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# A strong partnership for a disaster-resilient country A strong partnership for a disaster-resilient country At wife and projects with the public section is considered one of the most based of the state-bodiers to create rake-realized prove countries. National classification in the month of the state of t



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Butch Hidalgo of PSRA, Mr. Hans Sy, SRSG Mami Minutori, DPWH Under secretary Ma. Catalina Cahral and Bill Luz, PDRF Chief Resilience Officer

A strong partnership for a disaster-resilient country Date published: 12 October 2018 | Business World





# Resilient Local Government Systems Scorecard



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"Today, disasters have become more frequent and severe. The government and the private sector must then work together to find solutions for greater resiliency.

SM Prime as a responsible property developer places Disaster Risk Reduction as one of its core strategies. We have to protect our business and property, and ensure the safety of our tenants, customers and employees.

Disaster Risk Reduction makes good business sense."

Hans T. Sy
NRC Co-Chairman for the Private Sector
SM Prime Holdings Chairman of the Executive Committee

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# Part I Background



Since 2014, the Carlos P. Romulo Foundation (CPRF), Manila Observatory and the Zuellig Family Foundation (ZFF)—in partnership with the Philippine Disaster Resilience Foundation (PDRF), San Miguel Corporation and SM Prime—have organized conferences on disaster risk reduction and management. These fora delved into the individual and collaborative roles of both government and private sector in disaster risk reduction.

A critical conclusion from these fora¹ is aptly summarized by Amb. Romulo of the CPRF and ZFF in two words: "Resilience Imperative." This imperative involves a science and technology-based, evidence-informed, public-private and multi-stakeholder initiative that will help bring about the country's resilience in the face of disaster and climate change in terms of preparedness, adaptation and transformation.

The 3rd Conference in April 2017 on "Building A Disaster Resilient Philippines" therefore proposed the establishment of a multistakeholder advisory council² on disaster resilience. The envisioned council will integrate all resilience endeavors on the same track through partnerships among government, private sector, academia, civil society organizations and other institutions with clearly defined roles in disaster prevention and mitigation, preparedness, response, recovery and rehabilitation. In this manner, the country's urgent need for disaster resilient systems can be achieved through multi-stakeholder engagement that will quicken the necessary improvements.

The National Resilience Council (NRC) was thereby formally launched in November 2017 as a public-private partnership for a disaster and climate resilient Philippines. It aims to strengthen the dynamic collaboration between the public and private sectors in advancing science and technology-based solutions to the multiple challenges of disaster resilience. The Council aims to enhance internal capacities of local government units for resilience through evidence-informed risk governance. In addition, it shall strengthen

and sustain high level collaboration between national government agencies and industries.

NRC responds to the important message of the Sendai Framework for Disaster Risk Reduction (SFDRR) about the urgent need for collaboration among government, scientists, civil society and the private sector to accomplish its four priorities: Understanding risk; Strengthening disaster risk governance; Investing in disaster risk reduction for resilience; and Enhancing preparedness for effective response to build back better. The Council likewise promotes the advancement of the Sustainable Development Goals (SDGs), the Paris Climate Agreement and the New Urban Agenda.

Through multi-stakeholder consultative processes, and in line with the SFDRR, the NRC will implement two key initiatives: 1) National Resilience Policy Support Program; and 2) Resilient Cities/Municipalities Program.

<sup>1</sup> The themes of the DRRM conferences were: 2014 "Partnershipsfor Disaster & Climate Resilience", 2015 "Earthquake Resilience Conference," and 2017 "Building a Disaster Resilient Philippines."

<sup>2</sup> The National Resilience Council. August 2017

#### NATIONAL RESILIENCE COUNCIL

# Part II Overview

## THE NRC RESILIENCE FRAMEWORK

NRC's Resilience Framework is a science and technology-based, evidence-informed resilience approach promoting the essential partnership of the public and private sectors in establishing resilient local government units. Its key component is Leadership and Governance in resiliency given the critical role of the Local Chief Executives and the local Officials who are at the forefront of their communities before, during, and after disasters. This will be the cross-cutting capacity building process of the NRC resilience approach.

