



Implementing national programs on community-based disaster risk reduction in high risk communities:

Lessons learned, challenges and way ahead

An RCC Paper based on the National Reports on CBDRR and deliberations of the member countries of the Regional Consultative Committee on Disaster Management at its 7th Meeting (RCC 7), May 2008, Colombo, Sri Lanka

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1. Background of this Working Paper

This section provides the background of the paper, defines the objectives and the structure of this version of the paper and planned review process.

1.1. CBDRR as the theme session of the RCC 7 Meeting

The Seventh Meeting of the Regional Consultative Committee (RCC) on Disaster Management (RCC 7) was held in Colombo, Sri Lanka from 08-10 May 2008, in collaboration with the Government of Sri Lanka, and was attended by 28 delegates from 19 RCC Member Countries.

The theme of the 7th meeting was Rights based Community led Disaster Risk Reduction. In order to prepare and facilitate the discussions during the theme session the RCC member countries were requested to submit a brief country paper on initiatives on Community-based disaster risk reduction (CBDRR) in the country. Following questions were provided as guidance for developing the country paper:

- Does the National Disaster Risk Reduction Policy/Strategy identify Community-based disaster risk reduction as an important approach?
- Is there a National Community-based disaster risk reduction strategy?
- Are there any National Tools and Guidelines on Community-based disaster risk reduction?
- Has your agency/department been involved in implementing national programs/projects on Community-based disaster risk reduction? If so, provide brief detail on some of the major programs.
- What are the typical challenges faced during implementation of national programs/projects on Community-based disaster risk reduction?
- How can the national and sub-national government support implementation of these programs/projects?
- What is the involvement of the local authorities in these programs/projects?
- How to link Community-based disaster risk reduction programs/projects with the development process of the local government?
- Has your agency/department been involved in implementing regional programs/projects on Community-based disaster risk reduction?
- How can the regional programs/projects contribute to the national programs/projects on Community-based disaster risk reduction?
- Priorities/Issues related to Community-based disaster risk reduction which you feel should be discussed at the RCC 7 Meeting.

The Country Paper on *initiatives on CBDRR* was submitted by twelve (12) RCC members namely; Bangladesh, China, India, Lao PDR, Malaysia, Maldives, Mongolia, Myanmar, Nepal, Pakistan, Sri Lanka and Thailand.

In the meeting the *theme session on Rights based Community led Disaster Risk Reduction* was structured in *three parts*:

Introduction of the theme session: The theme session was introduced by the RCC Chair; the Government of Sri Lanka through the presentation on Rights based approaches for Community-led disaster risk reduction. An overview of CBDRR was presented by ADPC. The presentation provided an overview of the Country Papers submitted by the member countries and highlighted the challenges in implementing CBDRR.

Experiences of National Programs on Community-based disaster risk reduction: In this sub-session, presentations were made by five RCC member countries namely Bangladesh, India, the Philippines, Thailand and Vietnam.

The presentation made by India highlighted the support provided by the Government of India to implement *CBDRR in high risk districts in India*. Similarly, the presentation by the Philippines and Bangladesh provided examples of *national tools on risk assessment for effective CDBRR*. The Government of Thailand presented its *experience on CBDRR* and Vietnam on *initiatives on Safer Commune Planning*. The presentation on experiences from *Dagupan City in the Philippines highlighted CBDRR in urban communities*.

The sub-session then had detailed presentations on tools developed by ADPC such as the *Coastal Community Resilience in the Indian Ocean Countries* and the *Critical Guidelines for CBDRR*. *Experiences and evolving perspectives of CBDRR* was also shared by Practical Action and Duryog Nivaran.

Group Discussion on Meeting the challenges of institutionalizing and up scaling Community-led disaster risk reduction: To encourage active exchange of ideas among the member countries and formulate action points; this sub-session divided the participants in four groups.

The *first and second group comprised of RCC members* and discussed the following:

- Typical challenges in up scaling pilot CBDRR programmes (implementing CBDRR in all high risk communities) and how to meet those challenges?
- What should be done to increase the involvement of Government (at national and local level) in implementation of CBDRR programs by NGOs and CBOs?
- What steps can be taken by Government at national and sub-national levels to support sustained implementation of CBDRR by community organizations?

The third group had representatives from the Planning and Sectoral Ministries from the RCC member countries and discussed specific steps necessary to increase the linkage of CBDRR programs to development planning (national as well as at the local level) process and the role the planning agencies could play?

The fourth group represented by the UN Agencies, partner organizations and donors participating in the RCC 7 meeting as observers, discussed the role their organizations could play in addressing some of the issues and challenges in implementing upscaled CBDRR.

The discussions held during the meeting reflected the evolving perspective of CBDRR with the move towards community leadership for DRR and called for greater engagement, partnership and integration with local government mechanisms for disaster management and development. It reaffirmed the commitment of RCC members to taking up national programs on CBDRR and helped identify solutions for upscaling CBDRR. The need for enhanced resources from national and local government, clear policy framework, support from national government and regular inputs from government and scientific institutions on risk assessment were emphasized along with the need to establishing scheme for recognition of good practices in CBDRR and utilizing experiences of CBDRR award scheme in member countries. The RCC and ADPC, as its Secretariat, offered to lead a technical session and High level round table on CBDRR at the 3rd Asian Ministerial Conference on Disaster Risk Reduction, Kuala Lumpur, December, 2008.

1.2 Objective of this Working Paper

This paper aims to summarize the National initiatives on CBDRR in RCC member countries as presented in the Country Papers and highlights the challenges identified by the member countries at the RCC 7 Meeting for institutionalizing and up scaling CBDRR.

1.3 Structure of this version of the working paper and planned review process

The paper is structured into five parts:

- Experiences of National CBDRR Programs and lessons learned in RCC member countries
- Support to CBDRR by regional and sub-regional organizations
- Challenges in implementing CBDRR as described in the Country Papers to the RCC 7
- Meeting the challenges of institutionalizing CBDRR
- RCC recommendations on ways ahead

As planned this version of the working paper is being reviewed by all RCC member countries. Information from countries not able to report to earlier deadlines on their national programmes on CBDRR will be gathered and included in the next version of the paper.

