



**Resilient policy analysis and disasters: A critical-pragmatic approach towards sustainable governance and policymaking amid crises situations**

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**Abstract**

In a time when vulnerable nations are on the fringe of threats from impacts of environmental degradation and climate change, the ways towards resilient and sustainable governance are crucial to response and recovery measures for communities devastated by disasters and tragedies. For once, can the conventional modes of governance, public policy analysis, and decision-making complement the need to urgently address immediate and critical issues from the impacts and aftermath of disasters or crises? Public policy scholars may have offered technical tools to mitigate climate change issues or critical frameworks to complement a more participatory recovery for communities. However, there are times when we need to make immediate, critical, and practical decisions to respond speedily and effectively to pressing concerns from crises. This study draws lessons from the case of the Philippines as one of those countries experiencing extreme weather conditions resulting from climate change. The work then contends that while a mainstream understanding of disaster governance may link to a tedious decision-making process (which may entail bureaucratic requirements and protocols) for response and recovery, critical and practical consideration should also be in place. The ways how policy practitioners and decision makers go about available capacities and resources vis-à-vis pressing crises' aftermath and needs are at the core of a participatory, sustainable, and resilient governance. The work then lays out what we mean by a critical-pragmatic approach to policy analysis and governance which complements the need for how practitioners and decision makers resiliently respond to crises situations or disasters.

**Keywords:** *crises, critical pragmatism, disaster, policy analysis, sustainable governance*

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## Introduction

In a rapidly changing and complex world, most nations have faced challenging crises touching various aspects of society (Van Der Vegt et al., 2015; Welsh, 2014). In dealing with these circumstances, numerous policy scholars have touched upon various “compatible” approaches and strategies claimed relevant and appropriate in responding to the people’s immediate needs. Crises often disturb society’s dynamics and harm people’s well-being (Figley, 1995; Leaning & Guha-Sapir, 2013; Spade, 2020). In worst-case scenarios, the highly affected public suffers from various horrendous circumstances, which calls the attention of the government and various helping sectors to either address these urgent concerns or alleviate the public in a dreadful situation. This dilemma is even more challenging in the context of the Global South, where delivering public services in crises is even more problematic (Ajibade, 2022). The response measures to crises are even more challenging in times of climate change, such as disastrous typhoons, when the public sector is faced with wicked challenges that touch upon and affect almost all sectors.

Hence, in a time where vulnerable nations are on the fringe of threats from impacts of environmental degradation and climate change, how can the public sector deal with challenges and for the government to respond to the immediate needs of its people effectively and efficiently? The dilemma brought by crises from tragedies opens a superficial debate about how actors should deliver proximate action but is even critical towards integrating a more resilient and sustainable governance style that is crucial to response and recovery measures for communities devastated by disasters and tragedies. This is even more interesting in cases of Global South countries which are hardly hit by the consequential effects of climate change. For example, countries in Southeast Asia accounted in the Global Climate Risk Index (Eckstein et al., 2021), such as Thailand, Myanmar, and the Philippines, often struggle for limited resources and governmental bureaucratic structures, which hampers resilient and sustainable governance in times of disasters. In the Philippines case alone, the current record on the increasing incidence of strong typhoons is a manifestation of crises brought by climate changes (Brower et al., 2014), which is even more challenged by the weakening democratic statures, interminable bureaucratic hurdles, and the transactional politics that rotten the system of response and recovery from crises (Alcayna et al., 2016; Blanco, 2015; Curato, 2018; Gera, 2016).



Taking off from these perspectives in the Global South, specifically in the case of the Philippines, it is essential to raise the question: how can the conventional modes of public policy analysis and decision-making complement the need to urgently address immediate and critical issues from the impacts and aftermath of disasters or crises? While this work particularly noted both the positivist-technocratic and postpositivist-critical orientation toward policy analysis and decision-making, the work also has been keen that these approaches are mainly influential to the dynamics in addressing crises. Also, it is necessary to point out that governance in the Global South may entail contextual-cultural normative underpinnings that influence these processes (Grove, 2013; Kasdan, 2016; Wong, 2016). More so, the traditional socio-political dynamics in these contexts hold conservatively on how the public observes governance processes and deals with those in power (Akkuş et al., 2020; Clark et al., 1998; Lyubashits et al., 2015). Hence, this study alternatively sees that navigating around critical and practical considerations in disaster governance regarding response and recovery merits an unorthodox direction from the tedious decision-making structures brought by “state bureaucracies and protocols.”

