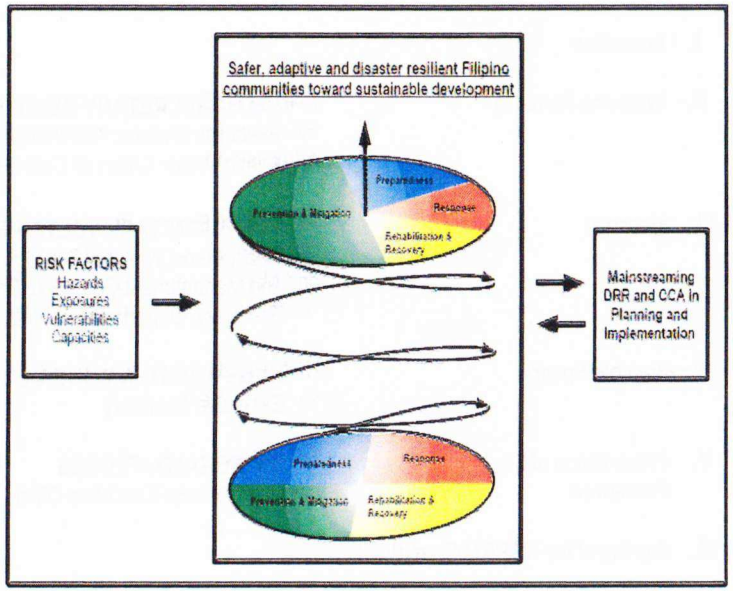
Signing Ceremony for the Approval of the

National Disaster Risk Reduction and Management Framework



16 June 2011, 3:00 PM
2/F Conference Room, NDMC Building
Camp General Emilio Aguinaldo, Quezon City

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National Disaster Risk Reduction and Management Framework
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Programme

I.	Invocation	
II.	Welcome Remarks	**UNDERSECRETARY BENITO T RAMOS** Executive Director, NDRRMC and Administrator, Office of Civil Defense
III.	Message	**HON SECRETARY VOLTAIRE T GAZMIN** Chairperson, National Disaster Risk Reduction and Management Council (NDRRMC) and Secretary, Department of National Defense
IV.	Keynote Speech	**HON PAQUITO N OCHOA JR** Executive Secretary
V.	Presentation of the Framework	**Dir. RONALD I FLORES** Civil Defense Executive Officer
VI.	Signing of the NDRRM Framework	
VII.	Signing of Resolution Creating the Executive Committee of the NDRRMC	
VIII.	Signing of Resolution endorsing to the President the Php 1Billion Fund of OCD per RA 10121 or the DRRM Act of 2010	

Order of Signing

HON SECRETARY VOLTAIRE T GAZMIN
Chairperson, National Disaster Risk Reduction and Management Council (NDRRMC) and Secretary, Department of National Defense

HON SECRETARY JESSE M ROBREDO
Department of Interior and Local Government

HON SECRETARY CORAZON J SOLIMAN
Department of Social Welfare and Development

HON SECRETARY CAYETANO W PADERANGA, JR.
National Economic and Development Authority

HON SECRETARY MARIO G MONTEJO
Department of Science and Technology

HON PAQUITO OCHOA JR
Executive Secretary

USEC BENITO T RAMOS
Executive Director, NDRRMC and Administrator, OCD

Republic of the Philippines
DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT
IN REPLYING, PLS CITE:
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National Disaster Risk Reduction and Management Framework
NDRRMF

BACKGROUND

Being one of the most disaster-prone countries in the world, the Philippines have long experiences in dealing with, responding to and managing disasters. Since the 1970s the country has shifted its approach from disaster preparedness and response to disaster management in the 1980s to disaster risk management in the 1990s and disaster risk reduction in the years 2005 and beyond. This evolution paved the way to the paradigm shift in the way people, communities and governments think, act and respond to the current and emerging risks that continually face them.

In 1978, the National Disaster Coordinating Council (NDCC) was established through ***Presidential Decree (PD) 1566 as*** the highest policy making body and the focal organization for disaster management in the country. This law also provided for the establishment of regional, provincial, city, municipal and barangay disaster coordinating councils. These DCCs were formed primarily to advice the President and/or the local chief executive on all natural disaster preparedness and management plans; recommend the declaration of state of calamity and the release of calamity funds for relief and rescue operations, among others.

In 2005, the President approved the implementation of the ***NDCC Four Point Plan of Action for Preparedness (4PPAP)*** which aims to increase public awareness and involvement in measures put in place by the government to minimize the impact of disasters in the future.

In the years that followed, several parallel discussions with various stakeholders in disaster risk reduction and disaster risk management happened which produced key policy documents. One was the ***"Preliminary Assessment on the State of Disaster Risk Management in the Philippines"*** completed in 2008 which formulated a DRM framework to assess the situation in the country and recommend an agenda for action that would strategically address the constraints and limitations in the current efforts in reducing disaster risks. "The study assessed the state of DRM in the Philippines, serving as a benchmark on current status; identify the gaps, issues and opportunities that need to be addressed strategically to improve DRM governance; and develop an agenda for action which includes strategic interventions that would require attention and substantial resource investments to reduce the impacts of natural disasters." The paper identified the various efforts on DRM undertaken by the key stakeholders and groups in DRM, headed by the NDCC, as well as different gaps and issues in DRM, to wit:

