

## **Flagship 4: CBDRM**

(Flagship 4 is led by MoFALD and supported by IFRC)

### **CHANGING CONTEXT OF CBDRM IN NEPAL SINCE 2011**

This paper attempts to capture the progress and challenges of Flagship 4 to date (2011-2014) and makes recommendations for priority areas for Flagship 4 over the coming 2 years (2014-2015).

The NRRC 2013 review, that has since been endorsed by the NRRC steering committee, made recommendations of what the NRRC as a whole and individual Flagships needed to address moving forward. Subsequently Flagships are undergoing a process of re/prioritizing Flagship outcomes, providing Flagship 4 an opportunity to once again examine progress made and discuss the direction of the Flagship moving.

### **Background**

Flagship 4 is a coordination and advocacy mechanism for community based disaster risk management (CBDRM) in Nepal. It aims to build a common understanding and approach to CBDRM among the many organisations contributing to CBDRM, including Government and non-government organisation, to track progress against national targets and encourage greater investment for scaling up CBDRM across the country.

#### **Flagship 4's 5 year target**

Flagship 4's 5 year target (2011-2015) is the 'completion of 1,000 CBDRM activities at VDC / municipality.'. Implementing (development) partners are now working with local Government and communities in over 672 VDCs/ municipalities (note CBDRM activities are recorded in 873 VDCs / municipalities, however 245 VDCs / municipalities have repeated or multiple activities).

Flagship 4's 5 year target needs some clarification around what the 1,000 number actually represents, in terms of depth of coverage of CBDRM activities in VDCs/ municipalities v breadth of coverage and whether VDCs/ municipalities counted meet the 9 minimum characteristics.

### **Moving forward**

*During 2014 Flagship 4 will undertake an impact assessment to qualify the number of CBDRM activities tracked from 2011-2015. This assessment will guide the role and scope of flagship in coming days. This assessment will in turn help inform the role of the Flagship and the NRRC going forward.*

#### **2011 Flagship 4's outcomes**

Based on the 2011 context of CBDRM in Nepal, Flagship 4 developed a strategy and subsequent outcomes to improve the quality and impact of investments in CBDRM in Nepal and importantly recognised coordination between stakeholders as an integral part of this process.

Initially these outcomes were to provide a technical framework and references to stakeholders, and the following 7 outcomes were agreed by the Flagship 4 advisory committee:

1. Establish a mechanism for coordination & collaboration of CBDRM issues
2. Support development of common tools for CBDRM
3. Identify hazard prone districts using secondary data
4. CBDRM advocacy at municipality, district & national level
5. Information Platform for exchange of information on CBDRM in Nepal.
6. Monitoring and evaluation of CBDRM progress nationally
7. Greater investment in CBDRM in Nepal

*The majority of these outcomes have been met over the last 3 years, see Annex 1 for a detailed list of activities against these outcomes.*

## **Government of Nepal CBDRM priorities**

In 2014, the Ministry of Federal Affairs and Local Development identified the following priority areas for Community Based Disaster risk management moving forward:

- Sustainability of CBDRM investment (also a NRRC review 2013 recommendation)
- Increase in the implementation and coordination of building codes
- Establishment and strengthening of local disaster management structures such as CDMCs/ LDMCs
- Institutional capacity development of disaster risk management across central, regional, district and local levels.

## **CHANGING CONTEXT OF CBDRM IN NEPAL SINCE 2011**

### **Coordination structures**

Under Flagship 4 the Ministry of Federal Affairs and Local Development (MOFALD) and the IFRC coordinate 24 implementing agencies in community based disaster risk reduction in Nepal, with over 100 partners in total (including other Government ministries, academics, community based organisations and others).

