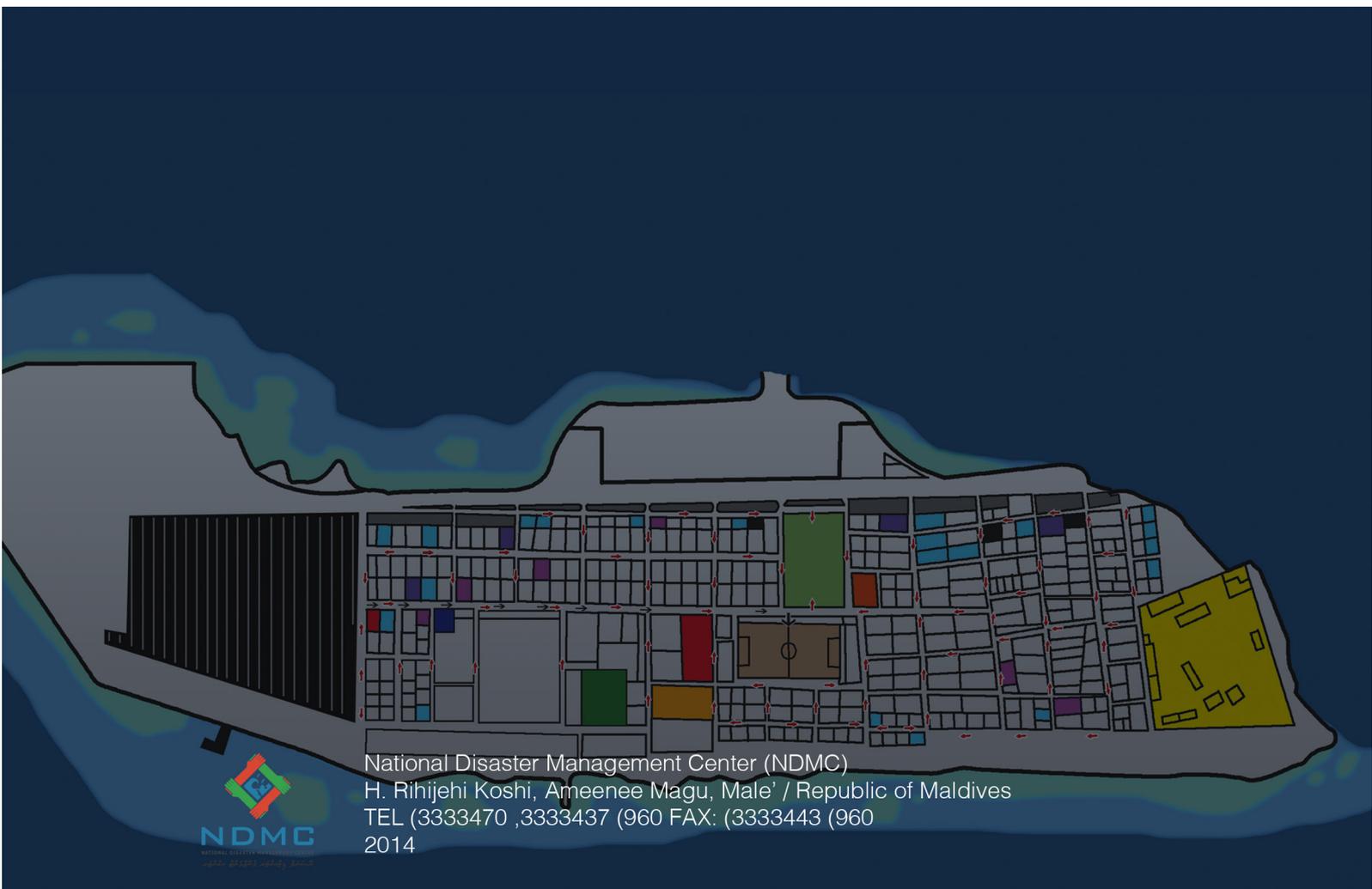




National Community Based Disaster Risk Reduction (CBDRR) Framework Maldives



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Community-Based Disaster Risk Reduction Framework

Foreword

The National Disaster Management Center (NDMC) has developed in leaps and bounds in the recent couple of years. What started as a center for tsunami recovery coordination and relief management has now become the central national institution at the helm of disaster preparedness and risk reduction in the country.

National Disaster Management Center has been working on several fronts in order to improve its mandate, scope of work, community penetration, technical capacity and available resources in order to make the Maldives a disaster resilient country. The Center has been working hard to develop activities at policy level to make disaster management a priority in national development planning.

To achieve such a potentially critical goal for the sustainable development of the country, it is vital that everyone concerned works within a well-planned framework to implement a strategy that is based in reality and efficiency. This Community-Based Disaster Risk Reduction Framework is putting that idea to paper. It outlines the standard process that will be followed across the country in order to achieve effective, efficient and sustainable programmes at the community level that would reduce local vulnerabilities and empower the communities to take responsibility for their own wellbeing.

The community based approach to risk reduction has been time tested and proven to be the most effective strategy for implementing risk reduction activities. It credits the community to being ideally placed to manage their own risks. They just need to be ignited to join this global phenomenon. This impetus can be in the form of an institutional arrangement, a training or capacity building, a partnership or a source of funding. Whatever the case, there needs to be an overall conducive environment for these programmes to be sustained.

This framework concisely outlines the enabling environment that is required to implement Community-Based Disaster Risk Reduction activities in the Maldivian communities. It then describes the institutional structure that has been developed to implement Community-Based Disaster Risk Reduction across the country. Therefore, this document is an essential reading requirement for everyone working in the development field in the Maldives.

I would like to thank the Asian Disaster Preparedness Center for their support in developing this document. I would also like to acknowledge the hard work and dedication of the National Disaster Management Center leadership and staff for their contribution to the document.

Major General (Ret) Moosa Ali Jaleel
Minister of Defence and National Security

Preface



Disaster Management came to the forefront in the Maldives when the 2004 Indian Ocean Tsunami devastated the people, economy, environment and infrastructure of the country. That was at a time when Maldives was inadequately prepared for such an event. Since then, with the help of national and international partners, Maldives has been on a race against time to increase its institutional and local capacity to better deal with disasters and emergencies.

One important step in increasing the resilience of a country to disasters is to mainstream disaster risk reduction activities into the development process. The key actors in the implementation of risk reduction activities need to be institutionalized at the national level in order to ensure sustainability. With the experience and research done in the past few years, it is accepted that the best approach for risk reduction is to have a bottom up approach. Community Based Disaster Risk Reduction is proven to be more effective in meeting the needs of the most vulnerable and more sustainable in the long term.

There are several developmental partners in the Maldives who are implementing risk reduction activities at the community level. There are Sectors and partners who do not directly implement risk reduction projects but nevertheless want to integrate disaster preparedness and risk reduction components into their policies, plans and activities. So far these efforts have been disjointed and uncoordinated. One main reason could be the lack of disaster management technical capacity at the community as well as policy levels.

The National CBDRR Framework will be an important tool that will be used in our communities to mainstream disaster risk reduction into their local development planning process. The framework also focuses on strengthening the key elements that enable a conducive environment for large scale CBDRR activities. An important element is the strengthening of financial resources and budgetary allocation specifically for CBDRR at the local and national level.

The Framework is structured so that it not very demanding in terms of the capacity required for implementing it. The establishment of the framework structure will be complemented by a capacity building programme at the community level. The Framework complements the Disaster Management Bill which is in the process of being sent to parliament. Implementation of the Framework will increase the integration of risk reduction into local development plans, increase coordination among partners as well as the National Disaster Management Center, and give the ownership of the risk reduction process to the community.

The Framework was developed for NDMC by the Asian Disaster Preparedness Center (ADPC) through a consultative process. All developmental partners should be aware of this framework and integrate the process into their projects and programmes.

Acknowledgements

The “National Community Based Disaster Risk Reduction Framework in the Republic of Maldives 2014” has been developed through a consultative process during 2014-2013, with the lead of the Maldives National Disaster Management Center (NDMC). NDMC is grateful for the review and inputs provided by government and non-government agencies in the Maldives (especially the Disaster Risk Reduction Technical Working Group (DRR-TWG), Maldivian Red Crescent (MRC), and the United Nations Development Programme (UNDP)), which have a stake in local or community-based disaster risk reduction activities in the Maldives. The Framework is targeted towards these stakeholders. Technical support in the development of the framework was provided by the Asian Disaster Preparedness Center (ADPC) and with financial support from the Government of Australia.

The institutionalization structure of the DRR Units was formulated with guidance from the Local Government Authority (LGA). NDMC is grateful for the priority that LGA is giving to mainstreaming DRR into the local development process.

The document could not have been completed without the valuable and constructive input and hard work of the staff of NDMC. Despite their own numerous duties and responsibilities, they took time to contribute to and verify the framework in order to ensure that it is a functional document. A special mention also goes out to Mr. Ahmed Siyah who worked as a local consultant to ADPC and worked with NDMC to finalize the document.

Significant efforts were made to accurately incorporate the key information within the framework. However, this document remains open to corrections and reviews; indeed, the framework has no fixed timescale and should be viewed as a living document. Questions and comments are welcomed by the National Disaster Management Center.

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Institutional Arrangements



Partnerships



Human Capacity



Technical Capacity



Financial resources

Introduction



1. Introduction to the National CBDRR Framework in the Republic of the Maldives

Community-based disaster risk reduction aims to reduce vulnerabilities and strengthen people's capacities to cope with hazards. Since the concept and practice of community-based disaster risk reduction (CBDRR) was introduced to the Maldives in 2005, the government and development partners have strengthened the resilience of 45 island communities. CBDRR offers a particularly effective means to reduce local risks, and is a cost-effective approach for a geographically-isolated country such as the Maldives. In recent regional dialogues – such as the 5th Asian Ministerial Conference on Disaster Risk Reduction (DRR) in 2012 – local level disaster risk reduction (and climate change adaptation) systems were identified as a key priority for each nation's disaster risk management efforts.

Within the scope of a national comprehensive and holistic strategy for disaster risk management, the Maldives intends to incorporate CBDRR as a core component. However, in order to ensure a sustained, harmonized, and large-scale approach for CBDRR implementation, a clearly-defined framework and supporting documents are necessary. The framework may guide the various partners directly or indirectly involved with CBDRR: government, non-government, private sector etc. Therefore, through a consultative process, the “National Community Based Disaster Risk Reduction Framework in the Republic of Maldives” has been prepared with the lead of the National Disaster Management Center (NDMC) and technical support from the Asian Disaster Preparedness Center (ADPC).

The target audience of this document is the members of the National Disaster Management Center (NDMC), the key ministries involved in CBDRR, and development partners who support the government of Maldives in such interventions.

The national CBDRR framework was developed through a progressive strategic planning exercise, mostly in a two stage process: a desk review of relevant documents, and consultations and review by practitioners and decision-makers of local and community-based disaster risk reduction. Through long-term experience and practice of community-based (and local) disaster risk reduction in countries of Asia and the Pacific, the success of a large-scale approach to CBDRR depends not only on individual communities, but also on an enabling environment at different administrative levels within a country. At different international mechanisms, five elements were identified as key for this enabling environment: institutional arrangements, human capacity, technical capacity, partnerships, and financial resources. The framework is largely devised around these five elements.

This document begins with an introduction section: a brief disaster risk profile of the Maldives, the disaster risk management arrangements, and community-based disaster risk reduction. Part One consists of an analysis of CBDRR in the Maldives: country assessment, and comparison assessment. Part Two is the national CBDRR framework itself: core strategy, implementation strategy, expected roles and responsibilities, and monitoring and evaluation. The document is completed with a series of annexes.

2. Maldives Disaster Risk Profile

The Maldives regularly experiences extensive risk in terms of high frequency, low impact events such as monsoonal flooding and also chronic phenomena such as coastal erosion, salt water intrusion and sea level rise. As a result of climate change, the frequency and severity of hydro-meteorological hazards are predicted to increase. In addition, low frequency, high impact events such as the 2004 Indian Ocean tsunami brought disaster management to the forefront of public attention as a result of the devastating impact the event had on the country's development progress. In recognition of the severe impact that hazards have on the lives of the Maldivian people, the society, and the economy, the Government of Maldives and development partners emphasize the need to reduce risks before disaster; not only act after the disaster.

The eastern sectors of the Northern and Central islands are highly exposed to tsunami while the Northern islands have the greatest exposure to surge hazards and cyclones. Other hazards include earthquakes, thunderstorms, flash floods, and prolonged dry periods. There is a 10% probability of a storm hitting the northern atolls with wind speeds from 118 to 177 km/h (Category 1 and 2 on the Saffir-Simpson Hurricane Scale) to happen in the next 10 years .

The physical vulnerability of the Maldives lies in the low elevation (80% below 1 meter above sea level) and flat topography of the small islands. The wide dispersion of its population in the islands and atolls is also a significant factor. The biggest island is only 5 kilometers long, while Male, the capital, is home to a third of the total population. The economy of the Maldives is highly dependent on tourism and the vulnerability of the islands is magnified further by extreme dependence on imported basic commodities like food, clothing, fuel and construction materials, usually from neighbouring India, Sri Lanka and other traditional sources, which are vulnerable to global market fluctuations. With the high unit cost for providing social and economic services and infrastructure and the difficulties of access to



Figure 1: Administrative map of the Maldives (Department of National Planning, 2013)

the islands, these factors “combine to create one of the most vulnerable communities in the world”. Figure 1 illustrates the geographic isolation of many Maldivian islands, and the challenges of implementing disaster risk reduction interventions – for example, high travel and communications costs.

Climate change is a significant issue in the country, the effects of which are expected to have severe impacts on the development of the small, low-lying coral islands of the Maldives as they “are highly reliant on the biological and geomorphologic functioning of the coral reef environment for their stability. The economic base, tourism and fisheries, and livelihood are directly linked to the coral reefs.” (GoM, 2009)² The maximum sea level rise of 59cm by 2100 which is predicted by the UN due to global warming is expected to make flooding incidents more frequent and coastal erosion more prevalent. The projected increase in sea surface temperature poses problems as it threatens the survival of the coral reef ecosystem, as in the 1998 El Nino event which devastated the coral reefs, and the fishing industry.

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The physical vulnerability of the Maldives lies in the low elevation (80% below 1 meter above sea level) and flat topography of the small islands. The wide dispersion of its population in the islands and atolls is also a significant factor. The biggest island is only 5 kilometers long, while Male, the capital, is home to a third of the total population. The economy of the Maldives is highly dependent on tourism and the vulnerability of the islands is magnified further by extreme dependence on im-

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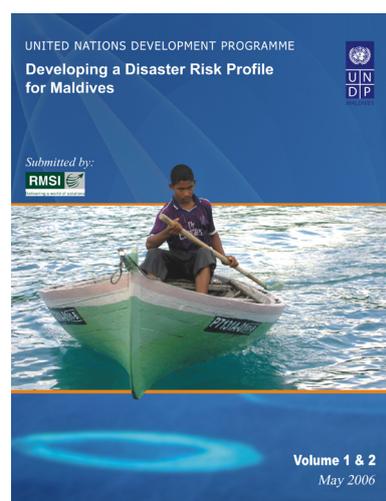


Figure 2: Developing a Disaster Risk Profile for Maldives (UNDP, 2006)

² GoM (2009) The Republic of the Maldives: Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2020-2010.

3. Disaster Risk Management in the Maldives

Following the recognition that disasters and disaster risk must be systematically addressed in the country, strong progress has been made by the Government to establish and equip national institutions such as the National Disaster Management Center (NDMC) and sectoral agencies to institutionalize disaster risk reduction.

The National Disaster Management Centre (NDMC) was established as a permanent institution in 2006, with the mandate to coordinate disaster response, relief, repair of damaged infrastructure and management of temporary shelters following the 2004 Tsunami. More recently the NDMC has built upon these initiatives and also serves as the national platform to coordinate multi-sectoral DRR activities in the Maldives and lead HFA implementation.

The NDMC is currently operating in the absence of a legal framework that outlines the specific roles and responsibilities of the centre, however the Disaster Management Bill, although still to be ratified at the time of writing, will provide the much needed strengthened institutional framework for disaster management in the country. In its current draft the Bill proposes:

- Creation of a National Disaster Management Council to provide guidance and approve all critical decisions on disaster management so that the entire government may act with dispatch in disaster response, risk management and mitigation, preparedness, relief and recovery. It shall also approve regulations and national plans drafted by the National Disaster Management Authority, and declare a State of Disaster.
- Creation of a National Disaster Management Authority which shall make regulations, policies and plans on disaster risk reduction and management, manage relevant information, and act as an advisory and consultative body on disaster issues. It shall make recommendations to the Council on draft legislation and the national plans, on the set-up of provincial, atoll/tourism/ industrial/city and island disaster management committees, and the alignment of disaster management plans at all levels, and assist the Provincial Atoll and Island administrators in formulating local plans and programs. The Authority shall implement the national disaster plans and set up the Emergency Operations Centre that shall operate and maintain a multi-hazard early warning system.
- Creation of a Disaster Management Steering Committee to act as a National Platform for Disaster Risk Reduction and assist the Authority in the discharge of its functions to ensure an integrated and coordinated system of disaster management, with special emphasis on risk reduction and mitigation, by National, Atoll and Island institutions, statutory functionaries, communities, private sector, non-governmental organizations and other role-players involved in disaster management.

