

## **Disclaimer**

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## Country Report of the Philippines

### 1. General Information

The Philippines, located in Southeast Asia (SEA), is one of the largest island groups in the world with 7,107 islands. It has a total land area of 300,000 sq.km and a coastline of 34,000 km, the longest in the world. It is further divided into three (3) major groups of islands namely, Luzon, Visayas and Mindanao. Luzon is the biggest island group while Visayas is a melting pot of Spanish, Chinese, and Indo-Malayan cultures; and Mindanao where Chinese and Muslims are predominant. Manila is the capital city but outside Manila there are also diverse centers of commerce and industry, culture, the arts, and education. The Philippines is normally warm with abundant rainfall and gentle winds. There are three pronounced seasons: wet to rainy from June to October; cool and dry weather from November to February; and hot and dry weather from March to May. As to the latest census, the Philippine population is 98 Million not to mention the 12 million Filipinos living and working across the globe making us over 100 million and a growing population. Our system of Government is Democratic with our current President, His Excellency Benigno Simeon Aquino, III.

### 2. Natural Hazards

#### 2.2 Natural Hazards Likely to Affect the Country (Features, Tendency)

The Philippines is prone to almost all types of natural hazards because of its geographical location and geotectonic setting. Tropical cyclones and its sequential effects of rain and windstorms, as well as floods are the most prevalent types of hydro-meteorological hazards in the country. The Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) reports that every year, an average of twenty (20) tropical cyclones enter the Philippine Area of Responsibility (PAR) and five (5) of which shall be most destructive. Between 1997 and 2007, eighty-four (84) tropical cyclones entered the Philippine Area of Responsibility (PAR). These typhoons resulted to a total of 13,155 in human casualty and more than 51 million families have been affected. Economic losses due to typhoon damages in agriculture, infrastructures and private properties are estimated to reach P158.242-B. Some of the most devastating floods and landslides are triggered by these typhoons that happened also within this period. The El Nino Southern Oscillation which is a periodic disaster recorded high economic costs in just a single occurrence. In 2010, out of the almost PhP 25-M worth of damages to properties caused by natural disasters, tropical cyclones contributed to more than half. These affected more than 3 million people in that year alone.

In addition, the Philippines is situated along a highly seismic area lying along the Pacific Ring of Fire and is highly-prone to earthquakes. According to the Philippine Institute on Volcanology and Seismology (PHIVLOCS), the country experiences an average of five (5) earthquakes a day. Earthquake disasters are not as frequent as the typhoons and flooding that take place in the Philippines. Nevertheless, the impact generated on affected communities is usually massive and devastating. Earthquake-induced disasters were few in numbers and in terms of casualties. Within the 10-year period five (5) destructive earthquakes were recorded and human casualty included 15 deaths and 119 persons injured. Damage to the economy was estimated to reach P0.207-B. The 1990 Luzon Earthquake, the Moro Gulf Tsunami and the collapse of the Ruby Tower were the most notably devastating earthquake disasters in the Philippines. The Philippines is also prone to volcanic eruptions being situated along the Pacific Ring of Fire where two major tectonic plates (Philippine Sea

and Eurasian) meet. This explains the occurrence of earthquakes and tsunamis and the existence of around 300 volcanoes of which 22 are active.

Amongst these natural hazards, the Philippine government has to deal with internal disputes and threats of terrorism in some areas making us also vulnerable to this kind of political and human-induced hazards.

Environmental factors such as denuded forests aggravate flood risks. The pace of deforestation since the 1930s accelerated in the 1950s and 1960s, before falling slightly in the 1980s. Even now, the effects of loose soil and reduced forest cover from past forestry activities are felt in frequent landslides and floods. Recent events show that the annual monsoon season in the country has brought severe flooding in most areas. In 2011, most of the disasters that claimed the lives of people and affected properties and livelihoods of the most vulnerable were brought about by increased rainfall which caused massive flash flooding in areas which don't normally experience such. Between January to September 2011, more than 50 incidents of flash flooding and flooding and more than 30 landslides occurred, mostly caused by increased rainfall and illegal logging. Typhoon Sendong alone caused the lives of more than 1,000 people and damaged properties amounting to billions of pesos.

Based on the data from the National Disaster Risk Reduction and Management Council (NDRRMC), between 1990 and 2006, annual direct damages caused by disasters amount to PhP20-B per year. This is roughly 0.5% of the Gross Domestic Product (GDP) on the average per year. In 2009 alone, tropical storm Ondoy and typhoon Pepeng caused substantial damages and losses equivalent to about 2.7% of the country's GDP.

### 2.3. Recent Major Disasters:

#### **Compostela Valley Landslide on January 5, 2012**

On or about 3:00 A.M. a landslide occurred at the hilly portion of Sitio Diat 1 to Diat 700, a gold panning area in Barangay Napnapan, Pantukan, Compostela Valley Province in Mindanao. The said incident occurred due to continuous heavy rains in the recent days of January 2012. Dozens were buried alive while several shanties or houses made of light materials were wiped out. NDRRMC report reveals that 42 persons died (39 were unidentified), 16 were injured and 42 still missing.

