Philippines

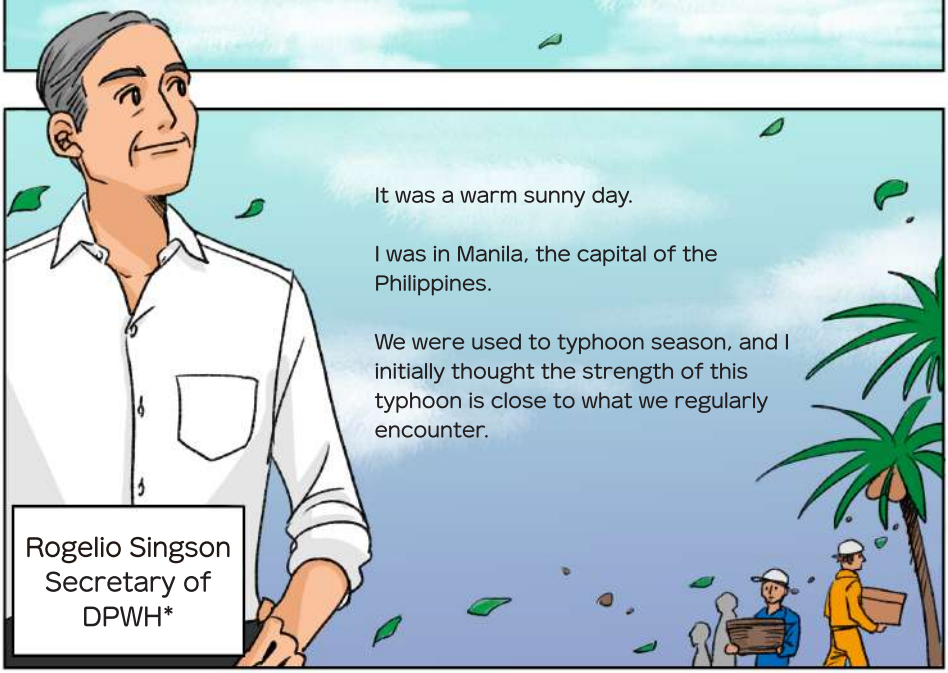
Project History (manga version)

ROOFLESS, HOMELESS BUT NOT HOPELESS

Recovery from Typhoon Yolanda in the Philippines

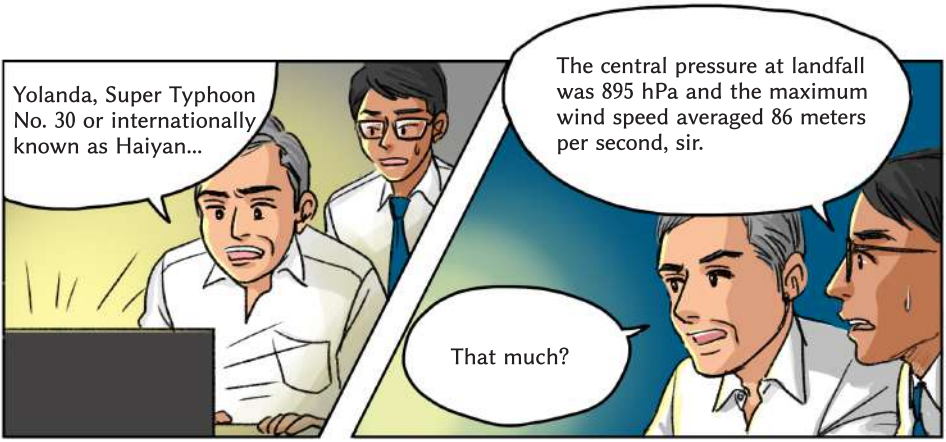
JICA

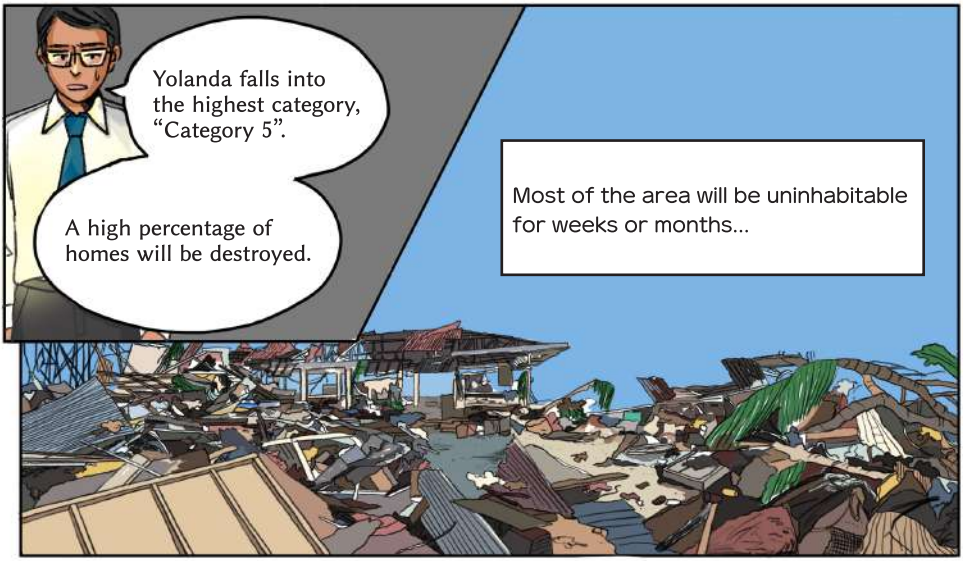
On November 8th, 2013,
Typhoon Yolanda, the most ferocious typhoon to date,
made landfall in the Philippines.



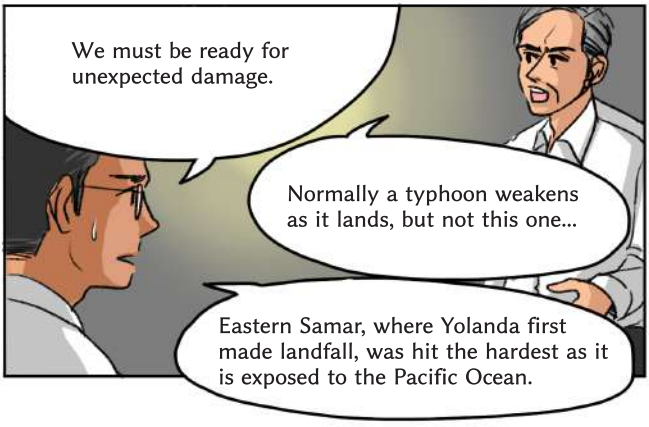
I couldn't have immediately known that thousands of lives would be lost in our country.

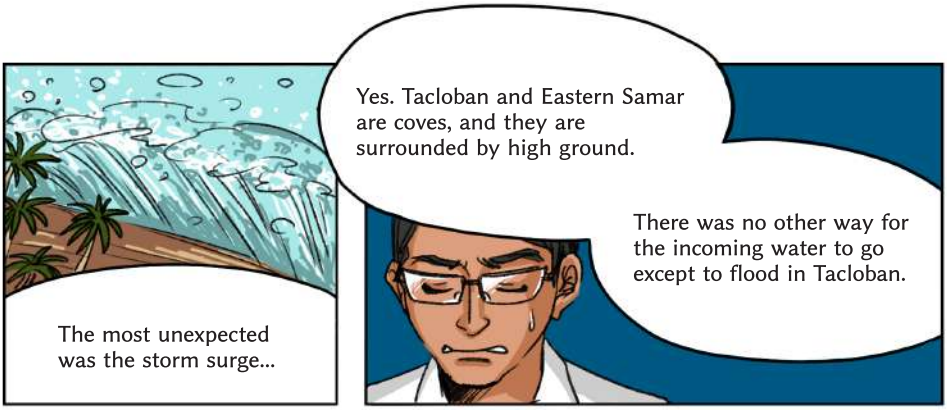
*DPWH : Department of Public Works and Highways


Yolanda, Super Typhoon No. 30 or internationally known as Haiyan...
The central pressure at landfall was 895 hPa and the maximum wind speed averaged 86 meters per second, sir.
That much?

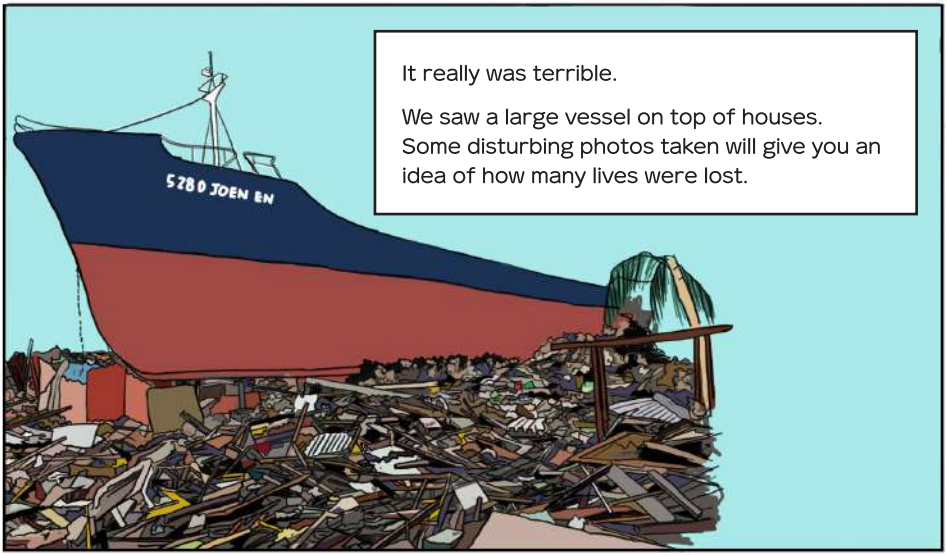

Yolanda falls into the highest category, “Category 5”.
A high percentage of homes will be destroyed.
Most of the area will be uninhabitable for weeks or months...

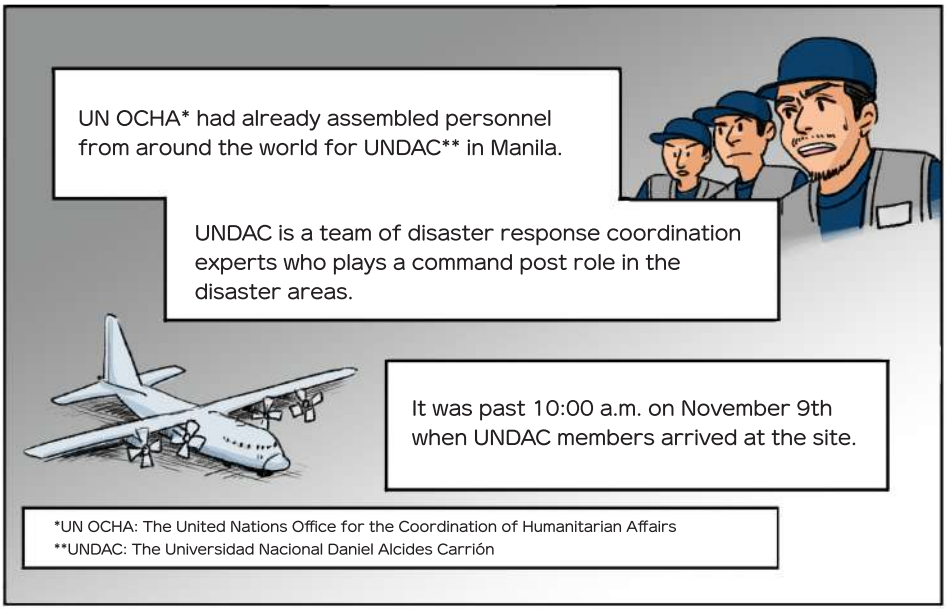

So it was the strongest landfall typhoon in history... (*as of 2013)


We must be ready for unexpected damage.
Normally a typhoon weakens as it lands, but not this one...
Eastern Samar, where Yolanda first made landfall, was hit the hardest as it is exposed to the Pacific Ocean.