In addition to the creation of these new institutions, the DM Bill (in its current draft) outlines the roles and responsibilities of other government agencies at national, regional and local levels, including the atoll and islands councils.

There are several partner organizations who are implementing projects directly on disaster risk reduction or programmes that have risk reduction components in the Maldivian communities. One of the most active organizations is the Maldivian Red Crescent (MRC). Maldivian Red Crescent is mandated through the MRC ACT to work in disaster management at the community level. They are also mandated to act as an auxiliary to the government in disaster preparedness and response. In lieu of this mandate MRC has developed a Disaster Risk Reduction and Climate Change Adaptation Strategy 2015-2011. They have formed response teams in their Branches and Units and are formulating a National Response Mechanism for MRC. Apart from this they are implementing a Community Based Disaster Risk Reduction

Project in 4 communities with Canadian Red Cross funding that has integrated preparedness and mitigation components. There is a good working relationship between NDMC and MRC and MoU is planned to be signed for better resource and capacity sharing.

The Ministry of Education has been working with the schools to develop School Emergency Operation Procedures for common hazards such as fire, flooding and civil unrest. There are two weeks allocated in the academic calendar as Disaster Preparedness weeks. The national curriculum is currently under review and basic disaster management concepts are planned to be integrated into it. In the past the Ministry of Education has coordinated with NDMC for capacity building workshops and other activities.

The Maldives National Defense Force (MNDF) is the primary national response agency. They have the financial and human resources to implement projects at the community level. In the recent past MNDF has shown an increasing interest in supporting NDMC in disaster risk reduction programmes. The current strategy that NDMC is looking to build a core group of CBDRM trainers within NDMC and MNDF so that they can implement further trainings in the communities through the MNDF Regional Centers. MNDF will support the formation of a training institute for Disaster Management and also the establishment of Disaster Management Units at island level.

Further work in Disaster Management is being implemented by many government partners. For instance the Health Project Agency is working in developing hospital emergency preparedness and response plans. The Ministry of Environment and Energy has their own risk reduction and climate change adaptation units. Coordination and consolidation of the work of different agencies need to be improved.

The United Nations country offices such as UNDP, UNICEF, UNESCAP and WHO act as donors for risk reduction projects in the country. They are supporting the mainstreaming and strengthening of Disaster Management at the policy level as well as the community level.

4. Community-Based Disaster Risk Reduction: an Overview

Community-Based Disaster Risk Reduction (CBDRR) is an approach and process of disaster risk management in which communities at risk are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities to prevent and withstand damaging effects of hazards. CBDRR contributes to progressive realization of safety, disaster resilience and development of all.

Simply put, the aim of CBDRR is to reduce vulnerabilities and strengthen people's capacity to cope with hazards.

Over the last two decades, the community-focus on disaster risk reduction has increasingly been recognized as an essential component of a comprehensive national disaster risk management system, for the following reasons:

- The community is the first responder in any disaster.
- In many cases, top-down approaches may fail to address the specific local needs of vulnerable communities, ignore the potential of local resources and capacities and in some cases may even increase people's vulnerability.
- Nobody can understand local opportunities and constraints better than the local communities themselves.
- CBDRR brings together the local communities and other stakeholders for disaster risk management to expand its resource base.

Through experience and practice of CBDRR in many countries, the following elements have been identified as essential:

- **Participatory process and content:** involvement of community members, particularly the most vulnerable sectors and groups in the whole process of risk assessment, identification of mitigation & preparedness measures, decision making, implementation; the community directly benefits from the risk reduction and development process
- **Responsive:** based on the community's felt and urgent needs; considers the community's perception and prioritization of disaster risks and risk reduction measures so the community claims ownership.
- **Integrated:** pre-, during and post-disaster measures are planned and implemented as necessary by the community; there is linkage of the community with other communities, organizations and government units/agencies at various levels especially for vulnerabilities which the local community cannot address by itself.
- **Proactive:** stress on pre-disaster measures of prevention, mitigation and preparedness.
- **Comprehensive:** structural (hard, physical) and non-structural (soft, health, literacy, public awareness, education and training, livelihood, community organizing, advocacy, reforestation and environmental protection, etc) preparedness and mitigation measures are undertaken; short-, medium- term and long-term measures to address vulnerabilities.
- **Multi-sectoral and multi-disciplinary:**
 - considers roles and participation of all stakeholders in the community;
 - combines indigenous/local knowledge and resources with science and technology and support from outsiders;
 - addresses concerns of various stakeholders while upholding the basic interest of the most vulnerable sectors and groups; empowering people's options and capacities are increased;

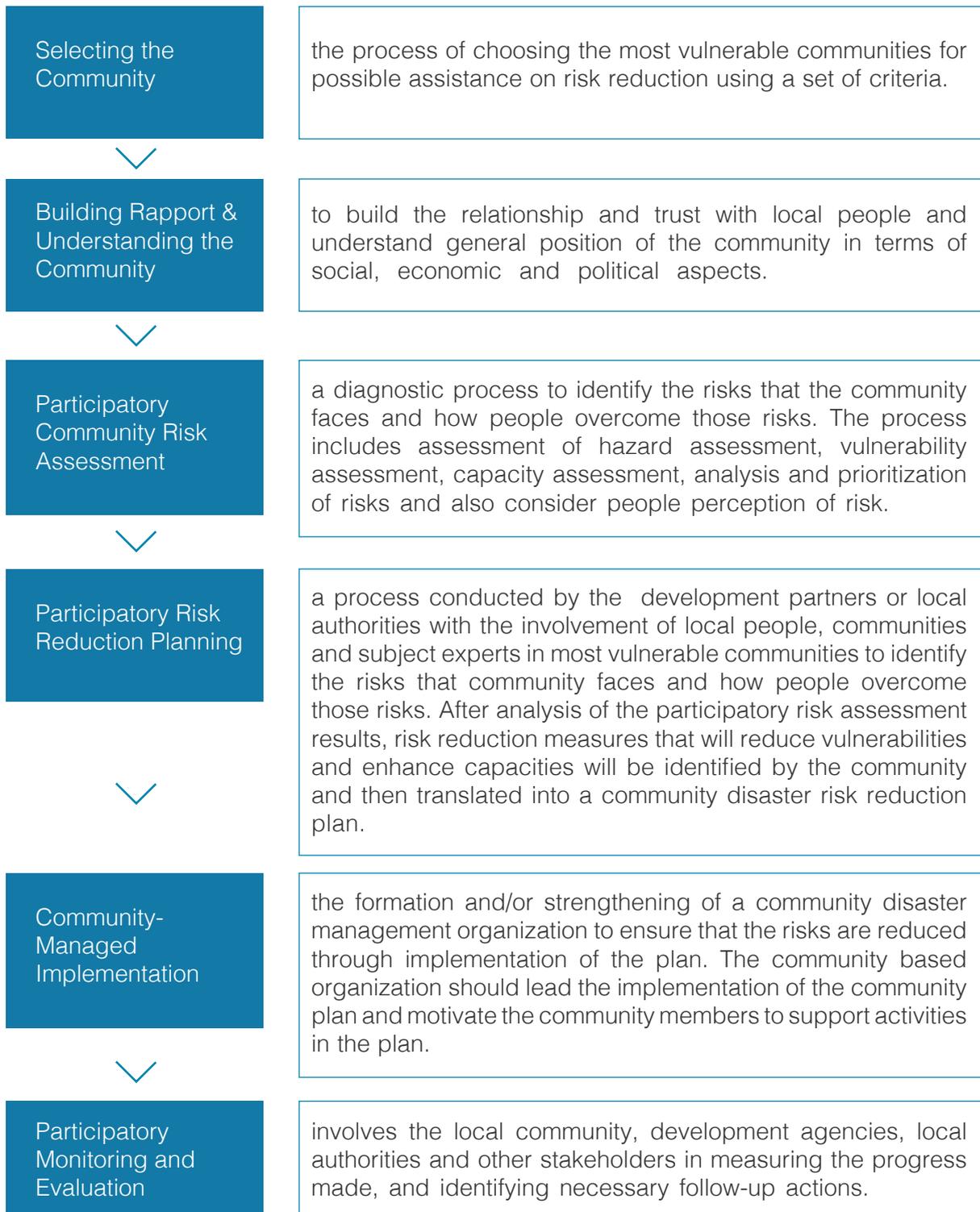
³ This section provides an overview of Community-Based Disaster Risk Reduction: the purpose, characteristics, process, and outcomes. For details, the reader is recommended to access the CBDRR Training Manual.

- more access to and control of resources and basic social services through concerted action;
 - more meaningful participation in decision making which affects their lives;
 - more control over the natural and physical environment;
 - participation in CBDRR develops the confidence of community members to participate in other development endeavours.
- **Developmental:** contributes to addressing and reducing the complex relation of conditions, factors and processes of vulnerabilities present in society, including poverty, social inequity and environmental resources depletion and degradation.

The CBDRR

In the CBDRR process, the assessment of the community's hazard exposure and analysis of their vulnerabilities as well as capacities is the basis for measures to reduce disaster risks. The community is involved in the process of assessment, planning and implementation which will ensure that the community's real needs and resources are considered and the problems will be addressed with appropriate interventions.

The following process is typically found in effective CBDRR interventions :



The key outcomes of the above CBDRR process include:

- **Community Based Organization (CBO)** – to establish, strengthen and sustain an organizational mechanism at the community level to implement CBDRR activities. The CBO is comprised of local residents in the community.
- **Community Disaster Risk Reduction Fund** – to ensure availability of resources for the implementation of community disaster risk reduction and preparedness measures.
- **Community Hazard, Vulnerability, Capacity Map (HVCM)** – to form the basis for community based disaster risk reduction and community learning.
- **Community Disaster Management Plan** – to ensure collective action by community for disaster risk reduction through mobilization of local resources.
- **CBO Training System** – to enhance the technical and organizational capacity of the community based organization and its committees on CBDRR first aid, search & rescue, evacuation, relief operations management, emergency shelter management, damage and needs assessment, and safer construction.
- **Community Drills System** – to ensure the readiness of communities for disaster response.
- **Community Learning System** – to enhance the understanding of individuals, families and communities about hazards, disasters, vulnerabilities, risk reduction and preparedness.
- **Community Early Warning System** – to contribute to the safety of the community through facilitating preparedness.
- **Active Link with Local Authorities** - to ensure internal and external resources support.

The points above indicate a number of tangible (e.g. community disaster management plan) and intangible (e.g. active link with local authorities) outcomes. The success (and sustainability) of these outcomes depend not only on the specific community-based disaster risk reduction intervention; but on a wider disaster risk reduction system in the country. For example, delivering a CBO training system requires human capacity of national or local government and non-government partners.

PART ONE:
**ANALYSIS OF
COMMUNITY
BASED DISASTER
RISK REDUCTION
(CBDRR) IN THE
MALDIVES**

5. Country Assessment of Community-Based Disaster Risk Reduction

As identified through long-term experience and practice of community-based (and local) disaster risk reduction in countries of Asia and the Pacific, the success of a large-scale approach to CBDRR depends not only on individual communities, but also on an enabling environment at different administrative levels within a country. This need has been identified by different international mechanisms, including the 2010 Regional Consultative Committee on Disaster Management (RCC)⁵, the 2012 Asian Ministerial Conference on Disaster Risk Reduction (AMC-DRR)⁶, and the 2013 Global Platform on Disaster Risk Reduction (GPDRR). Through the consolidation of the experiences and practice, the following five elements were acknowledged as essential for a large-scale approach to CBDRR:

- **Institutional Arrangements:** characteristics of the institutional and legislative system related to DRR/CCA.
- **Human Capacity:** awareness; knowledge, skills, and attitudes; leadership among key stakeholders.
- **Technical Capacity:** availability of tools and combination of scientific and traditional knowledge; risk assessments; learning transfer.
- **Partnerships:** availability of multi-stakeholder partnerships and decision making processes, especially between government and civil society.
- **Financial Resources:** availability and characteristic of financial resources at central and local levels.

In order to understand the current situation and enabling environment for community-based (and local) disaster risk reduction in the Maldives, a qualitative research exercise was conducted. The purpose of the exercise was to assess the five elements listed above, and correlate the elements with the different levels within the Maldives: community (island), atoll council/ island council, and national level (Male'). The exercise was conducted through two stages: a desk review of relevant documents (e.g. Hyogo Framework for Action Country Report (prepared in 2012 with multi-stakeholder inputs), strategy/ policy papers, research papers), and importantly, consultations and review by key stakeholders in Male'. The stakeholders include decision-makers and practitioners of local and community-based disaster risk reduction in the Maldives, from government and non-government organizations. The respondents were requested to rank each element, at each level, with a Likert scale of one to five, where 1 = 'very poor' and 5 = 'excellent' (see Annex II).

In recognition that the five elements would likely be stronger in communities and islands/ councils which have received, or are receiving, assistance for CBDRR implementation, respondents were requested to provide an 'overall assessment' for the country. The exceptions are duly noted below.

The following table summarizes the results, using charts⁷ on the left side, in order to aid comprehension. To the right side of each chart, a brief interpretation describes the results:

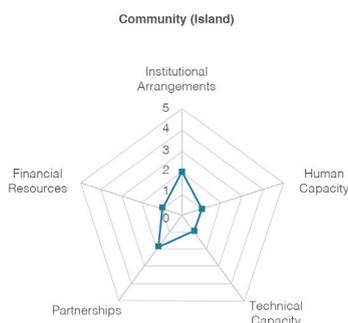
⁵ ADPC (2010) Manila Regional Consultative Committee (RCC)8- Statement on Implementing national programs on community-based disaster risk reduction in high-risk communities.

⁶ Asian Ministerial Conference for Disaster Risk Reduction (2012) Strengthening Local Capacity for Disaster Risk Reduction.

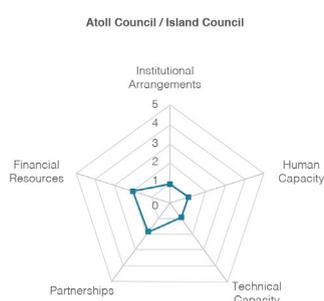
⁷ Radar charts illustrates the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'.

Current Situation

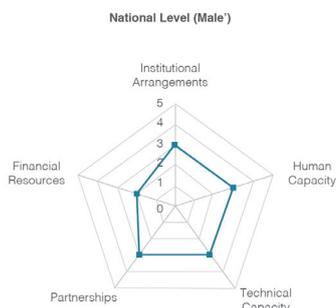
Interpretation



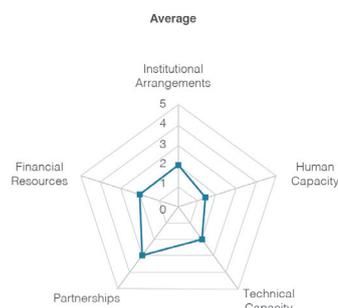
At the community (island) level: current capacities and arrangements across the 5 elements are reported as 'poor' or 'very poor'. However, institutional arrangements and partnerships are marginally better.



At the Atoll Council / Island Council level: current capacities and arrangements across the 5 elements are reported to vary. Institutional arrangements and human capacities receive 'very poor' scoring, but partnerships are perceived as 'acceptable'.



At the National level (Male'): current capacities and arrangements across the 5 elements are reportedly higher than at community (island) and Atoll Council / Island Council levels. Apart from financial resources (which received a 'poor' score), the 4 other elements were perceived as 'acceptable'.



Summary: The subjective assessment of the current situation for CBDRR (and local DRR) implementation in the Maldives, indicates that capacities and arrangements vary across difference levels: community (island), Atoll Council / Island Council, and National level. The highest capacities and arrangements are identified at national level.

Overall, there are current strengths for partnerships, but human capacity, institutional arrangements, technical capacity, and financial resources are currently weak.

Exceptions: In total to-date, CBDRR has been/ is being conducted in approximately 45 islands (of 200 inhabited islands), by the Maldives Red Crescent and the United Nations Development Programme (UNDP). In these areas, Community (island) and Atoll Councils / Island Councils tend to have better: institutional arrangements, human capacity, technical capacity, partnerships, and financial resources; for CBDRR implementation.

6. Comparison Assessment

In order to assess the status of community-based (and local) disaster risk reduction, it is important to review how the current situation – identified in the Country Assessment exercise – may improve, stagnate, or deteriorate, with the current and planned activities and arrangements. Therefore, building on the results of the first exercise, the comparison assessment aims to answer the question:

“Without a national CBDRR framework, how far will CBDRR implementation progress?”

