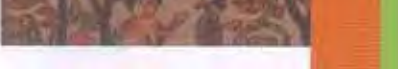
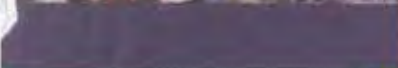
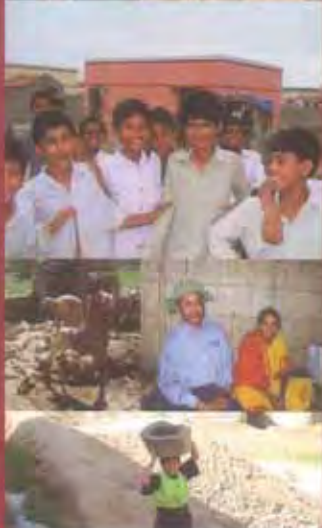




UNCRD

UNCRD TAPESTRY

**Defining the Past
and Building the Future of
Community Based Disaster Management**





UNCRD Tapestry

"Defining the Past and Building the Future of CBDM"

December 2004

United Nations Centre for Regional Development
Disaster Management Planning Hyogo Office



NOTE:

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS	i
PREFACE	ii
GLOSSARY	iii

INTRODUCTION	1
UNCRD in the Context of CBDM	2

SECTION I.

Country Specific CBDM: Mongolia and Viet Nam	13
Sustainability of CBDM	14
Case Study Mongolia- by Bolormaa Borkhuu	16
Case Study Viet Nam - by Sohel Khan	38



TABLE OF CONTENTS

SECTION II.

CBDM Pre-Events and Analysis on CBDM	59
Towards UN WCDR	60
Analysis I. CBDM and Governance (Zubair Murshed)	64
Analysis II. CBDM and Civil Society/Corporate Sector (Zen Delica)	82
Analysis III. CBDM and Education (Anshu Sharma)	94

FINAL REPORT

THE FUTURE OF COMMUNITY BASED DISASTER MANAGEMENT (CBDM)	105
Developing targets for CBDM by2015 (Ian Davis)	106

SECTION III.

On-Line Forum 2004	155
Voice Book: On-Line Forum 2004	156
Voice Book	162

APPENDIX

1. Resolution- International Conference in India, August 2004	178
2. Resolution from Montego Bay Conference	181

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PREFACE


The past three (3) years have been a time of exploration for the UNCRD Disaster Management Planning Hyogo Office (hereinafter referred to as the Hyogo Office) in a sense that disaster management has been rapidly evolving since the Yokohama Conference that took place approximately ten years ago. Since then, disaster management has progressed rapidly to consider a wider array of issues, one of which is community based disaster management (CBDM). CBDM has always been practised in communities throughout the world, nonetheless, only recently relative to its origins was it "discovered" in the 1970s when the civil society movement surfaced and merged into the mainstream society. Subsequently, CBDM became one of the more effective ways to empower and strengthen communities to protect themselves from natural disasters and contribute to building stronger and more integrated societies.

One of the strengths of CBDM is its ability to promote interdependence, instead of dependence, where it speaks to the needs of integration between communities and government. In particular, to achieve sustainability of CBDM, it is necessary for not only the community but also the government, to actively participate in its activities. Otherwise, it will be difficult to achieve long-term success in building safer communities. While the communities themselves take an active role in deploying CBDM activities at the grass-roots level, the government too must similarly act upon it at the policy level in order for it to be sustainable.

From 2002, UNCRD Hyogo Office initiated CBDM activities through its project entitled, "Sustainability in Community Based Disaster Management" in pursuit not only of promoting grass-roots efforts in disaster management but also in exploring ways of making it sustainable. The UNCRD Hyogo Office was particularly interested in pursuing the problem of CBDM sustainability, because it seemed considerably less accounted for in the overall conduct of CBDM. Considering its importance and the long-term implications on the local communities, the Hyogo Office felt it was very necessary to pursue this particular aspect of CBDM.

Subsequently, the Hyogo Office actively pursued CBDM activities with a focus on its sustainability. Collecting case studies and developing the User's Guide in CBDM, the Hyogo Office delved further into the concept of sustainability and acted upon the results to contribute these findings to the world platform in implementing CBDM.

This publication is comprised of CBDM activities that the UNCRD Hyogo Office has implemented over the past three years. From case studies, workshops, to Internet discussions, this publication describes the variety of ways in which the UNCRD Hyogo Office has attempted to understand, promote, and achieve sustainability in CBDM. This publication is entitled, UNCRD Tapestry precisely because of its multi-faceted nature. CBDM, like a tapestry, is a combination of various threads of efforts undertaken by communities and organizations at every level of society. This is the beauty and the challenge of CBDM. CBDM is not a solution but an approach that requires innovation and perspective in order for it to be successful and, more importantly, effective. Hence, UNCRD Tapestry is also meant to show the necessity of incorporating various approaches to achieving the central aim of building safer communities, worldwide.


Kazunobu Onogawa
Director

GLOSSARY

ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Center
AUDMP	Asian Urban Disaster Mitiation Programme
BUDMP	Bangladesh Urban Disaster Mitigation Programme
CACC	Capacity-building for Adaptation to Climate Change
CBDM	Community Based Disaster Management
CBDM	Community-based Disaster Mitigation
CBO	Community Based Organisers
CCFSC	Central Committee for Flood and Storm Control
CDERA	Caribbean Disaster Emergency Response Agency
CDP	Centre for Disaster Preparedness
CDRC	Citizens Disaster Response Centre
CECI	Centre d'etude et de cooperation internationale
CERT	Community Emergency Response Team
CIDA	Canadian International Development Agency
CNDR	Corporate Network for Disaster Response
CPP	Cyclone Preparedness Programme
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
CSR	Corporate Social Responsibility
DARD	Department of Agriculture and Rural Development (Province)
DDC	District Development Committee

DDO	District Development Officer
DiPECHO	Disaster Preparedness European Commission Humanitarian Office
DM	Disaster Mitigation / Disaster Management
DMC	Disaster Management Centre
DMU	Disaster Management Unit
DP	Disaster Preparedness
DPC	District People's Committee
DCFSC	District Committee for Flood and Storm Control
FU	Farmers Union
GHI	Geohazard International
GIS	Geographic Information System
GOLFRE	Global Open Learning Forum for Risk Education
GTZ	German Agency for Technical Cooperation
HRD	Human Resource Development
ICDPP	Integrated Community Disaster Planning Programme
IDNDR	International Decade for Natural Disaster Reduction
IDRC	International Development Research Centre
IFRC	International Federation of Red Cross
IGNOU	Indira Gandhi Open University
INGO	International Non-Government Organization
JCI	Junior Chamber International

JICA	Japan International Cooperation Agency
JPOI	Johannesburg Plan of Implementation
KVERMP	Kathmandu Valley Earthquake Risk Management Project
MARD	Ministry of Agriculture and Rural Development (National)
MDG's	Millennium Development Goals, (aimed to be reached in 2015)
NDMO	National Disaster Management Organization
NDMP	National Disaster Management Programme
NDMP	Natural Disaster Mitigation Partnership
CPRGS	Comprehensive Poverty
NGO	Non-Government Organization
NSET	National Society for Earthquake Technology- (Nepal)
PCFSC	Provincial Committee for Flood and Storm Control
PDMF	Philippines Disaster Management Forum
PDMP	Participatory Disaster Management Project
PO	People's Organization
PPC	Provincial People's Committee
PPERS	Pre positioned Emergency Rescue Store (Nepal)
PRA	Participatory Rural Appraisal
PRSP	Poverty Reduction Strategy Papers
RCT	Rotary Club of Thamel
SDC	Swiss Agency for Development and Cooperation

SEEDS	Sustainable Environment and Ecological Development Society
UK	United Kingdom
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	United Nations Children Fund
UN ISDR	United Nations International Strategy for Disaster Reduction
UN MDG	United Nations Millennium Development Goal
UN WCDR	United Nations World Conference on Disaster Reduction
USAID	United States Agency for International Development
US OFDA	United States Foreign Disaster Assistance
VCA	Vulnerability and Capability Assessment
VH	Village Head
WHO	World Health Organization
WHO/KC	World Health Organization/ Kobe Centre
WU	Women's Union
YU	Youth Union

UNCRD in the Context of CBDM

INTRODUCTION





UNCRD in the Context of CBDM

Introduction

UNCRD (United Nations Centre for Regional Development) has explored the increasingly popular efforts on CBDM (Community Based Disaster Management) for the past three years. From 2002 to 2004, the 3-year project "Sustainability in CBDM" that was funded by Hyogo Trust Fund has been one of the pillar projects of the UNCRD Disaster Management Planning Hyogo Office, in its effort to mainstream and explore sustainable CBDM. During these 3 years, the CBDM project went through phases from case study collection, to analysis, to the development of CBDM guidelines in the Asian region.

Coincidentally in 2003, the General Assembly of the United Nations (UNGA) decided to hold a United Nations World Conference on Disaster Reduction (UN WCDR) in Kobe, Hyogo Prefecture, Japan in 2005, to mark a ten-year review of the Yokohama Strategy that resulted from the World Conference on Natural Disaster Reduction, held in Yokohama a decade ago in 1994.

Along with this announcement, UNCRD considered that the UN WCDR constitutes an opportunity to further augment the momentum of CBDM by showcasing the project's activities and its outcome for dissemination to the wider audience during the January 2005 World Conference. In the intervening years, from 2003-2004, the Hyogo Office has been committed to the

efforts of the CBDM project

This publication is a compendium of such efforts on CBDM made by UNCRD during the years leading up to the UN WCDR. Below are summaries of UNCRD activities in the context of CBDM throughout the years. Furthermore, this publication is intended as a means for the public at large to have a chance to understand the underlying intentions and purposes of CBDM as well as the challenges behind it which have made the CBDM project all the more rewarding.

UNCRD and CBDM¹

CBDM as disaster management approach received attention during the mid-1990s predominantly from nongovernmental organizations (NGOs) involved in humanitarian assistance activities. Using the VCA Tool (Vulnerability and Capability Assessment)², NGOs recognize the importance of coping capability and vulnerability in planning and designing its programmes. The International Federation of Red Cross and Red Crescent Societies (Federation) and its member-national



¹ Excerpts from "Sustainability in Grass-Roots Initiatives: Focus on Community Based Disaster Management", UNCRD, April 2003.

² Vulnerability and Capacity Assessment, Woodrow and Anderson

³ The Philippine National Red Cross initiated the Integrated Community Disaster Planning Programme (ICDPP) a bit earlier, based on lessons learned on similar project in Albay Province, Bicol Region.



societies (NS) are among the first to embrace CBDM (and the VCA tool) as an integral approach in their disaster management programmes. Thus, starting from 1995, a series of sub-regional workshops was conducted in the Asia Pacific Region to promote CDBM and to provide a framework for its implementation at the national level. Under this, the National Societies of the Philippines³, Bangladesh⁴, India, Cambodia, and Viet Nam implemented CBDM on a pilot basis starting in 1996. It is to be noted that the early adopters of CBDM among the NS saw the linkage between the CBDM approach and their own mandates to mobilize voluntary action, a fundamental Red Cross/Crescent principle, and target the most vulnerable segments of society. Later, the Federation's Strategy 2010 clearly indicates the importance of institutionalizing CBDM⁵ in its work in relation to its recent strategic vision *"to improve the lives of vulnerable people by mobilizing the power of humanity"*. Thus, the Federation and the NS are clearly one of the major actors in promoting CBDM.

Subsequently, CBDM became popular by addressing mitigation and preparedness initiatives. Several other NGOs in many

countries of the "South" implement and actively promote variations of CBDM. This led to a realization that there exist a broad range of indigenous coping capabilities among the communities and in times of crisis, this is the most important means of survival prior to the arrival of humanitarian agencies. UNISDR further notes "that inhabitants of local communities represent the greatest potential source of local knowledge regarding hazardous conditions, and are the repositories of any traditional coping mechanisms suited to their individual environment. Thus they are the main actors in responding first at times of crisis and usually the remaining group as stricken communities strive to rebuild after a disaster."

Given this emerging "popularity" of CBDM, it is continuously evolving, from the recognition of the importance of traditional coping mechanism to the broader integration to almost all phases of disaster management. In the case of Bangladesh, community involvement is integral to the cyclone warning and dissemination. For the Red Cross and Red Crescent Societies, CBDM is integrated into their long-term strategy to prepare communities for disasters and to mobilize volunteers. For the Government of Australia and recently in the United States of America and Japan, the involvement of community is increasing in local area disaster management planning. In the Philippines,

⁴ Bangladesh however had been implementing the much-noted Cyclone Preparedness Programme (CPP), a joint venture between the Government of Bangladesh and the Bangladesh Red Crescent Society. The CPP mobilizes volunteers in providing cyclone early warning information.

⁵ Being responsive to local vulnerability and capacity, pp 12-13, Strategy 2010, The International Federation of Red Cross and Red Crescent Societies



only weeks after setting up emergency response teams, a community organization in a village rescued 31 families from rising floodwaters . Immediately after the Gujarat earthquake⁶ in India in January 2001, an Indian NGO (*Swayam Shiksam Prayog*), joined many community based organizations in the recovery effort. Drawing on their prior experience following the Latur earthquake in Maharashtra, India in 1993, they proposed a policy, which would not only rebuild the devastated Gujarat communities but reform and strengthen their social and political structures. The central concept was that people -- especially women -- need to rebuild their own communities. In Turkey, Turkish women displaced by the major earthquake that struck Turkey's Marmara region in August 1999, began organizing themselves immediately after the disaster.

There are a number of examples on the application of CBDM listed under different names. However these are done sporadically and oftentimes under an ad-hoc process without due regard to widespread replication and long-term sustainability. It can be noted from the earlier discussions that there appears

to be an emerging trend on the "users" of the CBDM approach. Figure 1 below shows this trend. The starting point for sustainability in CBDM lies on recognition and understanding on the importance of the indigenous coping mechanisms of communities vis-a-vis the impact of disasters. The role of stakeholders is to strengthen coping capabilities rather than replacing them by imposing external culture and complex methods. If community ownership is not promoted, it leaves a question mark on attaining sustainability. On the other hand, one must realize that individual households and communities are generally unaware of the hazards they face, underestimate those they knew of, and overestimate their ability to cope with crisis. They also tend not to put much trust in disaster reduction strategies, and rely heavily upon emergency assistance when the need arises. This is why NGOs are getting increasingly involved in disaster reduction focused primarily on public awareness and advocacy programmes. They particularly seek to encourage the desired shift in emphasis from emergency assistance and disaster response to the more engaged roles of local



⁶ p15, IFRC World Disaster Report 2002



community participation in planning, vulnerability assessment, and risk management practices. On the other hand, recognizing that disasters happen at the local level, local governments are the primary actors in promoting the adoption of local disaster action plans. Oftentimes, these are developed as a response to a recent catastrophic event as the general public and community demand for better preparedness and emergency response at the local level.

Concepts of Sustainability and Partnership

To be effective and to create impact, the application of the CBDM must go beyond the sole initiatives of communities, NGOs and a handful of local governments. As part of an advocacy for more responsive and effective governance, national and state level governments should look at integrating CDBM in their policy and implementing procedures. Among the disaster prone countries in Asia, it is notable that Bangladesh, Viet Nam and Cambodia have recognized the importance of CBDM and thus they are at the early stage of getting CBDM integrated into their national policy

and strategy. If this is properly supported and sustained by national policymakers and their international donor partners, there is a better likelihood of seeing more resilient communities that are able to protect themselves. Sadly though, these countries are rather exceptions and many other countries operate based on the "command and control" type of approach with limited community involvement as the dominant disaster management actors. Thus we would like seeing in the future where CBDM would eventually become an integral component of national disaster management policies in disaster-prone countries, which would yield sustainability of the CBDM efforts.

The concept of sustainability, then, requires institutionalization of CBDM activities by government for perseverance of its CBDM efforts. Such framework of CBDM is critical in the pursuit of passing down community-led and managed initiatives in disaster management from generation to generation such that it would continue to embrace and reinforce communities that have been co-existing with disaster risks.

Related to sustainability is the mechanism of partnership in CBDM. Partnership, in many ways similar to sustainability, is a critical mechanism through which successful CBDM can be achieved. Partnership has been an important concept among various



constituents beyond disaster management and has been highly regarded in the development field. As a result of the 1992 United Nations World Summit on Sustainable Development (UN WSSD) the concept of "partnership" was identified as a key concept in achieving sustainable development. Considering disaster management as an integral part of development, "partnership" is not only applicable but also useful. Hence, it is also an applicable concept in disaster management at all levels. Partnership allows for "nexus" and "synergy" to be born out of interaction with people and organizations at all levels, making disaster management activities more comprehensive and extensive. Such dissemination of disaster management activities is a critical factor in the course of procuring disaster-safer communities while both "sustainability" and "partnership" are critical elements that reinforce each other in procuring disaster-safer communities around the globe.

In preparation for the (UN WCDR) United Nations World Conference on Disaster Reduction (18-22 January, 2005), the United Nations International Strategy for Disaster Reduction (UN ISDR) has also focused on the concept of "partnership" in its identification of selected themes. Considering it as one of the more critical concepts to be realized in the field of disaster management, UN ISDR has emphasized partnership. It has

proposed that one of the documents constituting the output of UN WCDR would be to realize a partnership mechanism (i.e. mechanism to formally record and track the progress of significant voluntary partnerships that are directed toward the achievement of final document's objectives).

UNCRD Activities in CBDM

Sustainability in community based disaster management⁷

In 2002, UNCRD launched a three-year research project entitled "*Sustainability in Community Based Disaster Management*", to study the effectiveness of the grass-roots projects and to suggest policy input for sustainability, which will be useful for different communities to take future actions. This will also help in an understanding of the gaps in community initiatives, and enable future corrective actions to be taken. The study will be an evaluation on what has been achieved so far in CBDM with specific examples from the field, and what should be done in future.



⁷ Excerpts from "Sustainability in Grass-Roots Initiatives: Focus on Community Based Disaster Management", UNCRD, April 2003.



for the sustainability of these efforts.

In this nongovernment, academics, and international organizations were reflected in terms of concrete projects and initiatives, and a model of co-operation will be established.

Under the UNCRD's organizational mandate of Sustainable Regional Development, the goal of the current study is to achieve safety and sustainability of livelihoods for effective disaster mitigation, focusing on three key elements: self-help, cooperation, and education. This goal will be achieved by setting the following specific objectives:

- To study the effectiveness of the grass-roots initiatives from selected successful practices,
- To make a model for the sustainability of these initiatives in terms of policy options for undertaking future grass-roots projects,
- To apply the findings to different communities, and
- To disseminate the best practices through training and capacity-building.

During the three-year project, the following activities were planned and implemented:
 Year 1 (2002): Development of Framework:
 Activities include: Field survey, documentation of best practices from 6 selected countries in the form of case studies, and preparation of the overall framework of action for the sustainability of community based disaster management (CBDM).

6 Selected Countries: Bangladesh, Cambodia, India, Indonesia, Nepal, and Philippines.

Year 2 (2003): Development of CBDM Guidelines: Activities include: Development of general and specific guidelines, and field testing of CBDM Guidelines on selected areas for verification of the implementation of guidelines.

3 Field Testing Countries: Bangladesh, Philippines, and Viet Nam.

Year 3 (2004): Development of CBDM User's Guide and Field Application: Activities include: Completion of case studies, formation of the final handbook for sustainability of CBDM, implementation of handbook application, and dissemination to wider communities. Several supporting events such as workshops and conferences also took place.

2 Field Application Countries: Mongolia and Viet Nam.

Below is an outline of the 3-year activities.



Year 1- Case study collection (2002)

The first year of the project mainly focused on collecting case studies from six countries, and investigations on the selected case studies were implemented. The case studies were studied to observe how communities that are prone to natural disasters have been coping with disaster risks and gain inspiration on innovative and effective ways of CBDM that could be applied at the global level. It is posited that communities in countries in disaster-prone regions would have already adopted the CBDM approach for their survival and continuance of livelihood. Hence, by observing and studying their ways, such information could be used to develop the guidelines of realizing sustainability in CBDM. In collecting these case studies, UNCRD has consulted with groups of experts, at the Expert Group meetings, in CBDM to build framework for pursuing such a study. More specifically, the case studies were selected from six (6) different countries of: 1. India, 2. the Philippines, 3. Cambodia, 4. Bangladesh, 5. Nepal, and 6. Indonesia. These countries were selected as they are considered to be among some of the most

disaster-prone countries in Asia.

UNCRD, through selected counterparts in the selected countries, built a framework for the collection and analysis of case studies over the course of one year. Subsequently, the case studies were collected, organized, and analysed by the partners in these countries for refinement. Upon collection and analysis of the case studies, the information was used for the development of guidelines on sustainability in CBDM. As part of the process for developing the guidelines, UNCRD held an international workshop from 30 January to 1 February, 2003 entitled, *"International Workshop 2003: People Communities, and Disasters"*⁸.

The first two days of the workshop focused on the sustainability issues of CBDM. Representatives from six different countries presented their views and experiences of grass-roots project for different types of hazards. The roles of the community were discussed based on the experiences of Bangladesh, Fiji, and Japan. It was agreed



⁸ Co-organised by Hyogo Prefecture, Kobe City, The Yomiuri Shimbun, and Citizens towards Overseas Disaster Emergency (CODE).



that education is one of the main elements in disaster reduction initiatives. Also, experiences of Japan, Taiwan Province of China, and India were discussed together with their implications for pre-disaster mitigation activities in other parts of the world. The third day of the workshop focused on the recovery and reconstruction process in Afghanistan, in commemoration of the recent earthquake that heavily damaged the already disaster-stricken country. The current problems were raised, including gender issues which until very recently had not been mainstreamed. These problems and issues in Afghanistan were indicative of many other countries that suffer from natural and man-made disasters, where community initiatives were often strong but under-represented and overlooked.

Approximately 450 people participated in the workshop, representing academia, government, NGOs, and communities.

This process has facilitated further refinement of the case study analysis, whereby the information was further combed to extract the more essential ideas about achieving sustainability in CBDM. Much time

was spent in the analytical process as UNCRD felt the importance of such a phase in obtaining accurate information, exploring innovative ideas, and establishing both effective and practical guidelines for CBDM.

Year 2- Field testing & development of CBDM User's Guide (2003)

Subsequent to the Expert Group Meeting, selected contents for the CBDM guidelines were gathered and framed into publication form. The draft publication of the CBDM guidelines was produced during the latter half of 2003, which was then tested in 3 selected countries of Bangladesh, the Philippines, and Viet Nam. The content applicability was tested in these countries for further refinement in creating the final version of the CBDM guidelines, which was subsequently entitled "A User's Guide" for CBDM. The draft guidelines were used in this "Field Testing" where the stakeholders of disaster management at all levels were interviewed and surveyed for applicability and usability at various stages of disaster management.

Through these activities, action plans were developed so that the final version of the User's Guide could be developed for a wider dissemination. The expert consultants took such information for further analysis and formed individual case studies, which were then presented during the Working Group Meeting in February of 2004. Ensuing such meeting in February, the Hyogo Office also held a one-day international symposium



entitled, "Community Legacy in Disaster Management" to further discuss CBDM issues on 7 February, 2004.

The interaction between the public on the issues of sustainability in CBDM gained through this symposium added to the consensus-building of the importance of CBDM in both the social and economic context. Subsequently, expert consultants took in the suggestions and additional findings derived from the symposium and made final revisions to complete the User's Guide.

Year 3- Field Application & further dissemination (2004)

The third and final year of the project was mainly comprised of activities that bolstered the use of the established User's Guide in CBDM and further dissemination of CBDM activities. Specifically, the "Field Application" project was implemented in countries of Mongolia and Viet Nam, where the counterparts in these countries studied the User's Guide, translated it into the local language, and used it to analyse the

institutional mechanism in promoting CBDM within the context of their own country.

Consequently, the third year of the project focused on assessing the institutionalization of CBDM, where UNCRD selected counterpart organizations in both Mongolia and Viet Nam to analyse how these countries can make use of the User's Guide.

Counterpart organizations were selected from these organizations because both Mongolia and Viet Nam are relatively new to the concept of CBDM, which emphasizes the devolution of powers and authority by giving weight to citizen participation. Nonetheless, both of these countries have been progressing towards decentralization and embracing community-based development, thereby, creating a suitable context for the field application of the User's Guide in CBDM.

Pursuant to the search for elements of sustainability in CBDM, it was found that CBDM measures not only required local





community's understanding and efforts, but also governmental acknowledgement and support at the policy and financial level. Hence, the counterparts deployed surveys, interviews, community meetings, interactive discussion, and workshops in addition to policy surveys in the course of pursuing institutional analysis on CBDM. A national workshop was held in each country in its final phase of the project to impart CBDM to the national government and the importance of legislative commitment to adopt the system at the national level. Furthermore, the translated User's Guide on CBDM was then distributed for further use by local communities and disaster managers.

It is hoped that, upon application of User's Guide, further steps towards institutionalization of CBDM in Mongolia and Viet Nam would add to the progress of safer urbanization and wider dissemination is anticipated. Using the CBDM approach as one of the key elements of safe, sound, and most importantly, sustainable development, it is anticipated that disaster management would not only be induced to include grass-

roots initiatives but also, would be incorporated in the overall development plan for the country.

From 24-26 August, UNCRD also co-organized another international conference (an official pre-event to the UN WCDR) entitled, "*Partnership in Community Based Disaster Management in Asia*"¹⁰ which was held in Delhi, India. Over the ensuing three days in August, the conference dwelt on the main issues and achievements that have been raised for review during the WCDR. Approximately 75 people participated in the conference from approximately 13 different countries. The participants were representatives from government down to the civilian group level and made for a prolific gathering, worthy of being considered a pre-event for a world conference.

Based on the success achieved at the conference, several issues were raised as recommendations on CBDM and partnership building. First, it was suggested that more networking opportunity needed to be made for all stakeholders in CBDM to sustain its activities. Second, it was recommended that a UN organization such as UNCRD should act as a knowledge bank in promoting further activities of CBDM and partnership in such a field. Third, it was recommended that the partners of this conference commit themselves to this cause in building¹¹ partnership in CBDM.

¹⁰ Co-organised by UN ISDR (United Nations International Strategy for Disaster Reduction), SEEDS (Sustainable Environment and Ecological Development Society), Kyoto University Graduate School of Global Environmental Studies in association with FES (Friedrich Ebert Stiftung).

¹¹ Resolution as outcome of the international conference is available in the Appendix of this publication.



In the above context, the following activities took place:

- Speeches by representatives of the co-organizers

- Case Study presentations from around the Asian region

- Group Discussion based on the 3 selected subthemes

- Panel Discussion by experts

- Resolution as recommendations for the WCDR

On-Line Forum (13 September - 6 October, 2004)

The On-Line Forum took place following the International Conference on "Partnership in Community Based Disaster Management (CBDM) in Asia"-as a follow-up discussion to the international conference, focusing on the 3 sub-themes of 1. CBDM and Governance, 2. CBDM and Civil Society/Corporate Sector, and 3. CBDM and Education, for a wider collection of voices beyond those from the Asian region.

Moderated by UNCRD, UNEP, and

WHO/KC, discussions took place among various constituents working in the field of disaster management around the world. The comments were selected subsequent to the On-Line Forum and have been incorporated into this compendium to reflect the "voices" of CBDM constituents. Through such a measure, UNCRD hopes to reflect ideas on CBDM collected from around the globe and become a source of not only information but also inspiration in defining and shaping CBDM.

SECTION I.
Country Specific CBDM:
Mongolia and Viet Nam





Sustainability of CBDM



Reflecting the Past 2 Years of CBDM Project

In the project "Sustainability in CBDM", UNCRD first targeted the 6 countries of Bangladesh, Cambodia, India, Indonesia, Nepal, and the Philippines, considering their diversity of regions, types, and frequency of hazards. Successful case studies of CBDM from these 6 countries were collected and analysed in the course of establishing a guideline on sustainability in CBDM. Specifically each country case study was collected and analysed with Bangladesh and Cambodia being observed for floods, Indonesia and Nepal being observed for earthquakes, and India and the Philippines observed for cyclones.

Upon collecting the 6 country case studies, UNCRD continued the project through cooperation and collaboration of various experts, forming an expert group, to analyse the case studies and distil the essence of sustainability in CBDM. Through expert

group meetings, the project methodologies were further discussed in the process of developing the guidelines for CBDM. Subsequent to the analysis of the case studies, via numerous meetings with experts and consultants, the initial guideline on CBDM was developed and tested in 3 different countries as "Field Testing in Bangladesh, Philippines, and Viet Nam" for the purpose of refining the publication materials. In the course of this process, additional meetings took place in 2003 to gather, collect, and further revise the contents of the Guidelines and Tools for CBDM, which subsequently led to the development of finalized guidelines entitled, "A User's Guide-Sustainable Community Based Disaster Management Practices in Asia".

Final Year of CBDM Project - Mongolia and Viet Nam

In the following year, the final year of the 3-year project, UNCRD implemented a Field Application project using the established



guidelines on CBDM in Mongolia and Viet Nam. As both countries are still new to the concept of CBDM, UNCRD believed it would be a good opportunity to deploy a CBDM pilot project using the recently developed CBDM guidelines in these countries.

The purpose of the Field Application was to study how CBDM can be institutionalized in countries that were still new to the concept of CBDM, as were both Mongolia and Viet Nam. Working with counterparts in both countries, the Field Application project was carried out. Also, the established User's Guide was used to support this project.

In this section, the results acquired through the Field Application projects in both Mongolia and Viet Nam are incorporated in this publication as the concluding activities of the 3-year project. Nonetheless, the experiences of Field Application in Mongolia and Viet Nam are not the means to an end in CBDM, rather, they constitute a beginning to show how countries like these, can proactively incorporate and practice CBDM for sustainable disaster management through the use of such guidelines.



Case Study Mongolia - by Bolormaa Borkhuu

Goals /Objectives of the Project Case Study

Due to climatic and ecological changes, incidences of droughts and *zuds*¹² have become more frequent and hazards of natural disasters have increased significantly leading to considerable negative impacts on the country's economy and, particularly, on livelihoods of rural population. As a result, poverty is spreading.

According to researchers, incidences of droughts and *zuds* increased dramatically as compared to the 1960s so that any area is exposed to drought once in three years approximately and to *zud* every other year. Out of 64 years between 1940 and 2004, only 9 years (14%) had favourable climatic conditions. Thirteen years (20%) had normal climatic conditions or conditions close to the multi-year average, while in the remaining 42 years or 65% of the above period climatic conditions were unfavourable with droughts or *zuds* occurring in most of the territory or in certain areas of the country.

Therefore, the country, as a whole, and, in particular, rural people are exceptionally dependent on climatic conditions and often exposed to hazards of natural disasters. The issue of disaster prevention and mitigation has become one of the priority issues for Mongolians. Hence the Government of Mongolia is paying considerable attention to this issue and allocating issue significant

portions of the domestic budget as well as of grants and loans from foreign countries and international donors. Programmes and projects to address short-term objectives and long-term strategies are being implemented.

The global community is also placing priority importance on this issue and various disaster prevention measures are being carried out at different levels.

During the last few years, the concept of Community Based Disaster Management has become popular due to the perceived need to mobilize disaster management actions at the grass-roots level because it is the local communities who are hit by disasters in the first place and who must undertake measures to mitigate their consequences.

Everybody believes that governments should be responsible for disaster management. Currently a top-down, vertical approach is dominating, where high level authorities are seen as decision makers and actual victims of disasters are seen only as receivers of that



¹² Zud- Definition from the United Nations Interagency appeal. Jan.2001 Zud is a Mongolia-specific winter disaster which undermines the welfare and food security of the herding community through large-scale death and debilitation of livestock



assistance. However, the global community has already acknowledged that such a system lacks efficiency and recognizes the need to establish a mechanism whereby local communities are provided with opportunities to incorporate their views into government policies and participate in the decision-making process.

Our ancestors had virtuous traditions of assisting each other and collaborating in different kinds of household activities i.e., building wells and cattle-sheds and collecting hay and fodder. Restoring these good traditions in the current conditions of a market economy would allow rural residents and herders to join in groups and communities depending on their places of residence, neighbourhood or family relations and overcome natural disasters at relatively small losses.

Today, when Mongolia is following the path of regional development and is pursuing the transition to a market economy following the collapse of the centrally planned economy in

Mongolia at the beginning of 1990s, comprehensive and well-organized measures are needed to protect livestock production - a cornerstone of the country's economy - from risks, related to the excessive dependence of this sector of economy on natural conditions.

On the other hand, with the privatization of livestock, the system of agricultural cooperatives that had existed for nearly 50 years came to an end and there was a move back to the traditional family livestock production system. Accordingly, the division of labour should be harmonized with contemporary conditions. Such factors as the vast area of territory, poorly developed infrastructure and the isolated location of *Aimags* from the central market places impose on herders the need to cooperate to a certain extent. In rural areas, herders and rural inhabitants are forming many self-help units, communities, and cooperatives in order to solve problems related to protection and rational utilization of their land and natural resources, combating pasture degradation, desertification, droughts and *zuds*, and prevention from, and mitigation of, possible natural disasters. This tendency of solving problems by collective efforts is important.

Mongolian people have already been prepared to a certain extent for community based, participatory management methods. Herders are already interested in and willing to establish communities and collaborate.



The main objective of the current project is to assess and analyse possibilities of institutionalization of CBDM corresponding to specific conditions of Mongolia on the basis of the guidance provided by the Guidelines and Tools on Community Based Disaster Management compiled by the United Nations Centre for Regional Development. It would facilitate further development of participatory management, which is already taking shape in Mongolia.

CBDM in the Context of Mongolia

Despite the progress made in disaster risk mitigation, Mongolia is still at a high risk of probable disasters including drought, *zud*, forest and steppe fires, acute infectious diseases among both humans and livestock (foot and mouth disease, anthrax etc.), and earthquakes. Generally, the national economy of Mongolia is dependent on agriculture and livestock production, both of which are extremely vulnerable to natural disasters. Apparently, this dependence will continue for rural people, who have no alternative sources of livelihood.

Therefore, it is essential for Mongolia to focus its national strategy for natural disaster management on the agricultural sector. Furthermore, natural disasters affecting livestock such as drought, *zud* and infectious diseases should be considered issues related to the national security of the country.

The priority objectives of natural disaster management should be consistent with principles of poverty reduction, encouragement of bottom up community participation, environmental protection, and sustainable development. State institutions should implement comprehensive measures aimed at increasing awareness of "disaster mitigation" among the population, especially among the poor. Moreover, grass-roots initiatives should be promoted. People's perceptions on vulnerability to disaster should be altered and an understanding of disaster management limited to post-disaster relief assistance should be changed to broader understanding including disaster risk reduction and prevention of disasters. In this regard, the Guidelines and Tools compiled by the UNCRD will be helpful. Rural communities will not be able to reduce disasters unless they understand their vulnerability to such disasters as drought, *zud* and forest and steppe fires, which are the most frequent, continuous and economically





destructive disasters for Mongolia. Therefore, disaster management reforms will be directed at the CBDM.

The following are data on losses that *quds* of the last four years caused to herders:

The total number of animal losses for the country was 12,492,000 head (in 2000-2003) (In 2003, 25,427,700 heads of livestock were counted)

The number of households left without livestock was 19,100 (in 2000-2003).

Number of herders was reduced from 421,392 in 2000 to 377,936 in 2003.

Share of agriculture in gross domestic product (GDP) was reduced from 30.9% in 2000 to 20.0% in 2003.

The above data reveal that the main victims of disasters in Mongolia are rural inhabitants, i.e., herders. Therefore, they are the ones who must carry out recovery and restoration

measures. They carry out specific measures in a timely manner depending on their capacities based on traditional methods and experience of disaster management.

In order to promote these activities to a higher level, a community contingency fund could be set up to ensure sustainable CBDM.

CBDM allows individuals to analyse the situation relying on their practical experience, draw up plans of action and participate in decision-making processes. Therefore, it will influence positively the implementation of the planned action and create conditions for the direct access of community members to foreign and domestic donations and assistance. Findings of local surveys and results of the National seminar clearly show that CBDM is cost-effective and efficient tool in the context of Mongolia.

The new organizational structure of the new disaster protection agency of Mongolia has become fairly effective. The new Law on Disaster Protection legalized the establishment of disaster management units at levels of *Aimags*, the capital city, Soums, districts and Bags, which will implement disaster management activities at all these levels. As of today, such disaster management units have been established in *Aimags*, capital city, Soum and districts. Community groups could become primary units to deal with disaster management issues at the grass-roots level.



