

PRIMER
The National Disaster Risk Reduction and Management Plan (NDRRMP) 2011-2028

Preamble

The Philippines is exposed to natural and human-induced hazards due to its geography and geology as well as the presence of internal disputes in some areas. Between 1990 and 2006, the annual direct damages caused by disasters amount to PhP20 billion every year or roughly 0.5% of the GDP on the average, according to the National Disaster Risk Reduction and Management Council (NDRRMC). However, the losses caused by tropical storm Ondoy and typhoon Pepeng in 2009 is estimated to be about 2.7% of the GDP that year. These are compelling reasons why the Philippines should adopt disaster risk reduction and management (DRRM) and climate change adaptation (CCA).

Hazards – both natural and human induced – happen due to geological, meteorological, hydrological, oceanic, biological, and technological sources, sometimes acting in combination. Recorded history tells us that the Filipino people have borne loss of lives, injury and other health impacts, property damage, loss of livelihoods and services, social and economic disruption or environmental damage, and the negative effects have even risen. Our communities, towns and cities have become more susceptible to the damaging effects of hazards. Most frequent are hydrometeorological hazards - tropical cyclones and secondary hazards of heavy rainfall, flood and windstorm. In the ten-year period between 1997 and 2007, 84 tropical storms entered the Philippine Area of Responsibility left 13,155 casualties, and more than 51 million affected families.

Hazards are of different intensities for different areas and levels of vulnerability, as determined from historical evidence and scientific analysis. Disasters can be avoided and mitigated. Numerous projects and activities have been undertaken by various Philippine stakeholders and agencies in disaster risk reduction and management for the past several years to build people's capacities and resilience to disasters. However, sustaining the positive results and scaling them up to effect rippling positive changes in the lives of the people have been constant challenges. Threats remain. Disasters and people's risk to disasters are still present. From lessons learned, consensus has been building on the need for:

- *Addressing the underlying causes of vulnerability*
- *Articulating the convergence of DRR and climate change adaptation (CCA)*
- *Mainstreaming of DRR and CCA into development plans*
- *Institutionalizing mechanisms for information, capacities and skills on DRRM and CCA*
- *Complementing DRRM with disaster response*
- *Building capacities of peoples and institutions*
- *Building back better.*

The cost of disasters takes a heavy toll on the economy and human lives. Republic Act No. 10121 of 2010 now provides a legal basis for policies, plans and programs to deal with disasters. It acknowledges 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.” Thus, the National Disaster Risk Reduction and Management Plan (NDRRMP) has been formulated as provided by law.

What is the NDRRMP 2011-2028?

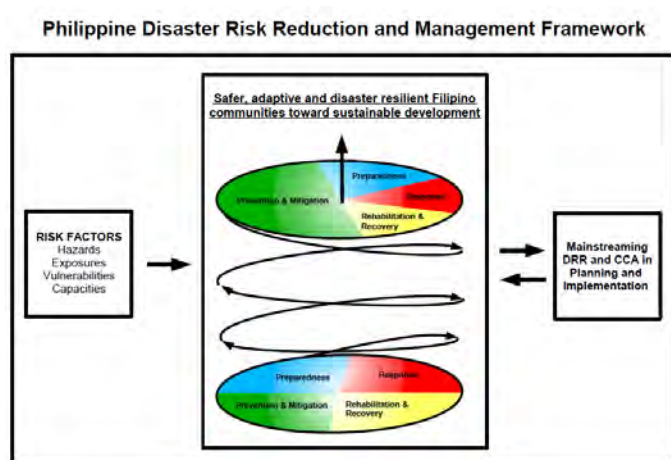
The NDRRMP is a road map on how DRRM shall contribute to sustainable development. It fulfills the requirement of RA No. 10121 of 2010, which defines national disaster risk reduction and management as “the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the impacts of hazards and the possibility of disaster.” The NDRRMP is the document formulated and implemented by the National DRRM Council through the Office of Civil Defense (OCD) that sets out goals and specific objectives for reducing disaster risks together with related actions to accomplish these objectives. It outlines the activities aimed at strengthening the capacity of the national government and local government units together with partner stakeholders, to build disaster resilience of communities and to institutionalize arrangements and measures for reducing disaster risks, including projected climate risks and enhancing disaster preparedness and response and response capabilities at all levels.

By law, the Office of Civil Defense formulates and implements the NDRRMP and ensures that the physical framework, social, economic and environmental plans of communities, cities, municipalities and provinces are consistent with such plan.

What is the basis of the NDRRMP?

