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*3cd Program*

Disaster Risk Management Master Plan  
(DRMMP) implementation in  
Metropolitan Manila

In partnership with

MMDA – PHIVOLCS and  
Quezon, Makati and Marikina Cities

**Field Trip # 4 Report**

November 29 - December 5, 2005

# Disaster Risk Management Master Plan (DRMMP) implementation in Metropolitan Manila

Field Trip No. 4  
November 29 – December 5, 2005

## Table of Contents

Executive Summary .....	3
Introduction.....	4
Objectives .....	5
Proceedings .....	6
Proceedings .....	7
Mainstreaming Disaster Risk Reduction In The Metropolitan Planning.....	7
Proceedings .....	9
A Second Workshop For The Focus Groups.....	9
Proceedings .....	10
Land Use And Urban Planning Tools For Disaster Risk Reduction	10
Resource Group .....	11
Agreements And Follow Up.....	12
Next Steps .....	13
Attachment 1.....	14
Focus groups Reports.....	14

## Executive Summary

Field Trip No. 4 of the implementation of the DRMMP for Metro Manila consisted of a second “focus group” meeting and two separate seminar/workshops centered on the theme of *mainstreaming disaster risk reduction in Metro Manila*. The field trip were part of the activities of EMI’s 3rd Program Implementation Team (PIT) and was hosted by the Metropolitan Manila Development Authority (MMDA) and the City of Marikina, one of the three pilot cities engaged in the program. These three specific activities were part of a week-long agenda that also included the promotion of the recently launched **Megacity Disaster Risk Management Knowledge Base** ([www.pdc.org/emi](http://www.pdc.org/emi)) and an internet-based **Map Viewer** for Metropolitan Manila. The lessons learned from these activities will serve as input for developing a specialized training aimed at building local institutional capacity in land use and urban planning and disaster risk reduction at the city level.

A complete report is attached and will be distributed to the participants. Salient points include:

1. Given MMDA’s authority to engage in development planning, urban renewal, and public safety, it has a key role as the lead facilitator in the process of integrating disaster risk reduction measures in the day-to-day operations of local government units, by being a role model in disaster risk management, by setting standards, and by promoting a safer, disaster-resilient metropolis.
2. Through its coordinating function, MMDA has the capacity to create a unified vision for a safer Metropolitan Manila, setting a framework of action for risk reduction and promoting cross-sectoral, cross-boundary and inter-institutional partnerships at all levels.
3. MMDA could also play a key role in improving coordination between local, regional and national levels land use and urban development agencies; and promote a partnership to harmonize the individual efforts of cities and municipalities towards a concerted risk reduction effort.

Five focus or focus groups are currently developing their own action plans, integration and time frames. As a product of this interaction several concrete actions to facilitate the implementation of a comprehensive DRMMP in Metropolitan Manila have taken place:

1. Enhancement of risk communication tools through an internet based GIS Map Viewer and the collection and dissemination of sound risk reduction practices.
2. Initial set of capacity building programs targeted to the reduction of megacities disaster risk starting with a training program aimed at practical techniques for incorporating risk factors in land-use and urban planning.
3. An evaluation of existing training on DRM in Metropolitan Manila and an assessment of gaps and needs.
4. The integration of the private sector, professional organizations and NGOs in the process of disaster management in the city
5. Amendment of a new bill sponsored by NDCC/OCD that integrates disaster risk management criteria and a statement to be included in the Mid-Term Philippine Development Plan addressing the need of incorporating risk reduction perspective in future development plans.

MMDA’s consideration to this report can lead to policy changes that affect current ways of introducing risk reduction actions in this city’s customary operations, thus setting a world-wide example for improved Disaster Risk Management (DRM) in the megacity context.

## *Introduction*

This is the fourth field trip that the 3cd Program Implementation Team has undertaken to Metro Manila since the launching of the program in August 2004. During the most recent previous interaction with the city stakeholders in August 2005, five focus groups were constituted to assume a leading role in the development of specific activities that would progressively direct the implementation of a DRMMP in this important megacity:

1. **Use of Technologies for risk communication and awareness (ICT)**
2. **Incorporation of risk reduction criteria in comprehensive land use plans (CLUP)**
3. **Training assessment and capacity enhancement for DRM (TNA)**
4. **Mobilizing resources among NGOs and professional organizations in DRM process**
5. **Review legal and institutional arrangements to improve DRM delivery (LIA)**

Focus groups or working groups are the mechanism put in place by the 3cd Program to promote ownership amongst local policy makers, researchers, practitioners and other stakeholders from the private and organized community sectors. It is also envisioned as a good option to build capacity within a core multidisciplinary group that will take on the DRMMP implementation process with the assistance of the international associates of the program. Therefore, this seems to be the best option for institutionalizing the efforts of a number of local organizations engaged in the program and for providing sustainability to the process.

Another important milestone for the advancement of the agenda for disaster risk reduction for megacities and complex urban metropolises took place during this period. A cooperative agreement was reached among the United Nations Development Program through its Bureau for Crisis Prevention and Recovery (UNDP/BCPR), the ProVention Consortium, and the Earthquakes and Megacities Initiative ,(EMI) for a three-component project preparatory phase to include:

- **Component No. 1: GLOBAL AGENDA** – Development of an operational framework and a consensus agenda for the establishment of a global forum for urban and megacities disaster risk reduction – Contribution to UNDP's SAS 3, Increased Investment in Risk Reduction
- **Component No. 2: REGIONAL AGENDA** – Strengthening and consolidation of regional megacities networks – Contribution to UNDP's SAS 1, Increased Capacity for Risk Reduction
- **Component No. 3: LOCAL AGENDA** – Mainstreaming disaster risk management in megacities – Contribution to UNDP's SAS 2, Risk reduction integrated with development

Some of the expected outputs/indicators of this new partnership include the following:

- The testing and adoption of models such as the ***Disaster Risk Management Master Plan*** (DRMMP) as a systematic approach for mainstreaming disaster risk management of megacities.
- The description and specifications of e-learning tools and methods specific to disaster risk management of megacities such as the DRM Knowledge Base and the Map Viewer.
- The initiation of a set of capacity building programs targeted to the reduction of megacities disaster risk starting with a training program aimed at practical techniques for incorporating risk factors in land-use and urban planning.
- The understanding of megacities' institutional and legislative systems and the possibility to monitor and influence their application in the context of improving governance and encouraging greater participatory processes.
- The improvements of local disaster risk management practices and contribution to local disaster risk reduction in several megacities including, in the near term, Metro Manila, Mumbai, Kathmandu, and Quito and the duplication of these experiences in other cities in the future.

The December 2005 field trip to Metro Manila was the opportunity to integrate the partnership arrangements of EMI's 3cd Program which also involves other associates and sponsors such as the Pacific Disaster Center (PDC) in the USA, Kobe University and the Earthquake Disaster Mitigation Research Center (EdM-NIED) both in Kobe, Japan, the United Nations International Strategy for Disaster Reduction (UN-ISDR), the Organization for Economic Cooperation and Development (OECD) and several in-country partner cities and institutions.

