

# DIPECHO Southeast Asia

## CONSULTATIVE MEETINGS NOVEMBER – DECEMBER 2007 IN

LAO PDR (12/11)

CAMBODIA (15-16/11)

VIETNAM (29-30/11)

**THE PHILIPPINES (13-14/12)**

INDONESIA (17-18/12)

Information Sessions for Applicants

EUROPEAN COMMISSION



Humanitarian Aid

# NATIONAL CONSULTATIVE MEETING PHILIPPINES



Humanitarian Aid

## 13 - 14 December 2007, Manila

Co-chaired by: EC/ DIPECHO SEA and OCD - NDCC


### Agenda

Time	Day 1	In-Charge
08:30 – 09:00	Registration	DIPECHO SEA
<b>Opening Remarks</b>		
09:00 – 09:30	<ul style="list-style-type: none"> <li>Opening Remarks by Alistair Macdonald, Head of European Commission Delegation to the Philippines</li> <li>Opening Remarks by Chairman, NDCC</li> <li>Meetings Orientations</li> </ul>	EC Delegation  Secretary, DND DIPECHO SEA
<b>Session 1: Perspectives on Sustainable Development and Disaster Risk Reduction</b>		
09:30 - 12:30 (incl. coffee break)	<p><b>A: Overview of Philippines Strategy for Disaster Risk Reduction</b></p> <ul style="list-style-type: none"> <li>Update on the policy of the Government of Philippines with regard to the implementation of the <i>Hyogo Framework for Action 2005 – 2015</i> and integration of disaster risk reduction in national strategies.</li> <li>Priority orientations for the period 2007-2011</li> </ul> <p><b>B: Disaster Risk Reduction Strategies and Perspective (government, donor community, implementing agencies).</b></p> <p>1: Joint presentation by DRR agencies</p> <ul style="list-style-type: none"> <li>Main programmes orientations, state of play, priorities, gaps, key messages, lessons learned from past and present interventions</li> <li>Lessons learned from recent disaster response</li> </ul> <p>2: Review of DIPECHO interventions in the Philippines 1998 – 2007 and orientations for 2008-2011</p> <p><b>C: Discussions &amp; wrap up</b></p>	Glenn J. Rabonza
12:30 – 13:30	Lunch	
<b>Session 2: Strategic Discussions for the 6<sup>th</sup> DIPECHO Action Plan for South East Asia</b>		
14:00 – 17:30 (include tea break)	<p>A: Presentations of DRR initiatives: EMI</p> <p>B: Break into working groups</p> <ul style="list-style-type: none"> <li>WG1: Partnership, Networking, Information Sharing and Disaster Management Systems</li> <li>WG 2: Socio-economic planning: improving integration and linkages</li> <li>WG 3: Education / Child Focus</li> <li>WG 4: Health Preparedness</li> </ul> <p>Priority Needs / Strategic Gaps identified</p> <ul style="list-style-type: none"> <li>Compilation of main issues addressed (each working group) and recommendations for improved disaster risk reduction in the Philippines, including mainstreaming</li> </ul> <p>C: Discussions</p> <p>Wrap up &amp; Conclusions</p>	
<b>Day 2</b>		
<b>Session 3: Information for DIPECHO Applicants</b>		

09:00 – 12:00 (incl. coffee break and lunch)	<p><i>Relevant staff members of Interested DIPECHO applicants and counterparts who will be involved in the preparation of the proposals are invited to attend this session.</i></p> <p>Practical information for applicants: review of lessons learned from past application process, new FPA, guidelines, programming timetable, Q&amp;A</p>	DIPECHO SEA
	During the afternoon, the DIPECHO team, as well as the ECHO Communication Officer will be available for further discussions with DIPECHO applicants if necessary.	

<b>Communication and Advocacy</b>		
13: 00 – 15:30	<p>Communication and Advocacy: session with journalists, implementing agencies, government entities.</p> <p>Identifying key DRR messages and vectors when working with media. How to address mass audiences. Understanding better respective (media / DRR agencies) needs for a better communication and promotion of DRR. Identifying core activities in engaging media in DRR.</p>	Center for Community Journalism and Development / ECHO





## Overview of the HFA Implementation in the Philippines and Priority Orientations

DIPECHO – NDCC National Consultative Meeting  
NDCP, CGEA, QC, Philippines  
13-14 December 2007

Glenn J Rabonza  
Administrator, Office of Civil Defense - DND  
Executive Officer, National Disaster Coordinating Council

## Philippines: Risk Profile

- Located along the typhoon belt in the Pacific making the country vulnerable to typhoons and tsunamis
- Experiences an average of 20 typhoons yearly (7 are destructive)
- Situated along the Pacific Ring of Fire, between two Tectonic plates (Eurasian and Pacific) which are volcanic and earthquake generators
- With 22 active volcanoes (5 most active)
- Recent Disasters: Southern Leyte Landslides, Eruption of Mayon and Bulusan Volcanoes, RP Typhoons 2006, and MT Solar 1 Oil Spill





## HFA Thematic Areas / Priorities for Action

- **Governance:** Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation.
- **Risk Assessment and Early Warning:** Identify, assess and monitor disaster risks and enhance early warning.
- **Knowledge Management and Education:** Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
- **Risk Management and Vulnerability Reduction:** Reduce the underlying factors
- **Disaster Preparedness:** Strengthen disaster preparedness for effective response at all levels

## Governance

1. **Development of Policies and Guidelines**
  - Forging of national and regional agreements (e.g. AADMER, IHAN, SASOP, Cluster Approach) to define the detailed procedures and mechanism in facilitating accommodation of international humanitarian assistance
2. **National Assessment of the State of DRM in the Philippines (ADB/UNDP)**
  - Assessment of DRM issues in the Phil.
  - Formulation of 50 Community Contingency Plans
  - Documentation and Dissemination of Lessons Learnt
  - Preparation of DRM Framework
3. **Strategic National Action Plan (SNAP) Project (ECHO/UNISDR/UNDP)**
  - Establishment of a Multi-stakeholder Consultative Mechanism on DRR
  - Formulation of a Strategic National Action Plan in the Phil.
  - Development of DRR Capacity Building Programme for Selected Sectors
  - Support to Mainstreaming of DRR in Selected Sectors




## Governance

4. **Supporting Local Government Capacity to Manage Natural Disaster Risks in the Philippines (World Bank/DILG)**
5. **Partnership for Disaster Reduction in Southeast Asia (PDRSEA) Phase 4 Project (ECHO/ADPC)**
  - National Strategic Plan on CBDRM
  - CBDRM Pilot Project in Albay Province
  - CBDRM Training for Local Authorities
  - Integration of CBDRM Recognition Scheme in the Gawad Kalisag
6. **Learning From Good Practices in DRM (ECHO/OXFAM GB)**
  - CBDRM Case Studies Development and Publication
  - Promotion and replication of CBDRM Good Practices and Institutionalization of DRM Office





## Governance

“Disaster Risk Reduction entails political will and institutional commitment.”

“The success and sustainability of DRR programs greatly depends on the level of support, accountability, and self-reliance of local DCCs.

“No sustainable development, if there is no disaster risk reduction. Disaster Risk Reduction is sustainable only if communities are involved.”



## Risk Assessment and Early Warning

1. Hazards Mapping and Assessment for Effective Community-based Disaster Management (READY) (UNDP/AusAID/DOST/DENR).  
*Covers 27 vulnerable provinces*
2. GoP Harmonization and Prioritization of Hazard Mapping to complement efforts of READY project. *Covers additional 16 provinces*
3. Climate Change Adaptation Project (Spanish Government/World Bank/ DENR) Study to establish impact of climate change in the agriculture sector in two pilot areas (Bicol Region and Region 2).



## Risk Assessment and Early Warning

Iba na ang READY!

“Effective disaster risk mitigation requires collective efforts of various agencies employing multi-disciplinary approaches.”

“Integrate hazard maps and risk assessment data in the regional and local plans to ensure appropriate use of land, proper siting of development undertakings and identification of appropriate mitigation technologies.”

ZERO Casualty...

## Knowledge Management and Education



1. Adoption and practical application of UNESCO's ECLAC Methodology for assessing the socio-economic impact of hydro-meteorological disasters.
2. Development of a web-based GLIDE associated national disaster event database under the CALAMIDAT.ph collaborative project of with ADRC.

## Knowledge Management and Education

3. Mainstreaming DRR into the Education Sector, in partnership with ECHO and ADPC, which aims to develop DRM modules into the secondary school curriculum and undertake research on the impact of disasters to the education sector
4. Stepping up of Department of Education's efforts on production and distribution of Educational Multi-media on natural and man-made hazards
5. Continuous conduct of hazard-specific multi-sectoral Contingency Planning Writeshops/Workshops



## Knowledge Management and Education

6. Continuous conduct of Collapsed Structure Search and Rescue (CSSR) and Medical First Responders (MFR) trainings under the Program for Enhancement of Emergency Response (PEER) project (NZET/USAID)
7. Conduct of Nationwide Water Search and Rescue (WASAR) Training for local government and volunteer rescue groups in order to enhance their response capacity for flooding and landslide incidents
8. Capacity-building of health personnel through skills development courses (e.g. Basic Life Support) and management courses (e.g. Hospital Preparedness for Emergency – HOPE Course)
9. PHIVOLCS, PAGASA, and DNER continue to hold Seminars/Trainings on Seismic and Hydro-Meteorological Hazards Awareness and Preparedness



## Knowledge Management and Education



“SAFETY starts in schools.”

“INFORMATION is key to all stages of Disaster Risk Management.”



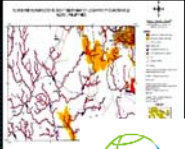


### Risk Management and Vulnerability Reduction

1. Mainstreaming Disaster Risk Management in Sub-national Development and Land Use/Physical Planning in the Philippines (ECHO/ADPC/NEDA)
  - Formulation of Guidelines
  - Formulation of DRR-enhanced plans (Region 1 and Surigao del Norte)
  - Documentation of the application of the risk assessment methodology (Leyte, Southern Leyte, Surigao del Sur, and REINA)
  - Training of 400 regional and provincial land use planners nationwide
2. Priority Implementation Project on Mainstreaming DRR in the Infrastructure Sector (ADPC/DPWH) by incorporating Risk Impact Assessment procedures into planning process before construction of new roads and bridges

### Risk Management and Vulnerability Reduction

4. Mines and Geosciences Bureau - Department of Environment and Natural Resources (MGB-DENR) carries out the National Geohazards Mapping; Suitability Assessment of Relocation Sites; and Environmental Impact Assessment.
5. Implementation of the "Be Better, Build Better" program that envisions the construction of innovative school buildings that are not only conducive for learning but also safe from disasters.

### Risk Management and Vulnerability Reduction

"DRR demands multi-sectoral involvement."



"Mainstream DRR in planning so that interventions will be prioritized, funded and implemented."

"Schools and Hospitals safe from disasters."

### Disaster Preparedness

NDCC's Four-Point Plan of Action on Disaster Preparedness




1. Upgrading the forecasting capability of warning agencies for hydro-meteorological and seismological hazards through improved equipment and staff development as well as networking with foreign forecasting institutions
2. Promoting an integrated and coherent strategic public information campaign on disaster preparedness through the conduct of nationwide tsunami and earthquake drills; distribution of posters and flyers on natural hazards; and other IEC through the tri-media.

### Disaster Preparedness


NDCC's Four-Point Plan of Action on Disaster Preparedness

3. Enhancing capabilities of Local Chief Executives (LCEs) and their respective Disaster Coordinating Councils (DCCs) in identified vulnerable areas through the conduct of DM-related trainings.
4. Strengthening mechanisms for government and private sector partnership in relief and rehabilitation.

### Disaster Preparedness

1. Annual Observance of National Disaster Consciousness Month (July)
2. Search for Excellence in Disaster Management and Humanitarian Assistance (Gawad Kalasag)
3. National campaign to "Keep the Philippines Bird Flu Free" through the National Avian Influenza Task Force and the civil society organizations led "AI/PI Network."
4. Institutionalization of the Cluster Approach in the Phil. DM System





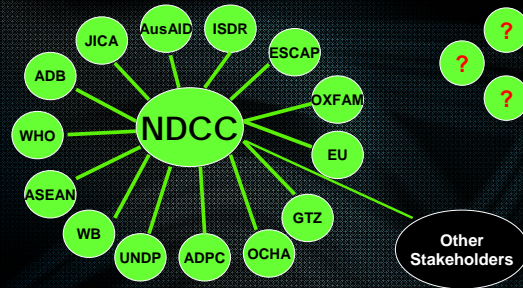
## Disaster Preparedness

“SAFE ka ba?”