One of Flagship 4 primary focus is to create and advocate for a stronger coordination and collaboration culture between those actors working in CBDRM and disaster management more broadly. In order to effectively coordinate much effort has gone into sensitising stakeholders to the advantages of coordination. It's critical moving forward that for this coordination approach continues to recognise past efforts, enabling an environment that builds on work achieved and actively minimises the duplication of efforts and investment. The nature of coordination dictates that it will continuously be a challenge to understand in detail all the different CBDRM activities being undertaken in Nepal, however we have seen that since 2011, we have been able to create an environment where CBDRM stakeholders are willing and actively coordinate.

There are several mechanisms that have been established by Flagship 4 to increase levels of coordination between CBDRM stakeholders, including:

(INSERT DIAGAM HERE)

- Flagship 4 advisory committee

- The committee is chaired by MoFALD undersecretary, with the Flagship 4 coordinator as the secretariat, along with 7 other members. The committee has met 12 times since 2011.
- There is a need to revise the TOR for the committee, as it is currently very operationally based and needs to be updated to align with current context.
- Flagship 4 stakeholder meetings / workshops
  - National workshop (2013 and 2012)
  - Collaboration workshops
    - Flagship 1: School safety
    - Flagship 1: Hospital safety
- MoFALD implementing partners coordination meetings
  - Supported MoFALD in the coordination of 4 stakeholder meetings
- Flagship 4 working groups / task forces
  - DRM harmonization guidelines working group (including subcommittees)
    - At least 3 subcommittee workshops between Dec2013-March 2014
  - 9 minimum characteristics development working group
  - Output and outcome indicators working group
  - Urban symposium working group
  - Project tracking system working group
- Flagship 4 thematic workshops
  - Urban CBDRM 2012 & 2013
  - Lessons learnt and evaluation sharing
- Flagship 4 urban operations coordination meetings
  - Targeting program managers in urban context and promoting coordination between the urban programs
- Flagship 4 district / municipal consultations
  - Raising awareness of 9 minimum characteristics and LDRMP to district and municipal government officials and CBDRM stakeholders
    - 29 districts
    - 2 municipalities

### **Communication**

- Establishment and update of information platform about Flagship 4 including database of all CBDRM projects in Nepal
- Regular online newsletter
- Urban DRM google group

### **Moving forward:**

- *As it is always challenging to meaningfully engage stakeholders, it is necessary to hold workshops when the need arises and this approach will continue with partners as the Flagship moves forward including:*
  - *Thematic based workshops / discussions*
  - *Urban 2014 symposium*
  - *DRM harmonization subcommittee meetings / workshops*
- *Flagship 4 advisory committee ToR revised to align more with the current structure and needs of the Flagship (recommendation that they play an important oversight and broader*

*coordination function, mindful that other Flagships have advisory committees and thought needs to be given as to ensure there is no duplication of process).*

### **Government guidelines and policy**

The Government of Nepal has demonstrated significant leadership and direction in the field of CBDRM, actively establishing structures and planning processes to support communities increasing their resilience to disasters. This has been recognised in the *Local Self-Governance Act (1999)*, which emphasizes a number of risk reduction measures to be designed and implemented at the local level. The DPRP (MoHA), which are present in all 75 districts, have played an important role in increasing the level of awareness and planning for disaster response and preparedness at the district level. The Local Disaster Risk Management Planning guidelines (LDRMP 2011) were also approved by the MoFALD and describe the process for developing a disaster management plan at the VDC /municipality level in consultation with community members. With over 460 completed by the end of 2015, the LDRMPs are considered to be an important tool in increasing risk awareness and planning. In 2013, MoFALD also endorsed an annex to the LDRMP for the creation of Community Disaster management committees (CDMCs) for municipal contexts. The district level DDMP was also launched in 2012, which are a compilation of the DPRP and existing LDRMPs at VDC level coupled with 35 technical assessments of the district and focus heavily on risk reduction and mitigation measures for the district.

