

People Centered Housing Recovery... and Relocation?



^{災害科学国際研究所} Liz Maly, Assistant Professor, IRIDeS, Tohoku University APRU Summer School, 2015.07.24

Housing Recovery



http://www.bbc.co.uk/news/world-asia-24878801

Housing recovery in the Disaster Cycle

REDNESS

V R J L

today's focus

image from: <u>http://www.wssu.edu/administration/campus-police/</u> emergency-management/images/em-preparedness-icon.jpg

GATIO

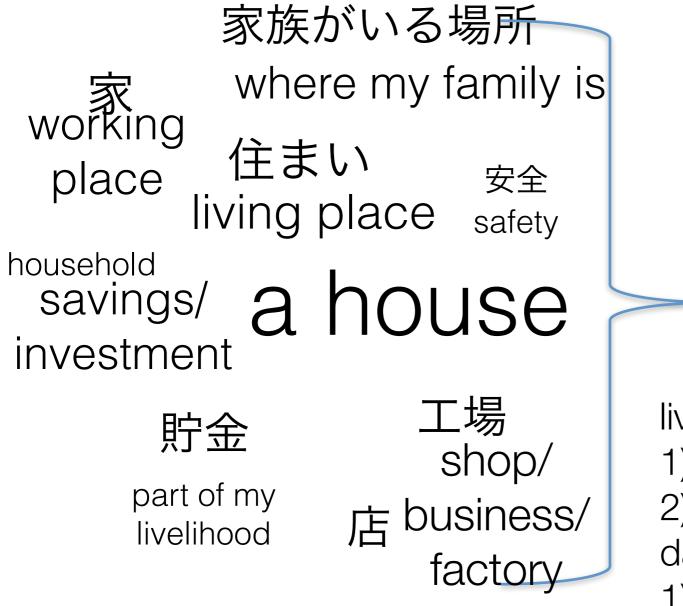
What is housing recovery? what is a house?

familyneighborhood

家族な	がいる場所				
家 wher working	ace 住まい _{安全} living place _{safety}				
nlace [®] 任ま	_				
household savings/ investment	house				
貯金	工場 shop/				
part of my livelihood	店 business/ factory				

what is a house?

familyneighborhood

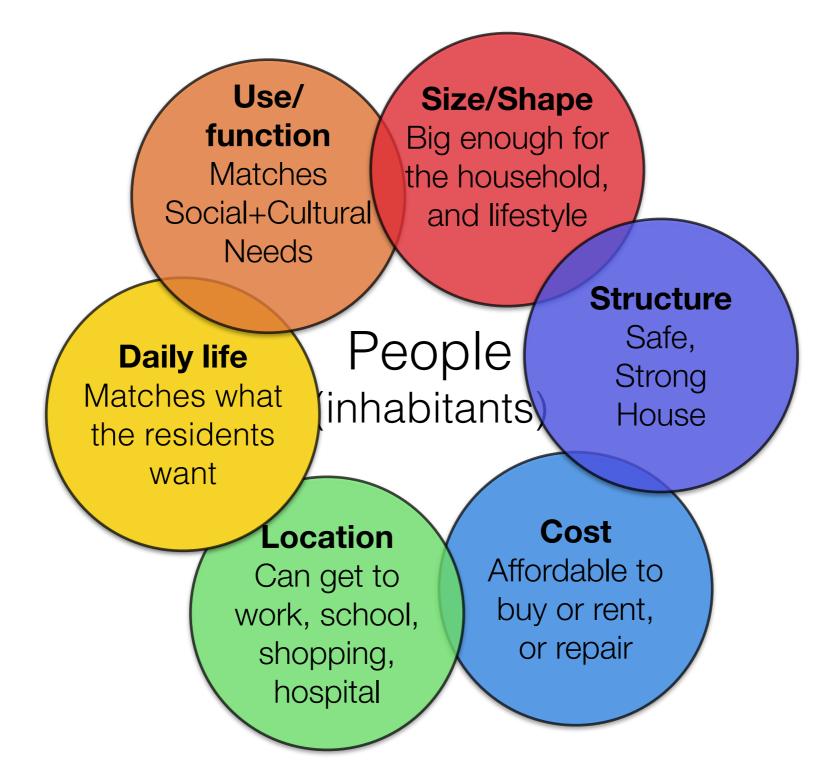


Housing is a physical structure, but is closely connected to livelihood

livelihood:

house related to household budget
 location for work, space for work
 daily life: house design/form/space meets
 residents' needs + 2) matches desires

People-Centered Housing



goal: housing recovery that supports life recovery

Housing Recovery Process

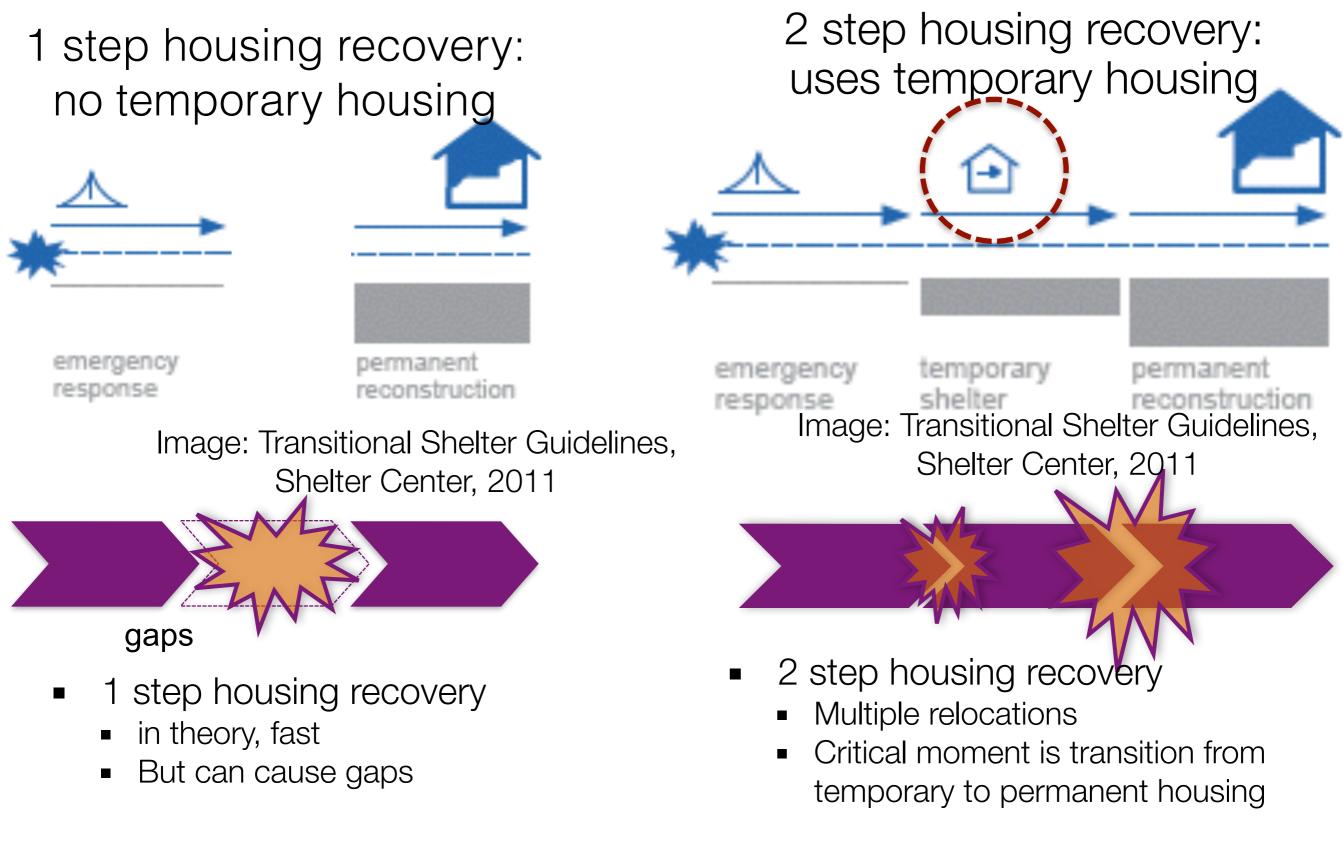
- Housing recovery phases usually described as:
 - 1. emergency shelter
 - 2. temporary housing
 - 3. permanent housing reconstruction
- however, these phases can and do overlap
- no fixed time frame: recovery is long term
 - temporary housing phase can usually be considered from 2 months to several years after the disaster
 - recovery starts on day 1,

Overlapping phases in the recovery process



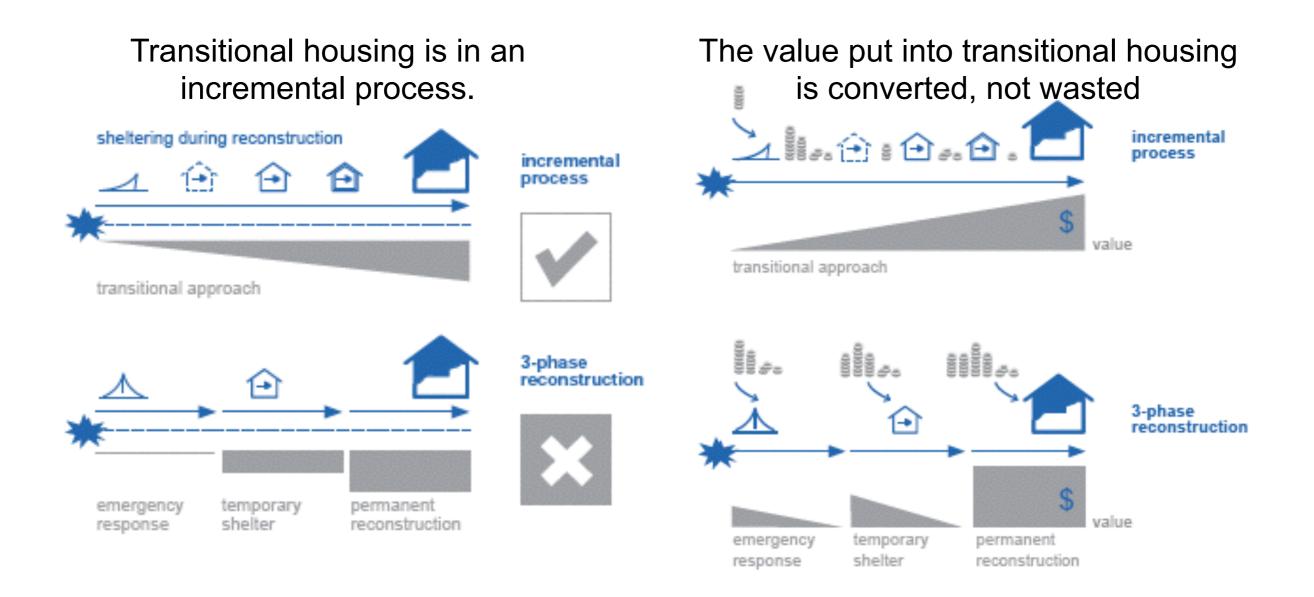
image modified based on: <u>http://www.lpdr.org/2012/11/16/the-anatomy-of-a-disaster/</u>

Housing Recovery: usually 1 or 2 step



Temporary/Transitional Housing

Recently (in the last 10 years), many organizations and experts suggest transitional housing approaches as a way to use resources efficiently and support a smooth transition for residents



