

ANOTHER KEY ELEMENT is the implementation of mitigation measures based on urgent needs as identified by each community. Planning of the activities takes place through a bottom-up approach, where people from the most vulnerable communities participate in deciding what prevention, mitigation and preparedness activities should start, and how. Examples are information dissemination on disaster preparedness and response as well as physical structures like seawalls, evacuation centres, improved water systems, and hanging bridges. The whole community is mobilised in a mutually helping network aimed at changing the knowledge, attitude and practice and improving the situation of the most vulnerable.

THIS IS ONLY POSSIBLE through the partnership support of the local government units – at municipality and province level – which provided counterpart funding and technical assistance. The community people themselves, being the direct beneficiaries, contribute by providing the volunteer labour, materials and fund from the community tax allocation. Strong partnership between the PNRC, the local government and the communities provides the basis for a successful long-term disaster planning.

Planning of the activities takes place through a bottom-up approach, where people from the most vulnerable communities participate in deciding what prevention, mitigation and preparedness activities should start, and how.

How does the Integrated Community Disaster Planning Model (ICDPM) flow?

FROM BEING A PROGRAM, the ICDPP developed into a model illustrated in the flow chart. From this time on, the ICDPM will be used instead of the ICDPP to show that this programme has been integrated in the DMS services. The main steps are described in detail in the following chapters. Implementing the ICDPM means that the entire process leading to implementation of at least one kind of mitigation measure has been completed. However, 'mitigation measures' is a broad concept that implies that the community has taken some concrete action to improve their security situation. At the bottom of the flow chart is indicated the long-term impact of ICDPM through the influence on municipal and province land use plans. At the same time, hazard maps at the



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community level help in local 'land use planning' so the community can avoid putting important resources and structures in potential hazardous areas.

What do we mean by integrated, multi-disciplinary and multi-sectoral?

Disaster management must rely on support from all parts of the local community. With this, the CDPM is integrated, multi--sectoral and multi-disciplinary.

Integrated

As a development programme, ICDPM relates to a broad range of local problems that are directly caused by natural hazard situations - or just exacerbated by disaster events. The programme addresses development issues such as primary health care, first aid, safety and welfare - but from a "hazard angle" as opposed to pure infrastructure development or general health programmes.

Multi-sectoral

People from different existing organizations at the community level were engaged as ICDPM volunteers. Those who undergo the community-based disaster management training are representative of various organization in the targeted communities, for example: Barangay Council, Youth

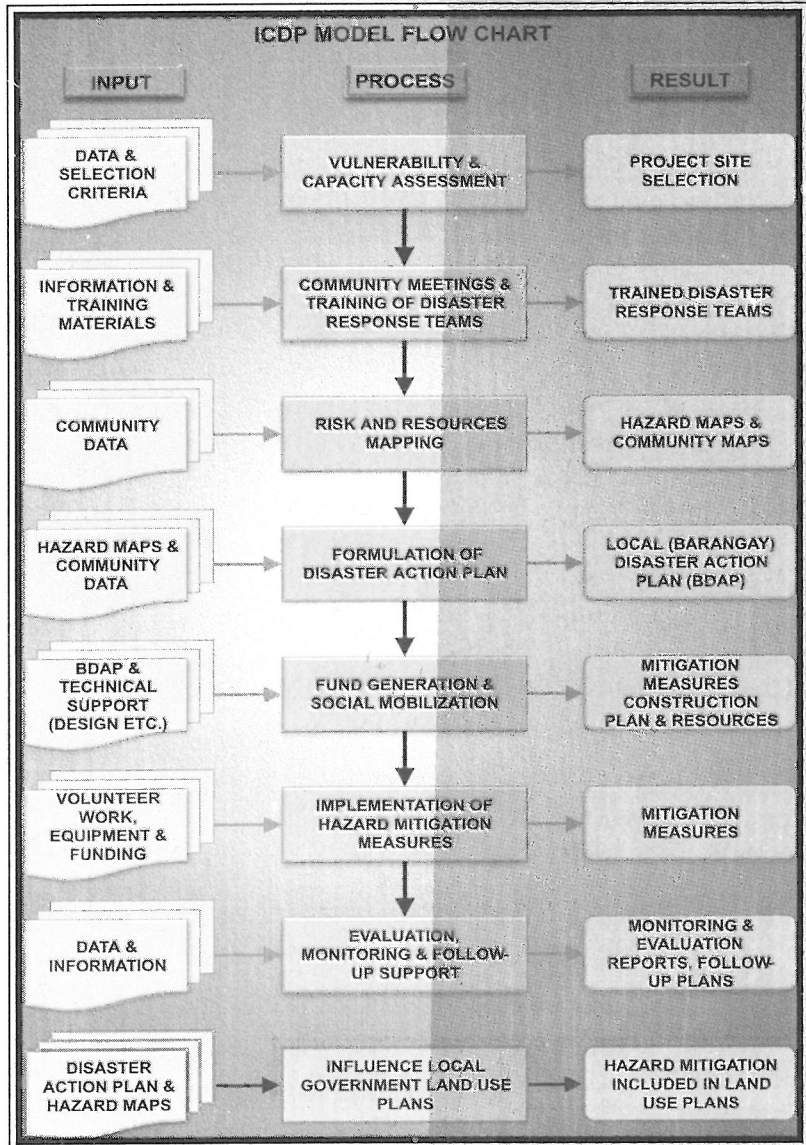


FIGURE 1

Council, Women Organization, Farmer Organization, Fishermen Organization, Religious Sector, Senior Citizens Sector. Some persons could represent more than one sector.

Multi-disciplinary

ICDPM ESTABLISHES collaboration with many different line agencies of government to implement the local projects. These agencies are members of the Technical Working Group headed either by the Municipal Mayor or Vice Mayor whose duty under ICDPM is to help ensure the successful implementation of mitigation measures.



AMONG THE LOCAL LINE agencies that can be involved are the Department of Social Welfare and Development, Department of Public Works and Highways, Department of Environment and Natural Resources, Department of Education, the Bureau of Fire Protection of the, Department of Interior and Local Government, and the local government offices such as City or Municipal Planning Office, Provincial, City or Municipal Engineering Office, Municipal Budget Office, Municipal Health Office and the Social Welfare and Development Office. The NGOs are likewise mobilised in the ICDPM.

