



# GNDR

Global Network of Civil Society  
Organisations for Disaster Reduction

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# Status of Community-based Disaster Risk Management (CBDRM) in Asia, Africa and Latin America and Caribbean

## Baseline Report

**Contents**

- 1. Introduction ..... 4
  - 1.1 Background..... 4
  - 1.2 About the CBDRM Project ..... 4
- 2. Baseline Assessment Methodology..... 5
- 3. Findings ..... 5
  - 3.1 Asia Overview ..... 5
    - 3.1.1 Political Commitment ..... 5
    - 3.1.2 Financial Commitment ..... 6
    - 3.1.3 Organisational Commitment ..... 6
    - 3.1.4 Capacities ..... 7
  - 3.2 Philippines ..... 7
    - 3.2.1 Political Commitment ..... 7
    - 3.2.2 Financial Commitment ..... 7
    - 3.2.3 Organisational Commitment ..... 8
    - 3.2.4 Capacities ..... 8
  - 3.3 India..... 8
    - 3.3.1 Political Commitment ..... 8
    - 3.3.2 Financial Commitment ..... 9
    - 3.3.3 Organisational Commitment ..... 9
    - 3.3.4 Capacities ..... 9
  - 3.4 Africa Overview..... 9
    - 3.4.1 Political Commitment ..... 9
    - 3.4.2 Financial Commitment ..... 10
    - 3.4.3 Organisational Commitment ..... 10
    - 3.4.4 Capacities ..... 10
  - 3.5 Burkina Faso..... 10
    - 3.5.1 Political Commitment ..... 10
    - 3.5.2 Financial Commitment ..... 11
    - 3.5.3 Organisational Commitment ..... 11
    - 3.5.4 Capacities ..... 11
  - 3.6 Niger ..... 11
    - 3.6.1 Political Commitment ..... 11
    - 3.6.2 Financial Commitment ..... 11

3.6.3 Organisational Commitment .....	12
3.6.4 Capacities .....	12
3.7 Latin America & Caribbean Overview.....	12
3.7.1 Political Commitment.....	12
3.7.2 Financial Commitment.....	12
3.7.3 Organisational Commitment .....	13
3.7.4 Capacities .....	13
3.8 Chile .....	13
3.8.1 Political Commitment.....	13
3.8.2 Financial Commitment.....	13
3.8.3 Organisational Commitment .....	13
3.8.4 Capacities .....	13
3.9 Dominican Republic .....	14
3.9.1 Political Commitment.....	14
3.9.2 Financial Commitment.....	14
3.9.3 Organisational Commitment .....	14
3.9.4 Capacities .....	14
4. Challenges/Gaps.....	15
5. Conclusions & Next Steps .....	15
Annex 1 – Status of CBDRM in [country or region] Questionnaire .....	17
Background information .....	17
Political commitment.....	17
Financial commitment.....	17
Organisational commitment .....	17
Capacities.....	17
Other .....	18

# 1. Introduction

## 1.1 Background

Despite a number of national and international initiatives (e.g. the Hyogo Framework for Action 2005-2015, establishment of regional and national platforms for DRR), disasters have continued to exact a heavy toll over the last 10 years. Over 700,000 people have lost their lives, over 1.4m people have been injured, and approximately 23m have been made homeless as a result of disasters. Overall, more than 1.5bn have been affected in different ways, with women, children and people in vulnerable situations disproportionately affected. Total economic loss has been estimated at more than US\$1.3tn and, between 2008 and 2014, an estimated 144m people were displaced by disasters.<sup>1</sup> Furthermore, these figures do not include the impacts of recurring small-scale disasters that particularly affect communities, households and small and medium enterprises, constituting a high percentage of all losses but often going unreported and unaddressed.

The concept of disaster resilience has gained prominence in humanitarian aid circles over the past decade, prompted by the recognition of increased severity of disasters and ineffective efforts to reduce vulnerability to them. However, the negative impacts of 'disasters' on communities are persisting and organisations and governments continue to fail to institutionalise effective and sustainable approaches to manage those risks at the local level. Past studies have shown that the majority of the disasters that vulnerable communities face are recurrent, small-scale disasters that do not trigger media or government attention nor attract external support. Furthermore, data has shown that a lack of financial resources is a critical limiting factor for DRR in India, the Philippines, Senegal and other countries in Asia, Africa and the Americas, highlighting a lack of political commitment.