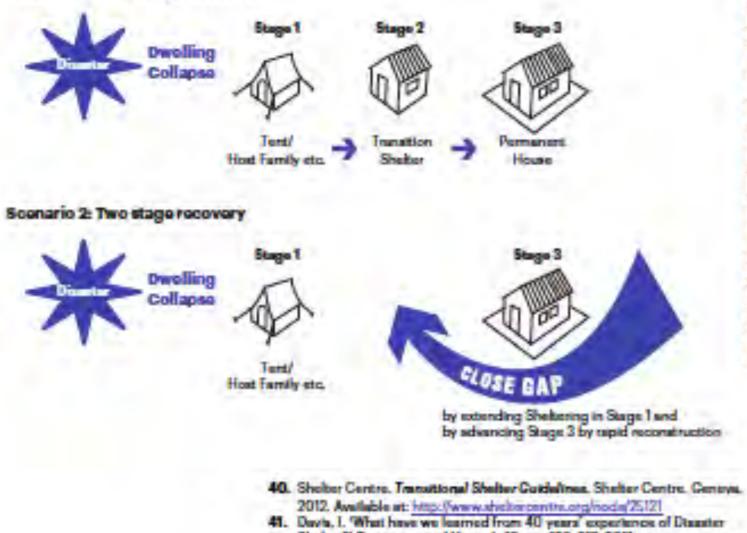
Images: Transitional Shelter Guidelines, Shelter Centre, 2011

Recent (2015) thinking on this topic

Diagram 2

Scenarios for the shelter and housing continuum

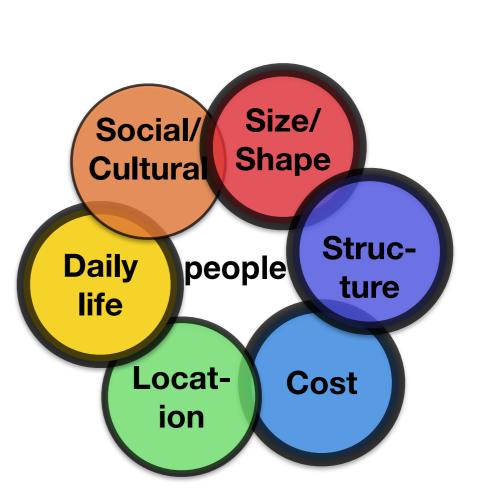
Scenario 1: Three stage recovery



Sholter?' Environmental Hezards 10, pp. 193-212, 2011.

The process of housing recovery should:

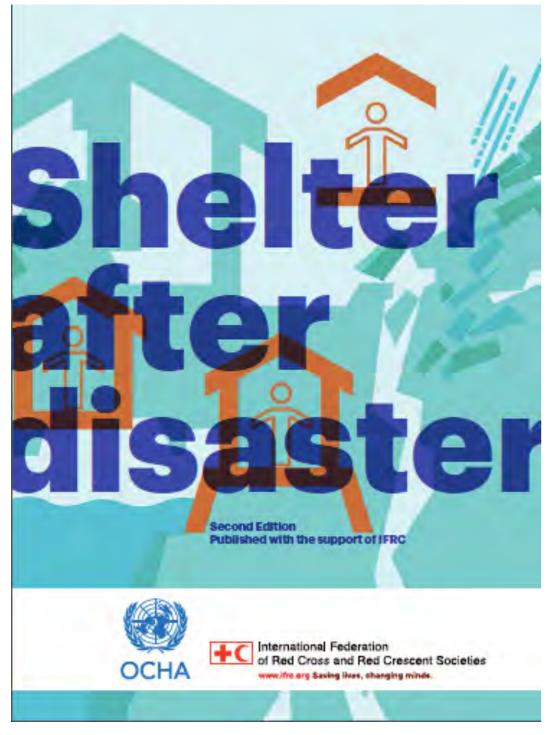
- support smooth transitions, and
- re-establishing stable housing quickly



smooth (quick) housing recovery is one way to support survivors, and part of people centered housing recovery

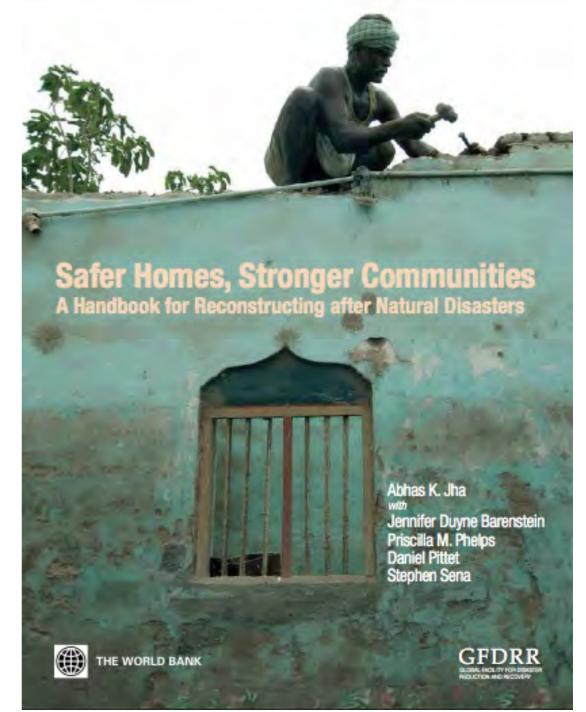
Resources about housing reconstruction

Shelter after Disaster



http://www.ifrc.org/Global/Documents/Secretariat/201506/ Shelter_After_Disaster_2nd_Edition.pdf

Safer Homes, Stronger Communties



https://www.gfdrr.org/sites/gfdrr/files/publication/ SaferHomesStrongerCommunitites.pdf

More Housing (and other) Resources



Humanitarian Library

www.humanitarianlibrary.org

International Recovery Platform



http://www.recoveryplatform.org/



Temporary Housing

- National Government: provides funding
- Prefectural Government is responsible for provision:
 - Hires and pays construction company
- •Municipal (City or Town) Governments: support site selection (location); selection of residents who move in; maintenance of temporary houses.

Permanent Housing

National Government: provides funding
Public housing built by City, or sometimes Prefecture

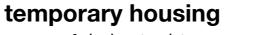
•Based on the Law (Disaster Relief Act)

Housing Recovery Process in Kobe after the Great Hanshin-Awaji Earthquake in 1995

evacuation center

• schools, gymnasiums, community centers, other municipal buildings





- pre-fabricated temporary structures provided by the government
- 2 years (by law, can be extended, in Kobe up to 5 vears)



permanent housing

- residents rebuild on their own
- public subsidized rental housing provided by the government



disaster recovery public housing



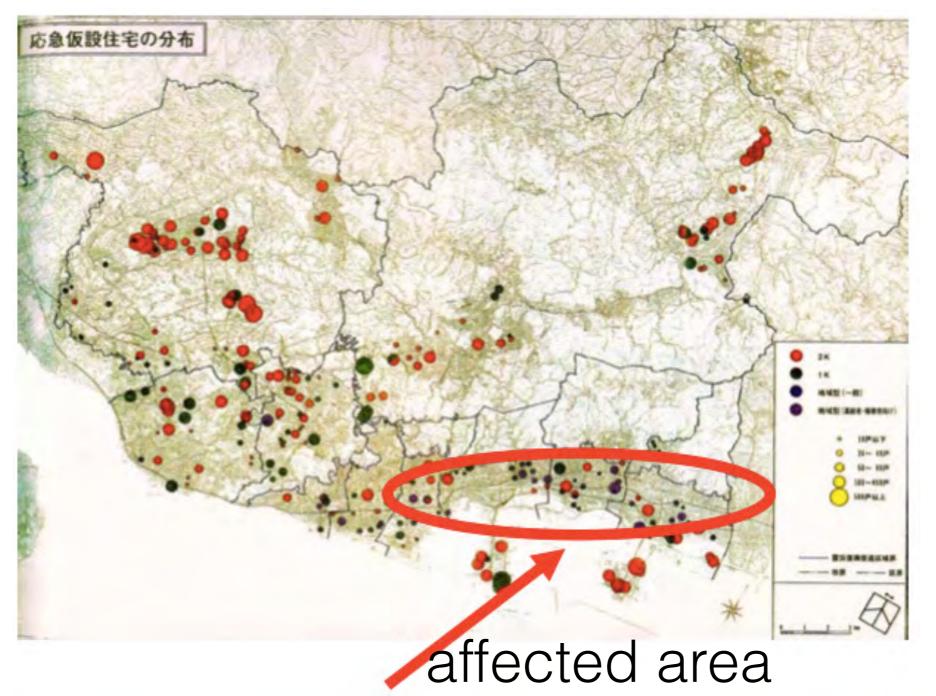
evacuation centers



temporary housing

Temporary Housing in Kobe

• Location of temporary houses: most were far from the affected area and from residents' communities



Total number of temporary housing ; 48,300 units

Temporary Housing in Kobe, 1995

Problems

- Inconvenient location
- Massive numbers of housing units
- Residents entered by lottery (destroy community)
- Only people with no other choice moved into temporary housing—many elderly, vulnerable
- Solitary death
- Some lived there for 5 years.



http://www.city.kobe.lg.jp/foreign/english/disaster/5year/phase1/ sub1-5-2.html 17



http://www.city.kobe.lg.jp/foreign/ english/disaster/5year/phase1/ sub1-5-2.html

Kobe, after temporary housing?

In Kobe, 2 main options for permanent housing rebuilding:

- rebuild on your own, with no help
 - At that time (1995), government support was not provided for private property (law changed in 1998)
- or enter Disaster Recovery Public Housing

There was a loss of affordable rental housing, as often happens in disaster.

The most vulnerable residents suffer most, also related to housing vulnerability

Main Housing Reconstruction: Disaster Recovery Public Housing

Public Housing

- High rise apartments=loss of interaction/community
- Like temporary housing, also many in located outside city center
- Like temporary housing, residents entered by another lottery (losing community 2 times)
- "Solitary death" continued



What happened after the March 11, 2011 Great East Japan Earthquake?