NDRRMC Executive Director and OCD Administrator USEC Benito T. Ramos together with the Chairperson of Regional Disaster Risk Reduction and Management Council XI extended financial assistance to the families of the dead and injured victims. The Pantukan Municipal Disaster Risk Reduction and Management Council (MDRRMC) convened and came up with the following response measures: shift from search and rescue to retrieval operations. A long term intervention was also decided such as the relocation of the identified families living in the said hazard areas. Likewise, force evacuation was conducted by the local government to families who are staying in landslide area. Six houses were initially demolished as of January 11 and continuous demolition of houses were conducted in the succeeding days

### **Earthquake on February 6, 2012**

A strong local earthquake of tectonic origin occurred offshore of Negros Oriental (Tayasan) at 11:49 A.M. on February 6, 2012, located at 9.97°N, 123.14° with a depth of 10 km and a preliminary magnitude of 6.9. The Philippine Institute for Volcanology and Seismology (PHIVOLCS) received some reports of unusual sea level changes within the projected arrival of period of tsunami waves in the Negros and Cebu Island coasts. Tsunami Bulletin No. 1 for Alert Level No. 2: Be Alert for Unusual Waves was issued as of 12:31 P.M. while Tsunami Alert Cancellation was issued at 2:30 P.M. Photos showed that two to three feet waves affected the coastal areas but damages were minimal and were observed only to the trees and plants along the areas. However, 180 barangays were affected with 63,899 families or 320,165 persons. The incident claimed 51 lives, rendered 112 injured people and 62 missing. The estimated cost of damages on roads, bridges, and flood control structures were PhP383,059,000.00.

### **Typhoon Pablo (Bopha) on December 2, 2012**

On December 2, 2012, Typhoon Pablo with international name of Bopha entered the Philippine Area of Responsibility (PAR) causing devastation in the southern part of the country. A total of 711,682 families or 6,243,998 persons were affected in 3,064 barangays with 226,497 families or 973,207 persons were served inside and outside evacuation centers. Typhoon Pablo again claimed 1,067 lives (725 were identified and 342 unidentified), rendered 2,666 injured persons, and 834 missing. It also left 216,817 damaged houses (127,151 partially damaged and 89,666 partially damaged). The estimated cost of damages to properties is PhP34,409,411,197.07 broken down as follows: infrastructure PhP7,833,386,310,000.00; agriculture PhP26,526,663,474.07; and private properties PhP49,361,413.00. Like the Typhoon Sendong scenario, the President declared the State of National Calamity through Proclamation 522, dated December 7, 2012 to facilitate speedy and effective response and recovery efforts with assistance from the national and international entities.

Emergency response management was initially conducted at various levels as follows: emergency meetings, search and rescue (SAR) and evacuation operations; relief and recovery operations: 1) camp coordination management, 2) food and non-food items to include donations from non-government organizations (NGOs), local donations and International Organizations (INGOs); WASH, nutrition and psychosocial intervention; logistics: airlift, sealift and land transportation operations and telecommunications; education; and livelihood and shelter.

### **Tropical Storm Quinta (Wukong) on December 25, 2012**

On Christmas time of 2012, an Active Low Pressure Area (LPA) East of Northern Mindanao developed into Tropical Depression Quinta and further intensified into a Tropical Storm which claimed 23 lives, and rendered 3 injured persons and leaving 3 missing. Heavy rains in the mountainous areas brought severe flooding in the lowlands of the Province of Iloilo, Aklan and Capiz. A total of 70,097 families or 377,283 persons affected. Totally damaged houses reached to 1,931 while partially damaged houses were 4,522. The tropical storm caused widespread damage amounting to PHP548,129,000.00 in infrastructure, and PHP146,856,234.33 in agriculture. Local Government Units which are severely affected declared their respective province, city or municipality under the State of Calamity to be able to use a portion of their respective Local Disaster Risk Reduction and Management Fund for Response Operations.

### **3. Disaster Management System**

Republic Act 10121 or the Philippine Disaster Risk Reduction and Management Act of 2010 was passed into law on May 27, 2010 and the Implementing Rules and Regulation (IRR) was approved three months later on September 27, 2010. This revolutionary law defines the disaster management system in the Philippines. Section 5 provides for the creation of the National Disaster Risk Reduction and Management Council (NDRRMC) which is formerly known as the National Disaster Coordinating Council but its membership and functions have increased to cope with complexities of disasters at present times. The NDRRMC is headed by the Secretary of the Department of National Defense (DND) as Chairperson with the Secretary of the Department of the Interior and Local Government (DILG) as Vice Chairperson for Disaster Preparedness, the Secretary of the Department of Social Welfare and Development as Vice Chairperson for Disaster Response, the Secretary of the Department of Science and Technology as Vice Chairperson for Disaster Prevention and Mitigation, and the Director-General of the National Economic and Development Authority (NEDA) as Vice Chairperson for Disaster Rehabilitation and Recovery.

