

**“Poverty Alleviation in the Wake of Typhoon Yolanda”  
Project of the University of the Philippines and the University of Nottingham**

# **Governance and Policy for Rebuilding Disaster Affected Communities: Legazpi City and Albay Province**

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**“FOUR YEARS ON: REBUILDING DISASTER AFFECTED COMMUNITIES  
FOR A SUSTAINABLE FUTURE”**

**Seminar Workshop, November 7, 2017**

**Balay Kalinaw, University Of The Philippines, Diliman, Quezon City**

# Focus on Legazpi City and Albay Province

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1. What governance strategies enabled the stakeholders in disaster- affected communities to address the vulnerabilities of the people and their settlement sites to “build back better”?
2. What learnings can be derived from cases of interventions in disaster-affected communities for developing or improving governance and policy?

# Objectives

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1. Identify governance and policy elements in disaster-related interventions in selected sites in the Philippines.
2. Draw out the factors, gaps, strategies relevant to sustaining the results of disaster related interventions of stakeholders, mainly government and civil society.
3. Clarify disaster related contexts, concepts and frameworks relevant to governance and policy, such as building community resiliency and stakeholders engagement particularly in the framing of disaster risk reduction and management, climate change adaptation, and in post-disaster “building back better”.

# Scope and Limitations

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- ❑ Purposive selection of Legazpi City as site of civil society engagement (among community people's organization, local region wide non-government organization, Manila based non-government organization, and international civil society organization in Legazpi City engaging the local government unit at barangay and city level.
- ❑ Purpose selection of Albay provincial government considering Albay in the Bicol region as a disaster-proned area,; and Albay provincial local government unit as recipient of awards and recognition.

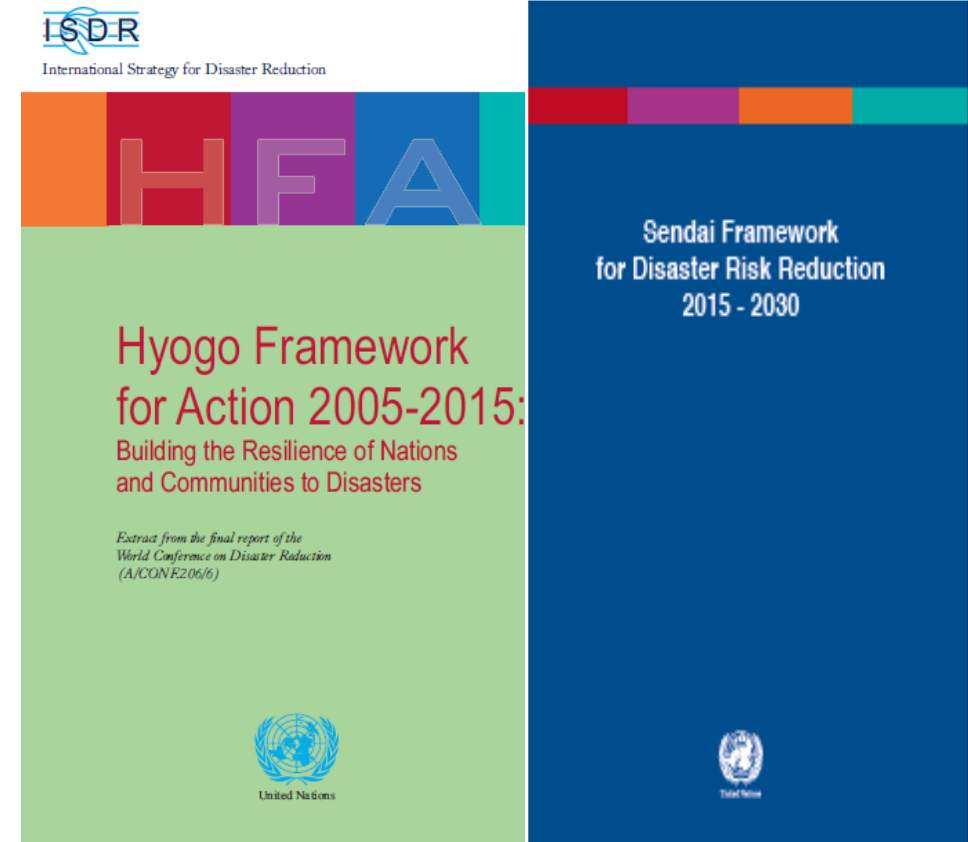
# Methodology and Methods

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- ❑ Qualitative content analysis for documents including project reports, secondary literature, and website data.
- ❑ FGDs, interviews, observation in the course of the researcher's evaluative study of the civil society's intervention in Legazpi City.
- ❑ Permission obtained for the use of project reports and data.