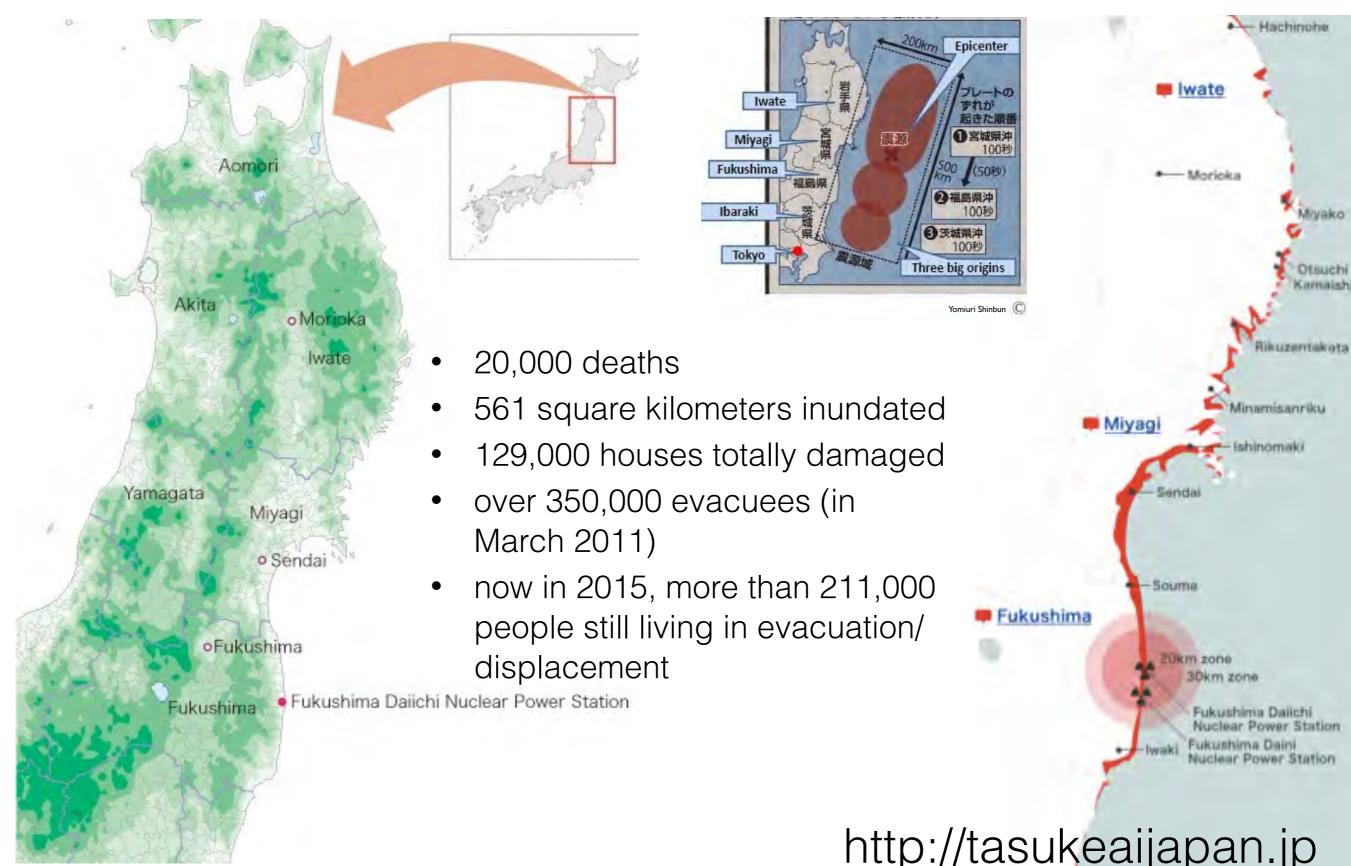
- What was different from Kobe in 1995?
- What is the progress of recovery in the disaster affected areas?
 - housing reconstruction
 - the role of relocation

2:46 pm, March 11, 2011

- 9.0 magnitude earthquake
- tsunami-40 meters run up
- fires
- nuclear accident



March 11, 2011 Great East Japan Earthquake, Tsunami, Nuclear Accident Triple Disaster



did you see this yesterday? In Tuskihama, in Higashi Matsushima City

2

Temporary Housing: various, many prefabricated, also wooden, use of private apartments

- Some keep residents together, but many inconvenient-far from school, hospital, shopping, work
- Small (less than 29m²), hot in summer, cold in winter, noisy, poor construction, uncomfortable, quality varies, not good for 5 years. Basic limit: 2 years 3 months, extended +1 year + 1 year...
- Loss of community, (residents determined by lottery)













Disaster Recovery Public Housing — multi-family and single family



Multifamily public housing in Ogagawa City, Miyagi



Multifamily public housing in Koriyama City, Fukushima



single family detached public housing (Left) and private reconstruction (right)





single family detached public housing in Onagawa, Miyagi



single family detached public housing in Minami Soma City, Fukushima

Only 4,543, (15 %) of 29,517 planned units of public housing are complete as of March 2015

big differences in Tohoku recovery

- huge devastated area, massive and varied damage
- with many different municipalities, and multiple prefectures=different and complicated situations
- aging population, young people moving away
- declining economic condition in the region
- many fishing towns, but also varied kinds of livelihood

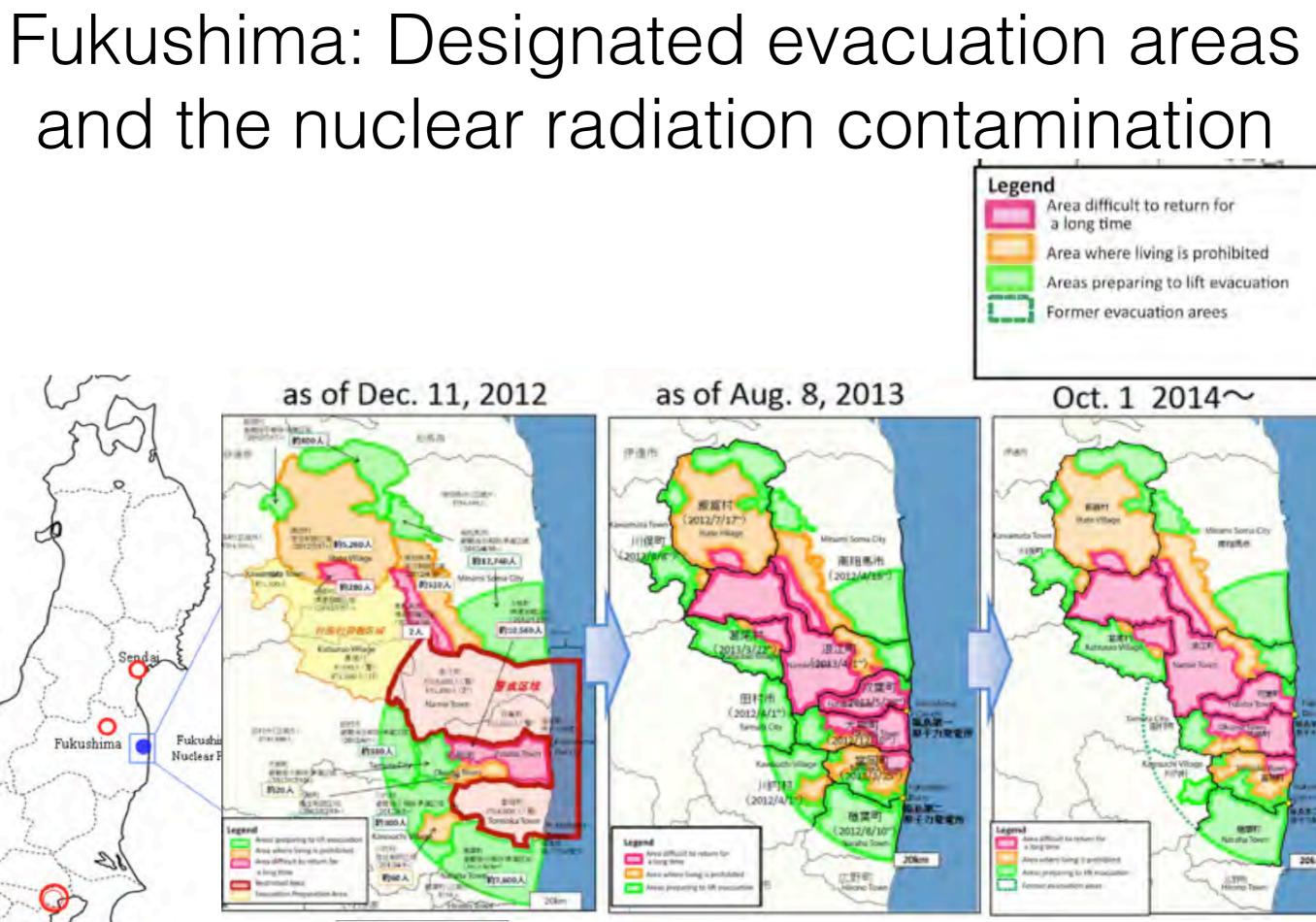
in Fukushima: even more complicated recovery

	Casualties (as of 6/10/2015)			Evacuees (as of 5/29,2015)		Damaged Houses (as of 2/27/2013)		Inundated area
1.11	Direct	Missing	Indirect (kanrenshi)	Within pref	Outside pref.	Totally damaged	Partially damaged	The second
Iwate	4673	1129	450	27,391	1,554	18,370	19,580	58 km ²
Miyagi	9539	1249	910	63,962	6,985	85,414	379,707	327km ²
Fukushima	1612	202	1,884	67,004	45,745	21,116	237,684	112 km ²
Total	15,891	2,584	3194	211,976		128,931	1,005,368	561 km ²

Table 1: Damages from the Great East Japan Earthquake

Data sources: Japan Reconstruction Agency, Miyagi Prefecture, Iwate Prefecture, Fukushima Prefecture, Kahoku Shinpo, Police Agency, Japan Cabinet Office, Fire and Disaster Management Agency

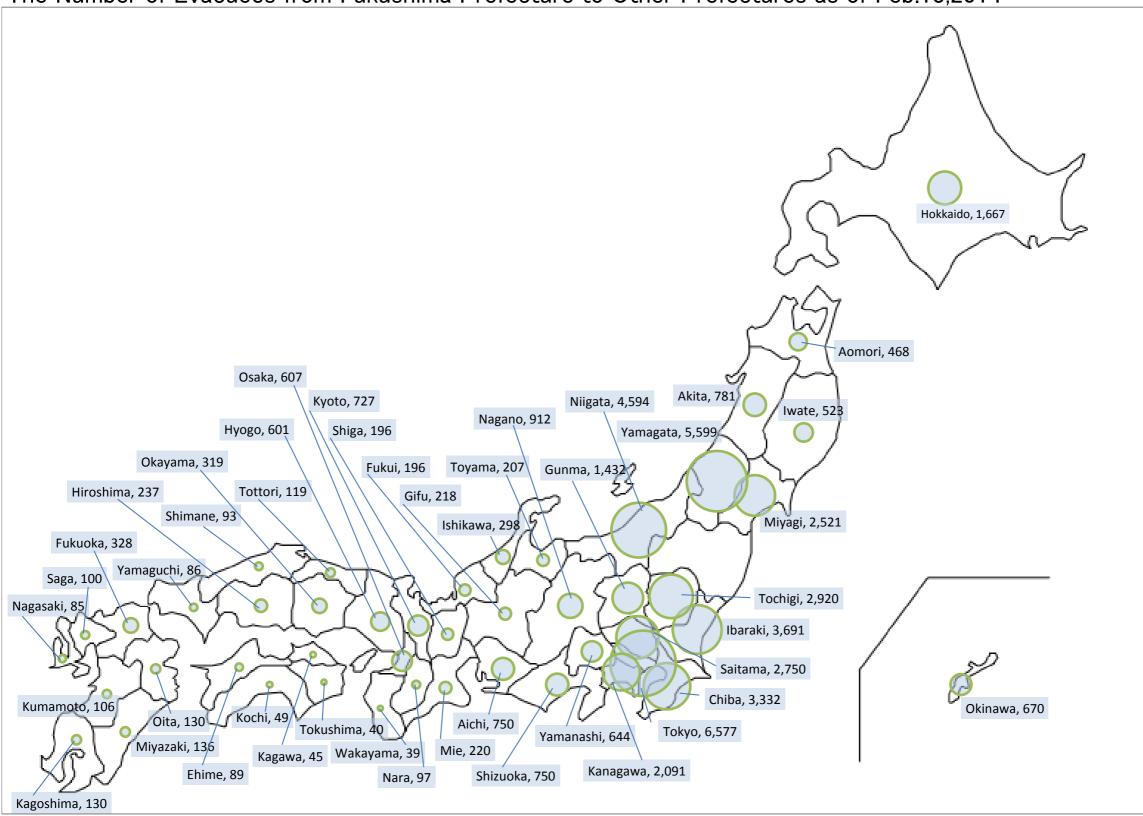
as of May 2015 there are more than 112,000 evacuees from Fukushima, over 45,000 living outside Fukushima Prefecture.



