**APP**
ASIAN PREPAREDNESS PARTNERSHIP

# Philippine Baseline Assessment Country Report

*Program for Strengthening Capacity of Governments, Local Humanitarian Organizations and the Private Sector on Preparedness for Emergency Response in Asia*

ADPC
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BILL & MELINDA
GATES *foundation*

**adpc**

# Acknowledgements

# Foreword

Today, humanitarians all over the world share common efforts to transform the global humanitarian system. This is true in Asia and resoundingly true in the Philippines. The community of humanitarian organizations in the Philippines has developed a common aspiration of transforming the Philippines' humanitarian system, alongside the global efforts in this direction.  Such goal and aspiration are built upon a national and local humanitarian leadership that is community-based, rights-based with an inclusive approach.  An enabling environment and positive collaboration serve as important critical factors to gain access to equitable and adequate resources for humanitarian preparedness and response.

The strengthening of humanitarian leadership of national and local actors in the country for emergency preparedness and response is key to the goal of transforming the system. The civil society organizations in the Philippines have worked tirelessly to address significant challenges as a humanitarian community. Now the community is ready to take up the challenge of exercising a leading role in working for positive and durable change in the system.  A mechanism for coordination and cooperation is set in place fostered on existing opportunities, enhancing the central role of government and local actors at different levels.

For emergency preparedness and response in this context, this Philippine Country Report on Strengthening Emergency Response Capacity of Local Humanitarian Actors in Asia is timely. It is important to incorporate input from stakeholders working at various levels. Having an evidence of the current capacity, and a stronger understanding of what needs strengthening, including detailed information about the location of actors in various parts of the country, all provide a strong starting point on how to proceed with strengthening preparedness and response capacity of national and local humanitarian actors.

Collaborative mechanisms are also important in this discussion. In the humanitarian community, mechanisms at various levels will facilitate continuing collaboration and an effective link with the broader system-wide collaboration. They maximize existing opportunities and enhance the vital role of the government at different levels. The communities as first responders are equally important. They require support and appropriate policies that will help address gaps,

and at the same time require skills and advocacy to contribute to addressing identified gaps. A critical mass of communities with minimum capacity and resources for local level response and preparedness initiatives can move forward humanitarian actions on the ground. These will be complemented and supported by national and local NGOs providing skills development and advocacy; with national government support to ensure effective implementation of appropriate policies.

Access to humanitarian funding is a way forward to bear witness to the operationalization of resource mobilization at various levels with a general direction of moving away from overdependence on international resources. Appropriate, flexible, self-managed humanitarian and development funding will help and contribute to a more strengthened leadership of national and local actors in humanitarian preparedness and response.

Overall, there is still much work to do in this significant area of humanitarian action. However, if civil society organizations are consolidated and work hand-in-hand with government and private sector partners, the path forward will be clearer. There is no other way but to collaborate and work together as partners and as committed stakeholders for the benefit of the affected people that we are dedicated to serving to save lives.

Philippine Preparedness Partnership

# Contents

# Acronyms and Abbreviations

**AAL**  Annual Average Loss

**ADPC**  Asian Disaster Preparedness Center

**APP**  Asian Preparedness Partnership

**ARMM**  Autonomous Region of Muslim Mindanao

**BDRRMC**  Barangay Disaster Risk Reduction and Management Committee

**BDC**  Barangay Development Council

**BMGF**  Bill and Melinda Gates Foundation

**BPO**  Business Process Outsourcing

**CAR**  Cordillera Administrative Region

**CBO**  Community-Based Organization

**CCA**  Climate Change Adaptation

**CCC**  Climate Change Commission

**CHED**  Commission on Higher Education

**CHS**  Core Humanitarian Standards

**CDP**  Center for Disaster Preparedness

**CMCoord**  Humanitarian Civil-Military Coordination

**DEM**  Digital Elevation Model

**DepEd**  Department of Education

**DND**  Department of National Defense

**DOST**  Department of Science and Technology

**DRR**  Disaster Risk Reduction

**DRRM**  Disaster Risk Reduction and Management

**DSWD**  Department of Social Welfare and Development

**EI**  Education Index

**EM-DAT**  Emergency Events Database

**ENSO**  El Niño Southern Oscillation

**ER**  Emergency Response

**FGD**  Focus Group Discussion

**FHSIS**  Field Health Services Information System

**GAR**  Global Assessment Report on Disaster Risk Reduction

**GDI**  Gender Development Index

**GDP**  Gross Domestic Product

**GII**  Gender Inequality Index

**GNI**  Gross National Income

**GRUMP**  Global Urban-Rural Mapping Project

**HAP**  Humanitarian Accountability Partnership

**HDI**  Human Development Index

**HUC**  Highly urbanized city

**ICS**  Incident Command System

**ICT**  Information and Communication Technologies

**IDI**  ICT Development Index

**IDP**  Internally Displaced Person

**INGO**  International Non-Government Organization

**IMF**  International Monetary Fund

**KII**  Key Informant Interview

**LCE**  Local Chief Executive

**LECZ**  Low Elevation Coastal Zone

**LGU**  Local Government Unit

**LNGO**  Local Non-Government Organization

**MMDA**  Metro Manila Development Authority

**MDGs**  Millennium Development Goals

**M & E**  Monitoring and Evaluation

**MMR**  Maternal Mortality Ratio

**NCR**  National Capital Region

**NDRP**  National Disaster Response Plan

**NDRRMC**  National Disaster Risk Reduction and Management Council

**NDRRMP**  National Disaster Risk Reduction and Management Plan

**NEDA**  National Economic and Development Authority

**NGO**  Non-Government Organization

**NSO**  National Statistics Authority

**OCD**  Office of Civil Defense

**OCHA**  United Nations Office for the Coordination of Humanitarian Affairs

**OFW**  Overseas Filipino Worker

**PAGASA**  Philippine Atmospheric Geophysical and Astronomical Services Administration

**PDNA**  Post Disaster Needs Assessment

**PFZ**  Philippine Fault Zone

**Philhealth**  Philippine Health Insurance Corporation

**PHIVOLCS**  Philippine Institute of Volcanology and Seismology

**PI**  Proxy Indicators

**PPP**  Purchasing Power Parity

**RA**  Republic Act

**SDGs**  Sustainable Development Goals

**SFDRR**  Sendai Framework for Disaster Risk Reduction

**SNAP**  Philippine Strategic National Action Plan for Disaster Risk Reduction 2009-19

**SOP**  Standard Operation Procedure

**TESDA**  Technical Education and Skills Development Authority

**UN**  United Nations

**UNISDR**  United Nations International Strategy for Disaster Reduction

**WASH**  Water, Sanitation, and Hygiene

## Executive Summary

Asian Disaster Preparedness Center (ADPC) in collaboration with the Bill & Melinda Gates Foundation has launched the program "Strengthening Capacity of Government, Local Humanitarian Organizations, Private Sector and the Media on Preparedness for Emergency Response" in six Asian countries; Cambodia, Myanmar, Nepal, Pakistan, Philippines and Sri Lanka. Each country has undertaken a Country Specific Baseline Survey to understand the current context and engagement of government entities, the private sector, local NGOs / civil society organizations, international organizations, academia and media in Emergency Response.

This report aims to summarize the baseline findings from the Philippines to identify areas for strengthening capacities for a more effective humanitarian response. It draws from the experiences of different stakeholders during emergency preparedness and response, through questionnaires, interviews and focus group discussions to give light on the existing practices and the factors that facilitate and pose challenges in humanitarian action. The survey findings are segmented into responses from government organizations, local non-governmental organizations, the international non-governmental organizations and the private sector in that order.

Overall, the report conveys several fields for concern and improvement in the Philippines, such as investing in capacity building, channeling aid to local and national actors, adhering to principles such as the Core Humanitarian Standards and SPHERE, and establishing better mechanisms for coordination and collaboration.

The survey reveals that organizational structure, administrative and financial procedures in the government organizations adhere to legal provisions and are adequate. Functioning of local non-governmental organization are also guided by regulations. Supported by the law on disaster risk reduction and management, the government responded positively when asked about policies on volunteerism. However, there were limitations in risk insurance for employees. There is an established system of financial reporting and monitoring and evaluation.

The results of the survey among local and national humanitarian organizations showed above-average levels of knowledge sharing, acknowledgement and practice of humanitarian principles, Core Humanitarian Standards, and SPHERE. Furthermore, this report shows high-level of capacity building, knowledge management, and coordination with stakeholders.

Adequacy of staff and technical capacity for emergency response needs strengthening in both government and non-government sectors according to the assessments.

The baseline assessments also helped in the identification of gaps in humanitarian action, and recommendations with regards to investment in resilience and capacity building, channeling humanitarian aid to national and local actors, adherence to principles such as Core Humanitarian Standards, SPHERE, etc., establishment of mechanisms of collaboration and partnerships between and among national and local actors, promotion of ecosystem-based resilience, and building capacity for humanitarian response in Marawi.

# Philippines Baseline Assessment Country Report

## Preamble

The program on *Strengthening Capacity of Government, Local Humanitarian Organizations, and the Private Sector on Preparedness for Response* is being implemented by ADPC in collaboration with the Bill and Melinda Gates Foundation (BMGF) to improve emergency response preparedness in six Asian countries: Cambodia, Myanmar, Nepal, Pakistan, the Philippines, and Sri Lanka. Selection of the countries was based on the extent of each country's current vulnerability and risk. In the Philippines, ADPC and BMFG collaborated with the Center for Disaster Preparedness, Kapwa Ko Mahal Ko Foundation, as well as the Office of Civil Defense to complete the baseline survey.

The objectives of the program are as follows:

> To improve humanitarian leadership and coordination through systematic and local institutional strengthening

> To attain better coordination of humanitarian actions by enhancing humanitarian information management and knowledge exchange

> To establish more effective partnerships among national and local humanitarian actors

The goal is to improve the collaboration and south-south knowledge and information exchange between participating countries leading to the formation of the **Asian Preparedness Partnership** (APP) in the region.

## Objectives of the Baseline Survey

The Baseline Survey has the following objectives

> To map the status of humanitarian capacity for managing humanitarian crises at the institutional, organizational, strategical, and operational levels and provide a baseline against which the progress and the impact of the program can be measured

> To establish a strategic roadmap for strengthening the humanitarian institutional leadership capacity based on country needs to streamline the responses and early recovery.

## Methodology

The survey aimed to target respondents from the local to the national levels. Table 1 presents the geographical representation of the respondents.

In total, there were 111 respondents in the survey, with 30 from local humanitarian organizations, 1 from an international humanitarian organization, 66 from government agencies, and 14 from the private sector/media.

The instruments used for data collection were as follows:

> Key Informant Interviews (KIIs)

> Structured Questionnaires

> Focus Group Discussions (FGDs)

> The questionnaires were written in English, while the KIIs and FGDs were conducted in a mix of English and Filipino. Data were entered into a database using the software, Survey Monkey.[1] Results were validated at a workshop with participating stakeholders.

## Table 1

### Geographical representation of respondents

| Year | Local humanitarian organizations, n=30 | International humanitarian organizations | Government | Private sector/media |
|------|------|------|------|------|
| National | 5 | 1 | 13 | 6 |
| Regional | 4 | | 5 | 6 |
| Provincial | 13 | | 27 | 2 |
| District | 1 | | 13 | 1 |
| Village/local | 6 | | 8 | 1 |

## Country Profile

Situated in Southeast Asia, the Philippine archipelago between the Philippine Sea and the South China Sea east of Vietnam is made up of 7,107 islands. Its total area of 300,000 km2 is comprised of 298,170 km2 of land and 1,830 km2 of water. Its coastline runs 36,289 km. It is geographically and culturally divided into three major landmasses: Luzon, Visayas, and Mindanao (see Figure 1).

Luzon, the largest island group, is the most mountainous with extensive valleys and plains running through its interiors. Active volcanoes

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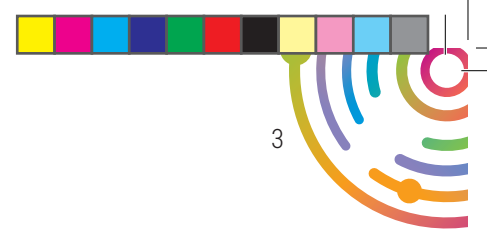Figure 1　　Regional and administrative maps[2]

Geographic Location



Non- administrative Regions



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1　https://www.surveymonkey.com/
2　https://en.wikipedia.org/wiki/Administrative_divisions_of_the_Philippines#/media/File:Island_regions_of_the_Philippines.png

Mt. Pinatubo, Mayon and Mt. Bulusan are found in this group of islands.

Visayas is a group of islets/islands, located in central Philippines with a topography shaped by exposure to typhoons and torrential rains. Mountains, plateaus, river basins and floodplains characterize this group of islands.

Mindanao has diverse topographical features with fault Block Mountains, volcanic peaks, uplifted plateaus, low flat basins, incised valleys and canyons and a fault zone, which cuts through Luzon and Visayas. This island group has five major mountain ranges and a large area in the northern part, which is the Bukidnon-Lanao Plateau[4].

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### Figure 2    Topography map of the Philippines[3]



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3    http://www.vidiani.com/maps/maps_of_asia/maps_of_philippines/large_detailed_road_and_topographical_map_of_philippines.jpg
4    http://www.apipnm.org/swlwpnr/reports/y_ta/z_ph/ph.htm#overview

## Climate

According to the Philippine Atmospheric Geophysical and Astronomical Services Association (PAGASA), the climate of the Philippines is "tropical and maritime, characterized by high humidity, high temperatures, and high rainfall." There are two main seasons present in the country, the rainy season from June to November, and the dry season from December to May. The dry season can also be split into two periods, the cold dry season lasts from December to February, and the hot dry season lasts from March to May. The average annual temperature of the Philippines, excluding Baguio, is 26.6°C, while the average annual rainfall ranges from 956 to 4,064 millimeters.[5]

## Demography and Culture

The current population of the Philippines is 105,750,281 (2018) based on the latest United Nations estimates. The Philippines population is equivalent to 1.39% of the total world population. The Philippines ranks number 13 in the list of countries by population size.

