

Partnerships for Disaster Reduction-South East Asia
Phase 4

**REGIONAL EXPERIENCES ON
INSTITUTIONALIZATION
OF CBDRM IN
SOUTH EAST ASIA**

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Humanitarian Aid







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Regional Experiences on Institutionalization of CBDRM in South East Asia

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^{ff} The views expressed herein are those of the authors and do not necessarily reflect those of the United Nations or Governments of the participating countries of PDR-SEA 4.



INTRODUCTION

PROMOTION OF OWNERSHIP

The Partnerships for Disaster Reduction- South East Asia (PDR-SEA) programme funded by DIPECHO has been working on the promotion of community-based disaster risk management (CBDRM) in Southeast Asia, since phase 1 in 2001. In close cooperation with governments and DIPECHO partners, civil societies and communities, PDR-SEA has made various contributions to raising awareness, improving national and local capacities of CBDRM, involving communities' participation and mainstreaming CBDRM into development planning and policies. Since the end of phase 2, PDR-SEA started to shift the focus to linking CBDRM promotion at the grass-roots level to top level of policy making in the countries towards the promotion of institutionalizing CBDRM into socio-economic development policy and planning in the project countries in the implementation of phase 3 in 2005 up to the current phase 4 in 2007-2008.

In continuation of the work carried out in phase 3, enhancing the ownership of the process of CBDRM institutionalization by the project authorities in the participating countries was identified as the most important factor for success and sustaining CBDRM programme. The lack of top-level direct involvement and thus commitment and particularly ownership of various groups of activities and initiatives under PDR-SEA3 called for further efforts and emphasis in promoting ownership in the participation of key government agencies, especially national disaster management organizations (NDMOs). Therefore, Phase 4 highlights this concern in the first expected result: Enhanced leadership role of NDMOs in the institutionalization of CBDRM into the socio-economic development process of the four countries. In order to achieve this result, the reorientation of partnerships within PDR-SEA4 framework was focused on the promotion of decision-making of NDMOs in key project activities. Thus the roles of NDMOs in the PDR-SEA4 have shifted from beneficiaries to leading partners.

Within the framework of PDR-SEA4, strategic planning and management approach continued to be applied to institutionalize CBDRM into the planning process for national socio-economic development. PDR-SEA4 focused on building capacities in strategic planning and management at NDMOs and their key partners through workshop, training, field study, regional networking, and advocating efforts. The process of developing national strategic plans on CBDRM in Philippines, Viet Nam and Cambodia involved a wide-range of key stakeholders to ensure support of the core group for the institutionalization process. In addition, the process also involved a good number





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of other stakeholders, not only top-level government leaders and related line ministries, but also NGOs working on disaster management, local governments, organizations at grass-roots level and international donor agencies, to create opportunities to expand the scope of institutionalization process. The national strategic planning workshops and consultation meetings held in Philippines, Viet Nam and Cambodia led to the formulation of corresponding strategic plans on CBDRM for follow-up action, with a clear set of objectives accepted by the key stakeholders and most importantly by the top-level officials of the respective NDMOs towards ensuring accountability of the implementation process, with necessary support of the key stakeholders.

CBDRM FOR ECONOMIC DEVELOPMENT

PDR-SEA4 is always perceived to contribute to strengthening process of building resilience at the grass-roots level for socio-economic development. In that context, the application of strategic planning and management to support the CBDRM institutionalization was seen as a necessary approach to enable NDMOs to prioritize their activities to build up critical mass to support priority socio-economic policies of the respective countries. In this connection, it is recognized that socio-economic goals of the development process are mostly conceived at the national level and need to be linked to priority and specialized areas. Institutionalizing CBDRM into the national socio-economic development planning process would therefore have to translate policies on the linkage between national socio-economic development goals and priority and specialized areas into action.

On the other hand, economic growth has been a major policy area of most of developing countries in the region. As one of the most vulnerable subregions of Asia and the Pacific, South-East Asia suffered a great deal of economic damage to natural disasters. From a recent study of UNESCAP, South-East Asia was annually affected by various types of natural disasters, such as typhoons, floods, landslides and lately tsunami. The record of impacts during the past five decades indicated a total economic damage of over USD 41 billion or nearly USD 750 million annually. The annual economic damage is an increasing trend in most countries in the subregion to reach an average annual damage of over USD 2.2 billion during the past 8 years since 2000. Effective institutionalization of CBDRM is expected to at least arrest the increasing trend of economic damage by natural disasters and thus contribute to sustaining the high economic growth rates of the subregion.



In the above context, effective implementation of strategic planning and management of CBDRM in the respective countries is expected to enhance the visibility and recognition of the roles of NDMOs in the economic development processes and to further enhance contribution of the respective NDMOs to not only humanitarian activities, but also socio-economic development activities.

PURPOSE OF THE REPORT

This synthesized report is scheduled to be submitted to the 5th Southeast Asia Regional Disaster Management Practitioners Workshop in April as a topic paper for discussion. The finalized report after disaster practitioners' review would serve as successful examples to advocate for favorable policy, legal and executive environments for expanding CBDRM in disaster prone communities in Southeast Asia.

This report intends to consolidate expected achievements of Result 1 of PDR-SEA 4 on "Enhanced leadership role of NDMOs in the institutionalization of CBDRM into the socio-economic development process of the four countries", and to conclude the experiences and lessons learned in institutionalizing CBDRM into socio-economic development process. Recommendations explore the possible ways ahead to further mainstream the CBDRM in the government agenda.

SCOPE OF THE REPORT

As PDR-SEA4 involves only four out of seven countries in South-East Asia in the application of strategic planning and management approach to institutionalization of CBDRM, this report focuses mainly on the implementation in the four countries, namely Cambodia, Indonesia, Philippines, and Viet Nam. Experiences from other countries, compiled and collected during the process of implementation of PDR-SEA 4 are used as extended learning points on CBDRM. The information and data used in this report were collected through mostly from various workshops of PDR-SEA 4 and through exchanging information among project partners and researching the Internet. As far as the available data concerned, desk reviews up to the completion of this paper form the main data source. Therefore, any short-comings in the preparation of this paper may result from the lack of observation data and post-project impacts.





EXPERIENCES IN CAMBODIA

PREPARING PROCESS OF PREPARATION OF THE STRATEGIC PLAN, INCLUDING THE PROCESS TO ENSURE OWNERSHIP OF CORE ACTIVITIES OF PDR-SEA 4

The National Committee for Disaster Management (NCDM) Secretariat of Cambodia recognized the importance of ownership of the CBDRM process and expressed its willingness to take necessary steps to demonstrate its ownership for the integration of CBDRM into national development planning in PDR-SEA 4, following the consultation to prepare the proposal for PDR-SEA 4. It was in the preparatory consultation meeting with preliminary survey team during 24-26 April 2006, which was undertaken by the PDR-SEA team of UN Economic and Social Commission for Asia and the Pacific (UNESCAP) and Asian Disaster Preparedness Centre (ADPC), H.E. Mr. Nhim Vanda, Senior Minister and First Vice Chairman of NCDM and H.E. Mr. Peou Samy, Secretary General of NCDM Secretariat indicated their intention to establish a team within the NCDM Secretariat from the very beginning of PDR-SEA 4 to demonstrate commitment of ownership and to ensure smooth implementation of all key activities from the start. Since then, the team had undertaken the following key activities:

1. The team worked on preparing and finalizing the strategic plan, recognition scheme and partnership plan in close collaboration with UNESCAP and ADPC. Visions and objectives of strategic plan were clarified, and the team prepared the following work plan and identified key issues on CBDRM in Cambodia. The main objectives of strategic plan included the following:
 - To establish an effective mechanism to integrate CBDRM into development planning;
 - To strengthen the capacity building of NCDM Secretariat for the leadership role,
 - To mobilize support and participation of all other key stakeholders.
2. The team headed by Mr. Sokha, a Director for Training of the Secretariat, under the direct supervision of Deputy-Secretary General of NCDM Secretariat, H.E Ponn Narith, organized the Stakeholders' Workshop on Strategic Planning on CBDRM in August 2007 to finalize the strategic plan, to develop the work plan,





and to solicit the political support and cooperation from local multi stakeholders.

3. The team also prepared the Khmer language version of strategic plan for the presentation to multi-stakeholders at the workshop.
4. The Deputy-Secretary General of NCDM Secretariat personally presented the strategic plan to key stakeholders and practitioners at the workshop to demonstrate its ownership.
5. The team worked on the development of the recognition scheme and partnership plan as part of the strategies for successful implementation of the strategic plan.
6. At a subsequent meeting with the Senior Minister and Second Vice Chairman of NCDM for the UNESCAP-ADPC Team to brief the detailed outcomes of workshop and to solicit his support, he reconfirmed the importance of ownership for successful disaster risk management and the readiness of NCDM to implement the institutionalization of CBDRM.
7. The NCDM Secretariat also mobilized support and participation of key partners, namely Zoa, Oxfam, ActionAid and IFRC in Cambodia in the process of preparing the draft of strategic plan by arranging the meetings and workshop for them to provide inputs, including comments and views in the formulation of the strategic plan.

The preparatory process for strategic plan provided NCDM Secretariat with valuable opportunities to demonstrate its ownership to key stakeholders as mentioned above and to establish a firm foundation (environment) for institutionalization of CBDRM through the demonstration of new philosophy and mindsets to play the leadership role for more effective disaster risk management for socio-economic development.

IMPLEMENTATION OF STRATEGIC PLAN

On the basis of commitment to implement the Strategic Plan, NCDM Secretariat established various mechanisms to implement the strategic plan on institutionalization of CBDRM into national development planning, as elaborated below.

1. Establishment of a project team to be responsible for the implementation of the strategic plan and the integration of related activities into the operations of NCDM, headed by Mr Sokha, Director of Training and preparedness Department of NCDM Secretariat under the direct supervision of H.E Ponn Narith, Deputy Secretary General of NCDM Secretariat.
2. Establishment of an inter-agency task force for the recognition scheme named Recognition Scheme Committee to develop the recognition scheme procedures, selection criteria, type of awards, other regulations for selections and the awarding ceremony with detailed time schedule etc.





3. Establishment of the steering committee for the preparation of the awarding ceremony at high level forum which is expected to facilitate the link of the recognition scheme with top policy makers

As a result, NCDM had laid down a foundation for an effective implementation of the Hyogo Framework of Action through the inclusion of CBDRM into their strategy with the establishment of various mechanisms for an effective implementation of the strategic plan, including the recognition scheme and organization of the high level forum.

Implementation of the Recognition Scheme (Award)

NCDM recognized the importance of award scheme and expressed willingness to take on the challenges to identify and promote more CBDRM champions. This recognition reflects the perception that the total number of communities vulnerable to natural disasters in Cambodia is expected to be more or less half of the total number of communities in the country, i.e. around 13,000. The existing framework to make communities resilient to disasters has limitation due to various reasons, as reflected by the current level of CBDRM projects implemented in the past decade in Cambodia, which is about 100 projects. With this rate, it will take probably many decades for the country to build resilience to natural disasters in all vulnerable communities, which would be very much beyond the planning horizon of HFA, i.e. 2015. In this connection, it is justifiable for NCDM to aim at increasing the number of champions of CBDRM through the implementation of recognition scheme.

