

Asian Disaster Preparedness Center

European Commission

Sustainable Development and Water Resources Section

United Nations Economic and Social Commission for Asia and the Pacific I

REGIONAL EXPERIENCES ON THE INTEGRATION OF CBDRM INTO THE LOCAL DEVELOPMENT PLANNING IN SOUTHEAST ASIA

Emmanuel Torrente,
Jicheng Zhang and Ti Le-Huu

adpc



TABLE OF CONTENTS

- 1 INTRODUCTION
- 1 BACKGROUND
 - 1 PDR-SEA4: a two-pronged strategy with strategic planning and community based disaster risk management
 - 2 CBDRM for poverty reduction
- 3 PURPOSE OF THE REPORT
- 3 SCOPE OF THE REPORT

- 4 EXPERIENCES IN THE PHILIPPINES
 - 4 FORMULATING AND PREPARING PROCESS, WHICH IS PART OF THE STRATEGIC PLANNING
 - 5 SELECTION OF PILOT PROJECT’S SITES
 - 5 PREPARATION FOR THE IMPLEMENTATION
 - 6 IMPLEMENTATION

- 7 EXPERIENCES IN VIET NAM
 - 7 FORMULATING AND PREPARING PROCESS
 - 7 SELECTION OF PILOT PROJECTS’ SITES
 - 8 PREPARATION FOR IMPLEMENTATION
 - 8 IMPLEMENTATION

- 9 EXPERIENCES IN OTHER COUNTRIES
 - 9 CASE 1.INDONESIA: COMBINING SCIENCE AND INDIGENOUS KNOWLEDGE TO BUILD A COMMUNITY EARLY WARNING SYSTEM
 - 9 The initiative
 - 9 Goal and Objectives
 - 9 Outcomes and Activities
 - 10 The good practice
 - 10 Lessons Learned
 - 10 Potential for Replication
 - 11 CASES 2.NAMIBIA: SUPPORTING LOCAL DECISION MAKING WITH INTER-COMMUNITY PLATFORM AND LOCAL-LEVEL MONITORING
 - 11 Context and approach
 - 12 Potential for Replication

13	SYNTHESIS OF EXPERIENCES
13	CBDRM FOR ECONOMIC DEVELOPMENT AND POVERTY REDUCTION
14	CBDRM AS A HOLISTIC APPROACH TO COMMUNITY DISASTER REDUCTION
14	LINKING CBDRM TO LEGAL AND INSTITUTIONAL FRAMEWORK
15	LESSONS LEARNED FROM INTEGRATION EXPERIENCES
17	CONCLUSIONS AND RECOMMENDATIONS
17	CONCLUSIONS
17	RECOMMENDATIONS

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

Emmanuel Torrente, Jicheng Zhang and Ti Le-Huu^{ff}

Sustainable Development and Water Resources Section
United Nations Economic and Social Commission for Asia
and the Pacific I

^{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

BACKGROUND

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

DIPECHO funded Partnership for Disaster Reduction- Southeast Asia (PDR-SEA) has been fully engaging in institutionalizing community-based disaster risk management (CBDRM) into socio-economic development policy and planning in project countries in Southeast Asia. In close cooperation with governments, civil societies, and communities, from phase 1 in 2001 up to phase 4 at present, PDR-SEA has made measurable achievements in raising awareness, improving national and local capacities of CBDRM, involving communities' participation and mainstreaming CBDRM into development planning and policies. The current phase PDR-SEA4 commenced from February 2007 with main objective to enhance the national capacity on CBDRM for effective implementation of Hyogo Framework for Action (HFA) to build up resilience of communities in disaster prone areas in project countries.

Within the framework of PDR-SEA4, strategic planning and management approach is well applied in institutionalizing CBDRM into national socio-economic development policy planning. PDR-SEA4 takes actions to build up the national capacities in strategic planning and management 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 stakeholders: 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 as well. This extensively involved participation corrected some of the critical defects of traditional top-down approach, such as of lack of ownership, irrelevancy to the local needs, turf-wars among key stakeholders, and low level participation of project beneficiaries. The national strategic planning workshops and consultation meetings held in Philippines, Viet Nam and Cambodia formulated the national strategic plans on CBDRM for legislative and executive approval, with commonly-agreed 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 up resilience of communities.