# Disaster Governance Frameworks

- Governance as an evolving and contested concept and framework
  - academic and theoretical
  - practice field; among international development organizations
- Focus on Disaster related governance--Disaster Governance
  - Based on the Hyogo Framework for Action 2005-2015
  - Based on Sendai Framework for Disaster Risk Reduction 2015-2030



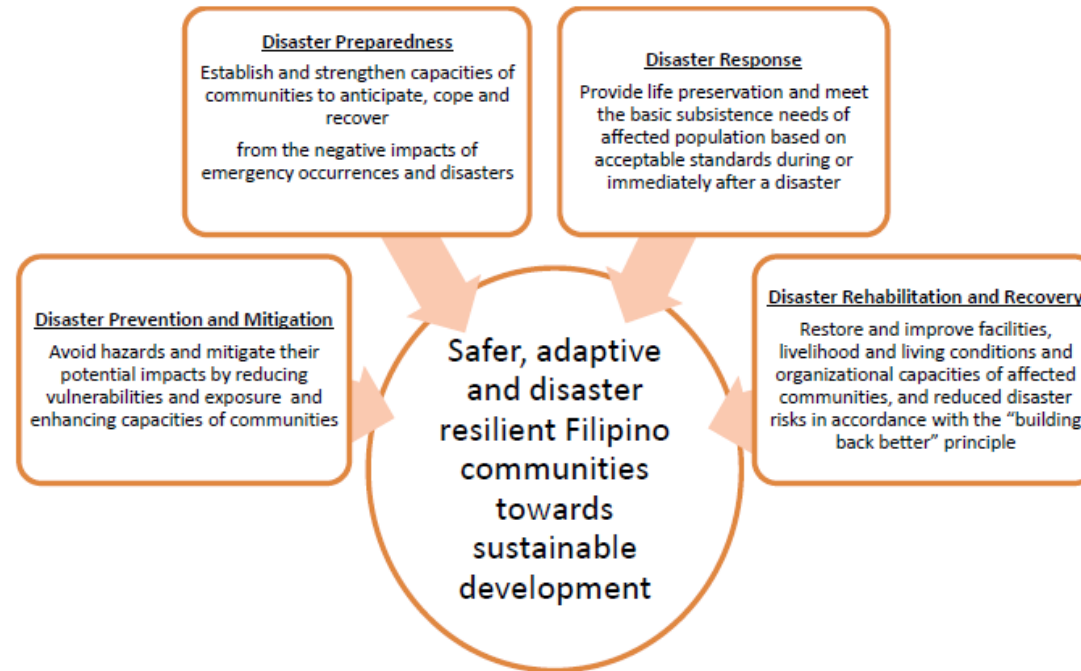
# Moving on from the Hyogo Framework to the Sendai Framework

- Emphasis on disaster risk management rather than disaster management
- Reduction of risks as expected outcome

- Disaster risk: all dimensions of exposure
- Vulnerability and hazard characteristics
- **Disaster risk governance: national platforms**
- Accountability for disaster management
- **Preparedness to “Bring Back Better”, “Building Back Better”**
- **Recognition of stakeholders and roles**
- Mobilization of risk sensitive investment to avoid creation of new risk
- Resilience of health infrastructure, cultural heritage and work places
- Strengthening international cooperation and global partnership
- Risk informed donor policies and programs, financial support and loans from international financial institutions
- Recognition of Global Platform for Disaster risk Reduction and the regional platforms for disaster risk reduction as mechanisms for coherence across agendas, monitoring and periodic review of UN governance bodies
- Implementation by the UNISDR, follow up and review of the Sendai Framework

# Philippine Policy Framework

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National Disaster Risk Reduction and Management Plan 2011-2028.



# Clarifying the Disaster Governance Framework (analyzing initiatives in Legazpi City and Albay Province)

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**Governance as arrangements, interaction process, stakeholders' roles**

**Policy arenas for interaction: policy advocacy, adoption, implementation**

**Urban Contexts: poverty, environment, development**

# Key Study Findings

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## □ Governance – CSO (Manila based NGO, Int'l NGO)

- Stakeholders' capacity building, particularly for civil society (Legazpi City based PO and NGO), barangay and city LGU
- Stakeholders' DRR responsive shelter planning and policy
  - post disaster reconstruction, disaster risk reduction and disaster preparedness
  - land tenure and housing, onsite improvements/resettlement for urban poor dwellers affected by disaster (typhoon and flooding)
- Stakeholders' policy advocacy for barangay disaster responsive shelter plan
- Result: city annual investment plan for DRR

## □ Governance –LGU (Albay Province; Legazpi City)

- DRR institutionalization at provincial and city levels
- Political leadership of governor and mayor
- Inter-local government linkages, community based, Multistakeholder approaches
- DRR-Climate Change Adaptation technical capacity building
- Planning, investment/budget allocation, implementation processes
- Results: zero casualties; awards received