As initial efforts to ensure its commitment and the process working, NCDM aimed to ensure the recognition scheme credible and acceptable to key stakeholders. For that purpose, NCDM prepared the recognition scheme, and organized the workshop on strategic plan, which workshop emphasized the need to develop the mechanism to ensure the successful implementation of the recognition scheme. In that context, NCDM considered that Strategic National Action Plan (SNAP) Task Force to be a good mechanism to conduct the recognition scheme. However, the proposal to use the Strategic National Action Plan (SNAP) Task Force as the recognition scheme committee could not be implemented in time for PDR-SEA 4 due to various reasons. In order to ensure an effective establishment of a key foundation for follow up action, a separate recognition scheme committee for CBDRM was established on 25 January 2008.

After the recognition scheme committee was established, the committee started to conduct the internal consultation meetings in January 2008 to finalize revised guidelines on recognition scheme such as the rules procedures, selection criteria, type of awards, other regulations for selections and the awarding ceremony. The importance of the new time table was recognized by the committee, which would need to lay down one of first major corner stones for future action before the award ceremony, scheduled to be held on 2-4 April 2008.

After several consultations, the recognition scheme committee finalized the guidelines on award scheme, and recommended three types of awards as follows ; (1) Award to NGOs for a long standing contribution to CBDRM in respective countries, to recognize the work of an organization with outstanding achievements in promoting CBDRM for a number of years; (2) Award to individuals or





communities that have established a firm foundation for CBDRM and continued to maintain a good framework and momentum in applying CBDRM practices;
(3) Award to institutions for outstanding support to CBDRM in the country.

In conclusion, the internal mechanism of NCDM was established to deal with the rules of procedures, selection criteria, types of awards, other regulations for selections on award as a part of recognition scheme. As the recognition scheme was on track and the awards are expected to be given to awardees hopefully by the Prime Minister at the award ceremony

Implementation of Partnership Plan

In parallel with recognition scheme, NCDM recognized the partnership as a strategic dimension for national efforts to achieve the socio-economic goals of disaster risk management of HFA. In this connection, strengthening the partnership was welcomed by NCDM and key stakeholders and the efforts of NCDM for strengthening partnerships were implemented as part of the process of strengthening the leadership role of NCDM. For strengthening partnership, NCDM agreed to take on the challenges to provide such leadership services, expected by the key partners.

For the leadership services, NCDM recognized the need to create the high level forums for practitioners to have dialogues with top policy leaders, which aimed to provide added values to other partnership forums. In order to have effective interactions with policy makers at high level forum, NCDM agreed to assist in consolidating policy issues such as (1) to make inventories of the achievements of all disaster management practitioners in Cambodia, (2) to prioritize policy issues that need special policy attentions and (3) challenges to mobilize resource and support for effective implementation of CBDRM.

As one of steps to prepare the high level forum, NCDM organized several preparatory meetings as well as a steering committee for all practitioners to discuss aiming to arrive at a common declaration for submission at the high level forum. The high level forum will be held as a part of the 5th disaster practitioners' workshop and the common declaration will be presented to Prime Minister at the high level forum. In addition, NCDM also focused on strengthening the traditionally strong partnerships with practitioners' forum such as Cambodian Disaster Risk Reduction Forum (CDRRF) to mobilize the cooperation and collaboration from the practitioners to implement the strategic plan.

In terms of PDR-SEA, a practical way to assist NCDM in strengthening its leadership role, the action plan for strengthening partnership between NCDM Secretariat and key stakeholders was formulated to enhance the leadership role of NCDM Secretariat through strengthening the existing partnership of NCDM Secretariat with key stakeholders.

In order to ensure the partnership plan credible and acceptable to multi-stakeholders, NCDM conducted following the activities and process of (1) the review of existing DRM/CBDRM practitioners' forums and networks in Cambodia including the Cambodian Disaster Risk Reduction Forum, (2) the





adoption and implementation of the strategic plan on CBDRM, (3) developing consensus and collaboration actions on strategic plan and recognition scheme.

This strengthening process for partnership was also a learning process in (1) identifying policy issues on CBDRM and DRM; (2) mobilizing the strong support from key stakeholders, especially national decision-makers; (3) mobilizing resources; and (4) working on the implementation plan including the recognition scheme for promotion of CBDRM.

The whole process of strengthening partnership was also recognized as a confidence-building process and NCDM had gone through the long processes of consultation to prepare and implement the partnership plan. As an example, various milestones of the recognition scheme and partnership plan could not be implemented as had been originally planned due to different perception of priorities of the partnership. For example, the partnership plan was supposed to be presented at the 8th National DRR Forum on 1 October 2007 at the first time, but had to be postponed to the next meeting on 27 November 2007, and finally discussed at a separate practitioners' meeting for recognition scheme on 15 October 2007, which was earlier than 27 November 2007.



EXPERIENCES IN VIET NAM

PREPARING PROCESS OF PREPARATION OF THE STRATEGIC PLAN, INCLUDING THE PROCESS TO ENSURE OWNERSHIP OF CORE ACTIVITIES OF PDR-SEA 4

Based on the legal mandate for disaster risk management and the Disaster Risk Management Plan up to 2020, CCFSC recognized the importance of institutionalization of CBDRM and accepted its willingness to take the ownership in the promotion of community based disaster risk management in consultation with UNESCAP-ADPC. For this purpose, CCFSC established a project team headed by Deputy Secretary General of the Standing Committee of CCSFC to ensure continuity and consistency in the implementation of PDR-SEA 4. As follow-up actions, the project team finalized draft of strategic plan, prepared the draft of strategic plan in local language, organized workshop on strategic plan, made presentation to multi stakeholders at the workshop to explain the goals and whole process of the strategic plan, and to get their active participations in its implementation.

It must be pointed out that CCFSC is a national agency with the legal mandate to coordinate activities related to disaster risk management in the country. Based on this legal mandate, CCFSC formulated and submitted a Viet Nam National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 (Viet Nam 2020 Strategy) to the Government of Viet Nam, and it has been adopted in late 2007. The strategy aims to promote an effective implementation of HFA to build the resilience of communities to disasters.

In the above context, the initial draft of an updated strategic plan proposed by the project team of UNESCAP and ADPC of PDR SEA 4, which had recommended CCFSC to assume the leadership role in the coordination of disaster risk management in Viet Nam, was considered not necessary. Instead, after detailed discussion, it was recognized that the PDRSEA 4 project provided important opportunities to strengthen the leadership role of CCFSC through the commitment of CCFSC to provide leadership services expected from key stakeholders.

This common perception was arrived, following a long discussion at the preparatory consultation meeting, chaired by the Secretary General of the standing committee





of CCFSC. On the basis of the common perception, a new draft of updated strategic plan was worked out by the project team of CCFSC for presentation at the stakeholders' consultation workshop.

As a follow-up action, the CCFSC project team worked on revising drafting the CCFSC's strategic plan, recognition scheme and partnership plan in close collaboration with ADPC and UNESCAP. It must be pointed out that the process of drafting the strategic plan by the CCFSC project team, clearly demonstrated the ownership of the strategic plan through its decision to modify the vision, objectives and following activities of strategic plan, which ensure the compatibility with priority areas of the Viet Nam 2020 Strategy. The team also responsible for the organization of the Stakeholders' Workshop on Strategic Planning on CBDRM in August 2007 to finalize the strategic plan, to develop the work plan, and to solicit the political support and cooperation on the implementation.

For the consultation workshop, CCFSC prepared the translation of the draft of strategic plan into Viet Nam language for local multi-stakeholders and local government & communities, etc. The revised strategic plan reflecting Viet Nam's conditions and initiatives in Viet Nam 2020 Strategy was presented by Deputy Secretary General of the Standing Committee of CCSFC to multi stakeholders at the Stakeholders' Workshop on Strategic Planning on CBDRM, which was presided over by a Deputy Minister of Agriculture and Rural Development, the First Secretary of European Union, representative of the European Commission to Viet Nam, other key practitioners.

IMPLEMENTATION OF STRATEGIC PLAN

Based on commitment of its ownership and leadership, CCFSC established the mechanism to implement the strategic plan for the institutionalization of CBDRM into national development planning. An internal team was established by the standing committee of CCFSC and headed by Mr Nuoi, Deputy Secretary General of standing committee under the direct supervision of Mr. Dang Quang Tinh, Secretary General of Standing Committee of CCFSC, which team is responsible for the implementation of the strategic plan and the integration of related activities into the operations of CCFSC. The team was also responsible to revise the guidelines on recognition scheme, organize the high level forum and implement the pilot projects.

CCFSC laid the basic foundation towards developing an effective framework for strengthening the integration of CBDRM by including the CBDRM into their strategy, committing to establish the recognition scheme, committing the high level forum and developing the pilot project.

Implementation of the Recognition Scheme (Award)

As CCFSC considered that the recognition scheme is important to promote the strategic plan, the team of CCFSC leaded to revise the guidelines to consolidate CBDRM components and related procedures, selection criteria, type of awards, other regulations for the annual awarding to groups and individuals with great





achievements in prevention and protection against floods and typhoons in order to ensure the implementation of the recognition scheme.

The team also organized the consultative workshop on CBDRM recognition scheme in November 2007 to explain whole procedure and criteria for award scheme, to make sure the revised recognition scheme credible and acceptable to key stakeholders, to explain future plan and to mobilize their participation in recognition scheme such as submitting the nomination for best practices on CBDRM for award, etc.

The revised guidelines were circulated to all provinces and posted at the CCSFC website, and now is at on-going process of accepting nominees for award. The evaluation and the arrangement of the award ceremony will be organized by the team.

The revised guidelines on "Procedures and Proposed Documentation of the Annual Awarding for Groups and individuals with Great Achievements in Prevention and Protection Against Floods and Typhoons" mainly focusing on

flood and typhoon, consolidated several factors together such as the existing award scheme, the proposals to link award to top leaders by the project team of PDR SEA 4, and other country's case such as the Philippines' policy on awards scheme for CBDRM.

The three award categories are as follows:

Award for a long standing contribution to CBDRM in the country, to recognize the work of an organization with outstanding achievements in promoting CBDRM for a number of years;

Award to a community that has established a firm foundation for CDRM and continued to maintain a good framework and momentum in applying CBDRM practices;

Award for effective campaigns and measures to raise awareness and disseminating information on CBDRM.

The revised guidelines stipulated three types of awards in above mentioned guidelines excluding the award for donor. Because the guideline categorizes only three types of awards excluding the award for donors in the international society, the reason to exclude the award for donor in the award scheme differently from original draft proposed by UNESCAP and ADPC is under check-up.

Partnership Plan

CCFSC regarded the partnership as a good strategy to consolidate the national efforts, to demonstrate its leadership service and to complement CCFSC's legal mandate for disaster risk management, and agreed to take on the challenges to provide such leadership services.

In order to deliver its leadership service, CCFSC decided to create the high level forum to facilitate dialogues between the multi stakeholders and top policy leaders regarding (1) the achievements of all disaster management practitioners, (2) prioritized policy issues that need special policy attentions and (3) challenges to mobilize resource and support for effective implementation of CBDRM.

CCFSC took the strategy to use existing partnership such as the Disaster Management Working Group (DMWG) in Viet Nam to deliver the high level forum and to mobilize the collaboration from multi-stakeholders. CCFSC also organized a number of meetings and workshops from November 2007 to





February 2008 for all practitioners to discuss and agree a common declaration for submission at the high level forum.

Now CCFSC discussed the basic concepts and topics for high level forum (?) and this process could be able to identify the good practices on CBDRM

On the other hand, the action plan for strengthening partnership between CCFSC and key stakeholders, as a guideline, was conceived to assist CCFSC to strengthen the existing partnership such as the Disaster management Working Group (DMWG) in Viet Nam.