Existing Efforts on DRM

- Improving coordination among DRM agencies, LGUs, civil society groups, and international organizations;
- Streamlining the operations of OCD and DCCs;
- Strengthening early warning and preparedness system, including risk assessment and hazard/vulnerability mapping;
- Increasing cooperation and joint projects with international organizations;
- Mainstreaming DRM in local development plans and sectoral development plans;
- Preparation of the national strategic plan on DRM and formulation of proposed bill strengthening DRM administration;

- Building the capacity of LGUs and DCCs on DRM, particularly prevention and mitigation measures;
- Training and assisting BDCCs in the preparation of Contingency Plans;
- Improving data base and information networking;
- Introducing DRM in the curricula of secondary and tertiary levels of education; and
- Construction of hazard resilient schools

Gaps and Issues on DRM

- Ineffective vertical and horizontal coordination among its member agencies;
- Existing DRM efforts of government and partner organizations are still limited in coverage due to limited resources available;
- Ineffective institutional capacities of LGUs such as managerial and technical competencies;
- Limited funds, equipment and facilities for monitoring and early warning;
- Insufficient hazard and disaster risk data and information;
- Inadequate mainstreaming of DRM in development planning and implementation;
- Poor enforcement of environmental management laws and regulations, and other relevant regulations; and
- Inadequate socio-economic and environmental management programs to reduce vulnerability of marginalized communities

After which, the paper established a DRM state index which served as a benchmark and basis for charting the level of change in the implementation of DRM in the country that is applicable at the regional, provincial, city/municipal and barangay levels. Based on the consolidated sectoral ratings, the overall state of ***DRM in the country is 2.27 which is classified as low to very low in the ladder of accomplishments and progress in implementing DRM***.

Further, a set of actions were recommended by the paper for immediate implementation of DRM agencies and their partner organizations to reduce risk and minimize the impacts of disasters in the areas of (1) policy development; (2) institutional capacity development; (3) resource mobilization, fund generation and management; (4) information, education and communication; (5) planning and programming; (6) knowledge base and technological development; (7) community mobilization and public-private partnership; (8) vulnerability reduction and environmental management; (9) research and development agenda; (10) monitoring and evaluation .

On June 7, 2010, the ***or Executive Order Number 888*** was signed by then President Gloria Macapagal Arroyo adopting the landmark plan on DRR of the country titled ***"Strengthening Disaster Risk Reduction in the Philippines: Strategic National Action Plan (SNAP) 2009-2019"***. The SNAP is the country's road map for disaster risk reduction, indicating the vision and strategic objectives for the next 10 years. The SNAP was based on the assessment of the disaster risk, vulnerability and capacity; gap analysis that identified and mapped out significant ongoing initiatives; and DRR activities based on the HFA that were considered by stakeholders as achieveable priorities for the country, with adequate relevant resources, and capacity for implementation over the next three to 10 years.

Consistent with the global commitment to disaster risk reduction embodied in the Hyogo Framework for Action (HFA), the SNAP aims to build the resilience of communities to disasters and reduce disaster losses in livesand in the social, economic and environmental assets of communities and countries. It provides support to strengthen cooperation and coordination mechanisms among various sectors and stakeholders and will sustain DRR initiatives in the country, promote good practices of individuals, organizations, LGUs and the private sector. The SNAP converges the country's disaster management

efforts to reducing disaster risks by intensifying the mainstreaming of DRR in plans and policies of national government agencies and local government units, communities and other sectors.

The SNAP recognized the paradigm shift from a mostly reactive disaster response approach to a proactive DRR orientation and the need for an enabling law which will help the country effectively implement the plan. It is an integral part of the nation's commitment to the HFA and other relevant international agreements. , Two principles guided the development of the SNAP: (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.

Although the SNAP was approved by the President in June 2010, the process of drafting the SNAP can be traced by reviewing the joint initiatives taken by the government and other stakeholders which started as early as 2007. The finalization of the SNAP occurred side-by-side with the deliberations on a proposed DRR law in the country, which was timely as the latter is number one on the list of priority actions identified in the SNAP.

On 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.

It is to this end that the NDRRMC, through its executive arm and secretariat, the Office of Civil Defense, in partnership with key stakeholders, conducted a series of consultative meetings all over the country to review the existing disaster management framework and revise it to align with the DRRM principles and policies stated in the DRRM Act.

NEED FOR A DRRM FRAMEWORK

Guide to national and local efforts on DRR

The DRRM framework aims to raise awareness and understanding among governments and people on the country's DRRM goal . A national framework for DRRM, which shows the overall direction, set of priorities and which delineates the fundamental elements and components of disaster risk reduction and disaster risk management in the country, is necessary to guide national and local efforts in DRRM. The DRRM framework will provide a common direction towards addressing underlying causes of vulnerability to help reduce and manage the risks to disasters. The DRRM framework will also show that DRR and DRM efforts are not isolated activities but are inevitably linked to the development process and should converge and contribute towards attaining sustainable development.

Develop a common understanding of DRRM

A national DRRM framework will help us develop a common understanding of the different aspects of DRRM and related elements and/or factors which need to be considered in developing national and local plans and programs. Through the framework, we hope to have the same levels of understanding that DRRM is (a) about lessening the vulnerability and increasing capacities of men and women in communities and governments; (b) about mainstreaming efforts in national and local development plans; (c) achieved through multistakeholder partnerships; and (d) linked to climate change adaptation. In the context of post-disaster recovery process, building back better using a DRRM perspective can be achieved if the processes are improved, stakeholders learn from good practices and building institutional capacities is continually done.