“The width and depth of Disaster Risk Management cannot be done in isolation.”

“It is prudent to recognize those who have stepped up the ladder as DRR champions.”

## Web of Bilateral, Regional, and International PARTNERS (donors, NGOs, etc.)



## Way Forward

- Advocate for the passage of DRM law
- Advance the development of National and Local Platforms on Disaster Risk Reduction
- Introduce climate change adaptation strategies in the Philippines (e.g. enhancement of IEC, vulnerability assessment studies)
- Improve content and update modules of DRM-related trainings including web-based/online courses
- Upgrade the capability of Office of Civil Defense and NDCC Operations Center to improve operational readiness condition and interoperability.
- Ensure physical and functional integrity of health facilities even during emergency situations

## Way Forward

- Upscale existing projects on DRM (e.g. READY, CBDRM)
- Mainstream DRR in other sectors (e.g. health, environment, tourism)
- Conduct detailed mapping of stakeholders involved in DRR
- Implement a Comprehensive Flood and Tsunami Risk Mitigation and Preparedness Program
- Integrate DRR strategies in the Cluster Approach
- Elevate LGUs Search and Rescue (SAR) capability
- Promote best practices in DRM through improved documentation process

## Salamat

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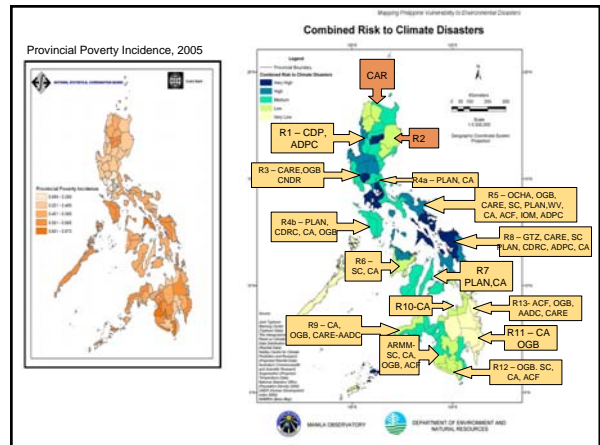
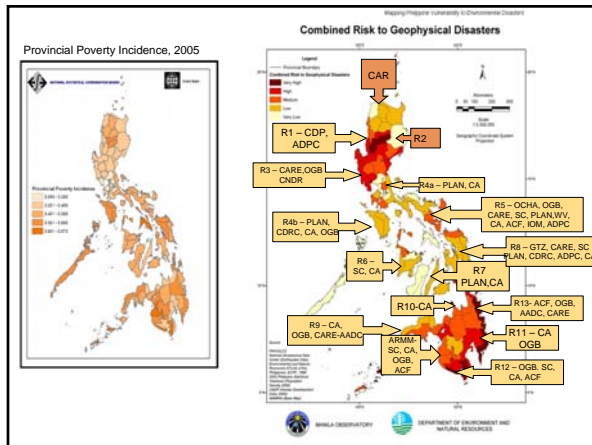
## Disaster Risk Reduction in the Philippines

A Joint Presentation by DRR Agencies  
DIPECHO National Consultative Meeting  
December 13-14, 2007

## DRR Agencies

- International NGOs
  - Accion Contra El Hambre
  - CARE
  - Christian Aid
  - Oxfam Great Britain
  - Plan International
  - Save the Children US
  - World Vision Development Foundation
- Local NGOs
  - Center for Disaster Preparedness Foundation, Inc
  - Citizens Disaster Response Network, Inc
  - Corporate Network for Disaster Response
- International Organizations
  - GTZ
- International Inter-governmental Organizations
  - International Organization for Migration (IOM)
  - Office for the Coordination of Humanitarian Affairs (OCHA)
- Regional Organization
  - Asian Disaster Preparedness Center (ADPC)

With current DIPECHO funding



	NCR	CAR	R1	R2	R3	R4a	R4b	R5	R6	R7	R8	R9	R10	R11	R12	R13	ARMM
N																	
R	CNDR							ACF IOM OCHA									
P			ADPC		OGB	CA	CA	ACF ADPC IOM OGB SC CA	CA	ADPC GTZ SC					OGB SC	ACF	SC
C					CARE OGB	CA PLAN	CA OGB PLAN	ACF ADPC CA OGB PLAN	CA SC	CA PLAN	CA CARE CDRC PLAN SC	CA OGB AADC	CA	CA	ACF OGB SC	ACF OGB AADC	ACF OGB CA
M								CARE OGB OCHA IOM PLAN OGB SC WV									
B			CDP		CARE OGB	CA PLAN	CA OGB CDRC	ACF CARE OGB IOM OGB PLAN	CA SC	CA	CA CARE OGB PLAN SC	CA OGB	CA	CA	ACF OGB SC	ACF OGB AADC	ACF OGB CA

NCR - poorest regions  
GEOGRAPHICAL HAZARD  
CLIMATE HAZARD

N - national level  
R - regional level  
C/M - city/municipal level  
B - barangay level

Thematic Area	Challenges	Lessons Learned	Gaps
GOVERNANCE	Developing functional DRR plans	Development and enhancement of partnerships and networking	Relevant DM law
	Integration of DRR in local planning	Establishment and activation of DRM teams and DRM offices at different levels	Integration of DRR in development planning processes
	Existing strategies are reactive	Synchronization of DRR programs with political terms	DRR-based/sensitive local laws/policies/ordinances
	Conflicting national and local thrusts on DRR	Community level engagement for DRR sustainability	DRR community leadership




Thematic Area	Challenges	Lessons Learned	Gaps
RISK MANAGEMENT AND VULNERABILITY REDUCTION	Lack of hazard-resistant livelihood production structures and technologies	Sustainable livelihoods contribute to the resiliency of communities	Innovations in sustainable livelihood structures and technologies
	Lack of awareness on sustainable livelihood	Participation of high risk communities in CBDRM is important	Risk transfer facilities / insurance systems
	Lack of financial resources and planning for DRR programs		Alternative financing mechanisms for DRR
	Enabling communities to understand the link between natural resource management and DRR		Popularization of of sustainable natural resource management practices, climate change adaptation and mitigation as DRR strategies

Thematic Area	Challenges	Lessons Learned	Gaps
RISK ASSESSMENT	Absence of multi-hazard and vulnerability assessments (social, political, economic, environmental) in most vulnerable communities	Spot-mapping as a low cost, pre-disaster, user-friendly tool	Application of scientific and local knowledge and the poverty situation in vulnerability and impact assessments
		Barangay level engagement in risk and household mapping	Develop and update hazard mapping inventory  Hazard prone areas identification, with poverty index


Thematic Area	Challenges	Lessons Learned	Gaps
KNOWLEDGE AND EDUCATION	Lack of age-specific learning materials	Hands-on experience and sharing of best practices and experiences as an effective tool for learning	Understanding of DRR (understanding the science behind climate and disaster risks)
	Lack of information dissemination mechanism/system to forge informed decision-making	Science-awareness raising	Research utilization for community-based DRR
	Absence of DRR in school curricula	Using current government information and resources towards community self-reliance.	LGU-driven DRR programmes
	Collective cultural mindset		Culturally sensitive DRR programs
	Absence of a mechanism to promote the exchange of lessons learned and documentation of DRR programs and activities		Application of lessons learned in DRR  Dovetailing, integrating, consolidating DRR education efforts in the Philippines


Thematic Area	Challenges	Lessons Learned	Gaps
DISASTER PREPAREDNESS AND RESPONSE	Direct engagement of communities in DRR	Instilling a sense of ownership among key players towards sustainability of DRR initiatives	Institutionalized disaster management offices/DRR teams at various levels of governance and development work
	Insufficient capacity of local partners to become key players in DRR	Involvement of children and women in DRR	Organization and mobilization skills development community
	Insufficient resources to implement DRR work	Climate change is part of DRR	Preparedness drills risk data
	Revitalization of DCCs		Information and information management
	Community vulnerability to both natural and human hazards		
GENDER AND DISASTERS	Absence of a clear channel to activate existing mechanisms		
	Establishing gender roles in DRR	Women and men play different roles in DRR	Community awareness raising on women and men's and inter-generational roles in DRR



### Key advocacy messages


1. **Review the Philippine DM Law**  
(Decree 1566: Strengthening the Philippine Disaster Control, Capability and Establishing the National Program on Community Disaster Preparedness)
2. **Empower all levels of governance towards a cascading effect to the local levels / players, pertinent to:**
  - DRR and climate change;
  - Sustainable and alternative livelihood;
  - Financing DRR
  - Social protection
  - Public participation on DRR decision-making
  - Institutionalization of disaster DRMOs/Teams





### Key advocacy messages


3. **Develop knowledge building and knowledge management mechanisms**
  - DRR information and DRR information management systems and mechanisms;
  - Integration of DRR in school curricula (secondary and tertiary)
  - Research development in the areas of climate and disaster risk sciences
  - Research utilization to develop innovations in DRR and climate adaptation
4. **Mainstream gender and inter-generational approaches in DRR policies, planning and programs;**
5. **Promote and sustain multi-sectoral DRR networking, linkages, and partnerships.**




**DIPECHO**  
**National Consultative Meeting**  
**The Philippines**




European Commission  
 Humanitarian Aid department  
 Cecile Pichon, Thearat Touch


**Meeting's Orientations**

- Multi-stakeholder strategic dialogue
- DRR advocacy
- Presentation and dissemination of lessons learned
- Discussions on DIPECHO's proposed orientations for 2008-2009
- Identifications of priorities, gaps and actions, including working modalities
- Information for applicants
- Session: Communicating DRR







**DIPECHO**

- **Natural** Disaster Preparedness Programme of ECHO
- Work through EU-NGOs, IOs/UN, Red Cross
- Hyogo Framework of Action context
- DIPECHO in 2007 = about €20 mln (7 for SEA)
- Focus on preparedness measures and demonstrative small-scale mitigation work, in particular through CBDRR
- Promotes regional & international DRR.
- Complements other ECHO actions, links with other EC instruments and other donors.


**Lessons Learned DIPECHO**

- Formulate a DRR strategy for DIPECHO over several cycles
  - Looking at orientations & trends over 2 cycles
- DIPECHO as a component of larger development, environment or natural resource management programmes?
- Complement other stakeholders' programme where feasible
  - Part of today's dialogue; depends on implementing agencies; increased awareness and dialogue within EC but still more to do


**Lessons Learned DIPECHO**

- DIPECHO funding of DP and DRR was instrumental in **promoting the practice of DRR** in the region
- But: need to promote the **scaling up and replication** of pilot activities to achieve widespread and more significant impact at national and regional levels to ensure a return on the investment
- **Documentation and dissemination** of DRR lessons learnt by DIPECHO and its partners have not yet been adequate





## Lessons Learned DIPECHO

- Short term nature of DIPECHO and gaps = challenge for implementation
- Limited some partners from linking DRR with longer term development activities
- However, in spite of follow-up phases, funding not always optimised (annual planning).
- Overly ambitious goals and project objectives involving too many activities.
- Weak impact monitoring (absence of baseline information + short-term funding).  
 > Find compromises on both sides, adapt programming and projects, set clearer goals



## Lessons Learned DIPECHO

- DIPECHO generated numerous replicable DRR strategies and **community based** projects, including methodologies, tools and processes that enabled communities to better prepare for and mitigate natural disasters.
- In all programme areas **awareness of DRR** has increased progressively, community DP plans were developed and response teams established (although quality varied).



## Lessons Learned DIPECHO

- Leverage by implementing agencies insufficient to influence major stakeholders to include DRR in their policy, strategy, legislation and long term development plans.
- Improved linkages between pilot activities and **local government planning** processes is another promising avenue for scaling up.
- Develop a realistic set of **impact indicators** for various DRR interventions



## Lessons Learned DIPECHO

- Focus more on **local actors**
- Continue to support DRR projects for primary school **children** and young people
- Continue to promote **gender** relations and equality
- Expand projects directed at the environment and **climate change**; use the issue of climate change adaptation as an advocacy tool to support the promotion of DRR.



## DIPECHO in the Philippines

### Funding (1998-2006)

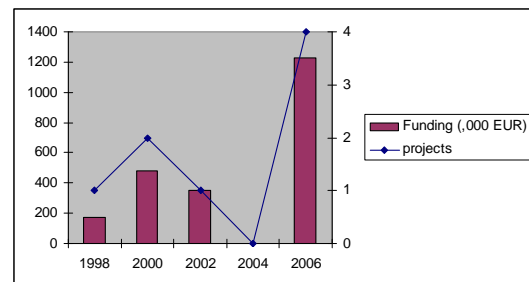
- 13 projects, EUR 2.6 mln (appr. 12% of total funding)
- DIPECHO stopped in 2004-2006, renewed in 2006.

