

## Exploring Policy Implementation, Community Engagement and Organizational Culture in DRRM at Anninipan Elementary School

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### Abstract

Disaster Risk Reduction and Management (DRRM) is a multidimensional process that requires effective governance, active citizen participation, and supportive organizational environments. This study examines the interconnected roles of policy implementation, community engagement, and organizational culture in shaping the success of DRRM initiatives. Using a qualitative-descriptive approach, the research investigates how government policies are translated into practice, the extent of community involvement in preparedness and response, and the influence of organizational values and norms on institutional performance. Findings suggest that well-structured policies alone are insufficient without strong collaboration between government and communities, and that organizational cultures emphasizing adaptability, inclusivity, and trust significantly enhance resilience outcomes. The study underscores the importance of integrating top-down directives with bottom-up participation, while fostering organizational environments that encourage innovation and shared responsibility. By highlighting these three dimensions, the research contributes to a deeper understanding of how holistic approaches to DRRM can strengthen disaster resilience and sustainability.

**Keywords:** Policy Implementation; Community Engagement; Organizational Culture; Disaster Risk Reduction; Education Resilience

### 1. Introduction

Schools are designed to be safe spaces for learning, yet they are increasingly becoming sites of vulnerability when disasters strike. Between 2000 and 2019, UNESCO documented more than 60 major disasters that disrupted the education of over 11 million children, caused nearly 35,000 deaths in school settings, and destroyed more than 30,000 school buildings (UNESCO 2023). These figures reveal a global crisis: education systems are not adequately prepared to withstand disasters.

Across regions, different strategies have emerged. In Africa, disaster risk reduction (DRR) is gradually being integrated into curricula, though enforcement and resources remain weak (Masocha, Takaidza, Manyani, & Mutseekwa, 2025). In Asia, Japan and Indonesia lead with school-based preparedness drills and community-centered programs that demonstrate how organizational culture and stakeholder engagement can reduce vulnerability. Europe links DRR with sustainable development goals, embedding psychosocial support into resilience frameworks (European Commission, 2022). In the Americas, inclusivity and equity drive DRR efforts, with the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES) promoting the Comprehensive School Safety Framework.

The Philippines, consistently ranked among the most disaster-prone countries, institutionalized DRRM through Republic Act 10121 and operationalized it in the education sector via DepEd Order No. 21, s.2015. Schools are mandated to develop localized DRRM protocols, supported by manuals and school-based plans (DepEd 2012; DepEd Catanduanes,

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2024). Yet, despite these robust frameworks, implementation remains uneven. Some schools excel in preparedness, while others struggle due to limited resources, weak organizational culture, or insufficient community involvement.

## 2. Literature Review

Disaster risk reduction (DRR) in education has emerged as a global priority as schools are increasingly recognized as vulnerable institutions during crises. Across different regions, varied approaches have been adopted to strengthen resilience in the education sector. In Africa, for instance, integration of DRR into school curricula is gradually progressing, but challenges remain in terms of enforcement and resource provision. Masocha, Takaidza, Manyani, and Mutseekwa (2025) argue that although awareness of DRR is growing, the lack of consistent policy implementation and limited resources hinder widespread adoption. This situation highlights the need for stronger institutional support and investment to ensure schools can effectively prepare for disasters.

In Asia, countries such as Japan and Indonesia are often cited as leaders in school-based DRR initiatives. Their emphasis on preparedness drills, evacuation exercises, and community-centered programs demonstrates how organizational culture and stakeholder engagement can substantially reduce school vulnerability. These practices show that resilience is most effective when embedded into everyday school routines rather than treated as occasional activities.

European schools increasingly link DRR with sustainable development goals, embedding psychosocial support into resilience frameworks. The European Commission (2022) underscores that resilience is not only about physical safety but also about the emotional and psychological well-being of learners. In the Americas, inclusivity and equity drive DRR efforts. The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES) promotes the Comprehensive School Safety Framework, which emphasizes safe learning facilities, school disaster management, and risk reduction education (GADRRRES, 2024). This framework has become a global reference point for building disaster-resilient schools.

