United Nations Development Programme

Philippines

Initiation Plan

Project Title: **Recovery and Resilience-building in the Philippines**

Expected PFSD/CP Outcome(s):

Outcome 1: The most marginalized, vulnerable, and at-risk people and groups benefit from inclusive and quality services and live in a supportive environment wherein their nutrition, food security, and health are ensured/protected.

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 1.1 Government capacities enhanced to utilize resources and track progress against the SDGs.

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: July 2020 – June 2021

Implementing Partner: UNDP

Brief Description

Given the recurring multiple natural disaster events and the recent COVID 19 pandemic that the Philippines has recently experienced, the Country Office has requested corporate-wide integrated and sustained support to position UNDP as a key player in the context of a climate change induced "new normal" through the development of high-quality recovery and resilience strategies and interventions. This is motivated by the fact that despite the wealth of experience in recovery efforts, the results so far revealed the limitations of current approaches which has not drawn in the expertise of other units that will enable a UNDP wide corporate approach to this issue. Moving beyond a crisis-to-crisis approach, UNDP Philippines intends to provide the Government with a long-term evidence-based programmatic support that systematically links up Government policy and funding to address both the impact of disasters and their root causes. This would require the development of innovative solutions with NextGen elements, adjustments in internal processes, and an integrated approach that blends the capacities of various units to mobilise the GPN around this challenge. This Project Initiation Plan (PIP) has been developed as a vehicle through which the Philippines CO can: (i) Review gender-based disaster risk reduction, recovery and resilience frameworks and approaches; (ii) Develop a comprehensive gender-based disaster risk reduction, recovery and resilience framework and associated tools and (iii) Support the enhancement of Disaster risk reduction, recovery and resilience capacities in the Country Office as well as, support learning exchanges with the regional and global Global Policy Network (GPN) team; and (iv) recovery and resilience thematic strategies developed

Programme Period:	2019 -2023
Atlas Project Number:	00128485
Atlas Output ID:	00122466
Gender Marker:	Gen2

Total resources required	$ 582,787_
Total allocated resources:	$ 582,787_
• Regular	$ 450,000
• Other:	
○ Donor (UK FDCO)	$12,787
○ BRH TRAC	$120,000
Unfunded budget:	_____
In-kind Contributions	_____

Agreed by UNDP:

Enrico Gaveglia
Resident Representative, a.i.

I. PURPOSE AND EXPECTED OUTPUTS

The Philippines is one of the most disaster-prone countries in the world, prone to earthquakes, volcanic eruptions, tsunamis and typhoons. Climate change has increased the scale and frequency of disasters in the Philippines with an average of 20 typhoons affecting the country each year. The current COVID 19 pandemic has emphasized the need for a more integrated approach that considers the resilience of the country's health systems to minimize overall impacts on the economy and the welfare of the marginalized. The interface of disasters, conflict, and pandemic in areas such as the newly established Bangsamoro Autonomous Region for Muslim Mindanao (BARMM) also offers an opportunity to develop custom built approaches for this conflict sensitive region.

Disaster response and recovery in the Philippines has been largely focused on reconstruction while socio-economic recovery has been more challenging. Risk reduction and humanitarian and recovery measures have not been systematically integrated, which has eroded resilience building efforts each time a new crisis occurred. As a result, the country's poverty reduction efforts have often been compromised. Among those hardest hit are the most vulnerable on account of high exposure, inability to adapt, and weak socio economic capacities. Those needing specifically targeted interventions include persons with disabilities, women and children, informal settlers in the urban areas, small farmers and fishermen, migrants and displaced persons.

Impacts on women can be illustrated in the case of typhoon Haiyan, where 64% of more than 6,300 fatalities were women.[1] More than 3.5 million women and girls were affected, 250,000 of them were pregnant and 169,000 were breastfeeding. Their distinct nutritional needs, when unmet, make coping with disasters even tougher for them. Haiyan also caused the loss of income sources for almost six million workers, 40% of whom are female workers.[2] After the disaster, women survivors continued to suffer social, financial, and psychological consequences. Unable to provide food for their families or find income opportunities, many were forced into trafficking. Heightened levels of violence faced by women and girls were found to be rooted in inherent inequalities prior to the catastrope, which then become more sharpened as efforts to survive become more urgent.[3]

The impact on children can be much severe. Children typically represent 50 to 60 per cent of those affected by disasters, whether through loss of life or from diseases related to malnutrition and poor water and sanitation. Disasters also disrupt education and can cause psychological distress.[4] In the context of conflict, young people in "conflict-affected areas in Muslim Mindanao have grown against a backdrop of insecurity and violence throughout their young lives. They have been exposed to poverty and social vulnerabilities and are less likely to have access to government services and support. Their vulnerabilities are much more exacerbated if disasters would strike the Bangsamoro region (UNICEF). The Philippine National Youth Commission (NYC) estimates the youth population, defined as those aged 15-30, to be 32 million in 2019.[5]

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[1] Typhoon Haiyan Claims Lifetime Loss and Damags for Women in the Philippines. Asia Pacific Fprum on Women, Law and Development (APWLD). Amihan Federation of Peasant Women. (https://seors.unfccc.int/applications/seors/attachments/get_attachment?code=50OG4R4YB27W6H1RS8R3L8L5RTU06ZFS)

[2] Legarda: Women lead in disaster risk reduction Watch Senator Loren Legarda's speech at the Asia-Europe Meeting (ASEM) on Disaster Risk Reduction and Management (https://www.rappler.com/video/specials/59720-legarda-women-lead-in-disaster-risk-reduction)

[3] **Nguyen, Huong Thu.** Gendered Vulnerabilities in Times of Natural Disasters: Male-to-Female Violence in the Philippines in the Aftermath of Super Typhoon Haiyan. First Published August 16, 2018. Sage Journals. (https://journals.sagepub.com/doi/abs/10.1177/1077801218790701)

[4] UNICEF. National Consultation with Choldren and Youth in Disaster Risk Reduction. https://www.unicef.org/philippines/press-releases/national-consultation-children-and-youth-disaster-risk-reduction-held

5UN Youth Theme Group Philippines. (2019). Philippine Youth Situationer 2019.

