YOLANDA  COMPREHENSIVE REHABILITATION AND RECOVERY PLAN

1 August 2014
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1. The Calamity

1.1 Typhoon Yolanda/Haiyan

Typhoon Yolanda, internationally known as Haiyan, was one of the strongest storms ever recorded, with wind speeds of more than 300 kilometers per hour (km/h) and storm surges of over four meters. The typhoon made its first landfall in the Philippines on 8 November 2013 and crossed the central part of the country, severely affecting more than 170 cities and municipalities in 14 provinces across six regions found within a 100-kilometer (km) storm track.¹

The typhoon caused widespread flooding and landslides, which brought about thousands of deaths and unprecedented damage to the affected areas. Although rescue and relief operations were underway by 9 November 2013, most places remained isolated and without aid for days due to impassable roads, widespread power outage, and damaged communication and transportation facilities.

The extent of the devastation prompted President Benigno S. Aquino III to declare a state of national calamity through Proclamation No. 682 on 11 November 2013. All departments and other concerned government agencies initiated rescue, relief, rehabilitation, and recovery work in accordance with pertinent government operational plans and directives. Alongside government efforts, local and international organizations and volunteers came together to extend assistance to the survivors of Typhoon Yolanda and took part in what would be one of the greatest concerted relief and recovery efforts witnessed in recent history.

1.2 Pre-Typhoon Yolanda Socio-Economic Indicators

The typhoon’s impact is concentrated on some of the poorest provinces in the country. The economic output from the six affected regions accounts for 17.4 percent of the country’s GDP in 2012. The affected regions account for 26.8 percent of total agricultural output, 16.7 percent of industry, and 15.8 percent of services in the same year. The main sources of livelihood in the six regions are agriculture, fisheries, and tourism. Data in the 2012 survey show that the average household income in the severely affected provinces was only 75 percent of the national average. Over 50 percent of household incomes in the affected provinces are largely dependent on agriculture and remittances of family members working abroad.²

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¹ National Disaster Risk Reduction and Management Council Update as of 17 April 2014
² National Economic Development Authority, Reconstruction Assistance on Yolanda: Build Back Better as of 16 December 2013
Pre-disaster data also show that the affected regions have high rates of malnutrition. Eastern Visayas had the second highest rate of child mortality in the Philippines. Many households in the Visayas lack access to safe water and sanitary toilet facilities. Elementary enrolment in the affected regions is generally high, with most near or above the national enrolment rate of 91.2 percent. However, the regions, particularly Eastern Visayas, lag behind in cohort survival and completion rates.\(^3\)

The Philippine Development Plan 2011-2016 (PDP) aims to address these matters by adopting a framework of inclusive growth that incorporates high sustained growth, generates mass employment, and reduces poverty. Through the PDP, the Government is working to achieve rapid and sustainable economic growth and development, improve the quality of life of Filipinos, empower the poor and marginalized, and enhance the nation’s social cohesion. As a result of Typhoon Yolanda, people from the affected regions have been relegated to an even worse poverty status. Thus, considerable interventions are required to bring the affected regions up to the development targets originally envisaged under the PDP and to build back better wherever possible.

### 2. Government Response

#### 2.1 Reconstruction Assistance on Yolanda

On 21 November 2013, the National Economic and Development Authority (NEDA) initiated the immediate planning process to produce the Reconstruction Assistance on Yolanda – *Build Back Better* (RAY) to be the basis for immediate government interventions in the affected areas and to be a document to facilitate international donor assistance. This document was presented to the international community in Manila on 18 December 2013. RAY is the Government’s strategic plan to guide the recovery and rebuilding of the economy, lives, and livelihoods in the affected areas. Although it is designed to guide rapid action to address critical, immediate needs, it is also designed to aid in the development and implementation of a full set of recovery and reconstruction interventions over the medium-term.

A second document, entitled “Reconstruction Assistance on Yolanda – *Implementation for Results* (RAY-I4R),” was prepared by NEDA to accelerate and intensify the Post-Yolanda recovery and rehabilitation process. RAY-I4R establishes the framework for recovery and presents detailed planning, implementation, and policy actions in four priority result areas highlighted in RAY, namely, livelihoods and business development, housing and resettlement, social services, and infrastructure.

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\(^3\) Ibid.
2.2 Post-Disaster Needs Assessment

Using ground verified information, the Office of Civil Defense (OCD) conducted its post-disaster needs assessment in December 2013. The resulting document, herein referred to as the Post-Disaster Needs Assessment (PDNA), was then presented to the President on 16 May 2014. This document has a multi-sectoral and multi-disciplinary structured approach for assessing disaster impacts and prioritizing recovery and reconstruction needs. It covers the Damage and Loss Assessment (DaLA) and Human Recovery Needs Assessment (HRNA), and also includes a recovery and reconstruction framework. In the PDNA development process, OCD engaged the National Government Agencies (NGAs), Local Government Units (LGUs), Civil Society Organizations (CSOs), Non-Government Organizations (NGOs), and barangay officials and residents. The data collected are field validated and assessed by experts and professionals, with cost valuation based on standard costing, local assessment, and agreed assumptions. The summary of reconstruction and recovery needs are shown in Table 1.

The PDNA presents a Strategic Framework for Recovery grounded on Republic Act (RA) No. 10121 known as the Philippine Disaster Risk Reduction and Management (PDRRM) Act of 2010; the PDP; and the President’s Social Contract to the Filipino People.

The PDNA identifies a number of policy issues requiring attention. Some of these have subsequently been addressed in RAY-I4R or are matters being considered by the rehabilitation and recovery Support Cluster, which is described in Part 2 – Section 6.3.5 of the Plan. The specific policy issues are as follows:

a. Review of the National Building Code;
b. Strict monitoring and regular inspection to ensure compliance with building standards and designs;
c. Provision on microfinance loans to marginalized farmers and fisherfolk;
d. Improvement and widening of scope of crop and animal insurance system, and requirement for Micro, Small, and Medium Enterprises (MSMEs) to insure their business; and

e. Review of specific Disaster Risk Reduction Management (DRRM), Governance, and Gender matters.
Table 1 - PDNA Summary of Reconstruction and Recovery Needs (in millions of PhP)

<table>
<thead>
<tr>
<th>Region/ Province</th>
<th>Infrastructure</th>
<th>Productive</th>
<th>Social</th>
<th>Cross-Sectoral</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Northern Palawan</td>
<td>518</td>
<td>243</td>
<td>285</td>
<td>72</td>
<td>1,118</td>
</tr>
<tr>
<td>2. Aklan</td>
<td>1,155</td>
<td>932</td>
<td>3,276</td>
<td>6</td>
<td>5,370</td>
</tr>
<tr>
<td>3. Antique</td>
<td>661</td>
<td>222</td>
<td>1,464</td>
<td>6</td>
<td>2,354</td>
</tr>
<tr>
<td>4. Capiz</td>
<td>3,585</td>
<td>1,401</td>
<td>8,153</td>
<td>34</td>
<td>13,175</td>
</tr>
<tr>
<td>5. Iloilo</td>
<td>3,481</td>
<td>1,711</td>
<td>6,696</td>
<td>23</td>
<td>11,913</td>
</tr>
<tr>
<td>6. Northern Cebu</td>
<td>1,872</td>
<td>2,205</td>
<td>3,935</td>
<td>788</td>
<td>8,801</td>
</tr>
<tr>
<td>7. Biliran</td>
<td>824</td>
<td>401</td>
<td>154</td>
<td>28</td>
<td>1,408</td>
</tr>
<tr>
<td>8. Leyte</td>
<td>3,556</td>
<td>13,671</td>
<td>9,002</td>
<td>3,930</td>
<td>30,161</td>
</tr>
<tr>
<td>8.1. Tacloban City</td>
<td>8,814</td>
<td>223</td>
<td>3,445</td>
<td>503</td>
<td>12,987</td>
</tr>
<tr>
<td>9. Southern Leyte</td>
<td>91</td>
<td>38</td>
<td>907</td>
<td>46</td>
<td>1,084</td>
</tr>
<tr>
<td>10. Eastern Samar</td>
<td>2,645</td>
<td>1,630</td>
<td>3,740</td>
<td>3,130</td>
<td>11,146</td>
</tr>
<tr>
<td>11. Samar</td>
<td>994</td>
<td>1,749</td>
<td>1,920</td>
<td>458</td>
<td>5,122</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>28,201</strong></td>
<td><strong>24,431</strong></td>
<td><strong>42,981</strong></td>
<td><strong>9,030</strong></td>
<td><strong>104,644</strong></td>
</tr>
</tbody>
</table>

2.3 Comprehensive Rehabilitation and Recovery Plan

By virtue of Memorandum Order (MO) No. 62, the President appointed the Presidential Assistant for Rehabilitation and Recovery (PARR) on 6 December 2013 to unify the efforts of Government and other Agencies involved in the rehabilitation and recovery of Yolanda-affected areas. To facilitate his role as over-all manager and coordinator of rehabilitation, recovery, and reconstruction efforts of Government Departments, Agencies, and Instrumentalities in the affected areas, PARR established five Clusters on a national level in addition to engaging the provincial governors and city mayors. The five Clusters and the governors and mayors have supported the formulation of plans and programs to form the integrated short-, medium-, and long-term programs of the Comprehensive Rehabilitation and Recovery Plan (CRRP) for the President’s approval.

The CRRP is based on the policy guidance that comes from RAY and provides Projects, Programs, and Activities (PPAs) to meet the needs as identified in the PDNA. The CRRP is complemented and supplemented by the rehabilitation and recovery plans prepared at the provincial and city levels. The CRRP provides details of the implementation modalities and establishes guidance for the implementing national departments and agencies. Significant rehabilitation and recovery efforts come from the non-government sector for projects focused on four key areas, i.e., education, health, housing, and livelihood. These entities can engage in the recovery efforts as Donors, Sector Sponsors, and/or Development Sponsors. The aforementioned methods are explained in more detail in Part 3 of this CRRP.

The CRRP, like the PDP, is structured on the basis of costed PPAs. There are two levels of planning to facilitate coordination with other nationally and locally funded programs. At the
national level, each department and agency has coordinated the rehabilitation and recovery PPAs with existing programs funded under the national budget. As for the provincial level, the recovery PPAs have been coordinated with the extant PPAs under the PDP; relief and recovery PPAs funded by non-government entities and the private sector; and PPAs funded from their local revenue base. Coordination of the PPAs is achieved by identifying common PPAs between the Cluster Plans and the Provincial Plans through a detailed province-by-province analysis.

The cluster arrangement enables PARR to exercise oversight on concerned NGAs with respect to the implementation of their plans and programs, as well as submit implementation status reports as required by the President. This CRRP includes a results framework and performance indicators. The Plan also details the monitoring and evaluation processes and the information database that the Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR) will maintain.
PART 2 – GOVERNMENT REHABILITATION PLANS AND PROGRAMS

1. Basis of Comprehensive Planning

The Declaration of Policy of RA 10121 states that it shall be the policy of the State to provide maximum care, assistance, and services to individuals and families affected by disaster, implement emergency rehabilitation projects to lessen the impact of disaster, and facilitate resumption of normal social and economic activities.

The National Disaster Risk Reduction Management Plan (NDRRMP) institutionalized under the Act envisions a country of “safer, adaptive, and disaster-resilient Filipino communities toward sustainable development.” Following a calamity, the Disaster Rehabilitation and Recovery Goal established by the DRRMP is to restore and improve facilities, livelihood and living conditions, and organizational capacities of affected communities, and reduce disaster risks in accordance with the build back better principle. The CRRP is designed to meet the Government’s goal and create the envisioned outcome.

This rehabilitation implementation plan sets out what the rehabilitation and recovery efforts are to achieve and presents a clear path from the Government’s objectives through inputs in the form of programs, projects, and activities to outputs, outcomes, and benefits. The Plan identifies the timelines and recovery phases to facilitate coordination of interdependencies between policy determination, budget and resourcing, program implementation, and beneficiary needs.

While the planned PPAs are expected to achieve the outcomes required in accordance with the NDRRMP and RAY, this can only be determined by NEDA’s evaluation of the recovery process. One year after approval of the first batch of projects, the PPAs would need to be reprioritized or adjusted.

2. Objectives of the Comprehensive Rehabilitation and Recovery Program

The overall logical framework for rehabilitation and recovery is established by the NDRRMP and further developed by NEDA as detailed in RAY. To guide the short- and medium-term planning and programming work, the rehabilitation program has been formulated with the following objectives:

   a. To restore, rehabilitate, or reconstruct damaged infrastructure necessary to sustain economic and social activities in the affected areas;
   b. To repair houses or rebuild settlements and basic community facilities and services that are more resilient to hazard events;
   c. To restore the peoples’ means of livelihood and continuity of economic activities and business; and
   d. To increase resilience and capacities of communities in coping with future hazard events.

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4 National Disaster Risk Reduction Management Plan
3. Principles of the Rehabilitation Program

The crafting of Part 2 of the CRRP for Typhoon Yolanda-affected areas was guided by the following principles in the identification of strategies, as well as programs, projects, and activities:

a. Follow existing Government policies, procedures, and organizational structure in the planning, programming, and implementation of the recovery and rehabilitation process;
b. Improve the community’s physical, social, and economic resilience, consistent with the build back better principle;
c. Use locally-driven, centrally-supported processes based on legal mandates with supplementary capacity support when requested;
d. Redirect development outside danger zones to minimize loss of lives and structures resulting from typhoons, flooding, landslides, and other hazards, e.g., government buildings and facilities must be reconstructed in safer areas;
e. Employ outcome-driven planning and implementation;
f. Maximize use of public and private sector partnership where possible;
g. Consider local conditions such as culture, security situation, and existing capacities of communities in identifying programs and projects; and
h. Ensure access to public transport, health services, markets, and schools in planning for resettlement areas.

4. Planning Factors

4.1 Phasing of Implementation

The framework for phasing the national disaster response and recovery efforts is established by the NDRRMP. For the CRRP, there is first the need to move from the NDRRMP Disaster Response (Thematic Area 3) under the overall responsibility of the Department of Social Welfare and Development (DSWD) to Disaster Rehabilitation and Recovery (Thematic Area 4) under the overall responsibility of NEDA. This is then followed by the phasing of the implementation of the recovery based on the general priorities established by the NDRRMP.

4.1.1 Transition from Emergency to Recovery

When the Proclamation declaring a National State of Calamity was issued on 11 November 2013 by President Benigno S. Aquino III, the Government, through its Departments and Agencies, provided immediate relief assistance to families in the affected regions. This was achieved by the Task Force Yolanda Response Organization through the coordination of assets from national, local, and foreign agencies, responders, and volunteer organizations. The Task Force was restructured when the National Disaster Risk Reduction Management Council (NDRRMC) established five Clusters to facilitate early recovery and rehabilitation initiatives. These were the following:

a. Food and water distribution led by the Department of Social Welfare and Development (DSWD)
b. Peace and order led by the Department of Interior and Local Government (DILG)
c. Shelter and reconstruction led by the Department of Public Works and Highways (DPWH)
d. Social services co-led by the Department of Health (DOH) and the Department of Education (DepEd)
e. Livelihood, employment, and commerce led by the Department of Trade and Industry (DTI).

To supplement the Government’s relief capacity, a Strategic Response Plan (SRP) was prepared by the United Nations Humanitarian Country Team in the Philippines. The SRP was to be implemented for a period of 12 months from the date of the disaster. It was designed to complement RAY, and fill emergency gaps as identified by government and inter-agency assessments. This plan followed the first two phases, which are similar to those established by RAY:

a. Critical immediate actions: humanitarian response (largely completed by June 2014)
b. Short-term interventions: transition to recovery (July-December 2014).

Transitioning activities will be undertaken while ensuring continued emergency assistance to the most vulnerable of the population. The management of the transition arrangements from the relief interventions to the rehabilitation and recovery programs and projects will be the responsibility of the agencies heading the OPARR Rehabilitation and Recovery Clusters and will subsume the NDRRMC Clusters as reflected in Table 2. This transition is to be completed not later than the end of November 2014.

<table>
<thead>
<tr>
<th>NDRRMC Response Clusters</th>
<th>OPARR Rehabilitation and Recovery Clusters</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Food and water distribution led by DSWD</td>
<td>Social Services</td>
</tr>
<tr>
<td>• Social services co-led by DoH and DepEd</td>
<td></td>
</tr>
<tr>
<td>• Shelter and reconstruction led by DPWH</td>
<td>Infrastructure</td>
</tr>
<tr>
<td>• Livelihood, employment, and commerce led by DTI</td>
<td>Livelihood</td>
</tr>
<tr>
<td>• Shelter and reconstruction led by DPWH</td>
<td>Resettlement and Housing</td>
</tr>
<tr>
<td>• Peace and order led by DILG</td>
<td></td>
</tr>
</tbody>
</table>

Table 2 - Transition from NDRRMC Clusters to OPARR Rehabilitation and Recovery Cluster Management

4.1.2 Interdependency of Rehabilitation and Recovery Activities

The CRRP requires the implementation of various programs and projects that are interdependent. A delay or problem in the delivery of one program can have a significant effect on the resources required to achieve outcomes in another. Program managers will map these interdependencies during the cluster planning and then put in place mitigation, contingency, reporting, and
information-sharing strategies so that these potential problems can be identified and addressed early.

OPARR will establish coordination protocols between Government-implemented programs and projects, and those implemented by private sector entities or international development partners in order to mitigate potential problems of interdependency. This could involve matters such as sharing of implementation plans, detailing technical oversight, and coordinating the implementation of programs.

4.1.3 COORDINATION ARRANGEMENTS

Given the interdependency of the PPAs in the CRRP, the coordination arrangements are presented in this Plan through the Supporting and Complementing Strategies of Cluster Plans and Programs and the Local Government Rehabilitation and Recovery Plans (LRRPs), detailed in Part 2 – Section 7; and Non-Government Initiatives, detailed in Part 3 – Section 4. Implementation arrangements regarding budget availability, procurement procedures, and multilateral and bilateral assistance are detailed in Part 2 – Section 8. The coordination arrangements apply to PPAs both within and across clusters, where the identified interdependencies of PPAs are considered by the Support Cluster at the time of budget planning.

4.1.4 SHORT-TERM

The short-term programs and projects are interventions which are geared towards providing for the basic needs and social services to affected communities, helping them achieve a state of normalcy in day-to-day life. For planning purposes, short-term programs and projects refer to interventions implemented within one year after the calamity, i.e., 2014.

Key social services shall be restored including health facilities, such as hospitals and local health centers, to provide much-needed medical and psychological services to affected individuals. Similarly, damaged school buildings will be repaired to allow for the resumption of classes to bring normalcy to the lives of affected children.

Livelihood and employment projects such as debris clearing and reconstruction will be pursued to provide immediate income to affected communities in the areas. One project in particular involves removing and processing an estimated 16 million felled coconut trees within agricultural lands in the affected areas. This project will integrate a complete value chain from the clearing of trees, to the processing of coco lumber, and marketing of finished products, providing temporary employment through a cash-for-work program.

Food security will be enhanced in the affected areas, as agricultural production will be restored through the identification of new short-, medium-, and long-term disaster-resilient crops. Farmers will then receive assistance in the form of agricultural inputs and technical assistance. Similarly, those in the fisheries sector will also receive support through the provision of fishing equipment and supplies, while alternative fisheries-based opportunities will also be explored. These initiatives will be augmented by reconstruction and upgrading of disaster-resilient agriculture infrastructure such as post-harvest facilities, farm-to-market roads, and irrigation facilities.
To address the need for housing in the short-term, temporary or transitional shelter shall be provided. The Government through the Department of Science and Technology (DOST) and the Department of Environment and Natural Resources (DENR) shall undertake multi-hazard risk assessments together with the respective LGUs. Based on these assessments, safe, unsafe, and controlled zones would be established. Settlements along safe areas will be provided Emergency Shelter Assistance (ESA) including shelter kits for repairs, while those in the unsafe areas will be relocated to safer areas. These new settlements will feature disaster-resilient housing facilities, utilities, and civic centers such as multi-purpose halls and schools.

To enable the resumption of government services in the affected areas, administrative and government buildings such as provincial, city, municipal, and barangay halls, as well as halls of justice, will be restored or reconstructed.

The restoration of transportation networks through the rehabilitation of key infrastructure such as roads, bridges, seaports, and airports will enable delivery of social and economic services to other affected communities and facilitate greater movement of persons, goods, and services, which serve as catalyst for recovery.

Adhering to the build back better principle, the Government will ensure that all public infrastructure and government buildings which will be rebuilt will be compliant with resilient designs and standards, taking into consideration the hydro-meteorological hazards such as wind force of 250 km/h.

These short-term interventions shall be integrated into much larger and comprehensive medium-term initiatives.

4.1.5 MEDIUM-TERM

At the medium-term phase that covers the period 2015 to 2016, projects and programs give emphasis to greatly enhancing the resiliency of the communities against disasters, and integrating concepts and principles on disaster prevention and mitigation, as well as disaster preparedness.

Cash-for-work and other livelihood programs implemented in the short-term will be replaced with skills enhancement and sustainable economic and livelihood initiatives to provide long-term employment. In terms of agriculture, high-value crops and restoration of banana and coconut plantations will be undertaken. This will be supported by the development and upgrading of critical agricultural facilities such as irrigation facilities, rice and corn processing centers, flood control systems, and drying and storage facilities. Programs and projects to improve marketing and value chain of products will be implemented. Moreover, the Government will continually pursue research and development activities to identify crops that are best suited for the affected areas. Enjoining the private sector in the development efforts will be key to stimulating the economy, and generating more employment across different industries in the affected areas.

Resettlement areas will continue to be upgraded in terms of social services and facilities, livelihood and employment, and their capacity for DRRM, transforming them into disaster-resilient communities.
The Government and LGUs shall enhance the monitoring of infrastructure development of both public and private sectors to ensure that these are compliant with the newly established guidelines for disaster resilience. Programs and projects to increase infrastructure resilience to disasters will also be implemented in the medium-term. This includes the construction of road slope protection structures to address landslide and road slip problems, seawalls and flood control facilities, installation of early warning systems, and establishment of disaster response teams.

4.1.6 Long-Term

Consistent with OPARR Clusters, RAY-I4R provides a framework for identifying policies, operational strategies, and roles and responsibilities for implementation to guide decisions affecting short- and medium-term rehabilitation and recovery. It is anticipated that following the first annual results review for the respective clusters conducted by PARR, in conjunction with Cluster Heads, and NEDA evaluation of sector outcomes, the required long-term strategies including policy options can be reassessed. Once this long-term guidance is available from NEDA, OPARR, in conjunction with the Clusters, will undertake the planning and programming work to develop the long-term PPAs.

4.2 Thematic Considerations

4.2.1 Disaster Risk Management

The PDNA identifies that sound DRRM practices should consider the matters listed below; the first four of which are directly applicable to the planning of the recovery projects and programs and are to be reflected in all recovery initiatives:

a. Demarcating safe locations and hazard zones;
b. Strengthening of engineering standards and designs especially for critical infrastructures;
c. Building community and sectoral capacities for disaster resilience particularly with regard to schools, health facilities, and other key public facilities;
d. Improving national capacities to deal with large-scale disasters;
e. Strengthening hazard information and risk assessments for use to inform pre-disaster actions;
f. Establishing risk transfer mechanisms to reduce the burden on the Government as financier of first and last resort; and
g. Discussing in advance institutional arrangements for disaster risk reduction and management under the mechanism provided for in RA 10121.

In the case of the last four practices, the principal responsibility would fall under the Support Cluster and OCD to advance the policy and information matters and, where needed, propose new or amended legislation.
4.2.2 Economic Recovery

A major cross-cutting goal is the stimulation of the economy with a concomitant reduction in poverty from pre-Yolanda levels. Even before the disaster, poverty was a significant issue in the Visayas with poverty incidence in the six provinces severely affected by Yolanda averaging 32.20 percent in 2012. It was noted that the Asian Development Bank (ADB) estimates an increase in national poverty incidence by 1.9 percentage points resulting from Typhoon Yolanda. In the Philippines, an individual is considered poor if the annual family income falls below the poverty threshold as defined by the National Statistics Office (NSO) – this was defined as PhP 9,626 in the year 2013. NEDA noted that in reality, poverty is a state of deprivation in multiple dimensions – health and nutrition, education, and living standards (e.g., water and sanitation facilities, electricity, and quality of housing). Consideration of the multiple dimensions of poverty then brings to the fore the issue of quality of life.

It was also noted in the PDNA that NEDA projects that the country will likely fall short of the Millennium Development Goals (MDGs) target of reduced incidence of poverty to 16.6 percent by 2015. The Government aims to bring poverty down to a new target of 20.0-23.0 percent, which takes into consideration the slow response of poverty to economic growth beginning 2006, and the setback in 2013 due to the wide-scale destruction resulting from disasters.

All rehabilitation and recovery projects and programs, both in their design and in their implementation, must ensure that greatest consideration is given to stimulating the economic recovery of the affected areas and to do so in ways that contribute to reduction in levels of poverty.

4.2.3 Environmental Impact

Throughout the recovery efforts, there must be close collaboration between those planning disaster mitigation projects and environmental recovery projects on one hand, and the Environmental Management Bureau (EMB) of the DENR and pertinent agencies on the other, to ensure compliance with all applicable environmental legislation.