The members of the NDRRMC or the National Council are composed of fourteen line departments (DA, DBM, DENR, DEPED, DOE, DOLE, DFA, DOF, DOH, DOJ, DPWH, DOT, DTI, DOTC ), Office of the Executive Secretary, Office of the Presidential Adviser on Peace Process (OPAPP), Chairman of the Commission on Higher Education (CHED), Chief of Staff of the Armed Forces of the Philippines (AFP), Chief, Philippine National Police (PNP), The Press Secretary, the Secretary General of the Philippine Red Cross (PRC), Commissioner of the National Anti-Poverty Commission-Victims of Disasters and Calamities Sector (NAPC-VDC), Chairperson of the National Commission on the Role of Filipino Women, Chairperson of the Housing and Urban Development Coordinating Council (HUDCC), Executive Director of the Climate Change Office of the Climate Change Commission, two government funding institution namely PHILHEALTH and Government Service Insurance System (GSIS) together with Social Security System (SSS) which is a private insurance entity, five (5) local leagues such as Union of Legal Authorities of the Philippines (ULAP), League of Provinces of the Philippines (LPP), League of Cities of the Philippines (LCP), League of Municipalities of the Philippines (LMP) and League of Barangays (LMB), four representatives from the Civil Society Organizations who will focus on Preparedness, Response, Prevention and Mitigation and Rehabilitation and Recovery. There is also one member who will represent the private sector and the Administrator of the Office of Civil Defense who will act as the Executive Director of the Council. There are 38 members who are coming from various sectors in the country.

The NDRRMC or the National Council, being empowered with policy-making, coordination, integration, supervision, monitoring and evaluation functions shall carry out 17 responsibilities as stipulated in the law. The NDRRMC Chairperson may call upon other instrumentalities or entities of the government and nongovernment and civic organizations for assistance in terms of the use of their facilities and resources for the protection and preservation of life and properties in the whole range of disaster risk reduction and management. This authority includes the power to call on the reserve force as defined in Republic Act No. 7077 to Assist in relief and rescue during disasters or calamities.

Section 8 of the law stipulates the Office of Civil Defense (OCD) which shall have the primary mission of administering a comprehensive national civil defense and disaster risk reduction and management program by providing leadership in the continuous development of strategic and systematic approaches as well as measures to reduce the vulnerabilities and risks to hazards and manage the consequences of disasters.

The Administrator of the OCD serves as the Executive Director of the National Council and, as such, shall have the same duties and privileges of a department undersecretary. All appointees shall be universally acknowledged experts in the field of disaster preparedness and management and of proven honesty and integrity. The National Council shall utilize the services and facilities of the OCD as the Secretariat of the National Council. The OCD has 19 functions, duties and responsibilities as stipulated in the law.

At the regional level, Section 10 of RA 10121 provides of the creation of the Regional Disaster Risk Reduction and Management Council (RDRRMC), formerly known as Regional Disaster Coordinating Council (RDCC). RDRRMC coordinates, integrates, supervises, and evaluates the activities of the local Disaster Risk Reduction and Management Councils (LDRRMCs). The RDRRMC is responsible in ensuring disaster sensitive regional development plans, in case of emergencies, RDRRMC shall convene the different regional line agencies and concerned institutions and authorities.

Under the law, the RDRRMC shall establish n operating facility known as the Regional Disaster Risk Reduction and Management Operations Center (RDRRMC OpCen) whenever necessary.

The civil defense officers of the OCD who are or may be designated as Regional Directors of OCD serves as chairpersons of the RDRRMCs. Its Vice Chairpersons shall be the Regional Directors of DSWD, the DILG, the DOST, and the NEDA. The existing regional offices of the OCD shall serve as secretariat of the RDRRMCs. The RDRRMCs are composed of the executives of regional offices and field stations at the regional level of the government agencies.

Section 11 provides for the organization at the Local Government Level. There are Provincial, City, Municipal Disaster Risk Reduction and Management Councils that are mandated to be organized at the local levels. In the case of the Barangays, a Barangay Disaster Risk Reduction and Management Committee which is mandated to be organized and shall operate under the Barangay Development Council (BDC). The Local DRRMCs shall be chaired by the local chief executives, the Governor for the provincial level, the mayor for the city and municipal levels and the barangay captain for the barangay level. The members are the heads of various offices assigned at the local levels together with the four (4) members from the CSOs and one (1) private sector representative. The LDRRMCs have the following tasks to fulfill: 1) approve, monitor and evaluate the implementation of the local DRRM Plans and regularly review and test the plan consistent with other national and local planning programs; 2) ensure the integration of disaster risk reduction and climate change adaptation into local development plans, programs and budgets s strategy in sustainable development and poverty reduction; 3) recommend the implementation of forced or preemptive evacuation of local residents, if necessary; and 4) convene the local council once every three (3) months or as necessary.

It is also mandated that the local government units shall established a local Disaster Risk Reduction and Management Office (LDRRMO in every province, city, and municipality, and a Barangay Disaster Risk Reduction and Management Committee in the case of the barangay. The LDRRMOs shall be responsible for setting the direction, development, implementation and coordination of disaster risk management programs within their territorial jurisdiction. The LDRRMOs are permanent offices under the office of the governor, mayor and the barangay captain. The LDRRMOs have twenty-five (25) function, duties and responsibilities under this law given that the local government units are the first line of defense in every

disaster or emergency. Thus, they shall be at the frontline of all disaster risk reduction and management plans, programs, projects and activities.

