Philippines

National progress report on the implementation of the Hyogo Framework for Action

---

Name of focal point : General Glenn J Rabonza

Organization : Office of Civil Defense, National Disaster Coordinating Council

Designation : Administrator OCD & NDCC Executive officer

E-mail address : genrabonza@ndcc.gov.ph

Telephone :

Fax : 632 912 2424

Additional Focal points/ other comments :

Reporting period : 2007-2009

Last updated on : 29 May 2009

Print date : 09 Jun 2009

Reporting language : English

An HFA Monitor update published by PreventionWeb

http://www.preventionweb.net/english/countries/asia/phl/

Strategic goals 1

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement:
A 2004 World Bank - NDCC study states: “The frequent disasters hinder the Philippine Government’s efforts to reduce the incidence of poverty and reduce the number of people and assets vulnerable to these hazards.” The mutually reinforcing effects of poverty and vulnerability to natural disasters has been observed, however top politicians and legislators are yet to agree with this reality.

With the adoption of HFA in 2005, the Philippine Government (mainly members of the National Disaster Coordinating Council (NDCC), the country’s focal point for DRM) took steps to shift from the focus on relief and response to that of Disaster Risk Management (DRM); various stakeholder groups are supporting this anticipatory move. Non-governmental organizations (NGOs) - international and national - saw an ally in government as it took on projects with a comprehensive approach to disasters. Foreign-assisted projects provided opportunities where government could take a proactive role in identifying hazards, assessing risks, mapping, informing, and communicating with community residents, working with local government units (LGUs) and local disaster coordinating councils (LDCCs), devising early warning systems (EWS), and mainstreaming operations.

Projects on mainstreaming DRR in specific sectors reviewed how far the National Economic and Development Authority (NEDA), Department of Public Works and Highways (DPWH), Department of Education (DepEd), and Department of Interior and Local Government (DILG) have integrated DRR in their policies, plans, strategies, programs, and projects.

Meanwhile, the gap between practice and legal basis needed mending. Advocacy roles were undertaken by various stakeholders in order for the Philippine Legislature to pass a new and more responsive law on DRM. The Office of Civil Defence (OCD), Secretariat and Executive Arm of NDCC, is proactively engaging with key members of both Houses of Congress to expediate the enactment of a DRM Act.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement:
Disaster risk reduction is also being integrated in national and local policy development and planning processes. This commitment resulted towards the drafting of "Strengthening Disaster Risk Reduction in the Philippines: Strategic National Action Plan (SNAP) 2009-2019" as well as the "Strategic Plan on Community-Based Disaster Risk Management (SP-CBDRM) 2007-2011." Series of dialogues and consultations among stakeholders - INGOs, NGOs, academe, and government facilitated the planning process. Field experience of NGOs complements the scientific knowledge of the science and technology institutions and academe, and the practical skills and knowledge on post-disaster activities of the NDCC. The DRM field has grown to be inclusive of several other players - from development planning, housing, environment and disaster fields and thus broadened the work of NDCC.

Along the way, science-based risk assessment and practical applications of hazard/risk maps have been

practical tools in making decisions to make life safer for people became “the way of doing things” at the barangay level (the lowest political administrative unit). Capacities of community residents to undertake actions that lead to disaster risk and loss reduction have been cultivated through collaborative arrangements; this has been limited though to areas where government projects are in progress.

Mobilizing resources also led to linking non-governmental/private volunteer organizations, the government apparatus and communities altogether. Partnerships at national and local levels facilitated actions that were directed at all phases of the disaster cycle, and not just response or relief.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement:
The UN Cluster Approach has been adopted by the NDCC as a coordination tool to ensure a more coherent and effective response by mobilizing groups of agencies, organizations and NGOs to respond in a strategic manner across all key sectors or areas of activity, in support of existing government coordination structure and emergency response mechanisms.

Disaster response capabilities at the local level and coordination through cluster approach were given attention. National cluster leads are lending support to Regional DCCs to institutionalize the standards and dimensions of the cluster approach, which aids in coordinating rehabilitation, reconstruction and the transition to recovery. As experience showed, cluster approach could also provide a mechanism to deal with pre-event activities.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
There is institutional commitment from various stakeholders towards recharging the legal basis for DRR. This is shown by active advocacy undertaken by NDCC and NGOs and the consensus is building as opportunities to dialogue increase. However, without major thrust by high government officials including the President, subsequent efforts are bound to be stymied.

Since 1997, several bills have been proposed to the Philippine Senate to amend the current legislation on disaster management. Early this year, the Philippine Senate has filed a bill known as the "Philippine Disaster Risk Management Act" which is now on its period of interpellation. At the House of Congress, a committee report has been drafted consolidating the various DRM-related bills.

The Medium Term Philippine Development Plan (MTPDP) 2004-2010 incorporates DRR issues and investment projects dealing with environment and natural resources, responding to the needs of the poor, peace and order, and defense against threat to national security. However, the plan has no policy statement about DRR and its role in sustainable development and attainment of the Millennium Development Goals.

DRR is also incorporated into the National Physical Framework Plan (NPFP). The national planning body, National Economic Development Authority (NEDA) is developing the "Guidelines on Mainstreaming DRR in Sub-national Development and Land-use/Physical Planning" for regions and provinces. Said Guidelines provides the details on how to mainstream DRR in investment programming, financing, and project development, monitoring and evaluation.

A Strategic National Action Plan on DRR has been developed by the NDCC after consultations from various stakeholders. The document contains inputs from participatory national multi-stakeholder dialogues and meetings. To improve the DRM at the national and local levels, a national DRM framework is also being prepared. The related study, which assesses the state of DRM in the Philippines, is based on the results of a series of community and sub-national consultation workshops.

Context & Constraints:
P.D. 1566, enacted in 1978, does not reflect a comprehensive approach in managing disasters. It is essential that the legal basis contains specific articles that harmonize with relevant existing laws and practice, as DRM covers cross-cutting issues related to land use planning, gender, conflict, multi-hazard approach, indigenous practices, regional differences and poverty reduction. Since the HFA, various stakeholders have been actively pursuing DRR activities and yet they have not been given the proper legal mandate.

It is essential that not only does the MTPDP acknowledges the potential damages of natural resources to disasters but that vulnerability jeopardizes development gains due to socio-economic, environmental, and information losses. As a national planning document, the future MTPDP should explicitly and formally adopt DRM, with a section dedicated to it.

The SNAP and National Framework for DRM help promote a national platform for DRR. The multi-stakeholder dialogues have successfully brought together potential DRR partners with skills appropriate for the different phases of DRM. It is highly useful for such dialogues to continue at national and regional or even local levels in order to exchange information and sound practices.

The decentralization of disaster management to LGUs is based on the Local Government Code of 1991. The disaster coordinating council structure at the local levels essentially decentralizes relevant activities with guidelines and assistance from NDCC. However, many LGUs have weak organizational and institutional capacities while others are not even aware of their DRR function. The DCC structure from the region to barangay needs to be revitalized and coordination mechanisms more clearly articulated.

Supporting document:
SNAP Primer (2009) http://www.preventionweb.net/files/3289_SNAPPrimer.jpg [JPG 83.42 KB]
Senate Bill No. 3086 (2009) http://www.preventionweb.net/files/3289_SBN3086.pdf [PDF 834.18 KB]
Consolidated House Bill on DRM (2009)
http://www.preventionweb.net/files/3289_ConsolidatedHouseBillasof19February.pdf [PDF 168.00 KB]
Linking Disaster Risk Reduction to Development Planning (2007)
http://www.preventionweb.net/files/3289_NEDA.pdf [PDF 780.09 KB]
A Call for Disaster Risk Reduction Policies and Programs in the Philippines (2008)

http://www.preventionweb.net/files/3289_WeCannotWaitForAnotherDisasterToHappen.pdf [PDF 1.29 MB]

Related links:
Strategic National Action Plan http://www.snap-phil.net

Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The NDCC does not have an annual budget allocation; it operates through member agencies, regional and local DCCs. The current operating expenditures of the National Calamity Fund (NCF) is Two Billion Pesos (PhP 2 Billion) or about US$ 42.5 Million. The NCF is tied for aid, relief, rehabilitation, and reconstruction programs.

Since 1996, LGUs are mandated by R.A. 8185 to allocate five percent (5%) of its Internal Revenue Allotment (IRA) as Local Calamity Fund (LCF) and can only be used upon declaration of a “state of calamity” by the local legislative body. In 2003, a Joint Memorandum Circular issued by the Department of Budget and Management (DBM) and the Department of Interior and Local Government (DILG) permits the use of the LCF for disaster preparedness and other pre-disaster activities. However, many local officials are still not aware that the LCF can be used for pre-disaster activities.

The same World Bank - NDCC study reports that an estimated fifty percent (50%) of LCF goes unused each year. The current system, however, puts LGUs in poorer and island provinces (usually hazard-prone) at a disadvantage as they have lower revenues and thus less available for LCF allocation. LGUs faced with disaster impacts will depend on external sources for additional funds. Rehabilitation funds promised by the national government cannot be met occasionally as planned setting back coordination agreements reached by stakeholders in the affected LGUs.

Donor-assisted projects for DRR are placed under the responsibility of OCD Divisions apart from their regular functions. The OCD has limited capacity in program/project development and management. One effect is the existence of supply-driven projects (offered projects, not sought).

Context & Constraints:
The use of the LCF for pre-disaster activities is rather misunderstood by many local officials. A massive effort must be done to inform them how to strategically use the fund for DRR activities. Also, a system for measuring efficiency and accountability such as performance indicators in the utilization of government resources for disaster response should be established among LGUs and the national government agencies (NGAs).