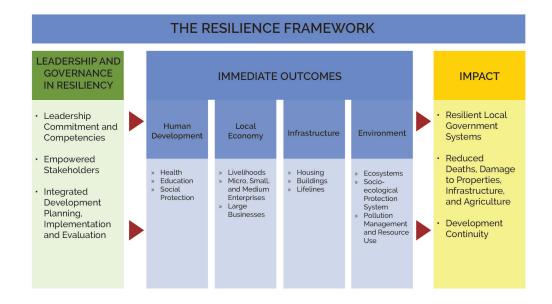
The Leadership and Governance component has three (3) focal areas: Leadership Commitment and Competencies; Empowered Stakeholders; and Integrated Development Planning, Implementation and Evaluation. These areas define the scope of the capacity building inputs that will enable the LGU officials and their stakeholders to establish the resilient local government units.

The immediate outcomes of these capacity building processes are in the context of the four (4) pillars of the local government units, namely: Human Development; Local Economy; Infrastructure; and Environment. The essence of each pillar is defined by three subpillars.

For the Resilient Human Development Pillar, these are Health, Education and Social Protection. For the Sustainable Local Economy Pillar, it covers Livelihood, Small and Medium Enterprises and Large Businesses. Resilient Infrastructure Pillar deals with Housing, Buildings and Lifelines. And for the Environmental Sustainability Pillar, they are Ecosystems, Socio-Ecosystems and Pollution Management and Resource Use.

NRC's resilience approach envisons its impact in terms of, first, Resilient Local Government Systems, which highlights the critical role of the local government officials in reducing climate and disaster risk and achieving resilience. The second (Reduced Deaths, Damage to

Properties, Infrastructure and Agriculture) and third (Development Continuity) impacts reflect the policy of the Republic Act 10121 or the Philippine Disaster Risk Reduction and Management Act of 2010, which states that the state should "Adopt a disaster risk reduction and management approach that is holistic, comprehensive, integrated, and proactive in lessening the socioeconomic and environmental impacts of disasters including climate change." They likewise reflect the benefits stressed by the UNISDR in investing in disaster risk reduction and resilience as it "saves lives, enhances social and economic development, and provides equitable, prosperous, and sustainable urban development."



<sup>3</sup> RA 10121

<sup>4</sup> How to Make Cities More Resilient A Handbook for Local Government Leaders. A contribution to the Global Campaign 2010-2020. Making Cities Resilient – "My City is Getting Ready!" United Nations Office for Disaster Risk Reduction. Geneva. 2017 version. p.20.

#### NATIONAL RESILIENCE COUNCIL

# **PART III**

# About the Scorecard

# DESCRIPTION OF THE SCORECARD

The NRC Resilience Scorecard for Local Government Units (LGUs) is a guide for NRC's LGU partners to determine their preparedness, adaptation and transformation towards resiliency. The NRC refers to the UNISDR definition of resilience as "the ability of a system, community, or society exposed to hazards to resist, absorb, accommodate, adapt, transform, and recover from the effects of a hazard in a timely and efficient manner, including the preservation and restoration of its essential basic structures and functions through risk management"<sup>6</sup>.

The NRC Scorecard defines the key systems of an LGU as the five (5) pillars of Leadership and Governance, Human Development, Local Economy, Infrastructure and Environment.

The references for determining how the LGU is advancing towards the resiliency of its systems are the key elements of each of the Performance Indicators of the sub-pillars namely: 1) Minimum requirements; 2) Rating; 3) Means of Verification; and 4) References. The accomplishment by the LGU of the minimum requirements of the performance indicator is based on the rating supported by the identified manner of validating the LGU's accomplishment.

