

COMMUNITY-BASED DISASTER RISK REDUCTION for Field Practitioners

PARTICIPANT'S WORKBOOK

 International Federation
of Red Cross and Red Crescent Societies

 SwedishRedCross

EUROPEAN COMMISSION

Humanitarian Aid

 DFID Department for
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Development

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Foreword

South Asia remains one of the most disaster prone regions in the world. Annually millions of people are affected by natural disasters; from 1987 to 2006, 24% of people killed worldwide by disasters were in South Asia, according to data from the Centre for Research on the Epidemiology of Disasters. The frequency and magnitude of disasters in South Asia has increased over recent years and has demonstrated the need to reduce the underlying risk factors and to develop and improve disaster risk reduction strategies, particularly taking into consideration climate change, that aim to reduce disaster related risks, death, injury and adverse affects on livelihoods. Disasters obviously also have a negative impact on the achievement of the Millennium Development Goals and too on national development plans of countries in the region.

The International Federation of Red Cross and Red Crescent Societies is committed to the implementation of the Hyogo Framework for Action that set out a series of initiatives that governments, civil society, regional and international organisations and communities can carry out for promoting a strategic and systematic approach to reducing vulnerabilities, risks and hazards.

Red Cross and Red Crescent national societies in South Asia have for many years conducted Disaster Management / Disaster Risk Reduction training programmes





at various levels. However, the training terminology, curriculum, methodology, materials vary from one national society to another despite commonalities in the nature of the hazards that they face, their needs and challenges and increasingly the standardisation of Disaster Risk Reduction policy and strategy. Existing training curricula used by field practitioners also need to be updated to address the emerging threats faced in the region include new developments and good practices in Disaster Risk Reduction. More consistent and better quality Disaster Risk Reduction training programmes can produce the necessary human-resources within the national societies in order to transfer appropriate knowledge and skills to the local communities to face these new challenges.

This training material is significant in providing the first comprehensive attempt in South Asia to provide a standardised Disaster Risk Reduction training curriculum targeting field practitioners and community in order to improve the overall quality and impact of the Disaster Risk Reduction training programmes in South Asia undertaken by Red Cross and Red Crescent Society staff and volunteers working in disaster risk reduction. The book brings together material drawn from our own experiences within the Movement in dealing with the hazards that we face in this region but also from international non-government organisations and United Nations system agencies. Disaster risk reduction is most effective when it is undertaken in close cooperation and coordination with the government and other organisations.





Each national society has been assigned crucial roles and responsibilities under their respective Government's policies, legislation, strategies and plans, which this material will help us to undertake them more efficiently and effectively. This reference volume on community based disaster risk reduction, I am sure, will benefit not just to those in the national societies in South Asia - both staff and volunteers - but also to others working in the region and for national societies and Federation delegations elsewhere, as well as those working for other organisations and in the governments.

We are particularly grateful for the financial support from DIPECHO and other Participating National Societies that has enabled the International Federation South Asia Regional Delegation to undertake this work.

I strongly encourage national society staff and volunteers to use this excellent resource in your efforts to ensure that we play our part to undertake the priorities under the Hyogo Framework for Action and contribute to the achievement of the Millennium Development Goals.

Head of International Federation
South Asia Regional Delegation

February 2009





Acknowledgement

This document has been published with the generous support of the ECHO / DIPECHO, DFID and Swedish Red Cross Society. We are thankful to Asian Disaster Preparedness Centre for the technical support in curriculum development.

We are thankful to all the DIPECHO partner agencies specially Handicap International for reviewing the documents and giving inputs to make this disability inclusive.

This work would not have been possible without full participation and support from all the Red Cross Red Crescent national societies and country delegations in the region.

We would like to extend a special thanks to the members of technical working group on curriculum development : Abol Hasan Nazari, Afghan Red Crescent Society, Mohamed Yusef Sherzai, Afghanistan Delegation Nurul Amin, Bangladesh Red Crescent Society, Khaled Masud, Bangladesh Delegation, Mainak Mazumder, Indian Red Cross Society, Krishna KC, Nepal Red Cross Society, Kanwar Waseem, Pakistan Red Crescent Society, Shakeel Malik, Pakistan Delegation, Gothami Chandraratne, Sri Lanka Red Cross Society, Nandana Mohottige, Sri Lanka Delegation, Rita Savla, Focus International, Dr. Mel Capistrano, Asian Disaster Preparedness Centre, Arghya Sinha Roy, Asian Disaster Preparedness Centre, Adesh Tripathy, International Federation, South Asia Regional Delegation and Eilia Jafar International Federation, South Asia Regional Delegation.

We are also thankful to Ms. Hai Minh Vu, International Federation, and South East Asia Delegation for providing support in technical review of document and to ensure that the curriculum can be of relevance for South East Asia also. Last but not the least we are thankful to all the participants of field testing training programmes, whose names we are not able to record here due to space constraint, for their constructive inputs.



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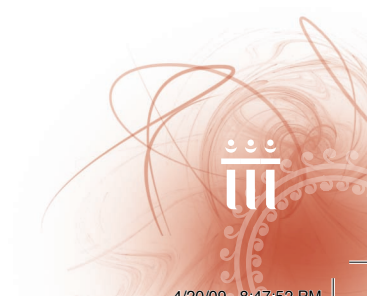
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INTRODUCTION TO THE PARTICIPANT'S WORKBOOK



*I*t has long been recognised that people from local communities are the first to be affected and therefore the first to respond to a disaster. For this very reason, Red Cross and Red Crescent National Societies, conduct on-going programmes which focus on preparing at-risk communities for disaster, by reducing their vulnerabilities and strengthening their capacities to resist them. National Societies work closely with communities to reduce risk, mitigate the effects of, prepare to respond, respond to and recover from disasters. Disaster risk reduction can play a major role in building safer, more resilient communities.

The importance of disaster risk reduction was officially recognised by the Agenda for Humanitarian Action adopted during the 28th International Conference of the Red Cross and Red Crescent in December 2003. At this conference, the International Red Cross Red Crescent Movement and the states party to the Geneva Conventions committed to a plan of action that aims to reduce vulnerability to the risk and impact of natural disasters. This commitment has since been reiterated in the International Federation's Global Agenda (2006–2010), which explicitly calls for increased action with vulnerable communities to reduce disaster risk.

Also, the International Federation fully supports the conclusions of the United Nations World Conference on Disaster Reduction, held in Kobe, Japan in January 2005 and continues to work through its member National Societies and in partnership with the United Nations, governments, donors and civil society to meet the objectives of the Hyogo Framework for Action 2005–2015, which was the key outcome of that conference.



Community-Based Disaster Risk Reduction is also a key part of the International Federation's strategy of improving community safety and resilience. More information on this is available in the recently published, "Framework for Community Safety and Resilience".

In line with the International Federation's global strategy above, the National Societies in Afghanistan, Bangladesh, India, Nepal, Pakistan and Sri Lanka and the International Federation Delegation in Maldives have been making, through various risk reduction programme initiatives, significant contributions in reducing the vulnerability of people living in some of the most hazard-prone areas of their respective countries.

It was identified that there was a need to foster knowledge sharing on disaster risk reduction and develop a common approach with standardised materials and tools. As a response to this need, International Federation of Red Cross and Red Crescent Societies, South Asia Regional Delegation (IFRC SARD) with the support of DIPECHO, within the 'Building Safer Communities' initiative, launched a project to develop a standardised Community-Based Disaster Risk Reduction training curriculum targeted at field practitioners. The aim was to improve the overall quality and impact of disaster risk reduction training programme outputs in South Asia. It is intended that this curriculum will also be equally useful to other agencies working in the region.

To begin the process, IFRC SARD jointly with the Asian Disaster Preparedness Center conducted a training needs analysis. Results were presented during the Consultative Workshop on Community-Based Disaster Risk Reduction Curriculum Development which was held in New Delhi on April 2008. The summary of results and findings is given below:

❧ **Audience Analysis:** The target audience for this training are the National Societies' field practitioners of Community-Based Disaster Risk Reduction, who may either be regular staff or volunteers of the National Societies (or their respective provincial branches). The field practitioners are expected to perform the role of assisting at-risk communities implement their own Community-Based Disaster Risk Reduction programmes.

❧ **Task Analysis:** In order to perform the above role, there are seven major tasks of said field practitioners. These tasks are:

Task 1: Popularise the International Red Cross and Red Crescent Movement and promote the spirit of volunteerism





Task 2: Identify and select the communities for Community-Based Disaster Risk Reduction assistance


Task 3: Engage / interact with at risk communities and vulnerable groups for identifying community needs, interests and concerns for locally specific hazards, risks and vulnerabilities

Task 4: Identify types of disaster risk reduction activities through community participatory planning on disaster risk reduction activities, including planning for resource sharing and implementation

Task 5: Implement, jointly with the people, a community led risk reduction programme and activities

Task 6: Conduct participatory monitoring of project implementation and evaluation of project effectiveness

Task 7: Document lessons learnt and share knowledge within and outside the organisation

 **Required competencies:** The field practitioner should be competent in the following areas to execute the above mentioned tasks: oral and written communications, planning, programme management, problem solving, partnership building and co-operating with others, training, managing and utilising information, mobilisation of vulnerable groups, benchmarking and service delivery improvement on Community-Based Disaster Risk Reduction.

Based on the above findings, a course outline was drafted. Details of the course outline were presented for comments during the 6th Disaster Management Working Group in New Delhi in May 2008. Subsequently, further comments were solicited through telephone conference and e-mail exchanges with the members of the Technical Committee on the Curriculum Development. This group was formed during the above mentioned consultative workshop and was tasked to provide technical inputs in the design and implementation of the training curriculum.

The curriculum was then honed through a series of field tests in Islamabad, Pakistan, Wadduwa, Sri Lanka and Dhaka, Bangladesh. This participant's workbook is one of the results of this process.





GUIDANCE ON THE REQUIREMENTS FOR PARTICIPANTS



The general objective of this training is that field practitioners will be able to apply the theories and practical tools used in Community-Based Disaster Risk Reduction to help in building safer and more resilient communities jointly with the population who are at risk to disasters.

This training will be helpful for field practitioners who:

- ✿ Are directly involved in programmes such as Community-Based Disaster Risk Reduction, Community-Based Disaster Preparedness, Community-Based Disaster Management, Community-Based First Aid and Earthquake Preparedness
- ✿ Already have a basic understanding of the International Red Cross and Red Crescent Movement and knowledge of some of the tools used in vulnerability and capacity assessment
- ✿ Have language proficiency sufficient to receive and participate in this training in English
- ✿ Have facilitation skills and experience



THE CURRICULUM

*T*he Community-Based Disaster Risk Reduction for Field Practitioners course provides the opportunity to learn essential knowledge and skills in Community-Based Disaster Risk Reduction to address implementation challenges in a systematic manner. The field practitioners will be provided with practical tools for design and implementation of programmes for reducing disaster risks and vulnerabilities and building of community capacity to promote a culture of safety.

At the end of the course, the field practitioners will be able to:

1. Explain the conceptual framework in reducing risk
2. Design and conduct community-based vulnerability and capacity assessment
3. Identify measures for hazard and vulnerability reduction and community capacity building
4. Prepare risk reduction plans and understand how to integrate them into development programmes
5. Analyse problems in the implementation of Community-Based Disaster Risk Reduction plans and their sustainability
6. Design and conduct participatory monitoring and evaluation in Community-Based Disaster Risk Reduction
7. Document best practices and lessons learnt in Community-Based Disaster Risk Reduction



The course is structured around the following modules:

Module 1: Introduction to the International Red Cross and Red Crescent Movement

The course starts with a review of the basic information about the Movement. This module contains the History of the Movement, the Fundamental Principles of the International Red Cross and Red Crescent Movement, different bodies within the organisational structure, role of volunteers and Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster Relief.

Module 2: Community-Based Disaster Risk Reduction: A Framework for Reducing Risk

This module explains the place of Community-Based Disaster Risk Reduction in the overall disaster risk reduction context, definitions of terms and importance of community-based approach, the processes and elements of community level disaster risk reduction systems, the link of Community-Based Disaster Risk Reduction with development initiatives, roles of vulnerable groups in Community-Based Disaster Risk Reduction and characteristics of safer and resilient communities.

Module 3: The Community-Based Disaster Risk Reduction Process

This module discusses in detail the Community-Based Disaster Risk Reduction process, the role of field practitioners in each of the step, perceptions of risk, hazard, vulnerability and capacity assessment, orientation on Vulnerability and Capacity Assessment (VCA): Learning by Doing and practice the application of tools both in the classroom and in the field work.

The practice of VCA is followed with learning sessions on identification of risk reduction measures, prioritisation, preparation of community risk reduction plans, stakeholder analysis, organisational mechanisms to implement the plan, examples of integration of risk reduction into development activities and planning facilitation skills.

Also the module contains topical presentation and sessions on sharing on issues and problems and solutions related to implementation of Community-Based Disaster Risk Reduction projects (e.g. formation of community-based organisations, Community-Based Disaster Risk Reduction trainings, building partnerships for Community-Based Disaster Risk Reduction, program sustainability and replication).



This module also explains how communities can decide collectively in measuring progress and what actions need to be taken as a result of this analysis; principles of participatory monitoring and evaluation; and how to monitor and evaluate Community-Based Disaster Risk Reduction Programmes.

Module 4: Documenting Good Practice and Lessons Learnt in Community-Based Disaster Risk Reduction

This module focuses on skills acquisition on documenting best practices and lessons learnt in Community-Based Disaster Risk Reduction implementation, developing criteria, information gathering and methodologies and techniques, elements of a case study and practice writing of case studies.

Module 5: Advocacy for Sustaining Community-Based Disaster Risk Reduction

In general, this module provides skills capacity enhancement on designing and implementing advocacy plans to support promotion of sustainability of Community-Based Disaster Risk Reduction programmes. Specifically, this cover the following topics: steps in advocacy, advocacy strategies, stakeholder analysis in the context of advocacy, building alliances, developing advocacy messages, advocacy tactics and planning for advocacy.

Module 6: Next Steps

This includes participant's self review, synthesis of learning log and planning for next steps particularly on the integration of Community-Based Disaster Risk Reduction into their organisation's plans and programmes.





COURSE SCHEDULE

The following schedule is recommended when conducting this course:

DAY	MODULE	
Day 0	Opening Ceremony	
Day 1	Pre-course Activities	
	Module 1	Introduction to the International Red Cross and Red Crescent Movement Sessions 1-5
	Module 2	Community-Based Disaster Risk Reduction: A Framework for Reducing Risk Sessions 1 – 2
	Module 2	Sessions 3 - 6
Day 2	Module 3	The Community-Based Disaster Risk Reduction Process Session 1
	Module 3	Sessions 2
Day 3	Field Visit	
Day 4	Field Visit	
Day 5	Field Visit	
Day 6	Module 3	Sessions 3 - 4
Day 7	Module 3	Sessions 5
	Module 4	Documenting Good Practice and Lessons Learnt in Community-Based Disaster Risk Reduction Session 1 - 3
	Module 5	Advocacy for Sustaining Community-Based Disaster Risk Reduction Sessions 1 – 3
	Module 6	Next Steps (not available in the Participant's Workbook) Sessions 1 – 5
Closing Ceremony		



module

01

Learning Objectives

After completing this module, the participants will be able to describe the basic information about the International Red Cross and Red Crescent Movement. Specifically, they will be able to:

1. Discuss Henry Dunant's original vision for the Red Cross and how it has developed to become what it is today
2. Explain the Fundamental Principles of the International Red Cross and Red Crescent Movement, how the principles influence the work of National Red Cross and Red Crescent Societies and are applied in Community-Based Disaster Risk Reduction
3. Identify the different bodies within the organisational structure of the Movement, and what their roles and responsibilities are
4. Discuss the role of volunteerism in how National Societies function and any special considerations that are needed when working alongside volunteers
5. Explain the content of the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster Relief and how it influences the activities of National Societies



INTRODUCTION TO THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Learning Sessions

The following topics will be covered in Module 1:

1. History and Origin of the International Red Cross and Red Crescent Movement
2. The Fundamental Principles of the International Red Cross and Red Crescent Movement
3. Components of the International Red Cross and Red Crescent Movement
4. Volunteering in the Context of National Red Cross and Red Crescent Societies
5. The Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster Relief



History and Origin of the International Red Cross and Red Crescent Movement

The Red Cross was born in 1863 when five Geneva men, including Dunant, set up the International Committee for Relief to the Wounded, later to become the International Committee of the Red Cross. The following year, 12 governments adopted the first Geneva Convention; a milestone in the history of humanity, offering care for the wounded, and defining medical services as “neutral” on the battlefield.



Henry Dunant

By the end of the 1960s, there were more than 100 National Societies around the world.

In 1983, the League was renamed the “League of Red Cross and Red Crescent Societies” to reflect the growing number of national societies operating under the Red Crescent symbol.

In 1919, the “League of Red Cross Societies” was founded by the representatives from the National Red Cross Societies of Britain, France, Italy, Japan, and the USA. This move expanded the international activities of the Red Cross movement beyond the strict mission of the International Committee of Red Cross to include relief assistance in response to emergency situations which were not caused by war.

In 1939 on the brink of the Second World War, the League relocated its headquarters from Paris to Geneva to take advantage of Swiss neutrality.

The name of the League was changed again in 1991 to its current official designation, the “International Federation of Red Cross and Red Crescent Societies”. In 1997, the International Committee of the Red Cross and the International Federation signed the Seville Agreement which further defined the responsibilities of both organisations within the movement.

To date, more than 40 National Societies have worked with more than 22,000 volunteers to bring relief to countless victims of disaster left without food and shelter and endangered by the risk of epidemics.

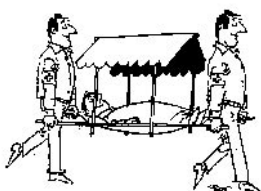
The Fundamental Principles of the International Red Cross and Red Crescent Movement

The need for the International Red Cross and Red Crescent Movement to operate under a set of guiding principles was realised as early as 1875. At this time it was suggested that the following principles should be observed:

- ✚ Foresight (preparation in advance)
- ✚ Solidarity (mutual ties between National Societies)
- ✚ Centralisation (or one National Society per country)
- ✚ Mutuality (assistance given to wounded regardless of nationality)

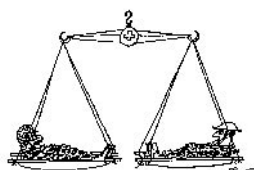
Currently, the fundamental principles of the Red Cross Red Crescent are as follows:

Humanity



The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality



It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality



In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

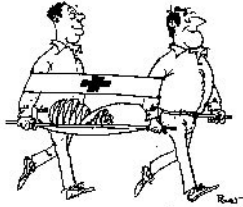


Independence



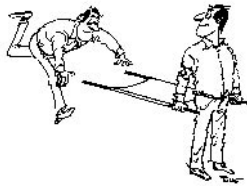
The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary Service



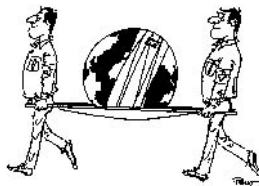
It is a voluntary relief movement not prompted in any manner by desire for gain

Unity



There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality



The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide

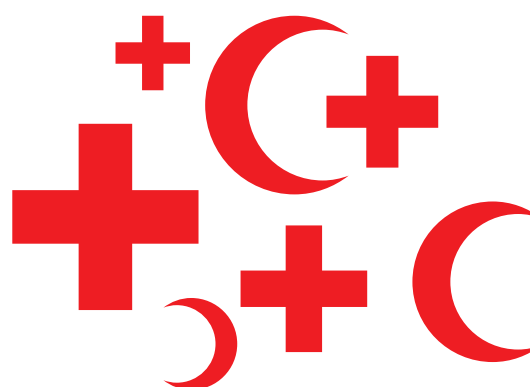
Components of the International Red Cross and Red Crescent Movement

The International Red Cross and Red Crescent Movement are composed of the following:



The International Committee of the Red Cross recognises National Societies and works with them in building their capacity, in close collaboration with the Federation.

- ✿ It is an impartial, neutral and independent organisation. Its exclusively humanitarian mission is to protect the lives and dignity of victims of war and internal violence and to provide them with assistance.
- ✿ It directs and coordinates the international relief activities conducted by the Movement in situations of conflict.
- ✿ It also endeavours to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles.



The **National Societies** are national voluntary organisations acting as auxiliaries to the public authorities of their own countries in the humanitarian field.

When a National Society is recognised by the International Committee of the Red Cross it becomes a component of the Movement and can thus apply for membership of the International Federation. National Societies provide a wide range of services addressing both immediate and long-term needs, which can be grouped under four areas:

- ✿ promotion of the International Red Cross and Red Crescent Movement's fundamental principles and humanitarian values
- ✿ disaster response
- ✿ disaster preparedness
- ✿ health and care in the community



International Federation of Red Cross and Red Crescent Societies

The **International Federation**:

- ❧ Coordinates relief and development activities among the member Societies;
- ❧ Assists National Societies in their disaster preparedness, in the organisation of their relief actions and in the relief operations themselves;
- ❧ Encourages and co-ordinates the participation of the National Societies in activities for safeguarding public health and the promotion of social welfare in cooperation with their appropriate national authorities;
- ❧ Is the official representative of the member Societies in the international field

It is also the International Federation's role to assist National Societies in implementing International Federation policies adopted by the General Assembly or Governing Board.



The **Emblems**

The emblems are very important for the International Red Cross and Red Crescent Movement.

- ❧ The Red Cross (on a white background) was chosen as it is the inverse of the Swiss flag (the flag of Henry Dunant's country of origin)
- ❧ The Red Cross and the Red Crescent are two of the most recognised symbols in the world.
- ❧ They may be indicative or protective
- ❧ The use of these emblems is enshrined in international humanitarian law.
- ❧ There is also a Red Crystal, adopted in 2005.
- ❧ The different symbols exist because some National Societies may not be comfortable wearing particular symbols but all three have equal status.



Volunteering in the Context of National Red Cross and Red Crescent Societies

Volunteering is central to the activities of the International Red Cross Red Crescent Movement. Indeed during the Battle of Solferino, Henry Dunant mobilised local volunteers to tend to the wounded. This became one of the original principles of the Movement, that there should be a pool of trained volunteers to deal with those injured during times of war. The Red Cross and Red Crescent's tradition of volunteerism lasts to this day. The Movement has millions of volunteers living in communities all around the world. This is one of the great strengths of the Movement.

Why is voluntary service so important to the International Red Cross and Red Crescent Movement?

- ✿ It is the underlying theme that informs the Movement's mission and humanitarian actions
- ✿ The universal reach of our volunteer base is what makes the Movement different from all other humanitarian organisations (whether national or global)
- ✿ It reinforces the Movement's value and ability to be able to provide assistance to all vulnerable people, whoever and wherever they may be, in times of crisis and distress.

What is Volunteering?

Volunteering in National Red Cross and Red Crescent Societies is:

- ✿ Motivated by the free will of the person volunteering, and not by a desire for material or financial gain or by external social, economic or political pressure.
- ✿ Intended to benefit vulnerable people or their communities.
- ✿ Organised by recognised representatives of a National Society.

Red Cross or Red Crescent volunteers may or may not be members of their National Society.

Who are the volunteers?

A volunteer is a person who carries out volunteering activities for a National Red Cross or Red Crescent Society, occasionally or regularly. Whereas, a Red Cross or Red Crescent member is a person who has formally agreed to the conditions of membership as required under the National Society's constitution or rules, and is usually entitled to elect representatives on governing bodies, and to stand for election.