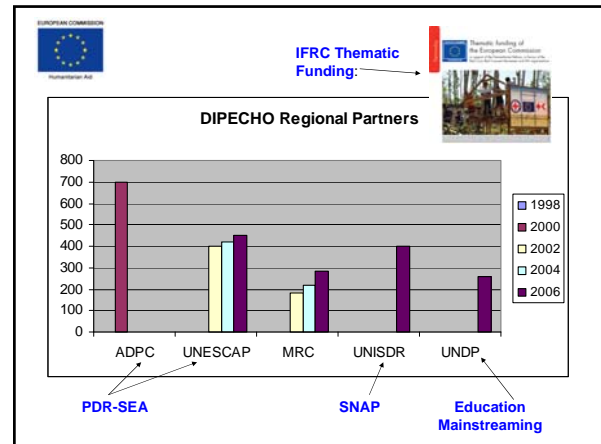
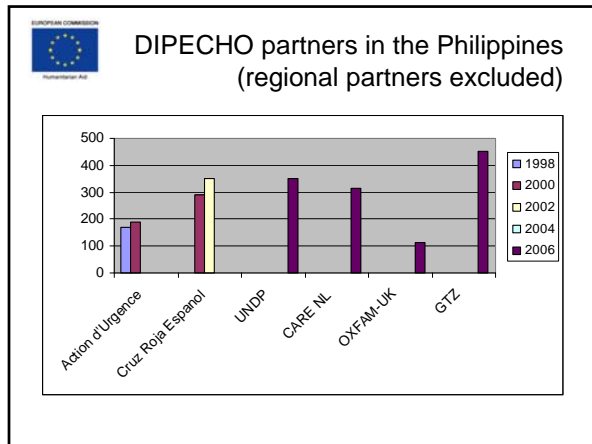
### Partners

- Before 2004: 1 NGO, 1 Red Cross
- 2006: wide spectrum of new partners (UN/Government agencies, IOs, NGOs, EU Agency); no Red Cross
- All through period: regional components



## DIPECHO in the Philippines 1998 - 2006





- Lessons Learned DIPECHO in the Philippines**
- Favorable context with presence of long term development agencies, as well as high DRR awareness on both government and donors sides.
  - Less DIPECHO focus on this country due to capacities, large amount of available experience and expertise.
  - Renewal of actions after a series of natural disasters: towards a more coherent, continuous and gap-filling approach.
  - Good tools and methodologies developed, in particular through the Red Cross.

- Lessons Learned DIPECHO in the Philippines**
- As of 2006, new approach, focusing on linkages: still to be evaluated.
- **All levels/ linkages:** Integration of DRR into economic plans, information management and networking.
  - **National level:** DRR Strategic National Plan, DRR mainstreaming in education, CBDRR strategic planning
  - **Regional, provincial levels:** integration of DRR into economic plans, training and capacity-building
  - **Lower levels:** integration of DRR in economic plans, contingency planning, CBDRR activities, early warning systems

- Lessons Learned DIPECHO in the Philippines**
- Complementarities with ongoing programmes (READY)
  - Improved coordination mechanisms and networking
  - Compilation and dissemination of good practices
  - Initiatives with media
  - Private-public partnerships
  - Capacity-building of local entities

- Challenges & Gaps**
- Overall policy with comprehensive approach to DRR and clear legal basis, in particular at local level
  - Hazard and risk information as basis of EWS and development plans and programmes
  - Enhanced capacity for risk reduction and mitigation, in particular at local level.
  - Strong and effective coordination mechanism
  - Strong and operational networks among disaster experts, managers and planners
  - Move away from response-oriented mindset
  - Evolving contexts: climate change, urbanisation: also opportunities?





## Government / Donors Snapshot

- A series of donors involved in DRR: World Bank (GFDRR), ADB, AusAID (READY), JICA, USAID
- AusAid: 2007 DRR regional review
- JICA 2008: October 2007 study mission to identify possible DM projects
- Pilot of DRR mainstreaming in various sectors (infrastructure, education)
- Other: poverty alleviation, environment, avian influenza etc.
- Coordination?



## Since 2005: EC & DRR

- In 2007-2013 strategic document: progress made in policy statements
- Some project components including DRR: from INGOs, local NGOs, in environment sector etc. = combination of opportunities and deliberate strategies.
- Increased awareness of EC staff members (training, more prominent issues, ECHO focal points)
- In EU/EC: more awareness, more importance. Soon a DRR Communication.
- Reinforce DRR mainstreaming potentials in some sectors: education, health etc.?



## DRR and Climate Change

New Climate Change Task Force and its linkages with DRR, suggested priorities:

- Monitoring & evaluation, information & public awareness.
- Implementation of mitigation and adaptation measures, in particular at LGU level and by civil society.
- Technology transfer, in particular at ASEAN level.
- Build up on existing initiatives and models (eg at Albay level)



## DRR and Climate Change

**Areas in the environmental sector / climate change adaptation where DRR measures could be implemented:**

- Support to formulation of multi-hazard **mitigation / protection plans** for natural coastal hazards, with priority on the maximum reduction in threat to life, structures and economic production.
- Support to implementation of sustainable **mangrove** management, incl. massive reforestation of degraded mangrove systems through community based approach.
- Promotion of **awareness** about erosion, sea level rise, flooding risks and storm standard building codes among communities, professional bodies and decision makers.
- **Institutional support** to the newly created CCTF and CIRCA to enhance their capacities as leading agencies on CC adaptation.



## DIPECHO Orientations 2008 - 2011

- Avoid gaps in programming
- Continue actions in the Philippines, at the same level (at least, in proportion of total budget)
- Closely assess changing environments such as impact of climate change on the country, evolution of DRR legal and policy frameworks
- Complement longer term programmes
- Improve linkages between national, sub-regional and regional actions
- Continue networking and information management, in particular at regional level

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## DIPECHO Orientations 2008 - 2011

- Document and disseminate successful experience and models
- Improved coordination and dissemination of models in flood and typhoon preparedness systems (incl. from other countries)
- Continue DRR integration and linkages at various administrative levels
- Improve vulnerability and hazard assessments capacities
- Improve impact measurement (DIPECHO)
- Continued capacity-building of local institutions

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## DIPECHO Orientations 2008 - 2011

- Reinforcement of public information and awareness, dissemination of IEC materials
- Advocate DRR integration measures to specific target groups (law-making and law-implementation)
- Continue networking and information systems, communication actions including with media



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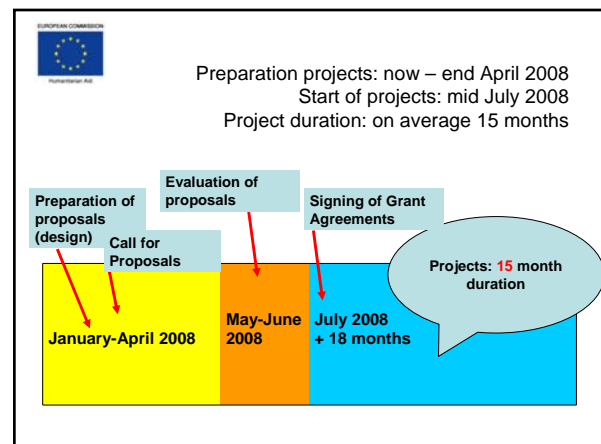
## Priority Actions

- **Local Disaster Management components:** EWS, mapping & data computerisation, local capacity building, training
- **Institutional linkages:** advocacy, facilitation of coordination, institutional strengthening
- **Information, education, communication:** public awareness raising
- **Small scale infrastructure and services**
- **Stock building of emergency and relief items**  
 ➤ For the Philippines: all

EUROPEAN COMMISSION  
Humanitarian Aid

## Priority Hazards and Areas

- Natural hazards: justify severity, recurrence, trends, impact (a- multi-hazard, b- typhoons, floods, landslides earthquakes, c- volcanoes)
- Areas: justify vulnerabilities, selection criteria
- Justify complementarities of DP actions into a development framework
- Look at dissemination of experience, upscaling and integration into longer term mechanisms  
 ➤ Interest less in "where/which hazard", than in "how it will be done and promoted further"







## Information for applicants

- Reports from Consultative Meetings (on ADPC website in December 2007)
- Information sessions
- Through DIPECHO mailing list
- Cecile Pichon ([ta02@echo-bangkok.org](mailto:ta02@echo-bangkok.org)) and Thearat Touch ([program01@echo-bangkok.org](mailto:program01@echo-bangkok.org))
- On ECHO website (call for proposals, new FPA)  
: [http://ec.europa.eu/echo/index\\_en.htm](http://ec.europa.eu/echo/index_en.htm)
- Call for Proposals: early March 2008

**EMI**  
Earthquakes and  
Megacities Initiative  
[www.emi-megacities.org](http://www.emi-megacities.org)

## Managing Disaster Risk in Megacities

Marqueza L. Reyes, D. Eng.  
Urban Disaster Risk Reduction Specialist

**EMI** A not-for-profit international scientific organization dedicated to megacities disaster risk reduction  
Member of the UN Global Platform for Disaster Reduction

## A Scientific Organization with a Specific Purpose

To advance the knowledge, experience, and implementation of Urban Disaster Risk Reduction in megacities and fast growing metropolises

Operating Globally  
Organized as a not-for-profit organization in the Philippines

**EMI**

## Cluster Cities Project Partners

Global network of partner institutions (academic and professional organizations)

**20 city partners and 2 observers:**

- East Asia:** Kobe, Manila, Shanghai, Seoul, Tianjin, Jakarta
- South & Central Asia:** Mumbai, Dhaka, Kathmandu, Tashkent, Beijing
- Americas:** Bogota, Los Angeles, Mexico, Quito, Lima
- Euro-Mediterranean:** Naples, Istanbul, Tehran, Cairo
- Observers:** Algiers, Amman

Since 2002, 10 megacities forums have been organized in partnership with the host cities.

**EMI**

## Learning Check

- ✓ City-to-city knowledge sharing is a very effective way of promoting DRR.
  - Peer-to-peer learning exchange is participatory and empowering.
  - Learning from peers can be more effective than formal trainings and discussions.
  - A C2C sharing network is an efficient way of scaling up the mainstreaming and implementation of DRR in cities and urban areas.

**EMI**

## Learning Check

**Key Lesson No. 1**  
Local governments know they have a duty to be prepared for, respond to and mitigate disasters.

**Key Lesson No. 2**  
It is difficult for local governments to develop their DRR "options" and to put a "process" in place to successfully implement these options.

**Key Lesson No. 3**  
There is little demonstrated DRM experience and practice that can guide decision makers and practitioners in developing and implementing competent DRM in megacities and large cities.

**EMI**

## EMI Approach and Programs

**Develop the Working Tools**

- Model for Urban DRM
- DRMP
- Indicators
- Urban Planning
- Construct Safety
- Emergency Mgmt
- Risk Assessmt
- MEGA-know Knowledgebase

**CLUSTER CITIES PROJECT**  
Work with cities to solve the problems of cities

City A, City B, City C, City D

Coalition of Informed Stakeholders  
Trusted Partnerships  
Peer-to-Peer Sharing

**Evidence-Based DRM**

3cd  
Demonstrated Practice  
Pertinent Strategy  
Correct/Improve

ADVOCACY, PARTNERSHIPS, CREDIBILITY

**EMI**



### MEGA-Learn: a DRM Portal for Cities

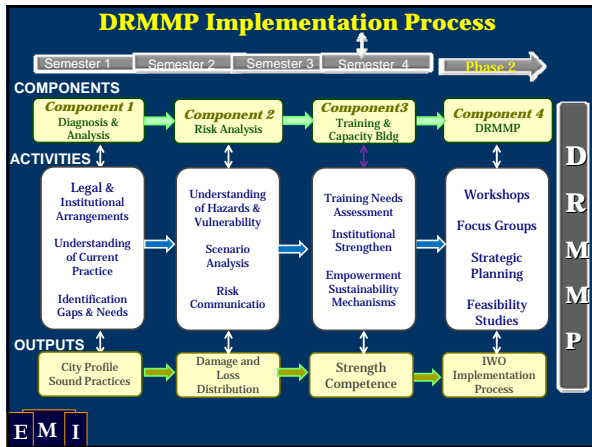
- ❑ MEGA-Know: web-based Megacities Knowledge Base
- ❑ MEGA-View: web-based Map Viewer for Metro Manila
- ❑ MEGA-Index: Megacities Indicator System
- ❑ MEGA-Learn: eLearning portal
  - Basic Course in Disaster Risk Management
  - Risk-Sensitive Urban Planning
  - Community-Based Disaster Risk Management
  - Safer Cities
  - Disaster Risk Reduction
  - Risk Financing
- ❑ WBI Global Distance Learning Program (8 Courses)

E M I

### Learning Check

- ✓ Cities need tools and methods to build capacities and develop competencies in DRM.
  - Cities are at varying levels of capacity and competence in DRM.
  - Specialized training programs that are city-specific are required and should be tailor-fit to policy-makers, local practitioners, and city managers. (e.g. DRR through LUP, Gender-sensitivity in DRM) for effective institutional strengthening.

