

Partnerships for Disaster Reduction-South East Asia
Phase 4

REGIONAL EXPERIENCES on the **INTEGRATION** of CBDRM into the **LOCAL DEVELOPMENT PLANNING** in **SOUTH EAST ASIA**

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Regional Experiences on the Integration of CBDRM into the Local Development Planning in South East Asia

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Partnerships for Disaster Reduction-South East Asia
Phase 4

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

INTRODUCTION

BACKGROUND

PDR-SEA4: a two-pronged strategy using strategic planning and community based disaster risk management

ECHO-funded project Partnership for Disaster Reduction-Southeast Asia (PDR-SEA) has been fully engaging in the institutionalization of community-based disaster risk management (CBDRM) into socio-economic development policy and planning in Southeast Asia. From its inception in 2001 up to the current phase, the project has made significant achievements in terms of awareness-raising, improved national and local capacities for CBDRM, involvement of communities in CBDRM, and mainstreaming of CBDRM into development planning and policies. The current phase, PDR-SEA4, which commenced in February 2007, aims to enhance the national capacity on CBDRM for effective implementation of the Hyogo Framework for Action (HFA) to build the resilience of communities in disaster-prone areas in project countries in the region.

The first prong of the PDR-SEA4 framework provides for the application of strategic planning and management approach in institutionalizing CBDRM into national socio-economic development policy planning. It strengthens the capacities of national institutions in strategic planning and management through workshop, training, field study, regional networking, and advocacy. The process of developing national strategic plans on CBDRM in the Philippines, Viet Nam and Cambodia involved a multi-stakeholder platform - top level government leaders, related line ministries, NGOs with disaster management activities, local governments, organizations at grass-roots level, international donor agencies, and other related stakeholders. – thus, avoiding the pitfalls of the traditional top- down approach such as lack of project ownership, irrelevance of project design to local needs, non-cooperation between project stakeholders, and low level participation of project beneficiaries. The national strategic planning workshops and consultation meetings held in these four countries led to the formulation of national strategic plans on CBDRM for legislative and executive approval. These plans have combined objectives of enhancing the ownership of NDMOs, mobilizing resources and support from key stakeholders, improving domestic DRM coordination and ensuring the practicability of the actions at grass-roots level for building the resilience of communities.

The second prong of this strategy lies in the implementation of the pilot projects in prospective communities at-risk in the Philippines and Viet Nam. Local institutions and community organizations are considered major stakeholders in disaster risk management

institutional mechanisms for CBDRM in national socio-economic development planning process is vital to ensuring the security of people and protecting their assets during disasters

activities, and as such, they should be involved in risk identification, risk analysis, risk prioritization, risk treatment, and monitoring and evaluation in respective communities. The pilot projects are instructive in establishing good practices at the local level and in providing momentum for other at-risk communities to adopt similar CBDRM measures. Good practices in project implementation allow stakeholders to learn from their experiences and lessons, and provide guidance to replicate these efforts in other at-risk communities using a combined approach of multistakeholdership, strategic planning, and joint implementation mechanisms.

The success of the implementation is hinged to a large extent on community ownership and local management to ensure the achievement of planned objectives and sustainability of the disaster risk management projects. In the long term, these activities are intended to equip stakeholders with capacities in planning, implementation and sustainability of and policy advocacy.

CBDRM for poverty reduction

PDR-SEA4 is designed with a poverty reduction component in the implementation of its CBDRM activities in target at-risk areas. This component recognizes that poverty reduction remains to be a huge development challenge for Southeast Asian countries. Recent statistics on poverty confirm that by 2002, millions are still under the extreme poverty line of US \$1 a day: 16 million poor people in Indonesia, 12 million in the Philippines, 10 million in Viet Nam, and 4.2 million in Cambodia. These four countries are also among those that have very high exposure to frequent natural disasters hazards worldwide. Of the four, Indonesia is most vulnerable to floods at the rate of 2.48 events per year from 1980-2000 and earthquakes with 1.62 events/year, while the three countries have high exposure to frequent floods and tropical cyclones each year.¹

In a context of high poverty incidence aggravated by frequent exposure to natural disasters, putting in place institutional mechanisms for CBDRM in national socio-economic development planning process is vital to ensuring the security of people and protecting their assets during disasters. Recent and ongoing efforts of ECHO and other development organizations in the area of mainstreaming disaster risk management show the importance of integrating DRM in development planning as a strategy to help communities and stakeholders to cope with recurrent disasters, save lives and properties, and alleviate poverty.