If national DRR activities do not take into account the local realities that only local communities and civil society groups can speak to, and do not include the capacities and resources that local level actors can offer, they risk being inappropriate and ineffective, and the Sendai Framework for Disaster Risk Reduction (SFDRR) will not be able to reduce losses and build the resilience of communities. Within the emerging Regional Implementation Plans we can see many commitments to utilise local capacities, build on local knowledge and connect to community activities. For example, in the Asian Implementation Plan, we see the commitment to 'institutionalise community-based disaster risk reduction to strengthen the resilience of communities'. However, the plans give very little guidance as to how to achieve this 'institutionalisation' or what enabling environment factors it requires. Community-based disaster risk management (CBDRM) has been implemented for some years, but such community-based approaches to DRR are rarely successfully scaled out but rather remain ad hoc and isolated.

## 1.2 About the CBDRM Project

The USAID/OFDA funded '*Institutionalising Sustainable Community Based Disaster Risk Management*' (CBDRM) project proposes to support the scale out of sustainable CBDRM, including community-led DRR and early warning systems, by identifying the enabling environment required (political, financial, social), building the capacity of actors to work

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<sup>1</sup> SFDRR 2015-30, page 10

together to put in place the necessary building blocks, and increasing the political commitment for the scale-out of CBDRM. It aims to better understand the critical success factors for CBDRM, build capacities towards more sustainable CBDRM and increase political will and commitment for its institutionalisation. This project is defining sustainability as ‘the ability to be maintained at a certain rate or level over a period of time’, and institutionalisation as ‘the action of establishing something as a norm in an organisation or culture’. In other words, it is looking to identify the factors that need to be in place for permanent, effective, locally-owned, adaptive and inclusive approaches to disaster risk management that have a proper space in laws and policies and are effectively implemented at the national and local level. Once these factors have been identified, this CBDRM project will work to build capacities towards ensuring such approaches.

To measure progress towards these aims, it is useful to establish a baseline in the regions and countries in which this project is being implemented: Asia (Philippines, India), Africa (Burkina Faso, Niger) and Latin America and the Caribbean (Chile, Dominican Republic). As a result, baseline data has been collected on political commitments, financial commitments, organisational commitments and capacities and is summarised in this report.

## 2. Baseline Assessment Methodology

The information for this baseline assessment was provided by the Institutionalising Sustainable CBDRM project partners. A questionnaire template (Annex 1) was created and sent to the partners to complete to the best of their ability. It is important to note that there may be some information missing from this baseline, as the assessment drew solely on the knowledge and understanding of the project partners, rather than a wider scope of DRR practitioners in the project countries and regions.

## 3. Findings

### 3.1 Asia Overview

#### 3.1.1 Political Commitment

In Asia, there are many policies and plans that mention CBDRM. In some countries across Asia, CBDRM strategies/plans/policies describe vertical linkages between community-based disaster risk management with sub-national DRM arrangements and structures, indicating institutionalisation of CBDRM for synergy and coherent DRM across all levels. Some of these policies and plans take a strategic and programmatic approach to CBDRM and embed them in Frameworks, such as the National CBDRR Framework for Mongolia and the National Community-Based Disaster Risk Reduction Framework (2014) in the Maldives. Other countries include CBDRM as part of National DRM Plans or Strategies. For example, Myanmar’s Action Plan for Disaster Risk Reduction (MAPDRR, 2012) has several components, one of which is ‘Community based Disaster Preparedness and Risk Reduction’. Thailand’s National Disaster Prevention and Mitigation Plan (2015) indicates CBDRM as a component under the strategic focus on increasing preparedness and emergency response

capacity, building upon government interventions and supporting the strengthening of CBDRM.