E M I



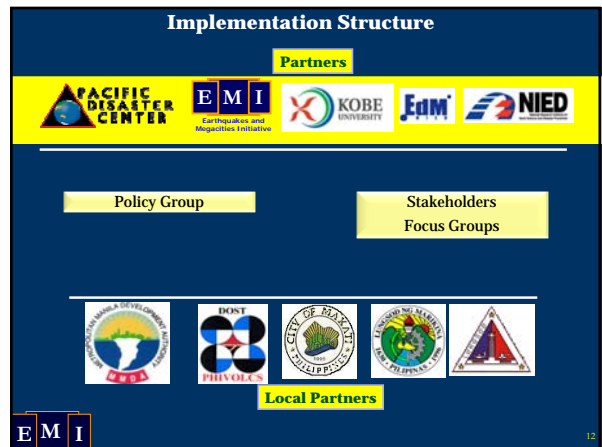
### The Process for Implementation

E M I

### Learning Check

- ✓ Cities need a strategic and cost-effective method such as the DRMMP to implement DRR initiatives and sound practices.
  - This requires intensive engagement and commitment of the city to DRR.
  - One-size-fits-all strategy is inappropriate, so the DRMMP adapts to the local context.
  - Sustainability is assured by having local ownership.

E M I



## All about trusted partnerships

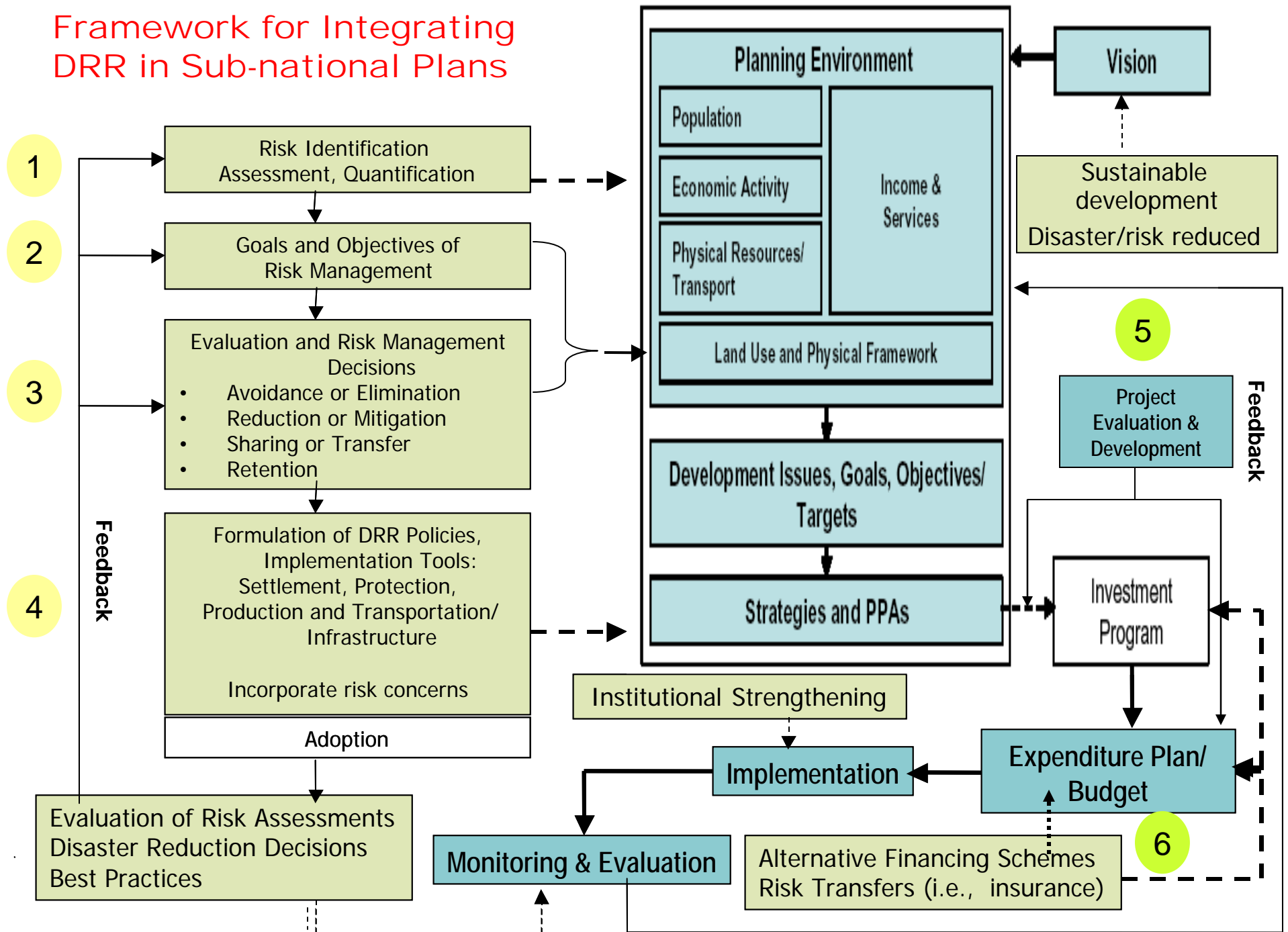
- ✓ International agencies:
  - UNDP/BCPR, The Secretariat of the ISDR ; the ProVention Consortium; WBI
- ✓ Academe and specialized organizations
  - PDC ; a network of about 30 academic and professional organizations
- ✓ Local Government Organizations
  - ICLEI, UCLG and its metropolitan section METROPOLIS, CityNet
- ✓ At the country level, 3cd Program partners
  - MMDA, PHIVOLCS, cities of Quezon, Marikina and Makati Philippines
  - NSET, Kathmandu Metropolitan City (KMC) Kathmandu, Nepal
  - Amman, Jordan, the new EMI partner engaged in the implementation of the 3cd Program
- ✓ EMI's network of 20 Megacities partners
  - Mexico, EMI partner holding the 2007 Americas Megacities Forum
  - Jakarta, EMI partner holding the 2007 Asia Megacities Forum
- ✓ Global Forum for Urban Risk Reduction

*Check out the EMI website*

*[www.emi-megacities.org](http://www.emi-megacities.org)*

*Salamat!  
Thank you!*

# Framework for Integrating DRR in Sub-national Plans





## **Supporting Local Government Capacity to Manage Natural Disaster Risks in the Philippines**

### ***Context***

The Local Government Code amplified the role of local government units (LGUs) in ensuring the overall security of their constituents and in assuming the role of first responders in time of emergency. However, when faced with calamities, LGUs are often in a poor position to respond, and much less to manage post-disaster reconstruction efforts, including conducting a risk assessment and accessing financing for reconstruction. In most cases, local disaster coordinating councils (LDCCs) do not exist and local resources in the form of calamity funds are often inadequate to address the needs for rehabilitation, mitigation and reconstruction. In cases where the LDCCs do exist, they tend to deal only with emergency and relief operations. The absence of mechanisms/linkage between planning and budgeting for reconstruction and rehabilitation has also been identified a weakness. Programs and projects are identified and agreed to cover a medium-term cycle and resources are locked in the process. When major disasters arise, there is limited possibility for reconstruction and rehabilitation requirements to find their way into the expenditure program.

This is exacerbated by the fact that many LGUs do not have adequate access to the vast body of knowledge and skills available at national level. Systems for dissemination and/or incorporation of DRM into the planning and management structures at local level are weak and much of the information generated through activities at the national level has not trickled down in a systematic and comprehensive manner.

### ***Proposed Interventions***

The project, supported by a grant from the Global Fund for Disaster Risk Reduction, will be implemented in two phases. Phase I will focus on assessing the current landscape for DRM in the Philippines in order to determine the gaps and weaknesses in the delivery of DRM program especially at the local level. This will include a diagnostic of institutional issues (capacity issues and vertical linkages) affecting the delivery of the DRM program; review financing sources, arrangements and fund flows; and determine the gaps in knowledge, skills, tools and systems, livelihood restoration and social protection at local level. This phase will focus on the experiences in the Bicol Region. The outcome of the first phase will be a framework for integrated planning that identifies actions and possible DRM related investments to ensure that local institutions have the resources and capacity to handle DRM that can be introduced, especially to the 20 most vulnerable provinces identified by the NDCC.

**Phase II** will involve the roll-out, which would possibly cover strengthening (i) capacities of local institutions (public, private and civil society organizations) and communities to plan for and manage disasters; and (ii) vertical linkages between LGUs and national agencies. This would include, among others, capacity building interventions for local institutions and key national agencies and upgrading of systems for DRM. Local institutions, including academia, church/religious groups, various forms of community-level associations will be mobilized and harnessed, to broaden networks of stakeholders which are capacitated to undertake DRM-related efforts.

# **DEVELOPING A COMPREHENSIVE DISASTER RISK MANAGEMENT FRAMEWORK FOR THE PHILIPPINES<sup>1</sup>**

## **1. BACKGROUND:**

The Philippines has always been subject to natural hazards like earthquakes, volcanic eruptions and tropical cyclones, being in the Pacific ring of fire. The UNDP's 2004 Global Report on Disasters ranked the country third in terms of number of people exposed to earthquakes and tropical cyclones annually and highest in terms of tropical cyclone occurrence and reported deaths. This inherent vulnerability is exacerbated by urban congestion, settlements in the floodplains and increased upland migration. Annual property damage has been estimated to be 0.4% of the country's GDP, while deaths and total number of people affected occur in the tens of thousands and millions, respectively. What is striking is that the poor are the most affected, with natural disasters aggravating the vicious cycle of poverty in the country.

The recent spate of natural disasters in the Philippines, including the tragic incident in Ginsaugun, Leyte, has underscored the need for a more coordinated series of interventions, ranging from risk reduction measures on the preparedness side to a more systematic and effective deployment of relief and rehabilitation efforts on the response side. As the occurrence of natural hazards are expected to increase in the near term, with the onset certain phenomena like climate change, uncontrolled urbanization and environmental degradation, the accelerated implementation of these measures in a much more coordinated fashion, takes on increased urgency.

This simply validates the underpinning premises of the Hyogo Framework of Action, 2005-2015: Building the Resilience of Nations and Communities to Disasters, which highlight the need to reduce disaster risks more deliberately and systematically through their integration into the policies, plans and programmes for sustainable development and poverty reduction, supported by bilateral, regional and international cooperation, including partnerships.

Previous to this, the Yokohama Strategy for a Safer World stressed the importance of more systematic action and enhanced national and local capabilities to build resilience to disasters and achieve sustainable development. Its subsequent review highlighted the importance of a more pro-active approach to informing, motivating and involving people in disaster risk reduction in their own communities. This assessment likewise identified gaps in the following areas, forming the basis for developing the Hyogo Framework: 1.) Governance- organizational, legal and policy frameworks, 2.) Risk identification, assessment, monitoring and early warning, 3.)

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<sup>1</sup> Source: Ronaldo Reario. This paper does not represent the official views of the Government of the Philippines and the United Nations. This is a draft version and is intended to be used for consultation and discussion only.

Knowledge management and education, 4.) Reducing underlying risk factors, and 5.) Preparedness for effective response and recovery.

A number of assessments conducted by the UNDP,<sup>1</sup> World Bank<sup>2</sup> and UN-OCHA<sup>3</sup> for the Philippines, have likewise surfaced the need for a more holistic framework for disaster risk reduction, identifying critical gaps which need to be urgently addressed. Among these are : a.) an updated overarching policy which defines a comprehensive approach to disaster risk management and a clear legal basis for disaster management, especially at the local government level; b.) hazard and risk information as basis of early warning systems and development plans and programmes; c.) enhanced capacity for risk reduction and mitigation primarily at the local levels; d.) a strong and effective coordinating mechanism; and e.) strong and operational networks among disaster experts, managers and planners.

An area of critical importance is managing disaster relief assistance, particularly from the international community, to maximize benefits to the affected communities. To this end, a number of interventions, including appropriate incorporation of protocols and regulations into national disaster plans, governing the arrival and entry of relief teams and humanitarian relief items, should be undertaken.

