

# **Mainstreaming Community-Based Disaster Risk Management In Local Development Planning <sup>1</sup>**

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## **Introduction**

There have been criticisms that local development planning moves on almost independently from disaster risk reduction and management processes. There is a dichotomy between development planning and emergency planning, resulting in a less disaster-sensitive local planning, and a reactive and emergency-focused disaster management plan (Luna, 2006). There is fragmentation that takes place in the planning process such that “Pre-disaster planning is frequently divorced from the development process within a country or community. (There is) separation of the technical and social considerations... one of the many causes of fragmentation, which may limit the effectiveness of pre-disaster planning..., is the building up of response mechanisms independently of pre-disaster planning” (OUNDRC, 1986: 30).

The flashfloods in Mahinog, Camiguin in 2001 (166 casualties), Infanta, General Nakar and Real, Quezon in 2004(1,000 plus casualties), Guinsaugon, St. Bernard, Southern Leyte last year (2,000 plus casualties), and recently in Albay, (1,000 plus casualties), now a now a common occurrence, should have been prevented if the lessons from the Ormoc flashflood in 1991 were ingrained in the minds and planning system of the local people. The event “serves as an eye-opener, that despite the considerable efforts and resources it has spent over the years to build-up the capability of local communities for disaster management, much still remains to be done” (De Leon and Laigo:1993; 327). It was reported that the magnitude of the disaster where 94.5% of the 129,456 populations were affected and approximately 3,000 died in a single event. On the basis of the experience, De Leon and Laigo (1993) recommended the intensification and expansion of disaster mitigation and preparedness efforts at all levels. The institution of risk and vulnerability analysis and mapping in the preparation of the socio-economic profiles of each community was suggested to aid in disaster management planning. In addition to the need to enhance greater interagency coordination, the study advocated for the inclusion of disaster preparedness and mitigation programs in development planning.

The situation points to the imperatives of creating and animating the disaster risk management concepts and processes in the local environment. Disaster risk reduction through mitigation, prevention, preparedness and emergency responses have to be consciously and deliberately fused or mainstreamed in the local development planning processes.

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## **Framework for Community-Based Disaster Risk Management Planning: Transforming Vulnerabilities, Empowering the Vulnerable**

### ***Communities and People at Risk***

Experiences in the Philippines would show that the poor people and their communities are the ones that are usually affected by both natural and human-induced disasters. Even without disasters, they already suffer the most due to inequitable access and distribution of resources, powerlessness due to constant deprivation and disappointments, or failure of governmental and institutional mechanisms to respond to poverty situation. Their faces would include the poverty stricken families living in the sub-human conditions in the slums; the informal settlers always fearing the coming of demolition due to large infrastructure programs construction in the metropolis; those displaced by involuntary resettlements who continue to wonder about the security of land tenure and their survival in the new site; the uprooted victims of armed conflicts in the upland areas, or settlements ravished by flashflood, peasants whose lands they till are being threatened by land conversion; the underpaid factory workers who have been conditioned by alienation and poor working conditions and are now at the brink of losing their jobs due to downsizing as an off shoot of financial crises; or the ordinary neighborhood forgotten that the residents need the basic services for socio-economic and environmental survival.

There are more and countless people and communities that could be added to the list, and they have more or less common attributes. A social activist and former professor provides a very apt description for this.

*There are communities which have been marginalized by societal forces beyond their control, people who have accepted their fate as that of simple recipients of national and international developments... communities and people who are capable only of reacting to conditions which threaten their very survival. And very often their relations are nothing more than grumbling about issues but ultimately simply finding ways of individually coping with such situations...Communities which have an almost total lack of understanding of the structures that determine their lives...people who, through generations, have accepted powerlessness as a permanent feature of their lives and are thus unable to even perceive reality as problematic ...who forfeited the rights to intervene in decisions and policies that determine the quality of their lives (David, K.C.,1984).*

### ***A Disaster Risk Sensitive Community Development Planning***

Development planning at the community level cannot be separated from community development framework. Community development in this context deals with the growth and sustenance, conflict resolution, rehabilitation and transformation of

marginalized communities through people's participation and collective actions to ensure the holistic and corporate well being of the people. It means recognizing and building up the people's innate potentials and capabilities, enabling them to define their direction, and participate in the process of change through collective actions to ensure the well-being or welfare of the people. Any structural change should lead to greater fulfillment of these goals (Luna, 1998).