There are a wide range of stakeholders involved in CBDRM interventions in line with the national DRM/CBDRM frameworks and programmes. Government agencies at the national and local levels play a critical role in reaching out to communities. CBDRM implementation in South and Southeast Asian countries is traditionally supported by NGOs in partnership with local government units. It is also generally known in the region that implementation of CBDRM should be participatory and community-led.

Though Asia has strong national policies on CBDRM, in practice, there are still challenges surrounding risk governance, an enabling environment, developing incentives, and understanding of the actual policies and mandates, particularly at the local level. There also remains a need to support CBDRM through technical and financial support at the local level and to continue building the capacities at the local government and community levels to ensure sustainability.

### 3.1.2 Financial Commitment

There are a number of key agencies that fund CBDRM across Asia. These include the National Red Cross and Red Crescent Society, DFID, AusAID, ECHO, Aga Khan, World Vision, JICA, JTI, CARE, Oxfam, World Bank, the Asia Foundation, Australian Department of Foreign Affairs and Trade, USAID, ADB, the Rockefeller Foundation, Bill and Melinda Gates Foundation, Swarovski Foundation and other global enterprises with community development programmes, international NGOs and their local NGOs network agencies, NDMOs and local LGUs. However, community-initiated sources of funding for DRM activities is limited, making sustainability beyond the end of CBDRM projects an issue.

### 3.1.3 Organisational Commitment

While the Asia region lacks NGOs who focus solely on DRM, a number have incorporated certain elements of CBDRM into their wide-ranging initiatives. These include NGOs working on various DRM cross-cutting issues at the community level, whose interventions include CBDRM elements or contribute to reducing vulnerability. Examples include community livelihood promotion, local resource management and conservation, climate change adaptation, and sustainable community development. There is also evidence across the region of increased partnership between NGOs and local authorities in the implementation of CBDRM interventions.

In addition to NGOs, there are other actors who have played an important role in CBDRM, including private sector companies who provide funding for CBDRM interventions through CSR programmes. Some even train their staff in implementing and facilitating CBDRM processes. This shows the trend in private sector support to CBDRM in a more holistic manner, rather than the traditional practices of providing communities with relief or equipment for emergency response.

### 3.1.4 Capacities

The Asia Region has access to and uses CBDRM guidebooks and other learning resources, which have been developed by NDMOs, development agencies and technical partners such as academia, and are available in local languages.

There are multiple approaches to early warning systems (EWS) across the region. Some countries use community-based practices such as colour-coded river measurement tools to help communities understand the different threat levels and the activities needed in response to those threat levels. Others use more comprehensive approaches of end-to-end multi-hazard EWS, though these require the support of national climate, hydro and geological services or a central unit such as NDMOs, which generate and disseminate the warnings from the national level, to the sub-national and down to the community, where it is disseminated through text messaging.

## 3.2 Philippines

The Philippines is one of the most exposed and vulnerable countries in the world when it comes to natural hazards such as earthquakes, floods and storms. Not only is it situated in the typhoon belt, making it prone to typhoons and floods, but it also lies along the 'Pacific Ring of Fire' between two tectonic plates, making it susceptible to major earthquakes.

### 3.2.1 Political Commitment

There are several national government agencies who aim to address disaster concerns in the Philippines. The National Disaster Risk Reduction and Management Council (NDRRMC) is composed of several government departments that engage in DRR, with the Office of Civil Defense acting as the Secretariat. The primary law that focuses on CBDRM in the Philippines is the Republic Act 10121, also known as the Philippine Disaster Risk Reduction and Management (PDRRM) Act. The establishment of this Act is, in part, a result of the work of the Disaster Risk Reduction Network Philippines (DRRNetPhils), which is a network of civil society organisations, academia, people's organisations and faith-based organisations. This law contains a provision stating that it is to be reviewed five years after its implementation. Led by the NDRRMC and supported by national, local and international NGOs, UN agencies, humanitarian groups, academia, people's organisations and faith-based CSOs, the Philippine Disaster Risk Reduction Act is being implemented across all levels in the country, from the national level down to the barangay (village) level.