The Government policy task force agreed after an initial analysis of these 3 plans, that in order to increase the effectiveness of the plans and address issues such as funding, capacity building and mainstreaming that they would led a process to harmonize the three district and local level disaster management guidelines and produce 1 consolidated Disaster Management guideline that includes both planning aspects and implementation framework. The guidelines will be divided into the disaster management phases and address issues such as mainstreaming, knowledge management and capacity building. The Government policy task force will be supported by a Flagship 4 led technical working group, with each chapter forming a subcommittee comprising of a government lead and working group members.

#### ***Moving forward:***

- *DRM guidelines draft to receive comments from CBDRM stakeholders, translated into Nepali and go through Government approval processes*
- *Provide support to Government to test the draft DRM harmonization guidelines at local level*
- *Provide support to Government for the dissemination and rollout of the DRM harmonization guidelines.*
- *Knowledge management system link with Sahana and Government systems, increasing data collection and providing greater detail to decision makers throughout all disaster phases.*
- *Support capacity building strategy of local institutions and government officials, to ensure standardization of training and that specific technical training and master trainers are developed.*

### **Mainstreaming CBDRM at the local level**

Mainstreaming DRM at the district and sub district levels is a critical component in changing how decision making processes across sectors at the local level consider disaster risk management. In 2013 the Government led the National Collaboration and Coordination meeting which developed and designed a strategy on how to integrate disaster management activities identified by the

community into regular Government planning cycles and funding, to promote the protection of development progress, reduce losses and supporting growth.

This strategy capitalizes on existing local Government structures of the 'Local Governance Capacity Development Program' which uses a ground up approach to inform district level allocation of funding. Specific advocacy strategies have been incorporated in training to district government officials, encouraging and supporting coordination between ministries. The central level ministries have played a key role in leading this initiative and providing encouragement and guidance to their district level counterparts.

This mainstreaming strategy is already demonstrating results in 2014-2015 financial year with 1.7 Million Euros being allocated in 6 districts, to the village development committees (VDC) for disaster management purposes. The strategy has been integrated into the DRM harmonisation guidelines.

In addition to this local level mainstreaming approach, there has been a push at the national level, where work is underway with the National Planning Commission, who have issued an important directive to other sector ministries setting out the requirements on how to integrate disaster management into their budgets in 2014-2015 and onwards.

#### *Moving forward*

- *Replication of district level mainstreaming strategy and training that has been integrated into the draft DRM harmonization guidelines, to other districts.*
- *Support of coordinated district level capacity building on mainstreaming strategy to DRR focal persons, including the appointment of a MoFALD DRR focal person at district level.*
- *Support the development of monitoring mechanism to track Government allocated DRM funding at district level (through the implementation of the knowledge management system in the draft DRM harmonization guidelines). This could include a request from MoFALD to districts to compile DRM activities and budget.*
- *Further promote local level mainstreaming strategy and results.*
- *In coordination with Flagship 5, develop a national level mainstreaming strategy to support the funding of local level activities.*
- *In coordination with Flagship 5, further develop and strengthen vertical and horizontal linkages between line ministries to further the mainstreaming agenda.*

## **Standardised approach to CBDRM in Nepal**

### **Minimum characteristics of a disaster resilient community**

As part of this leadership and direction in CBDRM, the Government of Nepal in partnership with iNGOs, NGOs, UN and the Red Cross movement agreed upon 9 minimum characteristics of a disaster resilient community in Nepal in 2011. Since this agreement there has been high level of commitment by development partners to include the minimum characteristics into programming, form a baseline component for CBDRM in Nepal. However no monitoring of the impact or testing of the appropriateness of these minimum characteristics has taken place to date.

In order to provide further guidance to partners on the 9 minimum characteristics, a working group was formed in 2012 to develop output (process) and outcome indicators. These indicators

operationalise the minimum characteristics and are part of the bases of the DRM harmonisation guidelines.