As we deal with uncertain and complex public problems, we also understand that the role of policy practitioners and decision-makers is critical. The ways how policy practitioners and decision makers go about available capacities and resources vis-à-vis pressing crises’ aftermath and needs are at the core of a participatory, sustainable, and resilient governance. However, dealing with crises with bureaucratic structures and protocols as impediments is a different story to deliberate since dealing with crises demands quick and efficient efforts from those working on the ground (Bundy et al., 2017; Mair et al., 2016). Hence, the role of resilient and practical consideration in deliberations during a disaster may complement the need for a pragmatic and critical approach to policy analysis in dealing with urgent public concerns.

This case study draws lessons from the Philippines’ experience in dealing with disasters and crises in the national and local landscape. It utilized data available from secondary sources, literature, and studies available in online databases. The work then thematically identified vital lessons to draw from the Philippines. The succeeding parts will further delineate disaster governance and revisit its dynamics and processes. Also, the work will comprehensively expound on the resilient and practical considerations of the critical approach in policy analysis for sustainable and resilient disaster governance. The work then lays out what we mean by a



critical-pragmatic approach to policy analysis and governance which complements the need for how practitioners and decision makers resiliently respond to crises situations or disasters.

### **Navigating the spectrum of approaches to disaster governance: The technical, critical, and pragmatic considerations**

With the observed severity of impacts from climate changes that have shaken societies with uncertain and complex challenges brought about by crises and disasters, it is crucial to revisit how disaster governance works on the ground (Welsh, 2014). Moreover, the dynamics between and among policy and decision-making actors vis-à-vis the public and some circumstantial considerations which may hamper the process of efficiently responding to pressing situations are crucial considerations. Foremost, disaster governance is primarily the policies, processes, and structures constructed by the government with other stakeholders to respond to disasters effectively (Blanco, 2015). Moreover, it embeds frameworks and mechanisms to mitigate risks, prepare for crises, coordinate the response, and facilitate recovery and reconstruction (Nowell et al., 2018; Tiernan et al., 2019). Also, disaster governance may encompass multiple levels of authority, such as the national, regional, local, and at times international (Hurlbert, 2018).

Since this study is more interested in approaches to disaster governance and addressing the need for an efficient and effective paradigm (responsive towards the complex bureaucratic structures and dynamics) during these critical situations, the work will primarily focus on a particularly crucial component, namely the response and recovery efforts. This component focused on the coordinated efforts of the government and various sectors in responding to the impacts of disasters (Tiernan et al., 2019). The response may include various measures such as rescue operations, medical assistance, relief distribution, and the establishment of temporary shelters (Nowell et al., 2018). Recovery efforts focus on infrastructural restoration, community support, and long-term resilience agenda (Nowell et al., 2018). As mentioned earlier, these processes are mainly constrained by the complexities of governmental and bureaucratic dynamics, and at times these processes can be too limiting (Bankoff & Frerks, 2013; Chandler, 2014). While procedures are in place as supposedly thought to ease the conduct of response and recovery and make it more effective and efficient, however, some of these structures,



traditions, and protocols do further exacerbate extreme blanket agenda when all the while, the community necessitates an immediate and practical action amid crises situations (Al-Nammari & Alzagal, 2015; Haynes, 2015; Schwester, 2014).

As the paradigmatic discourse of public policy involves various approaches within a broad spectrum, what was popularly known to practitioners and decision-makers was that of the technocratic paradigm (Centeno, 1993). These technocratic approaches to disaster governance are mainly based on technical experts' and specialists' opinions in deciding response and recovery measures in crises (Esmark, 2016; Hilhorst, 2003). As this approach aligns with the positivist dimension in dealing with crises, it favors systematic and scientific directions, not to mention stringent consideration, of processes directed towards a specific end. In a favorable light, this approach does benefit expert-driven processes, specifically on crises such as disasters, do demand specialized knowledge and expertise in assessing situations, developing response strategies, and implementing recovery measures to quickly, appropriately, and efficiently implement alternatives (Hewitt, 2019). At the same time, it links to applying advanced technologies, scientific innovations, and best practices in response and recovery. This can result in developing and implementing innovative tools, systems, and approaches to enhance response capabilities and expedite recovery processes.