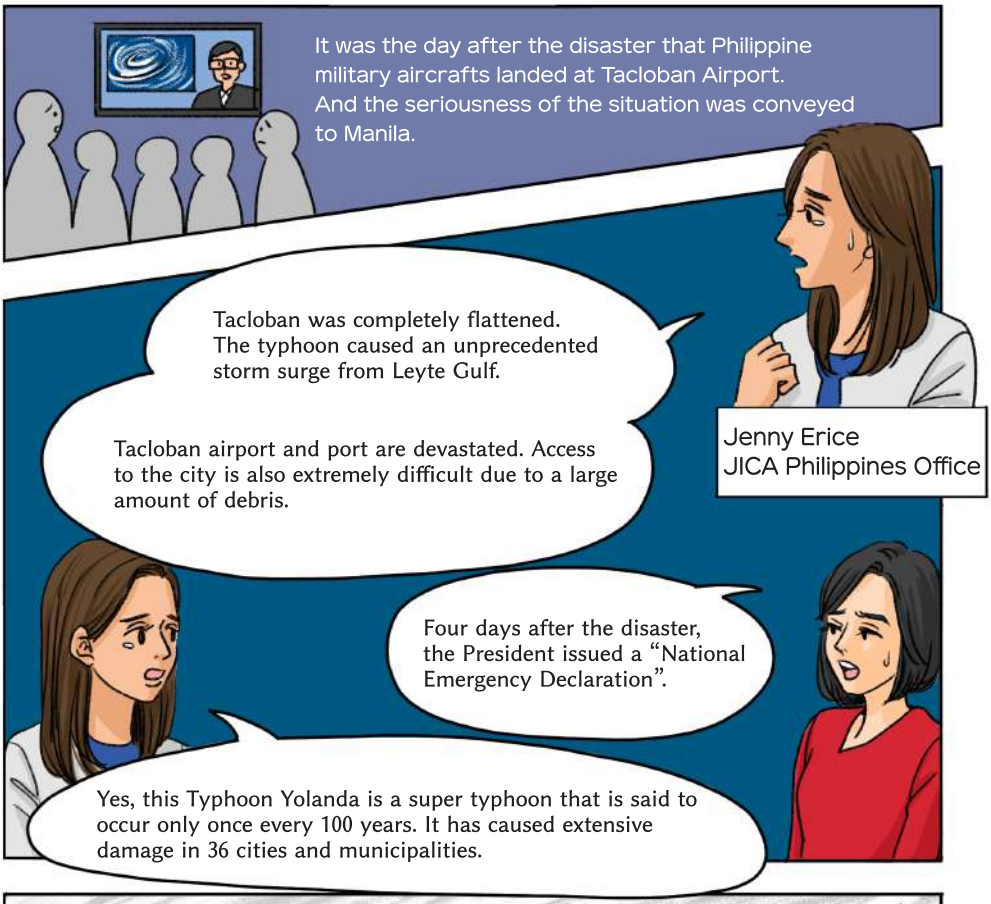

The most unexpected was the storm surge...
Yes. Tacloban and Eastern Samar are coves, and they are surrounded by high ground.
There was no other way for the incoming water to go except to flood in Tacloban.

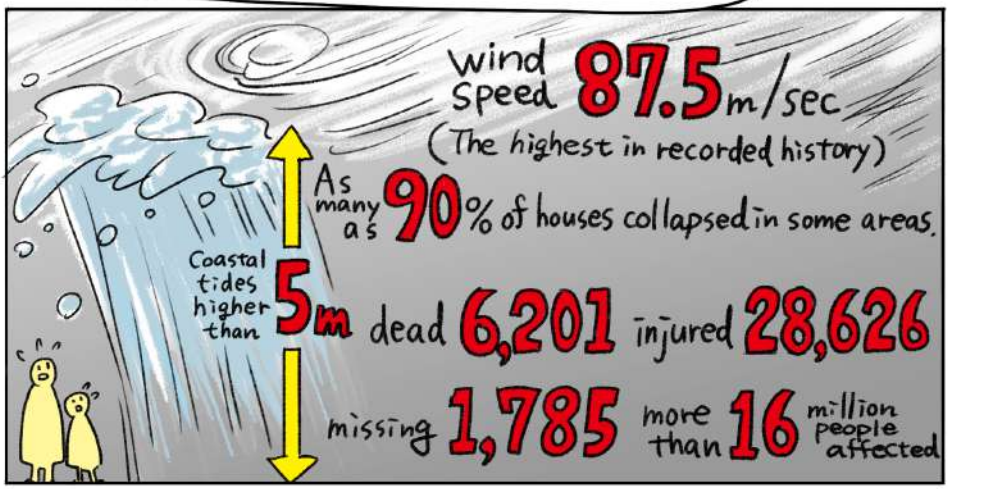

In any case, securing transportation routes in the affected areas is our top priority.
Yes sir. There are so many dead bodies and debris and it's difficult to move around.
Tacloban has a market and many informal settlers along the coast. I can only imagine how great the damage might be...

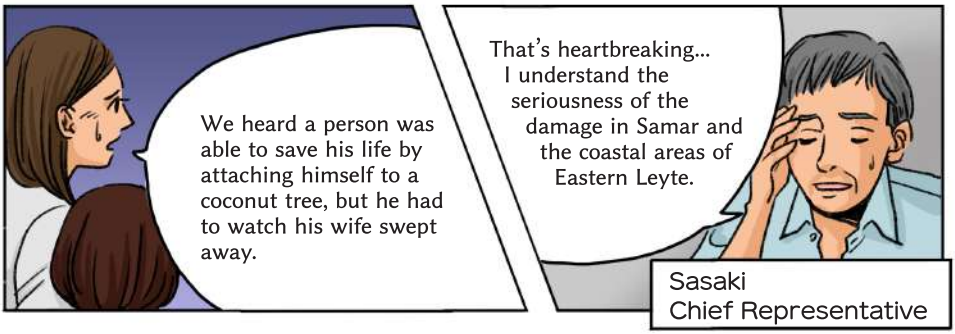

It really was terrible.
We saw a large vessel on top of houses. Some disturbing photos taken will give you an idea of how many lives were lost.
5280 JOEN EN

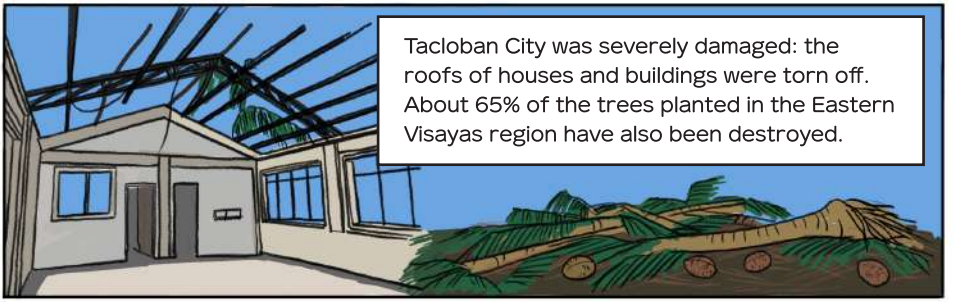


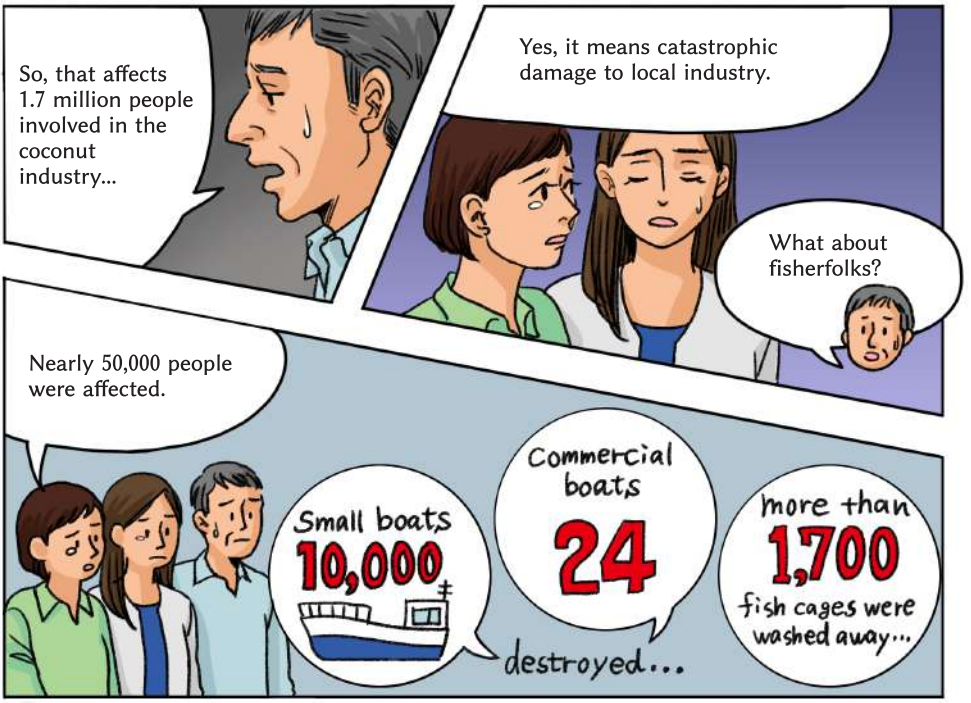
The Philippine government jumped into action.

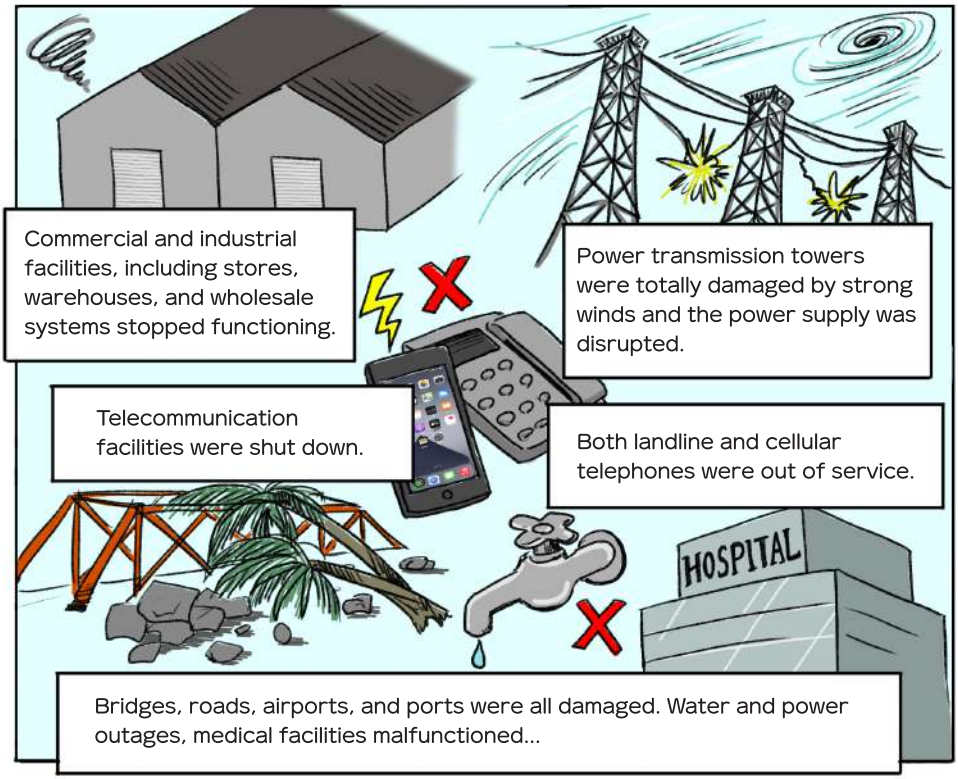

It was the day after the disaster that Philippine military aircrafts landed at Tacloban Airport. And the seriousness of the situation was conveyed to Manila.
Tacloban was completely flattened. The typhoon caused an unprecedented storm surge from Leyte Gulf.
Tacloban airport and port are devastated. Access to the city is also extremely difficult due to a large amount of debris.
Jenny Erice
JICA Philippines Office
Four days after the disaster, the President issued a "National Emergency Declaration".
Yes, this Typhoon Yolanda is a super typhoon that is said to occur only once every 100 years. It has caused extensive damage in 36 cities and municipalities.