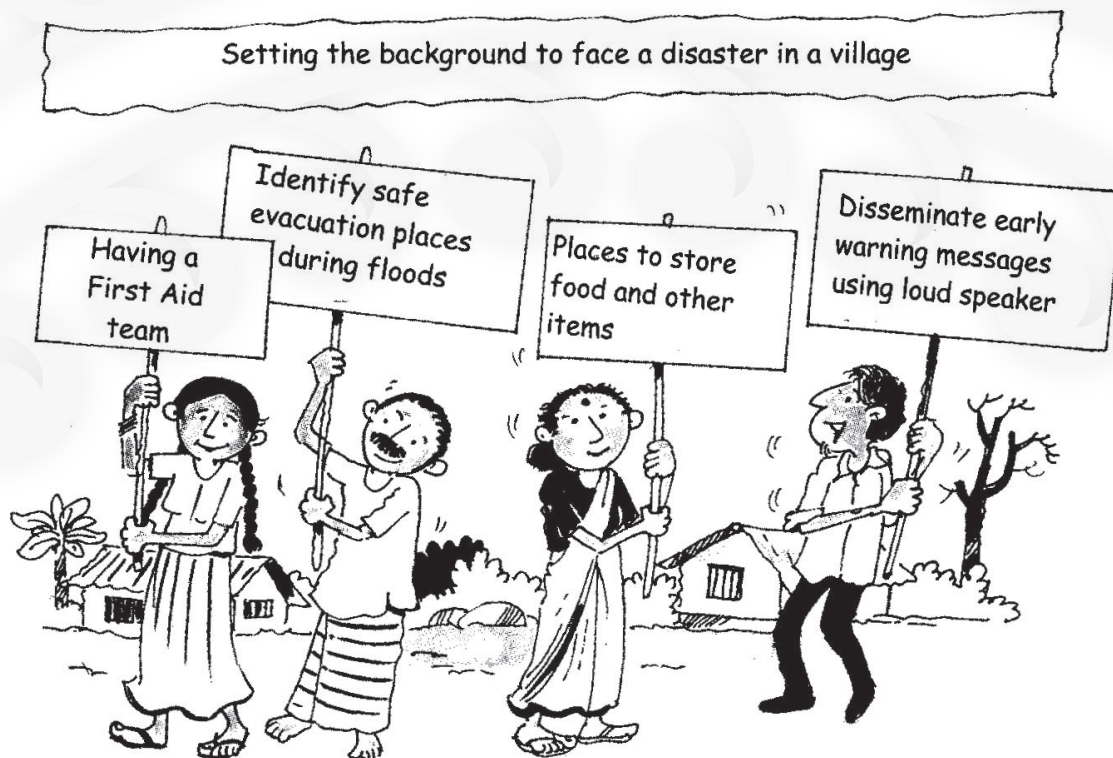
What are some activities which volunteers can perform?

- ✿ Formation of disaster preparedness committees/ task force at the village level
- ✿ Conduct of trainings
- ✿ Organise blood donation activities
- ✿ Conduct of youth activities
- ✿ Provide first aid and safety services
- ✿ Deliver nursing care and social work services
- ✿ Organise emergency relief distribution
- ✿ Many other social activities as per local branch priorities

The role of trained volunteers in relation to disaster risk reduction is to help communities manage their disaster risk reduction plan. Some tasks of trained volunteers, undertaken to fulfil this role, are enumerated below:

- ✿ To enhance existing, or organise, a functional village committee on disaster risk reduction.
- ✿ To carry out vulnerability and capacity assessment mapping jointly with the village committee on disaster risk reduction and other stakeholders

- ✿ To assist the village committee on disaster risk reduction and other stakeholders in developing and implementing risk reduction plans, based on the results of the vulnerability and capacity assessment
- ✿ To conduct trainings on Community-Based Disaster Risk Reduction, to build capacities of the village committee on disaster risk reduction (together with other stakeholders). This will complement ongoing trainings such as Community-Based First Aid and Community Organising and Mobilisation
- ✿ To monitor and evaluate the implementation of the plan together with the village disaster risk reduction committee and other stakeholders
- ✿ To promote sustainability of disaster risk reduction programmes through advocacy.



Disaster preparedness activities

Source: Community Based Disaster Risk Management, A Handbook for Practitioners, Sri Lanka Red Cross Society, January 08



The Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster Relief

The details of the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster Relief are as follows:

The Humanitarian imperative comes first

The right to receive humanitarian assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens of all countries. As members of the international community, we recognise our obligation to provide humanitarian assistance wherever it is needed. Hence the need for unimpeded access to affected populations is of fundamental importance in exercising that responsibility. The prime motivation of our response to disaster is to alleviate human suffering amongst those least able to withstand the stress caused by disaster. When we give humanitarian aid it is not a partisan or political act and should not be viewed as such.

Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone

Wherever possible, we will base the provision of relief aid upon a thorough assessment of the needs of the disaster victims and the local capacities already in place to meet those needs. Within the entirety of our programmes, we will reflect considerations of proportionality. Human suffering must be alleviated whenever it is found; life is as precious in one part of a country as another. Thus, our provision of aid will reflect the degree of suffering it seeks to alleviate. In implementing this approach, we recognise the crucial role played by women in disaster prone communities and will ensure that this role is supported, not diminished, by our aid programmes. The implementation of such a universal, impartial and independent policy can only be effective if we and our partners have access to the necessary resources to provide for such equitable relief, and have equal access to all disaster victims.



Aid will not be used to further a particular political or religious standpoint

Humanitarian aid will be given according to the need of individuals, families and communities. Notwithstanding the right of Non-Government Humanitarian Agencies (NGHAs) to espouse particular political or religious opinions, we affirm that assistance will not be dependent on the adherence of the recipients to those opinions. We will not tie the promise, delivery or distribution of assistance to the embracing or acceptance of a particular political or religious creed.

We shall endeavour not to act as instruments of government foreign policy

NGHAs are agencies which act independently from governments. We therefore formulate our own policies and implementation strategies and do not seek to implement the policy of any government, except in so far as it coincides with our own independent policy. We will never knowingly - or through negligence - allow ourselves, or our employees, to be used to gather information of a political, military or economically sensitive nature for governments or other bodies that may serve purposes other than those which are strictly humanitarian, nor will we act as instruments of foreign policy of donor governments. We will use the assistance we receive to respond to needs and this assistance should not be driven by the need

to dispose of donor commodity surpluses, nor by the political interest of any particular donor. We value and promote the voluntary giving of labour and finances by concerned individuals to support our work and recognise the independence of action promoted by such voluntary motivation. In order to protect our independence we will seek to avoid dependence upon a single funding source.

We shall respect culture and custom

We will endeavour to respect the culture, structures and customs of the communities and countries we are working in.

We shall attempt to build disaster response on local capacities

All people and communities - even in disaster - possess capacities as well as vulnerabilities. Where possible, we will strengthen these capacities by employing local staff, purchasing local materials and trading with local companies. Where possible, we will work through local NGHAs as partners in planning and implementation, and co-operate with local government structures where appropriate. We will place a high priority on the proper co-ordination of our emergency responses. This is best done within the countries concerned by those most directly involved in the relief operations, and should include representatives of the relevant UN bodies.



Ways shall be found to involve programme beneficiaries in the management of relief aid

Disaster response assistance should never be imposed upon the beneficiaries. Effective relief and lasting rehabilitation can best be achieved where the intended beneficiaries are involved in the design, management and implementation of the assistance programme. We will strive to achieve full community participation in our relief and rehabilitation programmes.

Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs

All relief actions affect the prospects for long term development, either in a positive or a negative fashion. Recognising this, we will strive to implement relief programmes which actively reduce the beneficiaries' vulnerability to future disasters and help create sustainable lifestyles. We will pay particular attention to environmental concerns in the design and management of relief programmes. We will also endeavour to minimise the negative impact of humanitarian assistance, seeking to avoid long term beneficiary dependence upon external aid.

We hold ourselves accountable to both those we seek to assist and those from whom we accept resources

We often act as an institutional link in the partnership between those who wish to assist and those who need assistance during disasters. We therefore hold ourselves accountable to both constituencies. All our dealings

with donors and beneficiaries shall reflect an attitude of openness and transparency. We recognise the need to report on our activities, both from a financial perspective and the perspective of effectiveness. We recognise the obligation to ensure appropriate monitoring of aid distributions and to carry out regular assessments of the impact of disaster assistance. We will also seek to report, in an open fashion, upon the impact of our work, and the factors limiting or enhancing that impact. Our programmes will be based upon high standards of professionalism and expertise in order to minimise the wasting of valuable resources.

In our information, publicity and advertising activities, we shall recognise disaster victims as dignified humans, not hopeless objects

Respect for the disaster victim as an equal partner in action should never be lost. In our public information we shall portray an objective image of the disaster situation where the capacities and aspirations of disaster victims are highlighted, and not just their vulnerabilities and fears. While we will co-operate with the media in order to enhance public response, we will not allow external or internal demands for publicity to take precedence over the principle of maximising overall relief assistance. We will avoid competing with other disaster response agencies for media coverage in situations where such coverage may be to the detriment of the service provided to the beneficiaries or to the security of our staff or the beneficiaries.



Response to disasters

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society.





SELF ASSESSMENT

Instruction:

Answer the following multiple choice questions by writing the capital letters on the blanks provided.

- _____ 1. This move expanded the international activities of the Red Cross movement from the strict mission of providing care for the wounded and defining medical services as “neutral” on the battlefield to include relief assistance in response to emergency situations which were not caused by war:
- A. Founding of the League of Red Cross Societies
 - B. Signing of the Seville Agreement
 - C. Both of the above
 - D. None of the above
- _____ 2. The Fundamental Principle of the International Red Cross and Red Crescent which states that “there can be only one Red Cross or one Red Crescent Society in any one country” is
- A. Neutrality
 - B. Unity
 - C. Impartiality
 - D. Independence



- _____ 3. Which of the following services do the National Societies provide?
- A. Promotion of the Red Cross and Red Crescent Movement's fundamental principles and humanitarian values
 - B. Disaster response and disaster preparedness
 - C. Both of the above
 - D. None of the above
- _____ 4. Some tasks of the volunteers of the National Societies related to disaster risk reduction are:
- A. To carry out Vulnerability and Capacity Assessment mapping jointly with the Community Disaster Preparedness Committee and other stakeholders
 - B. To conduct trainings on Community-Based Disaster Risk Reduction
 - C. Both of the Above
 - D. None of the Above
- _____ 5. The Code of Conduct for Disaster Relief is for
- A. The Red Cross and Red Crescent Movement only
 - B. For Non-Governmental Organisations only
 - C. For Red Cross and Red Crescent Movement and Non-Governmental Organisations
 - D. None of the above

Correct Answers: 1.A 2.B 3.C 4.C 5.C







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module

02

Learning Objectives

After completing this module, the participants will be able to explain the basic concepts related to Community-Based Disaster Risk Reduction, its link to development and roles being played by the International Red Cross and Red Crescent and other organisations in Community-Based Disaster Risk Reduction. Specifically, they will be able to:

1. Define basic terms and concepts used in disaster risk reduction
2. Define the conceptual relationship between disaster and development
3. Examine different measures that can be taken to make at-risk communities safer and more resilient
4. Explain the role of the International Red Cross and Red Crescent Movement in Community-Based Disaster Risk Reduction
5. Describe, in general, the basic steps in the process of Community-Based Disaster Risk Reduction
6. Examine how to address the needs and utilise the skills and knowledge of all vulnerable groups



COMMUNITY-BASED DISASTER RISK REDUCTION: A FRAMEWORK OF REDUCING RISK

Learning Sessions

The following topics will be covered in Module 2:

1. Terms and Concepts in Disaster Risk Reduction
2. Linking Community-Based Disaster Risk Reduction with Development
3. Characteristics of a Safer, More Resilient Community
4. The Role of the International Red Cross and Red Crescent Movement in
Community-Based Disaster Risk Reduction
5. Introducing the Community-Based Disaster Risk Reduction Process
6. Addressing Special Needs: Ensuring Inclusion of All Vulnerable Groups

Basic Terms and Concepts on Disaster Risk Reduction

There are many definitions of disaster and terms used in disaster risk reduction depending on the scientific, professional, organisational background and needs of the authors or practitioners involved. In achieving common ground, it is best to look into common elements in the definitions as well as how definitions are incorporated into practice.

❧ **Disaster** - A serious disruption of the functioning of a community or society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources.

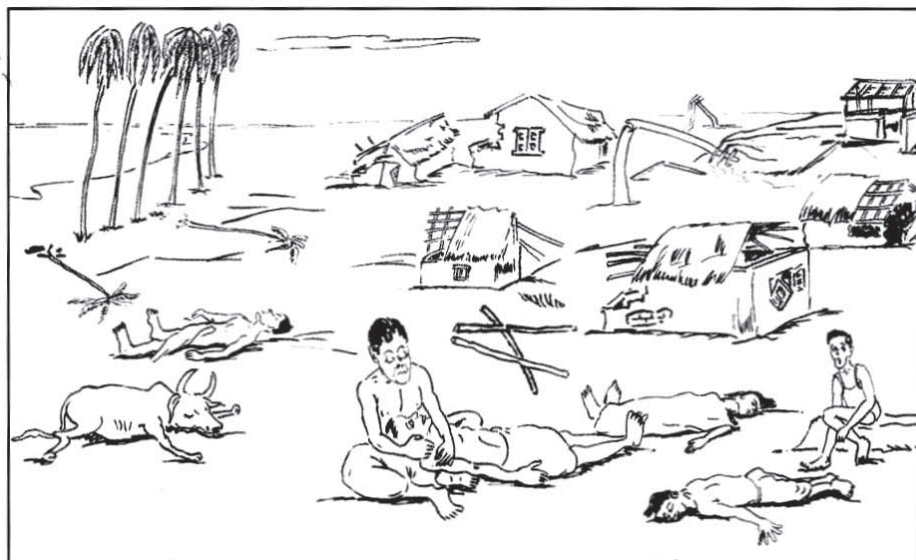
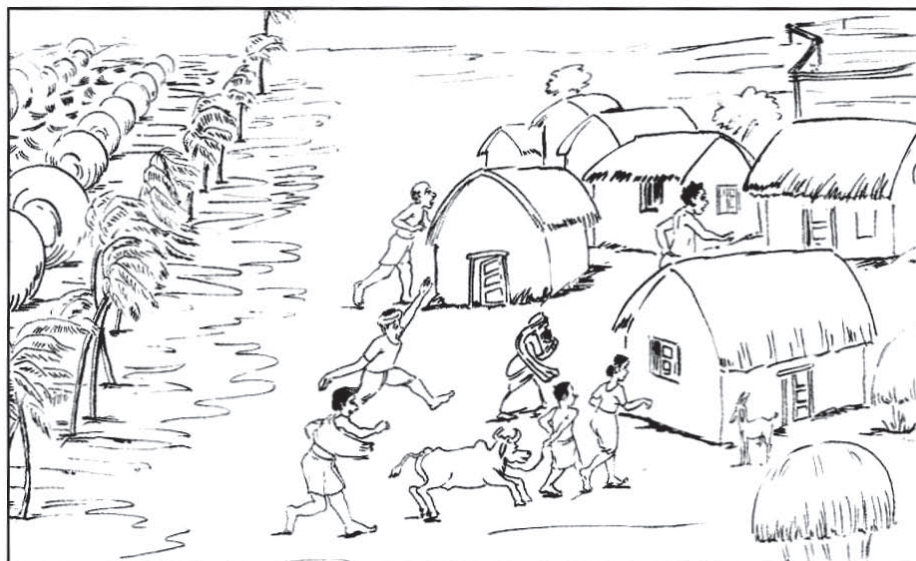
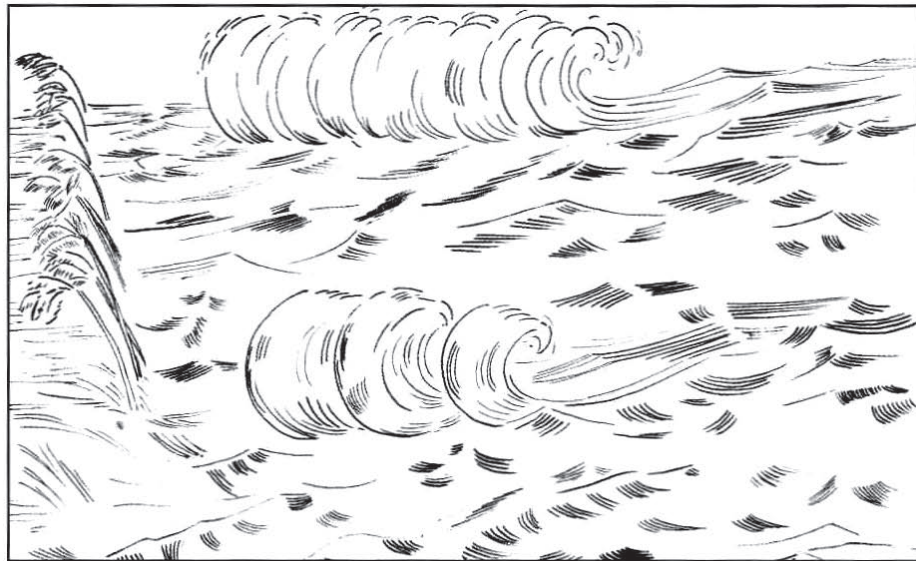
❧ **Hazard** - A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydro-meteorological and biological) or induced by human processes (environmental degradation and technological hazards). Each hazard is characterised by its location, intensity, frequency and probability.

Examples of natural hazards are typhoons, tsunamis, earthquake and volcanic eruption, which are exclusively of natural origin. Landslides, floods, drought, fires are socio-natural hazards since their causes are both natural and human-made (or human-induced).

Human-made hazards are associated with industries or energy generation facilities and include explosions, leakage of toxic waste, pollution, dam failures. War or civil strife is included in this category.

Hazards can be single, sequential or combined in their origin and effects. For example, an earthquake causes landslides, which dams a river and then causes flooding. A community may be exposed to multiple hazards when there is simultaneous occurrence of different hazards.

❧ **Vulnerability** - The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards; vulnerability is a set of prevailing or consequential conditions which adversely affect people's ability to prevent,



Hazard, Vulnerability and Disaster

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society



mitigate, prepare for and respond to hazardous events.

❧ **Capacity** - A combination of all the strengths and resources available within a community, society or organisation that can reduce the level of risk, or the effects of a disaster; may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management. Capacity may also be described as capability.

❧ **Disaster Risk** - The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions;

$$\text{Disaster Risk} = \frac{\text{Hazard} \times \text{Vulnerability}}{\text{Capacity}}$$

❧ **Elements at Risk** - this includes who and what can be damaged

- a. People (their lives and health)
- b. Household and community structures (houses, community centres, schools, public buildings)
- c. Community facilities and services (access roads, bridges, hospitals, electricity, water supply)
- d. Livelihood and economic activities (jobs, production

facilities and equipment, crops)

- e. The natural environment (natural resources base)

❧ **Disaster Management** - is the collective term for all activities that contribute to increasing capacities and will lead to reducing immediate and long-term vulnerabilities. It covers activities before, during and after a disaster.

❧ **Disaster Risk Management** - is the systematic process of using administrative decisions, organisation, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters; this comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards

❧ **Disaster Risk Reduction** - is the conceptual framework of elements considered with the possibility to minimise vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

❧ **Prevention** - activities to provide outright avoidance of the adverse impact of hazards and means to



minimise related environmental, technological and biological disasters.

❧ **Mitigation** - structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

❧ **Preparedness** - activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.

❧ **Relief/response** - the provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.

❧ **Recovery** - Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk.

❧ **Community-Based Disaster Risk Reduction** - 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.

Community-Based Disaster Risk Reduction Involves activities, measures, projects and programmes to reduce disaster risks which are designed and implemented by people living in at-risk communities with the goal of building safe, livable, disaster resilient and developed communities.

The involvement of the most vulnerable is paramount and the support of the less vulnerable is necessary. Since the community cannot reduce disaster risks and address vulnerable conditions on its own, the support of local and national government, non-governmental organisations, the academe, scientists, technology experts, the private sector, etc. are important.

❧ **Community**

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

- a. Geography, such as a cluster of houses, a neighbourhood, ward, village
- b. Shared experience such as particular interest groups – local non-governmental organisations, professional groups – teachers, health



professionals; age groupings – youth, children, and the elderly

- c. Sector such as industry sector e.g. workers in rubber products, garment factories or transport workers

In Community-Based Disaster Risk Reduction, community is taken to mean 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 behaviours may be shared and form the basis for common objectives in disaster risk reduction.

An example of this kind of community is the Ward in Nepal.

Contrary to usual notions, the community is not a homogenous group but can be socially differentiated and diverse with gender, class, caste, educational background, wealth, age, religion, ethnicity and language being factors for differences in perceptions, interests, values and attitudes.

Urban communities, especially in big cities, generally lack social cohesion and stability when compared to rural communities. Aside from original inhabitants, cities have permanent migrants who still maintain close ties with their places of origin and a “floating population” or temporary migrants who have no sense whatsoever of belonging to the city.

In a community-based earthquake mitigation project in Dhaka City the working definition of community was set as “A group



A village in Afghanistan

Source: Afghanistan Red Crescent Society





of people with common interest residing within proximity". In line with this definition, residential areas, high rise apartments, supermarkets, dormitories,

schools and hospitals, garment factories, staff quarters and office buildings were considered as communities.

THE COCONUT TREE

Roger has a coconut tree in front of his new house. The coconut tree bears fruit throughout the year. The coconut fruits fall down from the tree periodically when they are affected by diseases or when they are ripe. The coconut leaves also fall upon maturity. The previous owner of the house has his car damaged twice due to the fallen coconut fruits and leaves.

Roger has a car. When he parks it, the passengers need to get out of the car under the coconut tree.

Roger is a skilled driver. Inside his car is a first aid kit.

Roger is concerned about his children's safety since they like to play under the tree.

Roger is trying to determine if he should do something about the coconut tree or move his parking space and restrict his children from playing under the tree.

1. Hazard Assessment: What is the hazard? When does it occur? What area could potentially be affected?
2. Vulnerability Assessment: Who and what are vulnerable? When are they vulnerable?
3. Capacity Assessment: What capacities does Roger have? What are some of his resources which can be used in case an accident happens?
4. Risk Analysis: What would you tell Roger the risk is? Would you advise him to accept the risk or to do something to reduce the risk?
If Roger decides to reduce the risk, what should he do?
5. What are some disaster risk reduction activities that you would suggest to help Roger and his family and friends avoid disaster? List down as many activities as you can for prevention, mitigation and preparedness.

Linking Community-Based Disaster Risk Reduction with Development

Since development is human centred and reducing disaster impacts involves regulating human actions that create the conditions in which disasters happen, disaster risk reduction should be seen as a development issue.

Consider the following graphs. What is the relationship of Disaster with Development?

