

TERMINAL REPORT:

PROMISE PROJECT-PHILIPPINES
DECEMBER 2009 TO OCTOBER 2010

Submitted by:
Center for Disaster Preparedness

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Introduction

Pasig City is one of the 17 cities and municipalities that make up Metro Manila in the Philippines. The City is primarily residential and industrial. Nonetheless, it is host to Ortigas Center, one of the top business districts in the metropolis with numerous high-rise office buildings, residential condominiums, commercial establishments, schools, and shopping malls.

Pasig City perennially experiences flooding brought about by incessant rains and overflowing of Pasig River during the typhoon season. In response, the City Government has set up an emergency preparedness program to prevent major damages to life and property when flooding occurs. The City even earned recognition for the implementation of such a program. Nonetheless, it was caught off guard by the extent of destruction brought about by Typhoon *Ondoy* (Ketsana) in September 2009.

Typhoon *Ondoy* poured 410.66 millimeters (mm) of rainfall within nine hours which set off widespread flooding, landslides, and flashfloods in Metro Manila, Southern Tagalog, and Central Luzon regions (Philippine Daily Inquirer, 2009). An estimated Php10.45 billion worth of properties, agricultural products, and infrastructures were destroyed with 4.3 million people affected and about 45,000 individuals left homeless (National Disaster Coordinating Council, 2009). Many believed that it was the worst flooding in Metro Manila in the last 40 years (Oxfam Hongkong, 2009).

Thirty *barangays* in Pasig City were inundated and thousands were displaced. Pasig River not only overflowed, it swamped even the areas that never experienced flooding before. Despite the City's emergency preparedness program, it failed to prevent human loss and damages to homes and properties.

The devastation brought about by *Ondoy* prompted the City Government to look for ways to enhance the city's resilience to face a similar threat in the future. It was during this time that the Center for Disaster Preparedness (CDP) and Asian Disaster Preparedness Center (ADPC) approached the city government for the possibility of jointly implementing the Program for Hydro-Meteorological Disaster Mitigation in Secondary Cities in Asia (PROMISE) in the area. The City of Pasig, through Mayor Robert Eusebio, welcomed the opportunity.

PROMISE-Philippines-Pasig City was implemented by the city government of Pasig from November 2009 to October 2010 in partnership with CDP as implementing agency, ADPC as regional coordinating institution, and United States Agency for International Development (USAID) as funding support arm. This report seeks to present the outcome of the ten-month collaboration among these organizations. It is divided into four major parts:

- I. Overview of the PROMISE Project in Pasig City;
- II. Major Accomplishments resulting from the project;

III. Influencing Factors in realizing these accomplishments; and

IV. Recommendations to improve the disaster risk reduction and management efforts in the City.

Ultimately, it is hoped that the lessons derived from the 10-month partnership would guide and inspire the City Government of Pasig to sustain and improve its disaster risk reduction endeavors.

Project Overview

Pasig City is the second city in the Philippines to be selected for the PROMISE Project. Much of the lessons derived from its predecessor, Dagupan City, were applied in the implementation of the project. Hence, Pasig City adopted similar objectives, program, and strategies.

Objectives

PROMISE was primarily aimed at *reducing the vulnerability of the city through enhanced preparedness and mitigation of hydro-meteorological disasters*. Specifically, it sought to:

- ⇒ adopt specific hydro-meteorological disaster preparedness and mitigation measures to manage hydro-meteorological disaster risk;
- ⇒ increase stakeholder involvement and further enhancement of strategies, tools and methodologies related to community preparedness and mitigation of hydro-meteorological disasters;
- ⇒ enhance coordination with USAID Missions to promote sustainability and ensure program activities are in accord with USAID country and regional strategies; and
- ⇒ strengthen networks and regional links among relevant risk management institutions/organizations for improving potential and capacity for application and dissemination of lessons learned.

