SUMMARY

With relief activities phasing out by the end of May, there are still large numbers of vulnerable people dependent on humanitarian assistance. With the longer-term recovery programmes of the Government yet to start, there is a significant risk of a resurgence of acute humanitarian needs unless immediate action is taken to fill the gap in restarting livelihoods and the delivery of basic social services until Government recovery programmes kick in.

Added to this, according to available information, more than 100,000 families could be affected by the implementation of no-dwelling zones. It will be important to address the challenges to this process by supporting the Government to ensure that the relocation process is rights-based and meets minimum standards.

The short-term, gap-filling actions identified in this plan are complemented by activities designed to improve preparedness for future disasters as well as supporting measures to implement the principle of ‘build back better’ across the range of affected sectors.

Priority actions

I. Actions that must urgently take place as a precondition to recovery (debris clearance and waste management—including clearance and possible uses of coco lumber)

II. Filling critical gaps in livelihoods—both agricultural and non-agricultural

III. Foster improved disaster management by supporting local governments to adopt a rights-based approach and minimum standards in the implementation of the no-dwelling zones policy, and lay the foundation for improved disaster management systems.
IV. Improve future preparedness and help build back better across affected sectors

Source: OCHA
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The Philippines

EARLY RECOVERY, LIVELIHOOD AND AGRICULTURE PLAN

Source: OCHA, DSWD. Note OCHA, UNICEF, and UNHCR jointly agreed on a prioritization ranking that combines data on affected persons, damaged houses, total population and poverty, to identify priority areas for intervention.

Philippines: Super Typhoon Haiyan Priority Ranking

OCHA, UNICEF, and UNHCR jointly agreed on a prioritization ranking that combines data on affected persons, damaged houses, total population and poverty, to identify priority areas for intervention.

Source: OCHA, DSWD. Note OCHA, UNICEF, and UNHCR jointly agreed on a prioritization ranking that combines data on affected persons, damaged houses, total population and poverty, to identify priority areas for intervention.
CONTEXT

It has been just over three months since Typhoon Haiyan (Yolanda), the strongest typhoon ever to make landfall, impacted the lives of 14 million people in 6 severely affected regions, 14 provinces and 171 municipalities. The impact on communities has been enormous with lost lives and destroyed physical, social and government infrastructure, which has led to a drastic reduction in basic services and livelihood opportunities. Previously marginalized groups have become even more vulnerable.

Of the 14 million people affected, 40 per cent were already living below the poverty line. Nearly 1.1 million homes were damaged or destroyed and four million people were displaced. The livelihoods of an estimated 5.6 million workers have been affected; 2.5 million of these were already classified as vulnerable workers prior to the typhoon.

In the aftermath of Typhoon Haiyan, the efforts of the Government of the Philippines, supported by the humanitarian community, have by and large succeeded in preventing a full blown humanitarian crisis.

The humanitarian community, through the Strategic Response Plan (SRP), provided relief assistance in the form of emergency shelter, food assistance, water and sanitation, health care, education, and protection (see key achievements).

The Philippine government launched the Reconstruction Assistance on Yolanda (RAY). It is estimated that recovery and reconstruction under RAY will take about four years and will require USD 8 billion in investments.

Without rapid provision of shelter material as well as immediate support to livelihoods in the form of small enterprise grants, the removal of fallen coconut trees, debris clearing to repair community infrastructure, the replacement of lost fishing assets, intercropping support, and rice seeds and coconut seedlings, people will continue to remain in a vulnerable situation reliant on the support of humanitarian assistance.

In addition, support to the most affected Local Government Units (LGUs) will be essential to restore essential basic services and ensure that sufficient disaster management expertise is available to enable an effective hazard and rights-based approach to reducing risks to people living in unsafe areas and mitigating the impact of future disasters.

As relief activities start to scale back, the focus must now be on providing the most vulnerable with short-term support to boost income so people no longer need to rely on emergency aid in a way that supports longer-term recovery. This will be essential to bridge the gap before longer-term activities, through RAY, kick in to support recovery and poverty reduction.

Progress on early recovery and livelihood support over the next number of months will be crucial to avoid a resurgence of humanitarian needs in the most affected areas.
AIM OF THE EARLY RECOVERY, LIVELIHOOD AND AGRICULTURE STRATEGY

The early recovery, livelihood and agriculture strategy is part of the SRP strategic objectives 1 and 3:

“Typhoon-affected people meet their immediate food needs, avoid nutritional deterioration, and build food security in ways that are sustained through stimulation of markets and production, and access to life-saving community-based nutrition services.”

“Women and men whose livelihoods and employment have been lost or severely impaired regain self-sufficiency, primarily with the restoration of local economies, agriculture and fisheries.”

The SRP covers the period of March to November 2014 and is designed to complement the Government’s Reconstruction Assistance on Yolanda (RAY) strategic plan, and fill gaps as identified by inter-agency assessments and those of the Government of the Philippines (GOP).

Both results address needs in the early days of the humanitarian response to reach longer-term redevelopment faster, using humanitarian mechanisms in accordance with development principles. It is an integrated, inclusive, and coordinated approach to gradually turn the dividends of humanitarian action into sustainable crisis recovery, resilience-building and development opportunities. Just as emergency relief activities were crucial to saving lives by addressing the most urgent human needs, using an early recovery approach within humanitarian operations is crucial to the first efforts of a community to recover and build their resilience. It eventually serves as a basis for an effective exit strategy for humanitarian actors and contributes to durable solutions by establishing the base on which nationally-led reconstruction and development occurs after the crisis.

The aim of the early recovery, livelihood, and agriculture strategy is to build on what has already been accomplished to identify critical livelihoods and service delivery gaps that humanitarian and early recovery actors can fill in support of affected people. In turn this approach is aimed at contributing to longer-term sustainable development by linking early recovery activities to government recovery plans and the UNDAF.

Since the Typhoon Haiyan Strategic Response Plan (SRP) was launched (10 December 2013), a stronger evidence base upon which to build a more solid early recovery, livelihood and agriculture strategy has now emerged, including a more thorough understanding of the impact of the typhoon across sectors and of how each affected region is starting to recover. In addition, the scale, scope and timelines of longer-term recovery processes are coming into sharper focus.

In recognition of the importance of a return to sustainable livelihoods and access to community and local government services in bridging the gap between the relief phase and the longer-term recovery activities, humanitarian and early recovery partners have reprioritized their planned activities. As major relief operations wind down throughout the affected areas, there remain critical gaps that must be addressed as a matter of urgency to help affected people cope until longer-term recovery support is rolled out by the Government of Philippines with the support of development actors. This support is not expected to concretize within the next six-month period. Inadequate funding to support this process is holding back the overall progress of the disaster response and will leave already vulnerable populations in an even more precarious situation in the face of continued disaster hazards, and facing the risk of a relapse into a humanitarian crisis.

The strategy focuses on four key areas:

1. Actions that must urgently take place as a precondition to recovery (debris clearance and waste management—including clearance and possible uses of coco lumber);

2. Filling critical gaps in livelihoods:
   a. agricultural livelihoods,
b. non-agricultural livelihoods, and;

(3) Support to local government disaster management and service delivery;

(4) From early recovery to recovery (activities and approaches that will ensure dovetailing between early recovery and longer-term government recovery plans as well as the UNDAF).

The strategy was developed jointly by the Early Recovery and Livelihood Cluster and the Food Security and Agriculture Cluster.

The gaps that have been identified are based on the latest data from assessments, and in close coordination with relief actors, the government, the private sector and IFIs to avoid duplication. Activities under the plan will not compete with longer-term recovery processes, but will instead endeavour to feed into them. In particular, linkages and synergies will be sought with ongoing programmes, such as the World Bank USD 800 million community-based programme, as well as, where possible, with private sector actors engaged in supporting recovery. The activities will seek to target the most vulnerable among the affected population.

The Plan is costed based on actual estimates of what is required to implement the proposed activities, rather than on projects from individual agencies. Activities envisioned under this plan are commensurate with the capacity of humanitarian and early recovery actors to deliver (i.e., activities can commence immediately after funds have been received).

To advance the ‘build back better’ approach, this strategy is committed to enhancing participation and equity among affected communities. Men and women play equally essential roles towards the survival and growth of households. This strategy recognizes the different recovery needs and assets of women, girls, boys and men. It will also make every effort to resist gender stereotypes, take a participatory approach, respect and develop the capacities of women, create feedback loops to listen to and work with grassroots organizations, and ensure the safety of women by providing protection support.

Proposed activities will link with other clusters; most notably Shelter (coconut lumber, skills training, etc.), Health (rehabilitation of the local health infrastructure), WASH (debris clearing and waste management support), Education (rehabilitation of the education system) and Protection (psychosocial support and GBV referrals).
IMPACT AND PROGRESS TO DATE

This section describes the impact of the typhoon across key sectors and how the Early Recovery and Livelihood Cluster and the Food Security and Agriculture Cluster have so far addressed these challenges.

