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# Mainstreaming Disaster Risk Reduction in Local Governance

Proceedings of the National Conference on Mainstreaming Disaster Risk Reduction in Local Governance

**NCDRR2008**

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## The Context



### Welcome Remarks

*Atty. Monina C. Camacho*  
Executive Director, Union of Local Authorities of the Philippines (ULAP)  
*On behalf of Mayor Ramon Guico*  
President, ULAP

Atty. Camacho delivered the Welcome Remarks on behalf of Mayor Guico. She acknowledged the presence of local government officials, especially the mayors and governors, as well as international participants and representatives of local government units, national government agencies, academe, private sector and civil society.

It is hoped that local government officials will take this challenge of mainstreaming disaster risk reduction to the next level and find ways to collaborate with each other in order to mitigate the impacts of natural disasters in their respective territories.

Many cities, municipalities and provinces in the country are highly vulnerable to natural hazards like typhoons, floods, landslides, and earthquakes. This first national conference on mainstreaming disaster risk reduction marks a milestone for local governance in the Philippines. This event highlights the fact that good governance requires the integration of reducing vulnerability and risk to natural hazards in order to achieve sustainable development, especially in a disaster-prone country like the Philippines. It is hoped that local government officials will take this challenge of mainstreaming disaster risk reduction to the next level and find ways to collaborate with each other in order to mitigate the impacts of natural disasters in their respective territories.



### Opening Remarks

*Hon. Pit Heltmann*  
Counsellor and Deputy Head of Mission,  
German Embassy in Manila

The conference was also officially opened by the Deputy Chief of Mission of the German Embassy in Manila, Mr. Pit Heltmann. In his opening remarks, Mr. Heltmann pointed out that it is now commonplace knowledge that human-induced disasters have rapidly gained in importance, such as those caused by the immediate effects of overpopulation and industrialization and those caused indirectly by climate change. With regard to the latter, the most important change is one of perception rather than objective facts. This change of perception has emphasized that people are all too often the root cause of disasters. Further, disasters and their consequences are not necessarily a fate that people have humbly to submit to, but whose impact can be reduced or, in the best case, averted.

Thus, the German government, in this respect follows two main lines of action. The objective of the first line of action is global climate change. This aims at an overall reduction of greenhouse gases and preservation of forests in all countries. It is in this context that the German Government encourages all nations to ratify the Kyoto protocol and has commended the Philippines for having done so in 2003. The second line of action aims at concrete disaster risk reduction. In this respect, the German Government has identified three main challenges:

- Creation of a disaster-sensitive legal and organizational framework in disaster-prone areas.
- Implementation of mechanisms that control damage, such as early warning

systems or flood control systems.

- Design and implementation of first aid and rapid reaction systems that help limit human casualties once disaster has struck.

Mr. Heltmann further shared that the German Government shares the notion of the Philippine Government that disaster risk reduction is not an issue only for a breed of specialists but a challenge that demands mainstreaming across all policies as well as in overall developmental efforts that both governments are jointly undertaking. While acknowledging that this goal is still far from being reached, this conference is one initiative that will take mainstreaming disaster risk reduction closer to reality. This conference will help in identifying best practices and potential for better cooperation between government agencies as well as sharpen the perspective of Official Development Aid partners on both Philippine and German sides. Lastly, he thanked the Department of Interior and Local Government on the Philippine side, the German Technical Cooperation on the German side and DIPECHO on the European Union Commission for taking this initiative and wished the participants a productive discussion throughout the conference.



#### Message

*Mr. Jochem Lange*  
Country Director, German Technical Cooperation in the Philippines

Mr. Lange presented the context and rationale of the Conference, noting that natural disasters are a major threat to sustainable development worldwide. Disasters claim casualties, destroy livelihoods, hamper economic development and increase

poverty, jeopardizing the achievement of the United Nations' Millennium Development Goals (MDGs). Disaster risk reduction (DRR) therefore becomes a key to sustainable development in disaster-prone countries.

He then discussed the work of the German Technical Cooperation (GTZ), which has been supporting partner countries to implement DRR projects and programs for more than ten years. In the process, it has gained expertise in community-based DRR, capacity building for DRR, and in the establishment of early warning systems.

GTZ's long experience has shown that DRR should not comprise stand-alone measures. Thus, it is necessary to mainstream DRR into development strategies to produce efficient and sustainable impacts, particularly at the local level. In view of this, GTZ has integrated DRR in its Environmental Sector Programme in order to promote sustainable development in the country. The activities under this component include the elaboration of viable assessments of hazards and vulnerabilities, implementation of community-based and automatic early warning systems as well as local disaster preparedness planning and training. Implementing these activities on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), GTZ is supported by the Disaster Preparedness Programme of the European Commission's Humanitarian Aid Department (DIPECHO).

He further noted that in the Philippines, DRR is already high on the national political agenda. This is shown once more by the commitment of the DILG to the organization of this event. Also at the local level, DRR has become a major priority, with an increasing number of cities, municipalities, and provinces already

**This conference will help in identifying best practices and potential for better cooperation between government agencies as well as sharpen the perspective of Official Development Aid partners on both Philippine and German sides.**

**It is necessary to mainstream DRR into development strategies to produce efficient and sustainable impacts.**

becoming DRR champions and advocates. It thus becomes necessary to share lessons learned and best practices.

The Conference was envisioned to contribute towards establishing a consistent DRR system, an information sharing process, and a stronger network of DRR practitioners and decision makers in the Philippines. The successful mainstreaming of DRR in local governance heavily depends on such committed local decision makers and practitioners.

Mr. Lange concluded by encouraging the representatives of various cities, municipalities and provinces to share their experiences, benefit from the exchange of information, and take one step further towards building a culture of prevention.



#### **Keynote Address**

*Hon. Melchor Rosales*

Undersecretary, Department of Interior and Local Government

Usec. Rosales focused his Keynote Address on the need for a paradigm shift in disaster risk management in the Philippines, from a relief and response mode to one that is oriented towards mitigation, preparedness and prevention. He noted that funds, which could have been spent for upgrading basic social services, are instead channeled to survival subsidies to disaster victims or to rehabilitation of damaged crops and infrastructures. Thus, the challenge is to bring down disaster mitigation measures to the people in the countryside, communities and cities at the soonest possible time before the next major natural disaster strikes.

He underscored that under the Local Government Code of 1991, LGUs are empowered to undertake necessary disaster interventions, which may range from simple distribution of relief goods and seeds to provision of water pump and other farming facilities; rehabilitation of irrigation and water systems; putting up emergency shelter assistance centers; and rehabilitation of roads and bridges. For the DILG, some of the key activities he highlighted were as follows:

- Incorporated disaster management and preparedness in local government performance assessment system.
- Facilitated alliance building among LGUs, NGOs, emergency volunteer groups and disaster preparedness action teams.
- Encouraged and supported seminars and training workshops on disaster preparedness and emergency management.
- Urged LGUs to set up of early warning systems, identify evacuation and resettlement centers, and develop standard operating procedures on damage and needs assessment.
- Helped LGUs develop a database of high-risk populated areas in their communities and list of available medical personnel, social workers, and service providers.
- Recommended to local sanggunians or councils the enactment of resolutions allocating funds and other resources for disaster preparedness.
- Created Patrol 117, a 24-hour emergency response service
- Formed a special rescue unit and an emergency medical service
- Partnered with LGUs in public awareness campaigns

Usec. Rosales ended his speech with a call for firm and quick action to move forward. He acknowledged that while lot has been done, a lot more has yet to be done. He assured the participants that the DILG would pursue its paradigm shift agenda with the same enthusiasm that it has shown in organizing the Conference.