Components

To realize the foregoing objectives, the City Government and CDP focused on implementing the following components of the Program:

Matrix A. Program Components of PROMISE

Component	Major Activities
1. Capacity Building	<ul style="list-style-type: none"> • Training activities and orientation workshops on Disaster Risk Reduction (DRR) for government city officials, Technical Working Group (TWG) on DRR, and the city's education sector • DRR Training for other institutions in Pasig City • Orientation on Community Early Warning System at the city and community levels • Orientation on Swift Water Rescue for community-based rescuers • Mentoring and coaching of key units and officials involved in emergency and DRR work
2. Participatory Risk Assessment and Action Planning	<ul style="list-style-type: none"> • Hazard mapping and vulnerability assessment • Action planning workshops at the city and community (<i>barangay</i>) levels
3. Mitigation and Preparedness	<ul style="list-style-type: none"> • Setting up of Early Warning and Evacuation System (EWS) for the city and pilot communities • Participation in Drills • Consultation meetings with different stakeholders • Distribution of equipment and gear for rescue and evacuation
4. Advocacy and Networking	<p><u>Public Awareness</u></p> <ul style="list-style-type: none"> • Earth Day Celebration • Pasig Green City Celebration <p><u>Mainstreaming DRR</u></p> <ul style="list-style-type: none"> • Sharing of the PROMISE Dagupan and Pasig experiences with government and non-government entities operating outside of Pasig • Participation in national and international consultations on DRR • Conduct of study tours for local and international DRR practitioners with Pasig City and Dagupan City as study sites

Key Stakeholders

PROMISE-Philippines-Pasig City was implemented in eight pilot *barangays* in Pasig City: Bamban, Kalawaan, Manggahan, Maybunga, Pinagbuhatan, Rosario, Santa Lucia, and Santolan. These *barangays* were the most vulnerable to flooding. Through the Program, a Technical Working Group at the City level was formed to strengthen the Barangay Disaster Coordinating Council (BDCC) in all eight areas. The BDCCs, in turn, developed and are managing a risk reduction action plan before, during, and after a disaster.

Roles and Responsibilities

The Program was an inter-organizational collaboration among the City Government of Pasig, CDP, ADPC, and USAID.

The City Government of Pasig

The City Government, led by the Mayor, was primarily responsible for ensuring the participation of program key stakeholders, coordination with the communities, and implementation of disaster risk reduction plans. The TWG, a multi-sectoral body composed of key city officials, is directly responsible for the capacity building of BDCCs. In turn, the BDCCs are responsible for developing and implementing DRR plans in their communities.

The Center for Disaster Preparedness (CDP)

CDP is a non-government organization (NGO) committed to disaster risk reduction and protection of life, property, and the environment. The Center was responsible for the over-all direction, coordination, and management of the daily operations of PROMISE-Philippines in close coordination with the TWG. It assigned a Project Officer to oversee the program and manage its finances. Moreover, CDP regularly communicated with ADPC regarding the progress of the Program.

The Asian Disaster Preparedness Center (ADPC)

ADPC is an independent, non-profit, inter-governmental foundation based in Thailand. It is a regional resource center dedicated to creating safer communities for sustainable development through disaster reduction. ADPC served as the regional coordinating institution of PROMISE. As such, it ensured that the program was efficiently and effectively implemented by partner institutions in target cities. It directly coordinated with and released financial support to CDP.

The United States Agency for International Development (USAID)

USAID is the arm of the US Government in providing economic and humanitarian assistance worldwide. It provided the needed financial support to realize the objectives of the Program. It directly released the funds to and coordinated with ADPC.

Major Accomplishments

The PROMISE Project could hopefully become a testimony of how disasters can be further prevented if DRR efforts are not solely in the hands of a central government unit. The City Government has passed on the capacity to local communities through training activities. These activities enabled both parties to tackle the issues encountered during *Onboy* and how coordination can be further enhanced between the central government and local areas.

The project activities also enabled communities to relay and discuss their problems with the TWG members. Hence, appropriate DRR interventions from the City Government and communities were identified.