### *Objectives*

The overall purpose of each one of the field trips and related activities undertaken in Metro Manila is to build partnerships and promote the development and implementation of a DRMMP for the city.

Promoting the Megacity Disaster Risk Management Knowledge Base -MDRM-KB and the collection of Sound Practices to enhance the data base was also a priority in this latest visit to Metro Manila.

The opportunity was taken for initial steps regarding the design and implementation of a training program aimed at practical tools and techniques for incorporating risk reduction criteria in land use and urban planning processes.

Also, a strategic discussion regarding 3cd program goals and timelines in Metro Manila with the contribution of the local investigator, EMI Secretariat delegates and representatives of PDC and EdM was set up during this field trip.

The specific objectives for the December 2005 field trip were:

*Specific Objectives:*

1. To hold a second focus groups' workshop to learn about their recent activities, consolidate specific agendas and link them to the whole DRMMP process and framework.
2. To conduct a seminar-workshop addressed to MMDA's directors and heads of offices on the integration of disaster risk reduction concepts in their normal operations and planning practices.
3. To conduct a seminar-workshop addressed to planning officers of the 17 Local Government Units comprising Metro Manila on practical tools and mechanisms to incorporate risk reduction concepts in their existing planning machinery.

*Proceedings*

Three separate seminar/workshops were organized in cooperation with the Metropolitan Manila Development Authority (MMDA), the city of Marikina and the Philippine Institute of Volcanology and Seismology (PHIVOLCS), with the support of the 3cd Program Implementation Team and the EMI Secretariat.

December 1, '05	Mainstreaming Disaster Risk Reduction in Metropolitan Planning, at the MMDA Building
December 2, '05	Focus Groups Workshop, Marikina Hotel, Marikina City
December 5, '05	Land Use and Urban Planning Tools for Disaster Risk Reduction, PHIVOLCS Auditorium

Each one of the events counted on the participation of roughly 40 delegates, and the methodology of dividing the participants in small groups notably facilitated the discussions and active participation of the local representatives.

In addition to the above described activities, the 3cd PIT, including the local members in Metro Manila, were able to conduct a planning session that included a debriefing on the December events in the city, a discussion on follow up mechanisms and a proposal for next steps. Work in progress in Kathmandu and Mumbai was also evaluated to decide future steps. Following is a summary of the deliberations and recommendations from each of the three events.

## *Proceedings*

### **Mainstreaming Disaster Risk Reduction in the Metropolitan Planning** December 1, 2005 Workshop

#### **Background**

Metropolitan Manila is a political subdivision and public corporation constituted into a special development and administrative region by RA 7924, which creates the Metropolitan Manila Development Authority (MMDA) to administer the affairs of the National Capital Region.

MMDA is tasked to perform planning, monitoring and coordinative functions and exercise regulatory and supervisory authority over the delivery of certain metro-wide services. The 14 cities and 3 municipalities, designated as local government units (LGUs) encompassing Metro Manila, continue to exist and administer their respective affairs relating to purely local matters.

MMDA's mandates and scope of functions require a cross-cutting capacity development to address the attendant hazards and risks that are posed for Metro Manila. R.A. No. 7924 mandates MMDA to formulate, coordinate and implement Public Safety Programs in Metro Manila. P.D. No. 1566 provides for the establishment of a Metropolitan Disaster Operations Center (DOC) and the Metropolitan Manila Disaster Coordinating Council (MMDCC) with the MMDA Chairman (then, Metro Manila Governor) serving as its Presiding Officer in Ex-Officio capacity.

#### **Objectives of the MMDA workshop**

- ❖ To raise the participants' level of understanding and appreciation of the principles of Disaster Risk Management (DRM)
- ❖ To discuss how disaster risks in the metropolitan area can be reduced by incorporating DRM practices in the planning and operations of the different departments and offices of MMDA
- ❖ To illustrate through case studies and lessons learned from other cities specific ways and means of reducing vulnerability and risk.
- ❖ For the departments/offices of MMDA to come up with concrete action commitments to incorporate disaster risk reduction measures in their planning and operations.

## Structure of the workshop

- ❖ In the morning, we heard from Ms. Cora Bautista Cruz, assistant general manager for planning, and Mr. Ramon Santiago, director of special operations, about MMDA's role in the Disaster Risk Management process, its relationship with EMI's 3cd Program for Manila and the purpose and organization of the workshop.
- ❖ Then, Fouad Bendimerad, EMI's executive director, presented concepts, principles and programs for disaster risk management planning; and selected tools being developed by EMI and its partners in the context of their involvement in Metro Manila.
- ❖ In the afternoon the participants were divided into three groups according to their operational responsibilities to discuss some of the key issues related to "mainstreaming" of DRR within MMDA. A format to facilitate the discussions was provided by the organizers.
- ❖ In the plenary session reports from the small group discussions were presented to get additional insights, and the session was completed with concluding agreements.

Thirty-two directors and heads of MMDA offices attended this one-day workshop, following a diagnostic on the need to strengthen the capabilities of this regional body on integrating risk reduction concepts in its regular planning operations. A more detailed report on this workshop is provided in the attachment; however, the most relevant points of discussion are presented in this section:

1. The implementation phase of the Comprehensive Land Use Plans or the Development Plans is inherent to each one of the local government units (LGU), either the cities or the municipalities.
2. This condition may diminish the role and legal authority of MMDA regarding land use and planning as surfaced during the small groups' discussion. However, MMDA should be seen as a coordinator and facilitator to promote the incorporation of risk reduction tools in every day planning processes. By setting standards and examples of this new approach, MMDA is expected to become a role model hence increasing its leadership role as a coordinating agency.
3. MMDA has the capacity to create a unified vision for a safer Metropolitan Manila, setting a framework for action based on previous and current risk reduction programs in the city and promoting ample cross-sectoral and inter-institutional partnerships at all levels, thus certainly adding to this effort.

## *Proceedings*

### **A second workshop for the Focus Groups**

December 2, 2005

Mrs. Ma. Lourdes C. Fernando, Mayor of Marikina City, welcomed close to 75 participants representing several private and non governmental organizations as well as the national, regional and local government units to a one-day workshop organized by the city and the EMI's 3cd Program.

Dr. Renato Solidum, Director of PHIVOLCS and local investigator for the 3cd Program, referred to the workshop purpose and structure. Dr. Marqueza Reyes, EMI research associate, chaired and facilitated brief presentations from the leaders of each one of the Focus groups on the activities carried out in the period August-December 2005. After that, the participants were convened in their five groups to discuss:

1. Status and update of their work plan
2. Accomplishments and next steps
3. Timelines and leading teams to carry out specific actions
4. Identification of other stakeholders that need to be incorporated in the process
5. Specific actions to integrate their work with that of other Focus groups in furtherance of the DRMMP goals for Metro Manila

In the afternoon, a plenary session was organized and facilitated by Mr. Ramon Santiago of MMDA, where a representative from each one of the Focus groups reported on individual action plans, time lines and issues concerning their areas of influence.