# The Philippine Situation: An Overview

## State of Disaster Risk Management in the Philippines

*Gen. Glenn Rabonza*

Executive Officer, National Disaster Coordinating Council

Administrator, Office of Civil Defense



### Philippines: A Disaster Prone Country

Gen. Rabonza gave an overview of the Philippines's exposure to natural hazards. He explained that the country, located in the typhoon belt in the Pacific Region, is vulnerable to typhoons, with an annual average of 20 typhoons in its area of responsibility. It is also situated in the Pacific Ring of Fire, making it vulnerable to earthquakes as well.

In the Philippines, typhoons or cyclones are the most common hazard occurrence. In 2006, around 2.38 million families were affected by typhoons and displaced 3,398 persons. The 2006 typhoons alone left 1,158 people dead, injured 3,235 injured, and 891 missing. Damage to agriculture and infrastructure reached 19.989 million pesos.

As of 2006, the Philippines ranked second in the number of people killed in disaster related events with 2,984 casualties.

As of 2006, the Philippines ranked second in the number of people killed in disaster related events with 2,984 casualties. Statistics of 2006 from CRED EM-DAT also showed that in every 100,000 inhabitants, around 4 people got killed in disaster related incidences.

### The National Disaster Coordinating Council

The National Disaster Coordinating Council (NDCC) is the highest policy-making, coordinating and supervising body for disaster management in the country. The NDCC is anchored on PD 1566 and composed of the Department of National Defense (DND) as chairman; Office of Civil Defense (OCD) as Secretariat and executive arm; sixteen (16) department secretaries; Philippine Information Agency (PIA) as director general; Armed Forces of the Philippines (AFP) as Chief of Staff; and (Philippine National Red Cross (PNRC) as Secretary-General .

The NDCC adopted the Hyogo Framework for Action (HFA) with strategic goals to integrate disaster risk reduction in sustainable development, strengthen institutions and mechanisms to build resilience, and incorporate risk reduction into emergency management and recovery.

*Moderator*

**Dr. Zosimo Lee**  
Dean, College of  
Social Sciences  
and Philosophy,  
University of the  
Philippines

*Rapporteur*

**Ms. Arni Cadorna**

Corollary to this is the paradigm shift of the NDCC, emphasizing more proactive disaster risk management instead of narrowly focusing on reactive emergency and disaster management response. In view of this, the NDCC has developed a four-point plan for action in disaster preparedness. These are the following:

- Upgrading the forecasting capability of warning agencies for hydro-meteorological and seismological hazards.
- Promoting an integrated and coherent strategic public information campaign on disaster preparedness.
- Enhancing capabilities of local chief executives and their respective disaster coordinating councils in identified vulnerable areas through disaster management-related training.
- Strengthening mechanisms for government and private sector in relief and rehabilitation.

institutionalization of the Cluster Approach in the Philippine Disaster Management System.

### Challenges for NDCC

The primary challenge for the NDCC is to help mainstream DRR as a development concern for local government units (LGUs). Another challenge is the implementation of the HFA, particularly to overcome the lack of recognition of disaster risk reduction (DRR) as a development concern. Implementing disaster risk reduction is also impeded by the lack of resources. The need for intensified capacity building in ensuring policy implementation, for planning skills, and for focused leadership are equally important challenges faced by NDCC towards mainstreaming DRR in local governance.

NDCC's  
Comprehensive  
Emergency  
Management  
Framework



Regarding disaster preparedness, programs of the NDCC include the annual observance of National Disaster Consciousness Month held every July, the search for Excellence in Disaster Management and Humanitarian Assistance (known as Gawad Kalasag), a national campaign to 'Keep the Philippines Bird Flu Free' through the National Avian Influenza Task Force, and the civil society organizations led "AI/PI Network", and lastly



PARELLEL SESSIONS

1 & 2

## Best Practices in Disaster Risk Reduction

### Institutionalizing Disaster Risk Reduction in Albay

*Hon. Jose Salceda*  
Governor  
Province of Albay



#### Objectives and Major Activities

Albay is one of the most disaster-prone areas of the country. Its population is highly vulnerable to typhoons, floods and volcanic eruption. It was severely hit by Typhoons Milenyo and Reming in 2006, which resulted in the death of hundreds of people and millions of pesos of economic losses. To avoid the same tragedy, the provincial government of Albay has made it their primary objective to achieve “zero casualty” in the event of a disaster. To reach this goal, it has instituted a comprehensive DRM strategy which includes the following:

- Pre-emptive evacuation of the whole province. This involves evacuating a community at Signal No.1 upon advice from NDCC, without waiting for Signal No.3 which is usually taken as the signal to start evacuating the affected population.
- Creation of the Albay Mabuhay Mobilization program, which consists of Albay Mabuhay as an economic strategy; Albay May Buhay for social development; and Albay May Hanapbuhay as a socio-economic plan.
- Adoption of a Disaster Risk Reduction Strategy which includes pro-active measures such as undertaking evacuation, not rescue; having an institutional orientation instead of personal; and emphasizing coordination and teamwork and not individual action.
- Using community-based DRR as basic input into the regional master plan.
- Inclusion of DRR in the Comprehensive Land Use Plans (CLUPs).
- Institutionalization of a functional Disaster Management Office through the Albay Public Safety and Emergency Management Office (APSEMO) that serves as the technical and administrative arm of the Provincial Disaster Coordinating Council. A Provincial Disaster Operation Center has also been established to serve as clearinghouse and emergency and training center.
- Creation of a landslide monitoring team, in collaboration with the Mines and Geosciences Bureau (MGB) and the Philippine Institute for Volcanology and Seismology (PHIVOLCS).
- Preparation of contingency plans for each type of hazard at the LGU level; strengthening community awareness to hazards and their impacts; and developing barangay warning

*Moderators*

**Ms. Lorna Victoria**  
Center for Disaster Preparedness  
**Atty. Violeta Seva**  
Adviser to the Mayor, Makati City

*Rapporteurs*

**Ms. Vanessa Joy Anacta, Mr. Emmanuel Garcia**

**Best Practices**

- ☑ Pre-emptive evacuation of people before a hazard strikes
- ☑ Good working relationship with other government agencies such as PAGASA and PHIVOLCS
- ☑ Existence of an early warning system, communication protocols, and community-based evacuation plans
- ☑ Clear delineation of responsibilities among disaster coordinating councils at all local levels
- ☑ Cluster approach in the recovery phase

and evacuation manuals for LGUs.

**Lessons Learned and Way Forward**

Gov. Salceda emphasized the effectiveness of pre-emptive evacuation to reduce human losses. Disaster response should also be quick. An efficient communication system must be in place to provide early warning. Investment in disaster preparedness will lead to lower response costs.