Planners preparing rehabilitation and recovery projects and programs need to be aware of the defined Environmentally Critical Project (ECP) types and Environmentally Critical Areas (ECA) categories declared in Proclamation No. 2146 (1981). DENR Memorandum Circular (MC) No. 2008-08 has been issued to clarify the role of LGUs under Administrative Order (AO) No. 30 and MC No. 2007-08. MC 2008-08 defines the participation of the LGUs in the stages of the Environmental Impact Assessment (EIA) and the processing of the Environmental Compliance Certificate (ECC). The ultimate mandate over the approval of proposed projects and programs rests with the LGUs and the results of the EIA process is an input to the LGU endorsement of proposed projects.

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4.2.4 **Vulnerable Groups**

Vulnerability is defined by the World Health Organization (WHO) as the degree to which a population, individual, or organization is unable to anticipate, cope with, assist, and recover from the impacts of disaster.

Children, pregnant women, elderly people, malnourished people, and those who have special needs or are differently abled are particularly vulnerable when disaster strikes. Additionally, recovery from disaster is extremely challenging for displaced families, orphaned youth, and single parent households.

The vulnerabilities of these groups are important considerations in both the planning and implementation of interventions to help them transition from relief to early recovery and rehabilitation.

The Plan addresses the concerns of the vulnerable population in an integrated manner, with particular attention to improving quality of infrastructures, and promoting participation and inclusion, particularly in community-based rehabilitation programs. The role of LGUs is also recognized as crucial in adopting and implementing programs that meet the needs of these groups.

Meeting the needs of vulnerable groups is articulated in plans through:

a. Improving design features of public infrastructures to reduce people’s vulnerabilities to hazards;
b. Restoring people’s livelihood and boosting economic opportunities to generate household income;
c. Providing food and shelter assistance to highly affected groups;
d. Prioritizing target beneficiaries based on pre-disaster vulnerabilities, level of disaster’s impact, capacity to recover, family support, and access to services;
e. Engaging the community through participatory livelihood and local issues analysis, planning, and implementation; and
f. Establishing social safety nets such as insurance subsidy for farmers.

4.2.5 **Gender Sensitivity**

Men and women differ in the way they experience, respond to, and recover from disasters. The planning process for disaster rehabilitation and reconstruction has taken into consideration gender sensitivity to ensure that interventions are inclusive, sustainable, and strategically targeted. Taking gender perspective in the process recognizes the differing needs, vulnerabilities, capacities, roles, and responsibilities of men and women. It aims to lessen vulnerability, particularly of women, and to allow them to benefit equally in the development.

The OCD is mandated by law (RA 10121) to institutionalize gender analysis in the post-disaster and early recovery needs assessments and this is reflected in the PDNA. Data accumulated through international research indicates that women are more vulnerable than men as a result of natural disaster.
Programs and projects in relation to health, education, infrastructure reconstruction, livelihood and employment, housing, and water and sanitation, among others, are guided by a balance of understanding of gender-differentiated needs and the contribution of men and women rather than focusing solely on their vulnerabilities.

Gender-sensitive indicators are also integrated in the Plan’s monitoring and evaluation framework to determine if gender-specific needs are addressed by identified interventions.

4.3 Management of Geo-Hazards

The Philippines, and in particular the affected areas, are at a higher risk of experiencing disasters caused by natural hazards including typhoons, surge tides, earthquakes, volcanic eruptions, and major land mass movements. Given the country’s pre-disposition to many natural hazards, in part due to the geographic, geologic, and tectonic characteristics, consideration of these various geo-hazards must be included in all infrastructure programs and projects to ensure safety and to achieve the build back better goal.

In order to provide a safeguard from hazards caused by geological phenomena, the DENR issued Administrative Order No. 28, series of 2000 (DENR AO 2000-28) in March 2000. As an institutional planning tool to safeguard development projects, DENR AO 2000-28 requires all land development projects to undertake an Engineering Geological and Geo-Hazard Assessment (EGGA) as a requirement for ECC applications. The Mines and Geosciences Bureau (MGB) Memorandum Circular 2000-33 details the guidelines and checklist for the conduct of an EGGA, as well as the preparation of the corresponding report.

The prescribed processing timeframes and other mechanisms to fast-track the approval and implementation of housing projects are mandated in Executive Order No. 45, series of 2004 (EO 45). EO 45 mandates that all DENR agencies involved in the issuance of housing-related certifications, permits, and clearances adhere to decision-making timeframes. OPARR, together with the Housing and Urban Development Coordinating Council (HUDCC), the Housing and Land Use Regulatory Board (HLURB), the Department of Agrarian Reform (DAR), the Department of Agriculture (DA), DENR, LGUs, and other relevant authorities, reviewed the provisions and prescribed processing timeframes contained within EO 45, and submitted to the Office of the President a proposed Administrative Order with a view to expediting the processing of certificates, permits, and clearances pertaining to housing projects in Yolanda-affected areas.

To support the LGUs with their land use management planning, the NDRRMC and the National Mapping and Resource Information Authority (NAMRIA) have initiated a program for high-resolution geo-hazard maps. The enhanced geo-hazard maps are created using Light Detection and Ranging Technology (LiDAR) that will help support the Government’s disaster reduction efforts. These are now replacing the existing digital maps, which were produced using other technologies such as satellite imagery. These and other hazard map products are available from the Nationwide Operational Assessment of Hazards (NOAH) within the DOST for Yolanda planning.
The Infrastructure Cluster will examine in detail potential response to geo-hazards and will then provide appropriate guidance on the design and construction of mitigation measures. As a guiding principle, wherever practical and cost-effective, mitigation measures will be preferred over relocation.

4.4 Construction Standards

4.4.1 Build Back Better

The build back better principle is the foundation for the recovery and rehabilitation efforts of the Government. It focuses on long-term, sustainable efforts to reduce vulnerabilities and strengthen capacities to cope with future hazard events. This necessitates the formulation and implementation of long-term sustainable programs, standards, and guidelines, which not only seeks to improve from their conditions prior to Yolanda, but also rebuild using techniques and technologies which enhance resilience against future hazards.

4.4.2 Disaster-Resilient Design

Designs and standards for infrastructure will take into consideration the science-based multi-hazard maps produced by the NGAs to identify safe, unsafe, and controlled areas, and determine the type and extent of hazards to support design and planning parameters. These designs will also take into consideration 250 km/h wind speeds, ground-shaking, liquefaction, and other hazards, and integrate disaster resilience in terms of architectural, structural, electrical, and mechanical designs, as well as those for plumbing and sanitation.

These will be applied to administrative buildings such as provincial, city, municipal, and barangay halls, and government offices; as well as civic or community centers like multi-purpose buildings, covered courts, public markets, shelter centers, gymnasiums, day care centers, and health centers. Similarly, new disaster-resilient standards have been established for public school buildings, resettlement housing units, roads, bridges, and seaports.

The Infrastructure Cluster will also be working with private power and communications companies to explore new design standards and ways to prevent their facilities from being damaged or becoming obstructions during and after a disaster.

4.4.3 Building Materials

To ensure the resiliency of infrastructure, it is vital that the materials used for reconstruction and repair meet the standards for strength and reliability, especially for key materials such as Galvanized Iron (GI) Sheets, Concrete Hollow Blocks (CHB), steel bars, and trusses, among others.

Close monitoring and inspection of infrastructure projects will be conducted to ensure that construction works meet quality criteria, that substandard materials have not been used, and workmanship by contractors is conducted according to design and industry standards.
4.4.4 Standard Designs

The DPWH, working in conjunction with concerned departments, will establish standard designs for common facilities. This approach is being introduced to simplify and streamline the required preliminary pre-construction design development processes in order to expedite procurement contracting and minimize the burden on the Procuring Entity. The following pre-construction activities and details are included in the approved standards provided by the DPWH:

a. Project Description
b. Conceptual Design
c. Performance Specifications and Parameters
d. Approved Budget for the Contract
e. Proposed Design and Construction Schedule.

Procuring entities adopting DPWH standard designs may use the above general details to fulfill requirements. Nevertheless, there will be a number of matters that are site-specific and a thorough technical assessment is required to facilitate preparation of the tender documentation. These matters include, but are not limited to:

a. Preliminary Survey and Mapping
b. Preliminary Investigations
c. Utility Locations
d. Minimum requirements for a Construction Safety and Health Program for the project being considered
e. Tender/Bidding Documents, including Instructions to Bidders and Conditions of Contract.

If the proposed construction site is one where mitigation measures are required to comply with the geo-hazard categorization, then a certified engineering design of both the building foundations and detail of the mitigation measures will be required. A current list of standard designs is available from the DPWH.

5. Investment Requirement

5.1 Total Investment Requirement

The impact of Typhoon Yolanda on the development plans of the affected regions was significant. The calamity had created a greater challenge to achieve the PDP goals set for the period 2011-2016. The intention of the recovery process is to return the affected regions to the trend line approved by the PDP. Achieving this requires the assigned resources for planned development to achieve the PDP targets and the resources required to recover from the calamity.

The immediate government financial assistance went to providing relief and humanitarian aid to enable people to access basic needs such as water, food, and temporary shelter. Some recovery activities, like power restoration and road repair, were also undertaken by local and national government as soon as funding sources were made available.
The planning processes both at the national and provincial levels have produced the costed programs and projects that are considered necessary to fully recover from the calamity and build back better to have a more resilient community and infrastructure. The Cluster Plans represent the rehabilitation and recovery inputs required to supplement the already approved 2014 General Appropriations Act (GAA), also known as RA 10633. The spread of these recovery funds across forward years will be determined by the responsible Departments and Agencies to meet the recovery needs and to ensure the disbursement is within the capacity of the implementers to execute and the communities to absorb. This detail is shown in Table 3.

Table 3 - Summary of Cluster Funding Requirements (PhP)

<table>
<thead>
<tr>
<th>Cluster Plans</th>
<th>2014-2016</th>
<th>Funded</th>
<th>Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Infrastructure</td>
<td>35,148,634,407.81</td>
<td>23,213,888,217.00</td>
<td>11,934,746,190.81</td>
</tr>
<tr>
<td>Social Services</td>
<td>26,406,233,815.17</td>
<td>2,844,529,077.75</td>
<td>23,561,704,737.42</td>
</tr>
<tr>
<td>Resettlement</td>
<td>75,678,680,000.00</td>
<td>2,438,638,000.00</td>
<td>73,240,042,000.00</td>
</tr>
<tr>
<td>Livelihood</td>
<td>33,682,884,441.65</td>
<td>8,923,114,257.98</td>
<td>24,759,770,183.67</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>170,916,432,664.63</strong></td>
<td><strong>37,420,169,552.73</strong></td>
<td><strong>133,496,263,111.90</strong></td>
</tr>
</tbody>
</table>

5.2 Local Government Investment Requirement

The intention of local governments is to enable the recovery from the disaster and to achieve the planned level as foreseen by the PDP prior to the disaster. The LGUs have each planned their recovery projects and programs as shown in Annex E. These plans describe the LGU-identified investment requirements for recovery and include projects and programs that are consequential to the disaster, as well as development projects and programs that contribute to the PDP targets. It is at the provincial level where the coordination of recovery projects and programs must be focused given the diverse range of inputs available.

As explained in Part 2 – Section 4 of the Plan, there are two levels of planning to facilitate coordination with other nationally and locally funded programs. The investment requirements of LGUs include projects and programs beyond those identified by the Government Clusters for funding at the national level. They include those PPAs funded by non-government entities and the private sector, as well as those funded from local government revenue base. In some cases, there are various provincial PPAs that have yet to attract funding commitment from donors.

The CRRP provides a comprehensive approach that goes beyond putting back what was lost or destroyed, and in the spirit of building back better, takes into account the opportunity to pursue development objectives in the process of rebuilding. In addition to what the National Government has committed to fund, other projects have also been identified by LGUs. Some of the investment requirement will be met by contributions from NGOs, international organizations, and private sector donors. While those projects and programs clearly linked to the specific damages and losses would attract funding at the national level, those projects and programs that are clearly developmental need to compete with all other areas of the country when it comes to allocation of government development resources. Each Provincial and City Plan was vetted in detail by PARR.
and the Cluster Heads to identify those PPAs that would be funded by the GAA. The resultant total investment requirements based on the vetted Provincial Plans is shown in Table 4. A discussion of the non-government investment modalities is provided in Part 3 of the Plan.

Table 4 - Summary of Cluster Investment Requirements by Province

<table>
<thead>
<tr>
<th>Province/City</th>
<th>Cluster Investment Requirements (in millions of PhP)</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Livelihood</td>
<td>Resettlement</td>
</tr>
<tr>
<td>Cebu</td>
<td>2,278.74</td>
<td>8,278.51</td>
</tr>
<tr>
<td>Leyte</td>
<td>14,573.08</td>
<td>5,973.71</td>
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<tr>
<td>Tacloban</td>
<td>1,590.84</td>
<td>5,325.88</td>
</tr>
<tr>
<td>Samar</td>
<td>2,006.59</td>
<td>3,293.48</td>
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<tr>
<td>Iloilo</td>
<td>1,522.53</td>
<td>16,328.37</td>
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<tr>
<td>Eastern Samar</td>
<td>3,845.50</td>
<td>2,764.19</td>
</tr>
<tr>
<td>Northern Palawan</td>
<td>1,225.51</td>
<td>3,269.85</td>
</tr>
<tr>
<td>Negros Occidental</td>
<td>344.87</td>
<td>9,962.67</td>
</tr>
<tr>
<td>Aklan</td>
<td>1,874.58</td>
<td>5,873.64</td>
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<tr>
<td>Antique</td>
<td>591.42</td>
<td>6,575.78</td>
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<tr>
<td>Capiz</td>
<td>2,058.06</td>
<td>4,460.48</td>
</tr>
<tr>
<td>Biliran</td>
<td>1,158.88</td>
<td>3,322.02</td>
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<tr>
<td>Southern Leyte</td>
<td>395.18</td>
<td>36.76</td>
</tr>
<tr>
<td>Masbate</td>
<td>4.40</td>
<td>29.88</td>
</tr>
<tr>
<td>Dinagat Islands</td>
<td>3.02</td>
<td>183.45</td>
</tr>
<tr>
<td>DSWD Region VIII*</td>
<td>63.77</td>
<td></td>
</tr>
<tr>
<td>Areas outside 171**</td>
<td>145.90</td>
<td>283.90</td>
</tr>
<tr>
<td>DepEd***</td>
<td>19.22</td>
<td></td>
</tr>
<tr>
<td>DOH***</td>
<td>796.95</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>33,682.88</td>
<td>75,678.68</td>
</tr>
</tbody>
</table>

* Breakdown per province for DSWD Region VIII PPAs is not yet available
** PPAs outside the 171 Cities and Municipalities
*** Breakdown per province is not available (e.g., copyright authorization fees)

5.3 General Allotment 2014 Budget

The 2014 GAA (RA 10633) identifies the current year appropriations including those that have been programmed for the affected areas. These government funds are to be utilized in accordance with their authorized purpose and such expenditure will be compliant with applicable laws, rules, and regulations. Funding required to maintain the PDP growth has been provided under the general authorized allotments and are adequate to achieve the development targets, and that the funds for recovery are a separate investment need.

Both the general program and the recovery program will have to be implemented simultaneously. There is a need to ensure that provincial projects not covered as recovery are considered against the 2014 GAA for funding and implementation. The decision on when to download funds against the 2014 GAA is with the Department or Agency. Consequently, the distribution of the allotment for recovery across future years will be determined as part of the management of the Cluster Plans.
5.4 Government Recovery Investment

The determination of the recovery investment requirement to be provided by Government has been based on the review and examination of the Local Government Rehabilitation and Recovery Plans (LRRPs) by the Clusters, in order to identify the unfunded projects and programs that can be classified as recovery activities. The principal tool used for guidance in this assessment is the PDNA. The priority assigned is based on the agreement between the PDNA, Cluster Plans, and Provincial Plans.

As shown in Table 3, the required total balance of funds to meet the recovery needs expressed as the costed PPAs is PhP 133,496,263,111.90. Of this figure, the President announced during the 2014 State of the Nation Address that approval had been given for the funding of the Provinces of Cebu, Leyte, Samar, Eastern Samar, and Iloilo; and the City of Tacloban. As a result, the remaining amount required to be approved to fund the remaining unfunded PPAs is PhP 36,537,582,964.90. The budget distribution of the PhP 133,496,263,111.90 by Cluster and by Department and Agency is detailed in Tables 5, 6, 7, and 8.

Table 5 - Summary of Government-Funded Infrastructure Investment Requirements

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>TOTAL NEEDS 1</th>
<th>FUNDED 2</th>
<th>BALANCE 3</th>
</tr>
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<tbody>
<tr>
<td>DepEd</td>
<td>8,388,423,832</td>
<td>5,008,713,432</td>
<td>3,379,710,400</td>
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<tr>
<td>DOE</td>
<td>4,837,467,428</td>
<td>3,929,360,000</td>
<td>908,107,428</td>
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<td>DPWH</td>
<td>4,492,382,645</td>
<td>1,930,059,185</td>
<td>2,562,323,460</td>
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<td>DOTC</td>
<td>3,952,276,780</td>
<td>2,576,403,312</td>
<td>1,375,873,468</td>
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<tr>
<td>DILG 4</td>
<td>3,731,129,361</td>
<td>3,731,129,361</td>
<td></td>
</tr>
<tr>
<td>DOH</td>
<td>2,409,998,000</td>
<td>2,109,998,000</td>
<td>300,000,000</td>
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<tr>
<td>DAR</td>
<td>1,684,424,826</td>
<td>1,523,027,853</td>
<td>161,396,973</td>
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<td>DA 5</td>
<td>1,466,879,823</td>
<td>271,315,885</td>
<td>1,195,563,938</td>
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<td>CHED</td>
<td>938,991,461</td>
<td>826,527,591</td>
<td>112,463,870</td>
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<tr>
<td>DOLE</td>
<td>504,637,775</td>
<td>1,250,000</td>
<td>503,387,775</td>
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<td>DOST</td>
<td>437,406,050</td>
<td>351,550,000</td>
<td>85,856,050</td>
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<td>LWUA</td>
<td>380,105,965</td>
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<td></td>
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<tr>
<td>Supreme Court</td>
<td>374,731,633</td>
<td>374,731,633</td>
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<tr>
<td>DENR</td>
<td>133,903,000</td>
<td>46,916,000</td>
<td>86,987,000</td>
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<tr>
<td>TESDA</td>
<td>103,168,829</td>
<td>10,700,000</td>
<td>92,468,829</td>
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<tr>
<td>DOF</td>
<td>74,850,000</td>
<td>22,100,000</td>
<td>52,750,000</td>
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<tr>
<td>DTI</td>
<td>35,000,000</td>
<td>35,000,000</td>
<td></td>
</tr>
<tr>
<td>NTC</td>
<td>1,775,000</td>
<td>1,775,000</td>
<td></td>
</tr>
<tr>
<td>DOT 6</td>
<td>1,201,082,000</td>
<td>120,000,000</td>
<td>1,081,082,000</td>
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<tr>
<td><strong>Grand Total</strong></td>
<td><strong>35,148,634,408</strong></td>
<td><strong>23,213,888,217</strong></td>
<td><strong>11,934,746,191</strong></td>
</tr>
</tbody>
</table>

1 Includes projects outside 171 prioritized cities/municipalities and equipment cost
2 As indicated by agencies
3 The amounts reflected are for budgetary purposes and may change based on validation, cost review, and approved Program of Works (POWs). Some amount were already requested to NDRRMC/DBM.
4 Does not include local roads and bridges, police and fire stations, jails, and other barangay facilities
5 Additional FMR projects costing PhP 72.047 million not included in the total amount due to submission after cut-off date
6 Submitted total funding needs of PhP 2.748 billion for vetting due to inclusion of development projects (10 June 2014)
<table>
<thead>
<tr>
<th>AGENCY</th>
<th>TOTAL NEEDS (in PhP)</th>
<th>FUNDED (in PhP)</th>
<th>BALANCE (in PhP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHED</td>
<td>2,616,629,243.42</td>
<td>540,540,000.00</td>
<td>2,076,089,243.42</td>
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<td>DepEd</td>
<td>977,030,063.00</td>
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<tr>
<td>DOH</td>
<td>796,952,143.75</td>
<td>325,907,014.75</td>
<td>471,045,129.00</td>
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<td>DENR</td>
<td>1,001,052,000.00</td>
<td>1,001,052,000.00</td>
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<tr>
<td>DA</td>
<td>1,758,200.00</td>
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<td>1,758,200.00</td>
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<tr>
<td>DSWD</td>
<td>Food Security</td>
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<tr>
<td></td>
<td>Shelter</td>
<td>20,612,169,215.00</td>
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<td>NCIP</td>
<td>34,500,000.00</td>
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<tr>
<td>HLURB</td>
<td>51,300,000.00</td>
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<td>51,300,000.00</td>
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<tr>
<td>Total</td>
<td>26,406,233,815.17</td>
<td>2,844,529,077.75</td>
<td>23,561,704,737.42</td>
</tr>
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</table>

Table 7 - Summary of Government-Funded Resettlement Investment Requirements

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>TOTAL NEEDS (in PhP)</th>
<th>FUNDED (in PhP)</th>
<th>BALANCE (in PhP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>NHA</td>
<td>24,981 Permanent Houses (in LGU Land at PhP 282,800/unit)</td>
<td>7,064,620,000.00</td>
<td>-</td>
</tr>
<tr>
<td>NHA</td>
<td>180,147 Permanent Houses (in Private Land at PhP 292,900/unit)</td>
<td>52,765,060,000.00</td>
<td>-</td>
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<tr>
<td>NHA</td>
<td>Community Facilities – (537) School Buildings</td>
<td>13,425,000,000.00</td>
<td>-</td>
</tr>
<tr>
<td>NHA (with DPWH)</td>
<td>Community Facilities – (202) Multi-Purpose Covered Court</td>
<td>2,424,000,000.00</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>75,678,680,000.00</td>
<td>2,438,638,000.00 (1)</td>
<td>73,240,042,000.00</td>
</tr>
</tbody>
</table>

Note 1. Breakdown of funding as follows:
Php 2,200,000,000.00 – 2013 DBM release to NHA;
Php 238,638,000.00 – 2013 NHA realignment
### Table 8 - Summary of Government-Funded Livelihood Investment Requirements

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>TOTAL NEEDS (in PhP)</th>
<th>FUNDED (in PhP)</th>
<th>BALANCE (in PhP)</th>
<th>NOT SPECIFIED</th>
</tr>
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<tbody>
<tr>
<td>DTI</td>
<td>3,885,377,381.86</td>
<td>411,429,257</td>
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<tr>
<td>DOLE</td>
<td>1,148,228,299.00</td>
<td>616,230,000</td>
<td>531,998,299</td>
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<tr>
<td>TESDA</td>
<td>856,475,397.00</td>
<td>267,760,000.00</td>
<td>588,715,397</td>
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<tr>
<td>DOT</td>
<td>140,685,000.00</td>
<td>58,017,632.00</td>
<td>82,667,368</td>
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<tr>
<td>DSWD</td>
<td>4,155,094,100.00</td>
<td>1,936,467,280.00</td>
<td>2,218,626,820</td>
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<td>DOST</td>
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<td>DENR</td>
<td>1,009,779,000.00</td>
<td>4,744,500.00</td>
<td>1,005,034,500</td>
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<td>DA</td>
<td>7,659,954,312.16</td>
<td>1,059,705,531.00</td>
<td>6,600,248,781</td>
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<tr>
<td>DA-BFAR</td>
<td>1,831,197,504.18</td>
<td>1,265,743,212.57</td>
<td>565,454,291.61</td>
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<tr>
<td>DAR</td>
<td>413,129,757.00</td>
<td>325,129,757.00</td>
<td>88,000,000</td>
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<tr>
<td>OPAPP</td>
<td>15,400,000.00</td>
<td>10,900,000.00</td>
<td>4,500,000</td>
<td>-</td>
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<tr>
<td>NCIP</td>
<td>30,740,500.00</td>
<td>1,311,030.00</td>
<td>29,429,470</td>
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<tr>
<td>NAPC</td>
<td>1,616,493,400.00</td>
<td>-</td>
<td>-</td>
<td>1,616,493,400.00</td>
</tr>
<tr>
<td>PCA</td>
<td>10,825,628,853.25</td>
<td>2,870,975,121.21</td>
<td>7,954,653,732.04</td>
<td>-</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>33,682,884,442</strong></td>
<td><strong>8,923,114,258</strong></td>
<td><strong>23,143,276,784</strong></td>
<td><strong>1,616,493,400.00</strong></td>
</tr>
</tbody>
</table>

6. **Institutional Arrangements**

6.1 **Rehabilitation and Recovery Coordination Arrangement**

The governance approach used for the planning and implementation of the Yolanda rehabilitation and recovery efforts is to rely on the coordination of existing government structures, laws, and procedures, and supplement the capacity of these when needed to meet the surge capacity required for recovery. The overarching legislation is RA 10121 with its associated NDRRMP. Under the Act, the OCD has the responsibility of assessing the damages and losses, and producing the PDNA. NEDA has lead responsibility for Rehabilitation and Recovery (Thematic Area 4) under the NDRRMP (2011-2028). Consequentially, NEDA will prepare the conceptual planning framework for RAY and will monitor and evaluate the impact and outcomes of RAY.