The population density in the Philippines is 352 per $Km^2$ (911 people per $mi^2$). Forty four percent of the population is urban.[6]

Its population is comprised of several major ethno-linguistic groups, with an annual population growth rate of 1.9%. 56.9% of the population resides in Luzon, while 23.9% and 19.2% reside in Mindanao and Visayas respectively. 79.5% of the population are Roman Catholics, while 6% are Muslims and 5% are members of other Christian sects.[7]

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5    PAGASA
6    http://www.worldometers.info/world-population/philippines-population/
7    Philippine Statistics Authority, 2015

## Administrative System

The Philippines has two main levels of government, including the national government and the local government. According to Article II, Section 1 of the 1987 Philippine Constitution, "The Philippines is a democratic and republican State. Sovereignty resides in the people and all government authority emanates from them." The national government is divided into three independent branches, including legislative, executive, and judiciary. The legislative branch is divided into the democratically elected Senate and House of Representatives. The President and Vice-President, elected through popular vote, head the executive branch. The Supreme Court heads the judiciary branch of government.[8]

There are seventeen administrative regions in the entire country, with 16 administrative regions and 1 autonomous region (ARMM). The autonomous administrative region is the Autonomous Region of Muslim Mindanao (ARMM).[10] Regions are divided into provinces and independent cities. Provinces are further divided into component cities and municipalities. All independent cities, component cities and municipalities are divided into barangays (see Figure 3). Provinces, cities and municipalities, and barangays elect their own legislatures and executives and are collectively called local government units (LGUs).

LGUs derive their powers and responsibilities from the Local Government Code of 1991. There are 81 provinces, 144 cities, 1490 municipalities, and 42,036 Barangays.[11]

## Figure 3    Government Structure[9]
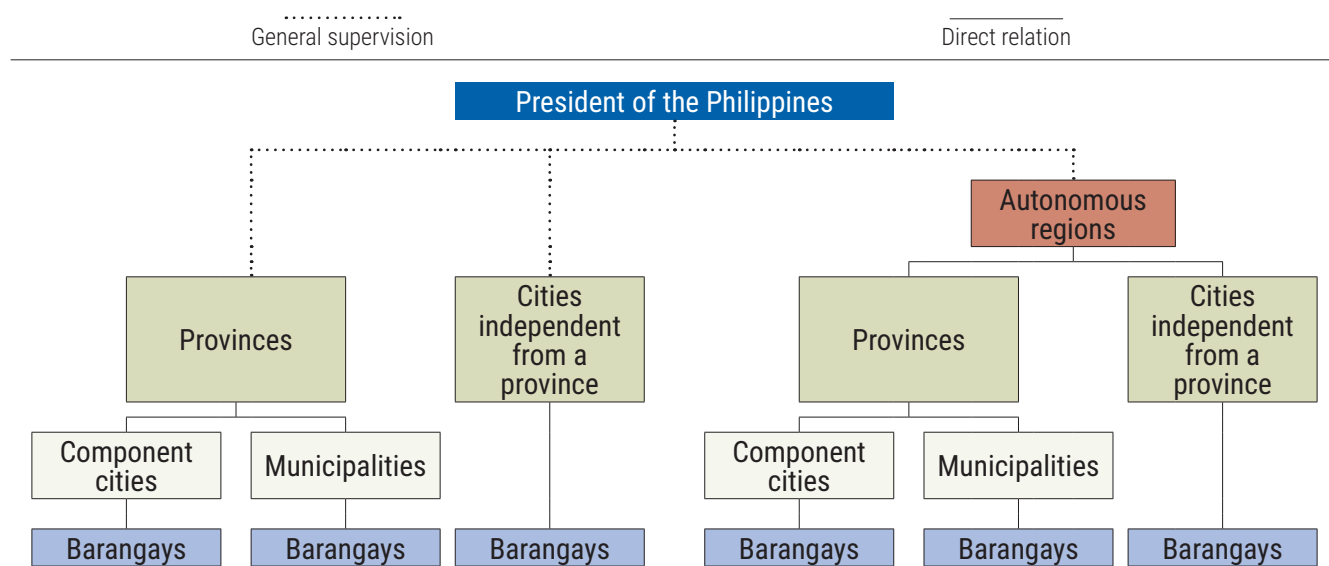


Local government heirarchy. The dashed lines emanating from the president means that the President only exercises *general supervision* on local government

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8   https://www.gov.ph/philippine-government
9   "The Local Government Code of the Philippines (Republic Act No. 7160); Book III; Local Government Units

10   Article X of the 1987 Philippine Constitution
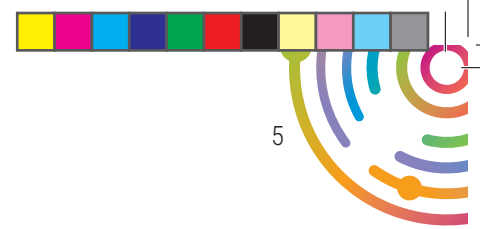11   Commission on Elections (COMELEC), 2016

## Figure 4    Administrative Divisions[12]



## Hazards

According to the United Nations International Strategy for Disaster Reduction (UNISDR), a hazard is a "dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury, or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage."

The frequency and intensity of natural hazards in the Philippines may be attributable to its geological and geographical characteristics.[13]

The Philippines lies along the Pacific Ring of Fire and has 300 volcanoes. Of these, 23 are active.[14]

Numerous active faults and trenches in the country make it susceptible to major earthquakes. The 1,200-km-long Philippine Fault Zone (PFZ) is a major tectonic feature that transects the whole Philippine archipelago from northwestern Luzon to southeastern Mindanao. Major recent earthquakes include the 7.8-magnitude Luzon earthquake in 1990, the magnitude 6.2 Masbate earthquake in 2003,[15] and the magnitude of 7.2 Sagbayan, Bohol earthquake in 2013. These earthquakes resulted in many fatalities and internally displaced persons (IDPs). Additionally, earthquakes can also give rise to tsunamis.

The country is located astride a typhoon belt. On average, 20 typhoons make landfall annually and in 2013, 25 typhoons hit the country.[16] They also cause storm surges and floods. The 2013 Typhoon Yolanda (Haiyan) alone killed more than 6,300 people, with nearly 1,062 people still missing.[17]

The country also suffers from landslides induced by earthquakes and heavy precipitation.

Riverine floods, droughts, and epidemics also affect it. Human induced conflict is another serious concern for the country in regions such as Marawi city in the southern Philippines. The country's current and foremost environmental issues are uncontrolled deforestation, especially in watershed areas, soil erosion, air and water pollution in major urban centers, coral reef degradation, and increasing pollution of coastal mangrove swamps that are important for fish breeding.

## Vulnerability

UNISDR defines vulnerability as, "the characteristics and circumstances of a community, system, or asset that make it susceptible to the damaging effects of a hazard." Vulnerabilities combined with hazard impact, can lead to injury

12  https://legacy.lib.utexas.edu/maps/middle_east_and_asia/
    philippines_admin_93.jpg
13  Citizen Disaster Response Center, 1996
14  PHIVOLCS

15  Philippine Institute of Volcanology and Seismology (PHIVOLCS)
16  PAGASA
17  NDRRMC Final Report,2013

or loss of human life, damage to assets with disruption of economic, social, and cultural life.

Authors Cardorna and Carreno[18] and Wisner[19] discuss the use of the Prevalent Vulnerability Index (PVI), which is comprised of a series of indicators to benchmark vulnerability that characterize prevailing vulnerability conditions reflected in exposure in prone areas, socioeconomic fragility and lack of resilience in general. The UNISDR publication Global Assessment Report of 2009[20] categorizes them as Proxy Indicators (PIs), which cover economic status, population density, Human Development Index, income, literacy, poverty, inequality, and access to technology and natural resources. These are indicators that reflect relative weaknesses and conditions of deterioration that would increase the direct effects associated with hazard impacts.

Table 2 presents the status of selected proxy indicators for the Philippines. Unless otherwise stated, the values are extracts from the 2016 Human Development Report and provide values for the year 2015. These can be useful for making comparisons between the prevalent vulnerability of the six program countries in this study.[21]
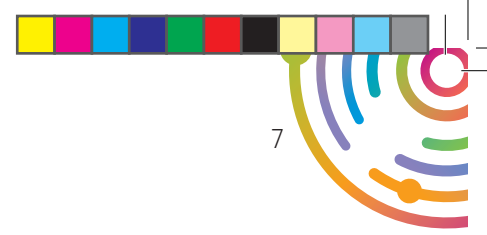
### Population

The population of the Philippines is 105.7 million with 44.4% living in urban areas based on the latest United Nations estimates. 63.4% are of working age. 31.8% of the population is below 15 years old, while 4.7% are 65 years and older, making the Philippines one of the

## Table 2

### Proxy Indicators of Prevalent Vulnerability

| Selected Indicators for Demography | |
|---|---|
| Population (millions) | 105.7 |
| % Urban Population  2015 | 44.7 |
| %  below 15 years | 31.8 |
| % 15 – 64 years | 63.4 |
| % over 65 years | 4.7 |
| **Selected Indicators for Economy** | |
| Total GDP (2011 PPP $ Billion) 2016 | $304.9 billion[22] |
| GDP per Capita (2016) | $7236.7[23] |
| Young age dependency ratio per 100 people | 50 |
| Old age dependency per 100 people | 8 |
| Total Debt Stock % GNI 2014[23] | 21.1[25] |
| **Selected Indicators for Poverty & Income Disparity** | |
| Gini coefficient | 0.506 |
| Palma ratio | 3.27 |
| **Selected Indicators for Human Development** | |
| HDI (Medium) | 0.668 |
| HDI country ranking | 115 out of 188 |
| **Selected Indicators on Gender** | |
| Gender Development Index (GDI) | 1.001 |
| Gender Inequality Index (GII) | 0.436 |
| GII country ranking | 96 |
| **Selected Indicators on Education** | |
| Education index | 0.610 |
| Government expenditure on education (% of GDP) | 3.4 |
| Adult literacy rate (15 years and older) | 96.3 |
| Mean years of schooling | 9.3 |
| Population with some level of secondary education | 71.6 |
| Pupil to teacher ratio | 31 |
| Youth Female to male literacy rate | 1.01[26] |
| **Selected Indicators for Access to Technology** | |
| ICT Development Index (IDI) | 4.67 |
| IDI World Ranking | 101 |
| IDI Access Sub-Index | 4.87 |
| IDI Use Sub-Index | 3.70 |
| IDI Skills Sub-Index | 6.20 |
| **Selected Indicators for Health** | |
| Healthcare spending (% of GDP) | 4.7 |
| Doctors (per 10,000 people) | 0.33 |
| Child malnutrition (% under age 5) | 33.4 |

18  Cardona, O. & Carreño, M. (2013). System of indicators of disaster risk and risk management for the Americas: Recent updating and application of the IDB-IDEA approach. In J. Birkmann (Ed.), Measuring vulnerability to natural hazards (2d ed.) (pp. 251-276). Tokyo: United Nations University Press.

19   Wisner Benjamin (2016), Vulnerability as Concept, Model, Metric, and Tool, http://naturalhazardscience.oxfordre.com/view/10.1093/acrefore/9780199389407.001.0001/acrefore-9780199389407-e-25.

20  https://www.preventionweb.net/english/hyogo/gar/2009/?pid:34&pif:3

21  hdr.undp.org/sites/default/files/2016_human_development_report.pdf

| Ecosystems | |
|---|---|
| Land area covered by forest (%) | 26.96[24] |
| Percentage of protected areas[6] | 8.6[28] |
| **Population in the Low Elevation Coastal Zone LECZ** | |
| % population in Low Elevation Coastal Zone | 17.7 |

youngest populations in Asia. The median age is 24.3 years old.[22]

The average population density is 337 persons per square kilometer. The density varies across regions, with the National Capital Region (NCR) having a density of 20,785 persons/km², 60 times higher than the national average. The Cordillera Administrative Region (CAR) has the lowest density, with 87 persons per square kilometer[23]. The City of Manila in NCR is the most densely populated place in the Philippines, with 71,263 persons per square kilometer, followed by Mandaluyong City with 41,580 persons per square kilometer. Outside NCR, HUCS like Mandaue City and Lapu-Lapu City in Cebu have population densities of 14,402 and 7,024 persons per square kilometer respectively. The high rate of urbanization, as well as the significant population densities, render these areas especially vulnerable to natural hazards such as flooding and tropical cyclones. In 2009, when Typhoon Ondoy (IN Ketsana) struck the Philippines, NCR was one of the most devastated areas in the country, killing 246 people, submerging large areas of the region, and causing more than 246 million USD in damages.[24,25] The City of Marikina in NCR was entirely submerged in the flooding.[26]

Poor urban planning policies exacerbate the vulnerability of urban areas to floods. As the Philippines undergoes rapid urbanization, more people are migrating to cities whose infrastructure, resources, and administrative bodies struggle to cope with the increasing influx

of residents. Thus, cities become increasingly vulnerable, as they tend to house high numbers of people in limited areas, and struggle to provide adequate protection to those vulnerable to hazards, especially the poor and marginalized. An estimated 2.7 million residents live near riverbanks, floodways, and creeks and flood-prone areas, and most are members of informal-settler communities who have traveled from the provinces looking for livelihood opportunities. These communities often dump their waste into the creeks and floodways, impeding an already insufficient drainage system. Meanwhile, forests in the outskirts of Manila – which acted as natural forest basins – have been cleared to make space for subdivisions for the city's upper-class residents. Nathaniel Einsedel, Manila's main urban planner from 1978-1979, blames the problem of flooding on a lack of political will on the part of Manila's policy-makers, and their failure to institute long-term solutions such as low-cost housing and the creation of a more comprehensive drainage system.[27]

"As the urban sprawl of rapid urbanization expands outwards and upwards, it provides ready opportunities for hazards such as floods, storms and earthquakes to wreak havoc. Half the world's population now lives in urban areas, and that figure is estimated to rise 70% by 2050. That's a lot of vulnerable and exposed people given that urban floods will represent the lion's share of total flood impact because of infrastructure, institutions and processes that are not yet up to the task ahead"

Margareta Wahlstrom, UNISDR, 2013[28]

17.7% of the Philippine population inhabits areas that are considered Low Elevation Coastal Zones

22 Philippine Statistics Authority, 2015
23 Philippine Statistics Authority, 2016
24 https://www.rappler.com/move-ph/issues/disasters/70240-ondoy-records
25 http://content.time.com/time/world/article/0,8599,1926646,00.html
26 http://news.bbc.co.uk/2/hi/asia-pacific/8278818.stm

27 http://newsinfo.inquirer.net/246867/philippine-floods-a-man-made-disaster-experts
28 https://www.unisdr.org/archive/27965

(LECZ),[29] especially in urbanized areas such as Manila, Bacolod City, and Cebu City. They are especially susceptible to such hazards like sea level rises and storm surges.[30]

## Economy and Income Distribution

According to the Philippines Millennium Development Goals Fifth Progress Report of 2014,[31] the Philippines is one of the fastest growing economies in Asia. However, its spillover to reducing poverty has been slow. More than 26 million Filipinos live below the poverty line of 75 pesos per day, and 12 million live in extreme poverty, meaning they are incapable of affording three meals a day.[32] Economic growth has not translated to lower unemployment. The 7.1% unemployment rate in 2013 translates to 2.9 million unemployed persons. Filipino wages have stagnated in recent years, ranking among the lowest in the world.[33] The recent 21-peso wage-hike was deemed insufficient by labor groups, who said that it was incapable of helping families cope with rising prices of commodities.[34] Nineteen out of every 100 employed seek additional work. There has only been a small improvement in the distribution of income. The Gini coefficient,[35] has decreased slightly at the national level, but remains high and has risen in the rural areas. The Philippines has one of the highest income disparities in the region,[36] with a Gini Index value is 0.436, and ranks 96 out of 159 countries worldwide.