FIGURE 1

DEVELOPMENT PROGRAMME WITHOUT DISASTER RISK REDUCTION

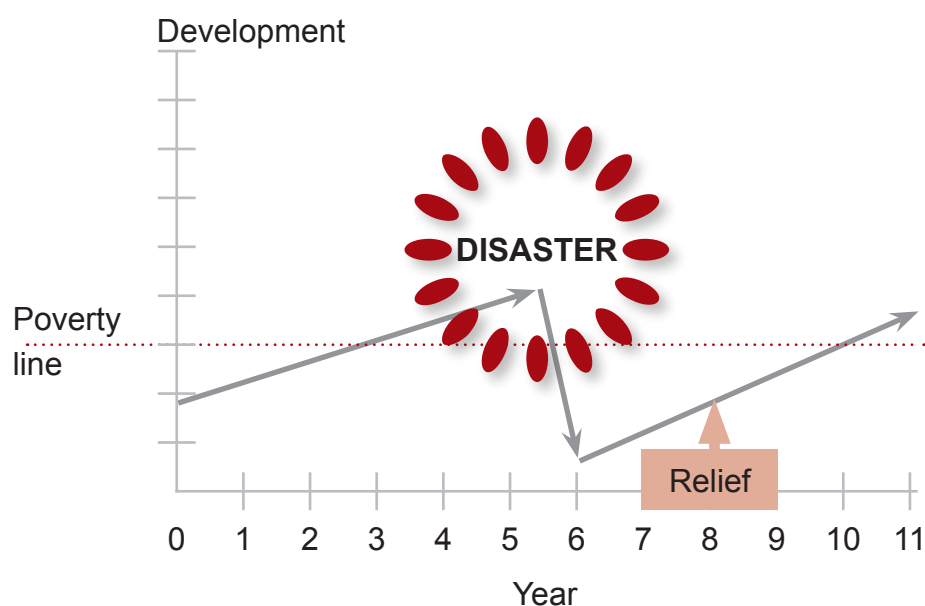




FIGURE 2

DEVELOPMENT PROGRAMME WITHOUT
DISASTER RISK REDUCTION

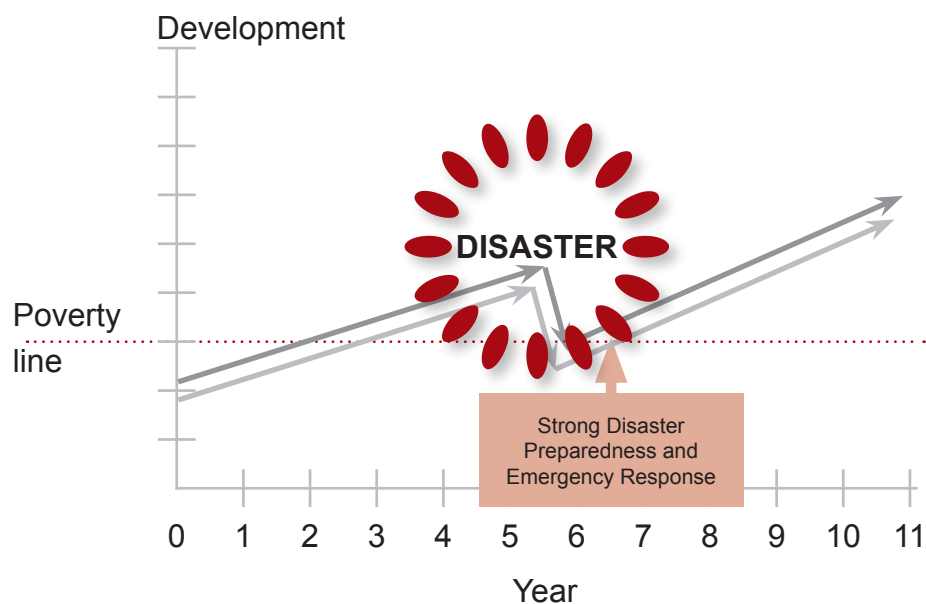
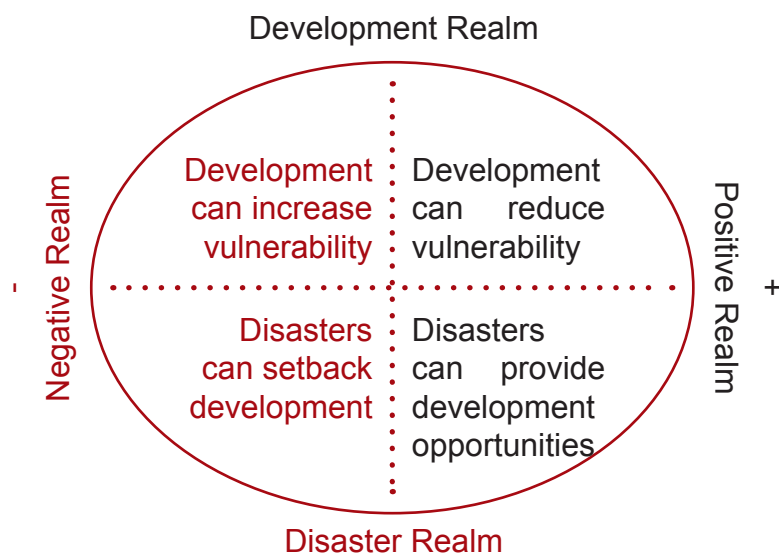


FIGURE 3

QUADRANTS OF DISASTER AND
DEVELOPMENT REALMS





Disaster risk reduction and development are related. The relationship is shown by the following points:

- ❧ The underlying causes of poverty, unsustainable development and disasters are related. All cause or increase the vulnerability of people
- ❧ Disasters can put development at risk and make it unsustainable, reducing development potential. Effective disaster risk reduction contributes to sustainable development
- ❧ Development can cause disaster risks. Failed development contributes to poverty through development and disaster risk reduction objectives not being realised
- ❧ Development can reduce disaster risks. Sustainable development strengthens the security of populations. As part of sustainable development, disaster risk reduction interventions alleviate or avoid disaster risks to the community by supporting the physical, economic, and social bases of their livelihoods.

The Millennium Development Goals

The eight Millennium Development Goals (MDGs) were agreed by 189 member of states of the UN and major international development agencies at the Millennium Summit in 2000. They define a series of concrete, quantitative targets across key development sectors to be met by the year 2015.

While progress has been made by signatory governments to achieve the Goals, more needs to be done in the remaining years to achieve these objectives.

Therefore countries cannot afford setbacks to development initiatives as a result of natural disasters or other events.

The Hyogo Framework for Action

During the World Conference on Disaster Reduction, held in Kobe, Japan, governments and non-governmental agencies adopted the Hyogo Framework for Action 2005-2015 for building the resilience of nations and communities to disasters. The Conference provided a unique opportunity to promote a strategic and systematic approach to reducing vulnerabilities, and risks, to hazards. The conference underscored the need for, and identified ways of, building the resilience of nations and communities to disaster

The main priorities of the Hyogo Framework for Action are:

- ❧ Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation.
- ❧ Identify, assess and monitor disaster risks and enhance early warning.
- ❧ Use knowledge, innovation and education to build a culture of safety and resilience at all levels.



United in development

Source: Community Based Disaster Risk Management: A Handbook for Practitioners, Sri Lanka Red Cross Society, January 2008.

- ❧ Reduce underlying risk factors.
- ❧ Strengthen disaster preparedness for effective response at all levels.

Linking the Millennium Development Goals and the Hyogo Framework for Action

Disaster risk reduction is a must to achieve the Millennium Development Goals because of the following:

- ❧ The cost of disasters is far too high. In 2004 alone, the World Bank estimated annual costs from the world's natural disasters to be around US \$ 55 billion.

- ❧ Disasters do not discriminate between rich and poor, but their impacts do. 11 percent of people exposed to natural disasters live in developing countries, but account for more than 53 percent of the total recorded deaths resulting from natural disasters.

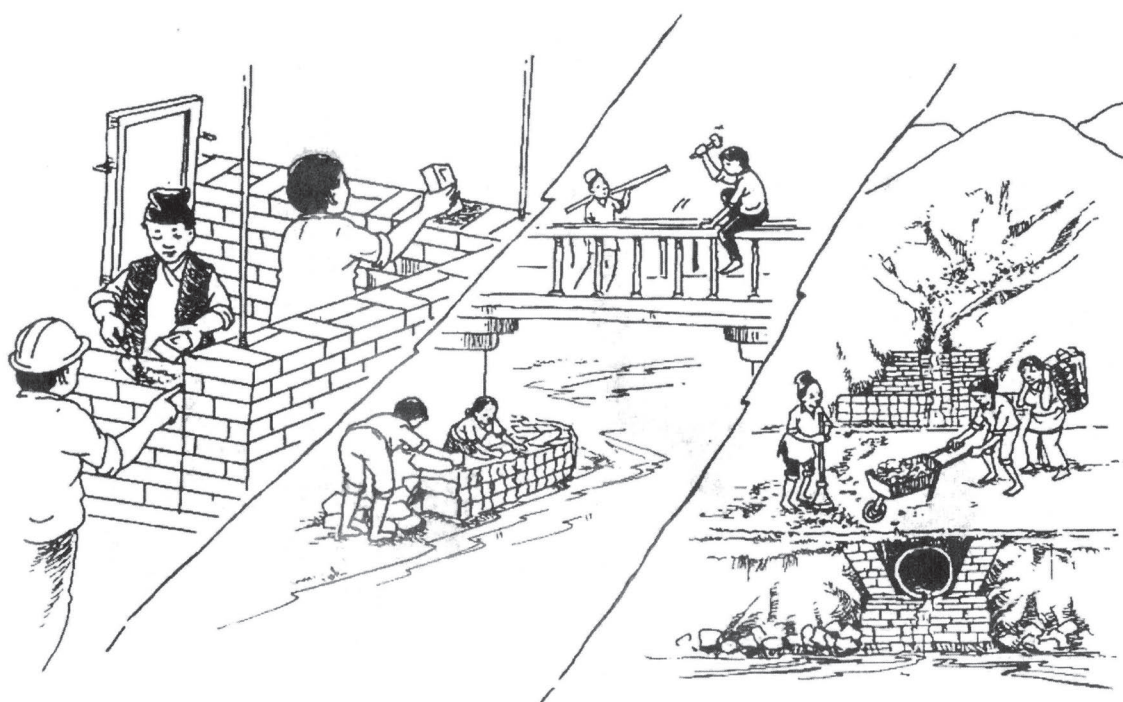
- ❧ Investing in disaster preparedness can prevent huge economic losses in the long run. In Vietnam, 12,000 hectares of mangroves planted by the Red Cross protect 110 km of sea dykes. Planting and protection cost US \$ 1.1 million but have reduced the cost of dyke maintenance by US \$ 7.3 million per year.

Mainstreaming Community-Based Disaster Risk Reduction into Development Programming

Mainstreaming is a word that derives from the metaphor of a small, isolated flow of water being drawn into the mainstream of a river where it will expand to flow smoothly without loss or diversion. Therefore 'mainstreaming disaster risk reduction' describes a process to fully incorporate disaster risk reduction into relief and development policy and practice. It involves radically expanding and enhancing disaster risk reduction so that it becomes normal practice, fully institutionalised within agency's relief and development agendas.

Mainstreaming has three purposes:

- ❧ To make certain that all the development programmes and projects that originate from, or are funded by, an agency are designed with evident consideration for potential disaster risks, and to resist hazard impact.
- ❧ To make certain that all the development programmes and projects that originate from, or are funded by, an agency do not inadvertently increase vulnerability to disaster in all sectors: social, physical, economic and environmental.
- ❧ To make certain that all the disaster relief and rehabilitation programmes and projects that originate from, or are funded by, an agency are designed to contribute to developmental aims and to reduce future disaster risk.



Source: Afghanistan Red Crescent Society



Steps in Mainstreaming Disaster Risk Reduction into Development Programmes

What questions need to be considered when integrating Community-Based Disaster Risk Reduction into different phases of the project or programme cycle?

The following example considers a programme on reducing malnutrition in households:

❧ What are the causes of natural disasters on malnutrition at household level or vice versa?

Possible causes of malnutrition in households

- Lack of Household planning
- Failure of rains / adverse climatic variations
- poor choice of crops
- Poor crop management
- Storage losses
- Shortage of Agricultural Inputs
- Lack of income to buy food

❧ How can the causes be addressed?

Possible programme interventions for addressing malnutrition in households

- Training in household food planning
- Improved storage
- Promotion of drought resistant crops

❧ Can your organisation address these causes alone or does your organisation need to partner with others? Who are potential partners?

❧ Does the project / programme include an evaluation that considers how to reach the most vulnerable?

Example: baseline data on the nutritionally deficient children, pregnant women, elderly and people with disability had improved

❧ Can this present project lead to the development of some other projects or programs or link with other existing community-based disaster risk reduction, if available?

Example: Identification of possible other programmes / projects on Community-Based Climate Forecast Applications



Characteristics of a Safer, More Resilient Community

The aim of Community-Based Disaster Risk Reduction is to create resilient people living within safer, more resilient communities within safer, more resilient environments within safer, more resilient countries. This is achieved by reducing the:

- ❧ Reducing the probability of failure through applying risk reduction measures
- ❧ Reducing the consequences of failure, in terms of fewer lives lost, fewer injuries and reduced direct and indirect damage
- ❧ Reducing time needed for recovery
- ❧ Recognising patterns of vulnerability that can develop during the process of reconstruction

The Nature of Safer and Resilient Communities

A resilient community is one that has certain capacities at three phases:

Phase 1. The ability to absorb the shocks of hazard impact, so that they do not become disasters (thus to reduce the probability of failure)

Phase 2. The capacity to bounce back during and after disaster (thus to reduce the consequences of failure)

Phase 3. The opportunity for change and adaptation following a disaster (thus to reduce the time needed for recovery as well as patterns of vulnerability)

Characteristics of community resilience before a disaster

Societies anticipate and reduce disaster impact by adopting many approaches, such as:

- ❧ using traditional experience and knowledge (coping mechanisms)
- ❧ preparing for any possible hazard by having emergency kits or supplies, (buffer stocks) ready for the event
- ❧ having family or community disaster plans as well as improving adaptive behaviour, (strengthening houses, providing emergency protection of doors and windows from high winds)
- ❧ organising training courses in first aid etc
- ❧ temporary evacuation before an impending flood or cyclone or volcanic eruption
- ❧ permanent relocation of the community away from unsafe sites

Characteristics of community resilience during disaster

Societies cope during a disaster by:

- ❧ drawing on the support of their community
- ❧ taking stock to determine what they have and what or who is missing
- ❧ restoring communications to facilitate aid distribution
- ❧ mitigating future risks (both psychological as well as material threats)
- ❧ recognising that physical recovery work can combine bereavement therapy with a possible income source
- ❧ regarding the entire experience as a learning process

Characteristics of community resilience after the disaster

The following concerns need to be addressed during the recovery process to build more resilient communities:

- ❧ devise a community recovery plan that links social, physical, economic and environmental recovery
- ❧ regard physical recovery work as bereavement therapy and a possible income source and the entire reconstruction experience as a learning process
- ❧ draw on support of the community by being adaptable, flexible and patient
- ❧ where possible ensure that local labour and locally purchased reconstruction goods are used to revitalise the damaged local economy



Community ownership is essential for success

Source: Community Based Disaster Risk Management: A Handbook for Practitioners, Sri Lanka Red Cross Society, January 2008.



Remember

Achieving absolute resilience is probably impossible. Like vulnerability, resilience is complex and multifaceted. Different features or layers of resilience are needed to deal with different kinds and severities of stress.

The aim of disaster risk reduction therefore is to make the community as resilient as possible. In order for this to happen many different areas need to be addressed. It is unlikely that one organisation could address all of them by itself.

Therefore, just as it is important to encourage participation within the community, it is important to promote partnerships with other communities and organisations. In this way, all the necessary resources can be made available and used appropriately.

- ❧ recognise the value of a prepared community who know what to do to recover
- ❧ take actions to reduce future vulnerability as the recovery proceeds

Elements of a Functional Community Level Disaster Risk Reduction System

Resilience is a moving target, and realistically it may not be possible for communities to achieve absolute resilience against hazards or other risk factors. However, communities can still achieve a level of development and establish institutional arrangements that enhance their resilience. In order to assess whether a community has achieved a certain level of resilience, we need to establish indicators, which if satisfied would mean that the community had achieved a minimum level of resiliency.

Though by no means comprehensive, a set of elements is given below:

- ❧ A community based organisation or village committee on disaster risk reduction
- ❧ A Disaster Risk Reduction plan
- ❧ A community early warning system
- ❧ Trained manpower on risk assessment, search and rescue, first aid, relief distribution safer house construction, and fire fighting
- ❧ Physical Connectivity: roads, electricity, telephone, clinics
- ❧ Good relations with local authorities, Non-Governmental Organisations
- ❧ Knowledge of risks and risk reduction actions
- ❧ A Community Disaster Risk Reduction Fund to implement risk reduction activities
- ❧ Safer houses to withstand local hazards
- ❧ Safe sources of livelihoods

The Role of the International Red Cross and Red Crescent Movement in Community-Based Disaster Risk Reduction

The International Red Cross and Red Crescent Movement is fully committed to supporting the priorities of the Hyogo Framework for Action. The International Federation works through its 185 member National Societies and in partnership with the United Nations, governments, donors and civil society to meet the objectives of the Hyogo Framework for Action.

Thus, consistent with the Hyogo Framework for Action, the Movement is committed to scale up its efforts in reducing disaster risks among the most vulnerable communities where National Red Cross and Red Crescent Societies operate.

The Agenda for Humanitarian Action was adopted at the 28th International Conference of the International Red Cross and Red Crescent Movement which took place in December 2003 in Geneva. At this conference, the International Red Cross Red Crescent Movement and the states party to the Geneva Conventions committed to a plan of action that aims to reduce vulnerability in relation to the risk and impact of natural disasters.

Final Goal 3.1 of the Agenda for Humanitarian Action is concerned with Disaster Risk Reduction. It states:

“Acknowledge the importance of disaster risk reduction and undertake measures to minimise the impact of disasters on vulnerable populations.”

Comprehensive disaster risk reduction, including disaster preparedness, prevention and mitigation can be achieved through education and awareness-raising activities. Other measures to minimise the impact of disasters include: effective management of natural resources and protection of the environment; the implementation of early warning systems; ensuring that building codes, particularly in disaster prone countries, are implemented and enforced to limit suffering caused by structural damage; supporting sustainable recovery; and optimising capacity building opportunities for vulnerable populations. Of particular importance is directing such efforts towards populations that are most at risk, including those marginalised because of poverty, discrimination or



social exclusion, or those that do not have access to disaster preparedness and response services as a consequence of their circumstances or legal status.

This commitment has since been reiterated in the International Federation's Global Agenda (2006-2010) adopted in 2005, which explicitly calls for a "scaling up of actions with vulnerable communities in disaster risk reduction".

For the period 2006 to 2010 the Global Agenda sets out the following goals and priorities to be achieved:

Goal 1: Reduce the number of deaths, injuries and impact from disasters.

Goal 2: Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

Goal 3: Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

Goal 4: Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion.

Priorities:

- ✚ Improving the Red Cross and Red Crescent local, regional and international capacity to respond to disasters and public health emergencies
- ✚ Scaling-up Red Cross and Red Crescent actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction
- ✚ Increasing significantly Red Cross and Red Crescent HIV/AIDS programming and advocacy
- ✚ Renewing Red Cross and Red Crescent advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction

How to achieve the goals of the Global Agenda?

The aim of the International Red Cross and Red Crescent Movement is to achieve its goals and meet its priorities by 2010 through mobilising the International Federation's global, regional, national, and local capacities and mechanisms,

Chronology of Red Cross and Red Crescent commitment to disaster risk reduction

1984

The Swedish Red Cross publishes a groundbreaking study entitled "Prevention is better than cure", stressing the importance of disaster prevention.

1980s

A new direction is taken, with development-focused programmes, including community-based disaster preparedness activities, in Africa, Asia and Latin America.



especially for disaster preparedness and response. In meeting these goals the International Red Cross and Red Crescent Movement hopes to progress the following *three programmatic outputs*:

- ✿ To increase community orientation in global and national disaster risk reduction policies and strengthen national and local institutions for disaster risk reduction
- ✿ To encourage and support expanded community-based programming to identify and tackle disaster risks
- ✿ To integrate enhanced community-centered disaster risk reduction measures as part of comprehensive disaster response management whenever this is applied

These objectives will be bolstered by a *fourth enabling output*:

- ✿ Strengthening of National Society capacities to deliver and sustain scaled up programmes in disaster risk reduction

Disaster management and recovery policies are drafted, along with a disaster management strategy that places a major emphasis on disaster risk reduction.

The declaration Together for Humanity, adopted at the 30th International Conference of the Red Cross and Red Crescent, affirms the importance of ensuring that “environmental degradation and adaptation to climate change are integrated, where relevant, in disaster risk reduction and disaster management policies and plans”.

The Global Alliance for disaster risk reduction is created with the aim of scaling up the International Federation’s efforts to reduce disaster risks among the most vulnerable communities where National Red Cross and Red Crescent Societies operate.

The Agenda for Humanitarian Action adopted at the 28th International Conference of the Red Cross and Red Crescent affirms a plan of action aimed at reducing vulnerability to disaster impacts and risks.

The International Federation supports the Hyogo Framework for Action and adopts its own Global Agenda, which includes an emphasis on reducing disaster risk.

1999

A new disaster preparedness policy recognises disaster preparedness as a link between emergency response, recovery and development.

2003

2005

2007

2008

A Framework for community safety and resilience is developed with a focus on disaster risk reduction through the building of safer and more resilient communities.



The Role of the International Red Cross and Red Crescent Movement in Community-Based Disaster Risk Reduction

The International Red Cross and Red Crescent Movement is committed to scaling-up its work in Disaster Risk Reduction. Through its global network of National Societies the Movement can have a positive impact on millions of lives through good Disaster Risk Reduction practices.

Disaster risk reduction is addressed by the International Federation through three main strategies:

- ✿ Building capacity in disaster preparedness to better respond to disasters
- ✿ promoting mitigation activities to reduce the impact of hazards
- ✿ ensuring development projects, such as health facilities, are protected from disaster impact

The Movement is the world's largest voluntary network. Its 186 National Red Cross and Red Crescent Societies, guided by the Global Agenda, can reach millions of people around the world. Its comparative advantage to be two fold:

- ✿ Firstly that National Red Cross and Red Crescent Societies have recognised obligations and responsibilities to assist in, advise on, and advocate for disaster impact reduction, deriving from their privileged position as auxiliaries to their own governments.

- ✿ Secondly, they have millions of members and volunteers living in communities in every corner of the globe. Mobilising the power of humanity to make the difference is at the heart of the International Federation's strategy on disaster risk reduction.

Specifically, the Movement has the following roles regarding the priorities of the Hyogo Framework of Action:

Priority for Action 1: Disaster Risk Reduction is a national and local priority with a strong institutional basis

Red Cross and Red Crescent role:

Advocacy for:

- ✿ Inclusion of Disaster Risk Reduction in national development plans
- ✿ A national disaster management platform
- ✿ Legal and policy frameworks that foster effective, speedy and accountable international humanitarian relief
- ✿ Community-Based disaster risk reduction plans

Support for:

- ✿ Community-Based Disaster Risk Reduction initiatives and programmes

Examples of Red Cross Red Crescent initiatives at community level:

- ✿ Promotion of community disaster management committees
- ✿ Promotion and facilitation of community disaster risk reduction plans linked to community development plans



Priority for Action 2: Identify, assess and monitor disaster risk and enhance early warning

Red Cross and Red Crescent role:

- ✿ Assist national level risk assessment
- ✿ Facilitate vulnerability and capacity assessment
- ✿ Encourage development of community level early warning systems

Examples of Red Cross and Red Crescent initiatives at community level:

- ✿ Contribution to elaboration of emergency assessment tools
- ✿ Raising awareness of community roles in early warning
- ✿ Development of community-based disaster risk reduction plans

Priority for Action 3: Use knowledge, innovation and education to build a culture of safety and resiliency

Red Cross and Red Crescent role:

- ✿ Support local level awareness raising
- ✿ Share good practice – locally and globally
- ✿ Engage in national, regional and global policy forums
- ✿ Promote and improve dialogue and cooperation on disaster risk reduction

Examples of Red Cross and Red Crescent initiatives at community level:

- ✿ Training and equipping community volunteers
- ✿ Development of training materials



Priority for action

Source: Afghanistan Red Crescent Society

Priority for Action 4: Reduce underlying risk factors

Red Cross and Red Crescent role:

- ❧ Support structural and non-structural small-scale risk reduction projects

Examples of Red Cross and Red Crescent initiatives at community level:

- ❧ Supporting communities
- ❧ Facilitation of community vulnerability and capacity assessment
- ❧ Emergency skills training
- ❧ Advocacy for community-based disaster risk reduction plans and facilitation of their implementation

Priority for Action 5: Strengthen preparedness for effective disaster response at all levels

Red Cross and Red Crescent role:

- ❧ Build preparedness and response capacity at local level (with national support)

Examples of Red Cross and Red Crescent initiatives at community level:

- ❧ Preparing communities for disaster
- ❧ Supporting the establishment of Community-based disaster risk reduction organisations
- ❧ Training and capacity building in Community-based disaster risk reduction



Strengthening preparedness for effective disaster response

Source: Afghanistan Red Crescent Society

Introducing the Community-Based Disaster Risk Reduction Process

It is necessary to undertake Community-Based Disaster Risk Reduction to create resilient people living within resilient environments within resilient countries. This is achieved by reducing the:

1. probability of failure through risk reduction measures
2. consequences of failure, in terms of fewer lives lost, fewer injuries and reduced direct and indirect damage
3. time needed for recovery
4. patterns of vulnerability that can develop during the process of reconstruction

Essential Features of Community-Based Disaster Risk Reduction

The following features also serve as overall targets / parameters / indicators to keep track of progress in Community-Based Disaster Risk Reduction.