Financial assistance through PAG-IBIG, Government Service Insurance System, and Social

Security System was considered as the most flexible form of disaster relief and support to affected residents. Disaster recovery and rehabilitation should likewise be integrated in the development strategy, with “enabling dignity” as the overarching philosophy.

It was also reported that Albay is now in the process of revising their Provincial Physical Framework Plan and the CLUPs of LGUs to integrate disaster risk reduction. It will also recommend to DILG the creation of a Disaster Management Office similar to APSEMO as an organic part of the local government’s institutional framework.

Another project will also be implemented to help build an ecosystem for sustainable development. This project will help mitigate the impacts of climate change and disasters to sustain socio-economic development.



## Best Practices in Disaster Risk Reduction: The Ormoc Experience

*Mr. Jose Alfaro*  
Councilor  
City of Ormoc

**Objectives and Major Activities**

In the past years, Ormoc City has focused its attention on the rehabilitation and restoration of areas which suffered heavy devastation from the 1991 Ormoc flashflood tragedy. Mr. Alfaro shared how the disaster has led to the city’s desire to rehabilitate the area and seek assistance from experts and international aid to make the city less vulnerable to natural hazards. He reported that the Japan International Cooperation Agency (JICA), for instance, funded a 1-billion peso flood mitigation project that included building evacuation sites, construction of dikes, widening and deepening of rivers, and construction of slit or sabo dams.

Furthermore, the German Development Cooperation (GTZ) and Disaster Preparedness Program of the European Commission’s Humanitarian Aid Department (DIPECHO) also funded a project for barangays located in the Pagsangahan River basin, a catchment area of the watershed that span two municipalities. Project activities include identifying barangays at-risk, participatory disaster risk assessment, land use and hazard mapping, identification and assessment of evacuation areas, contingency planning, among others. GTZ-DIPECHO have conducted risk assessment workshops and developed a preparedness plan for the province.

### Lessons Learned and Way Forward

It was pointed out that flood mitigation measures instituted by the LGUs have been successful. For instance, less flood incidents were experienced when Typhoon Gilas, for instance, hit the region in July 2003. The beautification of the Anilao river banks likewise discouraged informal settlements from mushrooming.

Lastly, the involvement of the local community in risk assessment is necessary, most especially in barangays that are highly vulnerable to floods and other natural hazards.

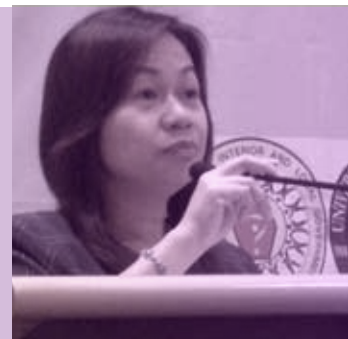
#### Best Practices

- ☑ Relocation of residents staying on river banks to safer settlement areas
- ☑ Community-based early warning system that includes rain gauges, warning bells and flood water markers

## Integrating Disaster Risk Reduction in Urban Planning: Best Practices of Makati City

*Dr. Marqueza Reyes*

Professor, Department of Geography, University of the Philippines  
Consultant, Earthquakes and Megacities Initiative



### Objectives and Major Activities

Makati City is one of the LGUs in Metro Manila that is highly exposed to the hazards of surface faulting, ground shaking, and liquefaction. According to the 2004 Metro Manila Earthquake Impact Reduction Study (MMEIRS) conducted by the Metro Manila Development Authority (MMDA) and Philippine Institute of Volcanology and Seismology (PHIVOLCS) in collaboration with JICA, a 7.2 magnitude earthquake originating from the West Valley Fault (the worst case scenario), could heavily damage 9,200 buildings or 18 percent of the total building stock in Makati City. Around 16,500 or 33 percent would be partially damaged, i.e. moderately damaged buildings which are fit for occupancy if structural repairs are done.

To reduce the risk of the city's most vulnerable section, Makati City entered into a joint undertaking with Earthquakes and Megacities Initiative (EMI), with the support of the German Disaster Reduction Committee (DKKV) and the German Federal Foreign Office, to initiate an urban redevelopment planning

project that will aim to reduce disaster risk. The project consists of four phases that must be carefully executed. The first phase is the situational analysis of the whole city to understand its development context and risk profile. Based on a multi-criteria decision-making process that will be highly inclusive and participatory, a project site for redevelopment planning will be selected. This site selection process constitutes the second phase. The third phase focuses on site analysis where the project site will be subjected to socio-economic vulnerability and capacity analysis, microzonation, building inventory and structural assessment, and emergency management assessment.

The last phase will be the process of redevelopment planning for DRR, incorporating earthquake risk factors as well as environmental pressures. Further, the redevelopment plan will be contextual and anchored on the comprehensive development agenda and land use plan of the city. The redevelopment planning process will include the following key steps:

- Planning analysis that will further engage

### Best Practices

- ☑ Proactive, systematic, pragmatic and concrete approach to reduce seismic risk, incorporating DRR in land use, and economic and social development objectives
- ☑ Locally-driven and inclusive planning process, involving different sectors and local stakeholders
- ☑ Strong support and clear commitment from the city government
- ☑ Long-term investment in DRR that other LGUs may replicate

local stakeholders in the project.

- Master planning that will lead to a preferred master redevelopment plan by the stakeholders.
- Refining and detailing of the preferred master plan, including action planning to identify programs, projects, and activities for social and economic development
- Finalizing the master plan in consultation with stakeholders.

### Lessons Learned and Way Forward

Integrating DRR in urban and land use planning as a matter of public

policy will help create safer and disaster-resilient cities. The long-term intention is for DRR to become a part of the city's regular core governance functions aside from land use planning.

Finally, Dr. Reyes stressed that the success of this pilot application in Makati City also rests on its ability to empower local stakeholders to address the risk that they face. The city can reduce its vulnerabilities and increase its resilience, one neighborhood at a time. It is hoped that empowering the community at risk will inspire other similarly situated communities, which may lead to the replication this project. Replicability need not be limited to Makati City; the project approach and methodology may be applied and used by other cities in the Philippines.



## Participatory Local Governance in Dagupan City: A Key to Disaster Risk Reduction

*Hon. Alipio Fernandez*  
Mayor  
Dagupan City

### Objectives and Major Activities

Mayor Fernandez started with a short audio-visual documentary showing the vulnerability of Dagupan city to typhoon, earthquakes, storm surges and floods. Over the years, these hazards, especially floods, have affected the socio-economic progress of the city. Fortunately, Dagupan City was selected as the project area in the Philippines for the Program for Hydro-Meteorological Disaster Mitigation in Secondary Cities in Asia or Project PROMISE, which introduced the city to a new methodology in mitigating disasters. Also implemented in Pakistan, Sri Lanka, Bangladesh and Cambodia, the project's

community-based disaster risk management (CBDRM) approach has helped the city reduce disaster risk and at the same time, helped communities adopt a culture of safety.