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ICDPM relates to a broad range of local problems that are directly caused by natural hazard situations or just exacerbated by disaster events.

What have been the phases of implementation in the Philippines?

AS A PROGRAM, THE ICDPM HAS UNDERGONE THREE PHASES.

Phase I: Conceptualisation and pilot testing

THE CONCEPT was first tested in a pilot phase in a mountainous area (Benguet province), where the training modules for Barangay Disaster Action Teams (BDAT) were developed, and a number of mitigation infrastructure projects implemented together with the selected communities.



Phase II: Expansion and refinement of the program

FROM 1997, the programme expanded to a coastal and low-laying area in Southern Leyte, with a number of new natural hazards included in the model. Major changes in programme set up and administration took place.

IN 1998, TWO MORE PROVINCES were included, namely Palawan and Surigao del Norte. The main changes included more efficient selection procedures of target areas, increased management authority with the local PNRC Chapters, and inclusion of more health-related mitigation measures.

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IN THE LATER STAGES of Phase II, health aspects in hazards mitigation gained a higher profile because some BDATs identified unsafe water supply as the main hazard in their barangays. Relevant mitigation measures included safe water supply, as well as training of health workers. Phase II implementation continued in all four provinces from 1998 until 2000.

Phase III: Expansion in urban areas, institutionalisation, and moving from a program to a model

THE THIRD PHASE 2001-2003 involves testing of the concept in urban settings. At the same time, the programme gradually transforms to a regular activity of the PNRC where it should be a self-sustained activity relying on support from the local government units in the target provinces.







Management

Why Community-based Disaster Management?

RESPONSES TO DISASTER have been traditionally reactive through the provision of emergency services such as rescue operation, relief distribution, medical and psychosocial services, temporary shelter or evacuation.

UNLIKE IN THE PAST where responses to disaster were associated with relief bags that only resulted in a dole out mentality and greater dependency, there have been several efforts to break away from this notion. It is maintained that *relief operation* has a significant role in a particular stage of disaster management. While it is recognized that these are relevant services and would continue to be part of the disaster management process, there is greater impetus now on *prevention, mitigation and preparedness*.



DISASTER IS VIEWED AS a social phenomenon rather than natural phenomenon and this has implications in addressing the need for disaster reduction. (Dynes, 1991:5)

PREVENTION AND MITIGATION must stress social, rather than physical solutions. Disaster planning is not primarily the search for the implementation of technology solutions. The emphasis on the social allows the opportunity for pro-active, rather than reactive strategies. It is possible to take actions prior to the appearance of the physical agent.

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THE EMPHASIS IN PLANNING can be on internal, rather than on external factors. The potential threat is not “out there”, but resides in the “ internal” flaws within the social system. Occurrences of disaster have to be considered as part of the nation’s development process.

WITH THIS PERSPECTIVE on disaster, the rise of participatory and community-based approaches to development had also influenced the disaster management practice. Whereas before, the people affected by disasters remained passive and dependent on service providers, now, they can become active participants in the whole process of disaster management, from planning to implementation and evaluation.

THE REHABILITATION AND DEVELOPMENT of self-propelling communities stands as a paramount goal.

EXPERIENCES HAVE SHOWN the effectiveness and more lasting impact of mobilizing the local communities for their development and in disaster response.

Local communities are those social units where there is the greatest potential for impact.... as a collectivity has greater resources to respond to the social disruption than do individuals, groups and organizations.... local communities are likely to become involved in responding to disasters prior to the involvement of social units in the larger society or international system.... In addition, the local community is a generic form of social organization in every society, since it has a territorial base and is organized to “solve” certain problems for that population. (Luna, citing Dynes, 1992;16)

ANCHORED ON THE SAME principles of participation, empowerment and people-centered development, the processes of community analysis, community education and conscientization, community organization and mobilization, and participatory planning have been integrated in the disaster management processes such as, emergency response, recovery and rehabilitation, reconstruction and development, prevention, mitigation and preparedness.

THE THEORETICAL BASE for the adoption of participatory and community approach to disaster management are so vast, as indicated in the list of references that can be consulted for this purpose. What is needed now are empirical and experience-based materials that show the actual benefits.

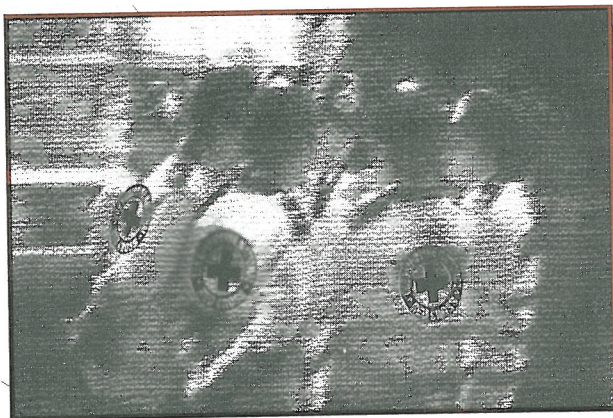
IN PRACTICE, disaster victims have learned to organize themselves as survivors and partners in development. Support institutions have established networks to facilitate coordination and resources mobilization.

RECENTLY, initiatives to organize individuals involved in disaster management were done in preparation for greater recognition of the disaster management sector and practitioners. Provincial, national and even international response capacity is important. Individuals and local communities do not have a delayed response; they are on the spot and act before, during and after a disaster situation.

What are the benefits of participation in community-based disaster management ?

THE ICDPP APPROACH to community-based disaster preparedness has been tested in mountain areas and a range of coastal communities – and has proven useful under all conditions. From the experience of the ICDPP during the pilot stage, a number of lessons have been drawn out showing the benefits of involving the people in the ICDPP. These include the following:

- **Better assessment and appreciation of the community situation**
- **Drawing out of better project designs and plans for disaster mitigation projects**
- **Better resource management as the community contributes counterparts in the forms of human labor and ideas, materials and finances**
- **Improved personal development among the people**
- **Developed capacity for community work**
- **Better relations between the Red Cross Chapter and the people in the community**
- **Improved relations and coordination between the LGU, the Chapter and the community**
- **More prepared community to help mitigate risks, and to provide immediate and efficient response to disaster**



IN THE LOCAL COMMUNITIES where the ICDPP was implemented both the LGU and the Red Cross gained popularity. Although it was not an intention of the ICDPP programme to improve the perception and image of the PNR through the ICDPP mitigation projects, the resulting effect was improved community relations.

