

## United Nations Development Programme



### Philippines Initiation Plan

**Project Title:** Support to Recovery and Building-Resilience in Typhoon Rai (Odette) Affected Areas in the Philippines

**Expected PFSD/CP Outcome(s):**

Outcome 2: Urbanization, economic growth, and climate change actions are converging for a resilient, equitable, and sustainable development path for communities

**Expected CPD Output(s):**

Output 2.1 Climate sensitivity models and hazard maps developed and applied to help NGAs and LGUs better understand and plan for the extent, scope, and distribution of medium- and long-term risks.

**Initiation Plan Start/End Dates:** 25 January 2022 to 31 December 2022

**Implementing Partner:** UNDP

#### Brief Description

Super Typhoon Rai, locally known as Odette, brought torrential rains, violent winds, mudslides, floods and storm surges to central-southern Philippines, specifically the Visayas and Mindanao Islands, with maximum sustained winds of 195km/h and gustiness of 260km/h in the afternoon of 16 December 2021. Rai is strongest storm to hit Mindanao in 10 years and the third ever strongest recorded storm in the Northern Hemisphere. The Typhoon affected an estimated 9.2 million people in six of the Philippines 17 regions. According to the National Disaster Risk Reduction and Management Council (NDRRMC) and the Department of Social Welfare and Development (DSWD), it killed 406 people, injuring 275 people and displacing 169,000 people as of 25 January

The current dire situation requires urgent support. UNDP will implement a risk-informed recovery to help communities and local government cope with the impacts of these compounded crises particularly in the next 6-12 months so that their conditions do not further deteriorate and enabling conditions are set towards restoring normalcy and development.

To assist in the recovery of Typhoon Rai-affected provinces, the UNDP will integrate these elements in its recovery interventions:

Output 1: Recovery and resilience-building of local government units are supported

Output 2: Immediate support to recovery through livelihoods diversification, restarting livelihood activities, and skills training in pre-identified areas and other mechanisms strengthened and improved

Programme Period: 2019-2023

Atlas Project Number: 00141807

Atlas Output ID: 00130276

Gender Marker: Gen 2

Total resources required \$650,000.00

Total allocated resources: \$650,000.00

• Regular \_\_\_\_\_

• Other: \_\_\_\_\_  
     ○ TRAC 1.1.3 \$650,000.00

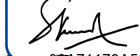
Unfunded budget: \_\_\_\_\_

In-kind Contributions \_\_\_\_\_

**Agreed by UNDP:**

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DocuSigned by:



**Selva Ramachandran**

**Resident Representative**

28-Jan-2022



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## PURPOSE AND EXPECTED OUTPUT

### Overview

Super Typhoon Rai, locally known as Odette, brought torrential rains, violent winds, mudslides, floods and storm surges to central-southern Philippines, specifically the Visayas and Mindanao Islands, with maximum sustained winds of 195km/h and gustiness of 260km/h in the afternoon of 16 December 2021. Rai exited the Philippines Area of Responsibility on 18 December as the strongest storm to hit Mindanao in 10 years and the third ever strongest recorded storm in the Northern Hemisphere.

The Typhoon affected an estimated 9.2 million people in six of the Philippines 17 regions. According to the National Disaster Risk Reduction and Management Council (NDRRMC) and the Department of Social Welfare and Development (DSWD), it killed 406 people, injuring 275 people and displacing 169,000 people as of 25 January. The number of casualties, injured and displaced people is expected to increase as debris clearing progresses, communication and electricity are re-established and isolated areas are reached.

Rapid assessments revealed that many communities in the provinces of Dinagat Islands, Surigao del Norte, Southern Leyte, Bohol, Cebu, Negros Occidental and Palawan bore the brunt of the Typhoon. Across the seven provinces, where up to 46 per cent of people live below the poverty line, at least 1.1 million people were affected.

In its aftermath, more than 420,000 houses were destroyed, more than 1.1 million houses damaged, and counting, across regions in the Rai's path. While houses made from light materials were hit the hardest, the Typhoon was so strong at landfall that it also destroyed and damaged concrete houses.