The current policies and plans in the Philippines provide a picture of the local realities and current approaches to CBDRM to a certain extent, but do not sufficiently outline the local realities of the people. As a result, there is a need to promote more appropriate approaches to CBDRM in the country, particularly in the poorest and most isolated and disadvantaged areas. There is currently a bill going through congress to amend the PDRRM Act that indicates a need to improve the implementation and institutionalisation of CBDRM.

### 3.2.2 Financial Commitment

There have been many projects related to DRM with a wide range of donors including the World Bank, UNICEF, Arbeiter-Samariter-Bund (ASB), Hivos, AusAid, Oxfam, USAID,

UNIQLO, Margaret A. Cargill (MAC), Plan Australia, American Jewish Joint Distribution Committee (JDC), ADRA New Zealand, IDRC, Christian Aid, Save the Children Sweden, Institute for Development Studies (IDS), DIPECHO, Government of Hong Kong and the ProVention Consortium. Funding for CBDRM initiatives tends to be for 1-3 years.

There are other sources of funding that come from the private sector, such as from the Corporate Network for Disaster Response, Inc. (CNDR), which is composed of business groups, associations, corporations and corporate foundations whose objective is to rationalise and institutionalise disaster management efforts of the business community.

### 3.2.3 Organisational Commitment

The primary NGOs working on CBDRM in the Philippines are CDP and the Citizens Disaster Response Center (CDRC).

### 3.2.4 Capacities

There are many training modules and guidebooks on CBDRM in the Philippines. In addition, EWS are in place from the national down to the local level. These take the form of warnings, alerts, advisories and bulletins coming from surveillance agencies. The communities also utilise their local and indigenous knowledge to provide early warnings, for example through the use of '*kanungkong*' (a bamboo instrument) to inform people if they have to evacuate.

## 3.3 India

India is among the world's most disaster prone areas, with close to 85% exposed to one or more hazards. 57% of the country is vulnerable to earthquakes, 68% to drought, 8% to cyclones and 12% to floods. Indeed, over the last 50 years, there have been more than 9 major disasters in India each year, affecting an average of 16.9 million people annually. Disaster risks in India are being exacerbated by increased vulnerabilities related to changing demographics, socioeconomic conditions, unplanned urbanisation and development within high-risk zones, environmental degradation, climate change, geological hazards, epidemics and pandemics.

### 3.3.1 Political Commitment

The primary responsibility of disaster management lies with the State Governments. The Central Government lays down policies and guidelines and provides technical, financial and logistic support, whilst the district administration carries out most of the operations in collaboration with the central and state level agencies. The National Disaster Management Authority (NDMA) is the primary body responsible for laying down policies, plans and guidelines for disaster management and for coordinating their enforcement and implementation across the country.

There are several policies and Acts for disaster risk management in India. The National Policy on Disaster Management 2009 lays down policies on every aspect of holistic disaster management in India. It aims to minimise the loss of lives, livelihoods and property through

holistic, proactive, integrated, multi-disaster oriented and technology-driven approaches to disaster management.

The National Disaster Management Plan (NDMP) provides a framework and direction to the government agencies for all phases of the disaster management cycle. The Disaster Management Act 2005 provides the legal and institutional framework for disaster management in India and mandates that every Ministry and Department of the Government of India develops a Disaster Management Plan in accordance with the NDMP. The ministries and authorities are required to adopt a holistic approach to disaster management and build multi-stakeholder partnerships at all levels for the implementation of these plans, which are reviewed and updated annually.

There is a need to shift the focus of disaster management programming towards disaster risk reduction. The current focus on disaster management in India is heavily weighted in favour of emergency response.

### 3.3.2 Financial Commitment

CBDRM project funders have included Partners for Resilience, Care, World Vision, CASA, DCA, Action Aid, Plan and Eficor. There are also citizen-generated contributions, which are collected at the local level to provide local DRM solutions.

### 3.3.3 Organisational Commitment

Key NGOs working on CBDRM in India include Caritas, Action Aid, Oxfam, Net Coast, Pragma, Unnati, Kalvi Kendra, Indian Red Cross, PGVS, Harc, AIDMI, Swayam Shiksha Prayog, CASA, Red R and Cadme. There are also various universities and institutes that engage in CBDRM by, for example, offering courses.