Clearing and debris/waste management

Over one million houses, government administrative and social service facilities, as well as many enterprises and commercial centres, have been totally or partially destroyed by the Typhoon, creating massive amounts of debris, with nearly one million tons in Tacloban alone. That sheer volume of debris has had a major impact on social service delivery and on the economy of the region. Removing this debris, including recycling, extracting and managing harmful waste (e.g., medical waste) and managing municipal waste collection in a sustainable manner, is a top priority, and a necessary condition to start or facilitate immediate, medium- and long-term recovery and development work.

Clearing activities contributed significantly to the gradual shift to normalcy by improving access to public and community infrastructure as well as by minimizing health and safety risks. A great deal of progress has already been made with debris being cleared from 372 schools; 397 day-care centers; 321 municipal buildings; 350 km of canals, 979 km of roads; 14 hospitals; and about 250 other essential infrastructures. In Tacloban alone, where the debris load has been highest, approximately 500,000 cubic metres (nearly 50 per cent of the overall debris) of waste has already been removed with nearly 300 truckloads of waste being moved on a daily basis. Up to 35,000 men and women have been employed as temporary workers in debris-clearing activities. Several provisional dumpsites have been established to accommodate debris on a temporary basis. The Tacloban City dumpsite at Santo Niño has been commissioned and initial work to move debris from those provisional dumpsites to this site has started. In urban areas, approximately half of the removed debris is directly sorted by the population and usable materials such as wood, iron and bricks are recuperated for immediate reconstruction.

As well as the large quantities of general debris, work has also begun work on identifying and clearing areas contaminated with hazardous wastes. One hospital in particular (Bethany Hospital in Tacloban City) has received the services of a specially trained and equipped hazardous material removal team. This team has removed an upwards of 10,000 used needles and syringes as well as stored samples of human tissue which had been unearthed from their damaged long-term storage area on site and strewn across the grounds. Ten other hospitals within the Tacloban area have been assessed and provision of the same services across the area has been prioritized.

As part of a sustainable response to the management of hazardous waste, a capacity-building programme including the LGU and all the hospitals in Tacloban City has been created. This programme aims to reduce the amount of healthcare waste requiring specialist and expensive treatment through the institutionalization of “no-cost-best-practice” solutions such as segregation.

Coconut tree clearing

Nearly 42 million trees were damaged or destroyed and more than 1 million coconut farmers affected. Nearly 60 per cent of small-scale coconut farmers live in poverty, are often land-poor and are at high risk of falling into debt if they do not receive support.

Under the umbrella of the Philippine Coconut Association (PCA), the clearing of fallen coconut trees has begun. Many small- and medium-sized private entrepreneurs have already started logging and selling coconut lumber, while organizations such as Samaritan’s Purse or Oxfam have set up community-based programmes liaising with coconut tree cooperatives. Cluster partners in Roxas have started the clearing of fallen trees in six communes of the Capiz area. Despite these activities, the estimated gap remains significant.
Agriculture/fisheries

The Philippines’ economy is highly dependent on agriculture (crops, poultry and livestock, fisheries and forest products). Two thirds of fishing communities have been severely affected, losing crucial equipment such as boats, nets and cages. Close to 30,000 fishing boats were destroyed or lost. Some 1.8 million farmers have been affected, of which 70 per cent are defined as vulnerable temporary workers. One million tons of crops were lost over an area of 600,000 damaged hectares.

The severely affected regions are important agricultural areas. In particular, Western Visayas is the second largest rice-producing region and the number one sugarcane-producing region in the Philippines. Region VIII alone is also the second most important coconut-producing region in the country, and indeed because of the wide extent of damage to coconut trees affecting over half of all the areas in region, coconut-dependent farmers have been the most hard impacted in the medium to long term, with the greatest overall sector losses.

In coastal areas, fishing is the principle means of livelihood for 15 per cent of households; inland, farming is the most common livelihood with 45 per cent of household relying on farming or agricultural wage labour as their main source of family income. Women agricultural workers are particularly vulnerable. Rural women contribute to 60 per cent of food production, but are much less likely to be part of reform or support programmes or be able to exercise control over land or water resources—leaving them with fewer coping mechanisms after the typhoon.

Almost a third of households in affected areas have borderline or poor food consumption levels. The coastal areas of Eastern Visayas and the Western coastlines of Samar and Leyte have the highest proportion of severely food insecure households. While rice was largely harvested just before Yolanda hit, the destruction of seed stocks and the damage caused to cropland had an impact on subsequent harvests. With high winds and the storm surge, coastal fishing communities have suffered the highest rates of asset loss and livelihood setbacks.

The Food Security and Agriculture Cluster responded rapidly to the most urgent needs of affected farmers in the December/January planting season. A total of 109,428 households received seed packages, thereby securing the rice-planting season. Distribution of fertilizer to the farmers is ongoing.

To support the huge challenge of rebuilding the coconut sector, the Philippine Coconut Association (PCA), Department of Agriculture, and cluster partners have set in motion a major strategic consultation and coordination process on how to support the agricultural livelihoods recovery of coconut farmers in the affected areas, with an initial stakeholder workshop in region VIII in mid-February.

Based on their rapid assessment and distribution process, the Bureau of Fisheries and Aquatic Resources (BFAR) estimates that more than 7,000 boats were already repaired/replaced as of 30 January 2014 (in three regions) through the distribution of boat repair kits. Similarly, the BFAR has distributed 10,000 sets of fishing gear out of the total target of 45,000 sets. The BFAR is currently fabricating fish cages that will be distributed to the various mariculture parks to replace cage-farming systems that were completely destroyed.

Almost 6 million workers are estimated to have been directly affected in nine regions, according to the Reconstruction Assistance on Yolanda (RAY) plan. Of the 2.6 million considered vulnerable, about 1.11 million (37 per cent) work in the service sector and the rest in industry. Among this vulnerable group, women account for 42 per cent.

For most livelihoods, income earnings have been cut in half. This has resulted in an increase in the amount of people looking for work. In urban areas the number of people seeking work is up by 10 per cent (compared to pre-Haiyan levels). Daily labour (unskilled and non-agricultural) has been severely impacted, with 42 per cent of daily workers currently in search of work, hence the importance of emergency employment programmes.

While services and industry are recovering well in most areas, region VIII is lagging behind due to the continued shortage of power, the depletion of stocks through looting in the days following the typhoon, and damage to key supply chain infrastructure (warehouses, markets, etc.).

The focus to date has been on short-term immediate employment, largely in debris clearing and waste collection activities, which were conducted in 59 municipalities out of 171 priority municipalities. Approximately 35,128
workers were employed in cash-for-work schemes that, in turn, supported 175,640 households to purchase daily needs in local markets.

Over 1.1 million people have received cash assistance in the form of conditional and unconditional cash transfers from humanitarian partners since the beginning of the response. Partners in the Food Security and Agriculture Cluster distributed USD 7.9 million in January alone.

The Philippine Disaster Recovery Foundation (PDRF—a private sector consortium), together with SMART Telecommunications, the Land Bank of the Philippines and a national wholesale trader recently entered into a partnership for the use of electronic payments/cash transfers for micro-enterprises such as sari-sari (variety stores), which is a largely female driven enterprise. To date, there are 70 sari-sari stores revived in Tacloban City using this innovation and there are plans to expand to other geographic areas and micro-enterprises such as eateries.

**Local Government Units**

The Rehabilitation Assistance on Yolanda (RAY) estimates the total damage to the Local Government Sector to be approximately USD 100 million. This includes damage to barangay halls, multipurpose government buildings, fire stations, as well as to other important LGU-owned buildings and infrastructure.

Local Government Units (LGUs) are responsible for basic service delivery, such as health and social welfare, sanitation and waste collection and disposal, primary education, infrastructure maintenance and development (local roads and bridges, public markets, multipurpose halls, etc.), electricity and telecommunications, and agricultural support services. Total LGU expenditure represents 20 per cent of the total annual budget of the Philippines. Under the NDRRM Framework, LGUs are expected to be on the front line of the delivery of services during and in the aftermath of disasters. Typhoon Haiyan has severely disrupted local government infrastructure and operational capacity across the 171 municipalities in the eastern Visayas region. The operational infrastructure of the LGUs—facilities, infrastructure and operational assets—have been lost or damaged. In some LGUs, the operational capacity in terms of personnel has been compromised.

Damage was particularly severe in municipalities along the eastern seaboard of Samar and Leyte that were directly impacted by the storm surge. In many of these areas, local government facilities will need to be entirely rebuilt, and also relocated to safer and less hazard-prone locations. In regions further to the west, damage was mainly caused by the high winds destroying roofs and damaging structures, followed by water damage to records, equipment and wiring from subsequent rains.