In a broad and general sense, the ultimate goals of Community Development can be grouped into three main categories: the enhancement of people's potentials and capabilities, the active participation of the people through collective actions in the process of change and transformation, and the promotion of the people's well-being and welfare. Corollary to this, there are three interrelated fields of Community Development practice that could correspond to the goals, namely community education (CE), community organizing (CO) and community resource and disaster risk management (CRDRM). These interrelated fields of CD practice emerged from the need to respond to the complex and multi- needs of people and communities by themselves, with or without the facilitation, assistance and support of those who decide to take side with them.<sup>2</sup>

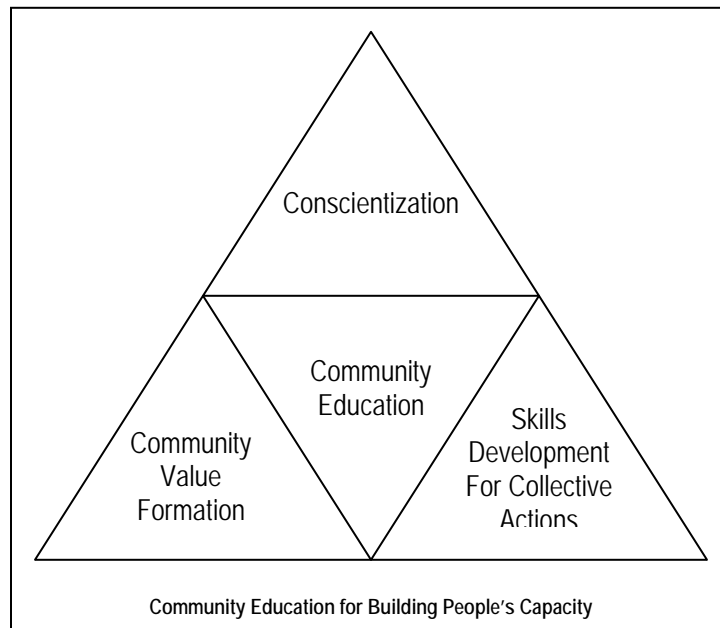
Community Education (CE)- Community education is concerned with enhancement of the peoples potentials and capability. "Education is a potent force for social transformation in terms of upliftment of people's welfare and working towards forming alternative structure and power relations" (Tungpalan, 1991: 2). People have inherent potentials that can be developed towards individual and community transformation.

There are there area foci of community education, (Figure 1) The first is the value formation or reorientation so that the people may cultivate liberating and empowering community values. Besides the "good moral character" attributes that are normally taught at home, in the school or in the church, there are equally important social values such as the sense for equity, justice, cooperation and collective concern, nationalism, gender sensitivity, environmental consciousness, and the like. In fact these social values can counter balance the domesticating, conforming and dependency creating values and attitude that have perpetuated the dominated society.

Secondly, the people have to critically understand the community and the world where they are in, the forces that led to and sustain such existence, and the way out from any oppressive relationships. Feire calls this conscientization. "The discovery cannot be purely intellectual but must involve action; nor can it be limited to mere activism, but must in<sup>2</sup>clude serious reflection: only then will it be a praxis" (Feire, 1970:52).

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<sup>2</sup> The Community Development Framework is a revised excerpt from Luna, Emmanuel M. 1998. "Rethinking Community Development: Indigenizing and Regaining and Grounds" I Marilao, Ed. Social Science in the Life of the Nation.QC:PSSC.



**Figure 1. Community Education**

Thirdly, to enable the people to translate their consciousness into operational and effective actions, the people have to be equipped with the necessary skills for community work such as community organizing, education and mobilization, human relations and communication conflict conformation, planning, management of community resources and the like. Skills development also include the ability to innovate and to master appropriate technology and other expertise, that have been traditionally held by the educated elite and technocrats. These can be popularized, simplified and brought down to the level of the people's understanding and capability such as those pertaining to health, development processes. For example, we have seen community health workers who barely reached intermediate school, but were capable of doing sputum analysis and minor surgery in a mountain village that can be reached only after one day of hiking. There are legal confrontation with the experts, or an urban poor resident who have learned the leaders who barely finished elementary, but are frequent invited as resource person with the student, staff and faculty as audience. These are just sample testimonies of what community education can do.

Community Organizing (CO) – Co is the core method in community development. Without it, one cannot conceive or engage n developing communities. CO is the process of development from the people, by the people, and for the people. The Steps and activities are community entry, community integration, social analysis, spotting and developing indigenous community leaders, core group building, recruitment of member, setting up of the organization and working with other organizations for

development. (Manalili,1990:62-77). The language of organizing defines “CO as a common needs and aspirations in a given locality. CO processes involve the following activities, which may overlap and repeated at anew level during the process for organizing integration with the community, social evaluation, reflection and setting up of the organization.” (TWSC, 1990:5-6).