The paper is being circulated at the 3rd Asian Ministerial Conference on DRR, Kuala Lumpur, December, 2008 and will be presented by the RCC Chair, Government of Sri Lanka and RCC Secretariat; ADPC at the Technical Segment 3; Community based disaster risk reduction; involvement and empowerment of local governments and non

governmental organisations, of the conference on 3rd December, 2008. Comments received will inform the revision of the paper; which will be discussed at the next meeting of the RCC Steering Committee to be held in the 1st quarter of 2009.

2. Experience of national CBDRR programs and lessons learned in RCC member countries

This section of the paper provides the experiences of RCC member countries in implementing CBDRR initiatives under the following themes. The experiences are reported in the Country Papers submitted to RCC 7 and presentations made at the RCC 7 meeting.

- **CBDRR prioritized in the National Policies and Frameworks on disaster risk reduction**
- **National DRR Plans identify CBDRR as a priority component**
- **National Programs on CBDRR in RCC member countries**
- **Integration of CBDRR in National and Local Development Planning and Programs**
- **National Tools on CBDRR in RCC member countries**
- **Funding schemes for CBDRR in RCC member countries**
- **Partnerships for CBDRR in RCC member countries**

2.1. CBDRR prioritized in the National Policies and Frameworks on Disaster Risk Reduction

India

The National Disaster Management Framework of India has mandated the preparation of community based mitigation, preparedness and response plans which entail:

- Enhancing community capacity in multi-hazard prone areas;
- Setting up and training of village/panchayat and wards/ municipal Disaster Management Committees;
- Prioritizing community and panchayat's mitigation plans under various rural development schemes; and
- Integrating in annual developmental plan of the local bodies.

Lao PDR

The National Strategic Plan for Disaster Management to 2020, 2010 and Action Plan 2005, developed in 2003 recognizes the importance of involving the community in dealing with disaster risk and the necessity to build their capacity.

Malaysia

The National Security Council Directive No. 20 (NSC No. 20) attaches priority to CBDRR through educational programmes and drill or exercises. The NSC No 20 also draws the clear outline about the role of district officer as a chairman in the Committee of Disaster Management and Relief at district level.

Mongolia

The National Disaster Risk Reduction and Disaster Management Framework for Action 2006-2015 has been developed in line with Hyogo Framework for Action (HFA) and identifies CBDRM as a priority direction for supporting vulnerable population in hazard prone areas.

Nepal

The National Strategy on Disaster Risk Management in Nepal, developed in 2008, proposes the communities and Village Development Committees (VDC) to be lowest level of institution responsible for local level disaster risk reduction (DRR) and emergency response. The responsibilities include inventory of disaster events and impacts, local level hazard and risk assessment, disaster awareness, VDC level DRR planning including capacity building for DRR and emergency response, pre positioning and management of emergency stores for relief and search and rescue.

Pakistan

Community and local level risk reduction programs have been identified as one of the nine priorities (Priority 6) of the National Disaster Management Framework of Pakistan. The Framework mandates the disaster management agencies at the national, provincial, and district levels to develop community level disaster risk management (DRM) programs for about 50 high risk districts out of the total 130 districts. The DRM program will include the following:

- Establishing and strengthening of local level organizations i.e. CBOs, Citizen Community Boards (CCBs) for DRM.
- Capacity building of CBOs, CCBs, masons, teachers on DRR and preparedness
- Awareness raising of communities and local stakeholders on DRR and preparedness.
- Implementation of small structural mitigation schemes in most vulnerable villages and towns
- Institutional and technical capacity building of schools in vulnerable villages and towns for DRR and preparedness

Sri Lanka

The National Disaster Management Plan 2008-2012 and the Sri Lanka National Disaster Management Policy emphasize the importance of community engagement in disaster management.

Thailand

The Department of Disaster Prevention and Mitigation has set up CBDRR as its highlight policy. The Cabinet has approved the central budget for CBDRR in 2007 and for 367 communities as demonstration of their commitment. CBDRR approach has become one of the government's performance indicators. At the community level, the Disaster Prevention and Mitigation Act 2007 mandates the village leader as commander during disaster and the village leader will have authority to request assistance from higher level, e.g. sub-district, district, as

needed. The same Act stipulates that local disaster management plans are also aligned with local development plans.

2.2. National DRR Plans identify CBDRR as a priority component

Bangladesh

The National Plan for Disaster Management (2007-2015) developed by the Ministry of Food and Disaster Management recognizes community empowerment which is operationalized by CBDRR as one of the six key result areas with the following elements:

- Capacity building of local disaster management committees.
- Development of community based early warning system.
- Community risk assessment at union level.
- Development of risk reduction action plan at union level.
- Development of contingency plan at union level.
- Bottom up mainstreaming of risk reduction action plans into local development plans.
- Local DRR funding mechanism for implementation of community risk reduction actions.

Indonesia

The National Action Plan for Disaster Risk Reduction (2006-2009), Indonesia, the product of joint planning and cooperation between the Office of the State Minister for National Development Planning/National Development Planning Agency (BAPPENAS) and National Coordinating Agency for Disaster Management (BAKORNAS) prioritizes implementation of CBDRR and integrating it with the local development master plan.

Sri Lanka

The Road Map for Safer Sri Lanka (2006-2015) prioritizes CBDRR as one of its seven program components. The aim of the component is to establish a sustained national program to build the resilience and capacity in at-risk communities for response and DRM. The program has identified targets for implementation in the next 10 years and priorities during the first two years. A key priority of the program is the identification of areas where CBDRR practices can be integrated into SAMURDI (national poverty alleviation) programme activities.

2.3. National Programs on CBDRR in RCC member countries

China

The National Plan for Comprehensive Disaster Reduction during the “Eleventh Five-Year Plan” Period (2006-2010) of the People’s Republic of China gives attention to community-level mitigation and preparedness and in capacity building and education for community level action. The Ministry of Civil Affairs compiled the “Standard of Demonstration areas in Disaster Reduction” to strengthen community’s capabilities for disaster monitoring and early warning, created a team of disaster information liaison officers and volunteers, and constructed 1000 demonstration communities for comprehensive disaster reduction.