Poverty and inequality increase community vulnerability to hazards and worsen the effects of disasters.[37] Small-island communities, common in the Philippines, are particularly vulnerable. Large disparities in access to education translates to significant variation in the educational attainment of the workforce.

## Education

The government expenditure on education is 3.4% of the GDP, well below the UN-recommended level of 6%. The basic literacy rate for adults is 96.3%, with a functional literacy rate of 86.5%.[38] It has achieved significant achievements in access to elementary education, but is still short of achieving universal primary education, with 81.1% of children having received some level of elementary education. However, only 19.1% of Filipinos have completed secondary education, and only 10.1% completed tertiary education.[39] The primary reason for this is the high cost of education in the Philippines.[40]

Education plays a critical role in disseminating potentially life-saving information, and in informing youth of their role in Disaster Risk Reduction Management (DRRM). In the Philippines, the Philippine Disaster Risk Reduction and Management Act (Republic Act (RA) 10121) of 2010 mandates that the Department of Education (DepEd), Commission on Higher Education (CHED), and the Technical Education and Skills Development Authority (TESDA) includes DRRM in their mainstream school curriculum. Even before RA 10121, students were taught DRR modules, which include DRR-related concepts such as natural hazards, and instructions and lessons on family preparedness and response.[41] In 2015, DepEd issued Department Order No. 37,s. 2015

29  https://unstats.un.org/unsd/environment/proportion_population_coastalzones.htm
30  http://www.sciencedirect.com/science/article/pii/S0272771415001912
31  http://www.neda.gov.ph/wp-content/uploads/2014/08/MDG-Progress-Report-5-Final.pdf
32  http://newsinfo.inquirer.net/775062/12m-filipinos-living-in-extreme-poverty
33  https://www.rappler.com/nation/4612-philippines-at-bottom-3-of-world-s-wages
34  https://www.rappler.com/nation/182191-minimum-wage-increase-granted-metro-manila-workers
35  a statistical measure of the degree of variation represented in a set of values, used especially in analyzing income inequality
36  https://www.rappler.com/move-ph/113099-small-islands-poverty-isolation-increase-vulnerability

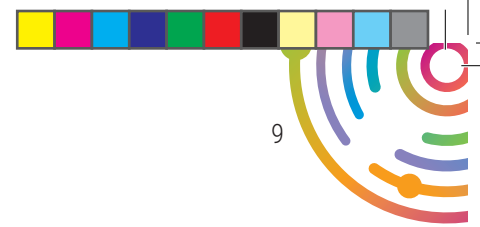37  https://www.rappler.com/move-ph/issues/disasters/114821-unfpa-ending-inequality-building-resiliency
38  https://psa.gov.ph/content/literacy-men-and-women-philippines-results-2008-functional-literacy-education-and-mass-media
39  https://psa.gov.ph/content/educational-attainment-household-population-results-2010-census
40  https://www.rappler.com/move-ph/152543-inspire-courage-education-daniel-cabrera
41  Mainstreaming Disaster Risk Reduction in the Education Sector in the Philippines, 2008

recommending "Comprehensive Disaster Risk Reduction and Management (DRRM) in Basic Education Framework."

### Human Development

The Philippines has an HDI of 0.668, indicating a medium-level of development, ranking 155th out of 188 countries in the world.[42] Studies have shown that provinces exposed to human-induced hazards such as armed-conflict in the Autonomous Region of Muslim Mindanao (ARMM), have lower HDIs than the national average, ranging from 0.301 to 0.480, indicating low human development.[43] Seven of the 10 provinces with the lowest HDIs are also located in Mindanao.

### Gender

The SFDRR emphasizes the inclusion of women and other marginalized groups in DRR policy-making and planning. Unequal power relations, violence, and discrimination associated with gender worsen the vulnerability of women and other marginalized groups. Gender development is considered an instrumental pillar in accounting for overall human development. Filipino women have an HDI of 0.682, while men have an HDI of 0.681, indicating a GDI of 1.00. The Gender Inequality Index (GII) measures inequalities according to three metrics – reproductive health, empowerment, and economic activity. In the Philippines, the GIII value is 0.436, ranking 96th out of 159 countries worldwide. 72.8% of women have attained some level of secondary education, as compared to 70.3% of men. Women generally have higher levels of education, life expectancy, and years of schooling. However, women hold only 27.1% seats in parliament. There is also inequality in the participation of women in the

labor market.[44] Men have significantly higher levels of income.[45]

Maternal mortality is higher than the 63 out of 100,000 average in East Asia and the Pacific, while the adolescent birth rate is three times higher than that of the same region.

Various gender-related issues have surfaced during times of disaster in the Philippines. Women, among marginalized groups, endure the most during disasters compared to their male counterparts. They are often excluded in DRRM policy-making, are vulnerable to gender-based and sexual violence during times of disaster, and suffer from a lack of reproductive health care facilities during emergencies. On average, thousands of pregnant and lactating women are present in evacuation centers without adequate facilities to address their needs.[46]

### Health

The Philippines allocates 4.7% of its GDP to healthcare spending. The Philippine Health Insurance Corporation (PhilHealth) is the government agency mandated to provide medical coverage to all Filipinos. PhilHealth is expected to cover 86% of Filipinos, though only 38% of respondents in the National Demographic Health Survey were enrolled in PhilHealth.[47] There is only 1 doctor for every 33,000 Filipinos, indicating a vast shortage of doctors needed to meet healthcare needs.[48] 3.4 million Filipino children are malnourished, and 20% of child deaths occur due to the lack of health services.[49]

42 http://hdn.org.ph/wp-content/uploads/HDI-Presentation_Aldaba1.pdf
43 https://reliefweb.int/report/philippines/provinces-conflict-rank-lowest-philippine-human-development-index

44 http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PHL.pdf
45 http://hdr.undp.org/en/composite/GDI
46 https://reliefweb.int/report/philippines/women-children-and-persons-disabilities-most-vulnerable-typhoon-haiyan
47 http://www.gmanetwork.com/news/news/nation/218278/conservative-and-sluggish-philhealth-misses-healthcare-target/story/
48 http://cnnphilippines.com/news/2016/10/13/department-of-health-lack-of-doctors.html
49 https://www.rappler.com/move-ph/issues/hunger/141134-philippines-children-malnutrition-stunting-study

## ICT Development

The Philippines has weak information and communications technology (ICT) infrastructure, which accounts for its sluggish internet speeds, and lack of access and use among Filipinos.[50]

The ratio of telephone subscriptions for Filipinos is low, with 3.71 subscriptions per 100 people. However, most Filipinos have cellphones, with 109.17 cellular subscriptions for every 100 people. Over 34% of households have a computer, while 39% of households have internet access, implying that a percentage of Filipinos access the internet through other devices, such as smartphones. Over 55% of Filipinos have access to the internet.

## Environment

The Philippines is rich in biodiversity.[51] Its waters are part of the Coral Triangle, a marine area that supports a wide array of corals and aquatic life.[52] The Philippines is home to numerous species of birds, mammals, and plant-life.  It possesses a wide variety of ecosystems such as forests, mangroves, coral reefs, wetlands, and freshwater ecosystems.[53] The country's current and foremost environmental issues appear to be uncontrolled deforestation, especially in watershed areas, soil erosion, air and water pollution in major urban centers, coral reef degradation, and increasing pollution of coastal mangrove swamps that are important for fish breeding.

# Disaster Risk Profile

Based on the Inform Risk Index (2017)[54], the Philippines is considered a "high risk" country with a score of 5.2. The index ranges from 1-10, and values above 5 are considered high risk. This high-risk status is due to high exposure to multiple hazards, high frequencies of hazards, and a relatively fragile economic system. The Philippines also experiences conflicts and insurgencies in the southern regions of the country, which exacerbates risk. The Global Climate Risk Index 2015 listed the Philippines as the number one most affected country by climate change, using 2013 data. Over the past decade, tropical storms have affected the country frequently and severely with intensified losses.[55] This may be attributed to climate change. As a collection of over 7,000 islands, with little protective cover, the archipelago is exposed to storms. Mangroves, one of the best buffers against typhoons have disappeared by almost half since 1918 due to deforestation. The climate of the Philippines is highly influenced by the El Niño Southern Oscillation (ENSO). El Niño is associated with an increased chance of droughts and La Niña is associated with an increased rain and floods. It is one of the top three countries in the world for population exposure and has the largest proportion of capital investment and stock along the coastline.[56] High levels of poverty, and high-income disparities result in a large segment of the population being unable to prepare, cope with, and recover from disasters.

50  https://www.rappler.com/thought-leaders/90584-ict-statistics-philippines
51  https://www.cbd.int/countries/?country=ph
52  https://www.worldwildlife.org/places/coral-triangle
53  https://fpe.ph/biodiversity.html/view/the-lay-of-the-land-ecosystem-diversity-in-the-philippines

54  www.inform-index.org/portals/0/InfoRM/INFORM_2017_v031.xlsx
55  IPCC, 2012: Summary for Policymakers. In: Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation [Field, C.B., V. Barros, T.F. Stocker, D. Qin, D.J. Dokken, K.L. Ebi, M.D. Mastrandrea, K.J. Mach, G.-K. Plattner, S.K. Allen, M. Tignor, and P.M. Midgley (eds.)]. A Special Report of Working Groups I and II of the Intergovernmental Panel on Climate Change. Cambridge University Press, Cambridge, UK, and New York, NY, USA, pp. 1-19
56  UNISDR (2015). Making Development Sustainable: The Future of Disaster Risk Management. Global Assessment Report on Disaster Risk Reduction. Geneva, Switzerland: United Nations Office for Disaster Risk Reduction (UNISDR).

# EM-DAT Risk Profile for the Philippines[57]

Table 3 below shows disaster impact from 1900-2014.

## Table 3

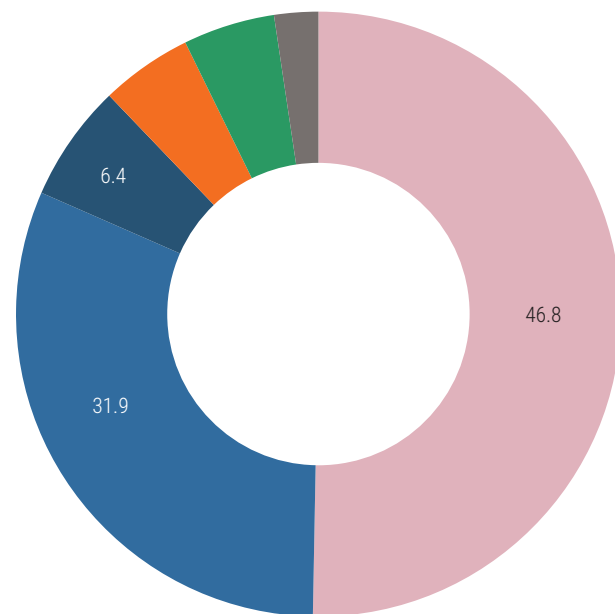Impact of different types of disasters in the Philippines from 1900 to 2014

| Type of disaster | No. of events | No. of deaths | Total affected | Damage (USD) |
|---|---|---|---|---|
| Drought | 8 | 8 | 6553207 | 64453 |
| Earthquake (seismic activity) | 27 | 9924 | 5798678 | 583178 |
| Flood | 136 | 3532 | 28548497 | 3793743 |
| Mass movement dry | 3 | 361 | --- | --- |
| Mass movement wet | 30 | 2441 | 317536 | 0 |
| Storm | 316 | 49230 | 143843387 | 18276583 |
| Volcano | 25 | 2996 | 1734907 | 231961 |
| Wildfire | 1 | 2 | 300 | 0 |
| Epidemic | 18 | 1283 | 149422 | 0 |
| Insect infestation | 2 | 0 | 200 | 925 |
| **Total** | **565** | **69,777** | **186,946,144** | **22,950,843** |

Data source: "EM-DAT: The OFDA/CRED International Disaster Databsae, Universite catholiquie de Louvain, Brussels, Bel." Data version: v12.7, Retrieved on 20-Nov-2014

Figure 5 from EM-DAT shows the frequency of hazards.

UNISDR has recommended Annual Average Loss (AAL) as an indicator of risk and resilience to highlight future losses that a country could experience.[58]

57 EM-DAT: The OFDA/CRED International Disaster Database, Universite catholique de Louvain, Brussels, Bel.  Data version: v12.7

58 www.unisdr.org/files/35716_newsystemofprogressindicatorsfordrr.ph

## Figure 5    Frequency of Hazards



Earthquake · Flood · Landslide · Storm · Volcano · Others

46.8 · 31.9 · 6.4

AAL is the expected loss per annum associated with the occurrence of future perils, assuming a long observation timeframe. While there may be little or no loss over a brief period, the AAL also accounts for much larger losses that occur less frequently. As such, AAL is the amount of funds that need to be put aside annually to cumulatively cover the average disaster loss over time. It considers the damage caused on the exposed elements by small, provide guidance to predict and plan for future losses. This information can be used to plan and prioritize investments and strategies for managing disaster risk.
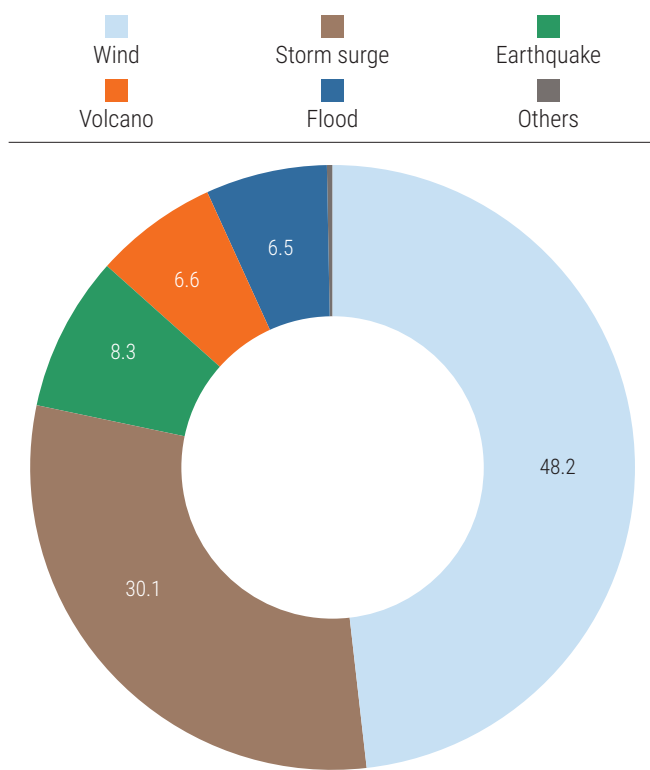
UNISDR, 2013

Figure 6 illustrates the extent of each hazard's contribution to AAL in the Philippines.[59]

### Figure 6        Hazard contributions to AAL



Wind          Storm surge          Earthquake
Volcano          Flood          Others

48.2
30.1
8.3
6.6
6.5

Of all the natural hazards, wind causes the biggest AAL, with 4.071 billion USD in absolute losses, followed by storm surges (2.541 billion USD), and earthquakes (703 million USD).