The NRC Scorecard also serves as a guide to determine the capacity building inputs needed by the LGU to enable them to accomplish the performance indicators and sustain their accomplishments to ensure/maintain the resilience of their local government systems.

The distinct use of the NRC Scorecard is based on the experience of the Zuellig Family Foundation (ZFF) in the application of its Health Change Model (HCM)<sup>7</sup>. The ZFF HCM focuses on leadership and governance using the Bridging Leadership (BL) Framework wherein health leaders are enabled to: 1) own their roles and responsibilities in the challenges and solutions to the LGU's health systems; 2) make their identified stakeholders co-owners of the responsibility

of improving the LGU's health systems; and 3) work together with their stakeholders in designing solutions to their health challenges.

An important component of ZFF's BL capacity building processes is the scorecard. ZFF drew up a scorecard in consultation with the Department of Health (DOH) on the minimum requirements to accomplish the indicator/s of the six (6) building blocks defined by the World Health Organization (WHO) for strong health systems. The respective LGU and DOH Officials responsible for the accomplishment of the indicators of the scorecard are enabled to do so by ZFF, DOH, and its academic partners through training on health leadership and governance with practicum and coaching.

The NRC Scorecard will be pursued in the same manner. It will be a crucial part of the practicum component of NRC's capacity building strategy for its LGU partners. LGU partners of NRC will be provided with modular training programs on leadership and governance, and science and technology with practicum and coaching sessions.

A distinct feature of the NRC Scorecard is that it is a localized scorecard. This means that the indicators, minimum requirements, means of verification and references are in accordance with local governance systems. These are based on national instruments, as well as respective department orders, memoranda, manuals and protocols of key government line agencies.

Significant among the national instruments are the Philippine Development Plan (PDP) 2017-2022 and the Department of Interior and Local Government's (DILG) Seal of Good Local Governance (SGLG). The PDP 2017-20228 is the country's mediumterm development plan founded on a 10-point socio-economic agenda to bring about the Filipino people's collective vision of a "Matatag, Maginhawa, at Panatag na Buhay para sa Lahat" (Resilient, Prosperous and Peaceful Life for All). The DILG's SGLG9

<sup>6</sup> https://www.unisdr.org/we/inform/terminology

<sup>7</sup> Zuellig Family Foundation Annual and Sustainability Report 2017. Reducing health system fragmentation through improved leadership and governance. & Zuellig Family Foundation Powerpoint presentation on Health Leaders for the Poor Program (HLP) ver.2.

<sup>8</sup> National Economic and Development Authority, 2017, Philippine Development Plan 2017-2022, Manila: NEDA

<sup>9</sup> Department of the Interior and Local Government 2017 Seal of Good Local Governance. Memorandum Circular No.2017-53 March 22,2017.

## NATIONAL RESILIENCE COUNCIL

is an assessment system to give due recognition to LGUs with exemplary performance across specified areas of governance ranging from financial administration to environmental management

For other government agency directives, an example would be indicators and measurements for basic education which refer to compliance with pertinent directives of the Department of Education (DepED). In this manner, the accomplishment by the LGUs of the Scorecard builds on their compliance with the requirements of the government. As such, the NRC Scorecard basically does not add on to the deliverables of its LGU partners.

To ensure the localized characteristic of the NRC Scorecard, the indicators were drawn up through a series of consultations with content experts from pertinent government agencies, the private sector, academic and scientific organizations and CSOs/NGOs. The primary data gathered from the consultations was complemented by secondary data from the Sustainable Development Goals (SDGs), the resilience assessment tools of the UNISDR of the United Nations Office for Disaster Risk Reduction and its Ten Essentials for Making Cities Resilient<sup>10</sup> and the Rockefeller Foundation's City Resilience Index<sup>11</sup>.