wind speed 87.5 m/sec
(The highest in recorded history)
As many as 90% of houses collapsed in some areas.
Coastal tides higher than 5m
dead 6,201
injured 28,626
missing 1,785
more than 16 million people affected

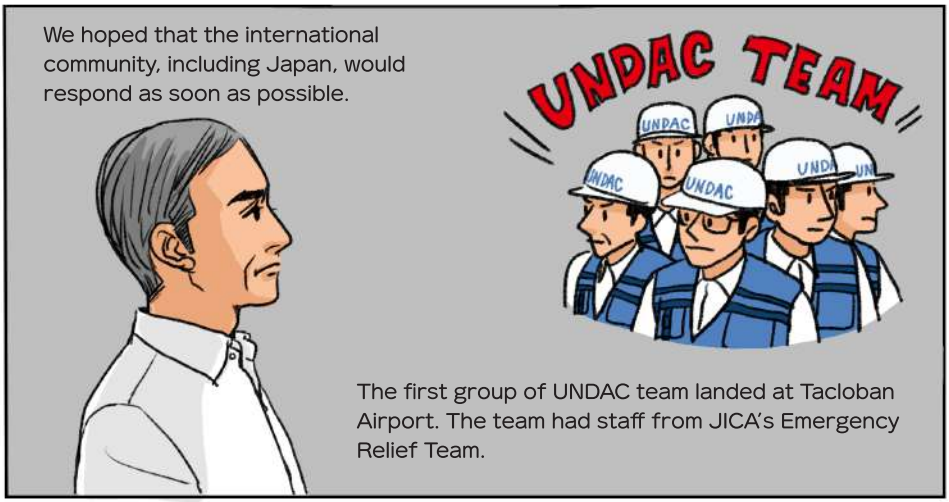

We heard a person was able to save his life by attaching himself to a coconut tree, but he had to watch his wife swept away.
That's heartbreaking... I understand the seriousness of the damage in Samar and the coastal areas of Eastern Leyte.
Sasaki
Chief Representative


Tacloban City was severely damaged: the roofs of houses and buildings were torn off. About 65% of the trees planted in the Eastern Visayas region have also been destroyed.

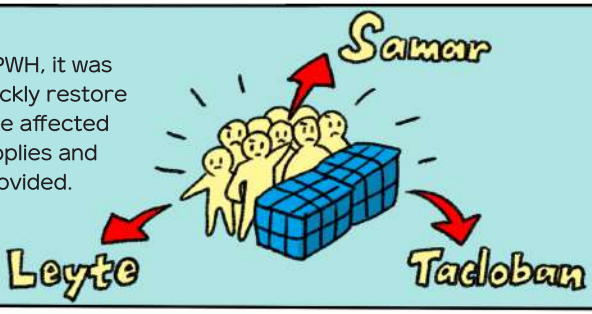

So, that affects 1.7 million people involved in the coconut industry...
Yes, it means catastrophic damage to local industry.
What about fisherfolks?
Nearly 50,000 people were affected.
Small boats 10,000
Commercial boats 24
destroyed...
more than 1,700 fish cages were washed away...

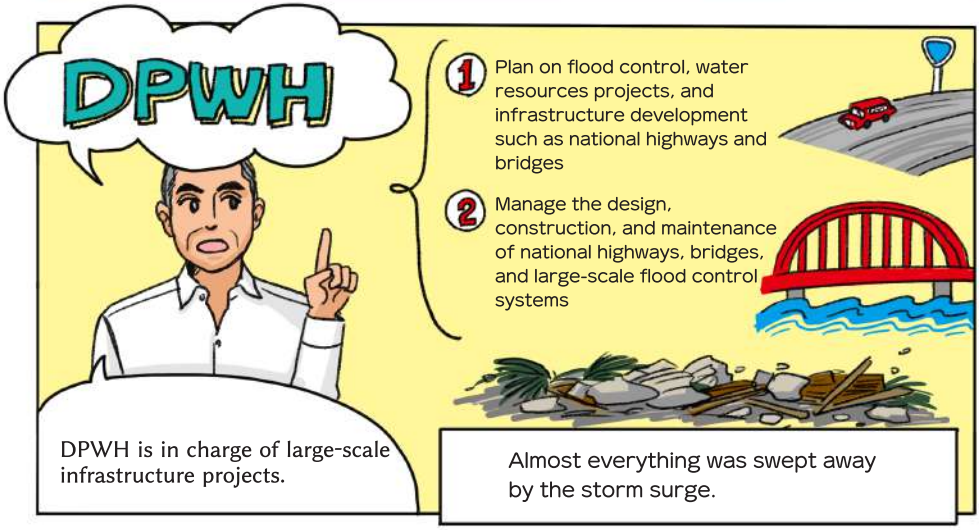


Lifelines in the area were completely destroyed.



As the Secretary of DPWH, it was my responsibility to quickly restore access to and within the affected areas so that relief supplies and assistance could be provided.





In response to this, JICA sent a team to do an initial damage assessment.
And the government decided to convene the NDRRMC, an inter-agency council capable of ordering the use of facilities and resources of the government, NGOs and civic organizations. It helped manage and reduce disaster risks to protect lives and properties.

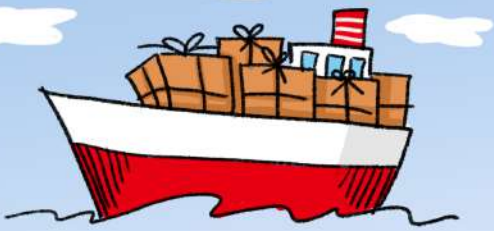
All of these were for helping the survivors recover as quickly as possible.

We also requested JICA to work around the creation of hazard maps, which in the end became one of the biggest contributions of JICA.

According to data, as many as 4 million Filipinos were affected.

They had little food, clean water, or medicine.

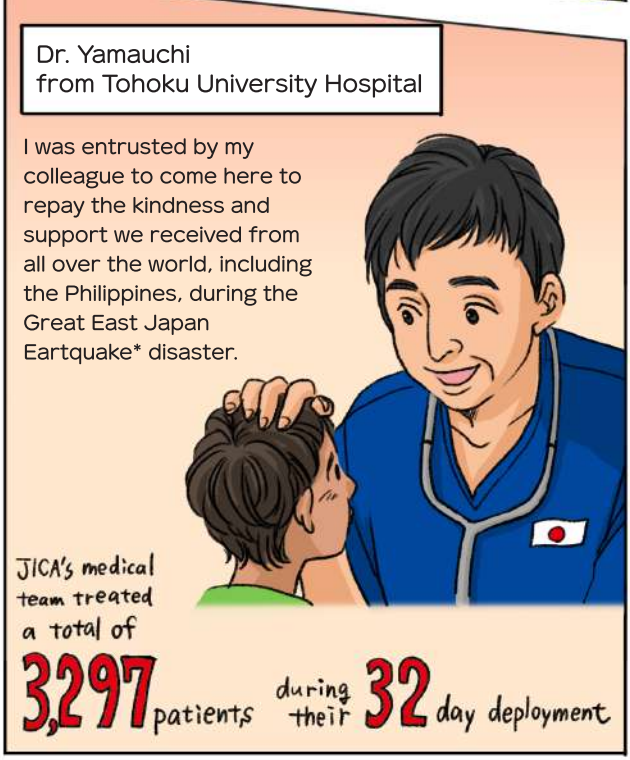
So we prioritized restoring transportation routes. Without them, we couldn't provide immediate relief to the affected areas.



Since the airport was destroyed, the only way of transportation immediately after the typhoon was mainly by ship.

Several JICA experts in national government agencies in the Philippines also worked with the Philippine officials on the ground.

The medical team from Japan in action!



*The 2011 Great East Japan Earthquake: The largest recorded earthquake in Japan, which caused the triple tragedy of the earthquake, tsunami, and nuclear accident. Approximately 20,000 people lost their lives, over 2,500 are still officially reported as missing, and an additional 6,000 suffer from injuries.

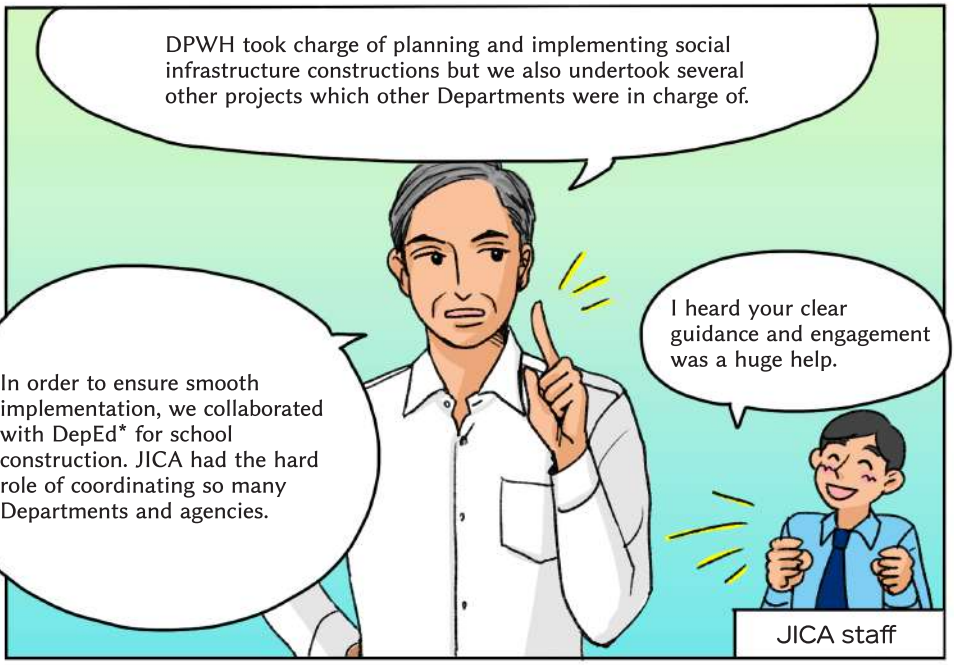
The Japanese government has decided to provide 4.6 billion yen in grant aid, and JICA started the technical cooperation project with the following three objectives.