A technical working group (TWG) has been established to facilitate training of eight barangays chosen as pilot areas. The Barangay Disaster Coordinating Council (BDCC) has also been reactivated. The TWG and barangay representatives attended trainings on CBDRM and participatory risk assessment. They assisted the communities to make their own emergency response plans and conducted capacity building on disaster risk reduction among community members. Community

hazard maps were also generated, identifying areas that are prone to flooding, typhoon surge, earthquake, and tsunami.

### Lessons Learned and Way Forward

Communities that are well-informed cooperate and when their capacities are increased, they become capable to reduce their vulnerabilities themselves. Delineation of tasks and multi-sectoral participation are important in knowledge sharing and skills development. Community mobilization is facilitated when all stakeholders have common terms of reference and appreciation

of the project. Involving the community in DRM plan preparation is a factor in reducing disaster risk.

In conclusion, Mayor Fernandez committed to continue to involve communities in DRM planning and strengthen partnership with the private sector, local stakeholders and other organizations for financial support.

#### Best Practices

- ☑ Regular conduct of drills in schools
- ☑ Organization of barangay-level core team for capacity building
- ☑ Use of indigenous tools and practices for early warning and evacuation plans

## Mainstreaming Disaster Risk Reduction in Planning and Budgeting: Palo Experience

*Engr. Federico Lago*

Municipal Planning and Development Council  
Palo, Leyte



### Objectives and Major Activities

Palo, Leyte is composed of 33 barangays, 12 of which are flooded twice a year, experiencing one to 10 feet of floodwaters from January to February and from October to December. Triggered by heavy rains, the floodings have adversely affected communities, particularly children and elderly, with incidents of drowning, water-borne diseases, and drinking water problems.

To address this problem, the municipal government initiated a review of their local planning and development tools to incorporate DRR parameters. These were the Executive Legislative Agenda (ELA), Annual Investment Program (AIP), Local Governance Performance Management System (LGPMS), and Community Based Monitoring System (CBMS), whose performance areas include Governance and Administration, Social

Services, Economic Development, and Environmental Management. Through the adoption of a participatory hazard, vulnerability and capacity assessment following the standard risk formula, the LGU was able to identify DRR measures and integrate it into the development planning and budgeting of barangays, while streamlining it with that of the municipal government.

In the process, the following threats and weaknesses were identified:

- Weak BDCCs

#### Best Practices

- ☑ Incorporation of DRR in the Annual Investment Program such as the provision of safe and potable water to households and construction of school buildings that double as evacuation centers
- ☑ Funding DRR measures from the 20% Economic Development Fund, General Fund, Country-Wide Development Fund as well as from external sources such as the provincial government and GTZ.

- Presence of houses made of light materials
- Inadequate source of drinking water
- Absence of water-sealed latrines
- Presence of houses in hazard-prone areas
- Eroded or unstable riverbanks
- Clogged waterways and drainage systems
- Losses or damage in agricultural production and livestock.

From this list, corresponding actions and activities were identified together with the

appropriate performance area, responsible offices and potential sources of funding.

### Lessons Learned and Way Forward

Engr. Lago concluded his presentation by stating that no matter how prepared a community may be, if the stakeholders do not understand and appreciate DRR, then their projects will not be effective. The key is to take a holistic approach to disaster management and to keep the people involved and informed to effectively reduce the risk of disasters.



## Metro Manila Disaster Risk Management Master Plan

*Mr. Ramon Santiago*  
Director for Public Safety  
Metro Manila Development Authority

### Objectives and Major Activities

Mr. Santiago presented the hazards that threaten Metropolitan Manila such as tropical cyclones, fires, terrorism, and earthquakes. He then discussed the various earthquake scenarios as identified in MMEIRS, and enumerated the measures that MMDA has undertaken to mitigate the risk, within the framework of a Disaster Risk Management Master Plan (DRMMP).

He highlighted the importance of collaborating with other agencies such as EMI, Metropolitan Manila Disaster Management Council, Department of Health, Department of Social Work and Development, PHIVOLCS, LGUs, and others. He admitted that while majority of the recommended 40 high priority actions identified in MMEIRS have been accomplished, the challenge remains for all concerned to take responsibility and contribute their fair share.

For MMDA, the central idea is to generate a higher level of public awareness and transform it to measures that can be implemented. To date, MMDA has acquired tools for rescue operations, developed training courses for earthquake search and rescue, held consultative meetings to develop emergency protocols, initial deployment for collapsed structures, made available resources for emergency needs, and upgraded MMDA's public information, communication and operations control facilities.

### Lessons Learned and Way Forward

According to Mr. Santiago, people should know that they are at risk and that the threats are real. Hence, people should not be complacent. This calls for a heightened capacity of appropriate organizations to act in accordance with their mandate. General public awareness and increased safety consciousness could facilitate the implementation of DRR measures to mitigate the effects of disasters.

## Metro Watershed-Based Flood Early Warning System in the Province of Leyte

*Mr. Vincent L. Emnas*  
Provincial Administrator  
Province of Leyte



### Objectives and Major Activities

The province of Leyte is composed of three cities, 40 municipalities, and 1,532 barangays. It has a population of 1.8 million and houses one of the geothermal power plants in the country. The presence of watershed areas and constant rains from October to December makes the province susceptible to flooding. The Guinsaun landslide in Southern Leyte claimed more than 100 lives, destroyed houses and infrastructures, and demolished billions of pesos worth of properties. This event called for reflection as to what could be done and should have been done to minimize, if not avoid, losses brought about by these disasters. The province has conducted many rescue and relief operations, trainings, and distribution of goods, but proactive measures such as installing an early warning system were lacking.

One of the major initiatives of the province is the establishment of the Binahaan Early Warning System which stemmed out from its consultation with different barangays, concerned LGUs, and GTZ. Also, a multi-party agreement was made among the four municipalities traversed by the Binahaan River. They also sought assistance in acquiring rain gauges and establishing rain gauge stations all over the province. GTZ helped provide the human resources needed while also conducting related trainings.

More details about the early warning system is provided on the Binahaan River website. This is linked with the official website of the province of Leyte ([www.leyte.org.ph](http://www.leyte.org.ph)). Brochures are also distributed to help keep

the people informed about the early warning system that is being implemented in the province.

### Lessons Learned and Way Forward

One of the challenges of establishing the early warning system is coordination. With the Binahaan watershed traversing several municipalities, it is quite difficult to crystallize cooperation among the LGUs concerned. Two municipalities are located upstream, while the other two are downstream municipalities, which are more severely prone to flooding. This could lead to having different local priorities and therefore varying DRR measures to be implemented.

Another challenge raised was related to advocacy and community awareness. Further, the issue of sustainability and technology transfer was also mentioned. While rain gauges have been properly set-up along strategic areas, inadequate know-how on the proper usage of such devices remains to be addressed. Adequate training and appropriate technology transfer are necessary.

Through continued cooperation with its technical partners, it is hoped that the experience will be replicated in other areas together with the implementation of the Hazard Mapping and Assessment for Effective Community-Based Disaster Risk Management (READY) project.