# THEMATIC AREAS OF PREPARE, ADAPT AND TRANSFORM

The resilience of the local government systems as per the UNISDR definition is not merely a desired condition. It is an essential process that requires critical actions and measures by the LGU leaders with their communities and stakeholders on disaster risk reduction and management (DRRM). These critical actions and measures are contextualized in the RA 10121 in terms of the four (4) thematic areas: 1) Prevention and Mitigation; 2) Preparedness; 3) Response; and 4) Rehabilitation and Recovery.

It is the critical experience of going through these 4 thematic areas that the LGUs together with their communities and stakeholders are enabled to develop and build their ability to resist, absorb, accommodate, adapt, transform and recover from the impact of hazardous events and thereby bring about the resilience of their local government systems.

The NRC Scorecard defines the critical actions and measures towards resilience in terms of the three (3) Thematic Areas of Prepare, Adapt and

Transform. The performance indicators and minimum requirements for sub-pillars are mainly based on pertinent national instruments, DRR directives of government agencies, as well as global instruments like the SDGs. SFDRR, and UNISDR.

# **PREPARE**

The RA 10121 and UNISDR both define disaster preparedness as the "knowledge and capacities developed by government and disaster risk reduction organizations, communities, and individuals to effectively anticipate, respond to, and recover from the impact of imminent or current disaster."12

The objective therefore of disaster preparedness is posed as a question by the NRC Scorecard, "How can we minimize the loss of lives and assets?" As such, the minimum requirements of the indicators for the sub-pillars of the LGUs focus on integrated risk assessment, data management, DRR plans, systems, and structures that have to be set up, strengthened, maintained to ensure that the local government systems are ready to anticipate, respond to and recover from the impact of the disaster resulting in minimal loss of lives and assets.

The NRC's Prepare Thematic Area corresponds to the Disaster Prevention and Mitigation and Disaster Preparedness themes of the RA 10121<sup>13</sup>.

<sup>10</sup> How to Make Cities More Resilient A Handbook For Local Government Leaders. A contribution to the Global Campaign 2010-2020. Making Cities Resilient – "My City is Getting ready!" United Nations Office for Disaster Risk Reduction. Geneva, 2017 version

<sup>11</sup> City Resilience Framework 2015. The Rockefeller Foundation/Arup International Development

<sup>12</sup> RA 10121 Rule 2 Section 1K and UNISDR

<sup>13</sup> Op. Cit. Rule 2. Section 1j; 1l; 1m.

# **ADAPT**

The norm of about 20 tropical cyclones annually forming and/or crossing the Philippine Area of Responsibility¹⁴ can worsen in terms of number and/or strength due to climate change. The impact of disasters can then increase in magnitude, not only due to climate change, but also because of rapid urbanization and environmental degradation. These conditions are among the factors that placed the Philippines third in the 2016 World Risk Report among the 15 countries with the highest vulnerability due to high exposure to natural hazards, coupled with poor socioeconomic conditions.¹⁵

The essential consideration in developing and building resilience in the Adapt Thematic Area is therefore in the reduction of the LGU's exposure and vulnerability to current and/or future hazards to mitigate its disaster risk. The critical query is thus: "How can we improve existing systems to reduce exposure and vulnerability to current, actual and future hazardous events in order to significantly reduce disaster risk?"

The minimum requirements of the indicators therefore focus on the upgrading of data management, systems, structures, interventions and linkages to reduce exposure and vulnerability. The NRC Adapt Thematic Area corresponds to the Thematic Area #3 Response and #4 Rehabilitation and Recovery of the RA 10121.

# **TRANSFORM**

Climate change is seen to exacerbate the challenges posed by geo-physical, technological and human-induced hazards to governments, communities and individuals. But the critical finding of the IPCC or the Intergovernmental Panel for Climate Change is that humans are the main cause of the current global warming. Hence, the IPCC points out that "... the more human activities disrupt climate, the greater the risk of severe, pervasive and irreversible impacts for people and ecosystems and longlasting changes in all components of the climate system." With humans as the cause of the problem, humans are therefore also the source of solutions to the problem of climate change.