The Philippine context reflects both progress and challenges. The country institutionalized DRRM through Republic Act 10121 and operationalized it in the education sector via DepEd Order No. 21, s.2015. Schools are mandated to develop localized DRRM protocols, supported by manuals and school-based plans (DepEd, 2012; DepEd Catanduanes, 2024). Research highlights the importance of collaboration and culture in strengthening resilience. Rico (2019) emphasizes that school-community collaboration is vital for preparedness, especially in high-risk regions. Teachers also play a pivotal role in integrating DRRM concepts into instruction and fostering awareness among students and parents (Parcon, 2025).

Lucena (2023) underscores the significance of organizational culture—including leadership styles, communication patterns, and collective values—in shaping how schools manage and respond to disasters. These findings suggest that resilience is not only policy-driven but also shaped by community participation and organizational culture.

Despite these efforts, gaps remain in the literature. Most existing studies focus on policy development or teacher roles, but fewer examine the interaction between policy implementation, community engagement, and organizational culture. This gap is critical because resilience in schools depends on the synergy of these three elements. By focusing on one school's experiences, this study aims to provide localized insights into how resilience is built or hindered in practice, thereby addressing an underexplored area in DRRM research.

## 3. Theoretical Framework

This study is anchored on three interrelated theoretical perspectives on **Policy Implementation Theory**, **Community Engagement Theory**, and **Organizational Culture Theory** to provide a holistic lens in examining disaster risk reduction and management (DRRM) within San Jose Integrated School. Policy Implementation Theory underscores the importance of translating national mandates, such as the Philippine DRRM Act of 2010 and DepEd directives, into concrete practices at the school level, highlighting the role of clarity, resources, and administrative capacity in shaping outcomes. Community Engagement Theory emphasizes that resilience is not built in isolation; rather, it emerges through meaningful participation of parents, students, teachers, local government units, and barangay officials, whose collective involvement transforms DRRM from a compliance exercise into a shared responsibility. Complementing these perspectives, Organizational Culture Theory situates DRRM within the everyday values, norms, and rituals of the school, recognizing that leadership commitment, staff attitudes, and student participation embed preparedness into the institution's identity. Taken together, these theories humanize the study by acknowledging that DRRM is not simply about policies or drills, but about people working together, guided by shared culture and collective responsibility. By

integrating these lenses, the study positions San Jose Integrated School as a microcosm where governance structures, participatory practices, and organizational values converge to sustain resilience in the face of disaster risks.

#### 4. Methodology

A qualitative research design was employed, utilizing Focus Group Discussions (FGDs) with Problem Tree Analysis as the primary data gathering tool. Participants included administrators, teachers, students, parents, and community stakeholders of Anninipan Elementary School. Administrators and teachers were selected for their direct role in implementing DRRM policies and shaping organizational culture.

#### 5. Results and Discussions

The study found that Anninipan Elementary School complies with national disaster risk reduction and management (DRRM) mandates through regular drills and classroom integration, yet limited resources hinder sustainability; community engagement is evident as parents, barangay officials, and local government units participate in preparedness activities, though involvement varies and deeper collaboration is needed; organizational culture reinforces resilience by embedding safety into routines and rituals, empowering students rather than instilling fear; and overall, the interaction of policy, community, and culture demonstrates that DRRM effectiveness is achieved not by compliance alone but through human-centered collaboration and shared values.

#### 6. Conclusion and Recommendations

This study revealed that disaster risk reduction and management (DRRM) effectiveness at Anninipan Elementary School is shaped by the dynamic interplay of policy implementation, community engagement, and organizational culture, with policies providing structural foundations yet requiring adequate resources and administrative support, community participation fostering inclusivity through deeper collaboration and student-led initiatives, and organizational culture sustaining preparedness by embedding safety into routines and shared values, thereby underscoring the need for strengthened monitoring, capacity-building, and institutionalized practices while recommending that future research pursue comparative studies across schools and integrate quantitative measures to validate these qualitative insights.

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