India

The ongoing Government of India Disaster Risk Management Programme; implemented from 2002-2008, focused on integration of community based disaster preparedness and mitigation strategies into the local government development plans, and in strengthening local capacities and institutions. The program was initiated in 25 districts in 3 States and expanded to 169 multi-hazard prone districts in 17 States based on the 1st edition of the Vulnerability Atlas of India. One of the key lessons learned from the implementation of the programme is that that national programmes designed for community level interventions, can be implemented effectively only with the involvement of states—either directly or through other developmental partners such as NGOs.

Mongolia

The National Emergency Management Agency of Mongolia has been implementing CBDRR initiatives since 2005. The future plans include introducing CBDRR initiatives in eight soums (districts) of four aimags (province/state) to each of 332 soums of 21 aimags of Mongolia and to train young herders on traditional methods on recognizing climatic hazardous phenomena through regional experience and sharing of lessons learned.

Nepal

The Ministry of Home Affairs, Government of Nepal has launched the community level flood management program and the community level earthquake preparedness program. The Ministry of Physical Planning and Works, Government of Nepal has initiated mason training program all over the country and more than 5200 masons have already been trained.

Sri Lanka

The Program Component 6 (Box 1) of the Road Map for Safer Sri Lanka aims to establish a sustained national program on CBDRM to build the

resilience and capacity in at-risk communities for response and disaster risk management. This is planned to be achieved in a phased manner over next 10 years by establishing:

- Community DRM teams in 20,000 villages over 2500 Grama Niladari divisions;
- An effective national network of local level

Box 1: Road Map for DRM in Sri Lanka

Road Map for DRM in Sri Lanka				
Component 6: Community Based DRM				
To reduce risk and thus disaster impacts through participatory approaches at the community level				
Outcomes	Outputs/ Activities	Budget (USD million)	Time frame (1: Short (0-2) 2: Medium (3-5) 3: Long (6-10))	Partners (Lead Agency in Bold)
1. Promoting CBDRM Volunteerism				
Increased participation of volunteers and commitment of at-risk communities in risk reduction interventions	Output: i. Promoting community disaster response volunteers and establishing community teams for CBDRM in a phased manner in all at-risk communities. ii. Registration of volunteers and maintenance of database. iii. Volunteer skills, training and motivation.	45.0 (Total) [For 4500 GN]		DMC District secretaries, District DM Coordinators and DM Committees in collaboration with CBOs and NGOs, SLRCS
Community DRM teams established in all at-risk communities. Volunteer database established and maintained for use in emergencies	Activities: - Community DRM teams constituted in each at-risk community to undertake village level activities of EW, preparedness, response and mitigation. Identification and Selection of volunteers to serve during disaster events (SAR parties, first aid responders, camp maintenance, etc) - Developing Volunteer Facilitators Capacity building and training for volunteers Conduct periodic drills and rehearsals. Link with SLRCS. Establishing revolving fund at community level. - Establishment of database of volunteers at national level, in each District and Grama Niladari areas and local government level. - Provide Identity Cards for better recognition - Introduce an incentive scheme (reward system) to encourage volunteers	5.00 (S) [For 500 GN] 1000 (M) [For 1000 GN] 30.00 (L) [For 3000 GN]		
2. Establishing Resource Centres				
Increased access to information on community based	Output: i. Establishing CBDRM resource centers in each district.	5.0 (Total)		DMC District Secretaries in collaboration with

- volunteers for DRM;
- Effective coordination mechanisms between Government and NGOs at all levels;
- CBDRR resource centers in 25 districts;
- Shared methodologies for CBDRR implementation and training; and
- Small grants programme for community teams to support community level DRM projects

Thailand

Over the past years the Department of Disaster Prevention and Mitigation had upscaled the implementation of CBDRR initiatives as described in Box 2.

Box 2: CBDRR implementation in Thailand by DDPM

Year	Communities/ Villages
2004	51 communities/ Villages
2005	391 communities/ Villages
2006	377 communities/ Villages
2007	367 communities/ Villages
Total	1,186 communities/ Villages in 75 provinces

2.4. Integration of CBDRR in National and Local Development Planning and Programs

Cambodia

The Strategic National Action Plan (SNAP) on DRR (2008-2013), Cambodia developed in 2008 by National Committee for Disaster Management in cooperation with Ministry of Planning, emphasizes strengthening of sub-national capacities, particularly at the community level, to fully support the government priority of poverty reduction as elaborated in national development plans and policies. It identifies strengthening sub-national and CBDRM as a First Level Priority for implementation (Box 3). Strengthening DRM capacities at provincial, district and especially commune levels is one of the cornerstones of the Action Plan. The implementation plan of the first two years includes:

- Strengthening local government capacities for DRR;
- Updating the national CBDRR strategy;
- Providing training to the most disaster-prone provinces and communities; and
- Integrating DRR into the formal commune development planning process.

To achieve these targets, the following subcomponents are identified:

- Decentralize responsibilities and resources for DRR
- Promote implementation of community-based DRR programs

Box 3: Strategic National Action Plan for DRR, Cambodia

Component 2	Strengthen Local and Community Disaster Risk Management Capacity
Outputs	<ul style="list-style-type: none">▪ Updated national CBDRR strategy▪ PCDMs, DCDMs, and CCDMs in most disaster-prone areas trained in disaster risk management▪ DRR integrated into local/commune development plans
Key Activities	<ul style="list-style-type: none">▪ Conduct review and update of the national CBDRR strategy by national stakeholders▪ Concerted advocacy effort by DRR stakeholders in the country for CBDRR implementation▪ Identification of the most disaster-prone communes▪ Develop standard training courses on DRM including gender and cultural sensitivity training modules▪ Train local authorities (provincial, district, commune) and community volunteers on disaster risk management▪ Develop guidelines for formal integration of DRR into official commune development plans identifying both structural and non-structural mitigation measures▪ Promote adoption of field tested structural and non-structural mitigation measures▪ Promote the establishment of a DRR fund for communes within the context of the government's decentralization (i.e., PSSD) initiative
Potential Partners	NCDM– Lead, with local governments (PCDM, DCDM, CCDM), MORD, MOINT, MOAFF, CRC, NGOs, DIPECHO and other key donor institutions

Maldives

In the Maldives, CBDRR activities are led by the Island Development Committees. Local authorities are members of the Island development committees and they act as the link between the regional head office and the Ministry of Atolls Development and the National Disaster Management Center.