These legislated mechanisms are supported by MO 62, which established a coordination mechanism to facilitate the coordination of planning and implementation. The President has appointed PARR to unify the efforts of the Government and other agencies involved in the rehabilitation and recovery efforts and to:

a. Coordinate the recovery efforts to the extent allowed by law;
b. Coordinate the formulation of plans and programs, in consultation with the concerned LGUs;
c. Propose funding support for implementation; and
d. Exercise oversight over the relevant NGAs with respect to the implementation.
To facilitate his role as over-all manager and coordinator of rehabilitation, recovery, and reconstruction efforts of government departments, agencies, and instrumentalities in the affected areas, PARR established five Clusters at the national level in addition to engaging the provincial governors and city mayors. The five Clusters and the governors and mayors are supporting the formulation of plans and programs to comprise the integrated short-, medium-, and long-term programs, which will be submitted to the President for approval. OPARR provides secretariat support during Cluster meetings and assists PARR in coordinating with the Clusters, their Departments and Agencies, as well in consolidating program reports for submission to the President.

To implement recovery programs and projects, the Departments will exercise their powers and functions of formulating, planning, implementing, and coordinating the policies, plans, programs, and projects as mandated under the Administrative Code of 1987.

At the local level, existing structures and coordination arrangements will continue to be used. The recovery effort at field level will be focused on provinces using the existing structures established for the PDP. The Provincial Governor, as chairperson of the Executive Committee of the Provincial Development Council, will lead the planning and oversight of recovery efforts within the province. The Rationalized Local Planning System will be used as the framework for local planning. The processes within the Provincial Plans are guided by the Joint Memorandum Circular No.1, series of 2007 which was signed by the DILG together with NEDA, the Department of Budget and Management (DBM), and the Department of Finance (DOF) on 8 March 2008. This Memorandum codifies the synchronization and harmonization of planning, investment, programming, revenue administration, and budgeting and expenditure management at the local level.

In accordance with the Local Government Code (RA 7160), noting Section 25 in particular, oversight of the LGU on behalf of the President can be achieved through the NGAs in the province. National agencies and offices with project implementation functions shall coordinate with one another and with the LGUs concerned in the discharge of these functions. They shall ensure the participation of LGUs both in the planning and implementation of said national projects.

Under Section 465 (4) of the Code, the Governor must ensure the delivery of basic services and the provision of adequate facilities as provided for under Section 17 of the Local Government Code. Further, the Governor must ensure that the construction and repair of roads and highways funded by the National Government shall be, as far as practicable, carried out in a spatially contiguous manner, and in coordination with the construction and repair of the roads and bridges of the province and of its component cities and municipalities. Lastly, the Governor is responsible for coordinating the implementation of technical services by national offices for the province and its component cities and municipalities, including public works and infrastructure programs of the provincial government and its component cities and municipalities.
Similarly, in accordance with Executive Order No. 471, series of 1991 regarding the Reorganization of the Local Development Councils, the Provincial Development Council, City Development Council, and Municipal Development Council shall have the function of coordinating, monitoring, and evaluating programs and projects.

6.2 Public-Private Partnership

By way of Republic Act No. 6957, as amended by Republic Act No. 7718, the Government recognizes the indispensable role of the private sector in the country’s growth and development. This partnership is equally important during periods of post-disaster relief and recovery. The key aspects of partnership and its management are detailed in the Revised Implementing Rules and Regulations (IRR) which is prescribed to carry out the provisions of the Act. The IRR covers all private sector infrastructure or development projects undertaken by NGAs or LGUs in accordance with such contractual arrangement or scheme authorized under the legislation. For LGU projects, concerned LGUs may formulate additional guidelines and procedures not in conflict with the Act and the IRR.

The approval of public-private recovery projects proposed as part of Cluster Plans will require approval and reporting as specified under the Act in accordance with the following:

a. National Projects - The projects must be part of the Agency’s development programs, and shall be approved as follows:

   i. Projects costing up to PhP 300 million shall be submitted to ICC for approval;
   ii. Projects costing more than PhP 300 million shall be submitted to the NEDA Board for approval upon the recommendation of ICC; and
   iii. Regardless of amount, negotiated projects shall be submitted to the NEDA Board for approval upon recommendation by the ICC.

b. Local Projects - Local projects to be implemented by the LGUs shall be submitted by the concerned LGU for confirmation, as follows:

   i. To the Municipal Development Council for projects costing up to PhP 20 million;
   ii. To the Provincial Development Council for those costing above PhP 20 million up to PhP 50 million; and
   iii. To the City Development Council for those costing up to PhP 50 million.

The detailed procedures for the management of privately financed and/or implemented recovery projects are provided under Part 3 of the Plan.
6.3 Cluster Structure

6.3.1 Infrastructure Cluster

The Infrastructure Cluster is in charge of the rehabilitation programs and projects relating to physical infrastructure, both horizontal and vertical, damaged or destroyed by the typhoon. This includes construction, repair, and restoration of damaged roads, bridges, and other public structures. The Cluster is composed of the following agencies:

**Chair:** Department of Public Works and Highways (DPWH)

**Members:**
- Department of Agriculture (DA)
- Department of Agrarian Reform (DAR)
- Department of Education (DepEd)
- Department of Energy (DOE)
- Department of Environment and Natural Resources (DENR)
- Department of Trade and Industry (DTI)
- Department of Health (DOH)
- Department of Science and Technology (DOST)
- Department of Transportation and Communications (DOTC)
- Department of Interior and Local Government (DILG)
- Office of Civil Defense (OCD)
- Local Water Utilities Administration (LWUA)
- Commission on Higher Education (CHED)
- National Irrigation Authority (NIA)
- National Electrification Administration (NEA)

6.3.2 Social Services Cluster

The Social Services Cluster is responsible for continuing relief operations to the most vulnerable groups and resumption of community services in the affected areas. This includes food, health, education, emergency/transitional shelter, and on-site shelter assistance. The Cluster is composed of the following agencies:

**Chair:** Department of Social Welfare and Development (DSWD)

**Members:**
- Department of National Defense (DND)
- Department of Agriculture (DA)
- Department of Agrarian Reform (DAR)
- Department of Education (DepEd)
- Department of Environment and Natural Resources (DENR)
- Department of Health (DOH)
- Office of Civil Defense (OCD)
- Housing and Urban Development Coordinating Council (HUDCC)
- Housing and Land Use Regulatory Board (HLURB)
- National Commission on Indigenous Peoples (NCIP)
- Office of the Presidential Adviser on the Peace Process (OPAPP)
- National Anti-Poverty Commission (NAPC)
- National Housing Authority (NHA)
- Commission on Higher Education (CHED)
6.3.3 **Resettlement Cluster**

The Resettlement Cluster is responsible for programs and projects relating to the relocation of affected families living in danger zones to safe area, and for the development of secure, comprehensive, and sustainable settlements. The Cluster is composed of the following agencies:

**Chair:** Housing and Urban Development Coordinating Council (HUDCC)  
**Members:**  
- National Housing Authority (NHA)  
- Department of Public Works and Highways (DPWH)  
- Department of Agriculture (DA)  
- Department of Agrarian Reform (DAR)  
- Department of Education (DepEd)  
- Department of Environment and Natural Resources (DENR)  
- Department of Interior and Local Government (DILG)  
- Department of Health (DOH)  
- Department of Science and Technology (DOST)  
- Department of Social Welfare and Development (DSWD)  
- Office of Civil Defense (OCD)  
- Housing and Land Use Regulatory Board (HLURB)  
- National Commission on Indigenous Peoples (NCIP)  
- Office of the Presidential Adviser on the Peace Process (OPAPP)  
- National Anti-Poverty Commission (NAPC)

6.3.4 **Livelihood Cluster**

The Livelihood Cluster is responsible for the provision of livelihood and emergency employment assistance to the affected families. This includes crop production, industry trade and services, forestry, fishery, and livestock and poultry industries. The Cluster is composed of the following agencies:

**Chair:** Department of Trade and Industry (DTI)  
**Members:**  
- Department of Social Welfare and Development (DSWD)  
- Department of Labor and Employment (DOLE)  
- Department of Agriculture (DA)  
- Department of Tourism (DOT)  
- Department of Agrarian Reform (DAR)  
- Department of Environment and Natural Resources (DENR)  
- Department of Science and Technology (DOST)  
- Office of Civil Defense (OCD)  
- Housing and Urban Development Coordinating Council (HUDCC)  
- National Commission on Indigenous Peoples (NCIP)  
- Office of the Presidential Adviser on the Peace Process (OPAPP)  
- National Anti-Poverty Commission (NAPC)  
- National Housing Authority (NHA)  
- Technical Education and Skills Development Authority (TESDA)  
- Philippine Coconut Authority (PCA)  
- Government Financial Institutions (Land Bank of the Philippines, Development Bank of the Philippines)
6.3.5 Support Cluster

The Support Cluster is in charge of addressing cross-cutting policy concerns and issues among the different Clusters. It also includes assisting OPARR in the consolidation of the vetted Cluster Action Plans and identification and provision of funding support to the major programs and projects. The Cluster is composed of the following agencies:

**Chairs:** Department of Budget and Management (DBM) and National Economic Development Authority (NEDA)

**Members:**
- Department of Foreign Affairs (DFA)
- Department of Finance (DOF)
- Department of Justice (DOJ)
- Department of Social Welfare and Development (DSWD)
- Office of Civil Defense (OCD)
- Presidential Communications Development and Strategic Planning Office (PCDSPO)
- Presidential Communications Operations Office (PCOO)
- Presidential Management Staff (PMS)
- Office of the Executive Secretary (OES)
- Office of the Cabinet Secretary (OCS)
- Office of the Presidential Adviser on Political Affairs (OPAPA)
- Commission on Audit (COA)
- Department of Environment and Natural Resources (DENR)
- Department of Interior and Local Government (DILG)
- Housing and Land Use Regulatory Board (HLURB)
- Department of Public Works and Highways (DPWH)

6.4 National Government Cluster Coordination Unit

The National Government Cluster Coordination Unit (CCU) is a unit within OPARR that will support PARR in the execution of his responsibilities under MO 62 at the national level, and will continue to be the primary coordination and liaison point of contact between all NGAs, which were identified in the Yolanda Rehabilitation and Recovery Phase, and OPARR. The CCU will be responsible for a range of pivotal activities associated with the implementation of Cluster PPAs as articulated in the approved CRRP including the following:

**National Level Implementation**

a. Providing direct engagement and coordination support to NGAs involved in Government Rehabilitation and Recovery Clusters (Infrastructure, Social Services, Livelihoods, Resettlement, and Support);

b. Assisting the PARR in the effective coordination and monitoring of the implementation of approved CRRP commitments of NGAs;

c. Assisting NGAs in the formulation and dissemination of key policy and programmatic issues to the President, national level stakeholders, provincial, and local level project implementers;
d. Facilitating capacity building of NGA staff in the implementation of PPAs in coordination with Development Partners;

e. Maintaining close liaison with NGAs at the national level to track the progress and status of PPA implementation.

**Implementation Support**

a. Assisting in the resolution of cross-cutting rehabilitation and recovery policy issues and concerns in order to facilitate effective PPA implementation;

b. Assisting Government Clusters in the resolution of PPA implementation issues (e.g., policy and programs) if and when they arise;

c. Ensuring that, at the national level, pertinent legislation, laws, rules, and regulations, and associated policy decisions are observed throughout the rehabilitation and recovery efforts, from planning, to implementation, to completion of the project;

d. Ensuring that standards set forth by concerned NGAs in pursuing the implementation of programs and projects are in line with those approved by the President as per the CRRP;

e. Providing coordination support and capacity assistance to Government Clusters in observing the set timelines for project completion and submitting report and/or registering progress of project implementation through the electronic Management Platform: Accountability and Transparency Hub for Yolanda (eMPATHY);

f. Identifying, at the national level, overlaps and gaps in the implementation of PPAs, and submitting report to PARR for appropriate action and response;

g. Supporting and facilitating the implementation processes through coordination with Clusters and NGAs to resolve policy issues and other impediments;

h. Coordinating and convening Cluster Heads to discuss and resolve inter-agency issues and concerns;

i. Reviewing and updating of the CRRP in coordination with Clusters and NGAs on a regular basis.

**Reporting**

a. Verifying and monitoring the status of CRRP commitments in terms of CRRP funding, implementation, and status reporting to the President, in coordination with the Government Cluster Representatives;

b. Ensuring that approved NGA rehabilitation and recovery PPA commitments (e.g., targets and funding) are appropriately and effectively recorded onto eMPATHY, monitored, and where necessary, reprioritized in coordination with respective government entities;

c. Ensuring the veracity of reports from NGAs especially when there are inconsistencies in their reports vis-à-vis the updates and reports from LGUs and other project implementers.
Planning and Coordination

a. Conducting annual evaluations, in conjunction with Cluster Leads, of organizational outcomes for the respective Clusters in order to present updates on the rehabilitation and recovery process to the President. The objectives of the evaluations are:

i. To validate the results achieved, and the reasons and processes behind it;
ii. To compare planned PPAs with intended outcome achievement;
iii. To focus on how and why outputs and strategies contributed to the achievement of outcomes, and on questions of relevance, effectiveness, sustainability, and change;
iv. To provide managers with strategy and policy options;

b. Working with Cluster Leads in revising and adjusting Cluster PPAs and concomitant budgets based on the evaluation of organizational outcomes;

c. Providing technical and advisory support and a coordination point between NGAs and OPARR’s Monitoring and Validation Unit (MVU), Communications Unit, and Local Government Coordination Unit (LGCU) regarding Cluster PPA commitments;

d. Reviewing and monitoring funding support for the implementation of the projects and programs, and proposing revisions where necessary in accordance with MO 62 and in conjunction with Clusters and the DBM.

6.5 Local Government Coordination Unit

The Local Government Coordination Unit (LGCU) is a unit within OPARR that undertakes the monitoring of all the rehabilitation and recovery efforts of both government and non-government actors at the local level. It provides the indispensable linkage between the LGUs and project implementers in the Yolanda corridor, on one hand, and the concerned offices at the national level, on the other. This will thresh out critical issues and pertinent concerns on rehabilitation and recovery PPAs.

The LGCU has under its supervision and control 12 Provincial Rehabilitation and Recovery Offices (PRROs) that are established in the provinces heavily damaged by the typhoon, namely: Leyte/Tacloban, Southern Leyte, Biliran, Samar, and Eastern Samar, in Region VIII; Iloilo, Aklan, Antique, Capiz, and Negros Occidental in Region VI; Cebu in Region VII; and Palawan in Region IV-B. Balud, Masbate in Region V and Loreto, Dinagat Islands in Region XIII will be monitored by Capiz PRRO and Southern Leyte PRRO, respectively.

The PRROs, under a Coordinator (PRRC), is the focal point of contact at the local level for PARR. In order to effectively and efficiently perform its mandate of supervising, monitoring, and overseeing the rehabilitation and recovery efforts in the affected areas, the LGCU through the PRROs, performs the following functions, to wit:
Coordination

a. Liaises for and between OPARR and the LGUs on matters pertaining to the mandate of OPARR;

b. Discusses and resolves contentious issues and concerns among and between LGUs, NGAs, and project implementers on the ground level on matters pertaining to rehabilitation and recovery (debottlenecking);

c. Coordinates with NGAs to streamline processes and clarify key policy issues;

d. Disseminates important policies and information to all stakeholders at the ground level in order to update them on important policy issues and decisions that would ultimately affect the implementation of plans and projects in the affected areas;

e. Facilitates capacity building of LGUs in the implementation of PPAs in coordination with Development Partners.

Oversight

a. Ensures that pertinent laws, rules and regulations, and policy decisions are being observed by all concerned during the whole phase of the rehabilitation and recovery efforts, from planning, to implementation, to completion of the project;

b. Ensures that project implementers adopt and conform to the standards set forth by concerned NGAs in pursuing the implementation of programs and projects;

c. Monitors the implementation of the PPAs vis-à-vis the CRRP/Cluster Plans/Local Government Rehabilitation and Recovery Plans (LRRPs);

d. Encourages project implementers to observe the set timelines for project completion and submit report and/or register progress of project implementation through the eMPATHY;

e. Identifies overlaps and gaps in the implementation of the PPAs, and submits report to the Secretary for appropriate action and response.

Validation

Verification of inquiries from stakeholders at the national level, through OPARR, to ensure transparency and accountability on the following matters:

a. Status of PPA implementation at the local level;

b. Veracity of reports from NGAs, LGUs, and project implementers, especially when there are inconsistencies in their reports;

c. Other information, issues, and concerns relating to rehabilitation and recovery.
Reporting

a. Submits reports to the PARR, through the Head of MVU, on project implementation regularly as required;

b. Renders reports/feedbacks on matter brought to its attention requiring appropriate action from the local level.

Figure 1 - Shows the LGCU/PRROs mechanisms to facilitate coordination and implementation of the Plans, Program, Projects, and Activities in Yolanda-affected areas

7. Cluster Plans and Programs

7.1 Infrastructure Cluster

The Infrastructure Recovery Plan included as Annex B has been formulated by the multi-agency Cluster to build back better the physical infrastructure and to support the process of recovery and rehabilitation. The infrastructure PPAs are focused on pursuing, as quickly as possible, the following interventions: (a) structural resiliency, (b) social services, (c) transportation and mobility, (d) livelihood and trade, (e) government services, (f) community infrastructure, and (g) water, power, and communication.

All infrastructure interventions will adhere to the build back better principle, to ensure that standards, specifications, designs, materials, and construction methods combine to create infrastructure that is more resilient to a myriad of hazards. It is envisioned that the enhanced infrastructure will serve as a vehicle for safer communities and more sustainable development.
7.1.1 INFRASTRUCTURE CLUSTER GOALS AND OBJECTIVES

Goal

The Infrastructure Plan aims to build back better by rehabilitating and improving infrastructure that support recovery and the enhancement of disaster resiliency of Yolanda-affected communities at the soonest possible time.

Objectives

a. To enhance national codes, building guidelines, and standards for all structures to comply with the build back better principle for disaster resiliency and enhance the safety of all persons within;

b. To restore and build back better all government buildings and civic structures in support of the restoration of social and administrative services, as well as utilities such as power, water, and communications, and to ensure the continuity of services in times of disasters;

c. To restore transport systems for the mobility of persons, goods, and services and other infrastructure which are vital to local economic activity in the affected areas; and

d. To establish structures within identified safe areas and/or provide engineering interventions to mitigate the hazards in unsafe or controlled areas based on the multi-hazard maps prepared by science agencies.

7.1.2 OVERVIEW OF PROGRAMS, PROJECTS, AND ACTIVITIES

Structural Resiliency. Under the Infrastructure Cluster, the guidelines, standards, and specifications for the repair, rehabilitation, and reconstruction of damaged or destroyed structures, as well as the construction of new structures, will be considered and formulated. This includes the creation of the Minimum Performance Standards and Specifications (MPSS) for public buildings, guidelines for the reconstruction of roads and bridges, and the updating of the National Building Code. Such specifications shall take into consideration the specific hazards in the areas based on the geo-hazard maps.

Social Services. The resumption of classes, assisted by the rehabilitation or construction of disaster-resilient classrooms and provision of basic furniture, is vital to restoring a sense of normalcy to the lives of children and youth in areas affected by Typhoon Yolanda. Similarly, the repair of academic, technical, and vocational institutes and administration buildings of SUCs will assist in restoring education and skills development centers crucial to livelihood and employment. Meanwhile, hospitals, rural health units, and barangay health stations shall be repaired or reconstructed, and damaged equipment replaced, to ensure that health and nutrition services are available in all levels from the province down to the community.
Transportation and Mobility. Critical to the rehabilitation and recovery efforts is the restoration of transportation and mobility systems especially for the delivery of goods and services, promotion of trade, and movement of individuals and materials. As such, land-based infrastructure including roads, bridges, farm-to-market roads, and supporting infrastructure such as flood control and slope management facilities will be repaired. Meanwhile, airports and seaports will also be rehabilitated and new equipment acquired to ensure that these are operational.

Livelihood and Trade. To address the need for economic recovery, agricultural infrastructure such as post-harvest facilities, demo-farms, irrigation systems, and water systems are programmed for rehabilitation. Similarly, facilities for fisheries such as storage facilities, warehouses, and fisher wharves will also be repaired. To support the value chain approach for livelihood, public markets will be repaired or reconstructed to support the resurgence of the local economy.

Government Services. To facilitate the resumption of government services and enhance their ability to function during and/or immediately after disasters in the areas affected, the offices of NGAs, the provincial, city/municipal and barangay halls, police stations, fire stations, jail facilities, and halls of justice which were damaged or destroyed by the typhoon will be built back better based on the MPSS of the DPWH.

Community Infrastructure. Damaged civic structures such as public markets, multi-purpose halls, day care centers, Senior Citizen and PWD centers will be rehabilitated or reconstructed in a way that these will be able to withstand various hazards and serve as possible evacuation, safe areas, or even command centers during disaster events.

Utilities. Restoration of utilities such as power and water to all the affected population will be undertaken through the repair and restoration of power transformers, transmission lines, and electric poles; and water systems, respectively.

Tourism Infrastructure. Tourism activities provide additional sources of income for many communities in the Yolanda-affected areas. While many of the local tourism destinations are natural sites such as waterfalls, caves, eco-parks, and marine sanctuaries, many of the government- or community-owned tourism facilities were identified for repair. Additionally, the rehabilitation of tourism access roads, bridges, and slope protection measures for many of these sites were also among the infrastructure to be built back better.

7.1.3 Programmatic Structure

While the PPAs for infrastructure were prioritized by the individual agencies based on the damage and needs assessments, the design and specifications of the identified structures and facilities will have to adhere to the standards established by the DPWH to ensure resiliency. It should be noted that DPWH will be the implementing agency for many of these projects. Where projects will not be directly implemented by the DPWH, it is expected that DPWH engineers will provide support and/or assistance in relation to the supervision, management, and construction monitoring of the majority of these projects. For infrastructure projects not directly implemented by the DPWH, the
government agencies responsible will be tasked to report project progress to the Infrastructure Cluster.

While the Declaration of the State of Calamity is still in effect, implementation of infrastructure projects will be streamlined in terms of procurement processes including the use of negotiated procurement for larger capital projects. Once the state of calamity is lifted, procurement processes will revert to existing laws and guidelines as defined by provisions of Republic Act (RA) No. 9184.

7.1.4 Implementation Strategy

The following approaches will be pursued in order to successfully implement the Infrastructure Cluster’s projects:

a. Enhancing structural resiliency through the use of upgraded standards and guidelines as well as geo-hazard data for the design, repair, rehabilitation, reconstruction, or construction of all damaged structures to ensure these are built back better to become more resilient to different hazards;

b. Identifying safe shelters as civic structures, which can perform dual functions as alternative command centers or relief supplies storage and distribution areas during disasters;

c. Ensuring accurate costing and assessments so that the amount for each project takes into consideration the costs for building back better such as materials and equipment, and other various costs such as project design, development, and management;

d. Consulting and coordinating with the various stakeholders and beneficiaries to ensure that projects are gender-sensitive, PWD- and Senior-friendly, and as much as possible, use local contractors, local workforce, and locally sourced materials while addressing other possible community concerns;

e. Ensuring effective project management to facilitate the completion of projects within the agreed timeframe and with the highest quality results;

f. Conducting monitoring and evaluation of all projects through regular reporting and meeting of Government Clusters.

7.1.5 Key Implementation Issues

The key implementation issues that will confront the Infrastructure Cluster in the execution of its programs and projects are:

**Labor force.** The DPWH has a limited pool of skilled personnel and technical experts such as licensed engineers for structural design and project management or supervision to implement more than 6,000 infrastructure projects of the Cluster. Similarly, within the affected areas, there may not be enough skilled trade laborers such as carpenters, plumbers, and construction foremen.
Construction materials. It has been noted that following early site inspections, it was found in some cases that substandard construction materials and equipment were being sold in local hardware stores. This can greatly jeopardize the quality and overall resiliency of structures to be rehabilitated or constructed.

7.1.6 Cross-Cluster Coordination

Essentially, the Infrastructure Cluster is providing support to other Clusters and Agencies for the restoration of services and/or implementation of their respective programs through the repair or reconstruction of damaged buildings and facilities. Cross-cluster coordination will be achieved through (a) membership in multiple clusters, (b) through direct cluster coordination, and (c) through OPARR.

Coordination through Cluster Members can be undertaken if the Agencies are members of other Clusters and the Infrastructure Cluster. Their overlapping membership will allow them to articulate issues or raise concerns pointed out by other Clusters to the Infrastructure Cluster and vice versa. Efforts to date demonstrate that this communication approach works effectively in the resolution of cross-cluster issues. Alternatively, issues on infrastructure can also be resolved directly through coordination meetings arranged individually by the Cluster Heads. Lastly, for issues concerning multiple Clusters, OPARR may call for joint coordination meetings to enable the various NGAs to identify and resolve issues collectively and in a timely manner.