In accordance with law, the NDRRMP shall be in conformity with the National Disaster Risk Reduction and Management Framework (NDRRMF), which provides for a comprehensive, all hazards, multi-sectoral, inter-agency and community-based approach to disaster risk reduction and management. The vision of the framework is “safer, adaptive and disaster-resilient Filipino communities towards sustainable development.” The framework (Figure 1) emphasizes that through time, resources invested in disaster prevention, mitigation, preparedness and climate change adaptation will be more effective towards attaining adaptive, disaster resilient and sustainable development.

Figure 1



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.

What is the country's DRRM vision?

The overall vision is ***“safer, adaptive and disaster-resilient Filipino communities toward sustainable development.”*** It conveys 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. This is contained in the national framework, serves as “the principal guide to disaster risk reduction and management (DRRM) efforts to the country...”, as detailed by RA No. 10121.

How was the NDRRMP formulated?

The NDRRMP is the product of a consultative multi-stakeholder consultative process that started after the approval of the framework on June 16, 2011. Representatives from the national government and line agencies, leagues of local government units, civil society organizations represented by the DRR Network Philippines, and regional DRRM Councils represented by regional directors of the OCD comprised the NDRRMP Task Force, which in turn was created by the Technical Management Group of the National Disaster Risk Reduction and Management Council.

Looking into various national and government reports on activities related to disaster risk reduction (DRR), the Task Force also reviewed the progress of the implementation of the Strategic National Action Plan (Strengthening Disaster Risk Reduction in the Philippines) 2009-2019 (SNAP) since its adoption in 2009 vis-a-vis RA No. 10121, the framework and the Hyogo Framework for Action. The details of the draft plan emanated from the logical framework agreed upon at a three-day workshop conducted in Tagaytay on July 11-13, 2011 and from the many workshops and consultation meetings of the Task Force and Technical Management Group.

What does the NDRRMP contain?

The NDRRMP goals are to be achieved until 2028 through 14 objectives, 24 outcomes, 56 outputs, 93 activities. The plan details lead agencies, implementing partners and timelines under each of the four distinct yet mutually reinforcing Priority Areas. The long-term goals targetted by the Priority Areas leads to the attaining the country's overall DRRM vision. It is structured as follows:

- I. Risk profile and state of DRRM in the Philippines
- II. Development policies, challenges and opportunities
- III. The National DRRM Plan
 - Priority areas and long term goals
 - Priority projects
 - Cross-cutting concerns
 - General considerations and planning assumptions
 - Timelines

Implementing strategies and mechanisms
Agency leads and implementing partners
Resource mobilization
Monitoring, evaluation and learning

IV. Annexes (HFA, PDP, NCCACP, Development of the NDRRMP, Detailed NDRRMP)

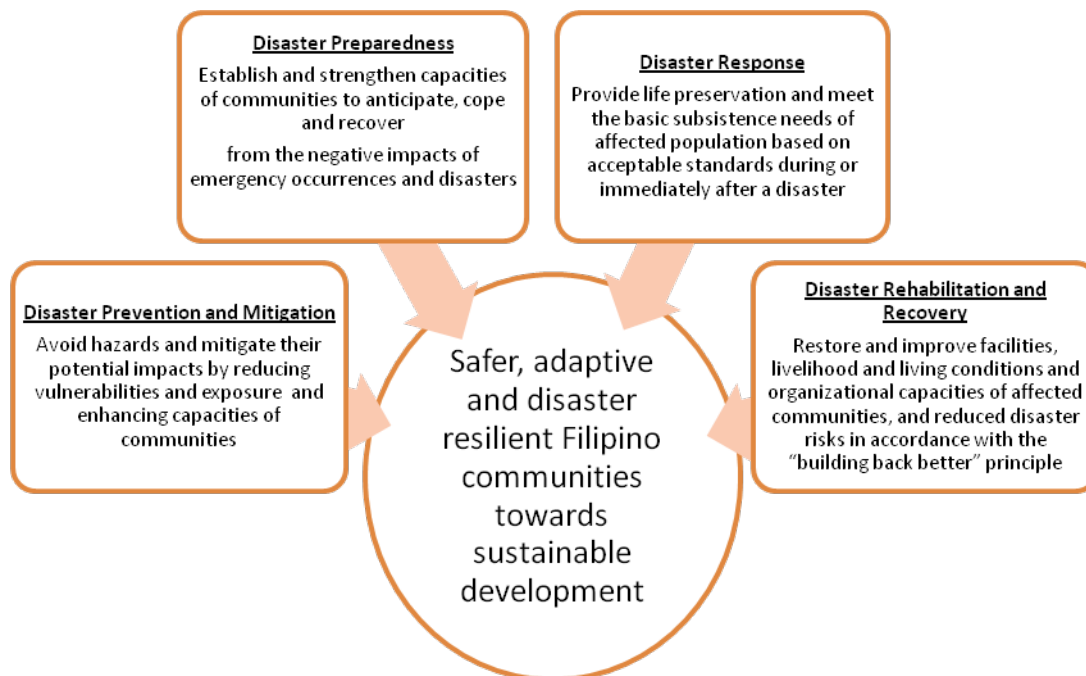
What are the highlights of the plan?