Through these processes, CCFSC had a chance to be recognized by key stakeholders and practitioners as the main driver to serve disaster risk management in Viet Nam and as an effective national platform to build resilience of communities to natural disasters in the Viet Nam.



EXPERIENCES IN THE PHILIPPINES

PREPARING PROCESS OF STRATEGIC PLAN, WITH HIGHLIGHT OF THE OWNERSHIP AND THE PHILOSOPHY, CHANGES IN OWNERSHIP

OCD committed its ownership and leadership on community based disaster risk management and established an inter agency task force called Project Management Committee (PMC), which composed of related government ministries and prominent INGOs, in order to prepare and implement the strategic more effectively. This task force finalized draft of strategic plan, organized workshop on strategic plan to secure key stakeholders' active collaboration, made presentation to multi stakeholders at the workshop to explain the goals and whole process of the strategic plan, and to organize the high level forum to facilitate the dialogue between the multi stakeholders and top policy leaders on disaster risk management.

The Office of Civil Defense is recognized nationally and regionally as the main driver to serve the National Disaster Coordinating Council (NDCC) become an effective national platform to build resilience of communities to natural disasters in the Philippines, as part of the implementation of the Hyogo Framework for Action

At the beginning of consultation, Office of Civil Defense (OCD) of National Disaster Coordinating Council (NDCC) of Philippines understood the proposed strategic plan as a national strategic plan for disaster risk management not as a strategic plan for OCD to promote ownership and leadership of OCD.

After long discussion of nearly two days with UNESCAP-ADPC at the two-day consultation meeting prior to the Stakeholders' Workshop on Strategic Planning on CBDRM in June 2007 to ensure acceptance of the draft strategic plan, OCD recognized the importance of ownership in disaster risk management, and agreed to draft a new strategic plan for OCD to demonstrate its ownership and leadership.

At the end of preparatory meeting prior to the workshop, Gen. Rabonza, Administrator of OCD also committed its ownership and agreed to provide the leadership service in the implementation of strategic plan as expressed in the following vision statement of the strategic plan: "The Office of Civil Defense is recognized nationally and regionally as the main driver to serve the National Disaster Coordinating Council (NDCC) become an effective national platform to





build resilience of communities to natural disasters in the Philippines, as part of the implementation of the Hyogo Framework for Action”

As a follow action, OCD established Project Management Committee (PMC) as inter agency task force to ensure its ownership, to start the process of the strategic plan, to prepare the draft of revised recognition scheme, and to organize the high level forum, etc.

PMC is composed of related line Ministries, local government and practitioners such as Department of Interior & Local Government (DILG), National Economic Development Authority (NEDA), Department of Finance (DOF), and National Nutritional Council (NNC), other government disaster management agency such as Center for Disaster Preparedness (CDP), local governments, organizations at grass-roots such as Philippine National Red Cross (PNRC) and Oxfam Philippines.

The PMC worked on drafting the 5-year strategic plan for 2007-2011, recognition scheme and partnership plan for the integration of CBDRM into national development planning process in close collaboration with UNESCAP-ADPC. The goals prescribed in the draft of strategic plan are;

- Establish an effective system to promote CBDRM for building resilience of communities to natural disasters
- Establish an effective system to integrate CBDRM into development planning through pilot project and replication
- Mobilize commitment of stakeholders to strengthen the foundation and operational framework of NDCC as the national platform for integration of CBDRM into the implementation of the HFA

PMC also organized the workshop on strategic plan on 21 June 2007 to explain the whole process of the strategic plan, to make sure a newly drafted strategic plan credible and acceptable to key stakeholders, to develop the work plan, and to solicit the political support. In addition, for the workshop, PMC prepared the translation of the draft of strategic plan into Philippines’ local language for multi-stakeholders and local communities, etc.

At the workshop, Administrator of OCD and Executive Director of NDCC presented the OCD’s National Strategic Plan for CBDRM to multi stakeholders to demonstrate its ownership and leadership, where various key stakeholders including the Secretary of Defense and Chairman of the NDCC, related line ministries, NGOs/INGOs, local disaster management offices and organizations, donor agencies and other practitioners attended. The fact that the administrator of OCD himself made presentation at the workshop is regarded as the strong expression of ownership and willingness to take the strategic plan as important element for the integration of CBDRM

Proceedings were released electronically to concerned ministries, agencies and practitioners, and the drafted strategic plan was posted at NDCC’s official website to consolidate feedback comments and further enhancement for the finalization of the plan.





IMPLEMENTATION OF STRATEGIC PLAN

OCD established a mechanism called PMC from the very beginning to ensure the implementation of the strategic plan. The PMC held regular meetings to discuss the policy directions in PDR SEA project implementation, to monitor and evaluate PDR SEA project implementation, and to recommend the necessary measures for institutionalization of CBDRM in national and local governance, etc.

PMC also played a role (1) to incorporate its own activities and concerns on disaster risk management including Strategic National Action Plan (SNAP) and the existing annual Search for Excellence in Disaster Management ("Gawad Kalasag") using key elements of the initial draft submitted by UNESCAP-ADPC, (2) to revise the award guidelines on procedure, selection criteria, type of awards, regulations on CBDRM and the awarding ceremony with detailed time schedule, (3) and to organize the high level forum, etc.

Implementation of the Recognition Scheme (Award)

OCD recognized the need to revise the award scheme to consolidate the CBDRM unit and expressed willingness to take on the challenges because they want to get more champions in CBDRM.

The types of awards in the revised guidelines on GAWAD KALASAG Awards, reflecting CBDRM components, are as follows:

- Local Disaster Coordinating Councils (Provincial, City, Municipal and Barangay) levels as follows:
 - } Cities – 2
 - Component/Independent Component City – 1
 - Highly Urbanized – 1
 - } Municipalities – 2
 - 1st-3rd Class – 1
 - 4th-6th Class – 1
 - } Barangays – 2
 - Barangay (urban) – 1
 - Barangay (rural) – 1
- Disaster Risk Reduction and Humanitarian Assistance (Local, National, and International) Non Government Organizations
 - } NGO (local) – 1
 - } NGO (national) – 1
 - } NGO (international) – 1
- Private/Volunteer Organizations and Government Emergency Responders (GOERS) – 4
 - } Private/Volunteer Organizations – 1
 - } Government Emergency Responders (GOERS) – 1
 - } Schools – 1
 - } Hospitals – 1
- Heroic Act/Deed of Individual/Groups During Emergency Response and Rescue Operations – 4
 - } Individual (surviving and posthumous) – 2
 - } Groups (surviving and posthumous) – 2
- Special Recognition Award Support Organizations/Institutions and Individuals (International/Local level) – 6
 - } Individual – 2
 - } International level – 2
 - } Local level – 2
- CBDRM
 - } Donors – for long standing contribution to CBDRM in the country
 - } Community – for having a firm foundation for CBDRM and good framework and momentum in applying CBDRM
 - } Campaigns – for raising awareness and information on CBDRM (Media)

As initial efforts to ensure the award scheme working, OCD expanded the existing recognition scheme called Gawad Kalasag Awards in a way to include the CBDRM unit.

For this purpose, OCD organized the workshop on Award Scheme on 7 September 2007, where reviewed the existing NDCC award scheme and guidelines, discussed lessons learned from the recent Gawad Kalasag, and revised NDCC's award scheme guidelines to reflect CBDRM components. Concerned key stakeholders attended the workshop such as Department of Interior & Local Government (DILG), National Economic Development Authority





(NEDA), Department of Finance (DOF), National Nutritional Council (NNC), Center for Disaster Preparedness (CDP), and Philippine National Red Cross (PNRC), etc.

The revised draft was submitted to NDCC for approval in November 2007, and dissemination to concerned multi stakeholders. A national selection board meeting was also organized to discuss lessons learned and introduce the proposed enhancement of the NDCC awards scheme to include CBDRM

OCD circulated the revised guidelines, uploaded the “Call for Proposals – Call for Abstracts” on NDCC’s website, and also disseminated them to NDCC member-agencies, OCD regional offices, and local DCCs and strengthening the collaboration with multi stakeholders such as Oxfam to accept the nominations for best practices on CBDRM.

Partnership plan

OCD has traditionally maintained the strong collaborative partnership with multi stakeholders. In parallel with recognition scheme, OCD recognized the need to strengthen the partnership with multi stakeholders as a good strategy to enhance the role of highlight OCD in future activities on disaster risk management. To achieve this goal, OCD agreed to take on the challenges to provide leadership services including the creation of high level forum to facilitate dialogues with top policy leaders on disaster risk management in the Philippines.

The high level forum aims to facilitate the meetings for practitioners to demonstrate to top policy makers (1) their achievements of all disaster management practitioners, (2) prioritized policy issues on disaster risk management in Philippines, and (3) challenges to mobilize resource and support for effective implementation of CBDRM. In this connection, OCD has organized the preparatory meetings for all practitioners to discuss and agree a common declaration for submission at the high level forum.

OCD also promoted the partnership with existing practitioners’ forums such as the Philippine Disaster Management Forum (PDMF) in the process of promotion of the recognition scheme by mobilizing the collaboration in revising the guidelines for award scheme, selecting best practices on CBDRM, nominating awardee and jointly organizing the national advocacy workshop as well as awarding ceremony.





STRATEGIC PLAN MONITORING AND REPORTING

The report on provided by OCD to the PDR-SEA project team (Annex 1) reflected an outstanding commitment to institutionalization of CBDRM in the Philippines as elaborated in the following points.

- The Monitoring and Reporting Progress on Community-Based Disaster Risk Management (CBDRM) will facilitate the institutionalization of CBDRM in the development programs and activities of the Philippines. The report provided an overview of existing CBDRM projects in the Philippines and the status thereof. Also, it identified the gaps and further support needed by national decision makers to advance the country's CBDRM thrusts. Finally, the information gathered therein would thus form part of the strategy to advocate the need to give high priority to CBDRM by key national, regional, and local government executives, legislators and policy-makers, including those of development organizations and CBDRM practitioners.
- In this connection, OCD hired an independent project researcher for a period of two (2) months from 11 February to 11 April 2008. The report represents the findings compiled by the project researcher, based the interviews and discussions with stakeholders of the related CBDRM projects in the country.
- The report provided a comprehensive status of CBDRM efforts in the country, which is essential for the coordination role of OCD and particularly in the OCD's efforts to strengthen the national platform on DRM.
- The report also provided complementary information to the implementation of the pilot project on the integration of CBDRM into local development planning.
- The report recommended priority gaps and areas for follow-up action.

The monitoring report mentioned above is one of the initial efforts of OCD in the implementation of the PDR-SEA 4 component in the Philippines. This report must be seen as a reflection of the commitment of the leadership OCD in its efforts to apply the strategic planning and management approach to the promotion of CBDRM and the strengthening of the national platform on DRM. Further efforts must be made to improve the system of reporting so as to link the implementation of the Strategic Plan to accountability system.





EXPERIENCES IN INDONESIA

GENERAL FEATURE

Over a few years, Indonesia suffered a number of disasters including the devastating floods in Jambi in 2003, North Sumatra during which 25,000 people were forced to leave their homes and the terrible tsunami disaster in Aceh, December 2004, killing more than 230,000 people with the magnitude 9.0 earthquake. Over half of the Aceh provincial capital was destroyed, and along the hundreds of kilometres of the densely populated west coast there appears to have been almost complete destruction, reaching up to three kilometres inland. Several disasters followed in 2006 and 2007 again such as earthquake in Central Java May 2006, Tsunami in West Java in July 2006 and the flood in Jakarta in February 2007 with severe life losses and economic damages.