Rai left major cities and municipalities without electricity and locations all over affected regions with network interruptions. By 22 December, authorities were able to restore power in 34, as well as communication lines in 107 cities and municipalities. Some major cities and economic hubs, including Cebu and Puerto Princesa, as well as large areas in Surigao del Norte, Dinagat Islands, Southern Leyte, and Bohol remained without or with intermittent power one week after being hit by the Typhoon. This resulted to more challenges in coordinating the needs and situations on the ground.

Rai compromised access to safe water and sanitation facilities, heightening the risk of communicable disease outbreaks. Many affected people are now subsisting on springs and hand pumps for water, many of which are reported to have been contaminated by flood and sea waters. Many families whose homes have been totally or partially destroyed are reported to lack access to adequate sanitation and hygiene facilities and materials. Observed during the rapid assessment conducted in 22 December in Surigao City by the UNDP CO team are long queues of affected population waiting for water.

Livelihoods have been lost, particularly of those who depend on farming and fishing to make a living. Authorities reported agriculture damage and losses across ten regions amounting to PHP2.6 billion (US\$51.6 million), affecting farmers with a volume of production loss at 87,600 metric tons (MT) and 60,500 hectares of agricultural areas. If not addressed, affected smallholder farmers and fisherfolk's food security and nutrition is likely to deteriorate.

### Recovery and Resilience-building Strategy

In a recently published report, an analysis of tropical cyclones occurring from December to February or known as the *less active season (LAS)* produced eye-opening results. Findings have indicated that from 2012 to 2020, Mindanao island in Southern Philippines, has experienced an unprecedented 470% increase in tropical cyclone passage during the less active season. It is noteworthy that 11 out of the 16 Christmas typhoons that passed over Mindanao from 1984 to 2020

are recorded in a span of 9 years from 2012 to 2020, which is one of the reasons why there is an increasing cost of damages during the LAS in the Philippines.<sup>1</sup>

Given this pattern observed, we are looking at a steadily increasing occurrence of tropical cyclones developing into devastating typhoons from December to February and with established evidence of a number of these tropical cyclones will make landfall in parts of Mindanao. Following the December 16 passage of Typhoon Rai in the three major islands of the Philippines, entering in Mindanao and exiting in the Palawan province in the Philippines, a Christmas typhoon once again impacted the country.

Rai, occurring on the second year of global pandemic now demands the consideration of an even broader spectrum of addressing risk linked to health, environment, economic shocks, climate change, migration, human rights, inadequate governance, and inequality. This is the worst multidimensional disaster experienced by the affected communities and is a stark reminder of the systemic and interconnected nature of risk. Significant advances have been made in reducing mortality through the much-improved early warning systems and preparedness actions of the Philippines government. Yet, the impact, severity, and magnitude of these multiple shocks from compounded effects of hazards have a significant impact on the population. Given the significant infrastructure damage, lost livelihood assets as well as disrupted access to basic services and critical lifelines in the immediate term, the compound effect of different shocks will have long term consequences without timely recovery support. Without external aid, poverty will increase, gaps in equality will grow, and the exploitation of natural resources will become a negative coping mechanism and will upset economic trajectories of even the wealthier households and communities.

The current dire situation requires urgent support. UNDP will implement a risk-informed recovery to help communities and local government cope with the impacts of these compounded crises particularly in the next 6-12 months so that their conditions do not further deteriorate and enabling conditions are set towards restoring normalcy and development. In parallel, over at least 36 months, it will support corrective measures to reduce existing levels of risks and vulnerabilities e.g., through owner-driven transitional shelter and rebuilding safe houses and local infrastructure, investments in resilient and diversified livelihoods, enhance anticipatory capacities of local governments and stakeholders fostering early warning and preparedness for future events. UNDP will work towards enhancing capacities in prospective risk management of local governments, by helping them plan and access funding, to identify and prevent crises and provide opportunities to manage uncertainty and quickly evolving risk dynamics. These risk management strategies aim to reduce vulnerability and exposure to threats and hazards, and to increase capacities.