However, too technocratic approaches to crisis response and recovery may impose immense challenges. This may lead not towards efficiency and effectiveness but rather to the massive exclusion of the public and community from authentically participating and involving in these measures by deducing them as “mere end users” (Lavell & Maskrey, 2014; Remes & Horowitz, 2021; Stark & Taylor, 2014). However, the critical approach would instead point out that the necessity of looking into community engagement, participatory processes, and multi-stakeholder collaboration is beneficial for thinking of sustainable disaster governance, specifically on response and recovery (Miles, 2018). Pitfalls from the technical approach may include ingenuity and limited public participation and inclusivity, communication and public trust issues, ethical considerations, overreliance on technical solutions, and lack of flexibility and adaptability (Ojha et al., 2016). For once, local communities may have indigenous or local knowledge anchored to social, economic, and political contextualities that will better complement the feasibility of doing technical measures for a more inclusive and effective response and recovery efforts (Krüger, 2015; Remes & Horowitz, 2021). Other scholars may have argued that balancing out technical approaches and paradigms to understanding and



responding to critical situations may lead to inclusive and sustainable adaptability of the public to alternatives for a successful response and recovery in disaster governance (Hilhorst, 2003; Parthasarathy, 2015).

At times, crisis situations necessitate practical orientation in responding to immediate issues, emphasizing a more hands-on and problem-solving orientation that focuses on solutions and actions (Hilhorst, 2003). While the technical asserts expert-based solutions that can be too focused and directed to a particular end goal, and the critical assumes that effective alternatives are those decided in a participatory and citizen-centered framework, however, there are instances that impacts of crises needs alternatives and strategies that are feasible, realistic, and effective in addressing the challenges posed by disasters (Parthasarathy, 2015; Stark & Taylor, 2014). These action-oriented and results-focused alternatives focused on contextual adaptation, stakeholder collaboration, and utilization of local knowledge and resources (Hurlbert, 2018; Stark & Taylor, 2014). The practical approach fosters the tailoring of disaster strategies that are context-specific and sensitive to local conditions, available capacities, and resources (Stark & Taylor, 2014). It does highlight the values of local knowledge, expertise, and resources and at the same time tapping community-level capacities, traditional practices, and indigenous knowledge to inform decision making, enhance preparedness, and support effective response and recovery efforts while engaging and collaborating with various stakeholders and actors (Hilhorst, 2003; Kasdan, 2016; Krüger, 2015; Waugh & Streib, 2006).

However, the practical or pragmatic approach does not appear to be a perfect paradigm, but with several limitations that may not be compatible in some situations (McEntire et al., 2002). For example, it lacks long-term planning that is terminal to address crises and frame risk reduction strategies imperative to disaster governance (Boin & McConnell, 2007). Also, it may be at risk of neglecting systemic issues as it is more inclined to a practical approach in immediately addressing pressing concerns without making in-depth efforts to understate further systemic factors such as poverty, inequality, injustices, issues on social and equity dimensions, and the like (McEntire, 2022). While this work may argue that mobilizing the practical approach is more likely ideal in the process of response and early recovery, it does not dismiss that crucial in dealing with crises and disasters is the advantage of using technical analysis that invests mainly in scientific and expert opinion. However, combining this with critical approaches like community engagement and participation while being keen on practical options will likely enhance the effectiveness and sustainability of disaster governance efforts.



In the subsequent discussion, we will point out how these paradigms apply to the case of disaster governance in the Philippines.