Regarding the institutional arrangements and implementation of the National Action Plan, Indonesia just passed the Disaster Management Law last April 2007 and is facing a big institutional and structural transition at the moment. In relation with the new law, there are some changes should be made with the current structure and systems of managing disaster. One of the important points of the new law is to create a new body in order to manage the disaster in both National and Provincial level. According to new law, BAKORNAS, the office in charge of DRR in Indonesia will be dissolved into a new Disaster Management Agency which can be found in chapter XII article 82 (2) in the new law; therefore the former is reluctant to be engaged with PDR-SEA Project meantime.

However, the policy, legal or regulatory framework for disaster management in Indonesia was not fully in place that makes disaster risk reduction a normal part of the decentralized, local level development process. It is important to enact and implement the policy, legal and regulatory framework of disaster management at the national and local level. It is particularly responds to national and local level gaps in and the need for sustained programs of disaster prevention, preparedness and mitigation recognized by the Government of Indonesia (GOI). It is required to support the Government of Indonesia in its efforts to focus disaster management on the link between development and disasters by making disaster risk reduction a normal part of the decentralized, local level development process





In this context, Bappenas, the national development planning agency, in close collaboration with international organizations developed the national action plan for disaster risk reduction 2006-2009 in response to the increased incidence of natural disaster (such as the Nabire and Alor earthquakes, Aceh and Nias tsunamis, the Mount Merapi eruption and Yogyakarta-Central Java earthquake) in the country of the last two years. Disaster mitigation and management have become one of the nine priorities of the National Development as prescribed in the Government's Work Plan for 2007, and that is enacted through the Presidential Regulation Number 19/2006. Aside from materializing commitment to the Hyogo Framework for Action 2005-2015 and the Beijing Action Plan for Asia, the presence of the National Action Plan indicates a paradigm shift in disaster management in the country from responsive measures through emergency response to preventive measures through mitigation and prevention. The Action Plan 2006-2009 is a token of ownership of Indonesian government for disaster risk management and could be an important catalyst for change, or at least show the way forward. In addition, Indonesian government successfully integrated the action plan into national development planning system in 2005.

INTEGRATING CBDRM INTO THE COUNTRY'S DEVELOPMENT PLANNING AND STRATEGIES

The government of Indonesia has made vigorous efforts to establish the mechanism to institutionalize the disaster risk management into law and national development plan. The details are as follows:

1. Legal framework: The government of Indonesia established Disaster Management Law "The Law 24/2007 for Disaster Management" which regulates (1) roles and responsibilities of government, (2) roles and responsibilities of stakeholders, (3) establishment board for disaster management, (4) community participation and (5) funding for disaster management.
2. Medium-term Development Plan : While the current medium-term plan does not specifically address the issue of DRR, risk reduction is incorporated in the areas of social welfare, natural resources and the environment. Programs and activities related to DRR are developed in different sectors.
3. Annual Work Plan (RKP): Based on the National Action Plan, the annual plan sets out all programs for each sector on a calendar year basis. In the RKPs for 2007 and 2008, Disaster Mitigation and Management constitutes one of the nine national development priorities. An important target in this area is the strengthening of the preparedness of institutions and the community in preventing and mitigating the risks of future natural disasters.
4. National Action Plan (NAP) for Disaster Risk Reduction (NAP-DRR) has been issued in 2006 by the National Development Planning Agency (Bappenas) and the National Coordinating Agency for Disaster Management (Bakornas) and was launched early 2007. The Plan specifies platforms, priorities, action plans and mechanisms pertaining to the implementation and institutional basis of disaster management in Indonesia, elaborates interests and responsibilities of all stakeholders through a participatory coordination process and in line with the Hyogo Framework for Action,





and provides guidelines and information that will facilitate decision makers to pledge commitment to cross-sector and jurisdictional priority programs based on a strong and systematic foundations. The Plan is designed to support risk-reducing development in all sectors by providing guidelines and information that will facilitate decision-makers to pledge commitment to cross-sectoral and cross-jurisdictional priority programs for disaster risk reduction. The Plan specifically includes climate-related disasters such as floods, landslides, and forest and land fires.

Despite such efforts to formulate legal framework, Indonesia is still in the process of establishing the government agency to tackle the disaster risk management with the formulation of auxiliary regulations. Given the situation, it is not appropriate time to formulate and implement the strategic plan on DBDRM for institutionalization of CBDRM into national development planning process.

There is no activities of project taking place yet in Indonesia because Bakornas, the main disaster agency which should commit and implement the strategic plan is in the internal transition situation until late 2007. The project team explored the possible alternatives through the exchange of information and experiences with DRR Working Group in Indonesia such as German Red Cross, IFRC, MPBI, UNDP and UNESCO, In addition, project team held two meetings with General Maarif and Pak Sugeng, which both are high level representatives of Bakornas; also Suprayoga Hadi and Morris Nuami, both are from Disaster Mitigation Department of Bappenas to explore modalities in producing the newsletter and CBDRM mapping as PDR-SEA activities.

In case of recognition scheme, most of practitioners proposed the opinion that it is little early to implement the scheme because the implementing agency is dissolving into new disaster management agency.

FURTHER AGENDA FOR CBDRM IN INDONESIA

Indonesian government needs to take following measures to promote CBDRM:

- It is necessary to formulate the strategic plan on CBDRM after the agency starts the work
- The training programs need to be formulated to train the new staff on CBDRM
- It is necessary to socialize and implement the new disaster management law, NAP-DRR at all administrative levels as well as at the community level
- Increasing the effectiveness of spatial plans to reduce disaster risk, within the context of sustainable development
- Improving knowledge and participation of community and community based organizations (CBOs) in disaster preparedness and risk reduction (CBDRM)
- Improving programming and planning for disaster preparedness and risk mitigation, along with the Action Plans for Disaster Risk Reduction at the community level





- Enhancing institutional capacity building of provincial and local governments to support community resilience for disaster risk management, in formulating and implementing local and community plans for disaster risk reduction

LESSONS LEARNED IN INDONESIA

Indonesian government could be a good example in the legalization of laws on disaster risk management and regulatory framework, national action plan and the establishment of new disaster management agency in close collaboration with disaster practitioners in Indonesia.

As the disaster management mechanism has been established at some level, it is necessary for new disaster risk management agency of Indonesia to make strategic planning on CBDRM in order to initiate its ownership and leadership services, to integrate CBDRM into national & local development planning process, to strengthen partnership with key stakeholders, and to improve the capacity building.

As institutional arrangements, new agency is advised to strengthen the existing partnerships among government institutions, local governments and private sectors and NGOs.

In addition, the appropriate local disaster risk reduction processes, methodologies, guidelines and tools have to be developed, applied, documented and fed-back into policy framework.





CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The experiences of building on the lessons learned during phase 3 of PDR-SEA for the implementation of PDR-SEA 4 appeared to bear fruits in many respects, not only in terms of effective achievements of key results during the project's period, but most importantly in laying down the foundation for sustainability of regional and national efforts on CBDRM. In this context, the following key conclusions could be extracted:

- Commitment and interest of the leadership of NDMOs, which were mostly assured as part of the preparation of the PDR-SEA 4 proposal and provided to the PDR-SEA 4 project team from the inception of the implementation, were the key driving forces for the important achievements of PDR-SEA 4.
- CBDRM institutionalization process was made possible with the recognition of the importance of CBDRM and its integration into the socio-economic development process by the key leaders of the respective NDMOs, in some cases with the change of mindsets, demonstrated with important decision, such as the incorporation of CBDRM and CBDRM concept into the National Strategy for Disaster Risk Reduction of Viet Nam until 2002. The important decision, facilitated by the change of mindset, has created opportunities for better DRM partnership
- The implementation of the recognition scheme in all the selected countries and the establishment of a high-level forum led to the establishment of important mechanisms for mobilization of support, participation and commitment from many key stakeholders for effective disaster risk management. As such, these mechanisms have thus developed important in-roads in the common efforts to strengthen national DRM platforms.
- The experiences in most of the countries clearly showed that the establishment of high-level DRM forums is a new initiative to strengthen the respective national platforms. As a new initiative, many partners will need more time to understand possible motives and implications as well as to see clear demonstration of commitment. As such, these mechanisms need to continue to ensure better confidence building among partners.
- In view of the above, it could be recognized that the SPM approach is an important approach to strengthen leadership and in this case for more effective DRM, as demonstrated by the initial results of monitoring and reporting in the Philippines. It is also recognized as a system for better accountability and thus to provide more effective leadership incentive.

The experiences in most of the countries clearly showed that the establishment of high-level DRM forums is a new initiative to strengthen the respective national platforms.



- In view of the importance of CBDRM, the current achievements in the participating countries would need to continue on CBDRM institutionalization so as to contribute to a more effective implementation of HFA at the national and regional levels.

RECOMMENDATIONS

Considering the large number of vulnerable communities of South-East Asia, that have not been provided with effective approaches to enhance their preparedness and thus resilience, the application of the strategic planning and management approach to CBDRM institutionalization would need to continue to ensure not only the effective approach to building the resilience of communities to natural disasters, but also in the implementation of the Hyogo Framework for Action. In that context, the following recommendations can be made to build on the achievements of PDR-SEA 4.

- As the leadership of NDMOs of all the participating countries in the CBDRM institutionalization process accepted the SPM process, further efforts would need to be made to consolidate key achievements of the SPM process during PDR-SEA to ensure that the respective NDMO systems would be equipped with necessary conditions for the implementation of HFA.
- Aseffective application of the SPM approach must be supported by systematic monitoring and reporting, strengthening of the monitoring and reporting mechanisms of the NDMO system, including the Headquarters and their provincial offices as well as key partners must be made to ensure accountability and provision of incentives through a better recognition system.
- Further efforts on the recognition scheme and high-level forum mechanisms are required to strengthen national DRM platforms
- Mobilization of further commitment to high-level DRM forums is essential for better confidence building among partners
- SPM needs effective integration of good practices in pilot demonstration CBDRM projects
- Regional collaboration on CBDRM institutionalization is required for effective regional implementation of HFA•



ANNEX 1. MONITORING AND REPORTING PROGRESS ON CBDRM IN THE PHILIPPINES

BACKGROUND

Rationale

The National Disaster Coordinating Council (NDCC) is presently engaged in a program entitled “Partnerships for Disaster Reduction-South East Asia (PDR-SEA) Phase 4” in collaboration with the Asian Disaster Preparedness Center (ADPC) and with the auspices of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and the European Commission Humanitarian Aid Department through its Disaster Preparedness of the European Commission (EC-DIPECHO). The project aims to promote good practices and enhance the role of local authorities in integrating CBDRM into local planning and programming.

Under the aforementioned program, the NDCC embarked on a project to monitor and report on the status of implementation of community-based disaster risk management (CBDRM) projects and programmes by various stakeholders in the Philippines. The project will primarily provide the NDCC with an Overview of existing CBDRM projects and programs in the country; Status of implementation of these CBDRM projects and programs; and Identify gaps and further support needed for these CBDRM projects and programs. In addition, the final output will include coverage of CBDRM activity in at risk communities; trends in type of preparedness and mitigation measures; gaps and needs of communities and CBDRM practitioners organizations and link of CBDRM to local government units.