UNDP shall strengthen community resilience to ensure the most vulnerable are able to cope and withstand future disruptive events. This will involve integration of resilience in the rehabilitation process - such as climate resilient housing reconstruction scheme to avoid future losses, retrofitting of community facilities such as water systems and sanitation services, solar power systems, and health centers. Ecosystem restoration will be designed with the aim of protecting the most vulnerable communities and assets.

Women and other most vulnerable households will be supported in resilient livelihoods through income diversification, capacity building, asset distribution, and preparation of business continuity plans for micro and small enterprises, including those involved in the informal sector. Digital tools will be deployed, as well as access to the broader value chain through linkage with private sector groups, in partnership with the Philippines Disaster Resilience Foundation (PDRF) and other organizations, to attract investments and stimulate value chain partnerships for business recovery.

UNDP will adopt the successful approach taken in Haiyan affected municipalities where partnership with national agencies enabled development of climate and disaster risk profiles based on future climate scenarios and local exposure data. These informed the preparation of climate and disaster

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<sup>1</sup> Recent increase in the occurrences of Christmas typhoons in the Western North Pacific

resilient comprehensive land use plans to guide settlements planning, zoning guidelines and investment programming. These also served as foundations for developing funding proposals to advance resilient actions.

UNDP will implement a leave-no-one-behind approach including a gender-based inclusive response based on cooperation at the national, provincial, and local levels, through institutional support but also in direct support and partnership with affected communities. This response is additional and complementary to ongoing humanitarian efforts and is focused on both meeting immediate needs and resilience-building of most vulnerable segments of population.

UNDP will ensure that the design and implementation of all recovery activities are informed by COVID 19 risk reduction and response actions and in partnership with agencies engaged in pandemic management. This will include incorporating public health awareness and measures in its recovery activities. Community engagement will include hygiene promotion and dissemination of appropriate science-based risk information will be enhanced to misinformation. Activities will include the provision of PPE and supplies [face masks, alcohol] and UNDP can also facilitate increasing testing capacity [approved rapid antigen test kits] of local health centres.

Considering these recurring disasters, the UNDP has been continuously working with the national and sub-national governments in strengthening risk governance, developing early warning systems, and implementing climate resilient and risk informed development activities. To assist in the recovery of Typhoon Rai-affected provinces, the UNDP will integrate these elements in its recovery interventions:

- **Community based and human security approach** to recovery in conjunction and in alignment with the government's sectoral and local authority led approach, UNDP's approach will ensure that the most vulnerable due to gender and other intersectional factors among at risk population have the agency in the risk- informed recovery process and benefit directly.
- Without losing focus on the immediate needs and priorities of affected populations, UNDP's approach will **integrate a risk-informed development and resilience perspective** built on its extensive engagement with local issues and needs in the affected regions.
- **Systems and futures thinking used by UNDP in its development programmes**, it will integrate immediate, short-term, and medium-term interventions across disaster recovery, resilience to climate impacts, poverty alleviation for affected populations, gender inclusion, strengthened local governance and service delivery systems aided by innovation and digital technologies to leave no one behind in the recovery process.
- **Informed by UNDP Experience from Post Disaster Settings.** The approach and interventions described herein have proven effective in the UNDP's response to Yolanda/Haiyan and other disaster events, such as Super Typhoon Rolly, Ulysses, Ompong, and others, such as the Nepal earthquake reconstruction, in the case of owner driven housing reconstruction. The interventions have been adapted based on lessons therefrom, and partnerships with development organizations.

## Recovery Interventions

### Key Outcomes

The implementation of activities included under this PIP will work towards achieving the following outcomes enshrined in UNDP Strategic Plan for 2022-2025

*Outcome 3: Resilience built to respond to systemic uncertainty and risk.*

The project initiation plan will work towards the above-mentioned outcome, through the achievement of the following outputs:

**Output 1: Recovery and resilience-building of local government units are supported**

*Activity 1.1. Provide technical assistance to the Recovery and Rehabilitation Management Service [RRMS] of the Office of Civil Defense Assessment in big data collection and analysis for the PDNA report.*

*Activity 1.2. Provide technical assistance to the Province of Dinagat Island in assessment and analysis of damages and losses, and recovery planning.*

Assessment of LGU gaps and requirements in updating Comprehensive Land [and Water] Use Plans to inform municipal-level Resettlement Planning exercises and actual engagement durable shelter solutions. This activity is in partnership with the UN Habitat, DSHUD, DENR [LMB, FMB, BMB, MGB], Shelter Cluster, IOM, UAP among others.

