

Municipal governance and politics in disaster situations: the typhoon Haiyan experience

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Four Years On: Rebuilding Disaster Affected Communities for a Sustainable Future

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Political leadership and disasters

- Political leadership: key aspect of effective governance
- Mayors and governors: tasked to carry out emergency measures during and after natural calamities
- November 2013: the Philippines struck by a super typhoon named 'Haiyan' (locally called 'Yolanda')
- 3,424,593 families, 16,078,181 persons, nine of 16 regions: affected by the typhoon
- NDRRMC: 6,300 recorded deaths
- Provisions of the law are very clear; in actual situations, political leaders act in different ways
- Who is *in charge*? What roles did the LCEs assume after the typhoon and during the recovery stages? In short, where does accountability lie?

Method

- Qualitative research techniques: cases of Palo and Tanauan, Leyte
- Key informant interviews (KIIs)
 - Primary source of data
 - Palo mayor: Remedios L. Petilla
 - Tanauan mayor: Pelagio R. Tecson Jr
- Focus group discussions (FGDs)
 - Public's perspective
 - Barangays from Palo and Tanauan, Leyte
- Document reviews
 - From NDRRMC

Disaster management in the Philippines

- Local Government Code of 1991
 - Role of municipal mayor
 - Role of municipal council (Sangguniang Bayan)
- Philippine Disaster Risk Reduction and Management Act of 2010
 - Local Disaster Risk Reduction and Management Council
 - Coordination during emergencies
- Limitations of understanding based on existing laws and rules

Local Government Code of 1991

- Municipal mayor
 - exercise general supervision and control over all programs, projects, services, and activities of the municipal government
 - carry out such emergency measures as may be necessary during and in the aftermath of man-made and natural disasters and calamities
- Sangguniang bayan (Municipal council)
 - adopt measures to
 - protect the inhabitants of the municipality from the harmful effects of man-made or natural disasters and calamities, and
 - provide relief services and assistance for victims during and in the aftermath of said disasters or calamities and their return to productive livelihood following said events

Philippine Disaster Risk Reduction and Management Act of 2010

- Conversion of local disaster coordinating councils (LDCCs) to local disaster risk reduction and management councils (LDRRMCs)
- Creation of local DRRM office, the secretariat to the LDRRMC; under the office of the municipal mayor
- The local chief executive, or the municipal mayor: the chairperson of the LDRRMC
- Almost all of the key local offices are part of the LDRRMC.
- The law prescribes the involvement of civil society organisations and the private sector.
- 21 members of the LDRRMC

Philippine Disaster Risk Reduction and Management Act of 2010

- Tasks of LDRRMC:
 - Approve, monitor and evaluate the implementation of the LDRRMPs and regularly review and test the plan consistent with other national and local planning programs;
 - Ensure the integration of disaster risk reduction and climate change adaptation into local development plans, programs and budgets as a strategy in sustainable development and poverty reduction;
 - Recommend the implementation of forced or pre-emptive evacuation of local residents, if necessary; and
 - Convene the local council once every three (3) months or as necessary.

Philippine Disaster Risk Reduction and Management Act of 2010

- Coordination during emergencies
 - When a barangay in a municipality is affected, the barangay development council should take the lead in preparing for, responding to, and recovering from the effects of any disaster or calamity.
 - If two or more barangays are affected, the responsibility is transferred to the municipal DRRMC.
 - If two or more municipalities are concerned, it is the provincial DRRMC.
 - If two or more provinces are affected, it is the regional DRRMC.
 - If two or more regions are affected, it is the NDRRMC
- Confusion
 - Local authorities: the national government's responsibility, through the NDRRMC, to respond to and assist in recovering from aftermath
 - National government: the primary responsibility on the LDRRMCs; the NDRRMC only supplementary.