### **The National DRRM Framework (NDRRMF)**

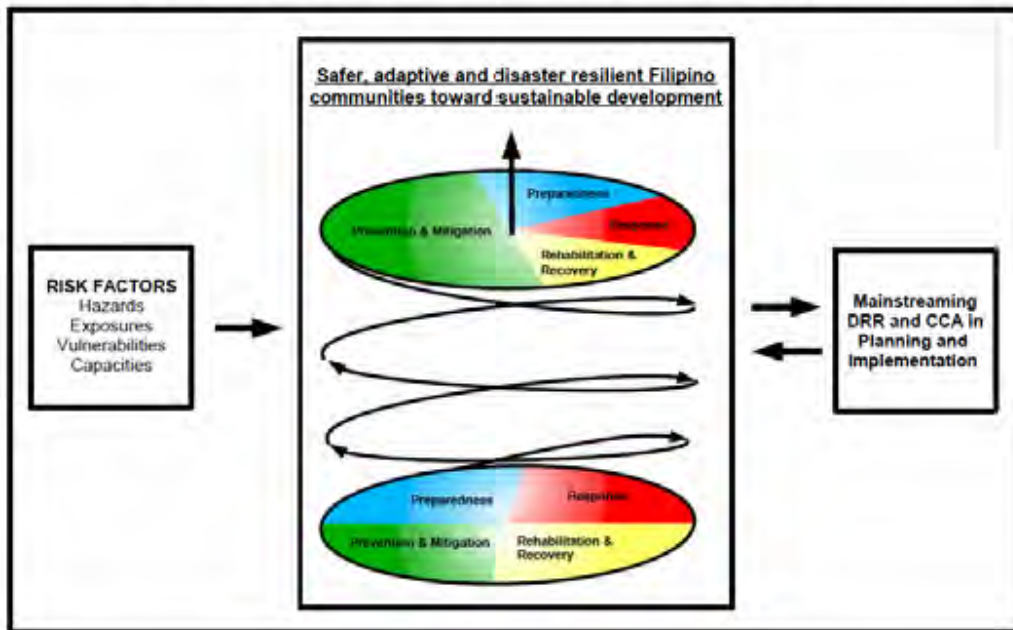
On June 16, 2011, the National Disaster Risk Reduction and Management Framework (NDRRMF) was approved by the executive committee of the National Disaster Risk Reduction and Management Council (NDRRMC). The framework is in conformity with and captures the essence and priorities of Republic Act 10121.

The Framework envisions a country which have ***“safer, adaptive and disaster-resilient Filipino communities toward sustainable development.”*** The goal is to have a paradigm shift from reactive to proactive DRRM wherein men and women have increased their awareness, understanding on DRRM with the end in view of increasing people’s resilience and decreasing their vulnerabilities. Our aim is to empower leaders and communities and to develop the “right” mindset and positive behavioral changes towards reducing and managing risks and lessening the effects of disasters. This term is about building back better or building on from our learnings, good practices, research and experiences, helping us address the underlying causes of our vulnerability and increasing our ability to adjust to the situation before us. By being adaptive, we learn to innovate and go to the next level.

Disaster-resilient communities are achieved when the risk reduction efforts have been successful and have made the people stronger (in a positive way and not just in terms of their coping mechanism), increasing their ability to bounce back after a disaster. It is important to instill the culture of safety by increasing people’s capacity to bounce back and decrease disaster losses and impact. In the end, DRRM is all about addressing the underlying causes of people’s vulnerability; building their individual, collective and institutional capacities and building back better wherein people’s lives become sustainably better.

The country is challenged by increasing disaster and climate risks caused by dynamic combinations of natural and human-induced hazards, exposure, and people’s vulnerabilities and capacities. There is an urgent need for the country to work together through multi-stakeholder partnerships and robust institutional mechanisms and processes so that Filipinos will be able to live in safer, adaptive and disaster resilient communities on the path to developing sustainably.

## Philippine Disaster Risk Reduction and Management Framework



This DRRM framework emphasizes that through time, resources invested in disaster prevention, mitigation, preparedness and climate change adaptation will be more effective towards attaining the goal of adaptive, disaster resilient communities and sustainable development. The Framework shows that mitigating the potential impacts of existing disaster and climate risks, preventing hazards and small emergencies from becoming disasters, and being prepared for disasters, will substantially reduce loss of life and damage to social, economic and environmental assets. It also highlights the need for effective and coordinated humanitarian assistance and disaster response to save lives and protect the more vulnerable groups during and immediately after a disaster. Further, building back better and building better lives after a disaster will lead to sustainable development after the recovery and reconstruction process.

