Early Warning System

WB-P145391

Studies for Sustainable Flood Mgmt.

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Quick Facts

Countries	Philippines
Financial Institutions	World Bank (WB)
Status	Approved
Bank Risk Rating	A
Voting Date	2015-12-31
Borrower	GOVERNMENT OF PHILIPPINES
Sectors	Water and Sanitation
Potential Rights Impacts	Cultural Rights, Healthy Environment, Housing & Property, Indigenous Peoples, Right to Health, Right to Water
Investment Type(s)	Grant
Project Cost (USD)	$ 7.00 million

Project Description

The proposed development objective is to prepare priority projects that aim to improve flood management and resilience in the Greater Metro Manila Area. The Philippine Government recently approved the Metro Manila Flood Management Master Plan, which consists of a large program of priority infrastructure designed to safely manage and control major flood events in the Greater Metro Manila Area that comprises Metro Manila and Laguna de Bay and its shore areas. The Flood Management Master Plan for the Greater Metro Manila Area (hereafter the Master Plan) has since been prepared, with World Bank assistance. This project will finance two components of the Metro Manila Flood Management Master Plan.

COMPONENT A: Preparation of feasibility and design studies for priority flood management infrastructure.

Among the key priority interventions that have been identified in the Master Plan are feasibility and design studies that will be prepared for: (i) a high dam in the upper Marikina River catchment area to reduce the peak flows entering the city during typhoon events; and (ii) land raising along the western shore of Laguna de Bay to protect the population against high water levels in the lake. Land raising is expected to occur within five cities/municipalities: Taguig, Paranaque, Pateros, Muntinlupa, and Pasig.

The feasibility studies will review, as needed, the various options for flood management improvements in the study areas, including a quick assessment of related social and resettlement impacts in terms of magnitude, costs, and risks, to be followed immediately by design studies and preparation of tender documents of the selected option.

The Bank states that within these feasibility studies there is a particular "need for very detailed social and resettlement (also called 'rehousing' in the Philippines) studies as some 300,000 people, often informal settlers, are living in the flood plain of the Laguna Lake study area. Most of these people would have to move out of the flood plain to allow land reclamation to take place, but it is envisaged that the majority will return to live on the reclaimed land in multi-story social housing units."

COMPONENT B: Project management and administration for operational and fixed costs of the project.

The project location is the Greater Metro Manila Area, in particular a dam site in the upper catchment area of the Marikina River and the western shore of Laguna de Bay.

As stated, this project is part of the larger Master Plan, which includes proposals and plans to reduce flooding from river systems and for urban drainage. Seeing that this project is only a component of the larger plan, it is difficult to fully understand the scope and cumulative impacts the entire Master Plan will have in the greater Manila Metro Area. The Project Information Document states that the Government of Philippines has already started on other smaller projects within the Plan, such as dredging and modernization of pumping stations, but further information on these projects has not been given. Moreover, the Bank notes that Environmental and Social Impact Assessments (ESIA) conducted for this project "will carefully assess the environment and social impacts of the priority investments, including impacts from ancillary facilities as well as cumulative impacts," suggesting that the Bank may be invested in other projects within the Master Plan that will cumulatively have great impacts and possibly be considered Category A projects. Due to the uncertainty in plans for this project and additional projects within the area, this project will have to be revisited once more information is given and more plans within the larger Master Plan are known.

Early Warning System Project Analysis

CATEGORIZATION: Category A

This project supports the research and creation of studies and engineering designs of the two priority investments identified in the Metro Manila Flood Master Plan, i.e. a high dam in the upper Marikina River catchment area and the raising of low-lying areas along the western shores of Laguna Lake, and the conduct of environmental and social assessments for these priority investments, including resettlement studies. It is considered Category A by the World Bank as these studies are expected to lead to investments expected to have positive but also potentially adverse environmental and social impacts, including resettlement of mostly informal settlers, if not managed adequately.

APPLICABLE SOCIAL AND ENVIRONMENTAL STANDARDS:

Environmental Assessment OP/BP 4.01
This has been triggered as the Bank states the feasibility studies are expected to lead to investments expected to have positive but also potentially adverse environmental and social impacts, including resettlement of mostly informal settlers, if not managed adequately.

Natural Habitats OP/BP 4.04
The Bank states that natural habitats and other ecologically sensitive areas may be affected by the priority investments are being assessed as part of this project's feasibility studies.

Forests OP/BP 4.36
Bank documentation states that impacts on forests and forest-dependent communities in and around the proposed dam site have yet to be confirmed. As such, this safeguard has been triggered to ensure this is specifically addressed within the ESIA.

Physical Cultural Resources OP/BP 4.11
This safeguard was triggered because according to the Bank, it still needs to confirm impacts of priority investments on physical cultural resources.