The other prong of this strategy lies in implementing pilot projects, which are under process in selected communities at-risk in Philippines and Viet Nam. Local institutions and community organizations are owners of disaster risk management activities,

Institutionalizing CBDRM into national socio-economic development planning is vital to ensuring the security of people and assets from disaster risks and keeping the poverty reduction and other development from the disruptions of disaster events

such as risk identification, risk analysis, risk prioritization, risk treatment, and monitoring and evaluation in respective communities. Community ownership and local management are placed as key success factors for achieving the planned objectives and sustainability of the disaster risk management projects, therefore, building up communities' capacity in planning, implementing and sustaining disaster risk management activities and advocating for favorable policy environment is of critical importance in these pilot projects. In addition, these pilots are with objectives of establishing good practices at local level and providing momentum for other at-risk communities to take actions on CBDRM as well. Learning from the experiences and lessons of the past and other areas, these pilots are designed in friendly-to-copy modalities, and implemented in cooperation with experienced local NGOs and other civil society organizations for providing technical assistance and facilitating other implementations in communities.

CBDRM for poverty reduction

PDR-SEA4 is always with a view of contributing to poverty reduction through the implementation of CBDRM in at-risk communities. Poverty reduction as a development challenge is confronting most of the countries in Southeast Asia. The recent statistics present that by 2002 there were still around 16 million poor people living under the extreme poverty line of USD 1 a day in Indonesia, 12 million in Philippines, 10 million in Viet Nam, and 4.2 million in Cambodia. And these four countries are of those who are exposed to most frequent natural disasters hazards worldwide. Indonesia is one of the countries suffers the most frequent from floods (2.48 events/year, 1980-2000) and earthquakes (1.62 events/year, 1980-2000), and the other three countries are exposed to highly frequent floods and tropical cyclones each year.¹

Institutionalizing CBDRM into national socio-economic development planning is vital to ensuring the security of people and assets from disaster risks and keeping the poverty reduction and other development from the disruptions of disaster events. The recent and ongoing effort of DIPECHO and other development organizations on mainstreaming disaster risk management (DRM) into development policies and planning have been reiterating the message that DRM should be integrated into development planning for coping with recurrent disasters, saving lives and assets, alleviating poverty, and finally ensuring sustainable socio-economic development on the track. Disaster risk management is especially imperative for developing countries with recurrent disaster events, such as those in Southeast Asia. As the global climate change makes increasing frequency and rising intensity

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

of extreme weather related disaster events, developing countries need to develop national strategies to integrate disaster risk management into development planning for poverty alleviation.

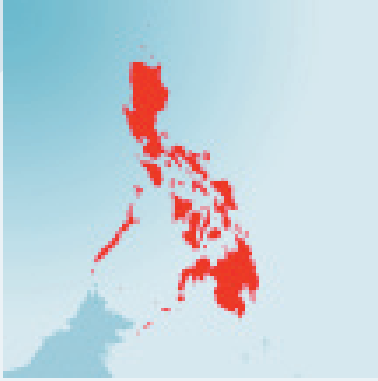
PURPOSE OF THE REPORT

This synthesized report shall be submitted to the upcoming 5th Southeast Asia Regional Disaster Management Practitioners Workshop in April as a topic paper for discussion. The finalized regional 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, and this experience could be especially practical for local authorities in integrating CBDRM into local development planning and expanding CBDRM to more at-risk communities.

This report intends to consolidate the implementation of PDR-SEA4 Result 2 "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 to conclude the experiences and lessons learned in integrating CBDRM into the planning and programming of local authorities in Southeast Asia. Recommendations explore the possible improvement and advancement ahead to further convince local authorities to integrate CBDRM in the local development planning and to promote CBDRM practices in broader areas.

SCOPE OF THE REPORT

As PDR-SEA4 pilot projects involves in two countries in Southeast Asia, this synthesis report covers the implementation in the two countries as well, namely, Philippines, and Viet Nam. Experiences from other countries are supplements as extended learning points on CBDRM. The information and data employed in this report are approached through attending workshop, participating in strategic planning and implementing, exchanging work emails among project partners, reviewing minutes of meetings, and searching supporting data through internet. As far as the available data concerned, desk reviews up to the finish date of PDR-SEA4 are the main data source. Therefore, lack of observation data and post-project impacts consist of main limitations of data collecting.