The post-disaster assessments estimate that close to 80,000 public sector workers were affected. The immediate and mid-term impact on the availability of human resources within the administration, at the different levels, must thus be assumed to have been—and still to be—high, and to have a considerable impact on the LGU capacity to continue to deliver both social and administrative services.

The projected decline in Gross Domestic Product is also expected to result in substantial tax revenue forgone. The Asian Development bank estimates missed tax revenue to be as much as USD 50 to USD 179 million in 2013 and 127 million Pesos in 2015. These lost income figures are thus even higher than the direct physical damage to LGU assets as a result of the disaster.

The decision to impose a no-dwelling zone and to relocate families living within it will also pose a major challenge to LGUs and other concerned government bodies. Capacity will be required to carry out accurate hazard mapping and to think through and implement the best risk reduction and mitigation measures. Support will also be required to ensure that plans to relocate significant numbers of people away from the no-dwelling zones are rights-based and follow agreed minimum standards of due process.

Many LGUs also lost public records such as land titles, birth and citizenship records and local licenses, and the capacity to retrieve these is urgent and critical, as it impacts on the capacity of businesses to operate and of citizens to access social services. In addition, the impact on the private sector is such that it will be years before the private sector offsets losses incurred against future revenue and therefore return to a position of being taxably profitable. This will further complicate local governance, as budgetary pressures placed on LGUs have increased substantially.
ACTIVITY I - ACTIONS THAT MUST URGENTLY TAKE PLACE AS A PRECONDITION TO RECOVERY

1. Clearing and debris/waste management

While the initial activities have had a positive impact by opening access that has facilitated relief/emergency assistance (as well as the subsequent early recovery work, which is gradually intensifying) and helping to forestall the potential outbreak of diseases, the volume of remaining debris means that there is still a considerable amount of work to be done over the next six months. The priority will be to clear an additional 200,000 cubic metres of debris in Tacloban and outlying areas. Added to this, there will also be a focus on moving waste from the temporary dumpsites that have been established to permanent landfill sites. In tandem with this, support will be provided to build municipal waste management capacity to include the specific management of toxic and medical waste.

In the coming months the priorities will be:

- A focus on debris removal from the more remote barangays (the initial focus was on Tacloban as the needs were acute);
- Ensure the effective location and management of waste disposal; including decommissioning temporary dumpsites and removing waste to the permanent landfill sites. These include dumpsites under the Tacloban Hub (Tacloban, Palo, Tanauan, Tolosa, Dulag and Mayorga); Ormoc Hub (Ormoc, Kananga, Naval and Biliran); Guiuan Hub (Guiuan, Hernani, Salcedo, Basey, Giporlos and Lawaan); and Roxas Hub (Panay and Estancia);
- Increased recycling of useable material;
- In parallel to the above, gradually build up the capacity of municipal and barangay authorities to fully take over the management of municipal waste;12;
- Capacity-building for communities in strategic waste management planning;
- Supporting LGUs for establishment of hazardous waste and health care waste transfer stations.

Detailed operational plans for each of these activities are being developed in consultation with municipal authorities and Local Government Units (LGUs).

Challenges and solutions

Debris removal and waste management activities are running well, but currently rely entirely on external funding and cluster partners. Given the resource-intensive nature of the activity, any short-term transfer of this responsibility back to the municipalities is not feasible. However, an exit strategy that hands back responsibility for waste management to local government needs to be urgently agreed with the concerned municipalities, so that over the next six months responsibilities can be gradually handed over. This handover would start with management and oversight responsibility for waste management and incrementally move to full operational responsibility.

Apart from the bulk debris, many institutions (e.g., hospitals, authorities, etc.) have accumulated medical waste (sharps and needles, damaged medicines, etc.) as well as other hazardous waste (e-waste, PCBs in transformers, asbestos, etc.), which will need to be disposed of in a proper manner.

Total funding required

A detailed budget for waste management, covering the above priority activities in the different hubs, has been worked out. It includes the transfer of debris material from nearly 70 temporary dumpsites to the permanent dumpsite, as well as the capping and closure of the permanent dumpsites. It also includes the removal and improved management of hazardous debris (including medical waste). This operation will need to be undertaken
The Philippines

EARLY RECOVERY, LIVELIHOOD AND AGRICULTURE PLAN

and completed in the next six months, and relies heavily on plant equipment, such as bulldozers, backhoes, etc. The budget requirement is USD 8 million.

For the remaining priority debris removal outlined above, calculations show the need for maintaining a work crew under cash-for-work (CfW) of about 3,000 to 4,000 labourers. Combined with the equipment cost associated with debris removal, this would amount to USD 4 million over the next three months.

**Total funding required for debris clearing: USD 12 million**

2. Coconut tree clearing

<table>
<thead>
<tr>
<th>Region</th>
<th>Trees</th>
<th>Area (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region IV-B</td>
<td>114,296</td>
<td>1,143</td>
</tr>
<tr>
<td>Region VI</td>
<td>6,987,805</td>
<td>69,878</td>
</tr>
<tr>
<td>Region VII</td>
<td>1,090,541</td>
<td>10,905</td>
</tr>
<tr>
<td>Region VIII</td>
<td>33,944,402</td>
<td>339,444</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>42,137,044</strong></td>
<td><strong>421,370</strong></td>
</tr>
</tbody>
</table>

Source: PCA

The coconut sector is the second most important agricultural sector in the Philippines in terms of planted area, number of dependents, and share of agricultural exports. Overall, the PCA estimated that in the Eastern Visayas region, where Typhoon Haiyan caused the most devastation, an estimated 33 million coconut trees, across 295,191 hectares of land, have been damaged, putting at risk the livelihoods of more than 1 million farming households. These include small-scale farmers, tenants, farm workers and their families. While many small- and medium-sized enterprises have already started logging using mobile sawmills, their focus is on the areas easiest to reach and progress to date has been slow. Farmers need to clear fallen trees before they can replant and the sale of these fallen trees will provide urgently needed cash relief. However, existing chainsaw and sawmill capacity is stretched. Added to this, the fallen trees will rot and become susceptible to insect infestation if not cleared before July/August of this year. Augmenting the current capacity with the provision of chainsaws, the use of animal traction, and CfW programmes will be the key priorities of this strategy.

Under the two proposed activities below, an estimated 7 per cent of the total amount of severely damaged trees throughout the affected areas will be removed, benefiting primarily the 500,000 small coconut plantation owners (0.5 to 1 ha plantations), who will have an estimated 50 per cent of their land cleared if the project is fully implemented.

a) Coconut tree removal and production of quality lumber for building shelters

It is estimated that 10 to 12 trees worth of lumber is required to build one core house (or 1 to 2 trees for roofing materials only). The target for the next four months is to remove and mill 1.6 million trees to produce lumber for over 150,000 houses (or, alternatively, with the same amount of lumber, material for over 800,000 house roofs).

Coconut tree removal will be prioritized for small landholders—approximately 500,000 trees. CfW crews of five, supported by two water buffalos, will be mobilized for tree collection and hauling. Specialized partners, including private sector partners, will be identified locally for tree processing into lumber, with additional equipment provided as required. Small holders will be paid the pre-Yolanda rate for the logs of USD 4 per tree. They will also be eligible to participate in the CfW crews, thus providing them with an important cash input to invest.

Source: OCHA
Forty per cent of the lumber produced will be passed on to the Shelter Cluster; the other 60 per cent will be kept by farmer cooperatives and sold through the regular market channels.

When milling is undertaken by the private sector, a to-be-negotiated percentage of the lumber produced will be retained by them as payment for their services. They may also be involved in the sale/delivery of the remaining lumber, under conditions and at prices to be negotiated and as recommended by the Shelter Cluster.

b. Tree removal for other wood-based livelihood development

As the window remaining for tree removal is limited (July/August) and since operational capacities are such that the maximum target under (a) above cannot exceed 1.6 million trees, this second component targets the rapid removal of a larger number of trees—3 million—but with only limited processing (removal of the bark; the crown that hosts beetles; and fumigation and storage). Assuming crews of five people being capable of extracting 20 trees per day, this programme would employ 8,000 to 10,000 people (including transport crews) over the next six months. Cash-for-work payments would represent about 50 per cent of the total cost of this programme.

These slightly processed trees would be stored, under the responsibility of the LGUs, PCA and/or cooperatives for future processing. That future processing could include the following:

- Continue timber production for shelter and other building purposes;
- Production of pellets for furniture (for which capacities exist in country);
- Production of furniture and flooring;
- Production of charcoal;

Again, under this programme the removal of logs will be done under the cash-for-work modality; small holders will be targeted on a priority basis, and small holders will be paid for the logs removed from their holdings.