Disasters hit the poor the hardest – in the case of typhoon Ondoy and Peping, those who are self employed before the typhoon, including fishermen, farmers, small-business owners and informal sector workers. Their households suffered long term impacts from livelihood disruption, as these families shift to less capital intensive (and less profitable) occupations. Lack of capital was the biggest impediment to recovery. In general, the poor in both rural and urban areas lacked access to formal sources of credit and were, therefore, forced to borrow from informal money lenders who charge exorbitant interest rates.[6]

A study by the Asian Development Bank Institute (ADBI), confirmed that large scale and recurrent disasters in the Philippines have had long-term implications on the country's economy. Estimated multi-hazard annual losses are close to USD 8 million, equivalent to 69% of the country's social expenditure. The study further found strong evidence of the following impacts of typhoon:

- Disasters can push nonpoor households into poverty and the poor even deeper into poverty;
- Households that experienced typhoons are more likely to fall into a lower income quantile than those who didn't experience typhoons;
- In terms of absolute mobility, incomes of households that were hit by typhoons are more likely to grow more slowly than the incomes of households that were not hit;
- Disasters can have positive effects on economic mobility. This can be attributed to the government's proactive growth stimulating post-disaster recovery and reconstruction programs.[7]

There is limited data on the impacts on persons with disabilities in the Philippines, but the evidence across the Asia-Pacific region, which is highly prone to extreme climate events and disasters, shows that persons with disabilities face disproportionately high levels of risk of susceptibility. Evidence shows that **persons with disabilities are between two and four times more likely to be killed during disasters than others.**[8] Persons with disabilities were 2.45 times more likely to have been injured during Tropical Cyclone Pam which struck Vanuatu on the 13th March 2015 causing an estimated US$ 449.4 million in damages (equivalent to 64.1% of the GDP of Vanuatu.[9] Very few persons with disabilities had assistive devices, and adults with disabilities had poorer access to disaster risk reduction efforts compared to adults without disabilities.[10] Multiple factors underlie the greater impact of disasters on people with disabilities, including asymmetric access to information from early warning systems, lack of accessible transportation and shelters, lower ability to migrate following disasters with disparate impact on social support networks, exacerbated health impacts due to pre-existing health conditions, and the intersectional impacts from their increased barriers to employment, access to clean water and sanitation, greater food insecurity and income poverty all of which exacerbate their vulnerability to disasters. Women with disability face the combined intersectional impacts from gender inequality and their greater vulnerabilities as persons with disabilities. The absence of adequate data on persons with disabilities or their specific vulnerabilities to disasters, together with the lack of inclusion of participation of people with disabilities in disaster response planning, further impedes adequate disaster management and response.

Similarly, as documented by Oxfam in a post-Haiyan case study, the stigma and discrimination faced by LGBTI communities) is exacerbated in disasters, including discrimination in access to relief distributions and employment, and disparate impact on social support networks.

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[6] Poverty Underpins Vulnerability in the Philippines. Povery and Inequality PreventionWeb (https://www.preventionweb.net/risk/poverty-inequality)

[7] Jha, S., A. Martinez, P. Quising, Z. Ardaniel, and L. Wang. 2018. Natural Disasters, Public Spending, and Creative Destruction: A Case Study of the Philippines. ADBI Working Paper 817. Tokyo: Asian Development Bank Institute. Available: https://www.adb.org/publications/natural-disasters-public-spending-and-creative-destructionphilippines

[8] Ibid 7

[9] http://www.ilo.org/suva/public-information/WCMS_368560/lang--en/index.htm

[10] Disability Inclusion in Disaster Risk - Reduction: Experiences of people with disabilities in Vanuatu during and after Tropical Cyclone Pam and recommendations for humanitarian agencies (July 2017). The University of Melbourne, CBM, Nossal Institute Partnership for Disability Inclusive Development

The experience of the Philippines in the six months starting from last quarter of 2019 is very telling. After one destructive typhoon to another, massive earthquakes in Mindanao and the volcanic eruption in Batangas – close to the most populous National Capital Region – the response has been short lived. Successive disastrous events have left the previous recovery work incomplete, with government and partners drawn to respond to the challenges of the next one. In the provinces of Maguindanao, Lanao del Sur and Sulu in the BARMM, horizontal violence has grown, as have threats of violent extremism, since Philippines imposed a COVID 19 related quarantine in mid-March 2020. Given the Philippines' vulnerability, it is likely the country is facing a new normal, as a consequence of more frequent extreme weathers due to global warming, which requires new approaches towards long term resilience. The complexity of the pandemic and the nexus of conflict situation in Mindanao calls for innovative solutions that involves analysis of data and evidence, modelling, coupled with digitally enabled elements for informed actions. Experience also dictate that resilience building would involve the combined expertise not only of DRR Experts but also other disciplines – climate science, environment, natural resources management and biodiversity, economic recovery and livelihoods, urbanization, human mobility, innovative financing, conflict sensitivity, gender equality, disability and social inclusion (GEDSI), health systems, epidemiology and modelling, innovation and technology – all of which are within the competence of UNDP.