Mongolia

The CBDRR initiatives being implemented in the country are in line with local development policy and local government plan of action reflecting poverty alleviation, unemployment reduction and disaster prevention issues.

The Philippines

The Philippines have integrated CBDRM into national and sub-national development plans such as the Philippine Medium Term Development Plan. CBDRR concerns are also embedded in the Regional Development Plans in the areas of environment, physical planning of hospitals, schools, roads, and other public infrastructure. The Chapter 12 and 15 of the Medium Term Philippine Development Plan provides reference to CBDRM as follows:

Chapter 12; “Responding to the Basic Needs of the Poor” stipulates the following:

- Institutionalization of CBDRR

- Advocates for the passage of the DRM bill; “An Act Strengthening the Philippine Disaster Risk Management Capability, Appropriating Funds There of and for Other Purposes.”

Chapter 15 on “Peace and Order” includes:

- Organization of community-based institutions, which include Disaster Coordinating Councils, in the Local Government Units which are instrumental in better maintenance of peace and order and public safety in the communities.

2.5. National Tools on CBDRR in RCC member countries

Bangladesh

The Ministry of Food and Disaster Management, Bangladesh has developed a tool to assist partners in conducting Community Risk Assessments (CRA) and in developing a Risk Reduction Action Plans (RRAP). The tool adopts a holistic perspective, involving the full interaction of a top down policy, planning and institutional reform, and with bottom up community driven risk analysis. It recognizes the eight essential tools for community risk assessment and management; namely, models and frameworks, policy reforms, advocacy, institutional reform and capacity building, guidelines and planning frameworks, collaborative partnerships, funding mechanisms and coordinating measures. The tool has already been used to conduct community risk assessments and prepare risk reduction action plans for all of the 548 unions under the seven pilot districts. Its use is currently being expanded to other districts. Box 4 illustrate the flow of the process from the assessment using CRA to the formulation of RRAP that involves all stakeholders including village people, local government bodies, NGOs and other experts.

Box 4: Community Risk Assessment (CRA) and Risk Reduction Action Plan (RRAP) Guidelines-Bangladesh

- 1. Scoping the community:** involves identification of community elements, resources, and general aspects of social life through PRA methods like social mapping, transects, FGDs.
- 2. Identification of Hazards, Vulnerable Sectors, Elements and Locations:** entails the identification of various levels of hazard exposure on community elements, on the area's spatial landscape, and sectors using hazard and risk mapping, interviews, FGDs.
- 3. Risk Statement, Analysis and Evaluation:** identification and articulation of specific risks, determining likelihoods and consequences, ranking risks, and evaluating the acceptability of the risks.
- 4. Specific Risk Reduction Options and Action Planning:** conduct of causal analysis of risks, identification of specific key and alternative options to reduce risks.
- 5. Consensus on Options:** come to an agreement of options and strategies to reduce risks. This process involves validation, consultation, analysis of secondary data, and review of lessons learned.

End products: CRA and RRAP

CRA: a consensual community risk assessment and set of risk reduction actions

RRAP: a detailed risk reduction action plan which will be implemented through existing or newly formed local community institutions and local government bodies

The Philippines

In the Philippines, there is an ongoing initiative to produce multi-hazard maps under the project on Hazard Mapping and Assessment for Effective Community-based Disaster Risk Management, better known as the READY project. The project aims to develop a manual on standard hazard mapping that will serve as a guide for local geologists throughout the country. This five year project covers 27 high risk provinces exposed to multiple natural hazards. It has three main components: multi-hazard identification and assessment, community-based disaster preparedness and mainstreaming risk reduction into the local development planning process. Box 5 provides a brief on the initiative.

Box 5: READY project (2006-2011) The Philippines

Main components:

1. Multi-hazard identification and assessment
2. Community-Based Disaster Preparedness
 - 2.1. Development of Information Education and Communication (IEC) strategies and materials for specific target groups;
 - 2.2. Installation of Community-Based Early Warning Systems (CBEWS) for Floods and Tsunami
3. Initiate the mainstreaming of risk reduction into the local development planning process
 - 3.1. Mainstreaming/Institutionalization
 - 3.2. Resource Mobilization and Donor Coordination

Government contribution to project implementation

- Inventory of existing resources (communications, available community/locally-driven hazard maps)
- Logistical support and Coordination
- Maximum participation in community-based disaster preparedness activities (i.e. dry-runs, drills, IEC)
- Media mileage
- Sustainability of the project (i.e. maintenance of the EWS equipment, regular conduct of READY activities, mainstreaming into policies & plans)

Project outputs

- Multi-hazard maps of 10 high-risk communities
- Community-Based Early Warning systems for 8 high risk provinces dealing with flood and tsunami
- IEC (Seminar-workshops) the above provinces
- REDAS (Rapid Earthquake Damage Assessment System) software training in 2 high risk provinces

2.6. Funding schemes for CBDRR in RCC member countries

Bangladesh

Bangladesh, through the Local Disaster Risk Reduction Funding Guidelines (LDRRF), have allocated USD 2M (60% of total fund) to the 39 Letters of Agreement signed as of 2006. A minimum of 25% of the total LDRRF is earmarked for community proposals drawn from the Community Risk Assessment (CRA) and Risk Reduction Action Plan (RRAP) processes. Linking the CRA and RRAP processes to the LDRRF ensures continuity from planning and assessment to actual implementation of action plans.