As a product of this interaction several concrete actions have taken place in the city which will facilitate the implementation of comprehensive DRMMP in Metropolitan Manila in the near future, among them it is worth mentioning the following:

6. The enhancement of risk communication tools among different actors in the city, particularly an internet based GIS Map Viewer and the collection and dissemination of sound risk reduction practices through the Megacity Disaster Risk Management Knowledge Base hosted by the Pacific Disaster Center.
7. The initiation of a set of capacity building programs targeted to the reduction of megacities disaster risk starting with a training program aimed at practical techniques for incorporating risk factors in land-use and urban planning.
8. An evaluation of existing training on DRM in Metropolitan Manila and an assessment of gaps and needs.
9. The integration of the private sector, professional organization and NGOs in the process of disaster management in the city
10. The amendment of a new bill sponsored by NDCC/OCD that incorporates disaster risk management criteria and which will soon be sent to the congress, a statement to be incorporated in the Mid-Term Philippine Development Plan related to the need of incorporating risk reduction criteria in the development plans.

## *Proceedings*

### **Land Use and Urban Planning Tools for Disaster Risk Reduction**

December 5, 2005 Seminar/Workshop<sup>1</sup>

Delegates from 11 out of 17 Local Government Units (LGUs) encompassing Metro Manila attended the Seminar/Workshop entitled “Land Use and Urban Planning Tools for Disaster Risk Reduction” hosted by the Philippine Institute of Volcanology and Seismology, PHIVOLCS.

Several options to reduce urban vulnerability and other tools to assist city planners in their endeavor to integrate disaster risk reduction measures through their usual planning processes were presented. Real cases were used to illustrate how comprehensive land use plans and zoning can integrate sound risk mitigation and preventive actions for lessening risk in urban centres.

Familiar planning tools such as zoning, community participation, GIS, and information and education programs were discussed in the plenary session by local and foreign specialists to illustrate how the local comprehensive land use planning process could be utilized to reduce disaster risks and promote a culture of disaster resilience.

Dr. Renato Solidum welcomed the participants and referred to the natural hazards faced by Metro Manila and how the 3cd Program is expected to assist risk reduction efforts in this city. Dr. Fouad Bendimerad introduced the objectives of the workshop and Dr. Marqueza Reyes addressed the topic risk-sensitive land use planning to reduce urban vulnerability. On going programs to incorporate DRR through development plans and guidelines for a standardized procedure were illustrated by EnP. Emma Ulep from the Housing and Land Use Regulatory Bureau, HLURB. The civil society was represented by Mr. Rolando Libang and Mr. Roger Mina who addressed two interesting community-based initiatives through the Citizen’s Disaster Response Center and the Construction Safety Foundation. Mr. Jim Buika from the PDC showed the potential use of the Megacities Disaster Risk Management Knowledge Base and the Metro Manila Internet Map Viewer as useful tools for planning purposes.

Preparing a comprehensive land use plan is a regular, iterative activity of cities and municipalities. During the workshop, it was established that disaster risk reduction measures are being practiced by the LGUs as part of their customary land use planning process, e.g. production of flood-prone areas map. Several LGUs, however, conduct risk reduction practices on an ad-hoc per-need basis instead of treating it as part and parcel of land use planning. Most LGUs pointed out institutional constraints such as inadequate training on disaster risk management, insufficient number of personnel, and inadequate equipment.

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<sup>1</sup> M. Reyes, EMI research associate, reporting on the land use and planning training/workshops for Metro Manila, Jan. 2006

Lessons learned after the workshop include the realization that there is an urgent need for government institutions involved in land use and urban development planning at the local, regional, and national levels to engage in active partnership with one another, for the inclusion of risk reduction standards and criteria in planning, and for harmonization of individual efforts of cities and municipalities to come up with a concerted risk reduction effort.

Conclusions and recommendations derived from the discussion include:

- Disaster risk reduction is an effort just emerging in the Philippines; it has had a good start since almost all LGUs have adopted comprehensive land use plans (CLUP). By December 2005, 85% of the towns have their plans submitted, 55% of them are under an updating process.
- The Housing and Land Use Regulatory Board –HLURB, which is the national organization in charge of providing the guidelines for the development of CLUP, is also reviewing their own manuals. The GIS “cookbook” seems to be a good option to facilitate this effort.
- The necessity to promote partnerships at all levels was sought by the participants as indispensable to successfully engage in the implementation phase. PHIVOLCS, HLURB, MMDA and the LGUs need to build a strong alliance to make this process stronger.
- The 3cd Program can contribute to the conceptual framework recently completed by the HLURB to assess how disaster risk reduction has been integrated and provide some actual examples from other megacities around the world.

### *Resource Group*

<b>Name</b>	<b>Organization</b>	<b>Email</b>
Renato Solidum	Director PHIVOLCS	<a href="mailto:solidr@phivolcs.dost.gov.ph">solidr@phivolcs.dost.gov.ph</a>
Cora Bautista-Cruz	Asst. General Manager for Planning, MMDA	<a href="mailto:oagmp_mmda@yahoo.com">oagmp_mmda@yahoo.com</a>
Ramon Santiago	Director for Special Operations, MMDA	<a href="mailto:mon_santiago78@yahoo.com">mon_santiago78@yahoo.com</a>
Emmanuel Luna	Professor, UPI	<a href="mailto:lunakids@ibahn.net">lunakids@ibahn.net</a>
Emma Ulep	Head Information Technology, HLURB	<a href="mailto:eulep@hlurb.gov.ph">eulep@hlurb.gov.ph</a>
Rolando Libang	Citizens Disaster Response Center	
Roger Mina	Executive Director Construction Safety Foundation	<a href="mailto:rtmina@yahoo.com">rtmina@yahoo.com</a>
Leyo Bautista	PHIVOLCS	<a href="mailto:leyo@phivolcs.dost.gov.ph">leyo@phivolcs.dost.gov.ph</a>
Fouad Bendimerad	Executive Director, EMI	<a href="mailto:fouadmail@sbcglobal.net">fouadmail@sbcglobal.net</a>
Violeta Seva	EMI Secretariat	<a href="mailto:vsseva@yahoo.com">vsseva@yahoo.com</a>
Jim Buika	Senior Manager, PDC	<a href="mailto:jbuika@pdc.org">jbuika@pdc.org</a>
Neil Britton	Team 4 Leader, EdM/NIED	<a href="mailto:neil@edm.bosai.go.jp">neil@edm.bosai.go.jp</a>
Antonio Fernandez	3CD Component 2 Coordinator, Team 4-EdM/NIED	<a href="mailto:tony@edm.bosai.go.jp">tony@edm.bosai.go.jp</a>
Jeannette Fernandez	3CD Component 1 Coordinator, EMI/PDC	<a href="mailto:jfernandez@pdc.org">jfernandez@pdc.org</a>
Marqueza Reyes	Research Associate, EMI	<a href="mailto:mclreyes@yahoo.com">mclreyes@yahoo.com</a>
Tara Ledesma	EMI Secretariat	<a href="mailto:tara_led@yahoo.com">tara_led@yahoo.com</a>