Chart 1. Vertical and Horizontal Interaction in the Planning Process

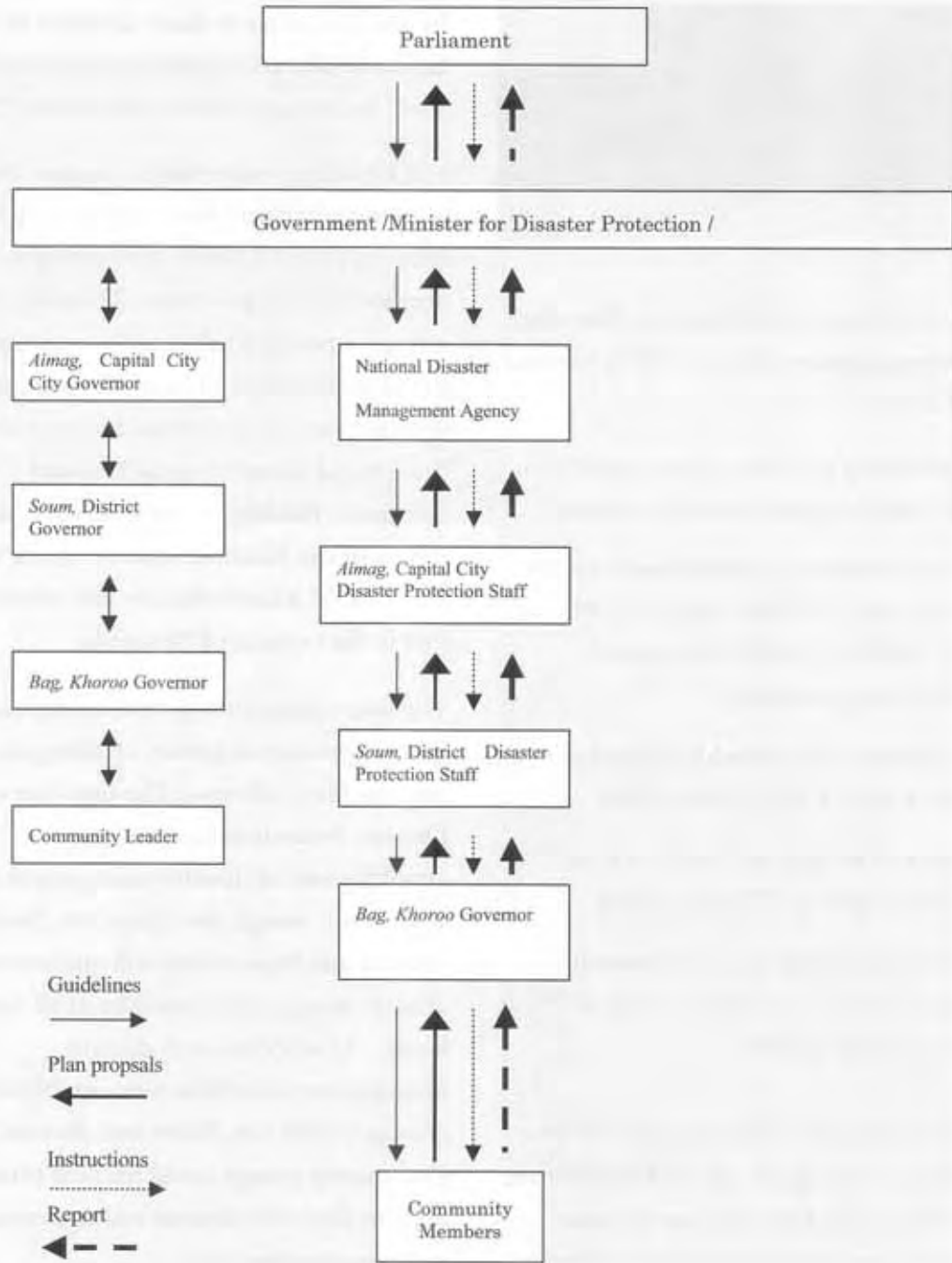
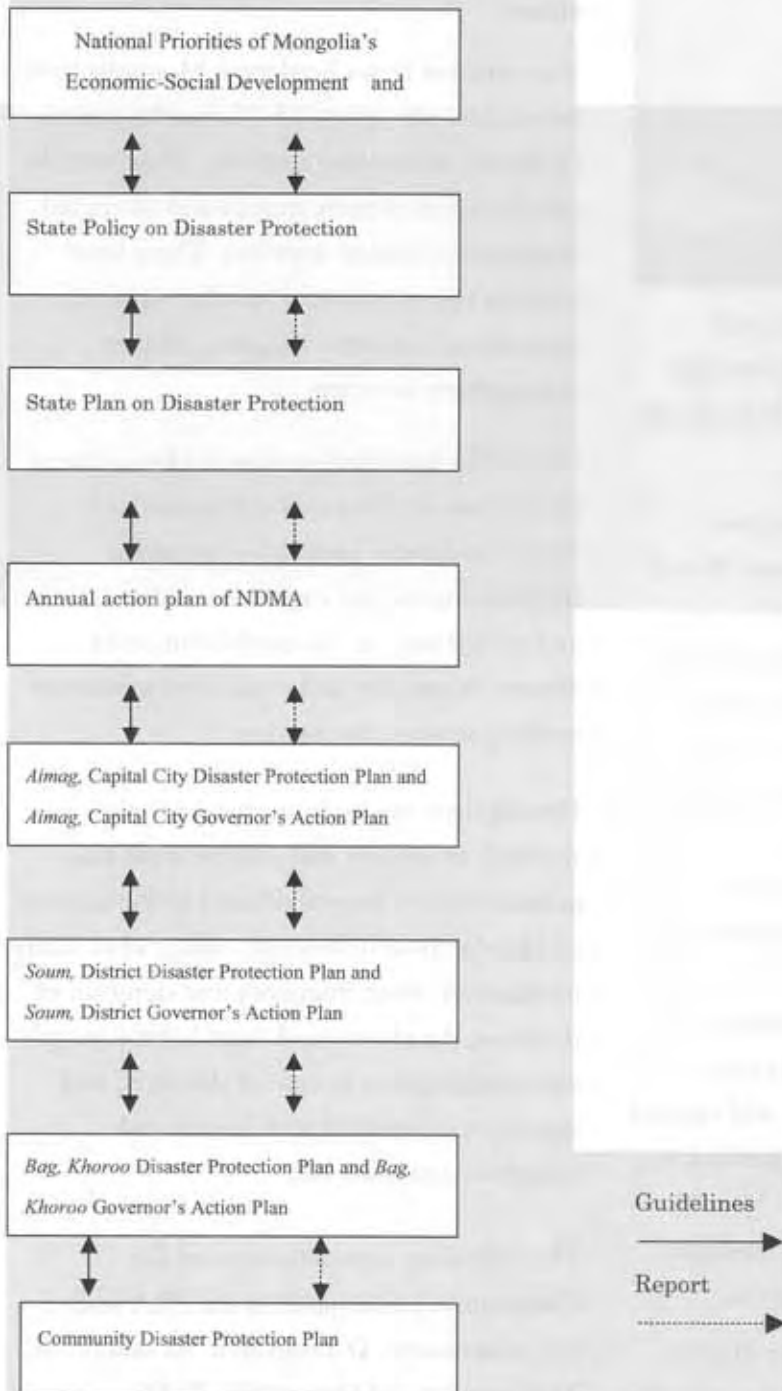


Chart 2. Overview of Planning and Reporting System





Institutionalization Process and Results of the Community Surveys /Meetings Objectives of the Research

Objectives of the research

The UNCRD Hyogo Office developed Guidelines and Tools on Community Based Disaster Management and tested them in a number of countries including Bangladesh, Cambodia, Philippines, and Nepal. In order to test whether the Guidelines and Tools are applicable in the Mongolian context and to study possible methods for their implementation using the rural herder communities as subjects, the Mongolian Farmers and Flour Producers Association, (the Mongolian counterpart for the test), organized a training and research workshop on 9-10 October 2004, and applied the Participatory Rural Appraisal method to the herder community "Shiver" in Mandal *Soum* of Selenge *Aimag* using the Guidelines and Tools in the context of Mongolia.

The herder community "Shiver" in Mandal *Soum* of Selenge *Aimag* consists of nearly 30

herder households. The goal of establishing the community was to protect and restore pastures and collect hay through collective efforts.

Since ancient times herders in Mongolia have joined *khot ails* - groups of 4-5 families linked by family and kinship relations. However, the collaboration of these groups was restricted to a limited number activities. There have been no experience of a broader scope of cooperative activities including disaster management activities.

UNDP Sustainable Grasslands Management project and the Mongolian Farmers and Flour Producers Association provided methodological and organizational assistance and consultancy in the establishment of Shiver community and conducted numerous training sessions for herders.

Participatory methods were used in the research to identify and analyse what was considered as a natural disaster in the context of Mandal *Soum* of Selenge *Aimag*, what kinds of disasters, what frequency and duration of disasters, the closest and most helpful people and organizations in case of disasters, and disaster management and disaster risk reduction activities, etc.

The following representatives of the Community participated in the PRA study: Ch.Javzansuren, D.Tsogsuren, S.Gunjidmaa, Ts.Gaanjuur, G.Lkhagvadorj, Ts.Davaanyam,

N.Sumya, B.Ganzorig, A.Javzanpagma, M.Ganbaatar, S.Gombo, J.Oyunchimeg and D.Luvsanbaldan. The research was conducted at a busy time for herders when they were on the move from autumn quarters to winter quarters and therefore transporting hay and fodder. Participation of all the members of the community was regarded as unnecessary since all the *khot ails* were represented in the workshop.

Sh.Shinebayar, the manager of the Mongolian Farmers and Flour Producers Association and B.Bolormaa, Coordinator of the project "Field application of CBDM Guidelines and Tools", participated in the workshop and provided comprehensive introductions of the project objectives and goals.

Principles and methodologies of the research

Prior to the participatory research, participants were provided with a comprehensive explanation of the Community Based Disaster Management system and Participatory Rural Appraisal.



Moreover, they were given detailed explanations on the importance of the shift away from the old-fashioned system, whereby everything was planned at a higher level and middle and grass-roots levels were considered only as implementers, to a new, bottom up approach which allows local citizens, who are better aware of their own problems, to initiate activities to incorporate in government policy and participate in monitoring and evaluation of the implementation of the policies. Furthermore, participants discussed and exchanged their views regarding the need for and importance of community collaboration, experience of other developing countries in this field and specific aspects of Mongolia.

Efforts were made to provide the participants of the research with opportunities to express their views and opinions freely. The principle used was "Today you are our teachers, we are here to learn from you".

The participants were divided into working groups and provided with paper, pencils for drawing and writing, scissors and glues. Organizers of the research acted as observers and facilitators throughout the session and provided assistance to the participants only when needed. All the findings of working groups were discussed again at general sessions. Therefore, it is appropriate to assume that findings reflect opinions of all the participants.



The following popular PRA tools were used in the research:

1. Mapping: Participants of the training and research workshop illustrated on paper their surrounding environment.
2. Flow diagram: This method was used to identify and analyse what the participants considered as natural disaster and what were the causes and effects of disasters.
3. Seasonal calendar: This method was used to provide a calendar of seasonality and duration of the disasters and define the periods of highest risk.
4. Trend analysis: Through use of this method, types of disasters, their frequency and impacts were defined.
5. Venn diagram: The method was used to determine who are the most accessible and most helpful people in case of drought, *zud* or forest fires and to define what kind of management is needed for disaster protection, prevention and mitigation.
6. Matrix scoring: Some case studies were compared and analysed to define what kind of measures are needed to overcome natural disasters with minimal losses and prevent further disasters.
7. Semi-structured interviewing: Interviews with open questions were conducted in order to obtain information which was impossible to collect by participatory methods. Efforts were made to provide participants with opportunity to express themselves freely.

Research

1. Mapping of location of the community: Within this survey participants produced a geographical sketch map of the place where they lived and drew on the map winter, spring, summer and autumn quarters, hay fields, reserve pastures, rivers, springs, forests, burnt forests, roads, bridges, cultivation, areas of high snowfall during *zuds* etc.

The map shows that the territory of the community is surrounded by forests to the east and north and herders' winter quarters are sparsely located in mountain valleys including Chavgants valley, Urtuunii am, Khuurai Shaazgait, Marz, Shar Khad, Gozgr, Tsagaan chuluut, Nariin pass. However, summer quarters are mainly located on both sides of Ar bulag, Galsan Bulag and Saalinch rivers. Autumn quarters are densely located close to winter quarters of herders.

The map includes 29 households living in 13 winter quarters with 1-5 households for each winter quarter and 43 households in 8 summer places with 2-9 households for each summer quarter. Number of households in summer quarters exceeding the number of those in winter quarters is explained by the fact that many families from urban settlements come to the area to spend summer and then return to the urban settlements in autumn.

Hay fields cover areas of Shiver river basin and are close to autumn quarters. The map



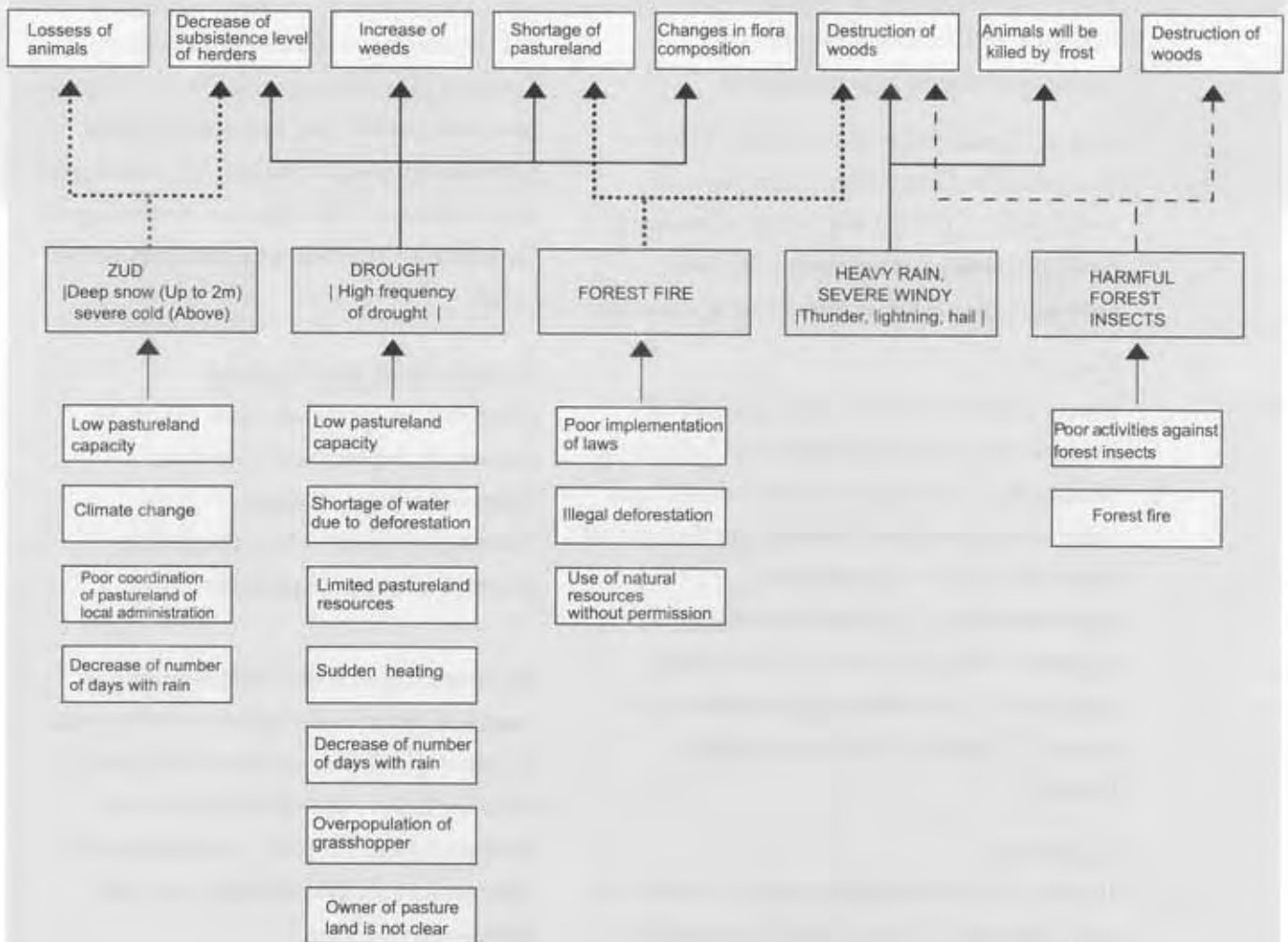
Map of Shiver Community

provides a description of land being used by the community.

2. Disasters, their causes and impacts:

Participants of the research listed zud, drought, forest fire, rainstorm, and harmful forest insects as the most widespread types of natural disasters in their area and indicated the reasons and impacts in the following diagram.

Disasters, their causes and impacts (Flow diagram)





Drought and zud

Drought and zud are interrelated, as zud is a consequence of drought in summer. Main reasons for the frequent droughts of the last few years were defined as global climate change, sudden heat, increased dryness, limited precipitation and decreased soil moisture due to large-scale of tree felling.

Moreover, increased overgrazing due to insufficient pasturelands, public ownership of pastures leading to a lack of responsibility in pasture management, increased number of livestock and increased number of grasshoppers were also mentioned.

Droughts and *zuds* lead to enormous losses of animals and huge negative impacts on livelihoods of the herders. Lack of adequate pasture management measures by local authorities increases vulnerability to disasters.

Forest fire:

Forest fires are predominantly caused by irresponsible human activities and behaviour. Mainly those people who collect timber and other natural resources illegally are thought to cause fires. Due to inadequate implementation of environmental protection legislation, there is a trend of increasing forest fires. According to participants of the research, almost all fires are caused by humans.

Heavy rains:

In cases of sudden weather change and heavy rains following extreme heat, large numbers

of sheared animals freeze to death. In some cases, heavy rains might kill over 100 animals and cause considerable damage.

Harmful forest insects:

In the following year after forest fires harmful insects increase dramatically in number and cause devastating damage to forests. As no measures to fight against harmful insects have been taken in the last few years, this problem has reached the level of a disaster.

3. Frequency and duration of disasters:

Types of disasters occurring in the area were discussed earlier. The seasonal calendar method was used to identify the seasonality and duration of the disasters. According to the calendar, the following findings can be listed:

Drought: Mainly June-September,

Forest fires: In spring: in April - June, in

Autumn: in September - October,

Heavy rains: June - August,

Harmful forest insects - May (beginning of growing season) - September

Apparently, *zud* is the most continuous natural disaster in the context of Mongolia. On the other hand, as we see from the calendar below, disasters might occur anytime during the year. It highlights the importance of herders being prepared throughout the year.

Duration and occurrence of disasters / Seasonal calendar/

Natural hazard type	Jan			Feb			Mar			April			May			Jun			Jul			Aug			Sep			Oct			Nov			Dec					
	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III						
Zud	—			—			—			—			—			—			—			—			—			—			—			—			—		
Drought																																							
Forest Fire																																							
Heavy Rain, Severe windy																																							
Thunder, lightning, hail	☉	☉	☉	☉	☉	☉	☉	☉	☉																☉	☉	☉	☉	☉	☉	☉	☉	☉	☉	☉	☉	☉	☉	☉
Harmful forest insects																																							

Herders working group : M.Ganbaatar, Ts.Gaanjuur, S.Gunjidmaa, G.Tsogsuren, A.javzanpagma, S.gombo

Note:

☆
Heavy rain
Cold

☉ —
Deep snow

—
Duration of disasters

▲
Ice layer

—
Severe impact (losses)



With use of a trend analysis, an attempt was made to identify and compare types and frequency of the disasters which have occurred in the given area during the last 20 years, and their impacts. The period under consideration was divided into 5-year phases.

It should be noted here that most of the participants had lived in the area only for about 10 years and, therefore, they were unable to assess the situation before 1985.

According to the table, the period starting from 1995 up till now had the most number of disasters. But, one should not assume that this period was characterized by a continuous disaster including drought, *zud*, forest fires and outbreak of harmful insects. However, these indicators show that incidents of different kinds of natural disasters are interrelated.

For instance, *zud* in winter follows summer with drought, outbreak of harmful forest insects occurs after a year with forest fires. Thus, our diagram on disaster cause and effect is reconfirmed.

Concerning the degree of damage, we see that *zuds* that occurred between 1985 - 1990 caused relatively less damage compared to *zuds* of recent years, which were destructive and inflicted huge damage. However, more precise information could have been obtained if an analysis had been made for each year.

Heavy rains occurred in 1990-1995. The fact that there were no incidents of forest fires before 1995 is related to the market economy. In other words, people went to forests less often. In recent years, people's traffic in forests has increased dramatically. In spring, people collect deer horns and in autumn they collect berries, timber and other resources and sometimes accidentally cause fires.

On the other hand, during recent years, forest fires have been spreading across large territories due to a failure to undertake effective and fast means of fire-fighting. This is related, according to participants, with the lack of work coordination between the Fire Fighting Agency, National Disaster Protection Agency and the State Permanent Emergency Commission and poor organizational capacities at the lower levels of these organizations.





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Frequency of disasters: (Trend analysis)

Natural hazard type	1985-1990	1990-1995	1995-2000	2000-2004
Zud	xx		xxxxx	xxxxx
Drought			xxxxx	xxxxx
Forest Fire			xxxxx	xxx
Heavy rain , Severe windy Thunder, lightning, hail		xx		
Harmful forest insects			xxxxx	xxxxx

Herder's working group:

Ch.Javzansuren
D.Luvsanbaldan
D.Ganzorig
N.Sumiya
Ts.Davaanyam



4. Individuals and organizations that are most accessible and helpful during disasters:

Venn diagram method was used to determine who are the most accessible and most helpful individuals and organizations during disasters. A case of *zud* disasters was taken as an example.

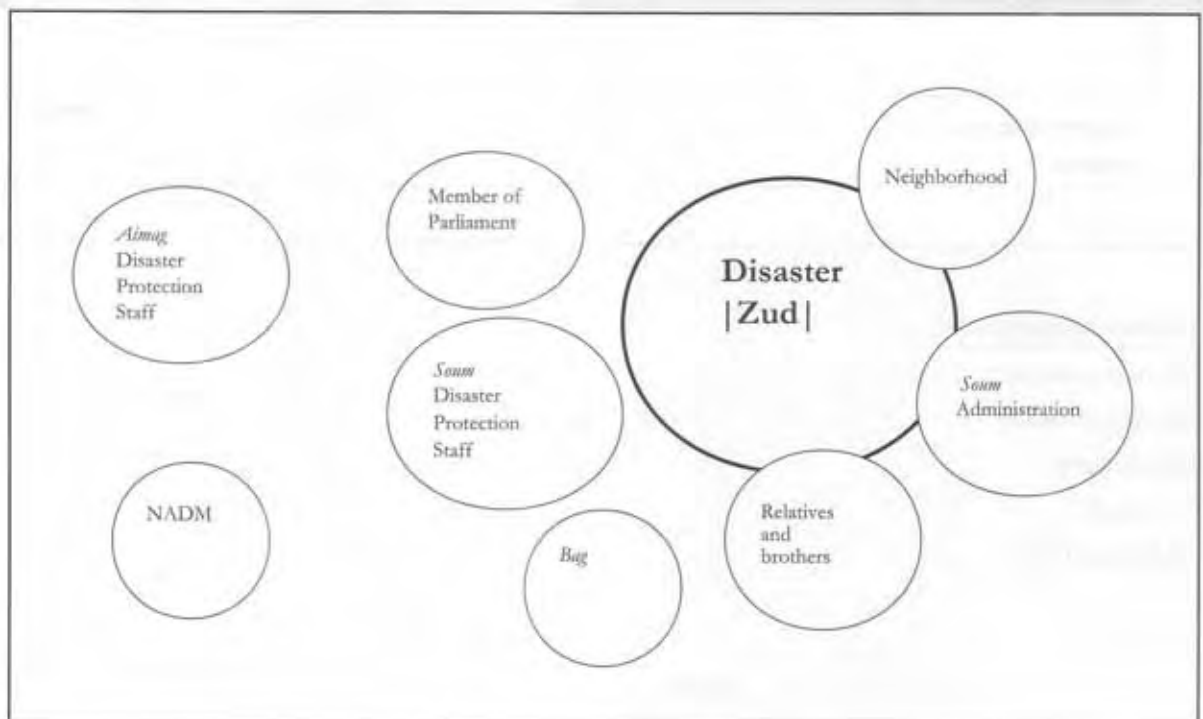
Neighbours, family members, relatives and *Soum* authorities were said to provide the most assistance during *zud* disasters. Moreover, the herders said that the Red Cross Association and Member of Parliament elected from the area also render assistance. However, herders do not receive assistance from higher level authorities such as the

Aimags Disaster Management agency or the General Administration of Disaster Protection.

The central state authority in charge of disaster management implements its policies through local disaster protection offices and funds certain activities. Therefore, it is inappropriate to assume that they are not engaged in disaster mitigation work at the local level. The important thing is to make this involvement tangible for citizens.

Individuals and organizations that are most accessible and helpful during disasters Venn diagram below 1.

Herders working group: M.Ganbaatar, S.Gunjidmaa, G.Tsogsuren, N.Sumiya, S.Gombo



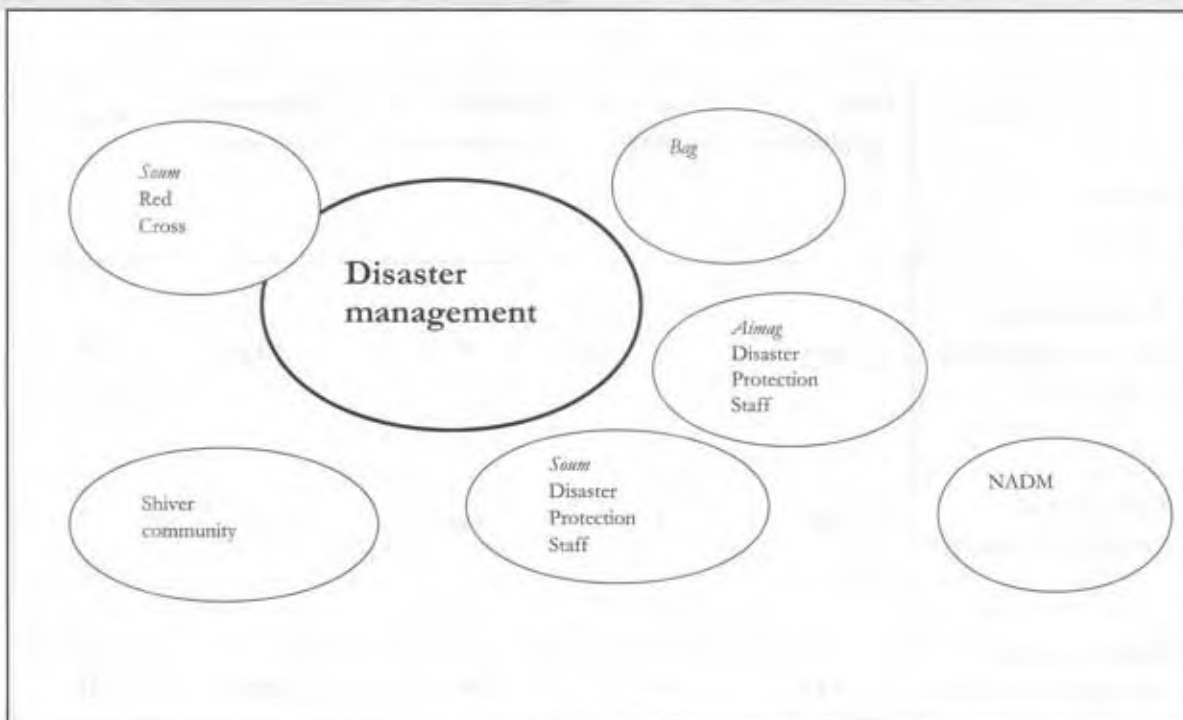
A question "Who should be the stakeholders of disaster management?" was answered as follows. Participants of the research said that family members, relatives and neighbours are always there to help and that there is no need to regulate them from above. But there should be a mechanism that ensures coordinated participation of disaster management units in Bags, Soums, Aimags and communities. In other words, all the organizations and units working in the field of disaster management should not operate from long distance, but they should be close to centres of devastation and be accessible for victims of disasters and minimize damage resulting from disasters by collective efforts.



Who should be the stakeholders of disaster management?"

Venn diagram below 2.

Herders working group: Ch.Javzansuren, D.luvsanbaldan, Ts.Davaanyam, B.Ganzorig





5. Disaster mitigation methods:

Matrix scoring method was used to make a comparative analysis of the set of measures to be conducted to prevent and mitigate disasters and overcome them with minimal losses.

Many different measures can be considered in this regard. However, the three issues such as preparedness of people to disasters, reduction of number of livestock and improvement of state services in livestock sector were selected and scored 1-3 points according to criteria of local capabilities, economic feasibility, and availability of expertise for implementation.

Matrix Scoring

As we can see from the matrix scoring, the improvement of state services in the livestock sector is the most appropriate way forward. These services include a set of activities involving improving quality of livestock, ensuring appropriate herd structure, improving health of livestock, regulating pasture capacity, and regulating preparation of hay and fodder.

Disaster mitigation methods /Matrix scoring/:
Herders working group: Ch.Javzansuren,
S.Gunjidmaa, M.Ganbaatar, G.Tsogsuren,
A.Javzanpagam

Criteria Methods	Local capabilities	Economic feasibility	Possibility for implementation	Existence of experience	Score
Preparedness of people, community to disasters	xxx	x	xx	xxx	9
Reduction of number of livestock	xx	x	xxx	x	7
Improvement of state services related to livestock sector	xxx	xxx	xx	xxx	11

Suggestions and Criticisms of the Participants

Some information which cannot be collected by the above mentioned visual methods were obtained by means of semi-structured interviews.

During the interviews, the participants made the following suggestions and critics:

- As herder communities and groups are not legal entities they have difficulty in participating in projects, contacting banking and financial institutions for credit and undertaking large-scale activities. The "Shiver" community tried to establish a cooperative. Then they submitted all the relevant documents to the Ministry of Justice and Home Affairs to be registered as a nongovernmental organization (NGO). But, there was no success at all from this. It is urgently needed to make the relevant decisions to enable herder communities to become legal entities.
- A community contingency fund is needed, as considerable amounts of money are required for conducting successful and efficient activities in the current conditions of a market economy.
- Some projects implemented by international donor organizations are poorly coordinated and there are lots of duplication of activities of those projects. Therefore, it is high time to integrate resources and efforts to accomplish the major goals. In fact, these projects are spending all their time and resources on training without achieving any tangible results.
- "Shiver" community has been allocated a certain area to use for pastureland. But, pastures are still common property by law and, therefore, our pastures are being used by anyone who wishes to. This situation should be changed in the near future so that pastures are transferred under utilization of herders by certain utilization contracts.
- Forest resources should be transferred for the utilization of interested organizations or community groups who would be responsible for reforestation. A tree nursery should be established to plant seedlings. In our community there are experienced people who have worked in this field for many years.
- Due to inadequate implementation of laws and regulations in rural areas, significant natural resources are destroyed causing potential risks of future disasters. During the last few years, illegal collection of timber has become widespread and, as a result, many new roads destroying pastures have been built. Moreover, large scale tree felling creates barriers for people and livestock to enter the forests. Therefore, work responsibility of environmental protection inspectors should be improved.



Issues and Challenges in Promoting CBDM in Mongolia

Summary

Projects in the fields of agriculture and environmental protection implemented in Mongolia by international donor organizations such as UNDP, World Bank, GTZ, SDC, IDRC, and USAID are making considerable efforts towards introducing community based management systems in their respective regions of operations and conducting different pilot activities.

For instance, the GTZ project "Environmental protection and sustainable natural resources management" is trying to form "community groups" from over 70 herder groups from three *Aimags* - Umnugovi, Bayankhongor, Uvurkhangai - living on the territory of Gobi Gurvan Saikhan Natural Park's buffer zone of. (?) A World Bank project is established in the form of an NGO over 300 community groups in eight *Aimags* (Dornod, Dundgobi, Umnugovi, Bayan-Ulgii, Uvs and Tuv). Gobi Initiative project, funded by the USAID, was set up in Gobi region *Aimags* with over 250 herder groups involving more than 10,000 herders and is currently trying to reorganize them into cooperatives. Furthermore, the IDRC project "Sustainable management of communal natural resources" has established over 10 communities in Arkhangai, Bayan-Ulgii and Tuv *Aimags*.

The main objectives of the existing herder

groups are to ensure rational use of pastures and shift into a market economy by combining their efforts, in case of herder groups in isolated and remote areas.

Therefore, it is appropriate to encourage such grass-roots initiatives to expand beyond water and pasture protection to a broader scope of goals including environmental protection, sustainable use of natural resources and disaster management. In order to accomplish this goal, Guidelines and tools for CBDM published by the UNCRD should be promoted among the population and already established groups should receive training about CBDM.

Basic units of disaster management can be structured as legal entities in the following forms:

1. Non-governmental organization:

Establishment of CBDM groups in the form of a non-profit NGO would allow higher legal status and development of active international and local relations. However, procedures for registration are a rather complicated for herders living in remote regions. NGOs are registered only in Ulaanbaatar at the Ministry of Justice and Home Affairs.

2. Cooperative:

According to the Law on Cooperatives, a group consisting of more than nine members is entitled to set up a cooperative. For establishing a cooperative, a group needs to be registered at the Tax Office of the *Aimag* and receive a certificate. In other

words, the procedures are easier for herders to handle. Several cooperatives might join in a joint cooperative. However, a cooperative is a profit organization, and therefore, it must pay taxes. As disaster management is a non-profitable activity, taxation can be a problem.

3. Partnership:

According to the Article 481.1 of the Civil Code of Mongolia, no registration is needed for unions and partnerships formed by several parties based on a joint action contract concluded with Governors of *Soum* (*bag*). However, such partnerships have lower legal status as compared to NGOs and cooperatives and have limited opportunities for conducting large-scale activities.

All the above options have their own pros and cons. A disaster management unit could have independent status. The most important thing is such units should be legalized or institutionalized to a certain extent. Once community groups are legalized, amendments might be made to the Law on Disaster Protection to make community groups primary disaster management units with specific roles and functions.

A comprehensive disaster management system has been established in Mongolia in accordance with the Law on Disaster Protection approved in 2003. As of today, the lowest level unit for managing and implementing disaster protection activities is a *Soum* disaster protection unit. The above-

mentioned law provides that business entities, *Bags* and *Khoroos* shall be the lowest level disaster protection units. Consideration should be given to the fact that public *kburals* of *Bags* are not yet capable of managing disaster management activities. Research with application of PRA conducted at Shiver community group in Mandal *Soum* in Selenge *Aimag* revealed that *Bags* are not really involved in disaster management and, generally, herders do not feel any impact of activities implemented by *Bags*.

The government minister in charge of disaster protection made a proposal on developing community based disaster management to be incorporated in the National Priorities of Mongolia's Economic and Social Development and the Action Program of the Government of Mongolia. Therefore, it is hoped that support from the central and local governments for development of sustainable community based disaster management system will now move forward to an advanced level. The Government of Mongolia, formed as a result of the Parliamentary elections, defines its Action Program for the next four years.

The National Disaster Protection Agency is developing a State Policy on Disaster Protection. The National Seminar on the "Field Application of Guidelines and Tools for CBDM" held in Ulaanbaatar on 28 October 2004 decided to make comprehensive recommendations on



community based disaster management in this policy document.

The Law on Disaster Protection provides that Governors of *Aimags*, the Capital city, *Soums* and districts have the full power to plan, finance, manage and carry out disaster protection activities within their respective territories. The National Disaster Protection Agency agreed to use and disseminate the Guidelines and Tools in a training workshop of *Aimag* and *Soum* governors on disaster management. During this seminar, the Asian Development Bank (ADB) Agricultural Sector Development Project ordered 350 copies of the Guidelines and Tools for CBDM to disseminate among more than 200 communities established within the framework of the project. It proves that the guidelines and Tools are suitable and applicable in the Mongolian context.

At the National Conference on "Reforms of Disaster Management System in Mongolia" organized under the UNDP project "Strengthening the Disaster Mitigation and Management System in Mongolia" supported by the National Disaster Protection Agency, Ms. Pratibha Mehta, the UNDP Resident Representative, said that there is a need to change people's perception of disaster vulnerability away from the narrowly focused approach of emergency relief, to the broader preventative approach of disaster risk reduction. The Guidelines and Tools will contribute to the fulfilment of this objective.

Therefore, one of the objectives for the second phase of the project will be implementation of bottom-up, participatory community based disaster management system.

CBDM Guidelines and Tools should be revised again in accordance with the Mongolian context in order to enable them to be implemented at every level of disaster management stakeholders including policymakers, state disaster protection officers, local managers in charge of disaster management, trainers, community workers, etc.

Specificities of CBDM in the context of Mongolia:

- Disaster vulnerability lasts for a long time,
- Population settlement, density and livelihoods of people in Mongolia differ drastically from those in countries where the Guidelines and Tools were already been tested
- The current disaster management system has a vertical structure and standard approach of commands and supervision

Issues for consideration in application of CBDM Guidelines and Tools and establishing such a management system:

- Capacity-building for establishment and self-development of community groups,
- Establish a community contingency (risk) fund for disaster prevention and preparedness,
- Define stakeholders CBDM implementation,

- Conduct disaster risk vulnerability assessment and set up a SBDM structure in rural areas
- Simplify the CBDM Guidelines and Tools and supplement them with Mongolian examples and case studies,
- Coordinate CBDM activities with the activities of international organizations,
- Direct participation activities of local NGOs to CBDM,
- Use the Guidelines and Tools in line with the voluntary initiatives of local communities.

Conclusion

- In Mongolia, herders in rural areas have already developed initiatives and have the enthusiasm to join in groups according to neighbourhood kinship relations in order to work together, conduct collaborative business activities and overcome problems and difficulties through collective efforts.
- Since such foundations have been laid, the Guidelines and Tools developed by the UNCRD and tested in many Asian countries can be modified to the specific conditions of Mongolia and successfully implemented in this country.
- Common natural disasters in Mongolia have been identified as drought, *zuds*, forest and steppe fires, storms and heavy rain. Special characteristics of the disasters include relatively long duration and enormous scope and scale of damage.
- Livelihoods of Mongolian herders, their settlements and occupations differ considerably from those of people in other

countries. Therefore, the disaster management system should be adapted to specific local conditions.

- Local disaster management systems at the grass-roots level are needed to enable herders to overcome disasters with minimal losses.
- CBDM should not focus only on the availability of good pastures and hayfields to enable herders to successfully survive each winter. It is important that the management also involves sustainable utilization of natural resources of the area.
- The CBDM Guidelines and Tools developed by the UNCRD have been highly appreciated by the Standing Committee on Environment and Rural Development of State Great *Hural* (Parliament), National Disaster Protection Agency and local authorities in charge of disaster management, Mongolian State University of Agriculture, Mongolian Veterinary Institute, ADB project on Agriculture sector development programme, and herders of "Shiver" community from Mandal *Saum* of Selenge *Aimag*. It indicates the possibility for further development of the CBDM in rural areas.
- CBDM should be implemented in future within an individual project.
- Proper development of sustainable Community Based Disaster Management would enable a holistic approach to disaster management issues involving all stakeholders, all types of disasters, all organizations and all citizens which would give us the capacity to cope with all types of risks.



Case Study Viet Nam- by Sohel Khan

1. Introduction

Field application of the UNCRD guidelines and tools for sustainable community based disaster management (CBDM) was conducted by the Canadian Centre for International Studies and Cooperation (CECI) in Viet Nam. Generic guidelines and five user specific tools were applied and evaluated following PRA process, individual discussion at different level with the participation of relevant government officials, INGOs representatives and the members of the mass organizations from district to village in Viet Nam. This report presents the findings and recommendations of the field-testing.