Over-all, it is clear that despite many attempts to improve the country's disaster risk management regime, clear gaps exist, resulting in often avoidable loss in times of natural disasters. A more comprehensive and inclusive disaster risk management programme, predicated on a holistic framework, needs to be crafted addressing these gaps and providing a strategic road map to reduce the risks from natural hazards.

## **2. DISASTER RISK MANAGEMENT IN THE NATIONAL DEVELOPMENT AGENDA**

A major manifestation of an issue's importance in the national development agenda is its being mainstreamed into the Medium Term Philippine Development Plan (MTPDP) and other corollary plans like the National Framework Plan and the various sectoral plans. Increased awareness of the links between the country's vulnerability to natural hazards and sustainable development has resulted in attempts to integrate disaster mitigation into the MTPDP, as well as, into the local development plans since 1991. In the current MTPDP, 2004-2010, integration of disaster preparedness in the development planning process at all levels of governance through periodic risk assessments, updating of land use policies, disaster management orientation and training for local government officials and institutionalization of

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<sup>1</sup> Holistic Framework for Disaster and Environmental Hazards Management in the Philippines, June, 2004.

<sup>2</sup> Natural Disaster Risk Management in the Philippines: Enhancing Poverty Alleviation through Disaster Reduction, 2005.

<sup>3</sup> Report of the UNDAC Mission to the Philippines on Assessment of National Disaster Response Capacity, June, 2005.



community-based mechanisms for disaster management, is referred to, albeit only very briefly in the chapter on environment and natural resources. The same kind of reference is made in the National Framework for Physical Planning, 2001-2030.

Some interesting initiatives such as the country's environmental impact assessment (EIA) system, provides a mechanism for addressing risks from prospective development projects. Specifically, two processes within this system, the Environmental Risk Assessment (ERA) and the Engineering Geological and Geohazard Assessment (EGGA), analyze the risks from proposed development projects and provide opportunities for their mitigation. The development of comprehensive land use plans (CLUPs) by cities and municipalities, which is another opportunity for mainstreaming disaster risk management, is hampered by the perennial lack of hazard and risk data and information. This is not to mention the fact that this process itself is not as fast as can be desired, as evidenced by the fact that only around 15% of the 1,524 municipalities and cities had CLUPs in 2000.<sup>4</sup> Some urban areas like Baguio and Dagupan City have micro-zonation maps but majority don't have these. Specific regulations such as building codes take into consideration risk factors. For example, they are routinely updated following major earthquakes. Compliance to them, however, is not consistent.

This not so systematic mainstreaming of disaster risk into the wider arena of development planning and implementation has cost the country in terms of economic losses of about 13.8 billion PhP per year in property damage and thousands of deaths.<sup>5</sup> This has exacerbated the situation of the poor, who are inherently more vulnerable to the impacts of natural disasters and become even poorer in the wake of more disasters. It is quite clear that the government's poverty reduction strategy will not be as effective as when it factors disaster risk reduction into its poverty reduction efforts.

### **3. RECENT EFFORTS ON DISASTER RISK MANAGEMENT**

The country has a long history of disaster management and many attempts at disaster risk reduction. Primary of these is providing the legal framework for the establishment of a coordinating structure and disaster management arrangements as early as the late seventies. It established the National Disaster Coordinating Council (NDCC) in 1978, a policy making and coordinating body of about 21 members, all heads of the various concerned government agencies and departments and is replicated at the regional and local levels through the Regional Disaster Coordinating Councils (RDCCs), Provincial Disaster Coordinating Councils (PDCCs), City/Municipal Disaster Coordinating Councils (CMDCCs) and the Barangay Disaster Coordinating Councils (BDCCs). It is also supported by the Office of Civil Defense of the Department of National Defense (OCD-DND) as Secretariat.

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<sup>4</sup> Philippine Report on Disaster Reduction to the World Conference on Disaster Reduction., January, 2005.

<sup>5</sup> OCD records for the period 1990-2001.

From a culture of reaction to one of pro-activeness would best describe the shift currently occurring within the NDCC, as evidenced by its present four point agenda: a.) upgrading the Philippine Atmospheric and Geosciences Services Administration (PAG-ASA) and the Philippine Institute of Volcanology and Seismology (PHIVOLCs) forecasting ability; b.) public information campaign on disaster preparedness; c.) capacity building for local government units in vulnerable areas; and d.) developing mechanisms for public-private sector partnership in relief and rehabilitation.

Specifically, the national government, through the OCD, is training local government executives, deputized auxiliaries, volunteers and organic personnel on contingency planning, emergency management, basic life support, collapsed structure search and rescue, disaster quick response and medical first response, among others. It has also made disaster awareness part of the learning core competencies in the primary and secondary schools, enhanced by the conduct of periodic emergency drills. This awareness raising has been extended to the public at large through IEC initiatives like the observance of Natural Disaster Consciousness Week and Disaster Consciousness Month.

As a result of recent disasters that hit Quezon and Leyte, which highlighted the unavailability of workable contingency plans and early warning systems based on accurate risk data and information, the Philippine government embarked on a series of risk reduction exercises comprising multi-hazard mapping, rapid risk assessment, development of early warning systems, contingency planning and IEC campaigns with assistance from such entities as UNDP and AUSAID.<sup>6</sup> Further, training of medical first responders within the context of this undertaking, is also being done. Currently, this effort is concentrated in the country's Eastern Seaboard facing the Pacific Ocean, considered to be most vulnerable to extreme climatic events and tsunamis. Other donor-funded initiatives like the JICA-assisted MetroManila Earthquake Impact Reduction Study provide results which are extremely helpful in planning and implementing earthquake risk reduction interventions in the Metropolis. JICA is also supporting the government develop flood and landslides maps for Biliran, Leyte and Southern Leyte, while GTZ contributed to the mapping undertaking after the first Leyte landslide in 2003.

The results of the above exercises are envisioned to provide a firm base for the incorporation of disaster management considerations into the various levels of development planning, especially the physical framework and land use planning, through the provision of risk data and information. This paves the way for risk-based planning which is meant to move people out of harm's way at the outset.

On the response side, there is the usual provision of emergency services (rescue, evacuation, disaster relief, medical, fire brigade and damage control) by the local disaster coordinating councils, using their calamity funds and other resources. At the national level, the NDCC supports these local efforts through calamity area

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<sup>6</sup> Involves 27 provinces in a project dubbed as READY.

declaration, calamity fund release and additional deployment of resources, usually from international donors. Humanitarian assistance is also provided by NGOs, private business groups and international donor agencies.

Notable initiatives focusing on the aftermath of disasters, primarily for recovery and rehabilitation are also progressing. Among these is the Rapid Disbursement Facility for Recovery and Rehabilitation, the establishment of which is being supported by the World Bank. This facility is meant to assist local government units rehabilitate local infrastructure damaged by natural disasters. The government, itself, provides cash grants, although very much dependent on resource availability.

#### **4. GAPS IN THE PHILIPPINES' DISASTER RISK MANAGEMENT REGIME**

The above scanning provides an overview of the current phase of evolution of disaster risk management in the Philippines. The interventions being pursued are indicative of the paradigm shift presently occurring at the highest levels of government. And this is a shift which must be fully supported, not only to avert future losses from natural disasters, but to contribute to the poverty reduction goals of the country and attainment of its sustainable development aspirations. For this to be achieved, the gaps must be addressed and interventions situated in a cohesive, integrated framework. But what are currently perceived as deficiencies in these initiatives?

The analysis should perhaps be framed against the elements of the Hyogo Framework of Action, as follows:

##### **1.) Governance: Organizational, Legal and Policy Frameworks**

###### **1.1 Institutional and Legislative Frameworks**

As earlier cited, the Philippines has promulgated a national law on disaster management (Presidential Decree No.1566) which provided the inter-agency, multi-sectoral structures from the national to the local levels. It also catalyzed the formulation of a National Calamity and Disaster Preparedness Plan which was supposed to facilitate the development of the local contingency plans. Unfortunately, the emphasis of both are on emergency management only, rather than disaster risk reduction on a more comprehensive scale. Understandably, the institutions which have emanated from this law, the NDCC and its local replicas, are also primarily focused on emergency response. There is a need, therefore, to enshrine the comprehensive approach to disaster risk management in policy, to clarify mandates, roles and responsibilities for government agencies to develop comprehensive disaster risk management interventions and programs.

###### **1.2 Resources**



**Manpower.** Human resources for disaster risk management work in the Philippines, while may be adequate in terms of numbers, certainly need strengthening in terms of capacities. This is particularly true for local level manpower for disaster risk management. The training needs range from competency upgrading on the planning side ( risk/vulnerability assessment, adaptation/contingency planning, risk mitigation, etc..) to competency development for response to emergencies ( e.g. rescue, evacuation, disaster relief, damage control). Expressed needs for this purpose are standardized training modules and a data base of key resource persons with disaster management expertise.

**Financial.**The calamity funds, both at the local and national levels are good starting points for disaster response as they are set aside annually and can be accessed expeditiously. However, the equity issue facing poorer provinces with less funds available should be addressed. Moreover, most available funds are for relief and very little is left for rehabilitation and recovery needs. In relation to this, there is currently no monitoring system on the utilization of government disaster response funds, underscoring the need for a tracking/reporting system which showcases transparency and accountability. Understandably, even lesser resources are available for preparedness needs.

Risk transfer mechanisms are available such as insurance schemes but are not uniformly availed of. For example, it is mostly multi-national corporations which are insured for natural hazards while small and medium scale industries take out fire risk insurance only.

### 1.3 Community Participation

One major strength of the current disaster management law, P.D. 1566 is the emphasis on the community- based approach. Future policy, whether in the form of an amended P.D. 1566 or executive issuances, must amplify and strengthen this current provision on community participation and self-reliance to facilitate development and replication of working community-based models.

## **2.) Risk Identification, Assessment, Monitoring and Early Warning**

### 2.1 National and Local Risk Assessments

While the hazard identification, mapping and risk assessment process has been given impetus by recent developments such as the mapping exercise in the eastern seaboard and Leyte, a whole range of activities still need to be undertaken to complete the foundation for proper disaster risk management. Among these are: a.) the development of disaster/ vulnerability risk indicators and indices to guide the prioritization of disaster risk management interventions at the provincial level; and b.) standardization of methodologies for the assessment of disaster impacts and losses.

### 2.2 Early Warning Systems

Corollary to the above, while there are available models that work, such as the one recently developed for Quezon, the Philippines' demographic, cultural diversity and other regional peculiarities demand exploration of other models which would be responsive to the needs of various localities. The use of local indicators and indigenous knowledge, for example, are factors that must be taken into consideration in exploring these other options towards development of early warning systems that really work.

### 2.3 Systematic Research and Observation

Although there exists capacity in the relevant national level institutions like PAGASA and PhiVolcs, there is still significant need to develop and sustain infrastructure and scientific, technological, technical and institutional capacities to research, observe, analyze, map and forecast natural and related hazards, vulnerabilities and disaster impacts.

### **3.) Knowledge Management and Education**

Scientific information on natural hazards and the concomitant risks have not always been translated or made available in easily understandable language to people in high risk areas. This has hampered communities from taking initiatives to reduce the risks they face and build resilience in the process. Also, the knowledge of disaster experts have not been fully and systematically shared to managers and planners across sectors at various political levels. The sharing of experiences and best practices of certain localities such as Albay, is also not maximized. There is a clear need, therefore, for either developing or strengthening networks among these groups of individuals and communities.

Recent information, communication and space-based technologies and related services, while already available in other countries, are still not readily accessible in the country, even to the concerned national level agencies and sectoral departments which normally have ties and institutional arrangements with counterparts in other countries. There is a need to facilitate their access to these information and knowledge repositories. There is likewise a need to develop information exchange systems on good practices, as well as, cost-effective and easy to use disaster reduction technologies.

On education and training, a clear gap is the integration of disaster risk management concepts into the curricula of tertiary level academic institutions. Although these concepts have been mainstreamed into the curricula of the primary and secondary schools, there is still a need for supplementary educational materials and teacher training at these lower levels of the educational system.

### **4.) Reducing the Underlying Risk Factors**

Reducing risk from natural disasters imply reducing the probability for other factors to aggravate the adverse effects. As environmental degradation, for example, contributes to this aggravation, there is a need to arrest or prevent this from happening. This was particularly apparent in the series of disasters that hit Quezon, where the landslides were aggravated by illegal logging. It is important, therefore, to implement integrated environmental and natural resource management strategies that incorporate disaster risk reduction. Taking note of current environmental management practices, there is clearly a need to implement the ENR Framework<sup>7</sup> which was developed for the environment and natural resources sector with UNDP support.