"The urgent development Study on the project on rehabilitation and recovery from Typhoon Yolanda"

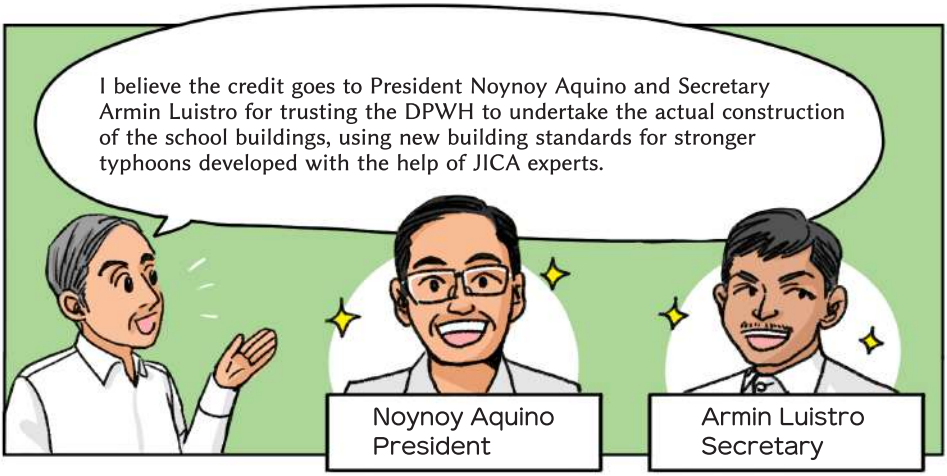
1. Develop recovery and reconstruction plans using scientifically backed hazard maps

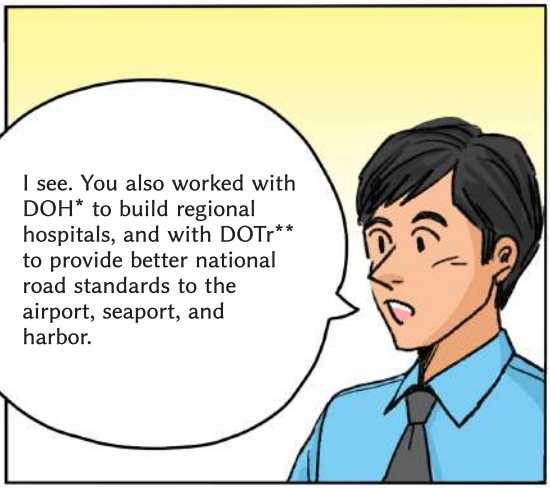
2. Select and design grant aid projects

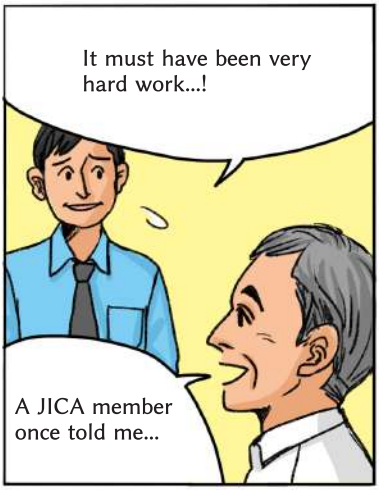
3. Plan and implement Quick Impact Projects (QIPS) for early recovery and reconstruction

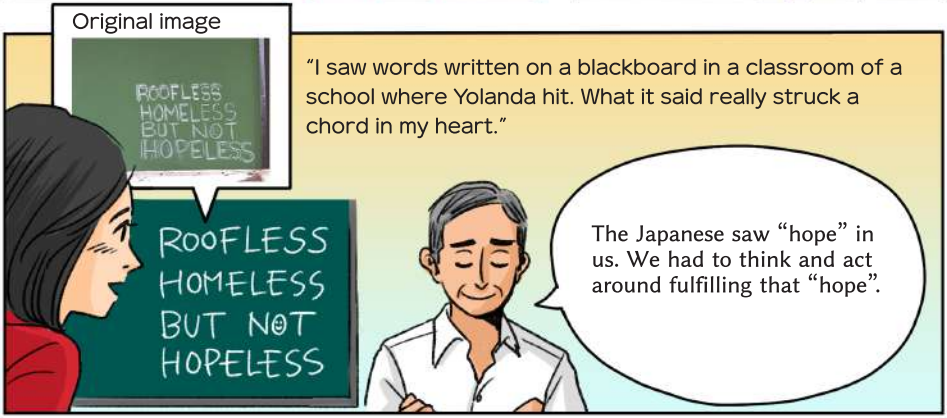


*DepEd : The Department of Education







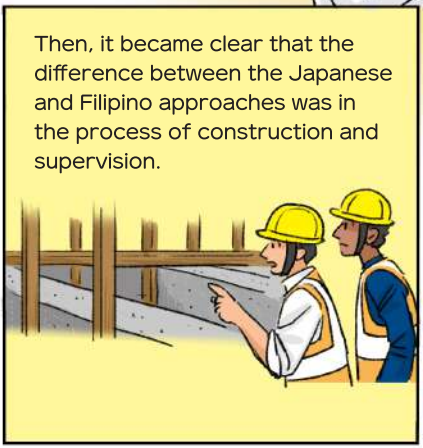


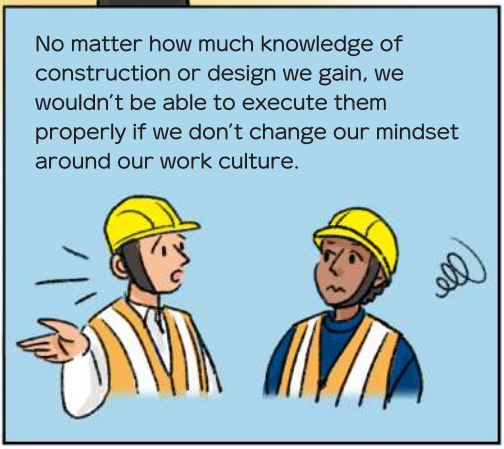
*DOH : The Department of Health
**DOTr : The Department of Transportation

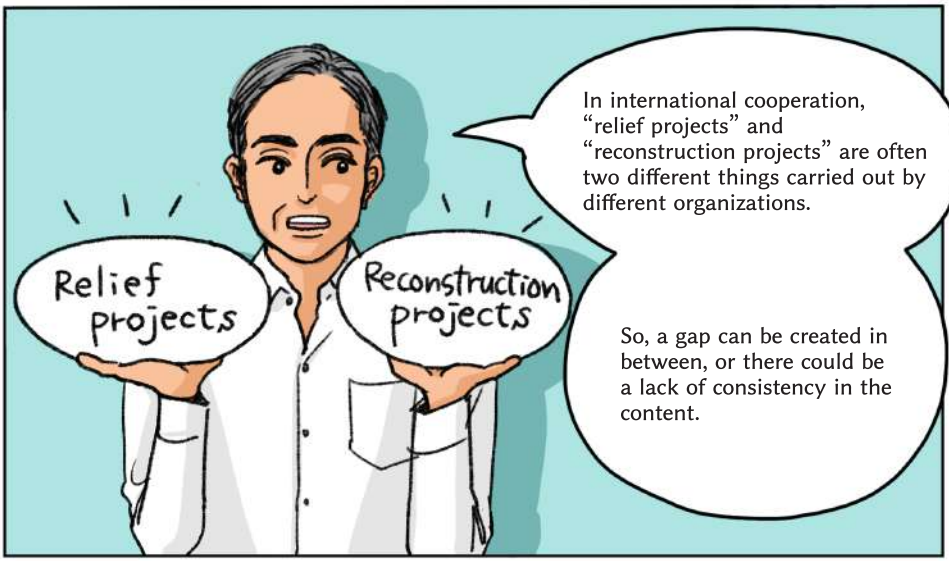

Many roofs flew off.
Yes, but the roofs of about 100 elementary schools built with Japanese grant aid did not fly off.


These school buildings uses disaster-resistant materials and construction methods.
The construction of schools by the Japanese government takes time.
Yes...
JICA STAFF

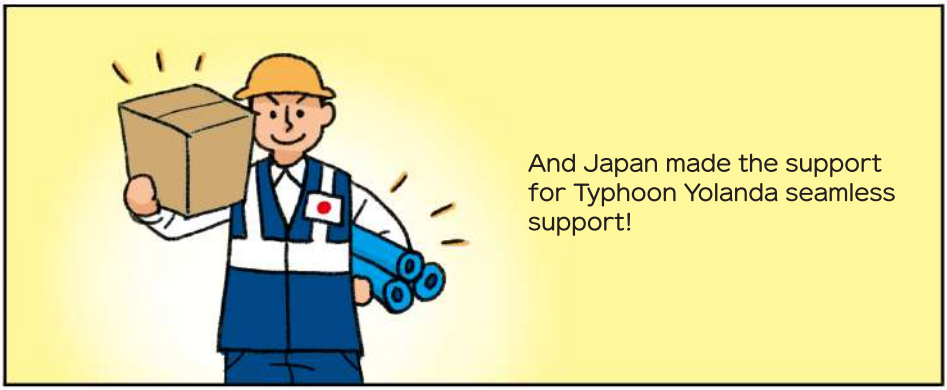

But... this typhoon taught me that the pursuit of quality is necessary and worth the time invested!
!!
JICA Philippines Office conducted a structural survey.

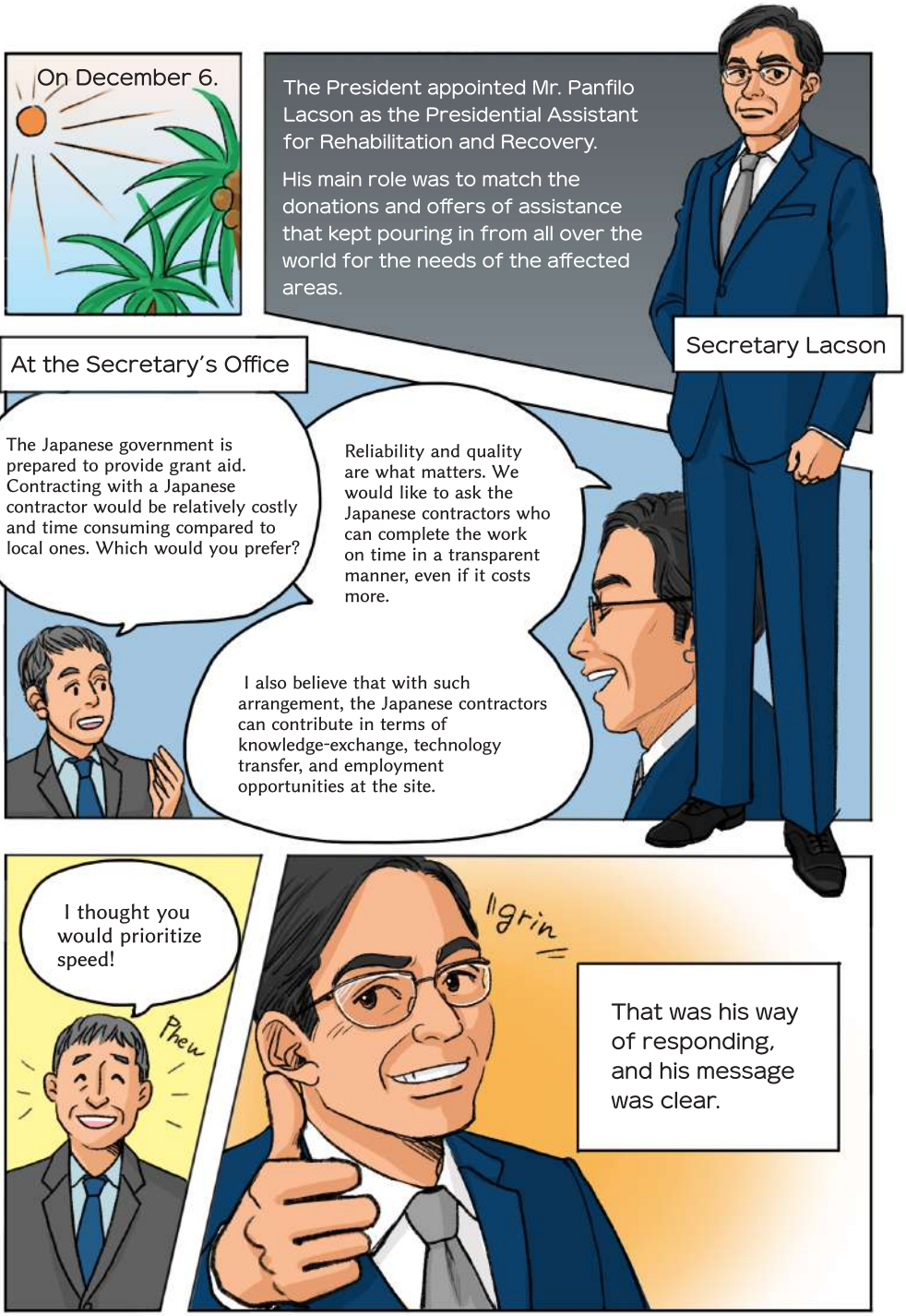

Then, it became clear that the difference between the Japanese and Filipino approaches was in the process of construction and supervision.


