSITION 10

Good recovery must leave communities safer by reducing risks and building resilience.



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# **Sendai Framework for Disaster Risk Reduction 2015-2030**

## **Guiding Principle**

“Build Back Better” for preventing the creation of, and reducing existing, disaster risk

## **Priorities for Action**

### **Priority 4**

Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction





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#### **Priority 4 Enhancing disaster preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation and reconstruction**

Experience indicates that disaster preparedness needs to be strengthened for more effective response and ensure capacities are in place for effective recovery.

**Disasters have also demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of the disaster, is an opportunity to “Build Back Better” through integrating disaster risk reduction measures.**



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# Towards Building back better:

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## Recovery After Typhoon Yolanda

- IMPLEMENTATION

- DPWH design and standards of “build-back-better”
  - *The essential principle for engineering design after disasters is to enhance resiliency to future calamities (i.e. to reduce the hazard through appropriate design or structural enhancement).*
  - *Reconstruction will use “build-back-better” standards for project design, to ensure that infrastructure will better withstand the effects of future disasters*
- DPWH “Structural Resiliency Program”
  - *aims to upgrade standards in the design and construction of public schools, hospitals and other government structures to make them withstand typhoons, earthquakes and other natural calamities*

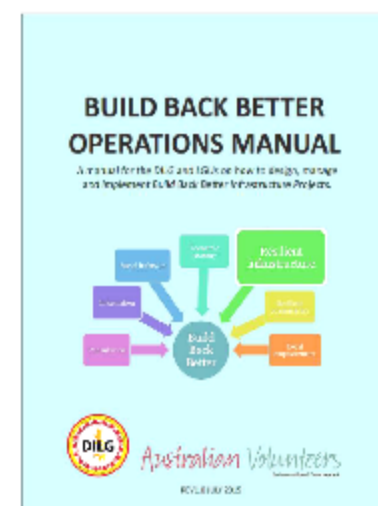
# Towards Building back better: Recovery After Typhoon Yolanda



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## • IMPLEMENTATION

- DPWH and DEPED Publication of “Simplified Construction Handbook for School Buildings”
  - *Designed to help technical professionals ensure build back better principles and provide an easy reference for checking, monitoring, and overseeing the construction and repair of school buildings*
- JOINT MEMO CIRCULAR ON ADOPTION OF HAZARD ZONE CLASSIFICATION AND GUIDELINES
  - *DENR, DILG, DND, DPWH, and DOST Cabinet Secretaries signed an issuance to regulate activities in hazard-prone areas; provide guidelines and mechanisms in the development of areas identified and provide guidance in the issuance of early warning system.*
- DILG BBB OPERATIONS MANUAL
  - *The Build Back Better Operations Manual is designed to ensure effective implementation of post-disaster infrastructure. The manual aims to empower local authorities and communities to incorporate better planning measures in post-disaster recovery.*





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# **Towards Building back better: Recovery After Typhoon Yolanda**

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- **IMPLEMENTATION**

The DILG's BBB Manual acknowledges some key points:

- BBB has largely been seen as improvements to infrastructure;
- BBB is often viewed as a separate concept from DRR and CCA rather than part of an interrelated approach to building resilience





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# **Towards Building back better:**

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## **Recovery After Typhoon Yolanda**

- **IMPLEMENTATION**

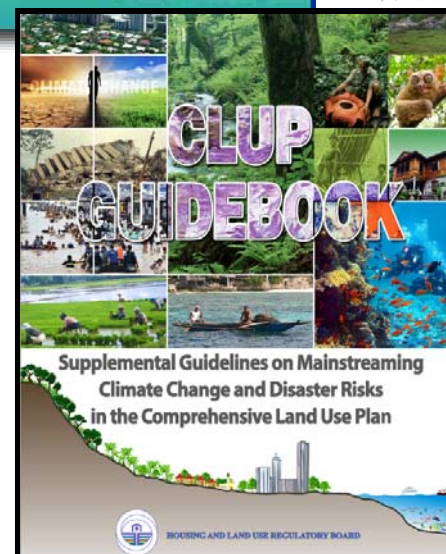
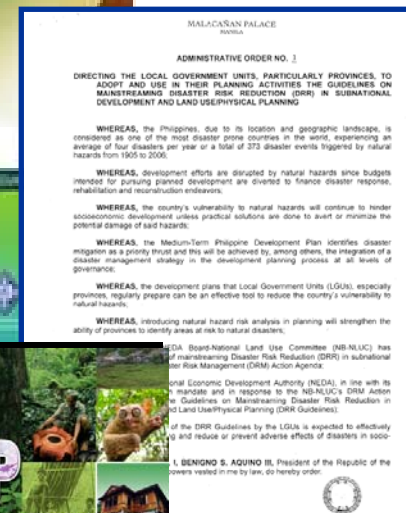
- Disasters can be prevented but natural hazards cannot be
- Important to be proactive and anticipatory, and be guided by the essentials of resilience-building and risk-based planning for recovery
- Recovery must be seen as integral to DRRM, and not just a task to be pursued post-disaster

