



Assessment of the Implementation of the Typhoon Yolanda Rehabilitation Program¹

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Abstract

Typhoon Yolanda (international name: Haiyan) struck the country on November 8, 2013 leaving behind 6,300 dead persons, 28,689 missing and 1,061 injured. The government estimated the total damage at Php89.598 billion. Under the Yolanda Comprehensive Rehabilitation and Recovery Plan approved by the President in August 2014, the government planned to spend Php170.916 billion over a period of 3 years to to recover, rehabilitate and reconstruct damaged facilities and rebuild the lives of the affected population, guided by the principle of build back better and building resilient communities. Two and a half years since the event of Yolanda, the government's rehabilitation program implementation is partly achieved but is not without flaws and weaknesses. This paper reflects on the implementation of the rehabilitation plan in the Yolanda affected areas. In a nutshell, the lessons show that rehabilitation is a long, tedious process that requires systematic coordination, commitment and drive to efficiently and effectively deliver public service. The level of accomplishments remain insufficient and slow to significantly reduce the vulnerability of people in high risk areas, raise the level of preparedness, coping ability and adaptation of people in high-risk situations and in times of great disasters. Much remains to be desired in institutionalizing disaster preparedness and mitigation mindset into the systems of government agencies and the people.

Keywords: Typhoon Yolanda/ CRRP/ Expenditure Program/ Philippines

Acronyms

CA – Continuing Appropriations

CARAGA – Region XIII composed of the provinces of Agusan del Norte, Agusan del Sur, Surigao del Norte, Surigao del Sur and Dinagat Islands

CDP – Comprehensive Development Plan

CLUP – Comprehensive Land Use Plans

CRRP – Comprehensive Rehabilitation and Recovery Plan

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CSOs – Civil Society Organizations
DAR – Department of Agrarian Reform
DAP – Disbursement Acceleration Program
DENR – Department of Environment and Natural Resources
DPWH – Department of Public Works and Highways
DSWD – Department of Social Welfare and Development
ES – Executive Secretary
ESA- Emergency Shelter Assistance
EVRMC – Eastern Visayas Regional Medical Center
GAA – General Appropriations Act
HUCs – Highly Urbanized Cities
LGUs – Local Government Units
LIACs – Local Inter-Agency Committees
MIMAROPA – Region 4-B, referring to the provinces of Mindoro Occidental, Mindoro Oriental, Marinduque, Romblon, and Palawan
NCIP – National Commission on Indigenous Peoples
NDRRMC/F – National Disaster Risk Reduction and Management Council/Fund
NEDA – National Economic and Development Authority
NHA – National Housing Authority
OPARR – Office of the Presidential Assistant for Rehabilitation and Recovery
PDAF – Priority Development Assistance Fund
PDNA – Post-Disaster Needs Assessment
PPAs – Programs, Projects and Activities
RAY-BBB – Rehabilitation Assistance for Yolanda-Build Back Better
RAY-I4R – Rehabilitation Assistance for Yolanda-Implementation for Results
RRPF – Rehabilitation and Recovery Program Fund
SAA – Supplemental Appropriations Act
SC – Supreme Court
HLURB – Housing and Land Use Regulatory Board
DepEd – Department of Education

Overview

Revisiting the Yolanda rehabilitation experience is valuable exercise to generate lessons that must be learned to help humans cope with the challenges of disaster. Typhoon Yolanda (international name: Haiyan) struck the Philippines on November 8, 2013. After two and a half years, not only the people directly affected by Yolanda should continue to be reminded of the widespread destruction and the life the affected population had to live thereafter. The Philippines ranked 3rd among 173 countries in



terms of high exposure to natural hazards such as earthquakes and typhoons and to climate change (World Risk Report 2012:11). While some countries like Japan and Netherlands are similarly highly exposed to disasters, their level of vulnerability is very, very low. Unlike Japan and Netherlands, the Philippines' faces high vulnerability² and susceptibility³ to the adverse effects of natural hazards owing to the existence of significant poverty, poor and inadequate infrastructure, limited social and economic support to the highly vulnerable, and corruption (Ibid:20). Thus given situations of high exposure to natural disasters, the adverse effects can be mitigated and lessened. Having known the occurrence of typhoons since time immemorial, the high time is past to truly prepare ourselves for natural eventualities. The paper highlights lessons learned from the experience of the implementation of the Comprehensive Rehabilitation and Recovery Plan (CRRP) and assesses the accomplishments in terms of their contribution towards lessening vulnerability and raising the coping and adapting capacity of people in the Yolanda affected areas.

This paper assesses the implementation of the policy, program and budget responses of the national government to address the rehabilitation and recovery needs of the Yolanda-affected areas. It begins with an overview of the Yolanda rehabilitation efforts of the national government. This is followed by a discussion of the lessons learned from the Yolanda rehabilitation experience.

Framework of Analysis

The paper proceeds with twin premises: (1) the government's rehabilitation plan and the national budget are connected; and (2) the government and its partner agencies are all committed to the goals of achieving capability in disaster risk management and climate change adaptation. The embodiment of these premises into government policies is evident in Section 2 Declaration of Policy, particularly (c), (g) and (h) of RA 10121, which states that:

- (c) principles of disaster risk management ... are incorporated in national, regional and local sustainable development and poverty reduction strategies, policies, plans and budgets;
- (g) disaster risk reduction and climate change adaptation shall be mainstreamed in policy formulation, planning, budgeting and governance;
- (h) policies, structures, coordination mechanisms and programs on disaster risk reduction shall be institutionalized with continuing budget appropriation

² Vulnerability refers to social, physical, economic and environment-related factors that make people or systems susceptible to the impacts of natural hazards and adverse consequences of climate change. (UNU World Risk Report 2012:16).

³ Susceptibility refers to the likelihood of harm, loss and disruption in an extreme event triggered by a natural hazard. (UNU World Risk Report 2012:17).

from national to local levels with the intent of building disaster-resilient communities and nation.