### **Disaster governance in the Philippines**

The Philippines is an archipelago of islands situated in Southeast Asia along the “Pacific Ring of Fire” facing the Pacific Ocean (Boquet, 2019). The country is highly vulnerable to various natural hazards, including typhoons, earthquakes, volcanic eruptions, floods, and landslides (Usamah et al., 2014). Typhoons are one of the most challenging crises that usually hit the country annually. On average, the country experiences about 20+ typhoons yearly, highly accompanied by heavy rain, devastating winds, storm surges, and flooding that destroys various community resources and capitals and even endangers and kills lives. One of the strongest typhoons that hit the Philippines in history the Super Typhoon Yolanda, with the international name Haiyan sustained 170 knots (196 mph) wind that left the central region of the country ravaged, with 6,300 dead and 1,000 more missings (NOAA Climate.gov, 2014). Moreover, these typhoons often leave the country’s infrastructure, agriculture, and communities in doom that, most times, would push the public to scavenge for basic needs and resources, delimiting efficient measures for response and recovery. Hence, rethinking a more practical yet critical approach to response and recovery measures is crucial when resources are limited. As we put the Philippines as a case and subject for discussion, let us first see some of the critical challenges that the country faces in response and recovery measures.

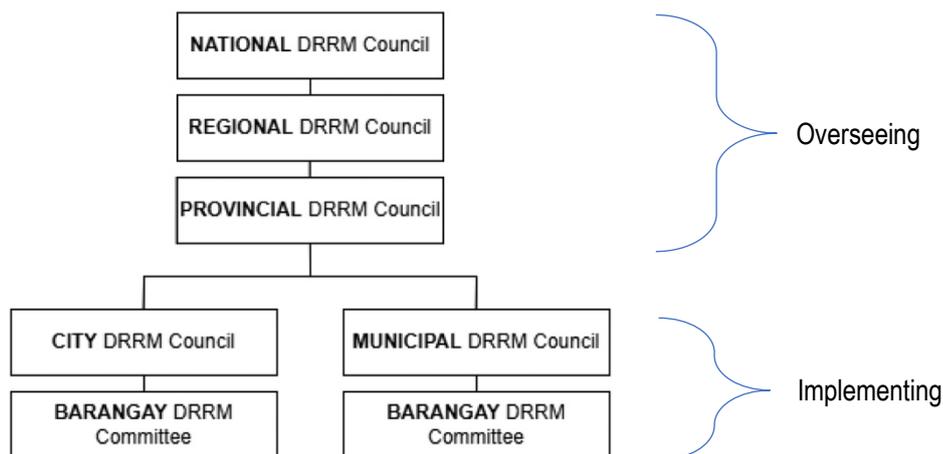
#### ***The Philippine disaster governance framework***

With the impending threats posed by disaster, the Philippines, for the past decades, have crafted policy and legal measures to mitigate, counter, and recover from the impacts of crises, specifically natural disasters. One of the critical considerations for this move is the country’s high vulnerability to various natural hazards. As such, the main agenda that the previous Philippine administrations have set attention to is to craft a legal policy framework to address disaster risk reduction and management. In 2010, the government approved the Republic Act 10121, or the Philippine Disaster Risk Reduction and Management Act, which is the primary legislation guiding disaster governance (Duque et al., 2013). At the same time, it emphasizes



the importance of looking into risk reduction, preparedness, response, and recovery measures as part of the comprehensive framework for disaster management layout in the National Disaster Risk Reduction and Management Plan (NDRRMP) (Duque et al., 2013; Ner et al., 2022).

As an institutional arm to execute the NDRRMP, the country has the National Disaster Risk Reduction and Management Council (NDRRMC), a body responsible for coordinating policies and disaster management at the national level (Ner et al., 2022). The NDRRMC comprises the various national government agencies, departments, and other stakeholders that serve as overseers. Under the Philippine Local Government Code, the government is inclined toward decentralizing powers and devolving various national government roles for efficient implementation (Follosco-Aspiras & Santiago, 2016). Hence, the disaster governance structure of the Philippines also incorporates various Regional Disaster Risk Reduction and Management Councils (RDRRMCs) and Local Disaster Risk Reduction and Management Councils (LDRRMCs) such as the Provincial, City, Municipal, and Barangay Disaster Risk Reduction and Management Committee (PDRRMC, CDRRMC, MDRRMC, BDRRMC) at regional and local levels, respectively (Ner et al., 2022). These institutional arrangements aim to facilitate coordination and cooperation among different levels of governance. Presented in Figure 1 is a clear illustration of the structure.