# Past and Current Efforts to Reduce Vulnerability to Natural Hazards and Climate Change

- **Mainstreaming Disaster Risk Reduction in Subnational Development and Land Use/Physical Planning**
  - Presidential Administrative Order No. 01, s. 2010
- Enhanced to incorporate CCA: **HLURB Supplemental Guidelines on Mainstreaming DRRCCA in CLUPs (2014)**



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# Towards Building back better: Recovery After Typhoon Yolanda

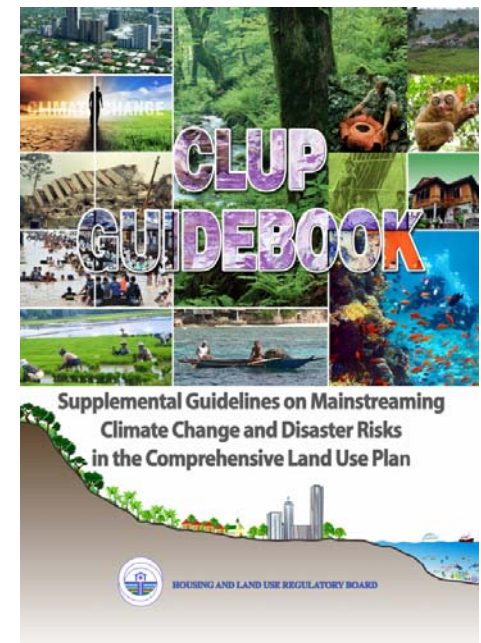


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- IMPLEMENTATION

## Comprehensive Land Use Plan (CLUP) Guidebook

- *Housing and Land Use Regulatory Board (HLURB)  
Supplemental Guidelines on Mainstreaming Climate  
Change and Disaster Risks in the Comprehensive Land Use  
Plan*
- *Support to LGUs to mainstream Climate Change  
Adaptation and Disaster Risk Reduction into the  
Comprehensive Land Use Plans and Zoning Ordinances*



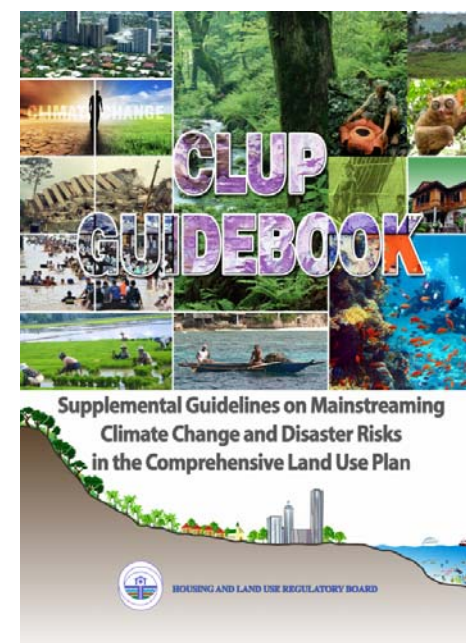
# Towards Building back better:

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## Recovery After Typhoon Yolanda

- IMPLEMENTATION

- Proper land use planning should be integral to recovery and reconstruction
- Foundation upon which communities rebuild along a resilient development pathway
- Updating of CLUPs
  - Changes in land use
  - Updated information on climate/disaster risks
  - Use of new hazard maps
  - Development of new settlement areas
  - Importance of scientifically based risk and vulnerability assessments





# RECOVERY: 2 YEARS AFTER

## INFRASTRUCTURE CLUSTER

Completed ■ Under Procurement ■  
Ongoing ■ Not yet started ■

National Roads Reconstructed/rehabilitated



National Bridges Reconstructed/rehabilitated



Flood control structures reconstructed/rehabilitated



Airports rehabilitated



Seaport facilities rehabilitated



Classrooms newly constructed



Classrooms rehabilitated



State colleges and universities rehabilitated



Municipal facilities rehabilitated (civic centers, municipal halls, and public markets)