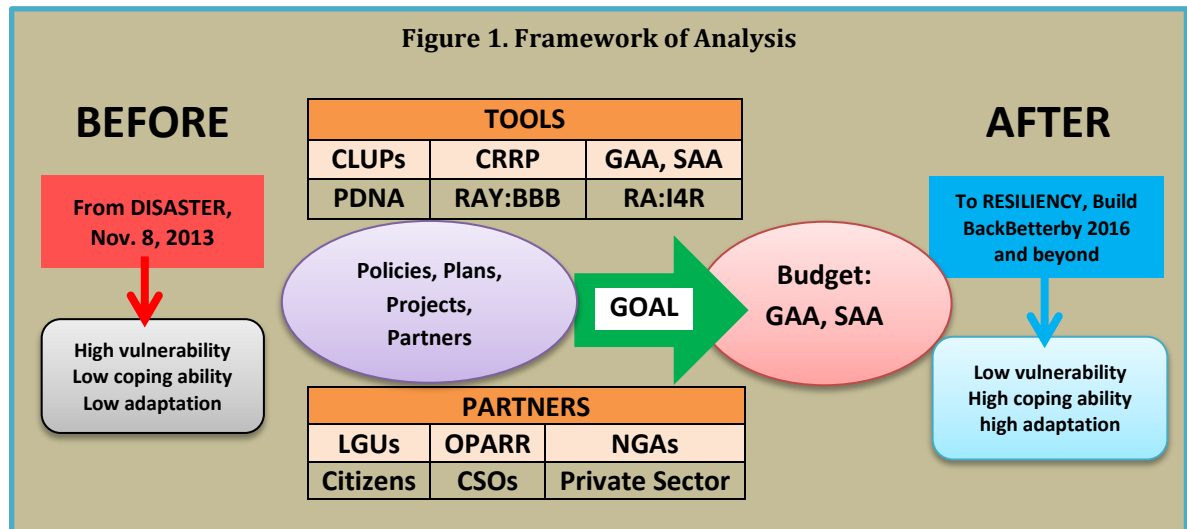


Figure 1 shows the Yolanda rehabilitation plans served as tools for rehabilitation, supported by the national budget. The national government implementing agencies, the local government units, the Yolanda victims themselves, civil society organizations and the private sector are put to task in the rehabilitation effort to build back better and create more resilient communities. The specific tools adopted by government to achieve resiliency are the various land use plans of local governments from which the CRRP was based, and with inputs from the PDNA prepared by the Office of Civil Defense and the RAY documents produced by the NEDA.

Aftermath of Typhoon Yolanda

Extent of Damage

Typhoon Yolanda (with international name Haiyan) is one of the most devastating typhoons ever to hit the country, as it moved at the speed of 315 kph, displaced 60,000 families, and damaged an estimated Php89.598 billion⁴ (US\$2.057 billion) worth of infrastructure, social, and cross-sectoral resources. It entered the Philippine Area of Responsibility (PAR) on November 6, 2013, made its first of six land falls swept on November 8 in Guiuan, Eastern Samar, inflicted its fury over nine regions, left an unprecedented devastation over six regions, and made its sixth landfall over Busuanga, Palawan before it finally exited the PAR on November 9. The total of 3,424,593 families (16,078,181 individuals) in Regions IV-A, IV-B, V, VI, VII, VIII,

⁴ The peso-dollar exchange rate in November 2013 was Php43.55 per US\$1.

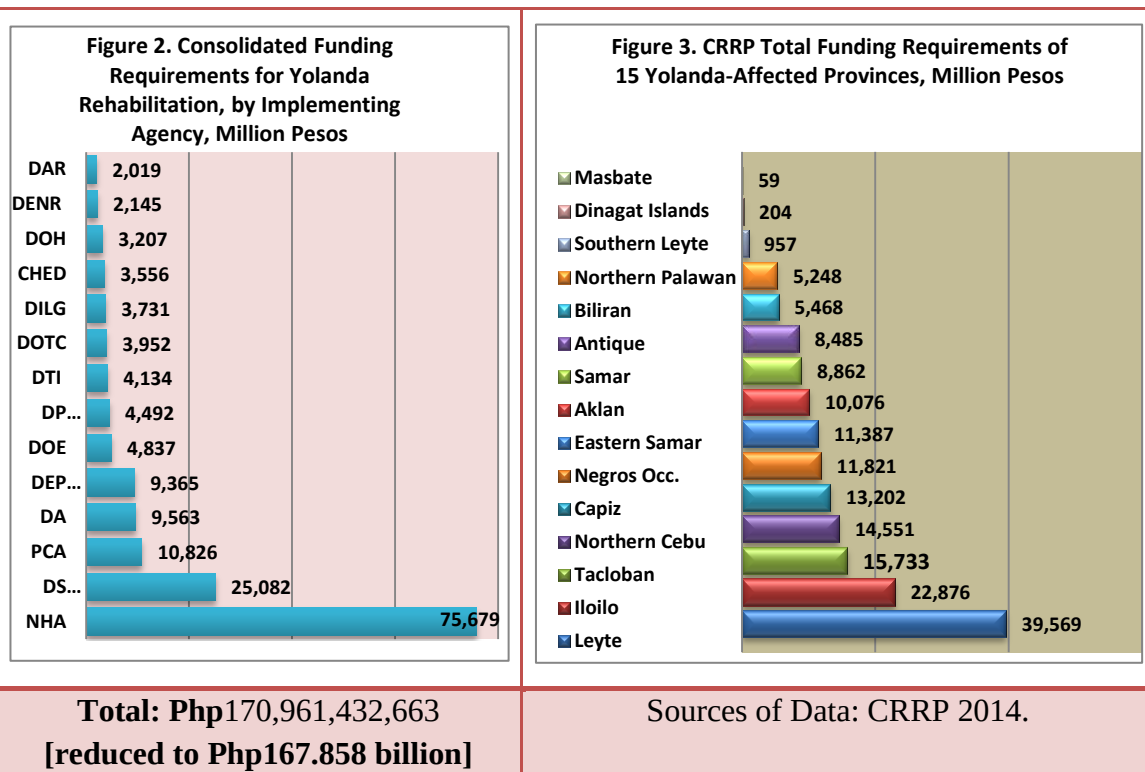


X, XI and CARAGA were affected, of which 890,895 families (4,095,280 individuals, equivalent to 26%) were displaced. The total number of persons who died due to Typhoon Yolanda reached 6,300, and an additional 28,689 injured, and the 1,061 missing. The total of 1,084,762 houses was damaged, of which 489,613 were totally damaged and 595,149 were partially damaged. The NDRRMC estimated the total value of damage to the infrastructure, productive, social and other sectors to Php89.598 billion. (NDRRMC Update, April 17, 2014).

Yolanda Rehabilitation Funding Requirements

Three government agencies acted within their mandate to assess the damage and/or plan the rehabilitation and recovery of the Yolanda affected areas. The National Disaster Coordination and Management Council (NDRRMC) conducted the usual post-disaster needs assessment (PDNA) and recommended the rehabilitation funding needs at Php104.644 billion. The National Economic and Development Authority (NEDA) formulated two rehabilitation plans: the Rehabilitation Assistance on Yolanda (RAY): Build Back Better (BBB) and RAY: Implementation for Results (I4R) and set the funding requirement at Php360.894 billion.