## Legal and Institutional Framework for DRRM

### Law and Policy

The Philippine Strategic National Action Plan for Disaster Risk Reduction 2009-19 (SNAP), is a "road map" indicating the vision and strategic objectives of the Philippines, and led to the current legal framework on Disaster Management.

The Philippine Disaster Risk Reduction and Management (DRRM) Act (RA 10121) was enacted in 2010. The National Disaster Risk Reduction and Management Plan (NDRRMP) 2011-2028 is currently being implemented. RA10121 provides for the calamity fund to be used for relief, response, and rehabilitation as well as disaster risk reduction. RA 10121 also mandates the Office of Civil Defense (OCD) to formulate standard operating procedures for coordination and establish an Incident Command System (ICS) as part of the Philippines' on-scene disaster response system. Furthermore, the NDRRMP emphasizes the mainstreaming of DRRM and CCA in development. The NDRRMP also outlines activities aimed at strengthening the capacity of the national government and the LGUs to enhance disaster resilience of communities.

The law on Climate Change (RA 9729 or Climate Change Act of 2009) compliments the DRRM Act (RA 10121). A Memorandum of Understanding between the NDRRMC and Climate Change Commission (CCC) was signed with the objective of converging DRR and CCA.

### Institutional Arrangements

The National Disaster Risk Reduction and Management Council NDRRMC/National Platform under the Office of Civil Defense acts as the main coordinator for all disaster management and serves as the President's adviser on disaster related matters. NDRRMC is chaired by the Secretary of National Defense with the heads of 18 line departments as members.

Civil Society Organizations, academia, and the private sector are represented in the National Council. The DRRM Act establishes local councils at the regional, provincial, municipal, and community levels that replicate the NDDRMC's responsibilities. The regional DRRMCs are chaired by the Regional Director of OCD, except for two regional DRRMCs, the Autonomous Region for Muslim Mindanao (ARMM), and National Capital

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59   http://www.preventionweb.net/countries/phl/data/
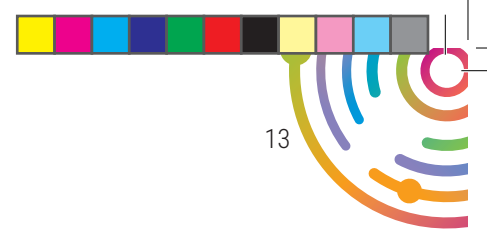
Region (NCR). Its governor chairs ARMM and the Metro Manila Development Authority (MMDA) Chairman chairs NCR.

Provincial, city, and municipal levels have their own councils formed and chaired by provincial governors and city/municipal mayors respectively.

At the village/barangay level, the BDRRM Committee is the existing Barangay Development Council (BDC). However, independent BDRRMCs function in several Barangays. RA 10121 also mandates that LGUs allocate 5% of their annual revenue on DRRM. Part of that 5% is provided by regional and local disaster coordinating councils.

### Early Warning Mandate

PAGASA is mandated with providing flood and typhoon warnings, public weather forecasts, and advisories, meteorological, astronomical, climatological, and other specialized information and services. The Philippine Institute of Volcanology and Seismology (PHIVOLCS) is mandated to provide information on the activities of volcanoes, earthquakes, and tsunamis. It monitors volcano, earthquake, Tsunami activity, and issues warnings as necessary.

### Coordination

The Office of Civil Defense (OCD), under the Department of National Defense (DND), leads the Philippine disaster response and humanitarian coordination. The country has active and vibrant civil society networks and local NGOs, not only for emergency response but also for the different pillars of DRRM. At the local level, LGUs take the lead in disaster preparedness, response, rehabilitation, and recovery operations.

# Findings of the Baseline Survey for Government Agencies

## Purpose of the Organization

The purpose of different organizations were assessed using the availability of a vision and mission statement for the organizations. All government organizations reported that a vision and a mission statement have been formulated.

## Institutional Capacity

Institutional capacity was assessed based on several criteria (represented by numbers) and sub-criteria (represented by bullet points) as follows:
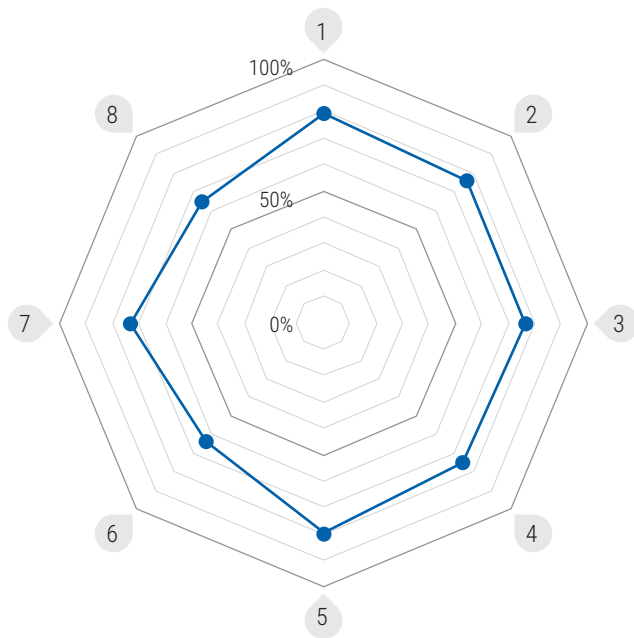
1. Organizational structure

2. Administrative Processes

   ❖ Manuals on administrative procedures

   ❖ Manuals on human resource management

   ❖ Recruitment policies

   ❖ Code of Conduct

   ❖ Work Place Harassment Policy

   ❖ Gender Sensitive Work Place Policy

   ❖ Adequacy of documented procedures

   ❖ Staff orientation in administrative procedures

Responses are depicted in the Figure 7 as a spider chart in the shape of an octagon, where each angle of the octagon represents each of the sub-criteria under administrative processes given above. The outer most line of the octagon

## Figure 7    Responses for Sub-Criteria under Administrative Process

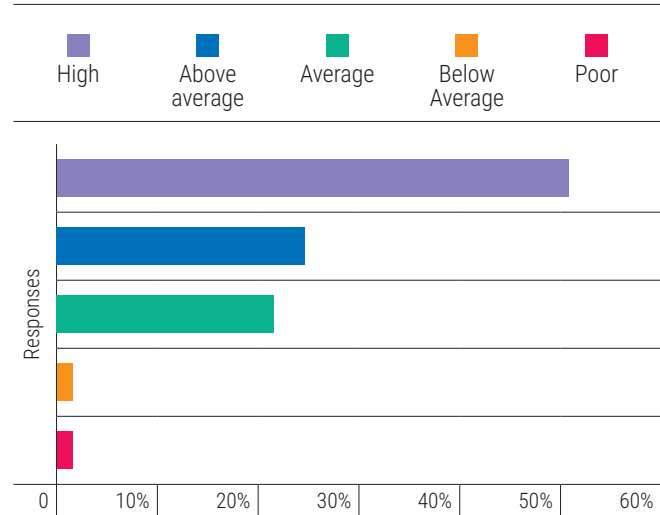| 1 Human resources | 2 Recruitment policies | 3 Selection policy | 4 Staff orientation |
|---|---|---|---|
| 5 Code of conduct | 6 Work place harrassment policy | 7 Gender sensitive work place policy | 8 Manuals on administrative procedures |



## Figure 8    Responses for Adequacy of Documented Procedures



High    Above average    Average    Below Average    Poor

represents a value of 80% responses (availability) while the innermost represents 0%. The diagram offers a visual graphic to compare responses obtained for the eight sub-criteria.

All government agencies follow the Civil Service Code, and therefore the high score indicated are self-explanatory because their formulation is mandatory. The low score for harassment policy requires further clarification and follow up.

Adequacy of available documents on administrative policies and operational procedures were sought under 5 categories as poor, below average, average, above average or high. Responses are depicted in Figure 8.

The responses for above average and high show that majority perceive the available documents on administration and procedures adequate.

## Policies on Volunteerism

More than 30 respondents expressed that their organization has comprehensive volunteer/intern policies, while more than 20 respondents reported a limited volunteer/intern program.

### Staff Security

The intention of this query was to find out whether employees working in hazardous locations were covered by risk insurance. The study revealed that government organizations do not have either risk insurance or compensation for their employees.
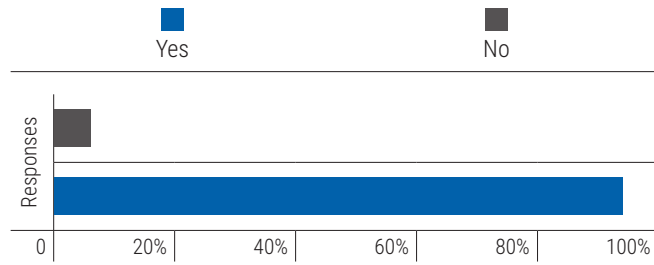
## Financial Management

Government organizations were requested to respond yes or no to the following criteria:

1. Availability of an established financial reporting system

2. Conduct of annual financial audits

3. Annual budgetary allocation for DRM
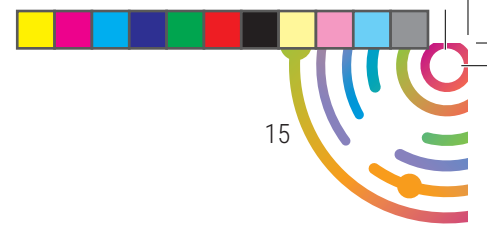
## Figure 9 Responses for Availability of a Financial Reporting System

Yes · No

Responses

0   20%   40%   60%   80%   100%

## Figure 10 Responses for Availability of an Auditing System

Yes · No

Responses

0   20%   40%   60%   80%   100%
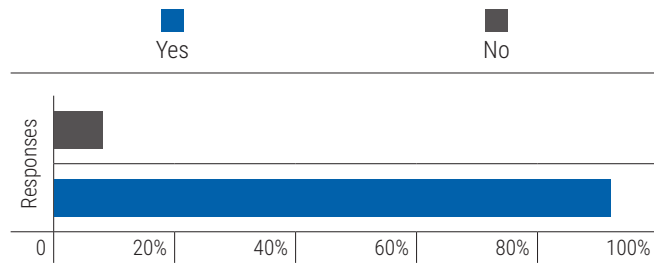
Responses obtained for these criteria are depicted in Figures 9 and 10.

Of the 66 government organizations surveyed, 62 have a complete and appropriate financial reporting system. The responses for non-availability of financial reporting and auditing indicated in the remaining six organizations, requires further clarification as these are mandatory functions in the Civil Service Code.

54 organizations had an allocated budget for disaster management in the last fiscal year. The amounts have not been specified.

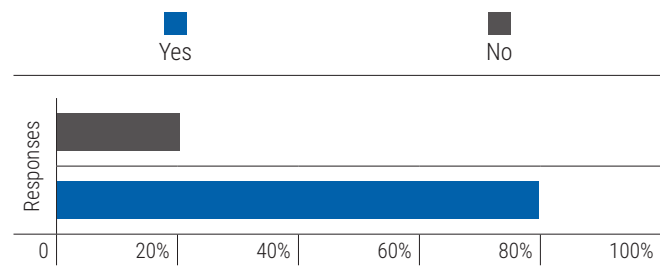### Monitoring and Evaluation (M & E)

M & E capacity was evaluated based on the following criteria:

1. Availability of a written monitoring, evaluation, and learning policy.

2. Availability of a communication strategy for disseminating learning from monitoring, evaluation, and learning results.

Responses obtained are depicted in Figures 11 and 12.

## Figure 11 Responses for Availability of Written M & E Policy

Yes · No

Responses

0   20%   40%   60%   80%   100%

## Figure 12 Responses for Availability of Communication Strategy for M & E Learnings

Yes · No

Responses

0   20%   40%   60%   80%   100%
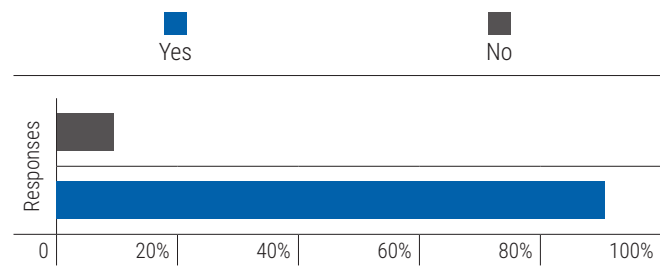
Monitoring, evaluation, and learning are important for ensuring that programs implemented continue to benefit targeted stakeholders, and in pinpointing areas for future improvement. Several government organizations surveyed show its absence and therefore need to develop written M&E and learning dissemination policies. Nearly 90% of the organizations have a communication strategy to disseminate learnings.

## Technical Capacity for Emergency Response

Organizational technical capacity for emergency response was assessed based on the following criteria, which also indicates organizational preparedness for emergency response:

1. Staff adequacy to perform emergency response

2. Established Standard Operation Procedures (SOP)

3. Availability of emergency response plan

4. Conduct of simulation drills

5. Staff training for preparedness in emergency response

Responses obtained are depicted in Figures 13-17.

Figure 13 shows that more than 50% of organizations surveyed have staff numbers were inadequate to perform emergency response. All government respondents perceive that there is an adequate level of job descriptions for staff categories.