#### 4. Disaster Management Policy, Plan

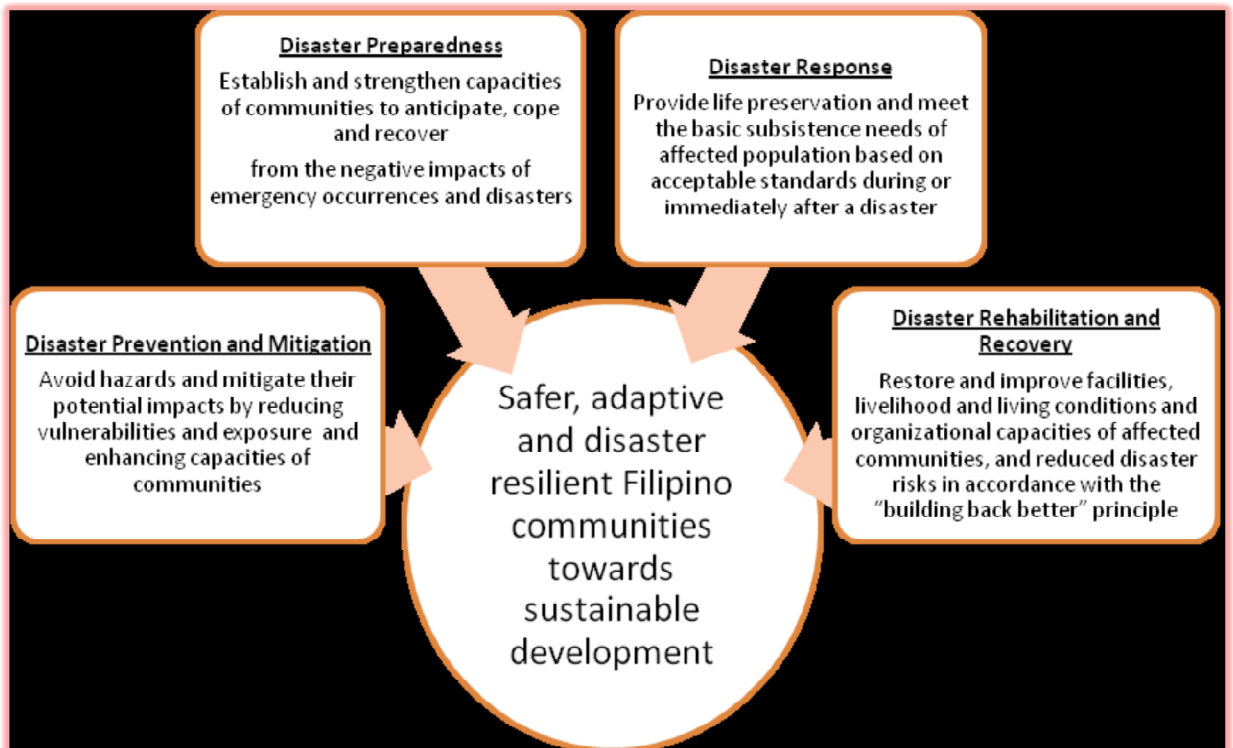
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Last but not least, the National Disaster Risk Reduction and Management Plan (NDRRMP) adheres to the principles of good governance within the context of poverty alleviation and environmental protection. It is about partnerships, working together and all of government/community approach– engaging the participation of CSOs, the private sector and volunteers in the government’s DRRM programs towards complementation of resources and effective delivery of services to the citizenry.



### DRRM Priority Areas and Long-Term Goals

In accordance with the NDRRMF, through the NDRRMP, the country envisions a **“Safer, adaptive and disaster resilient Filipino communities towards sustainable development.”** This will be achieved through the four distinct yet mutually reinforcing priority areas, namely, (a) Disaster Prevention and Mitigation; (b) Disaster Preparedness; (c) Disaster Response; and (d) Disaster Recovery and Rehabilitation. Each priority area has its own long term goal, which when put together will lead to the attainment of our country’s over goal/vision in DRRM.

These priority areas are not autonomous from the other nor do they have clear start and end points. The 4 priority areas are NOT seen as a mere cycle which starts in prevention and mitigation and ends in rehabilitation and recovery. They...

(f) **Mutually reinforce each other and are interoperable.** This means that whatever we do in one aspect will have a direct or indirect effect on the activities identified under the other aspects. Furthermore, this means that it is assumed that the level of preparedness and intensity of response activities we conduct are lessened because proper prevention and mitigation activities have been done already.

(g) **DO NOT, SHOULD NOT and CANNOT stand alone.** Because they are inter-linked, one cannot just focus on one aspect without considering the others.

(h) **Have no clear starting nor ending points between each of the aspects and overlaps are to be expected.** There are some areas which are divided very thinly by gray areas. These are activities which need to be smoothly integrated into two aspects. The overlapping activities were put into the specific aspect which could better capture its essence using the lens of that specific DRRM area and to correspond to the given parameters within which these aspects focus on. Some of these overlapping points are the following:

<b>Prevention and Mitigation</b>	<b>Preparedness</b>	<b>Response</b>	<b>Rehabilitation and Recovery</b>	<b>Prevention and Mitigation</b>
DRR and CCA mainstreaming into national and local plans and programs; LDRRMO institutionalization Hazard and risk mapping Early Warning Systems		Activities related to ensuring that (a) people are prepared and (b) response will be carried out efficiently and effectively	Restoration of life lines and basic infrastructure Early recovery Psychosocial care	Long term recovery and prevention and mitigation – building back better

## 5. Budget Size on National Level

The law stipulates a Local Disaster Risk Reduction and Management *Fund (LDRRMF)* which is not less than five percent (5%) of the estimated revenue from regular sources shall be set aside as the LDRRMF to support disaster risk management activities such as, but not limited to, pre disaster preparedness programs including training, purchasing life-saving rescue

equipment, supplies and medicines, for post-disaster activities, and for the payment of premiums on calamity insurance. The LDRRMC shall monitor and evaluate the use and disbursement of the LDRRMF based on the LDRRMP as incorporated in the local development plans and annual work and financial plan. Upon the recommendation of the LDRRMO and approval of the sanggunian or council concerned, the LDRRMC may transfer the said fund to support disaster risk reduction work of other LDRRMCs which are declared under state of calamity.