Communal irrigation systems restored



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Source: NEDA Yolanda PMO

# RECOVERY: 2 YEARS AFTER

## LIVELIHOOD CLUSTER

Completed ■ Under Procurement ■  
Ongoing ■ Not yet started ■



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Fishing boats repaired/replaced

**47,105 boats**

**10,507**

Fishing gears and paraphernalia distributed

**75,948 sets**

**4,779**

Farm tools distributed

**14,719 sets**

**6,256**

**531**

**2,198**

Tractors and other machineries provided

**138 units**

**9**

**29**

Rice and corn seeds distributed

**92,140 bags of seeds**

**14,133**

**3,435**

Coconut areas replanted

**26,514 hectares**

**29,020**

**44,466**

Coconut intercropping areas established

**51,692**

**49,056 hectares**

**181,252**

Starter kits distributed

**3,765**

**632**

**12,983 kits**

Entrepreneurship trainings conducted

**305 trainings**

**2**

**81**

Livelihood Assistance and CBLA

**39,599**

**320,838 beneficiaries**

Skills and livelihood trainings conducted

**31,130 beneficiaries**

**17,603**

Source: NEDA Yolanda PMO

# RECOVERY: 2 YEARS AFTER

## RESETTLEMENT CLUSTER

Completed ■ Under Procurement ■  
Ongoing ■ Not yet started ■

Housing Units Constructed

**11,938** houses **77,881** **115,309**



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## SOCIAL SERVICES CLUSTER

Completed ■ Under Procurement ■  
Ongoing ■ Not yet started ■

Textbooks and learning materials provided

**3,780,661** copies **2,689,817**

Learning kits provided

**339,745** kits

Emergency shelter assistance provided

**717,404** families **311,043**

# Challenges

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- Complex bureaucratic processes for procurement and budget releases
- Limited awareness of “Business NOT as Usual” policies
- Adherence to accountability mechanisms vs need for rapid response
- Low absorptive capacity of government agencies and LGUs
- Lack of horizontal and vertical coordination amongst government agencies, LGUs and other stakeholders
- Implementation dilemma: national government agencies or LGUs





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# Challenges

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- Resettlement remains the biggest challenge for government
  - Land availability
  - Tedious process for permits, licenses and clearances for housing/resettlement, and for land use conversion
  - Multi-layered management of housing recovery
  - Lack of large-scale delivery mechanisms
  - Lack of adequate facilities in relocation sites, including access to livelihoods

**Resettlement as tool for DRR that must address pre-disaster vulnerabilities**



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## Drivers for Post-Yolanda Recovery

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- Pre-disaster preparedness: where municipalities had contingency plans based on reliable risk and vulnerability assessments, recovery commenced soonest, and progressed more swiftly
- Substantive stakeholder and community involvement
- Pre- and post-disaster partnerships with CSOs, NGOs and business sector
- Cash transfers with technical assistance as opposed to tightly managed top-down implementation

# Moving Forward

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- Capitalize/expand on “what has worked”
- Recalibrate targets to serve both existing and emerging recovery needs
- Coordination, coordination, coordination
- Track progress of Haiyan recovery: monitoring and evaluation as key element of transparency and accountability
- Create a dedicated government agency to lead DRRM including recovery
  - Sunset review of DRMM Law is good opportunity

# Moving Forward

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- Support and strengthen local recovery efforts: recovery must be LGU-driven
- Develop a shared vision for Build Back Better and engage all stakeholders in the process
- Invest in capacity building for the LGUs and bureaucracy in order to realize the vision





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## **“Build Back Better” after Haiyan**

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**“We know that we cannot allow ourselves to be trapped in a vicious cycle of destruction and reconstruction. We know that it is more efficient to prioritize resilience now, rather than to keep rebuilding. This is why we are going to build back better.”**

**-President Benigno S. Aquino III**

*[Briefing for the Development Partners of the Philippines on Reconstruction Assistance on Yolanda, which was co-organized by the Department of Foreign Affairs (DFA) and the Department of Finance (DOF).]*

*Images from DFA*



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**Thank you.**  
***Maraming Salamat.***