Tokyo

Fukushima and Displacement

The Number of Evacuees from Fukushima Prefecture to Other Prefectures as of Feb.13,2014



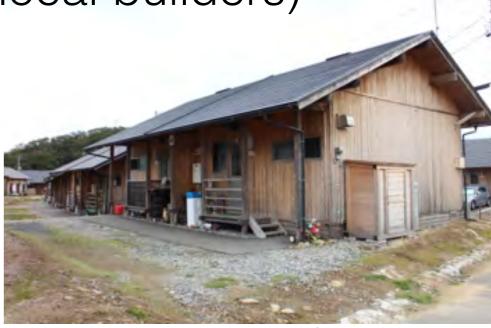
XMap modified from data provided by Fukushima Prefectural Government, extracted the number of evacuees from Fukushima from the original research data "The number of evacuees caused by earthquake disaster based on the area for refuge" by The Reconstruction Agency

http://fukushimaontheglobe.com/the-earthquake-and-the-nuclear-accident/situation-of-the-evacuees

"Innovative" solution in Tohoku Fukushima Prefecture built more than 6700 wooden temporary houses (Temporary housing) + (wooden) + (local builders)



Temporary housing in Aizu Wakamatsu, Fukushima



Temporary housing in Iwaki City, Fukushima



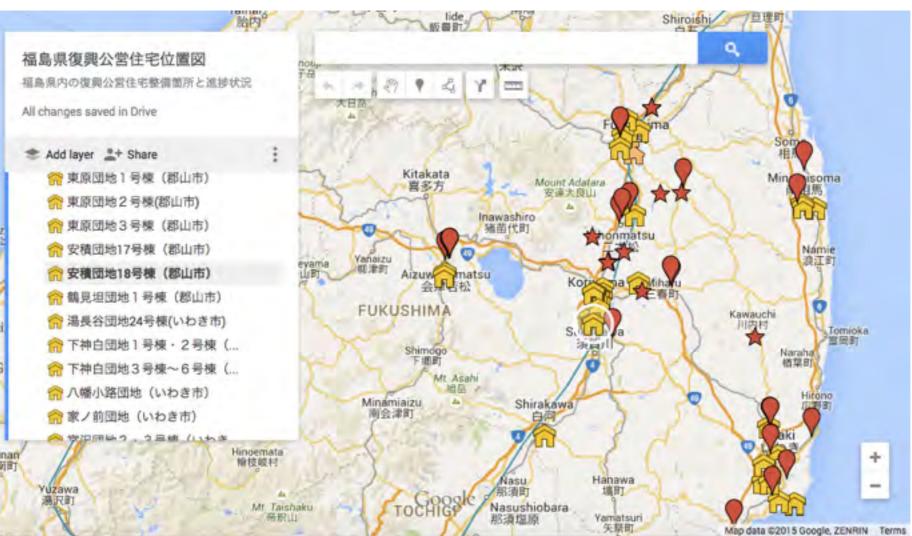
Temporary housing in Miharu Town, Fukushima

public housing in Fukushima

Fukushima Prefecture plans to build:

- 2,700 units for earthquake/ tsunami evacuees
- (44% done as of 2.2015)
- 4,900 units for nuclear evacuees
- (5% done as of 2.2015)

source: http://newsonjapan.com/html/newsdesk/article/111718.php



Main Points regarding Fukushima

- Japan's disaster recovery policies are designed for recovery after natural disaster; need revised policy to address nuclear evacuees' situation
 - Discrepancy between support available for natural disaster evacuees and nuclear evacuees
 - The term "voluntary" evacuee is misleading, discrepancy in available support for "voluntary" vs. "official" nuclear evacuees
 - Disaster Recovery projects rely on rebuilding former hometowns (*furusato*)—need to shift to better ways to support rebuilding lives in new locations.
 - Recovery policies in Fukushima still focus on decontamination, as if it will eventually solve all issues—this is not the case.
- Recovery for nuclear contaminated communities and areas will take many years, and needs long term support and attention.
- And, some towns in Fukushima also have tsunami damage too.

More information about Fukushima



FAIRDO2013 Challenges of Decontamination, Community Regeneration and Livelihood Rehabilitation

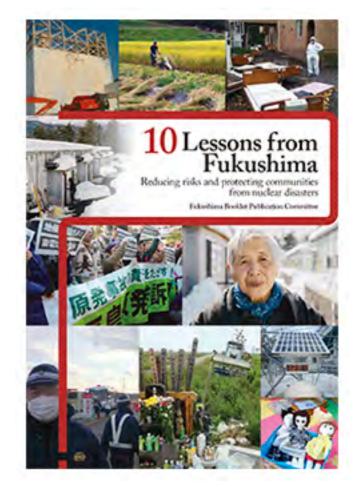


Fusushima Action Research on Effective Decontamination Operation | FAIRDO |

http://pub.iges.or.jp/modules/envirolib/upload/4718/ attach/ web_FAIRDO_2nd_Discussion_Paper_E_130906.pdf



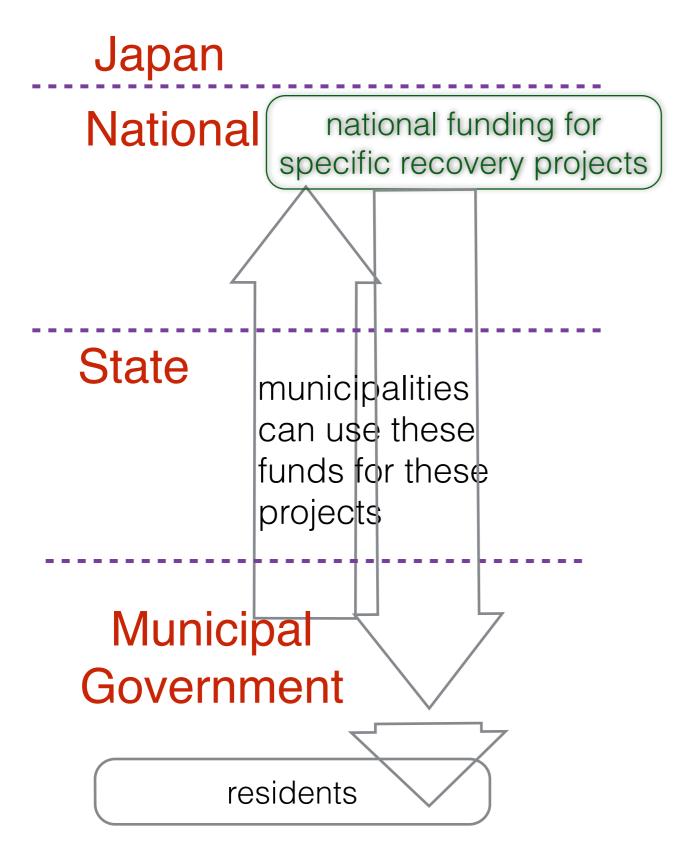
http://fukushimaontheglobe.com/



ふくしま

ukushima Lessons

organization of recovery funding after 3.11



- National government provided a "menu" of 40 recovery projects.
 - for example: public housing, land readjustment, residential relocation to high land
- Local (municipal) governments have control over (response and) recovery planning
- Local gov't choses from these projects—feel pressure to quickly decide

those recovery projects, including public housing, land readjustment, relocation to high land areas, are used to make recovery plans like this one we saw in the Nobiru area of Higashi Matsushita

风影市機構

Ongoing Town and Housing Recovery

- Municipalities in disaster area are implementing recovery projects.
- Most rely on physical infrastructure:
 - Construction of Levees/Sea Walls
 - Rezoning of areas near the sea



Ongoing Town and Housing Recovery

- Municipalities in disaster area are implementing recovery projects.
- Most rely on physical infrastructure:
- Relocation of residential areas to higher land
 - Created by cutting mountains, or building up land
 - including lots for private rebuilding or public housing