#### *Moving forward*

- *Need to assess the appropriateness of the characteristics, in terms of if they are effective in building resilience at the local level for both rural and urban contexts.*

#### **Targeting lowest level of government**

Previously interventions when implementing CBDRM activities have primarily targeted only specific communities in a VDC or municipality. This approach whilst it has some advantages is very limited in its ability to strengthen supporting mechanisms that encourage sustainability of interventions and investment. To this end, Flagship 4 strongly advocates to all partners that it is critical to incorporate the lowest level of government, as a minimum, in CBDRM interventions, to increase their capacity, ownership and leadership of CBDRM in all future planning and decision making process for the wider community. Flagship 4 also recommends linking both interventions both horizontally and vertically with other VDCs and with district level authorities, in order to effectively mainstream identify DRM activities and to access funding and technical support. There are also good examples where VDCs have been able to support neighbouring VDCs to replicate LDMCs and DM planning without external support. This enthusiasm and willingness of local level government to own and drive disaster management for their communities, is the most sustainable way forward.

#### **Monitoring and evaluation**

MoFALD has incorporated the nine characteristics into their own monitoring procedures and of course individual agencies and donors conduct their own monitoring of programmes. However, no real cross-agency testing of the nine characteristics, their implementation, and (most importantly) impact at community level has yet been undertaken. The NRRC review (2013) has also recommended that all flagship programmes require more rigorous monitoring mechanisms.

Flagship 4 has however developed two mechanisms that have tried to monitor the work that has been undertaken in Nepal since 2011 in CBDRM. One of these is an online database of who, where and what interventions have been happening in Nepal since 2011. This information is available to anyone and acts as a basic mapping of stakeholders. In addition, a project tracking system was also developed in 2012 to understand in depth how interventions were meeting the minimum characteristics. However, there have been many challenges in extracting this information from implementing partners, as it's a voluntary system and has pushed us to change how we monitor projects in the future.

In another effort to promote frank discussions about challenges and innovations in CBDRM in Nepal, there have been a few forums to discuss evaluations of programs, to share observations and recommendations about what is and isn't working. It is important as we move forward that we able to learn from others and incorporate new solutions / innovations into interventions.

#### *Moving forward:*

- *Flagship 4 will conduct a series of assessments over 2014-2015 to understand how the investment in CBDRM through the implementation of the 9 minimum characteristics, is*

*contributing to an increase in disaster resilience at the local level. As part of this assessment, we will be analyzing how coverage of VDCs is being achieved and try to understand more about what these numbers actually represent.*

- *In order to encourage greater investment in CBDRM in Nepal we need to demonstrate the impact and show evidence that it is having a positive impact and change at the community and local levels.*

### **CBDRM in the urban context**

Nepal is experiencing the fastest rate of urban growth of any South Asian country (World Bank, 2013). This rapid urbanisation is only adding to the ever growing complexities of working in the urban environment continue to present challenges in building disaster resilient communities. Urban CBDRR work although on-going has been fragmented and learning to date has been limited. There has been significant investment already in urban CBDRR Nepal, from implementing agencies, Government and donors. There continues to be a lot to learn and much that we, as a DRR/M community do not know or have not tested. With the creation of multiple new municipalities in Nepal and urban growth increasing, the difficulties of balancing the needs of the Kathmandu valley with emerging urban needs elsewhere will require increased confidence amongst actors.

In August 2012, Flagship 4 organised an urban CBDRR workshop to discuss the various efforts of stakeholders in addressing this issue. Challenges of coordination in the urban context are widely acknowledged and were discussed in the workshop. One outcome was the agreement that greater coordination and learning of activities in Urban CBDRM is required to maximize implementation at all levels. At the request of implementing agencies Flagship 4 has begun to coordinate a Urban CBDRR coordination meeting at the operational level and established a Google group for circulation of related research, news and advances in this field, in an attempt to try and improve coordination at the ground level. Building on these experiences and recognising the challenges faced Flagship 4 held a 'Urban CBDRM a Symposium' in December 2013 to advance work in urban CBDRR in Nepal and to examine how new research, lessons learnt, differing approaches and case studies can be applied to shape urban CBDRR moving forward. Major outcomes from the symposium :