#### Best Practices

- ☑ Establishment of an early warning system based on consultation with different barangays
- ☑ Multi-party agreement among concerned municipalities
- ☑ Partnership with international organizations such as GTZ



## Climate Change and Disaster Risk Reduction

*Dr. Flaviana Hilario*

Weather Services Chief, Climatology and Agro-Meteorology Branch  
Philippine Atmospheric, Geophysical and Astronomical Services  
Administration

### Objectives and Major Activities

After presenting the scientific evidence for climate change, Dr. Hilario explained how it influences DRR measures at the local level. She noted the following milestones in the international climate change movement:

- Release of the IPCC Fourth Assessment Report last February 2007.
- Bali Conference held in December 2007 in anticipation of the end of the Kyoto Protocol in 2012.
- Recent climate change significantly manifested in the Northern Hemisphere through changes in temperature, sea level, and snow cover.
- 1998 being the warmest year, which can be attributed to the occurrence of the El Niño phenomenon during that time.
- Changes in the precipitation and increased drought observed in some areas of the world.
- Rising sea level.

Resources for climate and related services should be considered as investments rather than expenditures.

In the Philippine context, climate change could be seen in the trend of rising temperatures, although with regard to annual Philippine rainfall, the trend is not statistically significant. Also, it has been observed that Mindanao experiences fewer tropical cyclones in the last 50 years. She enumerated the following findings for the Philippines:

- Significant increasing trend in annual mean temperature;

- Significant increase in the frequency of hot days and warm nights;
- No significant rainfall trends; and
- No significant trend in the total number of annual tropical cyclones.

### Lessons Learned and Way Forward

Climate change has its corresponding impacts and implications, such as the increasing frequency of floods and droughts in some areas. Natural systems particularly grasslands, corals, and mangroves are at also risk. Developing countries like the Philippines are most vulnerable to climate change even though they are not a primary contributor of greenhouse gases. This is because they have lower capacity to adapt due to lack of financial, institutional and technological resources as well as access to knowledge. Thus, climate change could have disproportionate impact on poor countries that could exacerbate inequities in health and access to adequate food, clean water and other resources in general.

She further disclosed that in terms of disaster management in the country, there is a need to move from crisis management to risk management. This means being proactive rather than reactive. Further, the value of meteorological information is taken advantage of by reducing uncertainty. Thus, the emphasis is on being useful, responsive and relevant.

Dr. Hilario concluded that resources for climate and related services should be considered as investments rather than expenditures.



## Initiatives in Mainstreaming Disaster Risk Reduction in Local Governance

### Mainstreaming Disaster Risk Reduction in Land Use Planning

*Ms. Emma Marilyn C. Ulep*

Project Manager of GIS Guidebook

Housing and Land Use Regulatory Board



Ms. Ulep gave an overview of the mandates and functions of HLURB, the primary central government agency involved in land use planning. She explained that with rapid urbanization and dramatic growth of population in urban areas, the country is experiencing increased pressures on its natural resources that contribute to the degradation of the urban environment. This is exacerbated by problems such as flooding, landslides, earthquakes and other hazards, making it even more important for cities and municipalities to continually update their Comprehensive Land Use Plans (CLUP) to steer their development in the right direction.

She then discussed the process of mainstreaming DRR in land use planning with emphasis on the Comprehensive Land Use Planning Geographic Information System (GIS) Guidebook. She noted that GIS can be useful to local planners in monitoring land-use changes towards minimizing risks in their locality. Available for download on the Internet, the guidebook provides clear steps and frameworks for incorporating GIS in the creation of DRR-conscious land use plans.

Citing lessons learned from past experiences, she argued that future developments depend on decisions made at the present and that future disasters can be avoided by proper integration of risk factors into the planning process. Her recommendations on mainstreaming DRR in land use planning include:

- Avoiding development in disaster-prone areas.
- Avoiding activities that magnify risk.
- Mitigating risk in disaster-prone areas.
- Strengthening control mechanisms in support of disaster reduction.

Future disasters can be avoided by proper integration of risk factors into the planning process.

*Moderator*  
**En.P. Liza Marie Pulumbarit-Elum**

*Rapporteur*  
**Mr. Kristian Saguin**



## Mainstreaming Disaster Risk Management in Local Development Plan: Eastern Visayas Experience

*Ms. Virginia Mabute*  
Economic Division Chief  
National Economic Development Authority - Region 8

Addressing the need for a regional DRM plan is very crucial in Eastern Visayas as the region is prone to landslides, flashfloods, typhoons and earthquakes. Ms. Mabute illustrated how DRM has been mainstreamed in local plans in spite of limited expertise and other constraints, through the initiative of NEDA-Region 8

Mainstreaming DRR in the comprehensive development plan will reduce disaster losses, build resilience of communities, and ultimately enhance development.

Office. Preparatory activities included requesting organizations such as the GTZ to capacitate the Regional Land Use Committee

and Regional Disaster Coordinating Council member agencies on DRM. The harmonization of various planning databases was also conducted, as well as a SWOT analysis of the environment.

Mainstreaming DRR was done by integrating

risk assessment in the situational analysis. Risk analysis of the area was followed by the formulation of vision, goals and strategic direction in line with higher-level plans. Programs, projects and activities aimed at reducing risk were identified and prioritized through the complementation process.

The experience identified some gaps to smoothen the mainstreaming process, such as the need to establish a database system, update existing maps, fast-track the mapping activity, improve awareness, enhance planning capacities, create a mainstreaming methodology, and institutionalize a disaster management office in all LGUs. In conclusion, Ms. Mabute stressed that mainstreaming DRR in the comprehensive development plan will reduce disaster losses, build resilience of communities, and ultimately enhance development.



## DILG Initiatives in Mainstreaming Disaster Risk Management in Local Governance

*Mr. Emmanuel Gotis*  
Director of Bureau of Local Government Development  
Department of Interior and Local Government

Mr. Gotis gave an overview of the roles of the DILG and LGUs in DRM. He then proceeded to identify the DRM concerns of LGUs, and

described the framework, planning process and structures that the DILG has adopted to address these concerns. Among the issues he

identified were:

- Lack of mechanisms for DRM
- Limited capacity to establish databases
- Lack of political will to implement laws
- Lack of mechanisms to mainstream DRM in local development plans

He reported that the DILG has been taking action to ensure that DRM is incorporated in local governance, some of which include the setting of parameters for functionality of local disaster coordinating councils (LDCCs) to strengthen them at all levels,

establishment of partnerships to replicate good practices, provision of incentives to winning LDCCs, integration of DRM in barangay DRM training, and mainstreaming of DRM in the (Comprehensive Development Plans (CDP) of LGUs. Examples of DRR programs and projects at the local level, including their funding sources, were likewise discussed. lastly, he stressed that good governance involves a DRM-responsive LGU.

Good governance involves a DRM-responsive LGU.

## International Experiences in Mainstreaming Disaster Risk Reduction in City Planning

*Dr. Fouad Bendimerad*

Chairman of the Board and Executive Director  
Earthquakes and Megacities Initiative



Dr. Bendimerad highlighted the need for a paradigm shift in understanding the link between DRR and local governance. He argued that the implementation of the HFA cannot rely on actions from central government alone; it has to mobilize resources involving the LGUs, private sector, academia, media, and the community.