Criteria for Benchmarking and Tool for Evaluating Progress

The NDRRM Framework will both serve as a set of criteria for benchmarking the effectiveness of disaster risk reduction measures and as a tool for monitoring and evaluating the progress. In particular, the Framework serves to provide a basis for political advocacy as well as practical action and implementation. It also highlights the areas where capacities need to be developed and provide a basis for setting goals, objectives, and targets adapted to various circumstances, against which progress can be measured and gaps identified.

DISASTER RISK PROFILE

Over the past decades, the Philippines have been labeled as one of the most disaster-prone countries in the world mainly because of its geographic and geologic location and physical characteristics. The country lies along several active fault lines and have active, inactive and potentially active volcanoes all over the country. We record an average of 20 earthquakes per day and around 100-150 earthquakes felt per year. Also, the country lies within the Western Pacific Basin (a generator of climatic conditions such as monsoons, thunderstorms, inter-tropical convergence zone (ITCZ), typhoons, among others) making it a path of an average of 20 tropical cyclones annually, nine of which makes a landfall. Climate risks bring with it exposure to super typhoons, El Niño-related droughts, projected rainfall change and projected temperature increase. In addition, flooding is another hazard facing the country due to rains brought about by typhoons and the monsoon.

Aside from natural disasters, the Philippines also experiences human-induced disasters. These are brought about by hazards that are of political and socio-economic origins and inappropriate and ill-applied technologies. Many are forced to evacuate during times of conflict, for instance.

Hazards become disasters only if vulnerable people and resources are affected by them. People who live in poverty and adverse socio-economic conditions are highly vulnerable to disasters. The most vulnerable sectors include the poor, the sick, people with disabilities, older persons, women and children. Although many people may be affected, these sectors will have the least capacity to recovery from the impact of disasters.

The risks induced by these hazards have big effects on the country's economic development targets and programming as well as in the overall welfare of the people and their properties, especially on the poor and most vulnerable groups. The Philippines, based on the 2009 Official Poverty Statistics reported a

26.5% poverty incidence among population -- from 24.9 in 2003 and 26.4 in 2006. With various natural hazards present in the country and 11 out of the 17 regions classified as being poor, risks of men and women to disasters remain high.

In this context, it is important for society to strengthen its capacities, especially of the most vulnerable sectors. In doing so, these sectors will cease to be victims of disasters and become agents of change for the development of their communities.

DEVELOPMENT CONTEXT

Disasters and Development Link

According to the State of DRM in the Philippines report of 2008, statistical records show that from 1997 to 2007, total cost of damages brought about by various types of disasters that hit the country amounted to approximately PhP 176.733 billion per year. About 85 percent of the total number of disasters that struck the country during the same period caused tropical cyclones aggravated by four calamitous floods and landslides which increased the death toll and caused more economic losses due to damage to properties, infrastructure and agriculture that reached PhP 158 billion.

In addition, it has been reported that on the average, annual direct damages of disasters cause as much as PhP 15-billion and that typhoons alone affect our GDP by 0.5% annually. In 2009 alone, Pepeng and Ondoy caused a total of PhP 38 billion worth of damages in 9 regions while Ramil contributed PhP 87-million affecting 3 regions. Thus, it is really imperative for the country to take hazards into consideration hazards and how their related risks affect vulnerable communities in our national and local development programming, policies and strategies.

These and other related data show that disasters set back development by destroying years of development gains. Through the years, disasters have caused substantial damage and losses to the economy and have impeded efforts towards progress and development. Disasters have also strained the national budget, e.g. funds intended for development projects are rechanneled to post-disaster reconstruction and rehabilitation efforts, increasing the country's debt burden by getting loans to finance the recovery process, among others.

Relatedly, development programs can also increase an area's susceptibility to disasters. Some well-meaning development efforts, especially those that did not consider environmental factors, may increase the vulnerability to natural disasters and can even have disastrous consequences for the people. Projects designed to increase employment opportunities, and thus income, usually lead to increased migration and higher population and population growth rate. Because of this, some may have to seek housing disaster-prone areas such as hillsides or floodplains. The costs of relief assistance after a landslide or flood can easily outweigh the benefits to the economy of more jobs.

On the other hand, rebuilding after a disaster also provides significant opportunities to initiate development programs with a building back better theme. Disasters often create a political and economic atmosphere wherein extensive changes can be made more rapidly than under normal circumstances. A clear example would be the aftermath of Typhoons Ondoy and Pepeng typhoons, wherein opportunities have been created for more targeted interventions such as improving and making houses more typhoon-resilient, among others.

Disasters can also highlight high-risk areas where action must be taken before another disaster strikes. The realization of vulnerability can motivate policy-makers and the public to participate in mitigation activities.

Given all these, in order for us to really achieve safer communities and lessen our vulnerability to disasters, we need to consider disaster risk as an integral part of the development process.There is undoubtedly a direct correlation between disaster-related economic losses and the limited investment in DRR and DRM, particularly at the local level. More often than not, local chief executives think about early warning systems and disaster preparedness and response but not really addressing the underlying risk factors such as unplanned urbanization, ecosystem degradation and vulnerable livelihoods as well as critical issues such as public awareness or gender. We need to balance things out so that the scale of public investment also takes into consideration investments in disaster risk management. And a good starting point is to mainstream DRRM into national and local plans.

Mainstreaming DRRM into national and local plans

To ensure that DRRM is mainstreamed into our national policies and plans, in the development of the Philippine Development Plan (PDP), disaster risk reduction and climate change adaptation have now become a cross-cutting theme and its concerns are mainstreamed and incorporated in various parts of the plan, i.e., social development, agriculture, environment and natural resources, and infrastructure. The environment chapter in particular, contains an assessment of the country's vulnerability to natural hazards and climate change. The PDP also includes strategies for improving the quality of the environment, protecting and conserving natural resource, enhancing the resilience of natural systems, and improving the adaptive capacities of communities to cope with environmental hazards including disaster and climate-related risks.