7.2 Social Services Cluster

Addressing the magnitude of social and economic damage and loss and the resultant level of need caused by Typhoon Yolanda, along with the consequential challenges faced by the affected population in the course of the rehabilitation, is the main focus of the Social Services Cluster Plan. The Social Services Cluster Plan is focused on delivering key interventions aimed at addressing recovery needs across the following sectors: (a) education, (b) health, nutrition, safety, and psychosocial welfare, (c) environment, (d) food security, and (e) shelter and land use planning.

While there has been significant progress in restoring social services as part of the immediate response to the disaster, with repairs to schools and medical facilities, and education and health services restarted, a concerted and coordinated recovery effort is required in order to restore optimal service provision during the recovery and rehabilitation phase.

Transitioning from relief efforts to measures focused on recovery outcomes will require permanent repairs and/or rebuild all schools and medical facilities to provide sustainable services to the communities. As noted previously, and with linkages to other sectors, there is a window of opportunity to build back better and thus, make strides to the achievement of higher levels of development outcomes in some of the poorest areas of the country. It is within this context that recovery and rehabilitation of social sectors in Yolanda-affected areas presents an opportunity to ensure all public education and health facilities have the requisite inputs to provide effective services, and social protection schemes to address the needs of the most vulnerable groups.
The Social Services Cluster Plan intends to address the short- to medium-term thematic social concerns of the highly affected population such as safety, social and environmental protection, health and nutrition, welfare, and building resilience (see Figure 2). This figure aims to highlight the degree of interconnectivity between thematic social services policy areas that have informed social services interventions and specific PPAs. Factoring this interconnectivity into recovery planning will be critical to ensuring that a holistic approach is applied to social services recovery initiatives including policy formulation, program and project implementation, and sector monitoring and evaluation activities.

*Figure 2 - Social Services Cluster Model*
7.2.1 Social Services Cluster Goals and Objectives

Goal

The goal of the Social Services Cluster is to facilitate restoration of delivery of basic needs such as shelter, education, and health to the most vulnerable members of society; and to improve or put in place social protection services, e.g., health or accident insurance, to Yolanda-affected communities; as well as provide healthy environment and strengthen capacity to cope with future hazards and disasters.

Objectives

Specifically, the Social Services Cluster aims to:

a. Facilitate continuing access to education through provision of necessary pedagogical support to affected teachers and students;

b. Promote physiological and psychological well-being and resiliency of individuals and affected communities;

c. Restore degraded watersheds, mangrove, and beach forests towards ensuring healthy environment for the people;

d. Contribute to increase in forest cover and climate change mitigation and adaptation;

e. Improve food security of the affected population and vulnerable groups through continuing food assistance and temporary employment/cash-for-work scheme;

f. Address shelter needs including affected indigenous communities with damaged houses located in safe areas through disaster-resilient designed housing; and

g. Strengthen disaster preparedness and mitigation by assisting LGUs develop Comprehensive Land Use Plans (CLUPs) with integrated disaster resiliency measures.

7.2.2 Overview of Programs, Projects, and Activities

Primary and Tertiary Education Assistance. The Social Services Cluster will support the predominantly non-infrastructure-related rehabilitation and recovery efforts required to restore basic and tertiary educational services delivery. The DepEd will implement a number of PPAs with the aim of addressing the non-infrastructure recovery needs of the basic education sector. These include the replacement of approximately 6.3 million textbooks; continuation of school-based nutrition/feeding programs; and replacement of essential materials and equipment required for effective learning, including textbooks, and learning kits and aids.
To provide affected tertiary level students the opportunity to continue schooling, CHED is allocating an additional 135,135 students over the period 2014-2016 to receive scholarship grants and financial assistance in State Universities and Colleges (SUCs) within the Yolanda corridor. Damaged equipment and instructional materials in affected SUCs will also be replaced. Support will also be provided by CHED in the facilitation of student access to student records and documentation.

**Health and Nutrition.** The DOH has provided a broad range of primary health care and environmental health services throughout the relief phase and will continue to be provided and embedded into service delivery modalities to support rehabilitation and recovery efforts. Activities include the provision of essential medicines, emergency delivery kits for poor pregnant women, household water disinfectant kits and corresponding water testing activity, micro-nutrient supplementation, augmentation of the health workforce through the deployment of additional midwives, and family planning services. Weighing scales and height boards will also be provided to a number of rural health units and barangay health stations in Region VIII to aid in monitoring the physical development of children affected by the calamity.

**Psychosocial and Mental Health Support.** Medical support will be provided for those individuals suffering acute psychological distress or illness caused by the typhoon, or otherwise. The DOH is aiming to provide 582 patients with treatment and medicines over the period of 2014-2015.

**Safety and Shelter.** Ensuring community safety and shelter is a fundamental priority of the Social Services Cluster. According to DSWD data as of 14 July 2014, Typhoon Yolanda resulted in 1,171,469 totally and partially damaged houses displacing approximately 918,261 families. The Social Services Cluster through the DSWD will target households in safe dwelling zones for emergency shelter assistance through the provision of financial assistance. The DSWD will also implement a cash-for-work financial assistance scheme to complement shelter assistance for work to assist households with totally and partially damaged houses. Settlements requiring relocation in safer areas would be addressed through the Resettlement Cluster.

**Environmental Protection.** Reforestation of mangroves and beach forests and agroforestry development of degraded forestlands will take place in 12 identified affected provinces. The DENR targets 16,807 hectares of mangrove and beach forests; 29,366 hectares of forestlands for restoration and rehabilitation under the National Greening Program (NGP); and 362 hectares in community-based forest management areas for rehabilitation and development. Local communities will be contracted for seedling production, plantation establishment, and maintenance protection for the first year.

**Welfare (Food Assistance/Food Security).** Providing food assistance is still a vital activity during the early recovery phase as it will provide an important transition into more sustainable recovery efforts particularly in terms of supporting the most disadvantaged. Prior to Yolanda, poverty, food insecurity, and limited access to economic and livelihood opportunities were already a common situation in most of the affected areas, and conditions were made even worse after the disaster.

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the short-term, the DSWD will be distributing 50 kilograms of rice for three months to 77,739 affected poor and vulnerable families in Region VIII. To complement efforts to ensure food security, the DA will be providing a program of Insurance Premium Subsidies.

**Capacity Building for Resilience.** To help address vulnerabilities and mitigate impacts of future disasters and hazards, it is important to mainstream Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) measures into local development policies, plans, and budgets such as CLUPs. CLUPs are an important planning tool in which DRR and CCA measures need to be incorporated. The Local Government Code mandates LGUs to prepare a CLUP enacted through a zoning ordinance. The HLURB intends to assist the 171 LGUs to develop their CLUPs with integrated DRR/CCA initiatives. As of date, there are 64 LGUs formulating their CLUPs, while 49 LGUs are in the process of having their CLUPs approved.

### 7.2.3 Programmatic Structure

Due to the wide range of complementary PPAs undertaken by technical agencies that comprise the Social Services Cluster, a number of programmatic approaches will underpin implementation, including (a) the direct development of design specifications and procurement of goods and services; and (b) internal recruitment, training, and deployment of human resources. Responsible agencies will also pursue innovative contracting and resource sourcing options in order to deliver the outputs in a timely and cost-effective manner.

Implementation of PPAs will be the responsibility of government agencies with oversight by the DSWD. Agencies will be required to monitor and report on progress with implementation of identified PPAs through regular technical and situation reports to the DSWD. The Social Services Cluster will meet on a regular basis to monitor overall progress with implementation.

A significant number of Social Services Cluster-identified PPAs will be delivered through the existing Department/Agency programmatic mandates, guidelines, and implementation structures. Funding modalities for delivery of some rehabilitation and recovery PPAs will occur under existing albeit realigned agency budgets, while some will be supplemented with donor contributions. Other identified Social Services rehabilitation and recovery PPAs will require new sources of funding and will be identified in Annex A.

### 7.2.4 Department and Agency Plans

The NGAs that comprise the Social Services Cluster have determined a wide-ranging suite of rehabilitation PPAs that will be delivered in the short- and medium-term from 2014 to 2016 which will underpin longer-term recovery outcomes in the affected communities. A summary of the planned rehabilitation and recovery activities proposed by the NGAs that represent the Social Services Cluster is as follows:

**Higher Education.** CHED will administer the provision of financial incentives, scholarships, and grants to college students affected by Yolanda. CHED aims to provide approximately 135,135 slots of assistance over the period 2014-2016, with an average of approximately 45,045 slots per
annum. SUCs will also be supported with the replacement of key equipment, learning materials, laboratory equipment, and information technology infrastructure damaged as a result of the typhoon.

**Basic Education.** Recovery and rehabilitation initiatives planned by DepEd include the replacement of over six million textbooks critical to ensuring learning outcomes, and the continuation of the school feeding and nutrition program that aims to provide supplementary feeding to approximately 434,800 students in 2014. DepEd will also be providing 500,000 learning kits, along with the Information Technology (IT) equipment to 517 schools. Funding for DepEd rehabilitation and recovery PPAs will be through existing realigned agency budgets and from the contributions of donors.

**Health.** The DOH had made significant contributions to the relief efforts, delivering essential medicine and augmenting key health resources in order to cater for the extreme demand as a result of the typhoon. Rehabilitation and recovery efforts will look to harness and build upon the gains made through the relief efforts and will include the targeted provision of medicine and services to those experiencing mental health disorders. The DOH will continue to support maternal and child health through the procurement and distribution of micronutrients for pregnant and post-partum women, as well as to children at risk of malnutrition; additional infant height and weight boards; and roll out of household water disinfectant, and water testing and sampling kits. Key health human resources will be augmented through the deployment of additional doctors, nurses, and midwives, and emergency delivery kits will be distributed in order to provide key maternal health services to more than 115,000 disadvantaged and pregnant women.

The DOH will also continue to provide a range of activities in 2014 in order to support the transition of health service delivery from humanitarian relief efforts to activities focused on early rehabilitation and recovery. These activities will include the continued provision of essential medicines to support primary care needs (CAMPOLAS kits) along with distribution of Complete Treatment Packs (ComPack). Gains made in terms of family planning services and the micronutrient supplementation for mothers and infants will continue in 2014. The augmentation of key health human resources will continue with the deployment of additional doctors, nurses, and midwives, particularly to hard-to-reach areas, while vector control activities will continue in order to combat the spread of infectious diseases.

**Environment.** The DENR will be delivering a range of activities in order to develop and rehabilitate destroyed natural vegetation, mangroves, and forest areas. Approximately 16,807 hectares of mangrove areas and beach areas will either be developed or rehabilitated through the National Greening Program. Reforestation and agroforestry development will occur in 29,366 hectares complemented by agroforestry development in 362 hectares through a Community-Based Forest Management area in 12 identified affected municipalities. The range of environmental projects, in particular, the rehabilitation of mangrove areas, will be complemented by cash-for-work schemes in terms of engaging local communities for plantation management activities.

**Food Security.** The DSWD will ensure that food security is maintained in the short-term through the continuing provision of emergency food supplies to approximately 77,739 affected households.
over a three-month period. This will be complemented by the DA, through the Insurance Premium Subsidy/Accident Insurance Program. This PPA will target 35,164 farmers in Region VI, particularly in the provinces of Aklan, Antique, Capiz, Iloilo, and Negros Occidental.

**Shelter.** The DSWD will be administering shelter assistance to 966,341 families in accordance with Emergency Shelter Assistance (ESA) Program guidelines and policies. This includes provision of financial assistance for on-site repair of houses in safe zones to 449,127 families with totally damaged houses and 517,214 families with partially damaged houses. Shelter assistance will be complemented by cash-for-work for house repair so that beneficiaries do not lose the opportunity to earn cash as they repair their own houses. Commencing in 2015, the NCIP will be providing housing support to 1,000 indigenous households in the Palawan area and 75 affected indigenous families in Leyte. In order to ensure effective implementation of shelter programs and projects, the HLURB will be working with the 171 affected LGUs in the formulation of climate proofed CLUP which will integrate DRR and CCA measures.

### 7.2.5 IMPLEMENTATION STRATEGY

The following is a summary of the strategic approach that will be adopted in order to implement the Social Services Cluster Implementation Plan:

a. Convergence of social service programs with priority focus on severely affected areas and highly vulnerable population;

b. Strengthening community-based participation through cash-for-work and temporary employment schemes in shelter assistance programs, and mangrove rehabilitation interventions;

c. Integration of Cluster PPAs and Provincial PPAs to regular agency programs to ensure sustainability;

d. Harnessing partnerships with Private Sector and Development Partners for augmenting resources and technical assistance; and

e. Mainstreaming DRR and CCA through land use planning by providing technical assistance to LGUs as they develop their land use plan with integrated resiliency measures.

A key factor in the effective implementation of social services rehabilitation and recovery initiatives will be the incorporation of participatory practices that aim to increase opportunities for the beneficiaries of particular interventions to participate in local planning and implementation. It is acknowledged that the increased investments to support program delivery will result in broad economic development opportunity, thus, expanding livelihood opportunities generated through social sector employment. The proposed investment for shelter-based investments is an example of this with particular reference to benefits for the construction and trades industry.

A number of social sector PPAs seek to incorporate cash-for-work activities to enhance effectiveness of the implementation and at the same time provide income to the survivors of the typhoon. It is anticipated that a significant number of individuals who have been affected by the disaster will either directly be engaged in the delivery of interventions (predominantly by
increased employment opportunity in the roll out rehabilitation programs), or indirectly engaged by receiving benefits from interventions themselves (i.e., assistance for reconstruction of shelters or cash-for-work).

The PPAs will be delivered either within existing GAA realigned budgets or with additional funding from the National Government. Many PPAs will be delivered through existing agency programs, expanded or enhanced, supplemented by additional administrative resources. Annex A to the Plan outlines, in detail, funding requirements along with the associated implementation modality to be adopted.

### 7.2.6 KEY IMPLEMENTATION ISSUES

The following are among the key implementation issues associated with the provision of Social Services Cluster PPAs:

a. Situations on the ground are constantly changing, therefore, timely refinement of targets and manner of delivery of the CRRP may be required. Policies including those initiated at the local level may be amended or replaced depending on prevailing needs and priorities. Mobility of people and influx of other interested stakeholders, among others, would call for regular updating of the analysis of the situation, and flexibility and responsiveness of the implementation strategy.

b. Need to integrate cultural diversity and sensitivity of affected population could be a challenge when implementing a set of social interventions that are the same across all areas. The challenge is ensuring that PPAs are sensitive to cultural, social, political, and geographic peculiarities.

c. Increasing demands for enhanced level of absorptive capacity of service providers in order to effectively manage and deliver the programs and projects. Workloads and associated administrative pressure could dramatically increase. New innovative delivery modalities could be introduced, requiring changes in existing systems and processes, additional people and technology, and strengthening of capacity and accountability.

d. Need for different levels of coordination in the course of implementation of various social services initiatives that converge at the local level. Communication and convergence between and among actors from National Government to Local Governments, Non-Government and International Development Partners are challenges to overcome. At the local level, coordination issues based on political boundaries and dynamics will have to be considered.

### 7.2.7 CROSS-CLUSTER COORDINATION

Implementation of the Social Services Cluster Plan would involve coordination with the other Clusters as rehabilitation efforts go beyond merely providing welfare services. Ultimately, the goal of the CRRP is to ensure the delivery of integrated and holistic rehabilitation interventions to the affected communities in order to propel progress towards development outcomes as envisaged by the PDP.
Structurally, most of the Social Cluster members such as the DSWD, DepEd, DOH, DENR, and NHA, among others, are also active participants in other recovery Clusters, which should facilitate more effective cross-cluster coordination. The Social Services Cluster will link its PPAs in terms of planning and implementation with the other Cluster Plans in order to provide complementary support and/or to ensure that corresponding enabling support from other Clusters Plans are considered.

**Complementing Initiatives**

The Social Services Sector Cluster Plan outlines an architecture that encourages complementarity between PPAs. Cluster initiatives such as micronutrient supplementation to mothers and infants through the DOH will link to the continuation of food assistance activities coordinated by the DSWD and school-based nutrition/feeding programs delivered by DepEd. Cash-for-work activities coordinated under shelter activities delivered by the DSWD and environmental and agroforestry programs delivered by the DENR will complement both longer-term food security objectives and rehabilitation and recovery efforts associated with the Livelihood Cluster.

Social Sector PPAs will support and encourage initiatives that are complementary in order to leverage resources and add value to sector outcomes. For example, reforestation, agroforestry, mangrove, and beach forests rehabilitation and development will not only contribute to the restoration of degraded watersheds and mangrove areas through an increase in forest cover and climate change mitigation, but will also provide a livelihood source using cash-for-work and food security to affected communities. Grafted fruit trees and other species planted like coffee and cacao (agroforestry) will start to bear fruit after the third year of planting. Harvested products will provide food and additional income to upland families. Harvested fuel wood for home consumption and for marketing will provide additional income that can be used by communities to buy food and other basic needs.

### 7.2.8 Monitoring, Review, and Evaluation

The monitoring and evaluation of PPA inputs and outputs will be undertaken both at the Cluster and Agency level, as per Part 2 – Section 9 of the Plan. On the part of the Agency, existing monitoring and evaluation reporting systems will be adopted given that the proposed interventions may be in line with the regular programs and service delivery mandates of the Agencies. The Cluster, through its lead, will provide oversight and will report the consolidated agency inputs and outputs to OPARR.
7.3 Resettlement Cluster

7.3.1 Introduction

The onslaught of Typhoon Yolanda resulted to the destruction of 1,035,242 houses within a 50-km radius along the typhoon path, leaving thousands of families homeless. The typhoon also brought to fore the vulnerability of thousands of families living in danger areas and the need to build disaster-resilient communities in the light of climate change and increasing intensity of typhoons.

The Resettlement Cluster Plan focuses on addressing the housing needs of the affected families through the provision of disaster-resilient housing units and sustainable new communities for families living in hazard-prone and unsafe areas where mitigation is not a practical or sufficiently safe option.

Specifically, the Resettlement Cluster aims to:

a. Identify and acquire safe and suitable sites for development as resettlement sites, taking into consideration disaster risks and geo-hazard areas, the housing requirements of hard-hit cities and municipalities, and other housing programs and services of the Government and the private sector;

b. Construct permanent housing units in the identified resettlement sites with land development and basic services in partnership with the LGUs and the private sector;

c. Facilitate beneficiary prioritization and selection, social preparation activities, and conduct of capacity building programs (e.g., livelihood skills training, community development) for target beneficiaries in coordination with the concerned LGUs, the Livelihood Cluster, and private sector organizations;

d. Identify community facilities requirements and coordinate provision of such, as well as other infrastructure support with the LGUs, the Infrastructure Cluster, and the private sector; and

e. Relocate affected families living in unsafe zones to the new housing sites.

7.3.2 Housing Needs and Targets

Following the build back better principle, families living in hazard-prone and unsafe areas will be relocated to safe areas for settlement. The Cluster targets to build 205,128 permanent housing units in the cities and municipalities that were hard-hit by Typhoon Yolanda. Disaster-resilient houses based on DPWH-approved standards, will be built on developed sites identified by the concerned LGUs, with clearances from the DENR and the DOST to ensure that the identified resettlement sites are not prone to geo-hazards. The resettlement sites shall be provided with basic community facilities such as multi-purpose covered courts and school buildings. The provision of community facilities will take into consideration the size of the resettled community and its proximity to existing community facilities, amenities, and settlements.

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The 205,128 housing units shall be built over a period of three years, with 20,000 units to be completed in 2014.

**7.3.3 Overview of Programs, Projects, and Activities**

The specific activities to implement the projects under the Resettlement Program are as follows:

- a. Identification of site for resettlement
- b. Validation of land status and clearance from geo-hazards
- c. Preparation of site development plans
- d. Securing of government permits
- e. Site Development (road and drainage construction, electricity distribution network, water reticulation, sewerage system, etc.)
- f. Construction of housing units
- g. Social preparation and selection/prioritization of beneficiaries
- h. Relocation of family beneficiaries.

Based on the build back better approach of the National Government, the house and lot package shall be a 22.0-square meter (sqm) loftable rowhouse on a 40-sqm lot. The housing units to be built shall adopt the standards approved by DPWH, which can withstand wind velocity of up to 250 km/h.

**7.3.4 Budget Estimates**

Each resettlement project considers whether or not there is available LGU or National Government land suitable for housing. For a project utilizing government land, the project cost is estimated at PhP 282,800 per unit, which includes one percent administrative cost. In cases where there is no available land, the Government will provide the budget for land acquisition, amounting to a per unit cost of PhP 292,900.

Construction of community facilities will also be included in the project. Each structure will be based on the location, size of settlement site, number of families, and proximity to existing facilities. NHA proposes a three-storey school building with estimated cost of PhP 25 million per building and a multi-purpose covered court (MPCC) with estimated cost of PhP 12 million per building. MPCC will also serve as day care centers and/or health centers.

Given this, the total project cost for the 205,128 houses to be built with corresponding community facilities would amount to PhP 75.68 billion.

**7.3.5 Implementation Structure**

The NHA, as the implementing arm of the Cluster, will implement the resettlement projects. The NHA has created Project Implementation Teams (NPITs) to facilitate project implementation.

To ensure participatory approach in resettlement project implementation, Local Inter-Agency Committees (LIACs) will be established in each city or municipality. The LIAC will serve as the policy-making and coordinating body to ensure harmonized and efficient implementation of the
various programs and activities related to the development of resettlement projects and relocation of affected families. The LIAC will be chaired by the Local Chief Executive and co-chaired by HUDCC/NHA. Members of the LIAC will include representatives from NGAs, including DSWD, DENR, DPWH, and the Presidential Commission for the Urban Poor, as well as LGUs, particularly the Municipal Planning and Development Office (MPDO), Municipal Social Welfare and Development Office (MSWDO), Municipal Engineering Office, and Municipal Assessors Office. Whenever applicable, Provincial Inter-Agency Committees (Prov-IACs) may also be established at the provincial level to oversee the resettlement efforts in the province.

**Figure 3 - LIAC Governance Structure**

![LIAC Governance Structure Diagram](image)

### 7.3.6 KEY IMPLEMENTATION ISSUES

The Cluster is addressing the following issues that affect/may affect project implementation:

**Land Availability.** Many of the LGUs affected by Typhoon Yolanda do not own lands or have available lands but do not have titles (only tax declaration) over the properties they have allocated for resettlement. Moreover, there are several municipalities where almost the entire land area is prone to geo-hazards, such that there is difficulty in identifying suitable lands for resettlement. The Cluster will facilitate the titling of the LGU-identified sites in coordination with the DENR and the Land Registration Authority (LRA).

**Availability of Construction Materials.** The manufacturers of construction supply materials have raised issues on logistics (e.g., berthing at port areas), timely shipment and pricing of imported raw materials, and limited sources of aggregates in some areas. The Cluster will continue to
coordinate with the Philippine Ports Authority (re berthing), the DOF (re imported materials), and other concerned agencies/offices to address the bottlenecks in the supply of construction materials.

**Timetable for the Issuance of Permits, Clearances, and Licenses for Housing and Resettlement.**
An Administrative Order will be drafted to fast-track the process of issuing permits, certifications, clearances, and licenses for housing projects in Yolanda-affected areas, directing all NGAs to observe the same and impose sanctions for non-compliance. The procedures for the proposed One-Stop Shop will be discussed to include designation of agency representatives with authority to facilitate the issuance of clearances and permits.

### 7.3.7 Cross-Cluster Coordination

Implementation of the Resettlement Cluster Plan will involve coordination with the other Government Clusters. The Resettlement Cluster will implement and manage the construction of permanent houses. Provision for community facilities and livelihood opportunities will be undertaken by the Infrastructure and Livelihood Clusters, respectively. While leading the Resettlement Cluster, the HUDCC is also represented in both the Livelihood Cluster and the Social Services Cluster. A number of Resettlement Cluster NGAs are either the designated lead or represented in each cluster structure.

### 7.4 Livelihood Cluster

The Livelihood Cluster Plan, attached as Annex C, will focus fundamentally on activities that aim to re-establish sources of income, increase opportunities for employment, and reinvigorate MSME development in the affected areas. It will provide an organizing and operational framework for livelihood programs that will be conducted by the NGAs.

#### 7.4.1 Livelihood Cluster Goals and Objectives

**Goal**

The goal of the Livelihood Cluster Plan is to achieve inclusive, sustainable business and livelihoods in Typhoon Yolanda-affected areas.

**Objectives**

a. Develop and implement interventions for agriculture and fisheries that will provide immediate and sustainable sources of food and income;

b. Establish climate-resilient communities through effective and sustainable resources management and healthy resources-base (ecosystems);

c. Develop more resilient and competitive industries and establish a strong market presence for products and services delivered by the affected regions;

d. Implement interventions that will strategically link MSMEs to local and global value chains; and
e. Deliver livelihood activities that are underpinned by principles of good governance, rights-based, and gender and vulnerable group’s sensitivity.