**Figure 1. DRRM Network**

Source: Adopted and slightly modified from Ner et al. (2022)



As a complement to these institutional structures, and at the same time operationalize the mandates of the NDRRMP, the government’s arm to risk assessment, and early warning system invests in enhancing disaster preparedness. For example, the Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAGASA) is responsible for weather forecasting and providing timely advisories and warnings to the public (Jibiki et al., 2016). Moreover, the Philippine Institute of Volcanology and Seismology (PHIVOLCS) monitors volcanic activity and seismic events (Inoue et al., 2015). Efforts have been made to improve the dissemination of warnings and information to vulnerable communities through various channels. Besides these technical-oriented institutions and systems, the Philippines also recognizes the importance of participation from and empowerment of communities. For once, devolving the national functions of the NDRRMC to local levels is crucial to implement the NDRRMP efficiently. At the local arenas, the Barangay Disaster Risk Reduction and Management Committees (BDRRMCs) are to facilitate local disaster management and initiatives. As part of this agenda, communities ought to develop Community-based Disaster Risk Reduction Programs (CBDRR) towards building resilience at the grassroots. This agenda may include risk assessment, planning, and response activities.

While the existing approach recognizes the vital role of communities in disaster risk reduction and management, this work notes some of the contextual, structural, institutional, and bureaucratic considerations that are critical to lay out efficient and effective responses and recovery from crises. To point out some of the initial observations, the Philippine disaster governance framework, though have touched on the essence of decentralization and community participation, appears to be hierarchical and highly structured. While the institutionalist approach and technical orientations embedded in the existing disaster governance framework may have rendered the concept of “efficiency” and “effective” delivery of Disaster Risk Reduction and Management (DRRM), however, may have been compelled to limitations brought by bureaucratic structures that are highly political and hierarchical. Meanwhile, the Philippine disaster governance framework has explicitly invoked resilience as something inherent to and should be cultivated locally. This gives the impression that the government deduces its functions and becomes “resilient” at the local and community levels. However, further analysis demands familiarization of the existing challenges in implementing response and recovery measures in crises.



### ***Conditions that challenge the country's disaster governance***

The *country's archipelagic conditions, with many separated islands and remote areas*, challenge the logistics of delivering response measures, especially during disasters, which entail limited or difficult roads and a lack of bridges essential for relief operations (Dalgas, 2018). As a developing country, the Philippine government faces *inadequate funding and resources* that are supposedly crucial to effective disaster response and recovery. This problem entails limited equipment, lack of personnel, and financial support that strain the capacities of the local government and response agencies to deliver necessary measures as suggested by technical experts' opinions or in doing deliberative and participatory processes in addressing post crises concerns (Blanco, 2015). More so, the *impacts of climate change and environmental degradation* are heavily amplified and felt by the public due to the increasing frequency and intensifying severity of natural hazards, such as typhoons (Allen, 2006). Hence, this poses a significant challenge to disaster governance in the country. With the rising sea levels washing small, habituated islands, the changing patterns of rainfalls, and the degradation of the ecology, means a demand to integrate new and, perhaps, critical but practical adaptation strategies in the risk reduction, response, and recovery efforts.

As to governmental efforts, there were moves to enhance the capacities of local government units (LGUs), emergency responses, and communities to address disaster governance effectively. However, these initiatives are often burdened by *geographical limitations, limited resources available in LGUs, and political will* (Alcayna et al., 2016; Allen, 2006). In most cases, those far-flung and hardly reached areas that are susceptible to disasters are the ones who suffer the most from the lack of provision of such capacity development programs (including comprehensive training on disaster risk reduction, early warning systems, search and rescue techniques, and medical response). Relevant to capacity building, another critical element for effective response to crises is community participation and awareness, where we emphasize resilience and the promotion of active participation of local communities in disaster governance. Sometimes, the limited reach of community facilitators, LGUs, and policy practitioners often translates to a challenging moment of raising awareness, facilitating involvement, and empowering the vulnerable where information is not well spread and resources may be limited (Alcayna et al., 2016; Allen, 2006).