It is clear that interventions in near, medium and long term needs to be planned soon within resilience lens. Policy shifts needs to be holistic, inclusive, and gender responsive. New stakeholders need to be engaged, particularly in the health sector, and other economic sectors as well – who are mostly affected by the multiple disasters and the pandemic. New ways of working need to be developed for small and medium scale industries and government. Resilience building for the most vulnerable value chains such as nature based tourism, agriculture and food production, informal sectors, service industries, require innovative approaches. Service delivery needs to consider digital options, as well as new and alternative employment, including new and more resilient jobs. The Country Office's program with the government to roll out free wifi in the most remote and isolated areas of the Philippines can be a good instrument for inclusion in a COVID environment.

In view of these challenges and opportunities, the Government of the Philippines, through the Office of Civil Defense [OCD], has been in discussions with the Country Office (CO) to formulate viable frameworks and mechanisms for resilience that will minimize the need and costs for recovery. The OCD, as Secretariat of the National Disaster Risk Reduction Management Council [NDRRMC], takes the lead in Preparedness, Response, Recovery and Rehabilitation, and Prevention and Mitigation. The passage in 2010 of the landmark Republic Act 10121 or the Philippine Disaster Risk Reduction and Management Law which put emphasis on Preparedness rather than Response, there is now a pending bill in the Philippine Congress to establish the Department of Risk Reduction to further strengthen institutional mechanisms [early warning-early action, implementation, financial] on disaster risk reduction, taking in hard lessons from the past 10 years. UNDP CO, as an active partner of the OCD, is in a position to assist in the formulation of the Implementing Rules and Regulations of the new Department.

These include the formulation of Resilience Index, integrated data ecosystem for climate emergency and risk assessments, updating of the National Disaster Risk Reduction Management Plan [NDRRMP] to include pandemics, and continued work on the National Damage and Loss Registry. In light of the pandemic, the time is ripe to also engage the government on broader recovery program arising from COVID 19 in consideration of its impacts on migration and displacement, and incorporating green and climate resilient opportunities, especially in informal urban areas. The CO plans to respond to these requests by using the framework to develop the capabilities and effectiveness of the anticipated establishment of a new agency and support local governments in incorporating resilience in their basic planning processes to help address the underlying risk factors and increasing vulnerabilities.

In addressing these, the CO will build upon its experience in DRR and recovery through digital technology currently being adapted during post-disasters. These include DevLIVE+ (a tool for climate and disaster exposure and planning analytics and for mapping social cohesion indicators that can provide insights into risks of violence), digital finance transfer mechanism in recovery,

weather index-based crop insurance, and the roll out of the iPDNA mobile app. In addition, the CO has strong partnership with the country's meteorological agency – the Philippine Atmospheric, Geophysical and Astronomical Services Agency (PAGASA) in the development of climate models and predictive analysis for planning and investments. The PIP shall complement anticipated work by the CO with DFAT on their DRR country strategy, development of Resilience Index and existing partnership with the government to establish the National Loss and Damage Registry. This PIP shall also catalyse the CO's work in its COVID response, which include among others, the development of a data warehouse for COVID to support strategic planning and policy formulation, socio economic impact assessments, support to PDNA, and in framing the overall socio economic recovery effort, long term resilience building to highlight clear gaps in addressing pandemics. The CO will harness the expertise of the GPN to develop integrated solutions that address the links between climate, disasters, conflict, urbanization, migration, displacement, environment and natural resources degradation, and circular economy.

A list of relevant projects of UNDP, including summary of lessons in recovery and resilience building is summarized in Annex A.

This Project Initiation Plan outlines the preparatory work required to achieve these objectives. Through action-oriented research and capacity assessments, the PIP will ensure that the Country Office, working with the government, has the necessary foundations in place to strengthen resilience building systems in the Philippines.

1. Gender- responsive disaster risk reduction, recovery and resilience approaches reviewed:

Built upon the key pillars of the Philippine Development Plan 2017-2022 of inequality reducing transformation through reducing vulnerability of families and individuals and building safe and secure communities, this component will involve gender-disaggregated data collection and analysis of cumulative evidence of case where communities and local governments, affected by multiple and simultaneous disaster events, have resisted shocks and preserved their socio economic capital. Particular attention will be given to communities impacted by recurring cycles of violence over land, clan conflicts, and natural resources. The existing structural barriers to gender inequality will be identified and analysed, based on the recognition that gender inequality hampers the optimization of community resilience building opportunities. Such analyses will enable a deep understanding of the root causes and contextual issues as well as a cross-practice study of the socio-economic factors impacting on various segments of at-risk communities. Lessons learnt from previous disasters and epidemics, and from community responses to local horizontal violence, action-oriented research and analysis and using sex-disaggregated data science such as predictive modelling, big/administrative data, foresight etc. will be applied to define the metrics, benchmarks and solutions for improving the resilience of the most vulnerable communities including women, LGBTI, and People with Disabilities (PWDs), migrants, and displaced people. A mapping of previous UNDP experiences in disaster risk reduction, early recovery and recovery will serve as invaluable input to this process. The work that is being done regionally, initiated by the Bangkok Regional Hub (BRH), on lessons learned for COVID 19 from past experiences on recovery would be an important contribution to this analysis.

A review of tools developed and applied in the Philippines and other countries will also be undertaken to determine their relevance and applicability in the current context. The main output will be a Policy Paper outlining the strengths and characteristics of resilient communities with specific sections on women, LGBTI and PWDs that have proven to work, based on the collected evidence. Key elements of vulnerabilities, with an emphasis on social equality and gender issues, shall also be defined and investigated based on data (segregated by gender and other demographics) from past disasters, cross validated with extent of impacts, and costs of recovery. Another aspect that will be looked at is resilience – what makes communities more resilient than others, given similar degrees of exposure and risks. In both cases, the factors that make certain groups more vulnerable than others; and the links between for example, gender eauality and resilience shall be explored. Recognizing that there could be no readily

available data and statistics to draw upon, additional qualitative data gathering methods shall be employed to enrich the analysis and capture insights.