Onagawa Reconstruction

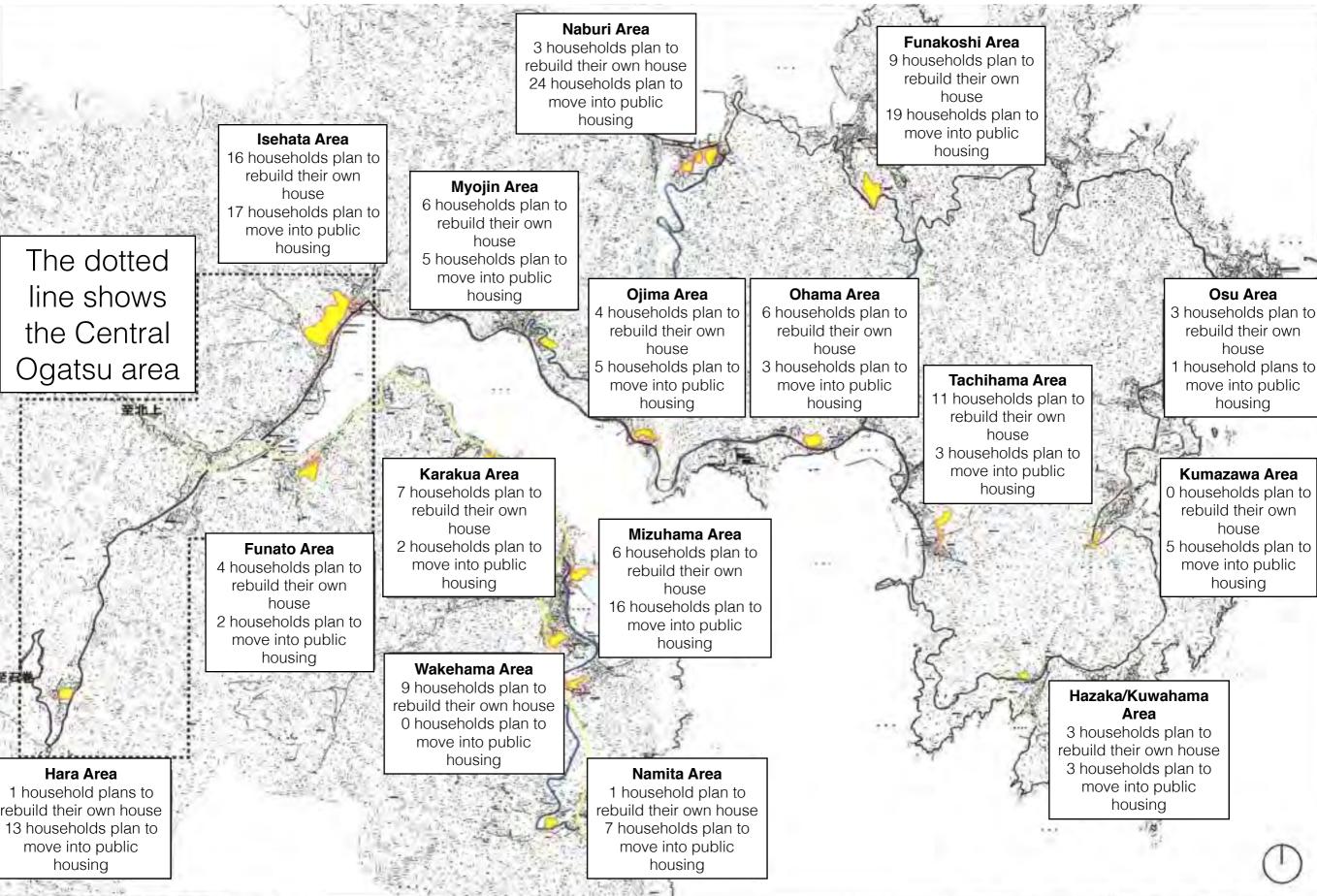
T





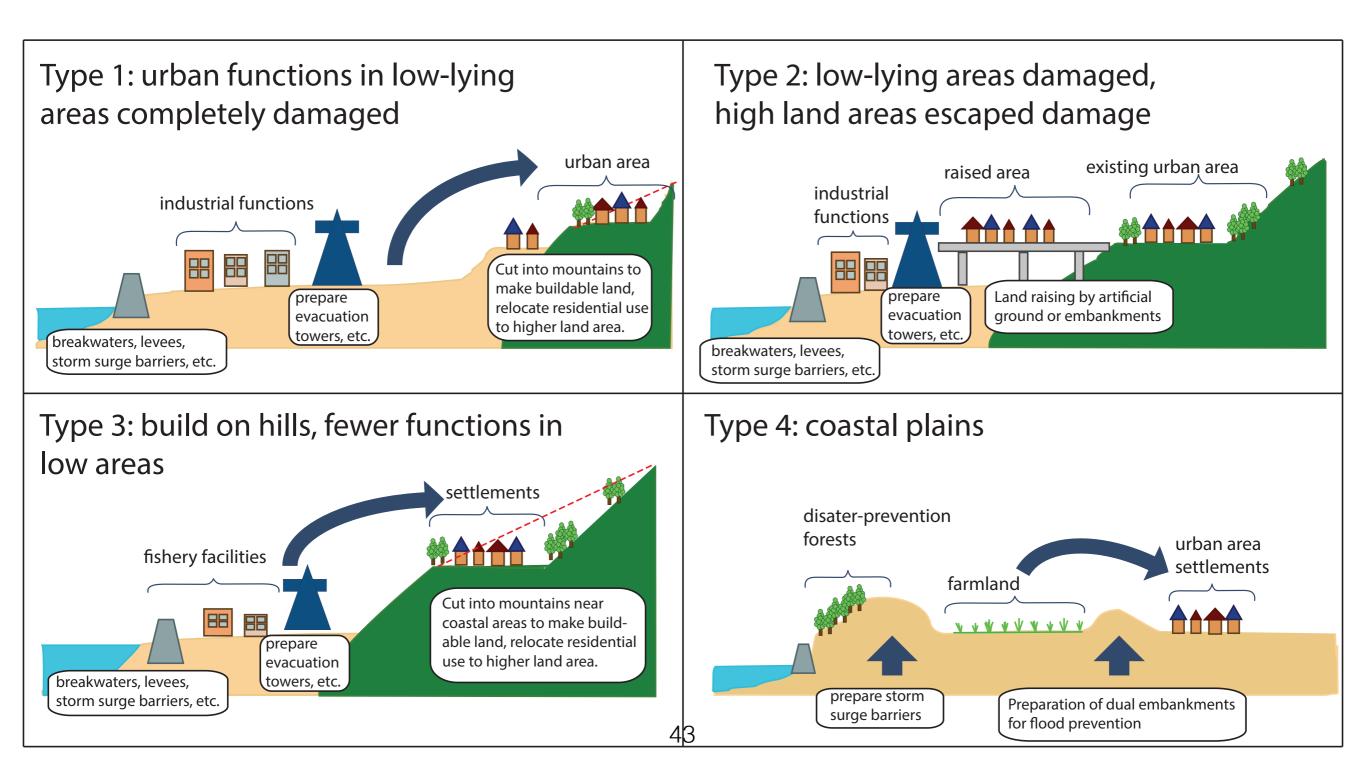


Relocation plans for villages in Ogatsu

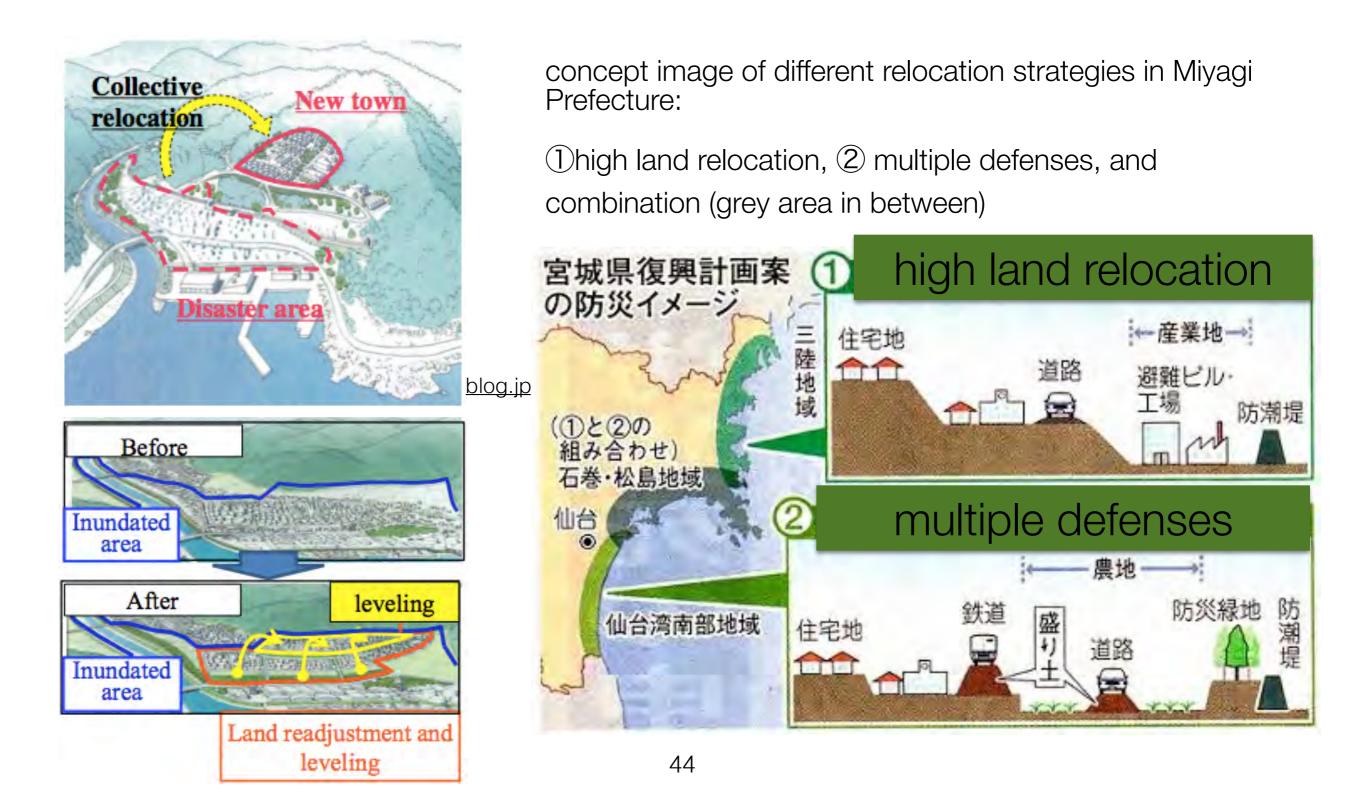




4. Relocation: Early recommendation patterns for Tohoku from the national government's Council



Current relocation concept in Tohoku



Historic Post-Tsunami Relocation in the Sanriku Coast





Multiple relocations, repeated disaster loss



Tohoku-historic examples of relocation (successful and unsuccessful from future disaster prevention standpoint)



4. Principles to Guide Relocation

relocation: a process whereby a community's housing, assets, and public infrastructure are rebuilt in another location.

- Safer Homes, Stronger Communities, The World Bank

Guidelines for Relocation from *Safer Homes, Stronger Communities*:

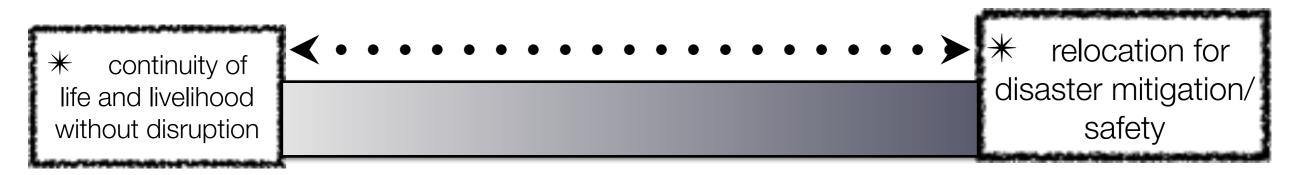
- Avoid relocation if at all possible.
- If relocation is unavoidable, include the community in the decisionmaking processes. (people)
- Use the relocation plan to define how people will restore the livelihood activities. (location)
- Design, budget for, and implement measures to prevent the return of the relocated communities or others to the site from which relocation took place. (land use)

Relocation for DRR

Post-disaster Housing Relocation towards Disaster Mitigation can also be seen as

Disaster Risk Reduction as the Basis for Recovery Planning

Relocation is a balance between:

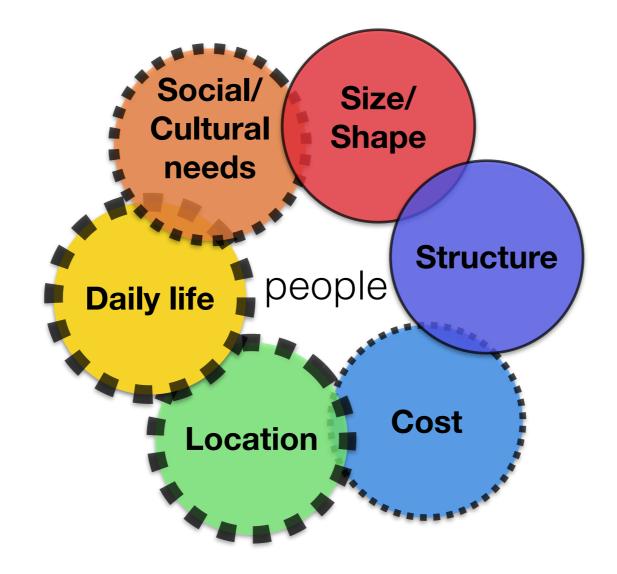


relocation

Note: Residential relocation tends to focus on homeowners, leaving out renters.