Indonesia

A key financial arrangement is a contingency scheme initiative of the Jakarta Provincial Government for transferring funds to the district, sub-district and village levels. Each village headman is provided about USD 1,000 for disaster preparedness activities, such as preparation of flood evacuation sites, marking areas, allocation of tasks for public kitchens, to be undertaken by responsible local people. Two years after the scheme was initiated, the fund increased to USD 15,000 in 2005 and was allocated to each village for disaster prevention issues related to cleanliness, hygiene, garbage clearance, environmental security, public health, and dengue prevention. Thus, provision is made for a local DRM budget with the local government unit holding the responsibility for the use of the funds.

Sri Lanka

Sri Lanka has identified priority projects and budget estimates for program component six on CBDRR in their Road Map, namely demonstrating their commitment to the program. Total budget estimates for CBDRR is more than USD 28M phased over a 10-year period. For the first two years, the Road Map has estimated USD 6M to fund up to 500 grants of community teams implementing DRM projects. It also estimates USD 5 M for establishing CBDRR resource center.

Thailand

Cabinet approved central budget for CBDRR in 2007—USD 2.6M for evacuation drills in provinces and districts; and USD 377,000 for One Tambon One Search and Rescue (OTOP) project.

2.7. National initiatives on Capacity Building for CBDRR in RCC member countries

Bangladesh

The Comprehensive Disaster Management Programme (CDMP) of the Government of Bangladesh has identified Capacity Building as one of priorities. The program has trained 525 Unions and 1000 Union Disaster Management Committees as well as carried out specific trainings on cyclone preparedness, Community Risk Assessment and Risk Reduction Action Planning using national training modules and tools. The key activities related to capacity building for 2008 includes:

- Develop and finalize training modules on Introduction to Disaster Management, and Community Risk Assessment and Risk Reduction Action Plan for piloting in seven districts;
- Conduct 3 training courses with Union Disaster Management Committees on comprehensive disaster management
- Conduct a comprehensive disaster management course exclusively for 49 PIOs-the member secretaries of Upazila Disaster Management Committees;
- Conduct 11 training courses for 292 Cyclone Preparedness Programme officials and volunteers for tsunami preparedness; and

- Conduct 11 training of trainers (ToT) on Community Risk Assessment for 24 officials from Local Disaster Risk Reduction Funding partners

Pakistan

The National Disaster Management Authority of Pakistan has developed training manuals for communities and district authorities. It is also in the process of establishing the National Institute of Disaster Management (NIDM) that will offer courses for CBO, NGOs, local authorities on CBDRR.

Thailand

The Department of Disaster Prevention and Mitigation (DDPM) of Thailand has been undertaking series of training since 2004. The training includes ToTs on CBDRM, DRM for flood and tsunami, training on Mr. Warning for areas prone to landslide and training on search and rescue.

2.8. Partnerships for CBDRR in RCC member countries

Cambodia

In 2005, the Cambodian Disaster Risk Reduction Forum (CDRR Forum) was established with support from Disaster Preparedness Programme of the European Commission's Humanitarian Aid Department (DIPECHO) and other agencies to promote better coordination and exchange of DRR experiences. The forum meets three to four times a year with a rotating chair from participating agencies. The National Committee on Disaster Management has taken a leadership role in the management of the forum and presently co-chairs all meetings. Enhanced networking and coordination between the NCDM, local government and other DRR agencies has led to fruitful discussion of CBDRR strategies and other DRR issues.

Indonesia

The Indonesian Society for Disaster Management (*Masyarakat Penanggulangan Bencana Indonesia/MPBI*) was established in 2003 as a fluid mechanism with membership comprising of DM practitioners and observers in Indonesia. Over the last four years, MPBI has gained extensive support and networking through collaborations and partnerships among other *Kappala*, *KPB*, *Bakornas PB*, *IIDP*, *IDEP*, *CARE*, *UNOCHA*, *Oxfam*, *IFRC*, *Indonesian RC*, *ITS*, *Indonesian Parliament*; mainly due to its lead in the development of the DRM law.

Nepal

The Disaster Preparedness Network (DP-Net) was established in 1996 and is envisioned as a loose association of individual organisations within the development sector in Nepal, which are concerned with disaster management. The network aims to assist individuals and organisations to prepare for, and respond to and manage disaster should it strike. DP-Net works closely with Government of Nepal through its agencies, which are concerned with disaster preparedness and management. It complements the effort of these agencies to inform and prepare organisations and communities to deal effectively

with disasters. It is in the process of strengthening the network in different districts by forming the District Coordination Committee.

The Philippines

In the Philippines, a network of cooperation between academic research institutions and community based organizations for DRR was established to answer partners' needs for increased communication, coordination and a mounting demand for disaster reduction and preparedness. The network is called Building Disaster Resilient Communities (BDRC) Learning Circle. BDRC allows for Christian Aid partners working in disaster-prone areas to meet and share experiences and for CBOs to meet with scientific and research organizations on disasters. These meetings have increased forcing partners to explore more intensely pertinent issues. Sub-clusters have been created to deepen the exchange and learning around specialized DRR issues. The Learning Circle has been collaborating with agencies on climate change and risk assessments.

The Philippines has a network of 29 business groups and social development foundations called Corporate Network for Disaster Response (CNDR) that was started during the 1990 earthquake and was strengthened following Mt. Pinatubo eruption and the occurrence of other natural disasters thereafter. Another network is the Philippine Disaster Management Forum composed of NGOs, individuals, academe and people's organizations that focuses on legislation and institutionalization of CBDRR.

Vietnam

In Viet Nam, a joint initiative was established with DIPECHO partners pledging to work together with one voice, DANI, rising out of a need for a more holistic approach to disasters. Specific objectives include improving coherence and efficiency of CBDRR initiatives and raising awareness through advocacy at the national, provincial and local levels. With CARE playing a coordination role, DANI activities include advocacy skills training; compilation and sharing of good practices; development of online CBDRR resources; support of joint events on National Disaster Day; study tours; collaboration with national and local media campaigns; and organization of policy dialogues between local DIPECHO partners, national agencies and donors. Challenges to the initiative come in the form of conflicting expectations and working styles among CBDRR partners, while communication and coordination can create obstacles.