## *Agreements and Follow up*

The field trip meetings and discussions resulted in the following agreements:

1. To develop training curriculum on the integration of DRR in land use management and urban planning. Dr. Marqueza Reyes, EMI research associate and expert on this specific field will be in charge of the technical proposal of the curriculum. Dr. Reyes will count on the assistance of the 3cd Program implementation Team and external reviewers whenever needed. The whole team will also participate in the delivery process for the course(s). The land use and planning modules will be pilot tested in Metro Manila, but they are expected to be used as models to be adopted to local realities through the 3cd Program's active cities.
2. Tools developed through the 3cd Program are expected to be used with these training modules, in particular the Metro Manila Map viewer and a collection of Sound Practices from the Megacity Disaster Risk Management Knowledge Base, both products being developed with the Pacific Disaster Center. Mr. Jim Buika is in charge of the coordination of specific actions such as the technical visit of Mr. Todd Bosse, GIS analyst; and Arturo Daag of PHIVOLCS will act as the focal point for ICT Task Group Activities.
3. The EMI Secretariat and Metro Manila Local Investigator are in charge of designing a strategy to formalize the participation of Task Group Members in order to institutionalize efforts from different parties involved.
4. Ms. Tara Ledesma of the EMI Secretariat will set up e-discussion groups for every Task Group, and members are encouraged to register and actively participate in the exchange. This is seen as a good option for sustainability of the groups, provided that both the moderator and the members will be fully engaged.
5. For a better and comprehensive work, the five focus groups in Metro Manila require strong support from the EMI Secretariat, so the possibility of having a local person to do this coordination will be explored. This is also seen as a good mechanism to promote and transfer full ownership of the program to the local groups.
6. The need of looking for additional means to keep local groups permanently informed about 3cd Program activities was a consensus among PIT members. Options for improvement include: a) having a mailing list of the participants in each one of the events organized so they can get copies of the field trip reports and other relevant documents produced; b) having a e-letter for the project that can be hosted by PDC and/or EMI web pages; c) contribute articles and short notices through regular local publications. Tony Fernandez and Marqueza Reyes are in charge of exploring options regarding where a 3cd Program column can be published.
7. The structure and organization of future workshops should be re-visited to allocate more time for discussion among city stakeholders. Jeannette Fernandez will

coordinate this activity with Ms. Shirley Mattingly, Program Director, and Marqueza Reyes, EMI research associate.

8. Consider an orientation activity for the members of the Metro Manila Disaster Coordination Council, MMDCC, since they should be the main users of the DRMMP.

### *Next Steps*

1. Dr. Fouad Bendimerad will prepare a letter for MMDA Chairman Bayani Fernando to inform about the most relevant findings from the three activities carried out in December in Metro Manila
2. Jeannette Fernandez will put together a fieldtrip report.
3. Jim Buika and Arturo Daag will coordinate technical activities related to the Map Viewer design and implementation in Metro Manila, expected for the first week of January 2006.
4. Dr. Antonio Fernandez, component 2 coordinator, will perform a gap analysis based on existing DRM training needs assessment and existing training options in Metro Manila to design a proposal for the 3cd Program training segment. This should be linked as much as possible to the “principles of the megacity”, as has been already suggested by N. Britton through his paper.
5. Dr. Neil Britton will send four documents to be uploaded on the knowledge base, they relate to the activities that task group No. 5 has been undertaking while reviewing current legal and institutional arrangements in the Philippines.
6. The 3cd PIT should conduct a detailed analysis on how the scopes of work of individual focus groups relate to the overall objective of implementing the DRMMP for Metropolitan Manila and the integration of specific agendas of the three pilot cities, Makati, Marikina and Quezon and the Metropolitan Manila Development Authority.
7. The 3cd PIT should develop some kind of indicators to measure progress through the Focus groups’ activities and propose a schedule that incorporates targets, deliverables and resources for the next 2-3 years of the program.
8. The next field trip to Metro Manila was tentatively scheduled for April 24-28; it is expected that during this field trip, the following actions can be accomplished: a) A second phase of the Comprehensive Land Use and Planning training; b) A training exercise for the Metro Manila Map Viewer; c) First workshop to develop a megacity-specific indicators system related to monitoring and evaluating disaster risk reduction at the local level.

*Attachment 1*  
*Focus groups Reports*

**Group No.1**  
**Information and Communications Technology (ICT)**  
**Prepared by Jim Buika, Task Group 1 leader**

**Members**

1. Arturo Daag (PHIVOLCS, FG 1, Group Coordinator)
2. Jim Buika (PDC, co-moderator)
3. Renato Solidum (PHIVOLCS, co-moderator)
4. Absent Ramon Santiago (MMDA)
5. Joseph Jajalla (MMDA)
6. Josie Sy (MMDA)
7. Felino Castro (Ninoy) (OCD)
8. Augusto Lorenzo (Nonoy) (OCD)
9. Kathleen Almonte (Makati City Hall)
10. Jorge Serrana Jr. (City Planning – Quezon City)
11. Mhel Daroy (Marikina)
12. Lisa Palomar (Marikina)
13. Tara Ledesma (EMI, recorder)

**Meeting Summary**

ICT Focus Group Point of contact – Art Daag (PHIVOLCS)

The focus group meeting met its objectives of 1) collecting initial feedback from stakeholders on risk communications tools for Metro Manila, developed as part of the 3cd Program, and 2) preparing for the next ICT Focus Group Meeting which will be held the first week of January at PHIVOLCS. For the next Focus Group Meeting, Mr. Todd Bosse, GIS Analyst, developer of the Map Viewer, will travel to Manila to meet with the Focus Group membership and to conduct ICT surveys for MMDA, PHIVOLCS, and OCD as well as meet with Marikina City, and Quezon and Makati Cities. Todd Bosse dates are tentatively set for Tuesday, January 3 through January 6, 2006.

The session focused on reviewing the Prototype Metro Manila Internet Map Viewer for 1) functionality, symbology, and scenarios (three), 2) data set content review, consensus, and additional data collection, and 3) implementation and training requirements and next steps. The Focus Group developed a consensus on Action Items, listed below, and a timeline to implement the risk communications tools.

In preparation for the next ICT Focus Group meeting and additional PDC ICT Survey Interviews in first week of January, the following actions were agreed to.

## **Actions PDC**

- Next Focus Group Meeting, Proposed for January 3.
  - Visit by Todd Bosse, PDC, GIS Analyst, January 3-6, 2006
  - Todd Bosse to coordinate through Art Daag, PHIVOLCS to set up interviews with MMDA (and GeoData consultancy), PHIVOLCS, OCD, Marikina, Makati, and Quezon
  - Purpose: Obtain detailed feedback on Metro Manila Internet Map Viewer and conduct ICT surveys for MMDA, PHIVOLCS, and OCD
  - Proposed schedule, and interview activities in Attachment 2.
  - Output: Improve Data content, functionality, and look and feel of map viewer, Interviews conducted to develop Map Viewer Implementation Plan
- Todd Bose to: Review meeting notes on Map Viewer review below

## **Actions MMDA**

- Josie Sy become POC for ICT Group (represent Ramon Santiago)
- Ramon to identify a second person
- Josie to provide additional data sets to PDC by Jan 3.