Participatory process and content:

- ☞ All community members, including all vulnerable groups should be involved at all stages of the Community-Based Disaster Risk Reduction process
- ☞ It is the community who benefits directly from risk reduction and development

Responsive

- ☞ Measures taken should be based on the needs of the community (what they feel they need and what they need urgently)
- ☞ Priorities should be based on the requirements specified by the community (the community has ownership of the process)

Integrated

- ☞ Pre-, during-, and post-disaster measures are planned and implemented by the community
- ☞ The community has linkages with other communities, organisations and government agencies at all levels (especially for vulnerabilities that the community needs assistance to address)

Proactive

- ☞ The emphasis should be on pre-disaster measures i.e. prevention, mitigation and preparedness

Comprehensive

- ☞ Community-Based Disaster Risk Reduction should include structural and non-structural preparedness and mitigation measures
- ☞ Structural measures are 'hard', physical e.g. construction
- ☞ Non-structural measures are 'soft' e.g. health, literacy, public awareness, education



and training, livelihoods, community organising, advocacy, reforestation and environmental protection

- ❧ Community-Based Disaster Risk Reduction measures should address short, medium and long term vulnerabilities

Multi-sectoral and multi-disciplinary

- ❧ All stakeholders in the community should be able to participate
- ❧ Local knowledge, science and technology and support from outsiders should be made use of
- ❧ The concerns of all stakeholders including the most vulnerable should be addressed

Empowering

- ❧ Through applying Community-Based Disaster Risk Reduction measures peoples' capacity and options should be increased.
- ❧ Examples of how the above can be realised include: more access to and control of resources and basic social services, more meaningful participation in decision-making that directly affects them, more control over their natural and physical environment, improved confidence

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 Community-Based Disaster Risk Reduction Process: An Introduction

The goal of Community-Based Disaster Risk Reduction is to transform vulnerable or at-risk communities into safe, disaster resilient and developed communities. Although steps may vary due to community contexts and organisational mandates, the process for community-based disaster risk reduction can be generalised as follows:

STEP 1

Initiating the process of working with the community for community-based disaster risk reduction through identification of community and building rapport and understanding the community

How does a community start with disaster risk reduction?

Presently, non-governmental organisations, disaster management agencies, the government, people's organisations and other intermediary organisations at the national or regional level, play a key role in initiating the process of Community-Based Disaster Risk Reduction. These organisations either respond to requests from vulnerable communities or select at-risk communities where disaster risk reduction programs should be prioritised. Criteria for selection of at-risk communities may include the following: most disaster prone area; most vulnerable to a particular hazard; least served by the government and/or non-governmental organisations; additional considerations such



...and they know best what happens when disaster strikes

Source: *Community Based Disaster Risk Management: A Handbook for Practitioners*, Sri Lanka Red Cross Society, January 2008.

as possibility of replication or spread effects of the programme to neighboring communities, presence of existing development projects or community partners.

In some cases, several community members or an organisation in the community may approach an intermediary organisation for assistance after experiencing a disaster or in preparing for an impending disaster threat.

In many instances, an impending disaster threat can be turned into an opportunity to start a community-based disaster risk reduction programme. When knowledge, skills and experience in disaster risk reduction are systematised and disseminated through communities, there will be more community-to-

community sharing of information on how to implement Community-Based Disaster Risk Reduction measures.

Outsiders who support the community in disaster risk reduction need to build a picture of the nature, needs and resources of the community. This step usually involves building rapport/ trust with the community by integrating into the community and gathering basic information. Building rapport enables outsiders to gain a general understanding of the community. An understanding of the community's development position and the context upon which disasters will impact should include the following basic elements:

- social groups
- cultural arrangements
- economic activities



VULNERABLE GROUPS

The most vulnerable groups in disasters are women, children, older people and people with disabilities.

These groups often suffer specific disadvantages in coping with a disaster and may face physical, cultural and social barriers in accessing the services and support to which they are entitled.

- ❧ spatial characteristics
- ❧ vulnerable households and groups

The initial step in building rapport involves identifying and following protocols for community access / engagement. Since there is a need to work through the village leader, arranging a meeting with them and explaining the programme will initiate the process of engaging the community for Community-Based Disaster Risk Reduction. Usually, this will be followed by a community meeting where the village leaders usually takes the lead in terms of organising and facilitating the activity. The community meeting will serve as the venue for orientating the people about the programme and provide a venue to discuss their possible engagement in the various phases of the project cycle. It is important to ensure that vulnerable groups are represented. It may be necessary to explain to the village leaders what they need to do to make sure that vulnerable groups can attend and participate.

Getting to know the community requires that you become familiar

with all its members and make an effort to interact with its various groups, including those most vulnerable to disasters (e.g. women, children, people with disabilities and the elderly). Some of these groups, for example, people with disabilities, may not be visible because they do not attend community events or aren't spoken about. Do not assume they don't exist. There may be a range of social, cultural and physical barriers that prevent them from participating in community activities and being visible. Once you have begun to establish some rapport with the community, make an effort to find these groups. Ask community leaders, elders or go door to door.

STEP 2 Conduct of Participatory Vulnerability and Capacity Assessment

Community Vulnerability and Capacity Assessment is a participatory process to identify the risks that the community faces and how people overcome those risks using local knowledge and resources. This is also called Participatory Community Risk Assessment. This stage of Community-Based Disaster Risk



Reduction unites the community in common understanding of its disaster risks. The size of its problems as well as the resources and opportunities involved are identified and analysed.

Participatory Community Vulnerability and Capacity Assessment has four components as follows:

- ✿ hazard assessment
- ✿ vulnerability assessment
- ✿ capacity assessment
- ✿ consideration of people's perception of risks

Participatory Vulnerability and Capacity Assessment tools are adapted for community risk assessment.

STEP 3

Participatory Disaster Risk Reduction Planning (Action Planning)

Preparedness and mitigation measures to reduce disaster risks are identified at this stage. These risk reduction measures do not necessarily involve big projects. The

important point is to start off the risk reduction process through community mobilisation. This should be based on existing capacities and resources available to the community.

Overall objectives and strategies are translated into operational plans and activities. The people, timetable, resources within and outside the community needed to turn the plan into reality are identified. Community targets in undertaking preparedness and mitigation activities in terms of increasing particular capacities and decreasing particular vulnerabilities are also identified.

At the planning stage, agreements with intermediary organisations are formalised regarding their support in implementing the risk reduction plan. This will include their expectations / requirements for resources, which they will commit to mobilise. Outsiders are usually expected to assist the community in the following areas:

- ✿ Community capability building through training and education activities and materials



Early warning through drum beats

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society





Warning signals through loud speaker

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society

- ❧ Resource mobilisation to supplement the community's efforts to generate resources to realise the risk reduction plan
- ❧ Facilitate linkages with concerned government agencies and NGOs for access to information, resources, etc.

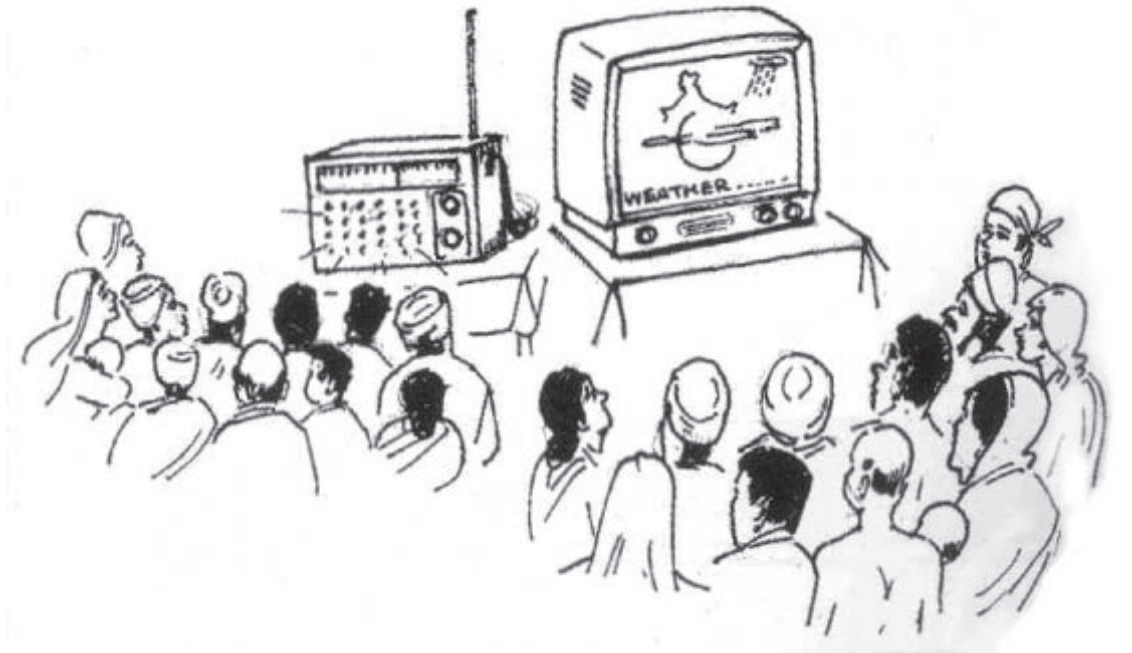
STEP 4

Community Managed Implementation

The formation and/or strengthening of community disaster risk reduction machinery is usually helpful in the implementation of the risk reduction plan. A wide range of organisational arrangements which can be the core in the implementation of the plan include the following -- a committee of an existing community organisation, a disaster volunteers team, a community organisation, a project management committee, a network of community organisations for disaster management, etc.

The groups listed above will form the basis of the Community-Based Disaster Risk Reduction organisation. Aside from monitoring the progress of plan implementation, this core group usually motivates the community through the translation of objectives and targets into disaster risk reduction activities. This group also leads implementation of necessary adjustment of targets and plans, when necessary to keep on course with set objectives to reduce vulnerabilities and increase capacities in the immediate- and long-term.

Training would be provided to those in this core group in order to strengthen capacity to successfully implement the risk reduction plan. The main areas where this training would be concentrated are in Community-Based Disaster Risk Reduction itself (focusing on preparedness, response and capacity building in Disaster Risk Reduction) and also organisational management and development (in



Warning signals through radio and television

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society

order to better equip the members of the group for their roles in implementing the plan).

STEP 5 Participatory Monitoring and Evaluation

Monitoring is about checking how our plans and activities are proceeding – if we are on track, or if we need to amend our approach.

Evaluation is concerned with reviewing the effects of the risk reduction measures in terms of reducing the vulnerability of the community. If vulnerability has not been significantly reduced, the reasons for this are analysed. The significance of building on existing capacities and those which have been increased are also analysed.

Evaluation is concerned with the difference the results of implementing

risk reduction measures have made to the community and its overall quality of life. Lessons are learnt and best practices are shared with other groups and communities to promote the Community-Based Disaster Risk Reduction framework and strategy.

Outcomes of the Community-Based Disaster Risk Reduction Process

The Community-Based Disaster Risk Reduction process should lead to progressive improvements in public safety, community disaster resilience, and equitable and sustainable community development.

Related key outcomes of the Community-Based Disaster Risk Reduction process are as follows:

1. Community based organisation or village committee on disaster risk reduction - To establish, strengthen and sustain an



organisational mechanism at the community level to implement Community-Based Disaster Risk Reduction activities. Community based organisations or village committees on disaster risk reduction will be comprised of community members.

2. *Community Disaster Risk Reduction Fund* – To ensure availability of resources for the implementation of community-based disaster risk reduction and preparedness measures.
3. *Community Hazard, Vulnerability Capacity Map* – To form the basis for community-based disaster risk reduction and community learning
4. *Community Disaster Risk Reduction Plan* - To ensure collective action by community for disaster risk reduction through mobilisation of local resources.
5. *Training system for community based organisation or village committee on disaster risk*

reduction - To enhance the technical and organisational capability of the community based organisation and its committees on Community-Based Disaster Risk Reduction first aid, search and rescue, evacuation, management, relief operations management, and emergency shelter management, damage and needs assessment, and safer construction

6. *Community Drills System* - To ensure the readiness of communities for disaster response
7. *Community Learning System* - To enhance the understanding of individuals, families and communities about hazards, disasters, vulnerabilities, risk reduction and preparedness
8. *Community Early Warning System* - To contribute to the safety of the community through facilitating precautionary measures

Addressing Special Needs: Ensuring Inclusion of All Vulnerable Groups

Disasters affect all parts of the community, minorities and majorities, the able-bodied and persons with disabilities, young and old, men and women. However, some people are especially vulnerable in disaster. Specific factors, such as gender, age, disability and health status, affect vulnerability and shape people's ability to cope and survive in a disaster context. In particular, women, children, older people, people living with disabilities, and people living with HIV/AIDS (PLWH/A) may suffer specific disadvantages in coping with a disaster. These groups are at increased risk due to the physical, cultural and social barriers that prevent their access to services and support to which they are entitled and their inclusion in Community-Based Disaster Risk Reduction, recovery and development activities.

Prejudice, discrimination, and exclusion can multiply the devastating impact of disaster upon people's lives. Discrimination isn't always the result of prejudice but can arise from incorrect assumptions about particular groups. For example 'women and children' are often considered as one group but children have their own needs (indeed boys and girls will have differing needs). Also the contribution that children can make, as with many other groups, is often underestimated. Risk reduction measures to assist children

are often delivered in a top-down way without considering their inputs. The same is often true for older people and people with disabilities. People with disabilities are too often treated as if they are one homogeneous group, when there are many different types and experiences of disability.

The contribution that vulnerable groups can make is also often underestimated. These groups can be remarkably resourceful and resilient in the face of disaster, and initial assessments should take account of the capacities and skills as much as of the needs of the affected population.

In order to maximise the coping strategies of those affected by disasters, it is important to acknowledge the differing vulnerabilities, needs and capacities of affected groups. Failure to recognise their diverse needs and the barriers they face in gaining equal access to appropriate services and support can result in them being further marginalised, and denied vital assistance.

Representation and Inclusion

Responsibility for engaging with vulnerable groups does not just sit with non-governmental organisations, but with governments themselves,



who shape national policy. Non governmental organisations can also advocate for governments to make society more inclusive for the vulnerable. Inclusion means that vulnerable groups have the same opportunities as the rest of the population and are able to participate as equal members of the community in all aspects of community life. They have equal access to the information, services and support that facilitate their participation (social welfare, education, health, employment and income generation, accessibility issues relating to transport, infrastructure and the built environment and access to water and sanitation).

In disaster contexts inclusion means that vulnerable groups are represented and included in Disaster Risk Reduction, recovery and development activities. Their participation in the planning of disaster management and risk reduction activities throughout the decision-making process helps to ensure equitable and effective programming that is responsive to their needs and maximises their capacities.

Community-Based Disaster Risk Reduction is a process that should benefit the whole community. In order for this to happen the whole community, including vulnerable groups need to be able to participate and contribute to the development, implementation and monitoring of Community-Based Disaster Risk Reduction programmes.

The International Federation makes a number of recommendations in the World Disasters Report 2007 of how

involvement of vulnerable groups can be facilitated:

- ❧ Individual countries need to be encouraged, enabled and supported to conduct an accurate and reliable census of their population in order to identify all those who, through vulnerability or marginalisation, could or might be at risk of discrimination in an emergency.
- ❧ The international community needs to agree on clear definitions of all potential minority groups to prevent opposing interpretations and to ensure a common understanding of the vulnerability of minorities.
- ❧ Aid agencies need to improve initial needs assessments by sharing information, learning from experience and developing common indicators on the impact of discrimination.
- ❧ Community based organisations for minority groups need to be encouraged and enabled in times of stability in order to build capacity, empower the groups involved and reduce potential vulnerability in an emergency.
- ❧ Minority and vulnerable groups need to be supported and enabled to participate in the planning, design and implementation of all emergency and non-emergency programmes.
- ❧ Agencies need to advocate within communities to change existing negative attitudes towards minority and vulnerable groups.
- ❧ Government and non-government agencies must also identify and address obvious and hidden discrimination within their own organisations.



Children in disaster situation

Source: *Child-led Disaster Risk Reduction: A Practical Guide, Save the Children*. Illustration from "My Little Book on Disaster Preparedness".

Vulnerable groups have special needs that must be addressed, in addition to the usual needs of all individuals. They also have capacities that are often over-looked which should be identified and strengthened.

Children

According to the Convention on the Rights of the Child, a child is considered to be an individual below the age of 18. Depending on cultural and social contexts, however, a child may be defined differently amongst some population groups. It is essential that a thorough analysis of how a client community defines children be undertaken, to ensure that no child or young person is excluded from humanitarian services

Children are especially at risk in disaster situations. Although vulnerability in certain areas (e.g. malnutrition, exploitation, abduction and recruitment into fighting forces, sexual violence and lack of opportunity to participate in decision-making) can also apply to the wider population, the most harmful impact is felt by children and young people. Consider the following:

- ❧ Children often form more than one-third of the death toll and even more of the surviving population
- ❧ Children and young people often are not involved in the disaster response and rehabilitation. Their voices are not heard and reflected in the way many organisations and governments react to disasters.



- ❧ In the initial phase of a disaster, the typical societal patterns / groupings that protect children may be challenged or broken. Children can be further harmed, abused and exploited by those who take advantage of dysfunctional law and order systems after disasters and by government and aid agencies' negligence to address these potential damages.
- ❧ After disasters, children can feel grief, anger, fear, guilt, and helplessness. However, more attention is usually paid to their physical needs than their cognitive and emotional needs
- ❧ Children's needs to have safe physical and mental space after a disaster to help them deal with these feelings are often not considered
- ❧ The education system often becomes dysfunctional after a disaster. The need to quickly re-establish education and return children's sense of normality is often overlooked.
- ❧ Children in need of special protection are often the last to receive attention
- ❧ The coping mechanisms that exist in both affected and unaffected communities within the disaster-hit communities are often overlooked and underestimated by aid agencies, creating unnecessary dependency on foreign aid
- ❧ There are few examples of well-integrated disaster interventions that consider children from many directions, who have special needs but who also have special capacities to be

independent, strong survivors capable of sharing knowledge and contributing to disaster relief and recovery efforts.

Special measures must be taken to ensure the protection from harm of all children and their equitable access to basic services. As children often form the larger part of an affected population, it is crucial that their views and experiences are not only elicited during emergency assessments and planning but that they also influence humanitarian service delivery and its monitoring and evaluation.

Disaster management and guidelines and manuals usually start from the position that interventions to help children are best made through the 'primary care-givers'- i.e. parents to guardians. In the literature generally, women and children are usually discussed together as one combined category of people.

However, much of the material written on 'women and children' overlooks any distinctiveness that there may be in the child's position. Other than in the area of nutrition, child-focused initiatives before disasters are rare. Preparedness and mitigation activities have tended either to be aimed at the whole community, or to concentrate on supporting mothers and carers.

Women and Gender

The equal rights of women and men are explicit in the human rights documents that form the basis of the Humanitarian Charter. Women and men and girls and boys have the



Women in disaster situation

Source: IFRC, SARD

same entitlement to humanitarian assistance including: respect for their human dignity; acknowledgement of their equal human capacities, including the capacity to make choices; same opportunities to act on those choices; and the same level of power to shape the outcome of their actions.

Humanitarian responses are more effective when they are based on an understanding of the different needs, vulnerabilities, interests, capacities and coping strategies of men and women and the differing impacts of disaster upon them. The understanding of these differences, as well as of inequalities in women's and men's roles and workloads, access to and control of resources, decision-making power and opportunities for skills development, is achieved through gender analysis. Gender is a cross-cutting issue.

Men and women often have differing roles in society; women tend to be the primary support for children and often do land-based work whereas men will travel for work. As a result disaster can also have differing impacts on men and women. In many societies women have fewer rights

than men which make them more vulnerable to disaster and during the post-disaster phase. Disaster Risk Reduction measures do not always feature specific measures targeted at women.

A gender approach in disaster risk reduction is built of the understanding that both women and men are part of the same society, but may not have the same rights, education and options to manage - in "normal" times, or when disaster strikes. Examples from recent tsunami-stricken South Asia, Central America, India and the Pacific, show that women can act as agents for change. Several studies do confirm, however, that women are, most of the time, much worse affected than men when a disaster strikes and benefit less when recovery begins. We therefore need to address the specific concerns of women already when designing disaster reduction policies and measures. Women need to be actively engaged in Community-Based Disaster Risk Reduction processes and activities.

The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters represents a solid commitment and basis benchmark and indicates the way forward to substantially reduce disaster losses through its principles, including 3 strategic goals and 5 priority areas for action in reducing risk to disasters. It states as part of the cross-cutting principles, that:

- ✿ A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk



assessment, early warning, information management and education and training.

- Both communities and local authorities should be empowered to manage and reduce disaster risk by having access to the necessary information. Resources and authority to implement actions for disaster risk reduction

Older People

Older women and men are those aged over 60, according to the United Nations. However, cultural and social factors mean that this definition varies from one context to another.

Older people make up a large proportion of the most vulnerable in disaster-affected populations, but they also have key contributions to make in survival and recovery. Isolation is the most significant factor creating vulnerability for older people in disaster situations. Along with the disruption to livelihood strategies and family and community support structures, isolation exacerbates existing vulnerabilities derived from chronic health and mobility problems and potential mental deficiencies.

However, experience shows that older people are more likely to be aid givers than receivers. If supported, they can play important roles as

Major problems encountered by the elderly:

Health:

- Visual impairment and vision loss increases dramatically with age. Cataract occurrence is mostly related to ageing
- Sensory loss
- Functional limitations
- Memory loss
- Slow response time
- Communication barriers
- Vulnerability to hyperthermia/hypothermia



The elderly

Source: IFRC, SARD

Finance:

- As large percentage of aged depend on others for their day-to day maintenance. The situation is worse for elderly females where dependency is much higher.
- Most of the daily wagers or casual labourers in villages do not receive any benefits on their retirement.

care-givers, resource managers and income generators, while using their knowledge and experience of community coping strategies to help preserve the community's cultural and social identities and encourage conflict resolution.

Few non-governmental organisations include older people among their target group, because of the common misconception that older people are difficult to train, not open to new ideas, and unable to participate effectively in community and economic activities.

Key principles of good practice in older people's participation in Community-Based Disaster Risk Reduction:

- ❧ Be aware of the presence of older people and take active steps to locate and identify them.
- ❧ Include older people in needs / capacity assessments.
- ❧ Consult directly with older people at all stages of the process

People with Disabilities

The World Health Organisation states that there are over 600 million persons with disabilities around the world and 80% of them live in developing countries. Disability is found in children, adults and elders, both male and female, and in all sections of society. This highlights the need for people with disabilities to be



People with disabilities

Source: Handicap International / India



HIV/AIDS- Another kind of vulnerability

HIV/AIDS can affect women, children and people with disabilities. The coping mechanisms and resilience of communities are reduced when there is a high prevalence of HIV/AIDS and consequently the threshold for external stressors to cause a disaster may be lowered, while the amount of time a community needs to recover may be prolonged. People living with HIV/AIDS (PLWH/A) often suffer from discrimination, and therefore confidentiality must be strictly adhered to and protection made available when needed. This debilitating disease not only affects individuals but also their families and communities, as young people in their most productive years, especially women, are disproportionately affected – physically, psychologically and financially. As the pandemic matures and more people die, the demographic characteristics of communities change to leave a disproportionate number of children, including orphans, and older people. These vulnerable groups require special attention and relief programmes may need to be modified accordingly (Sphere, 2004).