The Philippine Development Plan (PDP) recognizes the key role of DRRM and climate change adaptation in safeguarding hard-won development gains and in accelerating progress in achieving the Millennium Development Goals. It includes key strategies that will increase the country's resiliency to disasters:

Agriculture and Fisheries

- reduce climate change risks and vulnerability of natural ecosystems and biodiversity through ecosystem-based management approaches, conservation efforts, and sustainable ENR-based economic endeavors such as agri-ecotourism;
- increase the resilience of agriculture communities through the development of climate change-sensitive technologies, establishment of climate-resilient agricultural infrastructure and climate-responsive food production systems, and provision of support services to the most vulnerable communities;
- strengthen the agriculture and fisheries insurance system as an important risk sharing mechanism; and
- strengthen the capacities of communities in safely and effectively responding to climate risks and natural hazards

Infrastructure

- adapt to climate change and mitigate the impacts of natural disasters;
- reduce adverse effects of flooding occurrences by maintaining watersheds and providing efficient and adequate infrastructure; and
- use new and alternative technologies in housing construction

Social Development

- promoting the use of "green technology and material" in constructing houses; and
- build "disaster-resilient homes" for housing beneficiaries

The National/Regional/Provincial Physical Framework Plans and the Comprehensive Land Use Plans guide the utilization, and development of the country's land and other physical resources. Mainstreaming DRR in these plans will result to enhanced understanding of the planning environment; more realistic allocation of land uses; potential damages and casualties are considered in the development goals and targets; risk reduction measures are prioritized; DRR programs and projects are eventually provided with budgetary resources and implemented; risks are considered in the project design and monitoring indicators; and risk estimates serve as benchmark for evaluating DRR.
The current National Physical Framework Plan includes several DRRM policies and interventions directed at (a) identifying and demarcating boundaries of hazard-prone areas; (b) giving priority in resolving land use conflicts on areas that pose extreme and frequent danger to people; (c) establishing and disseminating standard parameters and databases to aid the identification and management of high-risk, hazard-prone areas; (d) identifying and implementing appropriate physical planning measures as part of the comprehensive disaster mitigation plans for hazard-prone areas; (e) increasing public awareness on the value of disaster preparedness; and (f) increasing public participation in conservation and disaster mitigation efforts within their communities.

POLICY CONTEXT

Philippine Constitution (1987)

Preamble:
"We, the sovereign Filipino people, imploring the aid of Almighty God, in order to build a just and humane society, and establish a Government that shall embody our ideals and aspirations, promote the common good, conserve and develop our patrimony, and secure to ourselves and our posterity, the blessings of independence and democracy under the rule of law and a regime of truth, justice, freedom, love, equality, and peace, do ordain and promulgate this Constitution."

Philippine Agenda 21 (1996)

PA 21 was adopted on September 26, 1996 with the issuance of Memorandum Order No 399 by then President Ramos, which identified the roles of the Philippine Council for Sustainable Development (PCSD) and eahc sector in the operationaliztion of PA 21. It is the nation's blueprint for sustainable development which is grounded on respect and active advocacy for the empowerment of the various social groupings of society to manage the economy, critical resources, society and culture, politics and governance and in the are of foreign relations.

PA 21 advocates a fundamental shift in development thinking and approach that promotes harmony and sustainability by making people and integrity of nature at the center of development initiatives. This implies the strangthening of roles, relationships, and interactions between and among stakeholders in government, civil society, labor and business and emphasizes the important role of basic sectors in achieving equity and managing the ecosystems that sustain life.

PA 21 envisions a better quality of life for all Filipinos, through the development of a just, moral and creative spiritual, economically vibrant, caring, diverse yet cohesive society characterized by appropriate productivity, participatory and democratic processes, and living in harmony and within the limits of the carrying capacity of nature and the integrity of creation. As such, PA 21 contitues to be a dynamic document that evolves as new challenges and opportunities emerge, such as disaster risk reduction and climate change adaptation.

Republic Act 9729 (Climate Change Act of 2009)

Since 2007, there has been a significant rise in interest on climate change issues. However, the country's attempt to address climate change begun in the early 1990s with the creation of the Inter-Agency Committee on Climate Change (IACCC). The IACCC was tasked to coordinate various climate change-related activities, propose climate change policies and prepare the Philippine position to the United Nations Framework Convention on Climate Change (UNFCCC) negotiations. Prior to that was the formulation of the Philippine Strategy for Sustainable Development (PSSD) which led to the formulation of the Philippine Agenda 21 and the creation of the Philippine Council for Sustainable Development in 1992. The country signed in June 1992 the UNFCCC and ratified it on 2 August 1994. The Philippines also signed the Kyoto Protocol on 15 April 1998 and ratified the same on 20 November 2003 in order to participate in the Clean Development Mechanism (CDM).

With the passage of RA 9729, Presidential Task Force on Climate Change (PTFCC) created on 20 February 2007, was abolished and its powers and functions were absorbed by the Climate Change Commission (CCC). The CCC is mandated to formulate the Philippines' framework strategy, program and action plan on climate change, among others.

Both RA 9729 and 10121 redefined the institutional framework for jointly addressing climate change impacts and disasters. These legislations mark a significant progress aimed at reducing the losses of lives and assets caused by natural hazards and take action to reduce greenhouse gas emissions and adjust to the expected effects of rising global temperatures. As 90% of the damages caused by extreme natural events are climate-sensitive there is an obvious need to address DRR and Climate Change Adaptation (CCA) together. These policy measures call for a holistic, comprehensive and integrated approach in addressing impacts of disasters and climate change incorporated in the development plan at various levels of government and mainstreamed in development processes.