No matter how much knowledge of construction or design we gain, we wouldn't be able to execute them properly if we don't change our mindset around our work culture.


Relief projects
Reconstruction projects
In international cooperation, "relief projects" and "reconstruction projects" are often two different things carried out by different organizations.
So, a gap can be created in between, or there could be a lack of consistency in the content.


JICA tried to provide "support to eliminate the gap" between these two phases of relief and reconstruction.
Let's fill the gap.


And Japan made the support for Typhoon Yolanda seamless support!


On December 6.
The President appointed Mr. Panfilo Lacson as the Presidential Assistant for Rehabilitation and Recovery.
His main role was to match the donations and offers of assistance that kept pouring in from all over the world for the needs of the affected areas.
Secretary Lacson
At the Secretary's Office
The Japanese government is prepared to provide grant aid. Contracting with a Japanese contractor would be relatively costly and time consuming compared to local ones. Which would you prefer?
Reliability and quality are what matters. We would like to ask the Japanese contractors who can complete the work on time in a transparent manner, even if it costs more.
I also believe that with such arrangement, the Japanese contractors can contribute in terms of knowledge-exchange, technology transfer, and employment opportunities at the site.
I thought you would prioritize speed!
Phew
Ngrin
That was his way of responding, and his message was clear.

February 2nd 2014

Urgent Development Study on the Project on Rehabilitation and Recovery From Tyhoon Yolanda

Restoration and reconstruction begin!

The objectives of the project, based on Japan's experience in disaster recovery, were as follows.

1

Make hazard maps. Assist municipalities to revise land use plans and create evacuation plans.

2

Plan grant aid projects, such as the construction of hospitals, government buildings, etc.

3

QUIPS, provide technical training, and restore the livelihoods of typhoon victims.

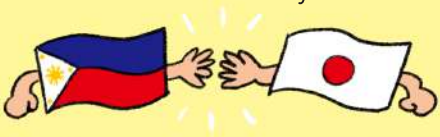
However, reaching consensus for all projects in one grant aid program was very difficult.

A rigorous screening process with the relevant agencies together with JICA was done.

Are you sure this project should be done with Grant Aid?

Yes, it is absolutely necessary!

This collaborative process required tremendous efforts from both the Philippine and Japan sides, but it was necessary to use the assistance effectively.



Here are some of the projects that were actually approved for Grant Aid.

PROJECT 1

National Maritime Polytechnic

The seafarer industry is one of the key industries in the Philippines.

Rebuild The Important Facility

Human resource development in this field must be prioritized for mid-and long-term development.

I strongly advocated that as well.

Rebuilding this facility should be our priority!

Revitalize the Fisheries Industries

PROJECT 2
Fisheries Experiment Station

Only the Guiuan Marine Fisheries Development Center could revitalize the fisheries industry in this region.

Fisheries is an important industry based on regional characteristics.

PROJECT 3
Elementary Schools
Public Health Center
and Government Buildings

Construction of public institutional buildings as disaster-resilient evacuation centers for the community

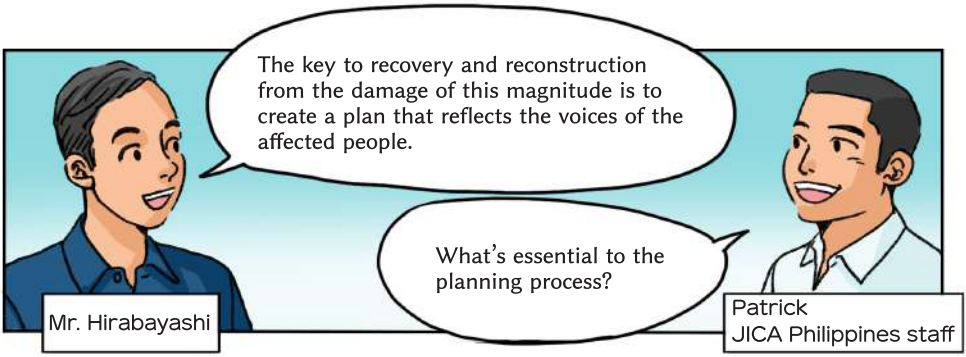
We also began working with Higashimatsushima City in Miyagi Prefecture, Japan, which was severely damaged by the Great East Japan Earthquake and Tsunami.

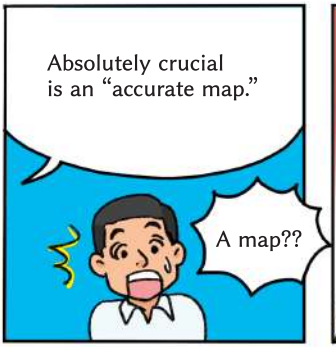
This collaboration has allowed us to draw on Japan's experience in disaster recovery.

Our initial framework for this reconstruction project

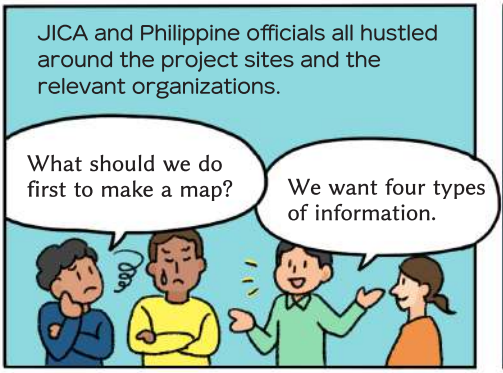
BUILD BACK BETTER

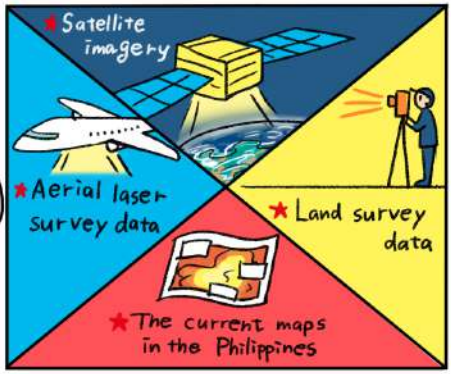
Aiming to build more disaster-resilient communities by introducing new ideas, technologies, and methods to improve pre-disaster conditions.


The key to recovery and reconstruction from the damage of this magnitude is to create a plan that reflects the voices of the affected people.
What's essential to the planning process?
Mr. Hirabayashi
Patrick
JICA Philippines staff

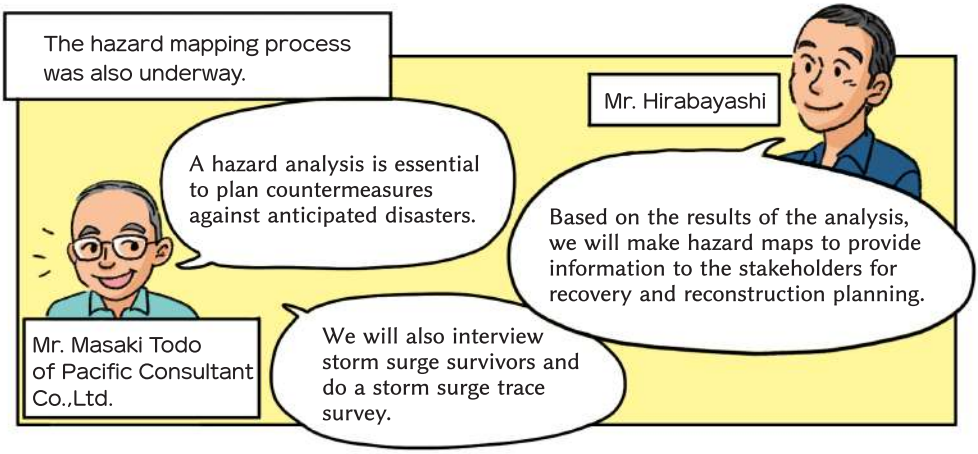

Absolutely crucial is an "accurate map."
A map??


Yes. Japan has the technology to create hazard maps that allow us to see the disaster risks. Also, they will contribute to land use planning, evacuation planning, and urban development.
MAP
I see your point.
I believe you can make use of our knowledge.

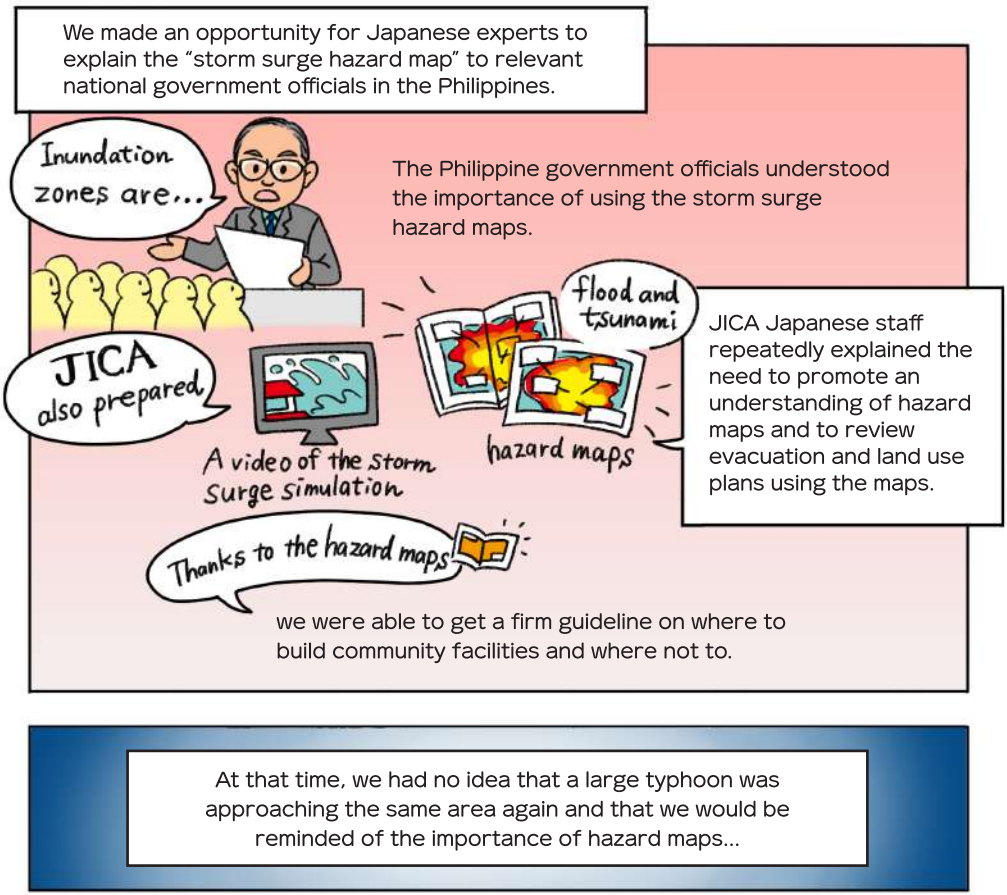

JICA and Philippine officials all hustled around the project sites and the relevant organizations.
What should we do first to make a map?
We want four types of information.