7.4.2 Overview of Programs, Projects, and Activities

The strategic interventions or PPAs to support the livelihood rehabilitation and recovery objectives will prioritize agriculture as the basic household food and income source while focusing on building back better the coconut industry, restoring and developing the fisheries, aquaculture, and livestock production, and developing high-value crop production. Major PPAs in the agriculture sector will employ provision of agricultural stocks and farm equipment such as Shared Service Facilities (SSFs), skills training and technology support, enterprise and organizational development, value-adding mechanism, and market development and linkages.

Major PPAs include MSMEs support in the form of credit brokering, access to technology, improvement of services, product development, utilization of SSFs for key industry value chains, market development through Yolanda Trade Fairs, Diskwento Caravan & Depot, enterprise development through SME Roving Academy (SMERA), and Business Assistance Centers (BACs). Reconstruction support and promotion of more competitive tourism will be given emphasis as part of the MSME services value chain.

7.4.3 Livelihood Rehabilitation: Strategic Interventions By Sector

The Livelihood Cluster will deliver strategic interventions and PPAs aligned to four primary sectors:

Agriculture. The program proposes strategic interventions that will expand the food and income base at the household- and barangay-levels. Interventions will (a) make nutritious food available in every home in the shortest time possible, (b) establish viable farm enterprises through the identification and production of marketable and profitable products, and (c) promote the establishment of climate-resilient farming communities.

Fisheries and Aquaculture. The rehabilitation plan for the fisheries and aquaculture sector aims to (a) restore fishing livelihoods while better ensuring sustainable fishing practices, (b) establish and develop sustainable aquaculture to ensure fish supply, and (c) establish climate-resilient communities through effective resources management and healthy resource-base (ecosystem health). Like the interventions proposed for agriculture, the interventions will be science-based and will aim to promote gender responsiveness, global competitiveness, and good governance.

Industry and Services. The proposed rehabilitation plan for industry and services seeks to develop more resilient and more competitive industries, and establish a strong market presence for the products and services delivered by the affected regions. It adopts a value chain-based development approach that will involve, among others, engaging large enterprises as “anchor firms” for local MSMEs, with focus on four priority industries, shown in Figure 3, that will be mobilized across the localities ravaged by Typhoon Yolanda.
**Micro, Small, and Medium Enterprises.** The proposed program envisions MSMEs that are resilient and strategically linked to local and global value chains. MSME development in the Plan will take two paths. The first path follows the short-term trajectory focusing mainly on enhancing the supply chain and rebuilding businesses, while the second path leads to a longer trajectory that heads towards sustainability. The objectives of the first path are to normalize the supply of goods and services, enable businesses to function normally, and revitalize local economies in the process.

The second path is more strategic and entails connecting small producers to big institutional markets along strategic value chains. Critical to this is the provision of key inputs in the form of technical assistance and support facilities, which can be leveraged with private investments, including specialized training, technology application, industry experts and consultants, financing and shared service facilities.

**Livelihoods Cross-Cutting Issues**

Across economic sectors, the overall employment strategy, shown in Figure 4, should seek to (a) enhance the working age population’s employability and capacity to engage in sustainable livelihoods through skills training and to facilitate access to financing and start up resources; (b) stimulate the business sector’s interest to revive their businesses and establish new businesses; (c) promote sector-specific interventions to catalyze productive activities and restore value chains, with special attention to the service sector; and (d) re-establish and enhance LGU systems and support services for job creation, including the creation of a congenial investment and business climate, partnerships with the private sector, and capacity for employment planning and facilitation.
7.4.4 Programmatic Structure

Three-Track Programming Approach

A Three-Track Approach is adopted to promote coherence among interventions with short-, medium-, and long-term objectives, as shown in Figure 5. Track One (1) responds to the urgent needs of survivors with interventions to help stabilize livelihoods. Track Two (2) focuses on medium- to long-term local economic recovery, including interventions to boost sustainable employment, income generation, and reintegration, where required. Track Three (3) focuses on long-term employment creation and inclusive economic growth - that is, on dovetailing with the PDP for inclusive growth and development. Interventions in Track 3 will help strengthen the national systems and policies that are needed in order to sustain the progress achieved in Tracks 1 and 2. Interventions under the three tracks are complementary, and some activities may be cross-cutting.
### Figure 6 - The Three-Track Approach

<table>
<thead>
<tr>
<th>Track 1: Livelihoods stabilization (June 2014-June 2015)</th>
<th>Track 2: Local economic recovery for medium- to long-term employment, income generation, and reintegration (June 2014-June 2016)</th>
<th>Track 3: Dovetailing with the PDP for inclusive growth and development (June 2014-June 2020)</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Emergency employment</td>
<td>- Skills training and placement (e.g. training-cum-production)</td>
<td>Capacity development and good governance (policies, institutions, processes) for sustained service delivery, market/employment promotion and facilitation, monitoring of livelihoods and economic recovery</td>
</tr>
<tr>
<td>- Targeted livelihood seeding</td>
<td>- Restoring/developing local value chains and market systems; inclusive private sector development (e.g. MSME)</td>
<td></td>
</tr>
<tr>
<td>- Infrastructure rehabilitation</td>
<td>- Local capacity development</td>
<td></td>
</tr>
</tbody>
</table>

#### 7.4.5 Implementation Arrangements

The thrusts and priorities will be on the following two major sources of business and livelihoods, namely, agriculture and MSMEs.

**Department and Agency Plans**

**Agriculture.** Science and technology-based agriculture as source of household income and food will be pursued with focus on the following specific areas:

- a. Coconut replanting/rehabilitation with intercropping
- b. High-value crops, rice, vegetable, and fruit production
- c. Livestock and poultry production
- d. Fisheries and aquaculture rehabilitation and development.

**Micro, Small, and Medium Enterprises (MSMEs).** The MSMEs in the trade, industry and services including tourism, will be a major driver of growth. The DTI will be the lead in the provision and coordination of various businesses and livelihood support for financing, technology, and productivity improvement, and product and market development with infrastructure and logistic support for the tourism sector. Major Agency programs are the establishment of key SSFs, massive conduct of SMERA, and establishment of BACs and Diskwento Caravan and Depot.

The Livelihood interventions described here are expected to support the rehabilitation and recovery of livelihoods in all 171 priority municipalities and cities, as shown in Table 9. A description per sector follows below.

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### Table 9 - Estimated Beneficiaries per Livelihood Sector

<table>
<thead>
<tr>
<th>Livelihood Sector</th>
<th>Estimated beneficiaries*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>6,068,300</td>
</tr>
<tr>
<td>Fisheries and Aquaculture</td>
<td>22,353</td>
</tr>
<tr>
<td>Industry and Services</td>
<td>374,773</td>
</tr>
<tr>
<td>MSME</td>
<td>40,500</td>
</tr>
<tr>
<td>Voc Tech/ Capacitating LGU</td>
<td>50,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>NA</strong></td>
</tr>
</tbody>
</table>

* Households and individuals per sector. See Annexes for specific assumptions.

** A total count will not correct for double-counting across sectors.

### 7.4.6 Key Implementation Issues

**The connective infrastructure and logistics.** Markets and livelihoods require connective infrastructure to recover. Connective infrastructure promotes the efficient mobility of people, goods, and services, and also contributes to the resiliency of local communities against calamities and disasters. It is assumed that the Infrastructure Cluster will ensure appropriate and timely support to the agriculture, fisheries, industry and services, and MSME livelihood sectors.

**Responsive and accessible financing for distressed firms and Micro, Small, and Medium Enterprises (MSMEs).** To capacitate MSMEs and link these to value chains, improved access to appropriate financing, market information, and business development services is required. Financing must be easy to access in order to quickly spur business activity, and be designed as a support system for distressed firms rather than as new loans for start-ups. Public funds are needed to crowd in private capital.

**Priority agro-industry clusters, including the coconut industry.** Priority industry clusters will be identified and provided with access to necessary technology and financing, and possible assistance from ‘big brother’ firms, which can shepherd local MSMEs into global value chains. The coconut industry will be built back better with coconut-based farming systems that use better varieties and planting systems, and intercropping with high-value vegetables, fruits, and agroforestry species.

**Local institutions to manage transformation sustainably.** The re-establishment or development of institutional capacities in the exercise of governance and development functions is needed to drive employment creation and promote economic and social well-being during and after the rehabilitation phase. In particular, LGU capacities refer to planning, implementing, and monitoring employment and livelihood programs, investment promotion, and mainstreaming DRR. Technical and vocational training will be made accessible so that survivors are able to respond to employment opportunities as they arise. The major challenges will be in the following areas:

- **a.** Alignment of priorities and timelines among and between the 17 NGAs under the Livelihood Cluster;
- **b.** LGU support and good governance in the implementation, monitoring, and evaluation; and
- **c.** Timely and adequate budgetary support.
7.4.7 CROSS-CLUSTER COORDINATION

Livelihood recovery and rehabilitation will require the appropriate and timely infrastructure support along the value chain, from production to market, in the identified key sectors of agriculture, industry, trade, and services including tourism. A strategic transitioning from social/emergency employment to sustainable livelihood and employment must be in place. Livelihood Centers/Hubs will be made fully operational and sustainable in identified Resettlement Areas.

7.5 Local Government Rehabilitation and Recovery Plans

While the impact of Typhoon Yolanda placed heavy burden on the LGUs to immediately provide relief and emergency assistance, the LGUs remained mindful of the need for long-term, integrated rehabilitation and recovery in their respective areas.

Crucial to restoring normalcy in areas affected by Typhoon Yolanda is the rehabilitation and recovery process. This entails assessments of the damages, losses, and needs, which will have to be addressed to restore social services, infrastructure, and utilities, economic activity, and ecological integrity. The build back better and community-driven development principles remain to be key in local recovery and rehabilitation processes.

The LGUs used their respective Local Disaster Risk Reduction and Management Plans (LDRRMPs) as the guiding framework for rehabilitation and recovery, aimed at incorporating disaster resiliency in support of inclusive growth and sustainable development.

Different strategies were employed by the LGUs in preparing their rehabilitation and recovery plans. Some of the LGUs such as the Provinces of Cebu and Samar, and the City of Tacloban created a task force to coordinate, manage, and implement the rehabilitation and recovery process. For the others, existing LGU offices, such as the Provincial Risk Reduction and Management Office (PRRMO), were maximized. Furthermore, to identify key interventions in their PPAs, the LGUs ensured a consultative approach by encouraging stakeholders to participate and contribute in the planning process.

The Provincial Government, being the highest local governing body, took the lead in consolidating the Local Government Rehabilitation and Recovery Plans (LRRPs) by facilitating, collating, reviewing, and approving/endorsing the LRRPs.

To ensure that LRRPs are included in the Plan, convergence between the LRRP and CRRP is needed. To achieve this, the provincial governments presented their plans to the Clusters. After careful discussion, review, and vetting, the LRRPs were endorsed by the Cluster Heads for the final approval of the President.
Typhoon Yolanda affected 15 out of Cebu’s 44 municipalities, and one out of the province’s four component cities.

The province suffered great damage in both public and private assets, affecting 152,746 families and displacing 610,984 individuals. The total damage cost is estimated at PhP 4.41 billion, with the Livelihood and Employment Sector suffering the biggest loss at PhP 2.79 billion, comprising 63 percent of the total cost of damage. The damage in the Infrastructure Sector, which includes utilities, amounted to PhP 751.6 million. This translates to 17 percent of the total estimated damage.

The Provincial Social Welfare and Development Office (PSWDO) of Cebu Province reported a total of 122,482 damaged houses, 75,701 of which are totally damaged and 46,781 are partially damaged.

The Cebu Provincial Government’s investment needs in the Infrastructure Sector will be mainly in education, i.e., construction and repair of school buildings amounting to PhP 735 million; repair and reconstruction of health facilities amounting to PhP 41.636 million; repair and rehabilitation of municipal-owned facilities amounting to PhP 280.537 million; and the repair and rehabilitation of the water system, roads, and bridges amounting to PhP 376.511 million, among others. The total investment need for the Infrastructure Cluster is estimated at PhP 1.824 billion.

Furthermore, the Province of Cebu will need a total investment of about PhP 2.969 billion for social services, of which PhP 2.324 billion is intended for the Emergency Shelter Assistance Program under the DSWD. For resettlement, a total investment of PhP 6.568 billion is allotted to cover 22,423 families through the NHA’s Housing/Resettlement Program. Lastly, a total of PhP 1.683 billion is needed for livelihood investments/interventions. All in all, the total investment need of the province is estimated at PhP 13.043 billion.

The Cebu Framework on Rehabilitation, Recovery, and Development Plan is anchored on four complementary strategic pillars that define core interventions and processes to achieve safer, more adaptive, and more disaster-resilient communities. The first pillar refers to interventions that support the establishment of the foundations of disaster risk management and climate change adaptation, and the building of resilient communities through policy reforms and development. The second pillar refers to community-driven interventions and processes to promote the convergent delivery of services and goods by both national and local agencies. The third pillar will spearhead the prioritization of interventions that address regional and sub-regional development challenges to contribute to resilient and adaptive communities. Finally, the fourth pillar includes interventions to sustain the gains of economic development.

**Cebu Provincial Structure**

Effective inter-agency coordination will play a vital role in ensuring the success of the rehabilitation, recovery, and development plan of each of the provinces affected by Typhoon Yolanda. In the case of Cebu, the Provincial Disaster Risk Reduction and Management Council
(PDRRMC), through the Task Force Paglig-on, is tasked to oversee the achievement of the objectives of the rehabilitation, recovery, and development plan. It will also serve as the secretariat and lead coordinator for all the rehabilitation and recovery efforts within the Province of Cebu.

The province and its component cities and municipalities, which were affected by Typhoon Yolanda, will be primarily responsible for the implementation of the rehabilitation and recovery strategies and PPAs in collaboration with the regional line agencies, the private sector, and other stakeholders. The LGUs concerned will ensure that the PPAs identified in this strategic plan will have the appropriate endorsements of the concerned agencies/entities depending on the funding requirements and/or implementation arrangements.

The existing structures in the regional and local levels, with respect to project monitoring, will continue to be utilized. The monitoring committees will coordinate with the Regional and/or Local Disaster Risk Reduction and Management Councils in the monitoring of projects and in the preparation of annual monitoring reports.

The NGAs, their regional counterparts, and the LGUs will provide counterpart resources in the implementation based on their respective mandates. Technical and resource augmentation may be provided when capacity and additional support are required.

7.5.2 LEYTE

Leyte was the hardest hit among the provinces affected by Typhoon Yolanda, incurring massive losses in lives and great damage to property. Initial reports estimated the damages of both the provincial government and various municipalities at PhP 9.411 billion. The greater bulk of the damage amounting to PhP 9.083 billion or 96.52 percent of the total damage cost covers the damage to and destruction of different sectors at the municipal level. This includes, among others, damages in agriculture, environment, infrastructure, and houses. The remaining PhP 327.690 million or 3.48 percent of the total damage cost covers infrastructure facilities and hospital equipment owned by the province.

The typhoon affected a total of 399,473 families or 1.90 million individuals, with the incidence of casualties reaching a total number of 4,744; injured persons numbering 16,996; and the reported missing individuals at 1,484.

Moreover, the typhoon rendered 185,618 families homeless and left 135,711 families with partially damaged homes.

In a report by the OCD Regional Office VIII, dated 13 March 2014, the total damages and losses of the Province of Leyte were valued at PhP 74.972 billion. Of this figure, PhP 50.911 billion or 67.91 percent represents the total damage, while PhP 24.061 billion or 32.09 percent represents the total loss.

The LRRP of Leyte, however, identified PhP 22.352 billion worth of rehabilitation and development projects, with infrastructure projects amounting to PhP 10.870 billion, social services
projects amounting to PhP 3.568 billion, resettlement projects amounting to PhP 4.837 billion, and livelihood projects amounting to PhP 3.077 billion.

As stated in its LRRP, the main rehabilitation and recovery strategy of the province is based on its development plan, the Leyte EconoMICs, which is anchored on the province’s vision to enhance the livelihood productivity of the citizens. The LRRP of Leyte also takes into account the Eastern Visayas Development Plan, RAY, and the PDNA.

**Leyte Provincial Structure**

The Leyte PDRRMC is tasked to oversee the implementation of its LRRP, through the province’s Rehabilitation and Recovery Team. This team will serve as the lead coordinator for the rehabilitation and recovery efforts of the Province of Leyte.

The Rehabilitation and Recovery Team has Governor Leopoldo Dominico L. Petilla as its Chairman, with Provincial Administrator Vincent L. Emnas serving as the Vice Chairperson. It is comprised of ten Cluster Heads composed of department heads/officers of the different departments of the Provincial Government of Leyte. The overall secretariat is the Provincial Planning and Development Office (PPDO).

The Provincial Government of Leyte and the concerned municipal/city government will be primarily responsible for the implementation of the rehabilitation and recovery strategies and PPAs in coordination with regional line agencies, private sector, and other development partners.

The NGAs, their regional counterparts, and the LGUs will provide the required counterpart resources based on their respective mandates. Technical and resource augmentation may be provided when capacity and support are required in accordance with the agency roles in the rehabilitation and recovery implementation.

**7.5.3 TACLOBAN**

The City of Tacloban, being a highly urbanized city, incurred the most damage to housing among all affected cities and municipalities, with a total of 34,149 units damaged. Based on Tacloban City report submitted on 22 May 2014, the total damages for Tacloban is estimated at PhP 7 billion with PhP 2.50 billion for the Infrastructure Sector, PhP 0.73 billion for the Productive Sector, PhP 3.40 billion for the Social Services Sector, and PhP 0.36 billion for other sectors.

As a strategy for recovery and future development, the City is proposing the creation of new development districts, namely, the North Coast (New Employment and Residential Area), the South Coast (New Central Business District), the Mid Coast (Transit and Trading Area and Satellite Government Center), and the Upland (Conservation and Protection Area).

Priority projects include the provision of 5,855 temporary shelters for Internally Displaced People (IDP), 39,798 on-site shelter repairs, and 10,000 new permanent houses in new sites. Priorities also include the repair or improvement of transportation infrastructure, educational facilities, power supply, and drainage system.
The total budget for the identified projects in the LRRP is PhP 25.619 billion, with PhP 12.980 billion for economic development and livelihood; PhP 4.360 billion for resettlement; PhP 6.783 billion for infrastructure; and PhP 1.496 billion for social services.

The Tacloban Recovery and Rehabilitation Plan (TRRP) has been developed with the vision, “Tacloban City: Resilient, Vibrant, and Liveable.” The plan focuses on shelter, social services, economy, infrastructure, and environment as key result areas with a build back better perspective.

**Tacloban City Structure**

The Tacloban Recovery and Sustainable Development Group (TRSDG) is a multi-stakeholder group led by the City Government of Tacloban and the United Nations Human Settlements Program (UN-Habitat), with key government agencies and stakeholders from the city as its members. The City Planning and Development Office and the City Human Resource Management and Development Office head the secretariat, which was formed to oversee the administrative, coordination, and other support functions of the TRSDG.

To start the process of rehabilitating the City of Tacloban, the TRSDG and the UN-Habitat organized and facilitated intensive planning workshops, with support from the United Nations Development Program (UNDP). These workshops were participated in by different actors from NGAs, humanitarian clusters, NGOs, private sector representatives, and other groups from Tacloban.

Teams of urban planning experts from Arcadis, a global consulting/engineering company, provided inputs in line with its global partnership with UN-Habitat on promoting sustainable shelter and urban development. Further, members of the Alliance for Safe and Sustainable Reconstruction (ASSURE) were hired to provide key inputs in developing the plan.

### 7.5.4 SAMAR

Samar is one of the nine provinces in the Visayas that suffered extensive damage to life, housing, livelihood, and infrastructure, affecting an estimate of 200,000 individuals.

In its LRRP, it is reported that the province suffered damage to infrastructure amounting to PhP 0.863 billion, and damage to the agriculture sector amounting to PhP 1.425 billion. The typhoon left 245 dead, 2,443 injured, and 30 missing in the hardest-hit areas of Basey and Marabut alone. There was also a widespread destruction in these two towns, with as much as 100 percent of houses destroyed. A total of 15,365 households or about 76,825 people are estimated to have been affected in these municipalities.

According to its LRRP, some 68,599 farmers were left with nothing for their livelihood and survived through the relief supports from the Government and various entities.
Samar’s LRRP put forward an assessed damage of PhP 2.660 billion\textsuperscript{11} with PhP 0.342 billion in losses and PhP 8.045 billion as needs for reconstruction and recovery. The Social Services Sector has a total need of PhP 1.594 billion, while the Productive Sector needs PhP 1.438 billion. Further, the Infrastructure Sector has a PhP 2.343 billion funding requirement. The Resettlement Sector investment need is estimated at PhP 2.670 billion to relocate 8,900 households. This will bring the total investment needs to PhP 8.045 billion.

The LRRP is linked to the Provincial Development and Physical Framework Plan, and to both the National and Regional DRRMPs.

**Samar Provincial Structure**

The Provincial Reconstruction Management Office (PRMO) of Samar, which was established by virtue of an Executive Order issued by the Provincial Government, is tasked to oversee the implementation of the LRRP.

It is headed by the PPDO, with the PSWDO, the Provincial Engineering Office, the Provincial Health Office, the Provincial Agricultural Office, the Provincial Tourism Office, DepEd, the DTI, and the DENR serving as its members.

The functions of this Office include management of the overall reconstruction and rehabilitation program implementation at the provincial level, provision of assistance to program implementers and contractors at the municipal level, and provision of implementation and capacity building support to the municipal and barangay LGUs.

The PRMO is also tasked to conduct assessment of the implementation and meetings with stakeholders for the resolution of identified problems and issues on the ground that impede program implementation, and to prepare and submit such report to the Provincial Governor. Lastly, it is mandated to coordinate with LGUs, NGAs, and other stakeholders for the smooth implementation of the reconstruction programs and projects in the province.

**7.5.5 PALAWAN**

Typhoon Yolanda made its sixth and final landfall in Palawan, particularly in Busuanga Island, which forms part of the Calamian Group of Islands. The said group of islands, which also includes Coron, Culion, and Linapacan, all fell within the 50-kilometer radius of the typhoon, together with other municipalities such as Agutaya and Dumaran. These municipalities were all affected by flooding, strong winds, and storm surge and thus, were included in the PDNA conducted by the OCD.

The typhoon heavily damaged houses and other critical physical infrastructure; affected 129,715 individuals or 28,249 families; and left 19 people dead, 25 injured, and 60 missing.

\textsuperscript{11} The PDNA reflected PhP 4.776 billion as worth of the damage, PhP 418 million in losses and PhP 5.122 billion in needs.
Based on the PDNA, the province sustained damages estimated at PhP 703.886 million and losses at PhP 351.871 million. The estimated damage to the Infrastructure Sector amounted to PhP 346.807 million, while the damage to the Social Services Sector reached PhP 179.710 million. The Productive Sector was also devastated by the typhoon, sustaining damages estimated at PhP 130.246 million. Damages across several sectors were estimated at PhP 47.123 million.

The Provincial Government proposed to provide on-site housing assistance to 6,544 households with partially damaged houses, and 13,895 households with totally damaged houses. Using standard costs set by the DSWD, the aforementioned housing assistance would entail a total cost of PhP 482.290 million. The LGU also identified 8,760 houses within the danger zone that need to be resettled or relocated. Using NHA’s standard costs, a total of PhP 2.562 billion would be needed to cover the housing needs of the families to be resettled. Thus, the Provincial Government would require a total of PhP 3.044 billion for its on-site shelter support and resettlement housing projects.

Although there was no official submission from the Provincial Government of Palawan other than the abovementioned housing needs, the Cluster Plan, which was prepared by the different line agencies, was able to identify projects to address the other needs of the province covering sectors such as Infrastructure, Resettlement, Social Services, and Livelihood.

7.5.6 AKLAN

The Province of Aklan in the island of Panay found itself at the center of Typhoon Yolanda’s path. The typhoon had left in its wake 14 people dead and 572 persons injured. The typhoon had also destroyed infrastructure and livelihood across the province’s 17 municipalities, including Kalibo, its capital city. A total of 97,132 families or 431,006 individuals were adversely affected.

The total damage is estimated at PhP 2.035 billion, while economic losses amount to PhP 847 million. The bulk of damages and losses was in the Social Services Sector accounting for nearly 50 percent of the combined damages and losses, including PhP 1.390 billion in the Housing Sub-sector and PhP 27.154 million in the Education Sub-sector. The Livelihood Sector incurred total damages and losses estimated at PhP 1.197 billion, coming mainly from the Agriculture Sub-sector on which the province’s economy is largely based. Destroyed crops, livestock, and agricultural assets severely affected the livelihood and enterprises of countless families dependent on agriculture. Public infrastructure, particularly school buildings, flood control and power facilities, and roads and bridges, sustained major damages and losses amounting to PhP 254 million. The estimated total recovery and reconstruction need is at PhP 5.371 billion.

The province has identified priority projects worth PhP 6.214 billion, 19 percent or PhP 1.198 billion of which is for the restoration of social services specifically housing, education, and health services. The relocation and resettlement of 12,005 families with totally damaged houses that are located in unsafe areas would cost PhP 3.516 billion with a share of 57 percent. The 20 percent of the proposed reconstruction and recovery budget or the amount of PhP 1.276 billion is intended for the rehabilitation or reconstruction of critical physical infrastructures. The remaining three percent or PhP 224.623 million would be used as livelihood assistance to help affected families regain lost livelihood and incomes.
Of the PhP 1.198 billion for the Social Services Sector, nearly 99 percent or PhP 1.183 billion shall be invested for on-site shelter assistance to 52,137 families with partially damaged houses and to 24,317 families with totally destroyed houses.