### 3.3.4 Capacities

The National Institute of Disaster Management, in addition to NGOs such as Red R and SEEDS conduct training in CBDRM in India. In addition, UNDP has worked extensively with officials, civil society groups and volunteers at the national and sub-national level to better prepare communities to manage disaster risk, particularly by strengthening EWS in tsunami-affected states.

## 3.4 Africa Overview

In West Africa, drought is the primary threat, though flooding, coastal erosion, poor urban planning, conflicts, vulnerable infrastructure, land and environmental degradation, extreme poverty and disease continue to drive risk and undermine resilience.

### 3.4.1 Political Commitment

In the Sahel and West African countries, policies and programmes have played a significant role in addressing disaster risk. Some countries also have a National Strategy for DRM and

have the option to integrate these DRM issues into their Strategic Poverty Reduction Strategies.

Within the Global Alliance for Resilience (AGIR), some West African countries have developed national resilience priorities through inclusive consultations with a wide range of stakeholders. However, there is a need for greater recognition of the role of CSOs, through greater involvement in decision-making, policy and programme design, implementation, monitoring and evaluation.

### 3.4.2 Financial Commitment

In West Africa, the ECOWAS Disaster Risk Reduction Policy and Mechanism – a part of the Peace Fund dedicated to disaster management – provides critical financial resources to DRR and is used to attract donor support. Other funders of DRR in the region include UN-OCHA, UNHCR, UNICEF, FAO, EU, WFP, USAID-OFDA and DFID. However, funding capacity for adequate disaster response remains limited.

### 3.4.3 Organisational Commitment

Organisations involved in DRM in West Africa include the Red Cross, Oxfam, Enda Energie, IED Afrique, Christian Aid, Care International, Catholic Relief Services, Mercy Corps, Action Aid, Concern Worldwide, Action for Life, Welthungerhilfe, Plan International and ODI.

### 3.4.4 Capacities

The BRACED programme to build resilience has generated knowledge, evidence and learning on resilience and adaptation. This programme seeks to influence policies and practices at the local, national and international level by improving the integration of DRR and climate change adaptation methods into development approaches.

## 3.5 Burkina Faso

46.4% of the population in Burkina Faso live below the poverty line, with less than \$1 per day. Flooding affects an average of 25,000 households annually. In addition to this, the country is vulnerable to high winds, fires, road traffic accidents, epidemics, pest invasions, landslides and terrorism, causing mass population displacement.

### 3.5.1 Political Commitment

There are several policies and plans in Burkina Faso that refer to CBDRM. These include the Comprehensive National Disaster Risk Preparedness and Response Plan, Municipal Comprehensive Contingency Plan and the Capacity for Disaster Reduction Initiative (CADRI). Depending on the policy or plan, they can be updated as often as once or year or, as infrequently as is the case for CADRI, which is once every 5 years. These municipal contingency plans highlight local realities and offer appropriate approaches to CBDRM.

### 3.5.2 Financial Commitment

Funders of CBDRM projects in Burkina Faso have included Christian Aid, Self Help Africa, UNDP, Diakonia, USAID and the EU. In addition, some mining companies financially support local communities, but this support tends to be comprehensive rather than DRM-specific.

### 3.5.3 Organisational Commitment

Organisations working on CBDRM in Burkina Faso include Reseau MARP-Burkina, ATAD, ODE, SEMUS, WEP, IUCN, the Observatory of Sahara and Sahel (OSS), SOS Sahel International, AGED, Christian Aid, Self Help Africa, Welt Hunger Hilfe, Diakonia, Oxfam and Save the Children. In addition, there are various research institutions, university departments, national agencies, embassies and the press, that engage in CBDRM.

### 3.5.4 Capacities

Through the implementation of various projects and programmes, there are sometimes courses that include CBDRM, but the country lacks guidebooks and other learning resources. Though community-based early warning systems exist, local committees are trying to connect them to the national system.

## 3.6 Niger

Niger is susceptible to recurrent droughts, the floods/heavy rains, pests, fires, climate-sensitive diseases, high winds, sandstorms and extreme temperatures. As a result, the country has been working to strengthen its resilience.

