

## ANNEX 8

### Stakeholder Mapping: CBDRM Component, Taguig City

#### Introduction

#### THE STAKEHOLDER DIMENSION

Any definition of a stakeholder must take into account the stakeholder–organization relationship. The best definition of this is by Freeman, who in 1984 defined a stakeholder as: ‘Any group or individual who can affect or [be] affected by the achievement of an organization’s objectives’. This definition shows the important bi-directionality of stakeholders – that they can be both affected by – and can affect – an organization.

#### HOW TO CATEGORISE STAKEHOLDERS

The Freeman definition is something of a ‘catch all’ and many writers in the field have found it helpful to develop other ways of distinguishing one type of stakeholder in an organization from another.

#### Internal and external stakeholders

Perhaps the easiest and most straightforward distinction is between stakeholders inside the organization and those outside.

The internal stakeholders are those who are members of the project coalition or who provide finance e.g. AusAID, PRC, Taguig City Government, NDCC-OCD; the external stakeholders are those others affected by the project in a significant way i.e. target beneficiaries e.g. community members, BDCCs, BDATs/BERTs.

#### Primary and secondary stakeholders (Clarkson)

According to Clarkson: ‘A primary stakeholder group is one without whose continuing participation the organization cannot survive as a going concern’. Hence, whereas Evans and Freeman view stakeholders as *being* (or not being) *influenced* by an organization, Clarkson sees the important distinction as being between those that do influence an organization and those that do not. Here they would correlate with the internal and external stakeholders above. Secondary stakeholders are those that the organization does not directly depend upon for its immediate survival. Secondary stakeholders for this project would include those such as MMDA and DRR CSOs. Such groups could however revert to primary stakeholders if their skills were deemed necessary by the other primary stakeholders.

An important part of the management of the project systems environment is an organized process to identify and manage the probable stakeholders in that environment, and determine how they will react to the project decisions<sup>1</sup>.

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<sup>1</sup> D. I. Cleland, Project Management – Strategic Design and Implementation, third edition, McGraw-Hill, 1999.

The stakeholder dimension of sustainability mainly is to determine the social aspects of sustainability, in combination with the economical, ecological and cultural aspects. The social aspects of the project must be fully considered and integrated into decision making<sup>2</sup>. In introducing "AccountAbility 1000: a new social standard for building sustainability" Becket and Jonker<sup>3</sup> states that organization information requirements should be connected with the rapidly changing opinions, ideas and needs of stakeholders, in the process of gaining legitimacy for outcomes through their inclusion.

To effectively manage stakeholder interests it is not enough to just identify their demands and needs. Project management must also identify the relative power/influence and commitment different stakeholders have on the implementation of the project. A method to do this is stakeholder mapping<sup>4</sup>, an approach, which is adapted from the concept of environmental scanning [9].

### **UNDERSTANDING THE INFLUENCE OF EACH STAKEHOLDER (MENDELOW)**

In strategic analysis, the Mendelow framework is often used to attempt to understand the influence that each stakeholder has over an organization's objectives and/or strategy. The idea is to establish which stakeholders have the most influence by estimating each stakeholder's individual power over – and interest in – the organization's affairs. The stakeholders with the highest combination of power and interest are likely to be those with the most actual influence over objectives.

Power is the stakeholder's ability to influence objectives (how much they can), while interest is the stakeholder's willingness (how much they care).

$$\text{Influence} = \text{Power} \times \text{Interest}$$

There are issues with this approach, however. Although it is a useful basic framework for understanding which stakeholders are likely to be the most influential? The 'map' generated by the analysis of power and interest (on which stakeholders are plotted accordingly) is not static; changing events can mean that stakeholders can move around the map with consequent changes to the list of the most influential stakeholders in an organization.