The scope of the review shall be discussed with government, and the results jointly discussed for appropriate vetting and extract key lessons and implications for the formulation of the recovery and resilience framework.

The review will culminate in the development of digital models, based on recent and current disasters, to analyse data and predict impacts and needs for the immediate and long term. The model will make use of the data gathered from the mapping and stocktaking exercise, suppmemented by qualitative information gathered from the application of other methods. An excellent starting point would be the PintigLab – developed in the context of COVID, referenced in Annex A, and/or the National Loss and Damage Registry. The configuration and elements of the model shall be designed and determined during implementation.

A Policy Paper outlining the strengths and elements of resilient communities focusing on women, LGBTI, PWDs and other vulnerable groups shall be produced and discussed more widely with stakeholders.

2. A comprehensive gender-responsive and "green" disaster risk reduction, recovery and resilience framework and associated tools developed, to include pandemics

As referred to in this document, the recovery framework should enable the government to build back stronger, faster and more inclusively.11 Stronger recovery can reduce future losses; faster recovery means reduced disaster impacts from prolonged instability and disruption; while being more inclusive means post disaster support reaches all targeted groups, particularly the most vulnerable and disadvantaged, In the context of the Philippines, indicators and standards for each one of these shall be developed from lessons and experiences from previous recovery efforts, discussed and agreed with government, and used as metrics for measuring success of each recovery programme. Translation of these to subnational or local government level shall also be made to guide local officials and planners on resource allocation, prioritization and progress and results measures. The framework shall also take into account the different dimensions, and not only focused on reconstruction activities. The following definition of recovery shall be used: *"restoring or improving livelihoods and health, as well as economic, physical, social cultural and environmental assets, systems and activities of a disaster affected community or society aligning with the principles of sustainable development and build back better to avoid or reduce future disaster risk." 12*

Leveraging existing foundational work and funding windows, the CO will also support the greening of the recovery framework – supporting national and local government and sectoral actors in articulating climate action, low carbon development, and green growth strategies and charting a "new normal" that actively emphasizes environmental sustainability as the lynchpin of systemic resilience (against natural, economic, and public health shocks).

Strongly linked to recovery is resilience – strengthening resilience reduces damages from disasters through reduced exposure, greater adaptation, and ability to recover in shorter periods and preservation and restoration of essential basic structures and functions through risk management. (UNDRR). The operational translation of resilience however, still needs to be developed, and applied in particular contexts. Some measures of resilience have been developed by Indonesia for example, and the Philippines has indicated its strong interest in developing its own operational framework and tools.

11 Disaster Recovery Framework Guide. Revised version, March 2020. UN, EU, World Bank and GFDRR.

12 Ibid.

The key activities are:

Undertake a review of systems and capacities to inform the development of a comprehensive framework.

The framework shall be informed by the results of Output 1, defining the key elements of a successful response and rapid recovery; and hence enhanced resilience of the most vulnerable communities including women, LGBTI communities and PWDs, migrants and displaced communities. Policy and programme components of this framework shall be articulated based on an analysis of government institutions and their capabilities in the Philippines that have or can have the required systems, expertise, and cutting-edge scientific capabilities which can contribute effectively and efficiently to the development of a strong evidence-based, gender-responsive national disaster risk reduction network. Results from several DRR projects implemented by the CO in collaboration with academic and government institutions for probabilistic data analysis and modelling will also inform this output.

Design a comprehensive disaster risk reduction, recovery and resilience framework to strengthen the capacities of national and local government

In this entire process of framework development, UNDP shall ensure the active participation of key government agencies to inform policy making, programming and budgeting, and capacity building targeted at key government institutions and actors.

A comprehensive gender responsive disaster risk reduction framework should address:

- The differentiated impact of disasters.
- Pre-existed gender inequality and the structural factors that have been perpetuating gender inequality.
- The immediate needs (prevention/protection from GBV and sexual and reproductive health) but also strategic interests (e.g. access to work in non-traditions sectors, access to resources, etc) of women during during/after a disaster takes place.
- The importance of ensuring women's effective participation in the different decision making spaces in all phases of the process, including their important roles in preparedness and recovery at the household and community levels.

In order to ensure gender is effectively mainstreamed in the design of the framework and tools, Gender Experts shall work alongside with experts in disaster risk management, throughout the whole process (e.g designing TORs, within the design team, to be consulted as key stakeholders, and other important processes).

In addition to gender-responsiveness, the comprehensive recovery framework will also:

- Recognize the linkage among and integrate health, the environment, and the economy;
- Pursue environmental sustainability as the foundation for inclusive and systemic recovery; and
- Reframe existing recovery and resilience efforts in light of current gaps that have been exposed by the pandemic.

This takes advantage of the opportunity brought about by the pandemic to reframe and rewrite the development trajectory. Recognizing the linkage of the pandemic with environmental degradation and economic shocks, the technical assistance will employ a mix of assessments to map entry points and formulate policy briefs and actionable recommendations. This will highlight the socioeconomic advantage, including green jobs and investment opportunities, of pursuing a "green recovery track" and how it can support strengthening resilience. The work will be enabled by a multi-stakeholder base to ensure a well-rounded, scientific, and evidence-based push for policy, institutional, and behavioural change in driving a more sustainable and resilient recovery.

Through the TWG and Project Board, the Project will work for the adoption of the framework by the NDRRM Council, through a Resolution or appropriate instrument. It is envisaged that once adopted, the framework would seamlessly become part of the key strategies of the new Department or agency. Depending on the progress of the Bill, the Project shall provide inputs in the development of the Implementing Rules and Regulations (IRR) and budget structure to effectively mainstream the framework in the processes of the new agency.