## **Actions PHIVOLCS**

- Arturo Daag, [asdaag@yahoo.com](mailto:asdaag@yahoo.com), is the focal point for ICT Focus Group
- Invite NAMRIA to join ICT Focus Group, by Dec 17.
- Communicate with ICT organizations to designate secondary persons for ICT Focus Group, by Dec 17.
- Art Daag to collect Metro Manila Internet Map Viewer comments and feedback by December 31.
- Set up Sir Todd PDC interview schedule by December 17 and communicate with Todd Bosse, [tbosse@pdc.org](mailto:tbosse@pdc.org), (see Attachment 2)
- Coordinate half day Focus Group meeting during January 3-6 timeframe. (suggest Jan 3, 1:00 – 4:00 PM)

## **Actions EMI**

- Set up Yahoo Group
- Coordinate and host future Map Viewer Training, (April timeframe). Work with PHIVOLCS to engage National Defense College as possible training venue.

## **Actions OCD**

- Add a bulletin board function for collecting Map Viewer comments – Felino Castro, by Dec 17.
- Set up courtesy visit with Administrator for Todd Bosse during January visit.

## **Actions All**

- Review membership and comment on additional membership by December 17.
- Review Metro Manila Internet Map Viewer and provide feedback to Art Daag, [asdaag@yahoo.com](mailto:asdaag@yahoo.com), by December 31.
- Provide any additional data sets on disk to Arturo Daag by Dec 31 for Todd Bosse, PDC arrival.
- Provide final data sets to Arturo Daag by January 25, 2006 for forwarding to PDC.

**Focus Group 2**  
**Proposed Implementation Timeline**  
**(Dec-June 2006)**

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Aug-Nov05: Obtain Data & Build Prototype Viewer  
 Dec-Jan06: ICT Focus Group Improve Viewer & Add Data  
 Feb-Mar06: Develop Implementation Strategy (Phase 1)  
 Apr-Jun06: Test, Transfer & Training (Phase 2 & 3)

**Group No.2**  
**Comprehensive Land Use and Planning (CLUP)**  
**Prepared by Cherry Rose Tena, TG2-chair; and**  
**Marqueza Reyes, TG2-coordinator**

**Members and Organization**

1. Quezon City	Cherry Rose Tena	chair
2. MMDA	Veronica Villamor	co-chair
3. PHIVOLCS	Angelito Lanuza/Mayla Panol	coordinator
4. EMI	Marqueza Reyes	coordinator
5. MAKATI	Merlina Panganiban/Shane	
6. MARIKINA	June Aguilar w/ alternate	
7. HLURB	Nora Diaz	
8. NEDA	William Sese	
9. DILG	need to be contacted	
10. DPWH	need to be contacted	
11. ACADEME	SURP Dr. Rye; CSWCD Dr. Luna	
12. UNDP	Sharon Gil	
13. PROF. ORG.	PICE, ASEP, PIEP to be contacted	

## Agenda

- a) Status of land use plans of the three 3cd pilot cities, Makati, Quezon and Marikina
- b) Means to integrate disaster risk reduction in the comprehensive land use planning (CLUP) process of LGUs
  - i. Use of MMEIRS database – status of database, possible MOA and data sharing guidelines, possible coordination with Task Group 1, ICT
  - ii. Updating of the planning guidelines of HLURB
  - iii. Training of planning officers on disaster risk analysis and risk communication, possible coordination with Task Group 3, TNA
  - iv. Policy development, integration and harmonization of zoning ordinances, for example fault setbacks.
  - v. Construction and building standards, possible coordination with Task Group 4 dealing with professional organizations.

During the period August-December 2005, Task Group 2 had undertaken three major activities that promoted the consolidation of this working group:

- a) Meeting on September 23, 2005 at the Shoe Hall in Marikina City to draw an initial work plan for the group
- b) Viewing of MMEIRS data base at MMDA on October 2005
- c) Introduction of the 3cd Program and the DRMMP concept to the CPDCs in their monthly meeting with MMDA on October 27, 2005.

The group discussed the items on the agenda during the workshop. On the status of comprehensive land use plans (CLUPs) of the partner cities, Marikina City as reported by Mr. Jun Aguilar, City Planning and Development Officer, was still in the stage of reviewing and presenting amendments, particularly on setback requirement and height limits of buildings. The height limit requirement came about as a result of the higher level of awareness of disaster risk by the city officials and decision makers. Marikina City used to have no building requirement to attract investors. Marikina City also reported that it has established the Earthquake Library and Museum, housed at the Marikina Sports Complex, as a means to promote disaster awareness and preparedness. The city was at this time building up the content of the museum/library. Another DRM measure undertaken by the city was the conduct of earthquake drills designed specifically to address the needs of disabled children.

In the case of Quezon City, according to Engr. Cherry Rose Tena of the City Planning and Development Office, the CLUP was scheduled for review and updating in 2006. DRM, to some extent, has been incorporated in the existing CLUP with the provision on the mandatory 5.0 m wide easement on both sides of the fault trace. Engr. Tena then briefly discussed the “Faultline Greening Project” of the city. The project aimed at establishing a green corridor along the fault trace. This green corridor was to serve as open space, hence, no intense activity is allowed thereat. It would also serve to

physically identify the fault alignment. It was also mentioned that a study of cities traversed by the West Valley Fault could follow the lead of Quezon City in dealing with disaster risk factors such as the existence of earthquake fault in one's territory. Another city in Metro Manila known to have its own fault zone ordinance was Muntinlupa City. Dr. Marquez Reyes that such an ordinance could incorporate the notion of public disclosure for existing natural hazards by property professionals.

The Focus Group proceeded to talk about the potential ways and means of facilitating the mainstreaming of disaster risk reduction objectives into the comprehensive land use planning process of cities in Metro Manila. The use of the results of MMEIRS study conducted by JICA together with MMDA and PHIVOLCS was emphasized. The group was informed by Arch. Cora Medallo of MMDA that they were still improving and updating the MMEIRS database as part of the contract with GEODATA. As soon as the data update is completed, testing and commissioning will be conducted by the MMDA GIS team. In the meantime that the data sharing guidelines among the MM LGUs have not been finalized, the MMEIRS data can be utilized by accessing the PDC website, as presented by Mr. Jim Buika of FG1.

Another planning tool that could integrate DRR in CLUP was the national planning guidelines issued by the HLURB. Dr. Reyes reported that the revision of the planning guidelines was almost through and the new set of volumes would be available in January 2006. Because the invited participants from HLURB could not attend the workshop, the members stressed the importance of HLURB representatives in future activities of the TG.