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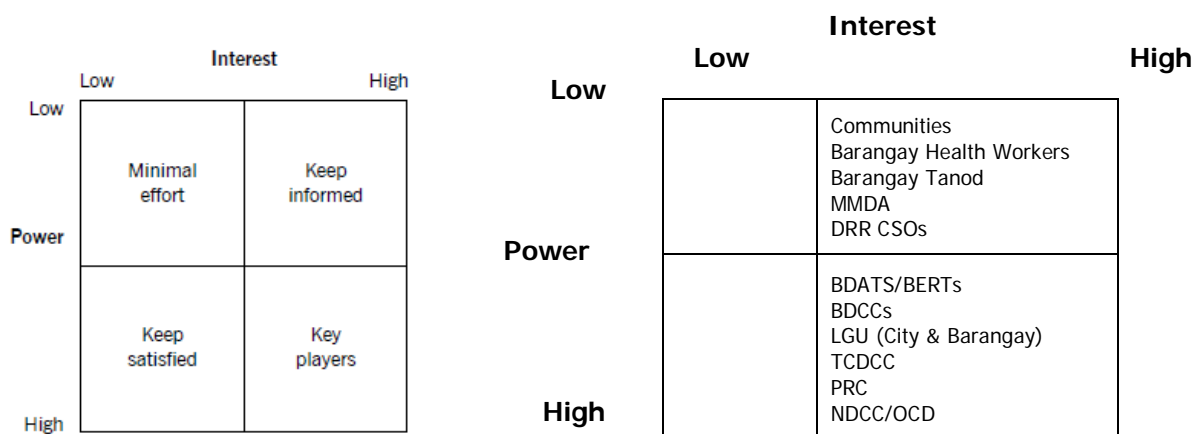
<sup>2</sup> P. Mahi, Developing environmentally acceptable desalination projects, *Desalination* 138 (2001), 167-172.

<sup>3</sup> R. Beckett and J. Jonker, *AccountAbility 1000: a new social standard for building sustainability*, *Managerial Auditing Journal* 17/1/2 (2002), 36-42.

<sup>4</sup> G. Johnson and K. Scholes, *Exploring Corporate Strategy*, Prentice Hall Europe, 1999.

**Figure 1: THE MENDELOW FRAMEWORK**

**Sub-component 2: CBDRM Stakeholders**



The organization's strategy for relating to each stakeholder is determined by the part of the map the stakeholder is in e.g. those in the bottom right are the high-interest and high-power stakeholders, and are, by that very fact, the stakeholders with the highest influence.

**Steps in Project Implementation: Engaging Stakeholders**

**Community Selection:**

This will be based on SEP Report for selecting beneficiaries of the socialized housing component. The project will target the barangays BDCC's and community volunteers for BDATs/BERTs as main recipients of the institutional strengthening and capacity building sub-components. The main recipients will be assisted in taking their learning's 1) to the household level and 2) to integrate within the Barangay and City development plans throughout the project lifespan.

**Rapport Building:**

On entry into the community PRC will initially conduct courtesy calls to the barangay captains and councils together with the existing BDCCs/BERTs to introduce the project. With the community members - understanding of their issues will continue through the life span of the project but will start initially with courtesy calls, through project discussions and setting the M & E framework for community monitoring. NDCC-OCD will be responsible for working with the BDCCs and the TCDC to assess their capacity and strengthen in line with national standards, and recommending participants to attend the PDRA. BDCCs will represent the LGU in the trainings to facilitate reporting, coherence of roles, and rapport building between the BDATs/BERTs and BDCCs

**Participatory Disaster Risk Assessment (PDRA):**

Once relationships has been established, and training beneficiaries from the community have been selected (PRC with inputs from the barangay captains) PDRA can begin.

*Community Hazard, Vulnerability and Capacity Assessment:*

Defines the threats and deepens understanding on the nature and behavior of particular hazards, specifically warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration. Vulnerability analysis is the process of estimating the susceptibility of 'elements at risk' in the community to various hazards. It identifies the segment or groups in the community most at risk and why. Community capacity assessment identifies the strengths and resources already existing in individuals, households and the community to cope with, prevent, prepare for, mitigate or quickly recover from a disaster.