Develop data warehouse that links existing DRR and climate databases for informed decision making

In addition, this exercise will contribute to of the ongoing efforts of the CO to innovate and develop a data warehouse that links existing DRR and climate databases for informed decision making. Tools to operationalize the framework may be developed and tested in selected government agencies and local government units. The digital models developed under Output 1 can be used as the foundations for the content of this data warehouse.

Apply integrated approaches, selected tools and systems in LGU pilot areas, document learnings

Recognizing that the framework will consist of collection of tools, systems and procedures, the Project will select LGU pilot areas to test these upon which to draw important learnings that would help in framework refinement. The initial sets of tools already developed by the Country Office, such as digitally enabled solutions to fast track assessment and recovery efforts, coupled with new tools and systems that might be found useful during the stocktaking exercise will be used in combination to ensure a systems approach to recovery and resilience.

3. **Disaster risk reduction, recovery and resilience capacities are in place in the Philippines CO, supported by an integrated regional and global team:**

Set up Country Support Task team drawing on CO, BRH and HQ

With integrated support from RBAP and Global Policy Network (GPN), the CO will analyze its capacities and ambitions in the broader areas of climate emergency related programmes and projects (including GEF, GCF and other funding sources), determine capacity gaps and conceive and design an integrated and fit-for-purpose structure that leverages all CO resources, staff, networks and connections.

Linkages between climate change, violent conflict and displacement, now manifest in all five provinces of the Bangsamoro Autonomous Region in Muslim Mindanao and in other parts of the country, will be mapped, and capacities for addressing these risks will be identified for both the CO as well as our counterparts. The analysis shall include current capacities for gender mainstreaming, the need for training, and available resources.

Prepare an investment plan to ensure the Country Office has the required DRR, recovery and resilience building capacities in place, including dealing with pandemics

An investment plan will be developed based on the analysis above to ensure the CO has sufficient disaster risk reduction, recovery and resilience building capacities in place, which could require additional data sources and additional expertise in fields of software development, data science, especially predictive modelling, and big data analytics as well as high-level policy advisory to government.

Establish a knowledge management system to share experiences and lessons.

To ensure that best practice and lessons from the Philippines CO experience and those from other COs are shared more widely with the Pacific region and globally, a KM system shall be established, including a program for South South exchange, This resource shall also be made available to the UN system through engagement at the UNCT and more widely with government, in particular the new Department. The KM system shall facilitate the provision of

advisory services to national and local governments, including private sector. Modules shall be developed and webinars shall be organized to reach a wider audience. Documentation from Output 1 results, as well as case studies from Output 2, shall be made, and shared with partners.

This will also inform the UNDP positioning and programming within the UN country team coordination structure.

4. Recovery and resilience thematic strategies developed

The CO will use the opportunity to identify specific entry points for providing inputs to the overall recovery and resilient policies, strategies and programmes being developed by the government.

An assessment and mapping of the interrelated issues of climate, disasters, conflict, livelihoods, migration and displacement, especially in informal urban environments, and the exacerbating vulnerabilities to and effects of the pandemic shall be conducted, with recommendations to be made to the Bangsamoro Authonomous Region (BARMM) to inform recovery and long term resilience efforts.

A value chain analysis to identify livelihoods opportunities in informal urban areas with high levels of migration and displacement focusing on blue/green economy transformations, and a toolkit for urban planners to improve the infrastructure and services in informal urban settlements targeted at preventing and addressing communicable diseases will be developed.

These will form the basis of integrated policy and programming support in urban areas on climate-induced urban poverty and displacement, as part of broader green/blue economy transformations, and on urban planning and public health, especially in response to COVID-19. Such outputs will initially be piloted through small-scale interventions on health and/or livelihoods, with results discussed at a national consultation.

The CO will also engage with the national government to ensure environmental sustainability and advancement of climate action form part of the recovery policies and strategies. Policy briefs shall be prepared for the Department of Environment and Natural Resources (DENR), Climate Change Commission (CCC), National Economic and Development Authority (NEDA) and legislators to identify specific entry points for the economic stimulus program, policies and incentives, national budget and expenditure reprogramming, as well as green and climate friendly employment opportunities for the most vulnerable sectors who lost livelihoods from climate and human induced disasters, and other similar events.

II. 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. Following a capacity assessment, the CO will set up a multi-disciplinary team composed of its own staff, additional service contracts, national and international consultants, partner institutions and other UNDP CO's to work with the global and regional teams of UNDP on a long-term basis. **GEDSI Experts shall be part of this team, in order to effectively mainstream gender equality and social inclusion in the CO's DRR strategy.**

A **Technical Working Group (TWG),** under the project initiation stage, with technical staff from DSWD, OCD, DILG, NEDA, PAGASA, BARMM Ministry of Interior and Local Government (MILG), Philippines Commission on Women (PCW), National Council on Disability (NCDA), National Youth Commission (NYC),UNDP and other UN agencies such as OCHA, UNICEF and FAO, as core

members will provide technical guidance and oversight to the implementation of this plan. Representatives from civil society organizations or sectoral representatives will also be invited to ensure the groups identified as 'at risk' are represented. 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 on a monthly, or as needed, basis to discuss physical and financial progress, as well as technical and administrative matters.

To ensure a strong focus on results, a **Project Manager** (PM) under the overall guidance of the Climate Action Team in the Country Office will be recruited by UNDP, to oversee the day-to-day operations of the project following UNDP operations policies and procedures.

Post-successful completion of this initiation plan and availability of funding resources, this plan will evolve into a full UNDP project. A **Project Board, as per UNDP policies and procedures,** may consist of representatives from Department of Social Works and Development (DSWD), Philippine Crop Insurance Commission (PCIC), Central Bank (BSP), Department of Interior and Local Government (DILG), PAGASA, Philippine Women's Commission (PWC), National Youth Commission, Department of Health (DOH), RCO, among others. Stakeholders from other government agencies, private sector and civil society may be invited to attend when needed. It is also possible that partners in disaster management such as UK, DFAT and NZAID will be invited to participate during the Project Board.

