



# Completion Report

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Project Number: 47228-001  
Technical Assistance Number: 8570  
March 2018

## Support to Community-Based Disaster Risk Management in Southeast Asia

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TA Number, Country, and Name:		Amount Approved: \$1,000,000	
TA 8570-REG: Support to Community-Based Disaster Risk Management in Southeast Asia		Revised Amount: \$1,750,000	
Executing Agency: ADB		Source of Funding: IDRM Fund	Amount Undisbursed: \$392,756.90
Amount Utilized: \$1,357,243.10		TA Completion Date Original: 29 Feb 2016	Actual: 30 Sep 2017
TA Approval Date: 09 Dec 2013	TA Signing Date: NA	Fielding of First Consultant: 19 May 2014	Account Closing Date Original: 29 Feb 2016
			Actual: 15 Feb 2018

**Description**

Disasters continue to cause significant loss of life, assets, and livelihoods in Southeast Asian developing member countries (DMCs) of the Asian Development Bank (ADB). These events have a disproportionate impact on the poor and vulnerable. Disaster-related losses are steadily rising as a result of many factors, including change in intensity of extreme weather events due to climate change, existing socioeconomic vulnerabilities, and increase in hazard exposure of population and assets due to unplanned development. With local communities at the frontline of facing disasters, the solutions to strengthen resilience need to be localized, address underlying drives of risk, and led by the communities in partnership with local governments.

**Expected Impact, Outcome, and Outputs**

The expected impact was increased demand for investments on strengthening disaster resilience at the community level in selected Southeast Asian DMCs. The expected outcome was access to and use of community-based and gender-focused disaster risk management (DRM) knowledge by local governments and civil society organizations (CSOs) in selected Southeast Asian DMCs. The TA has three outputs: (i) community-based disaster risk management (CBDRM) interventions in selected Southeast Asian DMCs, (ii) knowledge sharing regarding innovative CBDRM solutions, and (iii) guidance on scaling up CBDRM. The TA was formulated in close consultation with DMC officials, development partners, and CSOs. The TA design and formulation is highly relevant specially in directly targeting the local communities most affected in times of disasters and in strengthening the engagement and partnership between communities and local government.

**Delivery of Inputs and Conduct of Activities**

ADB was the executing agency for the TA. The Climate Change and Disaster Risk Management Division in the Sustainable Development and Climate Change Department had the overall responsibility for the TA. The TA was initially planned for implementation between 9 December 2013–29 February 2016 and for a total amount of \$1million. In November 2015, based on further demand from DMCs and CSOs, a major change in scope was undertaken resulting in an increased implementation period until 30 September 2017 and increase in TA amount of \$750,000. The change in scope was approved to implement additional subprojects under output 1, and to provide direct technical support to DMCs on strengthening community resilience through development programs under a new output 3.

Output 1 supported five CSOs, selected through a call for proposal, to implement subprojects on innovative approaches on strengthening community resilience. Output 2 supported peer-to-peer learning on community resilience among CSOs and local governments in Lao PDR, Myanmar, the Philippines, Thailand, and Viet Nam. Output 2 was implemented under the auspices of the Association of Southeast Asian Nations (ASEAN), thereby allowing sharing of local good practices at a regional level. Output 3 supported (i) the Government of Myanmar in developing the Myanmar National Framework for Community Disaster Resilience; and (ii) developing a guideline for scaling up community resilience through social protection programs. A regional learning workshop titled “Strengthening Local Resilience: Investing in Communities” was held on 12–13 September 2017 in Bangkok, Thailand, in partnership with the Department of International Development of the United Kingdom and the European Union Civil Protection and Humanitarian Aid program.

At the end of the implementation period, the TA had an unutilized amount of \$392,756.90. The unutilized amount was due to the fact that the subprojects under output 1 costed less. The TA utilized 39.52 person-months of international consultants and 96.6 person-months of national consultants with expertise in various aspects of community resilience. The performances of all consultants were satisfactory. The quality of inputs provided were appreciated by the participating DMC agencies, CSOs, and ADB’s Southeast Asia Regional Department (SERD). The TA implementation arrangements were found to be efficient and ADB’s performance in administering TA activities was satisfactory.

**Evaluation of Outputs and Achievement of Outcome**

Output 1 supported five subprojects. Subproject 1 was implemented by Visionfund International and successfully tested the feasibility of innovative approaches for strengthening resilience of microfinance institutions (with 90% female clients)

through a scheme that is a combination of portfolio insurance for microfinance institutions against extreme weather events and an emergency liquidity facility that would be made available in the aftermath of a climate-related disaster. Building on the success of the subproject, Visionfund is scaling up implementation of disaster-resilient microinsurance products in Cambodia, Myanmar, and the Philippines. ADB's private sector operations department is planning to further support the analysis of the likely scalability and financial sustainability of an emergency liquidity facility, including its ability to attract participation from ADB and commercial financiers. Subproject 2 on resilient housing for urban poor in Viet Nam was implemented by ISET Viet Nam in partnership with the Da Nang Women's Union. The subproject developed practical guidelines for communities, local construction workers, and engineers, which were adopted by the Da Nang city government and are currently being used by the city government for the reconstruction of 130 houses. Subprojects 3 and 4 on empowering grassroots women's organizations to lead resilience-building initiatives in Indonesia, Philippines, and Viet Nam were implemented by Huairou Commission and Life Centre. The subprojects demonstrated innovative approaches being taken by women in driving the resilience agenda. Examples include, women's organizations advocating with government officials to provide resources for resilience building, which has resulted in structural and nonstructural measures such as digging of wells, construction of embankments, and support for women's rice banks. Subproject 5 supported research on cost-benefit analysis of community level resilience-building measures, and the results of which have informed the ongoing development of ADB investment in rural development titled "Resilient Myanmar Communities."<sup>1</sup> All the subprojects were documented, and findings disseminated through the regional learning workshop organized under the TA.

