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Institutionalizing Resilience of Communities and Nation: the Philippines and Japan Experiences

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Outline of Presentation

- Background and Significance of the Study
- Delimitation of the Study
- Institutionalizing DRRM in the Philippines
- Institutionalizing Disaster Risk Reduction in Japan
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- Acknowledgement



Background and Significance of the Study

COMMUNITIES ARE ALWAYS AT THE FOREFRONT OF EVERY DISASTER OR EMERGENCY

EMPOWERING THE NATION STARTS WITH EMPOWERING THE COMMUNITIES



Background and Significance of the Study

- Turning point of resilience in the Japanese community was the Great Hanshin-Awaji Earthquake but lessons learned from the Great East Japan Earthquake prompted them to pursue community-based disaster risk reduction and management more vigorously



Background and Significance of the Study

- In the Philippines, there is recently an enabling law to be able put into action in a robust manner disaster risk reduction and management but so much efforts with long-term positive impacts have to be done yet and on-going investments on community-based disaster risk reduction (CBDRRM) must be continued.



Background and Significance of the Study

- This study will try to explore the steering leadership of the national government together with the cooperation and participation of the the community which includes the local government units (LGUs) specifically the local disaster risk reduction and management councils (LDRRMCs) from the city and municipal levels who have a direct coordination with the barangays or the grassroots level together with the people themselves and the rest of the key players at the local levels, the schools, the churches, private organizations, business sectors, health sectors, etc.



Delimitation of the Study

- This study is limited only to the institutionalization of the disaster risk reduction and management programs, projects and activities in the Philippines and Japan contexts and how such process has empowered the communities to become more resilient against any disaster or emergency.
- Through the ADRC Visiting Researcher Program, the lessons learned from the Great Hanshin Awaji Earthquake and the Great East Japan Earthquake as well as the good practices in disaster risk reduction being undertaken by the government and non-government entities in Japan would be very useful for the author in carrying out her duties and responsibilities as Civil Defense Officer and DRR practitioner in the Philippines given the implementation of the provisions of Republic Act 10121



Institutionalizing DRRM in the Philippines

Republic Act 10121

The Philippine Disaster Risk Reduction and Management Act of 2012

- Legal basis for the paradigm shift from just disaster preparedness and response to disaster risk reduction and management
- Enacted on 27 May 2010
- IRR was approved on 27 September 2010



Salient Features of RA 10121



NDRRMC

- Development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising, reducing underlying risk factors, and preparedness for effective response and early recovery.
- The National Council plays a very critical role in shaping the country's disaster risk reduction and management system as a strategy for sustainable development and poverty reduction in the Philippines.
- The National Council is empowered with policy-making, coordination, integration, supervision, monitoring and evaluation functions which will be carried out through the seventeen (17) main responsibilities stipulated in the law.
- The NDRRMC Chairperson is authorized, as provided for in Section 7 of the law, to call upon other instrumentalities or entities of the government, including the reserve forces, and non government organizations for assistance in terms of the use of their facilities and resources for the protection and preservation of life and properties in the whole range of disaster risk reduction and management.
- Composed of 38 member-agencies

Salient Features of RA 10121



Office of Civil Defense

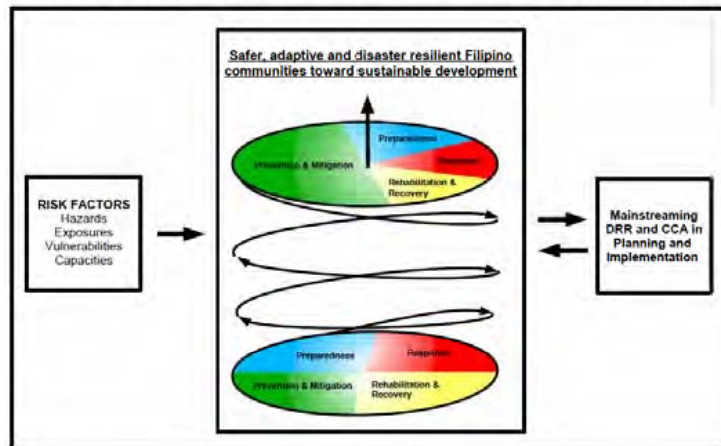
Local Disaster Risk Reduction and Management Councils