To the extent possible, private sector partners will be engaged, and any revenue from market-based timber distribution will be deducted from the programme cost or be reprogrammed into other coconut sector-related activities.

Challenges and solutions

As this is a time-critical programme, there is an urgent need to identify the most vulnerable coconut farmers in need of assistance. Cluster partners and PCA staff will visit all small- to medium-sized enterprise farming cooperatives to engage with the most vulnerable farmers.

To the extent possible, private sector partners will be engaged, and any revenue from market-based timber distribution will be deducted from the programme cost or be reprogrammed into other coconut sector-related activities.

Funding required

Based on a preliminary estimate, the first activity under this programme would cost an average USD 10 per tree recovered and processed into lumber, or USD 16 million for the entire programme of 1.6 million trees (figures to be further refined during more detailed operational planning).

The second activity for circa 3 million trees would cost an estimated USD 19 million, or ~USD 6 per tree due to the lower level of processing required.

Total estimated cost for this activity: USD 35 million
ACTIVITY II – LIVELIHOOD SUPPORT

1. Fisheries

Fisheries targeting; Table 2

<table>
<thead>
<tr>
<th>Region</th>
<th>Affected HHs (fishing families)</th>
<th>Estimated HHs in urgent need of livelihood assistance</th>
<th>Estimated HHs who are fishing families targeted through the strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region IV-B</td>
<td>4,178</td>
<td>4,178</td>
<td>3,3</td>
</tr>
<tr>
<td>Region VI</td>
<td>13,742</td>
<td>11,742*</td>
<td>9,5</td>
</tr>
<tr>
<td>Region VIII</td>
<td>21,644</td>
<td>13,644</td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>39564</td>
<td>29,546</td>
<td>24,800</td>
</tr>
</tbody>
</table>

Over 39,500 fisher families have been affected by the typhoon; consisting of those involved in fisheries and aquaculture. This figure includes more than 25,000 fisher families that lost fishing capacity due to damaged or lost fishing boats and over 14,000 families involved in aquaculture, i.e., seaweed farming, shellfish farming and bivalves farming, as well as families involved in post-harvest activities. The overall number of people affected is approximately 400,000, due to the multiplier effect; as per each person involved in fishery production there is usually five people involved in indirect activities. The regions affected also account for around 44 per cent of total national fish production.

The immediate goal is to restore fishing capacity, especially for fishers who have no financial capacity to repair or replace fishing boats. Fishing gear such as gill nets, hooks and lines, seaweed farms, fish cages, bivalve culture structures, as well as government- and privately-owned aquaculture facilities have also been damaged and need to be restored.

The process of the rehabilitation of small-scale fishers and small-holder mariculture farms is an opportunity to introduce more responsible fishing practices, better and cleaner mariculture practices, the diversification of commodities, improved post-harvest and value-adding, and the culture of full-cycle, high value species for more resilient livelihoods and improvements in the quality of life of poor fish farmers.

While the provision of fishing assets and facilities would address immediate livelihood needs, any placement of these physical resources must consider the pressure these could create on fishery resources and the long-term food security of fisher folk. To be able to measure the impact of the typhoon on fish stocks, coral reefs, mangrove forests, etc., rapid ecosystem assessments must be done in affected coastal municipalities. These will confirm the priority activities and scale of programmes required. The ecosystem assessments should factor in the coastal management systems (e.g., mangrove reforesting, fish sanctuaries) that were in place prior to Haiyan.

The following are the main activities that the FSAC partners will be prioritizing to support the recovery of fishing communities:

Restoration of fishing boats and gear

The strategy will target the replacement and repair of 15,000 small fishing boats. Rehabilitation efforts will target marginalized fisher families in the poorest coastal areas that have been deprived of livelihoods, fish food, and income and are largely unable to revive their livelihoods due to financial constraints.
Seaweed farming
The FSAC partners will provide inputs and materials to restore seaweed farming for the production of seaweed. The inputs include propagules. As this a female drive activity and therefore beneficiaries will mostly be women.

Fish and bebalves culture
Partners will provide material and inputs to repair and replace fishing cages and bivalves lines. This is expected to restore production and increase household income.

Post-harvest
Restoring the livelihoods of women fishers in trading, drying, and processing fish. This is another predominantly female driven sector, hence the emphasis on targeting women through this intervention.

Mangrove planting
Rehabilitation of mangrove areas through the provision of propagules and using cash for work in replanting. Mangrove areas are critical in the reproduction of fish; hence this activity will help to rebuild the fish stocks.

Challenges
Overall, there are issues related to overfishing, poverty and landlessness which need to be taken into account. There is need for FSAC partners to work towards enhancing resource management activities, in fisheries, to ensure better and steadier catches. This includes building more sustainable fishing vessels and supporting the government’s marine resource management efforts.

There are issues related to land ownership and insecure tenure status, given many fishing communities are situated on the publicly owned foreshore. Fishing communities by economic necessity live close to the seashore. The poorest live in informal settlements. This poses particular challenges in the implementation no-build zones along disaster-prone shorelines. Any resettlement process must take into special account the need of fishing communities and the facilities and landing sites they require, as well as land tenure appropriate to their means of living. While tenure status is not part of the early recovery activities, it is important that settlement reforms are taken into account when planning and delivering early recovery and longer-term activities.

Based on past experience (especially with the Indian Ocean Tsunami of 2004), FSAC partners have been raising awareness of the risks posed to existing fishing stocks by the massive distribution of fishing boats and inappropriate nets and the subsequent risks of overfishing. The decline in municipal fisheries production in the past years and the dominance of ‘lesser species’ as well as juvenile sizes in the catch composition of small-scale fisheries also indicate that the sustainable yield levels in municipal waters may have been reached. The introduction of more fishing boats other than those existing pre-typhoon is anticipated to exacerbate this issue. FSAC and the BFAR are setting up a coordination mechanism to advise and monitor boat distribution, to ensure that such efforts will not lead to overfishing. More importantly, the Cluster has emphasized that rehabilitation efforts should be underpinned by significant initiatives on adoption of the ecosystem approach to fisheries management.

Funding required: Table 3

<table>
<thead>
<tr>
<th>Item</th>
<th>Estimated Number</th>
<th>Funding gap, in US$ (million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Repair and replacement of fishing boats</td>
<td>15,000</td>
<td>2</td>
</tr>
<tr>
<td>Supply of gears and engines</td>
<td>25,000</td>
<td>4.4</td>
</tr>
<tr>
<td>Re-establishment of seaweed farms</td>
<td>3,000 families</td>
<td>2</td>
</tr>
<tr>
<td>Fish Processing (7,000 women)</td>
<td>7,000</td>
<td>4.7</td>
</tr>
<tr>
<td>Mangrove rehabilitation (1,000 hectares)</td>
<td>1,000</td>
<td>.7</td>
</tr>
<tr>
<td>Mariculture parks</td>
<td>4,000 mariculture farmers</td>
<td>2.7</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>16.5</td>
</tr>
<tr>
<td>Funding received</td>
<td></td>
<td>8.5</td>
</tr>
<tr>
<td>Remaning gap</td>
<td></td>
<td>8</td>
</tr>
</tbody>
</table>
2. Coconut farmers

Target Coconut Farmers: Table 4

<table>
<thead>
<tr>
<th>Region</th>
<th>Total HHs (population)</th>
<th>Affected HHs</th>
<th>Estimated HHs in urgent need of livelihood assistance</th>
<th>Estimated HHs targeted through the strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region VI</td>
<td>1,318,124</td>
<td>69,878</td>
<td>42,500</td>
<td>11,782</td>
</tr>
<tr>
<td>Region VII</td>
<td>1,223,679</td>
<td>10,905</td>
<td>7,500</td>
<td>7,500</td>
</tr>
<tr>
<td>Region VIII</td>
<td>820,264</td>
<td>339,444</td>
<td>200,000</td>
<td>90,000</td>
</tr>
<tr>
<td>Total</td>
<td>3,362,067</td>
<td>420,227</td>
<td>250,000</td>
<td>109,282</td>
</tr>
</tbody>
</table>

There is an urgent need to support over quarter of a million coconut farmers to establish alternative livelihoods, as they will have no coconut-based incomes in the next few years and many are reliant on landowners’ decisions on how to use the land going forward.

In the short term, the focus will be on meeting their immediate food needs and providing alternative livelihoods. There is need to support small-holder coconut farmers across agroecosystems and of different tenurial status, to include small landowners/agrarian reform beneficiaries, tenants, and farm workers. This should also include women coconut farmers, who are a significant part of the labour force but who are often not included in the official register of coconut farmers. Landless farm workers, who do not have access to lands for intercropping and are often very poor, require special livelihoods support and employment.