President Aquino issued Memorandum Order No. 62 dated 6 December 2013, and appointed Former Senator Panfilo Lacson as Presidential Assistant for Rehabilitation and Recovery (PARR) to oversee the Yolanda rehabilitation efforts. Upon its creation, the Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR), immediately tasked itself to formulate the Yolanda Comprehensive Rehabilitation and Recovery Plan (CRRP: 1 August 2014). The CRRP set the rehabilitation budget for Yolanda at Php170.916 billion, which was later reduced to Php167.864 billion. Anchored on the principle of build back better, the CRRP's total funding requirement is distributed into four clusters – Infrastructure, Resettlement, Livelihood, and Social Services – and further divided among the implementing agencies and the most affected provinces on the basis of the needs assessment results embodied in the CRRP.



Figures 2 and 3 summarize the Investment Requirements in Yolanda-affected areas under the CRRP by implementing agency, by cluster, and by province. The Resettlement Cluster is planned to have the highest appropriations during the period. Among the provinces, Leyte is expected to receive the highest appropriation, particularly for Livelihood, Infrastructure and Social Services. Iloilo Province is similarly expected to receive the biggest appropriation for Resettlement.



Yolanda Funding Commitment and Fund Releases

The DBM The government distributed the release of the Php167.86 billion Yolanda fund into three years (see ES Memo dated 29 October 2014).

2014 – Php47.12 billion,

2015 – Php 80.31 billion, and

2016 – Php38.93 billion

From NGOs – Php1.498 billion

Total for 3 years – Php 167.858 billion*

[*The original amount was Php170.961 billion]

Figure 4. Yolanda Funding Requirement (DBM)

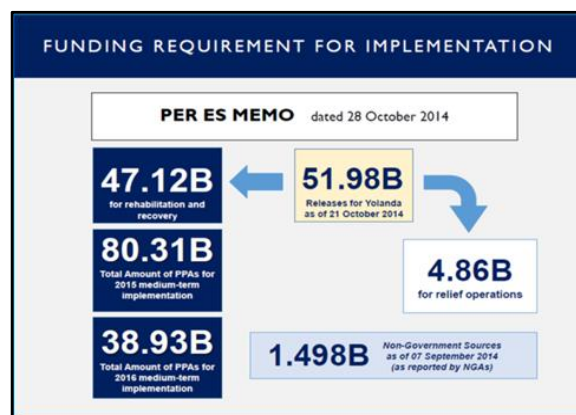


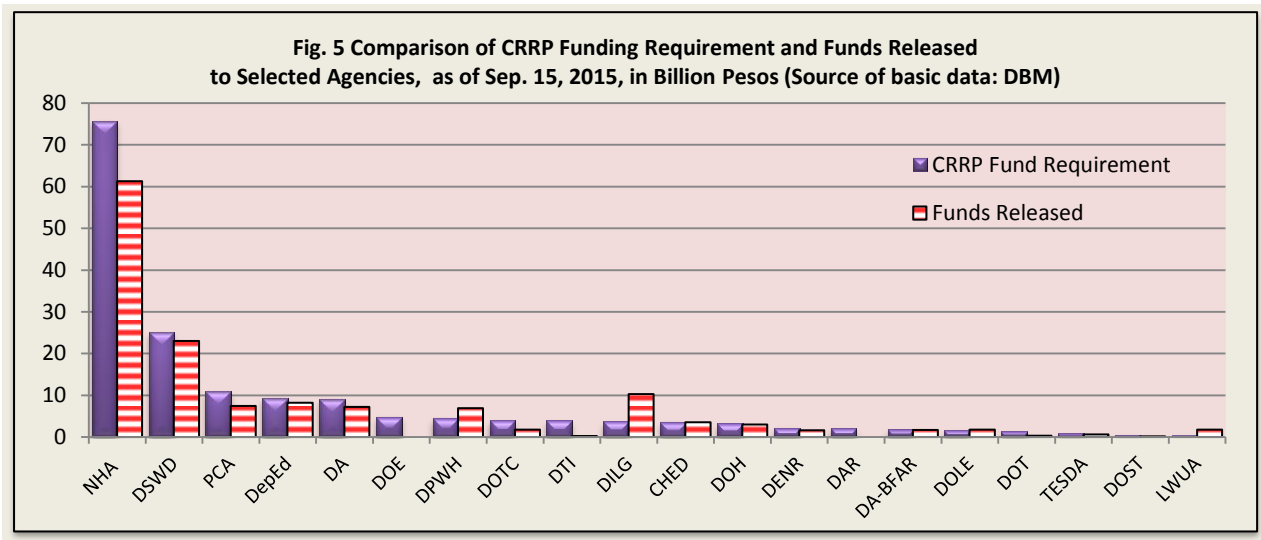
Table 1.CRRP Funding Commitments vs National Government Fund Releases

AGENCY	CRRP Funding Commitment, Million Pesos	FUND RELEASES*, as of Sep 15, 2015, Million Pesos	% of Releases to Fund Requirement
NHA	75,678.680	61,261.98	80.95
DSWD	25,082.106	22,986.91	91.6
PCA	10,825.629	7,468.69	69.0
DepEd	9,365.453	8,203.96	87.6
DA	9,128.592	7,194.56	78.8
DOE	4,837.467	0	0
DPWH	4,492.383	6,919.52	154.0
DOTC	3,952.277	1,778.17	45.0
DTI	3,920.377	246.97	6.3
DILG	3,731.129	10,305.14	276.2
CHED	3,555.621	3,552.24	99.9
DOH	3,206.950	2,970.48	92.6
DENR	2,144.734	1,596.91	75.5
DAR	2,097.555	0.10	0
DA-BFAR	1,831.198	1,696.70	92.7
DOLE	1,652.866	1,814.18	109.8
DOT	1,341.767	337.47	25.2
TESDA	959.644	650.50	67.8
DOST	532.107	195.88	36.8
LWUA	380.106	1,742.33	458.4
Other	2,199.791	9,107.05	414.0



Agencies			
GRAND TOTAL	170,916.432	150,029.74	87.8

Source: Abad, DBM: September 15, 2015.



One year after Yolanda, as of October 21, 2014, the DBM said to have released Php51.98 billion for Yolanda rehabilitation. However, the same Memo of the Executive Secretary(ES) reveals two deficient claims. First, Php4.86 billion was actually released for relief operations, and not for rehabilitation. Second, the Php47.12 billion was not all intended for rehabilitation and recovery of the Yolanda-affected areas, but was partly disbursed to fund rehabilitation efforts related to other calamities such as the Bohol earthquake, Zamboanga Siege, Typhoon Sendong, etc. Based on the details of the ES Memo, only Php34.807 billion or about 67% was clearly directed and released for YolandaPPAs. The agencies and amounts of releases to agencies are listed in table 1.