The urgent focus of resilience building in the Transform Thematic Area is the improvement of existing systems so that in the aftermath of a disaster, the LGU, together with the communities and stakeholders, are enabled to "bounce forward" with improved, efficient and resilient systems and not just "bounce back" with repaired, restored systems. The critical query is thus, "How can we change or modify existing systems to achieve resilience?"

The minimum requirements of the indicators focus on innovations in the data management, systems, structures, interventions and linkages to establish the resiliency of the LGUs.

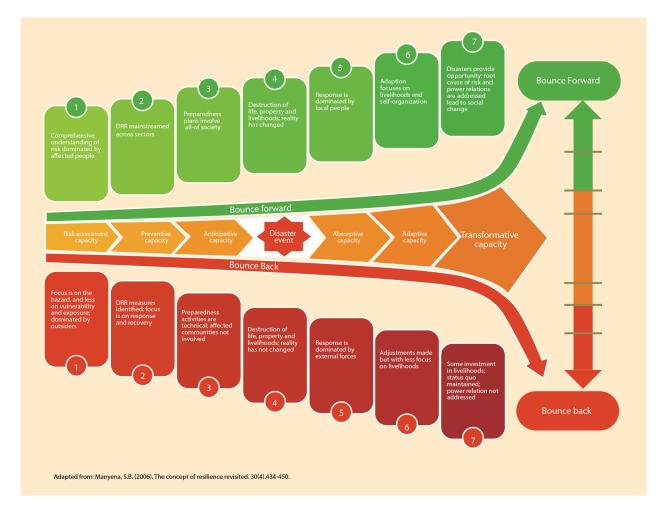
NRC's Transformative Thematic Area is based on the Manyena Diagram.<sup>17</sup> University of Manchester Deputy Director for the Humanitarian and Conflict Response Institute, Bernard Manyena, explains it himself in the World Disaster Report for 2016 (see next page).

<sup>14</sup> http://www.pagasa.dost.gov.ph/index.php/climate-change-in-thephilippines?tmpl=component&print=18pages=

<sup>15</sup> United Nations University – Institute for Environment & Human Security. World Risk Report 2016. Bonn.

<sup>16</sup> IPCC, 2014: Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change (Core Writing Team), R.K. Pachauri and L.A. Meyer (eds.). IPCC, Geneva, Switzerland, 151pp.

<sup>17</sup> The Concept of Resilience Revisited. Siambabala Bernard Manyena. 13 November 2006.



"Bouncing back versus bouncing forward' is a way of thinking about resilience. It represents a shift from a reactive to a proactive transformational agenda that goes beyond recovery from disasters... The bouncing-back view of resilience assumes a return to the "normal" situation before the disaster event. Thus, disasters do not necessarily bring about change in the affected communities. The conditions that may have caused the disaster in the first place are maintained, even if the affected communities are worse off than prior to the disaster. This is in sharp contrast with the bouncing-forward view of resilience, which recognizes that disasters are accompanied by change. New opportunities and possibilities emerge for enhancing resilience by developing preventive, anticipative, absorptive, adaptive and transformative capacities."

World Disaster Report 2016. Resilience: saving lives today, investing for tomorrow. Chapter 7.

International Federation of the Red Cross and Red Crescent Societies.

# Part IV

# Our Leadership Program

The Leadership Program for Resilient Local Government Units is a three-year program that runs along two tracks: Leadership and Governance, and Science and Technology.

Essentially over a three-year period, the LGUs and their internal and external stakeholders will be trained along the three themes of: Prepare, Adapt and Transform. A specific set of competencies will be transferred to the LGUs in order to graduate from this three-year program.

The runway consists of three specific sections: the Prepare phase, which addresses the question "how can we minimize the loss of lives and assets?"; the Adapt phase, which deals with the question "how can we improve existing risks and vulnerability to hazardous events?"; and the Transform phase, which addresses the question "how can we change existing systems to achieve sustainable resilience?"