¹ UNDP, A Global Report -Reducing Disaster Risk: a Challenge for Development, 2004, p 143.

With the global climate change affecting the frequency and rising intensity of extreme weather-related disaster events, developing countries such as those in Southeast Asia need to develop these national strategies on disaster risk management.

PURPOSE OF THE REPORT

This report provides a synthesis of the implementation of PDR-SEA4 Result 2 entitled, “Improved national capacity in the integration of CBDRM into the planning and programming of local development for better disaster risk management through the implementation of pilot projects in two selected countries of Philippines and Viet Nam”, and lessons learned from country experiences in integrating CBDRM into the planning and programming of local authorities in Southeast Asia. The recommendations submitted in the report offer ways by which local authorities can integrate CBDRM in the local development planning process and promote CBDRM practices in broader areas.

Further, the synthesis report shall form part of the papers for the 5th Southeast Asia Regional Disaster Management Practitioners Workshop in April 2008 and will be used by practitioners to advocate for legal and executive policies to expand the coverage of CBDRM in disaster-prone communities in Southeast Asia.

SCOPE OF THE REPORT

The report covers the implementation of PDR-SEA4 pilot projects in the Philippines and Vietnam. Related experiences of other countries were also cited as learning points on CBDRM and were gathered through workshops, strategic planning, discussions among project partners, secondary literature review and internet research. The research method used in the report did not include direct observation and analysis of post-project impacts.



Map source: <http://www.lib.utexas.edu>

THE PHILIPPINE EXPERIENCE

FORMULATION AND PREPARATION PROCESS FOR STRATEGIC PLANNING

The Office for Civil Defence (OCD) recognizes the importance and effectiveness of using pilot projects in promoting CBDRM, and has the potential of promoting ownership in planning and project implementation. Goal 2 of the strategic plan on CBDRM states the “establishment of an effective system to integration CBDRM into local development planning through pilot project and its replications”, complementing Goal 1, which aims to institutionalize CBDRM into development planning.

The pilot project approach in the Philippines demonstrates that the mix of institutionalization and up scaling of CBDRM through mainstreaming into local development plans and programs can serve as an effective demonstration of integration of disaster-risk management into the local development planning within the existing legal and institutional framework of DRM in the Philippines.

To ensure ownership and participation of in the formulation process of the pilot projects, OCD established the inter-agency task force, Project Management Committee (PMC), comprised of line ministries, local authorities and major practitioners in Philippines. PMC organized preparatory internal consultative meetings in September 2007 to map out a series of proposed key activities for the implementation of the pilot projects. Based on the consultative meetings, the following key activities are identified:

- Formulation of the framework for pilot projects through participatory planning
- Consultation for development of work programmes and strategies to support CBDRM
- Development of detailed work plans for implementing the pilot projects
- Arrangement of implementation of the detailed work plans with local Authorities
- Design the training plan for local authorities and other stakeholders
- Preparation for organization of a National Advocacy Workshop with development policy makers

SELECTION OF PILOT PROJECT SITES

The Project Management Committee (PMC), in close consultation with key stakeholders, formulated five criteria for the selection of pilot project areas while consolidating the Philippines's experiences and conditions, listed hereunder.