- Has primary mission of administering a comprehensive national civil defense and disaster risk reduction and management program by providing leadership in the continuous development of strategic and systematic approaches as well as measures to reduce the vulnerabilities and risks to hazards and manage the consequences of disasters.
- Secretariat of the NDRRMC
- Permanent Office dedicated to disaster risk reduction and management at the local levels (Regional, Provincial, City, Municipal, and Barangay)
- Appropriation of budget for all DRRM programs, projects and activities
- Encompassing all stakeholders (government, non-government, volunteer groups, private sectors, business companies, etc)

The National DRRM Framework

a conceptual paradigm on how the “whole of society” can work towards ‘safer, adaptive and disaster-resilient filipino communities towards sustainable development’

Philippine Disaster Risk Reduction and Management Framework



- highlights the need for effective and coordinated humanitarian assistance and disaster response to save lives and protect the more vulnerable groups
- illustrates the importance of identifying the risk factors and understanding how their interplay can translate into disasters if left unabated or unmanaged

The NDRRM Plan

- Serves as the national guide on how sustainable development can be achieved through inclusive growth while building the adaptive capacities of communities; increasing the resilience of vulnerable sectors; and optimizing disaster mitigation opportunities with the end in view of promoting people’s welfare and security towards gender-responsive and rights-based sustainable development
- There are four distinct yet mutually reinforcing priority areas, namely, (a) Disaster Prevention and Mitigation; (b) Disaster Preparedness; (c) Disaster Response; and (d) Disaster Recovery and Rehabilitation.
- Each priority area has its own long term goal, which when put together will lead to the attainment of the country’s over goal/vision in DRRM.

The NDRRM Plan

Timelines of Implementation

- Short term 2011 – 2013
- Medium term 2014 – 2016
- Long term 2017 – 2028

Mainstreaming of DRR in All Plans

In all 4 priority areas under the NDRRMP, ensuring the mainstreaming of DRRM and CCA in the various programs, plans, projects of either national or local government units, including the private sector groups and other members of the community is a must. This primarily means that disaster risks analysis and impacts are integrated and taken into consideration in the development of policies and plans by the different agencies, organizations and sectors.

Key Result Areas Under Each DRRM Aspect.

- Advocacy and Information, Education and Communication (IEC)
- Competency-based capability building
- Contingency Planning
- Education on DRRM and CCA for ALL
- Institutionalization of DRRMCs and LDRRMOs
- Mainstreaming of DRR in ALL plans
- Research, Technology Development and Knowledge Management
- Monitoring, evaluation and learning
- Networking and partnership building between and among stakeholders, media and tiers of government

DRRM Plan for the Local DRRMCs

Local Disaster Risk Reduction and Management Offices (LDRRMOs)

- The Local DRRM Offices (LDRRMOs) at the provincial, city and municipal levels and the Barangay Development Councils shall design, program and coordinate DRRM activities consistent with the NDRRMP and develop the Local DRRM Plan of their respective LGUs.
- The LDRRMPs shall be consistent and aligned with the targets set by the NDRRMP.
- The LDRRMOs shall take the lead in implementing the LDRRMP.

Recognizing Communities' DRRM Initiatives

NATIONAL DISASTER CONSCIOUSNESS MONTH

- ❑ brings to the fore various stakeholders from the national to down to the community level through the conduct of several DRR activities.
- ❑ Executive Order 137 dated August 10, 1999, declared the whole month of July as the National Disaster Consciousness Month to be collectively observed by all Filipinos throughout the country through the conduct of fitting activities for the occasion.
- ❑ Every year has a DRR theme for various stakeholders to reflect on



Observance of the National Disaster Consciousness Month (NDCM)

EVERY MONTH OF JULY OF EVERY YEAR

One month of observation will provide national government agencies and local government units ample time to implement disaster awareness campaign with longer focus and on a comprehensive basis.

It is also imperative to empower and reinforce the capacity of the Disaster Risk Reduction and Management Councils at all levels to ensure a coherent, integrated, proficient and responsive emergency management system in the country.



Recognizing Communities' DRRM Initiatives

FIRE PREVENTION MONTH

- ❑ Presidential Proclamation No. 115–A dated November 16, 1966 declared the Month of March to be the official month-long observation of Fire Prevention Month in order to provide education and awareness to lessen the incidence of fire in the Philippines.
- ❑ March is the start of summer season in the Philippines and temperature range to 36 to 39 degrees Celsius. Summer can cause about 9,000 – 10,000 fire incidents nationwide and all types of households can fall victim.
- ❑ The Bureau of Fire Protection under the Department of the Interior and Local Government, is the lead agency to implement the conduct of month-long observance in coordination with various stakeholders especially the local government units, the schools and communities.