Of the amount appropriated for LDRRMF, thirty percent (30%) shall be allocated as Quick Response Fund (QRF) or stand-by fund for relief and recovery programs in order that **situation and living conditions of people in communities or areas stricken by disasters, calamities, epidemics, or complex** emergencies, may be normalized as quickly as possible. Unexpended LDRRMF shall accrue to a special trust fund solely for the purpose of supporting disaster risk reduction and management activities of the LDRRMCs within the next five (5) years. Any such amount still not fully utilized after five (5) years shall revert back to the general fund and will be available for other social services to be identified by the local sanggunian.

Section 22 of RA 10121 provides for the *National Disaster Risk Reduction and Management Fund*. The present Calamity Fund appropriated under the annual General Appropriations Act shall henceforth be known as the National Disaster Risk Reduction and Management Fund (NDRRM Fund) and it shall be used for disaster risk reduction or mitigation, prevention and preparedness activities such as, but not limited to, training of personnel, procurement of equipment, and capital expenditures. It can also be utilized for relief, recovery, **reconstruction and other work or services in connection with** natural or human-induced calamities which may occur during the budget year or those that occurred in the past two (2) years from the budget year. The specific amount of the NDRRM Fund and the appropriate recipient agencies and/or LGUs shall be determined upon approval of the President of the Philippines in accordance with the favorable recommendation of the NDRRMC. (c) Of the amount appropriated for the NDRRM Fund, thirty percent (30%) shall be allocated as Quick Response Fund (QRF) or stand-by fund for relief and recovery programs in order that situation and living conditions of people in communities or areas stricken by disasters, calamities, epidemics, or complex emergencies, may be normalized as quickly as possible.

All departments/agencies and LGUs that are allocated with DRRM fund shall submit to the NDRRMC their monthly statements on the utilization of DRRM funds and make an accounting thereof in accordance with existing accounting and auditing rules.

All departments, bureaus, offices and agencies of the government are hereby authorized to use a portion of their appropriations to implement projects designed to address DRRM activities in accordance with the guidelines to be issued by the NDRRMC in coordination with the DBM.

Section 23 of the also specifies *funding of the OCD* as lead agency to carry out the provisions the Philippine Disaster Risk Reduction and Management Act of 2010. The OCD shall be allocated a budget of one billion pesos (PhP 1,000,000,000.00) revolving fund starting from the effectivity of this Act. The National Council, through the OCD, shall submit to the Office of the President, the Senate and the House of Representatives, within the first quarter of the succeeding year, an annual report relating to the progress of the implementation of the NDRRMP.

## 6. Progress Implementation on the Hyogo Framework for Action (HFA)

On June 21, 2010, through Executive Order Number 888, the Strategic National Action Plan (SNAP) on DRR 2009-2019 was adopted by then President Gloria Macapagal Arroyo. The SNAP is a *road map* indicating the vision and strategic objectives on disaster risk reduction of the country for the next 10 years and was based on (a) an assessment of the disaster risks, vulnerability, and capacity; (b) gap analysis that identifies and maps out significant on-going initiatives; and (c) DRR activities based on the HFA that are considered by stakeholders as achievable priorities for country, with adequate relevant resources and capacity for implementation over the next three to ten years.

The SNAP for disaster risk reduction (DRR) was developed using a set of assumptions, scenarios and related information up to the year 2006. Its development and implementation were based on two guiding principles, namely:

1. DRR is directly linked to poverty alleviation and sustainable development; and
2. DRR entails the participation of various stakeholders in order to mainstream DRR in relevant sectors in the society.

Consistent with the global commitment, the Philippine SNAP aims to build the resilience of communities to disasters in order to ***“reduce disaster losses in lives, in the social, economic and environmental assets of communities and countries.”*** The SNAP has five strategic objectives and 18 priority programs, with identified target for implementation of either short term (2009-2010); medium term (2011-2015); and long term (2016-2019).

From 2007 to 2010, stakeholder consultations were conducted to develop the SNAP. However, the finalization of this document came in side-by-side with the discussions and deliberations on the new DRR law in the country especially since the latter is number one in the list of priority actions identified in the SNAP.

And so, in May 27, 2010, Republic Act 10121 or the Philippine DRRM Act was passed into law and paved the way for the need to ***“adopt a disaster risk reduction and management approach that is holistic, comprehensive, integrated, and proactive in lessening the socio-economic and environmental impacts of disasters including climate change, and promote the involvement and participation of all sectors and all stakeholders concerned, at all levels, especially the local community.”*** The Act provides for the development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising, reducing underlying risk factors, and preparedness for effective response and early recovery. Because of this, even if the SNAP priority projects have not yet fully taken off, they have been integrated into the development of this document. Likewise, the learnings and gaps from the SNAP were also taken into consideration (i.e., inclusion of a monitoring and evaluation mechanism). As part of the development of the NDRRM Plan, a general review of the SNAP’s implementation was conducted in order to see which among the 18 projects have been implemented, at what stage and when. The review assessed if the five (5) strategic objectives, eighteen (18) projects, twenty two (22) outputs, three (3) sets of timelines, and one hundred six (106) activities are still aligned with the paradigm shift called for by RA 10121 and the new NDRRM Framework and *vis-a-vis* the country’s progress on its commitment to the Hyogo Framework for Action.