★Satellite imagery
★Aerial laser survey data
★Land survey data
★The current maps in the Philippines

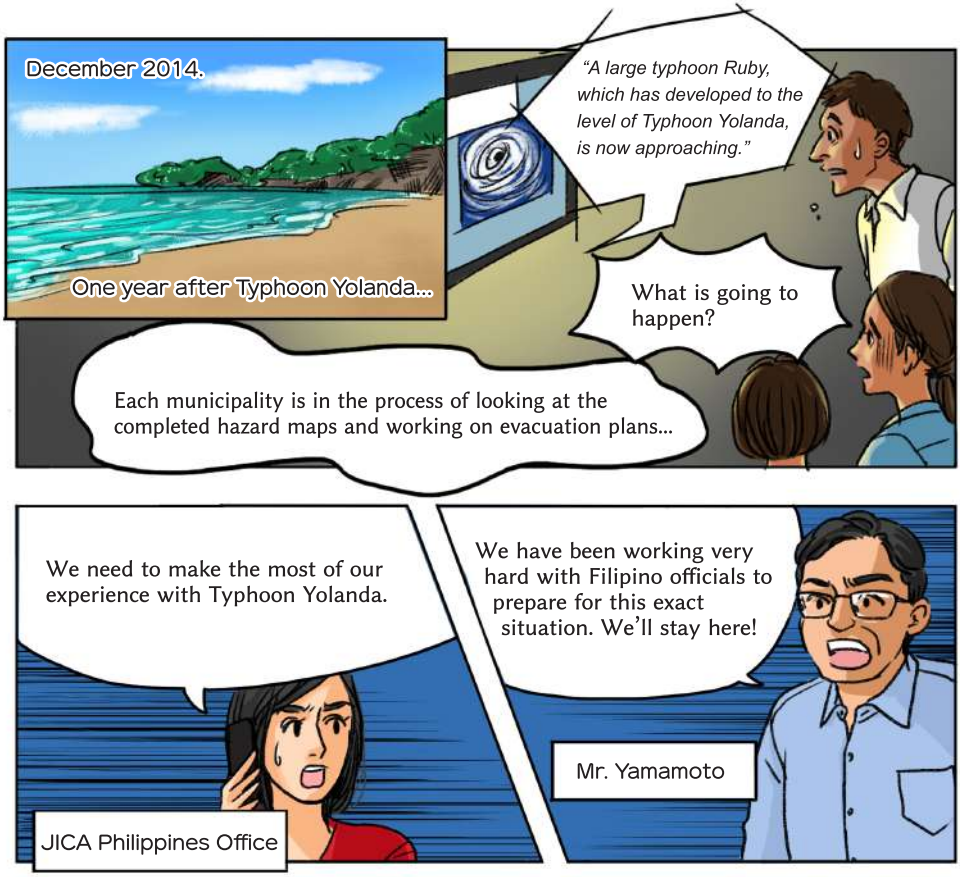

Understood!
Let's complete the "highly accurate topographic map"!

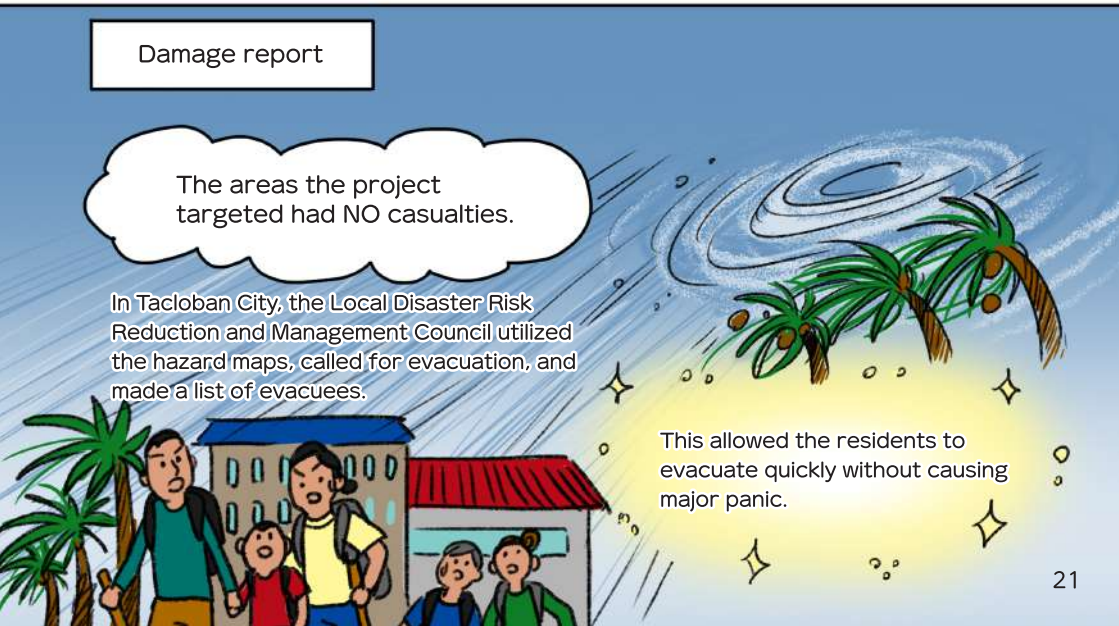


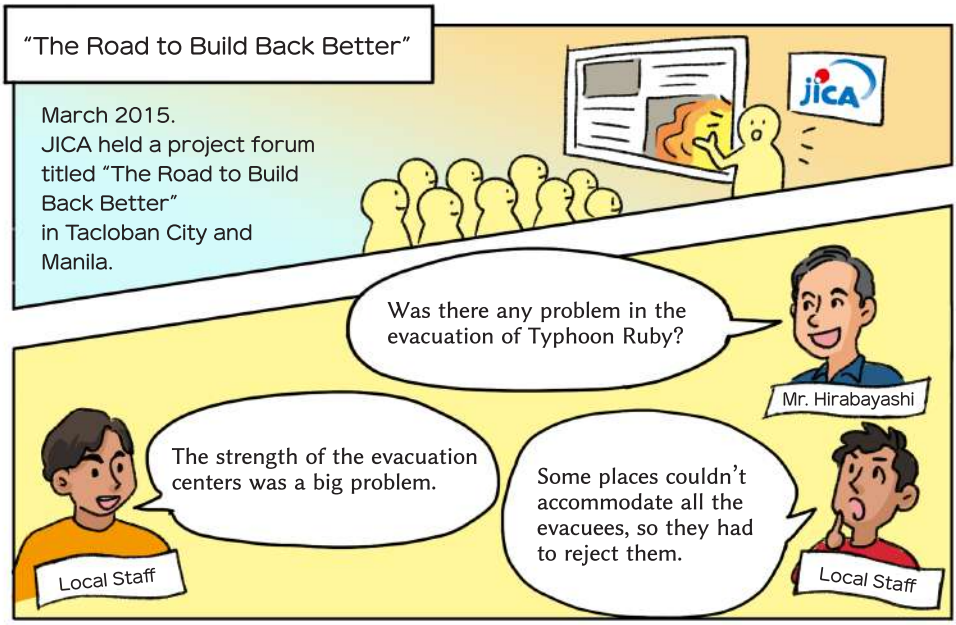
We were told that Mr. Todo has conducted surveys at more than 200 locations.



At that time, we had no idea that a large typhoon was approaching the same area again and that we would be reminded of the importance of hazard maps...

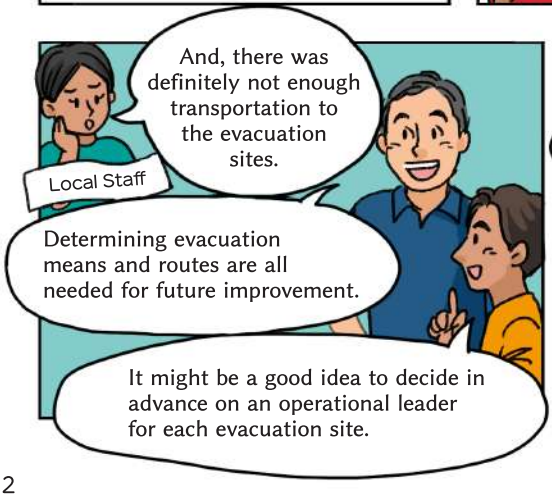

December 2014.
One year after Typhoon Yolanda...
"A large typhoon Ruby, which has developed to the level of Typhoon Yolanda, is now approaching."
What is going to happen?
Each municipality is in the process of looking at the completed hazard maps and working on evacuation plans...
We need to make the most of our experience with Typhoon Yolanda.
JICA Philippines Office
We have been working very hard with Filipino officials to prepare for this exact situation. We'll stay here!
Mr. Yamamoto

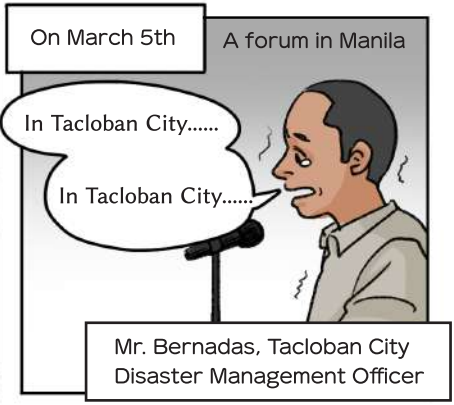

Damage report
The areas the project targeted had NO casualties.
In Tacloban City, the Local Disaster Risk Reduction and Management Council utilized the hazard maps, called for evacuation, and made a list of evacuees.
This allowed the residents to evacuate quickly without causing major panic.


"The Road to Build Back Better"
March 2015.
JICA held a project forum titled "The Road to Build Back Better" in Tacloban City and Manila.
JICA
Was there any problem in the evacuation of Typhoon Ruby?
Mr. Hirabayashi
The strength of the evacuation centers was a big problem.
Local Staff
Some places couldn't accommodate all the evacuees, so they had to reject them.
Local Staff


Hmm... We must check the strength of evacuation centers urgently.
And identify evacuation sites and prepare lists of evacuees.


The "evacuation map by household" we learned in Higashimatsushima City seemed very comprehensible!


And, there was definitely not enough transportation to the evacuation sites.
Local Staff
Determining evacuation means and routes are all needed for future improvement.
It might be a good idea to decide in advance on an operational leader for each evacuation site.


On March 5th
A forum in Manila
In Tacloban City.....
In Tacloban City.....
Mr. Bernadas, Tacloban City Disaster Management Officer

Looking back on the processes they had worked so hard to accomplish, he could not hold back his tears.

Typhoon Ruby prevented our past disaster experience from fading away and left us with awareness of the areas we must improve.
Our project team once again began to urge local governments to create disaster-resilient communities.

Officer Bernadas and his team, with the advice of the JICA team, got the creation of evacuation plans into full swing.

Using the storm surge hazard map let's proceed to identify safer areas and select potential evacuation sites.