This session to be conducted by PRC lays the foundation for the further specific training and capacity building sessions to build upon the existing capacities to overcome the vulnerabilities to the hazards present in each barangay as identified by the communities themselves. PRC will outsource for resource persons/organizations as deemed necessary if the identified needs are beyond their capacity. AusAID and the LGUs will also assist in this process. For this PRC will also join the trainings to develop their skill set for future implementation.

#### **Identifying and developing core group: BDAT/BERT to support BDCC**

From the trainees potential leaders and members will be identified and selected for enhanced training for the development of the core group. PRC will provide the further inputs and guidance to the core group in managing their organization through its various stages of development. One criteria used to select members will be their commitment to continue once external resources for the project are no longer available. This commitment will be deepened through organizational development.

A full and active database of all members of BDAT, BERT and BDCC will be kept up to date within each barangay center and at the city hall, together with all training/capacity building graduates, maintained by the LGUs.

#### **Community Development of a Disaster Risk Reduction Strategy**

This is a process by which PRC will facilitate the community to determine the issues the community faces – drawing on all inputs from the previous training sessions, to be prioritized to find effective solutions.

#### **Community DRR Action Planning**

The community identification of the disaster risk reduction strategy is followed by the development of the community action plan to be executed within a specific timeframe and can include the following:

Organizational Development, Community Development (mitigation measures and inclusion of solutions within the barangay development plan to be forwarded to the city), & Contingency Planning.

#### **Participatory monitoring, evaluation and learning**

With the development of the strategy and action plan, the community also puts in place a system to check progress of the work and timeframe, identifying the further strengths and weaknesses and efficiency, effectiveness and relevancy of the action. Development of a regular reporting system will be initiated to keep all stakeholders informed and involved.

### **Phase – Over: Core groups assumes full responsibility for DRR: Community Managed Implementation**

Through the engagement by PRC (and NDCC-OCD for the BDCCs), people's capacity is enhanced to eventually resume full responsibility for DRR by their community. During the final phase of the project, PRC will move on to a consultancy arrangement as they handover the financial and technical aspects of the project.

In terms of financial handover this can be measured by number of action plans included within the BDPs. If the solutions are too large then these are forwarded to the city for inclusion in the CDPs. It is therefore essential that LGU members whether through the BDCCs or TCDC are participants in the above to enhance understanding of how such plans were developed and prioritized within the local context. For organizational support – BDCCs will be covered by the City budget allocated for DRR as mandated by national law. BDAT's/BERTs are not covered by such mandate so part of their formation will have to assess ways to make them self reliant and financially self sufficient.

#### **Specific Roles**

By going through the above steps, the roles of different stakeholders must be constantly adjusted to properly transfer the ownership of CBDRM to the end-users (communities, BDCCs/BDATs/BERTs).

In the beginning of CBDRM, the 3<sup>rd</sup> party (Taguig City Government through a Memorandum of Agreement with the PRC (refer to Annex Ci)). PRC will be the main technical agency and implementing partner of the Taguig City Government as their methodology has been tested and adapted to urban environments. PRC will introduce the project concept and through its community checklist (refer to Annex Aii) will select the target participants with recommendations from NDCC-OCD, Taguig City Government and the Barangay Captains. The 3<sup>rd</sup> party (PRC) also tends to provide technical inputs throughout the process, but with gradual transfer of technical skills to community organizations and eventually to the target community. In the end of CBDRM, the 3<sup>rd</sup> party should have a significantly reduced degree of or no responsibilities (theoretically from 100% to 0%).

The target community, on the contrary, is seen as a recipient in the beginning, but through the process, it should be able to increase its presence and eventually own the entire process by the end of CBDRM (from 0% to 100%).