RED CROSS had been traditionally associated with emergency operations, blood bank services, first aid – and fund raising. With the ICDPP staff immersion and working with the people in the community the PNR became more visible and was regarded as more relevant to the peoples' daily needs. Some community leaders said that they are now more willing to support the Red Cross, also in fund raising because they see benefits going back to the community.

FROM THE EXPERIENCE during the pilot testing of the ICDPP in four provinces, some lessons can be drawn from which chapters initiating the same program can learn.

LESSONS LEARNED:

Strong local involvement was a key to success:

- The BDAT is a bright invention , because it organises community resources and empowers the people to act to improve their safety situation, and to advocate for their rights to a safe and healthy life.
- The involvement with local administrative system is important and a prerequisite for long-term viability of the concept.
- The concept of preparedness proved “contagious”, such that once initiated, it spreads with very little active support from the Red Cross.

Mitigation measures were a door-opener

- The physical structures to improve the community security were tangible outputs established by volunteer labour. They created a sense of being able to reduce local vulnerability to natural hazards.
- Many of them were health-related, i.e. they were improving the daily lives of people in the community, and not only during hazard situations.

Capacity building – in communities and in Red Cross:

- At the national level, the ‘preparedness’ aspect within the Disaster Management Services gained a higher profile, strengthening the organisation’s capacity as the ICDPP is gradually absorbed in the regular services of the PNRC.
- The local chapters became more visible and popular in the provinces.
- Mapping techniques were assisting in capturing local knowledge on natural hazards and transferring the information to the municipal planners

What are the challenges in undertaking the ICDPM ?

D **DECREASING** vulnerabilities of the community by increasing the people's capacities. The growing uncertainties in the physical, environmental, social, economic, and political situation are causing more people and communities to become more vulnerable to disasters. What is needed is to equip the people with various means to increase their capacities through organizing, socio-economic work, environmental awareness, educational and the like.

I **INTEGRATING** indigenous and local knowledge in responding to community disasters. The people have their own way of understanding, forecasting, warning, and responding to disasters. Many of them are often described as irrational, if not superstitious. Yet, in a lot of circumstances to community disasters have to begin with "where the people are" as a basic principle in community organizing.

S **SYSTEMATIZING** the system, procedures and operations for community-based disaster management. Involvement in community disaster management is physically, mentally and emotionally draining. This is the reason why there are programs and services for caregivers. The task of systematizing processes is meant to ensure efficiency and good stewardship of the resources – funds, time, materials, information and technology. But more than this is the ease and welfare the people and caregivers will have if the systems are all in place and working well.

The implementation of the ICDPM subscribes to the recent call for more participatory approaches to development. Being more wholistic and integrated, the ICDPM adopts the community development process in the prevention, mitigation, reduction and response to disasters. This approach poses several challenges (Luna, 1997) which the ICDPM can face in its pursuit of community-based disaster management program, as described by the acronym, DISASTERS

A **ADVOCATING** and mobilizing resources for disaster concerns. Development work has come to a point where interest groups have had to make themselves visible and loud in order for their agenda to be heard. External support for the affected communities is crucial in winning the latter's case.

S **STRENGTHENING** the interdisciplinary linkages and complementation. The responses to disaster require the joint efforts of the various disciplines and professions – psychologists, social workers, community development workers, sociologists teachers, economists, mass media people, biologists, geologists, engineers, meteorologists, etc. This complementation is imperative to ensure more socially and technically appropriate responses, programs and innovations.

T **TRANSLATING** national commitment into concrete plans of action that can operationalise CBDM at the various levels. Since disasters strike local communities, it is the local institutions and organizations at the provincial, municipal, barangay, and cluster levels that can best undertake and sustain disaster-related activities. Incorporating local concerns in the higher local planning bodies is also a way of drawing greater attention and resources for the affected communities.

E **EMPOWERING** the communities to enable them to influence decisions, policies and programs concerning disaster. Communities become vulnerable when their people are alienated from the developments taking place around them. When they do not have any control over their situation because decisions are imposed from somewhere, they become victims of circumstances.

R **REORIENTING** the perspective on disaster response from being reactive to being preventive and proactive. Dole-out strategies which have their roots in the provision of relief goods after a disaster event, has to be put aside. For example, relief operations have to be anchored in a perspective of an appropriate emergency response.

Creating a disaster-conscious culture among the communities, the government, the NGOs and other institutions impel the various sectors to be more preventive and to have sustainable disaster response strategies.

S

SYNTHESIZING experience and learning toward improving theory and practice in community disaster management. Disaster workers tend to be action-oriented, always wanting to respond to the crisis situations. The task of documenting, studying, analyzing and synthesizing the experiences to generate learning, are usually neglected. This is a need that can be addressed by incorporating this task in actual DM operations.



Undertaking the ICDPP by the local Chapter is a challenge in itself. Adjustments in resource allocations, procedures, capacities and relationships would inevitable. The succeeding chapters of the Guidelines are meant to assist the ICDPP implementers in making these adjustments.



Initiating the ICDPM in the Chapter



How to integrate the community-based disaster preparedness in the services of the PNRC chapter

THE ICDPM IS NOT ONLY concerned with the provision of the emergency response, which is now being re-oriented to become more community-based, but is focusing more on the prevention, mitigation and preparedness aspects as the best approach to disaster. Given the nature that response to disaster is best done



at the local level where disaster takes place, the PNRC Chapters are in the best position to undertake the ICDPM in the communities. This requires decentralising the management and activities of the ICDPM by giving the chapters the autonomy to implement the local projects.

THE CURRENT DISASTER management services, therefore, is adopting the ICDPM in all aspects of disaster management service. But it shall be done in accordance to the existing rules and procedures in providing emergency services such as search and rescue, relief operations, provision of medical services and evacuation.

What is the proposed organizational structure and functions of the DMS?