The WHO states that there are over 600 million persons with disabilities around the world and 80% of them live in developing countries. Disability is found in children, adults and elders, both male and female, and in all sections of society. This highlights the need for people with disabilities' inclusion in community activities and by extension CBDRR activities.

involved in all community activities including Community-Based Disaster Risk Reduction activities also.

A person with a disability is someone who experiences physical (movement), sensory (seeing or hearing) mental (emotional / behaviour) or intellectual impairments (learning/understanding) due to diseases, genetic factors, trauma, malnutrition or accident.

The WHO's international classification of impairment, disability and handicap was developed in 1980 and revised in 2001, to become the International Classification of Function (ICF). The ICF explains the disability process from the point of view of participation in activities and society.

1. Impairment - loss of physiological, psychological and an anatomical part of the body and/or its function.
2. Disability (Activity Limitation) - due to an impairment a person is unable to do his / her functional activities like sitting, standing, walking, feeding, toileting, hearing, seeing etc. Disability can be reduced by equipment and/or specific techniques that allow People With Disabilities to function.
3. Handicap (Restricted Participation) - Handicap is caused by barriers in the built environment, negative societal attitudes and poverty – things that restrict a person's ability to



The following list highlights some factors which may make a People With Disabilities more vulnerable during an emergency situation:

People With Disabilities *tend to be invisible* in emergency preparedness & registration systems.

People With Disabilities are often *excluded* from disaster preparedness & response efforts.

People With Disabilities may *lack awareness and understanding* about disaster and its consequences.

People With Disabilities are particularly affected by changes in *terrain* resulting from disaster.

Because of *inadequate physical accessibility*, loss of mobility aids or lack of appropriate assistance, People With Disabilities are often deprived from rescue and evacuation services, relief access, safe location/ adequate shelter, water and sanitation and other services.

Emotional distress and trauma caused by a crisis situation often has long-term consequences on people with disability.

Misinterpretation of the situation and *communication difficulties* (What happened? What do I do? Where is my family? etc.) make People With Disabilities more vulnerable in disaster situations.

undertake activities of daily living and to perform his / her life roles in society, including participation in community planning.

For example, a person who was a clerk has lost his vision because of diabetes. This anatomical loss of a body organ is an IMPAIRMENT. He is unable to see because of this. This impairment leads to a DISABILITY (ACTIVITY LIMITATION) as he is unable to do some of his usual activities, such as reading and writing,

or moving around easily. Because of this disability, he cannot continue his previous occupation as a clerk and cannot earn for the family; people begin to treat him differently and he is excluded from some other work and social activities. These environmental and societal barriers cause people with disabilities to be HANDICAPPED (RESTRICTED PARTICIPATION).

People With Disabilities are among the most vulnerable groups in disaster. This can be due to their disability itself

and any special requirements that they may have that can be interrupted in times of disaster, but also due to pre-existing social constraints. People with Disability tend to encounter significant barriers, discrimination and exclusion from opportunities in day-to-day life. Marginalised by laws, customs, practices and attitudes, in

addition to having a difficult physical environment, they are excluded from educational and livelihood opportunities. They are also the poorest of the poor and have limited access to health care, shelter, food, education and employment. They are more likely to work in hazardous conditions—all factors that increase the

SOME SUGGESTIONS FOR ADDRESSING SPECIFIC NEEDS

DISABILITY / IMPAIRMENT	RISK / PROBLEM	WHAT TO DO
Physical Impairment (difficulty moving)	Decrease in body temperature Bedsore Difficulty escaping unsafe situation Difficulty accessing relief	<ul style="list-style-type: none"> Blanket / warm clothing Mattress, cotton sheet, dry place, hygienic kit. Personal support Assistive devices Adapted physical environment (ramps, handrails, etc) Separate queues for rations / latrines / water
Visual Impairment	Difficulty escaping unsafe situation Difficulty accessing relief	Use landmarks <ul style="list-style-type: none"> Install hand rails Personal support Good lighting Separate queues for rations / latrines / water
Hearing Impairment	Difficulty in expressing themselves / understanding Difficulty hearing instructions	Visual aids <ul style="list-style-type: none"> Picture exchange communication Separate queues for rations / latrines / water
Intellectual Impairment	Difficulty understanding / following instructions or seriousness of situation	<ul style="list-style-type: none"> Speak slowly Use simple language Personal support Separate queues for rations / latrines / water



risk of illness, injury and impairment. Discrimination and exclusion also make it much harder for people with disabilities to break out of poverty.

Persons With Disabilities are especially vulnerable to disasters, both on account of impairments and poverty; yet they are often ignored or excluded at all levels of disaster preparedness, mitigation and intervention. They are particularly at risk of marginalisation and discrimination in such situations due to exclusionary policies and practices by communities and the agencies involved in providing humanitarian aid and intervention.

Anecdotal evidence from acute emergencies suggests that people with disabilities suffer particularly high rates of mortality and morbidity (i.e. death, illness and injury). In addition to those who had a disability before the onset of disaster, many more become disabled as a result of disaster and a range of factors such as poor medical care, breakdown of support structures, interruption of preventative health care programmes, invisibility to emergency registration systems.

People with Disabilities have many of the same needs and perform the same activities as other members of the community (eating, dressing, working, etc.). However, they will also have differing needs and may require specific support related to their disability and their living environment. Apart from specific needs determined by the nature of disability, people with disabilities will have differing social needs. Disabled men's and disabled

women's needs will differ as will the needs of the elderly and the young disabled.

Specific additional assistance that a person with disability may require includes:

- ✿ Assistive devices, such as walking frames, wheelchairs etc.
- ✿ Carers
- ✿ Modified physical environment, such as specially designed housing, ramps etc. (this infrastructure is also vulnerable to disaster)

In a disaster a person with disability may also require:

- ✿ Extra clothing, blankets etc (due to lack of mobility or poor circulation)
- ✿ Specific dietary requirements
- ✿ Alternative care arrangements if usual care cannot reach them

It is easier to make these kinds of provisions if the people concerned are fully involved in community processes including Community-Based Disaster Risk Reduction. The individuals who are best equipped with knowledge of the requirements of people with disabilities are the people with disabilities themselves. "Nothing for us without us."

Disability is not simply a health concern; it is a cross-sectoral issue including social welfare, education, health, employment and income generation, accessibility issues relating to transport, infrastructure and built environment, and access to water



and sanitation. The needs of People With Disabilities have to be considered before, during, and after disaster and interventions for People With Disabilities should be comprehensive, including prevention of further injury or disability, rehabilitation and inclusion (integration into mainstream services and programmes).

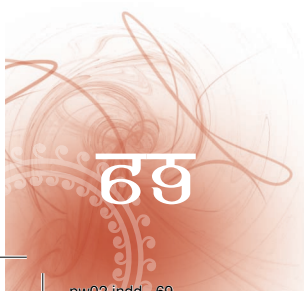
Some people think that it requires special skills to deal with People With Disabilities. However many things are common sense and can be addressed by anybody. This misconception contributes to the exclusion of People With Disabilities from mainstream services and supports.

There is still much work to be done to fully integrate the rights and needs of people with disabilities into Community-Based Disaster Risk Reduction. This is due to a number of factors including a lack of understanding of the needs of people with disabilities, what disabilities are, and pre-existing social factors within communities themselves.

Ben Wisner found in his study “Disability and Disaster: Victimhood and Agency in Earthquake Risk Reduction” that there were three main ways that people with disabilities needs were met in relation to disaster. Firstly their needs were ignored

SOME TIPS TO REMEMBER

- ✿ Always **respect the dignity and wishes of People With Disabilities** as you would for anyone else, whatever kind of disability it is.
- ✿ **Be patient with people with mental and intellectual impairments** and do not treat them as if they will not understand, as this is often what creates violent behaviour.
- ✿ Consider a disabled person as the best expert about his / her disability; always **ask the person with disability for advice** on how best to meet his / her needs (e.g. for a People With Disabilities with a physical disability, always ask her / him how best to lift or move him / her).
- ✿ Try to **find the regular caregiver or family members** of a person with disability as next to the People With Disabilities him / herself, they know best how to manage that person’s special needs.
- ✿ A People With Disabilities is used to using his / her assistive device, therefore **do not separate a person with disability from his or her assistive aids / devices** (wheelchairs, canes, crutches, hearing aids, medications, etc).
- ✿ **Follow up other specific needs of People With Disabilities** and try to bring along the essential equipment / material during evacuation (urinary bag for spinal cord injured person, special medicine for epilepsy, diabetes, etc.) or organise provision of these items at the shelter location.





and the people themselves were ignored. Secondly, what assistance was available was delivered in a top-down way. This has been shown to be less effective than community-based bottom-up schemes. Thirdly, schemes that invited the participation and input of people with disabilities. Of the three the third was by far the least common.

There are a number of practical recommendations that will not only do much to overcome the challenges relating to disability in all kinds of disaster contexts, but will also stimulate the kinds of attitudinal and institutional shifts that are ultimately needed to ensure their full inclusion in society and development. Persons with disabilities need to be actively engaged at all levels (national and international) of disaster and emergency planning, disaster risk reduction, and recovery and reconstruction projects. Disaster Risk Reduction Organisations' capacity in disaster-prone countries need to be strengthened, and included at all levels of planning, prevention and disaster risk reduction.

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Those best equipped to understand the needs and concerns of people with disabilities are people with disabilities themselves.

.....

Inclusion of people with disabilities and their needs and concerns can be improved through:

- ❧ Actively engaging people with disabilities: (a) through mainstreaming the needs of people with disability into policy development and (b) inviting input from people with disability at local, regional and national levels
- ❧ Training of non-governmental organisations, government agencies and other stakeholders in order to improve "disability confidence". This will improve attitudes to people with disabilities and ensure that wherever possible that people with disabilities are included in mainstream, rather than specialist, programmes.
- ❧ Dissemination of information regarding the needs of people with disabilities and also that people with disabilities are not one homogenous group who all need the same treatment.
- ❧ Recruitment of professional staff specialised in disability (e.g. physiotherapist, occupational therapist, Braille teacher and psychologist).
- ❧ Using the particular skills that make People With Disabilities assets, for example, inclusion of people with disabilities in community-based organisations or village committees on disaster risk reduction will make these groups more representative of the community.



INCLUSIVE COMMUNITY-BASED DISASTER RISK REDUCTION: A CHECKLIST

CBDRR STEPS	KEY QUESTIONS
1. Initiating the Process of Working with the Community	
Selecting the Community	<ul style="list-style-type: none"> Have you considered vulnerable groups as one of your criteria?
Building Rapport & Understanding the Community	<ul style="list-style-type: none"> Are vulnerable people adequately engaged in rapport building and community profiling? Have you made an active effort to locate and approach vulnerable groups? Have you made any necessary accommodations to ensure vulnerable groups can participate in activities / assessments? (Physical Accessibility, Proximity of the Service / activities and your ways of communicating and conducting activities)
2. Conduct of Participatory Community Vulnerability and Capacity Assessment	<ul style="list-style-type: none"> Is the Vulnerability and Capacity Assessment inclusive of vulnerable groups? Have you included representatives from all vulnerable groups in your assessment exercises? (e.g. mapping exercises, baseline data, interviews etc) Have you spoken directly to representatives from all vulnerable groups? Have you prepared to conduct assessments/ activities with alternative communication means if need be? (using drawings, symbols, body language or simple language, using support persons if necessary)





3. Participatory Risk
Reduction Planning

- ❧ How are vulnerable groups involved in planning and how are their needs addressed in the plan?
- ❧ EWS
- ❧ Search & Rescue
- ❧ Shelter Management
- ❧ Livelihood

4. Community Managed
Implementation

- ❧ Are the needs of vulnerable groups being met?
- ❧ How are vulnerable groups involved in the management and implementation of plans and shelters?
- ❧ Are they appropriately represented on management committees?
- ❧ Can they get to meetings, implementation activities? Are they listened to?

5. Participatory Monitoring
and Evaluation

- ❧ Does monitoring and evaluation address the needs and capacities of vulnerable groups?
- ❧ Are representatives from each vulnerable group included in monitoring and evaluation activities?
- ❧ How is the community learning about how to make DRR inclusive of vulnerable groups?
- ❧ How will you know if your program / project meets the needs of vulnerable groups?



SELF ASSESSMENT

Instruction:

Answer the following multiple choice questions by writing the capital letters on the blanks provided.

- _____ 1. A strong tropical cyclone is moving towards an island in Bangladesh . The cyclone is called a
- A. Hazard
 - B. Disaster
 - C. Both of the above
 - D. None of the above
- _____ 2. Examples of development initiatives which can reduce vulnerabilities of communities to disaster are the following EXCEPT:
- A. Strengthening and diversifying livelihoods
 - B. New urban projects planned in hazard prone areas with high population densities,
 - C. A flexible and participatory approach to urban planning
 - D. None of the above
- _____ 3. A resilient community is one that has the following capacities :
- A. To absorb the shocks of hazard impact, so that they do not become disasters
 - B. To bounce back during and after disaster
 - C. To reduce the time needed for recovery as well as patterns of vulnerability.
 - D. All of the above



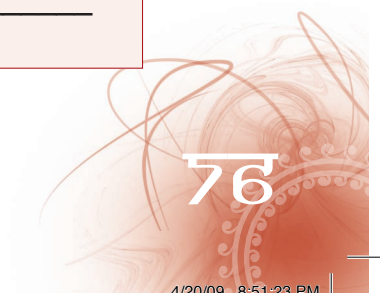
- _____ 4. Some examples of outcomes of the process in Community-Based Disaster Risk Reduction are the following:
- A. Community risk reduction plan
 - B. Village disaster risk reduction committee
 - C. Both of the above
 - D. None of the above
- _____ 5. Which of the following statement is / are true for Inclusive Community-Based Disaster Risk Reduction
- A. Vulnerable groups are represented included in disaster risk reduction, recovery and development activities
 - B. Participation of the vulnerable groups in the decision-making process helps to ensure equitable and effective program that is responsive to their needs and maximises their capacities.
 - C. Both of the above
 - D. None of the above

Correct Answers: 1.A 2.D 3.D 4.C 5.C





Handwriting practice area with 20 horizontal lines.



module

03

Learning Objectives

After completing this module, the participants will be able to explain each of the step in the process of undertaking Community-Based Disaster Risk Reduction. Specifically, they will be able to:

1. Describe suitable selection criteria, for choosing an area for Community-Based Disaster Risk Reduction, how these criteria are applied in the communities and how they differ at the national and local levels
2. Design and conduct a participatory disaster risk assessment activity using essential tools in collecting, collating and analysing information related to hazards and communities' capacity and vulnerability
3. Develop Community-Based Disaster Risk Reduction plans based on the results of the vulnerability and capacity assessment
4. Address commonly encountered issues related to the implementation of community risk reduction plans
5. Design and conduct participatory community monitoring and evaluation activities for Community-Based Disaster Risk Reduction.

THE COMMUNITY-BASED DISASTER RISK REDUCTION PROCESS

Learning Sessions

The following topics will be covered in Module 3:

1. Step 1. Initiating the Process to Work With Community for Community-Based Disaster Risk Reduction
 - A. Identifying the Community
 - B. Building Rapport and Understanding the Community
2. Step 2. Conduct of Participatory Vulnerability and Capacity Assessment
 - A. Introduction to Vulnerability and Capacity Assessment: Learning by Doing
 - B. Vulnerability and Capacity Assessment Tools and their Application
 - C. Data Collection, Collation, Analysis and Presentation of the Results to the Community
 - D. Field Work Briefing
3. Step 3. Community-Based Disaster Risk Reduction Planning
 - A. Why and What to and Who Should Plan?
 - B. How to Plan
 - C. Drafting of a Community-Based Disaster Risk Reduction Plan
4. Step 4. Community-Based Disaster Risk Reduction Plan Implementation
 - A. Principles of Participatory Implementation Process
 - B. Forming and Utilising Community Based Organisations for Disaster Risk Reduction or Village Disaster Management Committees
 - C. Capacity Building and Training a Functional Community Based Organisations or Village Disaster Management Committee
 - D. Building and Sustaining Partnerships for Community-Based Disaster Risk Reduction
5. Step 5. Participatory Community Monitoring and Evaluation
 - A. Introduction to Participatory Monitoring and Evaluation
 - B. Tools for Community Monitoring and Evaluation
 - C. Tools for Monitoring and Evaluation
 - D. Indicators: How to Measure Progress and Changes

Step 1. Initiating the Process of Working with the Communities for Community-Based Disaster Risk Reduction

Identifying the Community





















To make an informed judgment about where to work or which community to choose, a set of criteria should be developed for the selection process. This set of criteria may include among others, the following:

- ☞ Poorest of the Poor
- ☞ Severity of community's exposure to risk or the most vulnerable community
- ☞ Number of population at risk who will benefit from the Disaster Risk Reduction program

- ☞ Readiness of community to engage in Disaster Risk Reduction
- ☞ Hard to reach area
- ☞ Security of the staff who will undertake the Disaster Risk Reduction program

Below is an example of a matrix ranking which field practitioners can use, reflect on and make decisions on community selection for piloting a Community-Based Disaster Risk Reduction Program.

FIGURE 2 SAMPLE OF MATRIX IN SELECTING AT RISK COMMUNITY

NAME OF DISTRICTS	SEVERITY OF COMMUNITY'S EXPOSURE TO RISK	NO. OF PEOPLE TO BENEFIT FROM DRM	READINESS OF COMMUNITY TO BENEFIT FROM DRM	ACCESSIBILITY OF THE COMMUNITY	TOTAL
Prey Veng					
Peam Ro					
Kampong Trabek					
Sithor Kandai					

Source: Community-Based Disaster Risk Management Field Practitioner's Handbook, ADPC, April 2008



In selecting communities using the above Matrix Ranking, consider the following steps:

1. Rank communities using the set of criteria
2. Reflect the evaluation of each community through the use of locally appropriate and available material in the field such as the beans
3. Ten beans is the highest number that the community can receive
4. The community with the highest number of beans is the community that satisfies most of the criteria used

The development of the criteria for selecting the community is influenced by some of the following factors:

- ☞ Organisation's mandate
- ☞ Cost Benefit i.e. number of people who will benefit from the project
- ☞ Profile and the need to be visible
- ☞ Personal Interest and motivation (e.g. ideology or political party)

There is a major difference among government and non-government agencies in selecting communities for disaster risk reduction program. Government's selection is usually based on economic or political necessity. Should they decide to undertake a public safety project for example, government will prioritise protecting districts that generate

revenues. The government policy will be geared towards protecting commercial or business districts because if disasters happen in these areas, both the private and public sectors will incur losses. These losses will impact on the generation of taxes, investment capitals and jobs.

On the other hand, non-government agencies will identify and serve the poorest of the poor and marginalised communities since most of the projects which they design and implement usually lead to community and empowerment and development.

Since there are a number of key stakeholders in any community-based disaster risk reduction projects, it is important to know their interests so as to maintain independence and neutrality with the organisations represented.

Usually, a geographic area for project site has been identified at the development stage of the proposal for most non-government organisations and government agencies. There is a need though to discuss the specific villages as to where the project will be implemented. The participation of various stakeholders working the said geographic area and the key individuals representing specific communities which have the potential to be selected as project site, is strongly

SELECTING THE COMMUNITY

REFLECTIONS UPON PRACTICE...

- ☞ Have you considered vulnerable groups as one of your criteria?

encouraged in defining the criteria. Providing a venue for stakeholders to discuss the criteria for site selection and facilitate the process of arriving at a consensus for specific project site is one task of the field practitioner in initiating the process of working with the community for Community-Based Disaster Risk Reduction.

Building Rapport and Understanding the Community

After community selection, the next step is to build rapport and trust with the people. A relationship of trust, friendship and rapport is the key to facilitation of appropriate participation. The following actions are recommended to field staff who will start building rapport with the community people:

- ✿ Living with the community
- ✿ Being transparent and open about the project objectives and its duration as well as to staff who will be involved in implementing it

- ✿ Participating in community events and activities
- ✿ Listening to local people about their life, issues, problems and resources
- ✿ Learning new skills from local people
- ✿ Performing local tasks

Staff behaviour is important in establishing proper relationship of trust and openness with the community. These behaviours may include:

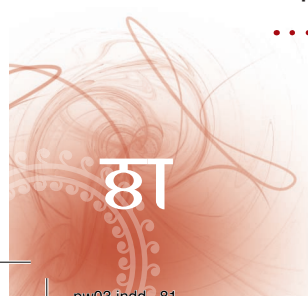
- ✿ Humility
- ✿ Respect for local culture and way of life
- ✿ Patience
- ✿ Show interest in what people have to say
- ✿ Observant rather than judgmental
- ✿ Have confidence that local people can achieve what they set out to do and communicate this confidence to them

To develop an understanding of the community needs and resources,

APPRECIATING DIFFERENCE

When a person has a disability and experiences difficulty with things like learning and understanding, seeing, hearing or moving around, communication and rapport building can require more effort and creativity. There are several things that you can do to help build rapport and encourage the participation of people with disabilities.

The first strategy involves *finding the people with disabilities* who are living in the community, *getting to know them*, and *providing the opportunity for them to share their experiences and perspectives*. Take time to listen. If it is hard to understand a person, ask them to speak slowly and be patient with you.





information should be gathered related to the level of community development and the context in which disasters could impact into their lives and livelihoods. Below are basic elements of a framework which can be considered to help in understanding the selected communities:

- ❧ Social Groups (e.g. what are the main ethic, class, religion and language-based groups in the community; who is the majority, who is the minority, what is the nature of their relationships?)
- ❧ Cultural Arrangements (e.g. how are the family and level structures organised; what hierarchies exist; what are the common ways of behaving, celebrating, expressing?)
- ❧ Economic Activities (e.g. what are the major livelihood sources and

what are the associated activities that people carry out; what is the division of labor; what is the relationship between livelihood activities and seasonality?)

- ❧ Spatial Characteristics (e.g. where are the locations of housing areas, public service facilities and agricultural land,)
- ❧ Vulnerable Households and Groups (e.g. who might be the most vulnerable groups or households, given the locations of their houses, sources of livelihoods, ethnic and cultural positions?)

Listed in the text box below are additional tips to keep in mind when relating to people with disabilities and building rapport. Some of these are relevant to older people as well.

TIPS FOR BUILDING RAPPORT WITH PEOPLE WITH DISABILITIES

LEARNING/ UNDERSTANDING, SPEAKING, VISION OR HEARING DIFFICULTIES

- ❧ Never speak or act as if the person isn't there, even if he cannot understand
- ❧ Always treat the person as an adult
- ❧ Maximise the use of non-verbal communication (e.g. Use pictures; act out your message (use body language)
- ❧ Take time and be patient
- ❧ Use humour
- ❧ Maintain normal conversational structure (take turns in the conversation)
- ❧ Make sure the person can see you clearly as you speak
- ❧ Minimise distractions. Ensure a safe and calm environment during the interaction





- ☞ Primary carers of the individual may have an effective communication system and you can use them to help you convey your message and understand theirs

PHYSICAL DISABILITIES

- ☞ Volunteer your assistance or encourage and support the person to attend events or meetings. This gives the family some time to rest or work on other things.
- ☞ Ask the person with the disability how you can best assist
- ☞ Always take the person's supportive aids (e.g. cane, crutches, wheelchair) along if you are going somewhere with them

CHILDREN WITH DISABILITIES

- ☞ Engage in play with children with disabilities
- ☞ Use humor
- ☞ Maximise the use of non-verbal communication
- ☞ Never speak as if the child is not there
- ☞ Offer physical assistance / support to participate in play if they child cannot move or sit up by himself

MENTAL ILLNESS / EMOTIONAL DIFFICULTIES

If the person is aggressive or has challenging behaviours:

- ☞ Remain calm
- ☞ Redirect (change the topic; distract the person; direct him / her to a pleasant activity)
- ☞ Reassure
- ☞ Revise (adapt questions or tasks; lessen demands)

BUILDING RAPPORT & UNDERSTANDING THE COMMUNITY

REFLECTIONS UPON PRACTICE...