1.1. Context

Asia is the most frequent disaster hit region and the affected people and economic losses are the highest, compared with those of the rest of the world¹³. For example, from 1975 to 1999, there were 291 earthquakes and 704 floods in Asia, while in America, 134 earthquakes and 419 floods, in Europe 149 earthquakes and 170 floods, and in Africa 41 earthquake and 253 floods, occurred during the same period. Also, economic losses from the natural disasters in Asia soared to US\$4.47 billion during 1975 to 1999 while America, the secondly worse region, lost merely half this amount. The physical, social and economic losses caused by these disasters are particularly harsh for developing countries since they have a long-range effect

in the development process.

To minimize the damages caused by a sudden calamity, various efforts have been taken by government, nongovernmental organizations (NGOs) and international communities.

However, in spite of good participation during the project period, it has been observed that many of the disaster management programmes have failed to be sustainable at local level after the completion of the project. This becomes more challenging especially for the pre-disaster mitigation efforts. There are several reasons attributed to this. First, many programmes tend to focus solely on physical aspects, like strengthening of buildings, infrastructures or construction of disaster management facilities. However, They fail to incorporate the livelihood issue. Also, many programmes often lack the involvement of the communities. This is somehow related to the first reason in a way that many programmes become government or donor-driven, instead of being community-driven. In other words, the communities do not have the ownership of the problems and the possible solutions. In case of rehabilitation, there is always a need to make speedy progress, and thus the buildings are built faster than the recovery of the livelihood. Consequently, the efforts are not sustainable after the completion of the projects.

It is increasingly understood that the disaster management issue is very much interrelated

¹³ Asian Disaster Reduction Center, Data Book on Asian Natural Disasters in the 20th Century, Kobe, 2001

to other basic issues like environment, poverty, health and education. Considering large-scale damage and impacts to the society caused by natural disasters, there are urgent needs for the strategic framework for sustainable CBDM which can be applied widely to different parts of the world, and for different types of disasters.

1.2 UNCRD project

To study the sustainability issues of CBDM, the UNCRD Hyogo Office launched in 2002 a three-year project entitled "Sustainability in Community-Based Disaster Management" under the Hyogo Trust Fund.

The purpose of the project is to develop guidelines for sustainable community-based disaster management.

The project identified the key factors for successful CBDM through six case studies; formulated a strategic framework for sustainability of these efforts in the local communities; and disseminated best practices of CBDM through local and international workshops.

1.3 Case studies

The six case studies cover three hazards; Flooding in Bangladesh and Cambodia; Cyclones in India and Philippines; and Earthquakes in Indonesia and Nepal. All six countries are highly vulnerable to natural disasters and, consequently, have adopted innovative approaches to community involvement as a long-term process.

However, the level of community participation differs from country to country, which is considered to be the result of existing socio-political conditions. One agency in each country was selected as the counterpart and one case study site in each country was identified. During the case study, local workshops were organized to share information on the project. The purpose of the workshop was to discuss the CBDM issues in an integrated policy perspective, and recommend possible future direction of CBDM focusing on sustainability, by introducing the 6 case studies.

1.4 Development of guidelines and tools:

Based on the case studies, UNCRD developed two types of CBDM documents;

1. **Generic Guidelines**, that includes the following specific recommendations for implementation of CBDM with a focus on the sustainability issue.

- a) A "culture of coping with crisis" and "culture of disaster reduction" exist
- b) Risk assessment process involves participation of people and incorporates their perception of vulnerability and capacity;
- c) Community and supporting agencies share common motivation and ownership for the initiation and sustainability of the CBDM;
- d) Genuine people's participation within capacity-building objectives with



- participation of sectoral groups at risk including women, elderly, children, ethnic minorities;
- e) Well-delivered training inputs in accordance with the objectives of the project and the needs of the community for training;
- f) Wider stakeholders involvement and participation. Effective networking and knowledge capitalization;
- g) Accumulation of physical, technological, and economic assets to reduce vulnerability; and
- h) Legislation and incorporation of CBDM in development planning and budgeting to ensure sustainability

1.5 User specific tools, that include tools for five levels;

1) Policy makers: It is imperative that the national authorities involved in policy making could play an important role in enacting policies that will encourage wider applications of CBDM.

The *following five policy* actions that can lead to the development and crafting of policies may ensure sustainable CBDM.

- Disaster awareness policy programmes must promote self reliance and self-help within an overall disaster reduction framework;
- Policy must support risk assessment that incorporate peoples' perception on vulnerability and capacity;

- A policy must state the importance and guidelines for genuine people's participation, Establish a policy that will promote wider stakeholders' involvement and participation; and
- A policy must promote accumulation of physical, technological and economic assets to reduce vulnerability at the community level, and integration of these projects into regular development planning and budgeting to ensure sustainability

2) National disaster managers: The following are practical tools to guide national disaster managers who play important roles in enhancing sustainability of CBDM. These tools are based on the lessons of six case studies of CBDM applications from six developing and perhaps the most disaster-prone countries in the Asian region

Tool # 1: Develop and implement a public awareness strategy that highlights specific local Vulnerabilities and capacities those communities may use for disaster reduction;

Tool # 2: Integrate local perceptions of vulnerability and capacity into broader risk assessment;

Tool # 3: Set specific implementing guidelines for genuine people participation in disaster reduction strategies and programmes;

Tool # 4: Ensure wider stakeholder

involvement through regular consultations and providing opportunity for networking and collaboration;

Tool # 5: Integration of disaster reduction activities into normal practice of good governance and into the regular planning and budgeting processes; and

Tool # 6: NDMOs are "champions" who should play catalyst and advocacy roles for reforms and Improvement those are necessary to promote sustainable CBDM

3) Local disaster manager: Local Disaster Management Organizations, as established earlier, play a unique role in disaster management and a critical actor for enhancing sustainable CBDM. Based on the factors for sustainability of CBDM, a local disaster management organization may implement action using the following tools as a guide.

Tool # 1: Identify, support and enhance indigenous coping mechanisms. Peoples' perception of vulnerability and coping capacity must be incorporated into local risk assessment;

Tool # 2: Implement practices for people's participation, particularly those who are most vulnerable to enhance their competence and capacity;

Tool # 3: Ensure a wider stakeholder

involvement and participation;

Tool # 4: Create and sustain the "spark" of CBDM: Identify and sustain people's motivations for local disaster reduction;

Tool # 5: Implement capacity-building processes that promote self-help, unity within the framework of local disaster reduction

4) **Trainers:** *Planning CBDM Training*

- Should have clear goals and objectives;
- CBDM is more acceptable by a community with recent experience of a severe disaster;
- Enhancement of survival techniques and coping capacities through community based actions leads to vulnerability reduction of people at risk;
- Smooth implementation is possible only when all the identified stakeholders and Change Agents understand their roles and responsibilities in CBDM projects;
- Integration of CBDM into local level developmental planning and budgeting;
- Development of a common understanding among the community and the local government administrators to join forces with limited resources will result in becoming less dependent on external assistance;
- For optimum results, CBDM should be incorporated with structural mitigation measures and follow-up activities at community level; and
- A holistic secure-livelihood approach



enhances sustainability of CBDM

Principle of Sustainability: The six principles of sustainability are:

- Maintain and enhance quality of life;
- Enhance economic vitality
- Ensure social and intergenerational equity;
- Maintain and enhance environmental quality;
- Incorporate disaster resilience and mitigation into actions and decisions; and
- Use a consensus-building participatory process when making decisions

Steps of CBDM Training Cycles: The six steps to conduct successful training cycles are:

- Know the situation;
- Identify the local resources;
- Design the training course;
- Conduct the training course;
- Assess the impact of the training; and
- Learn the lessons

CBDM Training Tools:

Tool #1: How to Promote and strengthen the "Culture of Coping with Crisis";

Tool #2: How to enable local people to make the right choices for reducing their vulnerabilities;

Tool #3: How to ensure effective motivation and choice;

Tool #4: How to ensure Participation and

Empowerment;

Tool #5: For Effective Training Approaches; and

Tool #6: How to successfully identify stakeholders

5) Community-based organizers.

Translating Community Lessons into Actions

Tool #1: How does a Community Worker identify and involve stakeholders?

Tool #2: How to enhance community's perception on its vulnerabilities?

Tool #3: How to identify and strengthen traditional wisdom and coping mechanisms?

Tool #4: How to contribute towards strengthening and legitimizing community organizations;

Tool #5: How to generate a continuous participatory learning and action process, which can empower the Community in CBDM;

Tool #6: How to ensure equity;

Tool #7: How to effectively integrate developmental interventions with CBDM;

Tool #8: How to play an effective role in the advocacy;

Tool #9: How to sustain the outcome of a CBDM process will the next disaster? How to sustain the 'spirit of anticipation';

Tool #10: How to ensure that capacity

building processes undertaken by trainers are effective and sustaining; and

Tool #11: How to develop internal contingency funding

1.6 Field Application of CBDM guidelines and tools

Based on the discussion made in the Kobe workshop and feedback from the resource persons, UNCRD team finalized the guidelines of sustainability in CBDM. In order to evaluate the applicability of the guidelines and tools, UNCRD has also initiated field application of the guidelines and tools in two countries - Mongolia and Viet Nam with different disaster contexts.

In Viet Nam, CECI was responsible for conducting the Research Project, 'Field Application', by using CBDM Guidelines and Tools. CECI has a vast experience in managing projects on Community Based Disaster Management, Adaptation to Climate Change, Emergency response etc. The Field application was implemented under the management of the Capacity Building for Adaptation to Climate Change (CACC) Project of CECI with the participation of various local government and international institutions dealing with disaster mitigation activities.

1.7 Objectives of Field Application

The main objective of the Field Application is to assess institutionalization of CBDM by

applying Guidelines and Tools in Viet Nam.

The Field Application is planned to substantiate the applicability of the Guidelines and Tools, which has been established over the past two years.

1.8 Field Application duration

The duration of field test was 5 months (July -November 2004)

1.9 Field Application methodology

- Focus group discussion* with local CBDM implementers (trainers, community workers, Red Cross volunteers, Mass organizations, village and Commune officials);
- Questionnaire* survey with key government agencies and NGOs;
- Interview* with local and national level disaster managers;
- In-house workshop* with CACC project team who are implementing CBDM activities in the project areas; and
- National workshop* with national level government agencies, International NGOs and UN agencies to validate the field application findings as well as to get further comments.



2. Participating Groups/Organizations at the Province and National level

Participants	
Province/district/commune/village (Field level)	National (central level)
Province CCFSC, DM Committee of Quang Dien district, DM Committee of Quang Phu Communes Commune/village level mass organization (Village head,FUs,WUs, YUs) - Commune level CBDM Trainer	NDMP, DMC, OXFAM, UNDP, WHO, UNICEF, CRS, World Vision, CARE
Red Cross, CECI-CACC team, Quang Ngai NDM Project,	
Hue University	

3. CBDM Practice in Viet Nam

Viet Nam is one of the most disaster-prone countries in Asia. Because of its geography and topography, the country suffers from almost all types of natural disasters, among which water disasters induced by typhoons and floods are the most frequent and severe. Every year, disasters claim hundreds of human lives and cause millions of dollars of economic loss in all regions of the country. Further, rapid urbanization and industrialization in Viet Nam - resulting from the country's modest but highly successful social, economic and technology reforms - are putting pressure on the country's already strained natural resource base. Degraded environment is also partly the cause of the more frequent and more severe disasters that have occurred in recent years, partly due to

regional and global climate change; but also due to urbanization, deforestation, road construction and other development activities that have not adequately considered disaster risk in their development planning process.

There are five principal disaster hazard zones in Viet Nam in the three district regions of the country. Each zone has different topography, population density and principal types of disasters to contend with. All of which are becoming more severe and more frequent due to environmental degradation originating within the country and from adjacent regions outside the country; and from worldwide climate change.

Traditionally, disaster mitigation has been considered to be "structural and non-structural measures undertaken to limit the

¹⁴International Decade for Natural Disaster Reduction (IDNDR) pilot study on disaster risk reduction

Source: NDMP pilot project documents for Central Viet Nam, November 2003

Region of Viet Nam	Disaster Zone	Principal Disaster Hazards
North	Northern Uplands	Flash floods, landslides, earthquakes
	Red River Delta	Monsoon river floods, typhoon storms, coastal storm surge
Centre	Central Provinces	Typhoon storms, flash floods, drought, salt water intrusion
	Central Highlands	Flash floods, landslides
South	Mekong River Delta	River flooding from upstream, typhoon storms, high tides, storm surge and salt water intrusion along the coast

adverse impact of natural hazards, environmental degradation and technological hazards"¹⁴. In this context, government and donor -sponsored disaster mitigation activities were mostly need based, focusing on immediate solution. Long-term vision and community participation in the planning process were often ignored or undermined. Consequently, the issue of sustainability of the disaster mitigation measures became a prime challenge to the national and international disaster management stakeholders in Viet Nam. With the introduction of community-based approach in implementing disaster mitigation projects by some international NGOs and

organizations, CBDM issues drew the attention of the government and NGOs in Viet Nam.

In recent days, it has been realised that the effective and successful disaster reduction initiatives are often attributed to the spontaneous participation of the communities and involvement of the people in Viet Nam. However, in most cases, it can be observed that the community initiatives produce results so long as there is external support from the NGOs and international organizations. There were some successful initiatives taken by some INGOs in the project implementation level in different disaster regions. CECI's programme on



Adaptation to Climate change successfully implemented following the CBDM approach in collaboration with government agencies. OXFAM, Red Cross, CRS, World Vision are also implementing their disaster mitigation projects following community based approach at different levels.

In most cases there is no general guideline or tools for CBDM in Viet Nam. The CCFSC, DDMFSC and provincial DM authorities usually follow their broader policy and

planning instructions which are very general for all kind of disaster in Viet Nam. NGOs and International Organizations (UN agencies, etc..) active in DM are following their general instructions and DM manual. However, in Southeast Asia, particularly in Viet Nam, ADPC and IFRC/RC disaster management manuals/training materials are commonly used as reference for disaster risk management. The guidelines that are practicing by following key DM agencies in Viet Nam :

Organization	DM Documents
Government Departments	
CCFSC/DDMFSC/DMC	2nd national strategy for disaster management, Used reference documents of the DDMFSC, RC and ADPC for DM operational guidelines and training materials
Province	National Strategy and provincial policies and instructions
International Organizations/UN agencies	
UNICEF	UNICEF DM manual
WHO	WHO DM manual
UNDP	UNDP DM manual
IFRC/RC	IFRC/ ADPC CBDM DM manual
NGOs	
World Vision	WV DM instructions
OXFAM	OXFAM DM manual
Development Workshop	DW DM instructions, ADPC manual
CECI	CECI manual, ADPC and IFRC document
Academic institutions	
University	

¹⁶Committee ruled by the Communist party officials, which is parallel to the people's committee

4. Potential Users of CBDM

Guidelines and Tools in Viet Nam:

Guidelines/Tools	Central level user	Province/field level user
Generic tool	CCFSC, DMC, Red Cross, International Organizations and NGOs	Province CCFSC, DMU, Red Cross, NGOs
Policy makers	MARD/CCFSC, DDMFSC, DMC, International Organization and NGOs	Province CCFSC, DARD
National Manager	DMC, Red Cross, International Organizations and NGOs	
Local Manager		-DM Committee of province / district / commune, - Province CCFSC, - Red Cross, NGOs - Commune level mass organization (VH,FUs,WUs, YUs)
Local Trainers		- Red Cross trainers, -Commune level CBDM Trainers
Community workers		- Commune/village level mass organization (VH,FUs,WUs, YUs) - Commune level CBDM Trainer - Red Cross Volunteers

5. Definition of the Users of the Guidelines and Tools in Viet Nam

Setting definition / explanation on key stakeholders (Policy Makers, CBO, Community Workers) active in disaster management is a big challenge in the Viet Nam context. There is no set definition or clarification, which can identify the Policy Makers, CBOs, Community worker, etc. in Viet Nam. However, considering the functions and involvement of the different government and nongovernmental agencies, potential users groups were defined as below;

Policy Makers : In Viet Nam, the national and provincial level major policy making bodies are the "Peoples Council"¹⁶ ". The

government comments on the policy. The government also plays the role of policy implementer through relevant ministries. In some cases the broader policies were also developed by the government at national level and different specialized agencies implement these policies within their mandate. In the areas of disaster management, Central Committee of Flood and Storm Control (CCFSC) is the primary policy formulation/decision-making authority at the national level. The Department of Dykes Management Flood and Storm Control (DDMFSC) of MARD is the key implementation agency under the coordination of CCFSC.

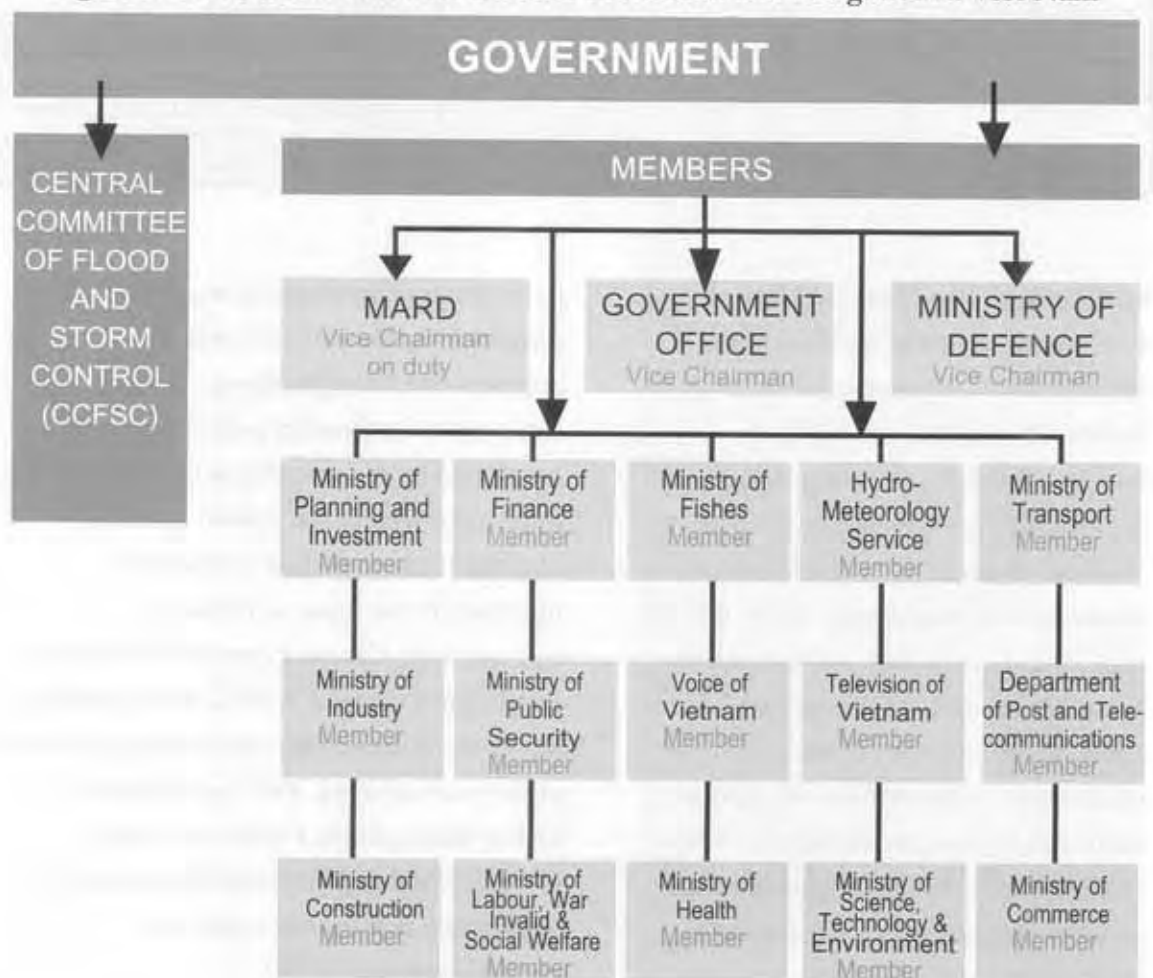


Provinces usually make their own policy, local regulations and guidelines under the broader policy framework of the national government. Similar to the central level DM structure, the provincial CCFSC is the key decision-making and coordinating authority on Disaster Management issue and the DDMFSC is key implementer of DM activities.

National and Local Managers: In the disaster

management arena of Viet Nam, government¹⁷ departments and central and provincial DM committees, Red Cross and INGOs are the key players. The Officials of Department of Dykes Management, Flood and Storm Control (DDMFSC) and DMC and provincial DDMFSC and other relevant departments, Police, Army, members of the mass organizations¹⁸, etc. are generally managing/coordinating all DM activities in

Fig 2 : Administration Chart for Disaster Prevention and Mitigation in Viet Nam



¹⁷Prime minister and the administrative ministries

¹⁸Women's Union, Youth unions, Fatherland front, etc

¹⁹Village, commune and district level



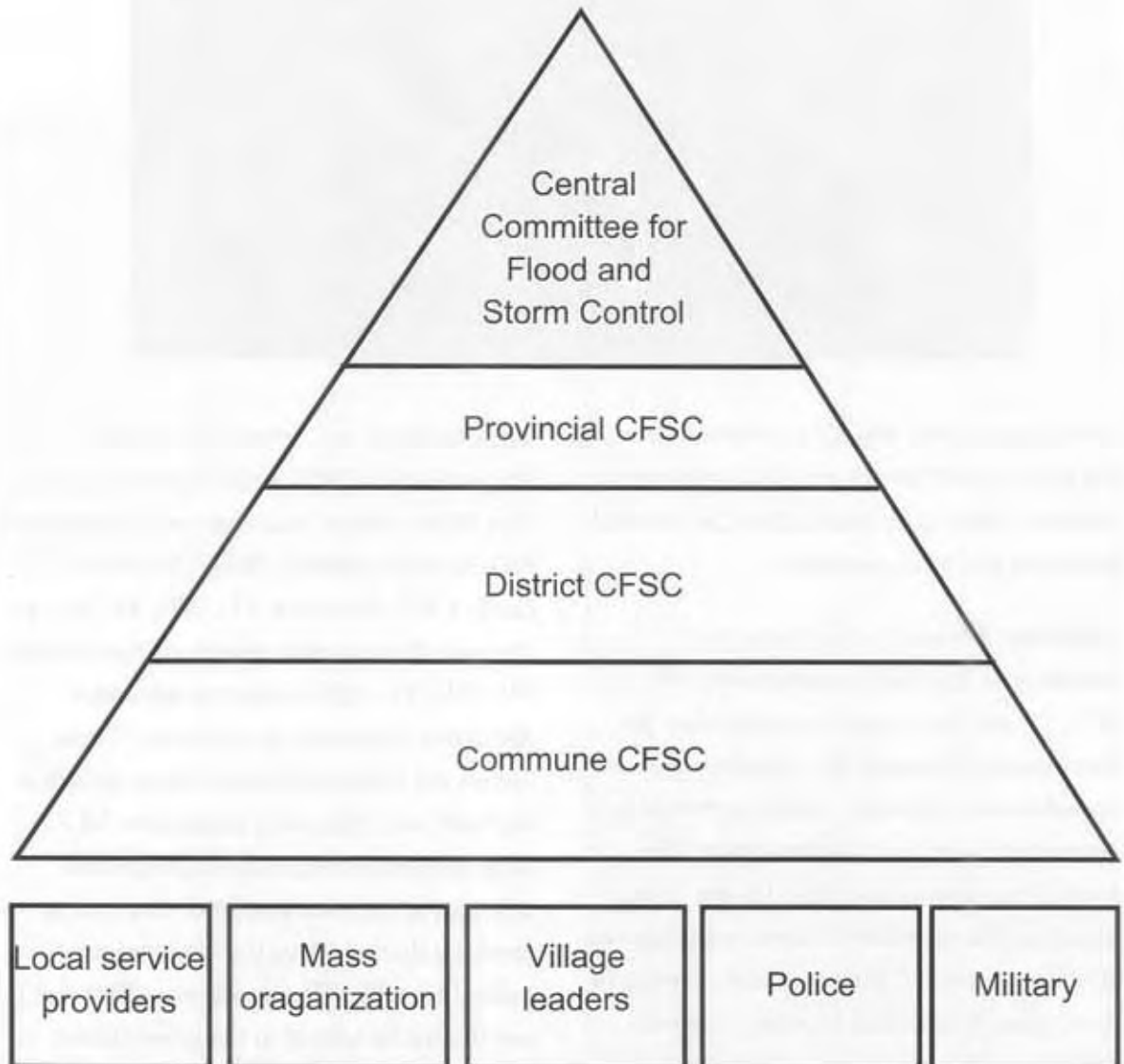
collaboration with INGO members. Given the role of government and NGO officials at different levels, they were defined as national managers and local managers.

Community Workers; In Viet Nam, the members of the mass organizations (FU, WU, YU etc.) are usually considered as the Community Workers. The members of these organizations are mostly active in providing community service at the local level. The local administration and INGOs are often involving the members of these organizations at different levels¹⁹ for community service or development activities. In some situations, Red Cross Volunteers are considered as community workers. However, RC volunteers role in Viet Nam are mainly concentrated on specific disaster relief activities. Further, RC volunteers are in most cases, members of mass organizations (FU, WU, etc.).

The definition of Community Based Organization (CBO) is not very clear in the Viet Nam context. Government agencies and NGOs often refer FU, WU, YU, etc. to clarify CBO. However, FU, WU, YU, etc. are the part of the vertical system of the national FU, WU, YU. CBO decree is still under discussion within the government. These unions are very good at mobilizing people at the local level. Recently, indigenous NGOs were allowed to undertake development activities at the local level, but they had to conform their work to the government policy. It is still difficult to find a CBO that is not funded or related to the government. However, there is now a decree, which gives local development organizations a NGO status. But, they have to operate their activities with many restrictions. There will eventually be a law on the CBO and local NGOs".



Fig 3 : DM Structure in Viet Nam





Flood in Central Viet Nam and infrastructure damages



6. General Findings of the Field Application Guidelines and Tools

6.1 Usefulness of the UNCRD CBDM guidelines and tools in Viet Nam

During the field application, 100% of the users of CBDM guidelines and tools at different level were highly appreciative of the effectiveness of the documents. They commented that the documents are very practical and useful to implement the CBDM programmes. The CBDM guidelines and tools were considered specifically useful/beneficial to,

- Implement uniform CBDM practices in Viet Nam
- Strategic planning of the CBDM projects
- Guide project stakeholders involvement in CBDM
- Enhance the knowledge of project implementers and policy makers on sustainable CBDM practices
- Increase the understanding of the approaches that have been successful in other countries
- Make CBDM sustainable through reducing project costs and donor dependency
- Guidelines and tools would be useful for disaster managers to practice CBDM in a more organized and effective manner.



- Policy feedback to the government on appropriate disaster mitigation approaches in the context of Viet Nam
- Understand the reactive and anticipatory disaster situations

6.2 Applicability of the UNCRD CBDM guidelines and tools in Viet Nam

The participating organizations indicated that the CBDM guidelines and tools are applicable in Viet Nam. In order to make the documents practical and more effective, it is critical to incorporate DM in the context of Viet Nam. The DM practitioners in Viet Nam realized that the guidelines and tools can bring positive change in a sustainable community based approach to disaster management. The specific comments of the evaluation participants are:

- Grass-roots level approach is gaining favour in Viet Nam. It is essential at this stage to establish country specific guidelines following standard CBDM guidelines to make grass root initiatives successful.
- Government policy on disaster management also focuses on local level participation and long term sustainability²⁰
- Lesson learned from this approach has shown the success of CBDM practice in Viet Nam²¹
- Local people realized the benefits of - CBDM through different NGOs

- Viet Nam is a disaster-prone country and the CBDM process is highly applicable to mitigate the impact of disasters at the community level

6.3 Interest in using UNCRD CBDM guidelines and tools :

The central and provincial government departments, International organizations and INGOs in Viet Nam showed interest to use / refer the CBDM guidelines and tools for disaster preparedness and mitigation activities. The DDMFSC and NGOs expressed their commitment to incorporate relevant sections of the CBDM guidelines and tools in their existing DM manuals and field activities. UNDP, WHO and government agencies strongly recommended to implement a pilot project following the guidelines and tools to encourage and support the interest and commitment. However, the participants of the field application suggested following activities to integrate / disseminate guidelines and tools in Viet Nam:

- Training courses, workshops, general dissemination events;
- Motivate communities and increase training courses for sustaining CBDM for local officers as well as local people in the community;
- Pilot intervention;
- Through policy development;

²⁰2nd National Strategy and Action Plan for Disaster Mitigation and Management in Viet Nam- 2002-2020

²¹CECI, ADPC, OXFAM implemented CBDM at different levels in Viet Nam

-Organize conferences and workshops for each level of governance;

-Disseminate lessons learned from other countries to the vulnerable areas of Viet Nam;

-Arrange publications on sustainable

CBDM lesson learned and best practice in newspapers and magazines; and

-Organize public awareness session/activities on CBDM and sustainable community based approach for disaster management.

6.4 Actors/Users in Viet Nam to institutionalize CBDM guidelines and tools

LEGEND X =1 response

	Generic Tools	Policy	National DM/ Local DM	CBO	Trainers
National Level	XXX = National Assembly XX = MARD CCFSC X = RC Viet Nam	XXX = National Assembly XX = MARD CCFSC	X XX = MARD CCFSC & MARD DDM FC	X = MARD -DMC	X = MARD - DM
Provincial Level	XX	XX X = DARD	X = DARD X = DDMFSC	X = DARD	X = DARD
District Level	XX		X = Dist. DM X = DDMC	X X = Dist. DM	X X = Dist. DM
Commune Level	X		X X = CDMC	X	X
Village Level	XX		XX	XX	XX
CBO	X		XX	XXX X = WU YU	XXX
Universities	XXX	XX	XXX	XXX	XXX X = Tech.Asst
Local NGOs/ Inst.	X X = VRC	X = VRC	X = VRC	XXX X = VRC	XX X = VRC
International NGOs	XXX	XXX	XX	XXX	XXX X = Tech.Asst



6.5 Time frame to institutionalize CBDM guidelines and tool

The participants of the field application recommended the following timeline for institutionalizing the guidelines and tools in Viet Nam;

- 2-5 years : 20% of respondents
- More than five years : 60% of respondents
- Many years : 20% of respondents

6.6 Who would be responsible for the application of guidelines ?

MOH and Agriculture extension department staff

- District People's Committee, Commune People's Committee
- Provincial Department of Dyke Management and Flood and Strom Control
- Provincial Red Cross; Local Peoples' Committees;
- INGO projects

Comments: DDMFSC should take the lead, INGOs and universities should provide the technical assistance

6.7 Potential responsibilities of actor/users in institutionalizing the guidelines and tools in Viet Nam

Organization	Responsibilities
a.) National CCFSC/DDMFSC	<ul style="list-style-type: none"> ● Policy formulation on CBDM practice in Viet Nam ● Lead the institutionalization process for CBDM guidelines and tools ● Policy formulation on CBDM practice in Viet Nam
b.) Province CCFSC/DDMFSC	<ul style="list-style-type: none"> ● Incorporate CBDM into national development strategies ● Allocate fund for CBDM practice ● Encourage MOH to practice and participate CBDM following guidelines and tools
NDM-Partnership	<ul style="list-style-type: none"> ● Act as resources centre for clarifying and guiding CBDM implementation ● Effective coordination among CBDM practitioners ● Help to promote CBDM guidelines and tools at all levels ● Awareness raising meetings and workshops in Viet Nam for Donors and Government officials
FAO/UNICEF/WHO CCFSC/DDMFSC	<ul style="list-style-type: none"> ● Encourage MOH, Agriculture Departments to practice and participate CBDM following guidelines and tools ● Train/teach local health officers and Agriculture official the concepts and practices of CBDM
DMC/UNDP/INGOs	<ul style="list-style-type: none"> ● Give advice for provincial people's committees in relation to disaster preparedness and reduction ● Conduct pilot projects in collaboration with UNCRD and DMC ● Incorporate CBDM into national development strategies/plans ● Incorporate relevant guidelines into project implementation ● Awareness raising activities on CBDM at different level ● Quality monitoring/evaluation on CBDM implementation following guidelines and tools
Mass organizations (WU,YU,FU,etc)	<ul style="list-style-type: none"> ● Community mobilization for CBDM process ● Local level awareness raising activities on CBDM ● Community resource for CBDM training, project implementation

7. Recommendations for Effective Institutionalization of Guidelines in Viet Nam:

- In order to institutionalize the guidelines and tools in an effective manner, the following activities should be considered:
- There should exist a coordination unit (secretariat) for CBDM (such as within DDMFSC, NDMP, INGOs...)
- Government policy and budgetary support should be ensured.
- The district and provincial governments should prepare annual plans for CBDM activities
- Implement pilot projects to show that hazards and disaster losses are reduced in communities that use CBDM. Pilot project results will be good evidence that CBDM works.
- Too much focus on the Philippine experiences. Need to develop more points for the Viet Nam context
- Incorporate CBDM into the National Strategy for Disaster Mitigation (2001-2020)
- It needs to be shown that CBDM is better than the alternative before it can be accepted as a national strategy. Specific case studies from Viet Nam are needed.

- Strong coordination between donors and implementers. Exchange of ideas between INGOs working in Viet Nam
- Donor community should be educated on CBDM so they can support CBDM process in Viet Nam and internationally
- Organize meetings to get interest of donors. Provide training for personnel, and working equipment. The provincial people's committees should also be responsible
- Actors' Roles in Institutionalization of Sustainable CBDM in Viet Nam should be clearly defined and understood by stakeholders

8. Comments on Presentation Style/Format of the Revised Guidelines and Tools

Appearance of the Documents	
Level of measurement	% of Respondant
Attractive	75%
Very Attractive	25%
Not Attractive	0%

Organization of the Content	
Level of measurement	% of Respondant
Well Organized	75%
Very Well Organized	25%
Not Organized	0%



8.1 Comments on the quality of the documents:

- Document well organized;
- 'Tools for local managers' is exceptionally well presented;
- Boxed-in headings should be used to distinguish sections;
- Definitions are well explained;
- The document has some typos, grammar and spelling errors;
- Content should be more condensed;
- Content is not written in stimulating manner; and
- Too wordy at times, especially in the explanation of examples.

8.2 Suggestions for improvement

- Garamond Font is not friendly to all computer screens- electronic documents should be in a plain font, well spaced, minimum use of complicated styles;
- Editing needs to be done to clean the document up and add some style sheets;
- There should be more examples displaying actual conditions for each area/country;
- Important section headings should be underlined and/or color could to add more organization to the document;

-The content for the tools should be condensed, and represent the different disasters in each area; and

-The guide does not distinguish sufficiently between hazard and disaster- not all hazard events are disasters.

9. Critical Considerations to Ensure Wider Use of the Guidelines and Tools

-Guide needs to develop new coping mechanisms to face communities' new realities - climate change, industrialization, and environmental degradation, etc;

-More tools for local authority should be added, in particular for those that are not directly working in disaster management (Agriculture and Aquaculture officers...);

-The academic institutes and private sector, professional associations and mass organizations are very important partners in successful implementation of CBDM guidelines and tools. For the successful development of CBDM practice, it should be part of regular academic programme (in University) or professional development with training institutes;

-In order to make CBDM successful, financial support should be ensured by donor/implementing agencies;

-CBDM guidelines should consider a "risk

²² The 'disaster risk reduction' piloted IDNDR, is the "systematic development and application of policies, strategies and practices to minimize vulnerabilities and hazards throughout a society".

management" approach, not limited to disaster management. The newer concept of disaster risk reduction is a broader more encompassing distinction than disaster mitigation, and includes disaster mitigation in the context of sustainable development²²;

-It is critical to note that the non-native English speaking countries where disaster management practitioners have limited English capacity will mostly use these tools. The language could be a major barrier to disseminate these guidelines in different countries/ regions. Therefore, the editing of these guidelines with simple English and a plan to translate these documents into the major country/regional language will be useful;

-UNCRD guidelines and tools are not gender sensitive enough. It is important to incorporate gender strategy; and

-Outline a method of monitoring and evaluating the success of CBDM projects.

10. Challenges to Institutionalize CBDM Guidelines and Tools in Viet Nam

-Identifying the significant positive impacts of CBDM;

-Producing an action plan that everyone is happy with;

-Slow process of policy discussions, policy formation and adoption at the national level;

-Budget allocation for CBDM must be made priority;

-Difficulty in mobilizing donor support;

-Developing participatory roles for mass organizations;

-Making sure that existing DM staff is mobilized at all levels and that a coordination team (secretariat) is incorporated and financially supported by UNCRD;

-Basic premise of UNCRD guide differs from other standard guides (e.g. WHO) integration could be difficult;

-Successful integration will mean dissemination to each level of government and in target communities;

-Different INGOs may not accept tools unless there is a high rate of success;

-There needs to be resources and financial support for CBDM materials;

-How the CBDM experiences of Mongolia and Viet Nam can be used for Cambodia, Lao PDR and other SEA region countries?



11. Conclusion

The community-based approach for disaster Management was favoured in Viet Nam after the 1999 catastrophic flood in the Central provinces. Some INGOs initiated disaster mitigation projects in the central part of Viet Nam involving communities in post flood rehabilitation, disaster preparedness planning, early warning and awareness raising activities. Many of these initiatives were focused on crisis management rather addressing long-term solutions. The sustainability issues were mostly absent in these initiatives. In recent days, some INGOs attempted to address the sustainability issues in their CBDM projects. However, there was a lack of standardization of the sustainable community based approach in these DM projects.

The field application process provided an opportunity to the disaster practitioners at different levels to realize the necessity of the

standard CBDM guidelines and tools to make the disaster programming effective in Viet Nam. They appreciated the effort of UNCRD to develop the guidelines and tools following the CBDM experiences of different countries/regions. During the field application process, the key government, non-government and International organizations active in disaster management in Viet Nam extended their full commitment²³ to support the institutionalization of CBDM guidelines and tools in Viet Nam. Particularly, the institutional level support from Central CFSC and DDMFSC of Ministry of Agriculture and Rural Development (MARD)²⁴ to institutionalize the documents was a significant achievement. In order to make CBDM more acceptable, it is critical to conduct pilot projects, which can validate CBDM a viable alternative to reduce the disaster losses. Field application also revealed a strong need of professional team/experts for implementation. As such, CBDM guidelines and tools should be incorporated into the mainstream of the academic programme in academic institutions/Universities. However, it should not substitute for ongoing training programmes for DM practitioners in the field. The sustainable practice of CBDM guideline and tools require an integrated action plan, effective coordination and most importantly support from the donor community and national governments²⁵.