Republic Act 10121

Republic Act 10121 provides for the bases for the development of a new national DRRM Framework as well as the guiding principles and policies, to wit:

> <u>Section 6A</u>
> "Develop a NDRRMF which shall provide for a *comprehensive, all-hazards, multi-sectoral, inter-agency and community-based approach to disaster risk reduction and management*. The Framework shall serve as the principal guide to disaster risk reduction and management efforts in the country and shall be reviewed on a five (5) year interval or as may be deemed necessary, in order to ensure its relevance to the times."

Section 6N

"In coordination with the Climate Change Commission, formulate and implement a framework for climate change adaptation and disaster risk reduction and management from which all policies, programs and projects shall be based."

Relatedly, various parts in Section 2 of the law provides for policies and guiding principles which sets the general tone of the national DRRM framework, to wit:

- Uphold the people's constitutional rights to life and property, by addressing the root causes of vulnerabilities to disasters, strengthening the country's institutional capacity for DRRM and building the resilience of local communities to disasters, including climate change impacts (Section 2a);
- Adhere to and adopt the universal norms, principles, and standards (Section 2b);
- Adopt a DRRM approach that is holistic, comprehensive, integrated and proactive in lessing the socioeconomic and environmental impacts of disasters, including climate change, and promote the involvemnet and participation of all sectors and all stakeholders concerned at all levels, especially the local community (Section 2d);
- Strengthen the capacity of national and local government units, together with partner stakeholders, to build the disaster resilience of communities, and to institutionalize arrangements and measures for reducing disaster risks, including projected climate risks and enhancing disaster preparedness and response capabilities at all levels (Section 2e);
- Adopt and implement a cohorent, comprehensive, integrated, efficient and repsonsive DRR program incorporated in the development plan at various levels of government adhering to the principles of good governance (Section 2f);
- Mainstream DRR and CC in development processes (Section 2g);
- Institutionalize policies and structures, coordination mechanisms and programs from nation down to local levels (Section 2h);
- Mainstream DRR into the peace process and conflict resolution approaches (Section 2i);
- Ensure that DRR and CC measures are gender responsive, sensitive to indigenous knowledge systems and rights-based (Section 2j);
- Recognize local risk patters across teh country and strengthen LGU capacity (Section 2k);
- Engage the participation of CSOs, private sectio and volunteers in DRR programs (Section 2m);
- Develop and strengthen the capacities of vulnerable and marginalized groups (Section 2n);

In addition, RA 10121 defined under Section 3 (N) and (O), what DRR and DRRM means, to wit:

Disaster Risk Reduction (DRR): The concept and practices of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposures to hazards, lessened vulnerability of people and property, wise management of land and the environment, and imrpoved preparedness for adverse events.

Disaster Risk Reduction and Management (DRRM or Disaster Risk Reduction and Disaster Risk Management): 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 adverse impacts of hazards and the possibility of disaster. Prospective DRRM refers to risk reduction and management activities that address and seek to avoid the development of new or increased disaster risks, especially if risk reduction policies are not put in place

In summary, both definitions capture the following principles:

DRR and DRRM are combination of practices and processes to lessen vulnerability of people and properties and lessen the adverse impacts of hazards and the possibility of disasters by...

a. Systematic assessment and management of the causal factors
b. Reducing the vulnerability of people and their properties
c. Wise use of land and environment
d. Increasing preparedness for future adverse events
e. Using administrative directives, organizations and operational skills and capacities to implement strategies, policies; and
f. Hazard reduction and prevention (in the case of man-made disasters)

INTERNATIONAL COMMITMENTS

Millennium Development Goals

As part of the country's commitment toward achieving the Millennium Development Goals (MDGs), the Philippines has recognized the fact that disaster risk reduction is an integral part of sustainable development and therefore an important element for achieving the MDG targets in a sustainable manner. This recognition and commitment can be seen in various efforts to mainstream DRR into national and local development planning processes.

The loss of lives and productive assets due to both major catastrophes and the more frequent small and medium disasters demonstrate what happens when development investments are not sufficiently disaster resilient. A clear example is the 2.7% decrease in the country's GDP because of tropical strom Ondoy and typhoon Pepeng in 2009.

With only four years left until the 2015 deadline to achieve the Millennium Development Goals (MDGs), the same report identified several inter-related activities to ensure that the targets are met by 2015. These include having a sustained economic growth; better population management; greater focus on underserved areas; adequate safety nets; improved governance and transparency; improved peace and security; equitable and efficient use of resources; greater advocacy and localization; and strengthen public-private partnerships.

Hyogo Framework for Action

When the Philippines expressed its commitment to and signed the Hyogo Framework for Action, it also made a promise to promote and institutionalize risk reduction efforts within the context of sustainable development. The HFA gave us the "menu" of things we can do, at the national, local and community levels but more importantly, it gave us an array of options which are mutually reinforcing and complement each other in order for us to reduce the losses of lives and livelihoods, with the end in view of building resilient communities and contributing to the MDGs.

However, although it embraces the global effort on risk reduction, it can be observed that the new Philippine Disaster Risk Reduction and Management Act did not make any explicit reference to the aims and objectives of the United Nations International Strategy on Disaster Reduction (UNISDR) or to the Hyogo Framework for Action (HFA). Nevertheless, both the new law and HFA have the same bottom

lines: "the need to reduce disaster risks more deliberately and systematically through their integration into policies, plans and programs for sustainable development and poverty reduction, supported by bilateral, regional and international cooperation."