People-Centered Housing Relocation?

people centered housing recovery in relocation: especially related to **location**, and related to other **daily life** needs



3 International Cases of Post-disaster Relocation:



- 1. 2010 Eruption of Mt. Merapi, Indonesia
- 2. 2012 Hurricane Sandy Storm Surge, New York
- 3. 2013 Typhoon Haiyan (local name: Typhoon Yolanda) in the Philippines

2010 Volcanic Eruption Mt. Merapi, Indonesia



photo: Dr. Ikaputra, UGM

2010 Mt. Merapi Eruption Damage

Eruptions between Oct.-Nov. 2010, including massive Oct. 26 eruption

- Ash: 7.5 kilometers in the air
- Pyroclastic flow traveled 25 km down Merapi
- Evacuation zone: $15 \text{ km} \rightarrow 20 \text{ km}$ (after Nov. 5)
- Killed 277 people in Yogyakarta Special District and 109 people in Central Java Province
- Heavily damaged 2,682 houses in Yogyakarta Special District and 165 houses in Klaten Regency, Central Java Province.

Source: UNDP. 2014. Institutionalizing Post-Disaster Recovery: Learning from Mentawai Tsunami and Merapi Eruption: Recovery Framework Case Study

In the following weeks and months, heavy rains carried massive amounts of volcanic material downstream, causing cold lava/flooding disasters that destroyed a further:

 341 houses in Slemen Regency in Yogyakarta Special District; 746 houses in Magelang Regency, Central Java

Source: Ministry of Public Works/ Rekompak, 2013. "Building Livable and Sustainable Settlement: Rehabilitation and Reconstruction Post Merapi Egyption 2010. Oct. 2013.

Temporary Housing

- huntara (from huntian sementara, temporary housing) collective "temporary housing settlements" created at various scales with various sources of support
- with support for livelihood recovery
- attempt to keep communities together through temporary and permanent housing recovery phases

In the Constitution



Reconstruction by REKOMPAK

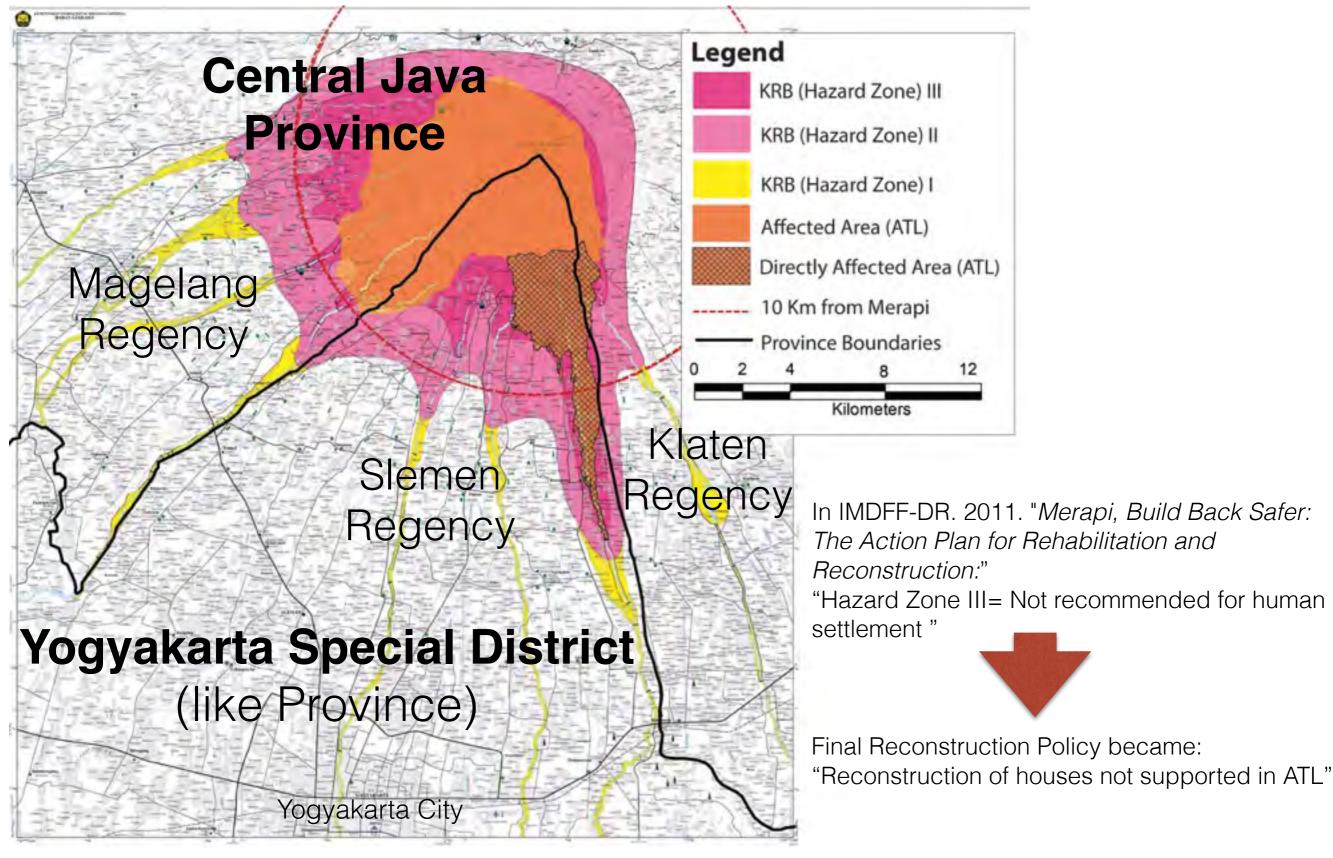
Government's housing reconstruction program:

REKOMPAK (*Proyek Rehabilitasi dan Rekonstruksi Masyarakat dan Permukiman Berbasis Komunitas*, Community-Based Settlement Rehabilitation and Reconstruction Project (CSRRP))

- Based on previous experience of community-based housing recovery after the 2006 Central Java Earthquake
- REKOMPAK had also been used in Aceh post-tsunami, in Jojga post-earthquake, and was similar to previous community-based development programs
- Administered by the Ministry of Public Works, with technical and community facilitators.
- In total, **2608** houses built through REKOMPAK
- Largest number of REKOMPAK beneficiaries in Slemen Regency:
 - 2132 houses built, (444 on individual lots; 1688 in collective resettlement sites called *huntaps*)
- Within Slemen Regency, the largest number in Cangkringan District:
 - 1596 houses built in in 5 villages within Cangkringan

Source: Ministry of Public Works. 2013. "Rekompak Program," http://merapi.rekompakciptakarya.org, accessed 2/8/2015 54

Recovery Incorporating Hazard Risk



Map created using from hazard risk maps after 2010 eruption of Merapi from BNPB (2011).

Housing Reconstruction with REKOMPAK: standard support/ multiple options



- House build on individual lots
 - former lot is in safe area
 - lot newly acquired by household in safe area
- House in collective resettlement site (huntap)
 - Built on collectively owned village land (TKD)
 - Using private land acquired collectively
 - And/or combined with other sources of private funding 56

early goal: most would be this type

> reality: most became this type



Standard support:

Core house- 30,000,000 Rupiah (around \$2400 at 2015 exchange rates) to construct a x 6 meter 36m² reinforced core house for each household.

Can choose from 5 floor plan options Land-

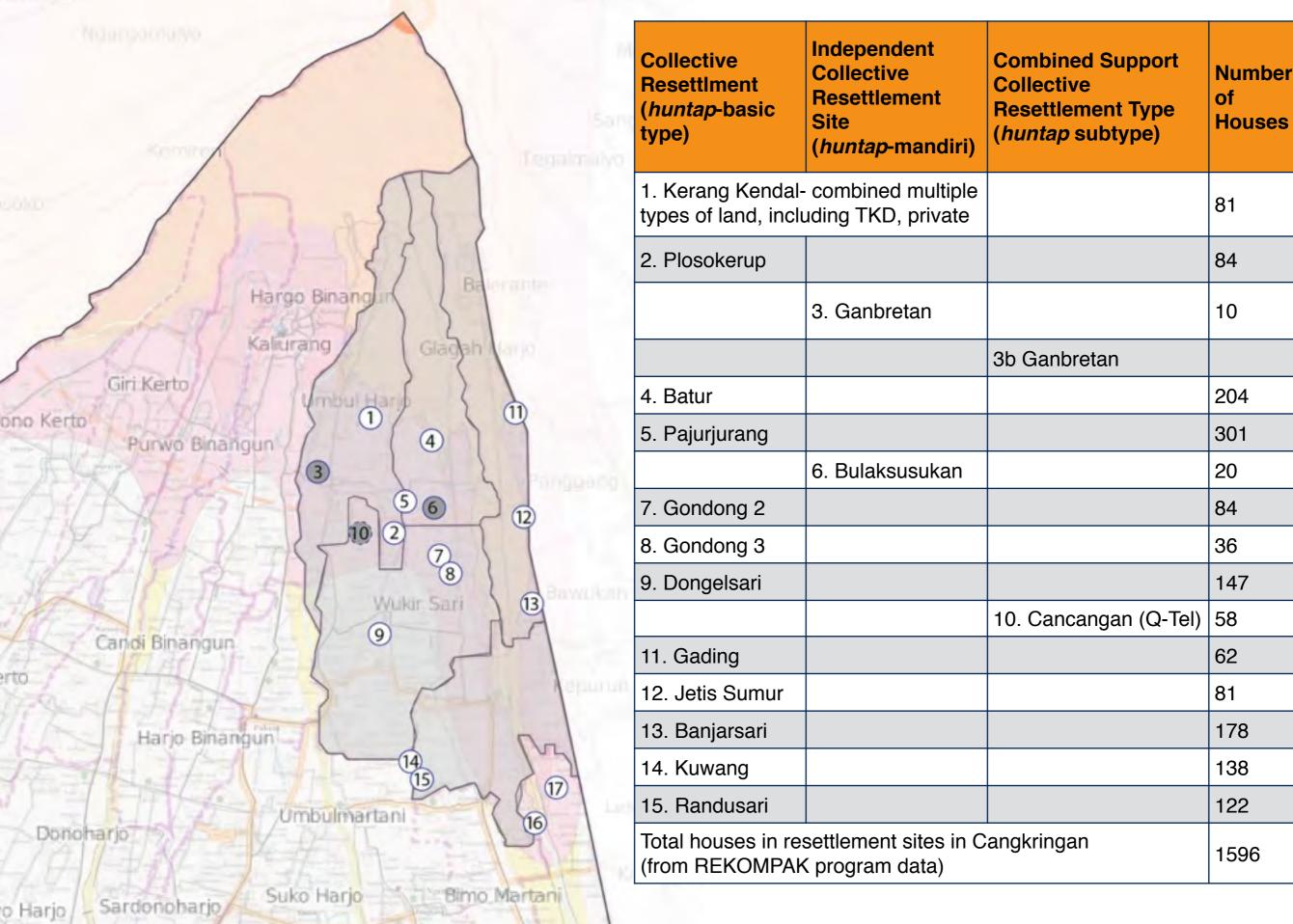
In collective site: receive 100m² lot w/house On individual site: receive compensation for 100m² lot. (7,000,000 Rupiah-around \$520) Collective sites: include site development Planning and construction by community group.