Indigenous Peoples OP/BP 4.10
This safeguard was triggered as specific impacts to indigenous people are not yet known and according to the Bank, will be assessed within the feasibility studies as part of this project.

Involuntary Resettlement OP/BP 4.12
Bank documentation state that within the Laguna de Bay study area there are 300,000 people, often informal settlers, are living in the flood plain that would have to move out of the flood plain to allow land reclamation to take place.

Safety of Dams OP/BP 4.37
This has been triggered as one of the priority investments being assessed by the project feasibility and design studies is a high dam in the upper Marikina River catchment area.

People Affected By This Project

Our Risk Assessment

RIGHT TO HEALTH

Although the Bank does not specify any adverse impacts to health, the World Commission on Dams states that, "[e]nvironmental change and social disruption resulting from large dams and associated infrastructure developments such as irrigation schemes can have significant adverse health outcomes for local populations and downstream communities." Issues include river pollution, vector-borne diseases, and accumulation of high levels of mercury in reservoir fish from mining or its transformation into methyl mercury by bacteria feeding on rotting biomass in reservoirs.

The Bank also acknowledges that this project would displace thousands of people from the flood plain of the Laguna Lake study area. In a study of impacts associated with development-induced displacement and resettlement (DIDR), Michael Cernea identified eight impoverishment risks posed by DIDR. Of these eight risks he calls out serious declines in health and stress and psychological trauma. A report by International Accountability Project also states, people displaced by development are known to be at increased risk of suffering life-threatening diseases, epidemics, and loss of physical and mental health, yet they commonly have less access to hospitals and health clinics.

Moreover, as this project is part of a larger master plan, it's important to acknowledge the potential cumulative impacts that can occur in the project area, especially within the feasibility studies phase.

Some questions community members and local NGOs should consider asking:

- Do you have reasons to believe that your health and/or your access to health services could be affected as a result of the planned investment project?
- What mechanisms for complaints (legal or other) are available if you feel that your right to health has been affected?

RIGHT TO A HEALTHY ENVIRONMENT

According to the Bank, part of this project is the conduct of environmental and social impact assessments (ESIA) in order to assess impacts and identify mitigation measures. The Bank notes that the project would be located within natural habitats, including forests, and ecologically sensitive areas. Within the appraisal stage safeguards data sheet, the Bank states that two ESIA's will be conducted (one for the large dam and another for the land raising) and that these will be conducted by the DHPW with technical assistance and support from qualified consultants to ensure that the Bank's and the National Government's environmental and social safeguard policies are being followed and complied with. These assessments will be used in the creation of an Environmental and Social Management Plan which, according to the Bank, will include a monitoring and reporting program. Additionally, the Bank states that the project will not support activities that would significantly convert or degrade critical natural habitats consistent with the policy.

Some questions community members and local NGOs should consider asking:

- Do you feel that your natural environment (air, water, land, animals and plants) will change with the investment project?
- During project planning and operation, where will solid waste, hazardous waste, and other waste products be disposed of and what impacts is this likely to have on the local environment?
- What means do you have to seek compensation if the environmental impact of the proposed planning and operations become a problem for local communities and/or the local ecosystem?

RIGHT TO CULTURE

The Bank notes that specific impacts affecting cultural resources are not yet known, but will be determined and analyzed within the ESIA. The ESIA, the Bank states, will research options to determine any possible cause of disturbance and negative

Investment Description

- World Bank (WB)

According to Bank documentation, the total estimated cost for the implementation of the Master Plan is about Peso 352 billion (US$8.7 billion) over the next 20-25 years. The two components funded by this project are expected to be US$7 million. Financing will come from the Philippines Free-standing Trust Program, a mutual aid agreement between the World Bank and Australia Aid to co-finance activities in the Philippines "under one funding mechanism". This loan will be in the form of a Specific Investment Loan (SIL) and will be managed by the World Bank Philippines Sustainable Development Unit (EASPS). SILs support the creation, rehabilitation, and maintenance of economic, social, and institutional infrastructure. In addition, SILs may finance consultant services and management and training programs. SILs are flexible lending instruments appropriate for a broad range of projects that are designed to ensure the technical, financial, economic, environmental, and institutional viability of a specific investment.

In parallel, a US$3 million Japan Policy and Human Resources Development Fund (PHRD) grant will finance the preparation of other major interventions that are part of the Master Plan.

Private Actors Description

The borrower for this project is the Government of Philippines and implementation has been assigned to the Department of Public Works and Highways (DPWH).