- Presence of existing CBDRM programme in the area;
- Presence of an institutionalized Disaster Management office at the provincial level;
- High poverty incidence rate;
- Hazard-prone;
- Geographically accessible by land and air

Using the five criteria, OCD selected the municipality of Camalig – a disaster-prone municipality and the poorest in Albay with a population of about 70,000 people - as the specific pilot project area for CBDRM through the consultation with its Regional Disaster Coordination Council (RDCC) of Bicol and Governor of the Province of Albay, who is the head of the Provincial Disaster Coordinating Council of Albay by the DM law.

PREPARATION FOR THE IMPLEMENTATION

Local authorities in the municipality of Camalig, in Albay Province had recognized the importance of ownership in the promotion of CBDRM and shown their willingness to be champion CBDRM in the Philippines.

As an immediate follow-up action, the Regional Disaster Coordinating Council (RDCC) of Bicol and the Provincial Disaster Coordinating Council (PDCC) of Albay drafted a joint project proposal on a CBDRM pilot project, which will be discussed with OCD and other stakeholders. The pilot project provided for three components : (1) physical and institutional capacity development with the budget officer, vice mayor and concerned local legislators and other disaster management offices as key stakeholders ; (2) integration of disaster-risk management (DRR) into revision of Camalig Comprehensive Land Use Plan (CLUP) with key actors - provincial and local planning chiefs and staff; and (3) protocol for early warning system and evacuation procedures development with village chiefs and legislative councils, indigenous community leaders, local radio and communication groups, etc.

Provincial Disaster Coordinating Council (PDCC) of Albay and OCD also jointly drafted the work plan, which describes the scope, potential targets, roles and responsibilities and modalities for the pilot project. The key activities stated in the work plan are listed hereunder:

- Establishment of a local stakeholders committee with clearly defined roles and responsibilities to support CBDRM activities;
- Setting up of a community-based early warning system;
- Setting up of a community level information center with strong linkages to Early Warning Systems;

- Joint activity with regional and provincial planning institutions to identify possible areas where CBDRM can be integrated into local development planning activities.

After the first meeting, OCD and PDCC organized a planning workshop on 11-12 September 2007 to finalize the implementation arrangements of the pilot project, and to finalize the draft work plan, in consultation with various stakeholders, including the regional office of the National Economic and Development Authority (NEDA), regional office of the Department of Interior and Local Government, the planning office of Albay Province and other authorities of at-risk municipalities. The National Economic Development Agency (NEDA), the Philippines' national advisory agency for economic planning, was particularly involved because the design of the pilot project had to be made consistent with NEDA's conceptual framework on the linkage between disasters and development. NEDA's assistance was in the area of institutional reforms, which would facilitate the proper integration of CNDRM initiatives into existing development plans. OCD and PDCC-Albay also organized consultation meetings to decide on the decision-making process for the pilot project and to formulate strategies for resource mobilization and stakeholders' participation in the target communities.

IMPLEMENTATION

Local authorities and the PDCC took the lead to implement the pilot project by harmonizing the existing CBDRM modules and developing a three-day course training syllabus on CBDRM for local authorities in the pilot project area. The CBDRM training syllabus has three themes: (a) integration of local and scientific knowledge on hazard, (b) mainstreaming CBDRM into local development plans, and (c) CBDRM integration in practice. The modules were designed to organize a critical mass of CBDRM advocates at various administrative levels (regional, provincial and barangay). From January to February 2008, a series of meetings were held with the provincial government of Albay to finalize the draft local resolution establishing the Camalig Public Safety and Emergency Management Office Advocacy Plan to ensure support of local legislators on institutionalizing a disaster management office, (b) to develop collectively a revised tool in enhancing development of land use plan with DRR perspective, and (c) to formulate the village level hazard and vulnerability maps, communication protocol and evacuation procedure plan as inputs in enhancing local development plans.

In February 2008, the Civil Defense Regional Office in Albay province, having recognized the effectiveness of pilot project for the promotion of CBDRM, had replicated the pilot project in three other communities in the municipalities of Daraga and Guinobatan, both in Albay, and in the municipality of Irsosin, in Sorsogon Province. Higher level support include the request conveyed by the Governor of Albay to UNESCAP-ADPC to assist them in replicating the pilot project in other communities. The results of the pilot project activities will be presented in the National Advocacy Workshop in March 2008.