A whole range of socio-economic development measures likewise need to be developed and implemented to effect disaster risk reduction such as: promoting food security to increase the resilience of vulnerable communities; integration of disaster risk reduction planning into the health sector; incorporating disaster risk reduction measures into post-disaster recovery and rehabilitation processes; promote development of financial risk-sharing mechanisms; integrating disaster risk assessments into urban planning and management of disaster-prone human settlements; incorporating disaster risk considerations into infrastructure planning; and incorporation of disaster risk assessment into rural development planning and management.

#### **5.) Strengthening Disaster Preparedness for Effective Response at All Levels**

In line with the National Calamities and Disaster Preparedness Plan, the NDCC member agencies are required to formulate their own implementing plans. Down the line, LGUs are likewise supposed to develop their respective contingency plans. The current gap, aside from the obvious absence of this plan in many LGUs, is a monitoring system for the development, testing and actual implementation of such a plan when disaster strikes. Another serious lack is the absence of reliable hazard and risk data on which these plans are supposed to be based. The most glaring gap is the absence of regular drills to actually test these plans.

First responders are an important element for successful response operations when disaster strikes. They determine, to a large extent, how the impacts would be mitigated by catalyzing appropriate action when an emergency happens. Social mobilization and training of Barangay Action Teams (BATs).<sup>8</sup> is, therefore, of critical importance. It must be noted that capacities of these teams are not uniform and up to standard.

Other gaps in terms of the country's preparedness capacity to respond to disasters relate to stockpiling and management of relief goods and other elements of emergency operations such as: a.) the inadequacy of emergency operations centers in

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<sup>7</sup> Adopted by the Department of Environment and Natural Resources in 2005 and is meant provide the sector's road map for the next 10 years.

<sup>8</sup> The Australian Government is currently funding the Philippine National Red Cross' training for BATs in 4 provinces.



terms of manpower, telecommunication and management information systems. For the former, there is no established network of warehouses, reliable transportation of relief goods and disparity in terms of goods standards.

Resources for sustainable recovery, as well as, risk transfer schemes are inadequate. Micro-enterprises, for example, are not perceived to be a healthy market and must, therefore, be given attention. A policy to ensure that small and medium enterprises take out insurance for other hazards, other than fire, should also be catalyzed.

Lastly, the mechanism for facilitating international assistance is at best, nebulous. While there is a designated agency (DFA-UNIO) to act as conduit between the international community and the Philippine national agencies, independent tracking of international response and varying requirements for entry of relief goods by several agencies like NDCC, DSWD and DOH often create confusion and hamper expeditious distribution of relief items.

## **5. PLUGGING THE GAPS AND CLOSING THE LOOP: DEVELOPING A COMPREHENSIVE FRAMEWORK AND ACTION PLAN FOR DISASTER RISK MANAGEMENT FOR THE PHILIPPINES**

Addressing the above gaps and putting all the elements of disaster risk management, as discussed above, in a coherent framework is an important first step. The Framework should then be the basis for determining priorities, the implementation details of which must be clearly delineated in an Action Plan.

Current efforts such as the painstaking generation of hazard and risk data as a more solid basis for contingency planning provide a good starting point towards finally developing the Framework, Action Plan and eventually, an integrated National Disaster Risk Reduction Programme. In the interim, however, certain key measures need to be undertaken immediately, to lessen the impact of natural disasters such as actually making sure that the incident command system and the Barangay Action Teams are operational. Improvements to the logistical support in terms of a stockpiling and management of relief goods study, as well as, making operational a coordination mechanism for international and other local assistance should likewise be instituted immediately.

## **6. REFERENCES**

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Disaster Risk Management in the Philippines<sup>1</sup>  
Concept Note  
June 4, 2006  
Sanny R. Jegillos

<sup>2</sup>Overview

Incremental improvements in disaster risk management in the Philippines are historically influenced by the occurrence of major disaster events, perception of threats and the political attention accorded to it. Notable changes in disaster risk management were implemented and according to the NDCC website <http://ndcc.gov.ph/ndcc/>, these are influenced by the following issues:

Until late 1960's the threat of the cold war was a primary concern and a civil defense structure was put in place.

Following the a major earthquake in 1968 and the major floods in Luzon Island in the early 1970's, a national disaster coordinating council headed by the President was decreed in 1976 which also legislated the establishment of sub national disaster coordinating councils.

Since 1976 however, there were no changes in the national legislation for disaster management in the country, and there is popular demand for enacting a new one. Several versions of a bill however had been tabled for legislation since 1994, but until today, the latest version is yet to be agreed and approved in final form.

The pattern of improvements however continued and new implementing regulations were introduced according to the priorities set by an incumbent government administration. Many of these improvements are evident in the development of national level capacities particularly in the aspect of preparedness and emergency management. However, recent tragic events in the past two years clearly indicate that capacity development is not nationwide and have not cascaded down to sub national level, particularly at the district and provincial levels. On the other hand, there are best practices demonstrated in some provinces, for example, in Albay Province which is prone to episodic events (tropical cyclones, volcanic eruption etc), the local government has achieved "zero casualty" following major events. Similar patterns of "pockets of excellence" are demonstrated in conflict areas in Mindanao, but these practices are yet to be scaled up at a significant level.

Under the current administration, the National Disaster Coordinating Council (NDCC) is promoting a focused approach to achieve the following four point agenda:

1. Upgrading PAGASA and PHIVOLCS forecasting ability

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<sup>1</sup> **The concept note does not represent the views of UNDP. This is an expert-independent view and should be used for discussion only. The paper was solicited by UNDP Philippines to provide orientation to the UN RC.**

2. Public information campaign on disaster preparedness
3. Capacity building for Local Government Units in identified vulnerable areas
4. Mechanisms for public and private sector partnership in relief and rehabilitation

Implementation of these agenda is executed by member agencies of the NDCC and resources are allocated to each as part of the regular annual fiscal budget. In addition, the Office of Civil Defense (OCD) which acts as a Secretariat to the NDCC receives annual allocation of national funds as calamity/contingency fund and for various operational expenses. While the senior management of NDCC-OCD advocates for a comprehensive approach to disaster management (Annex B), in practice, majority of these funds are allocated for emergency response including immediate rehabilitation of damaged public infrastructure.

### Benchmarking Disaster Risk Management in the Philippines

Annex A provides terminologies that reflect the best practices in disaster risk management. This is based on ISDR definitions.

*Disaster risk management is defined as -the systematic management of administrative decisions, organisation, operational skills and abilities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related potential environmental hazards. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention), to limit (mitigation and preparedness) adverse effects of hazards and/or to manage (emergency response) and recover from the consequences of the event.*

In contrast, the term Disaster Management is the same as emergency management which is defined as *the organization and management of resources and responsibilities for dealing with all aspects of emergencies, particularly preparedness, response and recovery. Emergency management involves plans, structures and arrangements established to engage the normal endeavors of government, voluntary, private agencies and local communities in a comprehensive and co-coordinated way to respond to the whole spectrum of emergency needs.*

#### 1. Risk identification

- 1.1. Technical and Scientific Aspects- Historically, scientific agencies (PHIVOLCS and PAGASA) compete for scarce resources to undertake hazard mapping and early warning. There are observable improvements in the ability of both agencies despite of relatively poor resources. At the technical level, there is adequate knowledge and skills and willingness to work together on multi hazard mapping. However, hazard maps and risk information especially at a level of low resolution (district and sub district levels) are incomplete both in geographical and thematic scope. There is also a need to incorporate social and economic vulnerability assessment into this process.
- 1.2. Use of risk information to government policies and planning-While there is general acceptance of the disaster risks impact to development, risk information is not uniformly used for programming across sectors and different levels of the government. There are exceptions when the threat of a potential



hazards such as the ENSO- extreme climate events are highly evident enough for some climate sensitive sectors to programme mitigation measures. There are also a number of local governments who incorporate risk information to their medium and annual development planning processes.

## 2. Risk reduction

- 2.1. Due to several factors, risk reduction in the country is more focused on limiting impact to communities through public awareness and early warning and mobilization of broad sectoral involvement to manage a crisis event (emergency response) and recover from the adverse impacts of natural and manmade hazards (recovery). The institutional system and organizational relationships in the country allow for multi sectoral involvement including community participation. At the local level, the involvement of the private sector is legislated. Due to this, while there were major disaster events in the past, the majority of resources for relief and recovery had been locally mobilized and indigenous community coping mechanisms continue to play a major role. External assistance should continue to encourage this and avoid undermining local capacities.
- 2.2. Local government capacities however are not uniform and factors that influence this include low revenue generation and weak political commitment. The level of economic development of a locality is also a major factor and those areas with heavy reliance on natural resources and single commodity would have less coping capacity compared to areas with more diversified local economy.
- 2.3. At the national level, sectors with social and humanitarian concerns tend to be more active in risk reduction (social welfare, health, education, civil societies) manifested by dedicated and specialized units in disaster management. In relation to these sectors, economic and infrastructure sectors tend to accord less attention to disaster reduction, although there were exceptional cases (1.2)
- 2.4. The country has a progressive, albeit private sector driven construction building codes. These are updated following major earthquakes and would routinely consider sub national classifications. In some urban areas, especially those affected by previous major earthquakes like Baguio and Dagupan City in Northern Luzon, micro zonation maps are being applied, but these are exceptions rather than normal practice in many other vulnerable urban areas. Even in Metro-Manila, a mega city of more than 14 million people, micro zonation maps are incomplete although earthquake scenarios are available using geophysical information. It is also observed that compliance to building codes is not consistent and qualified building inspectors are inadequate.
- 2.5. Significant improvements are needed in the process of local land use planning and their enforcements. Flood risks for example are routinely mentioned in most local official land use plans but their enforcement, i.e. easement regulations are inconsistent.
- 2.6. Compensation through emergency relief and recovery is the main action to compensate losses. Relief includes cash grants and material assistance. The government has a policy on cash grants and qualified beneficiaries have access to this. In cases of material assistance, stakeholders are increasingly adhering to minimum standards for humanitarian assistance, although this is still influenced by availability of resources. Sustainable recovery appears to be

given inadequate attention, due to waning public interest and external assistance several months after the event.

- 2.7. Insurance schemes are driven by commercial interests. Big companies, particularly multi national corporations are routinely insured to natural hazards and some hazard prone sectors have specialized risk management units. It is observed that small and medium scale industries are not mandated to take insurance for natural hazards, but fire risks insurance is common. The informal sector. i.e. micro enterprises are not perceived to be a healthy market for commercial insurance so nothing exists that caters to this segment.
  - 2.8. There is an existing agricultural crop (mainly rice) insurance scheme which is mandatory for farmers who would apply for bank loans. Normally, the purpose of the insurance is loan redemption and thus the basic capital and opportunity loss of the farmer is not covered. Under a study of the El Nino 1997-1998 event, this insurance system was stated to be under funded and would not even meet claims during a year of annual flooding, more so during an exceptional year of exceptional drought or flooding.
  - 2.9. Micro-finance projects offer an opportunity for implementing risk transfer. The country also has very strong rural cooperatives in place. These can be explored for potential risk transfer schemes.
3. Cross-cutting - legislation, lead government agency and its mandate and actual capabilities, capacity development needs, etc.
    - 3.1. The lead national agency is NDCC and the combination of experience and professional development results to notable best practices that are seen as models by other countries. However, most of these practices are limited to capacities in preparedness and emergency management.
    - 3.2. Capacity development assistance is badly needed in a number of local government units. Selection could be based on a systematic risk and capacity assessment. Under this, interagency (different national and sub national Departments) support should be encouraged, particularly the economic, natural resources and infrastructure sectors. An entry point could be donor aided process where different departments work under a programme for disaster reduction in selected regions/provinces.
    - 3.3. Support to complete the enactment of legislation is also needed. Further support for their initial implementation is also useful at the sub national level.
    - 3.4. A strategic process to obtain commitment to actual implementation of the Hyogo Framework of Action is needed. This should not however ignore the existing capacities and focus should be to benefit local governments in vulnerable areas.