Updating of risk/hazard maps and vulnerability maps using digital tools/equipment [GPS devices, tablets, drone] through the conduct of DevLIVE+ and HBDA in selected areas in Caraga Region

*Activity 1.3. Assess LGU solid waste management system in relation to Republic Act 9003 and formulation of Investment Plan to upgrade existing solid waste management, including formulation of debris management plan.*

UNDP will partner with the DENR [LMB, Solid Waste Management Board], LGUs and communities.

*Activity 1.4. Conduct Agriculture [fishery] value chain assessment in Dinagat and Siargao*

The assessment will inform formulation of climate/disaster resilient livelihoods strategy paper and economic recovery development plan.

**Output 2: Immediate support to recovery through livelihoods diversification, restarting livelihood activities, and skills training in pre-identified areas and other mechanisms strengthened and improved**

*Activity 2.1. Prepare debris management plan in Dinagat and Siargao (consultation and community validation)*

Assist in the preparation of debris management plan for Dinagat and Siargao island. This includes estimation of debris volume [vegetation/coconut, scrap lumber, GI sheets, metals, medical waste, household waste among others] brought about by Rai, assessment of existing disposal sites, and expansion sites, including site development, for sanitary landfills.

*Activity 2.2. Support women micro-entrepreneurs to restore their businesses*

The Project will provide in-kind assistance to priority women and youth micro entrepreneurs (e.g. ambulant and market vendors, those involved in the food industry, and (neighbourhood) stores to restore their assets and provide seed capital to re-start their economic activities. This will involve provision of seed capital amounting to USD 400 per entrepreneur for livelihood restoration.

*Activity 2.3. Provide production inputs [rice and vegetable seeds] and capital to affected farmers*

This will involve provision of vegetable seeds and coco seedlings to enable affected farmers to restore their farms. Included in the support will be a set of tools and farm implements to enable the participating farmers to clean their farm lots and cultivate their crops. The vegetable crops are meant to provide food security to participating households, given that coconuts will take years to become productive. For each participating farmer, a total USD 400 worth of farming kit shall be provided.

*Activity 2.4. Provide livelihood equipment to the women's entrepreneur center in Del Carmen, Siargao*

The Municipality of Del Carmen in Siargao has a strong community-based women led social enterprise. Before the typhoon happened, a dedicated building inside the LGU compound is dedicated for activities like sewing and food processing. Post-typhoon, the building was severely damage including all equipment and raw materials. To restart operations, equipment for garment production and food processing needs to be provided.

*Activity 2.5. Provide boat repair training and boat repair kits to fisherfolks in Siargao Island*

Fisherfolk communities in Siargao will be provided training in repairing their own boats. Most of municipal fisherfolks are in need of materials to repair their boats and be able to resume fishing activities.

*Activity 2.6: Provide training on boat fabrication and allocate fiber glass boats to fisherfolk groups in Dinagat province*

This will involve support in purchase and training in construction of new boats for fisherfolk organizations, composed of about 5 fishermen each. Each group will be provided with fishing gears and paraphernalia

**Project management and knowledge management system is set-up to monitor and ensure quality of the project delivery**

- *Engagement of Project Manager, Project Coordinators (Dinagat and Siargao), Finance and Administrative Assistant, and Communication Officer*
- *Field Missions*
- *Communications Support*
- *Direct project costs*

## MANAGEMENT ARRANGEMENTS

The Philippines Country Office will lead this project, with support from the Regional Bureau for Asia Pacific and the Global Policy Network. A Country Support Task Team will be established to ensure integrated advice and support. It will draw upon various teams in BPPS and CB, to bring the relevant expertise in Disaster Risk Reduction and Recovery for Building Resilience Team, economic recovery team, core government functions and local governance, climate adaptation and mitigation and addressing drivers of conflict.