Adopting similar research methods to the Country Assessment exercise, the comparison assessment was conducted in two stages: a desk review of relevant documents (e.g. Hyogo Framework for Action Country Report (with multi-stakeholder inputs), strategy/ policy papers, research papers), and importantly, consultations and review by key stakeholders in Male'. Respondents were requested to identify current and planned activities and arrangements in Maldives, which either support or oppose the five elements acknowledged as essential for a large-scale approach to CBDRR (see Annex II). This process will allow identification of suitable implementation arrangements in the CBDRR framework.

The following sections present the identified current and planned activities and arrangements, with a summary interpretation of the results – the extent to which each of the five elements are likely to progress.

a. Institutional Arrangements

Current and Planned Activities and Arrangements

1. Disaster Management Bill refers specifically to CBDRR implementation; and will provide mandate among government and non-government agencies.
2. Until the DM Bill is endorsed, there is no institutional mechanism for island Disaster Management Committees (DMCs) – government and non-government; lack of reporting and monitoring and evaluation system; and, limited mechanisms for CBDRR and Island/Atoll Development Plans integration.
3. Decentralization Act 2010 is supportive of CBDRR approach; but still in early stages of implementation.
4. While the Island Development Plans (IDPs) have potential to include risk reduction, there is limited vertical integration between island-atoll-national levels.
5. Land Law and Building Code Bill (and existing guidelines) is supportive of safer communities.
6. NDMC holds a contact list of +200 'emergency contact list' focal points in the islands, for disaster reporting.
7. Strategic National Action Plan (SNAP) DRR/CCA: Strategic Action 4 – Community-Based Disaster Risk Management.
8. A government mechanism to endorse CBDRR risk assessment and action plans, and a Terms of Reference for CBDRR focal points is in development.

Interpretation:

While there is a basic enabling environment for CBDRR – for example, through complementary Government laws and a DRR/CCA national action plan – the present lack of specific institutional and legal arrangements limit opportunities for a national implementation of CBDRR. The current and planned activities address several arrangements, but action – especially at community (island) and Island/Atoll Council levels - may remain a challenge.

b. Human capacity

Current and Planned Activities and Arrangements

1. The NDMC DRM programme (2015-2013; support from UNDP) includes training of Island / Atoll officials to implement CBDRR.
2. MRC continues to deliver community (island) CBDRR in 4 island communities (2015-2010) with trained facilitators.
3. Training of Facilitators CBDRR package and advocacy/training by ADPC. Also, high-level advocacy workshop.
4. Due to high staff turnover, there is a risk that trained officials do not utilize CBDRR training. This has already occurred.
5. Human capacity for CBDRR at national level limited to individual capacities, not department capacities.
6. NDMC, although the focal agency for disaster management, receives relatively less capacity-building opportunities (especially from abroad) than some other government agencies. Often the few training opportunities that come to NDMC cannot be absorbed due to limited staff. As this is the case for NDMC, NDMC allocates most of these trainings to sectorial ministries and direct stakeholders.
7. Human capacity for CBDRR at community and island/atoll council is currently limited to CBDRR implementation areas (13 islands).
8. Current community awareness in some islands about 'natural events' leads to requests for disaster preparedness support.
9. NDMC intends to incorporate CBDRR into LGA standard training package for Island / Atoll councilors.
10. The Ministry of Education and NDMC currently implement school preparedness activities schools, building local awareness among pupils, families, and communities.

Interpretation:

In recognition of the limited human capacity to implement CBDRR in islands, the current and planned activities seek to build individual knowledge, skills, and local leadership to conduct CBDRR, and also public awareness. However, development of informal networks is a smaller focus in the planned activities, and frequent staff transfers hinder human capacity development.

c. Technical capacity

Current and Planned Activities and Arrangements

1. National Early Warning Systems currently not linked sufficiently to CBDRR.
2. NDMC DRM programme (2015-2013; supported by UNDP) includes the development of a Standard Operating Procedure for a national end-to-end Early Warning System.
3. Traditional practices (e.g. rainwater harvesting) are in decline; self-sufficiency is low.
4. CBDRR risk assessments not influencing Island/Atoll Development Plans. While limited, there is some evidence of utilization of Disaster Risk Profiles of 13 islands influencing current CBDRR programmes.
5. National GIS database does not include hazard/ risk profiles for CBDRR use.
6. Disaster data collection is not routine and therefore is not supporting CBDRR implementation.
7. Through Island Development Plans process (e.g. Land Use Plan), some islands have technical capacity to integrate natural risk considerations.
8. Limited/no capacities in Maldives to conduct scientific risk assessment (e.g. no higher education courses).

Interpretation:

Interpretation: Although there is some evidence of technical capacities in support of CBDRR – for example, utilizing risk-related technical data in Island Development Plans – the capacity to use scientific risk and warning information is quite limited, and traditional safe practices are reportedly non-existent. The current and planned activities provide less focus on technical capacities in support of CBDRR, apart from planned development of an end-to-end Early Warning System.

d. Partnerships

Current and Planned Activities and Arrangements

1. Informal partnerships for CBDRR implementation exist between NDMC, UNDP, MRC, and Government Departments and will continue (e.g. DRR-WG, and specific projects). Some are formal partnerships such as with UNDP, UNICEF and DRR WG.
2. Partnerships between Ministries is limited and focused on disaster response.
3. Partnerships at national level for CBDRR often limited to individual level; not institutional.
4. Partnership for CBDRR implementation at community level mostly limited to community and the implementing NGO (not island/atoll council).
5. NDMC intends for trained local government officials to conduct CBDRR in respective islands.
6. NDMC has several partnerships with international organizations, which are supporting CBDRR implementation.
7. Agreements between a private resort consortium, the National Defence Force, and the NDMC include implementation of CBDRR activities in neighboring communities by resort staff.
8. NDMC partners with MNDF, (Maldives National Defence Force) to spread the CBDRM program through their regionally established area command centers. The communities therefore are selected by MNDF.

Interpretation:

In the recent years, informal partnerships for CBDRR have developed between several government and non-government agencies; and under the current and planned activities, such partnerships will continue. However, the partnerships are frequently at an individual – not institutional level. Positively, the current and planned activities to train local government officials to conduct CBDRR will increase the partnership between communities and local government, and ability for CBDRR to influence local development decisions.

e. Financial resources

Current and Planned Activities and Arrangements

1. MRC continues to fund CBDRR implementation in selected islands.
2. NDMC DRM programme (2015-2013; supported by UNDP) includes CBDRR training and implementation support.
3. NDMC and Atoll / Island Councils mostly only have administrative budget, not activity budget.
4. Whilst NDMC intends to advise how to integrate risk reduction measures into Island Development Plans, the budgets for Plans are limited overall.
5. Although the Decentralization Act (2010) specifies block grants for island development, access is difficult.
6. Government funding for disaster management activities limited to a “Contingency Fund” for response, available through the Ministry of Finance.
7. The geographic isolation of Atolls and islands increases implementation costs.
8. Currently no financial partnerships – at any level, with private companies, exists (e.g. mobile companies, utilities, resorts).
9. Although islands may raise small local revenues through service fees, discretionary financial allocation to risk reduction (or other activities) is challenging.

Interpretation:

While funding for CBDRR implementation during the next 3-2 years is available to NDMC through programme budgets, other sources of financing for community-level risk reduction measures are constrained. The current activity to advise Island Development Councils how to integrate risk reduction measures into Island Development Plans (IDP) may make some budget available, but overall the IDP budget is itself quite limited.

PART TWO:
THE NATIONAL
CBDRR
FRAMEWORK

Core Strategy

In order to define a feasible and effective national CBDRR framework which builds on the analysis of community-based disaster risk reduction in the Maldives (PART ONE), it is necessary to agree on what 'CBDRR' means in the Maldives context. Different countries have different desires and priorities for CBDRR implementation, and must also make trade-offs in the face of scarce resources, regarding:

- **Geographic Scope:** the balance between large geographic coverage for CBDRR implementation, or consistent quality and implementation processes.
- **Conceptual Scope:** whether CBDRR planning and implementation is a fully-distinct process for disaster risk reduction, or integration within wider development strategies.
- **Planning and Implementation Modalities:** the distribution of responsibilities and methodologies for CBDRR planning and implementation among government authorities and development partners.
- **Intensity vs. Sustainability:** the balance between CBDRR implementation as an intensive one-off activity with significant external resources, or a long-term activity with smaller external resources.

In the research exercise, for each of the above, respondents were provided with statements in the form of core strategy options (see Annex II). Respondents were informed that the statements should guide the thought-processes to initially define the national CBDRR framework. The statements were not necessarily mutually-exclusive, and were open to edits during the discussions. Through the exercise, the following core strategy statements were defined for the national CBDRR framework in the Maldives:

Geographic Scope

"The scope is for all island communities within the country. Large geographic scope is, on-balance, preferable to consistent quality and implementation processes."

Conceptual Scope

"CBDRR is specifically for the risk assessment, mitigation and preparedness for natural hazards – climatological/hydrometeorological, geological, or biological in origin. The National Disaster Management Center (NDMC), as the primary government body for DRR in the country, has the scope to plan, coordinate, and oversee CBDRR across the country. When feasible, as an additional activity, CBDRR concepts will be promoted in other sector development strategies and projects."

Planning and Implementation Modalities

"The National Disaster Management Center (NDMC) assumes a planning, coordination, and oversight responsibility for CBDRR across the country. Development partners and CBDRR-trained local government officials are the primary CBDRR implementing agencies, and have flexibility to adopt appropriate CBDRR methodologies. Implementation agencies will report progress and outputs to the relevant Island/Atoll Councils, and to NDMC."

Intensity vs. Sustainability

“CBDRR in a community is a long-term activity which contributes smaller external human, material, and financial resources over a period of several years. The approach strongly emphasizes sustained risk reduction practices and arrangements, largely within the internal community resources.”

1. Implementation Strategy

In PART ONE, the Country Assessment captured the perspectives on the current situation of the five elements, at community (island), Atoll/Island Council, and national (Male’) levels; the Comparison Assessment captures perspectives on the current and planned activities and arrangements for CBDRR implementation – also assessed against the five elements and different levels. PART ONE therefore serves as the basis for the Implementation Strategy, the boundaries of which are established by the Core Strategy (PART TWO).

The purpose of the Implementation Strategy is to identify implementation arrangements and opportunities, which would strengthen each of the five elements, essential for a large-scale approach to CBDRR (see Annex II). How will the gaps between the current situation and desired situation be bridged?

In the sections below, for each of the five elements, the Comparison Assessment is briefly revisited. This is followed by proposed implementation arrangements and opportunities, which seek to improve the current situation. Each proposal refers to the level of implementation (e.g. national Male’), and the proposals are in addition to the current and planned activities and arrangements in the Comparison Assessment. The sections conclude with an illustration of the progression from the current situation, to improved capacities and arrangements.

a. Institutional Arrangements

In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: While there is a basic enabling environment for CBDRR – for example, through complementary Government laws and a DRR/CCA national action plan – the present lack of specific institutional and legal arrangements limit opportunities for a national implementation of CBDRR. The current and planned activities address several arrangements, but action – especially at community (island) and Island/Atoll Council levels - may remain a challenge.

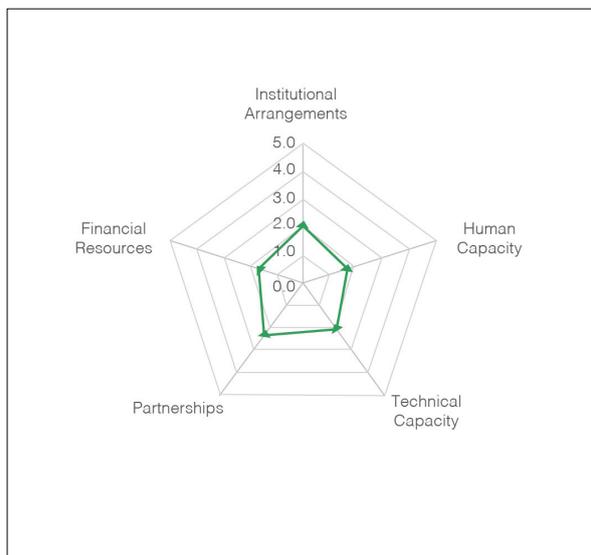
In order to strengthen the Institutional Arrangements, the following “implementation arrangements and opportunities” are proposed to improve the current situation:

1. At the national level, prepare practical guidelines for implementation of the Disaster Management Act (once enacted), for community (island) and Island/Atoll Council levels.

2. At the national level, formulate a system to rank the most disaster resilient or active councils/islands and showcase it to encourage a positive competitive spirit.
3. At the national level, continue to promote and advocate CBDRR among government departments, as a supportive activity of the Decentralization Act 2010. Identify a systematic mechanism for Government Ministries and Departments to contribute to the implementation of the Act.
4. At the national level, NDMC and LGA collaborate to strengthen the institutional CBDRR mechanism in island communities, and support vertical integration of islands, atolls/cities, and Male'.
5. At the national level, ensure that the National Disaster Management Plan is inclusive of the National CBDRR Framework.
6. At the community (island) level, encourage existing representative organizations to undertake the roles of community disaster risk reduction.

The above activities are in addition to the “current and planned activities and arrangements” identified in the Comparison Assessment. Together, these actions facilitate progression from the current situation, to improved capacities and arrangements:

Current Situation



Improved Capacities and Arrangements

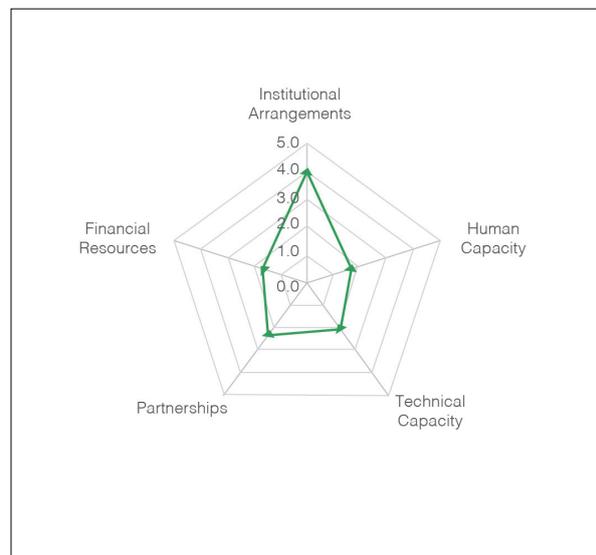


Figure 3: Radar charts illustrate the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'. These two charts serve to display the potential improvements, if the proposed actions are implemented.

b. Human Capacity

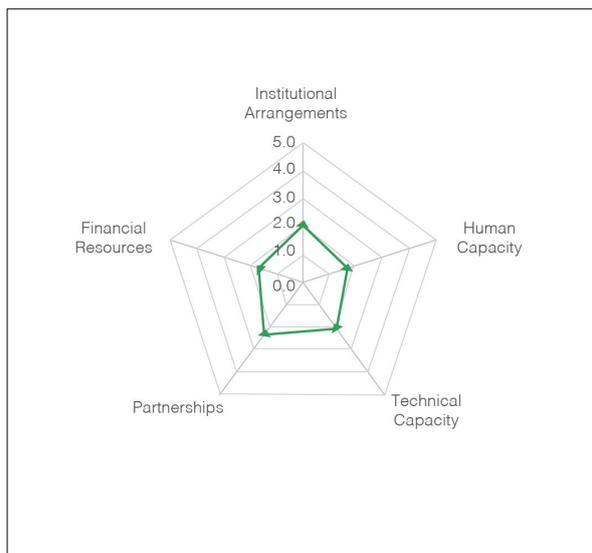
In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: In recognition of the limited human capacity to implement CBDRR in islands, the current and planned activities seek to build individual knowledge, skills, and local leadership to conduct CBDRR, and also public awareness. However, development of informal networks is a smaller focus in the planned activities, and frequent staff transfers hinder human capacity development.

In order to strengthen the Human Capacity, the following “implementation arrangements and opportunities” are proposed to improve the current situation:

1. At the national level, promote incentive/recognition scheme for active CBDRR facilitators (local government officials, or development partners).
2. At the national level, maintain a database of human capacities in the country.
3. At the national level, work with the National University to launch a Diploma or Degree programme in DM/DRR. Or introduce modules on DM/DRR/CCA as electives in existing environmental/resource management/development related degree courses. (There are technically capable people who can take such short courses at UNDP, MRC, Environment Ministry, Meteorological Services, Ministry of Fisheries and Agriculture etc.)
4. At the Island/Atoll Council level, provide linkages between Atoll Council mandates for capacity development, and building human capacity for CBDRR.
5. At the Island/Atoll Council level, promote informal multi-stakeholder networks for ‘disaster reduction’ at Island/Atoll level and between Islands/Atolls.
6. At the Island/Atoll Council level, NDMC to transfer the knowledge and integrate CBDRR as a core module to LGA training programs.
7. At the community-level, promote long-term behavior change among children and the younger generation through school activities topics including ‘island sustainability’.