Recognizing Communities' DRRM Initiatives

GAWAD KALASAG



Gawad KALASAG is the highest form of recognition bestowed upon an individual, groups and organizations who have done exemplary contribution in the field of disaster risk reduction and management and humanitarian assistance in the Philippines.

Initiated in 1998, Gawad KALASAG is presently NDRRMC's recognition scheme in its search for excellence on DRM and humanitarian assistance. It provides the mechanism in obtaining sustained commitment and support from the highest level of government by recognizing the exceptional contributions of the various DRM practitioners in rebuilding the resilience of nations and communities to disaster.

Recognizing Communities' DRRM Initiatives



SEAL OF DISASTER PREPAREDNESS

❑ The Seal of Disaster Preparedness (SDP) is initiated by the Department of the Interior and Local Government (DILG). It is conferred to a local government which demonstrates an acceptable level of disaster preparedness and disaster preparedness response before and during calamities as an official symbol of excellence.

❑ The Seal has **two levels of assessment**. The **first level** looks into disaster preparedness before a calamity occurs. The **second level** focuses on disaster preparedness-response during a calamity.

Objectives of the Seal of Disaster Preparedness

To recognize and incentivize local government performance in institutionalizing disaster preparedness.

To assess performance gaps, link gaps to policy or program intervention and monitor improvement(s) on disaster preparedness.

Recognizing Communities' DRRM Initiatives



BAKAS PARANGAL

➤ NDRRMC Memorandum Circular No. 11 s, 2012 provides for the institutionalization of Bakas Parangal to recognize those who exhibited exemplary and extraordinary acts of bravery and heroism during calamities.

➤ The NDRRMC adopts and institutionalizes the grant of awards to groups or individuals for their outstanding display of valour and selfishness amidst the great peril brought by a disaster.

Categories for both individuals and organization :

Parangal ng Kadakilaan (nobleness)

Parangal ng Kabayanihan (heroism)

Parangal ng Kagitingan (bravery)

Highlighting Good Practices

- **MUNICIPALITY OF SAN JOSE DE BUENAVISTA**
- **CHAMBER VOLUNTEER FIRE BRIGADE**
- **CABASI STA. ROSA ELEMENTARY SCHOOL**

Gawad KALASAG Hall of Fame Fostering Community Resilience in San Jose, Antique

Location



Municipal Hazardscape

1. Typhoon
2. Earthquake
3. Storm Surge
4. Monsoon Rain
5. Landslide
6. Drought
7. Flash flood
8. Fire
9. tsunami
10. Vehicular accidents
11. Disease outbreak
12. Tornado

Hazards	No. of Barangays	No. of Persons	No. of Families
Typhoon, Monsoon rains	26	12,966	2,161
Flooding, Siltation	15	4,830	850
Storm surge	(Coastal) 14	3,075	512
Earthquake	27	13,695	2,283
Tsunami	(Coastal) 19	14,428	2,405
Landslide	5	665	111
Fire	14	5,712	952

Gawad KALASAG Hall of Fame

Fostering Community Resilience in San Jose, Antique

DRRM Photos



DRRM Initiatives

EO 186 signed by the Mayor and Chair, MDRRMC in October 2010.

Lessons learned from Typhoon Frank on June 20, 2008

DRRM budget of not less than 5% (70% for DRR activities; 30% for QRF)

Fostering CBDRRM through volunteerism

Collaboration and convergence (hallmarks of DRRM)

Nurturing the Fire of Volunteerism

Chamber Volunteer Fire Brigade



Organizational Profile

- the largest volunteer emergency response organization in the most populous city in Western Visayas, the Bacolod Chamber Volunteer Fire Brigade is in a unique position, both in terms of expectations and achievements, among private/volunteer organizations in the region.
- Originally conceived in 1970s as a volunteer group to augment the manpower of the local fire department
- the service delivery arm Bacolod Filipino-Chinese Chamber of Commerce and Industry, Inc. (BFCCCII).
- strong ties and valuable networks of logistics and funding, as well as sources of information enabled the Brigade to grow into a membership of three hundred twenty-eight (328) strong and trained fire fighters

Nurturing the Fire of Volunteerism Chamber Volunteer Fire Brigade

“We Do Care. We Do Share”.