Map source: <http://www.lib.utexas.edu>

THE VIET NAM EXPERIENCE

FORMULATING AND PREPARING PROCESS

In the consultative meeting with UNESCAP-ADPC in August 2007, the Central Committee for Flood and Storm Control (CCFSC) in Viet Nam recognized the importance of a pilot project to replicate good practices on CBDRM and to provide local authorities the momentum to pursue CBDRM promotion activities. The pilot project approach was also expected to play a complementary role to the top-down approach of institutionalizing CBDRM into national development policy, and to ensure the full engagement of the community with the concerned commune committees for storm and flood control.

To ensure its commitment for pilot project, CCFSC established a project team headed by Nuoi, Deputy Secretary General of standing committee of CCFSC to prepare and implement the pilot project. The pilot project component was consolidated in the strategic plan as the second specific goal of formulating a CBDRM modal project for replication. The initial action plan that was drafted by the PDRSEA incorporated key activities for its successful implementation and replication in the pilot sites, among them the establishment of a community risk reduction fund, a community-based early warning system and a community level information center with strong linkages to the early warning systems and joint planning activities with district planning institutions for the integration of CBDRM into local development planning activities.

Aside from identifying key activities, the PDRSEA team also formulated selection criteria for the pilot projects sites, which took into consideration current efforts and knowledge on disaster risk management in Viet Nam. To qualify as a pilot project site, four criteria were set: (1) flood-prone; high poverty incidence; presence of existing partnership arrangements between national government agencies and disaster practitioners working in the area; and willingness and commitment of the local government to participate in the pilot project.

SELECTION OF PILOT PROJECTS' SITES

Based on the four criteria of selection, the CCFSC selected the district of Than Binh, Province of Dong Thap as pilot projects site, which are known to be disaster-prone to floods and typhoons.

PREPARATION FOR IMPLEMENTATION

Closely collaborating with both local authorities and UNESCAP-ADPC, the CCFSC played a key role in the preparatory process for the implementation of the pilot project. In preparing the criteria for the CBDRM model project, CCFSC also organized consultative meetings to design the work plan and identify the roles of local authorities and other local stakeholders, developed the format for the pilot project proposal, action plans and manuals for effective storm and flood control, and mobilized multi-stakeholder participation in the pilot project through meetings and workshops on pilot project development: conceptual framework organized in November 2007.

IMPLEMENTATION

This pilot initiative is being undertaken in the District of Thanh Binh, Province of Dong Thap and jointly implemented with the CCSFC field offices., The CCSFC Dong Thap Province Office organized a district consultative workshop on 22 January 2008 to inform local about the National Guidelines for Flood and Storm Preparedness, to mobilize local key stakeholders to take actively identify specific hazards and actions for the successful implementation of the guidelines.

In compliance with the National Guidelines for Flood and Storm Preparedness, the provincial office of Dong Thap organized a training course on CBDRM for commune leaders from 23-25 January 2008. The workshop was also meant to strengthen the link of workshop outputs with specific follow-up actions in the their local development planning process at the commune and household levels.

CBDRM EXPERIENCES IN OTHER COUNTRIES: THE CASE OF INDONESIA AND NAMIBIA



Map source: <http://www.lib.utexas.edu>

- Preventing Drought-Induced Food Shortage in Southeastern Indonesia
- PMPB - Community Association for Disaster Management (In partnership with Yayasan Pikul)

THE CASE OF INDONESIA: COMBINING SCIENCE AND INDIGENOUS KNOWLEDGE TO BUILD A COMMUNITY-BASED EARLY WARNING SYSTEM

The initiative

This current initiative in Indonesia focuses on building a monitoring system for food security and livelihood through Community-Based Disaster Risk Management (CBDRM). The initiative was launched in 2005 after the local NGO Yayasan Pikul had gathered some information on communities that were at risk of food shortage. The initiative is designed as a three to five-year programme in Sikka Distric, West East Timor.

