



Institute of
Development Studies

**Pathways to Accountability
for DRR: the role of Civil
Society Organisations**

In Collaboration with ChristianAid and University of Philippines

Dr Emmanuel Luna, Sammie Formilleza, Ging Tanchuling, and
Romano Antonio Wamil



What is Accountability?

Accountability as a Social Process

- “Accountability, rather than being a bureaucratic or legal term, is about **improving democratic processes, challenging power and claiming citizenship**. It is best **claimed from below** by citizens themselves, rather than only being provided by the state. Supporting citizen-led initiatives is important as they address accountability failures in very direct ways”. (Mahendra ed. 2007)

In development we need to:

- *Clearly define legal rights and obligations;*
- *Have a process for accessing, reconciling and enforcing rights and obligations;*
- *Improve vertical as well as horizontal mechanisms of accountability;*
- *Raise awareness about accountability mechanisms;*
- *Support citizen-led accountability initiatives;*
- *Improve donors “own accountability” (Newell and Wheeler).*

- **NEW ACCOUNTABILITY** *geographically expanded legal sphere, local-level arrangements (community monitoring) and cyberspace (Goetz and Jenkins).*

Seeking 'Downward Accountability'

While we think systems may be based on accountability.....

- ...downward accountability stands in contrast to the predominant focus on upward accountability with “NGOs being mainly accountable to their donors; public donors to government bureaucracies; businesses to their shareholders and investors for short-term profits; local governments to national governments” (AccountAbility, 2007; 24).

● From vulnerability to rights

● From outcomes to process

Accountability for DRR: the role of CSOs

- To establish a clear understanding of the state's legal and moral obligations and capacity to deliver all components of the HFA and disaster resilience frameworks
- Support to citizens, particularly those most vulnerable to disasters, to understand relevant rights, policies and possible accountability pathways
- Citizen Involvement in monitoring DRR progress (based on locally conceived priorities) at every scale, including policy formulation and implementation.

Component of Resilience	Characteristics of a Disaster-Resilient Community	Characteristics of an Enabling Environment
Accountability and community participation	<ul style="list-style-type: none"> • Devolved DRR structures facilitate community participation • Access to Information on local government plans, structures etc. • Capacity to challenge and lobby external agencies on DRR plans, priorities, actions that may have an impact on risk • Participatory M&E systems to assess resilience and progress in DRR. • Inclusion/representation of vulnerable groups in community decision making and management of DRR • High level of volunteerism in DRR activities 	<ul style="list-style-type: none"> • Basic rights of people formally recognised by national and local government (and civil society organisations, CSOs) to safety, to equitable vulnerability reduction and relief assistance, to be listened to and consulted (implies responsibility to guarantee these rights where appropriate). • Effective quality control or audit mechanisms for official structures, systems, etc, in place and applied. • Democratic system of governance holding decision makers to account • Government consults civil society, NGOs, private sector and communities. • Popular participation in policy development and implementation • Citizen demands for action to reduce disaster risk • Existence of 'watchdog' groups to press for change.

Infanta

Marinduque

Iloilo



Context

- Hazards
- Enabling Legislative Environment (DRR and Accountability)
- Challenges:

Risk or vulnerability enhancing policies or practices (political), mobilising local government, leadership changes, token participation, lack of dedicated or mainstreamed resources, dependency on NGOs, prevailing knowledge systems (prioritising disaster response or unsustainable agriculture)

Approaches

- CSOs - Diversity of Activities and Approaches
 - Mainstreaming DRR in LGU plans
 - Mobilising community for DRR planning or projects
 - National Legislative Change
 - Tackling single issues (through advocacy)
 - Tackling single issues (through implementation)

None in isolation

- Tools

International and Local Sustainable Development Framework, MDGs, Rio Declaration, Hyogo Framework, Climate Change Bill, DRM Bull, Local Development Agendas, Characteristics Guidance

OUTCOMES

- **Mainstreaming DRR in local plans**
 - Greater awareness of concept of all actors
 - Good participation of citizens and POs in Development Planning inc budgeting
 - Increased participation in projects: rehabilitating water supply systems, drainage systems, reforestation, natural dykes
 - Women participating in alternative livelihood projects
 - Senior Citizen Association allocated funds for vitamins
 - Changes in use of calamity fund
 - Stronger relationships (through Roundtables)

OUTCOMES

- **Addressing logging and landslide risk**
 - Cancellation of logging agreement through task force taking issue to highest level
 - Agriculture rehabilitation programme success through working with national government R&D institutions (to get long-term govt funding for farmer information technology services)
 - Early Warning Systems – through careful consideration of technology ownership

ROLES of CSOs

Through mobilisation of communities, implementation of programmes, partnerships with governments and representation through advocacy networks CSOs are achieving:

- **Establishing and maintaining participatory governance**
- **Convening multiple actors and expertise (technical including legal – for legal compliance)**
- **Building local ownership of plans and processes**
- **Representation of local civil society national policy debates and direct lobbying**
- **Insulating DRR plans from political leadership change**
- **Culture Shift (Disaster Relief – DRR, other development paradigms)**

Challenging the roles of CSOs

- Limitations to ongoing representation or implementation by CSOs themselves.
(Can serve to displace accountability of government actors if 'filling the gap')
- Risks of single agencies dominating processes
(rather than broad citizen participation)
- Potential for too much control in representation
- Accountability of the CSOs themselves

LESSONS

- DRR is 'negotiated' - in many different ways
- Can't detach DRR from local political processes - awareness can strengthen rather than undermine them.
- Focus as much on the enabling environment as short-term implementation
- This means a focus on process and relationships: who is making decisions, how and on whose behalf
- DRR frameworks - potential to be used to make serious progress on a number of underlying vulnerability issues
- Use a range of legislation for Community Policy Monitoring or Advocacy – don't rely purely on DRR frameworks