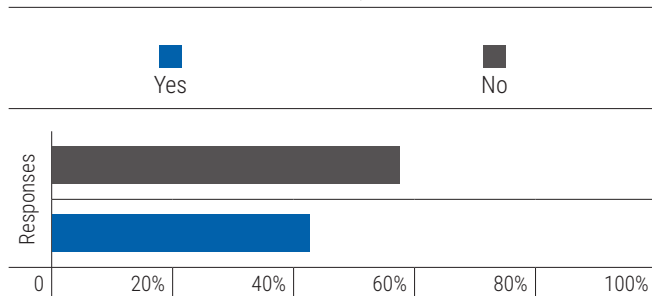**Figure 13 Staff Adequacy to Perform Emergency**



Figure 14 reveals that about 75% of the organizations surveyed have Standard Operating Procedures (SOPs), while about 13% are in the process of establishing SOPs. Others are yet to formulate them.

**Figure 14 Availability of Standard Operation Procedures (SOP)**
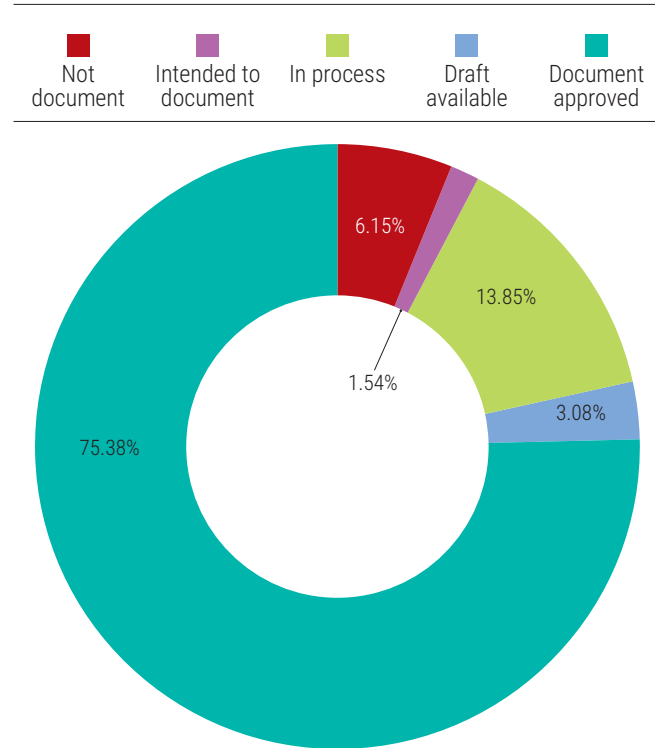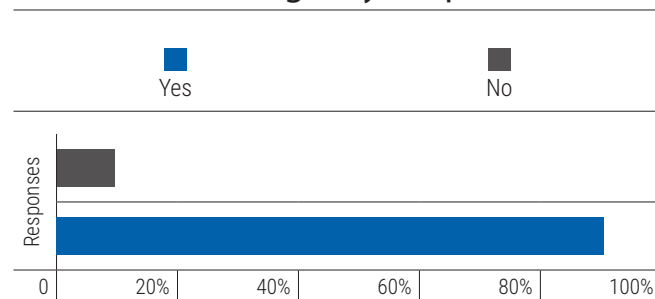


Figure 15 depicts the responses for availability of emergency response plans.

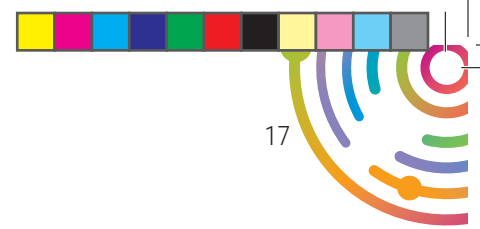**Figure 15 Responses for Availability of Emergency Response Plans**



Majority of the organizations surveyed have Response Operational Plans and conduct simulation drills regularly.
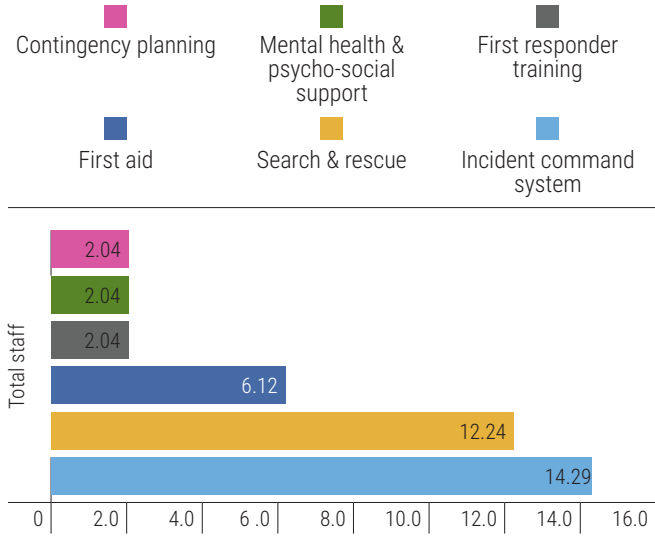
Figure 16 depicts the number staff training for preparedness in emergency response.

Figure 16 reveals an inadequacy of both the types and numbers of such events undertaken

## Figure 16 Staff training for preparedness in emergency response

■ Contingency planning    ■ Mental health & psycho-social support    ■ First responder training

■ First aid    ■ Search & rescue    ■ Incident command system



Total staff

2.04
2.04
2.04
6.12
12.24
14.29

0    2.0   4.0   6.0   8.0   10.0   12.0   14.0   16.0

for government organizations. A few trainings have also taken place in areas like warehouse management, Rapid Needs Assessment, and disaster risk communication. The data reveal a

## Figure 17 Gender Disaggregated Data for Capacity Building

■ Female    ■ Male



46%   54%
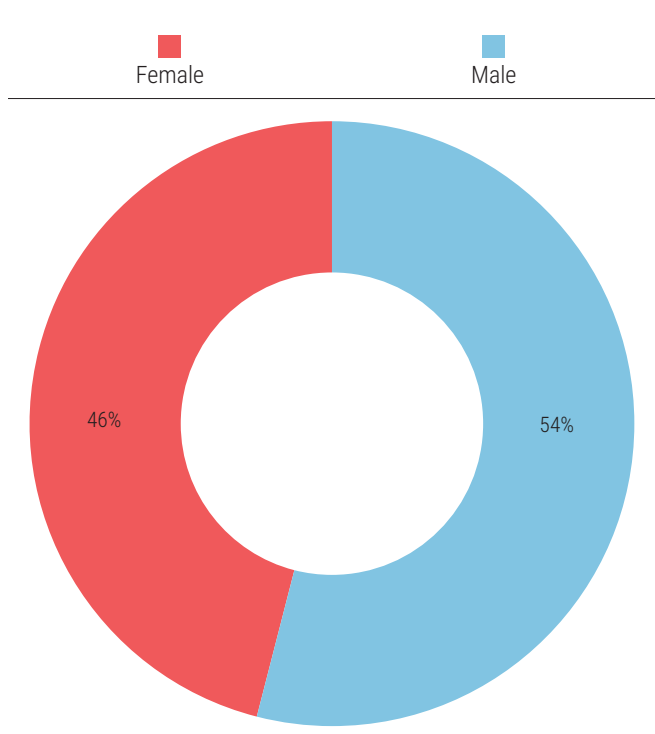
significant gap in capacity building for staff of government organizations.

Figure 17 depicts gender-disaggregated data for capacity building of staff training.

The survey revealed that government agencies have broadly an evenly distributed gender balance. However, Figure 17 reveals that males (54%) have had more opportunities for participating in various trainings then women (46%).

## Coordination between Stakeholders

The level of coordination between stakeholder organizations during emergency management was measured based on the following two criteria:

1. Inclusion in a disaster management coordination network

2. Perception of the adequacy of its functional effectiveness

Figure 18 depicts responses for inclusion in a disaster management coordination network.

## Figure 18 Responses for Inclusion in a Coordination Network

■ Yes    ■ No



Responses

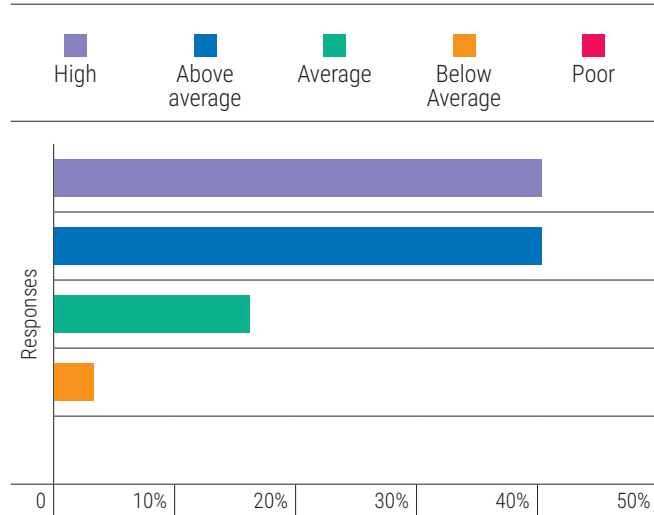0    20%   40%   60%   80%   100%
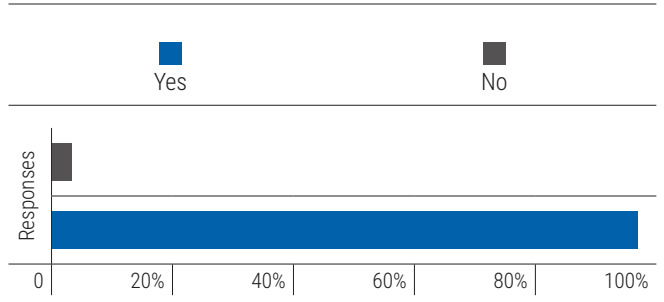
Nearly 97% reported their inclusion in a disaster management coordination network.

Figure 19 depicts the perception of the adequacy of the functional effectiveness of the coordination

## Figure 19 Perception of the Effectiveness of the Coordinating Network

High    Above average    Average    Below Average    Poor

Responses

0    10%    20%    30%    40%    50%

networks. Responses were categorized as poor, below average, average, above average or high.

Figure 19 reveals that a high percentage of responders perceive that the coordinating network is effective.

### Cluster Approach for Humanitarian Coordination[60]

The Government of the Philippines institutionalized the cluster coordination architecture in 2007. In October 2014, the Government of the Philippines released the National Disaster Response Plan (NDRP) for Hydro-Meteorological Hazards. OCHA supports the Department of Social Welfare and Development and the Office of Civil Defense with inter-cluster coordination while HCT members act as co-lead agencies for respective government response clusters.

OCHA, in support of the National Disaster Risk Reduction and Management Council, is also working towards institutionalizing Humanitarian Civil-Military Coordination (CMCoord) within the existing coordination system.

60  https://www.unocha.org/legacy/philippines/about-ocha-philippines/coordination

### Knowledge Sharing and Management

Knowledge sharing and management are two vital components in emergency preparedness, recovery, and response, as they facilitate a healthy flow of information between various stakeholders, and helps with the sharing and improvement of good practices.

The level of knowledge management for emergency response in the government sector was measured based on the following criteria:

1. Availability of institutional database for emergency response

2. Production of knowledge material

3. Sharing of the produced knowledge material

4. Types of organizations with which knowledge material is shared and the level of sharing

Responses for the availability of an institutional database for emergency response is depicted in Figure 20.

## Figure 20 Availability of Institutional Database for Emergency Response

Yes    No

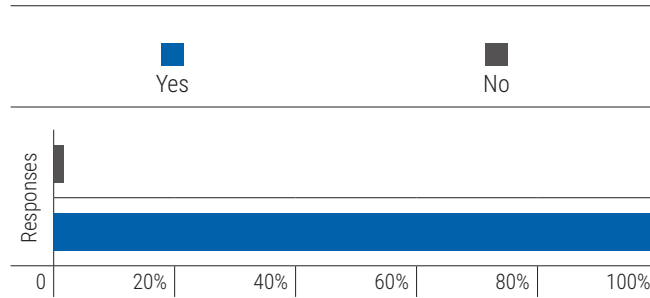Responses

0    20%    40%    60%    80%    100%
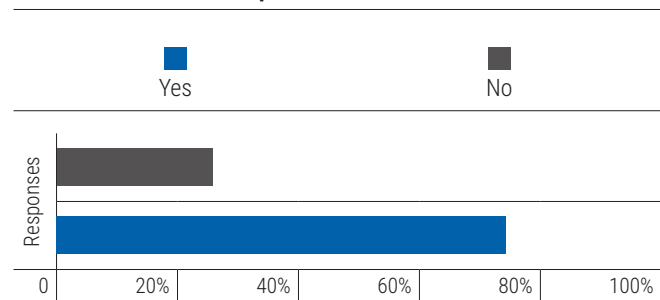
Only about 25% of the respondents said that they did not have a shareable database for emergency response, compared to nearly 80% respondents who said they do have one.
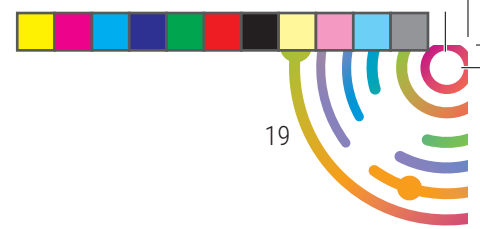
Responses for production of knowledge material is depicted in Figure 21.

## Figure 21 Responses for Production of Knowledge Material



Yes      No

Responses

0   20%   40%   60%   80%   100%

## Figure 22 Types of organizations with which knowledge material is shared

| 1 Government | 2 International non-governmental | 3 Bilateral organization | 4 Donor Agencies |
|---|---|---|---|
| 5 Local non-governmental organizations | 6 United Nations organizations | 7 Private organizations | 8 Media |
| | 9 Academic institutions | 10 Others | |



Production of knowledge material is high with 98.44% responding that they do produce knowledge material.

Responses for sharing of knowledge products is depicted in Figure 22.