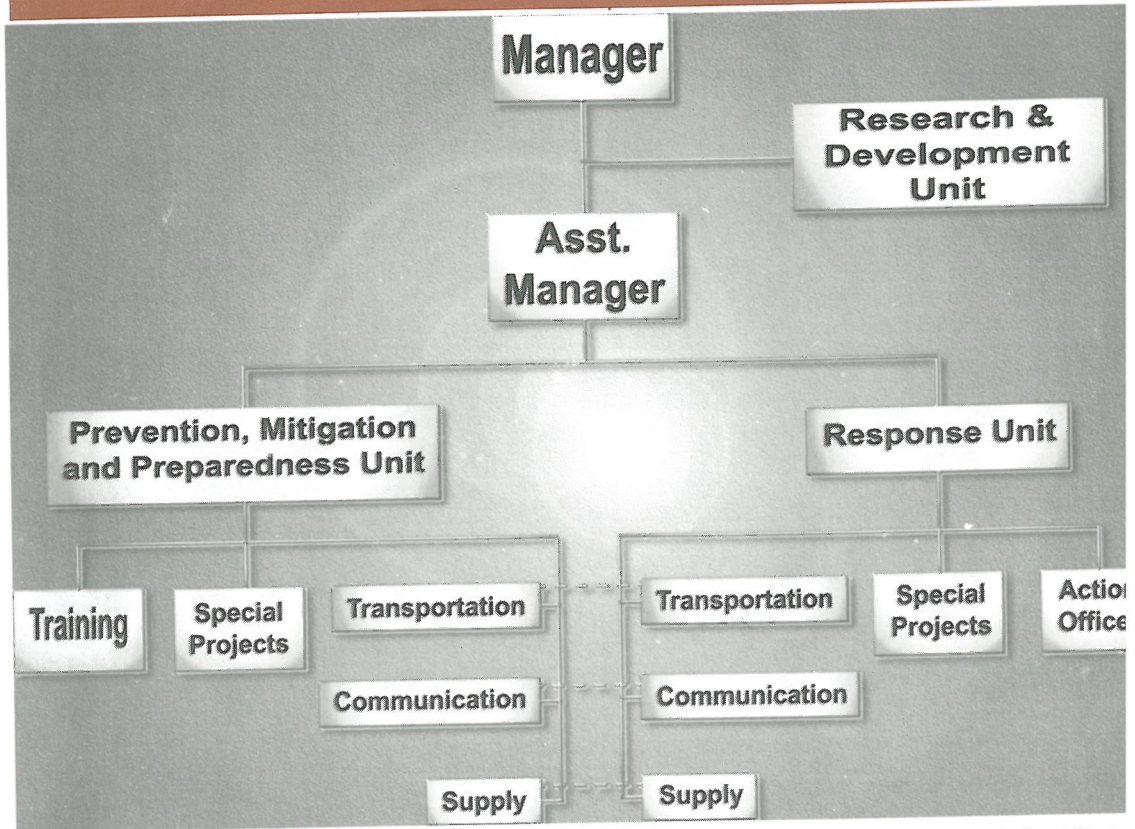


Figure 3.1 Disaster Management Services Organizational Chart

THE INTEGRATION of ICDPM is an opportunity for the expansion of the preparedness program of DMS. The proposed new structure does not only facilitate fitting the ICDPM into DMS, but also allows the department to better execute its mandate of adding value to the DM work of chapters.

UNDERSTANDING the proposed structure of the DMS will help the ICDPM chapter implementers in identifying and finalizing the roles of the DMS and the assistance they can avail from the national headquarter. The proposed DMS organizational structure has the following attributes: *(Please refer to Figure 3.1 for the diagram)*

Management

The over-all management responsibility of the Disaster Management Services is with the DMS Manager. Considering the size and magnitude of the DMS responsibilities and the scope of coverage, the manager is assisted by an Assistant Manager.

Major Units

THE DMS HAS TWO MAJOR UNITS: the *Disaster Response Unit* and the *Preparedness, Mitigation and Prevention Unit*. These units will implement appropriate, relevant and cost-effective strategies, programs and procedures that will facilitate effective and efficient execution of respective tasks and responsibilities.

1. Disaster Response Unit

The Disaster Response Unit (DRU) will ensure that quality humanitarian services are appropriately delivered to vulnerable families and communities worst affected by disasters. It will ensure that its response and capacity is maintained, regularly checked and further improved to be relevant and responsive to new challenges. These responsibilities are implemented through two sub-sections namely:

A. EMERGENCY RESPONSE SECTION

The Emergency Response Section (ERS) will be responsible for the development, management and implementation of emergency response (and rehabilitation) programs of the department. Its responsibilities include:

- Development of response and response preparedness strategies, systems and procedures in collaboration with the institutional Capacity Building Section
- Warning (secondary) and continuous monitoring of hazards and threats that will have serious effects on the vulnerable populations/communities, jointly concerned with chapters and partner-agencies
- Rapid needs assessment, project development, management and implementation for major emergency response actions
- Mobilization of appropriate resources (domestic and international) that are responsive to pressing needs of severely-affected communities
- Organization of logistical requirements for major emergency response actions
- Technical and resource support to chapters on emergency response matters
- Networking, partnership building

B. INSTITUTIONAL CAPACITY BUILDING

The Institutional Capacity Building Section (ICBS) will be responsible for the development, management and implementation of programs that further improve and strengthen the response preparedness of the department. Its responsibilities include:

- Development of preparedness and response strategies, systems and procedures in collaboration with the Emergency Response Section (ERS)
- Continuous development of technical staff and volunteers at national headquarters and chapters
- Regular conduct of preparedness checks and reviews, through drills and exercises
- Maintenance and expansion of logistical support facilities (transport, communication, warehousing, etc.)
- Technical and resource support to chapters on disasters preparedness matters
- Networking, partnership building
- Advocacy for preparedness

2. Preparedness, Mitigation, and Prevention Unit

The Preparedness, Mitigation and Prevention Unit (PMPU) will assist the vulnerable communities and the general public in developing their capacity to be prepared for and to mitigate/reduce the effects of hazards and disasters. It will develop and implement quality training, technical and resource support, advocacy and other programs that build on local capacities. These responsibilities can be implemented through two sub sections:

a. Disaster Management Training Section

The DM Training Section (DMTS) will be responsible for the development, management and implementation of up-to date and appropriate training and technical programs that address the knowledge and skills needs of communities and the general public. Its responsibilities include:

- Analysis of training needs of vulnerable communities, as well as specific segments of society in collaboration with the Community Based Disaster Preparedness Section (CBDPS).
- Conducting regular review, updating of training programs, materials and aid, and developing new training for specific target groups in collaboration with the CBDPS.
- Providing technical and resource support to chapters, as well as other organizations requesting for services in organizing and managing DM training.
- Networking, partnership building with government, non-government agencies, universities and related learning institutions in the country and other countries.
- In collaboration with other sections of DMS, advocating for the 'mainstreaming DM in the development agenda, focusing on family and community preparedness, and on disaster mitigation by local governments.

b. Community-Based Disaster Preparedness Section

The Community-Based Disaster Preparedness Section (DMTS) will be responsible for the development, management and implementation of community-based programs that assist the vulnerable community, develop and strengthen local disaster mitigation and preparedness capacities. Its responsibilities include:

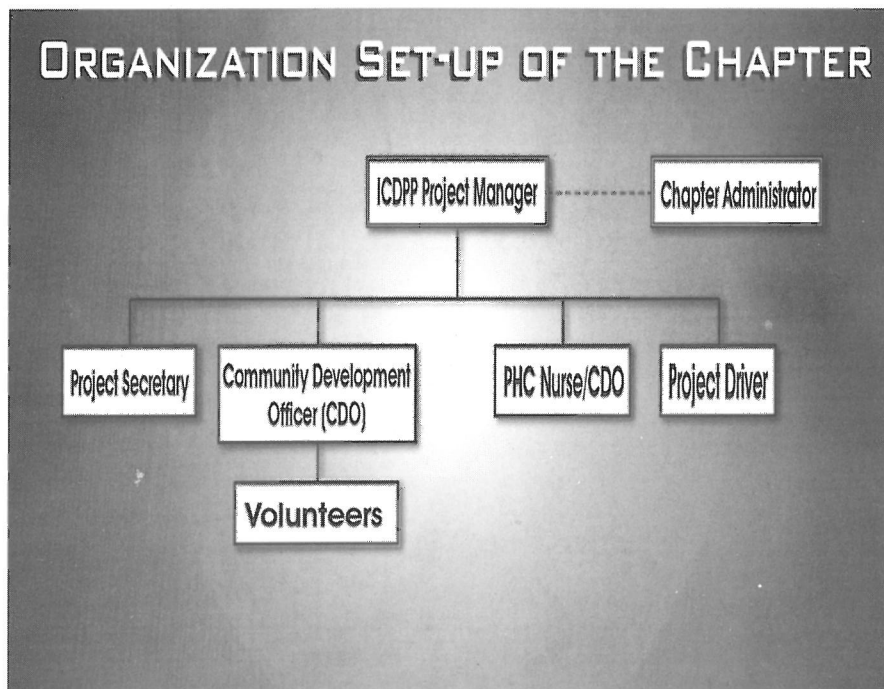
- Development and implementation of community-based disaster preparedness programs through community organizing/ development approaches, and with components on training and organization of disaster actions teams (BDATs), risk assessment, resource mapping, and small-scale disaster mitigation support.
- Providing technical and resource support to chapters, as well as other partner agencies, in the development and implementation of community-based programs.
- Networking, partnership building with government, non-government agencies, development partners and the private sector in the development and implementation of community-based DM programs.
- In collaboration with other sections of DMS, advocating for the 'mainstreaming DM in the development agenda, focusing on family and community preparedness, and on disaster mitigation by local governments.

2. Research and Development Section

IN COLLABORATION with the different sections of DMS, the Research and Development Section will be responsible for the development of quality standards and key indicators, program monitoring and evaluation, documentation and/or dissemination of innovations and good practices, as well as setting up and operationalization of management information systems. This will be under the direct supervision of the DMS Manager.

THE DISASTER MANAGEMENT SERVICES will continue to monitor local impacts of disaster situations and respond accordingly by providing rescue and relief goods from its network of strategically situated warehouses across the country.

With the ICDPM adopted by the DMS, it can now extend the services to the community level.



Who will comprise the ICDPM team in the Chapter? How does it relate with the DMS?

The ICDPM will be implemented in the chapter by a team composed of the Chapter Service representative, a DMS Technical Assistant and a part time - support from the Chapter Administrator. (Please see Figure 3-2 for the organizational set up of the Chapter). The major roles of the team include:

- Conducting community meeting**
- Lobbying with the local government units**
- Formation and training**
- Hazard mapping**
- Assist the community in formulating the BDAP**
- Monitoring of the implementation of mitigation measures-structural or non-structural.**

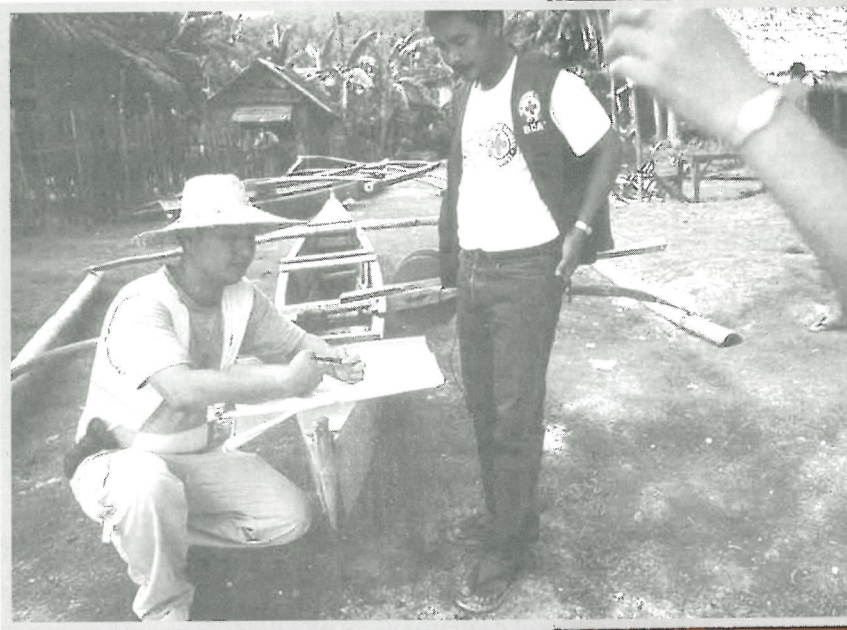
IT IS SIGNIFICANT to note that once the BDATs are formed and trained, they take on much of the responsibility for planning and implementing the mitigation measures, somewhat easing the workload of the ICDPM team.