Besides the institutional and program delivery constraints, one of the cited hurdles to effective disaster governance is the *rapid urbanization and the ballooning of informal settlements*. Moreover, these settings are situated in even more hazard-prone areas that pose significant issues to disaster governance. Substantively, these settlements lack proper infrastructure, hazard mapping, and proper planning, which makes them even more vulnerable to disasters. In the Philippines, where solid typhoons and storm surges highly strike the country, informal settlers along the coastline are most prone to risks brought by these crises. The local authorities have also noted that these kinds of set-up pose hurdles to coordinating response efforts and helping these urban areas that are densely populated (Morin et al., 2016).

Hence, all these challenges posed threats and repercussions in practically, efficiently, and effectively delivering what has been framed by the local and national governments as response and recovery measures. While statutes, policies, and frameworks are in place for the government's response and recovery measures; however, executions are mostly compelled by limiting bureaucratic structures, contextual realities, and social-political impediments on the ground. What is highly regarded as a problematic condition is the lack of funding that translates to insufficient allocation of resources and funding for disaster preparedness, response, and recovery efforts. The limited financial capacity to implement comprehensive recovery and reconstruction plans impedes effective response and hinders recovery. Moreover, the weak governance and institutional capacity often results in fragmentation of the instruction and coordination among agencies, hence inconsistent implementation and enforcement of DRRM policies and regulations. The limited access to timely and accurate information, particularly in remote and marginalized communities, impedes effective response and coordination and disrupts the dissemination of warnings and emergency information. However, cultural and political impediments may arise when the public lacks awareness and understanding of DRRM and when there is political instability, overlapping jurisdictions, and conflicting interests.

Addressing these hindrances requires a multi-faceted approach that includes strengthening institutional capacity, enhancing governance, allocating adequate resources, promoting community participation and awareness, and integrating risk reduction and climate change adaptation into development planning. It also necessitates partnerships and collaboration among government agencies, civil society organizations, private sector entities, and international stakeholders to build resilience and ensure effective response and recovery from crises in the Philippines. As mentioned, the Philippine disaster governance explicitly put



forward the idea of “resilience” as a devolving concept that the public and communities must take care of. While it is acknowledged that the concept of “resilience” entails an extensive discourse, especially in the context of crises and disasters; however, to productively utilize it as a critical element to policy analysis as a crucial process to response and recovery is imperative. Notably, this work acknowledges that to approach such a scenario holistically is to consider a comprehensive approach that may include policy reforms such as infrastructure development, strengthening various mechanisms (coordination, innovation, and participation), and integrating adoption strategies into the disaster governance framework. However, an imperative consideration of a critical and pragmatic approach to response and recovery is essential to achieving a holistic policy reform that is resiliently critical and practical in dealing with crises. Considering that this should be in the purview of direct key actors on the ground who may (or may not be) impacted by the crisis, these individuals are to understand that providing an immediate and effective response is through practical but critical efforts that demand an analysis of the situation that is grounded in both pragmatist-critical orientations.

### **Paradigms in Philippine disaster response and recovery: Veering towards what?**

In the previous discussion, the Philippine disaster governance framework structure mainly manifests a hierarchical orientation. Moreover, effective and efficient DRRM measures may also depend on the structure of one’s disaster governance framework with due consideration of all contextual and socio-political realities on the ground. The Philippine disaster governance works in a way that it is dominated by overseeing bodies who craft policies, legislations, and regulations, among others, that somehow build control over the situation in general, particularly of decisions. On the other hand, the implementing bodies at the local level work to fulfill the mandates of the overseers, which are under the NDRRMP. Various governmental bodies must consider and adhere to NDRRMP as a national guideline in addressing specific crises. Hence, this gives the impression that regardless of the complex nature of inevitable crises, local key actors must submit and concur to existing mandates and guidelines from the NDRRMP to serve its purpose and proceed with response and recovery measures. This shows that dealing with crises, precisely that of the Philippines, entails a high technical and bureaucratic orientation that connotes very high regard to technocrats-experts



and those in authority and power to decide even in a very complex situation and an urgent matter.