Another network in Viet Nam is the Disaster Management Working Group (DMWG) which was started by the International Federation of the Red Cross and Viet Nam Red Cross Society during the emergency relief efforts in the 1999 flooding. Since then, participation has increased and focus has shifted to DRR. DMWG has grown into a dynamic network with joint assessments of humanitarian situations, promotion of international standards including the publication of SPHERE Handbook in Vietnamese. The wealth of strong technical expertise from DMWG member agencies acts as an input to policy dialogues. The group continues to advocate for strengthened policy dialogues and the integration of CBDRR into development planning.

3. Support to CBDRR by regional and sub-regional organizations

This section of the paper provides a brief narrative on the approaches taken on CBDRR and support provided to member countries by regional and sub-regional organizations.

3.1 The ASEAN Regional Program on Disaster Management (ARPDM)

The ASEAN Committee on Disaster Management (ACDM) developed the ASEAN Regional Program on Disaster Management (ARPDM) to be implemented over a period of 2004-2010. The ARPDM has a component to support CBDRR (Box 6) among ASEAN member countries. Component 4.1 is about supporting CBDRR projects. Its key activities include:

- convening meetings NDMOs and NGOs on CBDRR Project
- taking stock of all CBDRR projects in country
- implementing agreed action plan in each member country
- holding workshops in each country to recognize good practices
- supporting the development of sub-regional and ASEAN level network of NGOs working on CBDRR

Box 6: ASEAN Regional Program on Disaster Management (ARPM) on CBDRR

Component 4: Engaging external partnerships

4.1 Supporting **community based disaster management** projects

Outcomes

- Better prepared communities in ASEAN member countries
- Inventory of NGOs working on CBDRR in each member country
- National platforms of exchange of experience
- Regional network of NGOs on CBDRR

Other linked activities

- CDBP work done by National Red Cross Societies
- Regional meetings of NGOs
- Regional trainings on CBDRR organized by ADPC and IDRDM
- National level CBDRR trainings

3.2 South Asian Association for Regional Cooperation Disaster Management Center (SDMC)

South Asian Association for Regional Cooperation Disaster Management Center (SAARC-DMC) in collaboration with the Government of Bangladesh had conducted a regional workshop on CBDRR in South Asia in November 2007 with participants from governments and NGOs. This workshop produced a Road Map to promote CBDRR. Key action areas include scaling up CBDRR to cover the whole country; institutionalizing CBDRR mechanisms created under the National Disaster Management Framework at all levels of governance; integration of CBDRR into development planning at the national and local levels.

All the member countries of the SAARC are already committed to CBDRR as it adopted the Comprehensive Framework on Disaster Management (SCFDM) in April 2007. The SCFDM echoes the Hyogo

Framework for Action's goal of developing disaster resilient communities with enhanced coping mechanisms to respond to multiple hazards. In their Road Map (Box 7), SAARC countries have committed to integrate CBDRR with the institutional mechanisms under the National Disaster Management Frameworks from the national, provincial and local levels.

Box 7: South Asian Association for Regional Cooperation (SAARC) Road Map on CBDRR

Outcomes

- Develop disaster resilient communities that have enhanced coping capacities to deal with all hazards
- Mainstream CBDRR into development policies and practices at all levels
- Create enabling environment that would facilitate CBDRR practices
- Provide framework in which government, NGOs, civil society and private sector shall contribute to the development of community capacities in coping with disasters

Key Lessons: CBDRR has done better:

- when national and local governments are proactively involved in program implementation
- when it is institutionalized with local self governing institutions and integrated with local and national planning mechanisms

3.3 Mekong River Commission

The Mekong River Commission (MRC) has four member countries of the Lower Mekong River Basin (Cambodia, Lao PDR, Thailand and Vietnam). Myanmar and China are dialogue partners. MRC has been implementing Flood Management and Mitigation Strategy since 2001 and the Flood Management and Mitigation Program (FMMP) since 2004. The program has five components:

- Establishment of Regional Flood Management and Mitigation Centre
- Structural Measures and Flood Proofing
- Enhancing Cooperation in Trans boundary Flood Issues
- Flood Emergency Management Strengthening
- Land Management

MRC provides support to Provincial and District Committee for Disaster Management in development and implementation of Flood Preparedness Program in 28 Districts in 11 Provinces in 4 countries namely Cambodia, Lao PDR, Vietnam and Thailand.

In addition the FMMP has initiated a study on Flood and Drought vulnerability indices for the Lower Mekong Basin. This project has the potential benefits of building bridges between NGOs, International Organisations, line agencies and the MRC through the promotion of shared data and standards. It would further help in defining effective coping mechanisms and management-oriented procedures for measuring flood impacts, as well as establishing an integrated basis for flood risk management in the Lower Mekong Basin.

3.4 Asian Disaster Preparedness Center

ADPC has long believed that community action for DRR is a crucial element in promoting a “culture of prevention” and creating safer communities. Therefore, community based approaches have been an integral part of the ADPC programs since the mid 1990s. This has included:

- Working directly with national and local partners and the communities;
- Capacity building of NGOs, local authorities and other civil society organizations;
- Advocacy to promote the adoption of community based approaches;
- Facilitation of experiences and lessons learned sharing within and across national boundaries; and
- Strengthening of national and regional cross -sector networking for CBDRR.

One important program for promoting and institutionalizing CBDRM has been the Partnerships for Disaster Reduction in Southeast Asia (PDRSEA), a multi-phased project being implemented in Southeast Asian countries since 2000 with financial support from DIPECHO and in collaboration with UNESCAP since 2003. PDRSEA has focused on developing technical capacity of professionals through designing and conducting various training courses, facilitating sharing of experiences, across countries and organizations through newsletters, websites and email list serves. The program has provided support to national networks and led efforts towards regional networking. Practical tools for practitioners have been developed to support community action, including the CBDRM Field Practitioners Handbook and the Critical Guideline for CBDRM. Since 2005, the focus of the program has been on Institutionalizing CBDRM in the government policy, planning and implementation. In this regard the program works closely with the National Disaster Management Offices (NDMOs), ASEAN Committee on Disaster Management (ACDM) and practitioners. In the recently completed phase 4, the program focused more at sub-national and local levels in helping the government departments develop strategies and action plans to support community action.