As of September 15, 2015, the national government has released 87.8% of the Yolanda funding requirement. Funding for permanent resettlement through the NHA, for instance, is 80.95% released based on table 1 and figure 5. Fund release for social welfare services likewise reached 91.6%. It is also observed that releases to some agencies are more than the planned allocation for Yolanda rehabilitation. Thus it appears that the government is on track in the release of Yolanda rehabilitation fund.



Table 2.Fund Sources for Typhoon Yolanda (FY 2013-FY2016), in Php

Fund Source	FY2013	FY2014	FY2015		FY2016	TOTAL
	Released		Proposed			
FY2012 GAA, RA10155						
Calamity Fund, Continuing Appropriations (CA)	76,971,739					76,971,739
FY2013 GAA, RA 10352						
Calamity Fund	991,538,261					991,538,261
Calamity Fund, CA		1,727,949,086				1,727,949,086
Regular Budget/ Savings/ Realignment w/in Agency	4,385,175,891					4,385,175,891
Regular Budget/ Savings/ Realignment w/in Agency, CA		2,325,707,265				2,325,707,265
Overall Savings	19,576,939,731					19,576,939,731
Unprogrammed Fund	1,705,720,000					1,705,720,000
RA 10634, SAA 2013		6,247,570,838				6,247,570,838
FY2014 GAA, RA 10633						
NDRRMF		11,170,300,000				11,170,300,000
NDRRMF, CA			41,026,336			41,026,336



Regular Budget/Savings/Realignments w/in Agency		554,897,493				554,897,493
Regular Budget, CA			751,932,518			751,932,518
Rehabilitation & Reconstruction Program (RRP) Fund		6,326,527,595				6,326,527,595
RRP Fund, CA			3,781,845,028			3,781,845,028
Quick Response Fund		161,604,000				161,604,000
Overall Savings		4,265,880,000		10,007,281,625		14,273,161,625
Automatic Appropriations		2,155,595,486	100,153,773			2,255,749,259
Unprogrammed Fund (Support to FAPs)		1,788,392,000				1,788,392,000
RA 10652, SAA 2014			10,084,458,000			10,084,458,000
FY2015 GAA, RA 10651						
NDRRMF			160,335,755			160,335,755
Unprogrammed Fund-RRPF			9,314,000,000			9,314,000,000
Unprogrammed Fund-Support for Infra.			6,180,520,000			6,180,520,000



Projects & Social Programs						
FY2016 GAA						
Regular Budget					27,252,147,058	27,252,147,058
Special Purpose Fund					18,895,530,522	18,895,530,522
GRAND TOTAL	26,736,345,622	36,724,423,763	30,414,271,410	10,007,281,625	46,147,677,580	150,030,000,000

Source: Abad, DBM: Sept 15, 2015.

Table 3. Summary of Yolanda Fund Releases, Billion Pesos	
Fund Source	Amount
NDRRMF/Calamity Fund	14.17
Rehabilitation & Reconstruction Program	10.11
Regular Budget (including savings & realignments)	8.02
Quick Response Fund	0.161
Savings	23.84
Automatic Appropriations	2.26
Unprogrammed Fund	18.99
FY 2014 & 2015 Supplemental Budget	16.33

Furthermore, the amount of fund releases announced by the DBM as of September 15, 2015 included some Php10.007 billion proposed to be released in 2015 and Php46.148 billion proposed to be released in 2016. In effect, the more accurate amount of budget releases from the DBM is Php93.881 billion as of October 31, 2015 (see table 3), which is equivalent to only 54.92% of the total Yolanda CRRP funding requirement for 3 years. Based on this latter figure, budget releases for Yolanda is delayed by approximately Php10 billion.

Assessment of Project Accomplishments

Two-and-a-half years after Yolanda, many projects have been completed, yet many more are in the pipeline or yet to be started. This part of the paper focuses on the implementation of the Yolanda rehabilitation projects. Table 4 shows the number of projects completed, ongoing, in the stage of procurement and not yet started as of November 2015.



Table 4. Highlights of Implementation of Yolanda Rehabilitation Projects, as of November 2015

Clusters & Projects	Target	Completed	Ongoing	Procurement Stage	Not yet started
INFRASTRUCTURE					
National roads reconstructed/rehabilitated	106.700 km	60.286 km	38.415 km	7.346 km	0.65
National bridges reconstructed/rehabilitated	1,852.53 lm	1,117.64 lm	640.09 lm	94.80 lm	
Flood control structures reconstructed/ rehabilitated	110 projects	77	17	8	8
Airports rehabilitated		35		1	1
Seaports facilities rehabilitated		23		32	2
Classrooms newly constructed	2,313	1,026	928	54	305
Classrooms rehabilitated	17,335	5,457	4,239	1,037	4,155
School furniture	292,166	121,950	0	0	
State colleges & universities rehabilitated	606 projects	412	191	3	
Municipal facilities rehabilitated (municipal halls, public markets, civic centers)	25 bldgs	2	14	9	
Barangay facilities rehabilitated		430	683	2,262	313
Irrigation systems restored		84	41		
LIVELIHOOD PROJECTS					
Fishing boats repaired/replaced		48,995	9,446		
Fishing gears & paraphernalia distributed		76,598	4,779		
Farm tools distributed		17,269	3,706	531	2,198
Tractors & other machinery provided		138	9	9	20
Rice & corn seeds distributed		94,020	12,253	0	3,435
Coconut areas replanted		44,500	0	11,034	44,466
Coconut intercropping areas established		52,951	0	47,794	181,255
Starter kits distributed		3,765	0	623	13,092
Entrepreneurship training conducted		292	11	10	61
Livelihood assistance & CBLA		55,502	0	0	304,935
Skills & livelihood training conducted		31,130	0	0	17,603



SOCIAL SERVICES					
Textbooks & learning materials provided		3,780,661	2,689,817		
ESA provided	1,028,329 families	987,545 served			
PERMANENT HOUSING		13,335	79,219		112,574

Source: <http://yolanda.neda.gov.ph/#about>.

Infrastructure Cluster Accomplishments

Led by the DPWH, the status of accomplishment of the infrastructure projects are in various stages of implementations of November 2015 and much remains to be completed.