There was a consensus among the members that there was a need for the planning officers and technical staff involved in land use planning and zoning to be trained on disaster risk analysis and risk communication, if DRM was to be mainstreamed in the planning process. EMI would lead the design of the training modules with the help of FG2. The FG will be instrumental in the assessment of local planning capacity for disaster reduction. Further cooperation between the FG and EMI will be necessary to deliver the training curriculum on land use planning and disaster risk reduction. The help of FG3 will also be sought on this matter.

Regarding the related topic of construction and building standards as a planning tool to reduce disaster risks, the group agreed to coordinate with members of FG4 who are represent structural and civil engineering professional societies and other similarly concerned groups.

Lastly, the group identified other stakeholders to be invited to its activities, namely: professional organizations such as PICE, ASEP, PIEP; academe such as SURP and Miriam College; and other national government agencies such as DPWH, DILG, and OCD.

## Next steps

- Immediately formalize the partnership of FG2 members. Renato Solidum and EMI Secretariat
- MMDA and 3 pilot cities' Planning Offices to come up with an activity plan, time table and resources to incorporate RR activities in their regular/daily operations. QC, Makati, Marikina, MMDA
- Find out current GIS capabilities and identify hardware, software and training needs in each pilot city. Discuss exchange of GIS soft data. PHIVOLCS, MMDA, Pilot Cities
- Coordinate with FG3 for TNA and FG4 for NGOs and Prof. Organizations for integration into FG2 activities
- Assess training needs of LGU's Planning Offices on LUP and DRM. EMI Secretariat with the assistance of FG2 members.
- Design and progressively implement the training program. EMI Secretariat with the assistance of FG2 members.
- Hold a follow up meeting in Marikina on Feb/06. Jun Aguilar

Task Group 2 – Action Plan				
	Short	Med	Long	Responsible
-Formalize participation of FG2 members	X			EMI and LI
-Constitute Permanent LUP-WG	X			EMI and LI Local Organ.
-Formulating a DRR Plan for settlements	X			Pilot Cities + MMDA
-Use of GIS for Planning	X			Pilot Cities + MMDA
-Integrating LUP on DRM Tools and mechanisms	X	X	X	Pilot Cities + MMDA *
-Clustering LGUs for inf. Dissemination and networking	X			
-Training	X	X	X	3cd, MMDA, Pilot Cities
* Consultation with HLURB				

**GROUP NO. 3**  
**Training Needs Assessment (TNA)**  
**Prepared By Antonio Fernandez, Task Group 3 Leader**

**Members (partial)**

- |   |  |
|---|--|
| 1. Geraldine “Gerlie” M. Santos (Makati)<br>Discussion leader | 6. Reynaldo Verzonilla (DPOS, Quezon City) |
| 2. Ma. Corazon “Cora” Macasieb (MMDA)                         | 7. Antonio “Tony” L. Fernandez (EDM-EMI)   |
| 3. Susana “Susan” Cruz (OCD-NCR)                              |  |
| 4. Mylene Villegas (Phivolcs)                                 |  |
| 5. Tony Razal Jr. (Marikina)                                  |  |

**Agreements And Accomplishments**

1. Functions of the Working Group
  - Develop training module/s in a capacity building approach
  - Meet as needed to do the work plan -Frequency of meeting – finance?
  - Consult with other working groups to determine areas of commonalities in relation to the develop and conduct of trainings; the training design will need inputs, training needs from the other working groups
  - Training needs assessment (TNA) survey of LGUs; assessment of training module and post training assessment
2. Core group members determined. Each of the local government units represented (namely, Makati City, Marikina City, Quezon City, including Metro Manila Development Authority) will have a representative and an alternate. Note: the core group shall be referred to as the Training Needs Assessment Working Group (TNAWG) as Leyo Bautista suggested before.
3. TNA activities ( see below).

**NEXT STEPS/WORK PLAN**

Date(s)	Activity	Person(s) concerned
ASAP	1.1 Send TNA studies, TNA questionnaire, and training modules using community-based disaster management approach to Tony Fernandez	TNAWG members
	1.2 Collate and analyze TNA studies and questionnaires and training modules	Tony Fernandez
Dec 31, 2005 (Sat.)	2 Send comments on the TNA draft questionnaire to Tony Fernandez	TNAWG
Jan 11, 2006 (Wed)	3 TNAWG Meeting to agree on TNA questionnaire and update work plan. Venue: Makati City Hall	TNAWG; Gerlie (Makati City); Tara Ledesma (EMI)

Mid-March 2006	4 TNAWG Workshop to discuss TNA results and validate training module(s) to be used for the TNAWG Assessment Workshop	To be decided
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### Status as of 2 December 2005

#### Activity 1.1 and 1.2:

At the workshop, the following were submitted to Tony Fernandez:

- (a) a list of training programs conducted by OCD-NCR for CY2005 by Susan Cruz
- (b) programs of instruction of four (4) courses MMDA's Directorate for Special Operations do.

#### To do:

	Task description	Person(s) in charge
Task 1	Request Dr. Carmencita Banatin for the TNA questionnaire used by her office (Department of Health-NCR)	Tony Fernandez/ Susan Cruz
Task 2	Send copy of "Evaluation of Philippine Disaster Management Training Programs, 2001-2003" by T.M. Randall (Cranfield Disaster Management Centre, 2003) to Tony Fernandez	Susan Cruz through Precy Duque
Task 3	Accept invitation to join the " <b>Yahoo group</b> " and register ASAP	All TNAWG members who have not registered/ Tara Ledesma

#### AREAS OF COOPERATION WITH OTHER FOCUS GROUPS (FGs)

1. Feedback on training needs discussed in the FGs
2. List of training courses related to disaster risk management

#### SUGGESTED SUSTAINABILITY MECHANISMS

1. Establishment of a core group that will work on the work plan activities;
2. Use of the "**Yahoo group**" for exchange of work and communication;
3. Agreement on the initial work plan by all participants

**Group No.4**  
**Mobilizing resources among NGOs and Professional**  
**Organizations in DRM process**  
**Prepared by Nelson B. Doroy, Task Group 4 moderator<sup>2</sup>**

Engr. George Genota chaired the FG4 discussions. The discussions took off by identifying issues that deal with the roles of the civil society, NGOs, professional organizations, and academe in disaster risk management (DRM) and in developing a master plan for DRM for Metropolitan Manila. A total of 13 issues were recognized, namely: 1) Safety of non-engineered structures; 2) Improving the safety of engineered structures; 3) Identifying the risk areas as indicated by MMEIRS; 4) Advocacy and role of NGOs; 5) Metro Manila as the model for a national level DRM; 6) Preparing a matrix plan for government agencies and NGOs; 7) DRM for existing critical facilities; 8) Earthquake drills and trainings at barangay level; 9) Structural assessment, review implementation, training of inspectors, database of inspector-volunteers and the availability of the database to LGUs; 10) Participation of medical groups and other professional organizations; 11) CBDRM; 12) Inviting other engineering societies and industry federations; and 13) Resource inventory and database maintenance.