- Between 2008 and 2010 alone, the Brigade was able to respond to 205 fire calls, 13 rescue operations and 651 emergency medical and trauma cases.
- organization’s role in volunteer disaster response in Bacolod City and its surrounding areas.
- challenges brought about by climate change necessitate a shift in the role of the Brigade from an organization that is primarily oriented towards response into an organization that is actively involved with the local government and the community in reducing risk and building resiliency.
- The Bacolod Chamber Volunteer Fire Brigade was conceived under the slogan of “We Do Care. We Do Share”.
- The Brigade envisions itself as a pillar in nation-building by promoting the spirit of volunteerism.
- Pooling of resources and budget from business community and members (mostly donation)

Gawad KALASAG’s Best Educational Institution

advocating disaster risk reduction management for the years 2010 and 2011



- The school has an area of 8,617 square meters and is about 31.5 kilometers from Iloilo city going southwest.
- Although the school is about 500 meters away from Tangian River, it is however nestled on higher ground, making the school safe by the most recent flooding in Guimbal brought about by Typhoon Frank in 2008.
- school gym , 12 clean, wall-finished, and well-ventilated school buildings with spacious corridors, railings/handrills and ramp. Rooms have safe electrical connections as per Bureau of Fire Protection (BFP) standard, inspections of which were conducted in 2009 and 2010; toilet and water facilities that are regularly maintained by the school community.
- five radio cassettes, a mini karaoke, four units of computer and a printer that can be utilized for monitoring, receiving and disseminating vital/critical information (e.g., news, weather updates, supply information) to the school and the CSRES community.
- Basic health facilities such as two nebulizers, two body temperature and a sphygmomanometer are also utilized and maintained by the school.
- School canteen / kitchen

Children are encouraged to respect every person, to love and honor them, to respond to someone in need, to acknowledge their efforts, to be open to ideas and concepts and to value all members of the school and the community

Earthquake Evacuation Drill



School-based DRR Initiatives

- Parents-Teachers Association (PTA) organized with special committees, namely finance, audit, election, ways and means, grievance and more importantly, external and community affairs which reflect not only a working system but also a consistent effort to work with the people in the community.
- pupil population is increasing throughout the four years with 593 as the highest composed of 518 regular classes, 57 preschoolers and 18 special education class for the school year 2011-2012.
- The school has 21 faculty and staff that consists of a School Principal, 17 permanent teachers, one male utility worker and two female teachers paid by the national government and local school board.

The School's Main Thrusts

1. Provide latest information and survival techniques to the school population and on climate change adaptation and disaster risk reduction
2. Promote best practices in school-based approaches at school and community levels
3. Coordinate and mainstream practices and school initiatives within the Local Community and DRRMC system.
4. CSRES seeks to mainstream school-based DRR in development planning process at school and community levels

Institutionalizing DRR in Japan

Our forbears overcame a myriad of challenges and each time, they arose even more robustly than before.

– Prime Minister Shinzo Abe, March 11, 2013



Japan National Disaster Management System

- Progress of disaster management and system in Japan is defined by the bitter experiences from the large scale natural disasters and accidents with loss of lives and immense damage to properties.
- Various laws
- Disaster Management Laws/Acts (Basic Acts-7; Prevention & Preparedness-18; Response-7; Recovery & Reconstruction 23)
- Amendments (Basic DM Plan, Disaster Countermeasures Basic Act)
- Enactment of Act to Establish Nuclear Regulation Authority and Related Acts
- There are 23 ministries and agencies as designated government organizations that play an important role in the implementation of the Disaster Countermeasures Basic Act while there are 63 organizations or designated public corporations including independent administrative agencies, Bank of Japan, Japanese Red Cross Society, Nippon Hoso Kyokai (NHK), electric and gas companies and Nippon Telegraph and Telephone (NTT) that likewise play a significant role.

Japan National Disaster Management System

Progress of society's capabilities to address disasters and mitigate vulnerabilities....

- The Cabinet Office (Disaster Management); Central Disaster Management Council
- The national budget for disaster management is approximately 4.5 trillion yen based on the average annual budget from 1995 to 2004.
- Disaster Management Planning System
 - ◆ Basic Disaster Management Plan; Disaster Management Operation Plan; Local Disaster Management Plan
- National Land Conservation
- Japan Meteorological Agency (JMA)
- Information and Communications System
- DM Bases (core bases and alternative bases)
- Measures for People Requiring Assistance
- Comprehensive Disaster Reduction Drills Plan
- Emergency Response
- Disaster Rehabilitation and Recovery
- Nationwide movement where individuals, families, communities, corporations and other various groups and entities participate in continuous activities and investments for mitigating damage
- International Organizations and Cooperation