# Disaster Prone Province of Albay

**Major Disaster Events in Albay Province 1995-2011:  
Zero Casualty in 17 out of past 19 years**

Calamities	Date	Classification	Casualty	Damage Cost
1. Typhoon Rosing	Nov. 1, 1995	Destructive	ZERO	P 540 M
2. Typhoon Loleng	Oct. 15, 1998	Destructive	ZERO	304 M
3. Mayon Eruption	1999	Explosive	ZERO	284 M
4. Mayon Eruption	2001	Explosive	ZERO	11.9 M
5. Mayon Eruption	2006	Explosive	ZERO	50.5 M
6. Typhoon Milenyo	Sep. 25, 2006	Destructive	14 dead	1.7 B
7. Typhoon Reming	Nov. 28, 2006	Destructive	618 dead 419 missing	3.2 B
8. Typhoon Mina, Lando and Nonoy	Nov. 2007	Destructive	ZERO	
9. TECF, Monsoon Rains	Feb. 2008	Destructive	ZERO	127 M
10. Typhoon Dante	May 2009	Destructive	ZERO	238 M
11. Typhoon Ondoy	Sep. 2009	Destructive	ZERO	
12. Typhoon Peping	Oct. 2009	Destructive	ZERO	
13. Mayon Eruption	Dec. 14, 2009 - Jan. 2, 2010	Explosive	ZERO	16.7 M

[www.galingpook.org/ebsites/Galing](http://www.galingpook.org/ebsites/Galing) Pook/Day1\_PM\_Panel2\_Philippines (Albay)\_Sal.pdf

# Disaster Prone Legazpi City (Albay)

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## Challenges for Legazpi City/Albay

- ❑ about 19 to 21 typhoons per year
- ❑ 3 to 5 of typhoon occurrences directly hit Albay
- ❑ threat from wind destruction for 198,000 houses; evacuation for 350,000 people
- ❑ 3 cities and 5 municipalities to be affected by eruption of Mayon Volcano
- ❑ 127 villages comprising 11,000 to 12,000 families threatened by landslides
- ❑ About 300,000 population threatened by tsunami
- ❑ 8 municipalities and 2 cities threatened by floods

[https://his-esc.org/documents/6hlsesc\\_F\\_Legazpi\\_City](https://his-esc.org/documents/6hlsesc_F_Legazpi_City)

# Legazpi City: Civil Society Initiated DRR Governance

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- ❑ Civil society led disaster governance – interlinking community /people’s organization, local and international civil society, and government at local barangay, city, and provincial levels, and other sectors
- ❑ CSO Partners:
  - Danish International Human Settlements Services/Dansk International Bosaetnings Service (DIB)
  - Alternative Planning Initiatives Inc – a Manila based civil society organization
  - Community Organization of the Philippines Enterprise Foundation, Inc – Bicol region-wide non-government organization
  - Legazpi City Slumdweller’s Federation, Inc- city wide people’s organizations with chapters in the 10 pilot barangays
- ❑ LGU Partners:
  - Pilot barangays – barangay councils - 10 barangays
  - Legazpi City LGU

(Source: Alternative Planning Initiatives Inc. and Danish International Human Settlements Services)

# Funding and Project Duration

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Phase I “Integrating Disaster Risk Reduction in developing planning in the Philippines”  
(Legazpi City, 2012)

Phase II “ Enabling civil society participation in shelter program preparation to address flooding risk in Legazpi City”

## Replication

- **2015-2017 in Ubay, Bohol province; Ligao, Albay Province; Iligan City, in northern Mindanao independent of the Province of Lanao del Norte; and General Santos City, in the province of South Cotabato**

(Source: Alternative Planning Initiatives Inc. and Danish International Human Settlements Services)

# Funding and Project Duration

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Funding: “ Civil Society Fund financed by the Ministry of Foreign Affairs of the Kingdom of Denmark and administered by the Danish Civil Society in Development, a platform for more than 280 Danish civil society organizations” (Project document)

Phase I “Integrating Disaster Risk Reduction in developing planning in the Philippines

- aimed at developing a methodology for improving the capacity of community based organizations in working with local government units, from barangay to city level to mainstream disaster mitigation.