- ☞ Are vulnerable people adequately engaged in rapport building?
- ☞ Have you made an active effort to locate and approach vulnerable groups?
- ☞ Have you made any necessary accommodations to ensure vulnerable groups can participate in activities / assessments? (Physical accessibility, proximity of the service / activities and your ways of communicating and conducting activities)

STEP 2. CONDUCT OF PARTICIPATORY VULNERABILITY AND CAPACITY ASSESSMENT

Introduction to Vulnerability and Capacity Assessment: Learning by Doing

The conduct of Vulnerability and Capacity Assessment is the second step in the Community-Based Disaster Risk Reduction process. This is both a dialogue and a negotiated process involving those at risk, authorities and other stakeholders, including vulnerable groups. It is a process whereby all parties concerned collect and analyse disaster risks information, in order to make appropriate plans and implement concrete actions to reduce and/or eliminate disaster risks that will adversely affect their lives.

Vulnerability and Capacity Assessment is participatory in nature because the affected target populations are involved in the various stages of risk assessment. It unites the various stakeholders in the locality, most especially the community in common understanding of the disaster risks.

Moreover, Vulnerability and Capacity Assessment combines both scientific and empirical data concerning known hazards and other possible threats to the community. Although indigenous knowledge is vital, scientific data is especially important in a situation when the hazard has not yet been experienced by the community.

The following are the components of Vulnerability and Capacity Assessment:

1. Vulnerability Assessment

Vulnerability assessment 'measures' the physical, social, economic and environmental factors or processes, which increase the susceptibility of the community to the impact of hazards. Particularly useful tools are social vulnerability mapping, physical vulnerability mapping, seasonal calendar, transect walk, direct observation and semi-structured interviews.

2. Capacity Assessment

Capacity assessment 'measures' the strengths and resources available in and to the community and areas where these can be improved. As stated previously these may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management. Particularly useful tools for capacity assessment are resource mapping, Venn diagram, semi-structured interviews, transect walk and direct observation.

3. Hazard Assessment

Hazard assessment focuses on the existing or latent factors present in, or around, the community that could potentially have a harmful affect on the community. As stated earlier in the course these may be natural (geological, hydro-meteorological and biological) or induced by human processes (environmental degradation and technological hazards). Hazards can be measured in terms of their

location, intensity, frequency and probability.

Particularly useful tools for hazard assessment are hazard mapping, seasonal calendar, historical visualisation and projection. semi-structured interviews, transect walk, direct observation are also useful tools.

AN INCLUSIVE VULNERABILITY AND CAPACITY ASSESSMENT PROCESS

- ❧ Identifies most vulnerable groups (people with disabilities , children, women, elderly, people living with HIV/AIDs)
- ❧ Identifies the factors that make them vulnerable
- ❧ Assesses their needs and capacities (and empower them to assess these)
- ❧ Ensure that projects, programmes and policies address these needs through targeted interventions



Vulnerability capacity assessment

Source: Afghanistan Red Crescent Society



PARTICIPATORY COMMUNITY VULNERABILITY AND CAPACITY ASSESSMENT

REFLECTIONS UPON PRACTICE...

- ❧ Is the Vulnerability and Capacity Assessment inclusive of vulnerable groups?
- ❧ Have you included representatives from all vulnerable groups in your assessment exercises (e.g. mapping exercises, baseline data, interviews etc)?
- ❧ Have you spoken directly to representatives from all vulnerable groups?
- ❧ Have you prepared to conduct assessments / activities with alternative communication means if need be? (using drawings, symbols, body language or simple language, using support persons if necessary)

TIPS FOR INCLUDING THE MOST VULNERABLE GROUPS IN COMMUNITY ASSESSMENT ACTIVITIES

- ❧ Find out where the most vulnerable people are living from village leaders, elders and other community members and go to their homes to conduct the assessments and provide messages about your support and activities.
- ❧ Ensure that the assessment / activities you are doing is accessible for all (physical accessibility, proximity of the service / activities and your ways of communicating and conducting activities)
- ❧ Ensure that all your messages are communicated using multiple formats (leaflets, posters, radio, loud speaker announcements, simple language and drawing / symbols.
- ❧ Prepare to conduct assessments / activities with alternative communication means (using drawings, symbols, body language or simple language)

Vulnerability and Capacity Assessment Tools and Their Application

Prior to the conduct of Vulnerability and Capacity Assessment, the most commonly used tool to assess the community needs is the baseline studies.

Baseline Data

What: Statistics and information on the situation in a given community prior to Vulnerability and Capacity Assessment. Information must include data about vulnerable groups.

Why: In order to devise a plan of what further information is required from the Vulnerability and Capacity Assessment and also for monitoring and evaluation purposes once measures to improve the safety of the community are put in place.

When: Prior to Vulnerability and Capacity Assessment

How: visit libraries, government offices, universities, research centres, collect newspaper clippings, maps, etc.

The following are the most commonly used tools for Vulnerability and Capacity Assessment

- A. Mapping
- B. Seasonal Calendar
- C. Venn Diagram
- D. Historical Visualisation and Projection
- E. Semi-structured Interviews / Focus Group Discussions
- F. Transect Walk
- G. Direct Observation
- H. Health and Nutrition Needs Assessment
- I. Ranking



Mapping

What: making a spatial overview of the area's main features

Why: maps facilitate communication and stimulate discussions on important issues in the community. Maps can be drawn for many topics:

- ✿ spatial arrangement of houses, fields, roads, rivers, and other land uses
- ✿ social map (houses, social facilities and infrastructure, i.e. temple, stores, rice mills, school, pharmacy, trails and roads, water pumps, irrigation, recreational facilities, etc.)
- ✿ hazard map, elements at risk, safe areas, etc
- ✿ resource map showing local capacities (health centers, religious facilities, schools, local markets, etc.)
- ✿ accessibility map (route and condition of access to evacuation centre or shelter)
- ✿ mobility map

Who: team and community members (e.g. village leaders who are familiar with number of houses; religious leaders, the elderly, people with disabilities, sectoral representatives – women, children's committee, farmers, fisher folks, etc)

How:

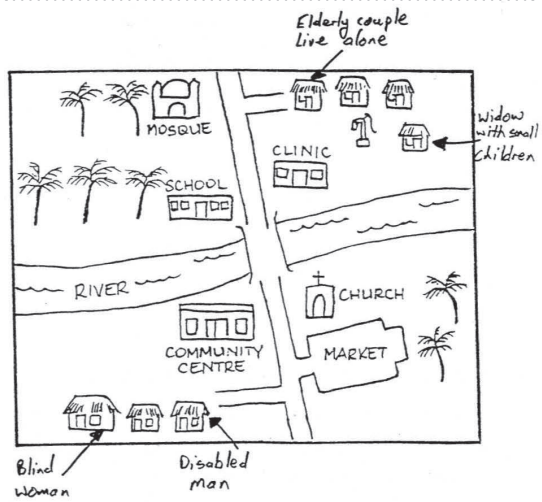
1. Decide what kind of map should be drawn
2. Find men and women (also children, and consider vulnerable group representation) who know the area and are willing to share their experiences
3. Choose a suitable place (ground, floor, paper) and medium (sticks, stones, seeds, pencils, chalk) for the map
4. Help the people get started but let them draw the map by themselves

KEY CONSIDERATIONS FOR MOBILITY MAPS

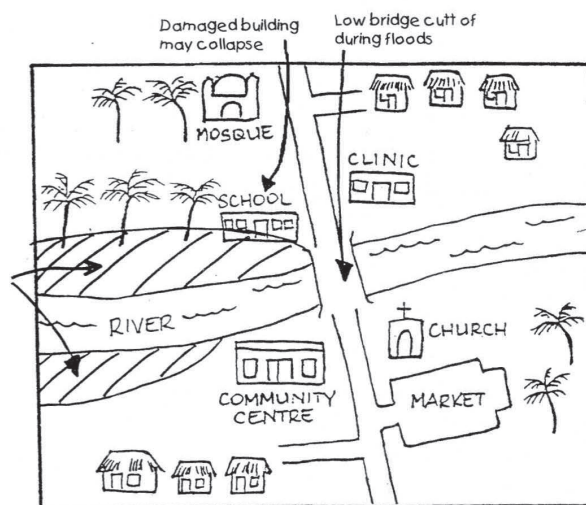
- ✿ How do People with Disabilities, the elderly, women and children typically get from place to place for day to day activities and in times of emergency?
- ✿ Are the paths/ routes accessible and safe? If not, could they be made accessible? Could safety be enhanced?
- ✿ Are existing key infrastructures accessible for people using wheelchairs, crutches, or the visually impaired? (e.g. safe havens, schools, colleges, mosques, health centers, dams bridges, culverts, union Parishad office, shelters)



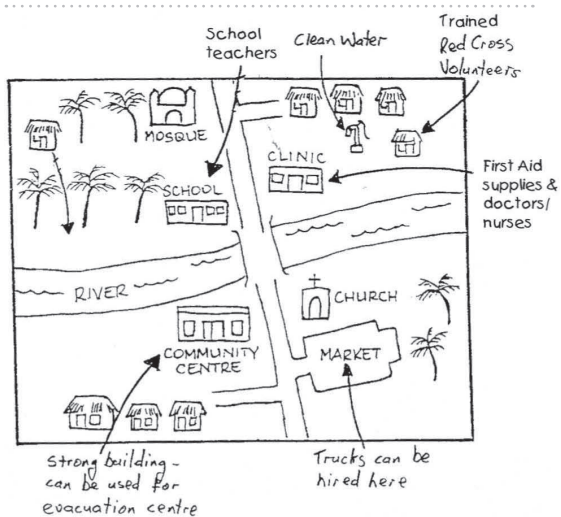
Vulnerable people



Vulnerable places



Capacity



Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society



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Inclusion of vulnerable groups in mapping will serve the entire community. Many people of a given community (elders, children, pregnant women, people with disabilities) will benefit from mapping exercises that lead to accessible infrastructure.

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DISABILITY: KEY QUESTIONS TO ASK DURING RISK AND RESOURCE MAPPING

1. What types of facilities / staff are there: Medical care, Physiotherapy (PT), Occupational Therapy (OT), etc. in District and Upazila level hospitals or nearby Non-Governmental Organisations or community health facilities?
2. Do you know what types of specialised services are available (orthopaedic hospital, rehabilitation centre, hearing aid providers, eye hospital, psychosocial support services, etc.)?
3. Is there a professional disability advisor (PT, OT, CHDRP) in your team?
4. Are there any local Disabled People's Organisations (DPOs) or non-government organisations working on disability issues in your working area?
5. Do you know where to get assistive devices and how to prescribe them? If not, do you know where to find this information or appropriate resource persons (address, contact number, services provided)?
6. Are relief services, shelters, water and sanitation facilities and other basic needs accessible to People With Disabilities?
7. Are you aware of the specific evacuation measures for People With Disabilities?
8. Where can you find potential resources (advisors, organisations, training, etc)?
9. Are your action plans made disabled-friendly (i.e. warning signals, accessible evacuation vehicles / boats, etc)?



Seasonal Calendar

What: making a calendar showing different events, experiences, activities, conditions throughout the annual cycle

Why:

- ✿ identify periods of stress, hazards, diseases, hunger, debt, vulnerability, etc.
- ✿ identify what people do in these periods, how they diversify sources of livelihood, when do they have savings, when do they have time for community activities, what are their coping strategies
- ✿ identify gender specific division of work, in times of disasters and in normal times

Who: team and community members

How:

1. Use “blackboard” or craft paper. Mark off the months of the year on the horizontal axis. Ask people to list sources of livelihood, events, conditions, etc., and arrange these along the vertical axis.
2. Ask people to enumerate all the work they do (e.g. ploughing, planting, weeding, etc.) for each source of livelihood / income by marking months and duration, adding gender and age
3. Facilitate analysis by linking the different aspects of the calendar: how do disasters affect sources of livelihood? When is workload heaviest? Ask for seasonal food intake; period of food shortage, out-migration, etc.
4. You can continue the discussion on coping strategies, change in gender roles and responsibilities during times of disasters, or other issues you think are relevant.
5. It is preferred to have separate sessions for men and women.





SAMPLE OF SEASONAL CALENDAR

J	F	M	A	M	J	J	A	S	O	N	D
rainfall											
				☉	☉	☉☉	☉☉☉☉	☉☉	☉		
drought											
☉	☉	☉☉☉☉	☉☉☉☉								
forest fires											
	☉☉	☉☉☉☉	☉☉☉☉								
birth of children											
							☉	☉☉	☉☉☉	☉☉☉	
food availability most difficult											
					☉	☉☉	☉☉	☉☉☉☉			
times when difficult to leave the village											
					☉☉	☉☉	☉☉	☉☉			

Source: Community-Based Disaster Risk Management Field Practitioner's Handbook, ADPC, April 2008





How:

1. Become familiar in advance with the names of the organisations
2. Ask people to list the organisations working in their community
3. Invite the community to determine criteria for the importance of an organisation and to rank them according to these criteria
4. Ask people to what extent organisations are linked to each other; note kind of relationship
5. Draw circles to represent each organisation or group; size of circle indicates importance
6. Continue focus group discussion on history of organisations; activities undertaken in community; how well do they function; how good is coordination; which organisations, groups, individuals are important in times of disasters, community level decision making mechanisms etc.

- Identify organisations (local & outside), their role / importance, and perceptions that people have about them

- Who:** team and community members, especially including representatives from all vulnerable groups.



Historical Visualisation and Projection

What: gathering information about what happened in the past and its impact in the near in the future

Why:

- ✿ to get insight in past hazards, changes in their nature, intensity and behaviour,
- ✿ understand present situation in community (Causal link between hazards and vulnerabilities)
- ✿ to make people aware of changes
- ✿ To identify impacts of past experiences in the future

When: at initial phases

How:

1. Plan a group discussion and ensure that key-informants (old people, leaders, teachers) are present. Invite as many people as possible, especially the young ones, for them to hear the history of their community
2. Ask people if they can recall major events in the community, such as:
 - major hazards and their effects
 - changes in land use (crops, forest cover, etc.)
 - changes in land tenure
 - changes in food security and nutrition

- changes in administration and organisation
- major political events
- changes in attitudes (e.g. toward people with disability and the elderly)
- what will the impact of changes in the near future

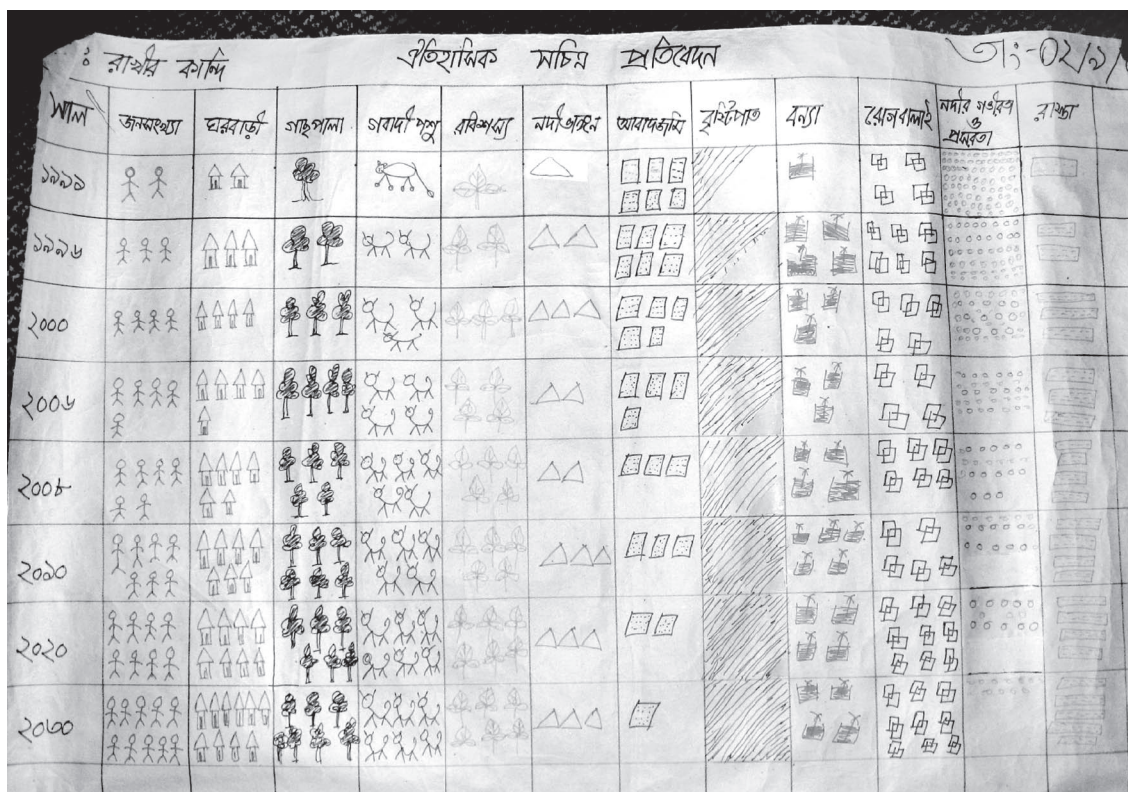
Who: team and community members including vulnerable groups, older people often have good historical information about community historical profile on disaster.

Life histories: another method is to ask individual informants to give a detailed account of their life or regarding a specific issue from a historical perspective

History tracing: ask individuals or group to begin with current experiences and to go back in time. Purpose is to find reasons / causes which contributed to the occurrence of a certain experience.

Additional point:

- ✿ Historical visualisation and projection is a very important exercise for gathering information as time is often not found in day-to-day life to share historical information.



Historical visualisation and projection

Source: Bangladesh Red Crescent Society

DISABILITY & DISASTER: KEY ISSUES FOR PERSONAL INTERVIEWS

The methodology : Speak directly to People With Disabilities, whenever possible. Use their family members and care takers for support, if necessary.

- ❖ Assess possible impact of disaster on People With Disabilities and their family, in order to identify if a family with People With Disabilities more vulnerable than others.
- ❖ Assess if People With Disabilities are aware of their rights.
- ❖ Assess if People With Disabilities has access to service providers (assistive devices, schemes).
- ❖ Did the person receive any type of services during the last disaster? What type?
- ❖ What does the People With Disabilities thing s/he would need in case of disaster?
- ❖ Capacities of People with Disabilities : how does / did / would the person cope and what are his / her capacities for active contribution (identify in which type of tasks related to Disaster Risk Reduction the person can contribute)?



Semi-Structured Interviews / Focus Group Discussions

What: Semi-structured interviews are discussions in an informal and conversational way. They do not use a formal questionnaire but at the most a checklist of questions as a flexible guide. There are different types of semi-structured interviews: (1) group interview (2) focus group discussion (3) individual interview (4) key-informant interview

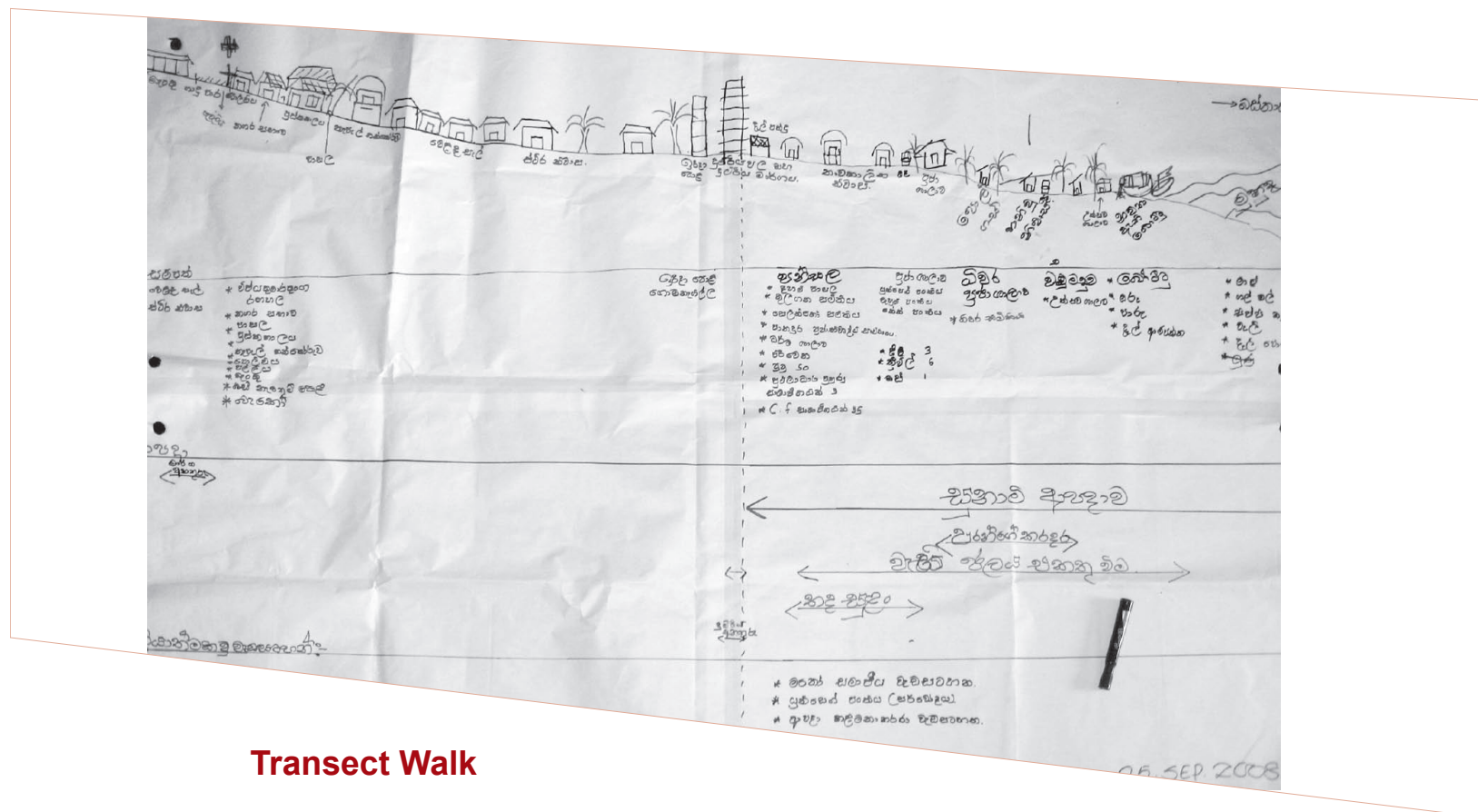
Why: to get information (general and specific), to analyse problems, vulnerabilities, capacities and perceptions and to discuss plans. Each type of semi-structured interview has its specific purpose:

- ✿ Group interview: to obtain community level information, to have access to a large body of knowledge, not useful for sensitive issues
- ✿ Individual interview: to obtain representative, personal info. May reveal differences / conflicts within community
- ✿ Key-informant interview: to obtain special knowledge about a particular topic; you interview a nurse if you want to know more about epidemics, a farmer about cropping practices, a village leader about procedures and policies
- ✿ Focus group discussion: to discuss specific topics in detail with a small group of persons who are knowledgeable or who are interested in the topic. People can also be grouped according to gender, age, owners of resources

Who: team of 2 - 4 people

How:

1. Prepare key issues in advance
2. Select one person to lead the interview
3. Ask questions in an open-ended way (what, why, who, when, how, how do you mean, anything else?). The semi-structured format ensures that you do not miss information and allows flexibility for community members to voice what they want.
4. Ask for concrete information and examples
5. Try to involve different people (if present)
6. Pay attention to group dynamics
7. Ask new (lines) of questions, arising from answers given
8. Make notes in a discrete way



Transect Walk

What: systematic walk with key-informants through the community to look out the lay out of the community including distances between key places, accessibility, and land use zones, by observing, asking, listening and producing a transect diagram

Why:

- Visualises interactions between physical environment and human activities over space and time.
- Identifies danger zones, evacuation sites, local resources used during emergency periods, land use zones, etc.
- Seeks problems and opportunities

When: to be done after the mapping exercise

Who: team with six to ten community members representing the cross-section of the area

How:

- Based on map, select a transect line (can be more than one)
- Select a group of six to ten people who represent the cross-section, and explain purpose
- During walk, take time for brief and informal interviews at different places in the transect
- Focus on issues like land use, proneness to particular disasters, land tenure, and even changes in the environment to draw a historical transect
- Conduct transect walks with representatives from vulnerable groups, and their families

Additional tips:

- If small community can go to top of mountain and get overview from there
- A matrix can be used to tabulate data from transect walk





Direct Observation

What: systematically observing objects, people, events, relationships, participation, and recording these observations. Consider how to observe the 'invisible' (e.g. people with disabilities)

Why: to get a better picture of the (disaster) situation, especially of things that are difficult to get across verbally

When: in initial phase when you enter community, and during to cross-check verbal information. Observations are analysed afterwards (for instance how men and women participate in community meetings)

Who: Vulnerability and Capacity Assessment Team only

How: think about the purpose of why you are in the community, and identify indicators, which you can assess through direct observation





Health and Nutrition Needs Assessment

What: tool to assess health and nutrition condition and needs

Why; conducted to get an insight of the health and nutrition condition of men, women, children and babies, elderly people, and people with disabilities in the community

Who: team and key informants (like midwife, Community Health Workers, staff of health center, etc), individual households and during focused group discussions

How:

1. use tools like focused group discussion, semi-structured interviews, direct observation, seasonal calendar and mapping
2. look into the following aspects:
 - Nutritional status of women and children (age-height-weight assessment, quantity and quality of food intake, food preparation methods, etc.)
 - Food security situation (availability of sufficient food, stability of food supply throughout the year, access to available food, quality (seasonal), treatment given to diseases, etc.)
 - Prevention (immunization, disability prevention, animal vaccination, hygiene and cleanliness of surroundings, etc.)
 - Women's health condition (number of pregnant women, number of normal and abnormal deliveries, problems related to pregnancies, delivery and child rearing, family planning methods, etc.)
 - Consider mixed situations (e.g. elderly woman with a disability)
 - Caring capacity (caring tasks for babies and children, elderly, people with disability by community or households considering time, education, nutritional habits, breast feeding, early stimulation, knowledge on health and nutrition)
 - Traditional medicine / healing (number and role of traditional practitioners, kind of traditional medicines used, beliefs regarding health and illness)





CONSIDERATIONS FOR PEOPLE WITH DISABILITIES

Maintenance of adequate nutritional status is a critical determinant of survival in a disaster. In particular, some People With Disabilities are more susceptible to malnutrition in emergency situations due to difficulty accessing rations, difficulty eating rations, insufficient food quantities or poor reserve energy / pre-disaster general health. For example, a severely physically disabled person may not have enough reserve energy to sustain him or herself during periods of poor nutrition.