Program Outputs

From November 2009 to October 2010, the Program produced the following major outputs:

- ❖ Eight (8) *barangays* with simple hazard maps and disaster risk reduction action plans
- ❖ Fifty two (52) local experts/trainers in the field of Community-Based Disaster Risk Management
- ❖ Thirty two (32) rescue volunteers equipped with necessary knowledge to conduct swift water rescue operation
- ❖ Education sector and two (2) Pasig-based civil society groups in the city aware of the importance of DRR
- ❖ PROMISE Dagupan City and Pasig City experiences shared in at least fourteen (14) local, national, and regional training, consultations, and gatherings of government and non-government groups
- ❖ At least three (3) study visits hosted by the Pasig City Government for international delegates interested to learn from the PROMISE experience
- ❖ Gears for swift water rescue operations distributed to eight (8) *barangays*

Program Inputs

The foregoing outputs were produced by accomplishing the following inputs/activities:

Matrix B. Detailed Inputs Provided by the PROMISE Project from November 2009 to October 2010

COMPONENT	ACTIVITY	OUTCOME/RESULTS
Capacity Building	<p><u>For City Government Officials</u></p> <ul style="list-style-type: none"> • DRR Orientation Workshop on November 11 to 13, 2009 	<ul style="list-style-type: none"> ⇒ Sixty three (63) officials and staff members from all the departments of the Pasig City government familiarized with the concepts, frameworks, and activities in Disaster Risk Reduction/Management (DRR/M). ⇒ City's emergency response during Ondoy assessed ⇒ Structure of the Pasig City Disaster Coordinating Council (CDCC) finalized and <i>Barangay</i> Affairs Office (BAO) appointed as the lead department for the project ⇒ Eight pilot <i>barangays</i> for Project PROMISE identified
	<ul style="list-style-type: none"> • PROMISE Project Orientation on November 27, 2009 	<ul style="list-style-type: none"> ⇒ 170 city officials, members of the Technical Working Group (TWG), <i>barangay</i> captains, ADPC, and CDP familiarized with the key officials of the city on the objectives, framework, and key stakeholders of PROMISE ⇒ Plan to achieve PROMISE objectives drafted ⇒ Covenant for DRR signed by Mayor Eusebio
	<ul style="list-style-type: none"> • CBDRRM Training of Trainers on February 15 to 17, 2010 	<ul style="list-style-type: none"> ⇒ 52 participants from key City Government Offices capable to give training on CBDRRM; four groups to assist and train the eight pilot <i>barangays</i> formed ⇒ Different public awareness activities that can be used for earthquake preparedness identified
	<ul style="list-style-type: none"> • CBDRRM Training in pilot communities 	<ul style="list-style-type: none"> ⇒ Santolan on March 18 to 19, 2010: 40 participants representing the different sectors of the community and the <i>Barangay</i> Disaster Coordinating Council (BDCC); Other <i>barangays</i> on 15 to 16 and 29 to 30 July 2010 with an average of 50 participants per area ⇒ Simple hazard maps and action plans drafted
	<ul style="list-style-type: none"> • Review of Community-Based Disaster Risk Reduction and Management (CBDRRM) Modules on 09 July 2010 	<ul style="list-style-type: none"> ⇒ 50 members of the Technical Working Group (TWG) improved the modules based on the lessons culled from the experience in Santolan made ⇒ Key provisions of Republic Act (RA) 10121 or the Philippine Disaster Risk Reduction and Management Law of 2010 incorporated in the module

Matrix B Continued. .

COMPONENT	ACTIVITY	OUTCOME/RESULTS
<p><i>Capacity Building Continued...</i></p>	<ul style="list-style-type: none"> Community Early Warning System Orientation 	<p>⇒ Community Risk Assessment Results improved and guide in making a Community Early Warning System developed</p>
	<ul style="list-style-type: none"> Swift Water Rescue Orientation on October 1, 2010 	<p>⇒ 36 representatives from the 30 barangays of Pasig City (2 rescuers from each pilot area and 1 each from the 22 other <i>barangays</i>) oriented on conducting swift water rescue when big floods occur</p>
	<p><u>For Other Sectors in the City</u></p> <ul style="list-style-type: none"> Pasig Division Department of Education DRR Orientation 	<p>⇒ 53 DRR Coordinators and Teachers from 29 elementary and 11 secondary schools in Pasig City oriented on DRR; use of schools as evacuation areas lengthily discussed</p>
	<ul style="list-style-type: none"> Rizal High School DRR Orientation on 27 August 2010 	<p>⇒ Teachers of Rizal High School in Pasig City, one of the most populated schools in the world, were given tips on disaster preparedness and shown different teaching materials on DRR that can be used in the school</p>
	<ul style="list-style-type: none"> DRR orientation for the Adventist Community Service (ACS) in Pasig City on January 24, 2010 	<p>⇒ 17 participants familiarized with the Basic DRR concepts and Pasig City's hazards and emergency response systems; formed a committee that will focus on DRR</p>
	<ul style="list-style-type: none"> Disaster Preparedness Orientation for the Pasig Pathfinder Club Trainees on June 13, 2010 	<p>⇒ Master Guide trainees of the Pasig Seventh Day Adventist Pathfinder Club oriented on disaster preparedness tips and given Pasig City hot lines</p>
<p><i>Participatory Risk Assessment and Action Planning</i></p>	<ul style="list-style-type: none"> Hazard Mapping and Action Planning during the DRR Orientation Workshop on November 2009 and community-based training activities from March to July 2010 	<p>⇒ Simple hazards maps and DRR action plan developed by the 8 pilot barangays</p>