A market analysis is required to confirm the viable alternative livelihoods options. The following are the main activities that the FSAC partners will be prioritizing to support vulnerable coconut farmers:

Type of activities by beneficiary category

Beneficiaries with access to land (small landowners, Agrarian Reform Beneficiaries with Certificate of Land Ownership Award)

- Intensification and diversification of coconut areas through intercropping and livestock integration (with fruit trees, banana, abaca, corn, legumes, root crops and vegetables; free range chicken and native swine) with the target of eventually evolving a more climate-resilient, multi-storey, coconut-based cropping system.

- Provision of carabao and animal-drawn farm implements as well as small power tillers, small farm tools, quality seeds, fertilizers and post-harvest equipment for rice, corn and a variety of intercrops to support timely farm operations, good production practices for high yields, reduction of post-harvest losses.

- Integrating soil conservation strategies and technologies in sloping and hilly coconut areas through contour farming, Slopping Agricultural Land Technology and conservation farming with trees.

Beneficiaries with limited access to land (tenants, lease holders and caretakers)

- Intercropping involving short-term and semi-permanent crops (banana and abaca) and provision of livestock/poultry.

Beneficiaries without access to land (farm workers, displaced workers in coconut value chains, small copra traders)

- Backyard vegetable production and provision of livestock/poultry (free range chicken and native swine).
The Philippines

EARLY RECOVERY, LIVELIHOOD AND AGRICULTURE PLAN

- Participation in home-base and communal enterprises (crop nursery, value-adding and processing of intercrops (corn grits, banana catsup or chips, abaca handicrafts and paper, mung bean and vegetable noodles)

- Developing a community food system through home, school and communal vegetable gardens integrated with small fruit-bearing crops (e.g., calamansi, papaya, guava, native berries, 45-day banana) to improve food security and nutrition of farm families.

- Establishment of community-based plant nurseries for propagation of improved coconut varieties, forest/fruit trees, grow-out of micro-propagated banana and abaca to have disease-free planting materials, and production of ready-to-transplant vegetables seedlings as income-generating enterprise while providing affordable, high-quality planting materials year round. Home- and community-based processing and value-adding enterprises of intercrops (corn grits, banana catsup or chips, abaca handicrafts and paper, mung bean and vegetable noodles, among others) to benefit from the intercrops’ value chains.

The above interventions by beneficiary group/category would improve food security, provide more resilient diversified sources of income throughout the year and build up savings.

Challenges

There is an immediate need to clear the fallen trees so that land can be prepared for planting vegetables and fast-growing crops, as well as for replanting coconuts. The FSAC will continue to work with the Early Recovery and Livelihoods cluster on this issue.

Current landowner and tenant-farmer agreements will also need to be amended to recognize that coconuts will no longer be the primary income source.

A major challenge will be the sourcing of high-quality planting materials and animal stock.

Funding required

Support to coconut farmers will be focused on regions VI, VII and VIII. This is the largest livelihoods support needed, which will cost about USD 51 million, in support of about 109,282 farmer households.

Budget details, Support to coconut farmers; Table 5

<table>
<thead>
<tr>
<th>Type of input</th>
<th>Quantity</th>
<th>Unit Cost (US$)</th>
<th>Total (million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planting materials and seeds</td>
<td>109,262 sets</td>
<td>148</td>
<td>16</td>
</tr>
<tr>
<td><strong>Fertilizers</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inorganic</td>
<td>72,126 bags</td>
<td>30</td>
<td>2</td>
</tr>
<tr>
<td>Organic</td>
<td>36,063 bags</td>
<td>17</td>
<td>.6</td>
</tr>
<tr>
<td>Draft animal (with implements)</td>
<td>7,213 heads</td>
<td>1,05</td>
<td>7</td>
</tr>
<tr>
<td>Free range capon</td>
<td>398,693 heads</td>
<td>5</td>
<td>1.9</td>
</tr>
<tr>
<td>Cattle</td>
<td>7,213 heads</td>
<td>20</td>
<td>5.9</td>
</tr>
<tr>
<td>Animal feeds</td>
<td>7,213 sets</td>
<td>20</td>
<td>.14</td>
</tr>
<tr>
<td>Farm machineries</td>
<td>1,442 sets</td>
<td>3,49</td>
<td>5</td>
</tr>
<tr>
<td>Post-harvest equipment</td>
<td>721 sets</td>
<td>2,9</td>
<td>2.1</td>
</tr>
<tr>
<td>Food processing equipment</td>
<td>721 sets</td>
<td>2,325</td>
<td>1.6</td>
</tr>
<tr>
<td>Capacity building (technical training and DRR)</td>
<td>Lump sum</td>
<td></td>
<td>7.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td>51</td>
</tr>
<tr>
<td>Funding received</td>
<td></td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Remaining gap</td>
<td></td>
<td></td>
<td>43</td>
</tr>
</tbody>
</table>
3. Non-agriculture livelihoods

<table>
<thead>
<tr>
<th>Region</th>
<th>Affected Workers</th>
<th>Affected vulnerable workers (in urgent need of livelihood assistance)</th>
<th>Livelihood Activities (Completed, Ongoing and Planned)</th>
<th>Gap</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region IV-B</td>
<td>91,488</td>
<td>34,405</td>
<td>17,536</td>
<td></td>
</tr>
<tr>
<td>Region VI</td>
<td>695,092</td>
<td>237,64</td>
<td>62,1</td>
<td></td>
</tr>
<tr>
<td>Region VII</td>
<td>1,644,604</td>
<td>400,126</td>
<td>37,55</td>
<td></td>
</tr>
<tr>
<td>Region VIII</td>
<td>1,067,323</td>
<td>371,714</td>
<td>288,032</td>
<td>83,682</td>
</tr>
<tr>
<td>TOTAL</td>
<td>5,585,671</td>
<td>1,043,885</td>
<td>405,218</td>
<td>83,662</td>
</tr>
</tbody>
</table>

In order to bridge the transition between early recovery and longer-term recovery, it is critical that restoring livelihoods, temporary employment, and resuming national and local government services are the made priorities in the next six to nine months. The following are critical activities to be undertaken for the restoration of non-agricultural livelihoods during this period:

a) Rapid rehabilitation of affected urban economic infrastructure

The Department of Social Welfare and Development (DSWD) will be continuing its CfW activities in priority municipalities. This work is being augmented by a World Bank loan of USD 480 million to support local rehabilitation. It is expected that most of the activities focusing on local rehabilitation can be implemented in the next three to six months. To accelerate implementation, the World Bank has authorized the application of its special procedures applicable to emergency contexts. In addition, the Asia Development Bank has made available a loan of USD 340 million to the same programme, which is now under consideration by the Cabinet.

Against this backdrop, the recovery of the service and industry sectors has been uneven across regions, with the most affected areas of region VIII lagging behind due to continued power shortages, the destruction of key supply chain infrastructure, and the depletion of stocks due to the storm surge and looting. Hence, the proposed activities are exclusively targeted at the most affected areas of region VIII.

Based on this, the ER&L Cluster will undertake activities that complement the work of DSWD with a focus on the following:

- Repair and construction of access roads;
- Restoration of water supply, energy transmission, local markets, and vending stations.

Through this approach, local workers, community associations and the private sector (small contractors); will work together to rehabilitate and repair local public infrastructure. Equal opportunities for men, women and youth will be promoted taking into account the best interests of children and ensuring the prohibition of child labour. Inclusion of women and youth in the decision-making and planning is recommended to ensure that labour-intensive works expand to non-traditional work.

Challenges and solutions

When planning projects, there will be a need to avoid duplication and ensure that the most vulnerable are enrolled into the programme. Close coordination with DSWD will be essential to avoid overlap and ensure that the most vulnerable are targeted.

Communities and LGUs should also be included in the development, implementation and monitoring and evaluation of repair and reconstruction projects to ensure they are aligned with community and local government priorities. In doing so, sustainability mechanisms can be built at a later stage into the local development plans and budgets.
The Philippines

Funding required

It is estimated that a project hiring 30 workers at a cost of USD 300 per person for a 30-day period (using regional minimum wage, social protection benefits, personal protective equipment and small hand tools) will represent a total wages of USD 9,000. It is estimated that the total cost of one project will be USD 20,000 including material, equipment, management and supervision costs. This costing of materials and number of workers will depend largely on the specific needs in the area and the project that will be identified. Only those projects which can be completed within the next six months will be selected.

Within the next six months, 600 projects at USD 20,000 each will be implemented in order to reach 18,000 workers.

The total budget for quick rehabilitation of affected urban economic infrastructure is: USD 12 million

b) Skills training

The Technical Education Skills Development Authority (TESDA) had already conducted a nationwide Labour Market Intelligence Report on Skills Demand and Supply mapping for every province before Typhoon Haiyan. This mapping exercise identified the priority skills needed per sector and location (regional/provincial) from 2014 to 2016 and serves as a guide on the programmes and services that will be provided.

