

# The BRIDGE Concept

## Building Resilience against the Impact of Disaster through Governance

### Brief description of the concept:

Based on consultations and our assessment, it seems essential to support and build the capacity of local authorities to face the uncertainty of natural disasters.

The BRIDGE concept focuses on 3 main axes:

- Replicating the DRR national system from the national level to the regional level and further down, to the municipal level
- Developing a strategy to protect coastal areas with a plan on the conservation/ extension of mangroves
- Building up a system to support the regional and municipal authorities on how to provide a better response in case of emergency following a natural disaster



### About ACTED

Since 1993, as the second French NGO, ACTED has been committed to immediate humanitarian relief to support those in urgent need and protect people's dignity, while co-creating longer term opportunities for sustainable growth and fulfilling people's potential.

ACTED implements more than 450 projects a year reaching towards 11 million beneficiaries in 35 countries, with a budget of 190 million euros (2015). We have 400 international staff and 4300 national staff in our teams.

### ACTED in the Philippines

ACTED has been operational in the Philippines since 2012. Moving forward in 2016, through early recovery and into longer term rehabilitation, ACTED is focusing its programs on Water, Hygiene and Sanitation, Shelter, Food Security and Livelihoods sectors.

Disaster Risk Reduction (DRR) will continue to be mainstreamed across all our interventions. It includes all activities and measures which can be taken up before, during and after a disaster - with the purpose to avoid it, reduce its impact or recover from its losses while Linking Relief, Rehabilitation and Development (LRRD).

ACTED's efforts to build resilience in the Philippines aims at contributing to a sustainable reduction in vulnerability through increased capacity of local populations, governments and other actors; improved ability to identify, address and reduce risk, and improved social and economic conditions of vulnerable populations.

Since 2014, **ACTED supported a total of 1,043,951 people in Region VIII** in terms of emergency assistance, rehabilitation and development operations.

Past and current partners in the Philippines include:

- UN Agencies (UNDP, WFP, UNICEF, IOM)
- American Government (OFDA)
- French Gouvernement (ASEN, Centre de Crise and Agence Française de Développement)
- British Gouvernement (DFID)
- Private Donors (Shelter Box, SWS, Alstom Foundation)



## The Philippines, a country increasingly affected by natural disasters

3<sup>rd</sup> country on the Climate Risk Index (2013)

9<sup>th</sup> country most vulnerable to disaster

50.3% of its total area and 81.3% of its population are vulnerable to natural disasters.

74% of the population vulnerable to disasters (earthquake, typhoon, drought, volcanic eruption, etc.)

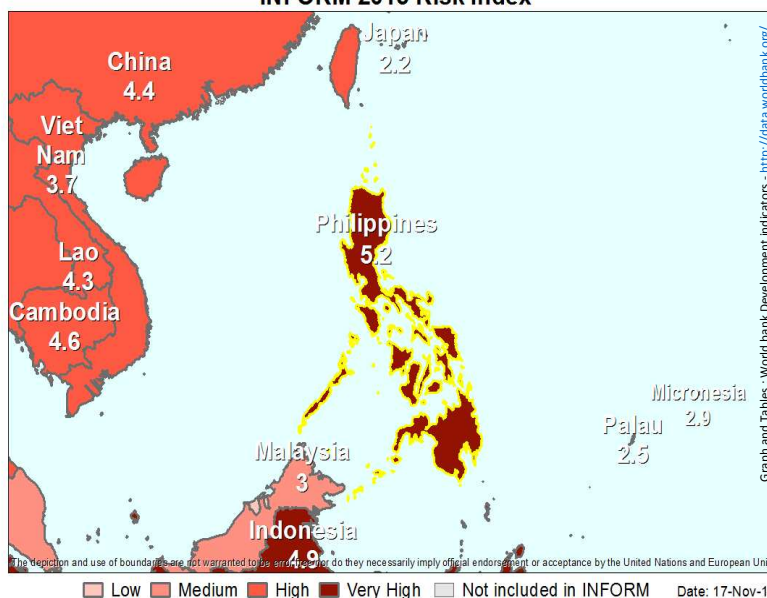
### Alarming meteorological forecasts due to Climate Change