²³At the national workshop in Hanoi on September 25, 2004

²⁴Dr. Think, Director of DDMFSC offered to lead and support the process at the national workshop

²⁵Including at the local level as well.



SECTION II. CBDM Pre-Events and Analysis on CBDM



Towards the UN WCDR

Introduction

Following the official announcement by the General Assembly to hold the UN World Conference on Disaster Reduction (UN WCDR), the UNCRD Hyogo Office initiated a series of preliminary events and activities in disaster management, especially focusing on CBDM, for UN WCDR and beyond.

Presented with a unique opportunity to play an active role at this world conference as one of the lead agencies for Cluster 4, "Reducing the Underlying Risk Factors," UNCRD has spent the past year preparing to impart the CBDM activities it has implemented over the past three years.

UN ISDR Secretariat, in its plan for the preparation of the UN WCDR and expected outcome, has identified "PARTNERSHIP" as one of the critical concepts to be considered at the conference. UN ISDR posited that given this opportunity, it would be important for organizations at all levels to consider the partnership mechanism in further augmenting disaster management activities in reducing disaster risks throughout the regions.

Consequently, considering the importance of such partnership in disaster management, UNCRD has implemented its preparatory efforts for the UN WCDR within the CBDM context. For example, in February 2004, the Hyogo Office organized an international symposium entitled, "Community Legacy in



Disaster Management" focusing on the issue of legacy as it relates to sustainability in CBDM. In August 2004, the Office co-organized an international conference with three (3) other organizations, specifically focusing on the concept of partnership, entitled, "*Partnership in CBDM in Asia*"²⁶. They were both considered official pre-events to the UN WCDR and have become platforms for experts in disaster management from government officials, to local NGO professionals to discuss CBDM issues. Especially at this conference, 3 sub themes of: 1. CBDM and Governance, 2. CBDM and Civil Society/Corporate Sector, and 3. CBDM and Education were explored in detail as they are considered some of the critical issues in achieving successful CBDM. In fact, following this conference, these sub themes were further pursued and examined by some of the renowned experts through their critical analysis reports, which are incorporated in this publication.

²⁶ Sustainable Environment and Ecological Development Society (SEEDS), United Nations International Strategy for Disaster Reduction (UN ISDR), Kyoto University Graduate School of Global Environmental Studies in association with FES (Friedrich Ebert Stiftung)

²⁷ Co-organised by UN ISDR (United Nations International Strategy for Disaster Reduction), Hyogo Prefecture, and The Yomiuri Shimbun

**International Symposium
"Community Legacy in Disaster
Management", February 2004**

UNCRD convened for a working group meeting and a one-day International Symposium on "Community Legacy in Disaster Management"²⁷ to consider the sustainability of community based disaster management (CBDM) from 5-7 February 2004. It aimed to collectively identify key issues as well as to throw light on the needs and the challenges at the community level in managing disaster and reducing disaster risks. This "stocktaking task" was considered an essential exercise in understanding the unique opportunities presented by the UN WCDR, to be held precisely ten years after the Great Hanshin-Awaji Earthquake of January 1995. More than 100 people attended this symposium from approximately 17 different countries.

Throughout the day, various types of CBDM case studies were introduced and explained in



detail. Also, through these presentations participants identified the important elements in CBDM, which have facilitated successful project deliberation. Also panel discussion took place where the international experts were encouraged to dwell further on "community"-shedding light on this concept from various perspectives. This discussion aimed to instigate a meaningful exchange among experts, who, from their own expertise and experiences, offered innovative and powerful ideas. Furthermore, Professor Ian Davis, gave a concluding speech as a finale designed to integrate the presentations and discussions. He included suggestions as to critical issues that ought to be reviewed during the UN WCDR and beyond.

**International Conference
"Partnership in CBDM in Asia",
August 2004**

At the Delhi conference, focus was put on the concept of "partnership" in promoting CBDM, attributing it to the UN WCDR.





Accordingly, the specific objectives of the conference were as follows:

- To discuss the CBDM issues and activities over the last 10 years from the perspective of different stakeholders
- To suggest possible methods of partnership in CBDM in Asia
- To draft a plan of action of CBDM in Asia for the next 10 years

In this context, the international conference focused on the main issues and achievements to be emphasized for the upcoming UN WCDR. Approximately 75 people participated in the conference from approximately 13 different countries. The participants were representatives from government down to the civilian group level and made for a prolific gathering, worthy of being considered a pre-event for a world conference.

Based on the outcomes of the conference, recommendations were made on CBDM. In general, it was suggested that more networking opportunities need to be made for all stakeholders in CBDM to sustain its activities. Also, it was recommended that the UNCRD Hyogo Office act as a knowledge bank in promoting further activities of CBDM and partnership in such a field. Finally, it was recommended that the partners of this conference commit themselves to the cause of building partnership in CBDM (to



which such vote was taken and sealed).

On-Line Forum : Collecting Voices from the World, 13 Sept. - Oct. 2004²⁸

The On-Line Forum took place after the International Conference on *"Partnership in Community Based Disaster Management (CBDM) in Asia"*²⁹ -as a follow up discussion to the international conference, focusing on the 3 sub-themes of 1. CBDM and Governance, 2. CBDM and Civil Society/Corporate Sector, and 3. CBDM and Education, for a wider collection of voices **beyond** those from the Asian region. Approximately 130 people participated in this discussion through e-mails, representing more than 30 countries covering all continents. While this discussion was intended to act as a follow-up discussion to the above-mentioned international conference, it also attracted participants who had not attended the conference, who added new ideas to the three existing sub-themes. Over 3 weeks, it was learned that while conditions, culture, political situation, and

²⁸Supported by UN ISDR (United Nations International Strategy for Disaster Reduction), UNEP (United Nations Environment Programme), SEEDS (Sustainable Environment and Ecological Development Society)

²⁹Co-organised by UN ISDR (United Nations International Strategy for Disaster Reduction), SEEDS (Sustainable Environment and Ecological Development Society), Kyoto University Graduate School of Global Environmental Studies in association with FES (Friedrich Ebert Stiftung).

risks may differ throughout the world, the concerns need to be emphasized by all.

Moderated by UNCRD, UNEP, and WHO/KC, discussions took place among various constituents working in the field of disaster management around the world. The comments were selected following the On-Line Forum and have been incorporated into this compendium to reflect the "voices" of CBDM constituents. Through such a measure, UNCRD hoped to reflect ideas on CBDM collected from around the globe and become a source of not only information but also inspiration in defining and shaping CBDM.

Line Forum are incorporated. It contains summaries of discussion that took place. In addition, some of the selected quotes, comments/suggestions, and references to sample case studies have been retrieved from the On-Line discussion and made into a



Voice Book. The Voice Book is an analytical documentation on its own established by making use of some of the most powerful comments made by On-Line participants, which may inspire readers of this publication towards the next step in developing innovative actions in CBDM.

Critical Analysis by Experts

In pursuit of exploring deeper the surrounding issues of CBDM which were discussed at the aforementioned conference, experts in this field were selected to analysed.(unclear?) The experts prepared reports to further explore the main essence on CBDM, which had been discussed at the conference, so as to deliver the message from the two pre-events to the UN WCDR. Each of the 3 sub-theme was designated accordingly to an expert to produce a report: 1. CBDM and Governance was undertaken by Zubair Murshed of ADPC, 2. CBDM and Civil Society/ Corporate Sector was undertaken by Zen Delica of CDP, and 3. CBDM and Education was undertaken by Anshu Sharma of SEEDS. Also for the final analysis, Professor Ian Davis formulated a comprehensive overview of the issues into a critical analysis of issues in CBDM that ought to be not only considered at the UN WCDR but also, acted upon beyond the world conference.



Introduction

The concept of community based disaster management (CBDM) emerged through the work of at-risk communities, citizen's groups, practitioners, and experts in the Asian region, who believed that at-risk communities have the capability to exert their agency and organize risk reduction and response actions with or without support from other external actors. The theory and practice of CBDM is at different stages of evolution in various countries in the region. Also the approaches towards CBDM are diverse and they are agency and culture specific. However, there are some principles that are intrinsic to most CBDM practice, despite its diversity. These are: the recognition of the exigency of community involvement, belief in community's capability and indigenous knowledge, recognition of different vulnerabilities of various groups in a community, a concern for improvement in the overall wellbeing of the people, an emphasis upon organizational and technical capacity-building of the community, a philosophy of risk reduction, enhancing community awareness about risks, precautionary measures and mitigation actions, and the mobilization of local resources (Murshed et al, 2004).

In a majority of cases the practice of CBDM has evolved independently, mainly through the support from civil society actors, without the involvement of government agencies and

the private sector. Recently, this independent approach to CBDM is being influenced by three quite distinct determinants. First factor is the realization by "CBDMized"³² communities and practitioners about the need for governmental support given their own limited capacities and the nature of interventions required to tackle hazards that extend beyond the boundaries of a community. Second is the recognition by some governments on the benefits of involving communities in emergency response and risk reduction. This thinking is triggered by the increase in severity of risks, the spread of new risks, and the limited capacity and resources of governments to tackle the problem. Third determinant is the efforts by the international risk reduction community to promote good practices and lessons learnt from one country or region to others and to scale up the effects.

It is pertinent to describe the concept of governance before we move forward. Governance refers to the process whereby elements in a society wield power and authority and influence and enact policies and decisions concerning public life, and economic and social development (IIAS, 1996). The government, civil society and the private sector (market forces) are considered key actors for governance within a society. The characteristics of good governance include:

- a strategic vision about social development

³⁰The term Community Based Disaster Management (CBDM) has been used since that is how UNCRD refers to it, however, the paper discusses the issue from a disaster risk management perspective. Therefore, in the paper term disaster risk management has been used in other references, but the term Community Based Disaster Management has been kept intact, wherever it was used.

³¹Zubair Murshed works with the Asian Disaster Preparedness Center (ADPC) as Disaster Risk Programme Manager.

- agreed by all key actors
- responsiveness of institutions and processes to stakeholders and citizens
- participation of citizen's and stakeholders in decision-making
- decision-making by consensus
- equity in sharing opportunities and benefits amongst groups of citizens
- accountability to stakeholders and citizens
- effectiveness in delivery of services
- transparency in functioning (Institute of Governance, Canada)

The achievement of these conditions and objectives requires the creation of a facilitative environment; which means developing institutional mechanisms, setting standards and making and implementing policies and laws. The civil society groups and organizations articulate the interests of multiple social groups, particularly those of the marginalized and they advocate for policy and institutional reform. The civil society organizations may also provide direct technical, financial, or material support to their members or beneficiary groups. The market forces serve as engines of the society in providing the critical financial resources and leading the process of economic growth and development.

In the case of CBDM and governance the linkages between civil society organizations and at-risk communities have been very strong. The concept of CBDM, if not born by the efforts of civil society organizations, has been definitely strengthened by their



endeavours. Civil society organizations have nurtured and nourished the CBDM processes by providing technical guidance, financial contributions and moral support in strengthening CBDM-related institutions, developing principles, introducing technologies and improving performance. However, the linkages between the governmental operation and CBDM, and private sector and CBDM have remained either non-existent or very weak. This scenario poses the question; why CBDM and dominant processes of governance have remained in two separate streams, and why the linkages between CBDM, governments, and the private sector have remained weak or nonexistent.

Historical Factors Behind Weak Linkages between CBDM and Governance

The following discussion explores reasons behind the weak linkages between CBDM and governance by analysing the evolution of CBDM, problems in governance, lack of

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³²The author uses this word to refer to the communities which have been practicing CBDM approach and the individuals who have been practicing this approach.



understanding about the role of private sector, developments in disaster risk management theory and the misplaced focus of advocacy.

Dynamics of the Evolution of CBDM Approach

Although at-risk communities have been practicing their own indigenous coping mechanisms to prepare for and cope with hazards for a long time, the modern CBDM approach has been nurtured mainly by the NGOs and international organizations. We must not forget that the NGO movement emerged as an alternative actor in the 1970s and 1980s. They were either involved in the provision of services to the marginalized communities in remote areas not served by the government, or they were engaged in advocacy. They were critical of the workings of government and lacked trust in the government and its commitment and capability. The hopes of the NGO sector were higher to deliver, where such euphoria ruled out any considerations about engaging with government and building any partnerships for CBDM. The realization about the engagement with government is recent within the NGO sector. In other countries the CBDM practice itself is very recent and is still in its infancy. Very few communities and organizations are actually practicing this approach. Given their own relatively little experience and small size, it has been difficult for them to become

effective advocates for integration of the CBDM into governance.

Issues and Problems in Democratic Governance in the Developing Countries

Historically, the political culture in most Asian countries was dominated by authoritarianism and a centralized approach towards planning and decision making. The governing institutions were less concerned with meeting the needs of people, and more about political expediency. Appropriate institutional mechanisms were not in place to ensure people's participation either in electing their leadership or for making choices about development. Within this context it was difficult for the CBDM movement to make any headway in terms of building linkages with the governance processes and institutions. The situation is changing since the break up of communist block in the later 1980s, and the collapse of authoritarian regimes in many other countries, which were not necessarily associated with communism. There is enhanced focus on strengthening democratic process, decentralization and devolution of powers. However, the process is very slow and entangled with structural problems.

Private Sector and Its Work: a Black Hole

The thought of involving the private sector in supporting the CBDM is still really new.

Hardly have there been any efforts made in this regard in the past. However, more important is the lack of any efforts to try to research about the private sector and find out: what are the potential areas for establishing linkages between CBDM and private sector, who in the private sector should be targeted, what kind of involvement and contribution we need from the private sector and what conditions we must create and tools we must develop to facilitate the engagement of private sector in CBDM. Corporate Network for Disaster Response (CNDR) in Philippines is one of the few examples where the private sector has engaged in supporting CBDM (Hartigan, K. 2004). This is the case of Corporate Social Responsibility (CSR). However, there is a need is to focus on the role of private sector as a stakeholder and not only as a benefactor. The private sector does have stakes in promoting community initiatives to save the production processes and infrastructure from disaster risks, and to involve communities in preparedness and response. However, these stakes needs to be "revealed" to the business community through research and risk communication.

Evolution in the Disaster Risk Management Sector

Disaster risk management as we understand it now is a relatively recent concept. Historically the approaches were dominated

by emergency response and structural mitigation strategies. On one hand disasters were considered as acts of nature, about which nothing much could be done, and on the other, methods of response to disasters and mitigation of hazards were considered high tech areas, in which common people had little to contribute. This sector was dominated by agencies like military, police, fire services, civil defence and other professionals like engineers, architects, seismologists and hydrologists. In that context there was little, if any, space for community based initiatives for disaster risk management. The proponents of the dominant, high-tech and response approaches and those of the CBDM had little to share with each other. However, with the evolution of sociological approaches to risk and vulnerability, the situation changed. The need for social and community action has become more evident now.

Historically the focus of advocacy efforts to link CBDM with governance has remained mainly at the national level. Such kinds of efforts were triggered by the assumption that the government was one monolithic entity that moved top-down. It was believed that the development of policies and institutional mechanism at the national level were the prerequisites in supporting the CBDM. Therefore, working with the local government was not recognized as a very important affair and thus was not taken



seriously. Such assumptions hindered substantial development between the local government departments and CBDM. However, in recent years there has been a change in this thought process and NGOs and other organizations have come to realize the importance of working with local government and other governmental departments.

The subsequent content of this paper will provide a brief summary of the current status of CBDM and governance. It will then propose an agenda for action to be considered by the United Nations World Conference on Disaster Reduction (UN WCDR). The discussion also demonstrates how the linkages between CBDM and governance can be mutually beneficial.

How Community Based Disaster Management Initiatives Could Contribute to Improving Democratic Governance

It is pertinent to recognize that CBDM can contribute in a number of ways to improve governance, because many CBDM principles are related to improving the overall wellbeing of people, which suggest reform in governing institutions and policies. The discussion below shows how CBDM can contribute to improving governance, thus demonstrating the mutually beneficial nature of relationships between CBDM and governance.

Strengthening Democratic Processes

Organized and aware communities will be better able to articulate their interests and participate in and contribute to the functioning of democratic processes and of its reinforcement, which is important in improving governance. Such communities can also facilitate the effective functioning of local governments and the decentralization process, since such communities will have a better knowledge of the government departments from where they can get appropriate technical advice and how to apply it. They would also be able to assist the local government in stopping illegal and harmful practices (in terms of environmental damage, land use or the use of government properties) spurred by any local level interests.

Improving Basic Services and Contributing Financial Resources

Communities, which are capable of implementing actions to reduce risks and organize emergency response would reduce burden upon the state for the delivery of basic services. CBDM approach helps mobilization of local financial and material resources. This in turn would minimize pressures upon the national exchequer for social development. In resource poor economies such mechanism can be a significant contribution. However, the achievement of a greater impact would require the strengthening of CBDM at a

larger scale.

Protecting the Environment

Organized communities concerned with disaster risk management can facilitate the protection and rehabilitation of environmental resources. On the one hand, CBDM promotes rehabilitation of environmental resources through positive actions such as, reforestation, and appropriate use of land and water resources, and rainwater harvesting. Secondly, concerned communities would be vigilant about harmful practices by any individuals or groups which can damage the environment.

Reducing Poverty

Through CBDM, people's livelihoods are often strengthened as it enables people to capitalize and diversify the use of their existing resources. In this way CBDM can contribute to poverty reduction and avoid further deterioration of the situation of vulnerable sectors due to disaster impact.

Promoting Equity

CBDM considers the most vulnerable in society as a target of its commitment and strategic envisioning. It puts a premium on organizing these sectors and on building their social and economic capacities. In this way it can contribute to promote equity and reduce social inequalities, including inter-generational inequalities.

Achieving Gender Equality

Community based disaster management

recognizes and emphasizes the varying perspectives of vulnerabilities and capacities of men and women and their distinct needs in post-disaster situations. It also aims to strengthen the role of women as disaster risk managers at household and community levels. In this way it can contribute to promoting gender equality, which is an important area for improving governance as well.

Sustainable Development

CBDM aims to reduce social and physical vulnerabilities of people in order to minimize disaster risks. In this ways it can support the governmental efforts to achieve sustainable development by avoiding the adverse impacts of disasters.

Achievements in Linking CBDM and Governance

Joint programming

The most substantive achievements have been made in the area of action planning and programming by municipal, urban and local government departments to support community initiatives. Such work has been done in collaboration with NGOs and other international organizations, which played an important role in mobilizing the government departments and providing them with technical assistance in addition to financial support. The examples of this work include the achievements of Tongi and Gaibanda municipalities under the Bangladesh Urban



Disaster Mitigation Programme (BUDMP)³³ by CARE, the work done in the Philippines by the Disaster Coordinating Councils (DDCC) in the provinces of Negros, Olangapo City, Laguna, Patikul Municipality in Sulu³⁴, the work done in Champasack Lao PDR by the departments of Agriculture, Education, Health, Planning with the support of World Vision³⁵, the work done on Community capacity building for adaptation to climate change by the commune governments in Central Viet Nam with assistance from CECI³⁶ and the work done in Uttar Pardesh and Uttaranchal by the district governments in collaboration with the Asian Disaster Preparedness Centre (ADPC) to name a few. Purely governmental interventions on supporting community level initiatives include the work of Gujarat and Orissa State Disaster Management Authorities, which were set up after the recent major earthquake and cyclone events respectively (International conference, UNCRD, Delhi August 2004). Some key components found in the process of the above mentioned achievements are as follows:

-Introduction of the programme: During this stage the NGOs and international organizations build contacts with the concerned government officials, briefed them about the disaster problems in the area, introduced them the programme and build trust;

-Training of government officials: The national and international trainers provide training to the government officials on community based disaster management. Such training cover topics like, nature of disasters, their impact on people and livelihoods, risk assessment, action planning and hazard mitigation (in some cases);

-Community training and risk assessment: In this stage the trained government officials and the NGOs together provide training to the community groups and facilitate the conduct of risk assessment either through community volunteers or themselves;

-Action planning: Disaster preparedness or mitigation focused action plans are prepared at the community and local government levels;

-Pilot implementation: Selected mitigation measures were implemented by the communities under the supervision of local government officials and the partner NGOs.

The involvement of government officials in these programmes had three major dimensions; (a) their participation in the programmes started as trainees, (b) they were actively engaged in community training and supervising or facilitating the whole process of risk assessment, action planning and implementation of mitigation actions, (c) the

³³ AUDMP regional workshop on best practice in disaster mitigation. 2002

³⁴ First National Conference on CBDM, 2003

³⁵ Final Project Evaluation of the Champasak CBDM project, World Vision, 2004

³⁷ In Cambodia, Pakistan and Sri Lanka National Disaster Management Plans have been developed under the initiatives

implicit or explicit understanding that the government departments will continue the work after the completion of the exiting of NGO-funded project.

Policy formulation

There are three types of documents to which one can refer regarding policy aspects on CBDM; (a) laws, acts, legislation and decrees approved by the heads of states (countries or provinces), or parliaments or ministries (b) disaster management plans of the national, provincial and local governments, (c) development plans; e.g. the Five-Year Plans, the Poverty Reduction Strategy Papers (PRSPs) and other similar plans.

There has been little achievement in terms of policy formulation in the laws, acts, legislation and decrees and in the development plans. In the area of policy formulation by the parliament, hardly any success has been observed, though efforts are underway in many countries. One example is the Philippines, where the Philippines Disaster Management Forum (PDMF) is advocating the approval of a disaster management bill by the parliament (Progress report PDMF, May 2004). This bill recognizes the important role of the community in disaster risk management, but it has yet to be approved. In India the Gujarat State Disaster Management Act 2003, under which the Gujarat State Disaster Management Authority was established,

acknowledges the role of community in vulnerability reduction, capacity-building, action planning and damage and needs assessment and recovery (Government of Gujarat, 2003, pp 37-42). The act presses upon the local authorities to coordinate with communities in the preparation and implementation of their plans on disaster risk management. Amongst the regional bodies, the ASEAN Regional Programme on Disaster Management also recognizes the role of community in disaster risk management under subcomponent 4.1: Supporting Community Based Disaster Management Projects (ACDM, 2004).

The situation in the national and local disaster (risk) management plans has been more encouraging. The process of development of national disaster (risk) management plans and implementation has been underway in many countries since the late 1990s. Afghanistan, Cambodia, India (Gujarat and Orissa), Lao PDR, Nepal, Pakistan, and Sri Lanka³⁷ are some cases in this regard. The progress is at various stages, either the work on plan development is in progress, or it has been completed and awaiting approval and in other cases the implementation stage has started. These plans recognize the need for community awareness and capacity-building and in some cases specific community level action planning for disaster risk management.

of UNDP. In Nepal the IDNDR Committee developed a National Action Plan in 1995. In India the States of Gujarat and Orissa have developed their disaster management authorities and plans. A National Disaster Response Plan, as well has been developed by the High Powered Committee in India. In Afghanistan a National Disaster Management Plan and a New Strategy on Institutional Framework for Disaster Management has been developed under the endeavor of UNAMA.



Training of government officials

Technical capacity development of government officials has been recognized as a critical area in order to enhance the role of governments in supporting CBDM. In most of the initiatives mentioned above, training of government officials was a critical component. This was done either as a strategy to develop the awareness and ownership of officials or to engage them in programme implementation. Although the sustainability of the technical capability within the government departments still needs to be studied more closely, however, such programmes were able to generate interest and initiatives in the immediate term.

One significant programme on technical capacity-building of the government officials is occurring in Thailand, where under the Thailand Urban Disaster Mitigation Programme (TUDMP) a few hundred local level officials from the Thai Department of Disaster Preparedness and Mitigation (DDPM) are being trained in CBDM. This programme is being implemented by the ADPC in collaboration with the government of Thailand (Monthly Summary report, TUDMP, June 2004).

Budgeting

This is an area where the progress has been much slower than the other areas. Allocation of budgets for disaster risk management in general has been an area of concern. Within that context, the allocation of budgets

specifically for CBDM has often been given an even lower priority. In certain cases, even when local officials were involved in getting training and facilitating community-level action planning and implementation, they found it difficult to ensure the availability of money for continuing such work, once externally funded projects were completed. In other cases however, the allocation of budget has not been an issue. For example, the District Development Committee (DDC) in Chitwan District Nepal was providing support to the community for construction of an embankment to avoid future flooding. The District Development Officer (DDO) believed that the Committee could mobilize finances from the development funds of the district to support the implementation of community level action plans (Assessment Report PDMP, UNDP 2004). In the case of Ratnapura in Sri Lanka, the provincial parliament of Ratanpura approved a special head for disaster risk management. In other experiences it has been easier for the government officials to provide funds for community based mitigation and vulnerability reduction activities during the recovery phase through the use of relief funds. However, the officials find it difficult to do so during the pre-disaster phase when relief funds are not available.

Building linkages in the mainstream and community based early warning systems

One important area of development is

linkage-building in the area of early warning. Efforts have been underway in many places to link scientific early warning systems of the government with the community based early warning. A significant programme is the Cyclone Preparedness Programme in Bangladesh (CPP Brochure, BDRCS). The programme is managed by the Bangladesh Red Cross through strong collaboration with the government. Under the programme a system of communication has been set up to facilitate linking of early warning from the Meteorological Department with the community based early warning system operating through the volunteers. The volunteers have been provided appropriate communication equipment to receive the warnings through the district and regional offices and then disseminate it to the communities through public address, mega phones and word of mouth.

Lessons Learnt about Linking CBDM and Governance

Major disaster events act as trigger events to motivate government action on community capacity building

The concept of disasters acting as windows of opportunity for introducing CBDM has been highly visible in the case of the earthquake in Gujarat, the super-cyclone in Orissa, the Mt. Pinatubo Volcanic eruption in the Philippines, the Kobe earthquake, the flooding in 2003 in five districts in Sri Lanka and the flooding in 1993 in Central Nepal.

For example, the scale of the disasters caused by earthquake and cyclone in Gujarat and Orissa and the overwhelming nature of response and recovery work reinforced the point that the capacity of government, NGOs and international community is limited to when coping with such disasters in an effective manner. The huge extent of damage also motivated the government to move towards a risk management approach in order to avoid such losses in the future. Therefore, state level Disaster Management Authorities were set up in Gujarat and Orissa after these events and legislation was made in this regard. The roles of community and civil society groups have been legally recognized. The Disaster Management Authorities have been active in designing and implementing disaster risk management programmes. In fact, CBDM is a key component of such efforts in both states. The other events mentioned above also had similar impact. The purpose of this analysis is not to suggest that governments and other agencies should wait for major disasters to happen to change things. Rather this is indicative of how things have happened in the past. The government departments and civil society groups should take prospective actions to avoid such harmful events. However, it must be noted here that the occurrence of such events and the subsequent recovery process, provided a good opportunity to influence policy and institutional rearrangements.



Frequent occurrence of hazards and high national impact help mobilize governments to form community mechanisms and adopt policies

This is another triggering factor in motivating the government departments and officials to formulate policies and reform institutions towards disaster risk management in particular and community based disaster management in general. This has been the case in countries that have been facing disasters frequently and their impact has been visible at the national level; e.g. Bangladesh, Philippines and Viet Nam. All three countries experience flooding, typhoons/cyclones, and or earthquakes frequently. The percentage of damage to national economy is also relatively high. Therefore, it is not a surprise that the disaster risk management systems in these countries are more developed than others in the region. The urgency for the involvement of community is recognized in these systems. In Bangladesh and Philippines the Disaster Management Committees have been formed from national down to the community level.

In Viet Nam the system of early warning and preparedness has been established down to the commune and village levels through the Department of Dyke Management and Flood and Storm Control. However, these committees are not always very active in all parts of the countries. Commonly they perform functions of early warning and response, for which purpose they were developed in the first instance. Again in the regions which are frequented by hazardous events, the committees are more active and some are working on risk reduction. The lesson here for the civil society actors and international community is that it would be more fruitful to work with governments departments and officials in the specific local regions to support CBDM than to focus at the national reform and policy development.

Partnership approach by NGOs can facilitate buy-in by government officials

Whether it is CARE Bangladesh's work in Tongi or Gaibanda, the PDMF's partnership with NDCC to reform policy, the work of World Vision in Lao PDR or the ITDG Sri Lanka's work in Putlam district or UNDP's work in central Nepal and in Sri Lanka. The lesson here is that it is much more effective to build trust and form partnerships with government departments and officials and to provide them technical assistance, if you were to bring change in the framework of these departments. Not in all, but in some cases, accountability has been developed amongst

the government officials to carry forward the CBDM process. Research would be needed to explore reasons behind the failure of other partnership programmes that were not able to achieve their goals.

Programme approach and programming is effective in achieving an impact

It is unfortunate that many ambitious initiatives that intend to integrate CBDM into government sector are of such short duration that before any substantive dynamism is brought to the fore, the implementing agencies have to mobilize resources before restarting the process. This project-oriented approach and long gaps in between various phases of one initiative can only hinder the development of any meaningful process. Building trust, developing capacity, bringing change in attitudes and achieving changes in policy and institutional mechanisms require time, interaction, experimentation and commitment. This is what is sacrificed by short-term-one-year projects. The blame goes to both the implementing agencies and the donors.

It is essential to follow a long-term programme approach with a commitment for change: this works. This has been demonstrated by the work done under the Asian Urban Disaster Mitigation Programme (AUDMP), the Integrated Community Disaster Planning Programme (ICDPP) of the Philippines Red Cross and the work of UNDP in central Nepal under the

Participatory Disaster Management Project (PDMP). In the Philippines for example, initially the government officials in DCCs were suspicious about the work of Red Cross and it took Red Cross quite some time to develop the trust. Once trust was formed, those government officials became active champions of community based disaster preparedness approach of the Red Cross.

National policy reform is not always urgent, however involvement of national institutions to engage the local government officials is

In order to mainstream CBDM in the government sector, it would not be wise to wait for national policy reform as the basis to start with. Although the formulation of national policies might make the downward implementation of task much easier, however, experience shows that national policy reform takes a long time. Rather it would be more useful to directly implement programmes amongst the local government departments and officials. As mentioned earlier the risk of disasters is localized in many cases, therefore, the local government officials might be more willing to collaborate. However, it would be essential to involve the officials from the National Disaster Management Organizations (NDMOs) in the supervision and monitoring of the work being done at the local level. This involvement would be useful to mobilize the necessary approvals and support from the national level.



There are multiple sources of funds to support the CBDM

Allocation of budget for CBDM is an important issue. However, activists must remember that there are not one, but a range of sources within the government system from which budget can be mobilized for CBDM. The existing sources of potential funding include the relief/calamity funds of the national and provincial/state governments, funds from the social welfare departments, development funds of the municipal and district governments and the departmental funds at the district/municipal levels. In addition to that, allocation of special funds for CBDM through the ministries of planning and finance could also be one source to consider from within the government system.

Outside the government system two important types of resources exist. These are: (a) the establishment of community level funds; and (b) funding from NGOs and the UN system. Interestingly many government officials see the NGOs and UN, not only as technical agencies, but as potential sources of funding for supporting CBDM and disaster risk management work in general.



Observation visits to the work of other communities and/or local government authorities can be highly useful in convincing government officials of the need and effectiveness of the CBDM approach

In many programmes, partner organizations used this approach to motivate the government officials and to build their orientation. As mentioned earlier, considering the fact that disaster risk management is a new discipline and the government officials lack knowledge and skills in this area, hence, the observation visits provide them an opportunity to observe CBDM approach and gain firsthand understanding of it.

Observation visits have proved more useful when they are programmed to show the work of other government departments. The feeling of camaraderie and common professional background that government officials have with each other that works as the motivating force in such observation visits.

What Mechanisms and Processes Must be Established by Governments to Support CBDM ?

Developing common CBDM

frameworks at the national level

Common conceptual frameworks on CBDM, that is linked with governance, should be developed at the national level with the participation of multiple actors. These frameworks should describe the philosophy,

actors, principles and strategies for CBDM in the national context. Ideally this process should be led by the concerned government departments; e.g. the National Disaster Management Organizations (NDMOs). In the absence of initiative by NDMOs such process can be initiated by the local development or planning ministries, or the United Nations but should be conducted with full participation of the NDMOs and other actors from the public and private sector. Such common framework would provide the basis for action to strengthen the linkages between governance and CBDM and to increase governmental support to CBDM. This framework could form part of the national, provincial and local disaster risk management or development plans and could be used as reference for the policy work.

Provision of legal support to government officials to strengthen CBDM

Disaster risk management is a new subject and so far this has not been formally assigned to any officer or department at the local government levels, which would be the site for potential interface between the government and communities. In some countries the formation of disaster risk management committees at district, municipal, urban and community level has been approved by the concerned national departments and ministries. However, in other countries this has not yet happened. In

both cases, in the absence of any legal orders assigning CBDM as a subject area, the officials feel obstructed to provide support to CBDM. There are two dimensions to it; (i) whose responsibility it is to facilitate and oversee community based risk assessment, action planning and its implementation; (ii) how could I/we use the budget for such work in the absence of any legitimacy for it. This dilemma is also confronted by the national level officials, who are unable to use the relief funds for supporting community based mitigation activities in the absence of legal framework. Therefore, the issuance of legal orders by the chief executive or the relevant minister to national focal points (NDMOs) would be pertinent. In return, then, the NDMO directors can send instructions to the district and municipal officials to support CBDM. An ideal situation would be the formulation of national disaster risk management policies, officially acknowledging CBDM. However, experience shows that making such policies may not be an achievable objective in the short to medium term. In the absence of such policies it would be pertinent to adopt the above-mentioned approach to reinforce CBDM.

Establishment of CBDM funds to be used by the local governments and community groups

A number of funding sources have been mentioned in the previous parts of this paper. Whether the source is national, provincial or



local, a fund must be established at the local government level in disaster prone regions for realising CBDM. This fund should be available to the community groups, local government officials, departmental representatives or any other organizations which wish to support community initiatives on disaster risk management.

Establishing training programmes for government officials

In the absence of proper orientation and technical skills it would be difficult for the government officials to facilitate and support CBDM initiatives. Disaster risk management is a new subject. Traditionally, government officials have not been trained in performing this function. What is disaster risk, how to assess it, how to develop action plans for risk reduction and what measures to take for hazard mitigation and vulnerability reduction? What are the dynamics in a community, how to identify the most vulnerable, how to facilitate negotiation, resolve conflicts and arrive on a consensus, how to ensure the participation of different groups in community? Facilitating the answers to these questions, requires good understanding and technical skills. In the absence of such skills and knowledge the officials with the best of intentions and policies and systems in place, cannot perform the job as facilitators and enablers of the community based disaster management process. Provided that they have these skills,

it would be easier for them to facilitate community initiatives even in the absence of any legal authority or systems.

The training of government officials on disaster risk management, of which CBDM should be a significant component, must become part of the regular training of civil servants. All government officials receive training through the national or provincial level civil services academies or institutes upon their recruitment. Disaster risk management training should become regular component of the training curricula of these academies. An essential subject should be the training for local government officials on facilitation of community initiatives in disaster risk management.

Similarly in order to provide technical training on CBDM to in-service officials, arrangements should be made. This could be done by establishing district level technical resource centres. However, the establishment of such centres may take time. For the time being while these centres are not in place, it



would be essential to develop and implement plans for training of government officials on facilitating CBDM.

Support from local government officials

Within the above-mentioned framework, the role of local government officials would be extremely crucial in supporting CBDM. They can support or strengthen community initiatives on disaster risk management in a number of ways. Facilitating the formation of disaster risk management committees at the community, ward or village levels would be an important area in this regard. The committees must be comprised by representatives of multiple social groups, particularly of the most vulnerable. The committees should be encouraged to develop disaster risk management and preparedness action plans and implement such plans. At the community level, the plans must be developed with the active participation of the community members.

Establishing and strengthening technical centres

The availability of technical advice and services can play a crucial role in promoting community initiatives on disaster risk management. The presence of such centres would mean that they could provide technical advice to communities on local risk situation or provide experts to conduct risk assessment and planning. Many times community

initiatives are unable to grow, due to the lack of such technical advice and services at the local level. Such technical centres could be established at the local government or district levels. In other cases the capacity of existing government institutions can be strengthened to act as technical resource centres.

Decentralization and devolution of power

Another area, although outside the disaster-risk regime, but extremely important to strengthen CBDM is the reform in democratic governance. While the process of decentralization and devolution of power is going on in many countries, others still need to begin this process. The decentralization processes are although underway, however at times not very effective. Such processes need to be made more comprehensive by devolving the financial authority. Such devolution should enable the local governments to impose their own taxes and budgeting, while the national and provincial authorities should concede some financial (tax) authority. There is also a need to ensure that the same power elite at the top is not also controlling the local level power politics. This will allow a grooming of alternative social groups. This atmosphere of diverse social groups managing power at the centre and local level would allow expansion in people's participation in general and those of the marginalized in specific. The effective decentralization would mean that



communities and groups will have better control on local decision making and the local governments would be responsive to their needs and problems. Thus, the space for support to CBDM would be enhanced in this manner.

Conclusion

The potential for mutual benefit is strong between the CBDM and governance. The linkages have not been developed due to the nature of the CBDM evolution, the structural problems in governance, the problems with the advocacy strategy of NGOs, and the issues in the mainstream approach to disaster management. However, there is an increased awareness on the need for establishing such linkages. There have been some achievements in this area. Most of the initiatives to link CBDM and governance have been initiated by the civil society actors. It is time that the governments, the private sector and other players realize the benefits of such linkages and they take independent actions to strengthen community initiatives on disaster risk management.

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Introduction

In February 1999, towards the end of the International Decade for Natural Disaster Reduction (IDNDR), I was asked to speak on the topic "Community Involvement-the Basis for Future Disaster Reduction"³⁹. My presentation then was focused on challenging the orthodoxy in disaster management practice and concluded that the application of community based disaster risk management framework was imperative. Since the principles of community based disaster risk management run counter to the prevailing practice of top-down approach, the meeting was an opportunity to promote and advocate for a participatory and empowering approach in disaster risk management.