- The rehabilitation of the damaged portions of 60.286 km of national roads (out of 106.700 km physical target, or 56.5%) is completed. A total of 1,117.64 lineal meters of national bridges (out of the targeted 1,852.53 lm, or 60.3%) have been rehabilitated. All 1.700 km of access roads targeted for rehabilitation has been completed.
- The rehabilitation or reconstruction of damaged sections of 77 flood control structures (out of 110 physical targets, or 70%) is completed.
- The reconstruction, rehabilitation and repair of buildings and facilities of 403 out of 606 (or 68.04%) state universities and colleges and one (1) CHED Regional Office VIII are completed. Another 191 SUC facilities are ongoing implementation.
- All departments and operating rooms of the Eastern Visayas Regional Medical Center (EVRMC) are now functional. The construction of the new EVRMC building 1 is 45% and building 2 is 33%. Medical staff (17 doctors, 1,058 nurses and 593 midwives) were deployed to supplement EVRMC's human resource.
- The repair and rehabilitation of 292 out of 309 (or 94.5%) local government facilities (town halls, public markets and civic centers) is completed.
- The DILG has completed and distributed the 'Build Back better Operations Manual' and the 'After the Storm: Two Years On'. The latter is a collection of stories to mark the second year commemoration of Typhoon Yolanda.
- For the Department of Education (DEPED), the construction of 1,026 new classrooms out of the target 2,313 (or 44.4%) are completed. The rehabilitation of 5,457 out of 17,335 target classrooms (or 31.5%) are completed. A total of 121,950 classroom furniture (out of 292,166 target, or 41.7%) was delivered.



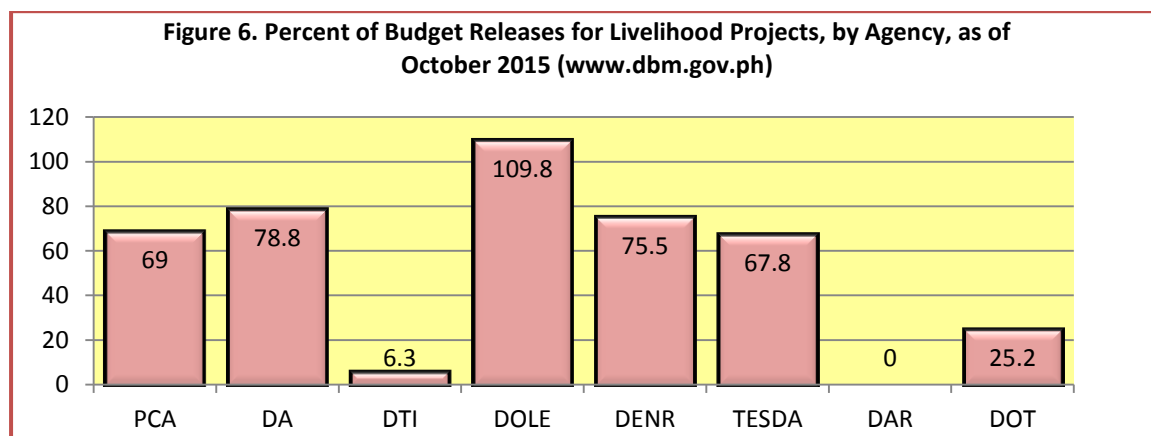
The extent of the devastation in itself challenged the capacity of implementing agencies to swiftly accomplish their tasks. Regional offices of implementing agencies lack technical people to monitor and oversee project implementation. Local governments, whose officials and employees suffered equally from the devastation, lacked human resources and equipment. The onslaught of Yolanda made more recognizable the limited technical capacity of LGUs in the area of preparation of plans and programs. These constraints were addressed by the immediate hiring of engineers and other technical people.

Livelihood cluster Accomplishments

The accomplishments of the Livelihood Cluster are highlighted as follows, as of October 31, 2015:

- Livelihood Seeding Programs, and Basic Entrepreneurship were conducted, attended by 3,719 beneficiaries from Regions 6, 7 and 8, who were also provided with livelihood starter kits, and start-up capital (grant in kind assistance). The beneficiaries have (re)started their sources of livelihood including a sari-sari store, trading, handicrafts, food processing, food vending.
- 24,535 Livelihood skills training were held in Palawan, Cebu and in Region 8, with 31,130 beneficiaries in attendance.
- 18 Negosyo (Business) Centers were established in the Yolanda affected areas to ease in doing business and to facilitate the access of MSMEs to government processing of permits, licenses and technical assistance.
- A total of Php417.99 million in loans to MSMEs through the Small Business Corporation has been released.
- 2,559 farmers were given insurance for their crops, livestock and poultry.

The implementation of livelihood projects for Yolanda victims generally faced limited amount of fund releases to the Livelihood Cluster agencies listed in figure 6, e.g., Department of Trade and Industry (DTI), Department of Agrarian Reform (DAR), Department of Tourism (DOT), Philippine Coconut Authority (PCA), Department of Agriculture (DA), and Technical Education and Skills Development Authority (TESDA). The fund released to the DTI is only 6.3% of its budget requirement, and below 1% in the case of DAR.



Social Services Cluster Accomplishments: DSWD ESA

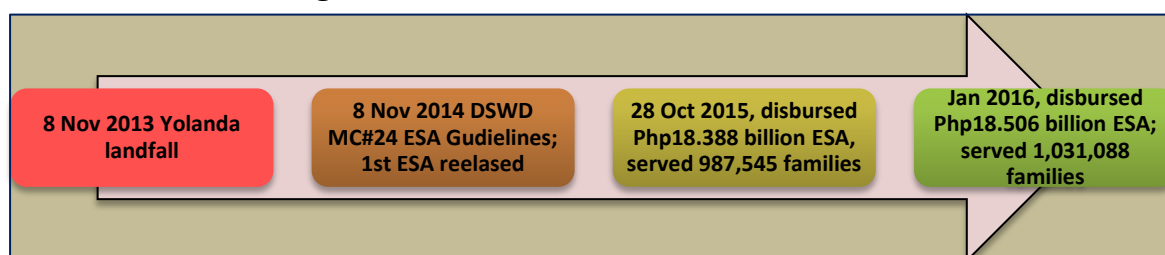
The Emergency Shelter Assistance (ESA) managed by the Department of Social Welfare and Development (DSWD) is, by nature, an emergency assistance and temporary relief to enable affected families to immediately put a roof over their heads. It involves a cash grant of Php30,000 each to families whose houses were verified to be totally destroyed, and Php10,000 each to family whose houses were verified to be partially damaged, to cover the cost of housing materials. The total budget requirement for ESA is Php20.01 billion to benefit a total of 1,028,329 families as shown in table 5. Some 87.4% of the families whose houses were destroyed live in Regions 6 and 8.

The first release of the emergency assistance happened one year after Yolanda (see Figure 7). The very much delayed release of ESA contradicts its very nature as an emergency temporary shelter assistance fund. As of November 2015, the DSWD reported to have assisted 987,545 families (or 96%) out of the total target of 1,028,329 families with damaged houses (Cabrera 2015) and released 91.9% of the total ESA funding requirement. Refer to table 5.