Hyogo Prefecture Disaster Management System

Rich DM System through Lessons Learned from the Great Hanshin-Awaji Earthquake in 1995

- Importance of Preparedness, Initial Response, Cooperation among Disaster Management Organizations, Community and Regional Disaster-Response Capability, Making Cities Disaster-Resistant
- Modification of Local DM Plan, Improvement of DRM System, Holding of Emergency Drills, 1-17 Memorial
- Establishment of DM Center
- 24-hour monitoring & Quick Response System, Phoenix DM System, Hyogo Satellite Communication System, Video Phone System, Helicopter Video Transmission System, Emergency Information Transmission System
- Extended of DM System, Securing of Heliports and Activities of the Hyogo Firefighting and Disaster Air Corps



Kobe City Disaster Management System

- *Goal of becoming a world's safest city...*

• Pillars of Disaster Risk Reduction:

1. crisis management and disaster strategies from a long-term viewpoint starting from the improvement of community disaster management plan and the improvement of measures against Tonankai and Nankai earthquakes
 2. enhancing communities' disaster/crime prevention ability
 3. Community disaster response
 4. establishing disaster-resistant urban infrastructure through the promotion of seismic retrofitting of housing, elementary and junior high school buildings and improvement of lifelines to resist disasters
 5. passing on and communicating lessons learned from disasters.
- implements seismic retrofitting of public buildings to make them earthquake-proof and this is already 100 percent (%) completed
 - improvement of crowded urban areas
 - water and green spaces in order to improve disaster response



Disaster Welfare Community (BOKOMI)

Bosai Fukushi Komyunithi

“Disaster-Safe Welfare Communities”

- Kobe City's Community-Based Disaster Prevention Organization in the spirit of volunteerism
- Established with local government organizations including the local city office (ward office) and the local fire station, together with leaders of local residents' associations, women's associations, elderly associations, volunteer fire corps, Parents-Teachers Associations (PTAs), etc.
- Provided with equipment and materials needed for the activities and storehouses are installed in local parks, usually in elementary school parks which also serve as evacuation centers, in preparation for emergencies.
- Conducts drills, pre-disaster activities which promote ties and cooperation in the community



Kaeru Caravan: DRR Learning for Children

Cultivating a culture of safety at an early age...

- Part of the ten-year commemorative project for the Great Hanshin-Awaji Earthquake
- Based on the toy barter trading program "Exchange Bazaar", invented by Fuji in 2000, that can attract a broader range of audiences and create an enjoyable atmosphere, the program turns bazaar's "hands-on corner" into amusing disaster drills such as "fire-fighting", "rescue" and "first-aid".
- The participants are able to learn about disaster prevention and acquire related skills while enjoying themselves.



Corporations Commitment on DRRM: Osaka Gas Company

*prevention measures, emergency response and
restoration measures*

- Three basic disaster prevention measures for earthquakes:
 1. preventive measure by ensuring a strong facility against earthquake;
 2. emergency measure or preventing the occurrence of secondary disaster; and
 3. restoration measure or early resumption of gas supply after a disaster impact.
- This company is an outstanding example where safety is a priority thereby contributing to resilience of communities to disasters.



Protecting Communities from Flood



The Management of Lake Biwa

- In September 1896, a great flood occurred in Lake Biwa basin inundating almost all the surrounding districts which lasted to more than 200 days according to records.
- There are three pillars on the project plan namely, preservation measure to conserve the water quality of the lake and its affluent environment, the flood control measure to address the problem on floods, and the water use measure to utilize effectively the water of Lake Biwa



Creating a Culture of Safety in the Community



Disaster Reduction and Human Renovation Institution and The Tokyo Rinkai Disaster Prevention Park

- The DRI aims at cultivating disaster prevention culture, mitigating social vulnerability, and developing policies for disaster reduction by transferring experiences of the Great Hanshin-Awaji Earthquake and applying lessons learned from the Earthquake for the better future, thereby contributing to realizing a safer and more secure civil society along with education regarding the value of life and the preciousness of co-existing.
- Institutionalization of the countermeasures for Tokyo Inland Earthquake in terms of making individuals prepare for such disaster. The Park has a high technology experience for people through the E-Learning Facility. One can learn how to survive for the next 72 hours right after a disaster occurs since discussions and examples of what to do, what to bring and where to go are being taught.



Disaster Resilient Infrastructure Development and Transportation System

to achieve more advanced expressway management and services especially after the Great Hanshin-Awaji Earthquake...