A projectized approach to DRR should be minimized with time, particularly as mainstreaming must be practiced and capacity built in the long term. Capacity for project management can be developed in an officially designated office for the donor-assisted and initiated DRR projects. The PDCCs and RDCCs, assisted by their partners and NDCC must include in their contingency plans specific provisions on how to deal with a scenario of unmet rehabilitation funds from the national government through safety nets in the coordination process in order for rehabilitation to proceed.

Human resources trained to handle DRM activities are few, particularly at the local level. Experience and knowledge of qualified practitioners and managers ought to be assembled together and put to good use more effectively through training courses, workshops, and education / learning opportunities for government staff at national and local levels, as well as the RDCCs and the LDCCs. In addition, facilities and technical equipment for hazard monitoring and forecasting, need constant maintenance and upgrading. Monitoring stations of warning agencies can be manned by trained residents and the youth as part of the community complement in DRR. In anticipation of low participation in this activity, forms of incentives may be devised.

Supporting document:
Financial Management Strategies in Managing the Impact of Disasters in the Philippines (2008)
http://www.preventionweb.net/files/3289_FundingDRM.pdf [PDF 363.58 KB]

Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The DCCs all over the country are “uneven” in quality. Some regions and LGUs do not have a functional or viable DCC. This is partly due to the low level of recognition of the hazards and risks by the inhabitants and the politicians that govern them. Although disaster management is a devolved function to LGUs, many LGUs do not have a dedicated office to handle it. However, cities such as Olongapo and Makati as well as provinces such as Bulacan and Sarangani have opted to establish local disaster management offices.

Experience has shown that local bodies can emerge to address a need in a high risk and vulnerable area. Albay Province has shown that a local government unit can move forward in DRR. The Albay Public Safety and Emergency Office (APSEMO) evolved from the Provincial Disaster Operations Center, a response-oriented set-up funded by the Italian Cooperation for Development to cope with eruptions of Mount Mayon and annual destructive typhoons in the province. The office under the provincial government has permanent staff to undertake pre-disaster activities. The APSEMO serves as a contact point for partners like NGOs and international NGOs (INGOs) for project development and implementation support.

The NDCC has adopted Community-Based Disaster Risk Management (CBDRM) as a model to engage communities in DRR undertaking. The evidence for this is the crafting of the Strategic Plan for CBDRM as part of the PDRSEA Phase 4 Project supported by the Asian Disaster Preparedness Center (ADPC) and the European Commission. In said plan, the OCD envisions to be the main driver in the promotion and resource mobilization of CBDRM in the country as well as in the integration of CBDRM into development planning.

Context & Constraints:
While preparedness measures are undertaken by some groups in communities, there is weakness regarding linking these with the larger municipal, provincial and regional response and other post-event mechanisms. Ways and means to systematically involve volunteers and community members in contingency planning exercises and development processes should be done by the LDCCs led by the Local Chief Executives (LCEs). Roles and responsibilities must therefore be assigned to all

stakeholders.

Decentralizing to the local level brings out issues which are often affected by local politics. It would be useful that options are made known to LGUs. A DRM office in LGUs entails costs and may therefore be difficult to establish in poor municipalities. Putting the right person(s) in the job creates another difficulty. Changes in the local officials (as what happens during elections when incumbents do not get re-elected) bring in new persons who are not trained or even properly oriented on disaster management, thus negating earlier training. Professional practice in the field of disaster and emergency management is yet to be established.

Projects after HFA adoption have championed community participation as part of good practice. While many NGOs possess the skills and resources to mobilize people, many LGUs do not have such capacity. Moreover, although the NDCC, recognizes the significance of CBDRM, most national agencies do not have the mandate, dedicated resources or local offices to advance CBDRM priorities.

Supporting document:
Strategic Plan on Community-Based Disaster Risk Management (2007)
http://www.preventionweb.net/files/3289_CBDRM.pdf [PDF 2.76 MB]
A Permanent Disaster Risk Management Office: Visible, Measurable Impact over the Years - Albay Provincial Government (2008) http://www.preventionweb.net/files/3289_APSEMO.pdf [PDF 1.33 MB]
Camalig Adopts Disaster Risk Reduction (2008)
http://www.preventionweb.net/files/3289_CamaligAdoptsDRR.pdf [PDF 243.93 KB]

Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
PD 1566 limits the membership of non-government entities to only the Philippine National Red Cross (PNRC). However, this has not prevented the private sector, civil society, and academe from participating in NDCC's activities such as consultation workshops and seminars. Prior to 2007, there was minimal exchange of information and experiences on DRR outside post-event activities. New fora for government and civil society to openly discuss DRR issues and find solutions together have been initiated. The “National Multi-stakeholder Dialogue on DRR”, held in July 2007, April and May 2008, provided a venue for local, regional, national and international players in DRR in which to take stock of progress and move forward. These are however not yet institutionalized.
The DILG in cooperation with the German Technical Cooperation (GTZ), DIPECHO, the League of Provinces of the Philippines, the UP Department of Geography and Philippine Geographical Society, convened the “First National Conference on Mainstreaming Disaster Risk Reduction (NCDRR) in Local Governance” in March 2007. At the end of the conference, a Declaration of Commitment “to reduce the impacts of disasters…as part of good governance” was signed by one senator, DILG and DND Department Secretaries, NDCC representatives, governors and mayors.

Involving organized networks and federations facilitates the communication and dialogue process. Among these organizations are the PSNDM (Private Sector Network for Disaster Management) and the CDRN (Corporate Disaster Response Network); both are networks of private companies. Most recently, the DRR NetPhils (Disaster Risk Reduction Network Philippines) was formed by civil society

organizations involved in CBDRM, advocacy for the passage of the DRM Bill, and awareness raising and meaningful action towards the SNAP formulation and implementation at national and local levels.

Context & Constraints:
The NDCC's Technical Management Group offers a regular forum but is only limited to NDCC members. In the absence of a strengthened DRM focal organization, NDCC members should be called upon to collaborate in multi-stakeholder dialogues with a broader group of stakeholders.

The National Multi-stakeholder Dialogues ought to be continued in the spirit of inclusiveness and mutual learning; which has been the mark of the previous dialogues. Funding for such fora has partly been provided by international/bilateral donors. Government budget must be secured for organizing at least one national forum yearly. Similar sub-national and regional dialogues should be promoted to permit the flow of information to different parts of the country.

The Council continues to draw from the strengths and capacities of the sectoral departments, NGAs, INGOs, NGOs, the academe, professional organizations, and private businesses. Though not official members of the NDCC, the different Leagues of LGUs (Cities, Municipalities Provinces) are regularly being invited to attend the Council's meetings. The participation of the networks and leagues can give a multi-sectoral flavor to the NDCC. The official and permanent representation of other stakeholders in the current NDCC structure is not sufficient, and thus pending any legal changes, a more inclusive mechanism could be put in place.

Supporting document:
National Conference on Disaster Risk Reduction (2007)
http://www.preventionweb.net/files/3289_DILGGTZNCDRR.pdf [PDF 2.25 MB]

Priority for action 2

Identify, assess and monitor disaster risks and enhance early warning

Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
Risk assessments conducted so far cover about one-fourth of the country's land area through an ongoing project described below. Much needs to be done in terms of making relevant procedures part of normal business operations of concerned government agencies.

A pioneering multi-agency and multi-level effort is the "Hazards Mapping and Assessment for Effective Community-Based Disaster Risk Management Project" (called READY) which is funded by a $1.9-million grant the AusAID with technical assistance from UNDP for the period 2006-2011. The project covers 28 provinces which have been selected on the bases of the hazard level (frequency and magnitude), elements at risks, availability of base maps, peace and order situation, economic indicators, and accessibility. READY builds on the experience of an earlier project using a similar approach. Together with local stakeholders, hazard maps are produced and community-based early warning systems are

established. Through these tools, community residents are better prepared against geologic and hydro-meteorological hazards and are enabled to make sound decisions about locating settlements and human activities, thus empowering them in the process. In order to get the tools ready, Mines and Geosciences Bureau (MGB), Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA), Philippine Institute of Volcanology and Seismology (PHIVOLCS), National Mapping and Information Resources Authority (NAMRIA) and OCD need to work out a whole system by which the harmonized product is delivered.

Manila Observatory, a private non-stock, non-profit and scientific research institution, also engages into disaster vulnerability and land-use mapping and classification. The institution developed a report entitled “Mapping Philippine Vulnerability to Environmental Disasters.” Hazards and vulnerability were mapped and analyzed using Geographic Information System (GIS) and environmental modeling tools.

Context & Constraints:
The big challenge is to go beyond successes in project implementation and continue or adopt procedures, institutional arrangements, and mechanisms as part of day-to-day business and practice. The field of DRM is just taking root in the country and needs full cooperation among scientists and engineers. In this regard, since maps are the bases of understanding risks and vulnerabilities, appropriate protocols and procedures must be put in place to ensure harmonization. Healthy scientific exchanges should be encouraged so knowledge can be furthered and promoted evidence-based agreements for the benefit of the wider population.

Local chief executives must be educated about how risk assessment can help them serve their constituents. In areas not covered by the READY project, LGUs may either continue on indigenous mapping activities or initiate scientific mapping themselves (in coordination with appropriate agencies).

To facilitate the production of risk maps, vulnerability mapping must also be explored by the government. An overlay of multi-hazard and vulnerability maps can produced risk maps which are more indicative of areas, critical infrastructures, and population at risk.

Supporting document:
Hazards Mapping for Effective Community-Based Disaster Risk Management (2008)
http://www.preventionweb.net/files/3289_READYProject.pdf [PDF 153.66 KB]

Related links:
Disaster-prone Global Village http://www.philstar.com/archives.php?aid=2008052162&type=2
NDCC Hazard Maps Portal http://www.ndcc.gov.ph/hazmap/?&MMN_position=77:77
Philippine Atmospheric, Geophysical and Astronomical Services Administration
http://www.pagasa.dost.gov.ph/
Philippine Institute of Volcanology and Seismology http://www.phivolcs.dost.gov.ph/
Geohazard Mapping - Mines and Geosciences Bureau
http://www.mgb.gov.ph/geohazards/geohazards.htm
Manila Observatory http://www.observatory.ph

Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
While the need for a database information system for key hazards and vulnerabilities is recognized, there is no coherent strategy towards putting up such a system.