Local authorities are the critical link between “bottom-up” and “top-down” DRR approaches to create sustainability and improve efficiency. Local institutions can also mainstream DRR within their governance structures much more efficiently than central government structures. Hence, they must be recognized as full partners. EMI’s mainstreaming model follows the successful integration of central coordination, local implementation, and participation of various actors such as the academe and civil society. Several sound examples of cities engaged in mainstreaming DRR in their city development plans were discussed. One case is the Istanbul Earthquake Master Plan, which was

proposed by EMI, undertaken by the Istanbul Metropolitan Municipality, developed by four leading universities, and coordinated with the national agencies. Building risk surveys, urban redevelopment and infrastructures are among the medium- and long-term projects outlined in the Master Plan.

The plan has also been responsible for driving governance and legislative reforms in the city. Other examples from Bogota, Quito, Kathmandu, Tehran, and Amman further illustrate the possibilities, successes and challenges of mainstreaming DRR in city planning. These cities tackle DRR through a comprehensive approach enabling them to take concrete actions in reducing the risk to their cities and in building more informed and prepared communities.

DRR must be transformed from a liability into an asset, and from a challenge into an opportunity.

Dr. Bendimerad concluded that DRR must be transformed from a liability into an asset, and from a challenge into an opportunity.



## Disaster Awareness in Primary Schools in Indonesia

*Mr. Waluyo*

Directorate for Kindergarten and Primary School Development  
Ministry of National Education, Indonesia

Women and children have been observed to be the most vulnerable groups in Indonesia. In recognition of this problem, the Disaster Awareness in Primary Schools (DAPS) program was created with the support of the German government and implemented through GTZ and Indonesia's Ministry of National Education. DAPS has been implemented in eight provinces involving 58,000 students nationwide, through a project team composed of trained resource persons and consultants.

The sequence of the training system involved information campaigns at the community school level, training of school staff, and teaching and evacuation drills. The capacity and skills of Indonesian teachers and the

problems associated with the Indonesian education system posed a major obstacle, but these were addressed by ensuring that the writing of modules and lesson plans are adequate and adapted to the system. The program's success has been attributed to effective knowledge transfer, professionalism of teachers, extensive experience of consultants, good selection of participants, and application of the training system.

Recent developments in the education field have been positive towards the goal of mainstreaming these experiences. The next step in the process is to send the training materials to various provinces in the country to be used by different schools.



## Learning Lessons from the Implementation of Community-Based Disaster Risk Reduction: Experiences from Asia

*Mr. Aloysius Rego*

Director of Disaster Management Systems  
Asian Disaster Preparedness Center

Mr. Rego's presentation revolved around Asian experiences in the implementation of community-based disaster risk reduction (CBDRR). He reported that since mid-1990s, ADPC has been using community-based approaches in addressing the issue of DRR. Since then, it has developed several guides for CBDRM and conducted several regional learning workshops.

He mentioned several ADPC programs related to CBDRM in South and Southeast Asia, such as the Partnerships for Disaster Reduction Southeast Asia (PDRSEA), Critical Guidelines on CBDRM, and the PROMISE project.

Mr. Rego called for a strong policy support at both national and sub-national levels, and for the allocation of budget for CBDRM initiatives at all levels.

## Disaster Preparedness and Early Warning

### Tsunami Early Warning: Lessons Learnt from Indonesian Community

*Ms. Deny Hidayati*

Researcher

Indonesian Institute of Sciences, Jakarta, Indonesia



Ms. Hidayati presented the current initiatives of the Indonesian Government in tsunami early warning, following the December 2004 tsunami tragedy. As part of its Tsunami Early Warning System (TEWS), Indonesia is in the process of installing monitoring tools and siren towers all over the country. By the end of 2007, they installed 100 seismographs and about 18 towers along the coastal areas in the western part of Indonesia.

To raise awareness about tsunami preparedness, she mentioned the use of the public education system and mass media through mobile text messages, e-mail, fax, telephone, television, and radio. A Children Science Support Program has specifically been developed to increase the knowledge of students about disasters, aside from regular community drills and simulations. At the community level, information is disseminated through storytelling techniques, capitalizing on popular local knowledge (i.e. Smong story).

The following challenges to the comprehensive and effective preparation and mitigation of tsunami disasters were emphasized:

- The TEWS has not been fully operational and effective.
- Dissemination of the TEWS to local community is still limited. The interface between the technological warning and the local communities is still missing.
- Networking among relevant stakeholders is still lacking.

It was argued that long-term programs must focus on schools by approaching the Department of Education to include disaster preparedness in formal education curriculum at all levels, and to integrate DRR into relevant subjects. Another measure is to create extra-curricular activities that would incorporate learning about preparing for disasters. Lastly, development and distribution of educational materials for primary, junior and senior high schools on DRR should also be undertaken.

**Long-term programs must focus on schools to include disaster preparedness in formal education curriculum at all levels, and to integrate DRR into relevant subjects.**

*Moderator*  
**Dr. Emmanuel Luna**, University of the Philippines

*Rapporteur*  
**Mr. Pryor Aldous Placino**



## Flood Warning System in Quezon City

*Dr. Noel Lansang*  
Disaster Control Division Chief  
Department of Public Order and Safety, Quezon City

The Disaster Control Division of Quezon City has initiated the Barangay Flood Warning System (BFWS) to raise the level of awareness of flood-prone communities and encourages people's support and cooperation in mitigating the impacts of flooding.

A bottom-up approach is practicable if the barangay is well-informed of the risk and its mitigation.

Operation and monitoring centers are set up in the pilot barangays, equipped with rainfall observers like rain gauge, water level observers, and flood marker observers. Technical assistance, real-time data and weather bulletins are provided by PAGASA to ensure that

monitoring and recording identified hazards are accurate. The BFWS particularly provides flood warning information to the barangay, identifies the need for evacuation when disasters arise, and assesses situations where rescue and relief operations are needed.

The community-based approach has been effectively employed in the BFWS. A bottom-up approach is practicable if the barangay is well-informed of the risk and its mitigation. By envisioning the propagation of a culture of prevention through the BFWS, the Quezon City government hopes that it will serve as a model and inspiration to other barangays.



## Promoting Community-based Disaster Risk Management in Vietnam

*Mr. Vu Xuan Viet*  
Project Manager  
CARE International - Vietnam

CBDRM is being promoted in different communities in Vietnam particularly in areas where floods and other natural hazards are prevalent. DIPECHO Advocacy Network Initiative (DANI) partners actively participate in CBDRM through a Joint Advocacy Project, under the coordination of CARE International-Vietnam.

Mr. Viet explained that because of

different expectations and working styles of participating agencies, DRR efforts have yielded varied outcomes. Various partner agencies are busy with their own DIPECHO projects. Further, communication and cooperation have been very limited. Hence, he called for the pursuance of joint advocacy projects to provide a platform for communicating with the government at a strategic rather than project-based level.

# Site Visit

## Makati City's Command, Control and Communications Center and Exhibit

### Disaster Risk Reduction Initiatives of Makati City

*Hon. Jejomar Binay*

Mayor  
Makati City



On the second day of the Conference, participants were driven to Makati City Hall to visit the city's Command, Control and Communication Center (C3), a 24/7 state-of-the-art disaster operations center located at the topmost floor of the City Hall. There was also an interactive exhibit and demonstration of Makati City's emergency equipment and paraphernalia, followed by an evening cocktails hosted by the City Government of Makati.