The project will support the restoration of pre-Haiyan critical livelihood activities and alternative employment through the provision of short-term skills training, community-based training and other types of demand-led training.

It will start with quick and intensive training to equip affected workers with necessary skills to restore the pre-typhoon livelihood activities and seize new employment opportunities that are opening up as the recovery process progresses. The reconstruction of a large number of housing and common facilities has led to a large demand for skilled workers in the construction field in carpentry, masonry, tiling, roofing, concrete fixing, welding, domestic electrical installation, domestic plumbing, basic furniture-making and repair work. Boat repairing, maintenance of engines, welding, carpentry and electrical skills are also needed for restoring pre-Haiyan livelihoods. The use of chainsaws that are being purchased for the clearing and processing of fallen coconut trees into coconut lumber will also be an opportunity. Skills training in support of tourism and other service-related sectors will be offered based on demand and local needs. These will include trainings on the repair and maintenance of motor vehicles and motorcycles, electrical appliances, hotel and restaurant services, commercial cooking, food and beverage services and bookkeeping.

Based on market analysis, the training will target sectors where skills gaps are most pronounced and the project will identify and support unemployed and underemployed individuals. The gender dimension will be considered when selecting short courses to avoid a reinforcement of traditional occupations for both men and women. In 2012, the TESDA made mandatory the inclusion of Gender Sensitivity Training to all technical vocational skills training modules. Targeting disadvantaged out-of-school young people will allow many to find work within their locality and reduce risks of migration.

Skills development for wage employment and self-employment will be delivered with the Technical Education and Skills Development Authority (TESDA) through short courses that will include both technical and ‘soft/generic’ skills including financial literacy, communication/negotiation and job-searching. The identification of technical skills training courses to be offered will be aligned with the private sector as well as the LGU Comprehensive Land Use and Development plans.

Challenges and solutions

There is inadequate labour-market information on the supply and demand for skilled workers. A projection of key employment-generating industries and requirements for skilled workers within the next two years will determine the number and type of skills training to be provided.

Private training institutions accredited by TESDA and other private sector groups are also offering priority skills training in nearby provinces. This will require good coordination. Technical vocational school laboratories and tools will have to be assessed and supported to ensure that identified training institutions have enough equipment, tools and classrooms.
Funding required

It is estimated that a short course in TESDA will cost USD 700 per person, which includes tuition fees, allowances, small tools, start-up kits and management support costs. Some 7,800 workers will be trained on short courses.

The total budget required for skills training is USD 5.5 million

c) Rapid capital support through small grants in the informal sector

The Tacloban Recovery and Sustainable Group led by the City Mayor of Tacloban is in the process of developing its Comprehensive Land Use Plan (CLUP) and has requested humanitarian assistance to also support the restoration of urban livelihoods.

Small traders (with a high percentage of women and young workers) have been hit hard by the typhoon as they typically lack basic social protection. One hundred days after the typhoon, the City Government of Tacloban released an update of the operating business establishments, which shows that the eatery and variety stores—common sources of livelihood for those belonging to the poorer sector—are slow to recover.

<table>
<thead>
<tr>
<th>Types of Establishment</th>
<th>2013</th>
<th>2014</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eatery</td>
<td>505</td>
<td>18</td>
<td>3.56</td>
</tr>
<tr>
<td>Hotel</td>
<td>58</td>
<td>9</td>
<td>15.52</td>
</tr>
<tr>
<td>General Merchandise/Wholesale</td>
<td>1650</td>
<td>258</td>
<td>15.63</td>
</tr>
<tr>
<td>Sari-sari (variety) stores</td>
<td>451</td>
<td>29</td>
<td>6.43</td>
</tr>
<tr>
<td>Total</td>
<td>2,664</td>
<td>314</td>
<td>11.78</td>
</tr>
</tbody>
</table>

Unconditional cash grants to small vulnerable traders are critical, as there is a direct link between livelihood stability and food security. Unconditional cash (rather than in-kind food, conditional cash or other forms of support) therefore enables people to address their own food security as well as to prioritize cash across other urgent household and livelihood needs. Typically, a vulnerable family spends most of their income on food. If food security is not stable it will not be possible to ensure livelihood security in the future.

In most cases, it may be necessary to provide small traders (e.g., street businesses) with a start-up unconditional cash grant which enables them to restock their items, repair their stalls and recover their assets lost during the typhoon. Small traders may be vulnerable and food insecure, so an unconditional cash grant means they can allocate funds across their business and household needs accordingly. Compared to larger SMEs (small and medium enterprises), smaller traders are often unlikely to have access to credit and low collateral therefore providing unconditional cash grants is more appropriate than conditional grants or loans, which may cause them to go further into debt in order to sustain themselves. As with any cash intervention, this should be based on both an assessment of the household FSL/business needs and a market assessment to ensure that the market is functioning (e.g., prices stable, supply and demand sufficient).

The project will support existing or new microenterprises. Home-based microenterprises in relocation sites may also be considered. Where possible, starter kits and/or small grants not exceeding USD 300 will be provided, with equal opportunities for women and men. Further support will include improved access to microcredit by working with microfinance institutions and facilitating partnerships with reputable microlending institutions.

Challenges and solutions

Limited capacity and cash in-hand make cash grants susceptible to being used for activities that are not related to starting the microenterprise (e.g., for meeting daily requirements and family emergencies). The project could build on the initiative launched by the private sector led by the Philippine Disaster Recovery Foundation (PDRF) together with SMART Telecommunications, the Land Bank of the Philippines and a national wholesale trader, which recently entered into a partnership for the use of electronic payments/cash transfers for microenterprises such as sari-sari (variety stores). To date, there have been 70 sari-sari stores revived in Tacloban City using this innovation and it can be expanded to other geographic areas and microenterprises such as eateries.
Funding required

Targeted will be 4,000 microenterprises at USD 500 each, which includes enterprise development support, capital grants of no more than USD 300 and technical support.

The total budget required for capital support for the informal sector is: USD 2 million.

The total funding required for non-agricultural livelihoods is: USD 19.5 million

ACTIVITY III – SUPPORT TO DISASTER MANAGEMENT AND SERVICE DELIVERY THROUGH LOCAL GOVERNMENT UNITS

1. Support to improved disaster management

In the Philippines, two significant national policies with substantial bearing on disaster risk reduction and resilience are now in effect. Republic Act 9729, otherwise known as “The Philippine Climate Change Act of 2009”, was signed into law on 24 October 2009, while the Disaster Risk Reduction and Management Act (Republic 10121) was signed in 2010. Both laws, as well as their respective implementation frameworks, have consistently promoted that disasters are reflections of people’s vulnerability and that an integrated approach to social and human development is crucial to reduce risks and vulnerability. Along the above national and regional structure, LGUs have the mandate to lead in preparing for, responding to, and recovering from the effects of any disaster.

Prior to Typhoon Yolanda, LGUs were already challenged with limited human and financial resources for DRRM. Post-Typhoon Yolanda, the big gap identified is the capacity to incorporate and develop strategies for early recovery and rehabilitation. Because of the increased role of the local government in the implementation of the DRRM plan, pre-disaster measures and contingency planning can be more effectively implemented. Hazard mapping and vulnerability assessments should now also be done at the different government levels down to the community level. Most of the local governments do not have the financial and technical capacity and manpower for this undertaking. While the management of the calamity fund has been relaxed to include use for preparedness activities (70 per cent) while retaining disaster response funds (30 per cent), financial resources are not enough to fully implement the local DRRM Plan. There are also challenges at the national and local levels in terms of changing mindsets regarding people’s participation in the process, as some local officials still resort to unilateral decision-making and the use of consultants to draw up the plan for legal compliance purposes.

Given the critical role played by LGUs in managing the disaster response, it is essential that their capacity to lead the recovery, disaster management and risk reduction processes is restored as a matter of priority. In particular, finding the best way to reduce the risk to people living in unsafe zones in an effective and sustainable manner calls for urgent investment in and support to improved disaster management. While the emphasis must remain on quick-wins targeting the most vulnerable households, in particular the populations living in no-dwelling zones, attention will also be given to laying the foundation for continued structural interventions in the subsequent recovery phase, including support for mainstreaming Disaster Management into the local development plans.

a) Disaster Risk Management and protection hubs

The strategy will focus on the coastal LGUs harbouring the most vulnerable households in the risks zones. Based on information received from PDNA, more than 50,000 families are currently slated for relocation in region VI alone, while the total number in affected regions could exceed 100,000 families.