EXPERIENCES IN THE PHILIPPINES

FORMULATING AND PREPARING PROCESS, WHICH IS PART OF THE STRATEGIC PLANNING

OCD recognized the importance and effectiveness of pilot project in promoting CBDRM and showed the willingness to take necessary steps to demonstrate its ownership through the planning & implementation of the pilot project on CBDRM in selected communities within the framework of PDR SEA 4.

OCD's ownership and willingness was demonstrated in Goal 2 of the strategic plan on CBDRM as "the establishment of an effective system to integration CBDRM into local development planning through pilot project and its replications" OCD designed the pilot project as the complementary part to the Goal 1 of strategic plan which aims at institutionalizing CBDRM into national development planning.

The pilot project approach aims at demonstrating the institutionalization and up scaling of CBDRM through mainstreaming into local development plans and programs, and is expected to serve as examples for effective integration of disaster risk management into the local development planning within the existing legal and institutional framework of DRM of the Philippines.

In order to ensure its ownership and promote key national stakeholders' participation in the formulation process of the pilot projects, OCD established the inter-agency task force named the Project Management Committee (PMC), which is comprised of line Ministries, local authorities and major practitioners in Philippines. As a preparatory step, PMC organized internal consultative meetings in September 2007 to map out a series of tentative key activities for implementation of the pilot projects of integrating CBDRM into local development planning. The expected key activities are as follows;

- 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'S SITES

PMC, in close consultation with key stakeholders, formulated the following criteria for the selection of pilot project areas while consolidating the Philippines's experiences and conditions.

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

Under the above criteria, OCD selected Municipality of Camalig with population of about 70,000 people, the poorest and disaster prone municipality in Albay Province 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 Municipality of Camalig, Albay Province recognized the importance of ownership for the promotion of CBDRM and showed its willingness to be a champion in CBDRM in Philippines.

As a follow up actions to be a champion on CBDRM, the RDCC of Bicol and the Provincial Disaster Coordinating Council of Albay drafted a joint project proposal on pilot project for discussion with OCD and other stakeholders. The pilot project focused on 3 components : (1) physical and institutional capacity development with the following as key actors: budget officer, vice mayor and concerned local legislators and other disaster management office (2) integration of DRR into revision of Camalig Comprehensive Land Use Plan (CLUP) with key actors namely the provincial and local planning chiefs and staff; and (3) protocol for early warning system and evacuation procedures development with key actors namely 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. The key activities stated in the work plan are as follows:

- to establish a local stakeholders committee to support CBDRM activities with clear defined roles and responsibilities for each of them;

- to set up a community based early warning system;
- to set up a community level information center with strong linkages to Early Warning Systems;
- to identify possible areas of integrating CBDRM into local development planning activities through engagement with provincial and regional planning institutions.

Subsequently OCD and PDCC organized a planning workshop on 11-12 September 2007 in order to arrange the implementation of the pilot project, and to finalize the drafted work plan through the consultation with multi stakeholders, particularly with the Regional Office of the National Economic and Development Authority (NEDA), Regional Office of the Department of Interior and Local Government, Planning Office of Albay and other authorities of at risk municipalities. Because the pilot project was designed to be consistent with the NEDA conceptual framework on linking disasters and development, NEDA was requested in the workshop to play proactive role in assisting the institutional reforms which will facilitate the process of integrating CBDRM initiatives into existing development plans and programmes.

OCD and PDCC-Albay also organized consultation meetings to facilitate the decision-making process for the preparation of implementation of the pilot project and to formulate strategies for resource mobilization and participation of stakeholders working in communities.

IMPLEMENTATION

Local authorities and PDCC took the lead for the implementation of the pilot project by harmonizing the existing CBDRM modules and developed 3 day course training syllabus on CBDRM for local authorities in pilot project area, which includes three themes: (a) integration of local and scientific knowledge on hazard, (b) mainstreaming CBDRM into local development plans (c) CBDRM integration in practice. The module were designed to organize a critical mass of CBDRM advocates at various levels (regional, provincial, and barangay).