The above activities are in addition to the “current and planned activities and arrangements” identified in the Comparison Assessment. Together, these actions facilitate progression from the current situation, to improved capacities and arrangements:

Current Situation



Improved Capacities and Arrangements

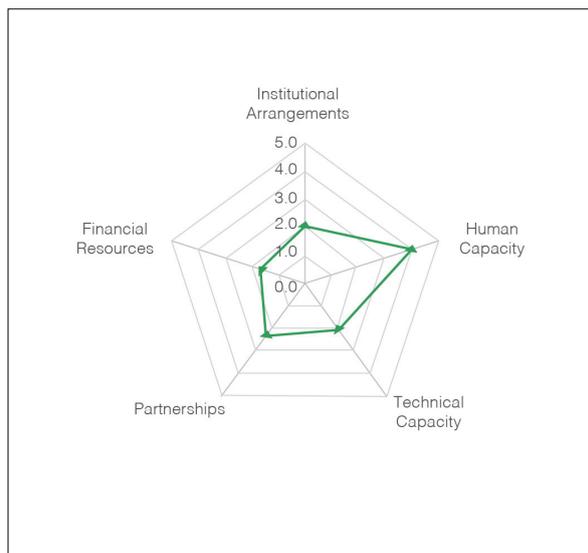


Figure 4: Radar charts illustrate the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'. These two charts serve to display the potential improvements, if the proposed actions are implemented.

c. Technical Capacity

In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: Although there is some evidence of technical capacities in support of CBDRR – for example, utilizing risk-related technical data in Island Development Plans – the capacity to use scientific risk and warning information is quite limited, and traditional safe practices are reportedly non-existent. The current and planned activities provide less focus on technical capacities in support of CBDRR, apart from planned development of an end-to-end Early Warning System.

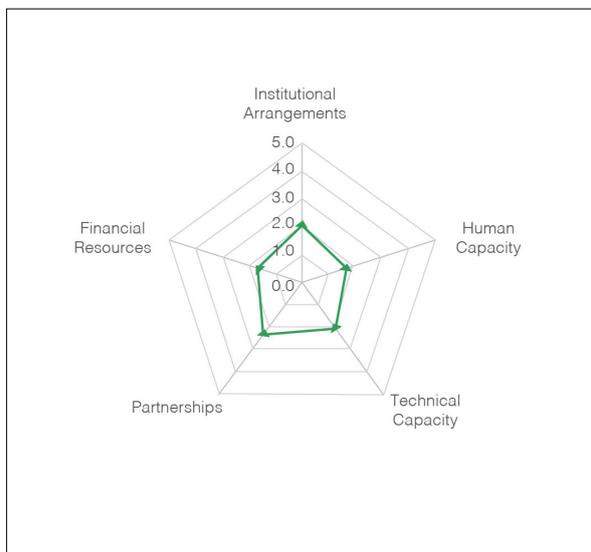
In order to strengthen the Technical Capacity, the following “implementation arrangements and opportunities” are proposed to improve the current situation⁸:

1. At the national level, if ‘disaster risk reduction’ modules are incorporated into higher education curriculum in technical subjects, ensure the topic of application at the community level is included. Promote disaster management as an important career path with scope for progression.
2. At the national level, review feasibility of a Training Division within NDMC to conduct community-based DRR sessions for technical courses.
3. At the national level, integrate a risk index into the assessment formula for Island Development Plans.
4. At the national level, with the development of a Disaster Information System in the NDMC website, add-on a basic mobile version for easy access in communities. Alternatively, operationalize an SMS system which is more accessible to older people, fishermen, and farmers.
5. At the national level, seek support to integrate a hazard and risk information component into the National GIS database.

6. At the national level, include DRR modules into teachers training. Make a guideline for activities and modules for school students.
7. At the national level, review community/island risk assessments from a scientific and broader economic perspective.
8. At the national and community (island) levels, conduct campaign activity of traditional and local coping mechanisms for disaster risk reduction, and promote during CBDRR implementation.

The above activities are in addition to the “current and planned activities and arrangements” identified in the Comparison Assessment. Together, these actions facilitate progression from the current situation, to improved capacities and arrangements:

Current Situation



Improved Capacities and Arrangements

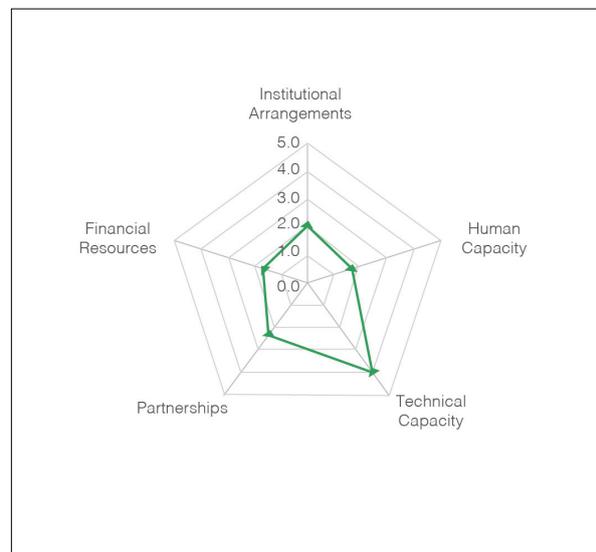


Figure 5: Radar charts illustrate the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'. These two charts serve to display the potential improvements, if the proposed actions are implemented.

d. Partnerships

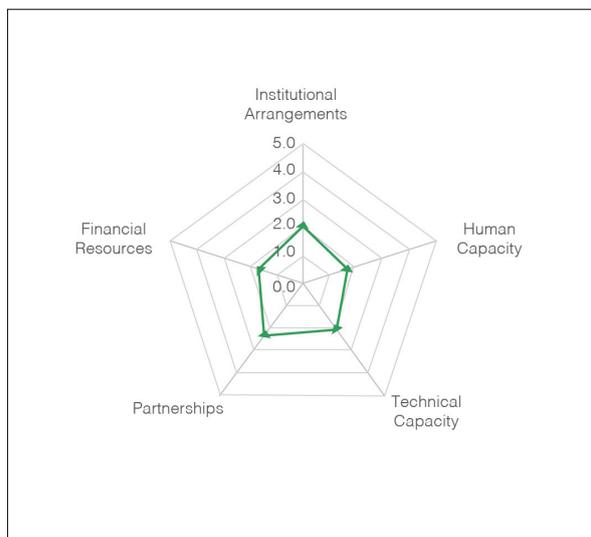
In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: In the recent years, informal partnerships for CBDRR have developed between several government and non-government agencies; and under the current and planned activities, such partnerships will continue. However, the partnerships are frequently at an individual – not institutional level. Positively, the current and planned activities to train local government officials to conduct CBDRR will increase the partnership between communities and local government, and ability for CBDRR to influence local development decisions.

In order to strengthen the Partnerships, the following “implementation arrangements and opportunities” are proposed to improve the current situation:

1. At the national level, seek to formalize multi-stakeholder partnerships for (CB)DRR through a Memorandum of Understanding (MoU), with reference to this National CBDRR Framework.
2. At the community (island) and Island/Atoll Council levels, encourage more involvement of civil society organizations for CBDRR planning and implementation.
3. At the community (island) level, ensure CBDRR implementing agencies provide copies and explain CBDRR outputs (for example, community risk assessments and DRR plans) to Island/Atoll Councils at appropriate meetings.
4. At the national level, increase the recognition of partners at national level – those who practice corporate social responsibility (CSR) etc

The above activities are in addition to the “current and planned activities and arrangements” identified in the Comparison Assessment. Together, these actions facilitate progression from the current situation, to improved capacities and arrangements:

Current Situation



Improved Capacities and Arrangements

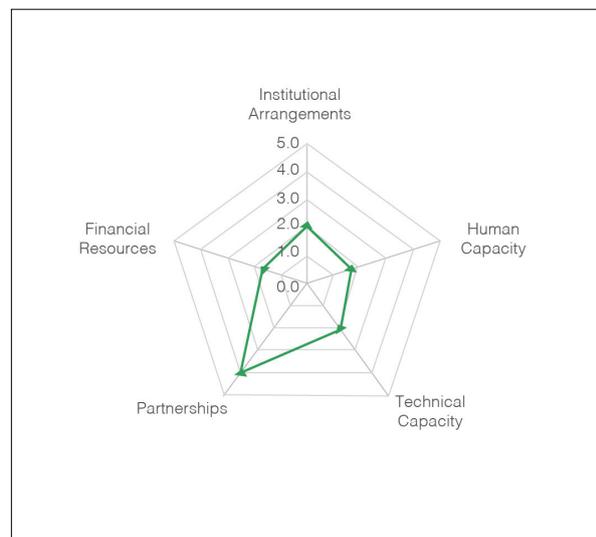


Figure 5: Radar charts illustrate the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'. These two charts serve to display the potential improvements, if the proposed actions are implemented.

The strong potential for numerous multi-stakeholder partnerships may be illustrated further with the following diagram:



Figure 7: An illustration of partnerships for CBDRR.

e. Financial Resources

In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: While funding for CBDRR implementation during the next 3-2 years is available through programme budgets, other sources of financing for community-level risk reduction measures are constrained. The current activity to advise Island Development Councils how to integrate risk reduction measures into Island Development Plans (IDP) may make some budget available, but overall the IDP budget is itself quite limited.

In order to strengthen the Financial Resources, the following “implementation arrangements and opportunities” are proposed to improve the current situation⁹ :

1. At the national level, seek to influence future large development projects during the design/appraisal stage, to encourage a project budget allocation for CBDRR implementation.
2. At the national level, establish a mechanism for pooling of stakeholder/partners budgets into combined activities.
3. At the Island/Atoll Council level, promote private resorts to support CBDRR implementation and finance of community projects, through Corporate Social Responsibility, and according to legal and policy requirements.

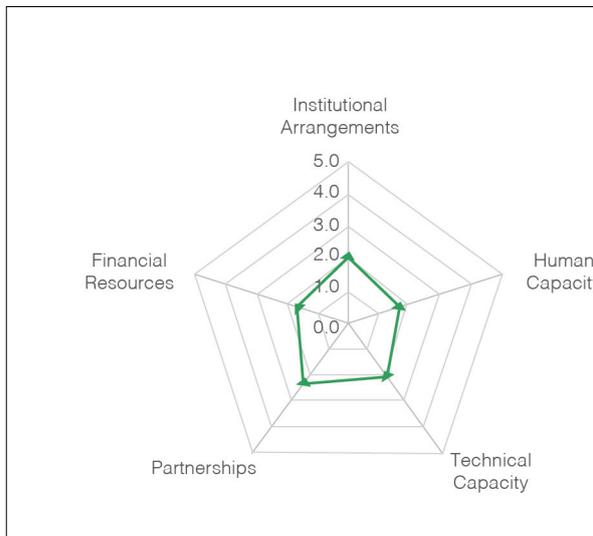
⁹ As financial resources were perceived as low in the Country Assessment, and there is relatively little emphasis in the Comparison Assessment, it should receive more attention in the Implementation Strategy.

4. At the Island/Atoll Council level, distribute advocacy information material to local businesses – identifying clear mutual benefits between the businesses and communities, if businesses provide small funds or in-kind contributions for risk reduction activities
5. At the Atoll/Island Council level, promote good financial procedures in order to qualify for foreign donor requirements and confidence.
6. At the community (island) level, promote low-cost and traditional/local risk reduction practices during CBDRR implementation.

In the Comparison Assessment, the following interpretation was identified for the “current and planned activities and arrangements”: While funding for CBDRR implementation during the next 3-2 years is available through programme budgets, other sources of financing for community-level risk reduction measures are constrained. The current activity to advise Island Development Councils how to integrate risk reduction measures into Island Development Plans (IDP) may make some budget available, but overall the IDP budget is itself quite limited.

In order to strengthen the Financial Resources, the following “implementation arrangements and opportunities” are proposed to improve the current situation :

Current Situation



Improved Capacities and Arrangements

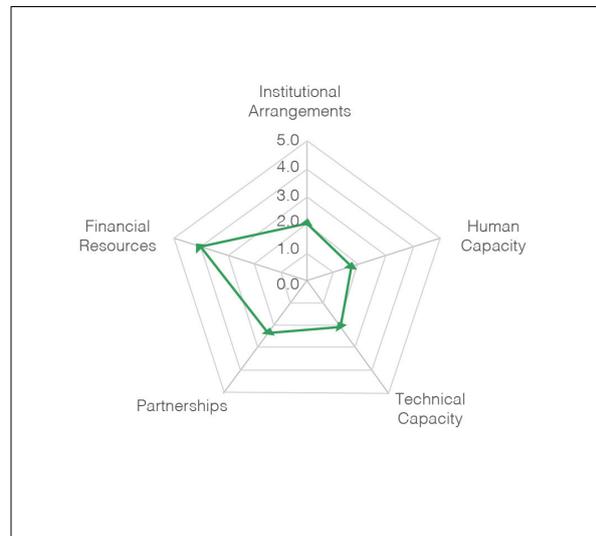


Figure 8: Radar charts illustrate the ranking of each element. The center indicates '0'; the edge of the chart indicates '5'. These two charts serve to display the potential improvements, if the proposed actions are implemented.

2. Expected Roles and Responsibilities of Partners

The Core Strategy establishes the boundaries for the national CBDRR framework, and the Implementation Strategy identifies the arrangements and opportunities. With this basis, it is necessary to recognize the expected roles and responsibilities of diverse partners to be engaged in CBDRR implementation. These can be categorized in groups: Government Departments, United Nations Agencies, Red Cross / Red Crescent Societies, Local and International Non-Government Organizations, Donor Agencies / Lending Agencies, and the Private Sector (and potentially other groups, including Research and Academic Institutions).

The expected roles and responsibilities of partners for CBDRR have been documented through a consultative approach, with respondents from the national level (Male'). In order to remain consistent and to aid comprehension, the roles and responsibilities refer to each of the five elements as appropriate (see Annex II).

a. Government Departments

- The National Disaster Management Center (NDMC) will assume primary responsibility and coordinate for CBDRR to build human capacity, institutional arrangements, and partnerships. NDMC will appoint a National CBDRR Focal Point in Male'. It will work with other government and non-government agencies to build technical capacity, and identify additional financial resources. NDMC will monitor and provide technical assistance to Island/Atoll Councils and Authorities for CBDRR implementation.
- The Local Government Authority (LGA), as the regulatory body for all Island, City, and Atoll Councils, will primarily coordinate with NDMC to build institutional arrangements and human capacity. LGA would formally assist NDMC to establish DRM units and identify liaison officers.
- The primary regulatory body of the local governance structure is the Local Government Authority (LGA). The LGA trains the council members and supports them in formulating and implementing the Island Development Plans (IDPs). Therefore LGA has a key role to play in mainstreaming DRR into local development. LGA would also incorporate modules on basic DM concepts and how to mainstream DRR into Development Plans in their trainings for local council members. LGA has to support NDMC to establish DRR Units at the community level and identify appropriate focal points for NDMC. Through these mechanisms, LGA would support NDMC to strengthen the institutional mechanism for CBDRR at the community level.
- National government departments will – in line with current and future mandates and policies - strengthen partnerships in alignment with current and future institutional arrangements, and through their own activities will seek to build technical capacity, human capacity, and identify financial resources.
- Local government departments, with Island/Atoll Councils, will support implementation of CBDRR in respective Islands and Atolls, and will seek to build human capacity, partnerships, and identify local financial resources.

b. United Nations Agencies

- The United Nations (UN) Agencies are expected to support the government departments on CBDRR to build human capacity, strengthen institutional arrangements and technical capacity, whilst engaging in national-level partnerships. The UN agencies are expected to provide longer-term financial resources for CBDRR implementation.

c. Red Cross/ Red Crescent Societies

- In the selected communities, the Maldives Red Crescent is expected to build human capacities for CBDRR implementation, strengthen partnerships and support institutional arrangements at all levels (community/island, Island/Atoll Councils, and national level). At the national level, provide monitoring reports and advice to NDMC for CBDRR improvement.

d. Local and International Non-Government Organizations

- In the selected communities, local and international NGOs are expected to build human capacities for CBDRR implementation, strengthen partnerships and support institutional arrangements at all levels (community/island, Island/Atoll Councils, and national level), identify innovations for technical capacity, provide financial resources to selected communities for CBDRR.

e. Donor Agencies/ Lending Authorities

- Donor agencies and lending agencies will, if appropriate, engage in national-level partnerships for CBDRR, and will seek to contribute financial resources for CBDRR implementation.

f. Private Sector

- The private sector is expected to engage in CBDRR implementation as per existing or future institutional arrangements. At national, Island/Atoll Council, and community (island) levels, to engage in partnerships and provide financial or in-kind resources.