Statement of Objectives

The Monitoring and Reporting Progress on Community-Based Disaster Risk Management (CBDRM) will facilitate the institutionalization of CBDRM in the development programs and activities of the Philippines. The results herein provide an overview of existing CBDRM projects in the Philippines and the status thereof. Also, it identifies the gaps and further support needed by national decision makers to advance the country’s CBDRM thrusts. Finally, the information gathered herein will form part of the strategy to advocate the need to give high priority to CBDRM by key national, regional, and local government executives, legislators and policy-makers, including those of development organizations and CBDRM practitioners.

Approach to the Report

The NDCC hired an independent project researcher for a period of two (2) months from 11 February to 11 April 2008. The project researcher has compiled and reviewed current documents from stakeholders with CBDRM projects in the country through one or combination of the following methods of data collection: face to face interview, e-mail exchanges, questionnaire or telephone calls.

OVERVIEW OF EXISTING CBDRM PROJECTS AND PROGRAMMES IN THE COUNTRY

Government thrusts on CBDRM

National Disaster Coordinating Council and the Office of Civil Defense

The National Disaster Coordinating Council (NDCC), through its secretariat and operating arm, the Office of Civil Defense (OCD), initiated in 2005 the Hazards Mapping and Assessment for Effective Community-Based Disaster Risk Management (READY) Project. READY aims to institutionalize Disaster Risk Management (DRM) at all levels of governance by developing a systematic approach to community based disaster risk management (CBDRM). At the national level, READY aims to institutionalize and standardize DRM measures and processes. At the local and community levels, READY aims to empower the most vulnerable



municipalities and cities in the country and enable them to prepare disaster risk management plans.

The NDCC/OCD has identified a total of 43 provinces for the development of multi-hazard maps, installation of community-based early warning systems, and integration of disaster risk reduction (DRR) in the local planning processes.

In the same year, the NDCC formulated the Four-Point Plan of Action for Disaster Preparedness which calls for the a) upgrade of the forecasting capability of the warning agencies; b) promote an integrated and coherent strategic public information on disaster preparedness c) enhance capacities of Local Chief Executives (LCEs) and their respective disaster coordinating councils (DCCs); and d) strengthen mechanisms for government and private sector partnerships.

Most recently, since 2007, the NDCC/OCD is implementing a strategic plan to integrate community-based disaster risk management (CBDRM) into the socio-economic development processes of the Philippines. This plan, better known as the Strategic National Action Plan (SNAP), corresponds with the Hyogo Framework of Action (HFA) adopted by the Philippines and 167 other countries last January 2005 during the World Conference on Disaster Reduction (WCDR) in Kobe, Japan.

The HFA has defined guiding principles and priority activities for disaster risk reduction (DRR) which include advocacy on community participation in DRR through the adoption of policies and community-based training to enhance local capacities to mitigate and cope with disasters. In addition, the HFA encourages governments to develop specific DRR mechanisms where there is active participation of stakeholders (e.g. communities in at risk areas) building ownership of these mechanisms in the spirit of volunteerism.

The NDCC is undertaking a program entitled "Partnerships for Disaster Reduction-South East Asia (PDR-SEA) Phase 4" in collaboration with the Asian Disaster Preparedness Center (ADPC) and with the auspices of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and the European Commission Humanitarian Aid Department through its Disaster Preparedness of the European Commission (EC-DIPECHO). The project aims to promote good practices and enhance the role of local authorities in integrating CBDRM into local planning and programming.

Another project of the NDCC is the Case Studies on CBDRM where it gave awards for best case studies on the subject. This is in partnership with Oxfam Great Britain.

The NDCC/OCD espouses community-based disaster risk management (CBDRM) as an effective approach to maintain commitment and support of Government and the international community thereto; and to mobilize effective participation of key stakeholders in the implementation of the same.

Further, the NDCC/OCD recognizes the need for a paradigm shift from response efforts towards disaster risk reduction (DRR) taking into account the significant role of local communities. This proactive stance demands the development of appropriate policies and strategic plans; mobilization of adequate resources; and building of partnerships to solicit the sustained support of key actors at all levels of society including the community. The implementation of the priority actions of the HFA are hoped to be advanced in the process.

Department of the Interior and Local Government

Another government agency that responded to the HFA is the Department of the Interior and Local Government (DILG). In 2007, parallel to its powers, function and mandate as an NDCC member-agency, the DILG initiated the Rationalizing the Planning System (RPS) Project which aimed to consolidate all plans of local government units (LGUs) into a single plan



which includes the calamities and disaster preparedness plan. The end result of this project is the framework to integrate disaster risk reduction in the Comprehensive Development Plan (CDP) and Comprehensive Land Use Plan (CLUP) of each LGU.

In March 2008, the DILG launched a handbook on Integrating Disaster Risk Management in Local Governance: A Facilitators' Guide and a Sourcebook for Barangay Disaster Risk Management Training Workshop which is a step-by-step instruction on how to facilitate sessions and modules on disaster risk management training.

The handbook was designed primarily to provide local government units (LGUs) with a guide in pushing forward the agenda of reducing risks at the community or local levels. It is divided into four modules, namely: introduction to disaster risk management; barangay governance and disaster risk management; barangay risk assessment; and barangay risk reduction planning.

National Anti-Poverty Commission

The National Anti-Poverty Commission (NAPC), a government agency under the Office of the President, is unique among government agencies since it provides a mechanism for sectoral participation in the country's poverty alleviation agenda.

By law, the NAPC collaborates with 14 basic sectors and the composition of each of these sectoral councils are heads or representatives of non-government organizations that have chosen to engage with government in the fight against poverty.

One of NAPC's basic sectors is the Victims of Disasters and Calamities (VDC) which, since the constitution of its 3rd Council in 2005, has committed to conduct community-based disaster risk management projects as its contribution to government's poverty reduction measures.

For its part, the VDC Sector has committed to implement community-based disaster risk management projects and programs to fight poverty. Its agenda include policy reforms, capability-building, micro-finance, partnerships, and sectoral strengthening.

CBDRM projects and programmes implemented by Non-Government Organizations

At the national level, several international organizations are collaborating with the NDCC/ OCD on various projects and programmes involving community-based disaster risk management (CBDRM). One such organization is the Asian Disaster Preparedness Center (ADPC) which has the "Partnerships for Disaster Reduction-South East Asia (PDR-SEA) Phase 4" which promotes good practices and enhance the role of local authorities in integrating CBDRM into local planning and programming.

The latest output of this project is the assistance to the Camalig, Albay Municipal Disaster Coordinating Council (MDCC) in integrating Disaster Risk Reduction (DRR) components and strategies in their Comprehensive Land Use Plan (CLUP) and in enhancing early warning system and evacuation procedures at the barangay level.

Another international organization that supports NDCC's CBDRM thrusts is Oxfam Great Britain which collaborated with the NDCC's Case Studies on CBDRM. Oxfam Great Britain is presently preparing documentation on good practices in disaster risk reduction.

At the local levels show that there are 19 international and local non-government organizations that have implemented CBDRM related activities in 55 provinces and cities in the Philippines. Of the 55 provinces and cities, 43 are identified as at risk provinces under the READY Project.

Of the 19 NGOs mentioned above, only 13 of them have implemented or are currently implementing CBDRM related projects and programmes in 22 of the 43 identified at risk provinces of the READY Project.

The list below shows the various organizations that have implemented CBDRM activities in the country. They have been categorized into international NGOs, Local NGOs, and NAPC VDC NGOs. Although the last type of NGOs are local, we have separated them because of their semi-government nature as members of the Victims of Disasters and Calamities (VDC) Sector, National Anti-Poverty Commission.

List of Non-Governmental Organizations that
have implemented CBDRM activities

| NGO Type | In At Risk Provinces | In Other Provinces |
|---------------|---|--|
| International | 01 Accion Contra El Hambre (ACF) | 01 Accion Contra El Hambre (ACF) |
| | | 02 Asian Disaster Preparedness Center (ADPC) |
| | 02 German Technical Cooperation (GTZ) | 03 CARE Philippines |
| | 03 International Organization of Migration (IOM) | 04 German Technical Cooperation (GTZ) |
| | 04 Save the Children | 05 International Organization of Migration (IOM) |
| Local | 05 World Vision Development Foundation | 06 Plan International |
| | 06 Center for Disaster Preparedness, Inc (CDP) | 07 Save the Children |
| | 07 Corporate Network for Disaster Response (CNDR) | 08 World Vision Development Foundation |
| NAPC VDC | 08 Philippine National Red Cross (PNRC) | 09 Center for Disaster Preparedness, Inc (CDP) |
| | 09 Balay Rehabilitation Center, Inc (Balay) | 10 Philippine National Red Cross (PNRC) |
| | 10 Creative Community Foundation, Inc (CCF) | 11 Aksyon Bayan Kontra Disaster, Inc (ABKD) |
| | 11 Pampanga Disaster Response Network, Inc (PDRN) | 12 Balay Rehabilitation Center, Inc (Balay) |
| | 12 Philippine National Red Cross (PNRC), Agusan Del Norte–Butuan City Chapter | 13 Creative Community Foundation, Inc (CCF) |
| | 13 Philippine Relief and Development Services, Inc (PhilRADS) | 14 Pampanga Disaster Response Network, Inc (PDRN) |
| | | 15 Philippine National Red Cross (PNRC), Camarines Sur Chapter |
| | | 16 Philippine Relief and Development Services, Inc (PhilRADS) |
| | | 17 Suara Kalilintad |
| | | |

COVERAGE AND STATUS OF THE IMPLEMENTATION OF CBDRM PROJECTS AND PROGRAMMES IN THE PROVINCES OF THE PHILIPPINES

Coverage and status in At-Risk Provinces (Table 1. p38)

Table 1 at the end of this Annex is an expansion of the list above and lists the various CBDRM projects and programmes implemented by non-government organizations in the identified at risk provinces of the Philippines.

As mentioned earlier, the NDCC/OCD has identified a total of 43 at risk provinces for its READY Project which aims to institutionalize Disaster Risk Management (DRM) at all levels of governance by developing a systematic approach to community based disaster risk management (CBDRM).

Of the 43 provinces, 27 were identified in 2005 and the other 16 provinces were identified in 2007 with specific target cities or municipalities. The READY Project is an on-going implementation that started in 2006 and will be completed by 2011.

The first 27 provinces were identified in 2005. These are Benguet, Abra, Ilocos Norte,



Ilocos Sur, Cagayan Valley, Isabela, Nueva Vizcaya, Quirino, Pampanga, Zambales, Aurora, Cavite, Laguna, Rizal, Catanduanes, Antique, Iloilo, Bohol, Leyte, Southern Leyte, Eastern Samar, Northern Samar, Zamboanga Del Sur, Zamboanga Sibugay, Agusan Del Sur, Surigao Del Norte, and Surigao Del Sur.

The next 16 provinces were identified in 2007 with specific target cities or municipalities (areas enclosed in parentheses). These are Cebu (Metro Cebu), Pangasinan (Dagupan City), Bulacan (Dona Remedios Trinidad, San Miguel), Agusan Del Norte (Butuan City), Western Samar (Catbalogan City), Agusan Del Norte (Butuan City), Camarines Norte (Daet), Quezon (Lopez-Calauag), Oriental Mindoro (Calapan), Aklan (Kalibo), Batanes (Basco), Zamboanga del Norte (Dipolog City), Bukidnon (Malaybay City), Davao Oriental (Mati), Mountain Province (Bontoc), and Lanao Del Sur (Malabang).