In the Prepare phase, LGUs will conduct Climate and Disaster Risk Assessment (CDRA)-based evaluations of the risks present in their communities by identifying the hazards, exposures, and vulnerabilities (social and environment). Their Management Information System shall also be strengthened and the core resilience team will be formed from the different pillar and sub-pillar champions including people's organizations and representatives from the private sector. The goal of the prepare phase is to establish complete and validated baseline data and begin establishing mechanisms that will minimize the loss of lives and assets during disasters.

The Adapt phase requires the LGU to begin institutionalizing new arrangements not just to respond to disasters but also to prepare for disasters by minimizing risks. Risks can be minimized by identifying and addressing the vulnerabilities of people, environment, infrastructure, and systems etc to hazardous events. The only way this is possible is by practicing co-ownership and establishing trust-based partnerships among the different sectors who will work together to improve the systems.

Finally, new partnerships and creative solutions are expected in the Transform phase. This is where new science-based partnerships between public and private sector, new responsive policies are enacted both at the national and LGU level, communities are truly empowered by sharing in the decision-making process with the LGU leaders, and all stakeholders co-own the vision of resilience and work together to co-create solutions to the challenges they are facing.

## LEADERSHIP PROGRAM

# LEADERSHIP & GOVERNANCE

- Resilience Leadership Program Module 1 to Module 6
- NRC Coalition Workshop M1 to M6
- · Practicum with Coaching

# SCIENCE & TECHNOLOGY

- Year 1 = Climate and Disaster Risk Assessment
- Year 2 = Deepening Systems Thinking
- Year 3 = Solutions-Driven Action Research/Choosing the Right Tools

## THREE-YEAR RUNWAY

PREPARE (Baseline) Ownership

How can we minimize loss of lives and assets?

ADAPT (Institutionalize) Co-Ownership

How can we improve existing systems to reduce risks and vulnerability to hazardous events?

TRANSFORM (Implement)
Co-Creation

How can we change existing systems to achieve sustainable resilience?

# Part V Our Partners

# PARTNER LOCAL GOVERNMENT UNITS Phase 1



















# **IMPLEMENTING PARTNERS**



















# **FUNDING PARTNERS**







# RESOURCE PARTNERS

#### LEGISLATIVE BRANCH

Senator Loren Legarda

#### NATIONAL GOVERNMENT AGENCIES

- Climate Change Commission
- Department of Environment and Natural Resources
- · Department of Finance
- · Department of Foreign Affairs
- Department of the Interior and Local Government
- · Department of National Defense
- Department of Public Works and Highways
- Department of Science and Technology
- Department of Social Welfare and Development
- Department of Trade and Industry
- National Disaster Risk Reduction and Management Council
- · National Economic and Development Authority
- National Security Council
- Office of Civil Defense

#### PRIVATE SECTOR

- ARISE Philippines
- Business Continuity Managers Association of the Philippines, Inc.
- · Makati Business Club
- · National Competitiveness Council
- Philippine Business for Social Progress
- Philippine Disaster Resilience Foundation
- Philippine Institute of Civil Engineers
- Philippine Insurers and Reinsurers Association
- PricewaterhouseCoopers

## SCIENTIFIC COMMUNITY AND ACADEME

- · Ateneo de Manila University
- Ateneo de Naga University
- · Ateneo de Zamboanga University
- Bataan Peninsula State University
- De La Salle Philippines
- Manila Observatory
- · National Academy of Science and Technology
- · University of the Philippines Visayas
- Visayas State University
- Xavier University

# CIVIL SOCIETY ORGANIZATIONS AND NON-GOVERNMENTAL ORGANIZATIONS

- Build Change
- Christian Aid
- · Carlos P. Romulo Foundation
- SM Foundation
- Zuellig Family Foundation