Since 1997 ADPC has been offering the regional training course on “Community Based Disaster Risk Reduction (CBDRR)”. The course was initiated in order to provide an opportunity to practitioners to learn essential skills and knowledge to systematically address DRR challenges at the community level. The CBDRR course has been conducted at the regional level 17 times and regularly draws a diverse range of participants working in government agencies, NGOs, CBOs, UN agencies and the private sector from many countries of the Asia-Pacific region and beyond. The course has also been adapted to the national context in Afghanistan, Cambodia, India, Lao PDR, Sri Lanka, Thailand and Vietnam, and delivered in collaboration with national partners.

4. Challenges in Implementing CBDRR programs as described in the Country Papers submitted by the RCC members

This section of the paper describes the challenges in implementing CBDRR programs as identified by the RCC members in the Country Papers to the RCC 7 meeting.

4.1 Integrating CBDRR into National, Local and Sectoral development Plans and Programmes

Integrating CBDRR into the development plans and programmes at all levels is crucial to its effectiveness and sustainability. The lack of coordination and coherence in planning and implementing CBDRR activities and across development planning sectors contributes to duplication and waste of resources. This integration into development planning includes other CBDRR issues as well such as gender mainstreaming and linking CBDRR to relevant marketable livelihood training, micro finance and disaster insurance.

4.2 Increasing participation and involvement of the sub-national governments

Integrating CBDRR in development plans and programmes at all levels encourages increased participation and involvement particularly of the sub-national governments. Integration can also enhance cooperation among stakeholders as it most development partners (NGOs) have the tendency of bypassing government mechanism while implementing DRR projects at the community level.

4.3 Capacity Building

Training and capacity development of the communities continues to remain as one of the priorities focus of CBDRR. Scaling up the capacity building programs in CBDRR is essential as very few sub-national mechanisms and local actors have been reached compared to present needs. In this process of scaling up, agreeing on a common conceptual understanding on CBDRR is essential. There is also a need to increase capacity and skills at community level to improve livelihoods and food security and reduce environmental degradation. Building community capacity can also enhance the sense of ownership by the community of CBDRR implementation leading to a weaning process from community dependence on relief and support from external agencies.

5. Meeting the challenges of institutionalizing CBDRR

To initiate discussion among the member countries in identifying ways of meeting the challenges of CBDRR implementation, ADPC had made a presentation during the RCC 7 on “Meeting the challenges for CBDRM”. The following paragraphs are extracted from the presentation which is based on a technical note developed by ADPC in partnership with UN/ISDR and with support from the Global Facility of Disaster Reduction and Recovery (GFDRR) on “Good practices in disaster risk management at sub-national and community level”.

5.1 Legislation

- Support mechanisms for the development and implementation of DRM legislation at sub-national and community level that is well defined, inclusive, and embraces issues that reflect national and community interests.
- Support location specific legislation, e.g. “in the urban setting, institutional development (i.e. capacity building of local governance in DRR) and mitigation measures should include legalization that discourages the occupation of hazardous, disaster prone sites and regulatory codes that ensure disaster resilient construction standards.

5.2 Institutional mechanisms

- Support initiatives that embrace a holistic and comprehensive approach to DRM at the provincial and district levels (i.e. so that personnel are not focused on relief/response only) and promote a more proactive engagement in DRM
- Take pragmatic steps (depending upon the context) to address the lack of articulation between the national, sub-national level and communities by building capacity at the sub-national level through development of a cadre of dedicated focal persons assigned specifically to DRM. Encourage governments to appoint part- or full-time focal points at sub-national level. Furthermore, intensify efforts to support the development of local government structures through institutional development. This would include support to institutionalize DRM planning, particularly at sub-national level with a wide range of stakeholders working to develop DRM plans at the community level (principally INGOs, LNGOs and the Red Cross Movement) to help overcome challenges these stakeholders face in ensuring that such plans are taken up at the higher sub-national level and ultimately influence national level plans.

5.3 Contiguity is a necessity

- Encourage the integration of small-scale DRM initiatives into the ongoing development process and aid sub-national government levels to view these as an intrinsic part of a holistic and multi-faceted local development plan
- Promote lessons learning and good practice derived from small-scale and local projects. Ensure that such practice is documented and disseminated to governments/national partners/larger audiences and above all used to advocate or influence policy-making and planning at the national level.

5.4 Increase financial resources

- Dedicate more funding for a programmatic approach to DRR at the sub-national level to build capacity, implement programmes, etc.

and to help to overcome the challenge of sustainability of CBDRR initiatives

- Enable a smarter use of resources by providing finance at a slower pace and at time when the system is ready; the nature of CBDRR programmes is that they take time and are demand driven. Some funding for CBDRR comes from humanitarian funding mechanisms, is usually geared for fast delivery and is often not designed with long term objectives. More relief funding should ensure that DRR activities are incorporated into the project design.
- Invest in both preparedness and mitigation, e.g. for safe areas, campaigns, implementing micro-projects; this finance can come from local government development funding, community savings and community loans and micro-credit.

5.5 Move away from pilot approach and short funding cycle

- Support governments to mainstream DRM and through an institutionalized approach ensure that a longer-term programmatic approach is adopted by both governments at different levels with civil society organizations.
- Provide long-term, i.e. 3 to 5 year, programme funding to augment existing shorter term dedicated CDDRM funding (e.g. from the European Commission DG ECHO, DIPECHO funding)
- Commit to a more sustained source of funding to sub-national government level and to their civil society partners, particularly the Red Cross Movement, to ensure engagement with communities for a substantial period of time.
- Consider the provision of seed funding to communities who have a DRR programme. Implement the programmes using a demand based approach.

5.6 Train human resources

- Invest in DRM staff training within a country and support the development and dissemination of appropriate DRM information and materials. Support greater collaboration between local government agencies/NGOs/other stakeholders involved in the generation of information for sub-national and community levels.
- Help ensure through longer-term funding mechanisms that investment in staff training (both local and international), is not lost and efforts made by agencies to retain such staff/ensure that there are other opportunities with other projects or programmes.