Aklan’s overall rehabilitation and recovery strategy under its LRRP will focus on the restoration of damaged priority infrastructures; basic social services, and livelihood assistance through cash-for-work or cash transfer to affected families; provision of needed materials for farmers and fisherfolk; microfinance and other credit schemes for agri-based enterprises; and MSMEs. The province will integrate DRR and CCA measures in the implementation of its LRRP.

**Aklan Provincial Structure**

By virtue of an Executive Order, the Provincial Government reorganized and reconstituted the Aklan PDRRMC, with the Provincial Governor serving as Chairperson. Its members include the Provincial Planning and Development Officer, the Head of the Provincial Disaster Risk Reduction and Management Office (PDRRMO), the PSWDO, the Provincial Health Officer, the Provincial Agriculturist, the Head of the Provincial Population and Gender Office, the Provincial Engineer, the Provincial Veterinarian, the Provincial Budget Officer, the Aklan Environment and Natural Resources Officer, the Schools Division Superintendent, the Commanding Officer of the Armed Forces of the Philippines in Aklan, the Provincial Director of the Philippine National Police, the Provincial Fire Marshall, the Provincial President of the Association of Barangay Captains, the Provincial Head of DENR in Aklan, the District Engineer of DPWH, the Head of the Philippine National Red Cross in Aklan, four accredited CSO representatives in Aklan, and one Private Sector Representative in Aklan.

**7.5.7 ANTIQUE**

The Province of Antique, which is situated in the west side of Panay Island, is comprised of 18 municipalities, 14 of which are found along the coast facing the Sulu Sea. This geography renders it naturally vulnerable to hydro-meteorological hazards such as floods, rain induced landslides (RIL), and storm surges. Given such conditions, 12 of the province’s 18 municipalities were severely affected when Typhoon Yolanda hit the Visayas Islands, with a total of 50,442 families affected, leaving 8 dead, and 323 injured despite an early province-wide evacuation involving 670 families of 2,217 individuals.

The PDNA records the extent of damages and losses across sectors. The damages and losses to the Infrastructure Sector were valued at PhP 504.186 million. This includes roads and bridges, public structures, school facilities, irrigation systems, power and telecommunications, and health facilities, among others.

The Livelihood Sector, which covers the sub-sectors of agriculture, livestock, and trade and services, incurred damages and losses estimated at PhP 402.488 million. The Social Services Sector also suffered substantial damages with a total of 29,866 houses affected, of which, 21,374 are partially damaged and 8,492 are totally damaged.
In response to Typhoon Yolanda, the Provincial Government, in partnership with the concerned municipal and national government units, and select NGOs developed the LRRP of Antique. The total needs across all sectors amounted to PhP 11.401 billion. The Infrastructure Sector requires PhP 3.222 billion, with flood control and roads as the largest components. The resettlement of 18,177 houses from hazard zones to safe relocation sites would cost PhP 5.297 billion. The Social Services Sector recovery needs amount to PhP 0.587 billion, involving on-site shelter, cash-for-work facilities, and environmental programs. The Livelihood Sector requires PhP 2.296 billion to facilitate programs for agriculture and fisheries, emergency employment, training, and other livelihood initiatives.

Through its organizational leadership and cooperation among stakeholders, Antique has moved from response to recovery. Priority has been given to shelter assistance, health programs, and to agriculture and industry sectors to fast-track recovery. This is in line with Antique’s long-term vision, “Antique: Haven of disaster-resilient and vigilant communities in a safe environment with protected cultural heritage engaging in diversified and globally competitive enterprises governed by God-fearing, decent, and responsible leadership.”

**Antique Provincial Structure**

In order to implement the necessary PPAs, the Provincial Response, Recovery, and Rehabilitation Cluster was formed by the regional, municipal, and local line agency units.

Provincial Governor Exequiel B. Javier chairs the cluster organization. Four main clusters, headed by vice-chairpersons from local representatives of different NGAs cater to specific functions, with the DOST heading the Prevention and Mitigation Cluster and the DILG heading the Preparedness Cluster. The Response Cluster is chaired by the PSWDO, and is responsible for communications and early warning, wash and nutrition, mental health and psychological services, camp evacuation and relief shelter, Damage and Needs Assessment (DaNA)/Damage and Loss Assessment (DaLA), search and rescue, and early recovery and relief. Finally, the Rehabilitation and Recovery Cluster, chaired by the PPDO, will attend to the infrastructure, resettlement, social services, livelihood, and support PPAs of the province and municipalities. The Monitoring and Evaluation (M&E) System will be established by the Provincial Project Monitoring Committee (PPMC).

**7.5.8 CAPIZ**

The Province of Capiz was one of the provinces hardest hit by Typhoon Yolanda, cutting a swath of destruction in the capital, Roxas City, and in all 16 municipalities. The typhoon left 72 persons dead, about 2,700 people injured, and 1 missing. Records show that 72,214 houses were totally destroyed while 76,253 houses were partially damaged. A total of 156,074 families or 703,566 individuals were affected while 164,383 people were displaced and temporarily housed in 937 evacuation centers.

Damage to property and livelihood was massive. Total damage is reported at PhP 5.61 billion and losses at PhP1.59 billion. Damage to infrastructure was valued at PhP 1.75 billion while losses amounted to PhP 257.77 million. The Productive Sector covering agriculture, mining, tourism, and industry, trade and services suffered PhP 171.82 million in damages and PhP 1.26 billion in losses.
Further, the Social Services Sector including education, health, and housing sustained PhP 3.63 billion and PhP 65.73 million in damages and losses, respectively. Finally, the Environment Sub-sector accounted for PhP 55 million in damages. The total recovery and reconstruction need is estimated at PhP 13.17 billion.

The LRRP of Capiz identified priority projects with an estimated budget of PhP 19.186 billion, of which PhP 9.267 billion is for the restoration of social services specifically in education, health, and housing. The latter includes PhP 9.173 billion as shelter assistance to affected families. About PhP 3.481 billion is needed for the relocation and resettlement of 12,036 permanently displaced families living in high-risk areas; PhP 2.045 billion for the Livelihood Sector aimed to provide viable and sustainable income and employment opportunities for farmers, fisherfolk, and other affected groups; and PhP 4.392 billion for the rehabilitation or reconstruction of critical physical infrastructures.

The LRRP of Capiz lays out the reconstruction and development agenda of the province post-Yolanda, anchored on building back better and more resilient infrastructures and communities. It seeks to integrate disaster-resilient standards in reconstruction projects, address income losses in agriculture and non-agriculture enterprises, and provide adequate social protection to vulnerable sectors including farmers and fisherfolk.

**Capiz Provincial Structure**

The Provincial Government recently passed an EO establishing a task force to plan, implement, and monitor rehabilitation PPAs in areas affected by Typhoon Yolanda. The said group is tasked to validate damages in their cluster/sector as may be needed in the detailed design of programs, projects, and activities; ensure the incorporation of risk mitigation in the construction process; coordinate legal aspects and public policy pertaining to their cluster’s and/or sector’s recovery; manage project teams that undertake recovery initiatives; and coordinate the delivery of public services and other outputs for rehabilitation and recovery.

It will be composed of five clusters - Resettlement, Social, Infrastructure, Livelihood, and Support. Other potential members include development aid agencies, and local and international NGOs and CSOs. Regional line agencies will also be called upon as needed.

An Executive Committee will also be formed with the Governor as Chairperson and each lead of the clusters and mayors of the 17 affected municipalities/city as members. They will be responsible for making strategic and operational decisions concerning the rehabilitation and recovery efforts of the LGU, and assessing progress against the rehabilitation plan. They will likewise elevate to national authorities any concern that is beyond the purview of the local chief executives (e.g., actions that require a national policy).

**7.5.9 ILOILO**

The Province of Iloilo is located in the path of turbulent and destructive cyclones, with 17 of its municipalities situated along the coastline, making it particularly vulnerable to tsunamis and storm surges. As such, it was not spared when Typhoon Yolanda hit the province, affecting 192,906...
families or 917,238 individuals out of the 1,922,512 members of its population, with the incidence of casualties reaching a total number of 196, injured persons accounting for 3,934, and the reported missing at 14 individuals. The typhoon left 87,064 houses totally damaged and 86,004 houses partially damaged.

In its LRRP, it is reported that the province suffered damages amounting to PhP 7.315 billion. Damage to infrastructures, which reached a total of PhP 2.297 billion, includes the cost of damaged government buildings, roads, bridges, irrigation facilities, hospital equipment, and school desks, among others. The Livelihood Sector sustained damages estimated at PhP 1.521 billion, while the Social Services Sector, which covers the sub-sectors of health, education, and housing, suffered damages amounting to PhP 3.497 billion.

The total reconstruction and recovery needs of the province, which include 30 municipalities and one component city, is estimated at PhP 19.881 billion, with PhP 2.301 billion for the Infrastructure Sector, PhP 2.246 billion for the Livelihood Sector, and PhP 2.451 billion for the Social Services Sector. There are 43,987 identified houses for relocation with a total funding need of PhP 12.884 billion.

The LRRP is anchored on the guiding framework of engagement of stakeholders by updating of database of key players and stakeholders, and increasing coordination among non-government service providers. In addition, it will also utilize and develop capacities of both government and non-government service providers.

**Iloilo Provincial Structure**

For the implementation and monitoring of the LRRP, the Iloilo Provincial Government will establish, through an Executive Order and Ad-hoc body, the Provincial Reconstruction Management Committee (PRMC) to be chaired by the Governor and vice-chaired by the Provincial Administrator with members from the concerned offices. It will have major service delivery units as members. This includes the PSWDO, the Provincial Engineer’s Office, and the Provincial Health Office. The PDRRMO will serve as its secretariat.

**7.5.10 BILIRAN**

The Province of Biliran suffered extensive damage due to Typhoon Yolanda, affecting an estimated 25,154 families or a total of 112,528 out of the 161,760 members of its population. The typhoon affected six coastal municipalities including Culaba, Caibiran, Cabucgayan, Biliran, Naval, and Almeria, while killing 5 people and injuring 27 individuals.

Out of the 132 barangays in the province, 97 are low-lying and situated along the coast. As such, these areas are considered exposed to storm surge risk, although the level of exposure or susceptibility for each barangay varies depending on their geographic locations, vegetative covers, and other coastal protections. All in all, a total of 2,306 houses were totally damaged by the typhoon, while 4,477 were partially damaged.
The province incurred a total damage cost amounting to PhP 332 million. The Productive Sector sustained the largest damage with an estimated amount of PhP 172 million. This sector covers the sub-sectors of agriculture, mining, tourism and culture, and industry, trade, and services. The Infrastructure Sector is the second most affected sector, sustaining damages amounting to PhP 73 million. This sector covers vertical, as well as horizontal structures such as roads, bridges, irrigation and agricultural facilities; flood control structures and seawalls; infrastructure related to education, power, water facility, and telecommunications; government infrastructure such as municipal and barangay halls, markets, terminal, day care centers, public offices; and health facilities such as hospitals and health centers.

The Social Services Sector, which includes sub-sectors such as housing, health, and education, has a total estimated damage of PhP 58 million. More so, the cross-cutting concerns, which include governance and DRRRM, macro-economic assessment, social impact assessment and environment impact assessment, has a total estimated damage pegged at PhP 29 million.

Biliran’s LRRP, covering the six heavily devastated municipalities of Culaba, Caibiran, Cabucgayan, Biliran, Naval, and Almeria, identified PhP 2.510 billion worth of rehabilitation and development projects, with PhP 1.018 billion for the Infrastructure Sector, PhP 155.165 million for the Social Services Sector, PhP 205.953 million for the Livelihood Sector, and PhP 1.131 billion for the Resettlement Sector. The latter identifies relocation of 8,905 houses to safe zones.

The Biliran LRRP provides the framework for the rehabilitation and recovery initiatives of the province by rebuilding its affected communities, especially the six badly hit municipalities, restoring the livelihoods of the affected population, developing coping mechanisms, and harnessing potentials for future developments. Immediate repair and reconstruction of damaged critical infrastructures and facilities will be prioritized to restore the flow of economic activities, goods, and services of the province, and thus, bring back the livelihood of affected population.

**Biliran Provincial Structure**

Pursuant to RA 10121, the Provincial Government of Biliran created a PDRRMC with the Provincial Governor serving as the Chairperson. Its wide representation covers government, CSOs, and private sectors in the province.

To fast-track the rehabilitation and recovery in the entire province, directives were issued to specific PDRRMC member agencies. A multi-stakeholder DRR/CCA Technical Working Group (TWG) was also formed to oversee the implementation of the LRRP. Specifically, this body will be responsible for identifying strategic management priorities in the field of DRR, livelihood, and governance for implementation; designing implementation arrangements and M&E mechanism for the effective and speedy recovery of the impacted sectors; and initiating/converging expertise and resource mobilization.
7.5.11 EASTERN SAMAR

Typhoon Yolanda first made landfall in Guiuan, Eastern Samar, a town located in the southernmost tip of Samar Island. It affected 47,037 individuals in this town alone, and a total of 184,670 individuals in the province’s 12 affected municipalities, constituting 43.06 percent of its 428,877 total population.

Despite the early warning and the pre-emptive evacuation of residents from identified risk areas, the typhoon still left 254 people dead, 7,137 injured, and 28 missing. Guiuan had the biggest number of casualties at 101, with 4,104 injured, and 15 missing.

Based on the PDNA, the total cost of damage for the whole province is estimated at PhP 5.337 billion. The Social Services Sector sustained the biggest damage, valued at PhP 3.354 billion, with a 62.84 percent share of the total damage cost. The typhoon destroyed a total of 28,761 houses in the 12 affected municipalities, of which 12,499 houses were totally damaged and 16,262 were partially damaged. The Livelihood Sector is the second most affected sector with damages placed at PhP 1.012 billion, with 18.96 percent share of the total cost of damage. This covers 231,448 affected coconut farmers with 5,317,290 felled coconut trees and at least 6,000 fishermen left without motor boats and fishing gears. Damage to infrastructure facilities amounted to PhP 720 million, with a 13.48 percent share of the total damage cost, while the Environment Sector sustained damages amounting to PhP 252 million, with 4.72 percent share of the total damage cost.

The LRRP specified that rehabilitation and recovery would entail an estimated amount of PhP 7.851 billion. The amount is intended for the rehabilitation of the 12 affected municipalities – Maydolong, Balangkayan, Llorente, Hernani, Gen. MacArthur, Salcedo, Mercedes, Guiuan, Quinapondan, Giporlos, Balangiga, and Lawaan. Of this amount, the cost for social services rehabilitation projects has the largest share at 14.1 percent or PhP 1.106 billion while infrastructure rehabilitation projects has a PhP 3.223 billion requirement or a share of 41.1 percent. It will also provide investment support for housing and relocation of displaced families amounting to PhP 2.218 billion or a share of 28.3 percent. The re-establishment of livelihood projects is pegged at PhP 1.304 billion or about a share of 16.6 percent.

As stated in its Executive Summary, the LRRP is an integration and consolidation of the rehabilitation and recovery plans of the province’s 12 affected municipalities. The Eastern Samar LRRP is anchored on the principle of good governance in building back better communities with safer housing and resettlement zones, improved social and economic services, and restored infrastructure facilities with disaster-resilient structural designs.

Eastern Samar Provincial Structure

The Provincial Government, through the PDRRMO with guidance from the PDRRMC, will oversee the implementation of the Eastern Samar LRRP in coordination with the concerned Municipal Disaster Risk Reduction and Management Offices (MDRRMOs) and the Barangay Disaster Risk Reduction and Development Committees (BDRRDCs). An M&E Team will be organized at the provincial level with representatives from the key offices of the provincial
government, NGAs, CSOs, NGOs, people’s organization, and private/business sector as members. The team is tasked to monitor on a regular basis the financial and physical status of projects and program implementation, and track the progress of Key Performance Indicators (KPIs) at the field level to ensure that targets are achieved and implementation bottlenecks are addressed on a timely basis.

7.5.12 SOUTHERN LEYTE

Southern Leyte is among the six provinces in Region VIII affected by Typhoon Yolanda. Although the province covers 18 municipalities and one city, only 26 percent or four municipalities and one city sustained substantial damages. These include Silago, which was identified as the only municipality within the 50-kilometer radius of the typhoon, and the Municipalities of Anahawan, Libagon, and Sogod and the City of Maasin, which were included by the PDNA Team of the OCD for assessment after a thorough review of the extent of damages and losses incurred in these areas. These municipalities have a total population of 157,265 representing 39 percent of the province’s total population. Of this, a total of 9,375 families were affected by the typhoon. The typhoon left 3,132 partially damaged houses and 48 totally damaged houses in the affected areas.

Based on the PDNA, the province sustained total damages estimated at PhP 230.166 million and losses placed at PhP 118.496 million. The Social Services Sector incurred the largest damage estimated at PhP 106.720 million or 46 percent of total damages. The cross-sectoral damage is valued at PhP 50.256 million representing 22 percent of the total damage cost. This focuses on the Environment Sub-sector, which includes 300 hectares of forestland affected by landslides, 10 hectares of spawning area, and 617 hectares of water catchment for agricultural production.

The Productive Sector was also devastated by Typhoon Yolanda sustaining damages estimated at PhP 41.704 million, which represents 18 percent of total damages. Of this, the Agriculture Sub-sector was the most affected, with damages to 26,563 hectares of coconut area, 1,268 hectares planted to rice, 231 hectares of root crops, 168 hectares of abaca plantation, 158 hectares planted to fruit trees, 65 hectares of corn area, and 10 hectares of acacia mangium. The estimated damage to the Infrastructure Sector amounted to PhP 31.486 million or 14 percent of total damages, with flood control and agricultural structures sustaining the highest damage. These include partially damaged spillways, dam and flume, intake dams, irrigation canal and inclined walls, and mega river dike and seawall protection.

The LRRP has a total budget requirement of PhP 1.362 billion. Of this, PhP 699.090 million will support the rehabilitation of infrastructure including, among others, flood control/slope protection, public and school buildings, roads, water systems, irrigation facilities, bridges and culverts, and tourism infrastructure. Resettlement of displaced families amounted to PhP 365.539 million covering off-site construction of 463 houses. Investment for livelihood is estimated at PhP 256.579 million while the Social Services Sector will require PhP 40.310 million.

The Southern Leyte LRRP seeks to address the investment needs of the four municipalities and one city affected by Typhoon Yolanda anchored on the build back better principle. The LRRP focuses on rehabilitating and accelerating the development of the Agriculture Sector, which
sustained the most amount of damage, particularly the coconut area, which accounts for 39 percent of the total provincial area planted to coconut. It also intends to optimize land utilization by engaging in high-value multi-cropping systems, enhanced livestock production, and managed use of marine resources to prevent further encroachment into forest area for economic activity.

The LRRP also puts special emphasis on the marginalized farmers, upland dwellers, and fisherfolk to help them restore and rebuild their productive assets and improve their capacities to participate in economic activities, and consequently, help them overcome poverty.

Southern Leyte Provincial Structure

The LRRP will be implemented by the Provincial Government, in coordination with the LGUs, and with technical assistance from the NGAs including the DPWH, DepEd, DA, the Bureau of Fisheries and Aquatic Resources (BFAR), the National Irrigation Administration (NIA), and other concerned agencies as well as local peoples organizations and other NGOs. The Governor will take the lead in the overall implementation and management of the LRRP. The LGUs will be responsible for identifying the project beneficiaries and monitoring of project implementation progress, among others.

The Provincial Government will also create project-specific monitoring and evaluation teams to be composed of five members each to conduct quarterly monitoring to determine the status of project implementation and track the progress of the project’s KPIs. The members of the monitoring team will come from the Provincial Engineer’s Office, PVET, PAgSO, PENRMO, PSWDO, DepEd, as well as other provincial offices such as the PPDO, the Accountant’s Office, PDC-member NGO, the PIA, and the COA.

7.5.13 BALUD (MASBATE)

Balud is a coastal municipality located in the southwest part of the Province of Masbate. Although there are no casualties, the typhoon left widespread destruction in the municipality’s 32 barangays, displacing 2,188 families, and leaving a reported 102 damaged houses for relocation.

Balud identified in its LRRP, through a locally initiated post-disaster needs assessment, a recovery and reconstruction needs amounting to PhP 1.819 billion. A large portion of this amount is allocated for Infrastructure Projects with an estimated amount of PhP 1.724 billion. The Livelihood Sector has the second largest share with PhP 55.003 million. The Resettlement Program has a share amounting to PhP 29.876 million, while the Social Services Sector has a funding requirement amounting to PhP 6.500 million.

The municipality plans to adopt a new approach by reorganizing capability building to accomplish its vision of developing potential places for eco-tourism in various parts of the municipality with the end in view of uplifting the socio-economic status of its people.

Balud Municipal Structure

In response to the effects of Typhoon Yolanda, the Municipality of Balud proposed, through an EO, the creation of a Municipal Reconstruction and Rehabilitation Management Office
(MRRMO), which will be headed by the Municipal Mayor. The said office will, among others, have the functions of (a) managing the overall reconstruction and rehabilitation program implementation, (b) providing assistance to the program implementers and contractors, (c) providing implementation and capacity building support to barangays, (d) conducting assessment of implementation, (e) resolving problems and issues that impede program implementation, and (f) coordinating with the NGAs and other stakeholders for the smooth implementation of the reconstruction programs and projects.

7.5.14 LORETO (DINAGAT ISLANDS)

Loreto is the only municipality in the Province of Dinagat Islands that was severely affected by Typhoon Yolanda. Located in the northernmost part of the island, the municipality is home to a total of 8,920 residents.

The municipality suffered substantial damage to property, with 54 totally damaged houses and 33 partially damaged houses. The typhoon also affected a total of 356 families and displaced 1,508 individuals. The total damage cost reached PhP 4.932 million.

The PDNA outlines the damages incurred by the municipality. Damages to infrastructure amounted to PhP 4.093 million including schools, day care centers, public buildings and facilities, tourism facilities, roads, bridges, and water facilities. The Livelihood Sector recorded PhP 0.939 million in damages to the sub-sectors of agriculture and fisheries.

The LRRP of Loreto estimated total needs across all sectors amounting to PhP 374.540 million. The Infrastructure Sector requires PhP 206.450 million to cover the rehabilitation of roads, multi-purpose halls, day care centers, flood control, water systems, education structures, and tourism facilities. A total of 500 houses will be relocated to safe zones requiring an amount of PhP 146.450 million. The Social Services Sector needs PhP 1.950 million for shelter assistance to 87 households. Lastly, the Livelihood Sector requires PhP 19.690 million for agriculture and fisheries.

The municipality is focused on the recovery of infrastructure facilities for the short-term and the gradual development of its eco-tourism infrastructure for the long-term.

Loreto Municipal Structure

The Municipality of Loreto has had an existing local disaster preparedness program since 1999. To cope with the recent calamity, the LGU spearheaded the crafting of PPAs and policies for the recovery process; including DRRMPs. Accredited community disaster volunteers, local volunteers, and religious institutions also participate in the rehabilitation and recovery activities. The monitoring, evaluation, and reporting activities are to be undertaken by the MPDO and the Office of the Mayor. In Loreto’s DRRMP, the LGU commits to inform the public about the recovery program, and the progress of implementation at the different stages of the program.
7.5.15 NEGROS OCCIDENTAL

Negros Occidental was one of the provinces in the Visayas battered by Typhoon Yolanda, severely affecting the cities of Cadiz, Sagay, Escalante, Silay, and Victorias, and the municipalities of Manapla, Enrique B. Magalona, Toboso, and Calatrava, among others. All of these cities and municipalities fell within the 50-kilometer radius of the typhoon, with the exception of the municipalities of Toboso and Calatrava.

The Provincial Government proposed to provide on-site housing assistance to 46,431 households with partially damaged houses and 11,247 households with totally damaged houses. Using standard costs proposed by the DSWD, the aforementioned would entail a total cost of PhP 801.720 million. The LGU also identified 27,055 houses that need to be resettled or relocated. Using the NHA’s standard costs, a total of PhP 7.924 billion would be needed to cover the housing needs of the families to be resettled. Thus, the Provincial Government would require a total of PhP 8.726 billion for its on-site and resettlement housing projects.

Although there was no official submission from the Provincial Government of Negros Occidental other than the abovementioned housing needs, the Cluster Plan, which was prepared by the different line agencies, was able to identify projects to address some needs of the province falling under the four Clusters.

8. Implementation Arrangements

8.1 Recovery Budget Availability

With the support of Congress, more resources were made available for calamity rehabilitation and reconstruction. In addition to the PhP 13 billion from the National Disaster Risk Reduction and Management Fund (NDRRMF), the 2014 GAA provided PhP 20 billion Rehabilitation and Reconstruction Program, and PhP 80 billion for reconstruction projects under the Unprogrammed Fund.