While we also acknowledge that there are merits as to the use of the approaches of the technocrats in highly technical-oriented situations; however, we should not overshadow and delimit actions in addressing urgencies in crises. Prior studies on disaster governance in the Philippines have reiterated the need to reconsider and look back on the gaps and pitfalls of DRRM in the country (Allen, 2006; Follosco-Aspiras & Santiago, 2016; Ner et al., 2022). These works gave reiterative focus that for DRRM (specifically on response and recovery) to become effective and efficient, significant attention should allocate to fundamental issues such as lack of funding, lack of information and faulty dissemination, and bureaucratic overlaps, among others, that happen to hamper the DRRM agenda. Following the mandate of the NDRRMP, the bureaucratic process could be very lengthy (and may cause delays) as it entails a series of governing bodies to give a hand in a crisis. Moreso, the gap between those making decisions and the public affected by crises constitutes an additional layer of concern regarding whether decision-makers address the immediate needs and urgencies.

Looking at the Philippines case, the mainstream understanding of disaster governance subscribes to a tedious decision-making process that entails multilevel bureaucratic protocols and processes. While most consider nature as a measure of “good governance” and “ensuring accountability,” however may be found problematic in different situations, such as crises. For example, previous discussions have noted the lack of resources and funding. In turn, this could hamper the delivery of response and recovery measures as it will demand a lengthy bureaucratic process that might get the decision stuck somewhere because of the lack of such. Following government protocols and technicalities, as well as the complexity of navigating within governmental hierarchies, may delay the response and recovery process too. The technocrat and expert opinion may not necessarily capture what is happening on the ground and what needs to address. Though technical analysis and procedures may be productive at some point, critical and practical considerations should also be in place.

In such an argument, critical policy scholars may invoke to highlight critical approaches to policy analysis. The deliberative policy analysis (DPA) functions as participatory and people-centered by involving all stakeholders in understanding a public problem and finding alternatives. However, DPA entails rigorous procedures that may cost longer time and resources, and the process can be lengthy and sometimes messy before arriving at a consensus,



decision, and an alternative to a specific public problem. To maintain the practicality and criticality of the alternatives, the DPA potentials are essential in sustaining the public orientation of addressing a wicked problem within a crisis. Hence, engaging DPA in crises needs to give a hand to practitioners and decision-makers on the ground to identify capacities, gauge realistic and feasible option(s), and decide practical yet critical measures that address public concerns.

While it is necessary to maintain that DPA is a critical approach to understanding the public's interest, however, deliberative practitioners and decision-makers cannot afford lengthy deliberation and messy situation when all the while, there is an urgent concern at stake. Making options and going about available capacities and resources vis-à-vis pressing crises' aftermath and needs are at the core of a participatory, sustainable, and resilient governance. In this vein, identifying "resilience" not as a concept that should be embodied by the public but as something that practitioners and decision-makers to be mindful of is crucial to availing a DPA process that is both critical and pragmatic. By being critical, we mean that the alternative practitioners and the public identify and offer ought to respond to the genuine concern, and not just mainly because of a particular hegemonic structure that directs them to choose so. On the other hand, pragmatics is within the line of practicality and navigating around potential feasible and doable actions that available resources, capacities, and power can remedy. Hence, the role of resilient and practical consideration in deliberations in times of crisis may complement the need for a pragmatic and critical approach to policy analysis in dealing with urgent public concerns. Table 1 summarizes the role of resilient deliberation in critical and pragmatic policy analysis.

Table 1. From deliberative policy analysis to resilient deliberation

<b>Aspects</b>	<b>Deliberative Policy Analysis</b>	<b>Resilient Deliberation (Policy Analysis)</b>
<b><i>The approach</i></b>	<p>DPA embodies a critical approach to addressing public problems, as it veered away from the mainstream technocratic strategies and mobilized “deliberations” and people’s participation in the process.</p> <p>The DPA process entails an inclusive approach that reaches all key actors. Moreover, it significantly considers that actors have the agency to think and decide about the emergent public problems they want to focus on, the potential alternatives to choose, and how to address them.</p>	<p>It emphasizes the necessity of integrating both critical and pragmatic considerations into policy analysis.</p> <ul style="list-style-type: none"> <li>▪ It is critical as it maintains that coming up with alternatives is still in the public’s interest.</li> <li>▪ Pragmatic in a way that some alternatives (though a product of a deliberative process) may not be practically feasible. The practical agenda and approaches aim to identify doable alternatives within the communities’ capacity. Getting to make sense of and utilize available resources and capacities, especially in crises, is what it emphasizes.</li> </ul>
<b><i>Limitations</i></b>	<p>However, DPA may pose some limitations, especially in urgent situations, as it values stringent deliberations. As acknowledged, the DPA process can be too lengthy and messy. At the same time, the decision-making process may be compelled by unanticipated push and pull factors, which may be attributed to the public, practitioners, or decision-makers.</p>	<p>On the other hand, resilient deliberation may pose an extra layer of caution as it may focus entirely on considering the practical part rather than being more holistic and critically understanding the problem(s) from a public-centered orientation. Moreover, this critical-pragmatic approach, as it is in the context of problems in crises, may fall as a band-aid solution rather than being authentic and genuine as an aid in the long run.</p>