Similar issues were then grouped to lessen redundancies. These clusters of issues were then named as activity groups of which coordinators and members were assigned amongst the FG4 participants. The activity groups and their respective coordinators are: 1) Technical standards, training, and professional standards of practice – Engr. Genota, Dr. Pacheco and Engr. Ison; 2) Advocacy and coordination – Ms. Bautista and Ms. Abat; 3) CBDRM, corporate sector, and academe – Mr. Mina; and 4) Networking and communication – Ms. Serion and Ms. Amarillo.

Action items are also assigned for each of the activity groups. The action items for the abovementioned activity groups are: 1) Group 1 – Group TOR, OCD chair letter, new structural and building code seminar, identification of professionals, professional organizations, maintenance of database, development of manuals, and benchmarking with other EMI cities; 2) Group 2 – Group TOR, Feb. 14 earthquake drill, MMEIRS and 3CD briefing, and development of advocacy materials; 3) Group 3 – Group TOR, Feb. 14 earthquake drill, and stakeholders identification and consultation; and 4) Group TOR, stakeholders identification and consultation, and development of communication strategy.

It was also reported that a Yahoo group account for FG4 ([3cd-f4@yahoogroups.com](mailto:3cd-f4@yahoogroups.com)) has already been created to facilitate communication amongst the members. The moderators of this e-group are Mr. Doroy and Ms. Ledesma.

Lastly, it was agreed that there would be another FG4 meeting next year to be organized and coordinated by EMI. The draft agenda are: 1) Review and consolidation

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<sup>2</sup> Project Development Officer, Office of the Mayor, Makati City Hall

of FG TOR; 2) Working agenda of FG4; 3) Action plan and timeline; 4) Progress report for some action items; and 5) Briefing and integration of new stakeholders. The agreed meeting date is 19 January 2006, Thursday, from 9:00 am to 12:00 nn at the office of the OCD, Camp Aguinaldo.

Activity	Coordinators	Members	Action Items	Timeline
1. Technical standards / training / professional standards of practice	Engr. George Genota Dr. Benny Pacheco Engr. Ronaldo Ison	Ferdie Robert Tiglao Ben Caliao Joey Pino Boy Espiritu Nelson Doroy	a. Group TOR b. Letter from chair to OCD c. New structural and building code seminar for civil society (ASEP/PICE & UAP) d. Identification of professionals, professional organizations and maintenance of database e. Development of manuals/guidelines f. Benchmarking with other EMI cities	a. 1 page TOR – Dec. 15 b. Midterm meeting – Jan. 19 @ OCD @ 9-12
2. Advocacy / coordination	Leyo Bautista Penny Abat	Margeline Serion Teresa Amarillo	a. Group TOR b. Earthquake Drill (e.g. Feb. 14) c. Briefing on MMEIRS & 3CD d. Development of advocacy materials	a. 1 page TOR – Dec. 15 b. Midterm meeting – Jan. 19 @ OCD @ 9-12
3. CBDM / corporate sector / academe	Roger Mina	Prof. Luna Floreen Simon Leo Bautista	a. Group TOR b. Feb. 14 Earthquake Drill c. Identification of stakeholders d. Consultation with stakeholders	a. 1 page TOR – Dec. 15 b. Midterm meeting – Jan. 19 @ OCD @ 9-12
4. Networking / communication	Margeline Serion Teresa Amarillo	MMDA OCD Roger Mina-Makati Albert Munoz-PNRC	a. Group TOR b. Consultation with stakeholders c. Identification of stakeholders d. Development of communication strategy/plan	a. 1 page TOR – Dec. 15 b. Midterm meeting – Jan. 19 @ OCD @ 9-12

Chair: Dr. Benny Pacheco

Vice-Chair: Engr. George Genota

Yahoo Group:

[3cd-fg4@yahoogroups.com](mailto:3cd-fg4@yahoogroups.com)

Moderator: Nelson Doroy / Tara Ledesma

### **Agenda for next meeting (Jan. 19 at OCD, Camp Aguinaldo from 9 -12 am)**

1. Review and consolidation of FG TOR
2. Working agenda of group
3. Action plan and timeline
4. Progress report for some action items
5. Briefing and integration of new stakeholders

### **Additional stakeholders (initial):**

1. Phil. Assoc. of Building Officials (PABO)
2. United Architects of the Phils. (UAP)
3. Phil. Contractors Assoc. (PCA)
4. Phil. Insurers and Reinsurers Assoc. (PIRA)
5. Media organizations
6. Assoc. Construction Equipment and Lessors (ACEL)
7. Phil. Assoc. of Teachers and Educators (PATE)
8. Phil. Medical Assoc. (PMA)
9. Utility companies
10. Association of Barangay Councils
11. District Engineers' League of the Philippines
12. Association of Corporate Foundations
13. Hospital associations
14. Social workers' association
15. International organizations (ADB, UNDP, WB, JICA)

### **Group No.5**

#### **Legal and Institutional Arrangements (LIA) Prepared by Neil Britton, Task Group 5 leader**

#### Background

When the group commenced its work in August 2005, it was aware that there is a “time and place” for some initiatives to be accepted and implemented and not others. The initial thinking of members was that while some areas of disaster risk management have been deliberately institutionalized within new legislation of other nations, it was not expected that the next generation of Philippines disaster legislation needed to be “state of the art”. Rather, it was anticipated that the Act to replace PD1566 would simply reflect the fundamentals of disaster risk management, and to suggest urgently needed structural changes. However, by the third day of the first Focus Group meeting it was clear that neither the strategy for amending the NDCC-sponsored bill nor the “evolutionary” approach was going to produce a satisfactory outcome. As a result, members of the working group agreed the best strategy would be to start afresh (while working within the framework of the NDCC-sponsored bill as much as possible) and produce a document that would intentionally contain the key components needed for a comprehensive disaster Act.

During the discussions, it was also revealed that another strategic direction should also be undertaken: it would be highly desirable to embed disaster risk management within the Medium Term Philippine Development Plan (MTPDP – see NEDA 2004). While the current national development strategic document has statements acknowledging the damage natural hazards do to the nation, there is no overarching commentary about how hazard vulnerability jeopardizes the nation from achieving its economic goals. At the advice of representatives from the National Economic Development Authority (NEDA), it was suggested that a statement be developed and submitted for the annual Socio-Economic Report (SER), which essentially updates the MTPDP. This statement needed to be submitted through the National Disaster Coordinating Council (NDCC), which is the responsible government office for disaster management.

#### Activities leading up to Focus Group meeting #2 in December 2005

Follow-up research and drafting on both the legislation and the MTPDP policy statement was completed by the EdM-NIED/EMI member around mid-October and disseminated to the group for comments. A paper on the need for updated legislation in the Philippines was also prepared by the EdM-NIED/EMI member (for an international conference to be held in Manila during March 2006) in November and also distributed to the working group for review.