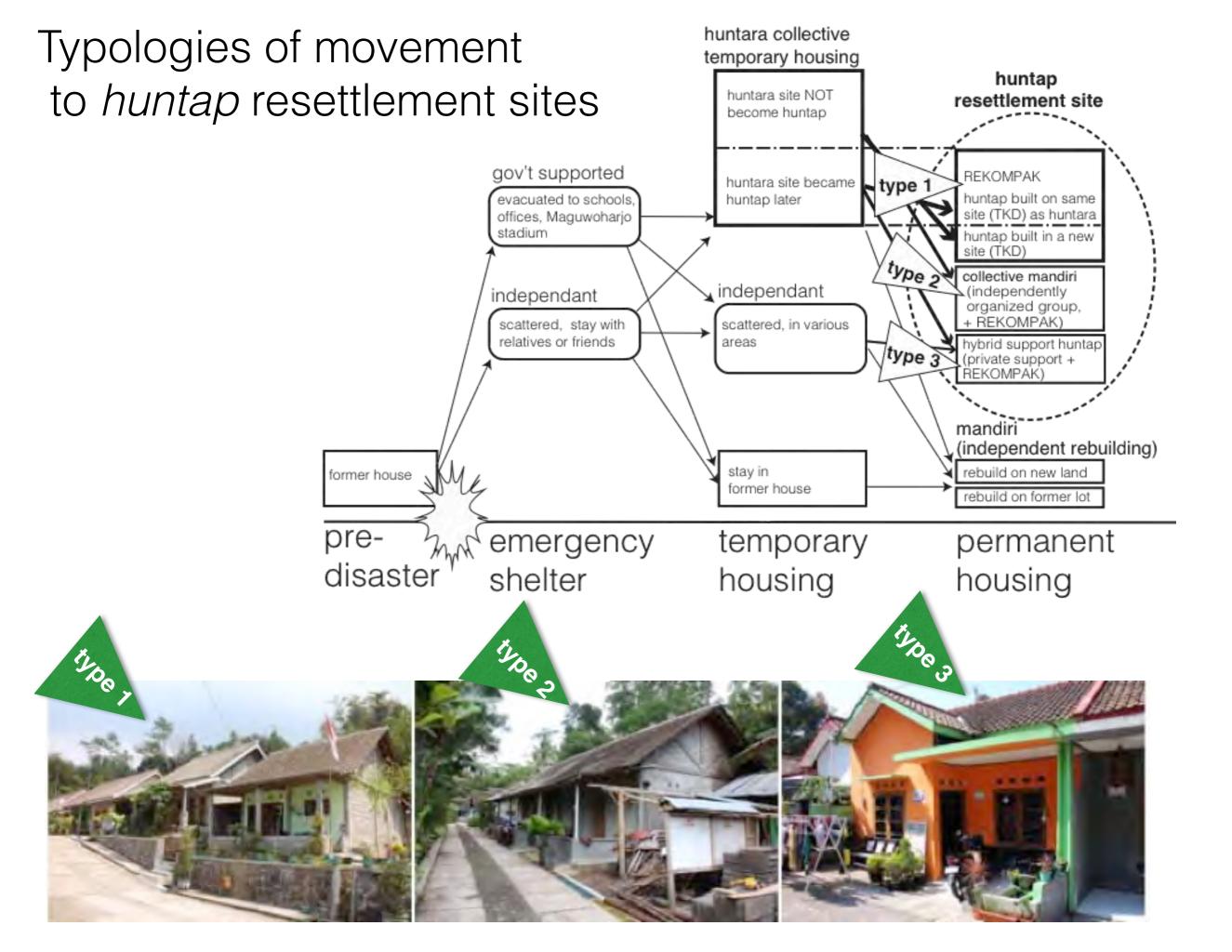


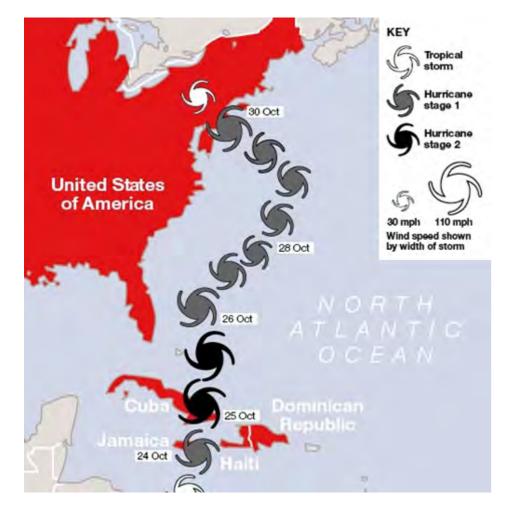
House Variety



Resettlement Sites in Cangkringan District, Slemen Regency







2012 Superstorm Sandy Storm Surge, New York, USA

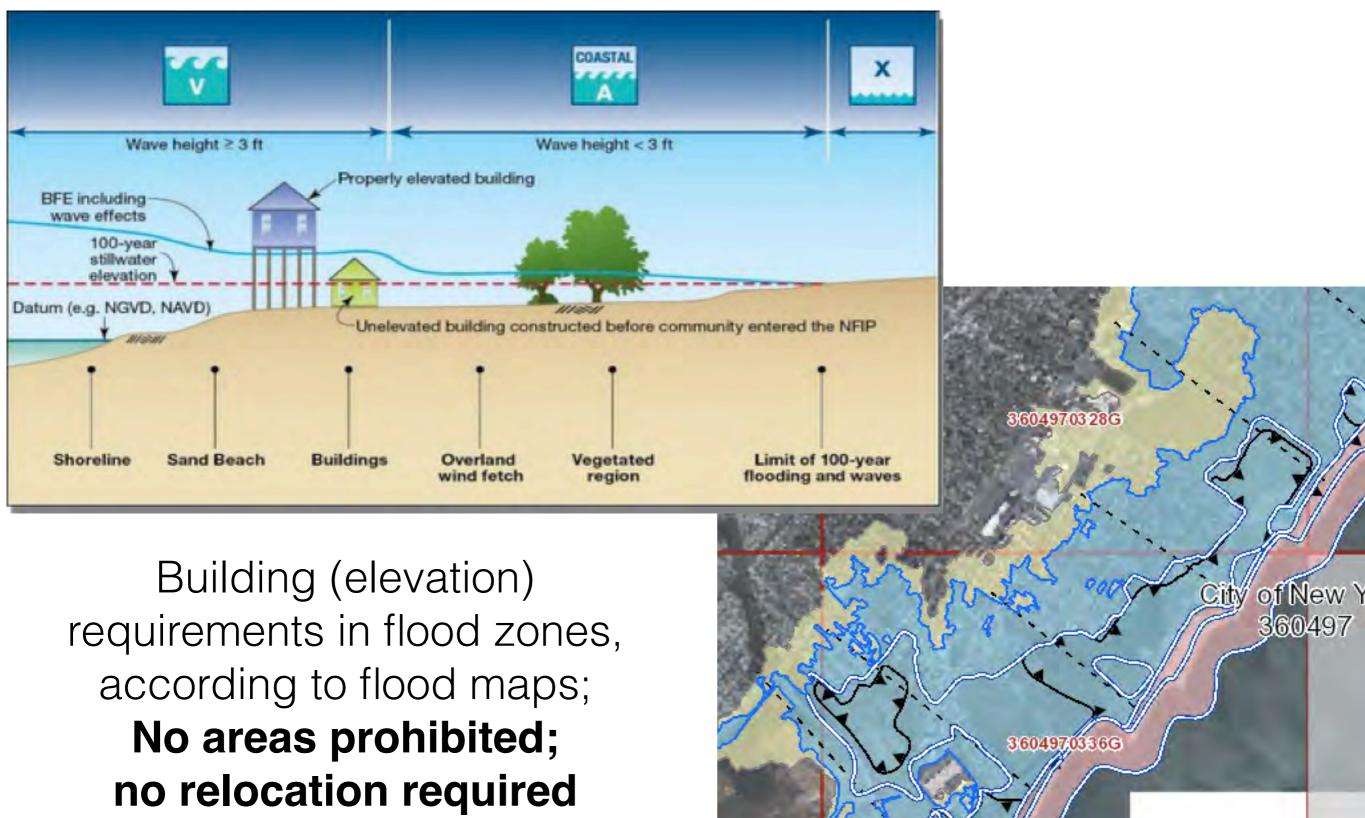
- Struck on October 29, caused storm surge and flooding.
- Killed at least 159 people in the United States: 72 directly, 87 indirectly
- more than 650,000 homes damaged; in NY State 305,000 housing units were damaged or destroyed.

Photo: Red Cross <u>http://www.redcross.org.uk/What-we-do/Emergency-response/Current-emergency-appeals/</u> <u>Hurricane-Salndy-Appeal</u>





Land Use Planning and Flood Maps in New York after Hurricane Sandy, 2012



64

Residential Buyouts after Sandy

- there are several different buyouts and acquisitions happening now in areas affected by Sandy
- one example: "enhanced buyouts" in Staten Island
 - pays homeowners pre-storm value, plus 10% bonus in target areas
 - land will be kept as buffer zone (future rebuilding forbidden)
- *<u>all</u> buyouts are voluntary in the U.S.