This framework suggests three areas of CO namely area-based organizing, sectoral or issue-based organizing, and networks, alliances and coalitions building, (Figure 2) These community organizations, also known as people’s organizations, and supra-organization in the forms of networks, alliances and coalitions are the people’s instrument in expressing their will and effecting changes in their communities through collective actions and participation in decision making. Area based mass organizing is done within a given geographic space such as villages, or groups of adjacent communities. The sectoral or issue-based organizing is “the building of organizations, not by class, but by sectors such as those of farmers, fishers folks, urban poor, tribal (indigenous people) sectors who are usually confronted with common issues or a common enemy..” (TWSC, 1990:6). The area-based and issue based organizing ca overlap. It is possible that community residents are organized through area based and sectoral organizing. Both the types of people’s organizations can unite and group together t form alliances, networks and coalitions with horizontal relationship. Similarly, groupings with vertical relationship can be formed also through federations and confederations. Essentially, the formation of these supra-organizations is for mutual support and for strengthening position with respect to some issues, tactically and strategically. (TWSC, 1990:6).

**Figure 2. Community Organizing**

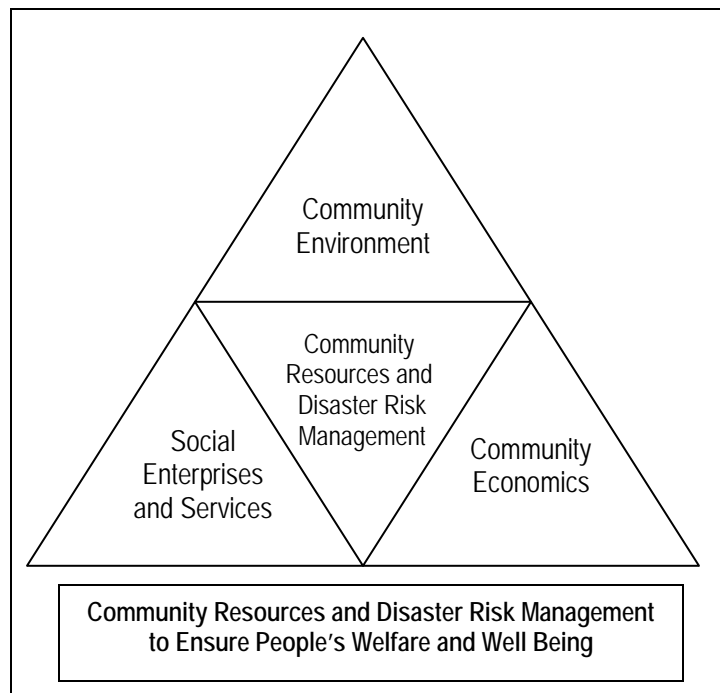


Community Resource and Disaster Risk Management (CRDRM)- Community resources such as land, urban services, credits and capital, forests, coastal and other natural resources for the community have always been the source of issues in community development, for both area based and sectoral organizing. There are different views on the way community resources would be taken u in organizing. To some organizers, engagement in socio-economic projects is palliative and tends to just reinforce the false hope and as the people who benefit form these projects abandon or shy away from organizing. In this case, community resources are regarded as a source of issues for agitating and mobilizing the people for political organizing.

On the other hand, there are those who view community resource management and disaster related activities as an integrated component of community development and the people must be actually involved in the management of these resources and disaster response.

In this framework, CRDRM is considered as an integral field, not just as possible issue for organizing, but as an area of concern of the people (Figure 3). Community resource management includes the acquisition, generation, production, development and conservation, protection, rehabilitation of community resources and the redistribution of benefits from the collective management of these resources. Disaster risk management involves the assessment of risks and vulnerabilities, and development of people's capacities to enable them to come with systematic plans and responses to mitigate disaster impacts. Both entails the involvement of the people in the advocacy for policies and programs for the resources and disaster `risk management for the ultimate advantage, benefits and welfare of the people and the community.