The OCD monitors, records, and archives disaster information such as casualties, population affected, damages (houses and agricultural, infrastructure and private property) and total cost of assistance. Data storage problems are met occasionally.

Except in those areas were projects such as READY are in progress, information on hazards and vulnerabilities are not available in most LGUs. No inventory of previous disaster events has been made at the local level leading to dependence only on oral history. Planning tools available to LGUs do not apply hazard, risk and vulnerability data to spatial information using GIS. LGUs are not technically equipped to incorporate disaster planning into planning and information systems that may be available. Several hazard prone provinces not covered by READY and mapping projects, lag behind in terms of developing a system to collate and organize data required of risk assessment.

Context & Constraints:
LGUs must be enabled to generate data on disasters and their impacts. On the other hand, local residents should also be mobilized and enabled to provide ground truth data on risks and vulnerabilities. Some of the techniques are already being employed by certain projects but are not fully utilized to generate a more permanent database for communities and linked to the planning information of LGUs. Most LGUs are not equipped with the capability to collect and store planning data and information such as population statistics. Current planning tools promoted by the DILG could include disaster as a parameter. In this connection, LGU planning officers must be trained to integrate DRR into development planning.

Many stakeholders perceive the need for an integrated information system. An inventory of past disaster events and existing hazards and vulnerability information systems should be done to provide direction and support decision-making. Based on target users, an appropriate information system may be designed.

Related links:
National Disaster Coordinating Council http://www.ndcc.gov.ph

Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
Forecasting and warning systems for typhoons and floods exist. Radio and television remain the speediest source of warnings related to hazard events.

Inexpensive tsunami sensors developed by PHIVOLCS scientists have been deployed in a pilot site in Lubang Island and are planned to be installed in other parts of the country. The installation of sensors is being done while also intensifying community-based early warning systems (CBEWS) in the provinces. CBEWS for tsunami, established in pilot coastal villages in several provinces, includes hazard and risk assessments, evacuation planning, drills, tsunami signage installation, and information and education campaigns. Drills utilize indigenous practices such as ringing of a bell (“batingaw”). SMART, a

telecommunications company also donates mobile phones and airtime load to PHIVOLCS and OCD Region 5 (Barangay Bulusan, Irosin, and Sorsogon) as preparedness measure. Early warning signs like flood markers are only beginning to be put up in areas where recent hazard events became near disasters or reached disaster proportions. PAGASA has partnered with SMART to provide the public with weather alert service for typhoons, floods, and climate change updates. A more proactive approach to early warning is yet to develop in many hazard-prone LGUs.

There are few good examples where different parties collaborated in preparedness activities incorporating locally generated EWS. For example, a community radio station that was put up since late 1999 in the Municipality of Labo Camarines Norte (located 335 km south of Manila), was recognized as a good practice in an Oxfam Publication. DWLB-FM provided the cheapest yet fastest information tool to warn residents of threats and educate people of their responsibilities to reduce disaster risks.

Urbanized areas bring a challenge different from rural communities. A local tsunami early warning system for Manila Bay and vicinity is being started through a project implemented by PHIVOLCS with funding support by the Finnish government.

PHIVOLCS is also linked with the Hawaii-based Pacific Tsunami Warning Centre (PTWC) which evaluates potential tsunami triggering earthquakes and disseminates tsunami warnings based on seismic waveform data streams from a network of seismic stations all over the Pacific.

Context & Constraints:
When communication facilities break down during strong typhoons, most LGUs do not have an alternate system to communicate warnings to residents and inform when and where to evacuate. Forecasting models and equipment for tropical cyclones are available but constantly require maintenance and upgrading; thus the need for appropriate government investment.

Setting up an end-to-end EWS that delivers accurate warning information of potential hazards dependably and in a timely manner to authorities and populations at risk, and enabling them to take action remains to be a challenge. A multi-hazard approach would make it possible to building on existing EWS capacities and infrastructure of various stakeholders. The job of facilitating stakeholders' involvement bears mostly on LDCCs, which themselves need capacity building in the area of community participation. Much work is needed to integrate the EWS in the emergency preparedness and response planning. NGAs also need to be alert on what guidelines may be needed and what technical assistance and know-how can be shared to communities and their LGUs.
Government funds must also be available to enable procurement of monitoring instruments and equipment, which has been dependent on foreign aid. Investment for continuous training of personnel, particularly from the warning agencies, is also a concern.

Supporting document:
Community Radio and Emergency Response Teams: Public Awareness as a First Step (2008) http://www.preventionweb.net/files/3289_LaboCamarinesSur.pdf [PDF 463.08 KB]
Aurora Village Folk Survive "Tsunami" http://www.preventionweb.net/files/3289_PDI13August.pdf [PDF 77.50 KB]

Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Description:
Global climate change, Severe Acute Respiratory Syndrome (SARS), acts of terrorism, and weapons of mass destruction are trans-boundary hazards have emerged as priority concerns of the nation. Although enhanced capability through trained personnel and protective equipment is gradually being improved, other emergency preparedness components need to be integrated into current and future contingency plans.

The Philippines is an active member of the Association of Southeast Asian Nations (ASEAN) regional cooperation on risk reduction. This is mainly through the joint disaster drill called ASEAN Regional Emergency Response Simulation Exercise (ARDEX) held annually in a host ASEAN country. The exercise tests regional capacity to respond and render humanitarian assistance using a different disaster scenario every year. In 2009, ARDEX will be hosted by the Philippine Government.

With regard to extreme weather events, the broader context of climate change needs to be addressed by LGUs as well. DILG's Local Governance Resource Center has began a 3-day program in 2008 to help LGUs understand how climate change would likely impact the Philippines, and the role of they will play in mitigation and adaptation. On the national level, the Presidential Task Force on Climate Change is undertaking a strategic approach to address issues on climate in the country and is collaborating with international partners to support a global front to stabilize greenhouse gas emissions.

In addition, there are noteworthy sub-national efforts to monitor the migration of foreign birds which are potential carriers of the avian flu virus into Philippine territory. The Regional Task Force on Avian Influenza organized the Bantay Ibon (Bird Watch) in Eastern Visayas. In July 2008, a new bird watching group has been formed in about fifty (50) barangays in Leyte Province.

Context & Constraints:
Generally, people's awareness of transboundary risks is low. National, regional and local mechanisms to inform and educate citizens should be established and utilized.

Adapting to climate change and its associated and projected impacts such as accelerated sea level rise, particularly in low-lying coastal communities will entail resourceful planning and resource allocation.

Supporting document:
Strategic Framework and Structure of the Presidential Task Force on Climate Change (2007) http://www.preventionweb.net/files/3289_PTFCC.pdf [PDF 60.58 KB]
A New Breed of Bird Watchers (2007) http://www.preventionweb.net/files/3289_PDI22September.pdf [PDF 78.07 KB]

Related links:
Presidential Task Force on Climate Change http://www.doe.gov.ph/cc/ptfcc.htm

Priority for action 3

Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through

networks, development of information sharing systems etc)

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
There are existing information systems in different offices, but linkages have not been systematized to be of use for the wider disaster community.

The Philippines is a pilot country using a common code of hazard events, i.e., the web-based Global Unique Disaster Identifier (GLIDE) number established by the Asian Disaster Reduction Center (ADRC) in Japan. The OCD partnered with ADRC to maintain CALAMIDAT.PH, a Philippine database of natural and human-induced disaster events that uses the code. On the other hand, the Department of Social Welfare and Development (DSWD) maintains the Disaster Response Operations Monitoring and Information Center (DROMIC) which serves as a “focal point for carrying out activities for generation of data from the local levels and other sources towards decisions for timely and appropriate response.” Updates on the disaster situation called “Quick Facts” are sent to the Office of the President, NDCC, government officials, NGOs, media and other concerned organizations and individuals. With DIPECHO funds, access to CBDRM good practices has also been made possible as Oxfam Great Britain cooperated with local and international partners to document and disseminate case studies through the print and DVD media.

The annual Tropical Cyclone Disaster Review (TCDR) is a comprehensive information about the cyclone passage, damage incurred, and post evaluation survey of the Special Tropical Weather Disturbance Reconnaissance, Information Dissemination and Damage Evaluation (STRIDE). The report is available at the National Disaster Reduction Branch of the PAGASA.

Context & Constraints:
Some technical information requires a social marketing strategy to be able to reach the ordinary citizen, the ultimate end-user. Computer access is poor in many parts of the country; therefore alternate ways to communicate information and data are needed to reach the right audience. How or where to obtain information on disasters have not been also disseminated. What, how and when this information is obtained, and how it can be used may also not be clear to the general public. An information management system which addresses particular users needs to be designed. There is a need for NDCC to oversee relevant disaster information systems. NDCC could use the synergy from sources and consolidate as necessary. Towards this end, networks of institutions and organizations may be tapped.

Though significant amount of useful data and tools to prepare, plan and cope against disasters were generated over the last 3-4 years, these are largely underutilized. For example, the Metro Manila Earthquake Impact Reduction Study (MMEIRS), completed in 2004, has proposed forty-one (41) specific recommendations based on earthquake scenarios generated from risk and vulnerability assessment of Metro Manila. However, most of these recommendations have not been acted upon.

Often, generators and analysts from different agencies and academe who have collated and studied disaster data are not aware of state-of-the-art. This shows that professionals and researchers concerned about disasters do not have a proper forum that shall help consolidate a national information management system for DRR.