3. Monitoring and Evaluation

A practical and low-maintenance monitoring and evaluation system will help ensure efficient and effective CBDRR implementation, within the scope of the national framework. Therefore, the following sections establish the monitoring and reporting procedures for CBDRR, in alignment with the Core Strategy, Implementation Strategy, and Expected Roles and Responsibilities of Partners. The Disaster Risk Management (DRM) Focal Points at Island, City, and Atoll Levels have a key role.

a. Focal Agency

The National Disaster Management Center (NDMC) has an oversight responsibility for CBDRR across the country. Island-level implementing agencies (development partners and CBDRR-trained local government officials) will report progress and outputs to Focal Points in the Island, City, and Atoll Councils. Councils will report progress and outputs to NDMC. The NDMC will regularly collate and analyze reports, with an appointed National DRR Unit Focal Point within NDMC. The focal point/unit will prepare a short Annual Report and circulate among DRR partners.

The purposes of a monitoring mechanism are to:

- Improve coordination: identify gaps, avoid duplication, and mobilize resources for CBDRR implementation.
- Enable effective monitoring of national-wide CBDRR, in line with the Maldives national and international commitments.
- Enable endorsement of island (community) preparedness and response plans.
- Track and maintain trained human resources and material resources for CBDRR.

b. Reporting Mechanism and Schedule

DRM Units are to be established in each island, Atoll and City Council. Focal points will further be identified as liaison officers on CBDRM activities in the island. The Units should be officially established by LGA on the basis of justification and a formal request by NDMC.

As the implementing agencies, development partners and CBDRR-trained local government officials will submit -3monthly progress reports, with a decentralized and manageable approach. The development partners and CBDRR-trained local government officials will submit reports to respective DRM Focal Points in Island Councils after each event using the template in Annex IV; Island Councils will collate and submit reports to DRM Focal Points in Atoll Councils (Annex V Template); Atoll Councils will collate and submit report to NDMC in Male' every 4 months (Annex V Template).

The completed template should be sent to NDMC (mail, email or fax), together with relevant attachments such as community risk assessments or community DRM plans and event reports.

The above DRM Unit structure may be different in the island of Gn. Fuvahmulah which is an Atoll that exists as a single geographic island. While usually each separate island has one Island Council, the Gn. Atoll has 8 Island Councils and an Atoll Council located on one island. As it would be difficult and inefficient to manage 8 DRM Units on one island, in the case of Fuvahmulah, the DRM Unit will be established at the Atoll Council, with representation from all Island Councils in the DRM Standing Committee.

The NDMC's National DRM Focal Point will conduct approximately three (3) monitoring visits to selected CBDRR sites, every calendar year.

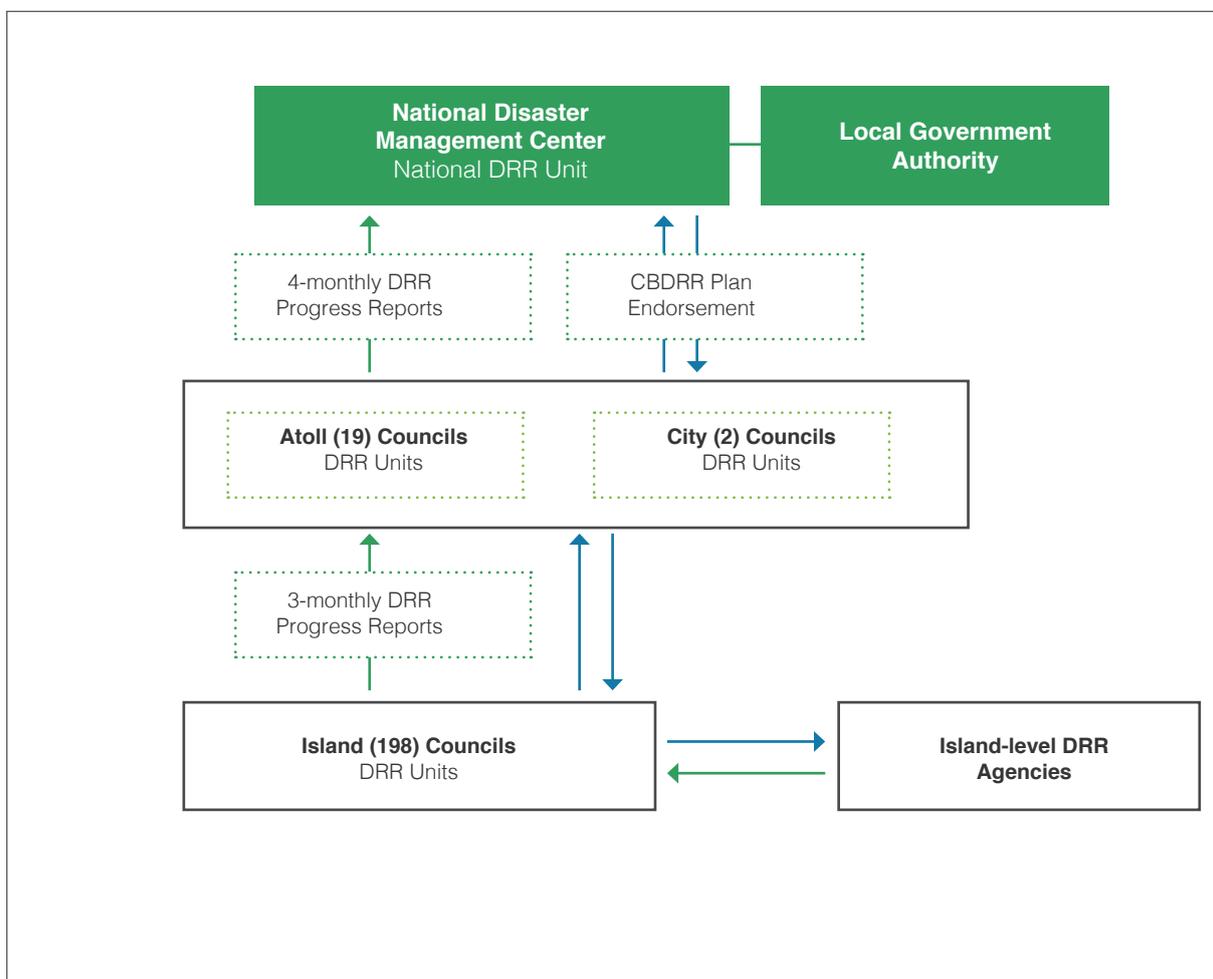


Figure 9: Reporting Mechanism and Schedule

c. Monitoring and Evaluation Parameters and Template

A routine reporting template for development partners and CBDRR-trained local government officials is attached with the national CBDRR framework (see Annex IV). The reporting template includes the following questions:

- A. Were CBDRR activities implemented during the reporting period?
- B. If so, in which communities, and what CBDRR activities?
- C. In the next reporting period, will there be new target communities?
- D. Were CBDRR partnerships formed with other organizations?
- E. Were community risk assessments and plans discussed at Island/Atoll Councils?
- F. Request for technical assistance?
- G. Any additional comments?
- H. Attachments for endorsement by NDMC?

The questions will allow NDMC to monitor CBDRR implementation across the Maldives, and will provide key information regarding the improvement of the five elements, particularly at community (island) and Atoll/Island Council levels. In order to assist the monitoring process, the NDMC will create and maintain a spreadsheet which collates the information from each CBDRR progress report.

d. Endorsement of Island Disaster Management Plans

As established in the Core Strategy, Planning and Implementation Modalities: "...Development partners and CBDRR-trained local government officials are the primary CBDRR implementing agencies, and have flexibility to adopt appropriate CBDRR methodologies. Implementation agencies will report progress and outputs to the relevant Island/Atoll Councils, and to NDMC."

While the flexibility to adopt appropriate CBDRR methodologies exists, in order for NDMC to monitor the quality and endorse CBDRR implementation, a reference is necessary for the key output: the "island (community) preparedness and response plans". Therefore, after development partners and CBDRR-trained local government officials submit the Island Disaster Management Plan, the NDMC's National DRR Focal Point will compare it to Annex VI: Island Disaster Management Plan. The National CBDRR Focal Point will then take the following action:

- i. If the island (community) plan is judged as acceptable, the NDMC's National DRM Focal Point will recommend official endorsement by the Head of NDMC. The National DRM Focal Point will then fax or email the endorsed plan to the respective DRM Focal Points in the Atoll Councils, for further fax/email to DRR Focal Points in the Island Councils, and to island-level CBDRR agencies; or
- ii. If the island (community) plan is judged as unacceptable, the National DRM Focal Point will directly fax or email the revision request and detailed recommendations to the respective island-level CBDRR agencies. The National DRM Focal Point will also offer further advice via telephone.

ANNEXES



Annex I: Agreed Terminology

The following sections provide definitions and explanations of key disaster risk reduction terminology. Unless otherwise noted, the definitions are sourced from UNISDR (2009), which attempts to standardize DRR terminology. It is noted here that different organizations may refer to different definitions, and therefore, the sections below serve as a basic reference.

Community: The term community can have different meanings to different people. Communities can be defined based on the following:

- a. Geographically, such as cluster of houses, neighbourhood, ward, village;
- b. Shared experience, such as particular interest groups - local NGOs;
- c. Professional groups - teachers, health professionals; age groupings - youth, children, elderly;
- d. Sector, such as industry sector, workers in rubber products, garments or transport workers.

Comment: In CBDRR, community is taken as a group of people in a locality who by virtue of sharing the same environment (living in the locality, working in the locality or sector) are exposed to the same threats, though the degree of exposure may differ. Common problems, interests, hopes and behaviors may be shared and are basis for common objectives in disaster risk management. (ADPC, 2012)

Geographically the Maldives is made up of 26 groups of islands called Atolls, divided into 21 administrative divisions. Each administrative division has one island designated to be the administrative capital for the atoll. Administration is done through local councils at the Atoll and Island levels who are elected by the people. Development across islands is uniform; there are no undeveloped or slum areas on an island and vulnerable people are dispersed on the island. Some islands have separate industrial areas set apart from the community. Almost all houses are constructed from modern materials. Although urban planning was not actively implemented traditionally, most islands have at least one main road and adequate access to most houses.

Access to most islands is by sea and many of the islands have modern harbours. Access through airports is also increasing due to recent development projects.

Most islands are divided into two or more wards. While social rivalry does exist between wards in some islands, there is a basic unity within the communities. Similar social competition and rivalry exists between some adjacent islands as well, however these feelings are set aside in times of need as demonstrated by the unity shown in the aftermath of the 2004 tsunami.

Most islands have several registered Clubs or Non-Governmental Organizations. However most of them are not active, mainly due to lack of capacity and funding. Youth make up a large part of island populations. Though many islands have people with disabilities, their status and whereabouts are not monitored. In general there is equal participation of women in community activities; however their representation at decision making level needs further improvement.

All islands have round the clock power supply. Drinking Water is supplied through desalination plants and rain water harvesting. Ground water has become unusable in many islands due to salt water intrusion. While some islands have farms, all staple food are imported. Some islands have established certain industries such as farming, shipyards or fish processing.

Community Based Disaster Risk Reduction (CBDRR): A process of disaster risk management in which at-risk communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities. This means that people are at the heart of decision making and implementation of disaster risk reduction activities. (ADPC, 2012).

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

Comment: Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.

Disaster Risk: The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

Comment: The definition of disaster risk reflects the concept of disasters as the outcome of continuously present conditions of risk. Disaster risk comprises different types of potential losses, which are often difficult to quantify. Nevertheless, with knowledge of the prevailing hazards and the patterns of population and socio-economic development, disaster risks can be assessed and mapped, in broad terms at least.

Disaster Risk Management: The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

Comment: This term is an extension of the more general term “risk management” to address the specific issue of disaster risks. Disaster risk management aims to avoid, lessen or transfer the adverse effects of hazards through activities and measures for prevention, mitigation and preparedness.

Exposure: People, property, systems, or other elements present in hazard zones that are there by subject to potential losses.

Comment: Measures of exposure can include the number of people or types of assets in an area. These can be combined with the specific vulnerability of the exposed elements to any particular hazard to estimate the quantitative risks associated with that hazard in the area of interest.

Hazard: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Comment: The hazards of concern to disaster risk reduction as stated in footnote 3 of the Hyogo Framework are “... hazards of natural origin and related environmental and technological hazards and risks.” Such hazards arise from a variety of geological, meteorological, hydrological, oceanic, biological, and technological sources, sometimes

acting in combination. In technical settings, hazards are described quantitatively by the likely frequency of occurrence of different intensities for different areas, as determined from historical data or scientific analysis.

Biological Hazard: Process or phenomenon of organic origin or conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Comment: Examples of biological hazards include outbreaks of epidemic diseases, plant or animal contagion, insect or other animal plagues and infestations.

Geological Hazard: Geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Comment: Geological hazards include internal earth processes, such as earthquakes, volcanic activity and emissions, and related geophysical processes such as mass movements, landslides, rockslides, surface collapses, and debris or mud flows. Hydrometeorological factors are important contributors to some of these processes. Tsunamis are difficult to categorize; although they are triggered by undersea earthquakes and other geological events, they are essentially an oceanic process that is manifested as a coastal water-related hazard.

Hydrometeorological Hazard: Process or phenomenon of atmospheric, hydrological or oceanographic nature that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Comment: Hydrometeorological hazards include tropical cyclones (also known as typhoons and hurricanes), thunderstorms, hailstorms, tornados, blizzards, heavy snowfall, avalanches, coastal storm surges, floods including flash floods, drought, heatwaves and cold spells. Hydrometeorological conditions also can be a factor in other hazards such as landslides, wildland fires, locust plagues, epidemics, and in the transport and dispersal of toxic substances and volcanic eruption material

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters.

Comment: The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness. It should be noted that in climate change policy, “mitigation” is defined differently, being the term used for the reduction of greenhouse gas emissions that are the source of climate change.

Prevention: The outright avoidance of adverse impacts of hazards and related disasters.

Comment: Prevention (i.e. disaster prevention) expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance. Examples include dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high risk zones, and seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake. Very often the complete

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Comment: Resilience means the ability to “resile from” or “spring back from” a shock. The resilience of a community in respect to potential hazard events is determined by the degree to which the community has the necessary resources and is capable of organizing itself both prior to and during times of need.

Risk assessment: A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

Comment: Risk assessments (and associated risk mapping) include: a review of the technical characteristics of hazards such as their location, intensity, frequency and probability; the analysis of exposure and vulnerability including the physical social, health, economic and environmental dimensions; and the evaluation of the effectiveness of prevailing and alternative coping capacities in respect to likely risk scenarios. This series of activities is sometimes known as a risk analysis process.

Vulnerability: The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

Comment: There are many aspects of vulnerability, arising from various physical, social, economic, and environmental factors. Examples may include poor design and construction of buildings, inadequate protection of assets, lack of public information and awareness, limited official recognition of risks and preparedness measures, and disregard for wise environmental management. Vulnerability varies significantly within a community and over time. This definition identifies vulnerability as a characteristic of the element of interest (community, system or asset), which is independent of its exposure. However, in common use the word is often used more broadly to include the element’s exposure.

2. Annex II: Strategic Planning Exercise

National Community Based Disaster Risk Reduction Framework

| Inputs for CBDRR | Explanation | Key elements |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Institutional arrangements | Characteristics of the institutional and legislative system related to DRR/CCA | Political authority, legislation (and implementation), integrated risk management within local development processes, flexible, adaptive, connected and accountable to civil society at all levels, active DMCs, multi-sector relationships |
| Human capacity | Awareness; knowledge, skills, and attitudes; leadership among key stakeholders | Leadership (core skills: humility, creativity, flexibility, communication and coordination skills), informal networks, Community-based Organizations capacity to engaged in local development processes, advocacy, integrated training |
| Technical capacity | Availability of tools and combination of scientific and traditional knowledge; risk assessments; learning transfer | Combination of traditional and scientific/technical knowledge, cross-sector and national-to-local knowledge and information sharing, understanding of local conditions, (participatory) risk assessments results into decision making processes |
| Partnerships | Availability of multi-stakeholder partnerships and decision making processes, especially between government and civil society | Partnerships for 'resilience'; community organization and mobilization, active mechanisms for community participation in decision processes, coordination among key stakeholders, local neutral multi-stakeholder platforms, engaged mass organizations |
| Financial resources | Availability and characteristic of financial resources at central and local levels | National budget allocations (integrated or not into development processes), influence of local level on budget allocation, pre- vs. post-disaster funds, low-cost implementation, partnerships with external donors/private sector, community level fund availability, tax incentives. |

A. Country Assessment

Note: From an overall perspective within the country, assess the current situation for capacities/ arrangements for CBDRR. Use the scale: 1 = Very Poor, 2 = Poor, 3 = Acceptable, 4 = Good, 5 = Excellent.