### 3.6.1 Political Commitment

The primary disaster risk management system in the Niger is the National Scheme for the Prevention and Management of Disasters and Crises (DNPGCCA). The country also has a national platform for DRR, which was tasked with developing a National Strategy for DRR to cover the period 2016-2030. This strategy is accompanied by other existing strategies which address aspects of DRR such as the 3N initiative ('Nigerians feed the Nigerians'), the National Programme of Action for Adaptation to Climate Change (PANA) and the National Comprehensive Contingency Plan. There are also a wide variety of sectoral policies that address DRR-related issues, such as the National Policy of Social Protection, the Environmental Policy and the Health Policy, in addition to several national-level legislative and regulatory frameworks. These policies and plans are updated on a regular basis, the frequency of which varies depending on the policy in question. Though these policies are somewhat effective, there is still much vulnerability to disasters and the need for building capacities and monitoring remains a challenge.

### 3.6.2 Financial Commitment

Donors who have funded CBDRM projects in Niger include the World Bank, German Cooperation, UNDP, FAO, CÉDÉO, ABN and UEMOA. Funding from other actors such as the private sector or microfinance companies is lacking.

### 3.6.3 Organisational Commitment

The primary agencies working on CBDRM in Niger are the Red Cross and the National Platform. Other actors include UN agencies such as UNDP and FAO, ABN, and corporations such as GIZ and the World Bank.

### 3.6.4 Capacities

There are CBDRM trainings taking place in Niger and there are guidelines and other resources available, such as the PROCAN study in the Tillabéry region. There are also early warning systems in Niger.

## 3.7 Latin America & Caribbean Overview

The Latin America and Caribbean (LAC) region is exposed to a wide range of threats due to its geographical and climatic features. Flooding is common in many countries across the region and extreme temperatures and droughts are increasing in frequency and severity. The western side of the region is highly susceptible to earthquakes and tsunamis as well.

Between 1960 and 2016, the LAC region experienced 2,269 disasters (17% of the global total for that period), in which 285 million people were affected. In addition to affecting the well-being of the population, these disasters also have severely affected economic growth and social infrastructure in the LAC region.

### 3.7.1 Political Commitment

In general, disaster risk management processes are carried out by the State through risk management and national disaster management government governing bodies, which are represented at the local level through an administrative politician. These risk management governing bodies and disaster management policies and plans do include and govern community involvement. However, it is often challenging to determine which ones are truly based on CBDRM approaches. The region normally updates its plans at the local level on a 4-, 5- or 10-year basis, but that does not necessarily apply to CBDRM policies and plans.

That being said, there has been significant improvement in political commitment to CBDRM since the implementation of the Hyogo Framework, which has continued to increase with the Sendai Framework, which emphasises the importance of working with civil society and local communities (Priority 2.27.h). However, government involvement in CBDRM remains scarce.

### 3.7.2 Financial Commitment

From the financial point of view, major donors focusing on strengthening local capacities have been DIPECHO and USAID-OFDA. Other donors such as JICA, DFID and SDC have provided funds to national governments that contribute to sub-national and local-level programmes. Other funding bodies have included multilateral banks (inter-American Development Bank and World Bank), but these funds tend to be at the national level.

### 3.7.3 Organisational Commitment

In the LAC region, it falls on the NGOs and grassroots organisations to promote CBDRM, as there is a lack of political ‘maturity’ in local governments and even many urban communities to prioritise CBDRM. The perception of risk is not linked to the development process and DRM efforts continue to prioritise preparedness and response.

### 3.7.4 Capacities

Though there are many local and community-level risk management initiatives, not all correspond to CBDRM. This is because of the implications of CBDRM on effectiveness and sustainability, pointing to development and the importance of working it into underlying risk factors, which are not always addressed; rather, risk management efforts tend to focus on mitigation and preparation. That being said, there are some training initiatives on risk management at the community level as part of local and national projects.