Based on both the HFA progress reports and the SNAP review and using the four (4) DRRM aspects under RA 10121, the following are the country's **successes** in DRRM:

#### **Disaster Prevention and Mitigation**

- Conduct of risk assessments in various areas in the country
- Development and establishment of several early warning systems
- Development of tools on risk assessment
- Increasing involvement of communities and local government units (LGUs) in disaster risk management
- Development of DRRM mainstreaming tools into the national and sub-national planning systems
- National institutional and legal frameworks in DRRM
- Presence of functional multi-sectoral platforms
- Resource allocation

#### **Disaster Preparedness**

- Conduct of DRRM various research work
- Conduct of multi-stakeholders dialogues
- Conduct of various capacity building activities
- Development and regular review of contingency plans
- Development of information, education and communication (IEC) materials
- Development of information and database generation
- Inclusion of DRRM into school curricula (especially in basic education)
- Existence of procedures on disaster communication

#### **Disaster Response**

- Established institutional mechanisms for disaster response operations
- Improved skills in search, rescue and retrieval operations

#### **Disaster Rehabilitation and Recovery**

- Mainstreaming of DRR in social, economic, and human settlements development plans
- Conduct of post disaster assessments
- Integration of DRR into post-disaster recovery and rehabilitation processes
- Incorporating DRR elements in planning and management of human settlements

### **Lessons Learned and Gaps Identified**

DRR has gained a lot of attention and momentum in the country over the past several years. Numerous projects and activities have been undertaken by various Philippine stakeholders and agencies in DRRM. However, sustaining the positive results and scaling them up to effect rippling positive changes in the lives and livelihoods of the people have been constant challenges. Threats remain. Disasters and people's risk to disasters are still present.

#### ***Addressing the underlying causes vulnerable***

At the heart of DRR is addressing the underlying causes of people's vulnerabilities. For the past several years, DRR in the country has focused more on efforts around disaster preparedness and response and not so much in identifying the hazard-prone areas and other factors which contribute to people's exposure to disasters; incorporating risk analysis to development plans; and building people's capacities towards sustainable livelihood options. Although DRR has

been gaining attention among peoples and institutions, complete paradigm shift from “disasters as an immediate product of hazards” to “disasters as a function of people’s vulnerability” has not yet fully happened. To be able to reduce the risks of people to disasters, more attention must be given towards proper, continuous and sustained conduct of disaster risk assessments (hazards, vulnerability, exposure) and using them to mainstream into development plans DRRM and CCA activities and priority areas which will address the underlying causes of vulnerabilities of the people. To address these causes, the availability of different livelihood options for people should also be seen as a way of reducing their vulnerability especially in times of disasters.

### ***DRR versus CCA***

Although these two acronyms are essentially linked, conceptual and operational divides exist. Understanding that these two, when converged only mean one thing – increasing people’s capacity to adapt to the changes and hazards brought about by the climate and reducing their vulnerabilities. In the country, DRR and CCA are not only seen, in general, as two opposing concepts but they are likewise divided by institutional arrangements and have worked in isolation from each other. Because of the effects of climate change, more hazards are expected to hit the country, which in turn will affect the most vulnerable communities, exposing their lives and livelihoods to more risks. By increasing the resilience of people to disasters through risk reduction efforts, people will be able to adapt to the effects of climate changes and become less vulnerable.

### ***Mainstreaming of DRR and CCA into development plans***

Because DRRM and CCA are not viewed within a sustainable development framework by most agencies and communities, the development of programs are done intermittently or only when there are disasters. Also, programs and projects are not sustained because they are not mainstreamed into the development plans and more importantly, into national and local policies – both of which will secure sustained funding and political support.

### ***Information, capacities and skills on DRRM and CCA***

Even if a number of IEC materials have already been produced on disasters, most of them still highlight just disaster preparedness and response. Development of information and campaign materials which will help people understand DRRM and CCA, how they link together, and how these two concepts contribute to the reduction of their risks to future disasters are of utmost importance soonest. Likewise, having institutionalized mechanisms for knowledge development, sharing and management will contribute to the documentation, replication and scaling up of good practices on DRRM and CCA.

### ***DRRM and Disaster Response complement each other (and it is not either or)***

With increased and sustained efforts in DRRM, lesser disaster response in the future is envisioned. However, in a country like the Philippines, where more and new hazards continue to be present, disaster response operations need to be continuously enhanced within a risk reduction approach. By ensuring that the country does disaster risk mitigation, prevention, preparedness, recovery and rehabilitation; creation of better, more and more sustainable institutional mechanisms, and applying the learnings from good practices in DRRM, better, more effective and efficient and lesser disaster response will take place.

### ***Building capacities of peoples and institutions***

Continuous, targeted and competency-based capacity building programs on DRRM and CCA should be developed and conducted in order to be effective and responsive to the needs of peoples, communities and institutions. These capacity building activities will help build understanding and skills with the end in view of really applying DRRM and CCA principles, concepts, and concrete action steps towards building their resilience.

### ***Building back better***

The combination of increased knowledge and capacities; mainstreaming into development plans and programs; and building institutional mechanisms through monitoring, evaluation and learning, building back better can be achieved. Over time, improvements in the way DRRM and CCA are addressed should be seen. DRRM can and will happen if acts are put together and each stakeholder becomes a better and more capable and more resilient to disaster and climate risks.

### **Recent Major Projects on Disaster Risk Reduction (DRR)**

The recent major projects in DRR are geared towards the implementation of the NDRRMP where major programs, projects and activities are being implemented through time with partners and cooperating organizations, at the local, national and international levels.