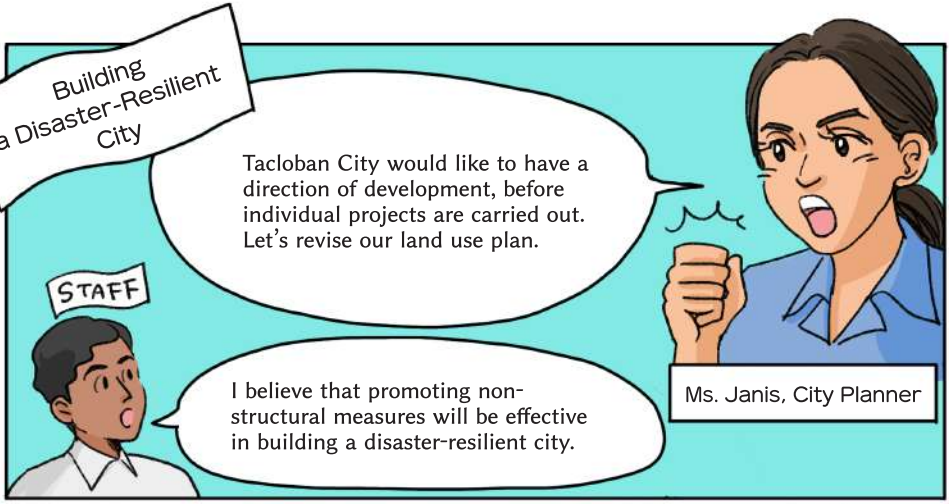
Ms. Kiarah

The data indicates that the buildings renovated after Typhoon Yolanda were only repaired externally.

Meaning not a lot of structural reinforcement is done.

Ms. Araki

Building a Disaster-Resilient City

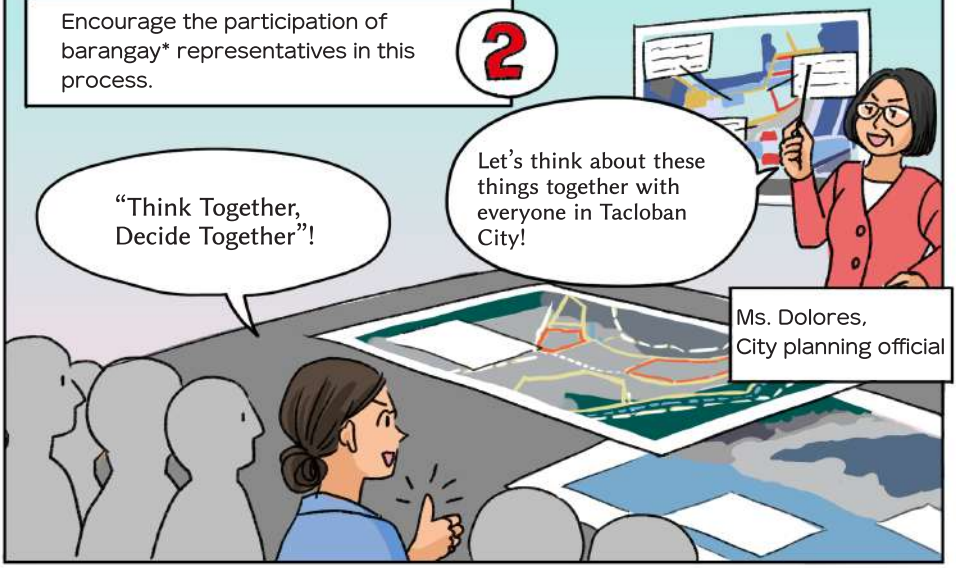


Tacloban City has requested JICA to assist in revising its land use plan.

~Important points for disaster-resilient city planning~

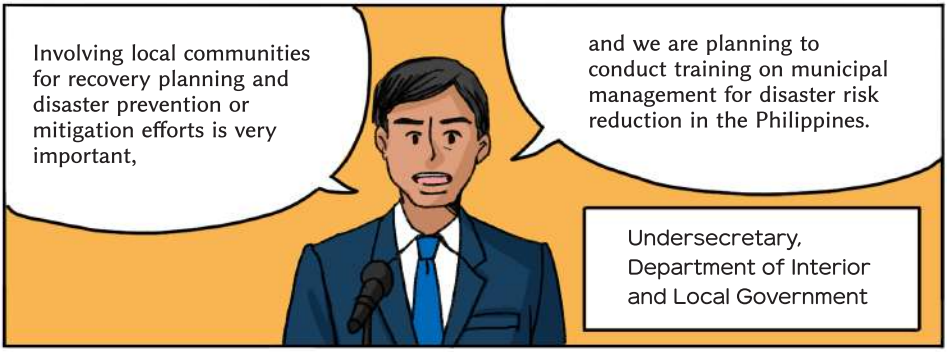
1 Identify vulnerable areas to storm surge and flooding using hazard maps, and incorporate measures to prepare for the next disaster into the planning process.

2 Encourage the participation of barangay* representatives in this process.



*Barangay : In addition to municipalities, there are also "barangays" in the Philippines, which are smaller groups of residents


A workshop was held for Tacloban city officials to learn from each other.
WORKSHOP
Janis
&
Dolores
the municipality and citizens began working hand in hand.
Nearly one year had passed since the reconstruction project began.
JICA invited representatives involved in the reconstruction efforts from the Philippines to Higashimatsushima City.


Involving local communities for recovery planning and disaster prevention or mitigation efforts is very important,
and we are planning to conduct training on municipal management for disaster risk reduction in the Philippines.
Undersecretary, Department of Interior and Local Government

The guests from the Philippines also participated in the International Forum for Promoting the "Eco-Future City" Concept held in Higashimatsushima City.

I believe that getting together is "the beginning," spending time together is "progress," and working together is "success"!

Regional Director, Region 8 - Department of the Interior and Local Government of the Philippines

His words brought the participants together as one.

Another Gathering

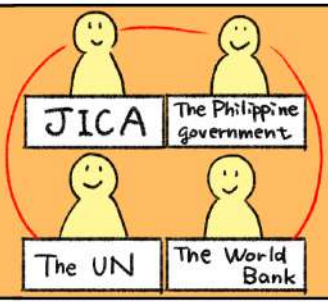
Although our situations may not be exactly the same, we will never give up and never forget what we learned here in Higashimatsushima City as we move forward.

A participant
from the Philippines

Children are so proud that people from different countries come to this city through JICA and other organizations. And for those of us who were helped during the Great East Japan Earthquake, it is normal to do the same to others.

Mr. Takahashi
President of a seafood processing company

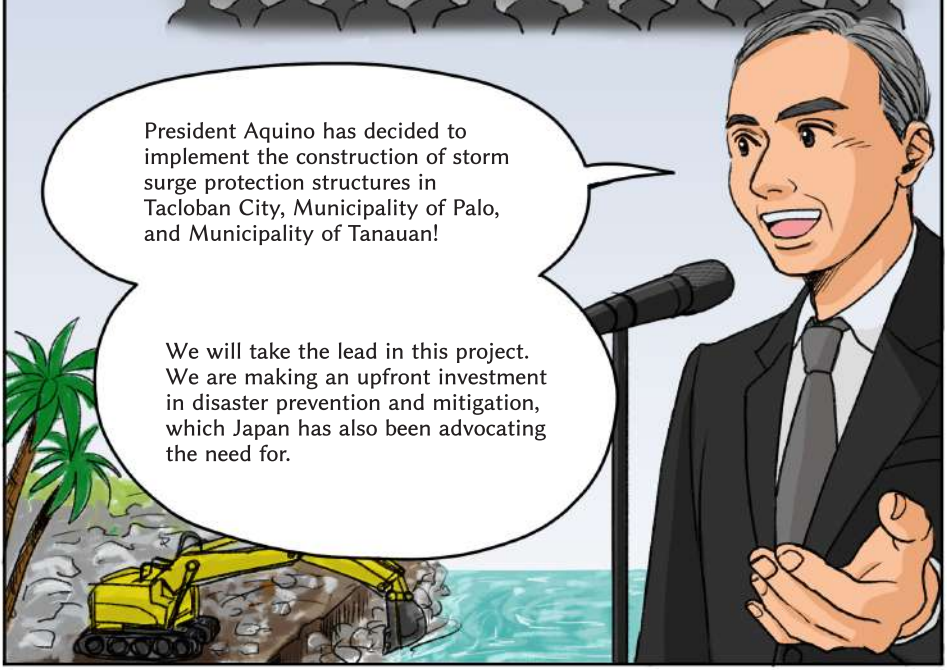
November 2014.
For the first anniversary of the Typhoon Yolanda disaster, the Philippine government organized a seminar on the reconstruction policy and efforts.

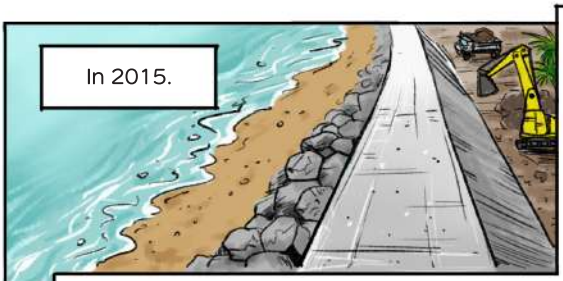


We invited the United Nations, the World Bank and other organizations to participate.

Reconstuction Policy and Efforts

The Vice President also made a special appearance and gave the opening remarks. And I made one announcement.

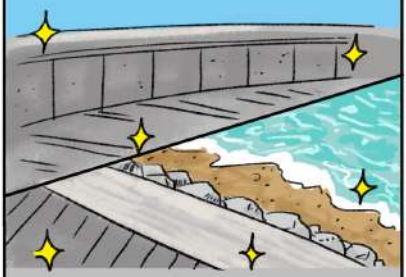




A new project of construction of embankments and seawalls started with the purpose to protect the southern coastal area of Tacloban City and Palo Town from storm surges and build disaster-resilient communities.

However, it was the first construction of this scale and type for the Philippine government, so DPWH has requested JICA to provide technical assistance in basic planning and design to the DPWH staff.