III. MONITORING AND EVALUATION

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)
Track results progress	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.	UNDP	30,000
Monitor and Manage Risk	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	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.		

	manage financial risk.				
Learn	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.		
Review and Make Course Corrections	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.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, 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)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	At least quarterly, and at the end of the project (final report)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

IV. WORK PLAN

Period: June 2020 – May 2021
Note: implementation strategies will be adjusted if the COVID crisis will persist beyond June 2020

EXPECTED OUTPUTS	PLANNED ACTIVITIES	2020			2021		RESPONSIBLE PARTY	PLANNED BUDGET		
		Q2	Q3	Q4	Q1	Q2		Funding Source	Budget Description	Amount (USD)
Output 1 Gender-based Disaster Risk Reduction, Recovery and Resilience approaches reviewed **Indicator: Number of** Policy Papers outlining the strengths and elements of resilient communities focussing on women, LGBTI and PWDs **Baseline: 0** **Target: 1**	Mapping of UNDP experience in Resilience, Disaster Risk Reduction and Recovery.		x	x			UNDP	FW	71300 Loc. Consultant 75700 Learning Cost 71600 Travel	80,000
	Design research methodology, drawing on lessons learnt, cross-practice expertise and innovative solutions		x	x			UNDP			
	Create digital models, based on recent and current disasters, to analyse the data and predict impact and needs				x		UNDP			
Output 1 Subtotal										**80,000**
Output 2 A comprehensive gender-based and green disaster risk reduction, recovery and resilience framework and associated tools are developed. Indicator: Existence of gender-based and green disaster risk reduction, recovery and resilience framework Baseline: No Target: Yes	Develop data warehouse that links existing DRR and climate databases for informed decision making			X	X		UNDP	FW	71400 Service Contracts 71300 Loc. Consultant 71600 Travel 75700 Learning Costs 72800 – IT equipment	240,061
	Undertake a review of systems and capacities to inform the development of a comprehensive fwk.				X	X				
	Apply integrated approaches, selected tools and systems in LGU pilot areas, document learnings				X	X	UNDP			
	Design a comprehensive disaster risk reduction, recovery and resilience framework to strengthen the capacities of national and local government				X	X				
	Conduct analysis on the linkage between the pandemic/health risks, environment, and the economy, identify entry points and establish evidence base for green recovery strategies, including contribution to socioeconomic			X	X		UNDP	UK	72100 Contractual Services – Companies	11,056
								BRH TRAC	72100 Contractual Services –	20,000

	recovery and strengthening overall resilience Identify actionable recommendations and develop policy briefs on green recovery to inform national, sectoral and local level policies and strategies Develop and disseminate thematic and strategic communication and advocacy materials on green recovery			X X	X X			UK	Companies 74596/ 64397 – DPC	784
Output 2 Subtotal:										**271,901**
Output 3 Disaster risk reduction, recovery and resilience capacities are in place, supported by an integrated regional and global team. Indicator: Existence of investment plan for the CO Baseline: No Target: Yes	Set up Country Support Task Team, drawing on CO, BRH and HQ Prepare an investment plan to ensure the Country Office has the required DRR, recovery and resilience building capacities in place, including dealing with pandemics Establish a knowledge management system to share experiences and lessons				X X X	 X X	UNDP UNDP UNDP	FW	71300 Loc. Consultant 75700 Learning Cost 71600 Travel 64397 – Staff Costs 74596 – GOE 72800 – IT equipment	100,500
Output 3 Subtotal										**100,500**
Output 4 Recovery and resilience thematic strategies developed Indicator: Existence of recovery and resilience plan Baseline: No Target: Yes	Assess and map the the interrelated issues of climate, disasters, conflict, livelihoods, migration and displacement, especially in informal urban environments, and the exacerbating vulnerabilities to and effects of the pandemic in BARMM Conduct a value chain analysis to identify livelihoods opportunities in informal urban areas with high levels of migration and displacement focusing on blue/green economy transformations Develop a toolkit for urban planners to improve the infrastructure and services in informal urban settlements targeted at preventing and addressing communicable diseases Support BARMM in formulating and reviewing recovery programme addressing the identified issues, including by consucting small-scale pilots on health and/or livelihoods		X X	X X X X			UNDP UNDP UNDP UNDP	BRH	71300 Local Consultant 75700 Learning Cost 71600 Travel	**100,000**
Output 4 Subtotal										100,000

GMS (7%)			29,439
GMS – UK (8%)			947
OVERALL TOTAL			**561,215**

Annex A. Summary of Relevant Projects and Lessons Learned

Adaptable Digitally Enabled Post Disaster Transformation (ADEPT) Project
Funded through the Crisis Bureau and the COVID RRF, the Country Office is implementing a pilot of an end to end digital transformation solution to make recovery quicker and more effective. By partnering with money mobile operators (MMOs), the CO is testing the use of digital wallets to ensure faster cash transfer of the government's social amelioration packages (SAPs) to families affected by COVID 19. This financial inclusion initiative also integrates financial literacy to ensure recipient families are able to be part of the banking system and invest their resources more prudently. In a natural disaster setting, this initiative is blended with other digital solutions such as IPDNA, and the use of DEVLIVE+, which enables local governments to take stock of household level data on exposure and socio-economic conditions. LGUs which have completed DEVLIVE+ have used the data for risk based comprehensive land use planning, as well as better targeting for SAP distribution and relief packages. Discussions are ongoing with DSWD to share the lessons for potential application to the government's social protection program and to cash disaster assistance.

Weather Index based Insurance (WIBI). Following the completion of an earlier GEF-SCCF Project, the CO is integrating the WIBI as part of its residual risk management strategy, through advancing pilots that combine both the traditional crop and weather index-based insurance. Discussions are going on with the PCIC to use the lessons to generate the needed correlation indices to cover as many small farmers as possible.