The respect of fundamental human rights requires meaningful consideration to the implementation of no-dwelling zones and the temporary and permanent relocations. In this connection, it will be important to address related implications of the implementation of no-dwelling zones, such as temporary settlements, compensation, beneficiary selection, relocation plans, and possible challenges to the process, such as avoiding the creation of future slums both in relocation sites and in existing sites, reviving livelihoods, ensuring sustainable income and rebuilding the community, the environment, and social capital.
In line with the Government’s Area-Based Planning approach, the Early Recovery and Livelihoods Cluster will support the creation of five Area Disaster Risk Management Hubs, to provide LGUs with information and specialist technical expertise in areas such as human rights and the integration of high-quality DRR planning and processes into LGU plans and systems.

Five regional, well-equipped resource hubs will be created to provide direct support to the LGUs in region VI (Iloilo, Capiz) and region VIII (Eastern Samar, Western Samar, Leyte). Each of the five hubs will be staffed with a team leader and seven experts provided by UNDP, UN-HABITAT, and the Human Rights Commission (vulnerability assessment; land planning and management; resettlement planning; urban planning; disaster management; community mobilization). Given the multitude of protection-related issues surrounding the resettlement plans of the Government, it is envisioned that human rights officers from the Human rights Commission will be embedded within each hub to be able to provide advisory and monitoring support. In addition, the hubs will be supported by two human rights officers (OHCHR—in Tacloban and Manila) and a recovery advisor (HABITAT—Manila-based) tasked with providing the coordination and advocacy link with the Central Government, the HCT, the Shelter Cluster and the Human Rights Commission.

The hubs will:

- Support LGUs in conducting extended site-specific gender-sensitive vulnerability assessment risk analysis to identify the total number of households which could be affected by the Government’s no-dwelling zone recommendation, as well as advice on available risk mitigation options.

- Support LGUs in conducting macro- and micro-level risk assessments and hazard mapping to inform the relocation or reconstruction process, including the location of critical facilities, design of early warning systems, design of physical mitigation measures, etc.

- In areas where relocation is deemed inevitable, provide advice and technical support to LGUs and concerned government agencies to ensure that the relocation process is rights-based and meets minimum standards (as endorsed by the HCT) and that it promotes a holistic approach to relocation or reconstruction through land use planning, site planning, urban planning, recovery planning, and service delivery.

b) Laying the foundation for improved disaster management systems

Under this activity, the following is envisioned:

- Small capital support will be provided to contribute to some operational activities to strengthen disaster response (alarm systems; prepositioned supplies; land use surveying; relocation support; evacuation options).

- Strengthen a multi-hazard Early Warning System (EWS) for the Visayas region. Particular emphasis will be given to the local/community-level elements of the EWS and on improving the institutional involvement of various communication channels; to build capacities in the LGUs to design and update contingency plans including search and rescue, evacuation, relief and early recovery.

- Review the existing inventory of evacuation centres, assess their suitability and identify and implement measures for improving their utilization in emergencies.

Funding required

Total budget required for the five hubs and related support: USD 6.5 million.

A number of activities for disaster management and disaster risk reduction will be undertaken in 50 prioritized LGUs at USD 50,000 per barangay/LGU. Total budget required for disaster management: USD 2.5 million.

**Total budget required for LGU Disaster Management and Disaster Risk Reduction: USD 9 million**
c) Quick impact support to LGUs to resume the delivery of basic services (restoration of minimum operational assets, as well as basic repair of damaged buildings and augmenting the capacity of the LGUs)

The Department of Interior and Local Government (DILG) has earmarked funds to finance the longer-term reconstruction of local government facilities. In the interim, wherever there are demonstrated gaps and the Government is unable to fill them, it is proposed to provide quick-impact assistance for repair, rehabilitation and small-scale rebuilding of LGU facilities in region VIII, using a combination of small grants and skilled and semi-skilled labour sourced through cash-for-work emergency employment schemes under the framework of recovery plans developed by the LGUs with technical assistance from cluster partners. Additional technical capacity and peer support will also be sourced from LGUs in areas unaffected by Typhoon Yolanda as part of the LGU rehabilitation process.

As a part of the recovery strategy, UNICEF will be supporting the 100 most affected LGUs to improve accountability to populations through the humanitarian performance monitoring (HPM) using the Multiple Indicators Survey (MIS). UNICEF is also working with the 40 most affected LGUs to bolster the social services being delivered to the population.

As the recovery planning and implementation challenges become more critical, it is of key importance that the local governance processes are strengthened, so that planning can be locally owned and bottom-up, and that consultation, participation, grievance resolution and transparency processes are reinforced to make this truly participatory, building on the Government’s existing efforts to strengthen community participation and transparency in local governance through the ‘Seal of Good Local Governance’ (formerly the Seal of Good Housekeeping) and the Grassroots Participatory Budgeting Process initiated by the Department of Interior and Local Government.

As LGU capacities are re-established and recovery plans are detailed with suitable technical input, these quick-impact grants will be made available for the implementation of priority activities identified under the LGU recovery plans. These grants will prioritize actions that can enhance the longer-term resilience and sustainability of the local government systems and the local community, and act as a bridge to the longer-term funding to be provided by the Government through DILG. These grants will also act as a catalyst in adopting the enhanced governance mechanisms described above.

**Funding required for quick impact support to LGUs**

Grants ranging from USD 30,000 to 400,000 per LGU, depending on the specific needs and size of the target municipalities, will be provided. This will cover equipment procurement and rehabilitation work, the latter drawing where possible on cash-for-work, with labour sourced from within each assisted LGU area. The larger allocation will allow for a more comprehensive rehabilitation effort, thereby also creating more substantial short-term employment for the urban poor. The community participation component will require the fielding of the necessary nationally-resourced expertise; survey work; and the operational cost for facilitating a process of peer support.

Total budget required for quick repairs through grants (150 to 200 grants): USD 6.5 million. Total budget required for community participation: USD 500,000.

Total budget required for quick-impact support to LGUs: USD 7 million.

**Total funding required for LGUs support for disaster management: USD 16 million**

**ACTIVITY IV - FROM EARLY RECOVERY TO RECOVERY**

The early recovery approach developed in response to Typhoon Yolanda (Haiyan) addresses the critical needs through interventions enhancing a faster resumption of economic activities, stabilizing livelihoods and supporting the restoration of fundamental community services disrupted by the crisis. While a tendency to focus on quick impact is important in the early stages of the response, the Early Recovery and Livelihood Cluster and the Food Security and Agriculture Cluster will work side by side on a smooth transition from Early Recovery to Recovery, together with numerous actors engaged in pursuing similar goals: the Government of the Philippines, UN agencies, NGOs, civil society, the private sector and other international development actors. Well-designed early recovery
strategies will support income generation, domestic consumption and public services. However, moving to rehabilitation and development requires broader strategies aimed at building human capital, promoting opportunities and increasing productivity.

The ‘Philippine Disaster Risk Reduction and Management Act of 2010’ defines ‘Post-Disaster Recovery’ as the restoration and improvement, where appropriate, of the facilities and livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors, in accordance with the principles of ‘build back better.’ In essence, ‘build back better’ addresses the roots of vulnerability. The Early Recovery approach designed to respond to the needs of the affected populations in the Visayas sets the groundwork to respond to these root causes of vulnerability and ensure that in the long term, communities are safe, resilient, confident in facing natural hazards, and are not sidetracked from the development pathway. This means that beyond the provision of shelter and the restoration of economic means, the elements of governance, inclusive growth, gender equality, the environment and issues surrounding disaster risk reduction are factored in.

The two clusters, by dovetailing their programmes to the Government’s Reconstruction Assistance on Yolanda (RAY) strategic plan, will enhance the recovery and reconstruction of the economy, lives and livelihoods of the affected areas.

Building on the findings of the Post-Disaster Needs Assessment (PDNA), the clusters will gradually shift their programming to medium- and long-term local economic recovery—including interventions to boost sustainable employment and income generation—aiming at contributing to long-term employment creation and inclusive economic growth.

The areas which will require the attention of the cluster members in support of this transition process include:

- Mapping options and requirements for recovery and rapid transition to sustainable development, across economic, social, environmental and governance dimensions;
- Strengthening national and local government units’ capacities, as appropriate, to strategize, negotiate, engage in dialogue and coordinate with affected communities as well as national and international partners;
- Strengthening national and local basic capacities, as appropriate, to coordinate, plan and manage the implementation of recovery programmes as well as mitigate future risks;
- Creating innovative partnerships and support coordination mechanisms that can improve prospects for recovery and a smooth transition to sustainable development;
- Nurturing social cohesion and trust between affected populations and their local authorities, as well as within and between communities themselves, ensuring that a conducive environment for recovery is secured early on, and that there are high levels of participation in national and local response, especially of women and women’s groups.