Phase II “ Enabling civil society participation in shelter program preparation to address flooding risk in Legazpi City

- aimed at promoting disaster risk responsive safe settlements for the marginalized urban poor through civil society participation in the improvement of the Legazpi City local government shelter programs and policies

Impact: Replication/adaption in new sites 2015-2017

- Ubay, Bohol province; Ligao, Albay Province; Iligan City, in northern Mindanao independent of the Province of Lanao del Norte; and General Santos City, in the province of South Cotabato

(Source: Alternative Planning Initiatives Inc. and Danish International Human Settlements Services)

# Governance and Policy Learning for Participating Civil Society Organizations

- ❑ Post-disaster initiative – triggered by Typhoon Reming in 2006 that was accompanied by volcanic lava flowing down the slopes of Mayon Volcano burying nearby villages and villagers
- ❑ Long term intervention for disaster risk reduction through comprehensive shelter plans responsive to environmental hazards and risks, disasters coming from typhoons, flooding, mudslides, earthquakes in the city of Legazpi and within the province of Albay

- ❑ Civil society participatory planning and capacity building resulted in Barangay DRR assessment and DRR responsive shelter plans – undertaken by community based people's organization and barangay council in pilot barangays assisted by the region wide and Manila based civil society organizations
- ❑ Preparation of a Guide and Manual on CSO participation in City Shelter Plan preparation integrating disaster risk reduction useful for compliance with mandates for housing, land use, urban development, aligned with international agreements and frameworks, such as the Hyogo Framework 2005-2015.

(Source: Alternative Planning Initiatives Inc. and Danish International Human Settlements Services)



# Governance and Policy Learning...

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- ❑ Policy advocacy of CSO to barangay council and of CSO and barangay council to the city level government of its Barangay Shelter Plan
- ❑ Policy action of Legazpi City's city level government in the form of the local council's inclusion of the Barangay Shelter Plan programs and projects into the Annual Investment Plan for budget allocation and eventual implementation

- ❑ Civil society's formulation of the Sustainability Plan to monitor implementation of the budget allocation and implementation of the Shelter Plan (though confronted by the phasing out of assistance from the region-wide civil society organization providing technical assistance and from the Manila based and international civil society organizations)
- ❑ Replication in another city in Albay by the international and Manila based civil society organizations

# Legazpi City LGU

Legazpi City in ASEAN International City/Country Management Association City Links Pilot Partnership Program (USAID for professional local government management to create sustainable communities that improve lives worldwide)

- ❑ **Citizen engagement, community engagement, vulnerable citizens, community based risk mapping**
- ❑ **Climate data into planning, scenario based maps**
- ❑ **Cross sector working groups**
- ❑ **Strategic planning for climate adaptation**
- ❑ **Restore ecosystem services**

Legazpi finalist for Climate-Adaptive and Disaster Resilient Award –

- ❑ innovative strategies to manage climate change for adaptive and disaster risk reduction practices, reduce vulnerabilities of respective communities and environment –
- ❑ mainstreamed CCA DRR into local plans such as the comprehensive land use plan, comprehensive development plan and local disaster reduction and management

[Legazpi.gov.ph/rosal-bares-Legazpi-citys-drr-strategies-to-disaster-officers-of-other-regions](http://Legazpi.gov.ph/rosal-bares-Legazpi-citys-drr-strategies-to-disaster-officers-of-other-regions); [https://hls-esc.org/documents/6hlsesc/F\\_Legazpi.pdf](https://hls-esc.org/documents/6hlsesc/F_Legazpi.pdf)

# Albay Provincial LGU : Workable Strategies

- ❑ Integration of disaster risk reduction and management with climate change adaptation
- ❑ Integration of DRR with education from primary level
- ❑ Integration with resilient livelihood (food for work and clean up)
- ❑ Integration of DRR with comprehensive land use plan, development plan and investment plan
- ❑ Twinning and partnerships with cities in the Philippines and in other countries
- ❑ DRR technical capacity building

- Institution building – “firsts” (Pioneering)
- ❑ Frameworks, policies, plans (impact on national legislation for climate change and disaster risk reduction and management)
    - ❑ First province -- Albay Public Safety Emergency Management Office in 1994 (disaster response)
    - ❑ Center for Initiatives and Research on Climate Adaptation – partnership and collaboration with academic institutions, national government agencies, corporations
    - ❑ Albay MDGs Office – for disaster relief and recovery
  - ❑ Multisectoral convergence – community, church, educational institutions, government, CSOs

# Results for Provincial LGU Initiatives



[www.galingpook.org](http://www.galingpook.org) Day1\_PM\_Panel2\_1Philippines(Albay)\_Salceda

# Sustainability Issues for Governance and Policy

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## □ Governance:

- Sustainability, monitoring of plan and policy implementation upon exit of assisting external civil society organizations
- Sustainability of effective interventions given the status of incumbency or change in political leadership of the local government units
- Coordination and convergence among multistakeholders for their role and contribution to the DRR agenda
- Gender responsiveness
- Continuity of empowerment/ capacity building for the social and technical dimensions of disaster risk reduction and management

## □ Policy

- Evaluation of policy implementation
- Unsettled land tenure issues
- Fairness and equity in policy implementation
- Safe and secure places for housing and land tenure of affected urban poor communities
- Impact relief, rehabilitation, reconstruction on poverty
- Budget policies
- Replication of workable strategies in affected barangays and cities