The shift of ownership normally happens when a community organization is either established (if new e.g. BDATs in the absence of BERTs) or identified to take the responsibility (if already exists e.g. BDCCs/BERTs).

SEC. 6. *Powers and Functions of the NDRRMC.* - The National Council, being empowered with policy-making, coordination, integration, supervision, monitoring and evaluation functions, shall have the following responsibilities:

(a) Develop a NDRRMF which shall provide for a comprehensive, all-hazards, multi-sectoral, inter-agency and community-based approach to disaster risk reduction and management. The Framework shall serve as the principal guide to disaster risk reduction and management efforts in the country and shall be reviewed on a five(5)-year interval, or as may be deemed necessary, in order to ensure its relevance to the times;

(b) Ensure that the NDRRMP is consistent with the NDRRMF;

(c) Advise the President on the status of disaster preparedness, prevention, mitigation, response and rehabilitation operations being undertaken by the government, CSOs, private sector, and volunteers; recommend to the President the declaration of a state of calamity in areas extensively damaged; and submit proposals to restore normalcy in the affected areas, to include calamity fund allocation;

(d) Ensure a multi-stakeholder participation in the development, updating, and sharing of a Disaster Risk Reduction and Management Information System and Geographic Information System-based national risk map as policy, planning and decision-making tools;

(e) Establish a national early warning and emergency alert system to provide accurate and timely advice to national or local emergency response organizations and to the general public through diverse mass media to include digital and analog broadcast, cable, satellite television and radio, wireless communications, and landline communications;

(f) Develop appropriate risk transfer mechanisms that shall guarantee social and economic protection and increase resiliency in the face of disaster;

### **Mandated Roles and Responsibilities under the Disaster Risk Reduction and Management Act of 2010**

**Role of the Philippine Red Cross (PRC)** - PRC is a member of the National Disaster Risk Reduction and Management Council (NDRRMC) and the Local Disaster Risk Reduction and Management Councils



(g) Monitor the development and enforcement by agencies and organizations of the various laws, guidelines, codes or technical standards required by this Act;

(h) Manage and mobilize resources for disaster risk reduction and management including the National Disaster Risk Reduction and Management Fund;

(i) Monitor and provide the necessary guidelines and procedures on the Local Disaster Risk Reduction and Management Fund (LDRRMF) releases as well as utilization, accounting and auditing thereof;

(j) Develop assessment tools on the existing and potential hazards and risks brought about by climate change to vulnerable areas and ecosystems in coordination with the Climate Change Commission;

(k) Develop vertical and horizontal coordination mechanisms for a more coherent implementation of disaster risk reduction and management policies and programs by sectoral agencies and LGUs;

(l) Formulate a national institutional capability building program for disaster risk reduction and management to address the specific weaknesses of various government agencies and LGUs, based on the results of a biennial baseline assessment and studies;

(m) Formulate, harmonize, and translate into policies a national agenda for research and technology development on disaster risk reduction and management;

(n) In coordination with the Climate Change Commission, formulate and implement a framework for climate change adaptation and disaster risk reduction and management from which all policies, programs, and projects shall be based;

(o) Constitute a technical management group composed of representatives of the abovementioned departments, offices, and organizations, that shall coordinate and meet as often as necessary to effectively manage and sustain national efforts on disaster risk reduction and management;

## Civil Defense

(p) Task the OCD to conduct periodic assessment and performance monitoring of the member-agencies of the NDRRMC, and the Regional Disaster Risk Reduction and Management Councils (RDRRMCs), as defined in the NDRRMP; and

(q) Coordinate or oversee the implementation of the country's obligations with disaster management treaties to which it is a party and see to it that the country's disaster management treaty obligations be incorporated in its disaster risk reduction and management frameworks, policies, plans, programs and projects.