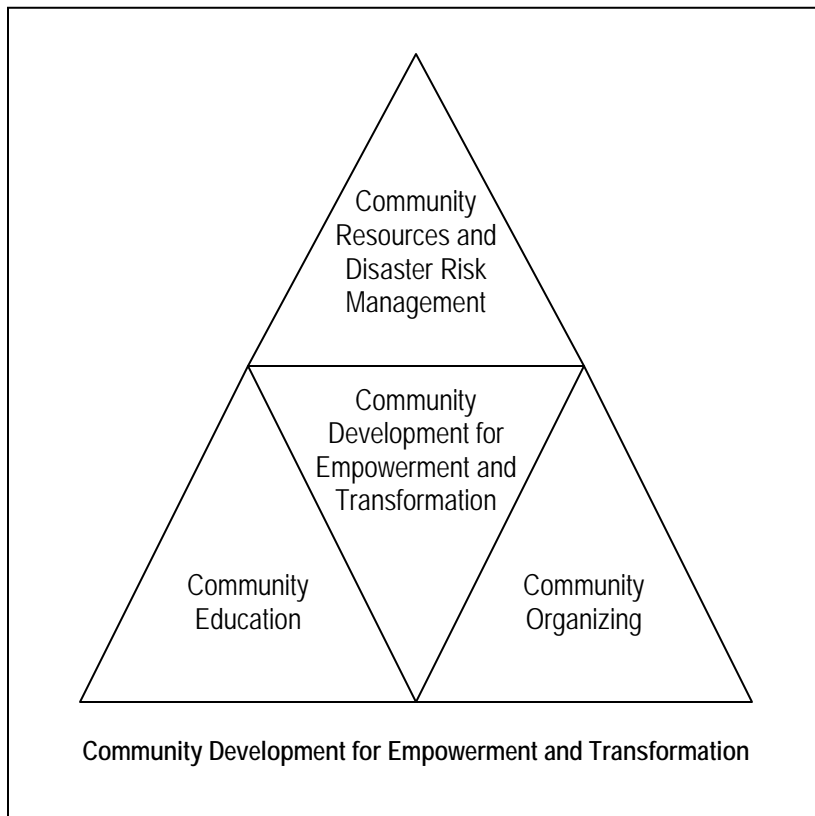
**Figure 3. Community Resource and Disaster Risk Management**



The management of community resources includes the establishment of social enterprises that will provide the basic social services such as housing, educations, health, recreation, transportation, etc. Community economic development is needed to transform the existing economic by have alternative systems for production, processing and distribution of goods, services and benefits to the people. Similarly, community environmental conservation, protection and rehabilitation are imperative to ensure a wholesome, livable, sustainable and ecologically-balanced habitat. There are social, economic and environmental risks that have properly assessed and managed to prevent or mitigate disaster events. For example, when the resource thresholds and the environmental limits are reached or violated, disaster occurs. When economic risks are missed in the planning of livelihood projects, losses can take place.

Figure 4 presents the integrated fields of Community Development practice. In the actual practice, these fields are intertwined ad in most community development programs, they emerge as program components.

**Figure 4. Community Development Framework**



## *The Community-Based Disaster Risk Reduction and Management*

The principles of participation, empowerment and people-centered development, as well as the methods of Community Development such as community analysis, community education, conscientization, community organization and mobilization and participatory planning have been integrated in the disaster management processes such as emergency response, recovery, rehabilitation, reconstruction, development, prevention, mitigation and preparedness (Luna, 1999: 11). The features of the community-based approaches (Table 1) are likewise adopted.

**Table 1. Features of Traditional and Community-Based Approaches**

<b>Features</b>	<b>Traditional</b>	<b>Community-Based</b>
Locus of concern	Institution	Community
Participation	Token	Dominant to control
Decision making	Top down	Bottom up
Main actors	Program staff	Community residents
Resources	Program-based	Internal resources
Main method used	Extension services	Community organizing
Impact on local capacity	Dependency creating	Empowering

The new perspective on disaster risk reduction is anchored on the people-centered and participatory paradigm (Table 2).

**Table 2. Disaster Management Trends**

<b>From</b>	<b>To</b>
Helplessness of the victims	Awareness of the ability to cope
International response	National reliance
Emergency response	Mitigation, preparedness and prevention
Outside response	Community self-reliance
Emergency agency responsibility	Everyone's responsibility
Individual aid	Restoration of social system
Victim as receiver	Victim as actor
Good dole out	Training and institution building
Donor focused	Victim focused

Source: Training Materials, Center for disaster Preparedness Foundation



One of the expressions of the CBDRM in the Philippine is the Citizenry-based and Development-Oriented Disaster Response (CBDO-DR) approach developed in 1987 by the Citizen Disaster Response Center and its partners that comprise the Citizen Disaster Response Network (CDRN). It “aims to contribute to pro-people development for the general improvement of the well being and quality of life for the majority of the Filipinos. The CBDO-DR approach has six main distinguishing features that are interrelated to each other. These are:

- *It looks at disasters as a question of vulnerability*
- *It recognizes people’s existing capacities and aims to strengthen this.*
- *It contributes to addressing the roots of vulnerabilities and to transforming or removing the structures generating inequity and underdevelopment.*
- *It considers people’s participation essential to disaster management.*
- *It puts a premium on the organizational capacity of the vulnerable sectors through the formation of grassroots disaster response organization.*
- *It mobilizes the less vulnerable sectors into partnerships with the vulnerable sectors in disaster management and development work (Heijmans and Victoria, 2001: 10-14)*

Community-Based Disaster Risk Management is a people and development oriented, comprehensive and participatory approach in reducing possible loses in the lives, properties, community resources and environment due to natural and human induced hazards. It views disasters as a question of people’s vulnerability and empowers people to address the roots of vulnerabilities by transforming structures that generate inequity and underdevelopment. It encompasses four major processes namely disaster prevention and mitigation, disaster preparedness, emergency response and post emergency. The CBDRM hopes to accomplish both-long term transformational changes, as well as short-term remedial improvements in the well being of the people. These include the following : (Luna,2004).