So far, the READY Project has been implemented in nine (9) of the identified at risk provinces namely: Benguet, Cavite, Pampanga, Aurora, Bohol, Leyte, Southern Leyte, Surigao Del Norte, and Surigao Del Sur. This number comprise 21% of the total identified at risk provinces. For this year, the READY Project will be implemented in ten (10) more at risk provinces namely: Abra, Ilocos Sur, Zambales, Laguna, Quirino, Catanduanes, Northern Samar, Eastern Samar, Antique, and Zamboanga Del Sur. The remainder is for implementation spread out in years until 2011.

On the non-government side, 22 of the 43 identified at risk provinces have been serviced with community-based disaster risk management (CBDRM) related activities. This accounts for 51% of the total identified at risk provinces.

A total of 13 international and local non-government organizations have implemented or are currently implementing CBDRM related projects and programmes in 22 of the 43 identified at risk provinces. The five (5) international NGOs are Accion Contra El Hambre (ACF), German Technical Cooperation (GTZ), International Organization of Migration (IOM), Save the Children, and World Vision Development Foundation. The three (3) local NGOs are Center for Disaster Preparedness, Inc (CDP), Corporate Network for Disaster Response (CNDR), and the Philippine National Red Cross (PNRC). The remaining number of NGOs are members of the Victims of Disasters and Calamities (VDC) Sector of the National Anti-Poverty Commission (NAPC). These five (5) NGOs are Balay Rehabilitation Center, Inc (Balay), Creative Community Foundation, Inc (CCF), Pampanga Disaster Response Network, Inc (PDRN), Philippine Relief and Development Services, Inc (PhilRADS), and PNRC Agusan Del Norte-Butuan City Chapter.

The above international and local non-government organizations has a total of 37 CBDRM related projects and programmes in 22 of the 43 identified at risk provinces. However, only one (1) is on-going that of the Center for Disaster Preparedness' (CDP's) Program for Hydro-meteorological Disaster Mitigation for Secondary Cities in Asia (PROMISE) in Dagupan City, Province of Pangasinan.

The 43 identified at risk provinces are in 16 of the 17 regions of the Philippines. The National Capital Region (NCR) has not been included. The READY Project has been implemented in two (2) Regions namely: Region 08 and the Caraga Administrative Region (CAR).

Of the 16 regions, CBDRM related projects and programmes have been implemented in all but two (2) regions which are Region 04-B (MIMAROPA) and the Autonomous Region in Muslim Mindanao (ARMM).

Region 04-A (CALABARZON) has the highest number of CBDRM related activities at eight (8) projects and programmes implemented by four (4) international and local NGOs namely: Center for Disaster Preparedness, Inc (CDP), Corporate Network for Disaster Response,





Inc (CNDR), Philippine Relief and Development Services, Inc (PhilRADS), and orld Vision Development Foundation.

Region 08 follows with six (6) international and local NGOs which implemented their respective projects in the Region. These organizations are the German Technical Cooperation (GTZ), Save The Children, Corporate Network for Disaster Response (CNDR), Philippine National Red Cross (PNRC), Balay Rehabilitation Center, Inc (Balay), and the Philippine Relief and Development Services, Inc (PhilRADS). This Region has also benefited from NDCC's READY Project.

Coverage and status in other Provinces (Table 2. p42)

Table 2, found in page 20 is an expansion of the list found in part II of this paper and lists the various CBDRM projects and programmes implemented by non-government organizations outside of the identified at risk provinces of the Philippines.

In the course of surveying and acquiring data for this paper, data shows that there are also several CBDRM activities in other provinces of the Philippines that are not covered by READY. Most of the organizations that implemented CBDRM projects in these provinces are the same ones that implemented CBDRM related activities in the identified at risk provinces.

The bulk of CBDRM projects outside of the identified at risk provinces can be found in the provinces of Albay and Camarines Sur which are both in Region 05 (Bicol). On one hand, Albay benefited from seven (7) CBDRM related activities each implemented by seven (7) different international and local NGOs. These NGOs are the Asian Disaster Preparedness Center (ADPC), International Organization of Migration (IOM), Plan International, Save The Children, World Vision Development Foundation, Pampanga Disaster Response Network, Inc (PDRN), and the Philippine Relief and Development Services, Inc (PhilRADS). The latest of these CBDRM projects is ADPC's Integrating Disaster Risk Reduction (DRR) components and strategies in the Comprehensive Land Use Plan (CLUP) and in enhancing early warning system and evacuation procedures at the barangay level. This was recently concluded in the municipality of Camalig.

On another hand, Camarines Sur took in ten (10) CBDRM related activities from seven (7) different international and local NGOs namely: Accion Contra El Hambre, CARE Philippines, International Organization of Migration (IOM), Save The Children, World Vision Development Foundation, Corporate Network for Disaster Response (CNDR), and the Philippine National Red Cross (PNRC)–Camarines Sur Chapter (CamSur). PNRC–CamSur implemented four (4) CBDRM related projects accounting for the three (3) additional projects coming from the seven (7) organizations mentioned.

The two (2) regions mentioned earlier as not have been serviced by CBDRM related activities were provided with CBDRM projects by three (3) local NGOs. The Balay Rehabilitation Center, Inc (Balay) and Philippine National Red Cross (PNRC) implemented their respective projects in two (2) different provinces of Region 04–B (MIMAROPA). Balay covered Mindoro Occidental and the PNRC covered Palawan.

In the Autonomous Region in Muslim Mindanao (ARMM), Balay implemented CBDRM related activities in the provinces of Maguindanao and Tawi–tawi and the Suara Kalilintad its CBDRM program in the Municipality of Pangalungan, province of Maguindanao.

Trends in preparedness and mitigation measures in At-Risk Provinces

Most of the community–based disaster risk management (CBDRM) activities in the Philippines are no longer framed on disaster preparedness and mitigation measures alone but on a combination of several activities better described as a holistic approach to disaster preparedness and mitigation. This combination of activities in disaster preparedness and mitigation has been aptly termed as disaster risk reduction (DRR).



In the Philippines, NGO activities show a shift towards the concept of disaster risk reduction as an approach to CBDRM that covers both humanitarian action and socio-economic development activities. Moreover, there is acceptance that disasters can be reduced or prevented by enhancing the capabilities of at risk groups or communities to cope with hazards or disasters and resist its impact on them.

Even the Philippine government has recognized this shift thus, the NDCC/OCD recognizes the need for a paradigm shift from response efforts to disaster risk reduction (DRR) taking into account the significant role of local communities. The Department of Interior and Local Government (DILG) is working to integrate disaster risk reduction in the Comprehensive Development Plan (CDP) and Comprehensive Land Use Plan (CLUP) of every local government unit (LGU). The National Anti-Poverty Commission's Victims of Disasters and Calamities (NAPC-VDC) practices and advocates for CBDRM as a poverty alleviation approach.

For their part, non-government organizations recognize the need to work with local structures of government in the implementation of their community-based disaster risk management (CBDRM) projects and programmes. Since disaster risk reduction management is a holistic approach to preparedness and mitigation, NGO activities on CBDRM include capability-building through trainings and livelihood, research, advocacy and lobbying for policy reforms at the national and local levels, hazard or risk mapping of communities, community organizing, and partnerships between NGOs, structures in government, and targeted community residents.

In this survey, two (2) organizations have implemented their respective comprehensive community-based disaster risk management activities in the identified at risk provinces. One is the Center for Disaster Preparedness, Inc (CDP) which has an on-going Program for Hydro-meteorological Disaster Mitigation for Secondary Cities in Asia (PROMISE) in Dagupan City where the local government unit (LGU) of Dagupan City is CDP's primary partner. The other is the Philippine National Red Cross (PNRC) which has concluded its Integrated Community Disaster Preparedness Program (ICDPP) in the provinces of Benguet, Southern Leyte, and Surigao Del Norte.

Similarly, the Corporate Network for Disaster Response, Inc (CNDR) has a package for the delivery of its CBDRM activities that include Lobbying for disaster preparedness allocation, Research and Documentation on Disaster and Vulnerable Sectors, Multi-Hazard Risk Mapping, and Simulation Exercises for Disaster Preparedness. CNDR has implemented its program in the at risk provinces of Aurora, Rizal, and Southern Leyte.

On another aspect, some organizations with CBDRM related activities in the identified at risk provinces have targeted specific sectors. The World Vision Development Foundation targeted children with their Children In Emergencies Program. This program has been implemented in Cagayan Valley, Isabela, Cavite, Quezon, Cebu, Zamboanga Sibugay, and Surigao Del Norte

The Pampanga Disaster Response Network, Inc (PDRN) has also targeted a specific sector – it targeted poor families in their province for its CBDRM projects.

PDRN has been known to operate within the province of Pampanga since its organization in the aftermath of the Mt Pinatubo eruption in 1991. With the increasing disasters in various parts of the country, however, PDRN has provided CBDRM projects in other provinces of the country that include the identified at risk province of Catanduanes. PDRN has established a satellite office in this province to replicate its CBDRM projects in Pampanga.

PDRN, a NAPC VDC member, is presently organizing communities in the Caraga Administrative Region (CARAGA) specifically in the at risk provinces of Agusan Del Norte and Surigao Del Norte.





As the Pampanga Disaster Response Network, Inc (PDRN) crossed regions, some international organizations have crossed their areas of interests in order to engage in disaster risk reduction activities. One such organization is the International Organization of Migrants (IOM) which specializes in migration. IOM has provided CBDRM related activities in the at risk province of Catanduanes.

Another is Save The Children which have focused on children but was able to provide disaster preparedness and emergency assistance in Bohol which is an identified at risk province.

The Balay Rehabilitation Center, Inc (Balay) focuses on internally displaced persons (IDPs) and their psychosocial health in conflict areas of Mindanao. They are now incorporating CBDRM aspects in their trainings for communities in conflict areas. Balay, a NAPC VDC member, has served the at risk province of Bukidnon.

The Philippine Relief and Development Services (PhilRADS), the relief and development arm of the Philippine Council of Evangelical Churches (PCEC), is now conducting CBDRM trainings anchored on Christian values. PhilRADS, a NAPC VDC member, has implemented CBDRM activities in the at risk provinces of Benguet, Aurora, Cavite, Rizal, Cebu, and Southern Leyte.

Creative Community Foundation, Inc (CCF), a NAPC VDC member, has constantly included community hazard mapping in its CBDRM activities in Region 06 as part of its wholistic approach to relief and development. CCF has implemented its activities in Antique and Iloilo both of which are at risk provinces.

The German Technical Cooperation (GTZ) has the Environmental Sector Programme and one of its project components is Disaster Preparedness in Eastern Visayas which is still in its preliminary phase. It ties in directly with existing disaster preparedness activities in the area and has identified the most vulnerable communities and raised awareness on disaster risk management among the population and local authorities. Their project has benefited the at risk provinces of Leyte and Western Samar (now known as Samar).

On policy reforms at the national level, organizations belonging to NAPC VDC are actively lobbying and advocating for legislation relative to CBDRM. Lobbying for the passage of the disaster risk management (DRM) bill and Land Administration Reform Act (LARA) are led by the Pampanga Disaster Response Network, Inc (PDRN) and Aksyon Bayan Kontra Disaster, Inc (ABKD). Lobbying for the Internally Displaced Persons (IDPs) bill and International Humanitarian Law (IHL) are led by Balay Rehabilitation Center, Inc (Balay) and the Philippine National Red Cross (PNRC).