SUBSEQUENTLY, the main task of the ICDPM team in each province is to provide follow-up support to the BDATs – including regular visits, organising brush-up courses etc. – and maintaining dialogue with the LGUs to keep them alert to hazard preparedness in their ongoing land use planning.

TO ASSIST THE CHAPTERS in coming out with hazard maps, an in-house GIS unit has been established at the DMS. The latter was introduced in PNRC in the last phase of donor-supported activities.

A TIGHT LINK between the mapping team and the GIS staff – often working hand-in-hand – reduces the amount of errors and misunderstandings. Map updates are easier available with the GIS unit at the NHQ.

THE LOCAL CHAPTER, therefore, can request for assistance from the DMS in implementing the ICDPM, using the standard procedure for request.



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Site Selection and Partnership With the LGU

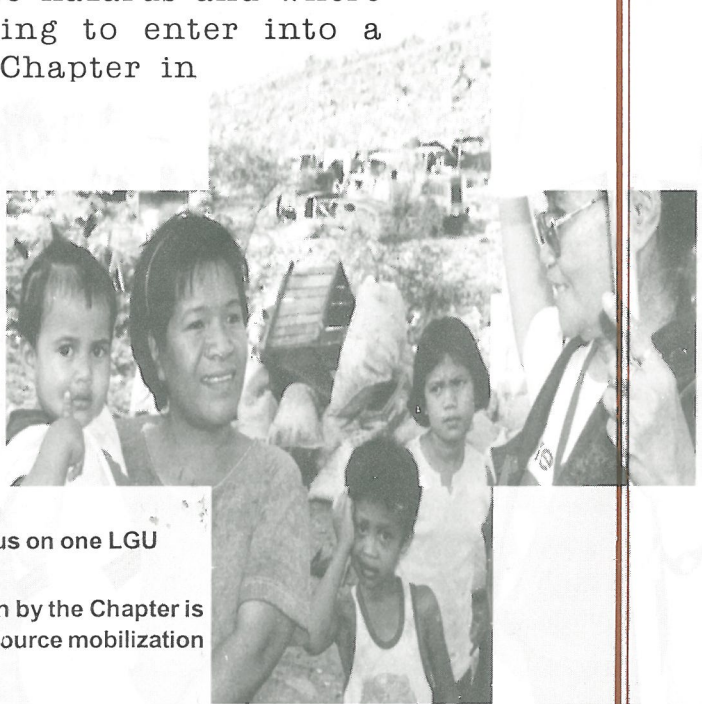
How to select the ICDPP areas

In selecting municipalities and communities within the province, its support should mainly go to the areas which are vulnerable to hazards and where the local officials are willing to enter into a partnership with the local Chapter in implementing the ICDPM.

As an initial undertaking, it is best to implement the model in a cluster of communities with in just one municipality, rather than having dispersed project sites.

The experience with the ICDPP shows the following advantages for starting the model with this scheme:

- The impact in the municipality is more pronounced since there is an institutional focus on one LGU
- The management and project implementation by the Chapter is easier since coordination, access, mobility, resource mobilization and training are more focused.



Vulnerability and Capacity Assessment

Based on experiences and public records of disaster events, select the municipalities that are most vulnerable in the province.

- a. Review the reports on disaster available at the Chapter, Provincial Disaster Coordinating Council, Provincial Planning and Development Office and the Provincial Social Welfare and Development Office
- b. Conduct interviews with the local officials on the most vulnerable areas in the province. Other considerations for selecting the municipalities are:

- i. **Poverty situation** - there is a very high correlation between poverty and vulnerability
- ii. **The interest and cooperation of the local government officials**
- iii. **Accessibility of the municipality**; during a pilot phase, the Chapter has to ensure that the area can be visited frequently. Later on, the less accessible communities should be included if they are vulnerable.
- iv. **Peace and order situation**- one where the security of the staff will not be jeopardized

TAKING THE ABOVE CRITERIA, make a short list of municipalities that are qualified to become the site. To determine the final municipality, the cooperation and the willingness of the municipal LGU and the Barangay leaders will be used as the basis.

TO DO THIS, the Chapter has to conduct consultations and information dissemination with the LGU officials of the municipality that tops the short list of possible ICDPM areas. If the first LGU in the list is willing to enter into a partnership with the Chapter, after orienting them on the perspective, mechanics and requirements of the ICDPM, then that LGU can become the final site.

IN CASE THE FIRST LGU in the short list is not amenable to the program, then the second LGU in the short list will be the next possible area. The same process of consultation and information dissemination among the officials of the LGU will be conducted. Since only one municipality will be taken as the initial site for the ICDPM, it is not advisable to conduct simultaneous consultations and information dissemination among the officials of the different LGUs. However, in conducting the consultation in each municipal LGU, then the officials from the various LGU offices, line agencies and target communities have to be together to establish a consensus that they are willing to participate in the ICDPM.

Identifying the communities

AFTER SELECTING the municipality, the ICDPM team has to select the communities where the program will be implemented. Having clustered communities rather than scattered has the advantages of minimizing commuting time for staff between target communities, and reducing the tensions between neighbouring communities.

WHILE IT IS TRUE that the natural hazards and vulnerability can be easily determined for selecting the communities, the social dimensions for selecting the sites are very variable and therefore can affect the selection

rocess. These social variables include the acceptability and interests of the LGU officials and community leaders, the presence and reactions of NGOs and programs in the community, and the poverty situation.

THE PRESENCE of Red Cross volunteers in the target communities is one factor that can facilitate the implementation of the ICDPM.

How to partner with local government units

CONSULTATIONS with the local government officials are very crucial in ICDPM implementation. At the provincial level, the Governor, Vice-Governor, members of the Provincial Board and heads of the various offices are to be informed about the new approach of the PNRC in disaster management. They shall be consulted on the possible municipalities that can participate in the program.

AT THE MUNICIPAL LEVEL, the officials to be consulted include, but not limited to, the Mayor, Vice-Mayor, concerned Sangguniang Bayan officials, Municipal Planning and Development Officer, Social Welfare and Development Officer, MDCC officials and other concerned officials. The consultations are meant to discuss their interest and ability to enter into a partnership with Red Cross on disaster preparedness.