NUTRITIONAL RISK	POSSIBLE SOLUTION
Difficulty chewing and/or swallowing	Provide food rations which are easy to “purée” or mash
Reduced food intake	Provide high energy foods items
Need for modified position / posture when feeding	Ensure space to eat in privacy
Reduced mobility affecting food access and access to sunlight (affecting vitamin-D status)	Accessible food distribution spots
Placement near areas of sunlight	
Discrimination affecting food access	Specific distribution spots, control on rations, separate queues
Constipation (particularly affecting individuals with cerebral palsy, spinal cord injury, etc)	Vegetables or eggs in food rations
Separation from family members or usual caregivers (anxiety, lack of physical assistance)	Try to reunite with caregiver or relatives



Ranking

What: a tool for exploring people's perceptions, elicit their criteria and understand their choices in measuring and prioritising.

Why: to identify criteria and determine preference; to identify differences in perceptions and reasons; to encourage problem solving through discussion and ranking the problems and the solutions; for comparative studies

Who: team with community members, including the views of vulnerable groups

How:

1. Criteria or characteristics for comparing items are listed by the community members
2. Criteria used are put on one side of the matrix or table (y-axis)
3. Items being compared are put on the x-axis
4. Points are given by putting stones, seeds, etc.



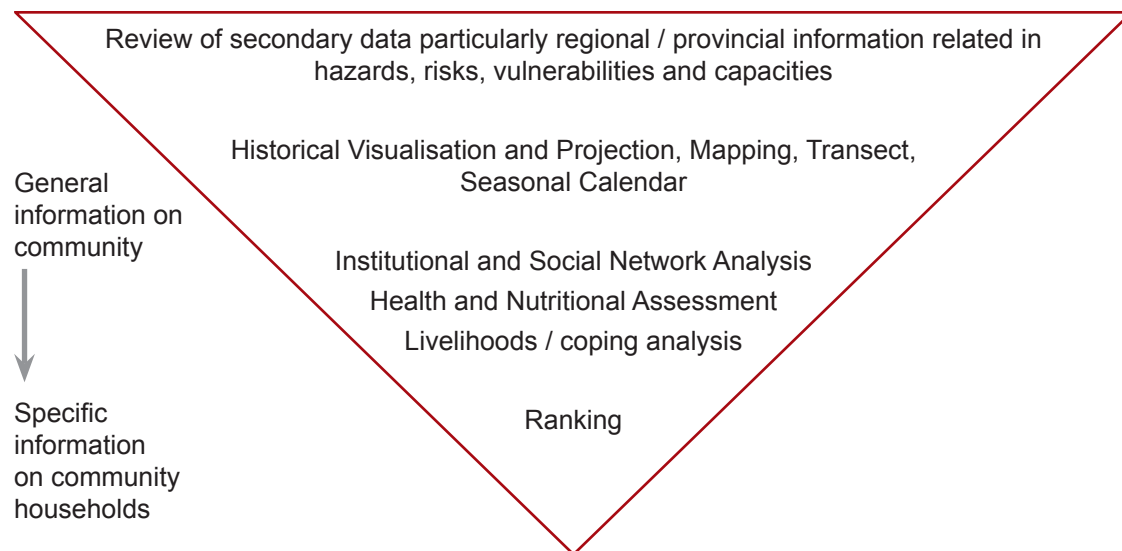


Given the list of tools above, below is a diagram on the suggested sequence on the use of said tools

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GENERAL SEQUENCE ON THE USE OF VULNERABILITY AND CAPACITY ASSESSMENT TOOLS

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Vulnerability and Capacity Assessment Results

.....





Tools After Vulnerability and Capacity Assessment (Pre Planning)

Visioning

What: Assisting the community develop a model for the increased safety of their community, based on the results of Vulnerability and Capacity Assessment in their community

Why: to gain a more thorough understanding of how the community members themselves feel the safety of their community can be improved and which areas are perceived to be more or less important to them.

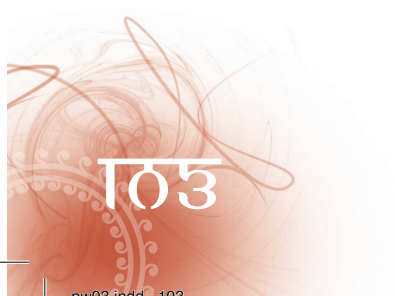
When: after the collated and analysed data obtained during Vulnerability

and Capacity Assessment has been presented to the community

Who: Community members facilitated by the CBDRR field practitioners. Make sure that vulnerable groups are appropriately represented.

How: Analysing the findings of the Vulnerability and Capacity Assessment, 'dreaming and drawing' the safer community of the future.

Additional tips: It is preferred that the vision drawn by the community can be attained realistically in 5 years time



CIT (Change, Influence, Transform)

What: A framework of programmes to make the community safer

Why: To improve the safety of the community

Identifies and classifies activities based on the following:

When: After visioning onwards.

Change – in the short term

How: Facilitate a meeting with the community in accomplishing the template below:

Influence – in the medium term

Transform – in the long term)

VULNERABILITIES/ ISSUES / PROBLEMS IDENTIFIED	CAPACITIES IDENTIFIED	ACTIONS TO TRANSFORM VULNERABILITIES INTO CAPACITIES	C	I	T
Vulnerability 1	Capacity 1	a. Plantation of trees near river bank			
	Capacity 2	b. Make bamboo manchaa			
	Capacity 3	c. Increase number of boats			
Vulnerability 1	Capacity 4	a.			
	Capacity 5	b. education on cleaning of drains.			
	Etc...	c. etc...			

Data Collection, Collation, Analysis and Presentation of the Results to the Community

Data collection is facilitated by establishing rapport with the community and respecting local culture and organising Vulnerability and Capacity Assessment team. The team can be further grouped into the following:

Sub Group 1 Facilitate Discussion of Key Respondents

The following are the key respondents and the type of information which the field practitioners can generate from them:

- a. Community leaders (elected and community elders): baseline information (demography, special needs groups such as the disabled and the elderly, sources of income, etc.), hazards, disaster history of the community, which hazards become disasters and why, impact of disasters on lives (of men and women, boys and girls), property, livelihoods, economy of the community and the municipality / commune, what different sectors in the community do to reduce disaster risks that threaten life, property and livelihoods teachers: educational attainment of people in the community, current enrollment and drop out rate, disasters that happened in the community in the last ten years, impact of disasters on the community, among teachers' lives, in children's education, what different sectors in the community do to reduce disaster risks that threaten life, property and livelihoods
- b. Health workers: common illness and injury at different times of the year and reasons for illness and injury, disasters that happened in the community in the last ten years, impact of disasters in the community, among the lives of the health workers, among the people especially among children from 0-5 years old, the elderly, and the disabled, what different sectors in the community do to reduce disaster risks that threaten life, property and livelihoods
- c. Elders: history of the community, disaster history of the community, most destructive disasters in their living memory and why, impact of disasters on life, property and livelihoods, what different sectors in the community do to reduce disaster risks that threaten life, property and livelihoods



- d. Municipal / commune leaders: hazards, disaster history of the community, which hazards become disasters and why, impact of disasters on lives (of men and women, boys and girls), property, livelihoods, economy of the community and the municipality / commune, what government does to reduce disaster risks that threaten life, property and livelihoods
- e. Non-Government Organisations implementing projects in the community: hazards, disaster history of the community, which hazards become disasters and why, impact of disasters on lives (of men and women, boys and girls), property, livelihoods, economy of the community and the municipality / commune, what government does to reduce disaster risks that threaten life, property and livelihoods
- f. Children should also be involved in the awareness campaign.

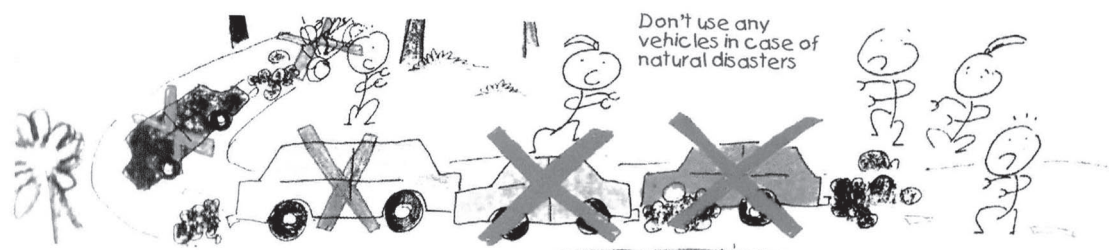
WORKING WITH CHILDREN IN THE COMMUNITY

How can the field practitioner teach children how to conduct community assessment?

To conduct community risk assessment, the tool that children can use is the risk and resource mapping. Risk and resource community maps generated by the children is an unusual kind of community map.

The map will identify places in the community where people would be at risk or safe in the event of a hazard. Children will produce map by collecting information for the map. They will be expected to cross check the accuracy of the map with supportive adults before sharing the maps with other members of the community.

The children will learn to recognise the benefits of having such a map and gain the skills to produce one. As the children help the adult members of the community for Community-Based Disaster Risk Reduction, the adults can be expected to see the ways in which children can contribute substantial inputs to their communities.



Source: Child-led Disaster Risk Reduction: A Practical Guide, Save the Children. Illustration from a calendar created by children in Thailand



Sub Group 2

Facilitate Discussion of Community Members (mix men and women groups, children)

Community members can prepare the hazard map of their area, identify location of community resources, household and special needs groups, parts of community at risk from different hazards, schools, and the disaster history of community

Sub Group 3

Facilitate Discussion of Men's Group and Women's Group (gender perspective)

Separate group for men and women can provide information on gender perception about disaster risk reduction. Examples of information are disasters that struck the community in the past ten years and why they suffer from those disasters, differential impact on men and women, impact on vulnerable groups: 0-5 years old, elderly, disabled, impact on health, education, livelihoods, what men, what women do to reduce disaster risks

Sub Group 4

Facilitate Discussion with Children

Children can remember the impact of disaster to them, impact on their health, education, livelihoods of the family. Discussion can be undertaken on what children do to reduce disaster risks

Sub Group 5

Review Secondary Data

This group will review documents collected from all sources and collate data using Vulnerability and Capacity Assessment framework

Sub Group 6

Collect Technical information

Technical information earlier collected can enrich observations gathered from transect walk and may contribute to various maps to be produced by community. This group may collect information on soil types, water system, etc.

Sub Group 7

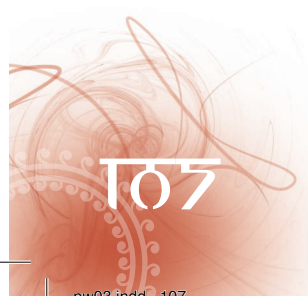
GIS (if available)

This group can collect digitized information about the province or municipality and community, if said information are available. Production of basic digitized maps will provide additional input to data gathered in Vulnerability and Capacity Assessment

Sub Group 8

Logistics Arrangement

This group will arrange sleeping quarters for Vulnerability and Capacity Assessment teams, arrange meals for the teams, arrange for team's transportation, ensure that there are enough supplies for the team and arrange for translators where needed





Data Collation and Analysis

Data collation and analysis should involve:

- ❧ Presentation of all findings from each of the tools used
- ❧ Comparison and triangulation of this data (a matrix may be useful for example)
- ❧ Preliminary discussion of what the vulnerabilities and capacities are present and what measures can be taken.
- ❧ If there is a need for more data, planning how to collect this.

Communicating the Results of Vulnerability and Capacity Assessment with the communities

It is important that results of the Vulnerability and Capacity Assessment are communicated back to the community as they have allowed people into their community and shared their time. If possible the Vulnerability and Capacity Assessment team should try and present the findings to the community in conjunction with the community leader. If the member of the community is not comfortable with this however the participants should conduct the presentation.

The presentation should involve:

- ❧ Summarising the data compiled. This allows the community to verify that this is correct.
- ❧ Reflection on the hazards, vulnerabilities and capacities present.
- ❧ Some practical suggestions from the community themselves on steps forward



Field Work

General Considerations

- ❧ Identity of main point of contact from Red Cross and Red Crescent Movement when in field
- ❧ Timetable for visit and other logistics (travel, lunch, etc)
- ❧ Ground rules and cultural considerations in the communities to be visited

Team responsibilities

- ❧ It is up to groups what tools they use
- ❧ Teams will present findings with suggested measures from villagers, and team, to villagers with involvement of villagers if the people from the village are comfortable doing this
- ❧ Team leader leads each team
- ❧ There needs to be one observer from each group
- ❧ Note taker for each group
- ❧ Decide who will lead in Semi Structured Interviews (if used)
- ❧ Observers will present observations to whole group
- ❧ This information will be specific to the particular communities involved in field exercises
- ❧ If you are good at something already give others opportunity to practice skills
- ❧ Support each other, work as a team
- ❧ Don't forget community participation, if they want to they could even present or jointly present presentation
- ❧ Choice of tools will depend on the situation in the community to a certain extent
- ❧ Team leaders to meet and plan presentation to the community



Step 3. Community-Based Disaster Risk Reduction Planning

Why and What to and Who should Plan?

Why Plan?

Vulnerability and Capacity Assessment unites the community in understanding the disaster risk (hazards exposure, elements at risk and why they are at risk, local resources and coping strategies). The Community-Based Disaster Risk Reduction Plan unites the community (and with other stakeholders) in commitment and action to reduce these risks.

Where to start?

Planning begins with the desire to change existing undesirable conditions. The community disaster risk reduction planning starts with an aspiration for safety for the individual, the family and the community.

What to Plan?

The Community-Based Disaster Risk Reduction Plan is the blue print, road map, or guide in changing or transforming their at-risk community to become a disaster resilient community. This document charts the course of the community's progression towards safety, disaster resilience and sustainable development.

The Community-Based Disaster Risk Reduction Plan includes a range of risk reduction activities to reduce

possible disaster impacts, linking emergency response preparedness, mitigation and rehabilitation / recovery efforts with short and long-term community development initiatives. The plan contains measures on how the community can:

- ❧ Avoid loss, rather than replace loss
- ❧ Avoid social dislocation
- ❧ Protect assets of households, community, government
- ❧ Protect community safety nets (family, health, food supply, business, education, culture) and equity of access to support
- ❧ Ensure the needs of vulnerable people are adequately addressed

Fail to Plan or Plan to Fail

The term Fail to Plan or Plan to Fail, remind Community-Based Disaster Risk Reduction field practitioners to plan properly otherwise the plan would fail at the implementation stage. In other words, when planning the following aspects should be considered:

- ❧ Purpose of the plan should be clear
- ❧ Resources and time to carry out the plan should be available



- ✿ Technical support and expertise should be in place
- ✿ Involvement of stakeholders especially with community (men, women, boys, girls, elderly and people with disability).

Development of Menu of Options at the community level

Measures and activities to reduce vulnerabilities and increase capacities can be put as a menu or set of options for households and communities to avoid, manage, respond to, and recover from hazard events and disasters. Complementary actions can be grouped together or general categories can serve as guide for particular activities and actions. Application of this approach in drawing up preparedness and mitigation interventions for flooding and drought at the community and local level are presented below:

Preparedness

- ✿ Reviving and strengthening positive coping strategies in avoiding, managing, and recovery: local knowledge, practices, and forms of cooperation and support
- ✿ Protecting lives
- ✿ Protecting household assets
- ✿ Preparing and maintaining safe areas (shelters, evacuation centers)
- ✿ Access to safe areas

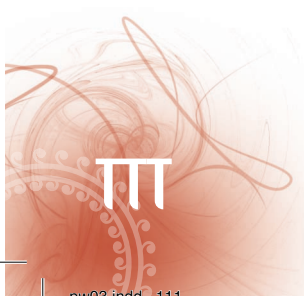
- ✿ Access to information, forecasts and early warning
- ✿ Community organising
- ✿ Family and community disaster preparedness planning
- ✿ Strengthening communication and coordination with external agencies providing emergency assistance
- ✿ Improved access health services
- ✿ Minimising impact on education

Mitigation for flooding and drought

- ✿ Reinforcing positive coping strategies
- ✿ Flood proofing households
- ✿ Protecting and strengthening livelihoods
- ✿ Micro-credit for households
- ✿ Environmental conservation and rehabilitation
- ✿ Land use planning at community level
- ✿ Creating / constructing and developing community flood safe areas

Mitigation for drought

- ✿ Reinforcing positive coping
- ✿ Shallow tube wells
- ✿ Rain water harvesting and recycling
- ✿ Constructing check dams for water retention
- ✿ Rehabilitation of existing canals
- ✿ Managing water needs and protection from contamination





EXAMPLES OF MENU OF OPTIONS

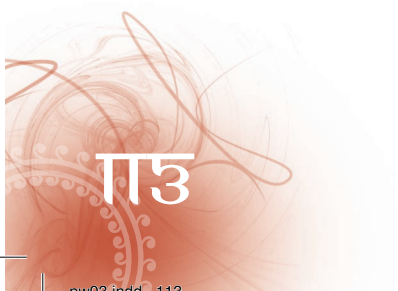
1. Community-Based Flood Preparedness Interventions – Options and Corresponding Actions

FLOOD PREPAREDNESS MEASURES	PROCESSES / ACTIVITIES REQUIRED
Household level preparedness – Protecting lives	<ul style="list-style-type: none">Ensuring that all family members understand flood risksIf families continue to live at home during floods, appropriate measures such as confining barriers to protect babies / children from falling into water must be takenSwitching off and securing power supply mains to prevent electrocutionTaking appropriate action to ensure supply of safe drinking water, storing water in large water barrels – cleaning water filters, stocking coagulants for water purification or fuel wood for boiling water, etcStock food and medicine supplies for use when isolated from the community during flood seasonPlan and prepare for evacuation to safe area in case water rises high, i.e. identify route to nearest safe area and have boat / rafts or other mode of transportation ready for access, identify safest exit from household (e.g. from loft / raised deck within house)
Household level preparedness – Protecting household assets	<ul style="list-style-type: none">Raised decks for cattle / livestock / poultry to protect from floodsSecure household valuables at elevated level within household and in water-proof bags as possibleHide and secure valuables to prevent theft





FLOOD PREPAREDNESS MEASURES	PROCESSES / ACTIVITIES REQUIRED
Preparing and maintaining safe area	<ul style="list-style-type: none">❧ Provision of potable water❧ Provision of sanitation❧ Contingency supply of fuel wood for boiling water and cooking purposes, utensils and stove for cooking❧ Stocking supplies of medicines for typical water borne or vector borne diseases such as diarrhoea and malaria, as well as suitable medical supplies for cattle, poultry and other livestock❧ Food supplies (by both individual families and community)❧ Fodder supplies (families and community)❧ Fishing equipment and other supplies for sustaining livelihoods❧ Seeds and equipment for homestead garden on safe area❧ Temporary shelter❧ Cases where schools and other such community structures are used for evacuation, appropriate measures to facilitate modified use as safe shelter
Access to safe areas	<ul style="list-style-type: none">❧ Identifying nearest evacuation point or safe area (pagoda or school located on elevated ground)❧ Labelling safe area❧ Identifying safest short route to safe area and alternate route in case on unforeseen route blockages, avoiding possible high current or water logged areas of unknown depth❧ Preparing boats for transport to safe area❧ Community organising into committees for safe area maintenance❧ Where appropriate, locating more vulnerable households closer to flood safe areas





FLOOD PREPAREDNESS MEASURES	PROCESSES / ACTIVITIES REQUIRED
Access to flood season information/ early warning	<ul style="list-style-type: none">Information / bulletin boards providing flood forecastPublic information systems such as loudspeakers or mobile loudspeakers for relevant announcementsAccess to radio / TV or other sources of early warning, at least for a small set of personnel (Red Cross Volunteers?) in each villagePublic awareness material regarding do's and don'ts before, during and after flood season in relation to households, livestock / animals, livelihoods, etc
Community organising and community development for flood preparedness planning	<ul style="list-style-type: none">Community-based hazards, vulnerabilities, capacities' assessmentConduct community-based preparedness drillsEvacuation drills by household and community to the identified safe area using the preferred route and alternate routeCommunity first responders' trainingOrganise community self help groups to support the vulnerable households in flood preparednessSwimming lessons for young childrenCommunity may organise themselves to create a team of village volunteers who can provide services to the community during flood season such as facilitating evacuation and rescue, first aid for injuries, guarding households from thefts etc.Identify community elderly or women who can look after children during floods to protect them from drowning and to enable parents to continue work (and therefore earning) without interruption





FLOOD PREPAREDNESS MEASURES	PROCESSES / ACTIVITIES REQUIRED
Local (commune or district level disaster preparedness and mitigation planning)	<ul style="list-style-type: none">Developing a plan for addressing various community needs highlighted in this table, undertaking actions as per the plan
Improved communication of emergency situation to agencies providing relief	<ul style="list-style-type: none">As soon as a community is exposed to an emergency situation, it is essential to communicate this to agencies undertaking emergency response to ensure community access to external assistance in case internal resources are inadequate
Improved access to health care services	<ul style="list-style-type: none">During flood seasons, typically, access to health care services is essential, but often lacking. Communities need to stock basic medical supplies such as oral re-hydration salts for diarrhoea among young children.Having a team of mobile health workers during floodsTraining of village health workers and greater engagement during flood seasonEnsuring access to nearby health care facilities particularly in the case of pregnant women or young babies
Minimising impact on education	<ul style="list-style-type: none">In Cambodia, schools are mostly closed in flood season, but in case of prolonged flood season, arrangements must be made to ensure continued access to education





2. Community-Based Flood Mitigation Interventions Options and Corresponding Actions

FLOOD MITIGATION MEASURES

PROCESSES / ACTIVITIES REQUIRED

Flood proofing
households from
disaster impacts

- ✿ Creating household safety hills
- ✿ Raising homesteads above expected flood level
- ✿ Anchoring household assets so that they don't get swept away by floods
- ✿ Creating embankments around households to keep floods out While this is a practice used in several countries of our region, in the context of Cambodia, given the complex river morphology, feasibility of earthen or concrete embankments should be examined carefully since flooding prevented in one geographic area (particularly if the area is part of a floodplain) often implies flooding created elsewhere.