## 3.8 Chile

Chile is exposed to earthquakes, tsunamis, droughts, floods, volcanic eruptions, urban and forest fires, landslides, avalanches and chemical accidents, among other risks. After an earthquake and tsunami in February 2010, Chile recognised DRR as a priority issue in the public agenda. As a result, the country launched its National Platform for DRR in May 2013. This Platform comprises ministries, sectoral agencies, civil society organisations, the scientific community and the private sector.

### 3.8.1 Political Commitment

Chile’s National Platform for DRR was established in 2013 to develop the National Policy for DRM. This primary DRM policy sets out general guidelines on how to take a comprehensive approach to DRR that advances sustainable development in line with international standards.

### 3.8.2 Financial Commitment

Chile is not a priority country for funding. However, there are some donors that have supported CBDRM-related projects in the country, such as JICA in Japan and USAID-OFDA. In addition, the private sector has engaged in some partnerships to support DRM projects.

### 3.8.3 Organisational Commitment

Caritas Chile has been implementing CBDRM project since 2012. Other organisations engaged in CBDRM in Chile include the Red Cross, World Vision and ADRA.

### 3.8.4 Capacities

In Chile, there are different types of trainings, ranging from face-to-face to online courses. There are research centres such as CIGIDEN and CITRID, in addition to universities who provide postgraduate training courses. The Academia de Guerra (military school) and some municipalities also offer courses and training workshops.

With regards to early warning systems, Chile has seen some improvement in their availability and usability, but they remain top-down rather than encouraging community participation and ownership.

### 3.9 Dominican Republic

The Dominican Republic is highly exposed to natural hazards such as tornadoes, cyclones, floods, landslides, forest fires, earthquakes, hurricanes and tropical storms, and drought. It is ranked as the 8<sup>th</sup> most at-risk country, due to its vulnerability coupled with the low capacities and resources of government institutions to tackle disaster risk and the lack of awareness of its people.

#### 3.9.1 Political Commitment

The primary plan for DRM in the Dominican Republic is the National Integrated Disaster Risk Management Plan, which defines the implementation of risk management policies over the next 5 years. It was last updated in 2011. Other policies in Chile include the National Risk Management Plan, the National Seismic Risk Reduction Plan and the National Risk Management Plan from the Red Cross.

In the Dominican Republic, there is a weak emphasis on strengthening local capacities for resilience. Furthermore, there are poor mechanisms for institutional strengthening and little motivation for active participation in CBDRM. Many of the policies have no explicit risk management component and there tends to be low social cohesion and solidarity and weak governance across the island nation.

#### 3.9.2 Financial Commitment

There are several donors who have financed CBDRM projects in the Dominican Republic. These include the Inter-American Development Bank (IDB), UNDP, Oxfam, UNICEF, ECHO, UNISDR and Habitat for Humanity. Their funding tends to be for projects ranging from 2 to 5 years. In addition to these donors, the National Fund for Prevention, Mitigation and Response Before Disasters serves as a source of financing for risk management projects.

#### 3.9.3 Organisational Commitment

The primary organisations working on CBDRM in the Dominican Republic are World Vision, Oxfam, Habitat for Humanity, Servicio Social de Iglesias Dominicanas (SSID), ADRA and the Japan International Cooperation Agency (JICA). Other actors include government agencies, institutes, universities, IDB, UNICEF, USAID, German Cooperation GIZ and the Center for the Prevention and Mitigation of Disasters (CEPREMID), among others.

#### 3.9.4 Capacities

In the Dominican Republic, there have been numerous projects to strengthen local DRR capacities. There are also various guides such as the Guide for the Elaboration of School Plans for Risk Management, the Handbook of Disaster Risk Management for Communicators and the Municipal Guide to Risk Management. In addition, the Dominican Republic has

several types of early warning systems, including through media (radio, television, press) and community social networks (with the help of megaphones).

## 4. Challenges/Gaps

Communities in urban settings are very different from those in rural areas. Also, there are different types of vulnerabilities even within communities. For example, in the Philippines, there is a great disparity in access to social services and funding between the classes and municipalities, presenting an immense challenge to effectively practice CBDRM. Thus, it is important to assess vulnerability considering demographics, the built environment and the heterogeneity of the population and take into account the different levels of knowledge about local hazards and the ability to respond to an emergency.