ASEAN Agreement on Disaster Management and Emergency Response (AADMER)

The ASEAN Agreement on Disaster Management and Emergency Response or AADMER was ratified by the ten ASEAN Member States and entered into force on 24 December 2009. The AADMER is a proactive regional framework for cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management. It also affirms ASEAN's commitment to the Hyogo Framework of Action and is the first legally-binding HFA-related instrument in the world. To concretize this commitment and operationalize AADMER, the AADMER Work Programme for the period 2010 to 2015 has been developed and adopted by the ASEAN Committee on Disaster Management and is designed to support the national agenda and complement capacities of individual Member States in the different aspects of disaster management to attain the vision of disaster-resilient nations and safer communities within the region by 2015.

International Disaster Response Law (IDRL)

Created in 2001, the International Disaster Response Laws, Rules and Principles (IDRL) seeks to reduce human vulnerability and suffering of people affected by natural and technological disasters by raising awareness, promoting the implementation and encouraging the progressive development of laws, rules and principles that ensure a timely, adequate and efficient international response to disasters, where international involvement is needed. The IDRL pursues this goal in consultation with major stakeholders, namely, national societies, governments, international NGOs, NGOs and academics.

The need for appropriate legal frameworks and policies is also linked to the DRR, including relief, recovery and rehabilitation and development by anchoring disaster response into local capacity building and building safer communities. In the absence of these laws, challenges consistently arise which cause delays, add costs and decrease the efficiency of international response.

In partnership with the Philippine Red Cross and the International Conference of the Red Cross and the Red Crescent, the government continue to work together to facilitate international disaster relief and initial recovery assistance in the country.

Kyoto Protocol

On April 16, 1998, the Philippines signed the Kyoto Protocol to the United National Framework Convention on Climate Change aimed at fighting global warming. The UNFCC is an international environmental treaty with the end in view of achieving the "stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system."

Other international commitments

Republic Act 10121also underscored the importance of being consistent with global agreements and declarations. Also, it supported compliance with international commitments relating to climate change adaptation. The said law promotes adherence to universal norms, principles and standards on

humanitarian assistance such as the Universal Declaration of Human Rights, United Nations Guiding Principles and Guidelines on Internal Displacement and Durable Solutions, Convention on the Elimination of Discrimination against Women and Convention on the Rights of the Child.

THE PARADIGM SHIFT

Disaster management in the Philippines has started from a purely disaster response approach by focusing on the provision of assistance or intervention during or immediately after a disaster. Within the same perspective, geophysical approaches prevailed that relied on physical and engineering means such as dams, levees, channel improvements and river training. This has been the practice till the 20th century.

On the other hand, scientific studies have started which focused on prediction and modeling of natural hazards such as earthquakes and floods. Such continued to flourish. With science and technology applied to reduce the impact of hazard on human, this has gradually changed some views and perspectives in addressing disasters. Around the same period, international disaster agencies channeled lots of their resources on humanitarian assistance, disaster aid, and relief operations. The way of thinking about solutions was that, it is within the domain of public policy applications of essentially geophysical and engineering knowledge.

In such development process, disaster perspective has shifted from reactive to more proactive framework. The humanitarian, relief and response approach in which the intervention was provided only during or immediately after a disaster has gradually shifted to a developmental approach. Within the developmental approach, disasters are seen in a growing manner as a development concern and may arise as a result of unsustainable development practices.

The previously technical approach using engineering and technological solutions including prediction and modeling of natural hazards and modifying hazards were transformed into promoting non-structural and non-engineering measures such as community-based disaster preparedness and early warning, indigenous knowledge, and land use planning, which emphasize the need to modify vulnerabilities (and capacities) instead of hazards.

The practice of single hazard approach in the past has switched to multi or all-hazards approach. The sectoral focus has become inter-sectoral, inter-agency, and an all-government effort. And the public sector led management of disaster became an all-society approach which is participatory, inclusive, transparent, and gender fair.

Such paradigm shift gave equal emphasis to vulnerabilities and capacities aside from hazard. It provided opportunities for land use planning to be promoted as a tool for disaster risk reduction. The shift in focus from hazards to vulnerabilities had emphasized the varying exposure of population groups living in the city, the poorly constructed buildings, the informal settlements, incorrectly sited developments, and the inadequacy of open spaces, among others, as well as capacities of people and institutions to cope with and adapt to natural hazards.

This paradigm shift likewise involved the promotion of non-structural and non-engineering measures such as community-based disaster preparedness and early warning, the use of indigenous knowledge,

and land use planning, therefore, encouraging the application of land use policies and land use planning in disaster risk management.