5.7 Engagement with local government

- Facilitate the development of a stronger interface between local governments and their involvement from the beginning of CBDRR projects.

5.8 Scale and scaling up

- Support projects that cover wider geographical areas, are implemented for longer periods of time and that have a focus on multi-hazard risk reduction, incorporating both hardware and software mitigation components.

5.9 Terminology

- Promote the utilization of a common lexicon of terminologies to be utilized by different agencies/governments at all levels to help overcome confusion.

5.10 Develop strategy/ policy around community based disaster risk management

- Support governments to work with sub-national level and a wide range of stakeholders involved with DRM to develop DRM policy and strategy at the national level and ensure appropriate replication at the sub-national level.

5.11 Integration

- Promote an integrated, programmatic approach by partners to avoid duplication and wastage of resources, e.g. conduct integrated risk assessments at the community level.
- Strengthen linkages between local community development entities/agencies and CBDRR practitioners.
- Promote integration of DRM into community development projects carried out by community based organizations.

5.12 Response capacity

- Support sub-national level development of DRR/response teams, particularly at the community level – to undertake DRR activity (i.e. before the disaster strikes) and to act as the “first responders”. The role of the Red Cross Movement - with its strong mandate in DRR and in relief response – and an important auxiliary to the sub-national level government structures should be better recognized and supported to develop sub-national and local response teams.

6. RCC recommendations for the way ahead

As described in Section 1 above, to encourage active exchange of ideas among the member countries and formulate action points, the participants were divided into groups and provided with a set of questions to discuss ways to meet the challenges of institutionalizing and upscaling CBDRM. This section of the paper documents the recommendations identified by the countries.

6.1 Challenges for scaling up implementation of CBDRR programmes in all high risk communities as identified by the RCC members include the following:

- Policy agenda for CBDRR such as integration of CBDRR in the national development policy framework and Poverty Reduction Strategy Papers
- Funding for CBDRR
- Partnerships (NGOs/Government) for implementation of programmes
- Capacity Building with special attention to formulating standardized procedures and identification of uniform outcomes and guidelines
- Institutional capacity & commitment, delegation authorities
- Community awareness and ownership, knowledge of benefits
- Sustainability by engagement of community and strengthening of local government and disaster management committees
- Transparency, credibility and politicization

6.2 Actions to increase national and local government involvement in CBDRR implementation activities of NGOs and community based organizations as identified by the RCC members include the following:

- Advocacy Networking: Cost-benefit analysis must be conducted for policy makers to realize that advantages in investing in CBDRR
- Institutionalization: Legislation must support CBDRR activities and be incorporated into government framework and plan of action of all development stakeholders. Government must also recognize the role of NGOs and CBOs in CBDRR and provide an enabling policy environment. Sustained dialogue between government, NGOs and CBOs must be supported as dialogue provides the platform for mutual consultation and learning.
- Funding/Resources: Government must allocate funds for CBDRR program and implementation especially at the local level.
- Coordination mechanisms/ Regulatory mechanisms: Establishing and strengthening coordination and regulatory mechanism between NGOs, CBOs and government agencies.
- Building capacity of CBOs and NGOs: Capacity building for NGO and CBO staff is crucial to an effective implementation of CBDRR activities. Enabling staff and training a cadre of dedicated people for CBDRR is important.
- Clarity of role of CBOs/NGOs in the whole process, defining common goals and priorities: Defining common goals and priorities and clarifying the role of each actor in relation to the goals and priorities is another way of enhancing cooperation between the NGOs, CBOs and government agencies.

6.3 Steps for government at national and sub-national levels to support sustained implementation of CBDRR by community organizations as identified by the RCC members include:

- Establish clear policy framework for support by national governments and partnerships between local government and CBOs
- Setup /adapt appropriate and suitable institutional mechanisms to accommodate CBDRR
- Establishing scheme for recognition of good practices in CBDRR and utilizing experiences of CBDRR award scheme in member countries
- Enhanced resource from national and local government

6.4 Specific steps necessary to increase the linkage of CBDRR programs to development planning process (national as well as at the local level) and the role the planning agencies could play as identified by the participating National agencies of Planning and Sectoral Agencies of RCC member countries, includes:

- Increasing linkage of CBDRR programs to development planning with strengthened partnership between national disaster management office and national planning agency.

Need for national planning agency to develop policies and guidelines which recognize or prioritize CBDRR; and local governments to institutionalize CBDRR in investment programming and project design, budgeting and revenue generation.

- Increasing linkage of CBDRR in Sectoral Planning such as in development of school curriculum and training of teachers.
- Establishing support systems by capacity building of technical people in the planning and sectoral agencies on CBDRR. It is also required to raise awareness of political leaders on the importance of DRR through development of IEC materials documentation of good practices and observance of public awareness campaigns such as observance of disaster preparedness day/month.
- Outside of the executive branch, appropriate legislations must be adopted (e.g., mandating planning)

6.5 Role of UN Agencies, partner organizations and donors in addressing some of the issues and challenges in implementing upscaled CBDRR includes:

- Appreciate and promote CBDRR as a window of opportunity for community empowerment
- Linking CBDRR to development planning and implementation
- Support CBDRR backed-up by local authorities and integrating local/traditional knowledge with science and technology
- Serve as bridge among communities, governments, donors, and other stakeholders
- Involvement of private sector in DRR; Corporate Social Responsibility in preparedness and risk reduction, not only in emergency relief and recovery
- Support formulation of national policies, plans or strategy papers on CBDRR as part of disaster risk management framework
- Prioritize high-risk communities and those who express need for CBDRR
- Support capacity development, strengthening institutions, training and development of IEC materials
- Support and disseminate research and documentation of good/bad practices, lessons learned
- Revise agency policies – cannot be guided efficiency consideration if we want to reach communities most at risk (remote/isolated areas)
- Advocacy for CBDRR
- Facilitate dialogue among stakeholders
- Resource mobilization for CBDRR
- Set an environment for transparency and accountability to communities
- Raise awareness by supporting CBDRR conferences with community leaders, practitioners and women leaders.

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