Moreover, Congress also passed RA10634 appropriating PhP 14.6 billion as supplemental appropriations. Joint Resolution 1 was also passed, extending the validity of appropriations under Calamity Fund and Quick Response Fund, including those sourced from savings realigned in the current year, as well as unobligated allotments and unreleased appropriations under the FY 2013 GAA until 31 December 2014.

Following the approval of the President, substantial funds have been released in support of the Typhoon Yolanda recovery effort. The funds released as of 15 July 2014 are shown in Table 10. RAY, the PDNA and the CRRP will provide the basis for Presidential approval for the release of further funds.
Table 10 - Releases for Typhoon Yolanda as of 15 July 2014

<table>
<thead>
<tr>
<th>FUND SOURCE</th>
<th>Amount in PhP</th>
<th>Releases in FY 2013</th>
<th>Releases in FY 2014</th>
<th>TOTAL</th>
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<tr>
<td>Calamity Fund</td>
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<tr>
<td>FY 2012, Continuing Appropriations</td>
<td></td>
<td>76,971,739</td>
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<tr>
<td>FY 2013, Calamity Fund</td>
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<tr>
<td>FY 2013, Continuing Appropriations</td>
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<td>FY 2013 Regular Budget</td>
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<td>Savings (Internal to Agency) / Realignments</td>
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<td>FY 2013 Overall Savings</td>
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<tr>
<td>Unprogrammed Fund</td>
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<td>1,705,720,000</td>
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<tr>
<td>Savings (Internal to Agency)/Realignments</td>
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<td>Supplemental Appropriations, RA 10634</td>
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<td>Rehabilitation and Reconstruction Program</td>
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<td>GRAND TOTAL</td>
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</tr>
</tbody>
</table>

8.2 Budget Release Procedures

Guidelines for the budget release procedures for financial year 2014 are provided in National Budget Circular (NBC) No. 551 dated 2 January 2014. As explained in NBC 551, new structural reforms have been implemented towards effective Public Financial Management by the introduction of a Unified Account Code Structure, Performance-Informed Budgeting, and General Appropriations Act-as-Budget Release Document. These initiatives do not affect the existing arrangements for the National Disaster Risk Reduction Management Fund (Calamity Fund). For relief, rehabilitation, reconstruction, and other works or services related to natural calamities, epidemics, crises resulting from armed conflicts, and other catastrophes, releases shall be made by the DBM directly to the implementing agencies in accordance with the approval of the President, who may take into consideration the recommendation of the NDRRMC.

8.3 Performance-Informed Budgeting

The introduction of Performance-Informed Budgeting (PIB) through NBC No. 551 is significant in terms of the importance to the planning and programming of the projects and programs for the Yolanda recovery effort. The submitted rehabilitation and recovery plans need to comply with the performance-based budgeting aspects of the PIB. Through what was applied in crafting the PIB structured budget, the 2014 GAA itself now presents a clearer story of how public funds are used to be appropriated by NGAs in order to deliver measurable services and to achieve broader outcomes. Performance-informed budgeting differs from the traditional line item-based budgeting in that it focuses more on outputs and outcomes, and places less emphasis on the inputs. It links
funding to results, and provides a framework for more informed resource allocation and management.

Included in the National Budget are each agency’s performance targets alongside the proposed budgets thereby enabling Congress and citizens to better hold agencies to account for their performance. The PIB approach links budgets with desired outcomes and performance measures. The results-based framework provided for each Cluster Plan and LRRP will provide the performance indicators and targets that fulfil the requirements to be PIB-compliant.

8.4 Procurement Procedures

Well-planned and well-managed procurement processes are the key to successful implementation of recovery initiatives. The majority of the recovery projects and programs are going to be implemented through the public procurement process. This process will require management by competent and experienced procurement officers who are familiar with the technical nature and delivery context of the recovery projects and programs, and the market conditions in which the procurement actions are to take place. There is a direct link between the approved budget and the Department or Agency’s procurement plan that reflects the operational priorities and the budget.

All public procurement is governed by the provisions of Republic Act (RA) No. 9184, otherwise known as the Government Procurement Reform Act, and its revised Implementing Rules and Regulations (IRR), which took effect on 26 January 2003 and 2 September 2009, respectively. This legislative framework is guided at LGU level by the Procurement Manual for LGUs that was developed to guide local government procurement practitioners with different steps involved in the whole procurement process under R.A. 9184 and its IRR-A. It takes into consideration the distinct structure and systems of LGUs. However, in case of inconsistency or conflict between the CRRP and R.A. 9184 and/or its IRR-A, the provisions of the latter shall prevail.

Following the Proclamation No. 682, series of 2013, whereby the President declared a State of Calamity in Typhoon Yolanda-affected areas, the Government Procurement Policy Board (GPPB) issued Resolution No. 34-2013 granting all concerned government procuring entities the authority to resort to negotiated procurement under Section 53.2 (Emergency Cases) of the Government Procurement Reform Act. This Resolution:

a. Reiterates that GPPB approval is not necessary for government contracts procured through any of the alternative methods of procurement involving an Approved Budget for a Contract less than PhP 500 million;

b. Grants authority to all concerned government procuring entities to procure goods and infrastructure projects, for the purpose of providing rescue, recovery, relief, and/or rehabilitation efforts for, and to continue to provide basic services to victims in areas affected by Typhoon Yolanda, through Negotiated Procurement under Section 53.2 (Emergency Cases) of the IRR of RA 9184 with an Approved Budget for the Contract of at least PhP 500 million for the duration of the State of National Calamity until lifted by the President pursuant to Proclamation No. 682, series of 2013;
c. Requires all concerned government procuring entities to submit a list of all transactions covered by this grant of authority at the end of every month to the GPPB - Technical Support Office.

Under the Revised IRR, Annex A regarding Detailed Engineering for the Procurement of Infrastructure Projects, there is provision for the prescribed schedule of detailed engineering activities required by the IRR-A to be varied at a time of declared calamity. Where time is of the essence to save lives and properties and restore damaged infrastructures, detailed engineering works shall be conducted in accordance with the guidelines and procedures, as prescribed by the head of the appropriate infrastructure agency and approved by the Infrastructure Committee of the NEDA Board. This will enable quick response to said cases maintaining the safety and integrity of the structure. These guidance and procedures will be advised by the Support Cluster and reflected in the Infrastructure Recovery Plan.

8.5 Multilateral and Bilateral Assistance

OPARR has made significant headway in relating with multilateral and bilateral (M/B) agencies on Yolanda-related donor assistance over the past six months. Meetings are regularly fielded in order to:

a. Grant courtesy calls requested by M/B agencies to introduce their officers to OPARR for the coordination of various project-related concerns, and to get acquainted with the M/B agencies’ Yolanda-related project undertakings and proposed initiatives;

b. Engage in presentations and discussions about OPARR plans and approaches in coordinating rehabilitation and recovery efforts along the entire Yolanda Corridor;

c. Respond to queries and inform M/B agencies about priority concerns as determined by OPARR, in aid of project identification;

d. Receive progress reports about on-going projects and programs; and

e. Learn about experiences and best practices on other international mega-disasters.

To date, meetings with the following bilateral agencies have been recorded: USAID, JICA, Swiss Solidarity, Philippine International NGO Network (PINGON), and GIZ. Among the embassies are United States, Germany, United Arab Emirates, United Kingdom, and New Zealand. Among the multilateral are UNDP, UN Habitat, UN OCHA, UN Country Team, World Bank, ADB, European Union, and the ASEAN Secretariat. Various activities were coordinated in learning about the Banda Aceh tsunami experience through the UNDP, and the Jogjakarta earthquake mishap through the World Bank.

**Working Hand-in-Hand with National Government Agencies.** Simultaneously, OPARR established avenues of communication with NGAs, especially with the DOF, NEDA, DBM, DFA, OCD and DSWD, in order to track grant agreements between M/B agencies and the Government of the Philippines, and keep updated about the respective status of projects under these grants.
Meetings were fielded in order to coordinate and consolidate inter-NGA data on M/B grants and loans either already agreed or pipelined for inputting to the OPARR monitoring database.

Coordinating forums and public consultations were also attended by OPARR officers in order to become better acquainted with inter-NGA efforts being funded by M/B agencies, and to learn about the mechanics of these. Examples include WB-supported initiatives such as the DSWD’s KALAHI-CIDSS National Community Driven Development Program; the DBM’s One-Ticket Tracking Project, the Land Bank of the Philippines’ Development Policy Loan for DRRM with Catastrophe Deferred Drawdown Option (CAT-DDO) for Implementation and Technical Support, and the Updated Integrated Environment and Social Safeguards Framework for Local Development and Investment Project.

**International Conferences on Yolanda.** The OPARR actively participated and contributed in the preparations for the Asia-Europe Meeting (ASEM) Manila Conference held on 4-6 June 2014. This event was co-managed by the DFA and OCD as spearheads of the Philippine hosting. The major conference, attended by international delegation of senior government representatives from Asia and Europe and members of the private sector, produced the Post-Haiyan Tacloban Declaration, a statement defining the parameters of foreign assistance in the realm of mega-disasters striking the country, especially in the need to address disaster risk reduction and mitigation in order to build back better from catastrophic events.

In the meantime, preparations are underway for an ASEAN Conference OPARR will co-convene with the DFA and ASEAN Secretariat. The international conference intends to firm up commitments and generate more awareness and support for the entire Yolanda Corridor from the ASEAN and its Dialogue Partners constituted by over 80 Dialogue Partners.

**Assistance from Around the Globe.** To date, the total assistance for Typhoon Yolanda relief, rehabilitation, and recovery amounts to USD 3.9 billion. This figure comprises both grants and loan packages, of which humanitarian assistance constitutes the bulk of grants. Also, of the entire amount mentioned, 9.4 percent accounts for grants, which are yet to be realized in the form of pledges; while 75 percent are committed as loans.

The total grants amount to USD 965 million, of which USD 699 million was received in humanitarian aid. Of the total figure in humanitarian assistance, USD 333 million, which translates to nearly half of the amount, had already been disbursed for quick relief operations. A little over half remains undisbursed from the commitments made by way of pledges.

Support through loan packages has come up to USD 2.9 billion, of which USD 2.7 billion is new assistance. Under new loan assistance, only 25 percent has been disbursed so far. The bulk is being processed through the relevant NGAs.

**Setting Up an ODA Multi-Donor Trust Fund (MDTF).** In order to realize donor pledges, facilitate the acceptance of donor contributions, and fast-track the utilization of Official Development Assistance (ODA), a Multi-Donor Trust Fund (MDTF) was set up by international donor agencies for off-budget project fiscal allocations and implementation.
The ADB and World Bank are the designated Trustees and Implementing Partners for this facility; with the DOF as chair, and NEDA and OPARR as co-chairs, in the Steering Committee. A minimum contribution of USD 5 million entitles any donor to become a member of the Steering Committee. Inter-agency coordination has been set out in order to obtain the President’s approval. A total of USD 68.5 million in commitments is anticipated to be managed through the MDTF. These commitments will be coming from the European Union, ADB, and Great Britain’s Department for International Development (UK-DfID). Almost 62 percent is from the EU.

**OPARR’s Role.** In close coordination with the DOF, DBM, NEDA and the DFA, the Office of the Presidential Assistant for Rehabilitation and Recovery plays a specific role in the endorsement process of grants and loans approval. As the main government agency in charge of monitoring Yolanda-related rehabilitation and recovery efforts, OPARR is responsible for vetting, prior to the President’s approval, that there is no duplication in the accounting of foreign assistance and the various programs that each package supports. To date, OPARR has directly endorsed offers of assistance from five multilateral and bilateral donors.

a. JICA, the Japanese international development agency, committed USD 46,000,000 under its “Programme for Rehabilitation and Recovery from Typhoon Yolanda” for Leyte, Samar, and Eastern Samar. The assistance comes with three components. The first of these components consists of the construction of disaster-resilient schools, government office complexes, health facilities, livelihood facilities, a fishing port with laboratory, and an elevated coastal road; rebuilding of a bridge; rehabilitation of a meteorology radar; provision of various technical equipment for an airport and maritime school; provision of power distribution facilities; and provision of debris-clearing equipment.

The second component involves technical assistance under the build back better concept, while the third component focuses on quick-impact projects showcasing build back better rehabilitation and activities.

b. GIZ, a German development agency, committed USD 4,020,000 under its “Technical Assistance on Developing Rehabilitation Programs and Land Use Planning,” which provides expertise for the formulation of municipal rehabilitation programs and land use plans.

c. The Australian Department of Foreign Affairs-Australian Aid Program, committed USD 3,509,000 under its program, “Improving Access to Early Learning through a Community-Led Approach,” which involves various rehabilitation and reconstruction efforts such as the construction and rehabilitation of schools and day care centers.

d. The European Union committed USD 28,208,000 to the MDTF for the health sector.

e. The Embassy of the United Arab Emirates committed USD 10 million, of which USD 1 million has been allocated for the rehabilitation efforts of the Red Crescent Society and Philippine Red Cross, while USD 9 million goes to the Province of Samar for the rehabilitation and recovery needs in the areas of livelihood and education.

**OPARR Support from International Donors.** The USAID has committed USD 10 million in technical assistance, largely for staff support and OPARR’s IT database requirements for monitoring and evaluation. This assistance also includes assistance to NGAs that will directly
assist OPARR in the execution of its mandate. Moreover, UNDP has contributed to the operational resourcing of OPARR’s planning and coordination functions along with the Australian Government, including the provision of technical assistance and the software necessary for its website and database development.

8.6 Supporting Functions

8.6.1 INFORMATION TECHNOLOGY

OPARR Information Technology functions to provide and manage a system to document the implementation of the coordination, management, monitoring, and oversight of all rehabilitation and recovery activities across the Yolanda corridor guided by OPARR’s advocacy for transparency and accountability in government processes.

8.6.2 PARR Website Structure

eMPATHY: OPARR’s Information Management System and Monitoring Tool

OPARR’s information management system, the electronic Management Platform: Accountability and Transparency Hub for Yolanda or eMPATHY, was conceived in line with the President’s advocacy for greater transparency and accountability in government processes. A high degree of transparency in the delivery of results and use of funds is necessary if we want to assure continued funding and deliver successful recovery process for the affected population.

Because of the breadth and extent of the work that has to be done across 171 municipalities and cities located in 14 provinces, and with the magnitude of damages and needs estimated to be in hundreds of billion pesos, tools have to be devised to make oversight and management of the recovery process possible. Decisions have to be made based on reliable and up-to-date information, including funding and deployment of additional resources to where these are needed. Transparency tools such as eMPATHY are necessary to build public and donor confidence especially in government-led recovery initiatives and fund management.

It is envisioned that eMPATHY will:

a. Be an integrated system that combines all types of post-Yolanda recovery interventions and all project implementer and donor information into one database that can also be used for succeeding disaster responses (with potential for tracking relief interventions as part of future disaster responses);

b. Provide up-to-date information on the progress of the whole post-Yolanda recovery process including data at the project level, and then aggregated at the indicator/target, geographic, sectoral, and cluster levels;
c. Be a system that anybody who has access to the internet can access and use for their own organizational or personal information needs. For instance,
   i. a local NGO can provide real-time, online reports to its many overseas donors by providing data through the system and updating their project information regularly;
   ii. an LGU can prepare materials for discussion during coordination meetings using data from the database;
   iii. an external evaluator can obtain raw data for analysis from the database; and
   iv. a donor can identify projects to fund for future programming, among others.

d. Become both a platform for transparency and a reliable source of information for decision-making.

*eMPATHY Modules*

<table>
<thead>
<tr>
<th>Module</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>MY PORTFOLIO</td>
<td>Allows submission of new projects and access to the draft projects. The portfolio is fully personalized per user so every user can access data created or relevant to him/her.</td>
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<tr>
<td></td>
<td>With this module, users can</td>
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<tr>
<td></td>
<td>• Add new projects</td>
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<td></td>
<td>• Edit and/or delete the draft projects</td>
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<tr>
<td></td>
<td>• Submit the projects (new projects will appear in the reporting only after submitting)</td>
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<tr>
<td></td>
<td>• Update the progress of the projects</td>
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<tr>
<td></td>
<td>• Monitor and validate the information on the progress implementation</td>
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<tr>
<td></td>
<td>In addition, OPARR validators will be able to submit their observations on the progress reported through eMPATHY by the project implementer.</td>
</tr>
<tr>
<td>DASHBOARD</td>
<td>Allows for creating a visual display of most important charts, maps, and reports.</td>
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<tr>
<td></td>
<td>It features:</td>
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<tr>
<td></td>
<td>• An intuitive drag-and-drop environment that turns adding reports to a dashboard into a more manageable task</td>
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<td></td>
<td>• Fully resizable report windows</td>
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<td></td>
<td>• Better visualization of the information presented in graph reports</td>
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<td></td>
<td>• The ability to print reports for future reference</td>
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<tr>
<td></td>
<td>• The ability to export reports on the dashboard in MS Word, MS Excel, and Adobe PDF formats</td>
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<tr>
<td></td>
<td>Analysis is consolidated and arranged on a single screen so that real-time data can be monitored at a glance.</td>
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<tr>
<td>LIST MODULE</td>
<td>Creates and executes ad-hoc queries on the data, and acquires results in the form of a list.</td>
</tr>
<tr>
<td>CHART MODULE</td>
<td>Filters and displays the data in a chart form; useful for making presentations and other visual aids.</td>
</tr>
<tr>
<td>MAP MODULE</td>
<td>Plots data directly on a map and allows for querying, aggregating, disaggregating, filtering, and editing data on a map, visually capturing data at any desired level, from the most general to the most detailed, down to the barangay level, whenever possible.</td>
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<tr>
<td></td>
<td>Its features include:</td>
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<tr>
<td></td>
<td>• Vector-based platform</td>
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<tr>
<td></td>
<td>• Multi-layer mapping</td>
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<tr>
<td></td>
<td>- Dynamic number of administrative territorial units</td>
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<tr>
<td></td>
<td>- Category or Indicator data</td>
</tr>
<tr>
<td></td>
<td>- Static Data (Borders, Cities, Rivers, Roads, Construction Sites, etc.)</td>
</tr>
<tr>
<td></td>
<td>- Names and Labels</td>
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<tr>
<td></td>
<td>- Any other type of layer</td>
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<tr>
<td></td>
<td>• Data visualization features</td>
</tr>
<tr>
<td></td>
<td>- Plotting Category or Indicator Data as icons/images/flags</td>
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<tr>
<td></td>
<td>- Plotting data based on GPS coordinates with multiple layers</td>
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<td></td>
<td>- Plotting graphs on maps</td>
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<td></td>
<td>- Attaching photo images to GPS locations (or conditional locations)</td>
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<tr>
<td>REPORT MODULE</td>
<td>Generates complex reports over one or more criteria and presents the output in printable and user-friendly format</td>
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<tr>
<td></td>
<td>Examples of reports generated provide information on:</td>
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<tr>
<td></td>
<td>• Who is doing what, where, and with what resources</td>
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<tr>
<td></td>
<td>• What progress has been achieved at specified timelines</td>
</tr>
<tr>
<td></td>
<td>• How much money has been spent</td>
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<tr>
<td></td>
<td>• What is the progress in key performance indicators vis-à-vis targets (e.g. houses rebuilt, classrooms repaired, etc.)</td>
</tr>
<tr>
<td></td>
<td>• What are the reasons behind target slippage</td>
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<tr>
<td></td>
<td>• Where is there a funding gap (location, sector, cluster)</td>
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<tr>
<td></td>
<td>• What new projects have been added to the database</td>
</tr>
<tr>
<td>OFF-LINE eMPATHY</td>
<td>Allows users to fill-in and modify data input forms while being in an offline mode.</td>
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<tr>
<td></td>
<td>The Offline upgrade is installed locally on an internal LAN or on a user’s machine (through an automated installation setup).</td>
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<tr>
<td></td>
<td>The Offline application has special check-in and check-out functions for an automatic synchronization of the offline data with the master database of the system.</td>
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</tbody>
</table>

eMPATHY has been designed to support existing government processes on project implementation, coordination, oversight, and monitoring. Existing structures, forms, or tools will continue to be used and data requirements will be kept to the minimum. eMPATHY design will be simple and user-friendly.
A unique feature of the information management system is that accountability for data is retained with the project implementer. They are responsible for uploading their project data into eMPATHY and answering for its accuracy and reliability, though PARR will adopt a data validation process for checking whether the report matches what can be seen on the ground and for cross-checking against multiple information sources, whenever possible. Training for eMPATHY users will likewise be undertaken and technical support provided.

To help ensure the wide use of eMPATHY, OPARR will work with other oversight agencies to create public demand for transparency and accountability. OPARR can also work with development partners to encourage the institutions that they support to provide information through eMPATHY. This is subject to any confidentiality arrangement that may form part of their standard funding agreement. OPARR can likewise cooperate with CSOs with watchdog or oversight functions to demand that those who receive funds to help Yolanda survivors report how they are making use of those funds through eMPATHY.

Moreover, OPARR will promote the utilization of eMPATHY in regular fora and coordination meetings, press briefings, presidential reports, and the like. In this way, implementers will see their participation beyond mere compliance and as a means to showcase what they have done and delivered on the ground.

**Trending News, Events and News Letters, Photos.** These are stories, photos, and documents that narrate the story of Typhoon Yolanda, its devastation and the process of recovery and rehabilitation of the affected areas.

**Multihazard Maps.** The website will contain multi-hazard maps that have been requested from NAMRIA, MGB, DOST, and the Philippine Institute of Volcanology and Seismology (PHILVOCS). It will show the composite picture of the different hazards, such as earthquakes, storms, landslides, or floods, and its magnitude and frequency of occurrences in certain areas. The planning and implementation of the recovery and rehabilitation PPAs will not only focus on building back the affected areas but further, build back better through the analysis of the vulnerability and risks brought by different hazards.

**Intercrop Adaptability.** This page is dedicated at promoting agriculture, which does not only adapt to climate change but also provides mitigation, and increases productivity and sustainability to provide better livelihood.

**Sponsors and Donors.** Our partners shall be recognized in the website. Their names and logos will be published on the web and will be linked through their respective websites.

**Weather Forecast.** These will present up-to-date weather forecast in different locations from Meteo Group and Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAG-ASA).
8.7 Communications Plan and Strategy

In accordance with the mandate as set by MO 62, OPARR will coordinate with the NDRRMC and its member agencies and consult with the concerned LGUs in the formulation of plans and programs for the rehabilitation, recovery, and development of the affected areas, including an overall strategic vision and integrated short-, medium-, and long-term programs to be submitted to the President for approval.

A key component of OPARR’s mandate is the exercise of oversight over the relevant NGAs with respect to the implementation of plans and programs. OPARR may also call upon any department, bureau, office, agency, or instrumentality of the Government, including Government-Owned or -Controlled Corporations (GOCCs), government financial institutions, LGUs and request NGOs, the private sector, and other entities for assistance as the circumstances and exigencies may require in order to carry out its mandate.

In order to ensure that the mandate of OPARR can be realized, MO 62 directs that all departments, bureaus, offices, agencies, or instrumentalities of the Government including the institutions outlined above to render full assistance and cooperation to the OPARR as may be required to carry out its functions.

Against this background, OPARR therefore places great value on the need to communicate effectively with its internal and external stakeholders. This Communication Strategy is informed by the contextual environment in which OPARR operates, its philosophy, and the resources allocated.

Figure 7 provides a Strategic Framework that identifies key rehabilitation and recovery stakeholders in terms of the information flow of OPARR communications.
8.7.2 Communication Objectives and Key Principles

a. Institutionalize intergovernmental cooperation and communication between national and local governments through concrete communication principles, plans, and programs to improve reaction and response time.

b. Clearly define the roles and functions of LGUs, private sector partners, international development partners, and civil society in the overall communication framework of the CRRP. LGUs, private sector partners, international development partners, and civil society are socially relevant actors\(^\text{12}\) in post-Yolanda recovery and rehabilitation.

c. Communication planning and programmatic action involving these actors must be formalized.

d. Eliminate informational barriers typically associated with large institutions and organizations.

e. Effective communication will shape accountability measures.

\(^{12}\) For ready reference, ‘socially relevant actor’ shall refer to, in the singular or in the collective, any and all LGUs, private sector partners, international development partners, and civil society.
f. Effective communication will be issues-based.

g. Programmatic communication is an integral part of progress review.

h. Communicate the initiatives of OPARR to the beneficiaries to assist in transparency and, when necessary, facilitate public acceptance.

8.7.3 Key Messages

OPARR’s communication initiatives will contain simple yet consistent messages outlining its mandate, Government’s rehabilitation and recovery objectives, the progress towards meeting those objectives, and the success of efforts, including the contributions of the participants to those efforts, locally, nationally, and internationally.

8.7.4 Messengers, Audience, and Channels

The PARR or his delegate is the “Authorized Speaker” and may provide information to, or grant requests for interview with, the media and third parties. A more detailed outline on specific communications activities is outlined in the Communications Plan found in Annex F.

