

The Role of External Assistance in DRRM: The case of Leyte after Haiyan

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Outline

- Objectives and Framework
- General framework / arrangement for foreign and international role in DRRM in the Philippines
- Relationship of international actors with national and local governments in affected communities after Haiyan
- Impact of international and foreign agencies on human security and resilience
- Assessment and lessons from interventions of foreign and international agencies



1. Objectives and Framework

- Overarching aim:
 - To describe the arrangements for external assistance, actual engagements during Haiyan and impact
 - To identify problems and strategies that work in relation to poverty alleviation in post-disaster environments
 - To ascertain the conditions necessary for the success and scaling up of these strategies based on the case of relief efforts in selected Yolanda areas
- **Focus:** urban population risk, vulnerability to disasters and resilience towards environmental shocks
- **Framework:** Resilience and human security
- **Practical Objective:** Assessing barangays across three Leyte LGUs affected by Yolanda (Tacloban City, Palo and Tanauan)



Research Methods

- Documentary review
- Key informant interviews (representatives of national government agencies, international agencies, civil society groups, local governments)
- Household surveys (household head/spouse in 20 barangays)
- Focus group discussions (women, PWDs, elderly, youth, mixed group)
- Family Interviews (2 families per barangay)



Framework: Human Security and Resilience

- Human Security as freedom from fear, freedom from want and freedom to live in dignity
 - Addresses the protection of people (individuals and communities) from critical and pervasive threats to their lives, livelihood, and *dignity*, including the downside of development (*HSR* 2003);
 - top-down (protection) and *bottom-up* (empowerment) approaches
- Resilience - "the capacity of any entity – an individual, a community, an organisation, of a natural system – to prepare for disruptions, to recover from shocks and stresses, and to adapt and grow from a disruptive experience" (Rodin 2015, 3)
 - linked intimately with vulnerability and capacity
 - *marginalization* = human security approach



Framework: Human security and resilience

- The *human security approach* targets the vulnerable and directly addresses factors that increase vulnerability to poverty, disease, conflict, and disempowerment (Mani 2005); also requires mechanisms to be established at different levels of government and to focus on *governance* to protect communities from threats
- Communities, particularly the marginalized, are “the most effective locus of disaster preparedness activities” (Alcayna 2016) and hence must define their own resilience.



2. General guidelines for foreign and international agencies' DRRM assistance

- The Philippines has a strong set of policies, frameworks and plans for DRRM. The DRRM law (PDRRM Law of 2010) created the NDRRMC and established local councils at various local levels to replicate the NDRRM Council's responsibilities. There are points for partnership and coordination with foreign and international agencies.
- National government cluster system and UN cluster system under UN OCHA pre-existing Haiyan
- Parallel system with the Armed Forces of the Philippines
- However, local councils as well as the NDRRMC have administrative and resource problems.



Foreign involvement in Haiyan

Damo nga Salamat!

The following organizations partnered with the Tacloban City Government toward building back a more vibrant, more liveable, and more resilient Tacloban:

Many thanks to the numerous national and local governments, aid agencies, and private individuals and organizations who partnered with the Tacloban City Government to bring relief, new homes, livelihood, and many other forms of aid to our people. We pray that the Lord bless you back abundantly for your compassion and generosity.

No. of Bathing Cubicles: _____

No. of Cooking Counters: _____

No. of Women-Friendly Spaces: _____

No. of Child-Friendly Spaces: _____

Common Illnesses: _____

Essential Contacts: _____

A project of the International Organization for Migration (IOM) for the Typhoon Haiyan-affected population in Leyte

Supported by: Canada



3. Relationship of foreign and international agencies with national and local governments in affected communities after Haiyan

- Based on some assessments, the government played an integral role during the response efforts with the international UN cluster system joining the government cluster system and with most foreign agencies saying that coordination was good for the most part.
- However, different data also highlight significant tension between the government and INGOs as the latter's response led to the sudden influx of international actors which undermined the usual procedures and relationships established by the Philippine government.
- Some foreign agencies also did not consult government agencies and communities in terms of priority needs of the community.



Relationship of foreign and international agencies with national and local governments in affected communities after Haiyan

- There are cases of different actors working in parallel and duplicating efforts alongside cases of exemplary programming and collaboration. Parallel efforts occurred because of the ff:
 - Some NGOs were unaware of the cluster system and the system itself did not actively engage non-cluster actors.
 - Some LGUs were also unaware of the cluster system or weak.
 - Some INGOs, other organizations and individuals distrusted government and avoided collaboration and coordination.
 - Coordination was difficult due to the scale of the disaster.
 - NDRRMC also has a number of weaknesses.

Results: Market distortion; many families and individuals received multiple cash and other items but others did not.



4. Exemplary Programs

- UN WASH and Protection Clusters
- UN OCHA
- Tanauan – first Yolanda-hit LGU to submit a completed rehab plan to the national government
 - LGU (municipal hall) designated “sectorial” focal persons to coordinate relief efforts and system allowed coordination and assignments of relief efforts on rebuilding across barangays
- Disaster preparedness and targeted livelihood programs in various communities



4. Impact of foreign and international agencies on human security and resilience

- Some international agencies were able to provide short-term employment. New infrastructure projects like barangay health centers have been set up in some areas.
- However, the problem now is sustainable livelihood opportunities for Yolanda areas.
- Some barangays still complain about food scarcity either because they do not have the money to buy food or the place where they are staying, i.e. some resettlement areas, are far from places like the sea and farms to source food.
- Access to health services and insurance like affordable medicine is still an issue in many areas, especially in resettlement areas. Some sectors like the elderly and PWDs need more assistance in this area.



Impact of foreign and international agencies on human security and resilience

- Many individuals and communities still suffer from vulnerabilities. A lack of sustainable livelihood, inadequate and unsafe housing, the inadequate provision of utilities such as water and electricity and incomplete infrastructures such as roads and drainage in the resettlement areas continue to threaten the communities' abilities to 'build back better'. The capacity to protect themselves, their families and communities from future disasters and day-to-day safety issues remains tenuous in many cases.
- However, some agencies that remain have been giving a number of barangays trainings in DRRM, budgeting and planning. There are also some targeted livelihood programs for specific groups.



5. Tentative Conclusions

- While significant and comprising majority of interventions during the relief and reconstruction phases, the assistance from international and national non-state actors have not addressed some of the human security concerns of people as well as resilience in the three areas.
- There were questions about the priorities of some of these aid agencies, duplication of aid, and whether they took into consideration the inputs and actual needs of the people and communities affected.
- It is also the nature of aid that it is only temporary. Hence, empowerment of communities and governments should also be the focus of interventions.



Lessons

- Even with plenty of aid agencies present, there should be improved coordination with national and local governments in terms of identification, distribution and prioritization of appropriate aid. A stronger national and local framework for coordination of risk reduction, response and assistance is necessary.
- The role of the national government, particularly key agencies like DSWD, as the coordinating and monitoring agency is crucial. Thus, capacities and mechanisms must be improved to take on these functions.
- Capacities and accountability mechanisms of LGUs must also be enhanced. Local CSOs are also important.
- Communities, particularly the most vulnerable ones, have to play an active role in recovery and resiliency plans. Thus, they also must be empowered.
- International and regional response systems can also be improved in terms of coordination (cluster and non-cluster groups coordination). A stronger and more active regional / ASEAN system for DRRM can also be put in place.



Thank you! Salamat po!