Implementing partners are Yayasan Pikul and the Kupang Community Association for Disaster Management - known locally as PMPB –Kupang - and supported by local farmers themselves. They all operate directly at kecamatan (village) level using the Participatory Risk Assessment (PRA) approach.

The major objectives are in the areas of awareness-raising, community early warning system, and advocacy:

1. Awareness: Raising awareness to the extent that the community develops its own indicators to monitor food security and livelihood;
2. Community early warning system: Ensuring that the community develops its own early warning system to prepare for food shortage;
3. Advocacy: Advocating for the government to promote appropriate agricultural systems Eastern Nusa Tenggara conditions.

Goal and Objectives

East Nusa Tenggara in Southeastern Indonesia has a three-month rainy season and a nine-month drought season. Over the last 100 years or so, food shortage has invariably characterized its drought season, as lack of climate-related knowledge and information within the local population often leads to crop failure.

The goal of the project is to prevent food shortage during the prolonged drought. As such, its intended outcome is the establishment of a food shortage prevention mechanism that increases community resilience to drought

Outcomes and Activities

The key components of this initiative are: (1) Participatory Risk Assessment (PRA); (2) community gathering; (3) capacity building for local farmers by sending them to learn in other places; (4) assistance in the development of the early warning system; and (5) national government advocacy.

There are two concrete and verifiable outcomes of this initiative:

- The 13 local farmers targeted who have acquired the capacity to manage dry lands have their own early warning system and know what issues to refer to the government.
- The community early warning system has been built through locally developed monitoring indicators for food security and livelihood through a participatory approach.

The initiative as a good practice

This initiative is a good practice because it was initiated by the community to address crop failures resulting from inappropriate agricultural approaches from Java Island, which were not suitable to drought-prone East Nusa Tenggara. It also incorporates indigenous knowledge and develops mechanisms that help prevent food shortage, in the long-term building the community's resilience to prolonged drought.

The innovative element of this initiative is that it has developed a community early warning system combining both modern science and indigenous knowledge. A key success factor is the involvement of local people and their knowledge of their local agricultural conditions.

Lessons Learned

The experience in Indonesia demonstrates that local communities have basic capacity to undertake CBDRM implementation. Other capacities need to be developed to support a long-term program implementation. Challenges in implementation were identified in sustainable support for the project and the harmonization of efforts and approaches by NGOs. On sustainable support, it has been noted that many of the CBDRM activities are being financed by the farmers. While this may be considered positive and ideal for the sustainability of the project, supporting a three to five year programme is a real challenge for farmers who are faced with risks of food shortage. External support is needed to ensure that the entire initiative does not collapse because of the lack of funding; hence, efforts are under way to identify donors. On coordination among non-government organizations, it has been observed that NGOs bring with specific approaches, thus creating confusion among project beneficiaries

Potential for Replication

The practice can be easily replicated in communities living in areas that highly prone to prolonged drought. Potential for replication can be improved by establishing a joint secretariat of implementers – NGOs and the national government; linking crop failures to macro socio-economic issues of population growth, shift in production and consumption patterns; and improving the knowledge of community members to enable a more participatory assessment of the area's environmental context (ISDR, 2007: 26).



Map source: <http://www.lib.utexas.edu>

- Community Organization: The Essential Basis for Community-Based Disaster Risk Reduction and Management
- Desert Research Foundation of Namibia (DRFN)

THE CASE OF NAMIBIA: SUPPORTING LOCAL DECISION-MAKING WITH INTER-COMMUNITY PLATFORM AND LOCAL-LEVEL MONITORING

Context and approach

Drought and desertification are slow-onset disasters that impact on livelihoods of people living in drylands. They are often exacerbated by poverty and a naturally variable climate, and compounded by lack of organization in the communities affected. With increasing population, urbanization, climate change, evolving policy and political frameworks and other pressures, capacity of drylands residents to cope with and adapt to natural climate variability and intervening extreme events is diminished. Increased understanding of variable natural environmental conditions and potential effects of climate change, enhanced cooperation amongst the growing population, appropriate organizational and communication structures and community-based monitoring to support local decision making are all essential components of community-based disaster management and risk reduction.