Build concrete retaining walls along the roads

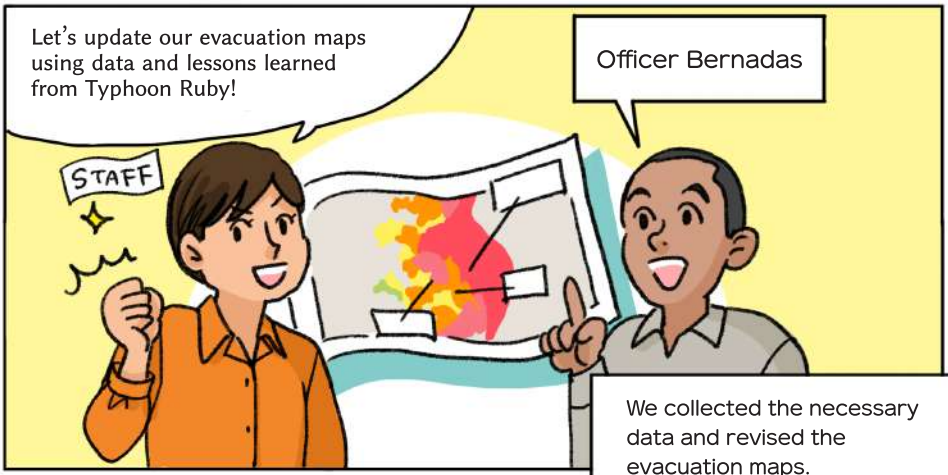


Build seawalls along the coasts

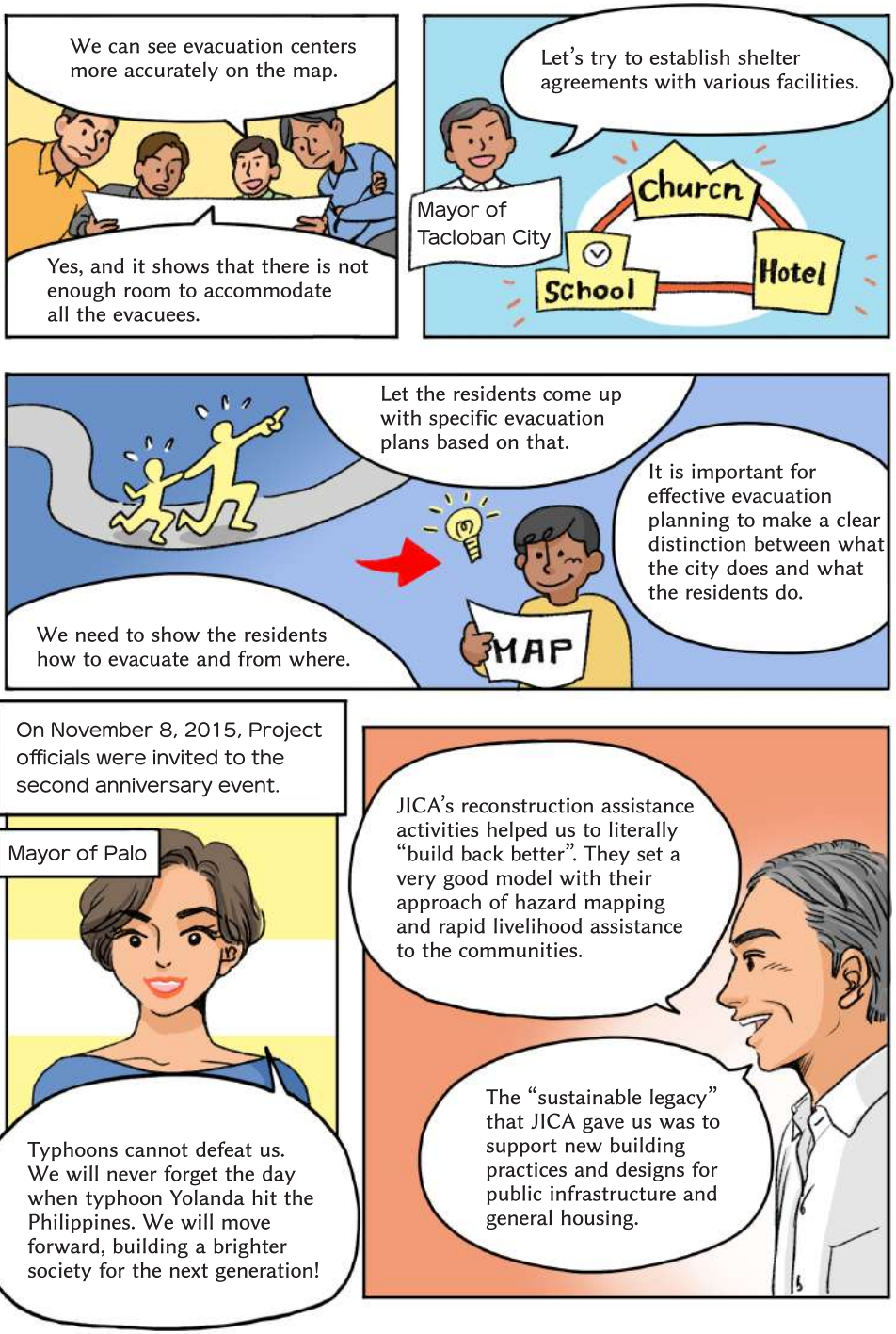
These two new proposals were also put forth.
Thus, Tacloban City's land use plan was approved by the City Council earlier than any other areas affected by Typhoon Yolanda.

Let's update our evacuation maps using data and lessons learned from Typhoon Ruby!

Officer Bernadas

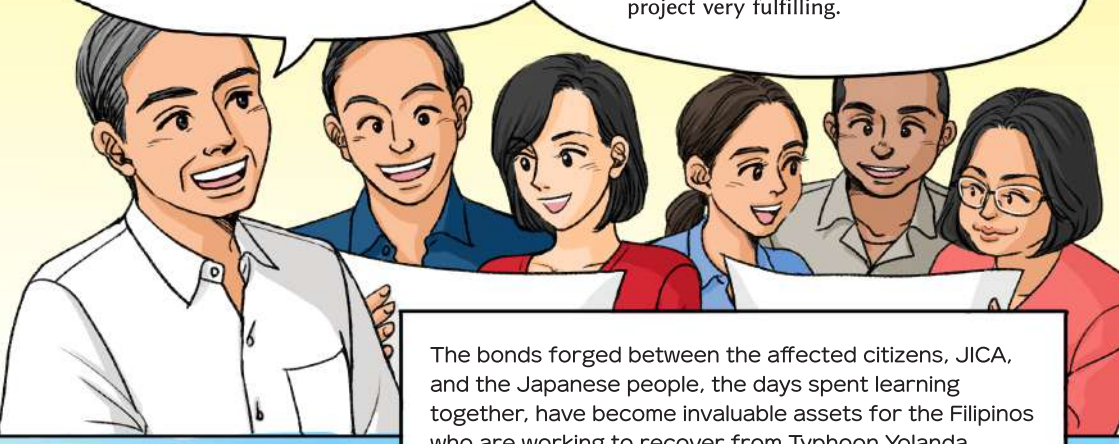


We collected the necessary data and revised the evacuation maps.


We can see evacuation centers more accurately on the map.
Yes, and it shows that there is not enough room to accommodate all the evacuees.
Let's try to establish shelter agreements with various facilities.
Mayor of Tacloban City
Church
School
Hotel
Let the residents come up with specific evacuation plans based on that.
It is important for effective evacuation planning to make a clear distinction between what the city does and what the residents do.
We need to show the residents how to evacuate and from where.
MAP
On November 8, 2015, Project officials were invited to the second anniversary event.
Mayor of Palo
Typhoons cannot defeat us. We will never forget the day when typhoon Yolanda hit the Philippines. We will move forward, building a brighter society for the next generation!
JICA's reconstruction assistance activities helped us to literally "build back better". They set a very good model with their approach of hazard mapping and rapid livelihood assistance to the communities.
The "sustainable legacy" that JICA gave us was to support new building practices and designs for public infrastructure and general housing.

The hazard maps serve as a guideline for urban planning and redevelopment for national and local governments. Evacuation plans and hazard maps are very useful in preparing people for typhoons and climate change. The use of hazard maps is now a prerequisite for land use planning.

What we have learned from JICA's cooperation and training has been a great help to our people with long term benefits. And their cooperation, enthusiasm and empathy have made our disaster-resilient city planning project very fulfilling.



The bonds forged between the affected citizens, JICA, and the Japanese people, the days spent learning together, have become invaluable assets for the Filipinos who are working to recover from Typhoon Yolanda.

Together, we have helped our community "build back better".
And this spirit will be carried on in the years to come.

The Japan International Cooperation Agency (JICA) aims to promote international cooperation and provide assistance to developing countries, as a sole Japanese governmental agency in charge of Official Development Assistance (ODA) implementation. “Leading the World with Trust” as its vision, JICA, with its partners, will take the lead in forging bonds of trust across the world, aspiring for a free, peaceful and prosperous world where people can hope for a better future and explore their diverse potentials.

The Project on Rehabilitation and Recovery from Typhoon Yolanda

In November 2013, a super typhoon said to occur only once every 100 years made landfall in the Eastern Visayas region, where Samar and Leyte islands are located. The typhoon caused extensive damage to human lives, buildings, lifelines, and industries in the region. In particular, the urban area of Tacloban, located in the back of Leyte Bay, was devastated by the storm surge.

JICA supported the Philippine government's response to humanitarian needs and recovery and reconstruction activities in the areas affected by Typhoon Yolanda, mainly through emergency assistance followed by grant aid and technical cooperation projects.

For more information please check this out!

The Project on Rehabilitation and Recovery from Typhoon Yolanda

Early reconstruction of disaster-resilient public facilities and technical training through this reconstruction, as well as the implementation of the Quick Impact Projects (QIPs) program.

Support for making hazard maps and land use plans for local governments.

Grant assistance, including the construction of hospitals and government buildings.

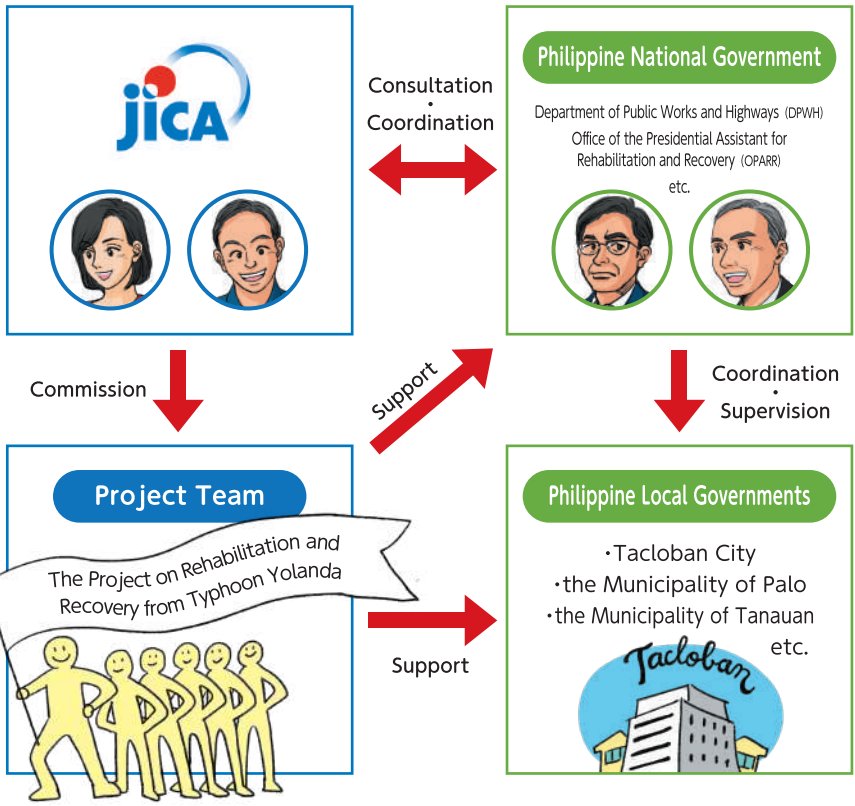
Cooperation between the affected areas in the Philippines and Higashimatsushima City, which is working on recovery from the Great East Japan Earthquake.

Build Back Better

The "Project on Rehabilitation and Recovery from Typhoon Yolanda" was implemented in cooperation between the Philippines and Japan, picking up local needs based on the concept of "Build Back Better," which aims for a better disaster-resilient recovery, rather than simply restoring the area to its pre-disaster state.

JICA covered a wide range of support options, including grant assistance for the restoration of damaged infrastructure and procurement of equipment, the creation of accurate hazard maps for storm surges and other hazards, the development of land use and evacuation plans based on these maps, the improvement of the livelihoods of local residents through aquaculture, and human resource development.

The Project on Rehabilitation and Recovery from Typhoon Yolanda



Check out the Project History Book here

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This manga was created based on the Project History Book written by Misa Kemmiya and Atsutoshi Hirabayashi "Roofless, Homeless but Not Hopeless: Recovery from Typhoon Yolanda in the Philippines". The story was presented as accurately as possible based on available documents and the recollection of stories by the contributors, and any inaccurate information contained in the material is not intentional.