It is understood that capacities/ arrangements may not be uniform across the country – some geographic areas are more successful than others. Add these areas and a short explanation in the “Exceptions” below.

| A.1. Current Situation | At which level? | | | Results |
|-----------------------------------|--------------------|---------------------------------|------------------------|---------|
| | Community (Island) | Atoll Councils, Island Councils | National level (Male') | |
| Institutional arrangements | | | | |
| Human capacity | | | | |
| Technical capacity | | | | |
| Partnerships | | | | |
| Financial resources | | | | |
| A.2. Exceptions | | | | |

B. Comparison Assessment

Note: Without a national CBDRR framework, how far will CBDRR implementation progress - with the current programs, projects, and activities?

| A.1. Current Situation | | | | |
|-----------------------------------|--|--|--|--|
| Institutional arrangements | | | | |
| Human capacity | | | | |
| Technical capacity | | | | |
| Partnerships | | | | |
| Financial resources | | | | |

C. Core Strategy Options / Priorities

Note: the following statements should guide the thought-processes to initially define the national CBDRR framework. The statements are not necessarily mutually-exclusive, and can be edited during discussions.

C.1. Geographic Scope

- 1. The scope is for all at-risk communities within the country. Large geographic scope is preferential to consistent quality and implementation processes.
OR
- 2. Selected communities are identified within the country. Quality and long-term implementation is preferential to widespread coverage.

C.2. Conceptual Scope

- 1. CBDRR is specifically for the risk assessment, mitigation and preparedness for natural hazards – hydrometeorological, geological, or biological. “Disaster management” government bodies and/or development partners are therefore the leading planners and implementers. OR
- 2. CBDRR is planned and implemented within the wider development strategies, such as sustainable livelihoods, environmental management, or good governance. Multiple government bodies and/or development partners are engaged both in planning and implementation.

C.3. Planning and Implementation Modalities

- 1. The government authorities at different levels are responsible for planning and implementation within existing/expanded mandates. OR
- 2. The government authorities at different levels are responsible for planning and implementation with specific CBDRR staff or units. OR
- 3. Development partners are responsible for implementation using individual CBDRR methodologies; government authorities are responsible for planning. OR
- 4. Development partners are responsible for implementation using national standardized methodologies; government authorities are responsible for planning and oversight.

C.4. Intensity vs. Sustainability

- 1. CBDRR in a community is an intensive one-off activity which contributes significant external human, material, and financial resources during the implementation. Sustained risk reduction practices and arrangements are encouraged when the CBDRR completes. OR
- 2. CBDRR in a community is a long-term activity which contributes limited external human, material, and financial resources over a period of several years. The approach strongly emphasizes sustained risk reduction practices and arrangements largely within the internal community resources.

| C.5. Strategy Statements | |
|---------------------------------|--|
| 1. | |
| 2. | |
| 3. | |

D. Implementation Arrangements and Opportunities for the national CBDRR framework

(Note: This requires consideration of Exercises A, B, C. How will the gaps between the current situation and desired situation be bridged?)

| | |
|----------------------------------------|--|
| D.1. Institutional arrangements | |
| D.2. Human capacity | |
| D.3. Technical capacity | |
| D.4. Partnerships | |
| D.5. Financial resources | |

E. Expected Roles and Responsibilities of Partners

Note: the expected roles and responsibilities of partners can be defined generally or specifically, but should refer to: human capacity, institutional arrangements, technical capacity, partnerships, financial resources.

| | |
|------------------------------------------------------------------|--|
| E.1. Government Departments | |
| E.2. United Nations Agencies | |
| E.3. Red Cross/ Red Crescent Societies | |
| E.4. Local and International Non-Government Organizations | |
| E.5. Donor Agencies/ Lending Authorities | |
| E.6. Private Sector | |
| E.7. Others | |

F. Monitoring and Evaluation

Note: monitoring and evaluation arrangements of a national CBDRR strategy are dependent on the outcomes of Exercises A-E.

| | |
|------------------------------------------------|--|
| F.1. Focal Agency | |
| F.2. Reporting Mechanisms and Schedules | |
| F.3. M&E Parameters and Template | |

G. Agreed Terminology

Note: different partners involved in CBDRR have different understandings of terminology regarding CBDRR. However, in order to have a shared approach to the national CBDRR framework, it is important at least that key terminologies do not contradict.

| | |
|-------------------------|--|
| G.1. 'Community' | |
| G.2. 'CBDRR' | |
| G.3. Others | |

3. Annex III: ToR for DRM Focal Points at Atoll/Island/ City Level and DRR Standing Committees

NDMC REFERENCE NO. _____

LGA REFERENCE NO. _____

Terms of Reference
For
Disaster Risk Management Unit Focal Points
at Atoll/City Level, and Level

1. Background

- 1.1. The Maldives regularly experiences the results of high frequency, low impact events such as monsoonal flooding and also chronic phenomena such as coastal erosion, salt water intrusion and sea level rise. As a result of climate change, the frequency and severity of hydro-meteorological hazards are predicted to increase. In addition, low frequency, high impact events such as the 2004 Indian Ocean tsunami brought disaster management to the forefront of public attention as a result of the devastating impact the event had on the country's development progress. In recognition of the severe impact that hazards have on the lives of the Maldivian people, the society, and the economy, the Government of Maldives and development partners emphasize the need to reduce risks before disaster; not only act after the disaster.
- 1.2. The Government of Maldives adopted the "Hyogo Framework for Action -2005 2015: Building the Resilience of Nations and Communities to Disasters" which aims to achieve substantive reduction of disaster losses by 2015 - in lives, and in the social, economic, and environmental assets of communities and countries. The "Decentralization Act 2010" promotes decentralized roles and responsibilities for governance and development processes, inclusive of disaster management-related activities. The endorsed Maldives "Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2020-2010" guides disaster risk management activities in the country, with an emphasis on local and community-based measures. The "National Community-Based Disaster Risk Reduction Framework in the Republic of Maldives 2014" specifies the arrangements and mechanisms in which government, non-government, and other organizations will cooperate for local and community-based disaster risk management. In sum, the above policies and legal instruments promote decentralized roles and responsibilities and institutional arrangements for reducing disaster risks in the Maldives.
- 1.3. A system of focal Units at City, atoll, and island level, is a key component of the Maldives' disaster risk management institutional arrangements. Disaster risk management requires actions by a range of stakeholders at different administrative levels. In order to ensure effective implementation of decentralized roles and responsibilities for disaster risk management, local "Disaster Risk Management Units" will be established at City, atoll or island council levels. The Unit will be led by a "DRM Unit Focal Point" appointed from among the existing staff of the council or hired specifically for the position. The focal points will ensure coordination within the respective City, atoll or island for disaster risk management activities, and also with national agencies in Male'. The DRM Unit system also emphasizes community-based disaster risk reduction (CBDRR) activities in all islands. Therefore, the DRM Unit system is a permanent government-led arrangement which increases coordination and implementation, in order to reduce disaster risk and increases local response capacity in the Maldives.

2. Focal Point Profile

- 2.1. It is recommended that the island “Disaster Risk Management Unit Focal Points” are appointed by respective island, atoll, or city councils. In order to help selection, the following focal point profile is proposed:
- a. Is among the permanent civil service staff stationed in the island.
 - b. Has participated in training or activities related to disaster risk management or has the capacity to be trained in this area.
 - c. Is capable of understanding and disseminating technical information to different levels and groups of the public.
 - d. Has passion and interest to engage directly with communities for risk reduction activities.

If requested, the National Disaster Management Center (NDMC) or Local Government Authority (LGA) can provide technical advice to support the focal point selection process. Councils are recommended to provide equal selection opportunities for women and men.

- 2.2. The focal point has a key role for coordination and implementation of disaster risk management activities in the respective island, atoll, or city council. The focal point will therefore communicate and collaborate with government officials and non-government organizations in the area and in Male’, in order to reduce local disaster risks. The focal point is a local hub for any activity related to disaster risk management.

3. Focal Point Duties

- 3.1. Assist the Council to conduct local multi-hazard disaster risk assessments with the involvement of the community, sectors, stakeholders and partners.
- 3.2. Assist the Council to prepare the Island Disaster Management Plan in alignment with the National Disaster Management Plan.
- 3.3. Advise the Island Council in matters that effect the local environment or any activity that effect the vulnerability or risk to the community from natural or man-made hazards.
- 3.4. Ensure DRR policies are integrated into local development projects.
- 3.5. Enhance the DRM and disaster response capacity of the Island.
- 3.6. Ensure allocation in the island council budget for DRM activities.
- 3.7. Assist the Council to develop local policies and SOPs for DM and ensure their implementation.
- 3.8. Establish a DRM Standing Committee to advise the DRM Unit in design, implementation and monitoring of DRR activities.
- 3.9. Arrange meetings with the DRM Standing Committee to get their input to DRM related activities. Document the outputs of these meetings.
- 3.10. Initiate, implement, and monitor community-based disaster risk reduction (CBDRR) activities, either as a separate activity or in partnership with government and

Community Based Organizations¹⁰.

3.11. Build partnerships and networks between government, non-government organizations, CBOs, and private businesses for disaster risk management.

3.12. Seek to identify financial and in-kind resources for risk reduction activities.

3.13. Provide advice to government and non-government organizations on options to integrate disaster risk management into their development plans, projects, and activities.

3.14. Promote and advocate principles of disaster risk management at relevant venues, meetings, and activities, especially to the community.

3.15. Keep a database of DM capacities in the island including but not limited to, trained

4. Reporting and Coordination

4.1. Coordinate with government and non-government agencies in the atoll, island, or city for disaster risk management related issues and activities.

4.2. Prepare routine CBDRR progress and monitoring reports, and submit to NDMC according to set mechanisms.

4.3. Prepare monitoring reports of any disaster events (or identified disaster risk), and submit to NDMC according to set mechanisms.

5. Technical Assistance

5.1. The Focal Point will conduct research and review publications and share with the Unit to uphold the technical proficiency of the Unit.

5.2. Request and review copies of any information materials related to disaster risk which are produced by government or non-government organizations.

5.3. The Focal Point will conduct capacity assessments of the Unit and coordinate capacity building activities with NDMC.

5.4. The National Disaster Management Centre (NDMC) in Male' is available to provide technical advice to focal points, via telephone, email, fax, and during inspection visits.

5.5. The National Disaster Management Centre (NDMC) will maintain a contact list of all focal points. The focal points will inform NDMC of any changes.

¹⁰For further practical information about CBDRR, refer to the "Maldives National CBDRR Framework" and training conducted by the National Disaster Management Center (NDMC).

6. Atoll DRM Units

- 6.1. The Unit at the Atoll/City level will coordinate and monitor DRR activities within the Atoll/City. It will be based at the Atoll/City Council.
- 6.2. The Atoll/ City DRM Unit will have an “Atoll (/City) Disaster Risk Management Unit Focal Point” with a similar Profile as the Island DRM Focal Point but based at the Island Council.
- 6.3. The Atoll/City DRM Unit will receive reports from the Island DRM Units as outlined in Section 4. Reporting and Coordination of the National CBDRR Framework.
- 6.4. The Atoll DRM Unit Focal Point will consolidate and forward monitoring reports from the Island DRM Units to NDMC as outlined in Section 4. Reporting and Coordination of the National CBDRR Framework.
- 6.5. The Focal Point will ensure DRR is considered in the development of Island and Atoll development plans and activities.
- 6.6. The Focal Point will provide technical support to the Island DRM Units when required.
- 6.7. Atoll DRM/City Unit will not have a separate Standing Committee.

7. Other Issues

- 7.1. The focal point system, duties, and reporting and coordination mechanisms described in this Terms of Reference do not replace or conflict with existing roles and institutional mandates.
- 7.2. The current Terms of Reference will be reviewed by the National Disaster Management Center (NDMC) and Local Government Authority (LGA) annually. The feedback from focal points and DRM Standing Committee is encouraged. If necessary, the Terms of Reference will be revised and re-circulated.

Terms of Reference
For
Disaster Risk Management Unit Standing Committees
at Atoll/City Level, and Island Level

1. Background

- 1.1. The Maldives regularly experiences the results of high frequency, low impact events such as monsoonal flooding and also chronic phenomena such as coastal erosion, salt water intrusion and sea level rise. As a result of climate change, the frequency and severity of hydro-meteorological hazards are predicted to increase. In addition, low frequency, high impact events such as the 2004 Indian Ocean tsunami brought disaster management to the forefront of public attention as a result of the devastating impact the event had on the country's development progress. In recognition of the severe impact that hazards have on the lives of the Maldivian people, the society, and the economy, the Government of Maldives and development partners emphasize the need to reduce risks before disaster; not only act after the disaster.
- 1.2. The Government of Maldives adopted the "Hyogo Framework for Action 2015-2005: Building the Resilience of Nations and Communities to Disasters" which aims to achieve substantive reduction of disaster losses by 2015 - in lives, and in the social, economic, and environmental assets of communities and countries. The "Decentralization Act 2010" promotes decentralized roles and responsibilities for governance and development processes, inclusive of disaster management-related activities. The endorsed Maldives "Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2020-2010" guides disaster risk management activities in the country, with an emphasis on local and community-based measures. The "National Community-Based Disaster Risk Reduction Framework in the Republic of Maldives 2014" specifies the arrangements and mechanisms in which government, non-government, and other organizations will cooperate for local and community-based disaster risk management. In sum, the above policies and legal instruments promote decentralized roles and responsibilities and institutional arrangements for reducing disaster risks in the Maldives.
- 1.3. A system of focal Units at City, atoll, and island level, is a key component of the Maldives' disaster risk management institutional arrangements. Disaster risk management requires actions by a range of stakeholders at different administrative levels. In order to ensure effective implementation of decentralized roles and responsibilities for disaster risk management, local "Disaster Risk Management Units" will be established at City, atoll or island council levels. The Unit will be led by a "DRM Unit Focal Point" appointed from among the existing staff of the council or hired specifically for the position. The focal points will ensure coordination within the respective City, atoll or island for disaster risk management activities, and also with national agencies in Male'. The DRM Unit system also emphasizes community-based disaster risk reduction (CBDRR) activities in all islands. Therefore, the DRM Unit system is a permanent government-led arrangement which increases coordination and implementation, in order to reduce disaster risk and increases local response capacity in the Maldives

- 1.4. The DRM Unit will be assisted and guided by a DRM Standing Committee. The DRM Standing Committee will include representatives from the community, the sectors, stakeholders and partners. The Committee will advise the DRM Unit on all matters including planning, implementation and other interventions.

2. DRM Committee Profile

- 2.1. The DRM Standing Committee will consist of the following members:
 - a. Representative from the Island Council
 - b. Representative from the Sectors (1 each from Education, Health, Police, MNDF, Water, Electricity)
 - c. Representatives from the economic industries
 - d. Representative from active NGOs, Maldivian Red Crescent (where applicable)
 - e. Representative from community
 - f. Representative from other institutions and organisations at the discretion of the Committee

If requested, the National Disaster Management Center (NDMC) or Local Government Authority (LGA) can provide technical advice to support the Committee selection process. DRR Focal Points are recommended to provide equal selection opportunities for women and men.

3. DRM Standing Committee Duties

- 3.1. Assist the Council to conduct local multi-hazard disaster risk assessments including in the verification of information and ensuring of participation and inclusion of the needs of vulnerable groups.
- 3.2. Assist the Council in preparing the Island Disaster Management Plan and Emergency Operations Plan in alignment with the National Disaster Management Plan.
- 3.3. Advise the Island Council in matters that effect the local environment or any activity that effect the vulnerability or risk to the community from natural or man-made hazards.
- 3.4. Assist the DRR Unit to initiate, implement, and monitor community-based disaster risk reduction (CBDRR) activities. To act as the coordinating and monitoring body for disaster management at the City, Atoll and Island levels.
- 3.5. Build partnerships and networks between government, non-government organizations, and private businesses for disaster risk management.
- 3.6. Assist the DRM Unit to prepare and implement a Plan to promote public awareness, knowledge, acceptance and participation of the people's role in mitigating the risks of disasters;
- 3.7. Provide advice to government and non-government organizations on options to integrate disaster risk management into their development plans, projects, and

activities.

3.8. Promote and advocate principles of disaster risk management at relevant venues, meetings, and activities, especially to the community.

3.9. To help resolve issues and appeals emerging as the result of a national disaster or a

4. Reporting and Coordination

4.1. The Committee will hold regular meetings with the DRM Unit.

4.2. The Committee will report to the Island Council.

5. Technical Capacity

5.1. The DRM Standing Committee members will attend capacity building trainings, workshops, exposure trips arrange or coordinated by the DRM Unit.

6. Other Issues

6.1. The focal point system, duties, and reporting and coordination mechanisms described in this Terms of Reference do not replace or conflict with existing roles and institutional mandates.