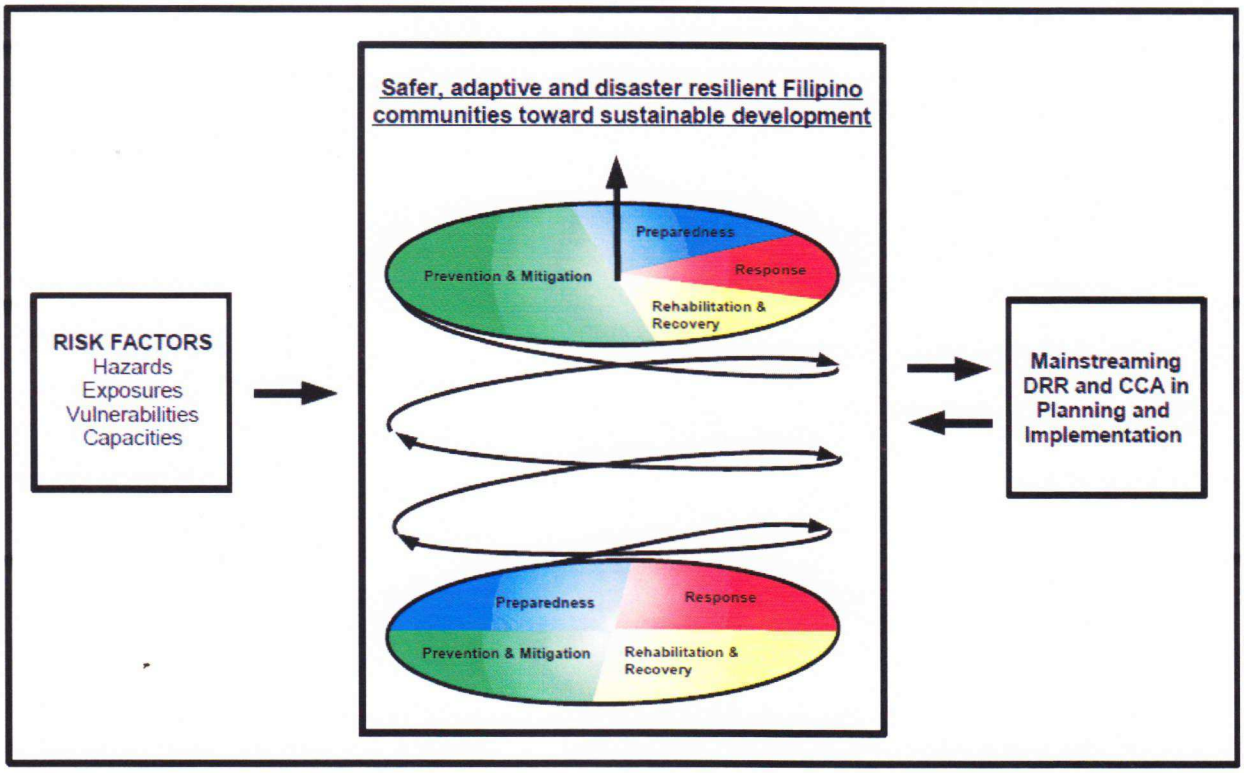
The NATIONAL DRRM FRAMEWORK

The Philippine National DRRM Framework is not only an essential part of our development process but is also an important component to ensure the country's sustainable development. Its effectiveness relies heavily on strongly supported national ownership and leadership of the DRR process.

This national framework is based on the following principles on disaster risk reduction and disaster risk management or DRRM:

- It is about addressing the underlying causes of vulnerability;
- It is a national responsibility within a sustainable development approach;
- It stresses the need for community empowerment and shared responsibilities;
- It is about good responsive governance and mutually reinforcing partnerships;
- It needs strong and responsive political will, commitment and leadership; and
- It is best done through local and customized adoption (and adaptation)

National Disaster Risk Reduction and Management Framework



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.

This DRRM framework indicates the paradigm shift towards a proactive and preventive approach to disaster management. This conceptual representation emphasizes that 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 after a disaster will lead to sustainable development after the recovery and reconstruction process.

The upward motion indicated by the spiraling arrows represents a bottom-up participatory process, enhanced level of awareness, strengthened multi-stakeholder partnerships, and pooling of resources. These positive changes will be realized through the mainstreaming of DRR and CCA into national and local plans which help us refocus our development goals, objectives and targets to be able to adequately

respond to as well as identify and implement appropriate interventions to address the impacts of disaster risks.

Mainstreaming DRR is a means towards (a) refocusing the development goals, objectives and targets to be able to adequately respond to disaster risks; and (b) identifying and implementing appropriate interventions to address the impacts of disaster risks. Mainstreaming DRR is an important step towards avoiding huge losses from disasters. Resources invested in risk reduction are justified because these could prevent or at least minimize enormous costs of post-disaster recovery, repair and reconstruction works.

In the end, these processes will synergize efforts and create rippling positive changes toward addressing the underlying causes of vulnerabilities and mainstreaming DRRM in national and local policy-making, planning, investment programming and in the policy/plan implementation.

Vision

Safer, adaptive and disaster-resilient Filipino communities toward sustainable development

Terminology	*Explanation*
Safer	Men and women have increased awareness and understanding on DRRM and are now more prepared and away from harm when disaster strikes.
Adaptive	Emphasis are on risk reduction and adaptation to show the convergence of DRR and CCA and that both contribute to increasing people's resilience and decreasing their vulnerabilities. Our aim is to empowe communities and 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 vulnerbility 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	The risk reduction efforts have been successful and 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. We want to instill the culture of safety by increasing people's capacity to bounce back and decrease disaster losses and impact;
Filipino communities	These are the Filipino men and women of different ages, coming from the different sectors and different geographically defined areas. The term also reinforces that the overall approach in DRRM which is community-based or according to the strengths, cultural and/or local contexts of the people.
Sustainable	This ties everything and puts into proper context all our DRR and CCA efforts

Terminology	*Explanation*
development	henceforth. Building back better can only be done if sustainable development is mainstreamed.

DRRM Aspects, Expected Outcomes and KRAs

Using the previous Philippine DRM framework as a starting point, the new NDRRMF will have 4 quadrants representing the 4 DRRM aspects, led by each of the 4 vice chairpersons identified in RA 10121, namely disaster (1) Prevention and Mitigation; (2) Preparedness; (3) Response; and (4) Rehabilitation and Recovery. The boundaries of these quadrants are not well defined to show that seamless transitions from one point to another are important in DRRM.