- The need for institutionalizing DRRM policies, structures, coordination mechanisms and programs with continuing budget appropriation on DRR from national down to local levels. Thus, several activities will strengthen the capacity of the personnel of national government and the local government units (LGUs) and partner stakeholders, build the disaster resilience of communities and institutionalize arrangements and measures for reducing disaster risks including projected climate risks.
- The importance of mainstreaming DRRM and CCA in the development processes such as policy formulation, socioeconomic development planning, budgeting and governance particularly in the area of environment, agriculture, water, energy, health, education, poverty reduction, land-use and urban planning and public infrastructure and housing among others. This is achieved through activities such as development of common tools to analyze the various hazards and vulnerability factors which put communities and people into harms way.
- Competency and science-based capacity building activities alongside the nurturing of continuous learning through knowledge development and management of good DRRM practices on the ground.
- The inclusion of human-induced disasters that result in internally displaced persons, public anxiety, loss of lives, destruction of property and sometimes socio-political stability. Encompassing conflict resolution approaches, the plan seeks to mainstream DRRM into the peace process.
- It emphasizes gender-responsive and rights-based sustainable development.

What are the four Priority Areas of the NDRRMP?

The four (4) Priority Areas which correspond to the structure of the National Disaster Risk Reduction and Management Council (NDRRMC), namely a vice-chairperson for (1) disaster prevention and mitigation ; (2) disaster preparedness; (3) disaster response; and (4) rehabilitation and recovery.

Figure 2. All Priority Area sub-goals leads to the overall goal/vision of disaster risk reduction and management.



The Priorities Areas:

- mutually reinforce and complement each other
- do not, should not and cannot stand alone as they are inextricably linked
- have no clear starting nor ending points between each other and overlaps are expected
- are centered on problem-needs and asset-strengths
- point to one direction, i.e. reduce people's vulnerabilities and increasing their capacities.

What guides the NDRRMP?

The NDRRMP is thus guided by good governance principles within the context of poverty alleviation and environmental protection. It is about partnerships towards effective delivery of services to the citizenry, i.e. working together through complementation of resources. Thus, engaging the participation of civil society organizations (CSOs), the private sector and volunteers in the government's DRRM programs is part and parcel of the plan. Efforts were made to align the NDRRMP and make it consistent with the Philippine Development Plan, the National Climate Change Action Plan, and the National Security Policy such that DRRM activities are integrated with budgets of relevant line agencies. The NDRRMP is a road map on how DRRM shall contribute to gender-responsive and rights-based sustainable development.

What are the outcomes expected of the plan?

The 24 outcomes with the respective overall responsible agencies are shown below.

Priority Area One: PREVENTION AND MITIGATION

Overall responsible agency: Department of Science and Technology (DOST)

Outcome	Lead agency(ies)
1. DRRM and CCA mainstreamed and integrated in national, sectoral, regional and local	Office of Civil Defense (OCD)

Outcome	Lead agency(ies)
development policies, plans and budget	
2. DRRM and CCA-sensitive environmental management	Department of Environment and Natural Resources (DENR)
3. Increased resilience of infrastructure systems	Department of Public Works and Highways (DPWH)
4. Community-based scientific DRRM and CCA assessment, mapping, analysis and monitoring	Office of Civil Defense (OCD)
5. Communities have access to effective and applicable disaster risk financing and insurance	Department of Finance (DOF)
6. Enhanced monitoring, forecasting and hazard warning	Department of Science and Technology (DOST)

Priority Area Two: DISASTER PREPAREDNESS

Overall responsible agency: Department of Interior and Local Government (DILG)