Looking back at the Philippine case, though considered structured and hierarchical, the NDRRMP does have existing provisions and directions in pursuing the critical-pragmatic approach into practice amid crisis response and recovery. While in writing, it does present that the BDRRMC gauges towards fostering community participation and public involvement in addressing crises; however, to assume that this body is, at the very least, translating its mandates into practice is to deal with caution. This is due to the limitations and challenges enumerated in the previous sections. The impression is that since the BDRRMC adheres to and needs to work on the mandates of NDRRMP, it embodies the tendencies of at least falling into the technocratic structure and thus fully immersed in technical analysis as to what experts do. Nevertheless, the BDRRMC's role in response and recovery is practically essential since it serves on the frontline. Regardless of how complex the crisis is and how limited the resources available are, it is within its purview that the deliberation first takes place. True enough that people in crises first engage to deliberate about the “what(s)” and “how(s)” of an urgent concern within this level before elevating the concern to decision-makers or to thinking about potential alternatives backed by technical analysis. Hence, it is crucial that in this same stage, there is both critical and pragmatic consideration to address urgencies from crises and the public's needs.

At times, crisis situations necessitate practical orientation in responding to immediate issues, emphasizing a more hands-on and problem-solving orientation that focuses on solutions and actions. While the technical asserts expert-based solutions that can be too focused and directed to a particular end goal, and the critical assumes that effective alternatives are those decided in a participatory and citizen-centered framework, however, there are instances that impacts of crises needs alternatives and strategies that are feasible, realistic, and effective in addressing the challenges posed by disasters. These action-oriented and results-focused alternatives focused on contextual adaptation, stakeholder collaboration, and local knowledge and resource utilization. The practical approach fosters the tailoring of disaster strategies that are context-specific and sensitive to local conditions, available capacities, and resources. It does highlight the values of local knowledge, expertise, and resources and, at the same time, taps community-level capacities, traditional practices, and indigenous knowledge to inform decision-making, enhance preparedness, and support effective response and recovery efforts while engaging and collaborating with various stakeholders and actors.



## Conclusion

Presented in the previous sections are the articulations that in policy analysis during a crisis, policy practitioners and decision-makers should consider both critical and pragmatic approaches to address urgent situations and needs of the public effectively and efficiently. The study also pointed out that enabling a critical and pragmatic policy analysis means embracing the concept of resilience in deliberations. In making sense of these assertions, the study investigated the case of the Philippines and saw the processes and structures of disaster governance in the country. It investigates how the existing NDRRMP work while lensing through the structure of disaster governance as represented by the various DRRM councils and committees. The work then identified that what is mainstream in such a scenario is to deal with response and recovery efforts from crises from a technical and expert orientation. However, the work equally noted that to do such consideration means demanding time and enough resources to execute such mandates.

With the identified limitations, challenges, loopholes from the existing disaster governance framework of the Philippines, and contextual realities on the ground, this necessitates the idea that addressing the impacts of a crisis means becoming more resilient in doing policy analysis. This means that practitioners and those frontliners on the ground may consider going beyond the established prescriptive technocratic and expert-oriented process that establishes a one-way kind of communication and re-navigating the deliberative approach that constitutes practical orientation that leaps forward from the conventional messy and complex DPA processes. What precisely the core is that in crisis, practitioners and frontliners may consider practical alternatives and decisions that will take feasibility into account, use available resources, and immediately and substantially address urgencies. Though it may have some limitations at stake, the pragmatic orientation of a critical approach is much more appealing in times of crisis to immediately, effectively, and feasibly leverage alternatives to addressing complex issues.



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