IDENTIFICATION OF GAPS TO FURTHER SUPPORT CBDRM PROJECTS AND PROGRAMMES

For the government, particularly the National Disaster Coordinating Council (NDCC) recognize the following gaps: (1) Disasters are being dealt within manners that are ad-hoc and response-oriented; (2) Information on disaster risk is lacking and measurement of socio-economic impact of disasters is inadequate; (3) NDCC members and LGUs have limited risk reduction capacities; (4) Efforts by donors, multilateral and civil society are poorly coordinated and generated little effects; and (5) the Government bears majority of the cost of disasters.

The NDCC's main recommendation is that the Government of the Philippines should develop a national framework for a comprehensive disaster risk management that should provide for political leadership and policy support at the highest levels, while facilitating the active engagements and implementation of all relevant stakeholders at the national, local, and



household levels, and incorporate the three (3) essential steps of integrated risk management, which include risk identification, risk reduction and risk sharing. Thus, the NDCC is presently developing a Strategic National Action Plan (SNAP) for Disaster Risk Management.

Almost all NGOs agree that the participation of both local government structures and beneficiary communities contributed much to the success in the implementation of their respective community-based disaster risk management (CBDRM). In some areas, (CBDRM) activities facilitated the re-activation of their municipal and barangay disaster coordinating councils (M/BDCCs). This also led to the establishment of an avenue for coordination and communication between communities and their local government.

The level of awareness of community residents were raised resulting in their active participation in their local legislative and planning processes especially those related to disaster risk management.

Gaps and needs of communities and CBDRM practitioners' organizations

Inasmuch as most NGOs would like to replicate their successes in the implementation of CBDRM activities in other areas, they are hindered primarily by lack of funds. Likewise, resources are much needed by local government units especially equipment and materials for disaster risk reduction activities such as hazards mapping, early warning systems, and communications. Therefore, the principal concern here is the sustainability of CBDRM initiatives by stakeholders.

Aside from the need for funds, NGOs see a need for the provision of CBDRM information and education materials that may be distributed to various stakeholders at the local level.

Other measures revolve around policy reforms and advocacy. NGOs see the need to advocate for budget allocation for CBDRM activities at the national and local levels as an innovative measure to source funds for CBDRM activities. This also requires for actively involving local legislative bodies to enact policies to strengthen disaster risk management in their localities; and conduct regular consultations among stakeholders of CBDRM at all levels.

Similarly, there is a need to lobby for legislation on the mandatory establishment of a disaster management office in all local government units; and facilitate the systematic activation and equipping of local disaster coordinating councils.

The organizations of the NAPC VDC Sector has always advocated for mainstreaming disaster risk management in the local planning processes especially in local government bodies where they are actively participating.

In summary, the following actions and measures are required to sustain the CBDRM initiatives by stakeholders:

- source funds for implementation of CBDRM activities
- provision of CBDRM information and education materials
- advocate for budget allocation for CBDRM activities at the national and local levels
- actively involve local legislative bodies to enact policies to strengthen disaster risk management in their localities
- conduct regular consultations among stakeholders of CBDRM
- Lobby for legislation on the mandatory establishment of a disaster management office in all local government units
- facilitate the systematic activation and equipping of local disaster coordinating councils
- Mainstream disaster risk management in the local planning processes



For its part, the Philippine government through the National Disaster Coordinating Council (NDCC) recommends the following:

- Strengthen relevant legal and policy framework for disaster management
- Paradigm shift from disaster management to disaster risk management
- Identification of minimum basic needs (MBN) vis-à-vis disaster management and risk reduction
- Address coordination issue with donors in the implementation of disaster risk management activities
- Address the challenge that disaster risk reduction is viewed as an expensive investment
- Address program and financial sustainability of disaster risk management activities

Linking disaster risk management to local governance

Clearly, the implementation of community-based disaster risk management projects and activities involve both the commitment of community residents and the structures of government at all levels. However, bigger responsibility falls on government since it is the structure that has the prime responsibility to manage disasters and its risks.

The Local Government Code of 1991 defines local government units (LGUs) as both body politic and corporate. As a body politic, the LGU is a political subdivision of the national government endowed with powers to manage its territorial jurisdiction for and on behalf of the national government. Also, as such, they are envisioned to become effective partners of the national government in the attainment of national goals.

As a body corporate, the LGU represents its residents and inhabitants within its jurisdiction. As such, it is endowed with powers and resources necessary for its efficient and effective governance and to deliver basic services and facilities to enable its inhabitants to develop fully into self-reliant communities.

Given this platform, LGUs are at the forefront of providing much needed support structures to sustain community-based disaster risk management (CBDRM) initiatives in their locality. One such structure is the local disaster coordinating councils (LDCCs) as mandated by law to be an essential part of the Philippine Disaster Management System (PDMS). The other is the local development councils (LDCs).

As provided in the Local Government Code and its amendments thereto, local disaster coordinating councils (LDCCs) have the power to allocate five percent (5%) of their internal revenue allotment (IRA) for relief, rehabilitation, reconstruction and other works or services in connection with calamities which may occur during the budget year. This is better known as the calamity fund. However, this allocation or a portion thereof shall be used only in the locality or other areas affected by disasters as determined and declared by the local legislative body concerned.

For local development councils (LDCs), the Local Government Code provides that it shall set the direction of the LGU's economic and social development, coordinate development efforts within the LGU, and initiate a comprehensive multi-sectoral development plan. In addition, Republic Act No 8185, otherwise known as "An Act Amending Section 324 (d) of Republic Act No 7160, Otherwise Known as the Local Government Code of 1991", LDCs are mandated to monitor the use and disbursement of the calamity fund.

The LDCs is composed of the local chief executive, members of the local legislative body, representative of the member of the national legislative body, and representatives of non-government organizations the number of whom shall not be less than 25% of the fully organized LDC. In most cases, the least number of NGO representatives are two (2) or three (3).



With the above parameters and functions, disaster risk management NGOs have recognized that the LDC is the arena for forwarding disaster risk management activities as a component of the over-all socio-economic development of an LGU. This recognition has been reinforced by the Rationalized Local Planning System of the Philippines wherein disaster risk reduction has been integrated.

The rationalized planning system has consolidated the various local multi-sectoral plans into two (2) major plans, namely: the Comprehensive Land Use Plan (CLUP) and the Comprehensive Development Plan (CDP).

The CLUP is the plan for the management of local territories the end result of which is supposedly a zoning ordinance enacted by the local legislative body. Hazard and risk mapping is considered by CBDRM practitioners to be an essential tool for zoning of LGUs.

The CDP is the plan that promotes the general welfare of residents and the responsibility for this plan is given to the local development council. The CDP covers all the development sectors and consolidates the programs and projects necessary to carry out the objectives of the different development sectors. This is where CBDRM enters as a development approach, thus some NGOs are working in this arena to put forward CBDRM projects in the locality.

It is for this purpose that some organizations of the Victims of Disasters and Calamities (VDC) Sector are either members of the local or regional disaster coordinating councils or development councils or both. The table on the right maps out the councils where VDC organizations are members.

Another aspect that has been considered to be a good contributing factor of the rationalized planning system for CBDRM is the participatory processes embraced by it. The people themselves are given the opportunity to become a stakeholder in CBDRM by becoming its decision-makers and implementers with the support, of course by the local government structures.

After all, community-based disaster risk management (CBDRM) as experienced by non-government organizations, succeeds only with the mutual cooperation of both government at all levels and the community residents themselves.



| The Total of Affected by Natural Disasters in Southeast Asian Countries, 2000 – 2007 | | | | | | | | |
|---|----------|-----|------------|-----|----------------|-----|----------|-----|
| Region | Regional | | Provincial | | City/Municipal | | Barangay | |
| | LDCC | LDC | LDCC | LDC | LDCC | LDC | LDCC | LDC |
| (NCR) National Capital Region | | | | | | | * | * |
| (CAR) Cordillera Administrative Region | | | | | | | | |
| Region 01 | | | | | | * | | * |
| Region 02 | | | | | | | | |
| Region 03 | * | | * | * | * | | | |
| Region 04 | | | | | | | | |
| Region 05 | | | | | | | | |
| Region 06 | | | * | | * | * | | |
| Region 07 | | * | | | | | | |
| Region 08 | * | * | * | | * | | | |
| Region 09 | | | * | | * | | | |
| Region 10 | * | * | * | | * | | | |
| Region 11 | | | | | | | | |
| Region 12 | * | * | * | * | * | * | | |
| (CARAGA) Caraga Administrative Region | * | * | * | * | * | * | | |
| (ARMM)Autonomous Region in Muslim Mindanao | | | | | | * | | * |





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TABLE 1_ LIST OF NON-GOVERNMENT ORGANIZATIONS THAT HAVE IMPLEMENTED COMMUNITY-BASED DISASTER RISK MANAGEMENT (CBDRM) ACTIVITIES IN THE IDENTIFIED AT RISK PROVINCES

| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|---|--|--|
| Cordillera Administrative Region (CAR) | | |
| 1. Abra | | |
| 2. Benguet | Philippine National Red Cross (PNRC) | Integrated Community Disaster Preparedness Program |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training-Seminar on Disaster Risk Reduction/ Community-Based Disaster Management |
| 3. Mountain Province (Bontoc) | | |
| Region 01 | | |
| 4. Ilocos Norte | | |
| 5. Ilocos Sur | | |
| 6. Pangasinan (Dagupan City) | Center for Disaster Preparedness, Inc (CDP) | Program for Hydro-meteorological Disaster Mitigation for Secondary Cities in Asia (PROMISE) |
| Region 02 | | |
| 7. Cagayan Valley | World Vision Development Foundation, Region 02 | Children in Emergencies Training: Municipalities of Solana and Cagayan |
| 8. Isabela | World Vision Development Foundation, Region 02 | Children in Emergencies Training |
| 9. Nueva Vizcaya | | |
| 10. Quirino | | |
| 11. Batanes (Basco) | | |
| Region 03 | | |
| 12. Pampanga | Pampanga Disaster Response Network, Inc (PDRN) | Enhancing Capacity and Reducing Vulnerability to Disasters of Poor Families in Pampanga: Municipalities of Minalin, Sto. Tomas, Sasmuan, Floridablanca, Guagua, Lubao |
| | | Enhancing the Disaster Management Capabilities of the Local Government Units of Minalin and Sto. Tomas, Pampanga |
| | | Consolidating Local Structures towards Risk Reduction of Flood Prone areas of Pampanga: Municipalities of San Simon, Guagua, Sasmuan, Minalin, Sto. Tomas, Lubao, Floridablanca, Candaba |
| | | Sustaining the Disaster Management Initiatives of the Local Government Units Towards its integration in the Local Development Planning: Municipalities of Minalin and Sto Tomas |



| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|---|--|--|
| 13.Zambales | | |
| 14.Bulacan (Dona Remedios Trinidad, San Miguel) | | |
| Region 04-A (CALABARZON) | | |
| 15.Aurora | Corporate Network for Disaster Response (CNDR) | Lobbying for disaster preparedness allocation, Research and Documentation on Disaster and Vulnerable Sectors, Multi-Hazard Risk Mapping, |
| | | Simulation Exercises for Disaster Preparedness: Municipality of Dingalan |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/Community–Based Disaster Management |
| 16.Cavite | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/Community–Based Disaster Management |
| | World Vision Development Foundation | Children in Emergencies Training |
| 17.Laguna | | |
| 18.Rizal | Center for Disaster Preparedness, Inc (CDP) | Community–Based Disaster Risk Management: Municipality of San Mateo |
| | Corporate Network for Disaster Response (CNDR) | Lobbying for disaster preparedness allocation, Research and Documentation on Disaster and Vulnerable Sectors, Multi-Hazard Risk Mapping, Simulation Exercises for Disaster Preparedness: Municipality of San Mateo |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/Community–Based Disaster Management |
| 19.Quezon (Lopez-Calauag) | World Vision Development Foundation | Children in Emergencies Training: Province level |
| Region 04-B (MIMAROPA) | | |
| 20.Oriental Mindoro (Calapan) | | |
| Region 05 | | |
| 21.Catanduanes | Accion Contra El Hambre | Disaster Risk Reduction through the reinforcement of coping capacities at local and sub-national level: Municipalities of Carramoran and San Miguel |
| | International Organization of Migration (IOM) | Relief to Typhoon “Reming” victims by handling transport of relief supplies, construction materials and personnel, coordinated with government to improve living conditions of the displaced population |
| | Pampanga Disaster Response Network, Inc (PDRN) | Emergency Assistance towards Increasing the Disaster Management Capacity of Communities Affected by Typhoon Reming |



| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|---------------------------------------|--|---|
| 22.Camarines Norte (Daet) | | |
| Region 06 | | |
| 23.Antique | Creative Community Foundation, Inc (CCF) | Community-Based Disaster Management/ Community Hazards Mapping: Barangay Malabor, Municipality of Tibiao |
| 24.Iloilo | Creative Community Foundation, Inc (CCF) | Community-Based Disaster Management/ Community Hazards Mapping: Barangay Bacolod, Municipality of Leon |
| 25.Aklan | | |
| Region 07 | | |
| 26.Bohol | Save the Children | Disaster Preparedness and Emergency Assistance |
| 27.Cebu (Metro Cebu) | World Vision Development Foundation | Children in Emergencies Training |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/Community–Based Disaster Management |
| Region 08 | | |
| 28.Leyte | German Technical Cooperation (GTZ) | Disaster Preparedness |
| | Save the Children | Disaster Preparedness and Emergency Assistance |
| | Balay Rehabilitation Center, Inc (Balay) | Training on Rights of Internally Displaced Persons & Community– Based Disaster Management: Tacloban City |
| 29.Southern Leyte | Corporate Network for Disaster Response (CNDR) | Lobbying for disaster preparedness allocation, Research and Documentation on Disaster and Vulnerable Sectors, Multi-Hazard Risk Mapping, Simulation Exercises for Disaster Preparedness: Municipality of St Bernard |
| | Philippine National Red Cross (PNRC) | Integrated Community Disaster Preparedness Program |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training on Critical Stress Debriefing: Municipality of St Bernard |
| 30.Eastern Samar | | |
| 31.Northern Samar | | |
| 32.Western Samar (Catbalogan City) | German Technical Cooperation (GTZ) | Disaster Preparedness |
| Region 09 | | |
| 33.Zamboanga Del Sur | | |
| 34.Zamboanga Sibugay | World Vision Development Foundation | Children in Emergencies Training: Zamboanga City |
| 35.Zamboanga Del Norte (Dipolog City) | | |





| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|--|--|---|
| Region 10 | | |
| 36. Bukidnon (Malaybalay City) | Balay Rehabilitation Center, Inc (Balay) | Training on International Humanitarian Law and Rights of Internally Displaced Persons: Municipality of Don Carlos |
| Region 11 | | |
| 37. Davao Oriental (Mati) | | |
| Region 12 | | |
| 38. Sarangani (General Santos City) | | |
| Caraga Administrative Region (CARAGA) | | |
| 39. Agusan Del Sur | | |
| 40. Surigao Del Norte | Philippine National Red Cross (PNRC) | Integrated Community Disaster Preparedness Program |
| | World Vision Development Foundation | Children in Emergencies Training |
| 41. Surigao Del Sur | | |
| 42. Agusan Del Norte (Butuan City) | Philippine National Red Cross (PNRC), Agusan Del Norte–Butuan City Chapter | Barangay Disaster Response Team Training on Disaster Management for 25 coastal barangays of Agusan Del Norte |
| Autonomous Region in Muslim Mindanao (ARMM) | | |
| 43. Lanao Del Sur (Malabang) | | |



TABLE 2_ LIST OF NON-GOVERNMENT ORGANIZATIONS THAT HAVE IMPLEMENTED COMMUNITY-BASED DISASTER RISK MANAGEMENT (CBDRM) ACTIVITIES OUTSIDE OF THE IDENTIFIED AT RISK PROVINCES

| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|--------------------------------------|--|---|
| National Capital Region (NCR) | | |
| 1. Quezon City | Aksyon Bayan Kontra Disaster, Inc (ABKD) | Seminars in Community – Based Disaster Management Training on Micro – Finance for Disaster Victims |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/ Community–Based Disaster Management |
| 2. Taguig City | Philippine Relief and Development Services, Inc (PhilRADS) | Training–Seminar on Disaster Risk Reduction/ Community–Based Disaster Management |
| Region 04–B (MIMAROPA) | | |
| 3. Occidental Mindoro | Balay Rehabilitation Center, Inc (Balay) | Training on Rights of Internally Displaced Persons & Community– Based Disaster Management: San Jose City |
| 4. Palawan | Philippine National Red Cross (PNRC) | Integrated Community Disaster Preparedness Program |
| Region 05 | | |
| 5. Albay | Asian Disaster Preparedness Center | Integrating Disaster Risk Reduction (DRR) components and strategies in the Comprehensive Land Use Plan (CLUP) and in enhancing early warning system and evacuation procedures at the barangay level |
| | International Organization Migration (IOM) | Relief to Typhoon “Reming” victims by handling transport of relief supplies, construction materials and personnel, coordinated with government to improve living conditions of the displaced population |
| | Plan International | Albay Disaster Response Project: Enhancing School Community Safety Against Disasters: Municipalities of Cagraray, Batan, and Rapurapu |
| | Save The Children | Disaster Preparedness and Emergency Assistance: Municipalities of Guinobatan and Camalig |
| | World Vision Development Foundation | Albay Shelter Assistance Project: Municipalities of Sto Domingo, Bacacay and Malilipot |
| | Pampanga Disaster Response Network, Inc (PDRN) | Emergency Assistance towards Increasing the Disaster Management Capacity of Communities Affected by Typhoon Reming in the Bicol Region |
| | Philippine Relief and Development Services, Inc (PhilRADS) | Training on Critical Stress Debriefing: Municipality of St Bernard |
| 6. Camarines Sur | Accion Contra El Hambre | Disaster Risk Reduction through the reinforcement of coping capacities at local and sub-national level: Municipalities of Cabusao and Bato |
| | CARE Philippines | Emergency Response and Rehabilitation Assistance for the Affected Communities by Typhoon Durian: Municipality of Calabanga |



| REGION and PROVINCE | ORGANIZATION | CBDRM RELATED ACTIVITIES |
|---|---|---|
| (cont) Camarines Sur | International Organization of Migration (IOM) | Relief to Typhoon “Reming” victims by handling transport of relief supplies, construction materials and personnel, coordinated with government to improve living conditions of the displaced population |
| | Save The Children | Disaster Preparedness and Emergency Assistance: Municipalities of Nabua, Baao, and Buhi |
| | World Vision Development Foundation | Children in Emergencies Training |
| | Corporate Network for Disaster Response (CNDR) | Lobbying for disaster preparedness allocation, Research and Documentation on Disaster and Vulnerable Sectors, Multi-Hazard Risk Mapping, Simulation Exercises for Disaster Preparedness: Municipality of St Bernard |
| | Philippine National Red Cross (PNRC), Camarines Sur Chapter | Trainers Training on Disaster Management: Municipalities of Siruma, Presentacion, Balatan, Sagñay and Garchitorena |
| | | FamilyDisaster Preparedness Training: Municipality of Sipocot |
| | | Orientation on CBDRM for local officials of Bgy Del Pilar, Garchitorena |
| | | Training on Disaster Preparedness for Response Teams in 10 hazard-prone barangays: Municipality of Tigaoan |
| Region 06 | | |
| 7. Capiz | World Vision Development Foundation | Children in Emergencies Training |
| 8. Guimaras | Creative Community Foundation, Inc (CCF) | Community-Based Disaster Management/ Community Hazards Mapping: Barangay San Isidro, Municipality of Sibunag |
| Region 08 | | |
| 9. Biliran | German Technical Cooperation (GTZ) | Disaster Preparedness |
| Region 10 | | |
| 10.Camiguin | Center for Disaster Preparedness, Inc (CDP) | Community–Based Disaster Risk Management |
| Autonomous Region in Muslim Mindanao (ARMM) | | |
| 11.Maguindanao | Balay Rehabilitation Center, Inc (Balay) | Training on Rights of Internally Displaced Persons: Municipality of Upi |
| | Suara Kalilintad | Training on Disaster Preparedness: Municipality of Pangalungan |
| 12.Tawi–tawi | Balay Rehabilitation Center, Inc (Balay) | Training on Rights of Internally Displaced Persons and Community–Based Disaster Management: Municipality of Bongao |







Partnerships for Disaster Reduction - South East Asia (PDRSEA) is a multi-phased project implemented by UNESCAP and ADPC with funding support from the European Commission Humanitarian Aid Office (ECHO) since 2001. The Phase 4 of PDRSEA aims to institutionalize the effectiveness of CBDRM into socio-economic development process through strengthening of national and local capacity for the implementation of the Hyogo Framework for Action in order to build up community resilience in the project countries of Cambodia, Indonesia, the Philippines, and Viet Nam. The project activities involve in strengthening and institutionalizing CBDRM through local-level pilot activities, facilitating information dissemination through existing regional and national disaster risk management networks, enhancing ownership of CBDRM programs by developing the capacities of local authorities and promoting CBDRM through Disaster Management Practitioners' Forum.



The European Commission's humanitarian aid department (ECHO) was set up in 1992 to provide rapid and effective support to the victims of crises outside the European Union. Recognizing the importance of pre-emptive measures, ECHO launched its disaster preparedness programme, DIPECHO, in 1996. ECHO's disaster preparedness programme (DIPECHO) targets vulnerable communities living in the main disaster-prone regions of the world and aims to reduce the vulnerability of the population. Between 1996 and 2004, DIPECHO provided more than Å78 million for 319 projects worldwide. These demonstrate that simple and inexpensive preparatory measures, particularly those implemented by communities themselves, are extremely effective in limiting damage and saving lives when disaster strikes. DIPECHO funds support training, capacity-building, awareness-raising and early-warning projects as well the organisation of relief services. The programme has shown that even simple precautions can help save lives and property when disaster strikes. The funds are directed through ECHO and implemented by aid agencies working in the regions concerned. For more details, please visit http://ec.europa.eu/echo/index_en.htm



The United Nations Economic and Social Commission for Asia and Pacific (UNESCAP) is the regional arm of the United Nations Secretariat for the Asian and Pacific regions, located in Bangkok, Thailand. UNESCAP is committed to materialize the visions of the United Nations Millennium Declaration, which was adopted by the UN General Assembly in September 2000. The PDR-SEA project is being implemented jointly by UNESCAP and ADPC at the regional level. For more details, please visit <http://www.unescap.org>



The Asian Disaster Preparedness Center (ADPC), established in 1986 is a regional, inter-governmental, non-profit organization and resource center based in Bangkok, Thailand. ADPC is mandated to promote safer communities and sustainable development through the reduction of the impact of disasters in response to the needs of countries and communities in Asia and the Pacific by raising awareness, helping to establish and strengthen sustainable institutional mechanisms, enhancing knowledge and skills, and facilitating the exchange of information, experience and expertise. For more details, please visit <http://www.adpc.net>