6.2. The current Terms of Reference will be reviewed by the National Disaster Management Center (NDMC) and Local Government Authority (LGA) annually. The feedback from focal points and DRM Standing Committee is encouraged. If necessary, the Terms of Reference will be revised and re-circulated.

4. Annex IV: Event Reporting Template

(Event Name),
(Date)
(Atoll, Island)

1. Event Details:

Event Organiser: (Name, Designation)

Number of volunteers participated: Male – xx Female- xx

Number of staff participated: Male – xx Female xx

Total Budget of the event:

Activity time:

2. Background:

◇ (Write a short background about the event/ the situation that led to the event)

3. Event Summary

(Give a brief summary of the activities implemented)

4. Objectives:

(the main aims for participation or organising the event – in bullet form)

5. Outcomes of the event:

(results / work done in the activity generally and in relation to the objectives stated above, number of community members participated or reached (gender segregated), number of houses visited, number of IEC Materials distributed – in bullet form)

6. Constraints and challenges:

(problems faced in implementing the event and the solutions sought – in bullet form)

7. Follow-up tasks by the team:

(work to be completed afterwards, by the team or follow ups required – in bullet form)

8. Recommendations:

(recommendations if any for next time a similar event is organized – in bullet form)

9. Fundraising and sponsors:

(One paragraph on how fundraising was conducted for the event)

(List of all the partners who supported the event)

10. Team observation and comments:

(any other details the team wants to highlight)

11. Attachments:

(Any possible attachments such as attendance sheets, etc)

Report by: Name, Designation

(Attach at least 4 photos)

5. Annex V: Progress Report for DRM Focal Points

Community-Based Disaster Risk Reduction (CBDRR) in the Maldives Progress Report: Monitoring and Evaluation

The purpose of this progress report for Community-Based Disaster Risk Reduction activities is to:

- Improve coordination: identify gaps, avoid duplication, and mobilize resources for CBDRR implementation.
- Enable effective monitoring of national-wide CBDRR, in line with the Maldives national and international commitments.
- Enable endorsement of island (community) preparedness and response plans.
- Track and maintain trained human resources and material resources for CBDRR.

| | | | | | | | |
|-------------------------|-------------------------------------|---------------|---------------------------------------------------------------------------------------------------------------------------|-----------------|----------|---------|----------------------------------------------|
| From | [Name] | [Designation] | [Department /Organisation] | [Mobile Number] | [Island] | [Atoll] | [List Disaster Management Training Attended] |
| To | National Disaster Management Center | | H. Rihijehi Koshi, Ameenee Magu, Male' / Republic of Maldives TEL (3333470 ,3333437 (960 FAX: (3333443 (960 E-mail: | | | | |
| Reporting Date | [Date] | | | | | | |
| Reporting Period | From | [Month, Year] | To | [Month, Year] | | | |

| | | | | | | |
|--------------------------------------------------------------------------|-----------------------------------|-----------------------------------------------------|-------------------------------------------------|-------------------------------------------------------------------|------------------------------------|-----------------------------------------------------------|
| A. Were CBDRR activities implemented during the reporting period? | Yes | No | | | | |
| | [Tick] | [Tick] | | | | |
| B. If so, in which communities, and what CBDRR activities? | CBDRR Activities Conducted | | | | | |
| | Community Name | Built rapport and socialized with community? | Conducted participatory risk assessment? | Conducted participatory risk reduction/ response planning? | Supported community managed | Conducted participatory monitoring and evaluation? |
| | 1. [Name] | [Tick] | [Tick] | [Tick] | [Tick] | [Tick] |
| | 2. [Name] | [Tick] | [Tick] | [Tick] | [Tick] | [Tick] |
| | 3. [Name] | [Tick] | [Tick] | [Tick] | [Tick] | [Tick] |
| Further Activity Details/ attached reports: | | | | | | |
| C. In the next reporting period, will there be new target? | Community Name | | | | | |
| | 1. | | | | | |
| | 2. | | | | | |
| | 3. | | | | | |

| | | | | |
|------------------------------------------------------------------------------------------|------------------------------------------------------------------------------|------------------------|------------------------------|----------------|
| D. Were CBDRR partnerships formed with other organisations? | Government Agency | Private Company | Non-Government Agency | Others |
| | 1. [Org. Name] | 1. [Org. Name] | 1. [Org. Name] | 1. [Org. Name] |
| | 2. [Org. Name] | 2. [Org. Name] | 2. [Org. Name] | 2. [Org. Name] |
| | 3. [Org. Name] | 3. [Org. Name] | 3. [Org. Name] | 3. [Org. Name] |
| E. Were community risk assessments and plans discussed at Island/ Atoll Councils? | [Provide meeting details here] | | | |
| F. Request for technical assistance? | [Include technical requests for CBDRR support, from NDMC or other agencies.] | | | |
| G. Any additional comments? | | | | |
| H. Attachments for endorsement by NDMC? | [e.g. Community Risk Reduction Plans] | | | |

| | | | |
|----------------------------|--------------|--|-----------------|
| Report approved by: | Name: | | (Council stamp) |
| | Designation: | | |
| | Date: | | |
| | | | |

6. Annex VI: Template for Island Disaster Management Plan

“Island Name” Disaster Management Plan February 2014



بِسْمِ اللّٰهِ الرَّحْمٰنِ الرَّحِیْمِ

Introduction

(A short intro about what a DM plan is and how the process of this was carried out in the island and how it can be used and utilized.

Should also state a date when the plan would be revised and a word of thanks for the community and other agencies that supported the process.)

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| | | |
|------|-------------------------------|--|
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“Island Name” Disaster Management Plan

1. Island Profile

| Island Name | Atoll Name | | | | |
|-----------------------------------------------------------|----------------------------------------|----------------|-----------------|-------------------------|--------------------|
| Island Area (total in hectares) | | | | | |
| Population Details | Total | Below 05 years | 18 – 06 years | 64 – 19 years | 65 years and above |
| Male | | | | | |
| Female | | | | | |
| Total | | | | | |
| Total number of inhabited houses | | | | | |
| Total number of uninhabited houses | | | | | |
| Primary Livelihood activities | Number of People involved in this work | | | | |
| Fishing | | | | | |
| Agriculture | | | | | |
| | | | | | |
| | | | | | |
| Travelling to the island | Nearest inhabited island | Atoll capital | Nearest airport | Male' | |
| Name | | | | | |
| Distance | | | | | |
| Time: | | | | | |
| By Air | | | | | |
| By Speed Boat | | | | | |
| By Ferry | | | | | |
| By Dhoani | | | | | |
| By Cargo Boat/Supply Dhoani | | | | | |
| Critical infrastructure/resources available at the island | | | | | |
| Government Entities | Employee Quantity | | | Contact Person & Number | |
| Island Council | | | | | |
| Atoll council | | | | | |
| Atoll Magistrate Court | | | | | |
| Customs | | | | | |
| Police centre | | | | | |

| Utility Service | Employee Quantity | | Contact Person & Number | | |
|---------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| Power house (private) | | | | | |
| Water Services | | | | | |
| Community water tank | | | | | |
| Private water tank (public use) | | | | | |
| Desalination plant | | | | | |
| Cooking gas supplier | | | | | |
| Health Service (with grade) | Quantity | Contact Person & Number | Health Workers | Quantity | Contact Person & Number |
| Regional hospitals | | | Doctors | | |
| Island hospital | | | Nurses | | |
| Health centre | | | Health workers | | |
| Health post | | | Midwives | | |
| Clinic | | | Pharmacist | | |
| Pharmacy | | | Traditional Healers | | |
| Ambulances | | | Misc. | | |
| Asandha / Public Insurance | | | | | |
| Academic Service | Contact Person & Number | Qty. of Schools | No. of Teachers | No. of Students | No. of Admin Staff |
| Atoll school | | | | | |
| Island school | | | | | |
| Pre-school | | | | | |
| College Campus | | | | | |
| Private Tuition Centres | | | | | |
| Total | | | | | |
| Communication Service Providers | Contact No. | Contact Person | Service Provider | Service Provider Number | |
| Mobile phone | | | | | |
| Landline | | | | | |
| Internet | | | | | |
| TV/Cable TV | | | | | |
| Radio/FM | | | | | |
| Satellite phone | | | | | |
| Waikie Talkie | | | | | |

| Marine Travel | Contact No. | Contact Person | Owner | Quantity |
|-----------------------------|-------------|----------------|----------------|----------|
| Speedboat | | | | |
| Engine Dhoani | | | | |
| Sail Dhoani | | | | |
| Boat | | | | |
| Fishing Dhoani | | | | |
| Bokkuraa Boat | | | | |
| Ferry Service | | | | |
| Land Transport | Contact No. | Contact Person | Contact Person | Quantity |
| Government | | | | |
| Car | | | | |
| Lorry | | | | |
| Pick-up | | | | |
| Bus | | | | |
| Van | | | | |
| Tractor | | | | |
| Private | | | | |
| Taxi | | | | |
| Car | | | | |
| Lorry | | | | |
| Pick-up | | | | |
| Van | | | | |
| Tractor | | | | |
| Motorcycle (only quantity) | | | | |
| Bicycle (only quantity) | | | | |
| Wheelbarrow (only quantity) | | | | |
| Hand cart (only quantity) | | | | |

| Social Centers | Contact Person | Number | Quantity |
|----------------------------------------------|----------------|----------------|----------------|
| Shop (Government) | | | |
| Shop (private) | | | |
| Café/Tea Hotel | | | |
| Public Toilets | | | |
| Carpentries/Carpenters | | | |
| Workshop/Garage | | | |
| Bank branches | | | |
| Cyber cafés | | | |
| Post Office | | | |
| Misc. | | | |
| Misc. Resources | Contact Person | Contact Person | Contact Number |
| Sewage | | | |
| Waste management | | | |
| Misc. | | | |
| Organisations working for Island Development | Quantity | Contact Person | Contact Number |
| CBO | | | |
| NGO | | | |
| Misc. Organisations | | | |

2. Livelihood Profile

| Livelihood Activity | Number of people involved in this activity | Other Remarks |
|--------------------------------|--------------------------------------------|---------------|
| Fishing | | |
| Fish Processing | | |
| Agriculture (for an income) | | |
| Agriculture (for personal use) | | |
| Transport | | |
| Boat Building | | |
| Construction | | |
| Thatch Weaving | | |
| Small Businesses | | |
| Tourism | | |
| Others | | |

3. Risks, Hazards and Vulnerability Profile

3.1. Risks and Hazards (insert Seasonal Calendar)

(Summary and brief description based on the Seasonal Calendar)

3.2. Past Events (based on Historical Profile)

| Disaster | Year | Human | | | Damage and Losses | | |
|----------|------|-------|---------|---------|--------------------|-------------|--------|
| | | Dead | Injured | Missing | Buildings / Houses | Livelihoods | Others |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |

(Summary and brief description based on the Historical Profile)

3.3. Vulnerable People (based on Secondary Data)

| Vulnerable People | Number of People | Name & Address |
|-----------------------------------------------|------------------|----------------|
| Pregnant Ladies | | |
| Single Mothers with kids 5 – 0 years | | |
| Children below 5 years | | |
| Elderly People (65 years and above) | | |
| Households led by a single parent | | |
| Hearing Impaired and Verbally Impaired People | | |
| Visually Impaired People | | |
| Psychologically Disabled People | | |
| Physically Disabled People | | |

| | |
|-------------------------------------------------|--|
| Disabled due to a chronic disease | |
| Widows and Widowers | |
| Living in poor quality houses | |
| Living near the sea shore (25 ft away from sea) | |
| Others | |

(Summary and brief description based on all the Secondary Data)

3.4. Vulnerable Areas (based on Vulnerability Map)

| Vulnerable Areas | Distance to Houses (ft) | Other Remarks |
|------------------------------------|-------------------------|---------------|
| Please list from Vulnerability Map | | |
| | | |

(Summary and brief description based on the Vulnerability Map)

3.5. Vulnerable Buildings, Materials and Others (based on Vulnerability Map)

| Buildings, Materials and Others | Number | Why it's not safe |
|---------------------------------|--------|-------------------|
| | | |
| | | |

(Summary and brief description based on the Vulnerability Map)

4. Capacity Profile

4.1. Capacities – Local Infrastructures (based on the Capacity Map)

| Office / Building | Quantity | Contact Name | Contact Number |
|------------------------|----------|--------------|----------------|
| Island Council | | | |
| School | | | |
| Pre School | | | |
| Youth Centre | | | |
| Mosque | | | |
| Power House | | | |
| Communication Services | | | |
| Food Storing Area | | | |
| Warehouses | | | |
| Local Shops | | | |
| Other Business Places | | | |
| Post Office | | | |
| Police Station | | | |
| Pharmacy | | | |
| Cable TV / Radio | | | |
| Cause Way | | | |
| Harbour | | | |
| Jetty | | | |
| Sea Wall | | | |

| | | | |
|--------------------|--|--|--|
| Rain Water Tanks | | | |
| Overhead Tanks | | | |
| Generator | | | |
| Water Pump | | | |
| Water Plant | | | |
| Solar Plant | | | |
| Temporary Shelters | | | |
| Others | | | |

(Summary and brief description based on the Vulnerability Map)

4.2. Capacities – Human Resources

| Work | Quantity | Name and Address | Number |
|-------------|----------|------------------|--------|
| Fishermen | | | |
| Electrician | | | |
| Carpenters | | | |
| Welders | | | |
| Nurses | | | |
| Doctors | | | |
| Farmers | | | |
| Plumbers | | | |

| | | | |
|--------------------------------|--|--|--|
| Boat Builders | | | |
| Boat / Launch Drivers | | | |
| Pick-up Drivers | | | |
| Businessmen | | | |
| Pharmacists | | | |
| Café, Hotel, Restaurant Owners | | | |

5. Safe Place & Safe Routes (based on the Evacuation Map)

An evacuation map clearly marking the evacuation centre (safe place) and routes is a must. The blocks using the specified routes are also needed to be marked in this. It has to identify the capacity of the safe place.

| Hazard Type | Safe Place | Route | Block Number | Other Comments |
|-------------|------------|-------|--------------|----------------|
| | | | | |
| | | | | |
| | | | | |

6. Actions to take in a Disaster

This section would contain 2 parts.

- 6.1. *would deal with specific teams or task forces. Their roles pre, during and post a disaster and details of team members and lists of equipment they might need.*
- 6.2. *would deal with specific institutions. Their roles pre, during and post a disaster and identify their available resources, and needs. (Extra institutions in the island should be included; I have mentioned only 3 for this template)*

6.1. Teams

There are a total of 6 teams. The number of team members will depend on the population.