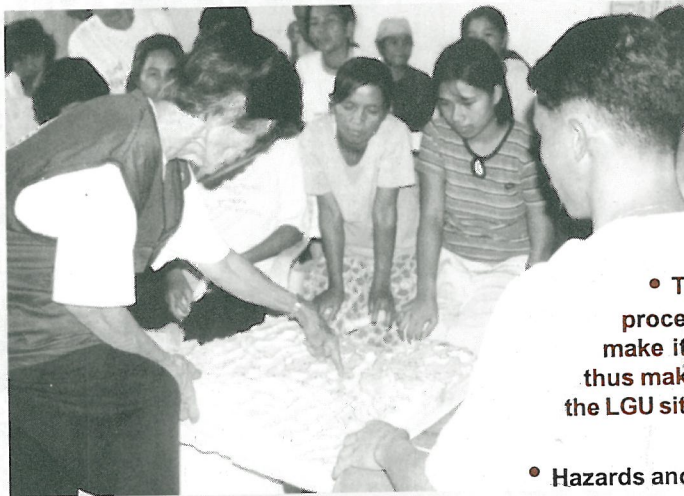
IT IS SIGNIFICANT to note that the LGUs have *Disaster Coordinating Councils*, from the provincial to the barangay levels. These councils can be strengthened through their actual involvement in the ICDPM. The approach in the ICDPM can actually be used by the DCCs in their disaster management activities. In the past, the members of the DCCs were actually involved in the ICDPP, thus enhancing better coordination between the LGU and the programme.

IT SHOULD BE noted that it is difficult for small municipalities with very meager resources for development programmes to commit to an NGO partnership that requires direct support. In addition to their limited resources there is considerable doubt about the ICDPM's ambitions to implement local projects based on volunteer work.

CONSULTATION WITH THE LGU PROGRAM (3-4 Hours)

- National Anthem
- Invocation
- Introduction of Participants
- Welcome Remarks by the Chapter Administrator
- The PNRC History, Fundamental, Principles and Services
- The ICDPM as a New Approach To Disaster Management
- Open Forum
- Forging of Partnership Between the PNRC Chapter and the LGU

ONCE THE LGU officials understand the ICDPP objectives and processes and realise the potential benefits to the communities, a *Memorandum of Agreement* between the PNRC and the LGU will be forged. The following can be cited as the benefits the LGUs can have in participating the programme:



- BDAT can be trained and later on mobilised for disaster reduction and response
- The LGU staff can be trained in disaster management
- The development planning process can be re-oriented to make it more disaster sensitive, thus making it more appropriate to the LGU situation
- Hazards and community maps can be developed which the LGU can later use for their land use planning activities.
- Participation will enable the LGU to establish greater linkages with other disaster management institutions, thus increasing the possibility of greater collaborative work and resources for the LGU.

IT IS NOT AN EASY task to gain access to, and trust from, the administrative and political system. In the beginning, the local officials can be ambivalent; gauging the capacity as well as the sincerity of the PNRC staff. The LGU can consider the ICDPM as unrealistic, and others reluctant to apportion some of their budget for the proposed mitigation measures. LGU officials can consider it impossible to mobilize volunteers for new and larger initiatives.

BUT PERSISTENT visits and follow-up by the staff can loosen the tight resistance. The series of meetings and consultations can clarify issues and convince the LGUs to finally join the programme through the Memorandum of Agreement (MOA) between the PNRC chapter and the LGU. (See Annex 4-1)

What is expected from the LGU in a partnership?

a. Provision of Counterpart

One of the goals for ICDPM is the mobilisation of the LGU towards community-based approach to disaster management. One component of this is the implementation of mitigation projects in the communities. In doing so, the local government unit has to allocate funds for the project which serves as its counterpart in the ICDPM.

THE LGUs at various levels can allocate budget for disaster preparedness and mitigation activities through their '*development funds*' making up 20% of local tax revenue; in addition they control a '*calamity fund*' of 5% which can only be released when a disaster hits. They can also tap the provincial funds, as well as those coming from the congressional districts.

The contributions can also come in the forms of:

- materials,
- transport,
- some special equipment for the construction work,
- salaries of the skilled workers hired for the project, and
- food for work for the volunteers.

b. Formation of Task Forces in the LGUs.

One of the purposes of the ICDPM is the institutionalization of disaster preparedness in the LGU. This can be facilitated through the creation of a Task Force that can help in the implementation of the programme. The Task Force will assist in construction designs, provision of equipment and vehicles, and monitoring and evaluation of the project. It is composed of the heads of the local offices such as the MPDC, M Engr., M. Budget Officer and the M. SWO.

a. Participation in training on Disaster Management.

The capability of the LGU staff in DM can be enhanced through their participation in the ICDPM training programme. This will help them in subsequently assisting the communities in local hazard mapping, planning and project implementation.

b. Incorporation of the disaster mitigation projects in the Annual Investment plan

The mitigation projects identified by the people in their Disaster Action Plan can be incorporated by the municipality in their annual plans and corresponding budgets can be allocated from the Development funds.

What is done after the LGU expressed their interest through the MOA?

THE MEMORANDUM OF AGREEMENT (Annex 4.2) between the PNR Chapter and the LGU serves as the basis for the partnership. The initial activity in pursuing the ICDPM in the municipality is the conduct of the technical training to be conducted by the LGU officials and other officers of local administration and agencies such as the DENR, DILG, DPWH, and other concerned officials.

FOR THE LGU, the training focused on the new paradigm about disaster management and in enhancing their skills in planning and mobilizing the LGU resources for DM. It includes an orientation on how to integrate disaster management in the LGU's development planning.

The design of the Technical Training is in Annex 4-2. Some pointers in preparing for this training are the following:

- a. **Set the schedule with the participants, in coordination with the DMS at the national headquarter who would be assisting the Chapter in the conduct of the training.**
- b. **Prepare the logistic support such as the venue, the materials, the arrangement for the food and accommodation if it would be a live-in training.**
- c. **Since this is a training for the LGU officials, the LGU can provide counterpart such as the venue, supplies, the food and accommodation.**
- d. **The Chapter and the DMS shall provide the resource persons.**

It is during the technical training that the plan for the entry to the community is formulated. The participants become partners of the Chapter in pursuing the ICDPM in the communities in the various activities that would be pursued.