An important factor needs to be taken into consideration when reviewing the activities of the focus group. Under the Philippines procedure, a two-phased or “two-tiered” system exists for developing new legislation. The first phase/tier is the development and passage of a policy statement that offers a generic explanation of what is intended and why the legislation is important. In cases like replacing existing disaster management legislation, this statement would typically contain statements on what is working well with the current system, what is not, and how the new proposal will resolve matters. Once this has been passed in both the House and the Senate, and signed by the President, the second phase, or level, of activity begins. This phase focuses on the details of the legislation, and includes relevant definitions, procedural and structural arrangements, and so on. The activities of the focus group are directed toward this second level activity. In particular, the working group’s efforts can be described as providing an “ideal type” legislation illustrating how current sound disaster risk management practices can be written into legislation. The intended audiences for this draft are (1) existing national-level disaster management decision-makers, especially those within the OCD and NDCC, and (2) those responsible for writing the new legislation.

Specific group members, working outside (but inter-dependent to) the Focus Group have been pursuing first phase/tier initiatives, as explained above. While these two activities are being undertaken separately, it is important that they remain closely linked, since the first phase provides the necessary ‘explanatory note’ to the second phase initiatives.

Earlier in the week that the Focus Group met, the Office of Civil Defence (OCD) presented outcomes of the group's activities to date (both the draft legislation and the draft development plan statement) at a European Commission/National Consultative sponsored meeting on *Disaster Risk: Implementing the Hyogo Framework of Action*, held in Manila.

### Activities of the Group During the Second Meeting

The Focus Group met to undertake three tasks:

1. Review the draft legislation and gain consensus on the overall direction and undertake substantive content amendments, and to follow-up on any outstanding issues pertaining to the draft legislation
2. Review the draft Mid-Term Philippine Development Plan statement
3. Identify related areas of work that might be required.

Given the two-tiered nature of legislation development in the Philippines, group members agreed the best approach was to continue amending the bill sponsored by NDCC/OCD by keeping as much of the original draft as possible while embedding the fundamental concepts of disaster risk management into a new process model. On the basis that "form follows function", and wanting to avoid getting caught up in issues about specific sub-national structural arrangements that may become controversial, the group determined not to amend in detail sections 12-29.

To link with tier-one initiatives that the group was advised would soon be sent to the Philippines Congress, specific nomenclature being used in the explanatory statement was inserted into the draft legislation.

At the end of the meeting, group members were informed that OCD was comfortable with the direction taken, and intends to send the draft legislation and the draft Mid-Term Philippine Development Plan statement to their standing inter-departmental Technical Working Group: this committee has the responsibility to make recommendations to the NDCC Chairman, who in turn is empowered to submit proposals to the Philippines Congress.

### Features of the draft legislation

A major emphasis in the draft legislation produced by Focus Group 5 has been on aligning key structural components to develop an integrated system and in coordinating the activities of the national and sub-national systems. A key suggestion is for the disaster legislation to be more closely woven into a national development planning framework so as to improve coordination between these major government portfolios. To further assist coordination the draft suggests the development of a national disaster risk management framework as an overarching guide for practices and processes (and suggests what the purpose of the framework could be), and that this be integrated into the National Development Plan and its budgetary structure. This linkage with national

development is so significant for the future wellbeing of the nation that it is the reason why the working group took on the additional task of developing a statement about reducing development disruption through disaster risk management that it recommends be inserted into the next edition of the Medium-Term Philippine Development Plan.

Key definitions and terms have been revised and several new ones, especially those dealing with risk management, have been introduced. The draft also recommends that it should be the policy of the state to:

- Provide for an integrated and co-ordinated *disaster management policy* that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, undertaking emergency preparedness, and initiating rapid and effective response to disasters and post-disaster recovery
- Achieve excellence in civil protection through hazard reduction and disaster management at all levels of the Philippine society by establishing a coherent, integrated, proficient and responsive *disaster risk management system*, where national and regional development plans incorporate hazard risk reduction management as components of an integrated and co-ordinated strategy for sustainable development.
- Strengthen the *institutional structures* for coordination, implementation and enforcement of policies for the promotion of hazard management and disaster management by providing a basis for aligning local planning with a national framework and a national plan.
- Recognize, support and strengthen *local community* capacities, by encouraging them to achieve acceptable levels of risk for undertaking the primary responsibility in reducing risk from hazards and managing disasters.
- Support, strengthen and encourage the coordination of *local government units* when reducing risk from hazards, preparing for, responding to, and recovering from disasters or emergencies, whether natural or man-made.
- Enhance the participation of the *private sector*, particularly the lifeline utilities, non-government organizations, and other community-based organisations in the development and delivery of disaster risk management and “bayanihan” among the citizenry,
- Adopt in full the *universal norms and principles* in humanitarian assistance as one of the concrete steps in preventing or alleviating human suffering due to disasters or calamities.

Another significant initiative in the draft is the introduction of hazard and risk management responsibilities into national and sub-national activities in addition to existing response requirements. In this respect, it is recommended that national and sub-national units identify, assess and manage hazards and risks; consult and communicate with key stakeholders about risks; and identify and implement cost-effective risk reduction measures. The phrase ‘cost-effective’ is used on several occasions in the draft: it is not proposed (and neither is it feasible) that the Philippines consider implementing risk reduction measures that cannot be sustained economically or technically: the intention is to not only broaden the basis of the legislation away from

its current response-focused posture but to also develop a systematic approach to managing hazards. This element is strongly emphasized in the New Zealand and South African legislation, and is pivotal in the recent Disaster Mitigation Act in the United States.

At the national level, the draft puts forward alternatives to the current stance on the selection and appointment of senior disaster management positions, the specific tasks of key agencies, the links between key agencies including a clearer distinction on assigning key tasks as well as elaborating on the range of tasks that need to be incorporated into a comprehensive disaster risk management system. In addition, diversifying the stakeholders who should play a role in disaster risk management decision-making is dealt with.

Two further areas included in the recommended draft legislation are, first, an orientation that will encourage innovation rather than simple compliance in the practices and processes of applying disaster risk management in all spheres of governance; and second, the introduction of a monitoring, evaluation and review mechanism to encourage all responsible parties to further the aims of risk reduction and management. It should be noted that the key word here is ‘encouragement’: the monitoring and evaluation mechanism is not intended to be an audit or compliance control device but rather a method to assist all parties to get attain optimum levels of activity in their respective portfolios. To help reach the best possible outcomes, the draft legislation also identifies the need for relevant research to be actively encouraged, and the development of a more systematic professional development program.

#### Follow-up actions

1. Develop “Question & Answer” material on the draft legislation to anticipate queries and assist the understanding of others who will be tasked to follow through on the legislation.
2. Identify related statutes, ordinances and regulations that have been promulgated but are currently inactive and which could be useful to aid in the effective institutionalisation of disaster risk management if they are revived.

#### Attachments (see [www.pdc.org/emi](http://www.pdc.org/emi) )

1. Draft legislation
2. Draft Mid-Term Philippine Development Plan statement
3. Paper: *Getting the foundation right: In pursuit of effective disaster legislation in the Philippines.*