- Reduction of people’s vulnerabilities
- Transformation of structures and relationships that generate inequity and underdevelopment
- Public safety and reduced loses in the lives, properties, resources and environment due to hazards
- Empowered individuals and community institutions

The changes in concepts from emergency management, disaster management, disaster risk reduction and now community-based disaster risk reduction and management show the dynamism in the application and reflection in the field that is captured propagated to advance the cause of the vulnerable groups and in transforming the vulnerable conditions of the communities.

## **The Socio-Economic Dimension of People's Vulnerability and Capacity**

Local communities have different levels of development and consequently, different levels of vulnerability and capacity. To illustrate this, a framework for classifying the vulnerabilities of communities was developed, based on a case study of a typical municipality in the most typhoon-affected region in the Philippines. (Luna, 2000) The Municipality of Bula in Camarines Sur is very vulnerable to flooding. It is located within the basin where two rivers meet, namely the 95-kilometer long Bicol River coming from the south and the Pawili River from the north. The central part of Bula is a lowland area with an elevation of five meters above the sea level, lower than the surroundings barangays. The worse flood happened in 1995 when the flood reached 18 feet in some localities and lasted almost three months to subside. When it finally subsided, two feet silt had accumulated inside many houses.

In a typical municipality like Bula, the poblacion barangays are the more developed areas as shown by the degree of economic, social and physical development. These are the centers of commercial, institutional and governmental activities. There are more socio-economic activities and the physical development in terms of infrastructures, facilities and other related services are more available. They are also more accessible to the national highway. Although these areas are very vulnerable to flooding, the resources and facilities in the poblacion serve as support to the people in responding to disaster. On the other hand, the barangays in the peripheries are less developed, economically, socially, and physically than the poblacion. They are less accessible and agriculture is the more dominant use of the land. They do not have a market and it is more difficult to move goods and services in times of flooding. There are fewer facilities that could be used for emergency and evacuation purposes.

The families coming from the lower income group manifested greater vulnerability. The working family members are mostly farmer-tenants, agricultural worker, factory workers, jobless, barangay health worker, laundry woman and home worker. Because of the lack of income, they do not have sufficient money to improve their housing that can resist flooding.

At the time of flooding, it was the poor-income group who suffered most in terms of finding a place to stay. They were the ones who did not have sufficient money to support themselves. They had to borrow money, save their food, or missed some meals. They were ones who lost their sources of income, especially the farmers. Unlike the higher income groups who have more varied and adequate sources of income, the lower income group had none. It was them who had the greater difficulty to recover, even in meeting their very basic needs.

The women, children, elderly and those with disabilities are groups who require special consideration during disaster. For example, a mother of 10 children while she was taking her children to the evacuation center, one of her sons accidentally slipped from her arm while walking through a chest-deep flood. It was good that she was able to grasp the

boy's hair from under water before being carried away by the flood. There was a lady who stayed at the roof for the three days and who almost got drowned when the boat she was riding collapsed. AS a result of the flood, she was so harassed and found it very difficult to cope with the situation, particularly in sanitation.

The mothers are the ones becoming very vulnerable to social harassment as a consequence of flooding. There are those whose husbands had had to leave them behind while working in the city. In times of flood, they are the ones left in the house to take care of the children and their belongings. It is mostly the women and children who do not know how to swim, a skill very important in times of flooding. The responsibility of taking care of the children is usually left to the mothers who have to attend to their food and other needs. When children quarrel due to irritations on petty situations like one staring at another's food, quarrels and misunderstanding follow among mothers who have to defend their own children.

There are those living in marginalized or danger zones such as riverbanks and low areas because they have no other option but to stay there. They experience the highest flood level and the longest duration.

### ***Levels of Vulnerabilities and Capacities***

There are different levels of vulnerabilities and capacities, depending on socio-economic status of the families and the levels of development of the place where they live. Determining these of vulnerability and capacity helps in understanding the endogenous system of response of the family and the community, the interaction among the various family groups, the utility and the limitations of the system, and the way to enhance or improve the existing response system.