8.7.5 Communications Channels

The Communications Plan focuses on using channels and methods which are efficient and practical for OPARR’s structure, and effective for the target audience. OPARR also focuses on using communication channels capable of establishing an open and effective communications venue among all entities involved in the Yolanda rehabilitation and recovery efforts. Channels which OPARR utilizes for communications initiatives include, but are not limited to:

Website. The OPARR website will serve as a vehicle to disseminate information and progress on PPAs and provide visibility to OPARR. It is envisioned as an integrated repository of official releases of OPARR, as a tool will allow stakeholders to monitor PPAs related to the rehabilitation and recovery efforts, and as a means for stakeholders to participate in, and/or support, OPARR’s oversight functions by providing a platform for receiving public reports. The OPARR website also provides links to the websites of all line agencies of the Government Clusters.

Online Repository of Photos. To manage photos in particular, an OPARR online repository of photos shall be launched. This provides official photographs representing OPARR which may be viewed by the public. This repository may also allow where appropriate the public to share their photos with OPARR.

eMPATHY. The electronic Management Platform: Accountability and Transparency Hub for Yolanda is OPARR’s database that contains pipeline, on-going, and completed projects in support of Yolanda recovery. For a more detailed discussion, kindly refer to Part 2 – Section 8.6.2 of the Plan.
**Traditional Media.** OPARR will also utilize traditional media such as Television (through interview appearances of OPARR Authorized Speakers, press briefs, and announcements, etc.), radio, and broadsheets to disseminate information or clarify issues relating to the rehabilitation and recovery efforts within the Yolanda corridor.

**Social Media.** OPARR will use social media in order to monitor public perceptions, or to receive feedback from stakeholders or the public. OPARR considers utilizing a software program that will track feedback from the social media (e.g., Webfluenz). In order to communicate, send messages, or make announcements to the public, OPARR will utilize its official Twitter account: @PARR_PHL.

**Information Sessions/Townhall Sessions/Consultative Meetings.** To communicate with target audiences who are not effectively reached through traditional media, or where the information or materials which need to be communicated are complex or are best explained through Q&As or personal interaction, OPARR will use information sessions, townhall sessions, consultative meetings, and similar personal interactions. OPARR will often use these communication channels particularly with LGUs and community members from the Yolanda corridor.

**OPARR Newsletter: “The Recovery Journal”/Brochures/Other Written Communication Materials.** Written communication materials of OPARR will include brochures (e.g., OPARR brochures to provide information of OPARR’s functions and initiatives), newsletters, and other types of written materials. The brochures will be used primarily for meetings of PARR and other OPARR members with foreign governments, international organizations, NGOs, potential donors, and members of the private sector.

OPARR has created an official newsletter called “The Recovery Journal” which shall be available in electronic form through OPARR’s official website, and through dissemination via email. Hard copies may be printed when necessary. The Recovery Journal includes updates from OPARR and official press releases of OPARR.

**9. Reporting, Monitoring, and Evaluation**

In order to monitor and assess the implementation result of rehabilitation and recovery PPAs, the CRRP for Yolanda will be guided by existing M&E frameworks and policies of the Government. These frameworks include the Performance-Informed Budgeting (PIB) Structures of National Budget Memorandum (NBM) No. 117 of DBM and the NEDA Results Matrices for the PDP as outlined in Figure 8.
In terms of NBM 117, the PIB is the new approach to the national budgeting process calling for a more responsive, transparent, and accountable public expenditure management system. Moreover, with an emphasis on performance information – both financial and non-financial – it enables NGAs to strengthen the link between planning and budgeting and to simplify the presentation of the budget. With its more meaningful presentation aligned to planned resources, the PIB aims to empower citizens by providing information, which will measure each government agency’s performance.

The New PIB structure follows the Results Framework or the Logical Framework established for each department and agency through the Organizational Performance Indicator Framework (OPIF). In the budgeting process, agencies are to specify their PPAs. The PPAs are the agency’s inputs and strategies to meet its Major Final Outputs (MFOs). Fulfilment of MFOs contributes to the Organizational and Sectoral Outcomes toward the achievement of the Administration’s Key Result Areas and Societal Goals as shown in Figure 8.

In addition, the M&E Framework for Yolanda will also closely mirror the PDP Result Matrices developed by NEDA. This is outlined in Figure 9. In adopting this approach, a clear alignment between the recovery and rehabilitation outcomes and its contribution and effects toward the achievement of broader societal development goals can be established.
The monitoring and evaluation obligations of NGAs are established by existing legislation and those responsibilities must continue to be fulfilled throughout the implementation of Yolanda recovery projects and programs. It is therefore the M&E strategy of the CRRP that will clearly align the rehabilitation and recovery outcomes and contributions, and ascertain its effects in the societal goals as provided under the PDP.

Different departments and agencies will continue their monitoring and evaluation responsibilities as defined under their mandate. PARR, in coordination with implementing Departments and Agencies and as mandated under MO 62, will exercise oversight on the progress of rehabilitation and recovery efforts, conduct validation of the implementation, receive regular reports and updates from the agencies, and submit to the President status reports. As mentioned, the monitoring and validation process shall be conducted through coordination with different NGAs and LGUs and in accordance with existing mechanisms where possible.

To exercise oversight on the progress of recovery, OPARR will conduct validation as detailed in Part 2 – Section 9.2, as well as receive regular reporting from Departments and Agencies as listed in Part 2 – Section 9.3 of the Plan. The overview of the monitoring, validation, and evaluation responsibilities is provided in Table 11.
9.1 Monitoring and Evaluation Framework

RAY - *Implementation for Results* (14R) provides a number of levels at which monitoring and evaluation will occur. The first routine level focuses on the sector outcomes of the Government’s efforts in the recovery, which are the changes in the overall conditions that the government aims to achieve through the planned interventions. Such outcomes incorporate the production of outputs and the contributions of partners. Monitoring at this level will be the responsibility of NEDA and evaluation shall be guided by the established PDP mechanism.

The next routine level focuses on the major final outputs, which measure the specific infrastructure, livelihood, social sector and housing products that result from processing inputs through planned projects. This second level is consistent with the regular responsibilities of Departments and Agencies. These responsibilities of monitoring and reporting are aligned with the budget management process and in particular, with the Organizational Performance Indicator Framework (OPIF). OPIF defines the outputs and outcomes that the departments and agencies are supposed to achieve for the budget appropriations they receive. This policy also applies to the CRRP approved Cluster PPAs. It also sets the appropriate indicators and targets to measure performance. The PARR having a mandated coordinative and oversight function will conduct the outputs based monitoring in close coordination with the implementers and other oversight agencies.

In addition to these two routine M&E processes, PARR, in conjunction with Cluster Heads, will conduct annual evaluations of organizational outcomes for the respective clusters in order to present updates on the recovery process to the President. The objective of the evaluations is to:

a. Validate what results have achieved and how and why they were or were not achieved;
b. Compare planned with intended outcome achievement;
c. Focus on how and why outputs and strategies contributed to achievement of outcomes and also focus on questions of relevance, effectiveness, sustainability, and change;
d. Provide managers with strategy and policy options;
e. Provide a basis for learning; and
f. Demonstrate accountability.

<table>
<thead>
<tr>
<th>Framework Level</th>
<th>Responsible Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monitoring of programs, activities, and projects (inputs)</td>
<td>OPARR</td>
</tr>
<tr>
<td>Validation of programs, activities, and projects</td>
<td>OPARR/ Departments / Agencies</td>
</tr>
<tr>
<td>Evaluation of Major Final Outputs</td>
<td>Departments/Agencies/OPARR</td>
</tr>
<tr>
<td>Evaluation of organizational outcomes</td>
<td>Cluster Leads / OPARR</td>
</tr>
<tr>
<td>Evaluation of sector outcomes</td>
<td>NEDA</td>
</tr>
<tr>
<td>Presidential priority areas</td>
<td>PMS</td>
</tr>
<tr>
<td>Societal goals</td>
<td>NEDA/PMS</td>
</tr>
</tbody>
</table>

Table 11 - Monitoring, Validation, and Evaluation Responsibilities
Other thematic evaluations may also be conducted by independent external evaluators such as researchers and academic institutions, or consultants engaged by donors / development partners.

The overall results framework for monitoring and evaluation of the CRRP shall be in accordance with RAY 14R as shown in Annex G. It is also one of the frameworks that will also be used as the logical basis for the alignment of Cluster Plan outcomes. Likewise, cluster agreed and articulated objectives have informed the articulation outcomes specific to recovery and rehabilitation that is linked to the NDRRMP rehabilitation and recovery specific outcomes and the PDP will also be used as shown in Figure 12.

It should be noted that the mentioned frameworks are aligned with and complementary to each other and adopted as interrelated frameworks. Figure 10 outlines a clear line of sight between the development of cluster specific interventions identified as PPAs and the Cluster determined Objectives statements translated into rehabilitation and recovery sought Outcomes.

Figure 10 - Recovery Results Framework

![Figure 10 - Recovery Results Framework](image-url)
9.2 Monitoring and Validation

In line with the oversight function of PARR under MO 62, PARR shall conduct regular monitoring and consistent validation of the achievements of the recovery programs and projects in terms of tracking the defined outputs. In the performance of this function, PARR will apply an inclusive, participatory, and transparent monitoring strategy. This includes, among others, an implementer-driven monitoring reporting system, stakeholder participation in validation, and on-time reporting of the monitoring results.

In order to achieve the mentioned objectives, PARR will utilize eMPATHY, a web-based progress data reporting system which will be used as a monitoring and validation tool for registering rehabilitation projects and reporting implementation progress down to the output/key performance indicator level. A more detailed discussion on this can be found in Part 2 – Section 8.6.2 of the Plan.

Apart from information directly entered into the system by project implementing units, eMPATHY will also draw from DBM’s e-ticketing system (Open Reconstruction) that will track activities/outputs funded from resources managed by the National Government, e.g., Quick Response Fund, Yolanda Fund, program loans, making manual entry of this type of projects no longer necessary. Through the e-ticketing system, DBM (or any user) will be able to track, on real-time basis, the status of any request for allocation or fund release related to a post-Yolanda recovery project. It will likewise indicate the status of implementation as well as disbursement/utilization. NEDA for its part, will draw information from eMPATHY and Open Reconstruction, which are both web-based, in order to undertake portfolio and sector reviews and correlation of recovery outputs to sector wide outcomes and outcomes sought under the PDP.

Current reporting mechanisms shall continue to be used. Implementing entities may continue to use their own reporting formats and extract from the same the information required by the oversight agencies and report this through the web-based reporting systems. At the activity and project level, progress shall be tracked based on:

a. Status and results of key performance indicators
b. Baseline data
c. Progress against annual target, total target (quantitative and narrative)
d. Percentage of completion
e. Financial disbursement and utilization
f. Issues encountered.

Figure 11 shows the Results-Based Monitoring and Validation System Flow for the Rehabilitation and Recovery Program for Yolanda-affected areas.
As explained, identified rehabilitation and recovery PPAs shall be collated and uploaded in the system. An initial analysis of data shall be conducted and from which, a validation plan and strategy shall be made. After the process of validation, an in depth analysis will be undertaken and a report shall be thereafter made.

At the minimum, project implementers will be asked to provide progress updates on a quarterly basis or at completion of an output, whichever occurs first. However, project implementers may opt to do so more frequently than this (e.g., monthly) for purposes of their tracking and reporting to inform the management and donors, respectively. OPARR’s team of data validators will be conducting regular field visits to determine if the progress reported through eMPATHY matches progress observed on the ground. Where discrepancies exist, the implementing entity shall be asked to make the necessary adjustments. This system of data validation will promote accountability among project implementers to ensure that the information they supply to the public through eMPATHY is reliable, up-to-date, and accurate.

Standard reports that aggregate progress of implementation at the level of implementing agency, geographic location, sector, cluster, project status, and donor/fund source and year, among others, can be automatically generated from the system by any user. Other reports may also be customized by the user as needed.

**9.3 Reporting**

Reporting by implementing agencies, through its Cluster Heads to OPARR, is in compliance with the oversight function of PARR under MO 62. Reports shall be submitted quarterly or as frequently as the Departments or Agencies may deem necessary. In addition, Departments and Agencies will share their monitoring data routinely with OPARR to facilitate PARR’s
responsibility to exercise oversight over the relevant NGAs with respect to the implementation of the plans and programs.

OPARR, NEDA, and the DBM will coordinate the consolidation of information from concerned agencies/groups submitted through eMPATHY and Open Reconstruction, and prepare an overall progress report to the Office of the President on a quarterly basis. The cut-off for reporting progress of the NGAs shall be the 10th day of the month following the close of the calendar quarter (i.e., April 10th, July 10th, October 10th, and January 10th). An annual report will also be prepared and made public within 45 calendar days after the year-end closing. Concerns or issues emanating from said reports will be taken up at the most appropriate forum. Lessons learned will be disseminated through the Government Clusters as well as through OPARR’s provincial offices with the view of supplementing the evidence base for informed decision making (e.g., resource allocation, fund raising), and addressing implementation concerns that may be hampering the efficient achievement of progress against targets.

NEDA, DBM, and OPARR will work closely together in order to harmonize the reporting interval of routine reports to the President. A continued close coordination in reporting information is crucial in ensuring the consistency of data, and consequently, in strengthening transparency and accountability in the rehabilitation and recovery efforts. It is important that the reporting cycle is coordinated in line with the budget planning cycle to ensure that management decisions flowing from the Agency reports are integrated into the budget cycle.

9.4 Audit Provisions

The Commission of Audit Circular No. 2014-002 dated 15 April 2014 details the accounting and reporting guidelines on the receipt and utilization of NDRRMF, cash and in-kind aids/donations from local and foreign sources, and funds allocated from the agency regular budget for DRRM program. The Circular covers the accounting and reporting on the receipt and utilization of NDRRMF; cash and in-kind aids/donations from local and foreign sources; and funds allocated from the agency regular budget for DRRM program. In particular the Circular covers:

a. Annual General Appropriations Act (GAA)
   i. NDRRMF
   ii. Quick Response Fund
   iii. Allocation from agency regular budget, and

b. Cash donations from local and foreign sources

In accordance with Section 22.e of RA 10121 with regard to allocations from agency regular budgets, departments, and agencies are authorized to use a portion of their appropriations to implement projects designed to address DRRM activities in accordance with the guidelines to be issued by the NDRRMC in coordination with the DBM. The NDRRMF can also be utilized for relief, recovery, reconstruction, and other work or services in connection with natural or human-induced calamities which may occur during the budget year or those that occurred in the past two years from the budget year.
9.4.1 **Accounting Guidelines**

The Circular provides the accounting guidelines for funds sourced from GAA. In particular, DBM is to maintain a separate Registry of Appropriations and Allotments (RAPAL) and Registry of Allotments and Notice of Cash Allocation Issued (RANCAI) for each agency with appropriated NDRRMF using the prescribed formats in Appendices 12 and 13, respectively, Volume II, Manual on New Government Accounting System (MNGAS). Likewise, receiving agencies are to maintain a separate Registry of Allotments and Obligations (RAOs) to be labelled as RAO-DRRM.

Supplies, materials, equipment, and relief goods procured out of the fund shall be taken up in the books under the appropriate Inventory and/or Property, Plant, and Equipment (PPE) account. Except for PPE, issuances for distribution to end-users/beneficiaries shall be supported with Requisition Issue Slip (RIS) and taken up under the appropriate expense account. The monthly Report of Supplies and Materials Issued (RSMI) is to be prepared by the Property and Supply Unit based on the RIS, using the formats in Appendices 59 and 50, respectively of Volume II, MNGAS.

The Circular also details the accounting guidelines for cash donations from local and foreign sources, as well as in-kind donations from local and foreign sources.

9.4.2 **Reporting Guidelines**

The national and local government agencies with DRRMF allocation from the GAA and/or cash donations received from local and/or foreign sources shall prepare and submit to NDRRMC, through the OCD, on the 5th day following the end of each month, the Report on the Receipt and Utilization of the DRRMF sourced from GAA and Report on the Receipt and Utilization of Cash Donations. The reports shall be furnished to the respective COA Auditor.

The OCD shall prepare monthly reports consolidating the reports mentioned in V.A.1 and annual reports based on the consolidated monthly reports. The monthly and annual reports shall be submitted to the NDRRMC on the 10th day of the succeeding month and on or before the 15th day of January of the succeeding year, respectively, copy furnished the COA Auditor of the OCD. The DBM shall prepare and submit to the OCD, for monitoring purposes, a monthly status report on the releases of the NDRRMF.
PART 3 – NON-GOVERNMENT PLANS AND INITIATIVES

1. Engagement with the Non-Government Sector

Government recognizes the role that the non-government sector (referring to both NGOs and private entities) has played in opening up supply chains, committing to production, and fast-tracking logistical arrangements to help those affected by the Typhoon. Beyond this important role in the immediate relief phase, Government acknowledges the key role the non-government sector can play in complementing and enhancing public sector efforts. The non-government sector may be able to bring a mind-set that more actively considers innovative concepts, product upgrades, and new systems underpinned by cutting-edge technologies – skillsets, values, and attitudes honed by operational imperatives driven by highly competitive market environments.

Some of the unique attributes of the non-government sector that will enhance and value-add to the Government-led rehabilitation and recovery efforts are summarized in the following text.

1.1 Speed and Execution Capability

As fast-moving, for-profit entities operating in highly competitive market environments, private companies are often less encumbered by governing structures and associated bureaucratic requirements in decision-making and execution. Moreover, they are often equipped with well-developed execution capabilities in several areas relevant to the rehabilitation process (e.g., procurement, supply chain management, construction, project management and delivery, risk and regulatory management). Similarly, NGOs have deep experience in post-disaster rehabilitation, having spent several years (in some cases, decades) assisting disaster-affected communities across a wide variety of areas in the country and around the globe.

1.2 Existing Presence in Affected Areas

Several private sector entities have far-reaching presence across the country, often through their sales and distribution links. Some also have existing Corporate Social Responsibility (CSR) initiatives in remote areas of the country. These private entities can leverage their existing “people and process” infrastructure to reach disaster-affected areas, sometimes more quickly and efficiently than public sector entities. NGOs may also have maintained a long-term presence supporting and rehabilitating marginalized areas.

1.3 Continuity and Long-Term View

Both private sector entities and NGOs have the ability to take medium- and long-term views to rehabilitation due to the continuity of their institutional existence and ability to support long-term programs.

1.4 Access to Unique Donor Funds Pools

A number of private sector entities may have CSR funds that they can tap to fund rehabilitation projects, in addition to the corporate networks able to be harnessed to finance and resource innovative initiatives. Moreover, they have access to alternative donor pools due to the sphere of
corporate and employee relationships formed and strengthened as part of their day-to-day operations and business dealings. Meanwhile, some NGOs are also often well-funded, with many having active and supportive donor networks across the globe.

Continuous engagement and collaboration between the public and private sectors is essential to maximize and optimize the non-government sector’s role in the formulation of the recovery and rehabilitation strategies consistent with achieving Government’s vision. OPARR recognizes the significance of establishing these robust partnerships and seeks to enable new methods to encourage and facilitate the active involvement of the non-government and private sectors in the rehabilitation and recovery of the Yolanda-affected areas.

2. Types of Non-Government Support

OPARR has mobilized the non-government sector to support the implementation of rehabilitation efforts focused on four areas: education, health, housing, and livelihood. Moreover, OPARR has defined three methods by which the non-government sector can support the rehabilitation efforts:

2.1 Donors

Donors are organizations and persons who provide financial support for Yolanda rehabilitation but do not directly implement projects. They typically provide financial support to one of many implementing organizations (e.g., not-for-profit organizations, foundations). In general, OPARR does not interact directly with cash donors but rather links them to NGOs who are authorized by law to receive such offers of cash support.

2.2 Development Sponsors

Development Sponsors (DS) are non-government entities that fund and implement rehabilitation efforts in specific areas. OPARR has divided the Yolanda-affected areas into 24 areas of intervention and development (AID). Each AID will be sponsored by one or more Development Sponsors. Development Sponsors are responsible for identifying project commitments for four priority sectors (education, health, housing, and livelihood), as well as initiating or assisting in the facilitation of rehabilitation projects in their adopted AID on an ongoing basis. In turn, OPARR is responsible for coordinating and linking Development Sponsors to the relevant government departments, agencies, LGUs and other stakeholders, as well as providing necessary information on standard processes, project specifications, and implementation guidelines. Given the relative longevity of some Development Sponsors (as well as Sector Sponsors, described below) and their ongoing presence and reputation in some regions and provinces, it is in their interest that robust area development plans for municipalities within scope are well-articulated, and diligently-implemented.

2.3 Sector Sponsors

Sector Sponsors (SS) are non-government entities (e.g., private sector corporations or non-profit organizations) that fund and implement rehabilitation efforts, typically with projects concentrated in a few sectors (e.g., housing, health, education, and livelihood). Unlike
Development Sponsors, Sector Sponsors are not responsible for specific AIDs, but in most cases participate in rehabilitation efforts across several AIDs, many of which may have a Development Sponsor in place. Similar to its responsibilities to Development Sponsors, OPARR links Sector Sponsors to relevant stakeholders and provides necessary policy, process, and guidelines support.

3. Yolanda Private Sector Multi-Donor Fund

As described earlier, the non-government sector has access to pools of funding separate from those available to government. In addition to the traditional sources of funding, the non-government sector has organized a Yolanda Private Sector Multi-Donor Fund (PSMDF), housed within the Philippine Disaster Recovery Foundation (PDRF), to take advantage of PDRF’s tax-exempt status. This fund shall be used to pool private sector cash donations to the Yolanda reconstruction efforts and channel them toward the most critical projects as identified by the DS/SS in coordination with the Government, Cluster Heads and local communities and in accordance with the recommendations of the RAY and the PDNA. PDRF will then implement these projects, like any other Sector Sponsor, in coordination and/or consultation with OPARR.

To date, OPARR has organized four key non-government sector events, in addition to the day-to-day working-level coordination. Each event has been organized in close coordination with private sector and NGO leaders, many of whom reached out and offered support to OPARR directly. Private sector and NGO participation have been offered in a variety of forms – from simple donations and fundraising, to complete end-to-end ownership of rebuilding projects and full adoption of provincial district rehabilitation. Key events are described below.

1. Build Back Better from Yolanda Seminar - 30 December 2013
2. Private Sector Briefing - 7 January 2014
4. Sharing of Learning, Experiences, and Best Practices - 6 June 2014

4. Guidelines for Engaging with the Non-Government Sector

Following significant engagement and consultation, OPARR has identified the following guidelines which will set the parameters for engagement and collaboration with the NGO and private sector in relation to the Plan’s objectives:

4.1 Preference for Single-Source, Fully Implemented Projects

Given the complexity of coordination associated with Yolanda rehabilitation, OPARR has requested that non-government actors take an end-to-end approach to the design and delivery of projects to be funded and implemented. This means that each project will be allocated to a single non-government entity that is responsible for fully funding, implementing, and completing the
project. The project implementer may raise additional funds from other non-government entities or individuals. This implementer will also be responsible for ensuring that the project is completed and reported in line with OPARR’s monitoring and evaluation framework. This may require different levels of contracting and sub-contracting aspects of project delivery to other entities. However, the implementer takes primary responsibility for the delivery of the project. Other modes of interaction (e.g., public-private partnerships, concessions) will be established in line with normal government policy, procedural structures, and delivery mechanisms.

4.2 Implementer-Driven

OPARR will coordinate primarily with the first-level primary project implementers who volunteer to implement projects and who are responsible for fund-raising. These could either be Development Sponsors who focus their efforts in a specific geographic region, or Sector Sponsors who implement projects concentrated on housing, education, health, and livelihoods across a wider geographical area. OPARR will register projects delivered by implementers and will track and monitor delivery through the eMPATHY database.

4.3 Support for Donor Matching

OPARR provides platforms for donors, who want to contribute to recovery efforts through the donation of resources but do not want a direct role in implementation of actual projects, to find corresponding implementers. Potential donors who approach OPARR will be directed to the various DS/SS who will then receive the donation and commit to the implementation of the projects. Moreover, the PDRF has created a Yolanda/Haiyan Multi-Donor Trust Fund (MDTF) to accept donations from donors who do not have relationships with other DS/SS. Conversely, OPARR also assists implementers who are seeking donors for agreed and approved projects ready for implementation.

4.4 Importance of the Authorized Recipient Agency

In delivering its mandate, OPARR will neither be responsible for direct project implementation nor for accepting or rejecting projects from Development Sponsors or Sector Sponsors on behalf of the Government. This role will be played by the Authorized Recipient Agency (ARA), which will basically be the responsible government department or agency via the Government’s Cluster rehabilitation coordination structures or a provincial or municipality/city government. OPARR will introduce DS and SS to the ARAs who will be responsible for signing a Memorandum of Agreement authorizing the project.

4.5 Support for Underserved Areas

OPARR’s role is also to ensure that donations and other key resources are channeled appropriately to underserved regions and communities. OPARR will work closely with NGOs and the private sector, in order to harness opportunities for private sector entities that can be leveraged to ensure that donations are channeled to areas that may garner less attention and focus than other high-profile areas.
5. Conclusion: OPARR as Enabler/Enhancer of Non-Government Sector Participation

OPARR remains focused in harnessing the continuing commitment of the non-government sector to assist the Yolanda-devastated areas by actively performing its enabler role in the entire recovery process. This assures the active deployment of all available resources provided by the non-government sector into areas where these are most needed.