Government respondents indicated high levels of knowledge sharing with fellow government agencies, local NGOs, INGOs, UN organizations, private organizations and to a lesser extent with bi-lateral organizations. Sharing of knowledge is low with academic institutions, donor agencies and media.
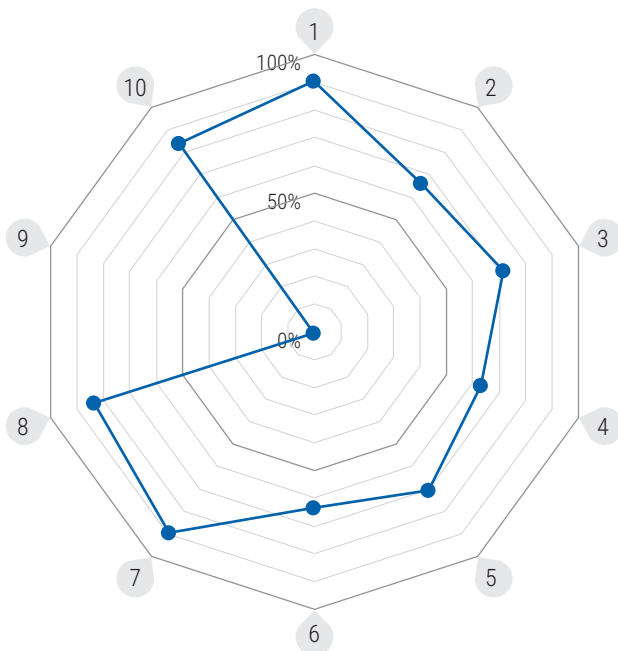
The study also revealed that 60 % of respondents have an archiving policy. 58% respondents conduct annual planning which includes a review and integration of new and current knowledge.
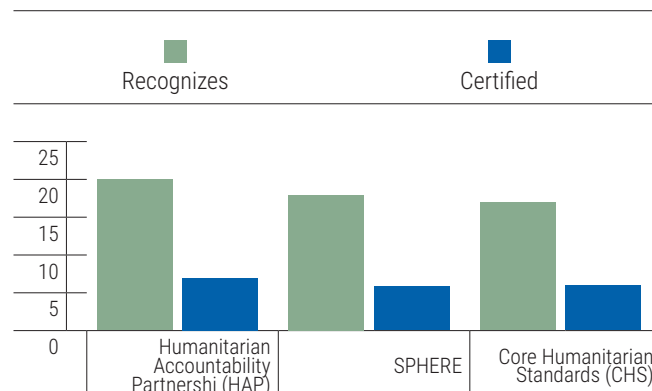
## Humanitarian Standards

Humanitarian standards in the government sector was measured using responses for following criteria:

1. Are you a member of the Humanitarian Accountability Partnership (HAP)?

2. Do you acknowledge SPHERE Standards?

3. Do you acknowledge Core Humanitarian Standards (CHS)?

## Figure 23 Adherence to Humanitarian Standards



Recognizes      Certified

| | Humanitarian Accountability Partnershi (HAP) | SPHERE | Core Humanitarian Standards (CHS) |
|---|---|---|---|

Responses received are depicted in Figure 23.

Figure 23 shows a high level of recognition and adherence to humanitarian standards by the government sector.

## Capacity Building Needs

Staff capacity building needs were requested to be listed and the responses for areas identified for capacity building are provided below.

› Camp management

› Dead body management

› Emergency management

› Fire fighting

› First aid

› Hazard specific search and rescue

› Incident Command System

› Medical first response

› Psychosocial counseling

› Rapid Needs Assessment

› Warehouse management

# Findings from the Baseline Survey for LNGOs

## Legal Mandate

Responses were sought under the following criteria:

1. Registration with the national government

2. Geographical location(s) of emergency response activities

Of the 30 local humanitarian organizations surveyed, 24 are registered with the national government, 22 have accreditation, and 20 have articles of association. This shows that the majority of local humanitarian organizations conduct activities that are formally sanctioned by local or national authorities.

Responses for geographical location of activities are depicted in Figure 24.

Figure 24    Geographical Location of Activities
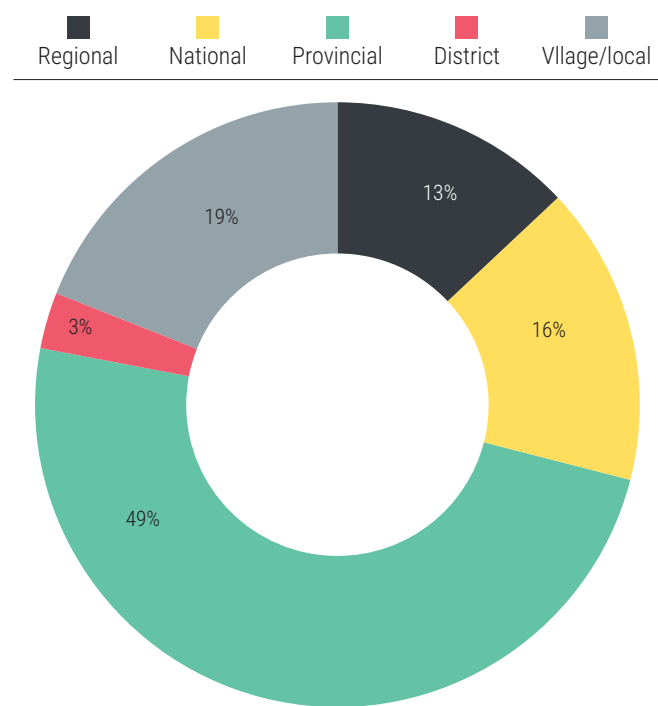


Majority of the LNGOs surveyed were active at the provincial level, followed by those involved at the village level. 16% represented national level organizations, and 13% were involved at the regional level.

## Purpose of the Organization

The purpose of the organization was assessed using the availability of a vision and mission statement for the organization. Responses obtained are depicted in Figure 25.

### Figure 25  Purpose of the Organization



Transparency          Mission          Vision

*Note the restricted range of percentages on the X axis

Responses for all three criteria by the LNGOs exceeded 86%, which depicts that these organizations have clearly defined mandates.

## Institutional Capacity

Institutional capacity was assessed based on several criteria (represented by numbers) and sub-criteria (represented by bullet points) as follows:

1. Organizational structure

2. Administrative processes

   ❖ Manuals on administrative procedures

   ❖ Manuals on human resource management

   ❖ Recruitment policies

   ❖ Code of Conduct

   ❖ Work Place Harassment Policy

   ❖ Gender Sensitive Work Place Policy

   ❖ Adequacy of documented procedures

   ❖ Staff orientation in administrative procedures

Responses for organizational structure are given in Figure 26.

### Figure 26  Responses for Organizational Structure



Yes          No

### Figure 27  Responses for LNGO Administrative Processes

| 1 Human resources | 2 Recruitment policies | 3 Selection policy | 4 Professions development |
| --- | --- | --- | --- |
| 5 Code of conduct | 6 Work place harrassment policy | 7 Gender sensitive work place policy | 8 Administrative policies and procedures |
| | 9 Adequacy of the written policies | 10 Staff orientations in adminstrative procedures | |

Responses show that the majority of LNGOs have an established organizational structure.

Responses for administrative process are depicted in Figure 27 as a spider chart.

Most local humanitarian organizations have adequate manuals on administrative procedures, manuals on human resource management, recruitment policies and code of conduct. Areas of improvement include gender sensitivity policies, workplace harassment policies, staff orientation, and adequacy of existing manuals.

## Staff Security

Responses were sought on whether the organizations have insurance coverage and compensation for their staff working in emergency response. Responses are depicted in Figure 28.

Figure  28    Risk Insurance and
Compensation for Staff
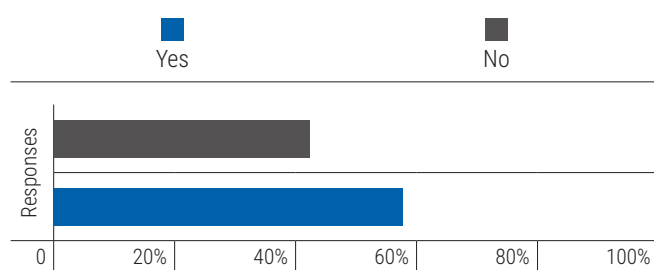


Humanitarian work often involves working under hazardous locations. About 60% of the respondents have risk insurance policies and compensate employees for work in hazardous locations.
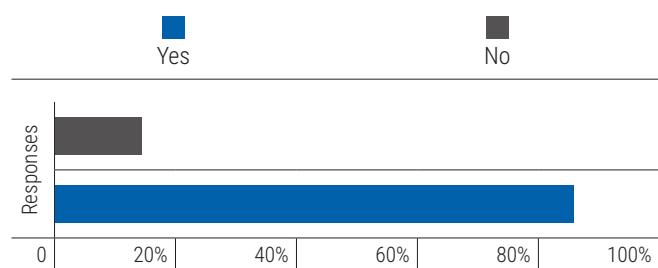
## Financial Management

LNGOs were requested to respond Yes/No for the following criteria.

1.  Availability of an established financial reporting system

2. Conduct of annual financial audits

3. Annual budgetary allocation for DRM

Responses obtained for established financial reporting system and audits are depicted in Figure 29.

Figure  29    Responses for Criteria on
Financial Management



Most local humanitarian organizations have financial management systems for audits, financial reporting systems, regular reviews of core-cost budget, and other practices of financial management. Local humanitarian organizations responded that they have allocations in their annual budget for emergency response activities ranging from 5% to as much as 85%.

## Monitoring and Evaluation (M & E)

M & E capacity was evaluated based on the following criteria:

1. Availability of a written monitoring, evaluation, and learning policy.

2. Availability of a communication strategy for disseminating lessons from monitoring, evaluation, and learning results.

The responses on monitoring, evaluation, and learning policy are displayed in Figure
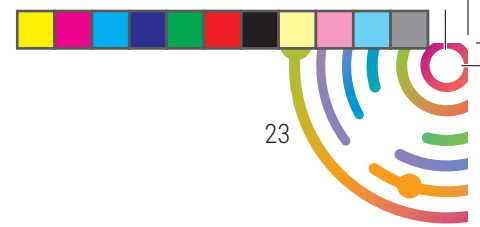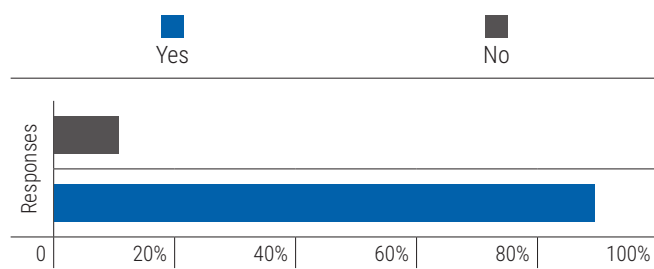
30, while Figure 31 provides responses on the communication strategy.

**Figure 30 Responses for Monitoring, Evaluation, and Learning Policy**
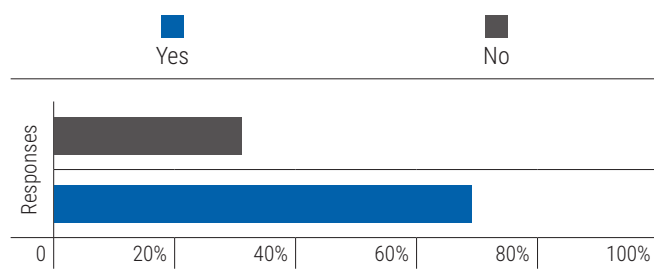


**Figure 31 Rresponses on the Communication Strategy**



Many local humanitarian organizations have mechanisms in place for monitoring, evaluation, and learning. However, several local humanitarian organizations need to develop written M&E and learning policies, as well as annual M&E and learning plans.

Majority of the responders also have a communication strategy to disseminate learnings.

## Technical Capacity for Emergency Response

Organizational technical capacity for emergency response was assessed based on responses to the following criteria, which also indicate organizational preparedness for emergency response.

1. Emergency response activities undertaken by the organization

2. Staff adequacy to perform emergency response

3. Established Standard Operation Procedures (SOP)

4. Availability of Emergency Response Plan

5. Conduct of simulation drills

6. Staff training carried out for preparedness in emergency response

Activities for emergency response include:

› Distribution of relief materials

› Communication and information sharing

› Livelihood recovery

Responses for staff adequacy are depicted in Figure 32.

**Figure 32 Responses for Staff Adequacy**
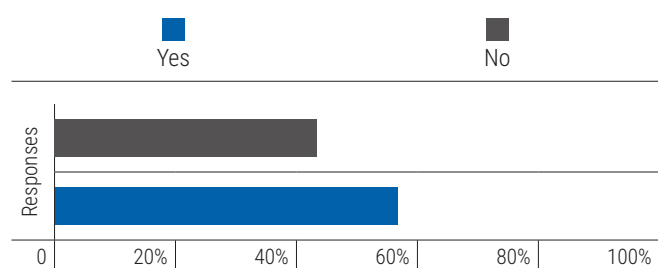


More than half of local humanitarian organizations indicated that they have enough staff to perform emergency responses. However, thirteen organizations stated that they did not have enough employees for emergency response. Fifteen respondents stated that all staff

## Figure 33 Responses for Staff Training for Emergency Response Activities

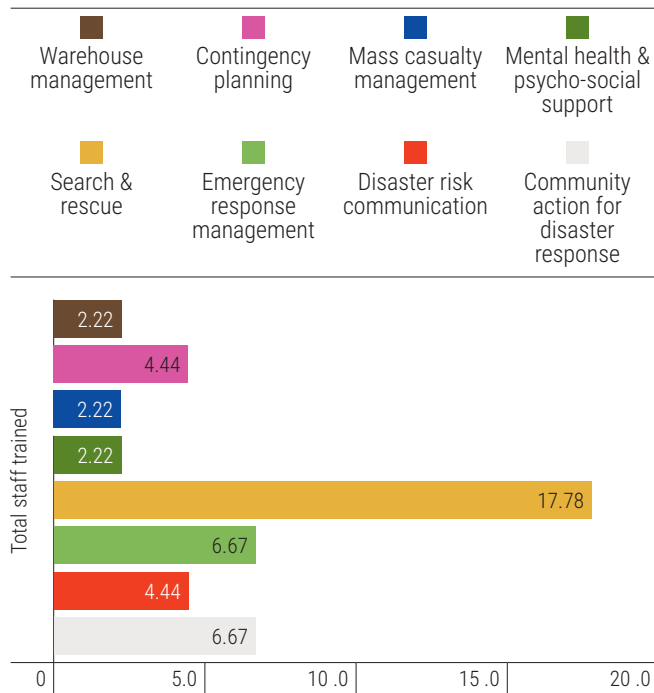Warehouse management | Contingency planning | Mass casualty management | Mental health & psycho-social support

Search & rescue | Emergency response management | Disaster risk communication | Community action for disaster response



Total staff trained

- 2.22
- 4.44
- 2.22
- 2.22
- 17.78
- 6.67
- 4.44
- 6.67

*Note the restricted range of percentages on the X axis

## Figure 34 Gender Disaggregated Data for Staff Training

Female       Male



15.385       15.00
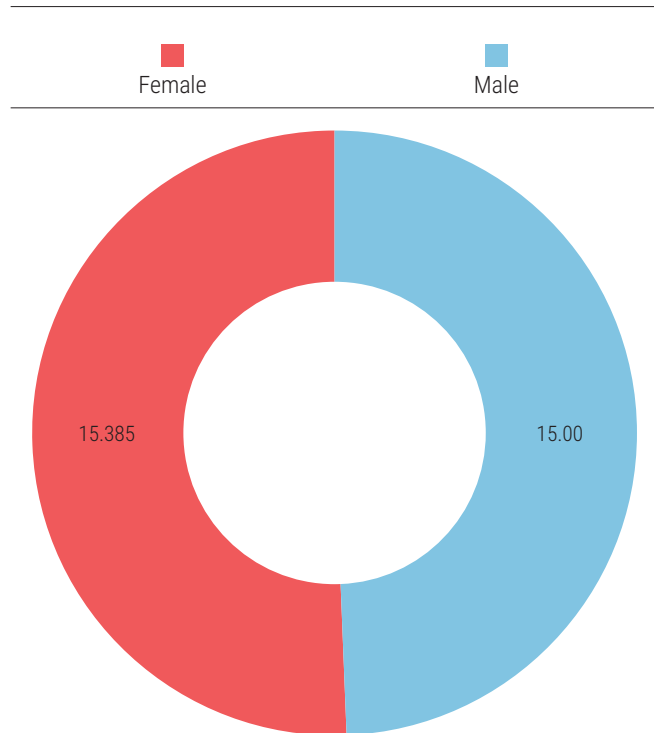
categories have documented job descriptions, while seven respondents have some level of job descriptions. Majority, but not all LNGO have emergency operational policies and SOPs and conduct simulation drills.