The Climate Action Programme Team of the UNDP CO will provide oversight to the PMO. Representatives from wider stakeholders from government and civil society may also be identified as regular members. UNDP shall ensure gender parity in the composition of the TWG, The TWG shall meet monthly to discuss physical and financial progress, as well as technical and administrative matters.

## MONITORING

### Adaptive Management and Project Revisions

The results and resources framework will provide the project management with regular information on the project status. In addition, regular feedback will come from the Project Board to be established once the Project is fully developed. Collectively, this feedback will enable the project management to continuously learn lessons and modify approaches and strategies, and to overcome challenges and exploit opportunities.

### Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (USD)
<b>Track results progress</b>	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
<b>Monitor and Manage Risk</b>	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP	30,000



<b>Learn</b>	Knowledge, good practices, and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	End of Project	Relevant lessons are captured by the project team and used to inform management decisions.		
<b>Review and Make Course Corrections</b>	Internal review of data and evidence from all monitoring actions to inform decision making.	At least quarterly	Performance data, risks, lessons, and quality will be discussed by the project board and used to make course corrections.		
<b>Project Report</b>	A progress report will be submitted, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	At least quarterly and at the end of the project (quarterly and final report)			

**WORK PLAN**

EXPECTED OUTPUTS	PLANNED ACTIVITIES	2022				Responsible Party	Planned budget		
		Q 1	Q 2	Q 3	Q 4		Funding Source	Budget Code and Description	Amount (USD)
<b>Output 1</b>  <b>Recovery and resilience-building of local government units are supported</b>  <b>Indicators:</b> <b>Number of assessment reports completed</b> <b>Baseline: 0</b> <b>Target: 2</b>	<i>Provide technical assistance to the Recovery and Rehabilitation Management Service [RRMS] of the Office of Civil Defense Assessment in big data collection and analysis for the PDNA report.</i>	x	x			UNDP	04120	71300 Individual Consultant	50,000.00
	<i>Provide technical assistance to the Province of Dinagat Island in assessment and analysis of damages and losses, and recovery planning.</i>	x	x			UNDP			
	<i>Assess LGU solid waste management system in relation to Republic Act 9003 and formulation of Investment Plan to upgrade existing solid waste management, including formulation of debris management plan.</i>	x	x			UNDP			
<b>Subtotal of Output 1</b>									<b>50,000.00</b>
<b>Output 2</b>  <b>Immediate support to recovery through livelihoods diversification, restarting livelihood activities, and skills training in pre-identified areas and other mechanisms strengthened and improved</b>  <b>Indicators:</b> <b>Number of beneficiaries of livelihood programmes</b> <b>Baseline: 0</b> <b>Target 500 (200 of which are women)</b>	<i>Prepare debris management plan in Dinagat and Siargao</i>	x	x			UNDP	04130	71600 Travel	80,000.00
	<i>Support women micro-entrepreneurs to restore their businesses</i>	x	x			UNDP		72100 Contractual Services-Companies	172,000.00
	<i>Provide production inputs [rice and vegetable seeds] and capital to affected farmers</i>	x	x			UNDP		75700 Learning Costs	28,000.00
	<i>Provide livelihood equipment to the women's entrepreneur center in Del Carmen, Siargao</i>	x	x			UNDP		72200 Machinery and Equipment	28,000.00
	<i>Provide boat repair training and boat repair kits to fisherfolks in Siargao Island</i>	x	x			UNDP		72300 Materials and Goods	72,000.00
	<i>Provide training on boat fabrication and allocate fiber glass boats to fisherfolk groups in Dinagat province</i>	x	x			UNDP		72200 Transportation Equipment	75,000.00
		x	x			UNDP		72500 Supplies	5,000.00
		x	x			UNDP		74700 Transport, Shipping and Handle	20,000.00
		x	x			UNDP		64397 DPC- Staff	14,000.00
	x	x			UNDP	74596 DPC GOE	6,000.00		