Related links:
DSWD - DROMIC http://disaster.dswd.gov.ph/
Metro Manila Earthquake Impact Reduction Study www.pdc.org/mmeirs/html/mmeirs-home.jsp

Disaster Event Database http://www.calamidat.ph/sf/web/

Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
For the past two years, the DepEd has been engaged with donor-assisted collaborative projects, e.g. a study of the impact of disasters to the sector, and instructional materials on preparedness for natural and human-induced hazards for the youth, parents and community. The underlying strategy of DepEd is providing DRR training to teachers and promoting the construction of schools that are disaster resilient. There is institutional commitment from the DepEd to mainstream DRR into the education sector. However, only the Division of Secondary Schools in the Department handles relevant programs that DRR efforts run the risk of losing continuity.

Concepts on disasters have been part of values integration, social studies, and science curricula in the primary and secondary public school. College and masteral subjects that deal with certain aspects of disasters and disaster management are offered in a few universities such as the tertiary degree course in disaster risk management in Camarines State Agricultural College and as an area of concentration for a masteral degree in Public Management in Bicol University.

The NDCC, through the OCD, Department of Health (DOH) and other partners, has been organizing training programs for LGUs such as the Hospital Preparedness for Emergencies (HOPE) Course under the Program for Enhancement of Emergency Response (PEER) supported by NSET and USAID. DRM-relevant courses are also available at the Crisis Management Institute (CMI), which is under the National Defense College of the Philippines (NDCP). A web-based, distance learning course originally developed by World Bank Institute is being hosted by Earthquakes and Megacities Initiative (EMI) and OCD. Technological and scientific institutions like PAGASA and PHIVOLCS provide knowledge building opportunities for LGUs, students, teachers, and the general public to include the journalists. Media With support from international NGOs, DIPECHO and NDCC, the Center for Community Journalism and Communication (CCJC) organized round table discussions on DRR reporting. A survey conducted revealed the needs of media in DRR reporting.
NGOs and professional organizations also provide trainings on DRR focusing on mitigation and preparedness. The Philippine National Red Cross (PNRC) conducts trainings on disaster preparedness, safety service, health service, and social services (psychosocial first aid). The Center for Disaster Preparedness (CDP), a local NGO, is promoting the CBDRM Training and Learning Circle (TLC) that aims to strengthen and facilitate the crucial interface between community-based organizations, training institutions and universities across the country. Trainings initiated by local stakeholders and volunteer groups have been noted, however such practice is yet to be seen in most vulnerable communities.

More training resources for LGUs were produced during the period. The DILG, with support from CDP, OCD, and Philippine-Canada Local Government Support Program, launched a handbook for LGUs on a Sourcebook for Barangay DRM Training Workshop.

Context & Constraints:
Training courses, seminars, and workshops on DRR should be progressively conducted for specific target groups from among the stakeholders. Some NGOs have activities focused on children. However, the needs of pre-school children need further attention by government. It is recommended that target

groups be prioritized and a training needs assessment for prioritized groups be conducted. Relevant stakeholders conducting training should be tapped in accordance with their capacities and resources. Any national or regional plan on training should start with an inventory of training and capacity building programs.

Capacity building for PDCC, MDCC and BDCC members is high priority however, before any training activity it is instructive to analyze the DCC. LGUs whose LDCCs needs capacity building assistance should be prioritized. Also, a more systematic way to utilize students through the National Service Training Program (NSTP) pool of volunteers in disaster preparedness and response needs to be explored. For this reason, a DRM module for the NSTP should be developed.

Targeting journalists alone is not as effective as originally thought. A strategy that considers the corporate culture of broadcasting and print media companies is necessary. Media organizations clearly expressed their need for readily available information on DRM and DRR, possibly through the internet.

No regular training needs assessment to cover various aspects of DRR has been conducted. In the absence of a strategic plan, the role of organizations conducting training is not properly appreciated in terms of a broader national and local DRM framework. Moreover, tracer studies of those who were trained have not been systematically done. In terms of future professionalization and human resource management issues, DRM training course organizers should consider conducting tracer studies to find out how their participants have done after receiving training.

Supporting document:
Philippines Hosts the Conduct of the National Multi-Hazard Hospital Preparedness for Emergencies (HOPE) Course (2008) http://www.preventionweb.net/files/3289_HOPE.pdf [PDF 2.74 KB]
Prioritizing the Mainstreaming of DRR in the School System (2007) http://www.preventionweb.net/files/3289_DepEdOrderNo55.pdf [PDF 575.96 KB]
Training and Learning Circle on CBDRM (2008) http://www.preventionweb.net/files/3289_TLC.pdf [PDF 289.73 KB]

Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The potential of institutes to contribute to the national research agenda is high. However, although numerous disaster studies including assessment of vulnerabilities and hazard impacts have been made, the body of knowledge over the years has not been systematically packaged to advance DRM in a significant way. Many results are unutilized and knowledge is not transmitted.

Some attention was given to DRM in the National Science and Technology Plan for 2002-2020 prepared by Department of Science and Technology (DOST). The plan includes natural disaster mitigation as an area thrust under Environment in the National Program for Basic for Research. Science outreach work is extensively done by PAGASA and PHIVOLCS, DOST service institutes that competently deal with hydro-metrological and geological hazards, respectively. The MGB's major program, National Geohazard Mapping, is producing geohazard maps showing areas prone to landslides, flashfloods, and subsidence and conducting information, education and communication (IEC) campaigns as the maps are

disseminated to the LGUs. On the other hand, PHIVOLCS continues its program on multi-hazard mapping related to earthquakes, volcanic eruptions, and tsunamis which have produced national to provincial and to some extent local scale maps. One problem is that government technical and science institutions are losing technical staff to the private sector.

Some assessment tools have been developed or used by DOST and the Department of Environment and Natural Resources (DENR). For risk and vulnerability assessment, users have not agreed on a common method. There is also a need to adopt a suitable damage and needs assessment methodology from among several, including the tool developed by the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC).

A study of the vulnerability of critical sectors to climate change has just been initiated using the Millennium Development Goals Achievement Fund of the Spanish government. Seven (7) UN agencies signed the Joint Programme Document with their implementing partners to include Albay Province and concerned national agencies.

Context & Constraints:
It will be useful to identify the role that can be played by non-government and academic institutions in different regions of the Philippines in future disaster research agenda. Research is not limited to academic and scientific institutions. It shall, however, be noted that the Albay Province also invests in scientific and experience-based research. Both government and private institutions or services will further enrich knowledge in the natural and social sciences.

A study of disaster-related science and technology policy should be made in order to understand the state of disaster loss reduction efforts and the role of research and development within them. This should include contributions from natural and social sciences.

Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The national strategy to increase DRR public awareness contained in NDCC's Four-Point Plan of Action on Disaster Preparedness is centered on NDCC-organized activities and fails to marshal non-governmental and private resources effectively. To what degree awareness or knowledge enhancement has increased every year is not measured.

Notable is designation of July as the National Disaster Consciousness Month in order to heighten public awareness on the importance of disaster prevention, mitigation and preparedness through simultaneous nationwide earthquake drills, search and rescue exercises, disaster preparedness seminars, and tri-media advocacy campaign. Although posters are produced and distributed every year, budgetary constraints limit the development, production and distribution of other IEC materials using various media.

In the READY Project, IEC campaigns are conducted as hazard mapping results are disseminated and community-based early warning systems are established. Community watching exercises are done by PHIVOLCS in order for local officials and residents to be aware of the risks and vulnerabilities and find ways to deal with them. While PAGASA teaches the educators how to track tropical cyclones and the

persistence methods for them to understand disaster scenario better.

Science and technology institutions have organized public information activities. A DOST institute, the Science and Technology Information Institute (STII) produces articles and press releases to media. Film and media are also utilized by PHIVOLCS and PAGASA extensively. On the other hand, PAGASA also conducts annual seminars on themes like climate change and El Nino Southern Oscillation (ENSO) to have an effective understanding of the terminologies and formats of weather forecast and climate outlooks and warnings. Evaluation of information materials used and performance of resource persons including knowledge gained by participants is regularly conducted by PAGASA.

Current public education programs focus on information dissemination with a “top down” approach, rather than a “bottom-up” approach which involves local communities, NGOs and other civil society organizations’ inputs to promote greater public ownership.

Context & Constraints:
Stakeholders should be enjoined to conduct IEC campaigns within their organizations to instill DRR consciousness among the management and staff. The message of the campaign shall be that managing risks is everybody’s responsibility; they are themselves champions of DRR. As IEC campaigns progresses, it would be useful to assess its effectiveness. Risk communication must seriously be undertaken with a scientific understanding of how Filipinos perceive hazard, warnings, and other related aspects of DRR.

Local officials have an important role to play in raising public awareness about DRR. The level of awareness about DRR among LCEs needs immediate attention. Learning opportunities through seminars and fora organized by the leagues of different levels of LGUS should be utilized. Also, disaster field or exposure trips where LCEs observe good practices and talk with the people involved can be effective in increasing their motivation and equipping them with the knowledge and attitude to move DRM forward in their respective LGUs.

Priority for action 4

Reduce the underlying risk factors

Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
While environmental and natural resource laws do provide a framework, their interpretation does not easily translate into instruments for DRR.

Environmental laws cover: mining; forestry; protected areas; agriculture and fisheries; wildlife resources; solid waste; toxic substances; hazardous and nuclear wastes; pollution control. While there are laws that overlap, the links among the policies are not articulated. No mention of disaster risks in these laws betrays the low level of awareness of past lawmakers about the linkage of environment and disasters. A National Assessment study on the environment’s role in DRR states that the Mining Act is “popularly identified as a conflicting law to DRR management.”