In Namibia, in Southwestern Africa, an approach known as “Forums for Integrated Resource Management” has provided the platform for organization and communication within and amongst communities. This approach has contributed to placing communities at the centre of their own development. Whether based, inter alia, on a water point committee or a farmers’ association, the approach strengthens capacity amongst the community to coordinate their own activities in conjunction with service providers through planning, monitoring and adjustment of mutually agreed upon development plans.

To support information exchange and decision making, an approach known as “Local Level Monitoring” is designed by communities with support from service providers. Communities identify relevant indicators to monitor their livelihoods including key environmental elements. Service providers contribute to design of a monitoring and information capturing system. The communities discuss the results, analyze them and use them where appropriate for decision making. This provides a tool for identification of environmental changes affecting livelihoods that may be based on management actions, climate variability, policy changes or other factors. At the same time, this information can be used to identify and track evolving drought and decreasing productivity and apply the results to decision making related to coping with the identified risks (ISDR, 2007: 41).

Potential for Replication

If the implementers and the communities and the government structure all have the will and the time and the interest, it would be easy to replicate this project. Governments are usually interested in DRR but do not know how to reach local communities in a non-bureaucratic manner. Governments often want to support local development but forget the step of helping communities to organize and gain capacity so they can participate fully in their own development. FIRM represents a communication platform between decision makers, communities and service providers and research workers and others contributing to addressing drought and desertification, slow-onset disasters prevalent in the region.

However, to replicate this project in a different context, the tacit support of government and the appropriate policy framework supporting participation should be in place. The establishment of some sort of communication platform, such as FIRM, requires attention. Full participation from the communities themselves is essential and not the usual top-down approach (ibid: 41)

SYNTHESIS OF EXPERIENCES

CBDRM FOR ECONOMIC DEVELOPMENT AND POVERTY REDUCTION

Poverty reduction can not be done without economic development. In Southeast Asia, benefiting from the rapid economic growth in 1990s and the early of 2000s, even with the financial crisis in 1997, poverty reduction had achieved significant advancement. The number of extreme poor had been reduced from 94.3 million in 1990 to 45.9 million in 2002². And this achievement can be identified in almost each country in this region.

Poverty reduction could be an inherent part of the economic development in developing countries, which depends much on the national and local development policy and programming. In rural economies, community based approach for economic development is one of the most effective ways for poverty eradication (FAO, 2004)³, which have been broadly adopted in the development policy-making process in developing countries, and implemented in fields in Philippines, Mozambique, India and other countries as well. In respect of disaster risk management, community based approach is also one of the best ways for disaster management at grassroots level, with multiple successful pilots and projects in Viet Nam, Bangladesh, Peru, etc (ISDR, 2007)⁴. For poverty reduction, community based approach could serve the communities by integrating disaster risk management and rural development, which would increase local communities' resilience to cope with catastrophic shocks, build on relief as an opportunity to initiate longer term development, and improve coordination among stakeholders.

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² ADB, key Indicators of Developing Asian and Pacific Countries, 2004, p. 41

³ FAO, The Role of Local Institutions in Reducing Vulnerability to Recurrent Natural Disasters and in Sustainable Livelihoods Development, 2004

⁴ ISDR, Building Disaster Resilient Communities: Good Practices and Lessons Learned, 2007

CBDRM AS A HOLISTIC APPROACH TO COMMUNITY DISASTER REDUCTION

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).

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.

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.

LINKING CBDRM TO LEGAL AND INSTITUTIONAL FRAMEWORK

Experiences in the Philippines showed that almost all NGOs recognized 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. In addition, 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.