- The Hanshin Expressway Company Limited aims to achieve more advanced expressway management and services especially after the Great Hanshin-Awaji Earthquake.
- Hanshin Expressway has retrofitted Expressway bridges to ensure their resistance to earthquakes and prevent their collapse



Fostering a High Level Community DRR

The Role of Higher Learning Institutions

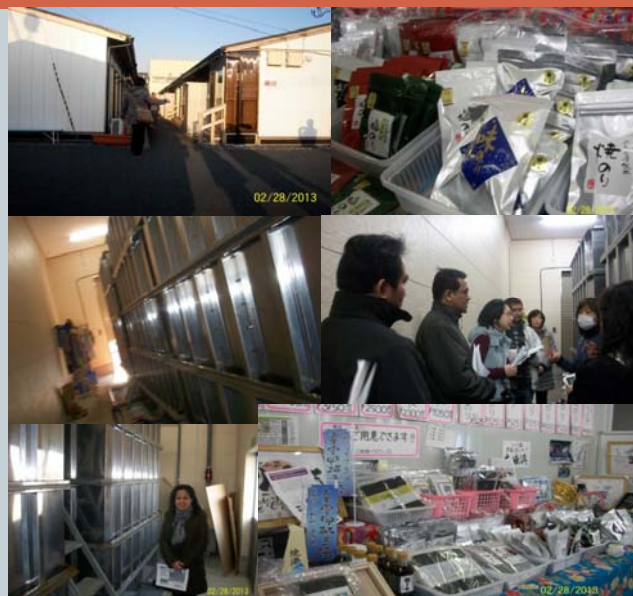
- The Kobe University Office for the Reconstruction Support and the Research of Disaster Science plays a very vital role in fostering a high level of disaster reduction especially after the unprecedented earthquake on March 11, 2011
- Kobe University is determined to bring all the knowledge and insights through the strong connection with other universities, research institutions, and government bodies, and continue to support the afflicted people and the reconstruction of the disaster-hit area.



Lessons Learned from the GEJE

Community Involvement in the recovery process

- Seaweed (Nori) Farming, a government-funded recovery project to address the provision of livelihood of the communities affected by the tsunami during the Great East Japan Earthquake.



A Voice of the Community

initially intended to offer consolation to the victims of the earthquake who have lost their families

- The radio is resilient during disasters when communications infrastructure and disaster wireless system are destroyed and the means to pass on information to disaster victims is lost.
- The radio is not affected by large scale blackouts during disasters because and even if the equipment gets damaged, it is relatively easy to put it back into operation.



After the Great East Japan Earthquake in March 2011, twenty-two new community radios were set up and being utilized as an avenue where the communities can get the latest information about the updates of the recovery plan and status done by the government.

Analysis and Recommendation



- Japan and Philippines both have a long history of dealing with risks and hazards.
- Later, in Japan DRR is mainstreamed in their education system, infrastructure development, business sector, and in their way of life.
- Lessons learned from the Great Hanshin-Awaji Earthquake are success stories for the present and future generations
- Lessons learned from the Great East Japan Earthquake are being pursued and implemented
 - There is a need to continuously communicate to the communities the government's DRR efforts (many of the affected people want to go back to the hazardous area in Arahama City despite what happened on March 11, 2011)

Analysis and Recommendation



In the case of the Philippines:

- Disaster Management Operation Plan are yet to be formulated/seen. (This is a plan made by each designated government organization and designated public corporation based on the Basic Disaster Management Plan).
- Development projects with mainstreamed disaster risk reduction are yet to be realized.
- Tools and hazard maps developed by authorized agencies need to be constantly communicated with and understood by the communities.
- The role of the business community, the private sector and corporations must be actively engaged in the country's pursuit for resilience and development.

Analysis and Recommendation



In the case of the Philippines:

- The need for a proper documentation of major disasters for the present and future generations to learn from...
- To continue the sharing of good practices on disaster risk reduction of local communities and engage private organizations, business community, etc.
- Has yet to deal with many issues such as poverty wherein the poor is considered as the most vulnerable especially in times of disasters....
- DRR is viewed as a strategy to address poverty and there is an enabling law to be able to do all of these...

Acknowledgement



Domo arigato gozaimasu to the:

- Asian Disaster Reduction Center (ADRC) for this opportunity to experience the best practices in DRR in Japan
Learning by experience is learning for a lifetime...
- Office of Civil Defense-Department of National Defense, Republic of the Philippines
- Co-Visiting Researchers from Thailand, India and Indonesia
- Family and friends...