Outcome	Lead agency(ies)
7. Increased level of awareness and enhanced capacity of the community to deal with hazard threats and impacts	Philippine Information Agency (PIA)
8. Communities are equipped with necessary skills and capability to cope with the impacts of disasters	Department of Interior and Local Government (to coordinate) and OCD (to implement)
9. Increased DRRM and CCA capacity of Local DRRM Councils and Offices at all levels	DILG
10. Developed and implemented comprehensive national and local preparedness and response policies, plans, and systems	DILG and Office of Civil Defense (OCD)
11. Strengthened partnership and coordination among all key players and stakeholders	DILG

Priority Area Three: DISASTER RESPONSE

Overall responsible agency: Department of Social Welfare and Development (DSWD)

Outcome	Lead agency(ies)
12. Well-established disaster response operations	Department of Social Welfare and Development (DSWD)
13. Adequate and prompt assessment of needs and damages at all levels	Disaster Risk Reduction and Management Councils (DRRMCs), OCD and DSWD
14. Integrated and coordinated Search, Rescue and Retrieval (SRR) capacity	Department of National Defense (DND), DILG, Department of Health (DOH)
15. Safe and timely evacuation of affected communities	Local government units (LGUs)

Outcome	Lead agency(ies)
16. Temporary shelter needs are adequately addressed	DSWD
17. Basic social services provided to affected population (whether inside or outside evacuation centers)	DOH
18. Psychosocial needs of affected population addressed	DOH
19. Coordinated, integrated system for early recovery implemented	DSWD

Priority Area Four: REHABILITATION AND RECOVERY

Overall responsible agency: National Economic and Development Authority (NEDA)

Outcome	Lead agency(ies)
20. Damages, losses and needs assessed	OCD
21. Economic activities restored, and if possible strengthened or expanded	Agency to be determined based on the affected sectors
22. DRRM and CCA elements mainstreamed in human settlements	National Housing Authority (NHA)
23. Disaster and climate change-resilient infrastructure constructed/reconstructed	DPWH
24. A psychologically sound, safe and secure citizenry that is protected from the effects of disasters is able to restore to normal functioning after each disaster	DOH and DSWD

What are the timelines for the plan?

The NDRRMP is scheduled to commence in 2011, immediately after its approval from the members of the National DRRM Council members. In general, the set of activities are divided into three timelines, with the first two having two (2) years interval while the last one with five (5) years, to wit: Short term, 2011 – 2013; Medium term, 2014 – 2016; and Long term, 2017 – 2028. At medium-term, NDRRMP shall have contributed to meeting MDG targets and HFA commitments. The activities identified under the short and medium terms coincide with and complement the targets made under the Philippine Development Plan 2011-2016.

For Priority Areas Three and Four, the operational timelines are indicated in the plan. The use of operational timelines is deemed useful at the local level during actual operations in response, rehabilitation and recovery. If the activities lasts beyond six years for rehabilitation and recovery, the duration is considered long term. In response, the maximum timeline is “beyond three months.”

What are the roles and responsibilities?

The NDRRMP outlines the roles of the national government, the NDRRMC, OCD, , the Regional Disaster Risk Reduction and Management Council (RDRRMC), the Local Disaster Risk Reduction and Management Offices (LDRRMOs), and Provincial, City, Municipal Disaster Risk Reduction and Management Councils (P/C/MDRRMC or Local DRRMCs),

- The national government will integrate DRRM into the Philippine Development Plan as well as the sectoral DRRM plans of national line and government agencies along the four Priority Areas. Lead agencies and implementing partners shall work together to identify specific programs and projects and pin down specific budgets to effect better DRRM investments and synergy between government programs.
- An important link in the national-local chain are the Regional Disaster Risk Reduction and Management Councils (RDRRMCs) and the Local DRRMCs. The RDRRMC shall take the overall lead in ensuring that DRRM-sensitive regional development plans contribute to and are aligned with the NDRRMP. Local DRRM Plans (LDRRMPs) which OCD is tasked to evaluate, shall ensure that DRR measures are incorporated into the Comprehensive Development Plan (CDP) and the Comprehensive Land Use Plan (CLUP). The LDRRMPs shall be developed by the Local DRRM Offices (LDRRMOs) at the provincial, city and municipal levels and the Barangay Development Councils. These offices shall play a critical role in attaining community resilience against disasters.
- The roles of lead agency and implementing partners are as follows:

Lead agency	Implementing partners
<ul style="list-style-type: none"> ▪ Lead in initiating the implementation of an activity ▪ Coordinate and collaborate with the different implementing partners to ensure that the activities are operationalized ▪ Monitor the progress of the activities ▪ Evaluate the implementation development and program efficiency ▪ Consolidate reports from the implementing partners and submit to the respective vice chairperson of the DRRM priority area 	<ul style="list-style-type: none"> ▪ Perform the activities to achieve the specific outcomes ▪ Work with other implementing partners within the context of coordination, collaboration and partnership ▪ Submit report to the Agency Leads

What are Priority Projects?