With a location in the pathway of typhoons and on the earthquake-prone Pacific Rim, a tropical climate and thousands of miles of coastline, the Philippines is highly susceptible to such climate change effects. These effects are already strongly felt as extreme climatic events (tropical storms, typhoons, storm surges, floods, etc.) have struck the country more often and more severely.

2015 has been the most active year in terms of typhoons since the beginning of the century. For the coming months, it is expected that La Nina will be particularly strong and should lead to heavy rains/floods.

Such meteorological forecast is alarming and could result to more exposure to natural disasters in the Philippines.

INFORM 2015 Risk Index



### Why target Region VIII - Eastern Visayas?

- One of the most natural disaster-prone area
- Where Typhoon Haiyan made landfall
- Almost 30% of the population living under the poverty line
- A new and innovative concept crucial for the region
- A benefit for 5 million people and 136 municipalities

### Between 1995 and 2014:

- 258 meteorological disasters (volcanoes, floods, tsunamis, earthquakes, typhoons, and landslides)
- At least 23,000 people died → an increase of 160% when compared to the previous time period (1975-1994).
- Since 2008, the Philippines have been hit by at least one violent typhoon (or super-typhoon) every year
- Average Annual Loss (AAL) = 16,343 million USD (World Bank data)

### Damages:

- Total damage estimated at USD 3.2 billion.
- Direct costs associated with these natural disasters represent 1% of total national Gross Domestic Product (GDP).
- Recurring disasters disproportionately affect the poorest people (representing 25.2% of the total population) by reducing their resources and destroying their livelihoods and assets, exacerbating their vulnerability to external shocks and reducing their developmental outcomes and progress in the longer term.

# Rationale

## Initial assessment “Critical and Unaddressed Barriers to Building Resilience”

ACTED conducted a disaster risk reduction and management municipal level capacity assessment in July 2015 in 19 municipalities across 8 provinces in the Philippines.

### Key gaps identified:

1. There is an uneven delegation to the local level of responsibilities and capacity for DRM. LGUs expressed feelings of being under-prepared before, during and after disaster events.
2. The capacities of LGUs in terms of DRM vary across and within municipalities, highlighted by the different statuses of DRM plans (which are mandated by Philippine law) across municipalities i.e. some fully complete, some nearly complete, some non-existent.
3. Lack of designated and trained staff at municipal level with a focus on DRR. In the vast majority of cases, these staff had not received any DRR training.
4. Lack of a holistic overview of DRR needs within LGUs. For example, in some municipalities DRR plans are strong in terms of shelter but there is no focus on other sectors.
5. No mitigation action plan to limit the impact of the natural disaster on the population.



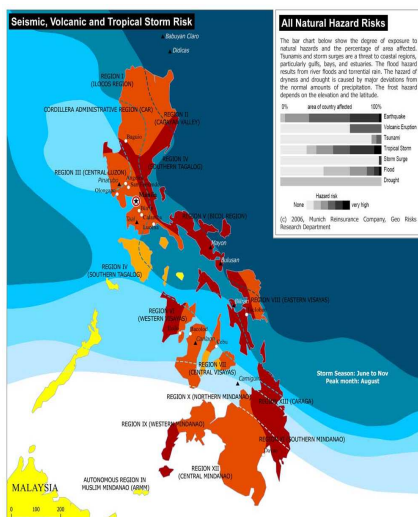
### Local authorities with limited capacity

Government authorities have developed institutional frameworks and national action plans dedicated to Disaster Risk Reduction and Management as well as Climate Change. The Philippines' Government is very responsive in meeting the immediate needs of affected populations. However, the system has a strong room for improvement with multiple gaps. Authorities intervene mainly in populated areas where the needs are greatest, which sometimes leads them to neglect more isolated areas, where highly vulnerable populations are living.