To date, through the efforts of many advocates of community based approaches, more and more organizations, government and non government, are embracing the theory and practice of Community based disaster management (CBDM) in Asia and throughout the world.

The sharing of experiences during the recent International Conference in India organized primarily by the United Nations Centre for Regional Development⁴⁰ proved that CBDM has gained ground in developing countries in Asia, particularly in Viet Nam, India, Philippines, Nepal, Sri Lanka and Bangladesh. While there are significant gains

in this respect, it was admitted by the participants that CBDM practice is not yet widespread. Lessons in CBDM practice need to be studied and examined for possible application. Continuing promotion of CBDM is still necessary to build and nurture partnership within civil society and even with corporate entities.

This paper reviews some basic concepts underpinning CBDM, presents some lessons from CBDM practice and discusses issues confronting those implementing CBDM. It highlights the continuing need for building and nurturing partnerships to advocate for widespread CBDM practice.

Community Based Disaster Risk Management: A Review

The word "community" has different meanings to different people. However, those who are promoting CBDM have a common understanding that the term community pertains to local people living in the same geographical location, which size varies. In some cases, it could be a small village composed of a cluster of houses. In another setting, it could be a commune composed of several small villages. Communities are found in either rural or urban neighbourhoods. People living in a locality are not homogenous; they differ in income, age, class, educational attainment, gender, preferences, perspective, experiences,

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³⁹UN-IDNDR Conference in Bangkok, Thailand, February 1999

⁴⁰International Conference on CBDM, August 24-26, New Delhi, India organized by UNCRD, UNISDR, Kyoto University and SEEDs.

opportunities, perceptions, and aspirations. But they also have some commonalities, which are the basis for their involvement in community activities. They have the same environment and threats, though their degree of exposure may differ. They share the same community facilities and they may also share common experiences and lessons in life.

In CBDM we do not refer to the other meaning of community such as clubs, societies, community of learners, community of professionals, etc. They are part of civil society.

Risks are managed at the community level. We will not deal here with definitions, but to appreciate the meaning of CBDM, it is best to understand the concept of risk and its relation to disaster. Simply put, risk is the probability that a very negative consequence may happen, if hazard strikes a community with many vulnerabilities and with less or no capacity. In this equation, the following are the factors of risks: if capacity (skills, resources, readiness) is insufficient, if vulnerabilities (weaknesses) are too great and if the scale of hazard (both natural and human sourced) is too big, then the risk is too high. Emergencies resulting from these hazards cannot be managed locally, the communities cannot cope alone because the extent of destruction is beyond the communities' capacity and readiness. Then disaster occurs. This concept of risk is

compatible with the definition of disaster, which is a serious disruption of the functioning of a community causing widespread human, material or environmental losses, which exceeds the ability of the affected community to cope using its own resources alone (Delica, 2003).

Therefore it is paramount that the capacity of the community be built so that they are able to assess the risk, identify risk reduction measures, and plan and implement these risk reduction measures. Risk reduction measures include those activities that will prevent disasters, mitigate hazards, and prepare the community to respond to crisis and emergencies. This process is called community risk management or community based disaster risk management. The overall aim is to have disaster resilient and disaster resistant communities.

Disaster resilient communities are "flexible and elastic". They have the "ability to recover from depression" or "adjust, spring back easily from misfortune or change" (Oxford and Webster Dictionary). This means that resilient communities that are hit by a hazard (which then becomes a disaster) are able to spring back and resume their original shape and readily recover and easily adjust. They are able to cope. This is a result of communities' disaster preparedness plan. Disaster resistant communities are able to prevent hazards from reaching disastrous proportions. Such a



condition comes about as a result of mitigation and preventative measures outlined in a comprehensive plan that takes into consideration every aspect of community existence: including primarily public safety, good health and robust socioeconomic life (Geis, Donald, August 2002). A disaster resistant community can be compared with a healthy person who can resist the invasion of severe acute respiratory Syndrome (SARS) or some other virus because the person is well nourished and in a state of well being. To aim for a disaster resistant community is to address the vulnerability question, both the structural and non-structural aspects.

Community risk management is the single most important tool available for us today in reducing the increasing cost related to natural disaster.

While people killed by disaster may be decreasing, the number of people affected and the economic cost are increasing exponentially, based on a thirty-year record



compiled by the World Disaster Report (2002). The commitment and support of the national government to encourage and empower all local government and communities to undertake CBDM is crucial to achieve disaster resilient and resistant communities.

Community Managed Risk Reduction Activities

In essence, the intention of CBDM is not merely NGOs having projects and programmes that are located in a community, but people engaging in and managing ongoing risk reduction activities. In other words, though the CBDM process may have been facilitated by outsiders such as NGOs, the community ultimately manages the implementation of disaster risk reduction measures.

Community participation is essential for success. It maximizes the potential of indigenous resources and local capacities. The community-based approach corrects the defects of the top-down approach in development planning and disaster management, which were unsuccessful in tackling local needs and may have even increased people's vulnerabilities. Policy makers who are supportive of CBDM consider more the bottom-up mode than the usual top down manner, with greater stress on what can be learned from CBDM successes and how best to enable, sustain and scale it up. CBDM does not mean the

exclusion of top-down solutions that may be appropriate in given situations. Community organizing and mobilizing should be managed and supported by a series of organizational structures from the grass-roots to the national level for sustainability.

CBDM: A Platform for Partnership Within

Civil Society and Corporate Sector

In CBDM, the prime movers are the people residing in the locality. The local people cannot achieve their aims without organizing and mobilizing themselves and mustering the support of other segments of civil society. The people can be represented by a local or people's organization (PO), which acts as the focal point in CBDM partnership. The PO establishes partnership with other members of civil society such as the church, academe, schools, clubs, NGOs and other organizations and institutions within and without its locality. However, people's organizations, while needing all the support they can muster (financial, technical, advocacy), would not want partner agencies to encroach on their right to decide for themselves. Partner NGOs are expected to only play a supporting role.

In building and nurturing partnerships within civil society, it is a must to first define what is meant by partnership in the CBDM work context. Partnership means a relationship involving close cooperation between parties

involved having specific and joint rights and responsibilities. The key to keeping partnership alive is for each one to be open, understanding, and most of all conscious in honouring the terms of partnership. If at one time, the relationship is not going smoothly as it should be, then partners should take the courage to bring to the negotiating table the issues at hand. There is so much that needs to be done with and for the people for them to realize their full empowerment.

However, in the CBDM context, the reality is that those who are involved in CBDM have called each other partners without first defining the specific and joint rights and responsibilities of each one. Partnership in CBDM is based on a tacit understanding of each one's strength and limitations and is based on the common desire to help the disadvantaged, the vulnerable sector. Most often, there is no clear delineation between networking, collaboration and partnership. As the relationship develops through working together, the partnership also grows and matures, that formal contract or partnership agreement may be not so important.

Partnership with business and the corporate groups is also forged on a case by case basis. While the support of business sector is needed for community risk reduction activities, some communities and development NGOs are wary in developing



partnership with profit-oriented groups with business interests because it is a truism that one's misfortune (disaster) may become a marketing opportunity for another.

Some corporations have recognized their social responsibility by allocating certain portions of their funds to alleviate the plight of their workers and staff in particular and communities in general. However, this allocation of funds is not simply an act of altruism or kindness but also a way to evade huge tax remittances and at the same time develop goodwill and promote a better image for advertising purposes. Nonetheless, leaving all the apprehensions and doubts as to the motive of the corporate sector behind, civil society can still mobilize the support of business groups for relief goods, transportation, communication and even funds for risk reduction activities.

CBDM Practice: Lessons in Partnership

No two communities are alike, though they may have common features. Lessons learned in one community can be studied for possible application in another community. However, application is not automatic as every community has particular characteristics that may warrant different approach.

Experiences shared in the recent conference on CBDM practice vary in scope, size and activities. Though CBDM projects may have the same objective of attaining safer

communities, the approach being employed are diverse such as food security, water and sanitation, adaptation to climate change, drought management, flood management, owner-driven building and retrofitting, small scale repair and reconstruction of communal facilities, animal dispersal, seed dispersal, community early warning, counter disaster planning, etc. These activities are coupled with training and education, organizing and mobilization, advocacy, lobbying and campaigning, public awareness and coordination. Tools being used are gender and culture sensitive, participatory and empowering.

A. One important feature of CBDM is networking and partnership with less vulnerable groups comprising the civil society. The following are some of the thoughts pertaining to relationship with civil society, that came up after the meeting.

1. The need for sustainable mechanism. Most of these CBDM activities are projects that are tied with one year funding. It is difficult to implement a true to form CBDM within a one year time frame. We may have used participatory risk assessment, but this is only the beginning of the CBDM process. Social preparation alone already takes time, how much more a sustainable risk reduction activity, which is crucial for the protection of the community. Therefore, initiators and advocates of CBDM should think of ways to

install sustainable mechanisms in the community to ensure that mitigation and preparedness actions are fully integrated in the daily lives of the people, who, in the final analysis, are responsible for protecting their own lives and ensuring their safety. One way is to ensure the awareness and cooperation of other groups within civil society.

2. Collective effort.

Certainly, disaster risks in communities cannot be tackled by one organization alone. Addressing problems in a non programmatic and collaborative approach is wasteful and inefficient. Therefore, to deal with disaster risks, it has to be a collective effort. Mobilization of the civil society is paramount. Schools, churches, academe, professional societies, clubs, neighbourhood associations are interested in CBDM, as they also want to eliminate risks.

3. Mass mobilization.

It is easier to mobilize people if there are many organizations and individuals reciting the same issues and principles. The credibility of church groups and academe works favourably for the cause of CBDM. Church or faith groups have community outreach and are effective partners for CBDM. Schools are receptive in including some CBDM concepts in their school curriculum.

4. Transfer of best practice.

Networking and partnership is an

opportunity to transfer to others best practice. Partnership is one way of sharing lessons and experience.

5. Appreciating the values of the "others" and "other" ways of seeing and doing things.

One advantage of partnership is that it provides an opportunity for one to have a glimpse of what others are doing. Information shared is a knowledge shared.

6. Learning from failures.

Failures provide significant objective lessons for all the CBDM practitioners. It is important to disseminate information about what does not work, so that others will not repeat the same mistake. Through partnership, this exchange is facilitated.

7. Resource sharing.

Resources are always limited in communities. However limited, individuals and organizations within civil society can still share resources with others who are in need. Complementing human and material resources is the answer to limited resources.

8. Advocacy mileage.

Advocating for favourable policy to address disaster issues is better undertaken in groups or by civil society as a whole, than by just a single agency. Policymakers and decision makers are likely to listen to a unified voice rather than to a scattered cry in the



wilderness. Campaign strategy is successful if brainstormed and implemented by a group of people united by common goals. They may come from different persuasion and ideologies but, CBDM may act as the common ground

9. Information is shared faster.

Through partnership the highway of communication is bigger and faster. Information sharing and dissemination is easier facilitated.

10. Importance of the availability of sound technical advice.

There is a common perception in developing countries that local communities do not need "high technology". On the contrary, it is proven that the availability of GIS and internet facilities empowers local community and local authority in decision making about their risky location. However, these hightech facilities need to be coupled with sound technical advice, usually coming from professional groups or societies.

11. Inspired leadership is essential.

There are people who may not belong to a specific community but have gained a lot of experience in organizing and mobilizing communities. They have a high level of commitment to vulnerable communities and they champion the cause of CBDM. Their involvement is essential, especially at the beginning to offer inspiration and encouragement to new and aspiring leaders.

12. Committed local communities.

The people themselves, who were victims or potential victims have a high level of commitment to CBDM and are willing to engage in partnership with other groups within civil society.

13. High level of confidence.

The fact that the local people are not alone in fighting against disaster risks promotes a high level of confidence. As the expectation is high when groups gather together, the chance of success is also high. Work seems to be lighter when undertaken collectively. Contribution of individuals and organization, no matter how small they may be, become bigger because of quantity.

B. Partnership with the business sector.

1. Appropriate assistance

Corporate groups have huge resources such that if channelled properly to the most disadvantaged can temporarily help alleviate the need. Appropriate relief goods during disasters are most welcome by the communities. In some cases, transporting people to safer ground and providing communication equipment are taken care of by business entities.

2. Funds for community risk reduction activities

The most appreciated form of assistance from the business groups is financial. Funds



that can be used for community risk reduction activities such as repairs of destroyed small-scale community infrastructure, community planning, shelter, stockpile, training, public awareness are very helpful.

3. Dealing with particular characteristics of the business sector

Everybody is aware of the particularity of the business sector. It has business interests, which may or may not be inimical to the cause of CBDM. It can take advantage of a disaster situation to advertise its products that in the long run will have an impact on people's culture and pattern of living. For example, distribution of baby formula during a disaster can prejudice breastfeeding. Introduction of new products, be they food or medicine may be harmful to communities that are susceptible to try these new products. While it is true that milk, medicines and food are life-saving measures during emergencies, but how to minimize the negative impact of

distributing these products during crises has always been an issue for relief workers, most especially if these products are near their expiration date. People may think that the intention of the business groups in "donating" these products is actually to discard their products with a double purpose of creating a handsome picture to the "victims".

4. Guidelines and principles for accepting assistance.

Individuals and business sector's good intention of helping vulnerable communities need encouragement. It should be understood that good intentions do not necessarily translate into good results for the people. Formulating guidelines for donations may help the communities. Guidelines that stipulate the communities' need before, during and after a disaster may guide individuals and business groups in helping communities. Guidelines well explained to donors and business groups will spare community organizations of a dilemma whether to accept or not donations being offered freely. Building good rapport with them is a prerequisite in developing empowered partnership.

C. Partnership with government

1. Good working partnerships with government

Partnership with government needs to be



sealed through broad-based social mobilization and coordination within civil society. There are decision-and policymakers who welcome the CBDM successes and provide support mechanism to scale them up. Investing in the communities' social capital, participatory disaster risk management planning and appropriate management structures, implementation and coordinating mechanism are the key factors for successful CBDM. Successful CBDM, in turn, enhances local governance.

2. Form of governance.

There may be a link between Government type and progress with CBDM. Where democratic governance and institutions exist, there is a greater likelihood of progress compared to countries with centralized power structures and restrictions on free expression.

3. Enabling legislation.

Advocates of CBDM helps policymakers formulate policies and an act laws that will support community risk management activities such as community planning and implementation of risk reduction measures.

4. Budget allocation and sustainable mechanism.

The test of real support to CBDM by government is allocation of funds and creation of mechanism for sustainability from local to national level

CBDM at the Regional Level

At the regional level considerable progress has been made on CBDM due largely to the efforts and leadership of regional organizations such as UNCRD in supporting local initiatives and promoting lessons through exchanges and forums. UNCRD's series of workshop in developing guidelines for practitioners and policy makers added impetus in CBDM progress. The ADPC on its part is active in providing training on CBDM and creating awareness through projects supported by DIPECHO. IFRC Regional office in Asia has always been in the forefront in implementing CBDM projects since the beginning of the decade. Its pioneering efforts in Viet Nam and Cambodia are worth taking note of.

How to Build and Nurture Partnership for Widespread CBDM Practice

In this fast-changing world, in which natural and human sourced risks increase daily, a proactive approach is essential. A manual on how to build partnership with various sectors should be developed to promote a widespread practice of CBDM. This is one way of encouraging every sector to help in reducing the known and unknown risks at the minimum, as it is impossible to totally eliminate risks. As a starting point, the following is a summarized thought on "how to build partnership in advocating for CBDM"[※].

[※]A result of brainstorming with Ms. Lorna Victoria and Ms. Fe Castro, Directors of Center for Disaster Preparedness, who together with the author always think strategically of ways of bringing to the fore the cause of CBDM. These were culled from our collective experience.

1. Start now.

For those who believe in the cause of CBDM and have the passion to promote and advance it, start to network among yourselves. Call meetings and forums to discuss CBDM.

2. Build on previous gains.

In most countries, there are initiatives here and there on CBDM, build on previous gains and do not start from scratch.

3. Focus on common issues and concerns.

Base and derive activities from felt issues and concerns of participating organizations & individuals. Because the activities cater to the demands of the participants, they are willing to share in the financial costs to realize activities. Aside from advocacy and lobby work for enabling legislation and policies in CBDM, undertake activities for keeping abreast with emerging DM concepts and practices.

4. Aim high, formulate ambitious goals, but set realistic targets.

Plan your activities together.

5. Encourage full involvement of participating organizations and individuals. Encourage participation of organizations and DM (Disaster Management) practitioners through designation of working groups for various functions and activities. Get everybody involved on every aspect of the advocacy and lobby work.

6. Recognise interests and voices of each participating organization and individual. Agreements are made through consensus and all participants have the right to be heard and various points of views considered.

7. Encourage the involvement of other groups.

There are groups, organizations, and individuals outside your informal network. Invite them and share with them the progress of your work. Get their support through various means that they themselves identify.

8. Work on the institutionalization of functions.

Building an atmosphere of trust among different organizations through collaborative undertakings is one of the key principles in partnership. Focus should be more on areas for cooperation rather than formalities, such as registration and election of officers. A Covenant of Partnership which each member organization and individual adheres to, should be developed and finalized through a process of discussion. It should contain what the network believes in (rights & dignity of human beings, capacity, participation, role of government, partnership, accountability), what it seeks (promote CBDM, policy advocacy, partnerships), and how they will pursue the partnership (respect voice of all members, support agreements, dialogue, honour commitments, build trust, judicious use of funds, good finance practice).



9. Allocate or acquire funds for key activities
Negotiate with supportive donors for funds for key activities

10. Volunteer or appoint anchor organization.

There has to be a focal point or anchor organization that will coordinate activities. For example, in the Philippines, the Centre for Disaster Preparedness (CDP) has been instrumental in building partnership with NGOs and Peoples Organizations and with the government to promote its key agenda: the CBDM. Those who are also practicing CBDM have also been networking among themselves by organizing a network called, the Philippine Disaster Management Forum (PDMF) to share experiences and lobby and advocate for legislation of CBDM policies. CDP, as anchor organization, acts as the secretariat of the PDMF.

Conclusion

There will always be risks. They are part of everyday life. Therefore, it is important that

managing risks becomes a part of everyday life in vulnerable communities. This is the essence of CBDM. This basic concept should be understood by those organizations supporting CBDM.

Though CBDM has gained ground in developing countries in Asia, the practice is not yet widespread. Lessons in CBDM practice need to be studied and examined for possible replication in other communities. How to scale up and sustain CBDM is not easy. Networking and partnership is an indispensable strategy for scaling up community based disaster risk reduction activities. Participation of civil society and business community is considered an important strategy. Support of local and national government is an essential element in successful CBDM. The importance of cooperation and partnership in this field cannot be overemphasized. The significance of collaboration, not only at the community, country, but at the international level as well, should be consistently highlighted.

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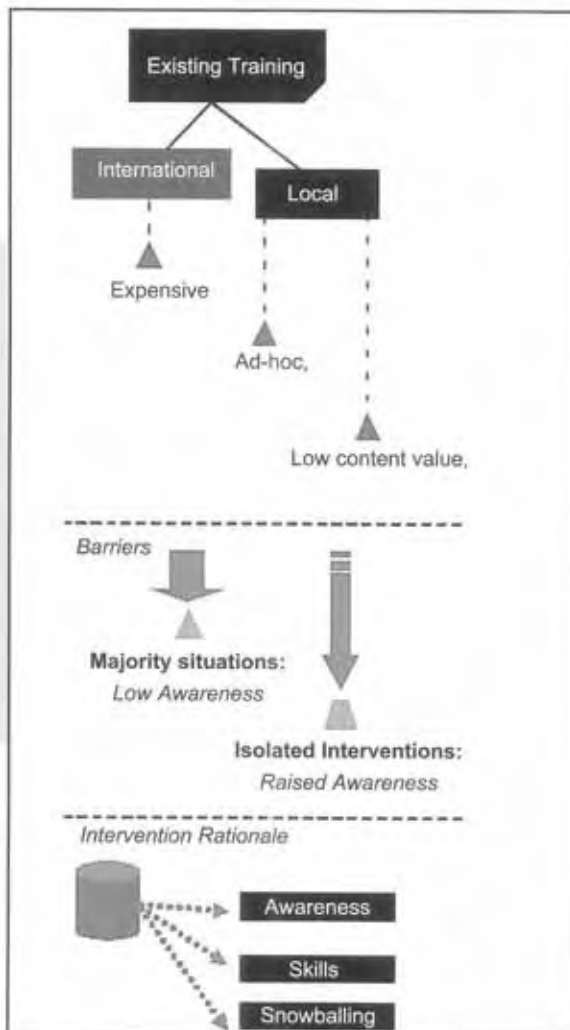
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Education: A Prerequisite for Mainstreaming Risk Reduction

Mainstreaming of risk reduction, particularly in populous developing nations, can be achieved only by building community level human resource capacity in sustainable development and in disaster management sectors. For this reason CBDM and Education is a critical theme that needs the priority attention of the world development and disaster management community.



The world community took a first big step towards a safer world when agreement was reached on the Yokohama strategy for disaster reduction in 1994. The strategy, which is one of the guiding principles for recent practice in disaster management planning, centres on the objective of saving human lives and protecting property. It calls for an accelerated implementation of a Plan of Action to be based on certain variables such as development of a culture of prevention as an essential component of an integrated approach to disaster reduction, adoption of a policy of self-reliance in each vulnerable country and community comprising capacity-building as well as allocation and efficient use of resources, community participation in the disaster reduction process, improved risk assessment, broader monitoring and communication of forecasts and early warnings. It calls upon all countries to unequivocally give political commitment to reduce their vulnerability through appropriate means. Disaster prevention, mitigation and preparedness form the backbone for this.

However, the general approach in practice, particularly in the developing world, thus far, has been one of crisis management and fire-fighting, which stays primarily focused on post-disaster action rather than pre-disaster preparedness. The expenditure on disaster relief and rehabilitation is high and mounting. And yet it is not enough to address even a

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This paper is written on the basis of a workshop of the Global Open Learning Forum on Risk Education (GOLFRE) held in India in April 2004, ACTAHEAD-II International Conference on Community Based Disaster Management held

fraction of the losses incurred. The Yokohama Strategy and other recent realizations indicate the need for a move towards risk reduction through mitigation and preparedness as a preferred line of action rather than continued focus on relief and rehabilitation. However, this approach will need much groundwork to be able to effect a change in operational systems at field level. Prime among the needs is that of human resource development (HRD).

Though existing initiatives are commendable in terms of getting the disaster management training agenda visible on a certain scale, a lot remains to be done to ensure field impact on a scale that does justice to the dimensions of the problem. One critical view on many of the disaster education programmes currently available in the developing world has been that they are loosely organized and lack concise, comprehensive, locally-appropriate and well-structured content. Their scale is also too inadequate to have a significant impact at the field level. The programmes available through acclaimed international institutions are too expensive and logistically difficult to form the backbone of the field disaster management training structure of developing societies.

Lessons learnt thus far, and resultant HRD initiatives taken up, have focused more on formal education in a top-down fashion. The tacit knowledge used, and useful, in frontline

situations remains unresearched and unutilized on a wider scale for HRD.

CBDM is a subject that needs to be mainstreamed in conventional and non-conventional education at all levels and in all streams. School education and higher education need to

Box: Need for appropriate and far-reaching disaster education programmes

- Disasters are affecting poor communities most
- Knowledge on how to deal with disasters, or how to reduce risk, is neither easily accessible nor affordable
- Efforts are needed to
 - educate field operators on risk reduction issues through an experiential learning methodology
 - target the tacit knowledge that works in practice, but which people cannot explain
 - make such field knowledge explicit and available to all
 - establish a forum that provides spontaneous communication as a medium to educate communities and community workers

in India in August 2004, and experiences of the author and his parent organization.



include disaster management as an integral part of their social studies and science curricula, and not merely as an add-on subject. In addition, training programmes need to be organized for specific inputs, and also for reaching out to the audiences not covered by formal education programmes.

School Education

Education concerning all aspects of disasters needs to be included in all levels of school education in all hazard-prone areas. However, education in schools, though essential, is fraught with concerns. Many development and disaster management

advocates underestimate the capacity of children. Wherever school-based programmes have been tried, it is found that children can absorb, digest and impart information. A major concern here is that care needs to be taken to ensure technical accuracy of information, which is often compromised. Involvement of teachers, teaching through information and emotional care, and child-friendly teaching methodologies are also key to the success of educational programmes in schools.

Higher education

Major gaps remain in higher education. Many courses are run with minimal or no attention to disaster related issues. Higher education and training remain costly in terms of both human resources as well as capital. Lack of appropriate local knowledge and field experience hinder the delivery of sound programmes. In view of these facts, there is a need to develop field-based projects as a part of higher education programmes.

Training

There is general consensus that training is a vital process in reducing risk at the community level. However, training needs to adapt to specific contexts and the receptivity of different target groups, and needs to include transferable skills. Appropriate targeting, sustainable training of trainers, monitoring of courses and constant adaptation and updating of training are



essential to keep the programmes meaningful. Methodologies are very important here, too. Training through exposure and exchange can be most effective with field level trainees as it provides real contact with actual issues. It can be made meaningful in the long term through nurturing and mentoring of trainees, of course a critical mass also needs to be ensured besides close interaction.

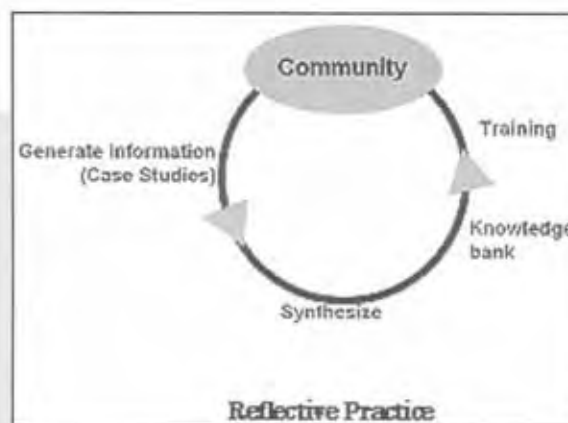
Bridging the Gap Between Knowledge and Practice

The approach proposed is one of bridging the existing gap between knowledge and practice - knowledge as it exists in universities and research centres, and practices as is carried out in the field by community volunteers, NGO workers, and government field staff. The process needs to be one of learning from field practices, and feeding the lessons back to field practice in a reflective manner. Along with this, it is also important to learn from practice and influence strategic and policy levels towards being more ground-reality oriented. As such we need to address the roles of a range of stakeholders including researchers, teachers, practitioners, and policy planners.

The process of linking knowledge and practice requires a multi-pronged strategy to address the various issues and their dimensions. Some of the major ones are discussed below.

Mainstreaming risk reduction in development planning

The approach should be one of mainstreaming risk reduction in currently prevalent developmental or relief and rehabilitation programmes. Risk reduction calls for a change to safer development. As such, it adds to the part of the developmental domain, and has chances of much wider and sustained impact. For this, it is important to understand local needs of working professionals/NGOs in order to translate them into specific training curriculum.





Learning from case studies

Small initiatives in remote places, whether taken by governments, developmental agencies, voluntary groups, or communities themselves, provide the most practical inputs for any lesson learning exercise. CBDM education thus needs to be based on case teaching methodologies, the content for which will come from a repository of case studies, focusing on good practices, collected from the field. Case studies may be documented in any medium suitable to field level learning - these may include radio programmes, street theatre, stories, photographs, songs and chants.

Innovating, adapting and transferring technology

Effective risk reduction finds its roots in simplification of complex issues and taking the science and technology of safer habitat planning to the people. Research on existing technology models, innovations and improvements, adaptation to local conditions

and needs, and locally appropriate dissemination packaging are essential to make use of research and experience existing in the sector and transferring their benefits to communities who need them the most.

Training through interaction and hands-on work

Training, particularly of field practitioners and community groups, has been found to be the most effective when carried out in an interactive and hands-on manner with "real" cases. The case teaching method along with live or simulated training scenarios can be aided by trainer guidance in the form of Training Aids. The training courses should be delivered according to the target audiences.

A series of training packages can be designed accordingly (e.g., a three-day field-based workshop, a two-week in-house programme, use of the Internet, audio-visual resources, radio and TV, or indeed 'on-the-job' training packs). There can be a range of topics— the management of risk, risk and enterprise, risk governance, risk mitigation, etc.

Motivating through certification, prestige, and employment opportunities

Training programmes can be made very attractive if they carry certification from credible agencies such as UN bodies and appropriate centres of excellence with whose partnership the programme is being

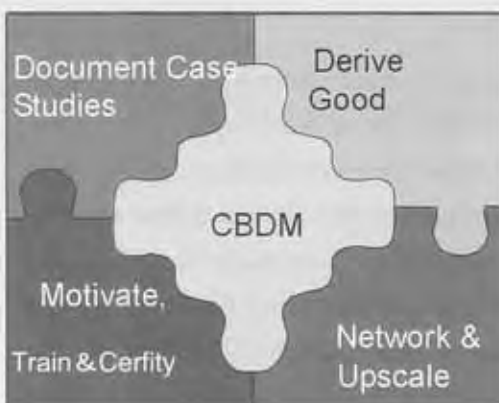
formulated and implemented. The certification will bring in credibility and motivational factors for encouraging participation. Appropriate certification and prestige built within communities will encourage community level entrepreneurs to enroll. Individuals once trained may be encouraged to become trainers, and also to increase their livelihood options due to upgraded skills.

Up-scaling to global level through networking with international knowledge partners

Sustainability and up-scaling are key issues for CBDM (ACTAHEAD:2003).

International centres of excellence can be instrumental in up-scaling the programme to the global level for delivery of training at any location and to any target audience through suitable networking with the closest knowledge centre, NGO and UN body.

They may also offer credits for the certificate courses that may assist trainees in pursuing higher education at these centres.



Targeting

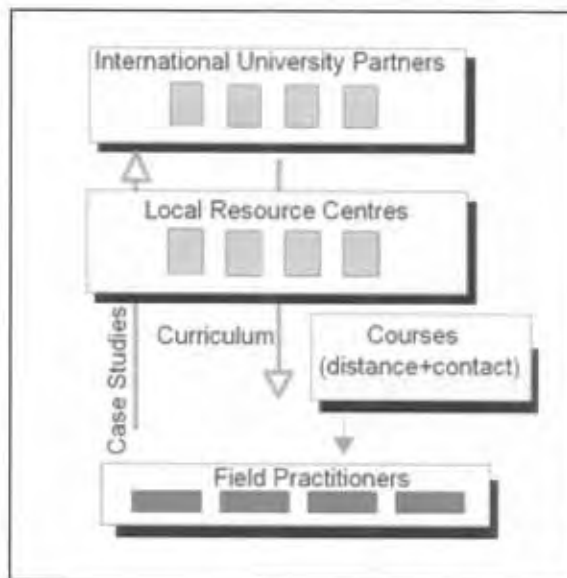
Audiences that need to be targeted include, but not are limited to, communities, fieldworkers, politicians, policymakers, disaster managers, students, researchers, and teachers. They may be targeted in various ways, including through education, training, community awareness, and action research. While delivering these programmes, a number of aspects will need to be kept under consideration. Some of the important ones are:

- Implementation of initiatives (action research, hands on learning)
- Analysis - participant-observer approach
- Skill training - linked to job placement

For purposes of sustainability and up-scaling, "natural" trainers (those who are unofficial leaders in their community) in communities will need to be identified and thrust be given to them so that they may emerge as change agents and able to expand the domain of the programmes by training others. The notion of "social enterprise" and public-private partnerships should be utilized for this.

The Open Learning Model

The concept of 'knowledge for all' is a starting point for this thought sequence. Knowledge is abundant in explicit forms such as books, but tacit knowledge such as that lying with frontline field practitioners and local communities does not get explained, documented, or disseminated.



The best method for tapping this tacit knowledge is through compilation of case studies of frontline situations and experiences. Both practical and strategic worlds are stakeholders, therefore the programmes have to be oriented towards both practical (fieldworker) and strategic (policy, legal, and academic) knowledge. Knowledge banking and knowledge mapping are the means considered most appropriate for this purpose. Knowledge thus compiled will be useful for advocacy, teaching/learning and dissemination purposes. A starting point for this will have to be to first map existing knowledge and conduct an audit of who is doing what and where. The programmes themselves may start with a foundation course for fieldworkers. They may have focal points in partner organizations for their respective geographical areas. A university-NGO

partnership may be founded to implement such courses. In the longer term, the courses can be best run through an active enterprise between all partners, local NGOs, UN agencies, other universities, specialized units, media, and government institutions.

Learning Content

Besides enabling a user friendly process, practice can also provide the best content that can then be used to design and implement educational programmes. Content can be fitted into a logical tree or web, designed so as to accommodate new material in appropriate slots, and facilitate retrieval of material through a logical link management system. Course content can comprise a generic core explaining key concepts, selected fundamentals with general development themes illustrating vulnerability and capacity concepts, and a bank of electives in the form of case studies. According to this menu a course may be extracted from the bank using the core, selected appropriate fundamental modules, and a range of thematically and locally appropriate case studies.

Case study structure may be made consistent by treating the community action planning and rights-based planning processes as guiding principles. It may follow the sequence of problem identification, possible solutions, prioritization, constraints, tradeoffs, anticipation of harm, livelihoods, obligations etc.

Influencing Practice and Policy

The comprehensiveness brought about in the educational programmes through the abovementioned structure and process makes imperative the need to learn from both practical and strategy/policy levels; reflect, and then feed the responses and results back into both levels. A good example of such policy-practice linkage is of the Right to Information being used for urban risk reduction (SEEDS, CARE:2003). Practical or project level can contribute case studies and oral testimonies, which can be synthesised to feed best practice principles to a larger knowledge bank. Strategy or policy level can contribute best policy principles to the knowledge bank. The knowledge bank can act as a repository of case studies, good practice and policy principles, training aids, technical research, and directories. From this, the practitioners, including officials, NGOs, CBOS, fieldworkers, and communities can draw lessons on how to operate better. Similarly, universities can draw upon practice as well as policy principles for academic purposes and planners can draw upon them for strategy and policy purposes.

Institutionalizing CBDM and Education

The complexity brought about by the multi-level, multi-sectoral, multi-stakeholder approach makes it necessary to establish a

stable institutional system for launching and operating such programmes. To begin with, developing societies with high vulnerability can initiate field based activities and northern knowledge centres can aid with programming support. The upcoming UN Decade for Education and Sustainable Development (2005-2014) will form an ideal platform for the launch of such activities. The first round of activities can be a linking of universities working in the field of disaster management with NGOs working with vulnerable communities. This partnership, further strengthened with the presence of UN agencies, can take CBDM education to frontline workers and communities. A recent pilot test of distance learning methodology under a partnership programme of the UN, World Bank, and Asian NGOs was a successful step in putting such an institutional system in place (GDLN:2004).

Basic Issues: Understanding, Linkages, and Sharing

The context and approach discussed above requires extensive detailing before we can talk about launching actual programmes. Effective measures need to be put in place to balance the gap between supply and demand for CBDM education (FritzInsfitu:2003). This paper attempts to peg the initial signposts based on which progress may be made. The basic issues that can be distilled from the discussion are as follows:



-Risk and vulnerability reduction are important for fighting poverty. It is an issue for all communities, given the pressure on natural resources due to increasing urbanization, climate changes, and globalization. The UN Millennium Development Goals are unlikely to be met without a clear focus on risk and vulnerability.

-Shifting the emphasis from mitigation to asset-building is today recognized as an effective means of reducing risk and of managing the shocks and stresses of everyday life. Risk reduction in this sense is a developmental initiative. Assets mean both tangible assets, e.g. belongings, shelter, and intangible assets such as networking, social and political mobilization, and education.

-Access to knowledge and reaching the widest range of people with appropriate tools and educational opportunities and raising awareness through education and research are a vital part of disaster management

-There is a need to tap the tacit knowledge, practical wisdom and human capital latent in the minds and practices of ordinary people as the principal resource for disaster management training and education.

Programmes in this field need to:

- consider risk reduction as a developmental issue, not just mitigation
- utilize local knowledge as the core to their educational and training programmes
- integrate the arts into promoting risk reduction
- offer an online menu of best practice principles and case studies for training and education

Improvements Needed

Major improvements are needed in the present situation to be able to achieve the targets discussed above. It needs to be clearly appreciated that education combines formal and non-formal learning and is a powerful tool for social change including the reduction of risk. Knowledge sharing is an effective preparation for future disasters and enables people to adapt to new situations and new patterns of vulnerability. The current approach does not fully capitalize on these opportunities and is thus unable to derive the full benefit from this potentially very powerful tool for disaster management. A related issue is of appropriate adaptation of educational material to suit local needs. Mostly we are trying to cut and paste educational material prepared in developed countries with cosmetic changes. Case teaching method makes it amply clear (FEMA) that this approach is not sound and more work needs to be done to develop customised educational material for

developing societies.

Wider access to education and training should be our highest priority. Groups running training courses funded with public money need to share their material with others. A forum of such exchanges needs to be established by the UN. Ways need to be found to reduce the cost of education. This may be through improved targeting, with relevant incentives or through distance learning using internet sources via intermediaries. Evidence is needed concerning the effectiveness of training and education for two reasons: one, to convince officials controlling the purse strings, and two, to base the future design of education and training on hard evidence of what works and what does not. The integration of relevant indigenous knowledge as well as appropriate modern technology into education and training needs to be ensured.

Conclusion

Education, embracing education, training and public awareness at all levels, is the foundation block of any sustainable disaster management strategy relevant to communities.

All policies to reduce risk depend on the initiation and active support of trained and well informed individuals.

Therefore it follows that education in all its forms requires the priority attention, sustained commitment with specific

benchmarks, and dedicated financial support of all stakeholders.

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FINAL REPORT

THE FUTURE OF COMMUNITY BASED DISASTER MANAGEMENT(CBDM)

Developing targets for CBDM by 2015

Ian Davis

Cranfield University, UK

November 2004



The Future of Community Based Disaster Management (CBDM)

EXECUTIVE SUMMARY

This paper seeks to identify a series of targets for the development of

Community Based Disaster Management (CBDM) to be reached within a ten year period. These observations, (that are to form part of the documentation being prepared for delegates attending the World Conference on Disaster Reduction) (WCDR), grow from an extensive period of consultation, with two "pre-event" conferences HELD in Kobe and Delhi IN 2004 as well as an E.Forum that were organised by the United Nations Centre for Regional Development (UNCRD) in September 2004.