During the consultations, pilot projects and demonstration sites were identified. As priority or flagship projects which are doable, fundable, high impact, interconnected/interdependent, and sustainable, the purpose is to either replicate good DRRM practices or implement projects in areas which need them most. All priority projects are to be implemented within the immediate or short term period or between 2011 to 2013. The priority and/or flagship projects of the NDRRMP are:.

- Development of the following plans:
 - ✓ Joint workplan for DRRM and CCA
 - ✓ Local DRRM plans
 - ✓ National Disaster Response Plan (to include a system for Search, Rescue and Retrieval SRR; scenario-based preparedness and response plans)

- ✓ Risk financing
- Development of IEC and advocacy materials on RA 10121, DRRM and CCA
- Development of guidelines on
 - ✓ Communications and information protocol before, during and after disasters
 - ✓ Creation of DRRM teams
 - ✓ Criteria/standards for local flood early warning systems
 - ✓ Evacuation
 - ✓ Infrastructure redesign and/or modifications
 - ✓ Manual of operations of disaster operations centers
- Development of tools on
 - ✓ DRRM and CCA mainstreaming in the national and local-level planning
 - ✓ DANA and Post-DANA
 - ✓ Psychosocial concerns
- Establishment of
 - ✓ DRRM Training Institutes
 - ✓ Local flood early warning systems (throughintegrated and sustainable management river basins and water sheds – like the Cagayan River Basin (CRB) in Region 2
 - ✓ End-to-End Early Warning Systems in Provinces of Bulacan, Leyte, Albay, Municipalities of Kitcharao and Santiago, Agusan del Norte and Butuan City
- Establishment of local DRRM Councils and Offices and their operations centers, as prescribed by RA 10121
- Conduct inventory of existing DRRM and CCA resources and services
- Development and implementation of DRRM and CCA activities using 5% of government agency's allocation from the annual national budget or General Appropriations Act (GAA);
- Hazard and risk mapping in the most high-risk areas in the country (e.g., community-based DRRM and CCA risk mapping in the municipalities of Kitcharao and Santiago in Agusan del Norte and Butuan City)
- Institutional capability program on DRRM and CCA for decision makers, public sector employees, and key stakeholders
- Mainstreaming DRRM and CCA (e.g., Esperanza Municipality in Agusan del Sur in CARAGA and in San Francisco Municipality in Camotes Island)
- PDNA capacity building for national government agencies, regional line agencies, and local offices.
- Review, amend and/or revise the following
 - ✓ Building Code and integrate DRRM and CCA
 - ✓ Executive Order No. 72 s. 1993, which provides for the preparation and implementation of the Comprehensive Land Use Plans (CLUPs) of local government units
 - ✓ Implementing Rules and Regulations of RA No. 10121
 - ✓ Various environmental policies (i.e., EO No. 26, etc.) to integrate DRRM and CCA

How are the various DRRM programs and projects going to be funded?

At the national and local levels, the following sources can be tapped to fund the

1. General Appropriations Act (GAA) – through the existing budgets of the national line and government agencies
2. National Disaster Risk Reduction and Management Fund (NDRRMF)
3. Local Disaster Risk Reduction and Management Fund (LDRRMF)
4. Priority Development Assistance Fund (PDAF)
5. Donor Funds

6. Adaptation and Risk Financing
7. Disaster Management Assistance Fund (DMAF)

Aside from the fund sources, the NDRRMP will also tap into the non-monetary resources available which can help attain the targets identified in this plan, namely:

1. Community-based good practices for replication and scaling up
2. Indigenous practices on DRRM
3. Public-Private-Partnerships
4. DRR and CCA networks of key stakeholders.

How is the plan monitored and evaluated?

Results-based programming shall be used in ensuring that implementation is on time and learning from experiences is built into the DRRM system. The OCD shall develop a standard monitoring and evaluation template together with the Technical Management Group. The stepwise monitoring and evaluation process includes the LGU, regional and national levels. Annual reporting is done by the NDRRMC through the OCD to the Office of the President, Senate and House of Representatives, within the quarter of the succeeding year. The HFA Monitor online tool will also be used by the NDRRMC as a working format to undertake national multi-stakeholder consultation processes as progress is reviewed and challenges are systematically identified.