Furthermore, in India, the approach to disaster management has thus far relied heavily on the creation and management of physical infrastructure such as embankments and water retention structures. Natural ecosystems have only been considered in terms of their role for habitat conservation and, to a limited extent, augmenting water availability. A shift to DRR requires consideration of the role of ecosystems such as wetlands in buffering disaster risk, and sustainable management of ecosystems as integral strategies for DRR.

There is a need for CBDRM to expand beyond the scope of individual communities towards a cluster approach in which adjacent communities experiencing the same risks form a cluster community, working together to help mobilise resources, expand EWS networks and increase the power of their voice to express common needs and challenges. There is also a need for synergy to link CBDRM with local DRM led by local government units (LGUs) and other sub-national government actors. Lessons learnt from past CBDRM projects highlight that NGOs target solely communities at risk, whilst overlooking the need for empowerment of local authorities to engage in DRM. Furthermore, a significant proportion of financing for disaster management is made in relief and reconstruction. Investment in risk reduction actions is known to be cost effective, though this far has been limited. As a result, there is a need to enhance financing for DRR, augmenting existing government resources with additional allocations from the private sector.

In addition, there are cases, such as in the LAC region, where disaster risk management is perceived as the government's responsibility, rather than the need for multi-stakeholder engagement with different roles and responsibilities.

## 5. Conclusions & Next Steps

Though there are actors engaged in and willing to finance CBDRM activities, there is much evidence of weak political commitment to building local capacities for resilience across Asia, Africa and Latin America and the Caribbean. Many activities remain top-down rather than encouraging community ownership and empowering communities to continue the activities beyond the end of the projects. There also tends to be a lack of awareness and understanding about disaster risk and the importance of CBDRM and funding remains limited. Therefore, it is important for this CBDRM project to identify ways in which these challenges can be addressed and work collaboratively across stakeholder groups to increase understanding about the importance of community empowerment and ownership and,

consequently, political will to engage with communities to build resilience to disasters across all scales. There is also a need to provide opportunities for consultation to identify factors and relevant and effective mechanisms to promote and/or strengthen CBDRM.

# Annex 1 – Status of CBDRM in [country or region] Questionnaire

## Background information

1. Please provide a short description of the disaster context in your country. Think about location, population, hazards, the political and socioeconomic environments, etc.
2. What are the primary institutions that are responsible for managing disaster risk in your country?

## Political commitment

1. Please list any policies or plans in your country that mention CBDRM
  - a. How often are these policies or plans updated? When were they last updated?
  - b. How are they being implemented? Who is involved in their implementation?
  - c. Do you feel the policies and plans sufficiently outline local realities and suggest appropriate approaches to CBDRM?
2. Please provide examples of when your government has invested time and resources in CBDRM.
3. Are there platforms for governments to consult with community representatives on the design of DRM strategies?
  - a. Please provide examples.

## Financial commitment

1. Please list any donors who have funded CBDRM projects in your country.
  - a. Provide any details you can about their overall CBDRM investment. Does it have a geographic focus? How long does the funding tend to be for? Does it focus on a specific hazard?
2. Are there any other sources of funding for locally owned DRM activities? Think about the private sector, microfinance schemes, etc.

## Organisational commitment

1. What are some of the key NGOs that are working on CBDRM in your country?
2. Are there any other actors that are working on CBDRM in your country?
  - a. If so, who are they? Think about private sector, academia, or national and local UN offices.
3. Is there evidence of key NGOs **collaborating** with relevant actors (including government agencies and communities) to implement CBDRM projects?
4. What are some of the key CBDRM projects or programmes that have been implemented by different stakeholders in your country? Please list 3-5 projects or programmes.

## Capacities

1. Are trainings in CBDRM conducted in your country?

2. Are there guidebooks or other learning resources available on implementing CBDRM in your country?
3. Are there any community-based early warning systems (EWS) in your country?
  - a. What types of EWS are they?
4. Are there examples in the last 5 years of communities being involved in participatory risk assessments?

### Other

1. What are some of the real-life challenges to effective CBDRM?
2. Please provide us with anything else you think would be useful to know about CBDRM in your country.