The country's environmental impact assessment (EIA) system has been in place since 1970s. DENR oversees its implementation to ensure that hazards and risks are taken into account in siting development projects. These require sufficient data and information from PHIVOLCS regarding geological risks, hydro-meteorological risks from PAGASA, land use plans from HLURB, as well as the identification of mitigating actions in order to address risk management issues.

The NEDA is actively building awareness and capacity to mainstream DRR in land use and physical framework plans. The National Land Use Committee prepared the National Framework for Physical Planning which indicated hazard prone areas for future land use and physical plans. Some progress is foreseen as capacities of the regional and local level development councils are being built to implement risk-sensitive planning. NEDA is also currently implementing a project entitled: "Strengthening the Philippines' Institutional Capacity to Adapt to Climate Change." The objectives of the project are to: a) mainstream climate change reduction into key national and selected development plans and processes; b) enhance national and local capability to develop, manage and administer plans, programmes and projects addressing climate change risks; and improve coping mechanism through tested pilot schemes with national upscaling potentials.

Context & Constraints:
Enforcement of laws dealing with environment and natural resources has not been easy. It has been known for the past decades that the decline and degradation of forests, mangroves, mountain slopes, hydrological capacity of rivers, and other natural attributes of communities have led to sub-optimal conditions that lead to severe disaster impacts. One measure to check illegal logging in Quezon Province is through watchdog groups. In 2004, mudslides and floods caused by deforestation have rendered farmlands useless and buried communities in a three towns. The DENR authorizes watchdog groups to arrest suspected illegal loggers. Alerted of rampant illegal logging in Sierra Madre Mountains, a multipartite team consisting of national government, local government, community organizations, and NGOs had been organized as a watchdog group in August 2008. From past experiences, the success of such initiative depends on putting intervention by politicians and influential families in check and making them realize how such negative acts set back development. In many areas of the country, local politics constrain mitigation efforts.

The Department of Trade and Industry (DTI) has been actively participating on the National Chloroflourocarbon (CFC) Phase-Out Plan (NCPP) of the DENR in compliance to the Montreal Protocol on substances that deplete the ozone layer.

Any DRM bill should take into account how to harmonize with the existing laws, including environmental laws.
Also, instead of creating new programs, DRR are best incorporated in existing land use and environmental mechanisms, these are more cost-effective and more sustainable in the long run.

Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
Social development is challenged by factors or issues that predominate in different areas. Recurring issues include those that surround conflict in Mindanao and food security covering most parts of the

country. Any progress to reduce vulnerability is easily set back as intractable issues surface.

The country's Social Reform and Poverty Alleviation Act (RA No. 8425) counts victims of calamities and disasters among "the disadvantaged sectors of Philippine society." The implementation of the Social Reform Policy is done by the National Anti-Poverty Commission (NAPC). A coordinating body under the Office of the President, NAPC focuses on programs on poverty alleviation and resource mobilization for the poor. The NAPC is also tasked to develop a policy environment for microfinance in the country's poverty reduction strategy, especially in the area of savings generation. The national policy under RA 8425 stipulates enhancing microfinance industry as a tool to fight against poverty and mitigate disaster risk. Disaster-oriented microfinance has been recognized as a safety net for people in hazard-prone areas with the possibility of offering a menu of financial products. Experience in the 2004 landslides in Quezon Province pertaining to a microfinance institution, shows that savings and insurance instruments have the ability to protect poor members who are most vulnerable to disasters through life insurance benefits, loan redemption fund, and burial benefits.
Some LGUs have signed a memorandum of agreement (MOA) on rice credit with the National Food Authority (NFA) in anticipation of any possible emergency condition. Through the MOA, an LGU can have ready access to cheap staple food in case of a disaster that may result to serious grains shortage.

There is increasing consciousness about findings ways to handle DRR in places where armed conflict takes place. The increase of internally displaced persons (IDPs) therefore brings out humanitarian aid concerns which are then taken up by LDCCs. The Provincial Disaster Coordinating Council of Sarangani, a 2008 Gawad KALASAG awardee, has been recognized for its comprehensive disaster contingency management program that has peace and development, resettlement and housing, and enhanced food for work as innovations.

Context & Constraints:
Coping with disasters is yet an implicit part of poverty alleviation programs and very much associated with post-event relief activities. Microfinance services supporting disaster recovery must be part of a broader disaster risk mitigation strategy. A better understanding of microfinance and disaster mitigation is needed for poverty reduction vis-à-vis reduced socio-economic impacts from a disaster.

Support systems for the poor wherein DRR is integrated need to be institutionalized. Building on the strengths of the DSWD and in partnership with other agencies/organizations oriented towards social service (health, water and sanitation, housing), the lessons learned should be incorporated into development planning and disaster/emergency planning, especially at the local level. LDCCs should play an active role in addressing pre-event concerns of safety and well-being of the vulnerable population and the poor communities, in cooperation with the social service providers in their respective LGUs. The Cluster Approach could be explored as a venue for further integrating DRR into day-to-day affairs.

In armed conflict areas, issues related to internally displaced persons (IDPs) need to be dealt with. Integrating DRR into the peace building process could be helpful in addressing the needs of the IDPs.

Related links:
National Anti-Poverty Commission http://www.napc.gov.ph/

Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

1: Minor progress with few signs of forward action in plans or policy

Description:
Very little has been done to protect economic activities and productive sectors. Although some private enterprises may have business continuity plans, how well these are linked with a local government's contingency plan leaves many doubts. This is because DCCs rarely, if any, involved the private sector. Makati City is among the few exceptions.
Crop insurance for palay and high value crops and livestock insurance through the Philippine Crop Insurance Corporation (PCIC) are available but many farmers do not subscribe for reasons usually ascribed to as financial. Farmers are offered annual life insurance by the PCIC worth PHP50, 000 (US$ 1 087) which covers death due to accidents and natural disasters. However, many farmers are not aware of this insurance.

In February 2008, the Government Service Insurance System (GSIS) called on all government agencies to insure government properties. The legal basis is Republic Act 656 which mandates all heads of government office to secure from the General Insurance Fund administered by GSIS all insurance covering properties and other insurable risks of natural and manmade disasters.

There are very few financial institutions which provide emergency loans to residents especially the poor whose livelihood are affected by disasters.

Development priorities articulated in the MDG and the Common Country Assessment (UNDP, 2004) sets environmental sustainability as a priority. To achieve this, enhancing forestry programs, ensuring land tenure security, improving land use and productivity are part of government programs.

Context & Constraints:
The key players in the insurance industry and relevant government agencies should form a working group to explore risk transfer options. Relevant insurance entities like PCIC and GSIS should develop a strategy to inform their respective markets. On the other hand, public- private partnership (PPP) could develop fiscal incentives for proactive risk management.

Deterioration of forest and other environmental resources in some areas have been traced to people who exploit the natural habitat to seek ways to make a livelihood. The role of people in protecting the environment has been recognized but the links between environment and disasters appear to be less understood or ignored by different sectors in the local community.

Environmental NGOs, DRM advocates and watchdog groups should work together by converging experiences and lessons learned from their respective community engagements in order to fully address economic and ecological issues in a comprehensive manner.

Supporting document:
Crop Insurance in the Philippines: Security for Farmers and Agriultural Stakeholders
http://www.preventionweb.net/files/3289_PCIC.pdf [PDF 185.72 KB]

Related links:
GSIS Allocates Funds for Emergency Loans to "Cosme" and "Frank" Victims
http://www.gsis.gov.ph/content.asp?ContentId=808&headertype1=left
Philippine Crop Insurance Corporation http://pcic.da.gov.ph/

Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
Intended for land-use planners and local policy-makers, the NEDA's Guidelines on Mainstreaming DRR in Sub-national Development and Land-Use/Physical Planning will enable government to identify suitable location for various human activities.

With respect to siting and land use, the Housing and Land Use Regulatory Board (HLURB) and National Housing Authority (NHA) provide guidelines for LGUs and real estate developers. The HLURB developed a GIS Cookbook, which promotes spatial planning. Some LGUs have been using GIS in the preparation of their respective Comprehensive Land Use Planning (CLUP). Diffusion of needed tools and techniques has proven to be a challenge.

The Association of Structural Engineers of the Philippines (ASEP) and the Philippine Institute of Civil Engineers (PICE) are currently reviewing the Building Code (for general construction reference), last revised in 1992. Consultation has formally started with the first ASEP Multi-stakeholder Forum on National Structural Codes (for design of structures) and Standards.

As far as advancing emergency management is concerned, NGOs that advocate safety such as Construction Safety Foundation, Inc. (CSFI), Safety Organization of the Philippines Inc. (SOPI), and Makati Fire Safety Foundation, Inc. (MFSFI), are among the resources that can be tapped on relevant areas which to date have not received adequate attention. With risk management thinking as its primary umbrella, SOPI is notable for observing a safety theme for every month of the year together with a government agency.

Context & Constraints:
While GIS has diffused to the LGUs, a number of issues remain to be addressed. These include compatibility of databases/datasets, availability of required personnel, and level of priority given by the LCE. In cooperation with mapping agencies, proponents of GIS-based risk assessment and integration of DRR into planning such as NEDA needs to review data compatibility.

Suitability analysis of relocation areas should also be included among tasks in land use planning by LGUs. A collaborative working arrangement with mapping and risk assessment agencies and entities thus links with DRR partners are not only limited to during the hazard event or post-event activities but also further strengthened in a broader development sense.

Enforcing the Building, Structural and Fire Codes has always been a challenge. As MFSFI has shown, substantial improvement in safety can be achieved through inspection of buildings and establishments, and providing training and technical support, Efforts of such NGOs and professional organizations should be supported by government at all levels.

A continuing concern is finding suitable sites for resettlement of disaster victims. Political intervention and the threat of corrupt practices are often a predominant constraint to a just process and safe locations. Public officials should be held accountable for actions that prevent the selection of safe resettlement sites.