Output 2: The peer-to-peer learning process was undertaken by Oxfam and successfully conducted consultations, webinars, field visits, and workshops in five DMCs to showcase successful resilience-building initiatives, including initiatives led by women's groups. The workshops selected 10 case studies, which were documented in a publication. The output directly supported the implementation of the ASEAN Agreement on Disaster Management and Emergency Response.

Output 3: The output was undertaken through consultations and workshops supported by DMC agencies from Cambodia, Indonesia, Lao PDR, Myanmar, the Philippines, and Thailand, aiming to identify entry points for scaling up community-based DRM interventions. In Myanmar, it supported the Government to develop the Myanmar National Framework for Community Disaster Resilience, which was approved by the Government in March 2017 and directly contributed to the development of the TA project on "Strengthening Climate and Disaster Resilience of Myanmar Communities" amounting to \$7.5 million, with financial support from the Government of Canada<sup>2</sup> and fully administered by ADB. The framework, provided the base for sharpening the focus of the pipeline ADB investment in rural development titled "Resilient Myanmar Communities," which will access resources from disaster risk reduction funding mechanism set under the Asian Development Fund 12 (footnote 1). The output directly informed the development of the upcoming regional TA on "Advancing Inclusive and Resilient Urban Development Targeted at the Urban Poor" to be implemented in Bangladesh, Indonesia, and Philippines.<sup>3</sup> The output also supported the development of a guideline for scaling up community resilience through social protection programs.

The TA was effective in achieving its outcome indicators as evident from the example of TA learnings informing ADB's pipeline investment on Resilient Myanmar Communities; and with the participating CSOs—VisionFund, Huairou Commission, Life Centre, and Oxfam—including their network organizations, benefiting from the knowledge shared through regional and national peer-to-peer learning organized under the TA.

The TA effectively achieved the outcome targets set in the TA design and monitoring framework.

### **Overall Assessment and Rating**

The TA is highly successful. The focus of the TA on strengthening community resilience through actions related to resilient housing, robust community infrastructure, diversified livelihoods, shock-responsive social protection, and disaster resilience microinsurance is highly relevant as evident from DMC priorities on DRM and climate change adaptation, and emphasis within ADB on strengthening resilience. The TA was efficient in providing timely support to DMCs in strengthening capacity for developing investments on community resilience, and supported CSOs in testing innovative and cost-effective ideas on strengthening resilience. The TA outputs are likely sustainable in view of the additional resources secured by ADB to support further actions to strengthen community resilience. The TA was also instrumental in advancing discussions on community resilience within different sector and thematic working groups of ADB—social development; urban development; finance; gender; governance; and agriculture, rural development, and food security—and initiate influencing the design of future ADB investments.

<sup>1</sup> ADB. 2017. *Resilient Communities Development Project*. Manila (TA 9413).

<sup>2</sup> ADB. 2017. *Strengthening Climate and Disaster Resilience of Myanmar Communities*. Manila (TA 9307).

<sup>3</sup> TA concept paper was approved on 5 December 2017. TA report preparation is underway.

**Major Lessons**

Government programs in different sectors, such as rural development, urban development, agriculture, social protection, and financial inclusion, provide enhanced opportunities for strengthening community resilience. However, ensuring sustainability of resilience outcome supported through such programs requires (i) adopting a participatory process to identify the underlying factors contributing to local risk, (ii) investments in organizing local communities and strengthening their relationship with local governments, and (iii) communities to have direct access to financial resources (such as through block grants) to implement priority resilience-building activities. ADB is in an important position to influence governments and help design and finance such projects across different sectors.

The TA design and implementation required working with grassroots organizations to understand local knowledge and capture innovative solutions for strengthening resilience. However, with these grassroots organizations' limited capacity on financial management, there were delays in financially closing the subprojects. Thus, future TAs planning to work with grassroots organizations should incorporate capacity building of grassroots organizations on financial management.

**Recommendations and Follow-Up Actions**

The momentum gained in Southeast Asian DMCs and within ADB through the TA to scale up investments in community resilience should be continued, and direct technical support should be provided to SERD projects that have potential scope for benefiting from such approaches. In parallel, discussions should be taken forward in other ADB regional departments.

Along with mainstreaming community resilience considerations in development projects, where appropriate, it will be critical to explore opportunities for developing pipeline investment projects that have a primary objective of strengthening community resilience. This may require mobilizing financing for TA resources or a trust fund that can provide upstream policy advice, capacity development, and project development-related support to DMCs in developing and implementing community resilience projects with an explicit focus on poor and vulnerable population. Such an approach, which identifies communities as a critical unit of intervention and has resilience as a starting point for project formulation, will allow accessing potential climate finance and demonstrating coherent responses to the global development frameworks—the Sustainable Development Goals, Paris Agreement on Climate Change, Sendai Framework for Disaster Risk Reduction, and the New Urban Agenda—all of which emphasize the need to advance sustainable development that is resilience to climate change and disasters.

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