The population as the more developed community, and the communities in the peripheries as the less developed, are used as the surrogate indicators for the level of spatial development in the municipality. For the family as a unit of analysis, the endogenous capacity refers to the resources and ability of the family to withstand flooding. The exogenous capacity refers to the services and supports the community can facilitate or relief. For community as a unit of analysis, the endogenous capacity refers to all the human, institutional, material and social resources and processes within the community that would enable the community to respond to disaster.

There are four levels of vulnerability arising from the interplay of the family socio-economic status and the level of spatial development where the family lives. The typologies are presented in the vulnerability-capacity framework in Table 3.

**Level I: *The most vulnerable group with low endogenous and exogenous sources of capacity.***

These are the low-income families who live in the less developed areas. They live in nipa huts and in more flood prone areas. They have very inadequate income even to meet the basic needs. Their sources of income are very unstable or irregular. When flooding comes, they are the ones who have to evacuate and seek external support because of the lack of capacity of the family to cope. In addition to the fact that they have very limited internal capacity to respond to flooding, the outside environment in the community is also very inadequate to provide them the necessary support services. The social relationship or capacity in the community might be good, but there are less adequate spaces for evacuation, facilities for mobility, sanitation, or communication. It was common to see families living at the roof during the flood duration. Also, the cost of transport from their place to the poblacion was high since they had to use motorboats.

**Table 3. Vulnerability and Capacity Framework Based On Family Socio-Economic Status and Level of Spatial Development**

Socio-Economic Status	Less Developed Areas	More Developed Areas
Lower Income Families	<p><b>Level I</b></p> <p><b>Most vulnerable families with low sources of endogenous and exogenous capacities from the community</b></p>	<p><b>Level II</b></p> <p><b>Vulnerable families with low endogenous capacity but greater exogenous support from the community</b></p>
Upper Income Families	<p><b>Level III</b></p> <p><b>Less Vulnerable families with high endogenous capacity but lower exogenous capacities that can be provided by the community</b></p>	<p><b>Level IV</b></p> <p><b>Least vulnerable families which have high endogenous capacity and greater exogenous support from the community</b></p>

**Level II: *The vulnerable group with less endogenous capacity but greater support system from the community***

These are the families from the lower-income groups but who live in the more developed areas in the poblacion. They can be considered as the urban poor in the municipality whose small nipa houses can be easily destroyed by the flood. However, because they are within the poblacion, they have more access to the community facilities and support services. During the flood, those living from the poblacion (Level II) were coming from peripheral communities (Level I), the church was already filled up and they had no place to stray. Resources therefore in times of disaster become more available to the “urban poor” since they are the ones who are more visible and accessible. This was experienced by those who evacuated in the evacuation center in the chapel of a poblacion barangay who said that they were even able to store some relief goods for their immediate future use. They also encountered lesser expenses for transportation since they were within poblacion.

**Level III: *The less vulnerable families with greater endogenous capacity but low exogenous support system from the community.***

These are the upper-income families living in less developed areas. While it is true that community might not have the same amount of facilities and services compared to the poblacion, the upper-income groups in these areas have greater internal capacity to respond to disaster. In fact, they act as a support group to others by opening their houses or by providing financial assistance to their neighbor. Even then, their facilities are very inadequate to meet the needs of the neighbors because of the volume of people seeking assistance from them. They too become vulnerable to social problems as a consequence of flooding. A two-story house of a former community leader in Ombao-Popog became the refuge of more than fifty families. The result was congestion. The result was congestion and having no space to sleep.

**Level IV: *The least vulnerable families with high inner capacity and greater support system within the community.***

The families are relatively from higher-income groups who are living in more developed areas such as the poblacion. In addition to the fact that they have more resources that would enable them to respond more adequately to flooding, they are also living in areas that have more facilities or access to resources. For example, poblacion, barangays such as Sagrada, Salvacion and San Roque are vulnerable to flooding, but they have more structures and facilities such as schools, churches, government buildings, roads, markets, etc. At this level, the internal capacity of the families to respond to disaster is further enhanced by the external capacities brought about by the presence of these support services. Hence, the upper income families living in these areas are the least vulnerable.

## **Community-Based Disaster Management Planning Process: The ICDPP Experience**

For the purpose of this forum, the process in doing community-based disaster management planning will be illustrated using the experience of the Integrated Community Disaster Planning Programme (ICDPP) of the Philippine National Red Cross.