The Bank's Appraisal Safeguards Data Sheet states the DPWH is familiar with the Bank safeguards and policies and in addition has its own Environment and Social Safeguards Division (ESSD). In a recent review of ESSD performance, the Bank indicates the need for the ESSD to put "in place a capacity building program if it is to be in charge of handling safeguard issues during the future implementation of the designs prepared under this project." Additionally, "ESSD will benefit by strengthening its capacity to manage and coordinate the safeguards principles and procedures, especially related to the preparation of the environmental and social assessment studies and for resettlement/rehousing of affected communities living in the flood plain of Laguna de Bay."

PAST HUMAN RIGHTS ABUSES

According to Human Rights Watch the human rights situation in Philippines has improved since the election of President Benigno S. Aquino III in 2010. However, the Human Rights Watch 2013 Philippines report does state that mining and energy projects continue to be a problem in that they are typically located in areas "with large indigenous populations or controlled by tribal groups." Moreover, people who speak out against these projects continue to be threatened, and there have been cases of people being killed in their opposition. One such example was organizer Maragarito J. Cabal, who was gunned down on May 9th, 2012 for opposing a hydroelectric dam in Bukidnon Province. In 2011 Aquino also authorized the use of paramilitary forces to protect mining investments.

Additionally, the report adds that extrajudicial killings have continued to occur in the Aquino administration and that the administration has also failed to keep its commitment to hold those responsible for extrajudicial killings to account. The report states that "several [of these] extrajudicial killings have recently been attributed to members of the Citizen Armed Force Geographical Units (CAFGU), which the military controls and supervises, as well as the Special CAFGU Active Auxiliary, which the army trains but companies hire to protect their operations."

Further, "since 2001, hundreds of leftist activists, journalists, environmentalists, and clergy have been killed by alleged members of the security forces. Local human rights organizations reported approximately 114 cases of extrajudicial killings since Aquino came to office [with 13 more at the writing of the Human Rights Watch report]" Despite strong evidence that military personnel have been involved, investigations have stalled. No one was convicted for political killings in 2012. While the government claims that it has managed to reduce the number of "private armies' controlled by politicians, it has resisted calls for dismantling government-backed paramilitary forces."

Private Actor 1	Private Actor 1 Role	Private Actor 1 Sector	Relation	Private Actor 2	Private Actor 2 Role	Private Actor 2 Sector
-	-	-	-	Department of Public Works and Highways - Philippines	Client	-

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CONSULTATION PROCESS

The Bank does identify key stakeholders of the project as the people living in high-risk areas along the western shore of the Laguna de Bay and local officials. As this project is the preliminary stage of researching and assessing potential environmental and social impacts, no consultation has yet occurred. However, the Bank states that, "there will have to be extensive formal (through workshops) and informal consultations with the affected communities, non-governmental organizations (NGO) and civil society organizations (CSO) that work with these communities, Local Government Units, government agencies, etc. to ensure that the rehousing/resettlement proposals will be understood and acceptable to all parties." The Bank additionally states, "the Bank task team in close cooperation with DPWH and other agencies will work on a public consultation and information campaign that emphasizes expectations and transparency."

ACCOUNTABILITY MECHANISM OF WORLD BANK

The World Bank Inspection Panel is the independent complaint mechanism and fact-finding body for people who believe they are likely to be, or have been, adversely affected by a World Bank-financed project. If you submit a complaint to the Inspection Panel, they may investigate to assess whether the World Bank is following its own policies and procedures for preventing harm to people or the environment. You can contact the Inspection Panel or submit a complaint by emailing ipanel@worldbank.org. You can learn more about the Inspection Panel and how to file a complaint at: http://ewebapps.worldbank.org/apps/ip/Pages/Home.aspx.

Bank Documents

- Integrated Safeguards Data Sheet (Appraisal Stage) - Studies for Sustainable Flood Mgmt. - P145391 ([Original Source
- Integrated Safeguards Data Sheet (Concept Stage) - Studies for Sustainable Flood Mgmt. - P145391 (En [Original Source]
- Integrated Safeguards Data Sheet (Restructuring Stage) - Studies for Sustainable Flood Management - [Original Source]
- Philippines - Studies for Sustainable Flood Management : P145391 - Implementation Status Results Rep [Original Source]
- Philippines - Studies for Sustainable Flood Management : P145391 - Implementation Status Results Rep [Original Source]
- Philippines - Studies for Sustainable Flood Management : P145391 - Implementation Status Results Rep [Original Source]
- Philippines - Studies for Sustainable Flood Management Project (English) [Original Source]
- Philippines - Studies for Sustainable Flood Management Project : restructuring (English) [Original Source]
- Philippines - Studies for Sustainable Flood Management Project : restructuring (English) [Original Source]
- Project Information Document (Appraisal Stage) - Studies for Sustainable Flood Mgmt. - P145391 (Engl [Original Source
- Project Information Document (Concept Stage) - Studies for Sustainable Flood Mgmt. - P145391 (Englis [Original Source]