Limitations of existing laws and rules

- Formal rules
 - provide the structure, and constrain individual behaviours
 - not able to capture the political reality as actualised by the actors.
- Provisions of law: the ideal in the best possible scenario of disaster response and management
- During actual disasters and calamities: opportunities open
 - where actors may go beyond their prescribed roles,
 - manoeuvre formal rules, and
 - employ informal arrangements in order to achieve specific goals and ensure that the residents are taken care of.
- Political contexts both at the national and local levels: not covered by the formal rules
- Contexts affect how municipal mayors respond during disasters and calamities.

The Haiyan Experience

Region	Dead	Injured	Missing
IV-A (Calabarzon)	3	4	-
IV-B (Mimaropa)	19	61	24
V (Bicol)	6	21	-
VI (Western Visayas)	294	2,067	28
VII (Central Visayas)	74	348	5
VIII (Eastern Visayas)	5,902	26,186	1,005
IX (Zamboanga)	1	1	-
XIII (Caraga)	1	-	-
Total	6,300	28,688	1,062

The Haiyan Experience

- Region VIII or Eastern Visayas suffered the most; more than 90% of the
- Province of Leyte in Region VIII: the most badly hit, in terms of casualties and other damages
- 4.9 million-peso damage in infrastructure in Region VIII:
 - Leyte (excluding Tacloban City): 1.02 million-peso
 - Tacloban; 2.47 million-peso

National and local political contexts

1. The law that strengthened the disaster management structure in the Philippines was passed in 2010.
2. Benigno S. Aquino III is the Philippine president.
3. 2013 is an election year.
4. Province of Leyte is known as a 'Romualdez country'.
5. During the rehabilitation period, the municipal mayors of Palo and Tanauan were affiliated with the Liberal Party.
6. Some of the barangay captains and their mayors have different political leanings.

Case of Palo, Leyte

- Palo
 - Third class municipality
 - Population: 70,052 people (2015)
 - 6 of 33 barangays: coastal
 - Livelihood: agricultural
- Effects of Haiyan
 - 910 deaths recorded in Palo, 223, unidentified individuals
 - Damaged houses: 14,916 houses
 - Haiyan affected the entire population of the municipality



Case of Palo, Leyte

- Remedios L. Petilla: the municipal mayor of Palo
- Preparation:
 - forced evacuation order
 - used the local radio stations to spread the announcement
 - 1,794 individuals heeded the call
 - more than 70,900 persons outside the evacuation centers
 - sent out 5 sacks of rice to different barangays
- Response:
 - communication lines: damaged
 - mayor was in municipal hall; make-shift clinic
 - distributed sacks of rice again
 - assistance from province, national government
 - directed and coordinated efforts from outside agencies
 - emotional condition of survivors
- Recovery:
 - coordinator roles
 - housing, livelihood

Case of Tanauan, Leyte

- Tanauan
 - Second class municipality
 - Population: 55,021 people (2015)
 - 6 of 54 barangays: coastal
 - Livelihood: agricultural, forestry, mining, trade
- Effects of Haiyan
 - 1,375 unidentified deaths
 - Damaged houses: 10,660 houses
 - Haiyan affected more than 58,000 individuals



Case of Tanauan, Leyte

- Pelagio R. Tecson, Jr: the municipal mayor of Tanauan
- Rehabilitation plan:
 - Housing
 - Public infrastructure
 - Livelihood
- Strategy:
 - 'our single biggest strategy is *build back better* to make sure that we don't just bring it back to where it was before Haiyan but to bring it to the next level '
- Housing
 - 80% of families transferred to permanent resettlement areas (August 2016)
 - Zero rejection rate
- Livelihood
 - Choosing strategic relocation sites
 - Programs to supplement existing sources of income
- Accountability
 - Attempts to be transparent
 - Locals organized into groups and associations
 - Politics affected distribution of resources

Summary and concluding notes

- Municipal mayors assumed roles in disaster management according to how they worked as local chief executives
- Focus of each municipal mayor is different
- Not everyone in the municipality received the same support
- National and local political context were helpful in understanding the actions of the municipal mayors

Thank you for your attention!

Poblacion, Municipality of Tanauan,
Province of Leyte; taken December 2016.