There is likelihood that a separate and “new” planning process is re-invented to accommodate DRR. However, an added dimension into the existing one is integrated so what results is a reduction in

disaster risk and vulnerability.

Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
There is institutional commitment to adopt working arrangements such as the cluster approach, not only to prepare for relief and response, but to reduce disaster risks in both the “hard” (e.g., resilient school buildings) and “soft” (e.g., respective tasks of each organization) dimensions of management.

The cluster approach is providing a forum for stakeholders sharing a specific concern called “cluster” (for example, education) to be proactive in terms of all phases of DRM. It has served to clarify the roles of stakeholders besides providing a mechanism for professionals and practitioners who share the same topical concerns. Regular meetings of a few clusters have thus created a continuum, increasing prospects for DRR integration in the disaster cycle, including rehabilitation and recovery.

The Building Safe Learning Environments (BSLE) Project (June 2007-June 2008) implemented by DepEd with funding support from UNICEF, Swedish and Dutch governments, covers both structural and non-structural mitigation measures in disaster-affected schools and daycare centers in four provinces. The project benefits about 60,280 school children and 1,500 teachers in 72 public elementary schools.

In the last 2-3 years, NGOs that have provided relief and rehabilitation assistance to disaster victims are more careful to provide properly designed houses and infrastructure. Supporting victims with economic livelihood projects has also been recognized as a more sustainable way to assist. A few relief and rehabilitation NGOs which are drawn into later recovery processes are getting more involved in developmental work such as promotion and implementation of social services and economic livelihoods. Though generally heading towards a sustainable development approach, an assessment may have to be done within the context of development plans of the affected LGU.

Context & Constraints:
The cluster approach has been institutionalized by the NDCC through a circular issued in 2007. It is providing a mechanism among professionals and practitioners of similar interest from NGOS, INGOs, the academe, private sector and government to exchange information and proactively engage in mutually beneficial activities. With the purpose of enhancing coordinative capacities and preparedness for post-disaster and recovery, other clusters should be encouraged and supported to be actively engaged not only during and after disasters.

“Projectized” development activities under DRR appear to currently flood government agencies. Without sufficient organizational resources to absorb the good practices exemplified by projects, mainstreaming DRR into day-to-day business may not be achieved. This can be prevented by placing foreign-assisted projects under the responsibility of a division officially designated for program/project development and management equipped with full-time personnel and other resource requirements.

Supporting document:
Institutionalization of the Cluster Approach in the Philippime DM System (2007)
http://www.preventionweb.net/files/3289_ClusterApproach.pdf [PDF 380.02 KB]

Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
Commitments to integrate DRR into their strategies, plans and programmes are steadily by government and non-governmental organizations.

Mainstreaming DRR into the infrastructure sector is being addressed by the NDCC, with support from the Asian Disaster Preparedness Center (ADPC). An NDCC-ADPC project incorporates risk impact assessment procedures before construction of new roads and bridges. The DPWH has provided a venue for other government agencies, professional organizations of civil engineers, and other interest groups through a national workshop on MDRR in the infrastructure sector.

Taking the first step and starting with the basics, school buildings in the country have been identified as highly vulnerable to disasters. Building safety of schools has caught the attention of DepEd. More resistant to hazards, Learning and Public Use School (LAPUS) buildings are being built not only for learning purposes but also for public use, and as evacuation centers in post-disaster situations.
As part of the program coined as “Be Better, Build Better,” the NDCC partnered with My Shelter Foundation, United Architects of the Philippines, and the Private Sector Disaster Management Network in planning and organizing for the construction of innovative school buildings. The program envisions to provide better quality of structures improve the standards of school buildings through available advances in technology.

Over the last 2-3 years, some discussion began on the use of damage and needs assessment as economic and financial aspects of DRR are considered. Estimating past total damage cost in project development would provide input to cost-benefit analysis and evaluate the efficiency of mitigation and preparedness.

Some professions such as structural engineers, environmental planners, geologists, and geographers through their respective professional associations, who are involved in development practice, have manifested seriousness in purpose through DRR conferences, review of disaster experiences, training on post-disaster building inspection techniques, etc.

Context & Constraints:
The project on mainstreaming DRR in the construction of roads and bridges highlighted several challenges that impede mainstreaming in public works and infrastructure sector. It became clear that the key to successful DRR integration in road construction was in the planning phase of the project cycle when risks should be recognized prior to a feasibility study. If risk reduction measures were not included at the planning phase, their inclusion at latter stages is unlikely, or could be costly and inconvenient. Risk assessment should be conducted in feasibility studies and detailed engineering design. District level engineers should be trained to conduct risk assessment.

From different existing damage estimation methods, a suitable one should be selected based on criteria after consultation among NDCC members. This activity should be linked with relevant studies about risk transfer and other economic aspects of DRR.

The NDCC should promote the integration of DRR in other government sectors not only in their

programmes and plans, but also in their procedures.

Supporting document:
Be Better, Build Better (2008) http://www.preventionweb.net/files/3289_B4[1].pdf [PDF 89.65 KB]
Towards Mainstreaming Disaster Risk Reduction into the Planning Process of Road Construction (2008) http://www.preventionweb.net/files/3289_CaseStudyRoadsPhilippines.pdf [PDF 547.29 KB]

Priority for action 5

Strengthen disaster preparedness for effective response at all levels

Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The NDCC is intensifying efforts to institutionalize DRR at the national, regional and local levels through MOAs and programs for institutional capacity building. Mainstreaming in line agencies is hampered by unresponsive organizational structures and practices that need modification and adaptation to the risk management process. LGUs need further guidance from national government agencies and their regional offices to pursue DRR as an intrinsic part of a devolved function and as an element of the development strategy. Along this line, the DILG, through its regional offices, is conducting an “audit” to assess the disaster preparedness of LGUs and to generate benchmark information on which provinces, cities and municipalities are prepared or not prepared.

Good practices on DRM, as illustrated by Gawad KALASAG awardees, have progressively shown improvements in preparedness by continuing dialogue among different stakeholders; good understanding about hazard/risk maps; mobilization towards the cluster approach; existence of updated contingency plan; regular conduct of drills; LGUs issuance of disaster-related ordinances; conduct of regular LDCC meetings; installation of early warning devices (such as flood markers); and use of calamity fund for preparedness and mitigation.

Monitoring and forecasting capability of hydro-meteorologic and geologic hazards has improved with the upgrading of PAGASA’s equipment and PHIVOLCS’ volcano and earthquake monitoring stations. In areas covered by some projects, EWS including that for tsunami have been put up in close collaboration with LDCCs and with community participation. On the other hand, the DTI through its Regional and Provincial Offices continuously monitor prices and supply of basic necessities and commodities to ensure that prices are reasonable and supply is adequate at all times.

Context & Constraints:
Stocktaking at LGUs should reveal where preparedness needs to be done. More work is needed to train members of the LDCCs in contingency planning and the application of the cluster approach, apart from their regular mandate. Competent personnel are needed to fill relevant positions. Lessons learned from ongoing projects and Gawad KALASAG cases should be utilized for the enrichment of training courses to LGU and LDCC staff.

People in areas under armed conflict are handicapped by the peace situation in their locality. Any progress in DRR achieved may easily be rendered useless in the extreme case. Stakeholders recommend that DRR be incorporated into peace building programs to develop ‘culture of peace promotion’.

Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The OCD has been assisting LDCCs in preparing contingency plans. Based on insights from LGUs experiences, the manual on “Contingency Planning for Emergencies” for LGUs has gone through its 3rd edition in 2007. UN Commissioner for Refugees (UNCHR) continues its support to the manual’s production and the conduct of contingency planning workshop and training activities.

During the annual National Disaster Consciousness Month in July 2008, simultaneous nationwide earthquake drills as well as search and rescue exercises were conducted. Preparedness of students with impaired hearing was demonstrated as the earthquake drill was conducted at the Philippine School for the Deaf in the National Capital Region or NCR (Metro Manila). Task Force Urban Search and Rescue NCR and OCD-3 (of Olongapo City) were launched using various response equipment. In partnership with PHIVOLCS, PAGASA, MGB-DENR, and NAMRIA-DENR, the OCD facilitates the conduct of flood drills and tsunami drills all over the country.

Jointly organized by the NDCC and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the International Search and Rescue Advisory Group (INSARAG) Asia-Pacific Earthquake Response Simulation Exercise took place at the Subic Freeport Zone last April 15-17, 2008. This was the world's biggest INSARAG Exercise ever organized with 18 conutries, 52 organizations and over 270 individuals participated.

On September 2008, the OCD has spearheaded the crafting of a DRM Capability Plan of the Department of National Defense (DND). Towards this end, key officers of the Armed Forces of the Philippines (AFP) and DND participated in a 4-day DRM Strategic Planning Workshop. Part of the AFP's National Development Support Command thrusts and programs for 2009 is the organziation of a Disaster Response Unit (DRU) for every Army Engineer Brigade. Associated with this is the conduct of training and regular drills to hone the DRUs' readiness to quickly respond to disasters.

Context & Constraints:
The transfer of lessons learned to the range of target audiences is still far from satisfactory. Constant efforts share knowledge must be exerted by training organizations, NGOs, and the academic institutions. Different media and training methods should be utilized to address particular types of audiences. The 10-minute video documentaries collected in the Oxfam DVD (Building Resilient Communities: Good Practices in DRM in the Philippines) are effective ways to transmit key messages to a variety of audiences as the actual players themselves speak from experience. Disaster field trips or exposure trips for local officials, including LCEs, should be explored as a way to learn DRM as it happens on the ground.