The members of the Early Recovery and Livelihood Cluster and Food Security and Agriculture Cluster propose to partner with the Government with a view to collectively undertake the following tasks:

1. Prepare a comprehensive gender-sensitive vulnerability map for the region, identifying those most at risk with respect to national disasters; livelihood opportunities; and other forms of exclusion and vulnerability. This will provide a key input in strategizing and defining priorities with respect to resilience-building.

2. Define the important policy reforms and legislative changes required to ensure that rights-based considerations are addressed prior to formulating the longer-term investment and development strategy for the region. These will be gender-sensitive strategies include land ownership reform issues; building back better the fisheries and coconut industries; the capacity required to ensure the full implementation and respect of policies and legislation; and strengthened citizen recourse mechanisms.
3. Organize through a truly consultative and participatory process (with special measures to include the marginalised and most vulnerable), a long-term visioning exercise for the region, which will be further translated into a strategic development plan for the United Nations and its partners in support of national efforts. The plan will guide all subsequent United Nations reconstruction work, for which it will serve as the programming and coordination framework.

4. Define the parameters of a constructive and mutually beneficial partnership with the private sector in future disaster response and recovery efforts.

5. Defining a framework for the resource mobilization and allocation of agreed investment priorities, which will include the necessary fund transfers from the center to the region.

**Total funding required for transition from early recovery to recovery: USD 2 million**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Total for strategy (in million)</th>
<th>Already funded</th>
<th>Gap</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clearing and debris/waste management</td>
<td>12</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Coconut tree removal</td>
<td>35</td>
<td>35</td>
<td></td>
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<tr>
<td>Fisheries</td>
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<td>8.5</td>
<td>8</td>
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<tr>
<td>Coconut Farmers</td>
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<td>8</td>
<td>43</td>
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<tr>
<td>Non-agriculture livelihoods</td>
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<td>19.5</td>
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</tr>
<tr>
<td>LGU support for DRM</td>
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<td>16</td>
<td></td>
</tr>
<tr>
<td>Early Recovery to recovery</td>
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<td>2</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>152</strong></td>
<td><strong>16.5</strong></td>
<td><strong>135.5</strong></td>
</tr>
</tbody>
</table>
COORDINATION ARRANGEMENT

Strategic coordination

To ensure appropriate strategic coordination, it is proposed to create a Strategic Advisory Group for early recovery and livelihoods at the national level, chaired by OPARR and bringing together the concerned line departments at the under-secretary level with the heads of concerned UN or INGO agencies/clusters. This group would be responsible for steering the strategy's implementation, identifying and resolving policy issues, including by bringing them to the attention of the fortnightly UN/Government coordination forum at the Secretary–RC/HC level. At the subnational level, a similar arrangement is envisioned, bringing together line ministries, cluster leadership and partners as well as LGU representatives.

Inter-cluster coordination

The effective implementation of this strategy will require increased coordination and technical support capacity to be brought to bear until the end of the SRP, as well as an appropriate architecture ensuring maximum coherence across the range of proposed interventions.

To this end, as strategic advisor to the Humanitarian Coordinator and inter-cluster coordinator, the HC has asked OCHA to consult stakeholders, including cluster leads and partners, donors and the Government, and to formulate a recommendation about the most appropriate coordination arrangements for early recovery and livelihood activities in the context of the transition from relief to recovery.

The recommendation will be formulated for the HC and the HCT's review by mid-March.

Funding mechanism

The coverage, coordination and coherence of early recovery financing instruments would strengthen synergies between humanitarian, early recovery and development finance and increase the effectiveness of early recovery support. While the bulk of early recovery efforts should be financed by development assistance, humanitarian funding plays a critical role to prime and sustain such efforts. More effective early recovery support would enable a shortening of the transition from relief to sustainable development, a reduction of the likelihood of relapse into crisis and the reliance on humanitarian assistance, and build national resilience. A comprehensive international architecture has been developed to support the critical integration between humanitarian and development assistance. However, its implementation can prove challenging in practice. Notably, the financing mechanisms to support a coordinated and coherent implementation of early recovery priorities that build resilience are often conspicuously missing.

For some donor partners, it will remain the preferred modality to conclude bilateral funding agreements directly with selected UN and NGO partners for components that are part of this strategy. That modality has its merits, and will thus be maintained as a funding mechanism for the programme under this Early Recovery strategy.

Should there be sufficient support among donors and partners for the establishment of such a mechanism, a pooled funding arrangement could also be established, encouraging cluster-led coordinated programming in support of agreed and possibly evolving priorities. To this end, the United Nations Resident Coordinator would create a project (or project facility) which, in essence, will contain the strategy in this document. UNDP will be invited to manage that facility, in line with its established role as manager, within the UN system, of Joint Programmes. Contributions into this project will be facilitated through the use of established cost-sharing and pass-through arrangements that have already been concluded with most of the donor partners.

By ‘packaging’ the strategy as such a programme, UNDP will be able to fully apply its modalities on project implementation partnerships, allowing it to fast-track funds transfers to both UN organizations and NGOs entrusted with the implementation of components in the strategy. Decentralized project procedures of UNDP allow these transfers to be effected in a matter of days, at minimal cost. Donors can provide earmarked funding into this project
mechanism, by specifying such earmarking in the cost-sharing agreement. These will then be transferred by UNDP to the selected partner as soon as funding has been received. For non-earmarked funding, funds allocation decisions will be made through the cluster mechanism, thereby also providing a strong incentive for participation in the cluster and cluster coordination. Decisions of the cluster will be communicated to the UN Resident Coordinator, who will then instruct UNDP to conclude the necessary MOU with the selected implementing partners and affect the necessary resource transfer.

Donors will be provided with one combined report on all activities implemented under the project/strategy, with the resources provided to the project pooling arrangement, and on the basis of report inputs provided by the partners charged with project implementation. To ensure effective management, oversight, audit and reporting, a small project team consisting of one project manager (international); one programme reporting officer; and one accountant will be put in place. The estimated cost of that team for the next nine months would be about USD 300,000.

**RISKS**

- There is the risk that programming will not achieve a comprehensive response if the projects related to this strategy are funded in a piecemeal approach.

- The confirmation of the deactivation of the system-wide Level-3 response by the IASC Principals on 14 February 2014 will result in a drastic reduction of the response and coordination capacity provided on a surge basis. Implementation of this strategy will require the maintenance of sufficient cluster capacity until the end of the SRP.

- The findings of the PDNA may alter the Government’s response outlined in the Reconstruction Assistance on Yolanda (RAY) plan, which in turn will require an adjustment of the Early Recovery and Livelihood strategy.

- There are risks that will require active management through close collaboration with the Government of Philippines and the Local Government Units, other development partners and social partners. These include:
  - The political economy and political will at all levels for strengthening sustainable development. This includes maintaining policy focus and continuity across political cycles.
  - The quality and outcome of macroeconomic, fiscal and trade policies specifically developed in response to Yolanda.
  - The scale, allocation and quality of public expenditure on those policies and programmes that have the greatest impact on inclusive and sustainable growth and development in the Visayas region.
  - The ability of Philippine institutions, both state and non-state, to keep pace with the scale and complexity of policy issues that shape inclusive and sustainable growth and development.
Estimates were derived from the DSWD-DROMIC Report No. 100, 1 December 2015 and Labour Force Survey of October 2012. Sixty per cent men and 40 per cent women.

2 Vulnerable worker is defined as own-account and unpaid family workers who lack decent working conditions and are often characterized by inadequate income, low productivity and difficult conditions that undermine their fundamental rights.

3 Findings taken from the MIRA II assessment.

4 Information from CFSIA.

5 (MIRA II, 2012/13).

6 This figure was based on the ER&L Cluster 4Ws as of 10 February 2014. Palawan – 1, Aklan – 5, Capiz – 7, Iloilo – 8, Cebu – 8, Leyte – 16, Eastern Samar – 9, Western Samar – 2, Biliran – 3.

7 This data covers SRP members who contributed data in the last three months and does not include government and non-SRP members.

8 Based on an early survey of the planned cash activities reported by 19 humanitarian agencies with Cash Transfers Programmes.

9 For this document, the Local Government Units are the municipalities and cities of the affected areas. Fifty-two municipalities and cities have been identified as the targeted areas. This is in the Annex of the document. The immediate response will be staggered based on the results of the most affected municipalities in terms of service delivery on the MIRA (Phase 1).


12 Municipal authorities and LGUs are likely to be dependent on international assistance for some time to come. To demonstrate this point, the Tacloban municipality has an a total annual budget for 2014 of USD 1.5 million as the debris clearing operation to date has a cost of approx. USD 2 million.

13 This figure includes support on boats, gears, post-harvest and aquaculture.

14 The gears are more than the boats, as it has been reported that gears were not provided for those boats already repaired.

15 This will be expanded across Tacloban to Xavier and encompass 2,000 women entrepreneurs.