During the Site Visit, Mayor Binay discussed the DRR initiatives of the city in view of the risks that it faces. As a highly urbanized city, Makati experiences both natural and human-induced hazards such as earthquakes, typhoons, floods, chemical accidents, and fire hazards. According to MMEIRS, a 7.2 magnitude earthquake originating from the West Valley Fault could severely damage around 8,918 (17 percent) of the city's 50,381 buildings and partly damage around 16,374. Expected casualties could rise up to 12,000 individuals while 4,000 would be injured. Fire damage could cover 116 hectares with 49,000 buildings projected to be burnt down, potentially affecting 1,600 people.

**A 7.2 magnitude earthquake originating from the West Valley Fault could severely damage around 8,918 (17 percent) of Makati City's 50,381 buildings and partly damage around 16,374.**

In line with the paradigm shift from response orientation to disaster mitigation, Makati City is working with EMI along with its partners in Metro Manila, in a program called the Cross-Cutting Capacity Development (3cd) Program, to reduce disaster risk within the city as well as in the whole metropolis. Also, hazard mapping of the city's vulnerable areas was conducted by the Makati City Disaster Coordinating Council (MCDCC). A concrete result of this hazard mapping is a policy expressed in Section 46 of the Amended Makati City Zoning Ordinance. Makati is also one of the first LGUs to draft its Environmental Management Plan (EMP) that considers hazards and disasters.

Makati City continually makes efforts to partner with private, business, academic and scientific groups. The city government recently signed an MOU with EMI to implement the Makati Urban Redevelopment Planning Project in January 2008, in partnership with PHIVOLCS, German

Federal Foreign Office and the German Disaster Reduction Committee. It entered into another MOU in October 2007 with the Manila Observatory for the Multi-Hazard Urban Risk and Vulnerability Assessment of Makati City using GIS-Remote Sensing. Moreover, a component of a risk perception survey is being conducted in West Rembo from January to March 2008 through a joint project of the Department of Geography in U.P. Diliman and the National Graduate Institute for Policy Studies (GRIPS) in Tokyo, Japan.

One of the most significant DRM undertakings of the city is its Command, Control and Communications Center or C3, its nerve center in dealing with emergency and disaster situations. The city government has likewise installed global positioning systems in 35 government vehicles to keep track of response units. It also installed surveillance cameras along main thoroughfares as part of the C3 network. The city has already installed 12 closed circuit TVs to help monitor the city's streets.

Related to this are the Makati Rescue and the Makati Emergency Medical Services, which provide services for the city with its projects

on preparedness, mitigation, operational response and recovery in emergency situations.

Other DRM initiatives of the city include community-based disaster risk management through the Barangay Disaster Coordinating Council, Makati's first line of defense against disasters. Continuing programs include capacity building of city personnel, public information campaigns, and modernization of tools and equipment for emergency and disaster operations.

In spite of these accomplishments, Makati still recognizes the need for (1) translating available risk assessment results and risk information into implementable policies and plans; (2) providing an enabling legal and institutional framework to support DRR; (3) improving technical capability and institutional competencies in DRM; (4) strengthening linkages with the business community for business continuity planning; (5) stronger international institutional cooperation; (6) more resources for DRM Initiatives; and (7) sustaining all on-going DRR programs and projects.



C3: Makati City's state-of-the-art disaster monitoring center



## Financing Disaster Risk Reduction

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

*Maryse Gautier*  
Portfolio and Operation Manager  
World Bank - Manila



Ms. Gautier began her presentation by showing global trends which indicate rising costs of disasters and increasing vulnerability of developing countries. Cognizant of this need, the Global Fund for Disaster Risk Reduction and Recovery (GFDRR) was established with the “core agenda of vulnerability reduction, seeking to reverse the rising trend in disaster losses in developing countries by 2015.”

The Philippines is one of the target areas of GFDRR, having been identified as one of the most vulnerable countries in the world. It is considered as a hotspot for natural disasters, ranking fourth in exposure to multiple hazards, with 1,000 casualties annually.

The World Bank instituted the GFDRR in the Philippines with the goal to contribute in strengthening capacities of Philippine institutions at the local level to reduce vulnerabilities to the impacts of natural disasters, and manage related risks.

The GFDRR project in the Philippines operates along the following key principles:

- Focus on LGUs and use of bottom-up approach.
- Build up on and complement existing efforts to maximize resources.
- Expand stakeholders especially at the local level.

The project is divided into two phases. Phase I is focused on assessing the current policy and institutional landscape for DRM at local and regional levels. Phase II of the project will be based on the indicative activities and outputs from Phase I. It hopes to develop a holistic approach to DRM among the most vulnerable LGUs; ensure that capacities and tools are made available to these LGUs to manage risks; and enhance vertical linkages among local and regional institutions working on DRM.

The Philippines is one of the target areas of GFDRR, having been identified as one of the most vulnerable countries in the world.

*Moderator*  
**Dr. Doracie Nantes,**  
Department  
of Geography,  
University of the  
Philippines

*Rapporteur*  
**Ms. Ma. Iona  
Katrina F. Lacson**



## Financing Disaster Risk Reduction through DIPECHO's Southeast Asian Programming for 2008-2010

*Mr. Thearat Touch*  
Program Assistant  
DIPECHO

Mr. Touch reported that DIPECHO funded 13 projects in the Philippines from 1998 to 2006, amounting to about 2.6 million Euros (around 12 percent of total funding). For the Philippines, the focus of the 6th DIPECHO Action Plan is on the following:

- Enhancing coordination and networking, ownership
- Dissemination, documentation
- Integration/mainstreaming of DRR in development, education
- Innovative approaches, including urban context

- Improvement of multi-hazard vulnerability and risks assessment and identification of the most vulnerable communities
- Capacity building of local stakeholders
- Advocacy for approving a DRR legal framework and climate change adaptation

DIPECHO partners in the Philippines include Action D'Urgence, Cruz Roja Espanol, UNDP, Care NL, Oxfam-UK, and GTZ.



## UNDP's Support to the Philippines on Disaster Risk Management

*Ms. Amelia Supetran*  
Asst. Resident Representative and Portfolio Manager in Environment  
United Nations Development Program

Ms. Supetran explained the rationale for UNDP's assistance given to the Philippines. One is the changing patterns of risk such as climate change that require hastened DRR implementation. Another is the significant gaps in DRM efforts, especially in the areas of policy, tools development and financing.

UNDP devised a framework based on the HFA that will be used for mainstreaming DRM in sub-national plans in the Philippines. The UNDP follows three sets of action in implementing DRM: avoidance, risk mitigation, risk transfer.

The following activities were reported as part of UNDP's assistance to the Philippines on DRR:

- Conduct multi-hazard mapping and risk assessment for physical/land use and development planning.
- Support the development of a comprehensive multi-year DRM framework & strategic national action plan (SNAP).
- Support the development of innovative disaster risk mitigation models.
- Support climate change adaptation efforts.