Updating plans, particularly contingency plans, pose a challenge to most LGUs. Also, different hazards identified in different parts of an LGU needs corresponding appropriate emergency preparedness

methods. Therefore, hazard identification should be made well and scenarios analyzed as necessary. The OCD should also strengthen RDCCs to conduct contingency planning exercises and in turn provide assistance to the LDCCs. The cluster approach could be used in planning process to deal with common thematic concerns across geographic areas and agencies.

“No disaster is the same as the last.” New lessons are learned after every disaster. Therefore, stakeholders at different levels have to be alerted on this fact.

Supporting document:
Pag-alerto, Malayo sa Peligro http://www.preventionweb.net/files/3289_NDCM08.pdf [PDF 761.30 KB]
OCD Spearheads DND's DRM Strategic Planning Workshop
http://www.preventionweb.net/files/3289_DRMSPW.pdf [PDF 127.62 KB]
International Search and Rescue Advisory Group Exerscise 08
http://www.preventionweb.net/files/3289_INSARAG.pdf [PDF 3.21 KB]

Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:
2: Some progress, but without systematic policy and/ or institutional commitment

Description:
The existing DM system is strapped of funds where they are essentially needed. While part of the NCF may be utilized for pre-disaster activities outside the regular budget of line agencies and proposed capital expenditures for pre-disaster operation, priority is however given to emergency relief operations, repair, rehabilitation, and reconstruction of public infrastructure and lifelines damaged by disasters. It should be noted though that the NCF has been utilized for PHIVOLCS studies associated with two volcanoes.

Despite the availability of the LCF for practically different phases of DRM, many LGUs are not able to use the fund strategically. The reason behind this is either or both of the following: (1) Local officials are unaware that the LCF can be used for preparedness and mitigation; (2) Local officials are wary about how spending LCF may expose them to auditing procedures of the Commission on Audit.

The NDCC is unable to keep track of how LCF is used as LGUs are not required to submit utilization report to the Council. LGUs not affected by disasters during a specific year are bound not to utilize the LCF. When a disaster does occur, LCF may be far from adequate, requiring additional funds. A portion of these are likely to be met from national and possible international sources. This dependence on external sources of funds has plagued the country’s disaster management in different levels.

The Government and individual households bear the majority of costs caused by natural disasters. The need to study more effective options to financing disaster risk and relieving the burden from the public sector is being partly addressed by NDCC-World Bank project utilizing funds from the Global Facility for Disaster Reduction and Recovery (GFDRR).

Context & Constraints:
To deal with the issue of non-utilization and the strategic use of funds, local officials should be re-oriented regarding the LCF. A primer on the subject can be a useful tool to easily grasp the fundamentals of LCF. The topic can be taken up with more depth in seminars and training courses

targeting LCEs and local government officials. This can be done through case studies showing how the LCF can be innovatively used or how funds can be strategically allocated for making their towns and cities safer.

Definition of roles among the stakeholders, the cluster approach among in early recovery, and adherence to humanitarian standards are essential in order to redirect competition to complementation and efficient working relations.

Being a relatively new subject, the study of risk transfer mechanisms may not easily find partners to collaborate with. Much of the extent to which risk transfer or sharing succeeds will depend on accurate hazard identification and vulnerability analysis. Therefore, progress in these two areas should also proceed steadily through the partnerships among scientists, engineers, politicians, and citizens.

Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
During hazard events, relevant information is exchanged among key stakeholders on response and relief. The OCD operates and maintains the NDCC Operations Center (NDCC OPCEN), a 24/7 facility with continuously trained staff backed up by equipment, stable systems, and sound procedures. The NDCC OPCEN is activated into an Emergency Operations Center (EOC) in the event of a disaster. All NDCC member agencies with disaster response mandate are required to send focal persons to the facility during the activation period to speed up coordination and information management. The facility is linked with international response systems like the UNDAC, INSARAG, the virtual onsite operations and coordination center (OSOCC), and those within the ASEAN region. With the adoption of the cluster approach, regional and provincial coordination is facilitated. However, there is no feedback mechanism between the NDCC and the municipalities and cities.

The OCD issues official information to the media based on reports received from the NDCC members. It is however observed that data gathering methods among the members differ and therefore needs harmonization.

The PAGASA Quick Response Team known as the STRIDE is deployed to areas where hydro-meteorological hazards may occur to assess and conduct field investigation in areas that might be affected.

The DTI conducts daily monitoring of prices and supply of of prime commodities. In times of calamities, the Department requests all manufacturers to continue the delivery of goods and products in the affected areas to prevent shortage of supply and jacking up of prices.

Post-event reviews that involve various stakeholders are not regularly conducted. However, a significant post-event review of the December 2006 typhoon disaster in Bicol region was undertaken through a “lessons learned” workshop five months later. This workshop was organized by the NDCC and the UNOCHA.

Context & Constraints:
Parties which gather data during hazard events should exchange notes about their methods and

procedures. On the basis of agreed criteria, agreements can be made and formalized through an NDCC memorandum.

A post-event review by various stakeholders has been found useful and therefore support for similar activities must continue. Documentation of the findings should be made available to practitioners and the academe/science community to contribute to the overall body of knowledge about DRM.

The telecommunication infrastructure of the NDCC OPCEN and its information management system should be constantly reviewed and updated as new lessons are learned with every disaster. The facility needs a rapid disaster assessment and coordination system, with a GIS-enabled infrastructure.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:
Yes

If yes, are these being applied to development planning/ informing policy?:
Yes

Description (Please provide evidence of where, how and who):
The READY project uses a multi-hazard approach. The project-based activities may therefore rely significantly on the multi-hazard approach to DRM. The NEDA has also utilized the READY maps as reference in preparing guidelines for regional and provincial development planning processes. However, some stakeholders still find it “easier” to appreciate mitigation and preparedness when focusing on the most recent disaster or most frequent hazard. Therefore, the leadership of an LGU may tend to focus on a single hazard approach. As such, contingency plans may concentrate on a specific threat (e.g. terrorism).

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:
No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Description (Please provide evidence of where, how and who):
By involving them in consultative meetings, community risk assessment, and community development activities - from planning to implementation to monitoring, a few cases have documented how women including the youth and children, have become true participants in DRM.

In the NDCC’s Strategic Plan on CBDRM, gender sensitivity is listed among the elements of good practice. In consonance with this, the Oxfam good practice collection highlights the gender perspective in the different phases of DRM: community preparedness against perennial flooding in Dagupan City; CBDRM planning, implementation and monitoring using “functional literacy” as the means for education leading to empowered choices in Bato, Caramarines Sur; rescue operations, supplies and logistics committee in the Disaster Management of Reconciliation Group based in Barrio Obrero, Iloilo City;

shared responsibilities and resources to learn and implement new sustainable agricultural practices and participation in meetings by the women's organization in Infanta, Quezon.

Data are not systematically collected in a gender-aggregated manner with very few exceptions that may include approaches in interventions made by the academe or through projects funded by international organizations.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
Capacity development at different levels, particularly at the local and community level, is recognized widely as a necessity by stakeholders. While the national level may be perceived to possess the needed capacities, "good practice" experiences also have shown outstanding cases where local actors become strongly aware about DRR and thus are able to reach improved levels of capacity.

In principle, the LDCCs should provide the mechanism at the local level in accordance with the present law. However, some LDCCs are unaware of their responsibilities before, during and after disasters. Few experiences have shown that organized residents led risk reduction activities. Community-level improvements are most convincing in showing evidence on the effectiveness of promoting capacity building activities in barangays. In such cases, intermediary organizations such as NGOs and community-based organizations provide assistance by linking residents to resources. Also, if government agencies respond by helping in terms of technical advice and support, then the DRR process is facilitated.

In the area of forest protection (i.e., prevention of illegal logging which has been the perennial cause of damaging floods and landslides), support from top officials including the President becomes necessary. The regional office of some national agencies is seemingly dependent on national level intervention. However, once government offices - whether departments or local authorities, start acting on requests from citizens, the process of capacity development can proceed both ways - government officers learn more how to deal with their mandate to serve the public, while citizens are empowered to take steps based on government guidelines.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:
No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Description (Please provide evidence of where, how and who):
The link between poverty and disaster is not yet well appreciated by a wide range of stakeholders. Even national legislators are not convinced that by reducing disaster risk, the plight of the poor may be reduced. This partly explains why progress in passing a new DRM legislation has not advanced. Victims of calamities and disasters are among the basic sectors as priority groups for poverty alleviation in the functional structure of NAPC, a coordinating body for programs on poverty alleviation and resource mobilization for the poor. The NAPC does not have clear DRR program, however it is taking an advocacy role for HFA to be "ratified down to the barangay level."

Rehabilitation and recovery activities especially those undertaken by NGOs have become more sensitized to sustainability concepts and therefore, economic livelihoods apart from shelter have become an area of focus of their post-event activities. The NGOs have also paved the way for dealing with the vulnerable especially through fora and activities where the role of children in DRR is considered.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):
Partnerships have notably created even broadened opportunities as relationships among two or more stakeholders are formalized through MOAs. A recognized weakness in the DRM system has been that positive elements are ignored or changed as the LCE assumes every three (3) years. Through the MOA, progress on DRR in the municipalities can be secured on a sound basis. The efficacy of such formalization however also hinges upon how local residents/communities are engaged and empowered.

The NDCC has shown the example on partnering with different stakeholders to complement resources and effective delivery of services to citizens. Over the last few years the Council established ties with professional associations, businesses, and private foundations in various fields through MOAs. In 2008, NDCC renewed commitments to partner voluntary organizations such as the PICE, ASEP, and Canine Search and Rescue Association.