***Pintig*Lab Data Warehouse.** *Pintig* (heartbeat), proposes a data analytics capacity to process relevant data and information to support improved decision making under COVID. Designed to be located in the Department of Information Communications and Technology (DICT), the Lab will pull in all data and information from various sources to enable timely responses, deployment of supplies and materials, store baseline information and conduct analytics to assess the impacts of the pandemics. The warehouse should have the capability also to transform data in various formats and multiple sources into crisp and easy to visualize information to benefit interested sectors.

Establishment of Philippines National Loss and Damage Registry
With technical support from the Bangkok Regional Hub, UNDP is assisting the OCD in the establishment of the Philippines NLDR. The NLDR captures direct and indirect impacts of disasters. Historical disaster losses and damages are proxy indicators of risk. As a data registry, the NLDR shows government DRM managers the cumulative impacts of disasters on development goals. The establishment of the NLDR is a national target under the SFDRR 2015-2030 which the Philippines is a signatory.

Once online, the Philippine government [its development agencies, LGUs] educational institutions, UN and humanitarian-development agencies can do historical assessments, patterns, trends and evaluate risks of future losses. Analytics can then be used for national and sub-national development/risk reduction planning.

With initial funding from the Philippine Department of Science and Technology [DoST], the DLSU Computer Center populated the UNDP DisInventar software as digital platform for the Philippine NLDR. To date, 10 years of disaster data has been inputted into the system, including from vetted/final PDNA reports. For vetting and input are data from the Kalamidad.ph and past disaster data.

Review of PDNA Guidance Notes
With technical and financial support from UNDP HQ, the Philippines [through the OCD-RRMS] carried out a review of the Post Disaster Needs Assessment (PDNA) Guidance Notes. Based on review of past PDNA reports, while the Philippines follow the general guidelines established by the World Bank, EU and the UN Development Group, there are still room for improvement in the way PDNA reports are written, to wit: computation of economic losses and physical damages, stronger link between damages and losses to disaster needs and recovery needs; clearer articulation of

human impact of disasters, faster generation of PDNA reports towards completion of the recovery and rehabilitation plan, among others.
The following recommendations were identified after a series of workshops:

- Comprehensive revision of the PDNA Guidance Notes, in consideration of the lessons learned and integration of the DRF.
- SOPs need to be enhanced to identify properly the roles and responsibilities of the different actors and its corresponding time of execution
- Costings should be standardized, in adherence to the Global PDNA standards which use of the concept of replacement costs at market prices prevailing prior to the disaster.
- Recovery framework must be aligned with the national development programs to ensure funding;
- Development of an IT-based app to improve and accelerate data management, including the estimation of damage, loss and needs.

Updating of the NDRRM Plan
UNDP supported the OCD/NDRRMC in the Reframing of the NDRRM Framework and Updating of the NDRRM Plan. Republic Act 10121 of 2010 was reviewed to assess its past performance and relevance to the new context of Philippine development and risk profile. The NDRRM Framework sought to guide national and local efforts of strengthening DRRM systems in the country, and provide a common direction [whole of society approach] towards addressing the underlying causes of vulnerability to help reduce and manage the risks.

Web based Platform for Expenditure Tracking
In 2015, the UNDP in collaboration with the Office of the Presidential Adviser on Recovery and Rehabilitation [OPARR] Developed the eMPATHY [e-Management Platform: Accountability and Transparency Hub for Yolanda], a web-based platform to comprehensively track down expenditures for the Yolanda recovery, coming from public funds and international donations and loans.

Tsunami Awareness and Drills
With funding support from the Bangkok Regional Hub [through the Japanese Government], a Pilot Capacity Building Project on Tsunami Awareness was implemented in selected schools in Eastern Visayas. The project involved the comprehensive review of school tsunami preparedness plans [including evacuation routes to inland/higher safe zones], conduct of simultaneous earthquake-tsunami drills involving all the school population [students, teachers, administrators, some community members], provision of early warning equipment and tsunami signages.

The pilot project revealed the following: low/limited coordination between the local Department of Education school and the LGU DRRM Office; low awareness/knowledge of students and teachers on tsunami-prone areas on basic earthquake-tsunami; lack of tsunami evacuation routes [in the Philippine eastern seaboard] among others.

Integrating Disaster Risk Reduction and Climate Change Adaptation in Local Development Planning and Decision-making Processes. (AusAID/DFAT) The Project sought the mainstreaming of integrated concerns of disaster risk reduction and climate change adaptation into local decision making and planning processes. It supported all the 79 provinces in formulating their respective DRR/CCA enhanced provincial physical development framework plans. In the process, it enriched the disaster risk assessment (DRA) process and developed the climate change and disaster risk information system for planning (CRISP) to support the requirements of DRR/CCA enhanced planning processes.

Enhancing Greater Metro Manila's Institutional Capacities for Effective Disaster/Climate Risk Management towards Sustainable Development (GMMA READY Project). (AusAID/DFAT). Responding to the huge flooding brought about by typhoon Ketsana (Ondoy) in 2009, the Project aimed to decrease the vulnerability of the Greater Metro Manila Area (GMMA) to natural hazards and increase their resilience, by strengthening institutional capacities of LGUs, national government agencies, academic institutions and civil society organizations to manage disaster and climate change risks. The Project assessed the vulnerability of GMMA to disaster and

climate change risks; developed and implemented priority disaster risk mitigation (DRM) actions including the formulation of an integrated contingency plan and early warning systems; and generated various hazard maps that were used by LGUs for land use planning and regulatory processes.