ANNEX 4.1.1

SAMPLE MEMORANDUM OF AGREEMENT BETWEEN THE PNRC CHAPTER AND THE LGU

KNOW ALL MEN BY THESE PRESENTS:

This Memorandum of Agreement is made entered into by and among:

The _____ (PNRC Chapter) hereinafter referred to as PNRC, represented by its Chapter Administrator _____ (Name) of legal age, _____ (civil status) and a resident of _____ (Address).

And

The MUNICIPAL GOVERNMENT OF _____ (Municipality, Province) hereinafter referred to as the LOCAL GOVERNMENT UNIT, represented by the Municipal Mayor _____ (Name), of legal age, married and a resident of _____ (Address).

The PNRC Chapter will:

1. Assist the LGU in capability building through the provision of training.
2. Devise mechanism for the implementation, monitoring and evaluation in consultation with the beneficiaries.
3. Provide technical assistance in the hazard mapping and in the development of maps that can be used by the LGU.

The LOCAL GOVERNMENT will:

1. **Provide estimation** of the project, engineering design and other requirements for the project implementation that needs technical skill;
2. **Provide heavy equipment** facilities that could possibly hasten the construction of the project;
3. **Allocate funding** assistance for the mitigation project.;
4. **Conduct regular monitoring** and supervision from the start of the construction until the project will be finished;
5. **Provide skilled municipal laborers** to lead and augment the number of barangay workers;
6. **Commit itself to fully support all** the activities of the Philippine National Red Cross, especially the Fund raising activities.

This Agreement will commence upon completion of all the requirements to be submitted to the PNRC Chapter.

IN WITNESS HEREOF, we hereunto affixed our signature this _____ (day, month and year) at the Municipality of _____ (Province), Philippines.

Municipal Mayor

Chapter Administrator

Witnesses:

ANNEX 4.1.2

SAMPLE MEMORANDUM OF AGREEMENT BETWEEN THE LGU AND THE BENEFICIARIES

KNOW ALL MEN BY THESE PRESENTS:

This Memorandum of Agreement is made entered into by and among:

The MUNICIPAL GOVERNMENT OF _____ (Municipality, Province) hereinafter referred to as the LOCAL GOVERNMENT UNIT, represented by the Municipal Mayor _____ (Name), of legal age, married and a resident of _____ (Address).

And

The BARANGAY (Barangay, Municipality, Province), hereinafter referred to as THE BENEFICIARY, represented by its Barangay Captain _____ (Name) of legal age, married and a resident of barangay _____ (Address) Philippines.

And

The BARANGAY DISASTER ACTION TEAM, hereinafter referred to as the BDAT, represented by its Chair _____ (Name), of legal age married and a resident of barangay _____ (Address), Philippines.

The BENEFICIARY will:

1. Prepare the Project Proposal with the attachment of the resolution requesting for the construction of the _____ (Name of project);
2. Provide local resources (Materials) available in the Barangay such as Sand, Grave boulders;
3. Provide proper maintenance of the project and all the facilities that will be provided by the LGU, repair should be immediately done if the need arises;
4. Assist the BDAT in initiating a Disaster Evacuation exercise/simulation participate the barangay constituents to familiarize them in actual evacuation and other rescue activities during calamity;
5. Secure necessary documents for the construction of an flood Control Dike and pertinent papers alike;
6. Set a working schedule for the laborers and other voluntary workers;
7. Extend a full support to the activities of the Philippine National Red Cross _____ (Name of Chapter).

The LOCAL GOVERNMENT will:

1. Provide estimation of the project, engineering design and other requirements for project implementation that needs technical skill;
2. Provide heavy equipment facilities that could possibly hasten the construction of the project;

3. Allocate funding assistance for the labor cost;
4. Conduct regular monitoring and supervision from the start of the construction until the project will be finished;
5. Provide skilled municipal laborers to lead and augment the number of barangay workers;
6. Commit itself to fully support all the activities of the Philippine National Red Cross, _____ Chapter, especially the Fund raising activities.

The BARANGAY DISASTER ACTION TEAM will:

1. Assist the Barangay in making the project proposal and resolution to be submitted at the office of the ICDPP;
2. Assist the Barangay and LGU in the implementation of the project;
3. Assist the Barangay in the formulation of a Flood Control Plan and Counter Disaster Plan and for other emergency response activities;
4. Initiate a disaster evacuation exercise/simulation participated the Barangay constituents to familiarize them with actual evacuation activities during calamity;
5. Assist the Barangay in all of it's activities for the implementation of the project and for the project's sustainability;
6. Establishment of reserve funds for the maintenance of the project.

This Agreement will commence upon completion of all the requirements to be submitted to the LGU.

IN WITNESS HEREOF, we hereunto affixed our signature this _____ day of (Month, year) at the Municipality of _____, (Province) Philippines.

Mayor
Municipality

BDAT Chairman/Barangay Captain
Barangay

Witnesses:

DESIGN OF THE TECHNICAL TRAINING ON RISK AND RESOURCES MAPPING

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 - 3.1 Specific and Development Objectives
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 - 10.3. Development of Disaster Action Plan



The Formation and Training of the Barangay Disaster Action Teams & Volunteers

What is the Barangay Disaster Action Teams (BDAT)

COMMUNITY PARTICIPATION in ICDPM relies on finding local people who would be willing to commit themselves and form a Barangay Disaster Action Team (BDAT). The team consists of volunteer residents representing various sectors of the community.



THE VOLUNTEERS are selected by the community and they undergo a Community Disaster Management course that includes disaster management orientation, hazard mapping and analysis, planning for disaster mitigation and first aid. Since the ICDPM training programme is comprehensive, the courses are organised as a live-in courses to ensure full participation – especially of the busy community leaders.

THE ICDPM CAN make necessary arrangement for the food and accommodation. The *Barangay Disaster Action Team* serves as ICDPM's partners in the implementation of the projects in the community. In the long run, they are expected to do the planning and implementation of disaster mitigation projects, respond to emergency situations in the community, and conduct local community training in first aid and hazard awareness.

What precisely does the BDAT do?

Unlike in the previous approach where the functions of the BDAT focuses more on the emergency response, the functions of BDAT members in the implementation of the ICDPM include those pertaining to the planning and implementation of the disaster mitigation projects.:

- Recruitment of volunteers for hazard-preparedness activities
- Information dissemination – “spreading the experience”
- Hazard mapping and needs analysis