In addition, the problems are complicated by a decentralization process that at times is too slow in the transfer of information and implementation of DRR plans at the municipal levels. The decentralization system in the Philippines needs improvement as the local level is not fully supported and the transfer of information from national to local levels is incomplete.

Furthermore, the increasing number of natural disasters calls into question the capacity of the government to intervene on several fronts at the same time.

2016 marked the general elections, at both the local and the national level, which is likely to make public decisions on where to distribute the aid even more sensible. In this context, political allegiance may take precedence over actual greatest humanitarian needs for the selection of beneficiary municipalities. It was notably observed during Typhoon Nona last December.



## Workshop on the best lesson learnt conducted in Tacloban and Guiuan with all the stakeholders involved in the emergency after Typhoon Yolanda

In March 2016, the World Humanitarian Summit (WHS)'s Urban Expert Group has tasked IMPACT Initiatives and UCLG to facilitate a series of consultations in cities recently affected by crisis in preparation of the summit. These consultations aimed at identifying recommendations on how to improve crisis response, based on the experience and feedback of local stakeholders. ACTED facilitated the consultation in Guiuan and Tacloban cities and met all the stakeholders bilaterally and then in a workshop in order to provide a set of recommendations to be introduced in the WHS in Istanbul. Based on these consultations, the key findings were that:

1. Insufficient Coordination Led to Information Gaps, Misconceptions and Duplication;
2. A Lack of Preparedness Led to Significant Community Vulnerabilities;
3. Local Authorities Faced Difficulty Accommodating the Humanitarian Response Lack of Context-Specific Understanding / Cultural Sensitivity which Led to Inappropriate Programming ;
4. Lack of Accountability and Transparency among Responding Organizations was observed;
5. No Build Zones Presented Unique Challenges to Relief and Recovery.





## Our approach ?

Giving local authorities the tools and the ability to meet the needs of affected populations  
Enabling the work of the international humanitarian community to be conducted in complementarity

### BRIDGE

**Building  
Resilience  
against the  
Impact of  
Disasters  
through  
Governance**

#### Mangroves, a valuable eco- system

Acts as a  
natural barrier  
against winds,  
big waves and  
storm surges

Mitigates the  
effect and  
impact of the  
sea on the  
coastal area  
during a  
typhoon

Protects the  
environment  
(carbon  
sequestration)

Increases  
livelihoods  
opportunities  
for coastal  
communities

#### 1. Replicating the DRR national system from the national level to regional and then to the municipal level.

- Training regional DRR experts on how to disseminate and replicate the national plan at the regional and municipal levels.
- Then, replicating this by supporting the regional government through training of the MDRMO (municipal office in charge of DRR plan) on how to implement the DRR plan in accordance with national guidelines.
- Supporting the implementation of the DRR plan by municipality, focusing on 5 municipalities, thanks to a dedicated focal point and a pool of experts.

#### 2. Developing a strategy to protect the coastal area with a plan on the conservation, rehabilitation and development of mangroves.



#### 3. Building up a system to support the provincial and municipal authorities on how to provide a better response in case of emergency following a natural disaster, notably by providing a better knowledge and a global assessment on the previous Typhoon. This will facilitate the computation of affected people. As the system is currently inexistent in the Philippines, ACTED will manage and conduct a mapping for the municipality in terms of both damages and humanitarian assistance (from government and external actors). If no one is able to provide assistance, ACTED will intervene to fill the gap through its contingency stock.

**3 years**

**4 million  
euros**

**5 million  
potential  
beneficiaries**

#### 5 biggest Typhoons since November 2013



**38 millions of peoples  
have been affected**

**823,239 houses has been  
totally damaged and  
1,661,909 partially  
damaged**



# ACTED

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