The National Multi-stakeholder Dialogues, consultation workshops, and focus group discussions - some of which were part of the process to formulate the SNAP and the National DRM Framework - had further facilitated information exchange and coalition building.

f) Contextual Drivers of Progress

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):
A. Recognition through Awards. The government, through the NDCC, has been giving awards to recognize excellence in disaster management and humanitarian aid through the Gawad KALASAG; recently, the value of HFA and CBDRM has been recognized in the search’s guidelines and selection criteria. Culturally, institutions, organizations and individuals respond to recognition. To bring the level achieved by previous winner a few notches higher or progressively, notable past practices are best reviewed and benchmarked. This will sharpen not only the criteria for selection of awardees but organize documentation and know-how towards a knowledge base for sound practices in DRR.

B. Intermediaries. The successes in pre-event and post-event mitigation/ preparedness of several good practices are supported by intermediaries represented by professionals and organizations, and extension services of universities/colleges which possess scientific, technical and practical know-how and skills. Often sound scientific basis backed up by experiments and technical input are appreciated by local residents provided communication and participation are made an essential part of interventions.

C. External Stimulus or Incentives. International NGOs and aid agencies, through funded projects, have been instrumental in creating stimulus in the socio-political environment to direct stakeholders’ energies to engaging in meaningful dialogue and in working together. Understandably, national government

agencies recognize these opportunities and a few strategically position themselves for future funded projects/activities within the scope of their mandates while cognizant of current and future trends. On the other hand, these create a certain demand or even a strain on government agencies to deliver within limited staff complement and organizational readiness.

Supporting document:
Gawad KALASAG (2009) http://www.preventionweb.net/files/3289_GawadKalasagBrochure.pdf [PDF 1.53 MB]

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:
At the national level, mainstreaming DRR is being promoted to be done in the performance of the planning function and day-to-day operations of national government agencies (NGAs). NGAs provide input to the planning process, and eventually carry out the approved public investment projects. However, they are predisposed to the MPTDP and is coterminous with the presidential term ending in 2010. With the HFA adopted only in January 2005 and without the legal basis, moving towards the HFA strategic goals is constrained. As the HFA priorities of actions are not reflected in the MTPDP per se, different level of difficulty characterized the manner in which mainstreaming is introduced in the NGAs.

At the local level, the paradigm shift from response/relief to mitigation/preparedness has been greatly promoted by foreign-assisted projects. Apart from the projects, knowing about disasters that poor Philippine villages and other Asian countries like China and Myanmar experienced, allowed some people and LCEs to reach higher awareness levels. These have contributed to improvement in certain aspects of the HFA goals at the local level.

However, few local officials have been proactive in terms of protecting development gains in their LGUs, despite NDCC guidelines and fora. Although there have been innovative LGUs, local disaster governance lags in places where hazards and their impact are unknown. LCEs, whose 3-year term weighs down decisions, have often deterred the execution of a meaningful set of priorities.

The politico-administrative character and timeframe pre-determines priority DRM activities. The HFA imperative has fortunately created a vital resource for mainstreaming projects. However, the local level lags behind as changes “cascade from the top.” The pace at which local disaster governance will proceed greatly depends on the local situation - culture, politics, vulnerable areas, as well as peace and order situation.

Future Outlook Statement:
A responsive legal basis for DRM in the country’s plans and projects is necessary for things to move forward. A new law that clearly articulates the legal mandate, defines roles and responsibilities, and gives the wherewithal to DRR activities to the appropriate stakeholder is envisioned. Disappointingly, the process of drafting and advocating for a new piece of legislation has however taken almost two decades to date. The years following HFA’s adoption have created an environment of open dialogue among

various stakeholders. This has seen a healthy transformation to enable a range of activities - from knowledge sharing to partnerships. Through the new DRM law, mainstreaming DRR can be facilitated to take place in other NGAs such as Department of Tourism, where no obvious linkage may be visible under the old paradigm. National and local officials should likewise be made part of a feedback mechanism such as the national platform for DRR which is still evolving but will be clearly defined with the new DRM law.

However, local officials will need to be led steadily and consistently in order to imbibe the HFA priorities for action and what these really entail for forward planning and day-to-day operations, with the knowledge that hazards can possibly turn into disasters and development must be risk-sensitive. It is therefore needed to exert energies towards equipping LCEs and other local officials the tools to learn and implement strategies. The success of such efforts will partly be determined by the fact that they are worthy of another term. However, the objective is to attain organizational, societal and political structures that empowers and guides citizens, institutions, and businesses. Also, they are not prevented unnecessarily from contributing to society's DRR efforts so long as their input lies within the national framework.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:
Developing and strengthening institutions, mechanisms, and capacities depends much on appropriate human resources that will help manage processes. These processes are bound to be changed to conform because of the paradigm shift, the HFA strategic goals and priorities for action. The national psyche has been influenced over several years prior to HFA by media and government's attention to relief and response, and the images these represent. These images may gradually be replaced by government project activities and documentation by media.

A new frame of mind and way of doing things are gradually diffusing as the mitigation/preparedness focus gains ground. River restoration, forest management, mangrove protection, and solid waste management are being seen as linked to avoiding losses from natural hazards.

A "new" type of human resources is needed to fill in jobs with an added feature on the job description, i.e. a risk-oriented thinking. Training is supplementing the preparation of personnel with needed skills, knowledge, and attitudes. A steady supply of qualified personnel with DRR knowledge and experience is needed. The key technical experts in DRR - data collection, knowledge development, monitoring and warning services, communication and dissemination (working in warning agencies, community-based organizations (CBOs), communication technology companies, media), and response (disaster relief organizations, civil defense, NGOs) - each have a role especially in knowledge management. They can help organize knowledge resources in the form of publications and documentation in different media and contribute to develop courses - training, academic degree and public seminars. Linking phases of the disaster cycle and the process of risk management under Philippine circumstances need to be thought through by both practitioners and professionals to help evolve an emergency management field that fits the country. With their participation in education, training and research, institutions, mechanisms and capacities are envisioned to be further strengthened.

Future Outlook Statement:
The country needs a critical mass of DRR-oriented personnel so that efforts can be sustained and improvement can be steadily made in mitigation and preparedness. At the community level, the need for a core group of residents or volunteers with response capacities cannot be discounted. Nevertheless,

the demand for different levels of competencies in handling various tasks that an individual, household, organization, or enterprise needs to do for pre-event and post-event actions, is felt more strongly.

Ways and means to impart and enable access to best available and practicable tools and technologies and technologies from social and natural sciences must be in place. The development of training packages/modules for sustained capacity building activities in risk management, especially DCCs can be taken up further by NGOs and responsible government agencies. Target audiences should be sensitized to gender concerns while instilling the value of harmonizing DRR with sustainable development and integrating DRR in peace building.

The NDCC needs to intensify regular IEC campaigns for different audiences. Mass media personnel must be involved in the promotion of good CBDRM practices and Gawad KALASAG awardees who are recognized for excellence in DRM. Information materials in local languages should be developed, produced and disseminated. For Internet users, an online DRR portal can serve the needs of particular target groups that include media personnel.

Along with capacity development, LGU staff and community residents could be utilized in DRR database building at the local level; the use of Community-Based Monitoring System (CBMS), a tool promoted by the DILG could be explored.

As disaster topics have been incorporated into primary and secondary public schools, further integration of DRR in the educational system particularly in the tertiary schools should be supported.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:
Strengthening the disaster response capability of local government is a continuing concern. In relation to this, the use of cluster approach, as espoused by international organizations, in the Philippines has been beneficial in most parts. Recovery issues, however, persist as an area where uncertainty abounds, making decisions very difficult. Part of this is due to the uncertainty in terms of economic and financial soundness of actions to rehabilitate, reconstruct and recover. Focusing on economic and financial soundness will be helpful so that working backwards, response actions (and their implications on DRR) may also be reviewed.

The LCF is a ready source for funding the LGU's disaster-related activities, but may not be enough to support post-disaster rehabilitation, recovery and recovery. Dependence on external assistance is a given whether this comes from the national calamity fund or from foreign assistance. Damage from typhoon disasters alone over the period 1970-2000 average 0.5% of the country's GNP, a World Bank-NDCC study states. A much more robust way to finance disaster risk (i.e. catastrophe insurance pool, contingent credit facilities) and relieve government of the burden of disasters should be explored. Poor LGUs also expect financial help with very little fiscal incentive to do more proactive DRM. The serious funding gap needs to be reduced while the economic security of the vulnerable and poor also needs to be addressed.

Risk transfer mechanism, reinsurance and microfinance could provide a relief from cost burdens imposed on government and households. Households need to be informed of options on how to cope better financially in case of emergency.

Future Outlook Statement:
Financial and economic soundness of any action is a criterion for making decisions. While essential preparedness for response and integrating the cluster approach in DRM have been gaining adherents across the country, there is need to ensure that there is money to fund rehabilitation, reconstruction and recovery.

It is therefore important to pursue cost-effective ways and means to offset socio-economic losses from disasters and prepare a disaster-affected community and the nation for recovery. Finding out how different stakeholders may contribute towards overall cost effectiveness can be a starting point.

As the industrial and business sectors are stakeholders, DRR should be instilled as public value and an essential part of corporate social responsibility. Forms of public-private partnerships need to be understood and made more effective. Agreeing mutually to adopt public- private institutional arrangement for the post-event period may work a follows: ensure that local government can immediately act; later on national government can come to help sustain recovery not within the capability of LGUs; and involve NGO partnership for synergy. Cost effectiveness may be achieved in the harmonization of national, regional, and local initiatives rallying under a strategic plan. Utilizing existing human resources such as the pool NSTP volunteers for disaster response is another way.

Taking a serious look at how line agencies could allocate a percentage of the national budget for DRR and how feasible and appropriate it is to allocate DRR funds from Countrywide Development Fund, as proposed by some stakeholders is part of finding alternatives to cost-effective ways to deal with disasters. Lastly, establishing risk transfer mechanisms need further discussion to help in reducing vulnerability of groups/ areas exposed to hazards, in terms of providing relief for volunteers assisting in disasters and largely to deal with property loss.