### ***Institutionalization of the Incident Command System (ICS)***

During the first ASEAN Committee on Disaster Management (ACDM) Meeting held in Brunei Darussalam on December 9-13, 2003, the ACDM formally adopted the ASEAN-US Cooperation on Disaster Management Program, with focus on Incident Command System (ICS) Capability Building for the ten (1) ASEAN Member States (AMS). The US Agency for International Development (USAID), which is the principal funding agency of the Program, has tapped the US Department of Agriculture-Forest Service (USDA-FS) as the Program Implementing Agency.

The ICS Model introduced under the ASEAN-US Cooperation on Disaster Management provided the framework for adaptation of an appropriate and suitable model for on-scene disaster response and management system within the AMS respective jurisdictions, at the same time, to facilitate joint disaster emergency response and interoperability among ASEAN Member States. The ICS could also effectively address some persistent issues and problems arising at on-scene level such as who's in-charge on-site especially when the incident involves multi-agency participation and multi-jurisdictional, too many responders, too many people reporting to one supervisor, unclear lines of authority, no check-in procedures, and unclear incident objectives. The on-scene disaster management tool introduced to the AMS under the Cooperation has proven to be an effective disaster response mechanism at the scene level and has been utilized by the US and adopted by a number of other countries. It is now emerging as the common international language of disaster response.

In the Philippines, the NDRRMC, through the Office of Civil Defense (OCD), took the lead in the implementation of the ASEAN-US Cooperation on DM. Partner agencies are the Department of Local Government - Bureau of Fire Protection (DILG-BFP), Department of Health (DOH), Department of Social Welfare and Development (DSWD), Philippine National Police (PNP), Armed Forces of the Philippines (AFP), Philippine Red Cross (PRC), Metro Manila Development Authority (MMDA), Fire National Training Institute (FNTI), Subic Bay Metropolitan

Authority (SBMA), the City Government of Olongapo, Davao City Rescue 911 and Amity Public Safety Academy (APSA).

Hence, in line with the objectives of AADMER and RA 10121, the Government of the Philippines through the NDRRMC, hereby adopts and integrates the Incident Command System (ICS) as an on-scene incident management mechanism within the Philippine Disaster Risk Reduction and Management System (PDRRMS). Towards this end, regular conduct of ICS training for disaster managers and responders at all DRRMC levels, non-government organizations and private sector agencies and organization of Incident Management Teams for disaster response and management at the on-scene level should be pursued and integrated in the ICS development and capacity building program of all DRRMCs and other agencies concerned .

Thirty-two (32) participants from partner agencies have successfully completed the above courses and certified as ICS National Cadre of Instructors by the NDRRMC-OCD and United States Department of Agriculture – Forest Service (USDA-FS). They are now constituted as the core of the NDRRMC Incident Management Team (NIMT) who can be mobilized by the National Council, as necessary, to assist in on-scene disaster response and management in affected areas of the archipelago.

To date, various regions, provinces and municipalities as well as highly urbanized cities have conducted the Basic/Intermediate ICS Course, Integrated Planning and Incident Management Teams (IMTs).

#### ***Urban Search and Rescue (USAR)***

The Office of Civil Defense (OCD) Training Division, in partnership with RedR Australia, is currently conducting Urban Search and Rescue (USAR) Training of Trainers on February 4-23, 2013 at Amity Public Safety Academy (APSA), Bacolod City. The said activity is the 1st batch of USAR Training organized by the NDRRMC-OCD and RedR Australia funded by the Australian Agency for International Development (AusAID) under the Technical Assistance Project on Capacity Building for Disaster Response for the NDRRMC.

The participants for this training are representatives from the Bureau of Fire Protection National Headquarters and Regional Centers, Davao Central Rescue 911, Makati Rescue, Pasig Rescue, Subic Bay Metropolitan Authority, Olongapo City Rescue, Negros Rescue Federation, APSA, and OCD.

The instructors for the training are seven (7) USAR Technical Specialists from RedR Australia. Two more batches of USAR Training are scheduled to be conducted in April and June 2013 and another batch in 2014.

OCD envisions the USAR training as a building block for the formulation and accreditation of at least four (4) USAR Teams by the UN International Advisory Rescue Group (INSARAG) for strengthening the Philippine USAR Capacity.

#### ***JICA –OCD DRRM Capacity Enhancement Project***

Japan International Cooperation Agency (JICA) has extended a JPY 370-million technical cooperation project with the Philippines' Office of Civil Defense (OCD). The three-year Disaster Risk Reduction and Management (DRRM) Capacity Enhancement Project started in March 2012. In its first implementation year (March 2012 to April 2013), JICA is sending consultants-experts to the OCD headquarters in Manila to help form and review their DRRM plan. Work to



improve coordination among agencies concerned with DRRM will also start during this time. JICA is also helping draw up DRRM activities, train human resources, and establish community-based disaster management systems throughout Metro Manila and so-called pilot areas outside Metro Manila or to other regions in the country. Pilot areas are identified on the first year. The DRRM plan will be rolled out fully in target sites in the next two years. One of the thrust is that enhancing response capacity is the most effective way to manage and reduce disaster risks. Likewise, the aim is for the Philippines to become more disaster-resilient which will stabilize the region and improve overall conditions, economically and otherwise.

**ADRC Counterpart:**

Office of Civil Defense (OCD)  
National Disaster Risk Reduction and Management Council (NDRRMC)

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