As follow-up activities, the Provincial Government of Albay was then organising a series of meetings from January - February 2008 in order to finalize the drafted local resolution for the creation of 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 recognized the effectiveness of pilot project for the promotion of CBDRM, and decided to replicate the pilot project to other three communities namely Municipalities of Daraga and Guinobatan, Province of Albay and Municipality of Irososin, Province of Sorsogon. Likewise, the Governor of Albay conveyed similar request to UNESCAP-ADPC to assist in replicating the pilot project into other communities.

Results of the above activities will be presented in the National Advocacy Workshop in March 2008.



EXPERIENCES IN VIET NAM

FORMULATING AND PREPARING PROCESS

The Central Committee for Flood and Storm Control (CCFSC) recognized the importance of pilot project for the replication of good practices on CBDRM in the consultative meeting with UNESCAP-ADPC which was held prior to stakeholders' workshop on strategic plan in August 2007 and committed to conduct the pilot projects in selected communities with the expectation that the pilot project would serve as good example to provide momentum for local authorities to take further actions for the promotion of CBDRM. The pilot project approach was also expected to play a role as a complementary part of the top-down approach on institutionalizing CBDRM into national development policy and to ensure the full engagement of the community jointly with the concerned commune committees for storm and flood control.

As an initial action, PDRSEA team drafted the work plan for the successful implementation and replication of the pilot project and the key activities expected in work plan are as follows;

- to establish a community risk reduction fund,
- to set up a community based early warning system,
- to set up a community level information center with strong linkages to the local Early Warning Systems, and
- to identify possible areas of integrating CBDRM into local development planning activities through engagement with district planning institutions.

As a follow up action to ensure its commitment for pilot project, CCFSC established the project team to prepare and implement the pilot project, which team was headed by Mr Nuoi, Deputy Secretary General of standing committee of CCFSC. The pilot project component was consolidated in the strategic plan as the second specific goals of "To formulate a CBDRM modal project for replication".

In addition, the team formulated the draft of selection criteria for pilot projects sites which criteria consolidated Viet Nam's experiences and knowledge on disaster risk management. The four criteria were selected for pilot project sites as follows: (1) flood prone area, (2) high incidence of poverty, (3) presence of existing partnership arrangements between the national government agencies and the disaster practitioners working in selected areas, and (4) the willingness of the local government to participate in the pilot project.

SELECTION OF PILOT PROJECTS' SITES

Based on above mentioned criteria, CCFSC selected District of Than Binh, Province of Dong Thap as pilot projects sites, which are known as disaster prone areas to flood and typhoon.

PREPARATION FOR IMPLEMENTATION

CCFSC played a key role in the preparatory process for the implementation of pilot project close collaboration with local authorities and UNESCAP-ADPC.

Based on Viet Nam's past experiences on CBDRM projects, CCFSC formulated the criteria on CBDRM model project, identified the roles of local authorities and other stakeholders in the pilot project, developed the format for the pilot project proposal, action plans and manuals in order to define roles of local authorities and communities for effective storm and flood control, and mobilized the active participation of multi-stakeholders in the pilot project through meetings and workshops on pilot project development: conceptual framework, which was organized by CCFSC in November 2007.

CCFSC also had a series of consultative meetings with local CCFSC office and local authorities to design the work plan for the pilot project

IMPLEMENTATION

This pilot initiative is being undertaken in the District of Thanh Binh, Province of Dong Thap in collaboration with their respective CCSFC offices., The CCSFC Dong Thap Province Office organized a district consultative workshop on 22 January 2008 to provide local officials with information on the National Guideline for Flood and Storm Preparedness, to mobilize local key stakeholders to take active participation in identifying specific hazards and actions for the successful implementation of each of the instruction stated in the guideline.

The Province Office in pilot project site also organized a training course on CBDRM for commune leaders of Thanh Binh District from 23-25 January 2008 with the objectives to provide information on the revised National Guideline for Flood and Storm Preparedness, to strengthen the link of workshop outputs with specific follow-up actions and their local development planning process at the commune and household levels.

Results of the above mentioned undertakings will be presented in the national advocacy workshop.



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

EXPERIENCES IN OTHER COUNTRIES

CASE 1. INDONESIA COMBINING SCIENCE AND INDIGENOUS KNOWLEDGE TO BUILD A COMMUNITY EARLY WARNING SYSTEM

The initiative

This initiative is about 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 still under way as a 3-5 year programme in Sikka District (to the West of East Timor).