Mainstreaming DRR in Subnational Development/Land Use and Physical Planning in the Philippines (EU). The project supported the Philippines' National Economic and Development Authority (NEDA) in 2008 in its formulation of "Guidelines for Mainstreaming DRR in Subnational Development/Land Use and Physical Planning". These guidelines were developed for use by regional, provincial and municipal planners and local executives. The document described the available tools for estimating the magnitude of impacts and likelihood of occurrence. In addition, the document provided an assessment of hazards (which included frequency analysis, return periods, probabilities of the occurrence of hazard events, and estimations of annual risks.

UNDP-NZAid - REBUILD Resilience Capacity Building for Cities and Municipalities to Reduce Disaster Risks from Climate Change and Natural Hazards assessed the climate vulnerabilities of cities and municipalities in the Philippines' Cagayan River Basin and Jalaur River Basin. Such vulnerabilities comprised geological, meteorological and meteorologically-induced hazards associated with climate change. The project also conducted assessments of socio-economic resilience of the poor and most vulnerable people living within the two river basins.

Project Twin Phoenix – Enabling the Cities of Cagayan de Oro and Iligan to Cope with Climate Change. (AusAID/DFAT). Conceived mainly as a disaster response to typhoon Pablo, the Project expanded its interventions to strengthen stakeholders' institutional capacity and individual competencies on climate/disaster risk management and put in place river basin wide institutional networks to deal with increasing risks from climate change. It assessed climate risk vulnerabilities of the two cities; and conducted CCV/DRA; and developed priority climate adaptation and disaster risk mitigation actions. The Project provided cutting edge tools and information to enable the cities to plan better and reduce future risks of disasters.

The Project was expanded as the **Resilience and Preparedness toward Inclusive Development (RAPID) Program**, to cover 1 city and 11 municipalities affected by typhoon Yolanda, using the same approach. The upscaling effort involved generation of future climate scenarios given multiple hazards, based on extreme events and other historical and exposure data. It also has a recovery component, aimed at supporting alternative livelihoods; and local level spatial planning and development, including institutionalization of community-based disaster risk management at the barangay level based on climate data.

Some of the significant accomplishments of the Program include:
Climate and Disaster Exposure Database. The Climate and Disaster Exposure Database (ClimEx.db) is a set of software and accompanying user protocols that enable users to collect, organize, and manage data required to assess risks and exposure of households, buildings, and production areas to natural hazards. It includes a mobile surveying tool to collect data and a desktop application server to visualize and process the information.

A new application tool, the DEVLIVE+, was further developed based on this experience to apply more broadly to SDG monitoring and service delivery by local governments.

Flood Modelling Study. In partnership with the Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), the Program conducted geometry and hydrometric surveys, hydrologic profiling/river characterization, and flood inundation modelling of major river systems in the RAPID sites to produce the flood hazard maps. The impacts of climate change were considered with the simulation of rainfall return periods (5, 25, and 100) applied on predicted land cover changes to determine the rainfall-runoff from the watershed for years 2020, 2050, and 2100.

Climate Change Vulnerability Assessment/Climate and Disaster Risk Assessment. The Climate Change Vulnerability Assessment (CCVA)/Climate and Disaster Risk Assessment (CDRA)

completed the process of gathering information required for risk assessment. From hazards assessment and mapping, the CCVA adds the analysis of the effects and causes of vulnerability. The CCVA/CDRA were prepared as part of the Comprehensive Land Use Planning (CLUP) of the target LGUs, in partnership with the Housing and Land Use Regulatory Board (HLURB).

Baywide Coastal Zoning and Land Use Framework. The framework introduced approaches and options in managing the Leyte Gulf's coastal and natural resources, taking into consideration the presence of natural hazards, and provided recommendations for CLUPs and CDPs of municipalities surrounding the bay area, as well as for the Regional Physical and Framework Plan (RPFP) of Eastern Visayas Region.

Guidelines on Mainstreaming CCA-DRR in Comprehensive Development Plan. The Guidelines aim to provide tools for local planners to identify, assess, and address disaster and climate change risks in the preparation of CDPs. It is intended as short, practical briefs supplementing the existing, more general guidelines on CDP preparation.

Mainstreaming CC-DRR in Project Development and Evaluation. Through the National Economic Development Authority (NEDA), a Supplemental Manual was developed to guide the Secretariat of the Investment Coordinating Committee to evaluate public investment projects.

i*PDNA Tool.* This is an application to facilitate data collection and consolidation for baseline and post disaster indicators, following the PDNA Guidance Notes. This was developed to accelerate assessment of damages and losses following disasters, making needs assessment and recovery more responsive. This tool was developed in partnership with OCD, and pilot tested in typhoons Mangkhut, Tisoy and Taal volcano eruption. A retrofitting of the IPDNA is currently on going to create a datamart, enable it to link with household data, and allow assessment of losses from COVID.

CC/DRR Public Expenditures and Institutional Review. The study assessed current policy priorities and strategies as they relate to climate change and disaster risk management and covered the extent to which these strategies and policies are coherent with national development and poverty reduction strategies. The study also reviewed the institutional arrangements for promoting the integration of climate change and disaster risk management into budgeting and expenditure management within and across mandated agencies and stakeholders. It also reviewed the integration of CC and DRR objectives within the budgeting process - planning, implementation, expenditure management and financing.

Community Based DRRM Capacity Building. At risk communities were actively engaged in the identification, analysis, treatment, monitoring, and evaluation of disaster risks to reduce vulnerabilities and enhance capacities. Targeted capacity-building interventions were provided to this lowest, but very important group of stakeholders, especially in terms of their preparedness capacity to either avoid or lessen the impacts of natural hazards and shoring up their capacities, avoiding disasters in the process. Barangay Disaster Risk Reduction and Management Committees were established or reformed and plans formulated by locals to address their specific risks. A total of 150 barangays from the 12 LGUs were covered.