## Outlook on Future Initiatives

### Future International Disaster Risk Reduction Initiatives

*Ms. Christel Rose*

Regional Programme Officer

United Nations International Strategy for Disaster Reduction Office for Asia and the Pacific



Ms. Rose started with a discussion on the role of LGUs in implementing the priorities for action of the HFA, in close coordination with national authorities. The HFA particularly calls for the prioritization of DRR in local and national policies and programs, matched with a strong institutional basis for implementation.

A positive assessment of DRR commitment in the Philippines was observed, as evidenced by various efforts aimed at mainstreaming DRR in land-use planning, education, health, early warning systems, and increasing the capacity of LGUs and communities. Yet, the challenge to translate “words into action” remains. Guidelines and laws need to be enforced effectively, and the link between national and local authorities synergized. Coordination and consultation between national and local governments must also be strengthened further to closely involve local authorities in decision-making process and facilitate the replication of good practices and successful cases of DRR in other areas.

**Guidelines and laws need to be enforced effectively, and the link between national and local authorities synergized.**

The following key international activities for DRR were highlighted by Ms. Rose:

- 2nd Meeting of the Global Platform on DRR, June 2009, Geneva
- 2008-2009 World Campaign on DRR focusing on “Safe Hospitals”
- International Day for Disaster Reduction every second Wednesday of October
- UN Sasakawa Award for Disaster Risk Reduction
- International Conference on Education (ICE) - 25-28 November 2008, Geneva
- Global Initiative for strengthened capacity building of National Platforms for DRR supported by GTZ in cooperation with UN/ISDR
- World Bank’s Global Facility for Disaster Reduction and Recovery (GFDRR)
- UCLG Congress - 15-18 July 2008, Pattaya, Thailand
- Global Media Alliance for DRR
- NGO Network for DRR

These international processes and initiatives aim to complement the ongoing laudable efforts of national governments in reducing their respective disaster risks.

*Moderator*  
**Dr. Meliton Juanico**  
Department of Geography,  
University of the Philippines

*Rapporteur*  
**Ms. Lou Angeli Ocampo**



## Proposed Comprehensive Bill on Disaster Risk Management of the Philippines

*Hon. Gregorio Honasan II*  
 Senator, Republic of the Philippines

After giving a brief overview of the status of disaster management in the Philippines, Sen. Honasan presented the salient features of Senate Bill No. 1444 titled "An Act Strengthening Philippine Disaster Risk Management Capability by Establishing the National Disaster Management Council and Institutionalizing the National Disaster Risk Management Plan, Appropriating Funds Therefor and For Other Purposes," otherwise known as "The Philippine Disaster Management Act." The bill, which is in congruence with universal declarations and principles in DRR and humanitarian assistance, is currently pending in the 14th Congress.

Among the prominent stipulations of the bill is the transformation of the NDCC from a coordinating council to a management body. The proposed National Disaster Management Council (NDMC) will have an expanded membership to include 37 members from government agencies, LGUs, and representatives of NGOs and POs. A

**A comprehensive, all-hazards, multi-sectoral, inter-agency and community-based National Disaster Risk Management Framework will be developed to serve as basis for the implementation of a National Disaster Risk Management Plan.**

comprehensive, all-hazards, multi-sectoral, inter-agency and community-based National Disaster Risk Management Framework (NDRMF) will be developed to serve as basis for the implementation of a National Disaster Risk Management Plan (NDRMP). The bills also provides for the development of Disaster Management Information System and Geographic Information System (DMISGIS)

and establishment of a National Disaster Management Center, a 24-hour operating facility to be manned by the OCD. The bill also have important provisions on funding for DRR, including the utilization of the Calamity Fund.

Senate Bill No. 1444 is but only one DRM bill among six bills relating to disaster management already pending in the Senate Committee on National Defense and Security. He lamented that previous efforts have been stalled at the Committee level due to tedious and oftentimes protracted legislative process. He further stated that there are other proposed bills that are needed to support DRM objectives. The National Land Use bill, National Mapping and Resource Information Authority (NAMRIA) Modernization bill, National Security Act and Amendments to the Fire Code of the Philippines are some legislative measures that are still pending, some languishing for as long as 15 years, in Congress.

It was pointed out that legislation is but one aspect, yet it is a necessary step to institutionalize the required DRM policies, processes, structures and funding. Sen. Honasan concluded by asking for the active participation of the participants in the legislative process by holding lawmakers accountable, engaging them and empowering them with information.

## Closing Ceremonies

The Conference culminated with the reading of the Declaration of Commitment by DILG Undersecretary Melchor Rosales and signing of the same document by all participants of the conference (See Annex 1).

Officially closing the Conference, Hon. Gilberto Teodoro, Secretary of the Department of National Defense and Chairperson of the National Disaster Coordinating Council, noted the significance of the proposed changes embodied in the comprehensive legislative bill on disaster risk management put forth by Senator Honasan. He also recognized the potential consequences of such changes, particularly in terms of the institutional

aspect, and echoed the importance of a transitional phase that Senator Honasan mentioned.

He confirmed that disaster risk reduction is indeed a priority of the government. While recognizing the key role that DRR plays in the path towards sustainable development and good governance, disaster response and recovery are equally important responsibilities that could minimize the actual impacts of disasters. He expressed satisfaction not only over the growing disaster consciousness of local governments all around the country as evidenced by the success of the conference but also the swelling ranks of proactive government officials and decision-makers who work together towards reducing the risk of natural disasters of the country.



*From left to right:*  
Sec. Teodoro  
(DND), Usec.  
Rosales (DILG)  
and Sen.  
Honasan.

## Declaration of Commitment

### NATIONAL CONFERENCE ON MAINSTREAMING DISASTER RISK REDUCTION IN LOCAL GOVERNANCE March 6, 2008, Makati City, Philippines

We hereby commit ourselves to reduce the impacts of disasters such as loss of lives and damage to economic, social and environmental assets in our respective jurisdictions by taking into consideration that good governance requires the integration of disaster risk reduction at all levels of government.

This declaration emphasizes the need to pursue coordinated and organized initiatives to promote disaster risk reduction and to support all efforts toward effective institutional arrangements for disaster risk management.

Thus we further commit to:

- Encourage mobilization of resources through a much larger segment of society and establish networking and partnership between and among LGUs, national line agencies, NGOs/POs/cooperatives and the private sector;
- Ensure that the calamity funds will be used for disaster risk reduction activities as we recognize the fundamental linkages between disaster risk reduction, sustainable development and poverty alleviation;
- Mainstream disaster risk reduction policies and plans within the framework of the Comprehensive Land Use Plan and the Comprehensive Development Plan and build upon international commitments and frameworks such as the Hyogo Framework for Action;
- Set, implement and enforce standards to ensure conformity with national policies on disaster risk reduction;
- Establish and implement systems that will make available efficient facilities and monitoring devices for possible hazards and disasters;
- Institute a rational, efficient and functional referral systems on DRR;
- Upgrade technical capacities and institutional competencies of local governments, communities, and other sectors of society in disaster risk reduction; and
- Support and undertake initiatives that will sustain measures to reduce disaster risks and promote a culture of disaster prevention and resilience.

Signed this 6th day of March, 2008 in Makati City.

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