Matrix B Continued . . .

COMPONENT	ACTIVITY	OUTCOME/RESULTS
<p><i>Mitigation and Preparedness</i></p>	<ul style="list-style-type: none"> • Development of a Guide for EWS Development during the EWS Orientation 	<p>⇒ Guide to develop EWS developed</p>
	<ul style="list-style-type: none"> • Participation in a Nationwide Drill on June 18, 2010 	<p>⇒ Pasig City (business district) participated in a nationwide drill along with the Cities of Baguio, Olongapo, and Makati.</p>
	<ul style="list-style-type: none"> • Distribution of gear for swift water rescue operations on October 1, 2010 	<p>⇒ The 8 pilot communities were given 1 throw bag each with 30 meters rope (used in demonstrating a rescue) to be used in emergencies</p>
<p><i>Advocacy and Networking</i></p>	<p><u>For Public Awareness</u></p> <ul style="list-style-type: none"> • Pasig City Earth Day Celebration on April 22, 2010 	<p>⇒ Pasig City Environment and Natural Resources Office (CENRO) led the celebration with CDP and other Pasig City partners and stakeholders participating in the event</p>
	<ul style="list-style-type: none"> • Participation in the 4th Year Anniversary of Pasig Green City on September 16, 2010 	<p>⇒ bike rack turned over (promotion of bike loan program through the use of non- motorized transport); use of E-Vehicle promoted; smoke-free advocacy tarp for schools unveiled; Pasig Green City partner organizations and offices recognized; pledge of support towards regulation of plastic use by Market Vendors Association, fast-food and other business establishments signed</p>
	<p><u>For Mainstreaming/ Institutionalizing DRR</u></p> <ul style="list-style-type: none"> • Sharing of the PROMISE Experience with government and non-government entities based outside of Pasig City 	<p>⇒ With Child Fund Philippines on December 1 to 4, 2009 with thirty nine (39) staff members and partners of Child Fund from Luzon and Mindanao as participants</p> <p>⇒ With the Education Cluster Members on December 17, 2009</p> <p>⇒ With the North Philippine Union Conference (NPUC) among youth leaders, teachers, and master guides of the NPUC from different parts of Luzon</p> <p>⇒ with the Philippine Society of Youth Science Clubs on April 9, 2010</p> <p>⇒ With the Partnership of Philippine Support Service Agencies (PHILSSA) for its Pangasinan Partners on June 4, 2010</p>

Matrix B Continued . . .