The colors of each quadrant have the following meaning:

- Prevention and Mitigation – Green to show care for the environment
- Preparedness – Blue to show alertness and readiness
- Response – Red to show emergency status and immediate response to the needs of the affected population
- Rehabilitation and Recovery – Yellow to show hope

Each DRRM aspect also represents an expected outcome and several key result areas. The expected outcome states the end result or final state once the KRAs are completed through the various strategies of each of the DRRM aspect. The key result areas, on the other hand, identify the coverage and primary area of responsibilities the list of accountabilities under each specific DRRM aspect.

DRRM Aspect	Expected Outcome	Key Result Areas
Prevention and Mitigation	Avoided hazards and mitigated their potential impacts by reducing vulnerabilities and exposure and enhancing capacities of communities	1. Mainstreamed and integrated DRR & CCA in national, sectoral, regional and local development, policies, plans and budget. 2. DRRM/CCA sensitive environmental management. 3. Increased disaster resiliency of infrastructure systems. 4. Community based and scientific DRR/CCA assessment, mapping, analysis and monitoring. 5. Risk transfer mechanisms
Preparedness	Established and strengthened capacities of communities to anticipate, cope and recover from the negative impacts of emergency occurrences & disasters	1. Community Awareness and understanding of the Risk Factors 2. Contingency Planning at the local level (to include Incident Command System, Early Warning Systems, Pre-emptive evacuation, stockpiling and equipping) 3. Local drills and simulation exercises 4. National disaster response planning
Response	Provided life preservation and met the basic subsistence needs of affected population	1. DANA as a generic activity *(NDRRMC DANA methodology was adopted from ADPC)* 2. Relief Operations

DRRM Aspect	Expected Outcome	Key Result Areas
	based on acceptable standards during or immediately after a disaster	3. Search, Rescue, Retrieval 4. Dissemination/Information sharing of disaster-related information 5. WATSAN and Health 6. Development/provision of temporary shelter 7. Psycho social support 8. Early Recovery Mechanism 9. Management of Dead and Missing 10. Evacuation Management 11. Social Protection Intervention 12. Civil and uniformed services coordination
Rehabilitation and Recovery	Restored and improved facilities, livelihood and living conditions and organizational capacities of affected communities, and reduced disaster risks in accordance with the "building back better" principle	1. Livelihood (1st priority) 2. Shelter (2nd priority) 3. Infrastructure (3rd priority)

Cross-Cutting Concerns

The cross-cuting concerns are those which should be taken into consideration in each of the 4 DRRM aspects. They are a combination of issues and approaches that crosses over each of the four aspects in disaster risk reduction and management, as espoused in the new law.

Health — These are disasters caused by epidemic, pandemics and related hazards.

Human-induced disasters — These are disasters more commonly associated with armed conflict, terrorism and war.

Gender mainstreaming — Recognition, acceptance and identification the different roles, needs, capacities and vulnerabilities of men and women are considered and addressed properly

Environmental protection — Care for the environment and making sure that current activities do not create stress on our natural resources should be considered in all the four aspects of DRRM

Cultural sensitivity/indigenous practices — Being sensitive to the indigenous practices, local knowledge should be ensured in doing work under each of the four aspects.

Rights-based	DRRM is our country's priority because people have the right to live, safety, information, education, cultural beliefs and right to better lives

Strategies

The following strategies will be emplolyed in order to achieve the desired key result areas under each DRRM aspect and relatedly, their respective outcomes as well:

1. **Advocacy and Information, Education and Communication (IEC)**	Mobilize and harness the print and broadcast media to regularly communicate, warn and educate people nationwide about DRRM. Evidence-based advocacy is key for effective information sharing and making people understand DRRM.
2. **Competency-based capability building**	Customized training programs should be developed to ensure that people are trained based on the needed skills in the different DRRM aspects.
3. **Contingency Planning**	More commonly useed before as only part of disaster preparedness activities, contingency planning is now a living document which is updated and used in all the different aspects of DRRM
4. **Education on DRRM and CCA for ALL**	Education through the integration of DRR concepts in the curriculum (i.e., basic education, NSTP, bachelors' degree) and for the public sector employees
5. **Institutionalization of DRRMCs and LDRRMOs**	Creation of permanent local DRRM offices and functioning councils at the local level are some of the ways to ensure that all DRRM-related activities, plans and prograsm will be implemented and sustained.
6. **Mainstreaming of DRR in ALL plans**	In all 4 aspects, we need to ensure that DRRM (and CCA) is mainstreamed in the various programs, plans, projects of either national or local government units, including the private sector groups and other members of the community.
7. **Research, Technology Development and Knowledge Management**	With the changes in the climate and technological advances, we need research to help us innovate, adapt and maximize the use of our resources to help our people reduce and manage the risks to disasters. This also include database development and the documenation, replication and recognition of good practices
8. **Monitoring, evaluation and learning**	Feedback mechanisms are important aspects of gauging performance targets and learning from our experiences on the ground

9. Networking and partnership building between and among stakeholders, media and tiers of government	Building effective and mutually reinforcing parterships and evolving networks ensure the multi-stakeholder and multi-sectoral participation of the different players in DRRM

Adopted by the National Disaster Risk Reduction and Management Council on the 16th day of June, in the Year of our Lord two thousand and eleven at the NDRRMC Conference Room, 2nd Floor, NDRRM Center, Camp General Emilio Aguinaldo, Quezon City, Philippines.

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