- 6.1.a. *Island Disaster Management Committee (should represent 1 from each team and 1 from each institution)*
- 6.1.b. *Assessment (should be at least 10 team members for a population of 1000)*
- 6.1.c. *Early Warning (should be at least 02 team members for a population of 1000)*
- 6.1.d. *First Aid and PFA (should be at least 10 team members for a population of 1000)*
- 6.1.e. *Search & Rescue and Security (should be at least 10 team members for a population of 1000)*
- 6.1.f. *Evacuation Centre Management (should be at least 10 team members for a population of 1000)*
- 6.1.g. *Relief Distribution (should be at least 10 team members for a population of 1000)*

| 6.1.a. Island Disaster Management Committee | | |
|---------------------------------------------|--------------------|-----------------|
| Roles and Responsibilities | | |
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| Team Members | | |
| Name | Address | Contact Number |
| | | |
| | | |
| Equipment | | |
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |
| | | |
| 6.1.b. Assessment | | |
| Roles and Responsibilities | | |
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |
| | | |
| Team Members | | |
| Name | Address | Contact Number |
| | | |
| | | |

| Equipment | | |
|-----------|--------------------|-----------------|
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

6.1.c. Early Warning

| Roles and Responsibilities | | |
|----------------------------|-----------------|---------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |

| Team Members | | |
|--------------|---------|----------------|
| Name | Address | Contact Number |
| | | |
| | | |

| Equipment | | |
|-----------|--------------------|-----------------|
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

6.1.d. First Aid & PFA

| Roles and Responsibilities | | |
|----------------------------|-----------------|---------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |

| Team Members | | | |
|--------------|--------------------|-----------------|--|
| Name | Address | Contact Number | |
| | | | |
| | | | |
| Equipment | | | |
| Item Name | Available Quantity | Needed Quantity | |
| | | | |
| | | | |

6.1.e. Search & Rescue and Security

| Roles and Responsibilities | | | |
|----------------------------|-----------------|---------------|--|
| Pre-Disaster | During-Disaster | Post-Disaster | |
| | | | |
| | | | |

| Team Members | | | |
|--------------|--------------------|-----------------|--|
| Name | Address | Contact Number | |
| | | | |
| | | | |
| Equipment | | | |
| Item Name | Available Quantity | Needed Quantity | |
| | | | |
| | | | |

6.1.f. Evacuation Centre Management

| Roles and Responsibilities | | |
|----------------------------|--------------------|-----------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |
| Team Members | | |
| Name | Address | Contact Number |
| | | |
| | | |
| Equipment | | |
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

6.1.g. Relief Distribution

| Roles and Responsibilities | | |
|----------------------------|-----------------|----------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |
| Team Members | | |
| Name | Address | Contact Number |
| | | |
| | | |

| Equipment | | |
|-----------|--------------------|-----------------|
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

6.2. Institutions

6.2.a. Island Council

| Roles and Responsibilities | | |
|----------------------------|-----------------|---------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |

| Resources | | |
|-----------|--------------------|-----------------|
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

6.2.b. Health Centre

| Roles and Responsibilities | | |
|----------------------------|-----------------|---------------|
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |

| Resources | | |
|------------------------------|--------------------|-----------------|
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |
| 6.2.c. Police Station | | |
| Roles and Responsibilities | | |
| Pre-Disaster | During-Disaster | Post-Disaster |
| | | |
| | | |
| Resources | | |
| Item Name | Available Quantity | Needed Quantity |
| | | |
| | | |

7. Information about the Drill (include all mentioned under 6.1 Teams and 6.2 Institutions)

| When | Responsible Person | Actions |
|------|--------------------|---------|
| | | |
| | | |
| | | |

8. Annexure

8.1. Trained People to do DM Plan

8.2. Participants of Focus Group Discussions

| Institution Name: | | | | |
|-------------------------------------------------|------|-------------|---------|--------|
| Designated Focal Point Name and Contact Number: | | | | |
| Date: | | | | |
| Time: | | | | |
| No. | Name | Designation | Address | Number |
| | | | | |

- 8.3. Vulnerability Map**
- 8.4. Capacity Map**
- 8.5. Seasonal Calendar**
- 8.6. Historical Profile**
- 8.7. Evacuation Plan**
- 8.8. Mitigation Plan**

| Mitigation Plan | | | |
|--------------------------------|-------------------------|----------------------------------------|-------------------------------------------|
| Structural Measures | | | |
| Planned Activities | Resources Needed | Responsible Person/Organization | How the activity will be conducted |
| | | | |
| | | | |
| | | | |
| Non-Structural Measures | | | |
| Planned Activities | Resources Needed | Responsible Person/Organization | How the activity will be conducted |
| | | | |
| | | | |
| | | | |

8.9. Emergency Supply List

| Cleaning Supplies | Food Supplies |
|-------------------------|-------------------------|
| Wheelbarrow | Tuna Can |
| Rope | Biscuits |
| Rubber Gloves | Water Bottles |
| Gun Boots | Cereal Packets |
| Plywood | Coffee/Tea |
| Eye Protection Goggle | Juice Packet |
| Bucket | Vegetable Can |
| Mask | Milk Can |
| Helmet | |
| Broom | |
| Hammer | |
| Saw | |
| Rake | |
| Medical Supplies | Others |
| Bandage | Torch |
| Gauze Bandage | Empty Water Bottles |
| Pain Relieving Medicine | Rubber Sheet |
| Dettol | Kerosene |
| Cotton | Match Box |
| Soap | Plates |
| Pin | Spoon |
| Calamine Lotion | Pad |
| Scissor | Plastic Bags |
| ORS Packet | Island Chart |
| Glove | Emergency Phone Numbers |

8.10. Emergency Contact Numbers

| Place | Number |
|--------------------------------------------------|--------|
| Island Council | |
| Island Disaster Management Committee Chairperson | |
| Island Police Station | |
| Health Centre | |
| Atoll Office | |
| NDMC | |
| MNDF Fire | |
| MNDF Coast Guard | |
| MMS | |

8.11. Contingency Plan for Flooding

Please refer to the separate document titled Contingency Plan for Flooding.

7. Annex VII: Summary of Existing CBDRR Programs, Projects, Activities

| | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------|
| Project/Program name: Enhance National Capacity for Disaster Risk Reduction and Management in Maldives | Approx. value of the Project: USD 693,000 |
| Target Areas: | Duration of assignment: 24 months |
| Name of Project Manager: | Contact Details |
| Implementing Agency Address: | Modality of Implementation 1. Direct 2. Through Ministries |
| Start date (month/year): Completion date (month/year): | July 2013 June 2015 |
| <p>Key Objectives of the Program/ Project: The project is a capacity development initiative for disaster risk reduction and management. It is geared towards helping the Government of Maldives to strengthen its DRRM capacity, enhance national and local preparedness and reduce risks, and achieve its global commitment to the Hyogo Framework for Action (HFA) and the MDGs.</p> | |
| Beneficiaries: | |
| <p>Description Key Activities</p> <ul style="list-style-type: none"> • <i>Output 1 Institutional and legal systems for DRR established and the functional and operational capacities of DRR institutions strengthened to effectively fulfil their mandates</i> • <i>Output 2 End-to-end early warning operating procedures strengthened</i> • <i>Output 3 Increased public awareness and knowledge on disaster risk reduction and climate change adaptation</i> <p><i>Output 4: Increased community capacities for disaster preparedness for effective response</i></p> | |

| | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|
| Project/Program name: Community Based Disaster Risk Reduction Project | Approx. value of the Project: 975,128 Canadian Dollars (CND) |
| Target Areas: Resilience: 4 communities (HA. Hoarafushi, GDh.Gadhhdhoo, LH. Hinnavaru, AA. Thoddo) Response: 6 branches of MRC (Gn, HDh, Male', Lh, Thaa, Seenu) | Duration of assignment: 4 years |
| Name of Project Manager: Fathimath Rishana, CBDRR Project Coordinator | Contact Details: 7793930 fathimath.rishana@redcrescent.org.mv |
| Implementing Agency Address: Maldivian Red Crescent, Headquarters, 4th Floor, Maldives Post Building, Boduthakurufaanu Magu, | Modality of Implementation: 1. Direct 2. Through Ministries |
| Start date (month/year): Completion date (month/year): | August 2010 December 2014 |
| Key Objectives of the Program/ Project: | |
| <ul style="list-style-type: none"> • Increase recognition of Maldivian Red Crescent as a partner and advocate in Disaster Risk Reduction/CCA by government, councils and communities. • Development of DMRR strategies, policies and SOP's as a guidance to DMRR decision making and implementation. • Increased capacity of staff to assess, design, implement and monitor DMRR programmes. • Improve the efficiency and effectiveness of MRC ERT teams in responding to emergencies supported by MRC Emergency Response System • Increase awareness on community resilience to risk factors. | |
| Beneficiaries: | |
| Resilience: 4 communities (HA.Hoarafushi, GDh.Gadhhdhoo, LH. Hinnavaru, K.Kaashidhoo) Response: 6 branches of MRC (Gn, HDh, Male', Lh, Thaa, Seenu) | |
| Description Key Activities | |
| <ul style="list-style-type: none"> • <i>Advocacy on DRR/CCA representing MRC on national, local and community forums and national strategies and policies</i> • <i>Conducting CBDRR trainings in communities</i> • <i>Capacity building of MRC staff/volunteers in DRR/CCA</i> • <i>Developing MRC strategies and policies such as DRR/CCA Strategy, MRC Response Mechanism ,Contingency plans, etc</i> | |
| <i>Response:</i> | |
| <ul style="list-style-type: none"> • <i>Train ERT teams in MRC branches and equip the teams as per the MRC Response Mechanism</i> | |
| <i>Resilience:</i> | |
| <ul style="list-style-type: none"> • <i>Funding small mitigation projects implemented by the communities.</i> | |
| <i>HA. Hoarafushi – Waste management project</i> | |
| <i>K.Kaashidhoo – Community Pharmacy project</i> | |
| <ul style="list-style-type: none"> • <i>DRR awareness campaign</i> • <i>Community level DM plans</i> • <i>Retrofitting an existing structure in the community to be used as a safe shelter during a disaster.</i> | |

8. Annex VIII: Key Questions for developing National CBDRR Framework

1. Headline Questions

What is the best example of where CBDRR-CBA has been an influential part of local government decision-making?

What are the challenges in embedding CBDRR-CBA in local development?

How can national level better encourage and strengthen such efforts?

2. Strengthening partnerships at the local level for CBDRR-CBA

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| Headline questions | How are local community vulnerabilities to disaster and climate risks taken into account in local development processes? |
| Background context / history | <p>What influenced the creation and functioning of multi-stakeholder partnership on disaster and adaptation at the local level to shape decision-making?</p> <p>(e.g. culture of participation and valuing grassroots experience, external donor agency insistence, evidence of benefits due to cross-cutting nature of the subject and the need for coordination etc.)</p> |
| Partnership stakeholders | Who are the stakeholders involved in local development decision-making related to disaster and adaptation? |
| | What level of influence (especially civil society) do each of the stakeholders have over decisions? How was this agreed? |
| Representation of local vulnerabilities at the local level | <p>What opportunities are there for local community needs to be expressed in development processes throughout the project cycle (issue identification, design, implementation, monitoring and evaluation)?</p> <p>(e.g. through participatory budgeting, EIA on infrastructure projects, participation in risk assessment etc.)</p> |
| | Does local people's participation in decision-making processes actually influence the way development plans are designed and implemented to reduce vulnerability, or are local opinions over-shadowed by other agendas? |
| Barriers to multi-stakeholder partnership at the local level | <p>What have been the key barriers to the functioning of local partnership among multiple stakeholders, and how have these been addressed?</p> <p>(e.g. lack of trust between state and non-state actors, need to adapt attitudes, roles and working methods)</p> |

| 3. Resources at the local level for CBDRR and CBA | |
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| Headline question | How do resources for disaster risk reduction and adaptation reach local communities and address local vulnerabilities? |
| Origin of funds | Where are funds for CBDRR/ CBA coming from (i.e. government budgets, NGOs, international donors, private sector, communities themselves)? |
| Scale of funds | How sufficient and stable are funds for CBDRR and CBA? |
| | Are financial resources adequate to implement national DRR/CCA programs and meet defined targets? |
| Reach of funds to the local and community level | What opportunities are there for local community needs to be How is any process of decentralisation affecting resource flows to the local level for disaster risk reduction and adaptation? |
| | How are funds for disaster risk reduction and adaptation allocated (i.e. prioritisation of issues)? |
| | How do stakeholders at the sub-national level, including those representing vulnerable groups, influence the allocation? |
| | What mechanisms are used to disburse funding to the local level (i.e. who implements)? |
| | How do stakeholders at the sub-national level, including those representing vulnerable groups, influence the dispersal? |
| Local government influence | What capability has local government to influence national allocations for disaster risk reduction and adaptation? |
| Funds for operating local partnerships themselves | Are there any resources that specifically support the functioning of multi-stakeholder partnership processes at local level conducive to disaster risk reduction and adaptation? |

| 4. Capacity at the local level for CBDRR and CBA | |
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| Headline question | What knowledge, skills and attitudes among stakeholders at the local level are most helping or hindering CBDRR and CBA? |
| Leadership | Who is driving the DRR and CCA agenda at the local level, and how important is the presence of strong political leadership at this level? |
| Awareness | What level of awareness is there on DRR and climate change at the community and the local level, and how does this affect decision-making? |
| | How is public awareness on climate and disaster risks strengthened? |
| | How well does local government understand the disaster and climate risks facing vulnerable communities? |
| Time | What proportion of time and effort is devoted to DRR and CCA within officials regular activities, and is this sufficient? |

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| Training | How well are local government officials trained on DRR and CCA and how this is applied in their work? |
| | Are training resources (technical, financial, material, human) made available by government to support CBDRM-CBA? |

5. Technical support at the local level for CBDRR and CBA

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| Headline question | Are local government officials able to collect and analyse data on disaster and climate risk and apply it in their work? |
| Scientific Data | Is there access at the local level to useful historical meteorological data and relevant information of past disaster events (intensity, frequency, return period, etc.)? (e.g. through universities, meteorological institutes) |
| Risk Assessments | How well is local government able to carry out risk assessment? (disaster and climate risk assessments, or other assessments that can integrate disaster and climate risk – such as EIA) |
| Traditional knowledge | How well able are local government officials able to appreciate and incorporate traditional knowledge and experience on vulnerability reduction within local development processes? |
| Data dissemination | What are some examples of successful ways to disseminate technical data and its implications to communities? |
| Transfer of learning | Considering that local practices tend to be unique, are there opportunities and skills available to transfer elements of such practices to other localities? |

6. Legal and policy frameworks at the local level for CBDRR and CBA

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| Headline question | What kind of institutional mechanisms and practices are required to address gaps at the local and national level to make communities more resilient to current climate variability? |
| Entry points | What are the dominant entry points for DRR and CCA in local development processes? (i.e. addressed directly as 'stand-alone' disaster or adaptation processes, or considered indirectly in relation to vulnerability reduction through land use planning, water resource management, sustainable land management etc.) Are land use applications, urban and regional development plans based on hazard and risk assessments involving local community inputs? |

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| Informal planning | How much influence can local stakeholders have in relation to the very significant unregulated and informal ways in which local vulnerability is created? (e.g. illegal settlements, non-enforcement of building codes) |
| Monitoring and Evaluation | Are baseline conditions and indicators of progress for DRR and CCA applied at the local level? |
| | How is M&E of DRR and CCA related activities undertaken at a local level? (i.e. who does it, how helpful is it) |
| Legal Arrangements | To what degree are national institutional and legal arrangements set down for DRR and CCA actually applied at local government level? |
| Mechanisms | Are suitable mechanisms, processes and responsibilities in place within local government that support the mainstreaming of CBDRM-CBA within local development processes? |
| | Are there suitable mechanisms in place to integrate CCA into existing DRR projects? What is needed to facilitate this successfully? |
| Cross-sector | What are the cross-sectoral coordination challenges faced at the local level that most affect CBDRR and CBA? |
| DRR-CCA synchronisation | How can DRR and CCA be better synchronised? |

6. Legal and policy frameworks at the local level for CBDRR and CBA

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| Headline question | What are the key barriers that hinder vulnerable communities from having their views on CBDRM-CBA represented in local development? |
| Community awareness | How aware are local communities of DRR and CCA and how they can influence local development decision-making to reduce vulnerability? |
| Community organisation | Is there support provided by the national and local level to establish community based organizations? |
| | How are local vulnerable communities mobilised and organised, so that they are able to deliver effective messages to local level development decision-makers? |
| Participation | What acts as disincentives to community participation in local development decision making? How is this being addressed? (e.g. inequity, geographic isolation, lack of trust, lack of time availability to participate/ sufficient notice to prepare, lack of capacity, poorly organised message) |

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| Representation | How well are vulnerable groups represented in local development decision-making (e.g. through elected officials, NGOs, community leaders, unions/cooperatives)? |
| National support | What is needed from the national level to ensure that community-driven initiatives are supported and encouraged? |

Mainstreaming CBDRR into Local Development Planning in the Maldives

The importance of integrating local level disaster risk reduction (DRR) and climate change adaptation (CCA) into development planning has gained significant attention in recent years. The 5th Asian Ministerial Conference for Disaster Risk Reduction (AMCDRR) held in Yogyakarta, Indonesia in 2012 focused on the need for 'strengthening local capacity for disaster risk reduction', and emphasized deeper integration of local and community DRR with development planning, while increasing the involvement of stakeholders in these processes. This emphasis on 'local level' reflects other dialogues, such as the Regional Consultative Committee on Disaster Management's Manila Statement in 2010: 'implementing national programs on community-based disaster risk reduction in high-risk communities'. Furthermore, the emphasis on 'integration' aligns with current discourses for the global post2015-disaster risk reduction and development agendas.

The Government of Maldives, an active participant in such discussions, recognizes the need for promoting a risk management approach to dealing with disasters rather than only a reactive approach that deals with the aftermath of disasters in an ad hoc manner. The Government and partners have developed institutional, legislative, and policy arrangements; and are implementing various disaster risk reduction activities. There is a strong desire among these key stakeholders to deliver a national approach to community-based disaster risk reduction, which is integrated within local development processes.

The National CBDRR Framework

Within the scope of a national comprehensive and holistic strategy for disaster risk management, the Maldives intends to incorporate Community-Based Disaster Risk Reduction (CBDRR) as a core component of its national Disaster Management strategy. However, in order to ensure a sustained, harmonized, and large-scale approach for CBDRR implementation, a clearly-defined framework and supporting documents are necessary. The framework may guide the various partners directly or indirectly involved in CBDRR: government, non-government, private sector etc. Therefore, through a consultative process, the "National Community Based Disaster Risk Reduction Framework" has been prepared with the lead of the National Disaster Management Center (NDMC).

This activity is conducted by the Asian Disaster Preparedness Center as part of "Mainstreaming Disaster Risk Reduction into Development (MDRD)", a regional program of the Regional Consultative Committee on Disaster Management (RCC). The program's Priority Implementation Partnership (PIP) with the Government of Maldives supports mainstreaming disaster risk reduction into local development planning processes, with technical support from the Asian Disaster Preparedness Center (ADPC).



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