Responses obtained for staff training are displayed in Figure 33, while gender disaggregated data for staff training is given in Figure 34.

Findings reveal that the types and numbers of staff trainings are inadequate. Data shows that the male to female ratio for undergoing trainings is almost equal, with females having a slightly better opportunity for undergoing staff trainings.

### Providers of Capacity Building

Figure 35 depicts the providers of capacity building both for government and LNGOs.

## Figure 35 Providers of Capacity Building

Male       Female



Government | UNO | INGO | LNGO
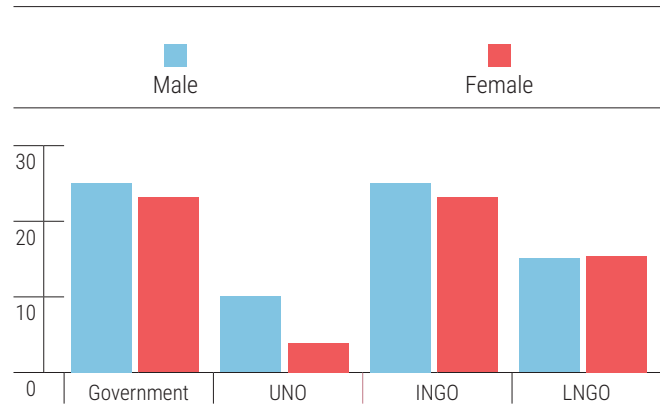
Government and INGO initiatives have provided most of the trainings, followed by LNGOs and UN organizations. Gender disaggregation is compatible with Figure 33 above and validates that females have had a slightly better opportunity for undergoing trainings.
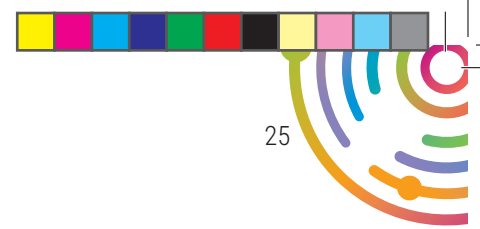
## Coordination between Stakeholders

The level of coordination between stakeholder organizations during emergency management was measured based on two criteria:

1. Inclusion in a disaster management coordination network

2. Perception of the adequacy of its functional effectiveness

Twenty-seven, or the majority of surveyed local humanitarian organizations, are part of a network of local, national, and/or international humanitarian organizations. Sixteen local humanitarian organizations are part of the cluster system institutionalized by the government in 2007.

Responses for the adequacy of functional effectiveness are displayed in Figure 36. Responses were categorized as poor, below average, average, above average and high.

There were no responses under the poor category. Above average and high categories, show a cumulative of nearly 77%, indicating that the LNGO perception of existing coordination is good.

## Knowledge Management

The level of knowledge management for emergency response was measured using responses for the following criteria:

1. Availability of institutional database for emergency response

2. Production of knowledge material

3. Sharing of the produced knowledge material

4. Types of organizations with which knowledge material is shared and the level of sharing

Figure 37 provides responses obtained for the first three criteria.

**Figure 36 Responses for Functional Effectiveness of Coordination**

High · Above average · Average · Below Average · Poor



26.92% · 0.00% · 50.00% · 15.38% · 7.69%

**Figure 37 Level of Knowledge Management - LNGO**

Knowledge management systems · Product knowledge material · Sharing
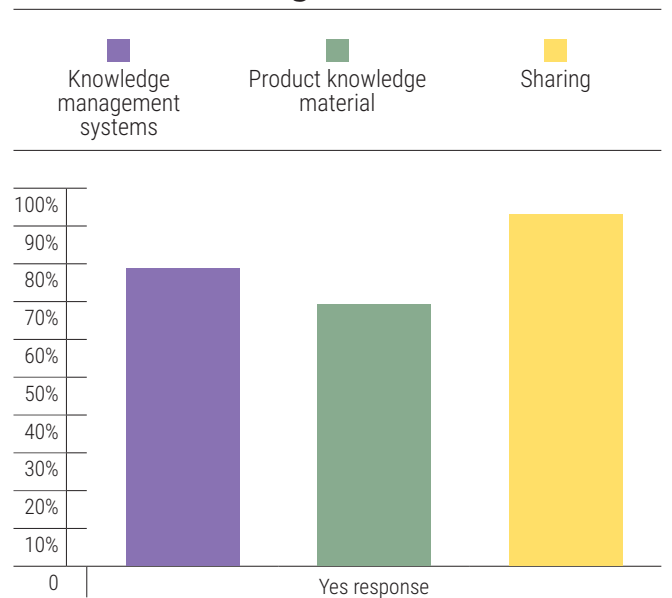


Yes response

Majority of LNGOs have emergency response databases, produce knowledge products, and share them. The types of organizations with which knowledge products are shared are depicted in Figure 38.

## Figure 38 Status of Sharing Knowledge Products

| 1 Government | 2 International non-governmental | 3 Bilateral organization |
|---|---|---|
| 4 Donor Agencies | 5 Local non-governmental organizations | 6 United Nations organizations |
| 7 Private organizations | 8 Media | 9 Academic institutions |
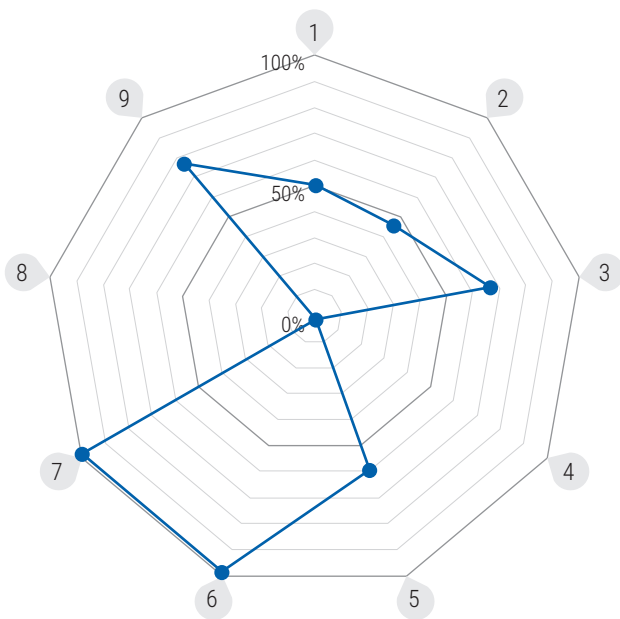


LNGOs generally reported high or above-average levels of knowledge sharing with the various stakeholders such as government agencies, international NGOs, local NGOs, etc. The biggest area of improvement for knowledge sharing seems to be in the relationship of local humanitarian organizations with the media and donor agencies.

## Capacity Building Needs

Staff capacity building needs were expressed as per Table 4, specifically for pre, during and post disaster phases. A (x) indicates expressed need.

**Table 4**

## Capacity Building Needs

| Pre-Disaster | |
|---|---|
| Contingency planning | x |
| Database management | x |
| Early warning / dissemination | x |
| Warehouse management | x |
| **During Disaster** | |
| Camp Management | x |
| Communication for Information | x |
| Coordination with stakeholders | x |
| Distribution of relief | x |
| ER Management | x |
| Evacuation assistance | x |
| Evacuation Drills conduct | x |
| First Aid | x |
| Incident Command System | x |
| Mass casualty management | x |
| Provision of WASH | x |
| Psycho-social counseling | x |
| Search and Rescue | x |
| **Post-Disaster** | |
| Rapid Needs Assessment | x |
| Educational continuity | x |
| Rapid needs assessment | x |
| PDNA | x |

## Humanitarian Standards

Responses for affiliation with humanitarian standards were assessed based on three criteria:

1. Member of the Humanitarian Accountability Partnership (HAP)

2. Acknowledgement of SPHERE Standards
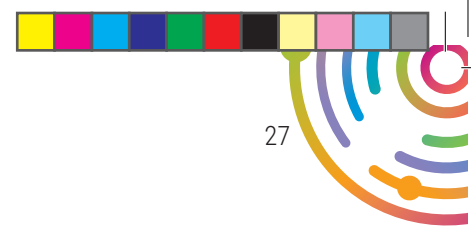
3.  Acknowledgement of Core Humanitarian Standards (CHS)

Responses are depicted in Figure 39.
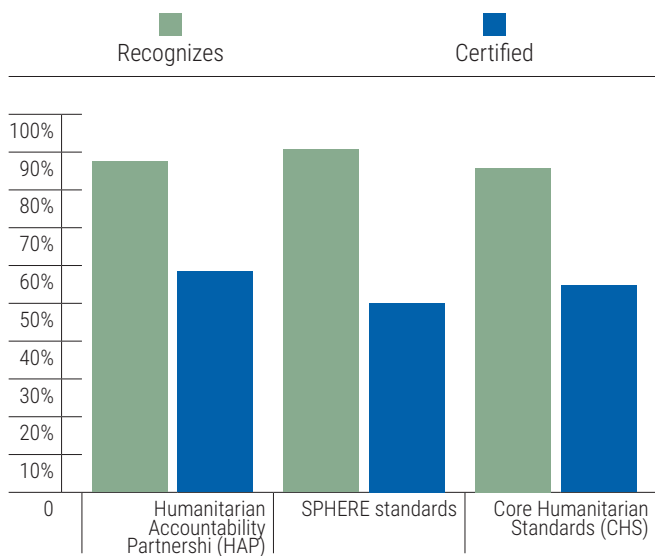
## Figure 39    Affiliation with Humanitarian Standards



Legend: Recognizes / Certified

| | Humanitarian Accountability Partnershi (HAP) | SPHERE standards | Core Humanitarian Standards (CHS) |

Many local humanitarian organizations recognize the Human Accountability Partnerships, SPHERE Standards, and Core Humanitarian Standards. However, only around one-fifth of the respondents are certified in practicing these standards.

## Perceptions of the INGOs

Only one international humanitarian organization participated in this study. Its emergency response activities include protection, food security, education, water, sanitation, hygiene, nutrition, emergency shelter, camp coordination management, and health. 20% of its annual budget is allocated to emergency response activities. There is a high level of knowledge sharing with other sectors and they maintain a shareable database for emergency response. The INGO is also a member of the national network.

## Perceptions of the Private Sector and Media

Sixteen private and media organizations participated in the study. Most organizations do not have strategic emergency plans; however, they do have institutional policies for emergency response. All surveyed organizations distributed food as part of their emergency response activities. They reported an above-average level of coordination with the government and humanitarian cluster for emergency response. There are several reasons why the private sector and media engage in community response, such as fulfillment of their insurance coverage and institutional mandate. They are also involved in fundraising activities.

## Conclusion

This conclusion attempts to synthesize the survey and validation workshop findings, as well as secondary data inputs for emergency preparedness in the Philippines.

### Baseline Survey Findings in Focus

The validation workshop highlighted that the Philippines currently has several existing capacities. It has numerous laws and policies that address institutional administrative and financial procedures, as well as a sound institutional and legal framework for DRRM concerns, which have been identified as some of the most comprehensive policies in Asia. There are existing coordination mechanisms and regular trainings conducted by both government and non-government organizations, which benefit actors from community to the national levels.

## Organizational Purpose, Institutional Administrative and Financial Procedures

Most organizations have a clear organizational purpose demonstrated by their vision, mission and transparency.

The administrative and financial procedures of institutions are guided by legal statutes and appear adequate. However, responders of LNGOs have the perception that these procedures require strengthening.

## Institutional Framework

Institutional and legal frameworks for DRR provide for decentralization of DRRM from national to local levels. However, Harkey[61] suggests that these local councils are often understaffed, or lack professionalization and a significant gap exists as the NDRRMC cannot supervise all the local councils, which are responsible for planning, implementing, funding and carrying out specific activities related to DRM.

The validation workshop raised the issue of DRRM officers having coterminous agreements (i.e., two or more agreements or contracts so linked that both expire or terminate at the same time) with the Local Chief Executive (LCE), sometimes leading to a staff turnover of the LCE. This also reduces the commitment level of the staff. New staff members have to be appointed and trained resulting in a lack of continuity with projects for DRRM.

## Monitoring and Evaluation

Majority of government organizations and LNGOs have an M&E mechanism in place. However, this may be an area for strengthening in both government and LNGO sectors.

## Staff Security

There is no insurance coverage for staff in the government organizations based on the results of this survey. Majority of LNGOs responded that they have insurance coverage for staff. This again may be an area that should be addressed.