## Annex A. UNISDR Terminologies

Capacity (Capability)-A combination of all the resources and knowledge available within a community, society or organisation that can reduce the level of risk, or the effects of a disaster. *Capacity may include physical, institutional, intellectual, political, social, economic, and technological means as well as individual or collective attributes such as leadership, co-ordination and management.*

Coping capacity-The level of resources and the manner in which people or organisations use these resources and abilities to face adverse consequences of a disaster. *In general, this involves managing resources, both in normal times, as well as during adverse conditions. The strengthening of coping capacities usually builds resilience to withstand the effects of natural and other hazards.*

Disaster-A serious disruption of the functioning of a community or a society causing widespread human, material, economic and/or environmental losses which exceed the ability of the affected community or society to cope using its own level of resources. Although disasters are generally categorised as natural or manmade, recent understanding of these events show that most "natural disasters" are also caused by human interactions with environment and nature, thus they are not purely "natural". The term natural disasters however are commonly used to refer to events that are triggered by natural hazards. *A disaster is a function of risk process resulting from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk.*

Disaster (risk) reduction-The conceptual framework of elements considered able to minimise or reduce disaster risks within a community or society, to avoid (prevention) or to limit (mitigation and preparedness) and to manage (emergency response) and recover from the adverse impacts of natural and manmade hazards, within the broad context of sustainable development. *For simplicity, UNISDR uses the phrase disaster reduction.*

Disaster risk management-The systematic management of administrative decisions, organisation, operational skills and abilities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related potential environmental hazards. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention), to limit (mitigation and preparedness) adverse effects of hazards and/or to manage (emergency response) and recover from the consequences of the event.

Early warning-The provision of timely and effective information, through identified formal and informal institutions and communication network, that allow individuals exposed to a hazard, to take action to avoid or reduce their risk and prepare for effective response. *Early warning systems include three primary elements (i) continuous monitoring and public information dissemination about the hazard/s, (ii) forecasting of impending occurrence of hazard/s event/s, (ii) processing, formulation and dissemination of warnings to political authorities and population who should undertake appropriate and timely actions.*

Emergency management -The organisation and management of resources and responsibilities for dealing with all aspects of emergencies, particularly preparedness, response and recovery. *Emergency management involves plans, structures and arrangements established to engage the normal endeavours of government, voluntary, private agencies and local communities in a comprehensive and co-ordinated way to respond to the whole spectrum of emergency needs. Emergency management is also known as disaster management.*

Hazard-A potentially damaging physical event, phenomenon and/or human activity, which may cause the loss of life or injury, property damage, social, economic disruption and environmental degradation. *Hazards can include potential conditions that may represent future threats and can have different origins: natural (geological, hydro-meteorological and biological) and/or induced by human processes (environmental degradation and technological hazards). Hazards can be single, sequential or combined in their origin and effects. Each hazard is characterised by its location, intensity, frequency, probability and its likely effects/impacts.*

Mitigation-Structural (physical) and non-structural (non-physical) measures undertaken to protect and/or strengthen vulnerable elements to minimise the adverse impact of natural hazards, environmental degradation and technological hazards. *Elements of important consideration include population, livelihood, settlements, and basic social, economic and institutional services at the primary level and development investments and environment at the secondary level.*

Preparedness-Activities and measures taken in advance by people and organisations to ensure effective mobilisation of response to the potential impact of hazards, including the issuance of timely and effective early warnings, the temporary removal of people and property from a threatened location and the support to indigenous coping capacity of the population at risk.

Prevention-Activities and/or physical measures to provide outright avoidance of the adverse impact of hazards or the means to control the hazards at their source whenever possible. *Due to unpredictability and magnitude of most natural hazards, prevention is either costly or impossible. However, most human induced hazards and other types with elements of human interaction with nature are oftentimes preventable.*

Recovery- Traditionally, actions taken after a disaster with a view to restoring the living conditions of the stricken community and society to its normal and/or pre-disaster conditions. *However, recovery (rehabilitation and reconstruction) is an opportunity to develop and apply disaster risk reduction measures by encouraging and facilitating necessary adjustments, based on lessons learned and better planning and practices to reduce disaster risk.*

Relief / response- The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration. *In the relief stage, change in people's perception and skills development leading to acceptance of and practice of disaster reduction can be achieved, through*



*participation in assessment, planning and implementation.*

Risk-The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural and/or human induced hazards and vulnerable conditions. Conventionally, risk is expressed by the notation Risk = Hazards x Vulnerability/Capacity. *It is important to consider the social contexts in which risks occur and that people therefore do not necessarily share the same perceptions of risk and their underlying causes.*

Vulnerability-A set of conditions and processes resulting from physical, social, cultural, political, economic, and environmental factors, which increase the susceptibility of a community to the impact of hazards.

Annex B: The Philippine Disaster Management System has broad scope covering preparedness, mitigation, response and rehabilitation.

## MITIGATION

Refers to measures/programs aimed to minimize the impact of a natural or a man-made hazard on a nation or a community in terms of casualties and damages. It also refers to measures designed to prevent a natural phenomenon from causing or resulting to disasters or other related emergency situations.

## MEASURES

Insurance - property, personal accident, fire, earthquake, etc.

Regulations - safety regulations, land use, zoning, etc

Codes - building and fire codes implementation - relevant on safety of communities

### Areas of Concern for Legislation

Institutionalization of a public safety and emergency management office in all provinces and cities

Calamity insurance coverage for crops, fisheries and livestock including public infrastructures.

Land use and zoning plan for all provinces, cities and municipalities.

Integration of disaster mitigation and preparedness in the development plan of all provinces, cities and municipalities.

Use of local calamity fund for pre-disaster activities.

## PREPAREDNESS

Refers to pre-disaster actions and measures being undertaken to avert or minimize loss of lives and properties, such as, but not limited to, community organizing, training, planning, equipping, stockpiling, hazard mapping and public information and education initiatives.

Plans - contingency plans, fire and earthquake plans, etc

Information - public information, rapid dissemination of info thru mass media, population awareness, etc.

Resources - available response units, capabilities, equipment, manpower, location, contact nos. & persons, etc.

Education & Training - training of local chief executives, LGU deputized coordinators, auxiliaries, volunteers, organic personnel, etc.

### Areas of Concern for Education and Training

Orientation of 17 RDCC Chairmen

Orientation of 80 PDCC Chairmen

Orientation of 113 CDCC Chairmen

Orientation of 1,496 MDCC Chairmen

Training of 80 Civil Defense Deputized Provincial Coordinators

Training of various response groups and volunteer groups

Training of trainers for the Proposed Civil Defense Module of the National Service

## Training Program (NSTP)

### RESPONSE

Refers to any concerned effort by two or more agencies, public or private, to provide emergency assistance or relief to persons who are victims of disasters or calamities, and in the restoration of essential public activities and facilities. Alert - receipt and rapid dissemination of warnings to threatened communities/populations

Notification - immediate notification of response units

Consequence Management

Areas of Concern for Consequence Management

Limited capacity of various government Search and Rescue (SAR) teams nationwide of respond to emergency situations like Water SAR, Aerial SAR, Collapsed Structure SAR, Urban SAR, Fire SAR, etc.

Lack of absence of a permanent Emergency Medical Service (EMS) practitioner in the provincial, city and municipal levels.

Inadequate equipment of EMS teams nationwide like properly-equipped ambulances with life-saving devices.

### REHABILITATION

Refers to the process by which the affected communities/areas or damaged public infrastructures are restored to their normal level or their actual condition prior to the occurrence of the disaster or calamity.

Funding - emergency funding assistance from national and local calamity funds and various government sources.

# LINKING DISASTER RISK REDUCTION TO DEVELOPMENT PLANNING

SUSAN RACHEL G. JOSE  
Director  
Regional Development Coordination Staff  
National Economic and Development Authority

1

## Outline

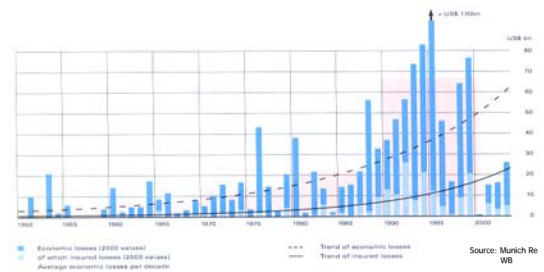
- The Case for DRR-Development Planning Linkage
- Development Planning System of the Philippines
- Current Practices
- Perspectives for Strengthening DRR-Development Planning Links: *The NEDA-UNDP-EC Mainstreaming Technical Assistance*

2

## The case for DRR and DevPlanning Linkage

3

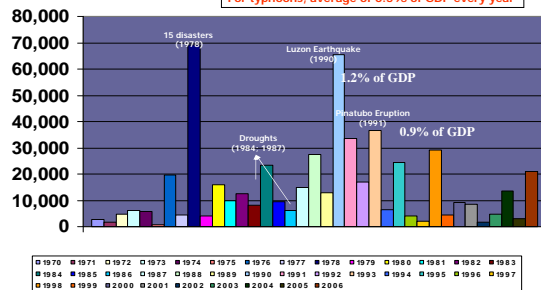
## Disaster losses among developing countries



## Estimated Damage of Disasters (In MP @ 2000 Prices)

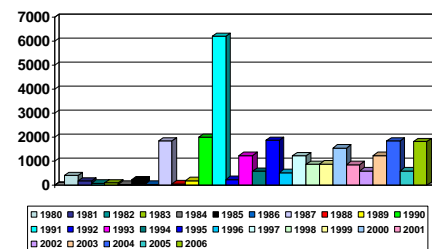
On the average, annual direct damage is P15 B

For typhoons, average of 0.5% of GDP every year



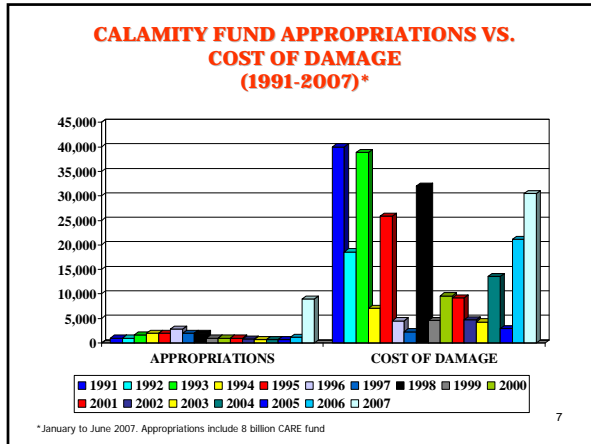
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## Loss of Lives from Disasters



6





## 1 Billion Pesos

↓

- Classrooms**
  - 2,500 Elementary level
  - 2,174 Secondary level
- 161.29 kilometers of new farm-to-market roads
- 20,000 Core Resettlement Units
- 50,000 Level III water supply projects

### Development Goals

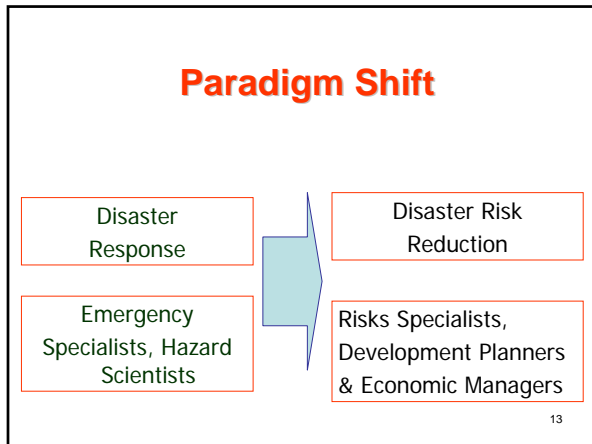
Long-term	Sustainable human development
Medium-term	Meeting the Millennium development Goals
Short-term	Improving indicators of social and economic development

the pathway that we take towards achieving **development** goals **can lead to disaster**, just as **disaster can interrupt** the **development** process

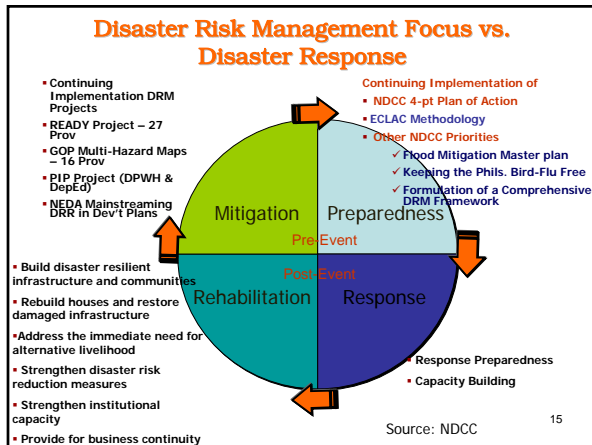
**disaster risk** is a product of **inappropriate development choices**, just as much as it is a threat for **future development gains**