The source material for the paper includes a brief summary of some of the main global trends that will continue to influence the development of CBDM. From this context six of the key issues that are the key themes in CBDMN are identified for detailed discussion: Partnerships, Governance, Community, Private Sector, Education and Risk Reduction Measures. These, as well as additional topics then form the broad scope of the targets proposed for 2015, in order to advance the development of the subject to significantly reduce risks at the community level.

A pair of appendices are included in the text to indicate the resolutions that were sent forward from two WCDR pre-events: the Delhi CBDM conference in September 2004 and for comparative purposes the Caribbean, Montego Bay, Jamaica conference held in November 2004.

SECTION 1.

INTRODUCTION

The Yokohama Message, that was transmitted to the international community following the 1994 World Conference on Natural Disaster Reduction stated that:

"Community involvement and their active participation should be encouraged in order to gain greater insight into the individual and collective perception of development and risk, and to have a clear understanding of the cultural and organisational characteristics of each society as well as of its behaviour and interactions with the physical and natural environment."

The message then went into more detail stating that:

"The adopted Yokohama Strategy and related Plan of Action for the rest of the Decade (1994-99) and beyond:

" Will develop and strengthen national capacities and capabilities and where appropriate, national legislation for natural and other disaster prevention, mitigation and preparedness, including the mobilisation of non-governmental organisations and local communities"

The Yokohama Message, 1994 quoted in Ingleton, 1999

Well during the following Decade, 1994-2005, did the Yokohama message and strategy encourage community involvement

and did it succeed in mobilising local communities? And if so, what were the results?

Answers to these questions are complex and varied and can only be answered following extensive research and fortunately it is not the purpose of this paper to unravel such issues. However, it is probable that delegates will raise such questions, and many others during the World Conference on Disaster Reduction (WCDR) in Kobe in January 2005. However, even without the necessary detailed analysis it is abundantly clear that within the past ten years considerable effort has gone into community based disaster risk reduction programmes, and considerable progress has been made. Evidence of such programmes will be presented in Kobe and it is likely that the message that emerges from the WCDR will strongly echo the observation by Franklin MacDonald, (until recently the National Director of the Ministry of Planning and Conservation, Government of Jamaica), as he reflected on almost 30 years of disaster experience within the Caribbean region :

"The best defence against disaster is a well prepared local community"

However, despite enlightened opinion, progress in building community level responses has been slow. Vinod Sharma, with extensive experience gained in India, Nepal and Asia has noted that there has been only:



"... very limited progress in CBDM in last few years and there are few countries only, where government has promoted this concept and included it in their overall disaster management system but there are possibilities of getting more support to it in future, if the movement is maintained."

Prof. Vinod K. Sharma NSET-Nepal
UNCRD E- Forum September 13 2004

Syed Harir Shah echoes this perception, basing his thoughts on experience gained in Pakistan:

"The perception of the Government, policy and decision makers, NGOs and general public are limited only to response and relief activities. With the awareness training program at community level have changed the perception and the paradigm of Disaster Management from Disaster response to mitigation. However, this change perception only be possible through a comprehensive and integrated approach. A multi-stakeholders approach needs to be motivated based within Govt. responsibilities. Again the most challenges are ill-understanding of nature of risk, hazards, vulnerability and the impact of ill-planned development programs at Govt. and NGOs level and low capacity of the local community and institutions."

Syed Harir Shah
Focus Humanitarian
Assistance, Pakistan.
UNCRD E- Forum September 13 2004

If the many proposals for change in CBDM

that are being proposed for the WCDR, (including the positive ideas noted above), are acted on in a positive and sustained manner, then there is an opportunity for significant progress by 2015

The aim of this paper is to review certain key themes that relate to CBDM and suggest a series of targets to be reached by 2015. These observations are based on the ideas and collective experience of participants in two WCDR pre-events as well as from the comments of contributors to an E.forum, and they are also strongly influenced by some major global trends.

Finally, to close this introduction it is important to note that in during the lead consultations that are leading into the WCDR a strong consensus has emerged in the key practitioners working in community based disaster activities that it was unnecessary and unhelpful to split community based disaster work into such divisions as "community preparedness", "emergency management", "recovery operations" etc., since the entire process is highly interactive, and in some progressive places already highly integrated. Therefore, such distinctions were considered to be artificial demarcation lines and it was better, more accurate and certainly clearer to simply adopt the term "*Disaster Management*" or "*Community Based Disaster Management*" This can be best represented as a triangle in the following model:

Fig. 1. THE DISASTER MANAGEMENT TRIANGLE



SECTION 2.

SOURCES OF THE TEN YEAR TARGETS FOR CBDM

It was essential when considering a series of targets for the international community to aim to achieve by 2015, not to undertake this process in isolation. This was due to three vital reference points that have assisted in guiding this complex process:

- The Millennium Development Goals,

These are also aimed to be achieved by 2015;

- Global Trends,

What are the key areas of major social and environmental change that form the backdrop to CBDM up to 2015? Such as the impact from population increase, urbanisation, environmental degradation,

globalization and projections of forthcoming natural disasters;

- UNCRD Consultative Pre-Events

The targets set out in this paper is based on two CBDM pre-events that took place in 2004, in Kobe in January and in Delhi in September. In addition a UNCRD E-Forum: CBDM and Governance, the Private Sector and Education took place in September 2004.

2.1 The Millennium Development Goals (MDG's)

The Millennium Declaration emerged from world leaders in 2000, as a road map for human development. Eventually it was supported by 191 countries. Eight Millennium Development Goals were agreed and these were then broken down into a set of targets to be achieved by 2015 with appropriate indicators to measure the rate of progress in achieving the goals. None of the eight Millennium Goals relates specifically to disaster risk reduction, but the following four have a particularly close relevance to CBDM:

Goal 2. Achieving universal primary education

Goal 3. Promoting gender equality and empowering women

Goal 7. Ensuring environmental sustainability



Goal 8. Developing a global partnership for development

The UNDP publication: *Reducing Disaster Risk, A Challenge for Development*. 2004 has highlighted the implications of all the MDG's for disaster risk reduction on page 16. It may be useful to reproduce sections of this text where it relates to specifically to CBDM. After each quotation, readers are referred to the relevant targets as stated in Section 4 of this paper.

Goal 2. Achieving universal primary education

"Educational attainment is a fundamental determinant of human vulnerability and marginalisation. Basic literacy and numeric skills enable individuals to become more engaged in their society. Broadening participation in development decision-making is a central tenet of disaster risk reduction."

(See Target 5.4)

"The destruction of schools is one very direct way in which disasters can inhibit educational attainment..."

(See Target 5.5)

Goal 3. Promoting gender equality and empowering women

"Facilitating the participation of women and girls in the development process, including efforts to reduce disaster risk, is a key priority. Women

across the world play critical roles in the shaping of risks in development. In some contexts, women may be more exposed to and vulnerable to hazards. For example, those with responsibilities in the household may be more exposed to risk stemming from inadequate basic services or exposure to smoke from cooking fuel.

(See Target 3.3)

Goal 7. Ensuring environmental sustainability

"The target of achieving a significant improvement in the lives of at least 100 million slum dwellers by the year 2020 will be impossible without developing policies to confront their currently high risk from earthquake, tropical cyclones, flooding and drought.

(See Target 3.4)

Goal 8. Developing a global partnership for development

"In cooperation with the private sector, make available the benefits of new technologies - especially information and communications technologies"

(See Targets 5.6 and 5.7)

2.2 Global Trends

What are the key areas of major social and environmental change that form the backdrop to CBDM up to 2015, (such as urbanisation, environmental degradation, globalisation, global climate change and

projections of forthcoming natural disasters?) Since each of these topics contains a vast literature it is not possible to do anything other than to focus on certain key aspects of each issue that have a direct bearing on the development of CBDM.

Global Trend 1. URBANISATION

"In the course of the last decade (1990-2000), urban areas in developing countries have collectively had to accommodate 150,000 new urban dwellers every day. Between 2000-2010 the figure is set to rise to 180,000 every day, or more than one million new urban dwellers per week"

(UNCHS, cited in DFID 2001: 2-3)

Negative Aspects of Urbanisation

It may be helpful to relate the exploding urbanisation process to a specific location, slum communities in India. In 2004 seven out of ten Indians live in rural areas leaving just three out of ten remaining in urban areas. And within these overcrowded towns and cities at least a third of the urban population inhabit slums. These slums are expanding at a totally uncontrolled and unprecedented growth rate of 10 percent per annum. Thus, stated in rather graphic and almost terrifying terms the entire slum population of India will double in just ten years time. (Parikh 2004)

In 1980 the slum population of Mumbai (Bombay) had reached a total of 45% of the city, but by 2004 it has almost reached 66% and it is projected that in just 30 years time,

in 2034, 90% of the entire city will be made up of slums. The overall population growth rate of Mumbai has been as dramatic as any global city. In 1996 the urban population was 15.7 million, with a projection that it will reach 26.2 million by 2015 with about 24 million of the urban population 'living' in a vast sea of overcrowded, and highly vulnerable slums. (Wisner 2003)

These projections inevitably have major implications for any hazard prone city such as Mumbai. In addition to all the environmental health threats that affect all slum areas, the city is prone to three severe hazard threats: earthquake, flood and cyclone threats. The Mumbai Disaster Plan revealed extensive areas of acute vulnerability, particularly in the low-lying slum areas of the city. At a conference in 1998 in Mumbai the city authorities admitted that they did not possess an effective cyclone evacuation plan, given the vast number of people needing to be moved, the lack of transportation to move





vulnerable families and the lack of safe places to which people could be relocated.

The population projections based on past population expansion in urban areas now indicate that in sixteen years time in 2020 the world slum population will be around 1,500 million. Thus there is a minimal expectation that one of the UN Millennium Goals set in 2000, 'to improve the quality of life of 100 million slum dwellers by 2020' stands the faintest chance of being realised since the problem is growing faster than any of the solutions that are being mobilised to address them. (Nomdo,C and Coetzee, E 2002.)

The implications of the urbanisation explosion relates to the rapid growth of cities, and the consequent growth of risks within these vast sprawling conurbations. UNDP has forecasted the following changes in just ten years time:

"The average size of the worlds' 100 largest cities increased from 2.1 million in 1950 to 5.1 million



in 1990. In developing countries, the number of cities with more than 1 million people has jumped sixfold since 1950. In the year 2000, the number of cities larger than 5 million was 41, and the United Nations believes this number will increase to 59 by 2015. This will add another 14 million to the streets and homes of large cities. The complexity and sheer scale of humanity concentrated into large cities creates a new intensity of risk and risk-causing factors. This is a real challenge for planning and for the ability of the market to provide basic needs."

UNDP, 2004

In 2015 there will be more large cities, the urbanisation process will be accelerating as a global phenomenon and a wide diversity of urban risks will be expanding as the city can not cope with the infrastructural needs presented by the population explosion. It is almost certain that there will have been major disasters with massive losses of lives in certain large cities between 2005-2015 (see below).

Positive Aspects of Urbanisation

However, in positive terms many of the new urban migrants from rural areas will be escaping from even worse conditions than their new homes amid urban squalor. Many are moving because of a "push factor" of their desperate experience of past disasters such as floods, droughts or civil wars. The city, for all its problems, is perceived by them to be a "coping mechanism" that offers them

a better deal than their past deprivation or suffering. If it didn't they certainly would not risk embarking on such family upheavals as the move to the major town or city.

Fragile or Non-Existent Communities

Many of the concepts being developed for community disaster management programmes tend to assume that there are stable, cohesive communities with committed leaders able to manage or support such initiatives. However, it is clear that in many marginal urban areas there may be no community at all, just isolated families coming in or passing through without any vestige of a community spirit and without leadership. For example in certain areas of South London where there is a high proportion of immigrant families, the average rate of residence for the entire community is only six months.

The challenge is to devise innovative community based disaster management programmes that will be effective in these complex and demanding marginal conditions. This question raises another critical issue. Is it possible in such conditions to start by *building* a community that can work together constructively as a cohesive unit before even contemplating the development of resilient disaster management programmes.

The challenge is to devise ways to work within such fragile and volatile environments

that are made up of individuals who are unlikely to have had time to develop a community concern, or even knowledge of their neighbours. In such places this lack of community spirit may prove to be one of their most critical vulnerabilities.

(See Target 3.4)

Global Trend 2. ENVIRONMENTAL DEGRADATION

"Every human requires an area of land and shallow sea for food, water, shelter, transport, energy, commerce and waste. This is called the ecological footprint.

Demographic pressures result in more forest loss and more land degradation. This means increased flooding, drought or both. In rich nations such as the US, this ecological footprint is almost 10 hectares per person. But even in the poorest places in the US this footprint is at least one hectare.

Every day, another 200,000 newborns will require up to 200,000 hectares of what might have been a benign and necessary wilderness. More people also mean more fossil fuel consumption, which means more carbon dioxide emission, which means climate change.

Such a world, climate scientists have warned repeatedly, is a world with a greater frequency of extreme events. The combination of climate change and population growth will



exact a price. The latest UN calculation is that three decades from now, around 70 per cent of the world's land will be affected in some way by human activity and half the people in the world will be short of water. Many of the other half will be at risk from increased flooding. By that time, there could be eight billion people living on the planet."

UNISDR, 2002

Global Trend 3. GLOBALISATION

"The relationship between disaster and risk reduction and globalization will constitute a major challenge in the formulation of future disaster reduction strategies. The desire for quick economic returns and increasing deregulation often lead to increased vulnerability to disasters by:

- encouraging unregulated construction,*
- the inappropriate siting of important facilities,*
- deforestation, and the*
- destabilising of slopes for potential landslides.*

On the other hand, disaster and risk reduction measures are needed to protect investment trade opportunities, while ensuring that no new risks are created, and that business is not interrupted by preventable destruction due to natural hazards. In particular, more effective capacities and methodologies for assessing the economic impact of natural disasters will need to be developed. This will require ongoing analysis of the implications of such impact on the economic competitiveness of

national economies.

In a globalising world, risk reduction is an essential element in building competitiveness and a basis for sustainable development. A creative partnership will need to be developed between governments and the private sector in pursuing a strategy in this regard."

UNISDR. 2003 Item 26

(See Target 2.7)

Global Trend 4. GLOBAL CLIMATE CHANGE

"A rise in sea-level will further exacerbate this situation in small islands and low-lying coastal areas. Storm surges may already have increased coastal erosion and damage to human settlements because of the removal of, or damage to natural protective elements such as mangroves, reefs, and dunes. It is known that more than one third of the world population live within 100 kilometres of coastlines and many are therefore under threat".

UNISDR. 2003 Item 17

(See Target 3.5)

Global Trend 5. PROJECTIONS OF FORTHCOMING NATURAL DISASTERS

"Over the last quarter century, the number of reported natural disasters and their impact on human and economic development worldwide has been increasing yearly. Existing records, while less



reliable before 1980, can be traced back to 1900. This longer time period also shows a relentless upward movement in the number of disasters and their human and economic impacts."

UNDP, 2004

7.5 out of every 10 people in the world live in areas that have been affected at least once by earthquake, tropical cyclone, flood or drought between 1980 and 2000, and within the next ten years it can be assumed that this trend will continue, and expand with inevitable major disaster events. This grim reality can be deduced as a simple extrapolation of what has happened in the recent past, but with the added negative impact of the global trends, as summarised in this section of the paper.

For example, it is highly likely that major earthquakes will cause devastation to certain large towns or cities by 2015. Reflecting back on the past 25 years there have been major earthquakes in Mexico City, Kobe, San

Francisco, Los Angeles, Taipei and Izmit. In order to prepare for future disasters, as well as promote actions to retrofit (strengthen) existing vulnerable buildings, scientists undertake detailed loss estimations. To indicate what may be a typical damage and casualty prediction it may be useful to describe an example of an urban disaster scenario in Tehran.

Earthquake Loss Estimation: Tehran

A team of Japanese Consultants, working on a JICA funded programme, undertook a detailed loss estimation of a moderate scale earthquake devastating Tehran, the capital city of Iran, with an estimated population in 2004 of 16 million. Tehran is regarded as one of the most vulnerable mega cities in the world from possible earthquake impact, despite the fact that the last major earthquake took place 174 years ago.

The consultants surveyed an extensive sample of 34,805 census blocks in relation to three possible earthquake scenarios, in relation to three seismic faults systems: Ray Fault, North Tehran Fault and the Mousa Fault. The loss estimation concluded that with a moderate earthquake, 909,000 dwellings would suffer heavy damage or collapse resulting in 530,000 deaths. They estimated that the financial costs would amount to:



Direct Losses	US\$ 23.5 Billion
Indirect Losses	US\$ 9.2 Billion
Secondary Losses	US\$ 1.2 Billion

Pacific Consultants International, OYO International 2003

However, discussions with leading earthquake specialists working in Tehran indicated that from their observations they expected far higher casualties and damage than had emerged from the Japanese loss estimation. One expert told me that his prediction for a moderate scale earthquake was for 1.2 million deaths.

Summary of the impact of global trends
The trends described are all decisive influences on whatever progress can be made with CBDM by 2015. The processes are largely negative, but there are nevertheless positive aspects that can provide support communities living under the threat of disasters:

- The population increase, (*with all the pressures it brings*) is in part the result of improved developments in medical services, with radically reduced infant mortality.
- Urbanisation, (*with all the pressures it brings*) can present powerful economic opportunities, as well as improved access to health and education for people escaping from rural poverty traps.

-Globalisation, (*with all the pressures it brings*) can bring opportunities for increased work generation, desperately needed to support the increases in population.

-Global climate change, (*with all the pressures it brings*) can provide opportunities for the cultivation of new crops, or for essential crop, or income diversification in drought prone areas.

2.3 UNCRD Consultative Pre-Events

The agenda set out in this paper in item could not have been written without an extensive period of consultation with practitioners from throughout Asia. This has taken place during 2004 in two CBDM Pre-Events in Kobe in January and in Delhi in September. In addition UNCRD organised an E-Forum: CBDM and Governance, the Private Sector and Education in September 2004.

The proceedings of the Kobe Pre Event have been fully documented in the 2004 publication by UNCRD "*Community Legacy in Disaster Management, Pre-Event for the UN World Conference on Disaster Reduction 2005*"

In August 2004 a pre-event was convened for the World Conference on Disaster Reduction (WCDR) took place in Delhi, India. The focus was to debate a range of issues surrounding CBDM in the Asia

Region. The specific objectives were:

- To discuss the CBDM issues and activities over the last decade from the perspective of different stakeholders
- To suggest possible ways of partnership of CBDM in Asia, and
- To draft a plan of action of CBDM in Asia for the next decade

For achieving sustainability and mainstreaming of CBDM, the Delhi Conference focussed on three specific sub-themes:

- 1) CBDM and Governance,
- 2) CBDM and Civil Society and Corporate Sector, and
- 3) CBDM and Education.

(See Appendix 1. for the resolutions that emerged from the Delhi conference for the WCDR)

The results of the E-Forum: CBDM and Governance, the Private Sector and Education in September 2004. can be found on the UNCRD website:
<http://www.hyogo.uncrd.or.jp>

Throughout this paper there have been extensive quotes from this highly informative exchange of perceptions and information.

For comparative purposes readers may find it



interesting to compare the resolutions that emerged from the Delhi Conference with the proposals that were drafted by the participants present during another WCDR Prep Com: The Caribbean 2004 Regional Disaster Conference: "Managing Hazards in a Changing Environment" Nov.1-3 2004

(See Appendix 2. for the proposals that emerged from the Montego Bay conference for the WCDR)

SECTION 3. **KEY ISSUES IN CBDM**

In this section of the paper a number of key issues will be discussed. These issues were also key themes of the two pre-event meetings and they also formed the structure of the E-Forum held in September 2004. Therefore certain perceptive observations of the participants of these meetings and this forum have been reproduced in the following text. They reflect varied individual insights



growing from widely different geographical regions. The issues discussed below will also reappear in Section 4 as the targets that are suggested for CBDM to reach by 2015.

ISSUE 1. Partnerships

"Partnerships, are the associations of individuals or bodies or stakeholders that want to work together to achieve a common purpose. These non-hierarchical relationships are based on a shared commitment to an agreed aim and on trust, mutual concerns, and close patterns of cooperative working."

Ian Davis

What forms of Partnership are needed for effective CBDM?

"Building trust between partners in a joint venture can be seen as the first necessary step in developing a successful alliance".

Jan Selmer 1998, *International Management in China: Cross Cultural Issues*

There are varied forms of partnership, ranging from token associations that their respective leaders pay lip service to, while others are highly productive relationships based on mutual respect, close friendships, commitment and trust. Professor Rajib Shaw, of Kyoto University has suggested that the most effective partnerships and links between the different stakeholders involved with CBDM can be represented by the following organisational diagram. This demonstrates

the complexity of relationships and appropriately indicates the central role of people and communities in any effective system. However, this perception is often the reverse of the policies of many Central Governments who, against a growing body of evidence incorrectly assume that they, with centralised and "top-down" planning systems, can provide the key to effective risk reduction at all levels. Therefore the title of the figure is correctly stated as the *"Future of CBDM Relationships."*

B. Bolormaa, working in Disaster Management in Mongolia, has reflected on essential partnerships that can strengthen CBDM adopting the bottom up approach indicated in the above diagram:

"International best practice in disaster mitigation and management within a country is a Disaster Mitigation and Management Partnership. Such a partnership is between all levels of government, national NGOs, and the grassroots population and international donors and international NGOs. A Disaster Mitigation and Management Partnership has the objective of including the concepts of disaster mitigation into all development projects. The development objective of such a Partnership is:

- 1. Poverty reduction*
- 2. Environmental Protection*
- 3. Sustainable development. "*

She then proposes that three ambitious development objectives can be achieved in constructive partnerships:

1. *Coordination between government and donors*
2. *Coordination to include Disaster Mitigation into all types of Development projects, at all levels of government and communities, using a bottom up approach from the grassroots population.*
3. *Ranking of priority programs and projects to mitigate disasters "*

B. Bolormaa

UNCRD E- Forum, September 13 2004

Vinod Menon, working with extensive experience at the community level in various UNICEF projects in India has further noted the wide diversity of local groups that need to be drawn into the equation:

"The government machinery and decentralised local governance structures which are participatory appear to be the only public interface. There is an urgent need to strengthen the participatory and representative local governance institutions and civil society interventions by mobilizing women's groups, youth groups, self-help groups, thrift

Fig. 2. THE ORGANISATIONAL STRUCTURE OF CBDM





societies, students, National Cadet Corps, Scouts and Guides, etc. in creating a strong CBDM cadre in disaster-prone areas."

Vinod Menon, UNICEF Delhi
UNCRD E- Forum, September 14 2004

But there will be minimal progress in CBDM unless the local government becomes a genuine partner in the process, as opposed to adopting a benign spectator role.

"Local government needs to become a true partner in development, to effectively respond to the demands of the community based organizations. CBDM seeks to empower people to take increasingly greater control over their own development and to enhance their capacities to mobilise and channel the resources required for their own development."

Najib Amiri
Coordinator UN-Habitat Afghanistan
UNCRD E- Forum, September 15 2004

Challenges for Partnership

The challenge is to form creative partnerships, recognising that this is the only way that sustainable risk reduction will occur in any community. Such partnerships need to occur at all levels. The United Nations General Assembly, December 2003 (Resolution 58/129) stated:

"Partnerships for sustainable development, as

voluntary multi-stakeholder initiatives, contribute to the implementation of Agenda 21 and the Johannesburg Plan of Implementation (JPOI) . . . The JPOI designated the Commission on Sustainable Development to serve as a focal point for discussions on partnerships that promote sustainable development."

The starting point in this learning process is a better understanding of community dynamics and community leadership. This is in order to mobilise individuals as well as communities in an effective manner so that they become a key active stakeholder in projects to reduce disaster risks. Therefore assisting groups need to enter a project with the clear aim to decrease, so that others may increase. This will require them to gradually reduce their level of leadership and responsibility to enable the local community to expand their own capacity to assume such roles (as indicated on Fig.3)

A further challenge is to develop instruments that will promote ownership and empowerment at the community level. To achieve this aim, incentives and targets will be needed to promote sustainable risk reduction practices by communities, and these must be incorporated into the disaster management strategy in the government's local or national master plan.

(See Targets 1.1; 1.2 and 1.3)

ISSUE 2. Governance

"Governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences."

UNDP 2004 Reducing Disaster Risk,
p. 136

What is "Good Governance" ?

"Good Governance" is a major prerequisite for effective disaster management and risk reduction, and this is a far wider concept than "Good Government".

"Governance can be taken as a broader concept than government, and includes all the formal and informal processes through which interests and access to assets and opportunities are negotiated and mediated"

Christina Nomdo and Erika Coetzee 2002
Urban Vulnerability, Perspectives from
Southern Africa

The characteristics of "good governance" in relation to CBDM include:

1. Governmental understanding of the nature of CBDM, as well as providing essential support.

"The most important issue in governance in all

developing countries is the basic understanding of the concept of CBDM. Most of the people consider it a response mechanism by involving the affected community. CBDM can be successful in developing nations by integrating it with other environment and development programs. As all of us are aware that it took about 30 years in understanding the term 'sustainable development', it may take another 20 years in understanding this important concept in the most vulnerable countries, where millions of people get affected by any small natural or man-made disaster."

Prof. Vinod K. Sharma NSET-Nepal
UNCRD E- Forum September 13 2004

2. Delegation of Power and Authority:

"The purpose in getting power is to be able to give it away"

Aneurin Bevan 1897-1960

Governments with devolution policies that are a practical reality with full legal backing, rather than mere political rhetoric will secure





the clear benefits of improved risk reduction at local levels.

3. CBDM, that is institutionalised through Legislation

"Mongolia has been prepared to develop community based managements encouraging public participatory and necessary to institutionalize CBM.

Building CBDM into applicable laws and regulations and incorporating it into development policies and national programs is also very important. For example, we have new Law of Mongolia on Disaster Protection. Article 28 of this Law reflects on "The Duties of Citizen". If a community is the legislative body, we can add in the Law concerning the duties of community and their responsibility. The community of Mongolia shall be responsible for the following aspect of disaster protection:

"To participate in planning disaster protection measures and express community members opinion in the State Policy on Disaster Protection"

B.Bolormaa

UNCRD E- Forum, September 13 2004

4. Local Government that becomes a facilitator, enabler and catalyst to support the CBDM process.

"CBDM is based on two basic premises:

- 1. People and community are a vital sector in the quest for total development.*

- 2. People and community are potential partners in development, rather than impediments to progress. Only when they are sufficiently empowered can people or the community become productive members of society.*

In this context, local government needs to be a facilitator/ enabler/ catalyst, through setting up an appropriate enabling policy environment to enhance local capacity and participatory planning and management and establishing an interactive mechanism between local government and people and community, proving capacity building programmes and so on. This will lead towards building social capital at the community level as well as at government level."

Teruhiko Yoshimura

Researcher Human Security Unit

United Nations Centre for Regional Development (UNCRD)

UNCRD E- Forum, September 15 2004

5. Governmental support that occurs at multiple levels.

The strength of a committed government can not be underestimated. However the full potential of governmental support can be difficult to grasp since it operates in various roles at multiple levels. While this adds to the complexity of any issue, it can also be regarded as a positive strength.

"The most powerful force possessed by the individual citizen is her own government. Or governments because a

multiplicity of levels means a multiplicity of strengths"

John Ralston Saul (1995)
The Unconscious Civilisation

Challenges for Governments

Any government that is serious about its commitment to disaster management and effective risk reduction will recognise that this may require radical changes in their structures, policies and strategies. Initially it is essential for senior Governmental leaders to understand the nature of CBDM, why it is essential and why it will be to their own advantage to encourage its development.

Then, from this enhanced awareness certain policies need to be put in place such as devolution of power and resources to local levels. This is certain to improve CBDM. Furthermore, new laws may be needed such as the example cited from Mongolia. Local governments inevitable become key players in this multi-layered and multi-sectoral process

(See Targets 2.1 to 2.7)

ISSUE 3. Community

"Community can be a warmly persuasive word to describe an existing set of relationships, or the warmly persuasive word to describe an alternative set of relationships. What is most important

perhaps, is that unlike all other terms of social organisation (state, nation, society etc.) it seems never to be used unfavourably, and never to be given any positive opposing or distinguishing term"

Raymond Williams, 1976 Keywords - A vocabulary of culture and society

What are the basic issues?

The word "community" can contain a rich wealth of meanings, and specifically within the context of CBDM, it implies a cooperative spirit of mutual support. Raymond Williams in his classic study of the meaning of commonly used terms makes the important point that the word "community" relates to both present as well as newly formed social relationships:

There are certain aspects of "community" to emphasise:

1. They contain a rich source of experience and skills needed for CBDM. Seventy years ago a Chinese political writer reflected on the importance of local "experts":

"The administration (of a nation) must be entrusted to experts. We must not look upon these experts as grand presidents and ministers, but simply as our chauffeurs, as guards at the gate, as cooks, physicians, carpenters, or tailors."

Sun Yat-Sen 1924, The Three Principles of Power



2. They generally have a far greater awareness of their problems and capacities than any external group

"Community members are generally aware of the problems that affect them, can prioritise amongst these, and indicate possible solutions.

Interventions should provide options, not solutions"

Christina Nomdo and Erika Coetzee 2002
Urban Vulnerability, Perspectives from
Southern Africa

3. Unless they are actively involved in any actions within their communities, the chances of long-term, sustainable success are minimal.

"A country, or a village, or a community, cannot be developed if it can only develop itself. For real development means the development of people. Every country in Africa can show examples of modern facilities which have been provided for the people- and which now rotting unused. If real development is to take place, the people have to be involved Roads, buildings, increases in crop output are not development; they are only the tools of development"

Julius Nyerere, President of Tanzania
1973

4. Communities, as well as assisting groups need to clarify certain basic questions concerning their roles and relationships.

"Recalling all that has been discussed at the Kobe

& Delhi Conference Pre-Events for the WCDR concerning CBDM and the writings on the subject, in my opinion, we need to address some basic questions more ardently and adequately. These are:

- a. *Involvement of which type of community or communities should make CBDM effective and at what level? We often tend to take it for granted the existence and operational capability of the type of community we expect to be appropriate for CBDM effort. There must be more clarity as to what type and status of community should be promoted for effective CBDM.*
- b. *What specific role is expected from the community as an entity in CBDM, a partner role, a catalytic initiator role, or a sustainable main actor role? In different stages of CBDM effort, the role may vary.*
- c. *To be effective at a defined local level any community should have a locus standing vis-a-vis the local government, the major facilitator and supporter.. For this legitimacy through legal support for the appropriate type of community seems essential. Most countries do not have this legitimacy support for the community in focus."*

Dr. Misra Professor Emeritus,
School of Planning & Architecture, Delhi.
India.
UNCRD E- Forum September 21 2004

Mobilising Communities

We have heard reports of well designed programmes where certain key ingredients are functioning and 'in place': good technical advice, adequate financial resources, and government approval, yet they failed on one critical count. This was the absence of a mobilised community, or of committed leadership prepared to invest in the project and maintain it over time.

Participants to the WCDR Pre- Event held in Kobe in February 2004 heard Xavier Castellanos discuss in some detail the problem in securing high levels of community mobilisation. He noted that a lack of motivation in communities may be traced right back to national policy to the participation of communities in decision making:

"Active participation in the day-to-day development of countries sometimes forms part of local and national government policy, but community participation and integration in the development of policy, is something that is required in the long term. Generally speaking, in most of the countries in the Americas and the Caribbean, there is little community organization and participation in decision making and policy. This is because there is a breakdown of societies coupled with cultural and educational impoverishment that often goes hand in hand with economic exclusion."

He then addressed the issue of 'exclusion'

and how to mobilise excluded groups to become actively involved:

"...the question that we constantly face is how do we get the "excluded" to participate more? Therein might also lay the answer that we are looking for because if we take the example of the "Minga" - the solidarity offered is solidarity that grows and this leads to inter-dependency, participation and trust, which are all substantial elements for success".

Castellanos proposed an approach that encompassed integration, participation and awareness building. He suggested that these three concepts need to become:

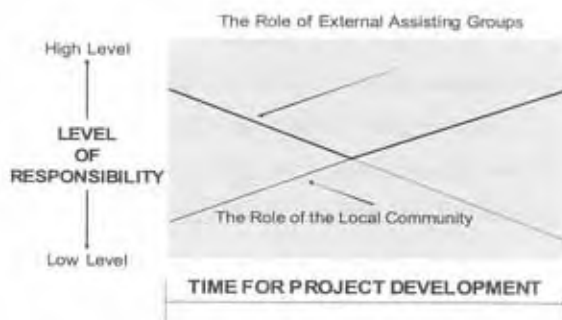
"...the instruments towards ownership and empowerment at the community level, while incentives towards sustainable risk reduction practices by communities, must be incorporated into the disaster management strategy in the government local or national master plan. disaster master plans with risk reductions should become the heart of the country's development strategy"

Castellanos 2004

Participants were shown a graph that indicated the gradual development of community 'ownership' as the role of the external agency support declined.



Fig. 3. THE CHANGE-OVER OF RESPONSIBILITY FOR



Project Management

(Graph based on a model presented to the participants by Zenaida Delica)

This graph is an optimistic description of a change over of 'ownership' However, this ideal pattern may not occur for various reasons that can include community apathy or project leaders being unwilling to share authority. This is an area where 'tokenism' can loom very large. Most practitioners working for some years in the development or disaster management field will have experienced officials, (or perhaps even ourselves) exhorting the values and virtues of participative management in order to mobilise unmotivated communities, while at the same time resorting to a decidedly heavy handed top-down approach. These approaches can occur in some unlikely places and persons as a result of hypocritical or paternalistic attitudes. Alternatively, a top-

down approach may grow from acute frustration with the lack of a community's desire to take responsibility or accept ownership of 'their' project and the need to make decisions to enable projects to materialise.

The importance of participatory decision making was stressed throughout the consultation. Castellanos reminded us of the particular importance that :

"...should be given to a process where all people living in a community can participate and it must relate to the participants problems or it should increase their awareness, so it's got to be specific. Secondly, it must reflect the reality that the community is experiencing. So it's got to be anchored in their own experience. It must be dynamic: that people should feel motivated to participate"

This is the ideal, but the concept of participatory decision making has its enemies from officials with entrenched convictions that they must exercise authority. In my summary given at the conclusion of this session I shared a joke from a Colombian colleague who has lead many community risk reduction projects. He told me that in his country the verb 'To Participate' runs on the following cynical lines:

*" You will participate;
He will participate;*

She will participate;
We will participate;
They will all participate;
Everyone will participate, but...
I will always decide..."

Community Biased Disaster Management?

Perhaps a provocative word of caution is needed to provide the last word in this paper on the subject of participation. This concerns the relationship between participatory decision making and professional judgement.

There is a marked tendency in some of the literature on CBDM, as well as literature on community development to glamorise community decision making, assuming it to be a detached, objective and progressive way to move forward for the general good of community safety. This is often the case and the author is committed to this general approach. However, it has to be recognised that not all communities are able to distinguish their "needs" from their "wants".

Perhaps I can digress for a moment, with a fanciful example to underline this needs/wants issue. For example, if I was ever to be consulted, (through a process of participatory decision making) as to what car I might be provided by a generous donor, without too much hesitation I would propose that a Rolls

Royce or top of the range Mercedes might be highly appropriate! But my "want" of such a prestigious, high cost and high maintenance car, would certainly totally ignore my "need" for a simple, low maintenance and low fuel cost vehicle that would fit within the small parking space in the street outside my home and even more important would fit within my limited budget on a retirement income.

So, this raises yet another dilemma concerning ways to maintain a delicate balance between the need and opportunity for objective expert judgement by professionally qualified and experienced persons and the possibly conflicting need and opportunity for local knowledge and local decision making .

Thus the need is for Community Based Disaster Management,

...not Community Biased Disaster Management!





Building Resilient Communities

"The capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level in functioning or structure. This is determined by the degree to which the social system is capable of organising itself, and the ability to increase its capacity for learning and adaptation, including the capacity to recover from a disaster."

UNDP 2004 *Reducing Disaster Risk*, p.136

During the Pre-Event Conference in Kobe the concept of 'community resilience' received continual emphasis. Zenaida Delica from the Center for Disaster Preparedness in the Philippines showed the participants a slide of a bamboo *"Disaster resilient communities,"* she reminded us *"are flexible and elastic. Resilient communities can be compared to bamboo. A bamboo withstands even the strongest typhoons as it sways with storm winds."* This means, that communities that are hit by a hazard, which then becomes a disaster, are able to spring back and resume their original form and readily recover and adjust easily. Thus they are able to cope and this is as a result of a communities' disaster preparedness plan and its coping strength.

This picture of a bamboo swaying in a strong wind is a vivid metaphor of an organism that can readily bounce back, just as Kobe recovered from a massive shock in the short space of under five years. The ability to

recover, and this word "resilient communities" is likely to echo around deliberations in the WCDR in January 2005, since this is a concept which so many disaster theorists and practitioners are currently working on. The pressing concern is how to assist a community to become strong enough to absorb shocks and bounce back, and then recover to become even stronger than before a disaster.

Sohel Khan, the Project Team Leader of the Capacity Building for Adaptation to Climate Change (CACC) in Vietnam, described projects that were concerned with the creation of resilient and safer villages. This was a particularly interesting attempt to consider the 'collective security' of an entire settlement through a combination of structural and non-structural risk reduction measures. A feature of this programme is its emphasis on improved outreach for agricultural extension techniques and the development of practices to reduce livelihood losses from disaster impact. (Khan 2004)

The notion of resilience has grown in recent years to become a useful approach to disaster management since it has an all-embracing aim and focus that relates to the three closely linked aspects of disaster management:

Phase 1. Pre-disaster context,

Phase 2. Immediate post-disaster context,

Phase 3. Recovery/ reconstruction context.