COMPONENT	ACTIVITY	OUTCOME/RESULTS
<p>Advocacy and Networking Continued . . .</p>	<p><u>For Mainstreaming/ Institutionalizing DRR Continued</u></p> <ul style="list-style-type: none"> • Sharing of the PROMISE Experience with government and non-government entities based outside of Pasig City 	<ul style="list-style-type: none"> ⇒ With Philippines against Child Trafficking (PACT) ⇒ With the Municipality of San Mateo on June 24, 2010 for its rescue teams covering 15 <i>barangays</i> ⇒ With Buklod Tao from April to June in one of the components for its DRR project ⇒ In the National Consultation on Strengthening Climate Resilience on April 18-19, 2010 ⇒ With the Department of Education-National Capitol Region (DepEd-NCR) on 16 September 2010 with 50 participants from the 16 divisions of DepEd-NCR
	<ul style="list-style-type: none"> • Sharing of the PROMISE Experience with regional organizations 	<ul style="list-style-type: none"> ⇒ In the PROVENTION FORUM on April 13, 2010 ⇒ Through study visits hosted by the City: <ul style="list-style-type: none"> ⇒ For the ADPC Regional Course on Mainstreaming Disaster Risk Reduction IV on January 25 to 29, 2010 ⇒ For East Timor and Sri Lanka delegates to the RCC on February 24, 2010 ⇒ For delegates from Mercy Corps China on August 4 to 6, 2010
	<ul style="list-style-type: none"> • Participation in national and international consultations to improve DRR initiatives 	<ul style="list-style-type: none"> ⇒ In the Oxfam Launch of DRR Materials on December 14, 2009 which promoted the institutionalization of provincial DRRM Offices in the Philippines ⇒ In the National Consultation of AADMER on March 2, 2010 which generated awareness and discussions regarding the work plan of AADMER ⇒ In ADPC's Regional Course on Mainstreaming Disaster Risk Reduction IV on January 25 to 29, 2010 ⇒ In the Regional Consultative Meeting (RCC) on 22 to 24 February 2010 ⇒ In the Safe Schools and Hospital Campaign on April 8, 2010 with 200 participants from ASEAN countries pledging to make their hospitals and schools safer

Influencing/Critical Factors

Facilitating Factors

Several factors facilitated the achievement of the project outputs:

❖ Lessons From *Ondoy*

The destruction brought by *Ondoy* helped convince leaders and community members on the importance of DRR.

❖ Supportive and Hardworking City Officials and Employees

The support of the City Mayor was key to the delivery of project outputs. Aside from the Mayor, the city officials and employees were hard-working and willing to help to ensure that the project objectives were met.

❖ PROMISE Experience in Dagupan

The experience from the PROMISE Project in Dagupan provided lessons upon which PROMISE-Pasig City was patterned. While Pasig City has distinct characteristics which necessitated the development of new ideas and processes, the Dagupan experience provided effective strategies that guided the implementers. It also provided materials as the TWG members improved and “recycled” the materials developed by Dagupan City in providing community-based training.

❖ Sharing of Resources and Responsibilities

The series of meetings conducted by the key stakeholders (Pasig City Government, ADPC, and CDP) of Project PROMISE revealed the significance of discussing each organization’s tasks and expectations at the onset of the project. Such activities clarified the directions of the partnership and the contributions of each group in realizing these directions. Such resulted in the readiness of each group to contribute what they can for the project. For instance, the budget for some of the activities was insufficient to cover the cost. Nonetheless, the PROMISE team was able to solicit the assistance of the City Government, Barangay Councils, and NGOs operating in the city.

Moreover, the project revealed how partnerships can work not just in terms of financial support but in capacity building efforts as well. The City Government and the Project both shouldered the financial needs in training the pilot communities. At the same time, both provided resource persons who shared the responsibilities in enabling communities to implement DRR activities.

- ❖ Existing Programs that Support DRR Initiatives

The existing environmental and emergency response programs of the city government provided venues to promote DRR in the City.

Challenges Encountered

- ❖ Adjusting to the Schedule and Culture of City Officials

One of the biggest challenges in implementing PROMISE in Pasig City was finding a common schedule among the key city officials involved in the project. This was aggravated by the Christmas festivities in December 2009 and campaigns for the 2010 national and local elections in early 2010. Despite such difficulties, adjustments were made to accommodate the schedules of all key officials.

The structures and operations of the key offices in the City also need to be studied. The way things are done in Pasig differs from Dagupan. Hence, CDP went through the process of “unlearning” to adapt to the Pasig City Government’s culture. Adapting to the culture helped establish a smooth working relationship among all stakeholders.

- ❖ Recognizing the Distinct Characteristics of Each Community

In the course of equipping the pilot communities with the necessary knowledge and skills in CBDRRM, the members of the TWG realized that each community has its strengths and weaknesses. What may work for one area may fail in another. Hence, adjustments were made depending on the particular needs of a community.