<b>Subtotal of Output 2</b>						<b>500,000.00</b>			
<b>Programme Management</b> <b>Project and knowledge management system is set-up to monitor and ensure quality of the project delivery</b>  <b>Indicators:</b> <b>Number of communication materials published and distributed</b> <b>Baseline: 0</b> <b>Target: 10</b>  <b>Number of project management support onboarded</b> <b>Baseline: 0</b> <b>Target: 2</b>	<i>Hire Project Manager</i>	x	x	x	x	UNDP	04120	71400 Service Contracts	66,800.00
	<i>Engage project coordinators (Dinagat and Siargao)</i>	x	x	x	x	UNDP		71300 Individual Consultant	16,000.00
	<i>Field missions</i>	x	x	x	x	UNDP		71600 Travel	10,000.00
	<i>Communication support</i>	x	x	x	x	UNDP		74500 Miscellaneous	1,200.00
	<i>Direct Project Cost</i>	x	x	x	x	UNDP		64397 DPC Staff	4,200.00
		x	x	x	x			74596 DPC GOE	1,800.00
<b>Subtotal of Programme Management</b>									<b>100,000.00</b>
<b>TRAC 4120</b>									<b>150,000.00</b>
<b>TRAC 4130</b>									<b>500,000.00</b>
<b>TOTAL Resources</b>									<b>650,000.00</b>

**RISK LOG (UPLOAD IN ATLAS: GRANTS > PROJECT MANAGEMENT > APPROVED PROJECTS > RISKS)**

No.	Cause	Event	Impact	SES Risk?	Date Identified	Type	Impact & Probability	Countermeasures/ Management Response	Owner	Last Update	Status
1	Community lockdowns are extended due to the COVID-19 pandemic	Workshops and trainings are postponed or cancelled	Targets and timeline of activities are not met	No	01/25/2022	Environmental	Probability = 5 Impact = 5  High	Ensure activities adhere to government protocols; maximize use of online technology; coordinate with partner agencies; and consult best option for stakeholders.	UNDP	01/27/2022	Ongoing
2	Community lockdowns are extended due to the COVID-19 pandemic affecting mobility and work policies	Difficulty in setting-up in-person household surveys, FGDs, and consultations.	Delays in project implementation because the data collection is a requirement for the next activity.	No	01/25/2022	Environmental	Probability = 4 Impact = 5 High	Propose alternative data collection methods that will still deliver intended results	UNDP	01/27/2022	Ongoing
3	UNDP staff do not have access to the Internet in typhoon-affected areas	Technical challenges in holding virtual consultations with different stakeholder groups.	Some ideas or best practices are not captured because the stakeholders cannot participate properly in the consultation.	No	01/25/2022	Operational	Probability = 2 Impact = 2  Low	Conduct trial of different virtual platforms and provide alternative ways for stakeholders to listen or engage (e.g., dialling by phone if internet connectivity is an issue)	UNDP	01/27/2022	Ongoing
4	There are supply chain issues in typhoon-affected areas	Equipment and materials are not delivered on time	There will be delays in project implementation.	No	01/25/2022	Operational	Probability = 1 Impact = 1  Low	Continuous engagement with partners to ensure buy-in and alignment throughout the whole engagement	UNDP	01/27/2022	Ongoing
5	There are no qualified bidders	Failed bidding, the request for quotation needs to be reposted	Delays in project implementation	No	01/25/2022	Operational	Probability = 5 Impact = 5  High	Work closely with procurement staff for swift procurement process as possible. Conduct market sounding and communicate posting to possible partners/bidders	UNDP	01/27/2022	Ongoing
6	Natural hazards/events such as typhoons	Cancellations of travel for field work	Delays in project implementation	No	01/25/2022	Environmental	Probability = 2 Impact = 5  Substantial	Ensure that staff have proper security clearance. If travelling in isolated islands, staff should have satellite phones.	UNDP	01/20/2022	Ongoing