Recognizing the importance of legislative bodies and planning institutions to promote CBDRM, organizations belonging to the Victims of Disasters and Calamities (VDC) Sector of the National Anti-Poverty Commission (NAPC)

are actively lobbying and advocating for legislation relative to CBDRM, on policy reforms at the national level.

LESSONS LEARNED FROM INTEGRATION EXPERIENCES

The experiences of the pilot project in the Philippines, as well as other CBDRM efforts in other Southeast Asian countries, clearly showed that the implementation of CBDRM projects and activities involve both the commitment of community residents and the structures of government at all levels. However, bigger responsibility falls on the government since it is the structure that has the prime responsibility to manage disasters and its risks.

In the Philippines, the Local Government Code of 1991 defines local government units (LGUs) as both politic body and corporate. On this platform, LGUs are at the forefront of providing much needed support structures to sustain CBDRM initiatives in their locality. One such structure is the local disaster coordinating councils (LDCCs), which is mandated by law to be an essential part of the Philippine Disaster Management System (PDMS). The other is the local development councils (LDCs), which 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 (Local Government Code of 1991)

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. Within this framework of functions, disaster risk management NGOs have recognized that the LDC is the arena to integrated an pursue disaster risk management activities as a component of the overall 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 culminating into a zoning ordinance that is enacted by the local legislative body. Hazard and risk mapping is considered by CBDRM practitioners to be an essential tool for zoning of LGUs. Meanwhile, the Comprehensive Development Plan (CDP) promotes the general welfare of residents and the responsibility for this plan is given to the local development council. It also 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.

The pilot project of PDR-SEA 4 was conceived and implemented to demonstrate the practical implementation of the rationalized planning system for CBDRM using participatory processes. The people are given the opportunity to be active stakeholders.



CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The implementation of the pilot projects on the integration of CBDRM into local development planning in the Philippines and Viet Nam had been designed to address challenges and opportunities in the institutional and legal frameworks in these countries. Commitment and ownership of participating institutions in the process are reflected in the formulated strategic plans. The institutional partnerships in the Philippines show the commitment of national governments like the Office of Civil Defence and the National Disaster Coordinating Council in the national strategic plan and for the pilot project, and the maturity of legal and institutional frameworks to support CBDRM. These conditions had enabled OCD and its project team to overcome various obstacles despite the delay in the commencement of the pilot project. In Viet Nam, the strong support of the partnership and particularly the ECHO Advocacy Network Initiative (DANI), had created good opportunities for the advancement of the pilot project despite the long delay in the commencement of the implementation due to differences in the perception of priorities in the key activities.

The experiences in these two countries clearly indicate the need to have a longer time frame for the pilot project. In Indonesia, while project successes are starting to become evident, challenges in sustainability remains as farmers alone cannot sustainably run the pilot project without external support.

RECOMMENDATIONS

The initial achievements of the two pilot projects in the Philippines and Viet Nam illustrate the need to strengthen the respective national platforms and broaden opportunities to move CBDRM initiatives into a new stage of legal and institutional framework development. As these achievements are expected to have important implications at the regional level, it is recommended that more regional efforts be made on this subject.

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Partnerships for Disaster Reduction - South East Asia (PDR-SEA) is a multi-phased project implemented by UNESCAP and ADPC with funding support from the European Commission Humanitarian Aid department (ECHO) since 2001. The Phase 4 of PDR-SEA aims to institutionalise 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 institutionalising 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 Humanitarian Aid department (ECHO) was set up in 1992 to provide rapid and effective support to the victims of crises outside the European Union. Recognising the importance of pre-emptive measures, ECHO launched its disaster preparedness programme, DIPECHO, in 1996. Disaster Preparedness ECHO 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, ECHO provided more than 78 million Euro 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. ECHO 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 materialise 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 organisation 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>

Partnerships for Disaster Reduction-
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Phase 4

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