- ❖ Promoting a More “Decentralized” Orientation

Because the centralized system of disaster response has been ingrained in the culture of the City, it was difficult for the City Government and Barangay Councils to veer away from this orientation. Nonetheless, the positive results of the *barangay*-based training series and the ensuing dialogues between the city and *barangay* officials could hopefully sparked the full “decentralization” of DRR initiatives.

- ❖ Speeding up the Formalization of the City Disaster Risk Reduction and Management Office (CBDRRMO)

Due to the many concerns of the city, the creation of the CBDRRMO has yet to be formalized. Such an office would help institutionalize the systems and initiatives introduced by PROMISE to the City. Such an office could also ensure that DRR efforts are sustained in the vulnerable communities.

Summary and Recommendations

Highlights of PROMISE-Philippines-Pasig City

PROMISE was implemented in Pasig City from November 2009 to October 2010 with the goal of *reducing the vulnerability of the city through enhanced preparedness and mitigation of hydro-meteorological disasters*. It was an inter-organizational collaboration among the City Government of Dagupan as local partner, CDP as implementing agency, ADPC as regional coordinating institution, and USAID as funding support arm.

The Program was implemented in eight pilot *barangays* in Pasig: Bamban, Kalawaan, Manggahan, Maybunga, Pinagbuhatan, Rosario, Santa Lucia, and Santolan. These *barangays* were the most vulnerable to flooding. Through the Program, DRR efforts are no longer solely in the hands of the central City Government. The eight (8) *barangays* have been trained to prevent and address hazards by themselves. While it is difficult to gauge the level of preparedness of these communities given no major hazard has occurred yet, the action plan and early warning system that they drafted could hopefully be implemented and sustained.

Aside from strengthening the eight *barangays*, the Program also produced at least 50 local experts/trainers in the field of Community-Based Disaster Risk Management and at least 30 rescue volunteers capable of swift water rescue operations. The project likewise enabled other sectors in the City to be involved (education and NGO sectors). At the same time, the DRR network of the City has expanded, enabling it to share experiences and learn from others as well.

The factors that affected the production of outputs are summarized below:

Matrix C. Influencing/ Critical Factors

Facilitating Factors	Constraints/Areas for Improvement
⇒ Lessons from Ondoy	⇒ Adjusting to the schedule and culture of city officials
⇒ Commitment of key city officials	⇒ Recognizing the distinct characteristics of each community
⇒ PROMISE Experience in Dagupan	⇒ Promoting a more decentralized orientation in the City Government
⇒ Sharing of resources and responsibilities among the project stakeholders	⇒ Speeding up the formalization of the CBDRMO
⇒ Existing programs the support DRR initiatives	

Recommendations

For the City Government

1. Maintain the ties established with the pilot *barangays*. Follow up and enhance DRRM and Contingency plans. Encourage and guide the communities to make multi hazard plans, then incorporate these plans to the City DRRM plan then conduct drills based on the contingency plans (for flood, earthquake, and fire).
2. Continue the CBDRRM training to the other 22 barangays.
3. Train the newly elected barangay officials for CBDRRM.
4. Take note of the distinct characteristics and practices of the *barangays* which could be used for DRR efforts.
5. Continued enabling the *barangays* to conduct DRR endeavors independent from the City. Ensure the participation of the most vulnerable sectors: women, children, elderly, differently-abled.
6. Hasten the institutionalization of the Pasig City DRRMO and the Barangay BDRRMC's.
7. Maintain the networks built during the implementation of PROMISE and expand the DRR networks.
8. Build relationship with the media for good news in DRR.
9. Strengthen the capacity of each department in DRR.
10. Review and assess impacts of PROJECT PROMISE.
11. Consider the recommendations of representatives of different partner stakeholders of PROMISE during the validation of the UNDP case study of LGU's affected by Ketsana and Parma.(refer to attachment)
12. Consider the recommendations of the participants from different countries including Pasig Participants (partners in the PROMISE project) during the South South Citizenry Based Development Academy. (refer to attachment)
13. Uphold the Manifesto done by the PROMISE participants who attended the SSCBDA.(refer to attachment)