Table 5. DSWD Emergency Shelter Assistance, DSWD (Cabrera 2015:5)

Region	Target Number of Families	Actual Number of Families Served	% of Families Served	Budget Requirement, in Php	Amount Disbursed, in Php	% of Amount Disbursed
IV-B	8,389	4,833	57.6	165,590,000	82,410,000	49.8
VI	465,363	468,833	100.7	8,238,725,000	8,169,330,000	99.2
VII	120,900	98,196	81.2	2,413,345,000	1,941,080,000	80.4
VIII	433,677	415,683	95.8	9,192,990,000	8,195,650,000	89.2
TOTAL	1,028,329	987,545	96.0	20,010,650,000	18,388,470,000	91.9

Figure 7.ESA Distribution Timeline



Cabrera (2015:11) cited two major issues that agencies in the social cluster sector had to face: (1) unreleased funds for HLURB intended for technical assistance in the formulation of climate-proof CLUP amounting to Php51.3 million; (2) unreleased funds for the Emergency Shelter Assistance (ESA) and permanent shelter for indigenous peoples amounting to Php34.5 million; and (3) complaints raised against local government units in the ESA implementation.

While typhoon Yolanda did not choose its victims, the ESA guidelines defining the qualification of beneficiaries are highly selective and exclusionary. The DSWD excluded many victims of Yolanda from benefiting from ESA, to wit:

- Affected families with a monthly income of more than Php15,000 a month. This rule practically caused double injustice to victims whose monthly may just be a little above P15,000.
- Families who received housing assistance from international or local donors are ineligible to get the ESA. This rule does not consider whether or not the foreign assistance is sufficient to build a decent permanent housing unit for the family of the Yolanda victim.

- Families who have already rebuilt or repaired their houses on their own are excluded. The rule does not take into account whether or not the materials used are makeshift and come from rubles.

As reported by NEDA (as of January 2016), 10,625 families (first batch) out of the targeted 16,613 families received the ESA as of October 2015 or two years after Yolanda. The second batch of families received the ESA in December 2015. (<http://yolanda.neda.gov.ph/yolanda-january-2016-updates/>)

Resettlement Cluster Accomplishments: Permanent Housing

The number of Yolanda affected families qualified to receive assistance in permanent resettlements number 2015,128 families living in unsafe zones located in 14 provinces in 6 heavily affected regions. With a total funding requirement of Php75,678.680⁵ inclusive of community facilities. The housing units were planned to be constructed in 153 sites. A total of 1,367 hectares are needed for resettlement (at 150 housing units per hectare). As of end of October 2015, some 17,641 housing units have been substantially completed, according to the NHA. Also as of 31 October 2015, Php26.996 Billion has been released to the NHA to cover the costs of 92,554 housing units set to be completed by December 2016. (www.nha.gov.ph/news/2016)

The National Housing Authority (NHA) targeted to complete 92,544 housing units or 45.1% of total housing needs by December 2016. As of October 2015, only 13,335 housing units have been completed and more than half of the number of total housing needs is yet to be started. These data are shown in figure 8 and table 6.

Figure 8. Target Completion Dates of Yolanda Resettlement projects

Total Housing Needs: 205,128	by December 2015	by June 2016	by December 2016
• Total targets: 92,544 up to December 2016 • 45.1% of total housing needs	• 21,455 housing units • 10.5% of total housing needs	• 42,566 housing units • 20.7% of total needs	• 28,533 housing units • 13.9% of total needs

⁵ The budget requirement for permanent resettlement is Php61.252 billion excluding community facilities.



Table 6. Status of Fund Releases for Yolanda Resettlement Projects, as of October 2015

Dates of Fund Releases	Amount Released, Billion Pesos	No. of Housing Units Funded	Status of Housing Projects		
			STARTED	ON-GOING	COMPLETED
Dec 2013	2.382	46,129	44,070	23,523	15,153
14 Oct 2014	11.0				
12 Feb 2015	7.999	27,313	25,666	16,434	2,425
18 June 2015	1.30	4,439	2,116	2,109	63
28 Sept 2015	4.314	14,673	2,533	500	0
TOTAL	26.995	92,554	74,385	42,566	17,641

Source: www.nha.gov.ph/news/2015, NHA News Release, November 4, 2015.

It is undeniable that the construction of housing units can take more than a year. This can be attributed to the sheer number (total of 205,128 housing units⁶) that have to be built in a period of three years to meet the permanent needs of all Yolanda victims. It is worthy to note that each NHA housing project is comprised not only of the housing units, but rather comes with community facilities, water and power lines, space for school buildings, tricycle terminals, police outpost, Materials Recovery Facility, health center, covered basketball court cum multi-purpose center.

In the Province of Negros Occidental, 83,950 families (or 396,590 individuals) were devastated by Yolanda. The worst hit places were the cities of Cadiz and Sagay. The NHA earmarked 27,055 housing units for the whole province. As of December 2015, the NHA has completed 650 typhoon-resilient houses for Yolanda victims and set for occupancy by June 2016. The 650 houses cost a total of Php188.5 million at Php290,000 each. A total of 300 houses are meant for beneficiaries listed in the Villa Luisa Yolanda Permanent Housing Project at Sitio Canibungan, Barangay Luna, Cadiz City. But Cadiz City needed 8,700 housing units to house Yolanda victims. Another 350 housing units were intended for residents of Barangay Old Sagay, Sagay City. Still, Sagay City needed a total of 7,000 housing units. In these two barangays, land acquisition was not a problem; private land owners were willing to donate their land for resettlement purposes or sell to government at a cheaper price. Of the 27,055 housing units allotted to the Province of Negros Occidental, 12,000 are already in the construction phase; the remaining 15,000 housing units have not been started and bidding is yet expected to commence in 2017. (www.sunstar.com.ph. December 16, 2015.)

⁶ Each housing unit has a minimum lot size of 40 square meters and individual septic tank/vault. Loftable housing units in row houses have a size of 22 square meters.



Lessons in Implementation and Conclusion

This portion highlights the lessons learned from the Yolanda rehabilitation experience in the areas of planning, budgeting, project implementation, administrative capacity of implementing agencies, and citizen representation and participation, among others.

Lessons in Planning and Budgeting

The government's responses to the planning and budgeting for the rehabilitation of the Yolanda affected areas can be said to be more systematic and comprehensive compared to government responses to previous disasters. For one, it is only in the case of typhoon Yolanda that three rehabilitation plans were formulated (RAY-BBB and RAY:I4R by the NEDA and CRRP by the OPARR). Secondly, the President committed his administration to the funding of the CRRP and its implementation for three years up to 2016.

Unexpectedly, budgetary allocations for Yolanda rehabilitation PPAs are not clearly indicated in the budgets of agencies. The budgetary support for Yolanda projects is uncertain despite the presence of duly approved rehabilitation plans. More specifically, the CRRP is not fully budgeted in the national budget. The annual funding requirement for Yolanda was not fully legislated in the 2013 Supplemental Appropriations Act (SAA), which was passed speedily by Congress precisely to provide for a legal funding source to cover immediately the needs of Yolanda rehabilitation, in the 2014 SAA as well as in the 2015 General Appropriations Act (GAA). For 2016, the required funding needs for Yolanda budgeted in the 2016 GAA amounting to Php46.148 billion does not complete the full funding requirement of the CRRP.