Enhanced Buyout Areas: Staten Island







Enhanced Buyout Areas: Staten Island in Feb. 2013





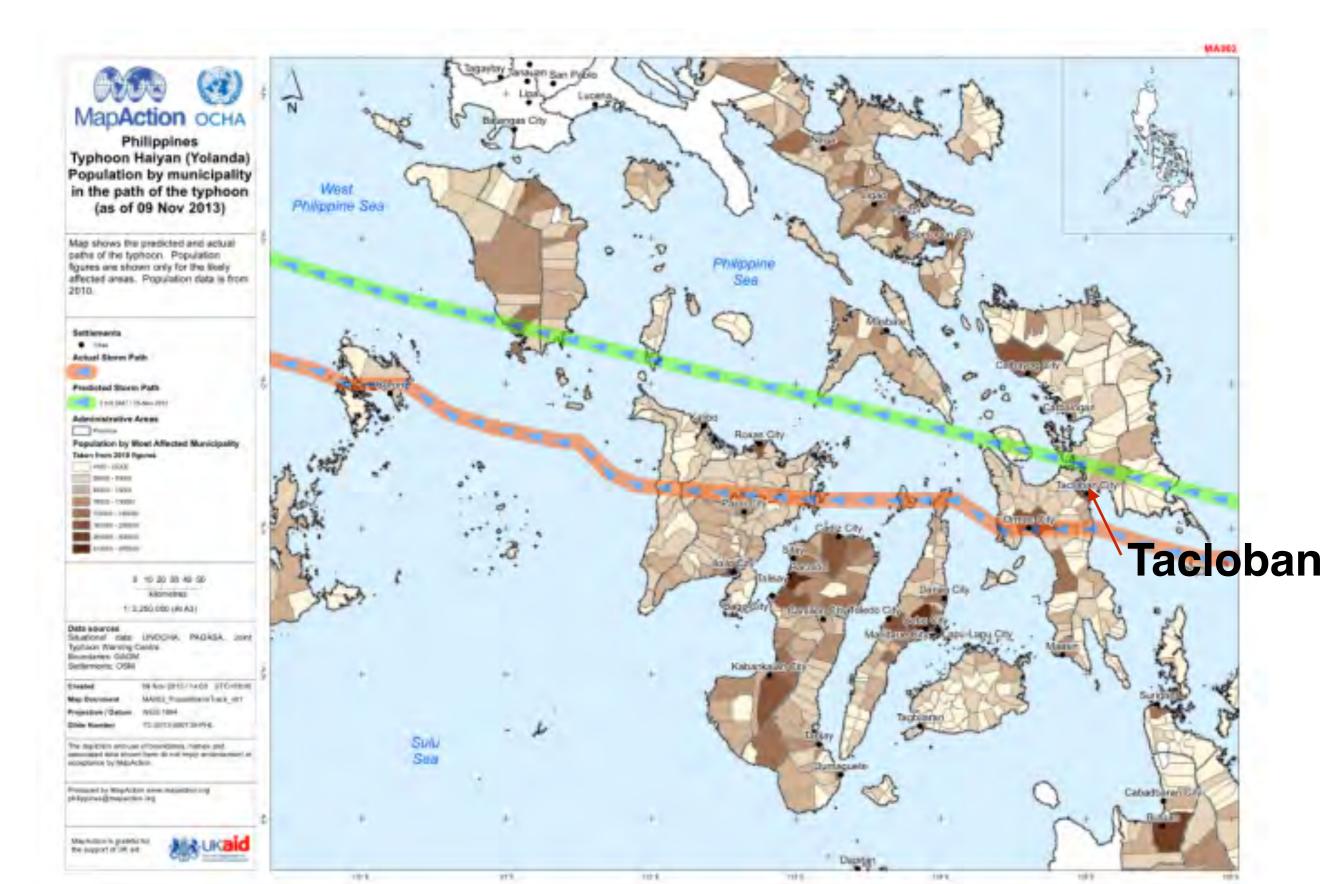
Photo: Tamiyo Kondo

Enhanced Buyout Areas: Staten Island in Dec. 2014





Typhoon Yolanda, Philippines, 2013



2013 Typhoon Yolanda (Typhoon Haiyan) in the Philippines

- Haiyan caused over 7,000 casualties, displaced over 4 million people, and damaged or destroyed over 1 million houses due to remarkably high wind speed, storm surge and large waves.
- in Tacloban City:
 - 54, 231 houses were reported damaged
 - 30, 513 structures reported totally damaged and
 - 23, 718 partially damaged
 - 14,433 hardest hit families in coastal zone, need relocation (in City's recovery plan)

Housing recovery after Yolanda

- No national housing recovery project, but some non-disaster programs for housing reconstruction, resettlement, are also used after Yolanda (especially by the National Housing Authority)
- Many temporary, transitional housing, and building materials provided directly by various NGOs.
- Current situation: many people living in temporary housing (bunkhouses, or transitional shelter) or staying in their former communities in temporary, light-weight structures.
- The focus of housing reconstruction is the construction of new housing units in resettlement areas. (in cities using resettlement projects, for example: Tacloban City).
- The first permanent houses are being built in relocation areas.

Tacloban City

- "No build zone" created by the City
- Many informal settlements in coastal area
- Planned relocation to resettlement areas



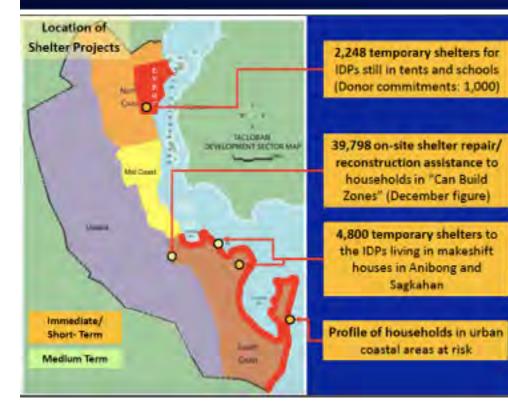
Proposed Tacloban Recovery and Rehabilitation Plan

March 2014



Tacloban Recovery and Sustainable Development Group

WATHER WITH UN CEHABITAT





Target of about 10,000 permanent housing (Total donor housing commitments: 6,661)

Target of about 3,000 for Community Mortgage Program in Diit, Bagacay, Cabalawan

Acquisition of additional land (30-50 hectares) for new housing

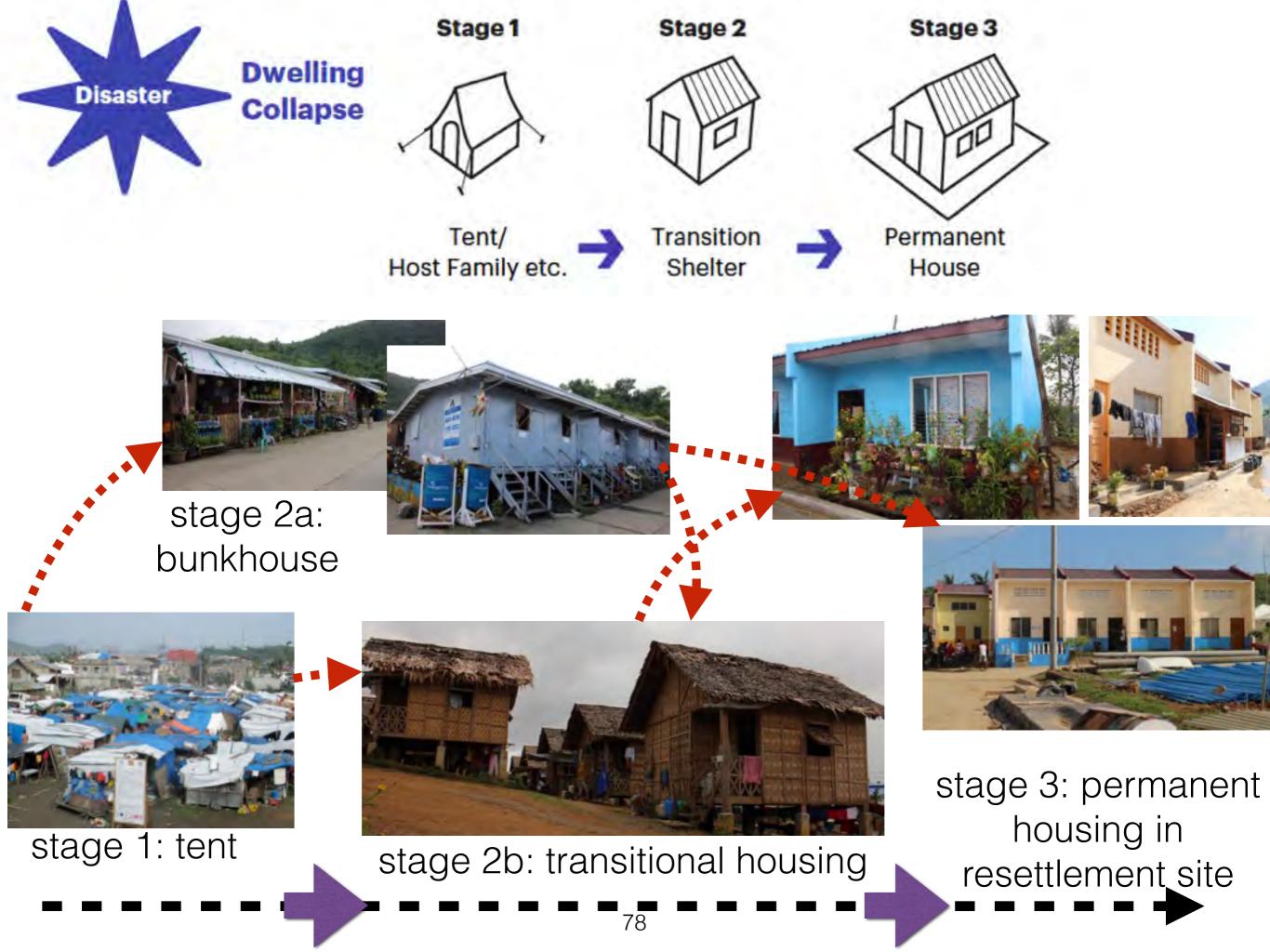
1953



Tacloban City Shelter Report Nov. 2014

informal settlements





Relocation? (Is it a good idea?)

- Experts Say: "avoid relocation if possible"
- Balancing Risk and Livelihood (how?)
 - There is a reason people are living in informal settlements
 - Relocation is part of regular housing provision/urban upgrading programs in the Philippines.

Relocation? (Will it work for the residents?)



Role of relocation within overall housing recovery support policies

Merapi:

- Residents receive support for rebuilding on site (if not is a hazardous zone), or rebuilding a new house in relocation area.
- Most relocation areas are created using village land (close by); relocation areas are a primary portion of recovery.

New York:

- Residents receive support for repair or rebuilding on site (may require elevation depending on flood map). Or may select buyout (options vary based on location).
- After buyout, no resettlement support. Residents find new housing on their own.

Tacloban

• Official support for housing reconstruction is ONLY provided in relocation sites

are relocation projects reducing risk?

- •Merapi: Yes, for MOST people
 - Using village land means that relocation distance is small. However, for multiple reasons, some people (especially elderly) chose to stay in hazardous area. Some residents also received support from NGO to rebuild in hazardous areas.
 - The program (called REKOMPAK) tried to encourage livelihood activities in relocation villages—to encourage people to stay there.
 - Younger families benefit more (more likely to stay in their relocation housing)
- •New York: Yes, for SOME people, only in SOME areas
 - Only a small number of the overall disaster survivors households, concentrated in a small area benefits from the buyout program.
 - The small scale of the buyouts, and acquisitions, mean that the regional risk reduction effect is also minimal.
- •Tacloban: Maybe they will, for some people?
 - Unclear...will people really relocate? will they be able to live in resettlement areas? will other people move into the no-build zones left behind?

Characteristics and Challenges for the Tohoku Area-different from other international examples

- Disaster area is not uniform, made up of
 - large cities and small towns,
 - areas that have merged with other municipalities: creating political power imbalance; center/periphery recovery gaps
- Aging population in an area where population was already declining (disaster is speeding up the process)
- In the disaster area, most households lived in large single family detached homes especially for elderly, difficult to rebuild similar on their own. (similar to Indonesia)
- Livelihood is connected to the sea—(Similar to Indonesia, Philippines)
 - relocation is difficult
 - relocation must involve not just housing, but also shops, etc.
- Relocation also involves the provision of new land in the target relocation area, no just zoning/buybacks (Unlike US, similar to other countries)
- Infrastructure investment in relocation (mountaintop cutting, land preparation) disproportionate to future residential population (infrastructure is EXTREME in Jap
- Nuclear contamination means long-term relocation (unprecedented—unique case the world, we have no good plan for this)

Relocation related to overall recovery

	Merapi	New York	Philppines	Tohoku
Use designation of hazardous area (land use approach)	Yes	No	Yes, "no-build" or "danger zone"	Yes
Do residents have the choice to stay or move?	Officially no, in actuality, yes.	Yes. All relocation buyouts voluntary	Not clear yet.	No. Can not stay in an area designated as hazardous
Housing or land provided in a resettlement area	Yes (house and land provided for free)	No	Yes, Land and house provided. Most residents will have to pay small amount in	Yes (land prepared for sale or rent), public housing in relocation area
Build public housing or new houses?	Yes, new housing provided	No	Yes, some new housing provided in relocation	Yes, public housing
Reducing future risk: for participating households?	Yes, for some.	Yes, for those who participate	Yes, for those who participate	Yes
Reducing future risk: for region?	Yes, depending on long term outcome.	No, very small impact area.	Yes, in a small area	Yes