The Philippine National Red Cross shifted its focus from emergency response to community-based disaster preparedness by piloting a programme called Integrated Community Disaster Planning Programme (ICDPP) in 1994. The ICDPP relies on the support from all parts of the local community and has the following features:

- *Integrated where the programme relates to a broad range of local problems or made worse by natural hazards and disasters.*
- *Multi-sectoral where people from different existing organizations at community level are engaged as volunteers: and*
- *Multi-disciplinary where the programme establishes collaboration with many different line agencies of government to implement the local projects.*

The ICDPP has the following elements in its processes namely partnership with the local government, formation and training of volunteers as disaster action teams, risks and resources mapping, community mitigation measures, training and education and sustainability (Knud, 2002: 7-10). The programme was initially implemented in four provinces namely Benguet, Palawan, Southern Leyte and Surigao del Norte, and in the greater impetus to prevention, mitigation and prevention and the people will be active in the whole process of disaster management. The following are the processes as documented by the programme. (Knud, 2002; Luna and Knud, 2003).

1. Site selection and partnership building. Municipalities and barangays that are very vulnerable are selected, based on previous experiences in disaster and current threats. Other criteria include the poverty situation, interest and cooperation of the LGU officials, accessibility of the area, the peace and order situation, and the presence of local workers in the community. The site identification is done through consultations with LGI and local leaders, review documents showing hazards and disaster event in the area, ocular survey and socio-economic survey.

A Memorandum of Agreement is forged between the LGU and the PNRC Chapter. A task force in the municipality is formed to institutionalize the disaster preparedness endeavor in the LGU and to implement the program.

The task force assists in the designing and planning of projects, provision of equipment and vehicles, monitoring and evaluation of the projects.

2. Formation and training of Barangay Disaster Action Teams and Volunteers. Training of the LGU officials and community leaders are done to enhance their capacity for disaster prevention, mitigation and response. The training is done in participatory manner in such a way that after the series of training, the participants would be able to come out with community assessment, hazards maps, and plan for disaster mitigation projects. The participatory rural appraisal techniques are used for community assessment.
3. Hazard mapping. Actual on-site mapping of the community is done by the volunteers using ocular survey and global positioning system. Official topographic maps are digitized to come out with a base map. An enlarged version is used as a guide the volunteers in coming with a community map showing the general infrastructure and topography of the area, areas that could be affected by disasters, community resources and settlements. The community map that includes the hazards is digitized at the PNRC office and is returned to the LGU planning office and the barangay after validation correction.
4. Formulation of the Local Disaster Action Plans. The community assessments and the hazard map became the basis for formulating a local disaster action plan. The plan is composed of the following:
  - Integrated community analysis showing, among others the following the common and potential hazards and their attributes, vulnerability groups (actual families and locations at risk), the people's conditions that make them vulnerable, the responses to disaster events, community resources that can be mobilized, and outside organizations that can assist the community.
  - Identified and prioritized disaster-related problems and issues.
  - Plan objectives
  - Strategies to respond to the problems prioritized, both structural and non-structural
  - Resources needed and persons responsible for each activity
  - Time frame for the Plan.
5. Plan Integration and Implementation. The plan formulated by the Disaster Action Team is forwarded to the Barangay Council for integration in Barangay Development Plan. This is forwarded to the municipality for integration in the Municipal Development Plan such as the Annual Investment Plan for annual allocation of the budget and in the Comprehensive Municipal Development Plan for long term planning. The implement of the community plan involved the following processes:

- Assistance by the LGU in the technical preparation of the designs
- Resource mobilization, including the Barangay funds, municipal and provincial fund, congressional development fund, other government agencies and NGOs and the fund the PNRC.
- Mobilization of the community volunteers through “bayanihan” and food for work system.
- Project inauguration and turnover.
- Project monitoring and evaluation by the community, LGU, ICDDP and outside evaluators.

### **Fruits of the Praxis: A Synthesis of the Experiences and Reflections in CBDRM**

Based on the experience and the outcome of the ICDPP, the PNRC was able to come out with some indicators of what could be accomplished in using CBDRM (Luna and Knud, 2003:14).

- Effects of hazards in the community are mitigated (e.g. less flooding and illnesses)
- Disaster action team continues to do their functions and membership is increasing
- Community residents are involved in the community activities
- Local officials are supportive of the team by integrating the disaster action plan in the community development plan.
- Budget is allocated by the local council for CBDM related projects and activities
- Community leaders are able to tap resources for their community projects.
- Community able to manage disaster situation in the community such as search and rescue, relief distribution, evacuation and assisting in the provision of medical and psychosocial services.
- Able to document disaster situation and response in the community
- Positive attitude of the people towards the NGO.

The strategies of CBDRM are participatory in nature and put the people at the center of action. These include the following:

- Participatory analysis in hazard mapping, vulnerability and capacity assessment
- Participatory community counter disaster planning and integration of disaster management plan in comprehensive development in all levels.
- Community organizing, including the building of local structures such as people’s organizations and disaster action teams
- Community mobilization and volunteerism
- Capacity building through enhancing the people’s knowledge, skills, attitude and access to human resource development.