(b) The LDRRMCs shall have the following functions:

(1) Approve, monitor and evaluate the implementation of the LDRRMPs and regularly review and test the plan consistent with other national and local planning programs;

(2) Ensure the integration of disaster risk reduction and climate change adaptation into local development plans, programs and budgets as a strategy in sustainable development and poverty reduction;

(3) Recommend the implementation of forced or preemptive evacuation of local residents, if necessary; and

(4) Convene the local council once every three (3) months or as necessary.

## Role of the Office of

SEC. 9. *Powers and Functions of the OCD.* - The OCD shall have the following powers and functions:

SEC. 8. *The Office of Civil Defense (OCD)* shall have a comprehensive and coordinated approach in the continuous reduction and management of hazards and risks to disasters.

(a) Advise the National Council on matters relating to disaster risk reduction and management consistent with the policies and scope as defined in this Act;

(b) Formulate and implement the NDRRMP and ensure that the physical framework, social, economic and environmental plans of communities, cities, municipalities and provinces are consistent with such plan. The National Council shall approve the NDRRMP;

(c) Identify, assess and prioritize hazards and risks in consultation with key stakeholders;

(d) Develop and ensure the implementation of national standards in carrying out disaster risk reduction programs including preparedness, mitigation, prevention, response and rehabilitation works, from data collection and analysis, planning, implementation, monitoring and evaluation;

(e) Review and evaluate the Local Disaster Risk Reduction and Management Plans (LDRRMPs) to facilitate the integration of disaster risk reduction measures into the local Comprehensive Development Plan (CDP) and Comprehensive Land-Use Plan (CLUP);

(f) Establish standard operating procedures on the communication system among provincial, city, municipal, and barangay disaster risk reduction and management councils, for purposes of warning and alerting them and for gathering information on disaster areas before, during and after disasters;

(g) Establish Disaster Risk Reduction and Management Training Institutes in such suitable location as may be deemed

appropriate to train public and private individuals, both local and national, in such subject as disaster risk reduction and management among others. The Institute shall consolidate and prepare training materials and publications of disaster risk reduction and management books and manuals to assist disaster risk reduction and management workers in the planning and implementation of this program and projects.

The Institute shall conduct research programs to upgrade knowledge and skills and document best practices on disaster risk reduction and management.

The Institute is also mandated to conduct periodic awareness and education programs to accommodate new elective officials and members of the LDRRMCs;

(j) Ensure that all disaster risk reduction programs, projects and activities requiring regional and international support shall be in accordance with duly established national policies and aligned with international agreements;

(k) Ensure that government agencies and LGUs give top priority and take adequate and appropriate measures in disaster risk reduction and management;

(l) Create an enabling environment for substantial and sustainable participation of CSOs, private groups, volunteers and communities, and recognize their contributions in the government's disaster risk reduction efforts;

(m) Conduct early recovery and post-disaster needs assessment institutionalizing gender analysis as part of it;

(n) Establish an operating facility to be known as the National Disaster Risk Reduction and Management Operations Center (NDRRMOC) that shall be operated and staffed on a twenty-four (24) hour basis;

(o) Prepare the criteria and procedure for the enlistment of accredited community disaster volunteers (ACDVs). It shall include a manual of operations for the volunteers which shall be developed by the OCD in consultation with various stakeholders;



## Role of the Taguig City and Barangay Government Units

SEC. 12. *Local Disaster Risk Reduction and Management Office (LDRRMO).* – (a) There shall be established an LDRRMO in every province, city and municipality, and a Barangay Disaster Risk Reduction and Management Committee (BDRRMC) in every barangay which shall be responsible for setting the direction, development, implementation and coordination of disaster risk management programs within their territorial jurisdiction.

(b) The LDRRMO shall be under the office of the governor, city or municipal mayor, and the punong barangay in case of the BDRRMC. The LDRRMOs shall be initially organized and composed of a DRRMO to be assisted by three (3) staff responsible for: (1) administration and training; (2) research and planning; and (3) operations and warning. The LDRRMOs and the BDRRMCs shall organize, train and directly supervise the local emergency response teams and the ACDVs.