It is implemented by the local NGO Yayasan Pikul and the Kupang Community Association for Disaster Management - known locally as PMPB -Kupang, with support from the targeted local farmers themselves. They all operate directly at kecamatan (village) level through a Participatory Risk Assessment (PRA) approach.

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 invariably has characterized its drought season as lack of climate-related knowledge and information within the local population often leads to crop failure.

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

The major objectives are:

1. **Awareness:** Raising awareness to such an 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 the government not to promote agricultural systems that are not appropriate to Eastern Nusa Tenggara conditions.

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 to the development of the early warning system; and (5) advocacy to government.

The concrete and verifiable outcomes of this initiative are as follows:

- The 13 local farmers targeted have acquired the capacity to manage dry lands, now 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 good practice:

This initiative is a good practice because:

- It was initiated by the community itself to address crop failures that were also brought about by agricultural approaches from Java Island which were not suitable to drought-prone East Nusa Tenggara.
- It incorporates indigenous knowledge and develops mechanisms that help prevent food shortage and build community resilience to prolonged drought.

One of the innovative elements of this initiative is the fact that the locally developed early warning system has been developed using a combination of both modern science and indigenous knowledge. A key success factor of this initiative is the involvement of local people on the basis of their local agricultural conditions.

Lessons Learned

A key lesson learned from this initiative is that local communities do have basic capacity, what they need is only little additional capacity. The following challenges have been observed while implementing this initiative:

- All the activities are still being funded by local farmers. Even though such a financial self-reliance may be in itself a good practice, supporting a 3-5 year programme is a real challenge for farmers that are at risk of food shortage. To ensure that the entire initiative does not collapse because of lack of funds, efforts are under way to identify donors.
- Something has to be done to enhance coordination with the other NGOs. Indeed, each NGO comes with its own approach and the great variety of approaches ends up creating confusion among the project beneficiaries.

Potential for Replication

This practice can be easily replicated in a community with a low level of education that lives in an area highly prone to prolonged drought.

To improve similar initiatives in the same area:

- There is a need to approach local development agencies and establish a joint secretariat for the government and local NGOs. As a matter of fact, the local government is not highly supportive of the initiative.
- One should be aware that crop failures are also linked to population growth, as well as shift of production and consumption patterns.
- Community members' knowledge should be enhanced further to enable a more participatory assessment of the area's environmental context. (Source: ISDR, 2007, Building disaster Resilient Communities, p26.)



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

CASES 2. 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 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.

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. (Source: ISDR, 2007, Building Disaster Resilient Communities, p41.)

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.

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...

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).

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.

In the above recognition, 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.

...bigger responsibility [on CBDRM efforts] falls on government since it is the structure that has the prime responsibility to manage disasters and its risks.

LESSONS LEARNED FROM INTEGRATION EXPERIENCES

The experiences of the pilot project in the Philippines as well as other CBDRM efforts 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 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 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) 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. Within the above framework of 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.

The pilot project of PDR-SEA 4 was conceived and implemented in the above context as a demonstration for the practical implementation of the rationalized planning system for CBDRM with the participatory processes stipulated in the system. 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.



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 well conceived to benefit from the latest developments in the respective legal and institutional frameworks. Their implementation reflected very much the commitment and ownership of the respective NDMOs in the formulated strategic plans. The exceptional achievements in the Philippines reflected not only the commitment of OCD and thus the NDCC system in the implementation of the strategic plan and therefore the pilot project, but also the advanced stage of the legal and institutional framework of the country. These conditions had enabled OCD and its project team to overcome various obstacles, despite the fact of an overall delay in the starting of the pilot project. In Viet Nam, the strong support of the partnership and particularly the DIPECHO Advocacy Network Initiative (DANI), had created good opportunities for the pilot project to advance, despite the long delay in the commencement of the implementation due to differences in the perception of priorities of key activities.

The experiences in the both countries clearly indicated the need to have a longer time frame for the pilot project. On the other hand, the rich experience of CBDRM developments in Indonesia clearly showed the conducive environment for similar pilot projects to be implemented there.

RECOMMENDATIONS

The initial achievements of the two pilot projects in the Philippines and Viet Nam illustrate the importance of the results and findings on strengthening the respective national platforms and also the 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.