## Technical Capacity for Emergency Response

More than half the government organizations surveyed indicated inadequacy of staff to carry out emergency response activities. Majority of them have formulated job descriptions, SOPs, emergency operational plans, and conduct regular simulation drills. However, staff trainings are inadequate in number and category of training. Female staff have had slightly more opportunities for receiving training. Government and INGOs have contributed to a bigger share of the trainings, with LNGO and UN organizations following. The government is also contributing significantly to developing the capacity of LGUs by developing a checklist of actions to be taken, supplies to be procured, and important resources together with providing communications and contingency templates for disaster preparedness.[62]

## Community Capacity

Many NGOs, including the Philippines Red Cross, conduct community-based vulnerability assessments to improve community awareness. More work on hazard sensitization and continuing to augment awareness and knowledge of hazards and the threats they pose appear to be needed. A report authored by Usuzawa[63] highlights that communicating risk information

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61  Harkey, J. Experiences of National Governments in Expanding Their Role in Humanitarian Preparedness and Response. Feinstein International Center, Tufts University, MA, USA. 2014

62  LGU Disaster Preparedness Journal, Checklist of minimum actions for Mayors. First Edition. 2014.

63  Usuzawa M, O Telan E, Kawano R, S Dizon C, Alisjahbana B, Ashino Y, Egawa S, Fukumoto M, Izumi T, Ono Y, Hattori T. Awareness of disaster reduction frameworks and risk perception of natural disaster: a questionnaire survey among Philippine and Indonesian health care personnel and public health students. Tohoku J Exp Med. 2014;233(1):43-8.
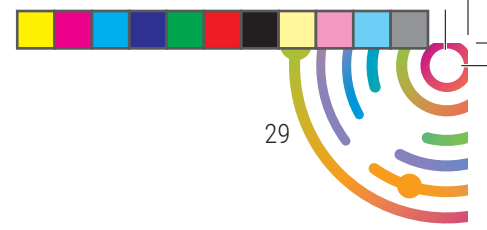
and ensuring communities personalize their risk is challenging. Even amongst the highly educated, such as medical students, there was a tendency to overestimate the risk of low probability, high consequence disasters such as geophysical disasters (e.g. earthquakes) over high probability events like floods. Uy and colleagues[64] suggested that differences in community resources, livelihoods options, and assets affect local capacity and the extent to which capacity can be strengthened.

## Coordination

The validation workshop recognized the need for more training and information dissemination on ICS instituted by RA 10121 among all stakeholders, with a call for more accountability and transparency in the multi-level coordination. This is especially important for LGUs and LCEs. Lines of authority during emergency management are not clear-cut, and there are different protocols across agencies, with unclear mandates, which hampers coordination.

Although perception of effectiveness of coordination was high in the survey findings, the validation workshop revealed the lack of coordinated response. Many LGUs lack emergency preparedness plans, which creates obstacles for proper coordination.

Community coordination of first responders appears strong. Participants also expressed that stakeholders at the local level are often unaware of their specific roles. According to Bancoff,[65] Filipinos promote *bayanihan* - a strong social norm of community welfare and reciprocal labor - on an everyday basis, and this comes into play during disasters. Those less affected help those that have been hit harder. In geographical regions most exposed to disaster risk, mutual associations and networks devoted to mutual

assistance proliferate most readily. However, community support, which may be widespread during the initial rehabilitation efforts, may wane during long-term recovery, and community-level activities become rarer and support is exclusive to extended family members.[66]

According to ALNAP,[67] the literature is divided on whether or not the response was well coordinated during Typhoon Haiyan. The government played an integral role during the response efforts with the international UN cluster system joining the government cluster system. Coordination was strong, resulting in far less morbidity and mortality than previous post-disaster scenarios. However, according to Featherstone (2014), national NGOs were unaware of the cluster system and the cluster system did not actively engage with non-cluster actors, leading to a failure to engage with local actors.[68] The validation workshop identified the lack of participation of grassroots organizations as a significant challenge in coordination and implementing the cluster approach and found that a clearly defined mandate and a standardized method for reporting and coordination needs to be put in place.

## Knowledge Management

Knowledge management appears to be an area that requires strengthening. Although many organizations produce knowledge products, their sharing can be strengthened and accessibility enhanced through a web portal.

64  Uy, N., Takeuchi, Y. and Shaw, R., 2011. Local adaptation for livelihood resilience in Albay, Philippines. Environmental Hazards, 10(2), pp.139-153.
65  Bankoff G. 2007. Dangers to going it alone: social capital and the origins of community resilience in the Philippines. Continuity and Change, 22(02), pp.327-355.
66  Institute of Philippine Culture, 2011. The social impacts of Tropical Storm Ondoy and Typhoon Pepeng.
67  ALNAP, 2015: The State of the Humanitarian System. 140pp.
68  Featherstone A. 2014. Missed Again: Making space for partnership in Typhoon Haiyan. ActionAid, Christian Aid, CAFOD, Oxfam GB, Tearfund

# Recommendations

## Investment in resilience and capacity building

Local humanitarian actors still have limited capacities despite efforts to upgrade their resources. Investment in their capacities would improve their technical, organizational, leadership, and financial capabilities, and help them fulfill their roles as leaders of humanitarian action at the local level. It would also aid in improving their role at the national level.

## Channeling humanitarian aid to national and local actors

This will address both immediate needs of local actors, and facilitate the long-term sustainable development of communities affected by disasters. This will help bridge the humanitarian and developmental divide.

Advocating a more flexible funding arrangement will help address obstacles to donor funding and lessen fiscal limitations. Mechanisms can be implemented to reduce needless bureaucracy and allow aid to go directly to affected areas.

## Adherence to principles such as Core Humanitarian Standards, SPHERE, etc.

With the development of principles and standards in the humanitarian system and in action, national and local actors need to adhere to these principles and set standards, but also consider contextualizing them in diverse local contexts to better address pressing issues.

## Establish mechanisms of collaboration and partnerships between and among national and local actors

Humanitarian actions must not be treated as separate programs on the national and local levels. National and local actors must work in tandem to address concerns and respond to humanitarian emergencies that affect communities. All sectors must be represented in both national and local networks, and both immediate and long-term partnerships must be forged.

## Promote ecosystem-based resilience

Ecosystem resilience is a fundamental aspect of humanitarian action and risk reduction. Root causes of environmental destruction must be addressed.
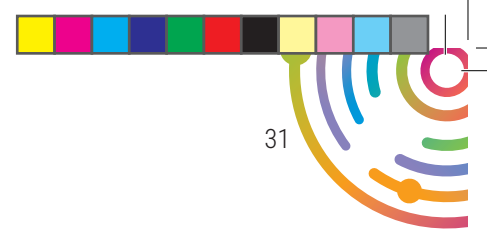
## Build capacity for humanitarian response in Marawi

As of the writing of this report, there is an opportunity to pilot an integrative, collaborative program for humanitarian response in the Philippines. There are still ongoing clashes between government forces and insurgents in Marawi City, which has caused thousands of civilians to be affected and displaced. The situation has been exacerbated due to region facing typhoons and floods in the recent past. This collaborative program may utilize the existing partnerships between the Office of Civil Defense, DSWD, and civil society organizations such as CDP to build the capacity for preparedness to response for the stakeholders. Activities providing psychosocial support response and other needs in Marawi City will also alleviate the suffering of affected populations.

The Philippines faces significant challenges, particularly with the presence of numerous natural and human-induced hazards throughout the country. However, the presence of significant legal and institutional frameworks, an active and collaborative civil society, and large-scale networks are significant steps forward in emergency response and recovery. These present strengths should be harnessed and improved, to ultimately lead humanitarian action and achieve national resilience.

## Indicators for Monitoring and Evaluation

Monitoring and Evaluation is an important process in the program planning to make sure the implementation of the program is on track and in line with the set objectives. It is important to use the information derived through the baseline assessment to design project activities in each country with set targets within the program framework.

A results framework has been developed at the regional level to measure the progress of the project and achievements. Each country will contribute towards achieving the set objectives indicated in the results framework. For achieving that purpose, baseline data from each country will be used to define activities in their road maps towards strengthening emergency response capacities of local actors at national and local level, which will be aggregated at the regional level for the program.
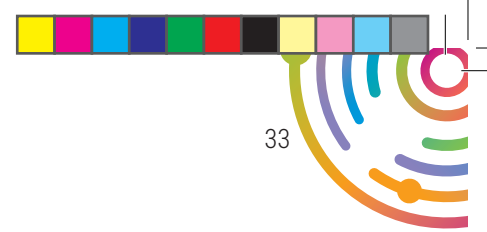
Program outcomes/impacts in each of the country is to be measured using three (3) common key measurement indicators (KMI) identified below:

## KMI 1: Number of agencies with improved operational systems (admin processes, financial reporting system, KM, M&E, etc.), technical capacity and access to information to act effectively in disaster response and recovery phases

| Unit of Measure | Number of agencies | Disaggregated by | • Type of agency - <br> • Govt./LNGO/ Private Sector <br> • Level of the agency - National/Sub-national |
|---|---|---|---|

| | |
|---|---|
| Definition: | This indicator measures the agencies that have new or increased ability to respond to disasters effectively. <br><br> *Measuring institutional capacity in terms of administrative, financial, technical expertise, networks, etc. are important elements of enabling environment for ensuring effective response by those agencies.* <br><br> Indications with improved capacity to act effectively in disaster response and recovery include, but are not limited to: <br> • Improving operational systems (proper administration policy guidelines, financial systems, knowledge management systems, M&E systems, etc.) of humanitarian agencies which are transparent and accountable <br> • Building in-house relevant technical expertise which can be utilized during disaster response and recovery <br> • Improved participation in disaster management coordination networks/ committees with identified role <br> • Engaging with related stakeholders and building networks for sharing of information <br> • Devoting greater resources (human/financial) for Disaster Risk Management activities |
| Baseline as of 2017: | The baseline assessment conducted through the program showed the following level of capacities among local actors in Pakistan: <br> • Lack of continuity in DRM programs in the ground level resulted in lack of trained staff for DRM activities <br> • Inadequacy of staff to carry out emergency response activities <br> • Inadequate number of trainings and category of training <br> • Low level of sharing and accessibility of disaster information |
| Target 2019: | Through the program interventions, it is expected to have at least 3 institutions with improved capacity in terms of operational, technical and access to information to act effectively in disaster response and recovery phases |
| Data Source | • Baseline report, Organizational Capacity Assessment survey results, evaluation reports |

## KMI 2: Number of local rapid deployment teams established/strengthened with necessary capacity for better response

| Unit of Measure | Number of teams | Disaggregated by | N/A |
|---|---|---|---|

| | |
|---|---|
| Definition: | This indicator measures the established/strengthened local rapid deployment teams, which can be utilized in disaster response quickly. Strengthening capacities includes skill trainings, networking, identified roles and responsibilities, and access in case of an emergency.<br><br>Rapid deployment teams can assist disaster-affected communities within hours, which is key in effective emergency response.<br><br>Rapid deployment teams consist of professionals such as search and rescue experts, fire fighters, medical staff, troops, etc. and/or volunteers who can help communities during first 48 hours of a disaster |
| Baseline as of 2017: | The baseline assessment conducted through the program showed the need for strengthening a well-organized team of professionals who are technically qualified to carry out response functions within first 48 hours. |
| Target 2019: | Through the program interventions, it is expected to form/strengthen a group of professionals and volunteers attached with the government and build their technical capacity to carry out functions in first 48 hours after a disaster. |
| Data Source | • Country reports  • Media reports |

## KMI 2: Number of active emergency coordination committees/forums comprising of actors such as govt., LNGO and private sector with identified roles for each

| Unit of Measure | Number of committees/ forums | Disaggregated by | • Level of the committee/forum -<br>• National / Sub-National |
|---|---|---|---|

| | |
|---|---|
| Definition: | This indicator measures the engagement of different stakeholders in emergency coordination, which is important for effective response.<br><br>Emergency coordination committees can be at national level as well as at sub-national level comprise of local actors such as government, LNGO, private sector with identified role for each.<br><br>Active emergency coordination committee is a one which meets at least once in 3 months bringing all members to discuss about preparedness for response activities in countries |
| Baseline as of 2017: | The baseline assessment conducted through the program showed the following in terms of the level of coordination:<br>• Low level of accountability and transparency in the multi-level coordination<br>• Unclear lines of authority during emergency management<br>• different protocols across agencies, with unclear mandates which hamper coordination<br>• Strong community coordination of first responders<br>• Lack of participation of grassroots organizations in coordination and standardized method for reporting |
| Target 2019: | Through the program interventions, it is expected to improve the emergency coordination by engaging LNGO as well as private sector to the existing coordination mechanism with identified role for each actor. |
| Data Source | • Government records  • Coordination meeting minutes<br>• Media reports  • Interviews |

In order to monitor the country level progress in the Philippines a monitoring framework (Table 4) was developed, guided by the baseline data and the regional program results framework. It is expected that the country program team together with concerned stakeholders define targets considering short term, medium term and long-term period for these indicators within the program framework. This framework will be a tool for monitoring the progress of activities and achievements towards set objectives while ensuring accountability and transparency of the progress of the country program.

## Table  5

Indicators to measure progress

| No. | Expected result/ Outcome | Baseline status | Recommendations | Indicators to measure the progress and impact |
|---|---|---|---|---|
| 1 | Strengthened emergency response coordination mechanisms and partnerships | • Low level of accountability and transparency in the multi-level coordination<br>• Unclear lines of authority during emergency management<br>• different protocols across agencies, with unclear mandates which hamper coordination<br>• Strong community coordination of first responders<br>• lack of participation of grassroots organizations in coordination and standardized method for reporting | • Establish mechanisms of collaboration and partnerships between and among national and local actors<br>• immediate and long-term partnerships must be forged | • Regular coordination meetings organized by national/local platforms involving all concern stakeholders<br>• % of LNGOs and Private sector entities in government led coordination platforms |
| 2 | Improved capacities on emergency response through priority training and learning actions | • Lack of continuity in DRM programs in the ground level resulted in lack of trained staff for DRM activities<br>• Inadequacy of staff to carry out emergency response activities<br>• Inadequate number of trainings and category of training | • Investment in local humanitarian actors capacities would improve their technical, organizational, leadership, and financial capabilities<br>• Channeling humanitarian aid to national and local actors | • Agencies (govt., LNGO, private) having adequate capacity for operations continuity<br>• Priority training programs (ToTs) conducted<br>• Number of people trained<br>• Learning events, drills, simulations, and field visits/study tours facilitated |
| 3 | Learning and knowledge management systems on emergency response initiated and institutionalized | • Many are producing knowledge products<br>• Low level of sharing and accessibility | • Adherence to principles such as Core Humanitarian Standards, SPHERE, etc.<br>• Enhanced web portal for share access knowledge products | • Online platform at the national level for knowledge and information sharing<br>• Knowledge products developed and available for public access |