- Implementation of disaster mitigation measures, both non-structural and structural
- Comprehensive sectoral integration of health, environment, infrastructure, educational, economic and services
- Inter and intra collaboration and coordination among the community, the people's organizations, NGOs, government agencies and the private sector.

The community and its people is the center of power and decision making in CBDRM. While it is true that technical and material resources are inevitable needs that can be responded to by external bodies, the orientation and the processes of CBDRM requires strong community participation in the analysis, planning, implementation and evaluation of development and disaster management measures.

### **Issues, Challenges and Impact in Undertaking CBDRM**

The challenges in undertaking CBDRM implementation and in getting policy and funding support are enormous that warrant serious attention.<sup>3</sup>

- The training and capacity building of the staff and the follow up support to community disaster action teams to keep them busy and interested (Knud, 2002:30); training of beneficiaries who are marginalized in project implementation, particularly livelihood projects (Vargas, 1996:208).
- Incorporating the hazard awareness and the community disaster action plans in the local land use planning and generating LGU support; integration of DM goals and objectives in the country's master plans (Knud, 2002:30; Laigo, 1996:61).
- Testing appropriate way of doing like providing relief assistance as an occasion for reactivating POs or organizing the unorganized; mobilizing the victims to demand government relief services; offering rice loans or food for work instead of relief; and launching income-generating projects in place of providing food assistance (Vargas, 1996:206).
- Determining how and the extent of emergency relief, given the limited resources of the NGO; when relief should end and rehabilitation should begin (Vargas, 1996:203).
- Promoting and maintaining NGO-LGU collaboration without establishing a political dependency (Knud, 2002:30)
- Duplication and overlapping of functions of government and NGOs and the unhealthy competition in the delivery of services (Dejoras, 1996:226).

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<sup>3</sup> Most of these problems and issues surfaced also during the First National Conference on CBDM sponsored jointly by the NDCC, NDC and PDMF, 2003.

- Wars and conflict affecting the community, thus NGO resources are diverted for relief and emergency purposes. (Luna, 2001: 223).
- Difficulty to get funds for disaster mitigation and preparedness compared to emergency operations because of the perception that the impact of DMP programs is more difficult to measure while emergency needs are more visible (Luna, 2001:223).
- Balancing the agenda of both the NGO implementing the CBDM and the donor resource organization due to different standards used and expectations (Luna, 2001:225)
- Perceived lack of political will among the government organizations in implementing DM law and corruption in times of disasters (Luna, 2001:224: Laigo, 1996:59)
- Bureaucratic procedures of the government in disaster response, where mandated procedures cause undue delay (Luna, 2001:225)
- Tendency to give priority to economic growth by favoring development initiatives, which threaten to create disaster or environmental havoc (Luna, 2001:225).
- The lack of appropriate indicator to measure vulnerability reduction in a systematic way. (Donors, 1999:20 cited by Heijmans and Victoria, 2001:22)

There have been significant impacts of CBDRM at the community, municipal and national level. At the community level, the approach was effective in achieving the following:

- Decrease in loss of lives and property after preparedness and mitigation measures are put up.
- Shortened period of displacement in cases of armed conflict due to organized action in security monitoring, networking and negotiation.
- More timely and better quality relief assistance that are in accordance to their needs.
- Lower cost of relief assistance compared to unorganized communities where a higher input of external human and financial resources is required.
- Better facilitated implementation of relief operations through the partnership between the vulnerable and the less vulnerable (Donors, 1999:15-27 cited by Heijmans and Victoria, 2001:22)

At the municipal level, the CBDRM program was able to raise the level of awareness and skills of the LGU staff in disaster management. The community counter disaster plans were integrated in the municipal development plan and were even able to generate counterparts for the disaster mitigation project by 50% to 79% of the total project cost (Knud, 2002:14)

## **Conclusion**

Given the historical and the current context in the Philippines communities, the CBDRM is a viable approach in addressing disaster risk and promoting sustainable development. The inherent issues and problems serve as challenges that can be creatively responded to through innovative ideas. As shown from the experience, difficulties prompt one to reflect, generating insights and giving rise to new ways of doing things. In the government, the recognition of CBDM is a potential force that can alter the disaster management system in the country. Mainstreaming disaster sensitivity and concerns in the local development planning is imperative if we do not want the products of our years of development go into waste due to a single disaster event. Mutual support system by all the stakeholders can hasten the CBDRM approach to movement that can usher national and local societies to effect changes for more effective disaster risk reduction.

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