'Resilience' focuses on the ability of communities and their property to adapt to the disaster forces, to cope with the disasters by absorbing the stresses of extreme hazards and to bounce back from the traumatic experience by recovering their form. Resilient communities demonstrate the following characteristics:

- Phase 1. Pre-disaster context, (reduced failure probabilities due to the introduction of risk reduction measures)
- Phase 2. Immediate post-disaster context, (reduced consequences from failure, such as fewer lives lost, reduced damage and community disruption due to a focus on preparedness planning and improved emergency management practices)
- Phase 3. Recovery/ reconstruction context. (reduced time for recovery due to a focus on fast but safe reconstruction and recovery of livelihoods)

To build resilience it is necessary to implement wide ranging measures within communities that focus on the development of four key requirements:

- robustness, (strong community organisation and strong buildings and

infrastructure that aim to withstand disaster forces)

- redundancy, (building into community disaster plans alternative ways to meet community needs following disaster)

- resourcefulness, (creative plans and innovative procedures that maximise the capacity of the community)

- rapid recovery, (ways to optimise the time for recovery following disaster)

This challenge can be visualised on the following graph (Fig 4.) where the aim, as well as challenges in creating resilient communities can be graphically visualised in all three phases of Disaster Management. The following text seeks to explain how this graph works. (Davis 2005)

The Horizontal Axis represents elapsed time, probably representing a number of years from the start on the left hand side to the finish on the right hand side.

The Vertical Axis represents the quality of the community, including its social and economic resilience and the safety of its property including buildings. The axis represents zero quality at the base moving up to 100% or optimum quality at the top of the axis.

The Rising Line in the centre of the graph



that starts with a bold line and then becomes a dotted line represents a developing situation for a given community over a space of time from before a disaster event (Phase 1), during a disaster (Phase 2), and recovering from a disaster (Phase 3). This line slopes since this is a normal societal aim. Societies aim to improve, to develop, to become less vulnerable and to become more resilient.

Phase 1.

The first section represents pre-disaster vulnerability. The graph represents a community within a developing country with considerable resource limitations, thus it starts only half way up the quality scale at about 40%. This particular community is vulnerable to future disasters since it lacks safety measures. However it may have attempted to introduce risk reduction measures in order to build a more resilient community able to sustain shocks. The line is not horizontal; it rises slightly as time passes. Most societies are seeking to improve year by year with gradual increases in the quality of life, improvements in livelihoods, developments in community safety etc.

Phase 2.

The second section represents the shock of a severe disaster event. Thus the line drops vertically representing a sudden loss of 'quality'. The obvious aim here is to reduce

the drop to a minimum by improving emergency management through effective preparedness planning. This is in order to save lives and reduce damage so that the community can become sufficiently resilient to cope with the disaster impact and bounce back.

Phase 3.

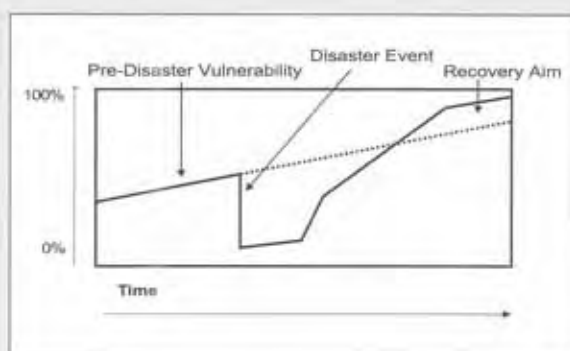
The third section represents disaster recovery. There is an ambitious double aim here for the community. Firstly to recover rapidly (reducing the length of the horizontal recovery line). The second aim is to recover above the level at the time of the disaster, since this was a condition of vulnerability (expanding the vertical line above the 40% quality level at the starting point of the graph).

It is recognised that Fig. 4 is an exceedingly optimistic model since it is a rare event for rapid disaster recovery to occur, and even more exceptional for recovery progress to reach an enhanced quality level that rises above the pre-disaster vulnerable norm.

The issues raised by Fig 4.vividly remind me of the first Management Training Course I led in Oxford back in 1982. A senior Red Cross official was making a presentation on Disaster Recovery and he stated that the key principle must be to 'restore normality' This prompted an exclamation from a perceptive

Jamaican nutritionist who was sitting in the back row of the class. "I am afraid you are wrong" she shouted emphatically, "...in my country we have people who live in cardboard boxes, that is their 'normality', so are you seriously suggesting that in the recovery plan we put them back in these boxes? No, our 'normality' is the same as 'vulnerability' and in recovery planning you must surely aim to reach a higher standard than the pre- disaster norm"

Fig. 4. TIME-LINE OF A COMMUNITY PREPARING FOR, EXPERIENCING AND RECOVERING FROM A DISASTER



(See Targets 3.2)

Community Coping Strategies

"The manner in which people and organisations use existing resources to achieve various beneficial ends during unusual, abnormal and adverse conditions

of a disaster phenomenon or process."

UNDP 2004 Reducing Disaster Risk, p. 135

Helen Magregor of the Disaster Mitigation for Sustainable Livelihoods Programme in the University of Cape Town made a perceptive observation that many communities:

".. develop local mechanisms for coping and adapting such as social support network, so by diversifying their livelihoods. The challenge, however, is that these practices are not often appropriate or sustainable, as they are seldom supported by their local development plans, and thus force communities into a situation of coping in times of an emergency, as opposed to reducing their risks through on-going prevention and mitigation."

She is saying that within some communities, all they can do is to barely survive. And yet they have got to go beyond these coping mechanisms to reduce their risks, (they need to rise above the dotted line in Fig.) and for this to happen they need to be supported by local development resources that have been identified in the disaster plans. This requires some outside interventions to support it. Thus we really have got to move beyond just the issue of "survival", into something much more practical, much more far-reaching, something that is sustainable over time.



Challenges for Communities

At the community level there are a number of challenges to address:

-To better understand community dynamics and community leadership in order to mobilise individuals as well as communities in an effective manner so that they become a key active stakeholder in projects to reduce disaster risks. Therefore assisting groups need to enter a project with the clear aim of gradually reducing their level of leadership and responsibility as the local community expands to assume such roles (as indicated on Fig. 4)

-A further challenge is to develop instruments that will promote ownership and empowerment at the community level. To achieve this aim incentives will be needed to promote sustainable risk reduction practices by communities, and these must be incorporated into the disaster management strategy in the government local or national master plan.



-The challenge to build resilience is to assist communities to absorb shocks and be able to bounce back from disaster setbacks. This is linked to the need to respond to the challenge to recognise the value of community coping strategies as the key mechanism to make them resilient to the 'shocks and traumas' of disaster impact. However to be of any long term value these capacities need to become 'institutionalised' and incorporated into local government disaster plans.

(See Targets 3.3, 3.4 and 3.5)

ISSUE 4. Private Sector

"The private sector is a broad collective term that covers all the "business interests" of a given country, town or community. It embraces companies, firms and organisations that are involved in commercial activities or the delivery of financial services. Business interests in relation to CBDM, concern ways to ensure that local business continuity is assured in relation to disaster threats, and that the opportunities and constraints for the business world to provide essential provisions or services following disaster impact are widely recognised."

Ian Davis

Defining Appropriate Roles

Dr Hari Srinivas, the chief of the Urban Environment Management Unit of UNEP, was the moderator of the UNCRD E- Forum on the Corporate Sector . He provided a perceptive overview of this neglected aspect of Disaster Management:

"Experience has shown the effects of disasters on poorer nations are long lasting and more severe than in developed countries, often depleting scarce financial resources and diverting essential funds towards post-disaster relief and reconstruction. Disasters also disrupt business activities on which the local population depends.

Part of the problem is in adequate attention to disaster risk prevention and management as an economic and business issue. If the frequency and impact of natural and industrial disasters continue to rise, economic and human development will be badly affected. Disaster management should therefore be seen also as a strategy to protect the growth potential of countries.

In particular, a much closer interaction between business and government is needed to ensure appropriate risk reduction strategies, adequate measures for implementation of protection and security measures, and a liability and insurance regime that takes proper account of the needs of the community and business sector alike. Private sector



entities also have a large untapped potential to help provide skilled services in form of technical manpower or in-kind donations of goods or services for preparedness & emergency response phase of disaster management."

Dr. Srinivas then addressed the crucial question of the role of the private sector in disaster management? Dr. Srinivas suggests it lies in:

-Defining, assigning and implementing clear and coherent institutional roles?

-In training, equipping and achieving proficiency for effective response capacity for high-risk communities?

" In assessing institutional needs, developing and



implementing programmes to assist key organizations with sustainability issues and measures?

-In improving disaster consciousness of the general population?

-In improving access to accurate information and basic communication, energy and water systems for high-risk communities by facilitating appropriate technology alternatives on credit to qualifying communities?"

"It may include elements of all these roles and more. At the same time, how can local authorities provide a more effective framework for unleashing the full potential of private sector contribution? What policies contribute directly to safer industrial operation, and what are the incentives for business to become more involved in disaster management programmes? Finally, what are the current mechanisms whereby businesses and the authorities meet to discuss their respective roles and contributions to national disaster security?"

Dr Hari Srinivas
Chief Urban Environment
Management Unit UNEP
UNCRD E- Forum September 22
2004

The theme of the corporate sector in relation to CBDM can be illustrated in three examples. These demonstrate the value, as

well as problematic aspects of how the private sector in can support CBDM in relation to cyclone, flood and earthquake hazard protection.

Example 1.

Cyclone Resistent housing in Fiji

This is an example of a progressive link between Government, the private sector in insurance, the private sector in building and building owners.

It is asystem where a "carrot" (with financial incentives), has replaced a "stick" (punishment) in the form of a fine for not following the bye-laws.

The sequence is as follows:

Stage 1. The Government fixes the safety standard for cyclone resistent buildings with appropriate bye-laws.

Stage 2. Building owners hire builders to construct new structures to these standards, or strengthen their existing buildings (retrofit)

Stage 3. The Government Building Inspector signs a certificate to say that he or she is satisfied that the building now meets the required safety standards

Stage 4. The building owner takes the

certificate to certain insurance companies who give them a reduced insurance premium because they do not expect to pay out for cyclone damage.

On the surface this looks like a "win-win situation" where everyone seems to gain:

The Government is happy, since this is one less building to worry about in the event of cyclone impact, and as more people follow the scheme Fiji becomes progressively safer

The builders are happy, because they are getting work, and generating employment

The insurance companies are happy, because they are getting a premium, (smaller than for a less safe building) but it is probably money in the bank with minimal risks of pay-out.

The building owner is happy, since he or she has a safer building, and they are paying out less insurance than their neighbour who has not bothered to strengthen the roof of his house.

But what are the problems with this clever scheme?

-Is the scheme sustainable?

-How is corruption avoided by the house owner paying the building inspector to sign off on substandard work?

-What about buildings of poor people who have no insurance cover?

-Does the system described above represent the reality of what actually takes place?

-What happens when there is a long gap since the last cyclone to devastate Fiji, how is the safety message and scheme kept alive?

Example 2.

Flood Insurance in the UK

In recent years UK insurers have started to charge higher insurance premia for buildings in high flood risk zones. This is in contrast to the previous pattern where there were uniform rates irrespective of the varied flood risk. It is estimated that as many as two million people live in such areas of the country.

This policy raises a series of dilemmas concerning the reduction and expansion of physical, economic and social risks:

1. It will reduce risks for new house purchasers or new house builders since they will probably think more than twice before building or moving into an area with severe associated flood risks,



2. It will increase social and economic risks for low-income families who already live in impossible to recover from a severe flood without insurance support.
3. It may increase the risks of areas becoming economically and socially blighted. With property prices dropping due to the greater awareness of the flood risk, families may not be able to move away to safer locations without "downgrading" to lower standards of dwellings. Thus insurance premia, applied differentially in accordance with differing levels of threat can have both positive and negative consequences.

Example 3.
Earthquake Protection in Kathmandu, Nepal

"The National Society for Earthquake Technology-Nepal (NSET) experience of CBDM has involved the corporate sector. This relates to Ward Level Disaster Management at Ward 17 of Kathmandu Metropolitan City.

This earthquake preparedness activity implemented by the community of Kathmandu Metropolitan city is one the best example of CBDM with the involvement of corporate sector and civil society for the following reasons.

1. The project received an award as the best

for the year 2060 (Nepali year) among several other projects with the involvement of Rotary Club.

2. A well known organization is the best launch pad. The involvement of Rotary Club of Thamel (RCT), a credible organization in Nepali society, helped initiate the project.
3. Duplication of effort was avoided since the NSET experience of community based disaster management gained from collaborative working with other communities. The project recognised that since there was an organization with similar goals, then it was appropriate to join them and complement their agenda.
4. As a complement to other similar projects: the Pre positioned Emergency Rescue Store (PPERS) in the ward provided an opportunity to provide training to community volunteers on emergency response. Now, the PPERS provided the physical input (equipment) to the community while the community ensures its proper use.
5. To maintain sustainability, there is active participation from the ward office (Local government).
6. The replication of this experience to other neighboring wards is already in process.

As a result all three stakeholders are happy:

1. The community is happy, as it has about 50-60 volunteers trained on medical first aid, earthquake preparedness etc. An effective system has been established within the community.
2. The Rotary Club of Thamel is happy, the project got the first prize, the work is now acknowledged by all Rotary Clubs.
- 3 NSET is happy, since a sustainable and replicable project has helped to move a further step towards a safer earthquake resistant Nepal.

"The project was implemented by community with the support from NSET (Civil Society) and Rotary Club of Thamel (Corporate Sector)."

Ramesh Guragain
National Society for Earthquake
Technology-Nepal (NSET)
Kathmandu, Nepal
UNCRD E- Forum September 22 2004

Challenges for the Private Sector

To conclude this topic Dr. Hari Srinivas recognised that:

"Government entities (local and national), NGO's (local and international) and other entities that want to work with the corporate sector should try to understand what is the motivation of

the corporate sector to be involved in disaster management -why should they be involved? What is their motivation? What resources (other than financial) can they bring to Disaster Management? What are their strengths and weakness? The answers to these questions will vary from situation to situation and will form the basis for a strong partnership between public and private stakeholders."

Dr Hari Srinivas
Chief Urban Environment Management
Unit UNEP
UNCRD E- Forum October 2004

Thus the challenges to address are:

- To understand the motivation and role of the private sector in relation to CBDM,
- To define partnerships between public and private stakeholders (such as the excellent example stated above from Fiji)
- To recognise the variety of opportunities that the private sector can provide to support CBDM. (such as the examples noted above)
- To provide and maintain essential infrastructure services that are essential in all communities

(See Targets 4.1, 4.2 and 4.3)



ISSUE 5. Education

The Value of Education

"Education is not filling a pail, but the lighting of a fire"

William Butler Yeats

"The principal goal of education is to create men who are capable of doing new things, not simply of repeating what other generations have done,— men who are creative, inventive and discoverers"

Jean Piaget

"The one real object of education is to leave a man in the condition of continually asking questions."

Bishop Creighton 1843-1901

"The purpose of all higher education is to make people aware of what was and what is; to incite them to probe into what may be. It seeks to teach them to understand, to evaluate, to communicate."

Otto Kleppner

"The purpose of education is to replace an empty mind with an open one"

Malcolm Forbes

"The aim of education is the knowledge not of facts, but of values."

Dean Inge 1860-1954

"Education is what survives when what has been learned has been forgotten."
and..

"Education is what is left when all the facts have been forgotten."

B.F.Skinner 1904-1990

"Education and Training are decisive, and the single greatest long-term leverage point available at all levels of government"

Michael Porter, (1990) *Competitive Advantage of Nations*

The rich collection of definitions of education reproduced above serve to emphasise that education is the fundamental bedrock of disaster risk reduction. Without it all we have are a collection of passive technological and physical measures as well as insurance policies, bye-laws, codes of conduct and disaster plans. But none of these will function without trained and well educated people to competently operate such measures.

Education provides a long-term sustainable resource that can enable people to rapidly adapt to changing circumstances and new hazard threats of which we may be totally unaware at the present time. In one of the perceptive quotes listed above, B.F Skinner has reminded us that "education is what is left when all the facts have been forgotten"

Continuous, (or life-time) education and training is needed:

- for everyone hoping to survive who lives within a hazard prone area,
- for all ages,
- for all sectors of society,
- for all the officials involved in disaster management,
- for all the men and women who create buildings, who build infrastructure, who tend fields and care for livestock, who fish,

and who maintain essential public services,

-for all the emergency services: (fire, civil defence, police, medical services, disaster management officials, etc.)

-for all the professions involved in disaster management (such as medical personnel, engineers, architects, social workers, economists etc.)

-for all administrative and political decision makers involved in the development and implementation of risk reduction activities.

(See Targets 5.1, 5.2, 5.6 and 5.7)





Educating Children

"The development of a "Safety Culture" through education is a long-term process that requires commitment and coordination of various groups of the society, such as children, parents, teachers, policy-makers and disaster experts. There is also a need for the partnership of the different organisations involved in disaster education combined with placing "good governance" at the heart of "disaster management" and "public awareness."

Yasamin O. Izadkhah Cranfield University
UNCRD E- Forum September 15 2004

Perhaps the most important aspect of education is the commitment of governments to teach all children living in disaster prone areas how to remain safe when hazards occur. The development of a "Safety Culture" that Yasamin Izadkhah has noted is particularly through education as a long-term process that requires commitment and coordination of various groups of the society, such as children, parents, teachers, policy-makers and disaster experts. There is also a need for the partnership of the different organizations involved in disaster education combined with placing "good governance" at the heart of "disaster management" and "public awareness". When considering education programmes within schools, emphasis needs to be placed on three important realities: Children form the future

of any society, and thus merit enhanced protection. Thus any government that neglects the need to protect them is acting in a highly irresponsible manner. In many developing countries over half the entire population are at school age. Therefore if good awareness raising educational programmes exist in schools then the message is being communicated to a vast number of the citizens of all societies. Children can communicate the messages they have learned concerning public safety to their parents, their relatives, their neighbours and to family friends. Thus, though this "trickle-down" process the whole society may be touched by an effective school safety curriculum

(See Targets 5.4)

Public Learning

Within the past decade there has been a rapid growth in formal and informal attempts to promote genuine learning about disaster



threats in order to change behaviour patterns to protect lives and property.

A wide variety of communication methods have been adopted. Typical examples include the creative use of radio, with soap opera stories of a community facing a disaster threat becoming very popular in Central America, a 'National Disaster Day' with preparedness drills and street theatre in Colombia, puppet shows being used extensively in China, the development of disaster games in the Caribbean and the implementation of a comprehensive school curricula for all ages of school children in Iran in relation to earthquake risk that include a disaster song for primary school kids.

Recognising that in many developing countries half the population will be under 20 years old, programmes that focus on school children may be effectively used to communicate information and advice to their parents and grandparents, and through this strategy communicate vital information to a large proportion of the entire population.

'Public Learning' brings all manner of benefits to any community well beyond the sphere of disaster management. Umberto Eco has eloquently expressed the way the growth of knowledge can actually strengthen social relationships and build communities:

"...the exercise of knowledge creates relationships, continuity and emotional attachments. It introduces us to parents other than our biological ones. It allows us to live longer, because we don't just remember our own life but also those of others. It creates an unbroken thread that runs from our adolescence (and sometimes from infancy) to the present day. And all this is very beautiful."

Eco 2004

Training and Capacity Building

"The need for professional training and capacity building of the civil society sectors raises a number of significant issues. There are many training programs, organized by national, regional and international organizations on the CBDM. Most of them do their best to reach the most needy group, but still we have limitations. To reach the diverse groups in the civil society, it is necessary to organize open learning session, in the similar concept of OPEN UNIVERSITY."

Recognition of these programs by the international organizations (UN and others) will provide added incentives. Needless to say that there needs to be a good monitoring and evaluation system.

SEEDS-India with its partners have taken new initiative on Global Open Learning Forum for Risk Education (GOLFRE), which is precisely trying to achieve the above-mentioned goals.

Incorporation of more partners will be necessary in this open forum."



Professor Rajib Shaw
Kyoto University, Japan
UNCRD E- Forum September 23, 2004

In the Kobe Pre-Event Md. Shofiqul Alam, Acting Project Coordinator of the Flood Proofing Project of CARE, Bangladesh has described the value of a 'participatory learning approach' that had identified a series of flood proofing measures appropriate for isolated flood-prone communities. Through this process poor people living in the high risk areas of Bangladesh had gained more access to social networks and information, and as a result their loss of assets and food stocks had significantly decreased. Alam 2004

Finally, it is important to recognise, and accept, that the costs of education and training in financial and human resource terms are exceedingly high. And these costs are continual over time, they do not constitute a single capital out-flow such as building a flood protection embankment. But the benefits in strengthening any society, reducing risks to lives, property and livelihoods through a comprehensive education and training programme are also exceedingly high, and far outweigh any costs. (See Target 5.3)

Protecting Critical Facilities, (especially school buildings) within Communities

A significant trend within the past decade has

been the focus on reducing risks to buildings and infrastructure that are regarded as being of special importance for a given community. This process mainly occurs at national levels of disaster planning where key resources such as critical infrastructure, buildings of multiple assembly, schools, medical facilities, communications facilities, airports etc. are protected to higher levels of safety than say domestic buildings with a single family occupation.

The rationale for this approach is based on the political awareness that while it is not economically possible to make all buildings and infrastructure safe, it is possible for even the poorest of societies to make their critical facilities safe.

Now the process is underway at community levels with particular focus on the protection of school buildings. Active programmes are in place in Nepal, India, the Caribbean, and Iran etc. School buildings are regarded as critical facilities for four vital reasons:

1. They are multiple occupation buildings;
2. They serve a number of community functions;
3. They can fulfil vital emergency functions following disasters
4. They house the future of any community with their lives ahead of them

The protection of school buildings is particularly important in relation to earthquake risk since unlike floods; volcanic eruptions and wind storms, there are no warnings of impending disaster available, (other than possible fore-shocks. Thus an orderly evacuation before a disaster is not possible and the best way to protect the occupants of schools from earthquake impact is through safe structural design as the school is built or through a strengthening programme (retrofitting)

(See Target 5.5)

Challenges for Education

There are two sets of challenges to note. Firstly, those concerning learning in all its varied forms, and for a wide range of learners.

1. How to make certain that the recommendations for safety measures and behaviour are technically accurate;
2. How to maintain public education in a state of vigilance in situations where there are long-return period disasters;
3. How to switch the emphasis from the rather passively named 'public awareness' to the much more active description, 'public learning'.
4. How to test the effectiveness of these

programmes, to determine what changes in behaviour have followed the education and what levels of family adaptation to the threat to enhance their resilience to disaster impact have taken place.

5. How to shift the focus of education from 'individual learning' to 'community learning and adaptation'.
6. How to develop policies and secure resources for the extensive range of audiences that require training and education.
7. How to make certain that the approaches to public learning are socially acceptable and culturally appropriate. Many of the present posters and leaflets appear to be taken from the excellent US Federal Emergency Management Agency (FEMA) templates with minimal local adaptation.

The second challenge concerns the safety of school buildings.

This challenge is how to expand school safety programmes to all communities, say within a specific time frame of perhaps no more than ten years. A further challenge will be to build into school building safety programmes an additional component to educate the children in ways to reduce disaster threats



ISSUE 6. Risk Reduction Measures

"The systematic development and application of policies, strategies and practices to minimise vulnerabilities, hazards and the unfolding of disaster impacts throughout a society, in the broad context of sustainable development"

UNDP 2004 *Reducing Disaster Risk*, p.135

During the past decade policy changes in National Level Disaster Planning in most countries that take disaster risk reduction seriously have belatedly recognised that 'all disasters are local in their impact' and therefore if disaster plans do not start from the ground level they simply do not work

effectively.

The diversity of risk reduction measures can be represented as a diagram of a circular chain (See Fig. 5) This diagram relates to earthquake risk reduction, but similar models could be developed for other hazards. Each link in the chain diagram represents a safety measure and the chain metaphor is used since if one link fails then all the other Structural and Non-Structural Measures are put at risk.

When turning to the community level it is possible to see both structural and Non-Structural measures being in place. These risk reduction measures are a mixture of Structural Measures, such as strengthening



Fig. 5 Circular Chain Model representing Structural and Non-Structural Earthquake protection Measures

unsafe village housing and school buildings and water harvesting in drought prone areas.

Then there have been a wide range of Non-Structural Measures, in such areas as community preparedness planning, early warning systems linked to community evacuation procedures and the education of children in a 'national curriculum' of protection measures as described above.

There is nothing new in the concept of adopting preventive measures to reduce risks and there are many proverbial sayings that express the value of such approaches, and indicate that risk reduction has become well embedded into popular culture.

"Prevention is better than cure"
Thomas Eddison

"A stitch in time saves nine".
Traditional saying

"Make hay while the sun shines"
Traditional saying

"Strike while the iron is hot".
Traditional saying

Agency programmes with a priority concern to focus on the community needs will also be documented in the WCDR, such as the innovative Red Cross focus on community level risk assessment. This has a balanced focus, using tools to assess vulnerabilities in

parallel with an assessment of latent capacities within communities that can address some of their own problems. I also expect the vital UNCRD emphasis over the past five years to promote actions at the community level will be described as a model programme for possible replication by national governments and international agencies.

Challenges for Risk Reduction

The implementation of risk Reduction Measures presents many challenges, since there are opportunities as well as severe constraints.

Experience would suggest that effective sustainable action to reduce Disaster Risks only takes place when:

-A systematic process of Risk Assessment has first been undertaken, with a careful check being made to make certain that the application of the new risk reduction measures will not inadvertently create new risks to the community,

-The problem to be addressed is recognised and well defined,

-There is a belief that something politically acceptable can be done,

-There is a technical and social solution



which policy makers regard as practical and feasible,

- There is a group of energetic and well informed policy advocates,
 - There is a local government involved with a commitment to risk reduction,
 - There is 'window of opportunity', such as the aftermath of a major disaster, to introduce change, such as new legislation,
 - The safety measures do not impose severe social and environmental costs on the affected community,
 - The affected community are fully involved in the entire process.
- (Davis 2002)

(See Targets 6.1-6.3)

SECTION 4. TARGETS FOR CBDM, UPTO 2015

These "Delhi Resolutions" (see Appendix 1.) are helpful and far reaching in their scope in seeking to outline a ten year plan of action for the development of CBDM . From the experiences of practitioners, and from the discussions held in the Kobe pre-event of January 2004 as well as the Delhi pre-event of September 2004 it is possible to gather together the collective experience and

insights and outline where we should be aiming to be by 2015, just ten years after the WCDR. These targets are set out below, and are substantially based on the scope and content of the Delhi Resolutions. However, additional targets have been added concerning "Community", "Risk-Reduction Measures" and the "Coordination of CBDM progress"

However, the difficulty with making projections of this nature relates to the "moving target", of where the world will be in ten years time. While it is possible to project the rates of population growth, urbanisation and possible disaster incidence it is not at all easy to anticipate new threats or positive developments that can arise and expand at totally unanticipated rates. Who, for example, attending the Yokohama conference in 1994 would have been able to grasp the impact of the growth of the Internet by 2004.



The answer is hardly anyone and it is not at all surprising that, aside from some passing references to the need to share information and knowledge there was no reference to the World Wide Web, with its potential global impact for communication and the exchange of knowledge in the "Yokohama Message" that emerged as the clarion call from the conference.

The targets set out below are linked with the discussion on the Key Issues in Section 3. Unlike the MDG's which have been broken down into a set of agreed Goals, Targets and Indicators, no attempt has been made at this stage to achieve that level of precision. That may well be called for in the WCDR, but it is almost certainly too early at this stage to be able to break the objectives down in such a precise manner, and it would require an expert meeting and further detailed consultation to move to these steps.

1. Partnerships

1.1 Stakeholder Commitment

Long-term commitment and partnership among different stakeholders, including all the strands of civil society, such as international organisations, government, research, educational and training bodies and corporate sectors can play a decisive role in promoting "best practice" within all the initiatives proposed below to advance CBDM. But it is essential to recognise the

central position of communities and people in partnership relationships as demonstrated in Figure 2. The future of CBDM lies in this recognition, and in the policies that will flow from this key commitment.

1.2 Support From Local Governments

Local government needs to become a true partner in development, to effectively respond to the demands of the community based organizations. CBDM seeks to empower people to take increasingly greater control over their own development and to enhance their capacities to mobilise and channel the resources required for their own development.

1.3 Support FOR CIVIL SOCIETY

Planning at all levels need to integrate CBDM, and effective mechanisms need to be established for support from governments to be provided to the civil society organisations noted in Target 1.1.

2. Governance

2.1 POLITICAL COMMITMENT

Good governance is regarded as the key to the sustainability of CBDM. Implementation of policy and legislation prioritisation within governance is the key to enhance political commitment and long-term sustainability in CBDM programming. The long-term bipartisan commitment of all political parties is essential to avoid policy reversals in



is essential to avoid policy reversals in successive governments.

2.2 Governmental Support

There is a need to encourage partnerships for enhancing CBDM through delivery of good governance through government support to all levels and sectors. This will be best achieved through:

- information exchange,
- policy discussion on governance,
- the convergence and full integration of diverse skills and knowledge.

2.3 Governmental Actions

The key actions required for Good Governance to promote CBDM include:

- ensuring that there is freedom of expression,
- the sharing of responsibilities,
- making collective decisions,
- ensuring that specific budgets are established and maintained for the elements of CBDM,
- standardisation of practice and benchmarking,
- developing disaster plans at national and local levels that are fully integrated,
- improving co-ordination and networking,

- decentralisation policies,
- building programme ownership,
- ensuring that decisions are transparent and actions are understood by affected communities.

2.4 Laws

Legislative Support is essential to ensure full compliance by avoiding arbitrary policy changes. Good laws can also play a vital role in informing and educating the public concerning safety matters.

2.5 Mainstreaming Risk Reduction Policies

To create sustainable risk reduction it is of utmost importance to incorporate CBDM into the development policies and plans of Governments, and to Mainstream CBDM into National and Local Disaster Planning, Strategies and Structures.



2.6 Information Sharing Through "Tool-Kits"

Vital information concerning the social, economic and physical aspects of disasters needs to be shared through access to public domain databases, or "Tool Kits" In addition data on CBDM, in the form of case studies of risk reduction can be a further key element in the development of databases. These "tool-kits" can reach out to a larger network of stakeholders.

2.7 Responding To Globalisation

Governments have eagerly adopted de-regulation policies in order to stimulate economic investment in a globalised world economy. While this may stimulate investment and trade, it has had a negative impact through the neglect of vital planning and building controls to maintain safety in hazard-prone areas. Thus, all governments in hazard prone areas need to insist on relevant, effective and well enforced land-use planning controls and building regulations.

3. Community

3.1 Mobilising Communities

The sustainability and development of CBDM requires the application of skills, experiences and coping-mechanisms of people at the community level. Assisting groups can mobilise communities by strengthening these vital capacities through constructive partnerships rather than by

duplicating any task that local citizens can undertake.

3.2 Building Resilient Communities

Communities need to become more resilient, so that they can absorb the shocks caused by disasters, and so that they can "bounce back" following such traumatic events. Assisting groups can strengthen local coping mechanisms to build resilient communities.

3.3 Empowering Women In Communities

Recognising the key role of women within communities, and within the overall development process, it is essential to recognise that in many disaster-prone societies they are:

- more vulnerable than men, and thus need protection (for example in the rural areas of certain earthquake prone countries women and small children spend far more time than men within their dwellings, often vulnerable non-engineered structures)
- more likely than men to participate in communal actions to reduce risks and enhance development. (UNDP, 2004 p 16)

Therefore specific protective actions and specific programmes need to be oriented towards the needs as well as the opportunities of women.



3.4 Responding To Urbanisation

Commitment is needed to develop patterns of CBDM within the exploding marginal settlements in rapidly urbanising towns and cities where there may be an absence of community structures and leadership.

3.5 Responding To Climate Change

Global climate change is already having a negative impact on vulnerable communities. These include the loss of traditional livelihoods due to changes in agricultural practices resulting from climate change, as well as the loss of human settlements and livelihood opportunities for communities living in low-lying coastal regions due to sea level rise. Therefore, priority attention is urgently needed throughout the following decade that may include actions in support of vulnerable communities:

- relocation options,
- retraining for new occupations,
- investment to protect lives and livelihoods

4. Private Sector

4.1 Partnerships

Creative partnerships that will strengthen civil society by improving safety are needed between the private sector, government, NGO's and local communities.

4.2 Investment Needs

There is a need to strengthen funding systems by educating the donors and other stakeholders on CBDM and encouraging establishment of transparency and accountable mechanisms at all levels. CBDM needs the active encouragement from policies and legislation to gain the essential support from the corporate sector, including investment as well as involvement of corporate citizens in actual projects.

4.3 International Discourse

International efforts need to be strengthened to recognise and encourage CBDM through international and national gatherings of practitioners to share experiences and gain practical skills and knowledge.

5. Education

5.1 Foundation Blocks

Education and training at all levels, public awareness, including knowledge gained through community experiences, are the foundation blocks of any sustainable risk reduction strategy relevant to communities. All policies to reduce risk depend on the initiation and active support of educated officials working with well-trained and well-informed individuals.

5.2 The Role Of Research Education

Research, analysis, education and training

play a crucial role in mainstreaming CBDM, and bridging the gap between learning and practice.

5.3 Monitoring The Effectiveness Of Training

While there is a proliferation of training courses at all levels, there is a minimal understanding of the overall effectiveness of training on staff performance. It is necessary to monitor the short and long-term effectiveness of training by tracking career paths

5.4 Educating Children

Disaster management education is essential for all ages in all schools in hazard-prone areas. This requires the support of the technical community to ensure that accurate messages are being taught. It also implies that teachers are educated in hazard protection issues before they can effectively teach their children.

5.5 Safe Schools

Safety education in all schools in hazard prone areas also requires that the schools where the education takes place are made safe against hazard threats.

5.6 Distance Learning

Open and distance learning can help bring CBDM into the mainstream of society. Appropriate matching of multi-media materials and communities in various settings is key to addressing education for CBDM.

5.7 Access To Internet

Wider access to Internet technology at the community level for distance learning is required through support from governments and the private sector by:

- making education at local levels in developing computer skills available,
- investment to provide the necessary computer hardware and software,
- providing subsidies to cover Internet telephone costs to ensure that this vital resource is available where it is most needed.

5.8 Local Knowledge

Relevant indigenous knowledge of ways to reduce risks through social, economic or technological measures need to be tested and integrated into training and education.

6. Risk Reducation Measures

6.1 Knowledge And Application

Knowledge of effective structural and non-structural risk reduction measures needs to be:

- developed through applied research that can be conducted with community support by local universities and colleges,
- tested to determine its effectiveness before application,
- well documented in accessible publications, videos and visual aids,



- widely disseminated and exchanged between vulnerable communities and the assisting bodies that are providing them with support,
- taught to local personnel, such as local builders, farmers, medical staff etc.

6.2 Low-Cost Safety Measures

The development and dissemination of "low-cost" (or in certain contexts "no financial cost") risk reduction measures needs to be developed and widely disseminated. This could be a particularly useful project for UNCRD or UNISDR to initiate.

(For example, in any flood prone residential area flood levels linked to the dates of the flood event can be easily marked, at minimal cost on telegraph poles or lamp-posts as useful vertical flood hazard maps to inform local residents of their vulnerability.)

6.3 Success Or Failure?

Knowledge is needed concerning why some risk reduction projects succeed (*and what are the indicators of such success*) and conversely: why some fail (*and what are the indicators of such failure.*)

7. Coordination Of CBDM Progress

7.1 The Role Of UNCRD

Given its wide experience in the field and long-standing commitment to CBDM, UNCRD is recognised as the most appropriate International Body to act as a

knowledge bank, and fulfil a monitoring and coordination role to review progress in achieving these targets by 2015.

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SECTION III.
On-Line Forum 2004



Voice Book: On-Line Forum 2004



Collecting Voices from the World

The On-Line Forum⁴² was designed and implemented to expand on the discussions of CBDM explored at the International Conference in August for wider collection of voices **beyond** those of and from the Asian region. Through the On-Line Forum, these "voices" from beyond Asia were collected and formed into a "Voice Book", as part of the publication as contribution to the UN WCDR.

In short, this On-Line Forum, was designed to collect people's voices from around the world on some of the most important and complex issues in CBDM. It is thought that the UN WCDR is an opportune setting to present some of the ingenious ideas that have been collected and selected. In doing so, the Internet seemed to be the strongest medium to implement this because:

-Many of stakeholders in disaster management with great ideas reside in remote places that hinders them from attending large conferences,

-Internet is one of the major means for communication for many stakeholders in disaster management.

-Many stakeholders in disaster management may not have the resources to attend large conferences.

-Many stakeholders in disaster management may not have the time to attend lengthy conferences and meetings.

-Many stakeholders in disaster management are students, women, youth, and others who may not have the opportunity to participate in highly official events.



⁴² Supported by UN ISDR (United Nations International Strategy for Disaster Reduction), UNEP (United Nations Environment Programme), SEEDS (Sustainable Environment and Ecological Development Society)

Along with the On-Line Forum, case studies were collected relating to the topics that were discussed at the forum from around the globe. The aim of the case study collection was to reference some of the best practices in CBDM that could be used as reference material for all CBDM constituents and to disseminate it at the UN WCDR. Also, it is expected that case study material could act as new sources of inspiration to disaster management personnel and act as concrete examples of CBDM. Since CBDM has yet to be mainstreamed in the larger context of disaster management, collections of concrete examples of CBDM would be helpful sources of information to disaster constituents.

On-Line Discussion

Approximately 130 people participated in the On-Line Forum from more than 30 countries covering all the continents. As the very intent of this Forum was to collect voices around the world on CBDM, the discussion truly reflected how global and important CBDM was at the global level and how relevant it was to the lives of all countries. Each topic of the Forum was moderated by three different partnering organisations of UNEP, WHO, and UNCRD. More specifically, from UNCRD, Eiko Narita and Bishnu Pandey moderated Topic 1: CBDM and Governance. From UNEP, Hari Srinivas moderated Topic 2: CBDM and Civil Society/Corporate



Sector. From WHO, Jostacio Lapitan moderated Topic 3: CBDM and Education. All the moderators shared their thoughts and organised each of the topic, bringing their own perspectives and experiences to the dialogue. Each topic was discussed on-line for approximately one week, where the moderators opened and closed the discussion. Below are some of the details of the discussion pertaining to the three topics of CBDM that were raised and discussed.