(c) The provincial, city and municipal DRRMOs or BDRRMCs shall perform the following functions with impartiality given the emerging challenges brought by disasters of our times:

(1) Design, program, and coordinate disaster risk reduction and management activities consistent with the National Council's standards and guidelines;

(2) Facilitate and support risk assessments and contingency planning activities at the local level;

(3) Consolidate local disaster risk information which includes natural hazards, vulnerabilities, and climate change risks, and maintain a local risk map;

(4) Organize and conduct training, orientation, and knowledge management activities on disaster risk reduction and management at the local level;

(5) Operate a multi-hazard early warning system, linked to disaster risk reduction to provide accurate and timely advice to national or local emergency response organizations and to the general public, through diverse mass media, particularly radio, landline communications, and technologies for communication within rural communities;

(6) Formulate and implement a comprehensive and integrated LDRRMP in accordance with the national, regional and provincial framework, and policies on disaster risk reduction in close coordination with the local development councils (LDCs);

(7) Prepare and submit to the local-sanggunian through the LDRRMC and the LDC the annual LDRRMO Plan and budget, the proposed programming of the LDRRMO, other dedicated disaster risk reduction and management resources, and other regular funding source/s and budgetary support of the LDRRMO/BDRRMC;

(8) Conduct continuous disaster monitoring and mobilize  
(9) Identify, assess and manage the hazards, vulnerabilities and risks that may occur in their locality;

(10) Disseminate information and raise public awareness about those hazards, vulnerabilities and risks, their nature, effects, early warning signs and counter-measures;

(11) Identify and implement cost-effective risk reduction measures/strategies;

(12) Maintain a database of human resource, equipment, directories, and location of critical infrastructures and their capacities such as hospitals and evacuation centers;

(13) Develop, strengthen and operationalize mechanisms for partnership or networking with the private sector, CSOs, and volunteer groups;

(14) Take all necessary steps on a continuing basis to maintain, provide, or arrange the provision of, or to otherwise make available, suitably-trained and competent personnel for effective civil defense and disaster risk reduction and management in its area;

(15) Organize, train, equip and supervise the local emergency response teams and the ACDVs, ensuring that humanitarian aid workers are equipped with basic skills to assist mothers to breastfeed;

(16) Respond to and manage the adverse effects of emergencies and carry out recovery activities in the affected area, ensuring that there is an efficient mechanism for immediate delivery of food, shelter and medical supplies for women and children, endeavor to create a special place where internally-displaced mothers can find help with breastfeeding, feed and care for their babies and give support to each other;

(17) Within its area, promote and raise public awareness of and compliance with this Act and legislative provisions relevant to the purpose of this Act;

(18) Serve as the secretariat and executive arm of the LDRRMC;

(19) Coordinate other disaster risk reduction and management activities;

(20) Establish linkage/network with other LGUs for disaster risk reduction and emergency response purposes;

(21) Recommend through the LDRRMC the enactment of local ordinances consistent with the requirements of this Act;

(22) Implement policies, approved plans and programs of the LDRRMC consistent with the policies and guidelines laid down in this Act;

(23) Establish a Provincial/City/Municipal/Barangay Disaster Risk Reduction and Management Operations Center;

(24) Prepare and submit, through the LDRRMC and the LDC, the report on the utilization of the LDRRMP and other dedicated disaster risk reduction and management resources to the local Commission on Audit (COA), copy furnished the regional director of the OCD and the Local Government Operations Officer of the DILG; and

(25) Act on other matters that may be authorized by the LDRRMC.

(d) The BDRRMC shall be a regular committee of the existing BDC and shall be subject thereto. The punong barangay shall facilitate and ensure the participation of at least two (2) CSO representatives from existing and active community-based people's organizations representing the most vulnerable and marginalized groups in the barangay.

This project will also assist all stakeholders with the transition to the roles outlined within the new legislation for the benefit of the vulnerable communities living within Taguig City.