As of November 5, 2015, the budget intended for the HLURB for technical assistance in the formulation of climate-proof Comprehensive Land Use Plan (CLUP) amounting to P51.3 million have not been released. Likewise, the budget for the National Commission on Indigenous Peoples (NCIP) for Emergency Shelter Assistance (ESA) and permanent shelter for IPs amounting to P34.5million (Cabrera November 2015:11).

Lessons from Local Government Responses

The (lack of) technical capacity of LGUs was cited as a limiting factor in the implementation of Yolanda rehabilitation program, particularly in the implementation of infrastructure and resettlement projects. Local governments' capacity to implement projects and monitor implementation is likewise doubted. The LGU's limited or lack



of technical capacity is mirrored in the absence of a duly approved Comprehensive Land Use Plan and Zoning Ordinance. The CRRP documented that , as of 2014, only 64 LGUs in the Yolanda affected areas were in the process of formulating their CLUPs while 49 LGUs are in the process of having their CLUPs⁷ approved (CRRP 2014:44).

The absence of an approved CLUP, or more specifically a climate-proofed and Sanggunian-approved CLUP, prevented the swift identification of areas suitable for resettlement and delayed the implementation of permanent housing projects in the Yolanda affected areas.

Mainstreaming DRR and Climate Change Adaptation (CCA) measures into LGU plans, CLUPs, Zoning Ordinances and budgets is yet to be done. Before this can be done, LGUs have to be assisted in the development of their respective CLUPs, and these CLUPs have to contain disaster resiliency measures. Simultaneously, LGUs are yet to be helped in strengthening their disaster preparedness and mitigation capabilities. Mainstreaming activities is rendered difficult by a combination of factors including: (1) inactive Local Development Councils; (2) Unsupportive Sanggunian; (3) weak plan-to-budget linkage; (4) LGUs efforts dissipate in complying with the production of multiple plans⁸ including 27 plans mandated by national government agencies (Gotis 2008:4).

Lessons from the Capacity of Government Agencies

The OPARR⁹ was created as a body to coordinate the implementation of Yolanda programs and projects. However, as a coordinating body, it has budget to finance the Yolanda projects and no control over budgets of implementing agencies. At the regional level, the technical capacity of national government agencies' regional offices was found limited, particularly for the assessment, validation and preparation of engineering requirements which have to be done immediately.

⁷ Nationwide, all the country's 145 cities and 1,489 municipalities have to formulate their own CLUP, Zoning Ordinance and Comprehensive Development Plan. The 81 Provinces have to review the CLUPs and Zoning Ordinances of component cities and municipalities in their jurisdictions and adopt their respective provincial CDPs, CLUPs and Zoning Ordinances. Highly-urbanized cities (HUCs) have to formulate their respective CDP and CLUP and Zoning Ordinances.

⁸ The various LGU plan documents include Local Poverty Reduction and Alleviation Plan, ICT Plan, Forest Management Plan, Traffic Management Plan, Plan for the Elderly, Food Security Plan, Disaster Management Plan, Solid Waste Management Plan, Tourism Development Plan, Revenue Generation, Gender and Development, etc.

⁹ Former Senator Panfilo Lacson resigned his post as OPARR Chief on February 10, 2015.



Permanent Resettlement Areas for Permanent Housing

The establishment of safe zones and identification of areas safe for permanent housing requires local government units have to have climate-proof, Sanggunian-approved, and Housing and Land Use Regulatory Board (HLURB)-approved Comprehensive Land Use Plans (CLUPs). Prior to Yolanda, all the affected provinces and towns did not have pre-approved CLUPs. This highlights the vital importance of a duly approved and climate-proofed CLUP. Some LGUs (low income ones) do not have a duly approved CLUP.

The lack of suitable lots and/or resettlement areas and the inability to identify alternative areas (in the absence of LCUPs) hindered the speed at which the permanent housing plan for Yolanda victims was implemented. Suitable lots are those located in safe zones and are away from shores and fault lines.

It was necessary that the land identified for resettlement should be titled and declared safe for residential use, i.e., not susceptible to flooding, landslides, storm surge, tsunami, and not on earthquake fault line. These rules, which are obligatory, highlighted the fact that lands owned by local governments in the affected areas were not titled, and the fact that almost all of island communities and coastal areas are unsafe and prone to geo-hazards. This practically put a limit on land available for resettlement. (CRRP 2014:18).

The implementation of housing/resettlement projects is administratively subject to the mandatory adherence to bidding and procurement processes and the eventual securing of permits and licenses from various government agencies, i.e., land conversion permit from the Department of Agrarian Reform if the land is classified as agricultural land; clearance from the National Irrigation Authority if the land is agricultural; environmental Clearance Certificate from the Department of Environment and natural Resources, tax exemption from the Bureau of Internal Revenue; and Development Permit from the LGU. Based on this experience, government itself should facilitate and hasten the grant of such permits, clearances and licenses. President Benigno Simeon Aquino issued Administrative Order No. 44 on October 28, 2014, to require agencies concerned to hasten the grant of clearances and permits.

Citizen Participation is not Sufficiently Tapped

Citizen participation is enshrined in the 1987 Philippine Constitution, in RA 7160 the 1992 Local Government Code, in RA 9729 Climate Change Act of 2009, in the RA 10121 National Disaster Risk Reduction and Management Act of 2010, and in the CRRP. The government's general policy framework therefore mandates to



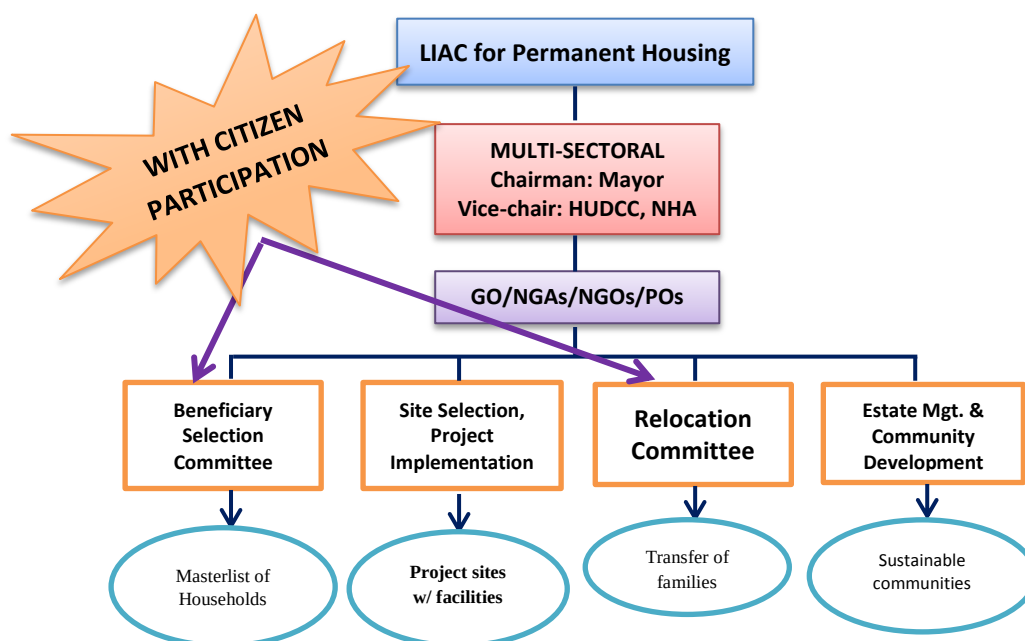
systematically bring in people/civil society into government planning and implementation processes.