	Economic Development	Social Development
<b>Disaster limits development</b>	<ul style="list-style-type: none"> <li>•Destruction of fixed assets</li> <li>•Loss of production capacity, market access or material inputs</li> <li>•Damage to transport, communications or energy infrastructure</li> <li>•Erosion of livelihoods, savings and physical capital</li> </ul>	<ul style="list-style-type: none"> <li>•Destruction of health or education infrastructure and personnel</li> <li>•Death, disablement or migration of key social actors leading to erosion of social capital</li> </ul>
<b>Development causes disaster risk</b>	<ul style="list-style-type: none"> <li>•Unsustainable development practices that create wealth for some at the expense of unsafe working or living conditions for others or degrade the environment</li> </ul>	<ul style="list-style-type: none"> <li>Development paths generating cultural norms that promote social isolation or political exclusion</li> </ul>
<b>Development reduces disaster risk</b>	<ul style="list-style-type: none"> <li>•Access to adequate drinking water, food waste management and a secure dwelling increases people's resiliency</li> <li>•Trade and technology can reduce poverty</li> <li>•Investing in financial mechanisms and social security can cushion against vulnerability</li> </ul>	<ul style="list-style-type: none"> <li>Building community cohesion, recognizing excluded individuals or social groups (such as women), and providing opportunities for greater involvement in decision making, enhanced educational and health capacity increases resiliency</li> </ul>

Source: UNDP- Reducing Disaster Risk - A Challenge for Development

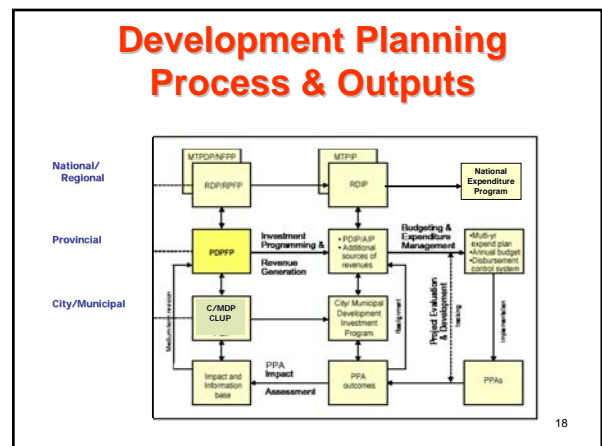
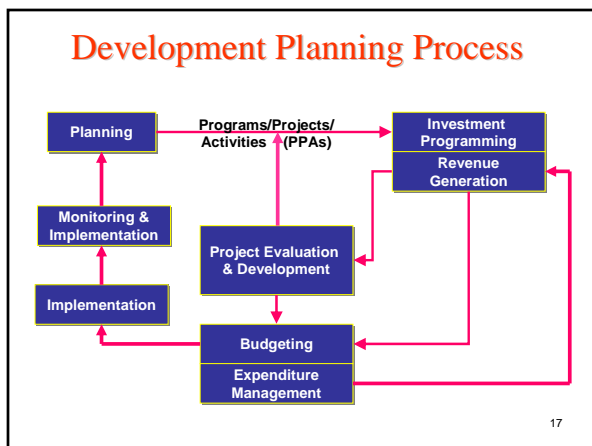


- ## Global Policy Context
- ### Hyogo Framework Action Priorities
1. Ensure that disaster reduction is a national and local priority with a strong institutional basis for implementation.
  2. Identify, assess and monitor disaster risks and enhance early warning
  3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels
  4. Reduce the underlying risk factors
  5. Strengthen disaster preparedness for effective response at all levels
- 14



## Development Planning System of the Philippines

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## Development Plans

- Multisectoral plan which embodies the vision, sectoral goals, objectives, development strategies and policies within the medium-term
- It contains corresponding programs, projects and activities which serve as primary inputs to investment programming

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## Physical Framework Plan

- 30-year land use policy agenda that synchronizes concerns for sustainable land use, economic growth and social equity
- Provides policy directions and options in the allocation and utilization land resources
- Covers proposals for settlements development, production land use, protection land use and infrastructure development

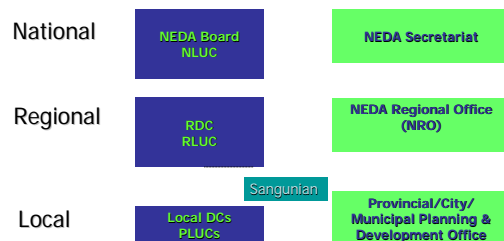
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## Investment Programs

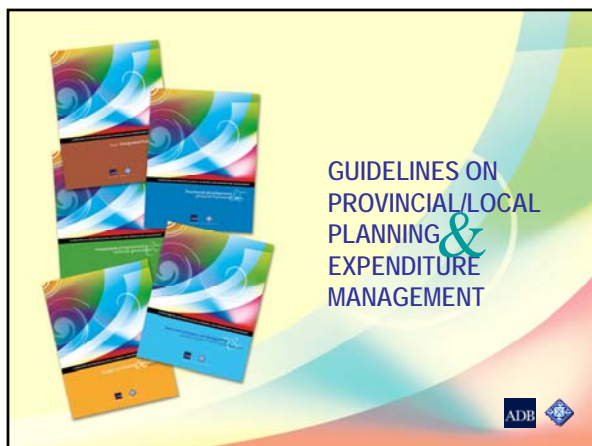
- Investment schedule and financing plan consisting of a prioritized list of programs, projects and activities derived from the development plans and matched with financing resources
- annual component, AIP, is a major input for budgeting

21

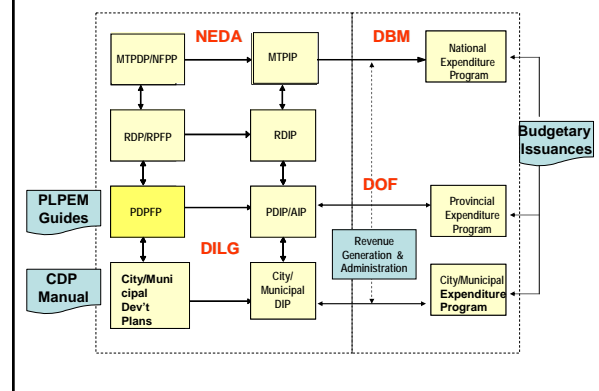
## Organizational Structure for Development Planning



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## JMC No. 1 (s. 2007)



# Current Practices


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## DRR in the MTPDP/SER

**Chapter 23: Environment and Natural Resources**

Thrust 5: Mitigate the occurrence of natural disasters to prevent the loss of lives and properties

- Geohazard mapping
- Geohazard assessment including Leyte, Biliran, Surigao del Sur and Surigao del Norte
- Identification of resettlement sites in Ginsaugon, Southern Leyte
- Implementation of structural measures: Mt. Pinatubo Hazard Urgent Mitigation Project
- Construction and rehabilitation of drainage facilities by DPWH and MMDA
- Flood management projects facilitated (ROW resolution, ICC processing)



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## DRR in the MTPDP/SER

**Chapter 12: Responding to the Basic Needs of the Poor**

Protection of the Vulnerable

- Periodic risk assessments
- Updating of land use policy based on risk assessments
- Disaster/management orientation/training for LGUs
- Institutionalization of community-based disaster risk management
- Advocacy of passage of the DRM bill, "An Act Strengthening the Philippine Disaster Risk Management Capability, Appropriating Funds Thereof and for Other Purposes
- Disaster response, relief and rehabilitation



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## DRR in the MTPDP/SER


**Chapter 12: Responding to the Basic Needs of the Poor**

Protection of the Vulnerable (continued...)

- Emergency loan from GSIS and loan moratorium by GSIS and SSS
- Coordinated disaster recovery plan to ensure uninterrupted operations or timely opening of financial sector institutions after a catastrophic event

Development concern raised:

- need for an overall framework for disaster management
- Better and functional coordination system among national and local governments, donors, private sector and communities
- Adequate and working human and institutional capacities on DRM at both national and local levels



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## DRR in the MTPDP/SER

**Chapter 15: Peace and Order**

Organization of community-based institutions (CBIs), which include Disaster Coordinating Councils, in the LGUs which are instrumental in better maintenance of peace and order and public safety in the communities.

**Chapter 18: Science and Technology**

Priority areas in ICT include better delivery of critical information on disaster mitigation




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## DRR in the MTPDP/SER

**Chapter 23: Defense Against Threat to National Security**

Disaster Response

- Implementation of the forecasting capabilities of PAGASA and PHIVOLCS under the close supervision and coordination with DOST
- Launching of public awareness program on disaster preparedness
- Capacity building for LGUs
- Government-Private Sector collaboration in relief and rehabilitation
- Disaster preparedness Capacities of REINA to Geologic and Meteorological Hazards
- Hazards Mapping and Assessment for Effective Community-based DRM (READY)



30

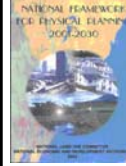
## DRM Policies/Strategies in the NFPP



- Identify and demarcate boundaries of hazard-prone areas on the ground
- In general, areas that pose extreme and frequent danger to the most number of people, whether direct or indirect, should be given priority in resolving land use conflicts
- Establish and disseminate standard parameters and databases that will aid in the identification and management of high-risk, hazard-prone areas and in the application of appropriate planning measures
- Identify and implement appropriate physical planning measures as part of comprehensive disaster mitigation plans for hazard-prone areas

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## DRM Policies/Strategies in the NFPP



- Increase public awareness on the value of disaster preparedness
- Increase public participation in the conservation and disaster mitigation efforts within their communities
- Others
  - Assess areas in terms of their vulnerability to natural hazards, determine the risks involved and make appropriate decisions on how the development of these areas should be planned and implemented
  - Early warning for tsunamis
  - Hazard zonation maps showing areas prone to particular hazards featuring permanent danger zones

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## NFPP Policies incorporated in RPFs

NFPP Basic Policy/Strategy	Region
Identification, mapping and delineation of hazard-prone areas	All, except Regs. 3, 8, 9
Identification, implementation of planning appropriate measures as part of mitigation plans for hazard-prone areas	All except Regs. 7, 9
Fostering public awareness on the value of disaster preparedness	CAR, 1, 4A, 4B, 5, 6, 11

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## DRR in RDPs

*In general, implicit policies/strategies on DRR were indicated*

- DRR concerns are webbed in the environment, physical planning aspects of the RDP
- DRR included as sub-section of Environmental Protection (e.g., Forest Management), Infrastructure Development (Flood control and Drainage) such as in RDPs of ARMM

*In selected regions where disaster-related concerns are eminent, there are separate sections on DRR/DRM, e.g., Central Luzon, Bicol, or where DRR was treated as an issue of governance, e.g., Davao Region, Caraga*

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## Sectoral Initiatives

- DPWH: mainstreaming DRM in their project development cycle for roads and bridges
- DepEd: design of safe schools
- DOH: design of safe hospitals
- MGB, PAGASA, PHIVOLCS, DA (BSWM), NAMRIA- hazard mapping, IEC

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## Perspectives for Strengthening DRR-Development Planning Links at the Subnational Level: *The NEDA-UNDP-EC Technical Assistance on Mainstreaming*

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## NLUC's DRR Action Agenda

### Strengthen disaster mitigation

- Make available hazard maps and other technical information
- Enhance LGU capacity to institute preventive/mitigating measures
- Prepare DRR enhanced RFPs

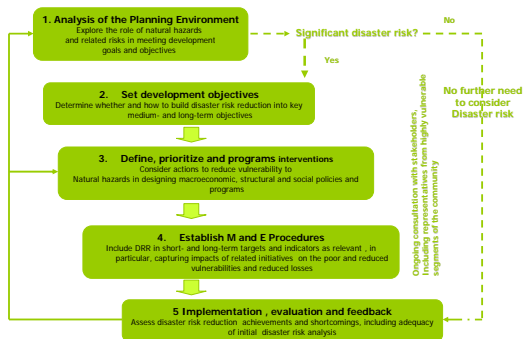
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## Why special attention for integrating DRR at the subnational level

- DRR is a critical part of development plans and programs at all levels of governance
- Subnational means interregional/special areas such as riverbasins and watersheds, regional and provincial/local
- Hazards are location specific
- Hazards do not respect political boundaries; thus efficient to address it at the provincial, regional and interregional levels
- More specific interventions can be designed at the subnational level
- Community participation is critical for success

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## General Framework



Adopted (with modifications) from ProVenton (2007)

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## Project Brief

<b>Title</b>	<i>Mainstreaming Disaster Risk Reduction in Sub-national Development and Physical Planning in the Philippines</i>
<b>Duration</b>	15 June 2007 to 14 May 2008 (11 months)
<b>Target Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Land use planners at the sub-national level</li> <li>• Regional Land Use Committees</li> <li>• Selected Provincial Land Use Committees</li> <li>• ARMM-Regional Economic and Development Planning Board</li> </ul>
<b>Implementing Agencies</b>	NEDA-Regional Development Office UNDP
<b>Financing</b>	DIPECHO (Grant) – Euros 350,000/ NEDA & UNDP (Counterpart)

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# NCM Philippines - 13-14 Dec. 07

## 13 Dec. 07

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