Discussion Summary TOPIC 1: CBDM and Governance⁴³

In discussing the issues of governance, all the participants were well aware of the importance and the need for well founded governance in implementing CBDM. What is very interesting and important here is that "governance" and government intervention play a major role in what is inadvertently

⁴³Excerpt from On-Line Forum 21 September, 2004 conclusion for TOPIC 1. Narita, Eiko (UNCRD).



considered "community-based" disaster management. In other words, CBDM, as a movement, is not an exclusive community activity. For CBDM to be successful and more importantly sustainable, government at all levels must be involved. Throughout the discussion, all contributions seemed to reflect this opinion considering the above statement as a given.

What became the issues, however, were the ways in which the government became involved. The "how to" of government intervention was discussed at great length and depth. And from the start, it became very clear that there is no panacea in solving the complexities and difficulties of achieving perfect governance in the face of difficult problem pertaining to CBDM. Nonetheless, some powerful concepts and ideas echoed throughout the session.

First, it became very clear that good governance in CBDM requires CAPABLE



government officials from the national to the most local level. Many posited that it was extremely important for the government officials involved in CBDM to know and understand what was at stake. Hence, one of the first steps is to train government officials through capacity-building measures. Of course, capacity-building is not only applicable to the government but also to community members as well. In some cases, communities have already devised traditional disaster coping mechanisms. In this case, then, it would be important that their measures are considered and merged with the system of CBDM that is being promoted

from the "outside" . On the other hand, this may not always be true. In places where community bonds are weak or have yet to mature, awareness training and community-building efforts may be necessary at the beginning.

Second, issues of DECENTRALISATION were raised. Many voiced the view that government needs to operate with transparency and to be decentralized enough to allow for distribution of government authority. Especially for CBDM, it is important that the local government has the legal and substantial role in implementing CBDM. In association with the decentralized government system, people need to be empowered so that they are able to actively participate in CBDM activities, which call for a working democratic system. Since CBDM puts much emphasis on the citizen participation, a democratic environment is essential and needs to be not only legally accepted but practiced.

Third, issues of LEGISLATION were raised ranging from the need to legally frame CBDM at the government policy level to the need to allocate substantial funding specifically for CBDM. Without financial allocation, it would be difficult for CBDM to last, even if it were officially accepted by the government as part of its policy. Policy needs

to be backed by financial commitment in order for governments to have a claw in realizing CBDM. More importantly, in making the financial commitment, it should relate and correspond to the larger development scheme for the village/city/region/country as a whole.

Discussion Summary TOPIC 2: CBDM and Civil Society/ Corporate Sector⁴⁴

This topic has been an especially difficult one, but all the more important to explore in CBDM, precisely because of the lack of exploration until now. But if there were any aspect of partnership in CBDM that ought to be further proposed and considered, the involvement of civil society/corporate sector is an issue of top priority. This topic also became a very interesting one because it expanded the definition of disaster management to include those of human-induced disasters such as those resulting



⁴⁴Excerpt from On-Line Forum, 28 September, 2004 conclusion for TOPIC 2. Srinivas, Hari (UNEP)



the corporate sector is directly related.

First, there are 2 ways of viewing the involvement of the corporate sector: INTERNAL and EXTERNAL. The latter(EXTERNAL) is much more apparent in society today as we hear corporations around the world contributing to the aftermath of disasters through grant-giving, sponsoring, and in-kind donation. The former(INTERNAL) involvement is still relatively unknown (though existent) and untapped. And this area of exploration seems to be what could be considered a more enlightened area of intervention for CBDM. It is also an area that also requires partnership to be fully undertaken by all constituents.

Second, while there are many attributes of corporate partnership in promoting CBDM, it seems that there is first a need to understand the nature of the corporate sector. Understanding the corporate sector

also means building trust. As with any partnership, an element of trust is required which ought to be built through mutual understanding of the underlying intentions of both parties. This suggests the need for extensive communication to take place so that partnership can flourish further.

Third, in this process of building partnership with the corporate sector, it can be suggested that civil society organizations such as NGOs can act as the core mediators between government, communities, and the corporate sector. Between the 3 parties, civil society organizations play a major role in facilitating such partnership since they are the ones that work at the grass-roots level to voice out speak for the community and at the same time often have the expertise and capacity to discuss and negotiate with governments and the corporate sector. In this sense, civil society organizations are like a "glue" that could bind the varying constituencies together.



**Discussion Summary TOPIC 3:
CBDM and Education⁴⁵**

The discussion on education became one of the issues that expanded in many ways, which is an indication that education plays a vital role in any of these activities. As many people responded to this session, it became clear that education has implications at all levels and comes in all forms, which is even more a reason why education is such an important element in CBDM.

First, **CULTURE** of education is important in the sense that it is something that can be established (man-made) and has a long-term effect on how we live. In fact, CBDM should become a "way of life" for all. The way to create such a culture is by educating people and having such knowledge to be passed down from generation to generation. It is this culture of CBDM that will have a long-lasting effect on the communities and on how they can live with disaster risk.

Second, in addition to building such a culture, there is a need for much more **INVESTMENT** in this area. By investment, it does not only mean to allocate funds for official school curriculum but also other non-formal educational activities that will reach out to the more marginalized communities, as their needs for such knowledge and awareness are critical. Having evolved a more complex society in this modern age, it is no



longer sensible, much less fair, for the marginalized communities to be left behind in the expectation that they will somehow "manage" with their traditional coping mechanisms. Hence, creative and innovative means towards achieving CBDM education should be strategized by the government and other disaster constituents.

Third, above all, there is a need to **DISSEMINATE** knowledge of CBDM, which has the tendency to be stored in drawers and on shelves of think tanks, universities, and other organizations. The only time information is truly meaningful is when it is actually applied and used by the people. Out of data collection and analysis, comes a need for practical application and sharing. Consequently, there is a need to consider and strategize ways to get the information out to communities through various means, such as through the Internet or via traditional plays/theatre.

⁴⁵ Excerpt from On-Line Forum 4 October, 2004 conclusion for TOPIC 3. Lapitan, Jostacio (WHO/WKC)

VOICE BOOK

CBDM

Governance • Civil Society / Corporate Sector • Education

QUOTE:

CBDM can be successful in developing nations by integrating it with other environment and development programs. As all of us are aware that it took about 30 years in understanding the term 'sustainable development', it may take another 20 years in understanding this important concept [CBDM] in the most vulnerable countries, where millions of people get affected by any small natural or man-made disaster.

-Vinod K Sharma, PEER Nepal

COMMENTS/SUGGESTION:

Departments including Law enforcing agencies, Health and Education, planning and policy, work and services departments and political leadership must be exposed to the importance of Community Based Disaster Management. It would always be challenged in terms of sustainability, if the attitude of Govt. and Govt. departments is not proactive for such program. With our working experience, we suggest intervention at following level for the next few years:

- Cluster level(villages/ Mahalla level) intervention for general public.
- Institutional level intervention for all Govt. and NGOs.
- Policy /political level intervention.

There must be a commitment to implementation of particular measures of risk reduction measures incorporated within the ongoing practices of national economic planning and development.

-Syed Harir Shah, FOCUS (Pakistan)

Local government needs to become a true partner in development, to effectively respond to the demands of the community based organizations. CBDM seeks to empower people to take increasingly greater control over their own development and to enhance their capacities to mobilise and channel the resources required for their own development.

-Teruhiko Yoshimura, UNCRD (Japan)

CASE STUDY REFERENCE:

National Solidarity Programme and Urban Upgrading-Afghanistan

The goal of this approach is to ensure that communities are able and inclined to institute a broad based inclusive decision-making system (which includes women as well as members from marginalized sections of the villages) based on elected development councils and community meetings. Through this process the communities will acquire or strengthen the skills and attitudes necessary to enhance their capacity to define, manage and govern their development with regard to both locally mobilized and externally provided resources. *-Najib Amiri, UN-Habitat (Afghanistan)*



VOICE BOOK

CBDM

Governance • Civil Society / Corporate Sector • Education

QUOTE:

Universally, "community" is a heterogeneous entity differentiated along diverse criteria like caste, class, gender, age, levels of poverty, levels of vulnerability, access to education, access to information, access to power and authority, credit worthiness, choice of options in decision making, etc. Participation in so called "representative" forums is also influenced by the above factors or its variants, often making the community participation weak, ineffective and "tokenist". -Vinod Menon, UNICEF (India)

COMMENTS/SUGGESTION:

Involvement of which type of community or communities should make CBDM effective and at what level? We often tend to take it for granted the existence and operational capability of the type of community we expect to be appropriate for CBDM effort. There must be more clarity as to what type and status of community should be promoted for effective CBDM.

-B. Misra, Professor Emeritus & Consultant, School of Planning & Architecture (India)

Definition of community is different in various countries. Livestock husbandry, the main economic base is dependent on the weather conditions in Mongolia. Therefore it is crucial today to take measures to prevent and protect the livestock husbandry from any risks. Due to recent privatisation, livestock was also privatised. Mongolian vast territory, lack of infrastructure, and isolated settlements from the urban areas require herders to co-operate in the market economy.

-Bolormaa Borhkuu, Ministry of Nature and Environment (Mongolia)

All the communities, even in the same country are not the same; several parameters influence the role of the community. Many communities in Africa, they are concerned about daily disasters as health, food, water, education and others, when you talk to these communities about disasters that probably will occur in the next few years, their response will be, "we need to survive today". Thus, I believe that poverty reduction is the priority to develop in several countries in the world.

-Benouar Djillali, Director, Built Environment Res. Lab.(I.BE)/University of Bab Ezzouar (Algeria)

CASE STUDY REFERENCE:

Pakistan Poverty Alleviation Fund and Aga Khan Development Net work In Pakistan are now partners with Focus Humanitarian Assistance for structural and non-structural mitigation program. Police and Health Department have already established partnership with Focus for effective response mechanisms in case of any disaster.

- Syed Harir Shah FOCUS (Pakistan)



VOICE BOOK

CBDM

Governance • Civil Society / Corporate Sector • Education

QUOTE:

Local government needs to become a true partner in development, to effectively respond to the demands of the community based organisations. CBDM seeks to empower people to take increasingly greater control over their own development and to enhance their capacities to mobilise and channel the resources required for their own development. Only when sufficiently empowered, can people/community be productive members of society. -Teruhiko Yoshimura, UNCRD (Japan)

COMMENTS/SUGGESTION:

It is very interesting to notice that we are coming from so different countries and we almost have the same ideas on this very important subject CBDM. We can say that it's a worldwide stake to reach a worldwide sustainable development integrating the disaster management and the community implication. The promising roles of governance in enhancing partnership in CBDM will be linked to both the responsibility of the governments and the empowerment of their populations.

-Myriam Lubino-Bissante, MIRAI (Guadeloupe)

Development of a "Safety Culture" through education is a long-term process that requires commitment and coordination of various groups of the society, such as children, parents, teachers, policy-makers and disaster experts. There is also a need for the partnership of the different organisations involved in disaster education combined with placing "good governance" at the heart of "disaster management" and "public awareness".

-Yasamin O. Izadkhah ,Ph.d Student, Cranfield University (United Kingdom)

CASE STUDY REFERENCE:

Case of Guadeloupe -disaster prevention programme through governance. Guadeloupe, as an overseas department of France, is represented by the Prefecture (central government); during the last 5 years several great actions on disaster prevention were conducted by the Prefecture under the direction of the mayors of Guadeloupe who represent local authorities. So through the Prefecture mayors are informed on what are their responsibilities in disaster management, and furthermore they have been informed that they can work with some experts or other specific associations and they can obtain some national funds to make prevention actions. One of such associations is the Junior Chamber International (JCI) and particularly it's local representative called Jeune Chambre de Pointe-a-Pitre. This kind of action is very important because the population can see that people and associations within the community can have an important role and conduct activities in disaster management.

-Myriam Lubino-Bissante, MIRAI (Guadeloupe)



VOICE BOOK

CBDM

Governance • Civil Society / Corporate Sector • Education

QUOTE:

There should be a paradigm shift where CBDM focuses on "integral part in governance". Therefore, this also requires a legal framework as well as requiring working districts to include this at all levels. CBDM in governance should likewise be multi-national and shall form part in the overall development programming"
-Emmeline Managbanag, Philippines National Red Cross (Philippines)

COMMENTS/SUGGESTION:

But, the CBDM effort, if to be turned into a movement in next ten years, cannot wait till a democratic set up is obtained at community level in all countries. Even in Japan, I observed, free expression of views and opinions in a community is restricted. Further, the operation of legally supported local communities which are supposed to be democratic by law, are found to be undemocratic in their functioning. Democratic operation is not necessarily a product of national political system or law, we should understand that it is more a product of culture.

-B. Misra Professor Emeritus & Consultant,
School of Planning & Architecture (India)

Local government needs to become a true partner in development, to effectively respond to the demands of the community based organizations. CBDM seeks to empower people to take increasingly greater control over their own development and to enhance their capacities to mobilise and channel the resources required for their own development

-Najib Amiri, M&E Coordinator, UN-Habitat
(Afghanistan)

CASE STUDY REFERNCE:

Community Emergency Response Team (CERT)-Pakistan.

105 community institutions called "Community Emergency Response Team" (CERTs) have been established with trained volunteers and stockpiles for emergencies to run these institutions on self-sustaining basis. NGOs and government institutions have been made partners in such approach for community based Disaster Management program.

With this practical experience, the perception of the government, policy and decision makers, NGOs and general public are limited only to response and relief activities. Nonetheless, with the awareness training program at the community level, it has changed the perception and the paradigm of disaster management from disaster response to mitigation.

- Syed Harir Shah, FOCUS (Pakistan)



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Governance • Civil Society / Corporate Sector • Education

QUOTE:

In my thinking, communities should participate to disaster risk reduction but, it is important to mention that governments at all levels are ultimately responsible to protect the people and should be held accountable. There is no way that responsibilities are transferred to communities. The role of communities should be well defined so that responsibilities and roles are well known to each other.

-Benouar Djillali, Director, Built Environment Res. Lab.(LBE)/University of Bab Ezzouar (Algeria)

COMMENTS/SUGGESTION:

Disaster management is the responsibility of the government at all levels. Involving people in CBDM processes will facilitate government in carrying out this responsibility. Different countries give different levels of importance for disaster mitigation and CBDM.

At the national level, there should be appropriate policies in place that can give rise to enacting laws, rules and regulations for disaster risk reduction by all players. The national government should also allocate necessary budget for the actions to be taken; they should also mobilise resources through international and bilateral donors for such activities.

The government at the local level should be a lead stakeholder or co-ordinator for CBDM. People understand the importance and effectiveness of CBDM, as they realise the benefits immediately. However, constant support is needed from the government to the community for sustaining the actions of CBDM. Transparency in all actions is another important factor.

-Dr. R. Kuberan, (Formerly) International Facilitator, Natural Disaster Mitigation Partnership (Viet Nam)

CBDM and governance- partnership of all stakeholders from local, national, and international level should always be given utmost importance for CBDM to succeed. International- for technical and financial resources. National- for policy and legislative levels. And local- for actual field implementation.

-Rolando Liban, CDRC (Philippines)

CASE STUDY REFERENCE:

FOCUS Humanitarian Assistance -Pakistan

Response mechanism designed at community level has been practised in real situation and also many times through drills and simulations. FOCUS' programme on disaster management is now in the process of influencing community institutions, NGOs, CBOs and Govt. departments for adopting community based disaster and risk management as integrated part of their development programmes. Community disaster resiliency is not a one or 3-year struggle, but it may take couple of years to be accepted by the community, Govt and other NGOs in the country. - Syed Harir Shah, FOCUS (Pakistan)



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QUOTE:

So, according to me, the most important current challenges for governance in CBDM is first to educate our population and give them the best and simple scientific explanations on natural and technological hazards. As soon as they'll understand the hazard anticipated in disaster management.

-Myriam Lubino-Bissante, MIRAI (Guadeloupe)

COMMENTS/SUGGESTION:

Involvement of communities will bring transparency and accountability. Communities have not only the right to information but also, the right to participation--communities and local self governments should have more authority and more responsibilities.

- V. THIRUPPUGAZH, GSDMA (India)

Empowerment of the communities is only possible through capacity building, mobilization, education, training and channelling their own resources before, during, and post disaster situation. Many disasters can be prevented or mitigated if, timely and appropriate pre-disaster awareness and skills enhancement training program is designed and imparted for all actors with a two-track approach: Mitigation approach and Response approach.

- Syed Harir Shah, FOCUS (Pakistan)

CASE STUDY REFERENCE:

CERT - Pakistan

Establishment of Emergency Units in each departments, specially in the curtail departments and through them promote of risk reduction and disaster management cycle. NGOs and community organisation i.e. Community Emergency Response Team (CERT) are the best form of community institutions for capacity building. If there is acceptance and understanding of CBDM, their mental capacity can be enhanced through similar training as being done at community level for an effective partnership.

- Syed Harir Shah, FOCUS (Pakistan)



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QUOTE:

As in many countries, in Vietnam NGOs are playing commendable role in bringing awareness and are training people in disaster preparedness. However, such activities are done in piece meal, in several isolated locations. There is a need to introduce a systematic method to impart disaster education to various levels in schools. By introducing the subject to school children, awareness messages can also be sent to their parents. There is a need to train the next generation.

-Dr. R. Kuberan, (Formerly) International Facilitator, Natural Disaster Mitigation Partnership, (Viet Nam)

COMMENTS/SUGGESTION:

I feel that the best way to anticipate and plan for the best future is when a vulnerable country decides to act in disaster management with the participation of all the population. For natural and technological disasters the law is very clear and is based on the responsibility of the local authority represented by the mayors. In this case, the mayor must protect and inform the population so he can work with private agencies. They need to spearhead activities such as defining the types of disasters, improving access to accurate information, training also the population and improving disaster consciousness.

-Myriam Lubino-Bissante, MIRAI
(Guadeloupe)

CASE STUDY REFERENCE:

Sustainable Management of Common Natural Resources in Mongolia.

Project funded by the Canadian International Research Centre organised neighbourhood level movement in Arkhangai, Tov, and Bayan-Olgii aimags. Under this movement herders and communities made a contract with the soum governor, bag governor and conducting activities to protect pastureland area, other natural resources and to maintain sustainable use. Several herders groups are still working under this project. One of the main goals of herder community is to fight against drought and severe snowfall, and prevent from possible natural disasters, through such neighbourhood movement supported by the local government.

-Bolormaa Borhkuu, Ministry of Nature and Environment (Mongolia)



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QUOTE:

As part of civil society we are involved in a national campaign with the following message: "Know Risk = No Risk" The more the local communities know about potential risks, the better their chances are to avoid large-scale losses and damages. Virtually no risk!

-Absan Uddin Ahmed, Director BUP Centre for Water and Environment (Bangladesh)

COMMENTS/SUGGESTION:

I consider that daily disasters are consequences of the non-anticipation and the lack of taking into account of the previous great natural disasters that have occurred in some countries like Africa. And if we've had educate the population on how to sustain farming, what is the importance of the trees, how to get and preserve water in order to anticipate drought, it could have been a big step in governance for a lot of countries and particularly for the poorest countries. I often say that "anticipation is the best way to govern".

-Myriam Lubino-Bissante, MIRAI
(Guadeloupe)

CASE STUDY REFERENCE:

PPERS in Nepal

The Pre positioned Emergency Rescue Store (PPERS) effort positioned in the ward was used as an opportunity to provide training to community volunteers on emergency response. Now, the PPERS provide the physical input (equipment) to the community and community ensures its proper utilisation.

- Ramesh Guragain, National Society for Earthquake Technology-Nepal (Nepal)



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QUOTE:

There is no doubt the civil society can play a very important role in promoting CBDM and contribute in disaster management as a whole. We all should advocate promotion of the role of civil society and corporate sector in disaster risk reduction in coming decade. NGOs have done a remarkable job in disaster preparedness and mitigation during IDNDR and beyond.

-Prof.Vinod K.Sharma, PEER (Nepal)

COMMENTS/SUGGESTION:

I think our basic challenge is how we sustain the efforts of civil society in the CBDM sector. Being dependent on the funding sources from outside, it is always a challenge for the civil society to continue the efforts, even if they have lots of ideas and strong motivation. This urges the civil society to possibly look for innovative ways to link the CBDM in the development and environment activities. So, the first point is for innovative IDEAS and ACTIONS to link CBDM to development.

- Rajib Shaw, Professor Kyoto University (Japan)

Due to lacks of social equality, marginalised people have trust neither with the government/civil society nor the corporate sector. In my opinion we should consider 'social equality' factor first, before integrating Corporate Sector activities in sustainable CBDM .

-Komal Aryal, Disaster and Development Centre Northumbria University (United Kingdom)

We, as civil society, have very limited financial means to continue to provide support prior to and during future floods. The future sustainability of such a beneficial community action therefore remains questionable. How to ensure that such a community effort will continue, especially when the civil society has limited resources to engage themselves in organising local people? The question can partially be answered if we can imagine the involvement of a 'responsible corporate sector' in preparing and marketing the product, of course with an intention to keep profit margin at its lowest.

-Ahsan Uddin Ahmed, Director BUP Centre for Water and Environment (Bangladesh)

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QUOTE:

"Education provides a long-term sustainable resource that can help people adapt to changing circumstances and new hazard threats of which we may be totally unaware of at the present time. Someone once wisely said "education is what is left when all the facts have been forgotten." -

- IAN DAVIS, Cranfield University (UK)

COMMENTS/SUGGESTION:

Disaster reduction is not just retrofitting or distribution of medicines by Red Cross. The "Community" has to bear the long term and recurring burden of devastating disasters and only they should find the long term solutions. Education, awareness and communication is

-Durgadas Mukhopadhyay, Sparta Institute of Social Studies (India)

Higher level education should train professionals who would directly contribute to disaster reduction activities. Training of the trainers in terms of refresher courses and exposure to ground realities is an essential requirement. Special thrust is needed to produce women trainers for better dissemination of knowledge and help build leadership qualities and voluntarism among women.

-B. Misra, Professor Emeritus & Consultant, School of Planning & Architecture (India)

CASE STUDY REFERENCE:

National Solidarity Programme and Urban Upgrading-Afghanistan

The goal of this approach is to ensure that communities are able and inclined to institute a broad based inclusive decision-making system (which includes women as well as members from marginalized sections of the villages) based on elected development councils and community meetings. Through this process the communities will acquire or strengthen the skills and attitudes necessary to enhance their capacity to define, manage and govern their development with regard to both locally mobilized and externally provided resources. -Najib Amiri, UN-Habitat (Afghanistan)



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QUOTE:

"Educating people on the risks they face is an important component of CBDM. Creating awareness of the value of what communities can do to prevent hazards to become disasters is a huge task for CBDM educates. The whole process of CBDM - from risk assessment, risk reduction measures identification and prioritization to risk reduction planning is an education process."

- ZEN DELICA, CDP (Philippines)

COMMENTS/SUGGESTION:

It is also important that elder members of disaster vulnerable communities, especially where high rates of illiteracy is prevalent, should be made aware of their respective roles in CBDM. CBDM practices also need to be integrated with "Development Agenda" of the respective government as well as "activities of the smallest tier of local government there in". Continued education and training in tandem can facilitate implementation of CBDM (we certainly have exciting results!). Community-based manuals to reduce risks from a typical disastrous event can be developed, based on local-specific vulnerability assessment, and used as training material. For the illiterates, use of sketches instead of pages of information can be of great help.

-Ahsan Uddin Ahmed, Director, BUP Centre for Water and Environment (Bangladesh)

CASE STUDY REFERENCE:

Kathmandu Valley Earthquake Risk Management Project (KVERMP) - Nepal
During 1997-2001, NSET implemented in association with GeoHazards International (GHI), the Kathmandu Valley Earthquake Risk Management Project (KVERMP) as one of the national programmes under the Asian Urban Disaster Mitigation Program (AUDMP) of ADPC with core funding from the US OFDA. By 2001, we feel that we could influence, directly or indirectly, about 10,000 people, of which about 1,000 people were the real "converts". If I extrapolate this figure to the all ten countries of AUDMP, then the outreach would be something around $10 \times 10,000 = 100,000$ people. So, it happens that with all the efforts of the 10-year program of AUDMP, we could influence only about 100,000 people. This is a good number for many, as no university could influence such a large number of people in such a short span of time. CBDM approach adopted by the country programs helped achieve such wide outreach of AUDMP. -AMOD MANI DIXIT, General Secretary, NSET-Nepal (Nepal)



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QUOTE:

Children can act as a key factor in the promotion of safety culture, leading to disaster prevention and risk reduction.

-Yasamin O. Izadkhab ,Ph.d Student, Cranfield University (United Kingdom)

COMMENTS/SUGGESTION:

I think that first of all we must correctly educate all the adults with dependents and care takers of aged and handicapped such as: nursery employees and their directors, teachers, school directors, old and handicapped people homes directors, and all the concerned politicians. In Guadeloupe I've noticed that most of these kind of people (who have a great responsibility in our society!) really don't know what is an earthquake, why we are in a such vulnerable zone. They don't know that our volcano (La Soufriere) is one of the most dangerous ones in the world, and they also don't understand that hurricanes or simple storms and floods can destroy our wonderful island.

-Myriam Lubino-Bissante, MIRAI (Guadeloupe)

Education has to be imparted at all levels. A clear distinction between awareness building and education on disaster management has to be put in place.

-B. Misra, Professor Emeritus & Consultant, School of Planning & Architecture (India)

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QUOTE:

If we really want to educate these poorest populations we must before learn from them and from their history. Then we could adapt our mode of education in order to transform their way of life in a safety and disaster awareness life.

-Myriam Lubino-Bissante, MIRAI (Guadeloupe)

COMMENTS/SUGGESTION:

We tend to take education in a very narrow sense of teaching students and youth and that also through formal methods of books, and internet and dry lectures. 90% of the disasters take place in developing countries! 80% of the people in these countries live in rural areas. Modern media and education tools have very little impact on their behaviour and action. There is a need to harness and use personalised folk knowledge and traditional media like folk songs, rural street plays, puppetry for disseminating knowledge and action plan for the community by education through informal means. For example, we must utilise the traditional knowledge in the choice of plants for mitigating hunger by African women and the making of cyclone shelters by Bangladeshi women and integrate them with modern knowledge to spread it through folk media for long term disaster reduction.

-Durgadas Mukhopadhyay, Sparta Institute of Social Studies (India)

CBDM emphasizes on non-formal education programs. One has to understand that, contrary to earlier beliefs, the non-formal educational or awareness raising programs as CBDM should be given at all levels and not only to the "poor" villagers living in a community. Such educational programs should be conducted for the local leaders, local elected bodies, and local "change agents". Additionally, people at "higher levels", for example at the level of decision-making or university professors also need to be educated on the need and importance of CBDM. Many times we find that CBDM faces greatest problems from this level - simply because the academia does not accept it or there is no policy for facilitating and supporting the CBDM process.

-AMOD MANI DIXIT, General Secretary, NSET-Nepal (Nepal)

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QUOTE:

Among all different ways of education, so far, CBDM has been more popular in the training programs, and there are several on-going training programs/ packages for the professionals. Also, CBDM is used for awareness raising, public campaign, and other ways of non-formal education. However, we still see that CBDM is not practiced in many parts of the world. This needs incorporation of CBDM in education policies.-- Rajib Shaw, Kyoto University (Japan)

COMMENTS/SUGGESTION:

There are those who are learning the lessons, and those who are not! It is the responsibility of universities and research centres to go out and share their findings with those in the field who can use them. Similarly, it is the responsibility of NGOs and field level organisations to seek out such lessons and use them in their work as well as transfer them to the communities they work in.

-Anshu Sharma, SEEDS (India)

CASE STUDY REFERENCE:

Citizens' Disaster Response Centre CDRC also extends its education efforts in schools. We actively enjoin school officials to allow us to explain to the students the nature of disasters and how they can prepare and help mitigate disaster occurrence through some environmental-friendly ways. We do this especially during the celebration of Disaster Preparedness Week in the country every month of July. CDRC also initiates fire evacuation drills with school children. CDRC's yearly poster-making contest for children on disaster preparedness is also a venue for CDRC to amplify disaster preparedness consciousness in schools and communities. At the college level, more and more universities are getting interested in encouraging their students to participate in CDRC's four-day Training-Integration Programme especially during their semester break. These students in turn become more aware in the country's disaster realities and later on also become active supporters and volunteers of CDRC. -ZEN DELICA, CDP (Philippines)



VOICE BOOK

CBDM

Governance • Civil Society / Corporate Sector • Education

QUOTE:

Education should not only be at schools. It must be at multi-stakeholder level, where adults, illiterates, students, government officials at top to bottom and NGOs officials and specially policy makers are involved in disaster and risk reduction education.

-Syed Harir Shah, FOCUS (Pakistan)

COMMENTS/SUGGESTION:

Education and training do not mean necessarily at schools but education of the civil society should be include in political speeches, movies, theatres, songs, sports, media, advertisements and naturally at universities and all types of schools.

Education and training should be conducted in formal and informal ways.

-Benouar Djillali, Director, Built Environment Res. Lab.(LBE)/University of Bab Ezzouar (Algeria)

Intensive use of media, computer networking, and similar means have to be put on priority. It is important to adopt widely acceptable language for effective communication. Dissemination through easy access means like compact disks etc.

Effective use of traditional mediums of communication, informal plays, street performance/ theatre/ shows, traditional narrations, story telling etc. for communication on disaster mitigation with

communities with low profile literacy are all innovative ways.

-B. Misra, Professor Emeritus & Consultant, School of Planning & Architecture (India)

We teach the students, and these young graduates will be the future policy and decision makers. It seems that there is a need for intervention at this level. This does not mean that we should teach community based disaster management to all the students, but there should be some ways of exposing them to the importance of the "community based" approach. This can be done possibly through some internship program, invited lectures from NGO leaders, bringing the students to the field, and giving them an opportunity to feel the importance. I am feeling this need very much being in the university.

-Rajib Shaw, Kyoto University (Japan)

CASE STUDY REFERNCE:

IGNOU-India and Nepal Indira Gandhi Open University (IGNOU) developed a certificate course in disaster management, just 4 years ago and benefited thousands of individuals and organizations. Now a P.G. diploma course is being launched by IGNOU. I am sure that this initiative also will be highly appreciated by the organizations working in disaster management. Agra University has started a one year diploma course which has become very popular among the students.

Currently, some universities has started a separate paper on disaster management and kept it in their master's course of environment, sociology, social work etc.

Many NGOs are providing informal education to the vulnerable communities and have done remarkable job in creating public awareness and disaster risk reduction.

NSET-Nepal, SEEDS-India, CARE-India, OXFAM, ACTION AID, DMI-Ahmedabad are some good examples in India and Nepal.-Vinod K Sharma, PEER (Nepal)



APPENDIX

THE RESEARCH ON THE WCD

The first phase of the research was to identify the main issues of the WCD. This was done by reviewing the literature on the topic and by consulting with experts in the field.

The second phase was to identify the key issues that were most relevant to the WCD. This was done by conducting a series of focus group discussions with experts in the field. The issues identified were then used to develop a research framework for the study.

The third phase was to identify the key issues that were most relevant to the WCD. This was done by conducting a series of focus group discussions with experts in the field. The issues identified were then used to develop a research framework for the study.

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APPENDIX 1.

DELHI RESOLUTIONS ON CBDM FOR THE WCDR

The Delhi Resolutions that were agreed in the final plenary session of the conference that I had the privilege of chairing, unanimously agreed on the following resolutions:

1.0 CBDM

1.1 Community Based Disaster Management (CBDM) has been recognised as one of the most effective means of risk reduction initiatives in Asia, for both formal and informal. Over several decades, there are best practices in the region, which are developed through partnership among different stakeholders, including government, international organisations, civil society, academics, and corporate sectors. However, additional efforts are required to mainstream CBDM through institutionalising it in the government policies and strategies, and long-term commitment and partnership of all stakeholders can play an important role in this regard.

2.0 CBDM and Governance:

2.1 Good governance is regarded as the key to the sustainability. This is of utmost importance to incorporate CBDM in the development policies and plans. Implementation of policy and

legislation prioritisation within governance is the key to enhance political commitment and long term sustainability in CBDM programming. Education and capacity building for information exchange and collaboration have been long felt needs in the sector. Operational issues of accountability and legislative regulations and procedures are critical for having a healthy community interaction system.

2.2 Resolved that:

There is a need to encourage partnerships for enhancing CBDM through delivery of good governance by way of government support. This will be best achieved through information exchange and policy discussion on governance as well as convergence of diverse skills and knowledge. The key actions required for this include sharing of responsibilities, collective decisions, standardisation of practice and benchmarking. This can be carried out effectively by improving co-ordination, building programme ownership and ensuring transparency and ownership.

3.0 CBDM and Civil Society and Corporate Sector:

3.1 The major lessons drawn from the best practices relate to community mobilisation, local coping mechanisms, planning within local resources, capacity building, incentives and recognition and

integration of community perspectives. It has been established that civil society actors bring knowledge and act as change agents. The biggest challenge faced is of long-term perspective, which is critical for scaling up. Corporate involvement has been gradually growing, with strengthening social responsibilities and use of social advocacy. Across the sectors, co-ownership has emerged as a key concept.

3.2 Resolved that:

Planning at all level needs to integrate CBDM, and mechanism need to be established for support to civil society organisations from governments. There is a need to strengthen funding systems by educating the donors and other stakeholders on CBDM and encouraging establishment of transparency and accountability mechanisms at all levels. CBDM must be support by policy and legislation to get support from the corporate sector, including investment as well as involvement of corporate citizens in real projects. International efforts need to be strengthened to recognise and encourage CBDM fora and civil society contribution.

4.0 CBDM and Education:

4.1 From formal to non-formal, from school education to higher education, as well as distance learning, they all are

deeply important and relevant for mainstreaming and achieving sustainability of CBDM initiatives. Education and training are a prominent issue, which needs attention. Embracing education and training at all levels, public awareness, including those gained through community experiences, is the foundation block of any sustainable risk reduction strategy relevant to communities. All policies to reduce risk depend on the initiation and active support of trained and well-informed individuals.

4.2 Resolved that:

Disaster education in all its forms requires the priority attention, sustained commitment with specific benchmarks and dedicated budget support of all stakeholders. Disaster management education is essential for all ages in all schools in hazard-prone areas.

4.3 Resolved that:

Open and distance learning can help bring CBDM to the mainstream society. Appropriate matching of multi-media materials and communities in various settings is key to addressing education for CBDM.

5.0 Resolved that:

- It is required to integrate CBDM as the cross-cutting policy initiatives in different levels of government

7.0 Closing Commitment:

Calling on the co-organisers of UNCRD, UN ISDR, SEEDS, Kyoto University, to distribute these recommendations widely and the host government and UN partners to bring them to the collection of member states in support of their consultation in the preparation for the United Nations World Conference on Disaster Reduction and in follow-up activities.

7.1 Therefore:

We the participants acknowledge the skills, experiences, coping-mechanisms, of people at community level and commit ourselves to work more closely, cohesively and effectively, through partnership, in enhancing CBDM.

APPENDIX 2.

MONTEGO BAY PROPOSALS FOR THE CARIBBEAN REGION PRESENTATION TO THE WCDR

The following proposals were drafted by the participants present at the Caribbean 2004 Regional Disaster Conference: "Managing Hazards in a Changing Environment" Nov.1-3 2004

Governance: Institutional and Policy Frameworks for Risk Reduction

- Development Planning should form the Framework for risk reduction
- Harmonisation of legislation to encourage continuity of policy.
- Encourage process of full integration of local and national disaster plans
- Strengthen regional cooperation to share knowledge and best practices
- Well-informed/ educated communities

Knowledge Management: Building a Culture of Resilient Communities

- Information sharing for cooperation / coordination
- Constant evaluation of strategy and policy
- Educational Institutional collaboration
- Utilisation of knowledge to build capacity
- Coping mechanisms and indigenous early warning systems

Risk Identification: Emerging Risks

- Growing unregulated development
- Civil unrest/Crime
- Chemical and Biological hazards
- Technological Hazards
- Terrorism

Managing Complex Emergencies

- Establish a regional organisation for coordination -add to existing CDERA mandate
- Review existing plans and programmes to identify gaps and vulnerability
- Adopt safe hospitals initiative
- Strengthen Security systems
- Adopt and Develop Incident Command System
- Organise Bilateral agreements to fill resource gaps

Use of Technology in Disaster Management

- Establish regional centre for appropriate technology development
- Create inter-, intra-, and extra regional communication network, using satellite technology
- Provide support for completion of hazard mapping utilizing GIS
- Establish revolving regional maintenance, research and development fund

United Nations Department of Economic and Social Affairs (UN/DESA)

The Department of Economic and Social Affairs (UN/DESA) was created as the result of the consolidation of the Department of Policy Coordination and Sustainable Development, the Department for Economic and Social Information and Policy Analysis, and the Department for Development Support and Management Services.

UN/DESA is a vital interface between global policies in the economic, social and environmental spheres and national action. The Department works in three main interlinked areas: (i) it compiles, generates and analyses a wide range of economic, social and environmental data and information on which States Members of the United Nations draw to review common problems and to take stock of policy options; (ii) it facilitates the negotiations of Member States in many intergovernmental bodies on joint courses of action to address ongoing or emerging global challenges; and (iii) it advises interested Governments on the ways and means of translating policy frameworks developed in United Nations conferences and summits into programmes at the country level and, through technical assistance, helps build national capacities.

About UNCRD

The United Nations Centre for Regional Development (UNCRD) was founded in 1971 in Nagoya, under an agreement between the United Nations and the Government of Japan. UNCRD has been striving to achieve the following objectives:

- Serve as a training and research centre;
- Provide advisory services;
- Promote global knowledge-sharing; and
- Encourage international cooperation among nations, regions, and organisations.

In 1999, the UNCRD Disaster Management Planning Hyogo Office was established in Kobe, where the Great Hanshin-Awaji Earthquake had claimed the lives of more than 6,000 people in 1995. The Hyogo Office focuses on various disaster management initiatives through multi-lateral collaboration at an international level while utilising the momentum created during the UNIDNDR 1990-99 (United Nations International Decade for Nature Disaster Reduction). It promotes effective disaster mitigation, focusing on key elements of self-help, cooperation, and education through activities such as

- research projects;
- training and capacity-building;
- a series of international workshops; and
- advisory services.



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