The CRRP specifically mandated that the participatory approach shall be adopted in the implementation of resettlement projects through the creation of the Local Inter-Agency Committees (LIAC) in every city or municipality in the Yolanda affected areas. The LIAC serves as the policy making and coordinating body to ensure the harmonized and efficient implementation of projects related to resettlement and relocation of affected families. Its creation is to be initiated by the NHA/HUDCC, but the Mayor is the one mandated to issue the executive order creating the LIAC. The LIAC is to be co-chaired by the Mayor and the NHA and is designed to serve as the policy-making and coordinating body to ensure the efficient implementation of activities related to relocation and resettlement projects.

It is found that citizen representation is necessitated only at the level of sub-committees and in only two out of four sub-committees, to wit:

- a. Beneficiary Selection Arbitration and Awards Subcommittee – tasked to conduct the housing survey, validate the list of family beneficiaries, formulate the Code of Policies¹⁰, resolve requests for inclusion and claims, prequalification of households, recommend the final list of beneficiaries;
- b. Site Selection and Project Implementation Subcommittee (no citizen representation) – tasked with site selection, site acquisition, securing of clearances and provision of basic services and facilities;
- c. Relocation Subcommittee - tasked to disseminate information, issue transfer notices, conduct community assemblies, prepare work plan, budget and logistics for physical transfer of families to resettlement site;
- d. Estate management and community Development Subcommittee (no citizen participation) – community organizing, livelihood program implementation, collection of monthly amortization.

¹⁰ *The Code of Policies outlines the guidelines in the identification and validation of families qualified to be awarded housing units under the program, the procedures for request for inclusion for those families not in the Masterlist of Beneficiaries or possible delisting of those found to be unqualified based on the guidelines (e.g., beneficiary of other housing programs), and process for the award of housing units to qualified beneficiaries. (OPARR, Annex D- Resettlement Cluster Rehabilitation and Recovery Plan, 2014:22).*



Citizen participation can be further strengthened if brought to the level of decision making. In Palawan, the LIAC subcommittees have not been activated, hence preventing the affected families from participation in the making of decisions on resettlement projects that affect them most (Briones and Cuaresma 2015:88). Citizen could have been made operational had the Local Interagency Committees (LIACs) been activated.

Families and victims of Yolanda proved themselves worthy of participation and representation by organizing themselves (also with assistance from nongovernment organizations). For instance, affected families formed the Kusog sang Pamuluyosa Panay, SagupaSinirangan, and People Surge to demand the DSWD to amend, revise or scrap the DSWD policy on the ESA, which the affected families found limiting, discriminatory (<http://newsinfo.inquirer.net/737617/p18-4b-in-yolanda-emergency-aid-distributed-late>). The SagupaSinirangan, and People Surge reported on the victimization of ESA applicants by loan sharks in cahoots with unscrupulous DSWD personnel. The loan sharks advanced the ESA money to potential beneficiaries and the DSWD official will then release the ESA to the loan shark (<http://www.manilatimes.net/probe-yolanda-shelter-aid/211322/>, August 20, 2015)

Conclusion

Without doubt, the implementation and completion of the Yolanda rehabilitation programs and projects represent only the initial efforts towards building or rebuilding resilient communities. The CRRP's goal of build-back-better and resiliency cannot be achieved by 2016, but must be continued through more systematic planning, full budget allocation, raised capacity of implementing agencies and LGUs,



acknowledgement of the importance of genuine citizen participation and representation, and the presence of an overall manager to oversee the rehabilitation plan implementation. Measures to achieve low level of vulnerability, high coping ability and putting in place highly adaptive mechanisms may have been initially achieved, but efforts must be exerted continuously to maximize and sustain the gains in achieving resiliency.

Moving forward, it is imperative that government plans and budgets must be set for the long term and formulated within the framework of climate change. The climate proofing of CLUPs and Zoning Ordinances must now be undertaken with speed on a national scale. The national government's Philippine Development Plan over the long term, the Comprehensive Development Plans of LGUs and government budgets at the national and local levels must speak the language of climate change. Mitigating the adversities brought about by climate change is a development challenge and goal in itself. All development aspirations of government and all efforts towards achieving the sustainable development goals cannot possibly be achieved without simultaneously addressing issues of climate change.

The high exposure of the Philippines to natural disasters (earthquakes, storms, floods, droughts and sea level rise) has been a known fact and has been long established. The Philippines is battered annually by typhoons, cyclones, floods it being located along the typhoon belt, and prone to recurring hazards such as earthquakes it being situated along the Ring of Fire. This strongly suggests that there is no other way but to adapt and systematically address to the challenges of the natural environment and climate change.

While exposure to natural disasters is a fact of life in this country, our ability to cope with disasters and mitigate their adverse effects proved to be low and slow. In part, the considerably high level of poverty among the population disables the poor to cope on their own in a disaster situation. This exposes the state of preparedness (read as state of development of local communities particularly those with high exposure to natural calamities. The UNU World Risk report 2012 informs countries worldwide that:

"Natural hazards turning into disasters depends not only on the intensity of an event but is also crucially determined by a society's level of development"
(UNU World Risk Report 2012:13)

The examples of Japan and The Netherlands show that some highly developed countries can be highly vulnerable but can have very low levels of exposure to natural danger, high levels of coping mechanisms and high adaptability to disaster



situations(UNU World Risk Report 2012:8). The Philippine government should focus on lowering the vulnerability of the people to natural hazards, by lowering people's susceptibility, raising people's capacity to cope with disasters, and raising people's adaptive capacity. As proved by highly developed countries such as Japan and the Netherlands, countries like the Philippines that are found to be highly vulnerable to natural disasters can also possibly prepare themselves and effectively mitigate and lessen the adverse impacts of natural disasters.

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