- Clear need for a task force on how to work more coherently on the National Building Code
- Explore possibility of an infrastructure task force to address critical underlying issues for risk mitigation
- Explore the link with livelihoods and DRM in the urban context

#### *Moving forward:*

- *The NRRC and Flagship 4 are now looking at how to put together a solution focused workshop in 2014 that addresses some of these issues raised and possible include developing characteristics for the urban context.*
- *In partnership with Flagship 4 implementing partners, document best practices and formulate guidance around successes and replicability of aspects of Urban CBDRM in Nepal*
- *Encourage and direct researches focuses on urban CBDRM in Nepal*
- *The NRRC will be conducting research on infrastructure development in Kathmandu*
- *Flagship 5 will be moving forward with the issue of national building code coordination mechanism and implementation*

## Early warning systems

Nepal's Ministry of Home Affairs jointly with the Ministry of Federal Affairs and local Development and the Ministry of Science and Technology through the Department of Hydrology and Meteorology have institutionalized early warning systems and its integrated it with disaster response mechanisms in Nepal over the past few years. This has resulted in a drastically improved ability of communities and local Government to prepare and respond to disasters resulting in limited fatalities in these areas (districts such as Kailali, Banke and Kanchanpur which previously encountered regularly fatalities have in the last 3 years experienced zero fatalities).

The early warning systems activated during 2013 monsoon season, when the West Rapti river reached its highest level in recorded history and the Karnali river experienced the biggest flood in the last 100 years (with approximately 36 hours over the danger level). The early warning system in these areas were activated, communities were evacuated to their pre identified safer places and local Government were able to quickly deploy support for a coordinated response resulting in no fatalities.

In recognition of the impact of an effective early warning system the Nepal Government is leading a processes to institutionalize early warning systems throughout Nepal and to date have:

- Drafted the National Early Warning Strategy which is clearly integrated into existing response mechanisms and focuses on:
  - Establishing and strengthening linkages between communities, district and national levels
  - Institutional capacity building of technical skills

The strategy focuses on setting up systems and capacity that is able to replicated national across all districts in Nepal. .

### *Moving forward:*

- *Endorsement of the national EWS strategy by the CNDRC*
- *Replicability across Nepal for flood related EWS implementation framework*
- *Support of master and district level trainers to conduct technical trainers and support the maintenance of established EWS systems.*
- *District simulation on Flood linking national emergency operation center to test time to flow information vertically and horizontally as well as time for coordinated response.*
- *Support the exploration of early warning systems for landslide*

## **2014 -2015 FLAGSHIP 4 OUTCOMES**

### **Outcome 1**

All CBDRM work being undertaken in Nepal is to the agreed standard of the 9 minimum characteristics of a disaster resilient community and are mapped online.

### **Outcome 2**

The Government of Nepal leads community based disaster management stakeholders in the harmonization and strengthening of the district and local disaster management planning and implementation processes, including addressing capacity building, mainstreaming and knowledge management systems.

### **Outcome 3**

Flagship 4 is able to demonstrate the impact of the investment into community based disaster risk management in Nepal between 2011-2015.

### **Outcome 4**

Flagship 4 advocates and effectively coordinates CBDRM issues and stakeholders in Nepal. This includes, but is not limited to:

- supporting the coordination of stakeholders focusing on early warning systems relating to floods and landslides in Nepal, and
- mainstreaming, in coordination with Flagship 5 and Flagship 4 partners, strengthen and coordinate DRM mainstreaming work at both district and national level and
- continue to raise aware of Flagship 4 and CBDRM at district level through development partners, using the 9 minimum characteristics as a risk management tool.

### **Outcome 5**

Flagship 4 actively supports the advancement of work in CBDRM in Nepal, including providing direction to researchers on information gaps and considering how new research, lessons learnt and differing approaches can be integrated into CBDRM moving forward.

This includes, but is not limited to, Urban CBDRM in Nepal