Protecting and
strengthening
livelihoods

- ✿ Homestead vegetable gardening for short-term food supply (on floating soil beds or on elevated flood safe area)
- ✿ Adapting regular livelihoods to ensure continued income generation during flood seasons. Several households in rural Cambodia switch to livelihoods such as fishing during flood season
- ✿ In agricultural fields, prevent erosion by leaving unploughed grass strips between ploughed lands.
- ✿ Draught animals should be kept away from the fields by having adequate fodder supplies for them and confining them away from fields. Draught animals trample the ground, and in wet times, farm animals can cause soil compaction by pugging it. Compaction causes the soil to lose its porosity and its ability to absorb and to drain water, resulting in water logging.
- ✿ Feasibility of using and promoting crop insurance in Cambodia could be explored





FLOOD MITIGATION MEASURES	PROCESSES / ACTIVITIES REQUIRED
	<ul style="list-style-type: none">✿ Exploring alternate livelihoods which are less prone to flood impact, particularly during flood season, such as traditional handicrafts, wickerwork etc,✿ Diversifying types of livelihoods in a village to minimise excessive dependence on one form of economic activity
Planting fuel wood trees	<ul style="list-style-type: none">✿ Planting of trees which can yield extra fuel wood during the flood season helps in ensuring fuel for cooking and boiling water, which are the two key concerns increasing vulnerability in floods
Micro-credit for households	<ul style="list-style-type: none">✿ Provision of micro-credit for households within or outside self-help groups is essential to allow households enough cash for household risk mitigation or preparedness. In Cambodia, one of the main issues hampering adequate community preparedness is the shortage of funds available to some very poor households for buying food on a day-to-day basis, let alone stocking for emergencies. These households do not have access to formal credit mechanisms. During floods, communities borrow money at high interest rates which indebts community members for repayment through contributing labour✿ Some community members might use micro-credit for post-flood rehabilitation of livelihoods if their farm implements have been swept away due to floods
Environmental conservation and rehabilitation	<ul style="list-style-type: none">✿ Upstream communities working on forestation and curbing deforestation to limit impact on downstream flooding patterns



FLOOD MITIGATION MEASURES

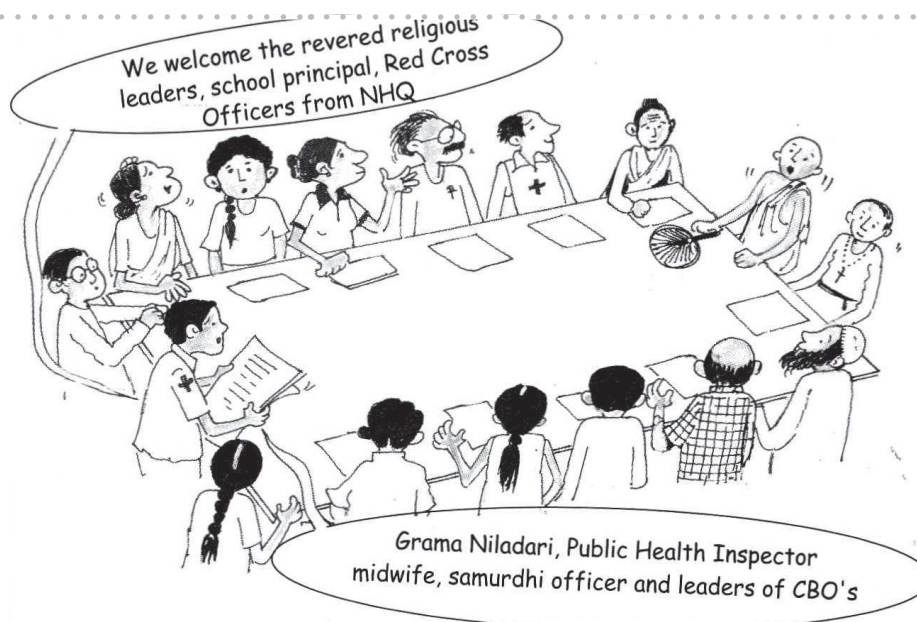
PROCESSES / ACTIVITIES REQUIRED

Land Use planning at community level

- ✿ Community members analysing flood hazard for village level and planning location of households, schools, pagodas and flood safe areas, in addition to fields, in order to maximise benefits from floods (fields closer to flooded area for maximum benefit from alluvial soil that accompanies riverine floods, homes clustered closer to safe areas, or on higher ground, etc.

Creating / constructing and developing community flood safe areas

- ✿ Selecting suitably raised site for developing flood safe area / hill, based on proximity to road / health care / other critically essential services
- ✿ Inviting cash or in-kind contributions from community
- ✿ Planning safe area – separate area for cattle, structures for maintaining food, fuel wood and medicines stock, plan for temporary shelter, water and sanitation
- ✿ Materials procurement and construction of flood safe area
- ✿ Providing fresh water source
- ✿ Sanitation on flood safe area



Make good use of existing community leaders

Source: Community Based Disaster Risk Management: A Handbook for Practitioners, Sri Lanka Red Cross Society, Jan. 2008

3. Community-Based Drought Mitigation Interventions

STRUCTURAL DROUGHT MITIGATION MEASURES AT COMMUNITY LEVEL	PROCESSES / ACTIVITIES REQUIRED
Shallow tube-wells	<ul style="list-style-type: none"> Boring shallow tube-wells for extracting sub-surface water using low cost diesel pumps for household use and irrigation purposes
Rain water harvesting and recycling	<ul style="list-style-type: none"> Rain water can be collected in a community pond or pit, and used during non-rain seasons for household use and irrigation purposes Such ponds also serve the purpose of percolation for recharging sub-surface water Re-excavating old ponds if they have been filled up due to silting or otherwise
Constructing check-dams for water retention	<ul style="list-style-type: none"> In Cambodia, where several communities depend on flood water retained for obtaining a dry season crop, it might be useful to construct check-dams which promote retention and storage of water for irrigating fields during the dry season



NON-STRUCTURAL DROUGHT MITIGATION MEASURES AT COMMUNITY LEVEL	PROCESSES / ACTIVITIES REQUIRED
Access to seasonal forecast for expected drought years	<ul style="list-style-type: none">❧ Setting up information system / information bulletin in collaboration with local departments of hydrology and river works for seasonal forecast for expected dry spells and updating of information during the flood / dry season❧ Public information systems such as loudspeakers or mobile loudspeakers for relevant announcements❧ Public awareness material regarding do's and don'ts before, during and after dry season in relation to households, livestock / animals, livelihoods, etc
Improved communication of emergency situation to agencies providing relief	<ul style="list-style-type: none">❧ As soon as a community is exposed to an emergency situation of food shortage, it is essential to communicate this to agencies undertaking emergency response to ensure community access to external assistance in case internal resources are inadequate
Rehabilitation of existing canals	<ul style="list-style-type: none">❧ Dredging and de-silting, de-weeding existing canals for facilitating water supply❧ Promote use of plastic pipes to transport water as required
Managing water needs and protection from contamination	<ul style="list-style-type: none">❧ This activity complements the rainwater harvesting activities by bringing community together in assessing their water needs and maximising water resources at community or household level by increasing rain water collection and storage❧ Identifying and accessing alternate water sources (such as sub-surface water)❧ Protecting water sources from contamination by maintaining basic hygiene❧ Promoting use of water filters





NON-STRUCTURAL DROUGHT MITIGATION MEASURES AT COMMUNITY LEVEL	PROCESSES / ACTIVITIES REQUIRED
Managing food and fodder reserve	<ul style="list-style-type: none">❧ Developing village grain and forage banks❧ Identify mechanisms that will facilitate sharing of resources with other communities❧ Construct and maintain food and fodder storage areas❧ Develop a participatory plan within community for food distribution in case of food shortage closer to safe areas, or on higher ground, etc.
Protecting livelihoods and promoting alternate livelihoods	<ul style="list-style-type: none">❧ Planting of dry seed beds in case of delayed rainfall or high water level in irrigation canals or streams (seeds are planted in anticipation of rainfall and transplanted once the rain arrives so as to save cropping time and maximise benefit from rains)❧ Promoting seeds storage and use of drought-resistant seed varieties❧ Planting alternative crops that require less water❧ Promoting home based enterprises such as sewing, local handicrafts, wickerwork etc
Public health concerns	<ul style="list-style-type: none">❧ Some typical health concerns in droughts are related to malnutrition, lack of drinking water, diseases arising due to consumption on contaminated water, which may be dealt with through use of water filters, coagulants and water purifiers





4. Community Coping Strategies in Drought

COMMUNITY COPING STRATEGIES IN DROUGHT	PROCESSES / ACTIVITIES REQUIRED
Maximising water retention by soil for minimising impact on crops	<ul style="list-style-type: none">Community members analysing flood hazard for village level and planning location of households, schools, pagodas and flood safe areas, in addition to fields, in order to maximise benefits from floods (fields closer to flooded area for maximum benefit from alluvial soil that accompanies riverine floods, homes clustered closer to safe areas, or on higher ground, etc.Provision of temporary shelter
Collecting rain water at household level	<ul style="list-style-type: none">Using large earthen jars or mini-ponds at household level to collect and store water for use by households





5. Community Health and Safety

PUBLIC HEALTH MEASURES

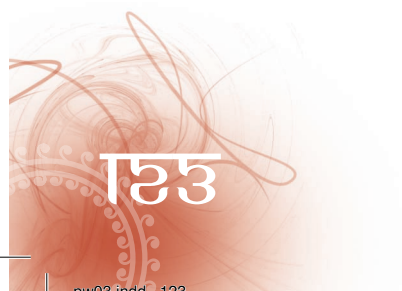
PROCESSES / ACTIVITIES REQUIRED

Safe areas

- ✿ Community members analysing flood hazard for village level and planning location of households, schools, pagodas and flood safe areas, in addition to fields, in order to maximise benefits from floods (fields closer to flooded area for maximum benefit from alluvial soil that accompanies riverine floods, homes clustered closer to safe areas, or on higher ground, etc.
- ✿ Provision of temporary shelter

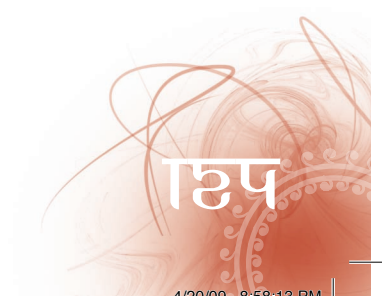
Water and sanitation

- ✿ Boring shallow tube-wells for extracting sub-surface water using low cost diesel pumps for household use and irrigation purposes
- ✿ Protecting water sources from contamination by maintaining basic hygiene
- ✿ Promoting use of water filters
- ✿ Rain water can be collected in a community pond or pit, and used during non-rain seasons for household use and irrigation purposes
- ✿ Re-excavating old ponds if they have been filled up due to silting or otherwise
- ✿ Provision of potable water (consider quantity, quality of water and no. of people)
- ✿ Provision of sanitation (for men, women, children and people with disability)
- ✿ Stocking supplies of medicines for typical water borne or vector borne diseases such as diarrhoea and malaria, as well as suitable medical supplies for cattle, poultry and other livestock





PUBLIC HEALTH MEASURES	PROCESSES / ACTIVITIES REQUIRED
Public health Promotion	<ul style="list-style-type: none">✿ mobilising communities on public health promotion issues✿ To provide culturally appropriate information on preventive measures to reduce public health risks.✿ Disseminate information using creative communications strategies on public health✿ Train community to assist in the program e.g. mobilisers, water point committees✿ Non-Food-Item distribution✿ Having a team of mobile health workers during floods✿ Training of village health workers and greater engagement during flood season✿ During flood seasons, typically, access to health care services is essential, but often lacking. Communities need to stock basic medical supplies such as oral re-hydration salts for diarrhoea among young children.✿ Ensuring access to nearby health care facilities particularly in the case of pregnant women or young babies





6. Sustainable Livelihoods

MEASURES	PROCESSES / ACTIVITIES REQUIRED
Provision of micro-credit	<ul style="list-style-type: none">Provision of micro-credit for households within or outside self-help groups is essential to allow households enough cash for household risk mitigation or preparedness. In Cambodia, one of the main issues hampering adequate community preparedness is the shortage of funds available to some very poor households for buying food on a day-to-day basis, let alone stocking for emergencies. These households do not have access to formal credit mechanisms. During floods, communities borrow money at high interest rates which indebts community members for repayment through contributing labourSome community members might use micro-credit for post-flood rehabilitation of livelihoods if their farm implements have been swept away due to floodsAdapting regular livelihoods to ensure continued income generation during flood seasons. Several households in rural Cambodia switch to livelihoods such as fishing during flood season
Alternative agriculture	<ul style="list-style-type: none">Homestead vegetable gardening for short-term food supply (on floating soil beds or on elevated flood safe area)In agricultural fields, prevent erosion by leaving unploughed grass strips between ploughed landsFeasibility of using and promoting crop insuranceExploring alternate livelihoods which are less prone to flood impact, particularly during flood season, such as traditional handicrafts, etc.Seeds and equipment for homestead garden on safe areaPlanting of trees which can yield extra fuel wood during the flood season helps in ensuring fuel for cooking and boiling water, which are the two key concerns increasing vulnerability in floods





PUBLIC HEALTH MEASURES	PROCESSES / ACTIVITIES REQUIRED
Food security and other alternative	<ul style="list-style-type: none">❧ Contingency supply of fuel wood for boiling water and cooking purposes, utensils and stove for cooking❧ Cash for work or cash for food❧ Draught animals should be kept away from the fields by having adequate fodder supplies for them and confining them away from fields. Draught animals trample the ground, and in wet times, farm animals can cause soil compaction by pugging it. Compaction causes the soil to lose its porosity and its ability to absorb and to drain water, resulting in water logging.❧ Diversifying types of livelihoods in a village to minimise excessive dependence on one form of economic activity❧ Food supplies (by both individual families and community)❧ Fodder supplies (families and community)❧ Fishing equipment and other supplies for sustaining livelihoods
	<ul style="list-style-type: none">❧ Developing village grain and forage banks❧ Identify mechanisms that will facilitate sharing of resources with other communities❧ Construct and maintain food and fodder storage areas❧ Planting of dry seed beds in case of delayed rainfall or high water level in irrigation canals or streams (seeds are planted in anticipation of rainfall and transplanted once the rain arrives so as to save cropping time and maximise benefit from rains)❧ Promoting seeds storage and use of drought-resistant seed varieties❧ Planting alternative crops that require less water



How to Plan

Community-Based Disaster Risk Reduction Planning is a process where all parties propose concrete risk reduction measures based on the following:

- ✿ vision of their ideally prepared and resilient community
- ✿ Determining the acceptable level of risk
- ✿ Decision as to whether identified risk can be prevented, reduced, transferred or lived with
- ✿ Their own capacities and other resources that can be generated outside of their community

Taking off from the results of the Vulnerability and Capacity Assessment in which the community ranks the disaster risks according to priority for action, the Vulnerability and Capacity Assessment team will now proceed to participatory disaster risk management planning. The following steps may be followed:

Steps in Formulating the Community Disaster Risk Reduction Plan

1. Conduct of Vulnerability Capacity Assessment
 - Also referred to as the community problems to address
2. Identify the objectives and targets of the Community-Based Disaster Risk Reduction Plan
 - Also referred to as aims or goals of the plan
3. Identify the Disaster Risk Reduction Measures
 - Strategies and activities in the pre-, emergency phase, post disaster periods; Also referred to as the solutions to identified community problems
4. Determine the Resources Needed
 - Manpower / labor, materials, money, etc. for particular risk reduction measures
5. Assign responsibilities for activities
 - Who will implement the pre-, emergency phase, post-disaster phase activities at the various stages of plan implementation?
6. Determine Schedules and Deadlines
 - When will the particular activities be initiated and complete?

7. Lay down operational procedures and policies
 - Basic principles and agreements on operational procedures and policies to guide disaster management committees and community members
8. Determine critical elements and barriers for plan implementation
 - Project what can go wrong, what can delay or derail plan implementation, or who will likely oppose the implementation of the plan and identify ways to address these issues
9. Discuss with Community Members and Other Stakeholders
 - Draw more supporters for the Community-Based Disaster Risk Reduction Plan and its implementation
10. Implementation, periodic review and plan improvement
 - Regular assessment, review and adjustment of the plan
11. Continued progress in ensuring public safety, building community resilience and attaining sustainable development



A branch disaster management committee meeting

Source: *Community Based Disaster Risk Management: A Handbook for Practitioners*, Sri Lanka Red Cross Society, Jan. 2008



Parts of the Community Disaster Risk Reduction Plan

Brief Description of the Community

- Location, population, livelihood, community in relation to other villages (significance of community)

Community Disaster Situation

- Summary of Disaster History and Results of Vulnerability and Capacity Assessment
- People and other elements at risk in the community
- Why they are at risk

Objectives and Targets

- Target number of population or families to cover; target percentage decrease in deaths and damages to property

Strategies and Activities for Risk Reduction

- Pre-, emergency phase, post-disaster risk reduction activities

- Community early warning system; evacuation sites, routes and procedures for families and animals; evacuation center management, drills and simulation exercises
- Structural and non- mitigation measures such as strengthening of houses and river embankments, community health and sanitation, reforestation activities, diversification of livelihood and income sources, sustainable agriculture training and projects, etc.

Roles and Responsibilities

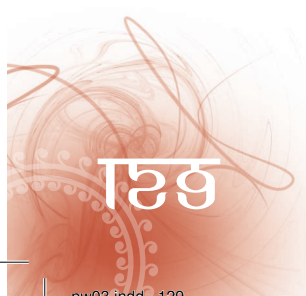
- Persons, committees and organisations to be in-charge of particular functions and activities; relationships of persons, committees,
 - Relationships of persons, committees and organisations. An organisational Structure to implement the plan may be drawn as needed.

PARTICIPATORY RISK REDUCTION PLANNING

REFLECTIONS UPON PRACTICE...

How are vulnerable groups involved in planning and how are their needs addressed in the plan?

- ☞ Early Warning System
- ☞ Search & Rescue
- ☞ Shelter Management
- ☞ Livelihood



Prepare a section in your plan focusing on People With Disabilities and their special / specific needs

SUGGESTIVE FORM TO INCLUDE DISABILITY ASPECTS IN A
COMMUNITY-BASED DISASTER RISK REDUCTION PLAN

PHASE	CRITERIA	APPROACHES	SPECIFIC INTERVENTION FOR PEOPLE WITH DISABILITIES	REMARKS
Prevention				
Mitigation				
Preparedness (Early warning)				
Response (relief, search and rescue, camp management and shelter management)				
Recovery				
Others: (be specific) Specific support for People With Disability				

Step 4. Community-Based Disaster Risk Reduction Plan Implementation

Principles of Participatory Implementation Process

The following are principles which can guide the field practitioners in implementing CBDRR plans and activities:

1. **Participation of all stakeholders**

Active involvement of individuals, social groups, organisations, and other stakeholders from the beginning of the project planning process.

2. **Dialogue among all stakeholders**

People of different cultures, groups, disciplines, social and economic classes can work together to find better solutions to problems through continuous exchange of ideas and interactions.

3. **Ordered process**

Application of different methods and tools should follow a logical and systematic process to analyse the situation.

4. **The process is constantly monitored and reviewed by all participants**

Provision of regular feed-backs to modify project activities according to the experience gained.

In this process plans are valid until new insights and findings make it necessary to revise them.

Flexibility in decisions and plans.

5. **Cross-cultural sensitivity**

Use methods and tools that are acceptable to various sub-groups in the community, given their cultural context.

6. **Transparency**

Encourage openness among stakeholders.

7. **Developing consensus and agreement on the best way forward**

Collective agreement during discussions.

Each of the above points should be discussed with the participants by providing real life situation to clarify meaning and what each step involves.

Forming or Utilising Existing Community Based Organisations for Disaster Risk Reduction or Village Disaster Management Committees

When a plan is made, the next key requisite to achieve its goals and targets is the organisational mechanism for its implementation. The Community-Based Disaster Risk Reduction Plan will just remain on paper or in the minds of those who participated in the planning activities, if there is no group/s of people, organisation or team at the community level to see the plan implementation through.

The formation and strengthening of the community based organisations key to mobilise communities for sustainable disaster risk reduction. They are essential in sustaining the risk reduction process for the community to meet intended aims and targets in Community-Based Disaster Risk Reduction in progressively achieving safety, disaster resilience and community development. The community based organisations are also the necessary conduits or channels for outsiders such as Non-Governmental Organisations or government agencies to assist / support the community at-large.

The range of expression for community based organisations may vary, but the basic functions remain the same. In some communities, they are referred to as the:

- ❧ Community Disaster Management Committee, Team or Group
- ❧ Disaster Management Task Forces
- ❧ Village Protection Unit
- ❧ Community Disaster Management Group
- ❧ Grassroots Disaster Response Organisation
- ❧ Village Disaster Management Committee

While these groups are specifically created in the community for disaster risk management, an existing community / people's organisation engaged in developmental activities such as self-help groups, farmers association, women's organisation, etc. may also realign one of its committees or have a separate committee for disaster risk reduction functions.



Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society.



The community based organisations can also take the form of a network or coalition among various community / people's organisations and Non-Governmental Organisations in disaster response, especially for emergency operations during major disasters.

In case there are no existing community organisations and therefore warrants the formation of new community based organisations, the following steps may be undertaken:

1. Identify a core group
2. Meet the core group and identify collectively its role and functions
3. Expand the members of the core group
4. Elect officers and formulate by laws
5. Implement the Community-Based Disaster Risk Reduction plan

The following are some of the functions of the community based organisations:

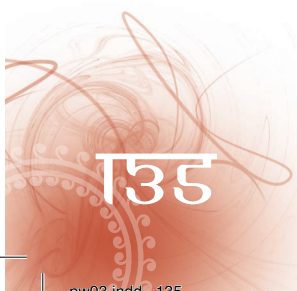
Prevention, Mitigation, Preparedness

- ❧ Share Community-Based Disaster Risk Reduction Plan with all community members
- ❧ Mobilise community members in plan implementation activities
- ❧ Mobilise resources that the community can not produce or access on its own
- ❧ Conduct disaster preparedness training with community members

- ❧ Raise awareness on what to do before, during, and after a disaster
- ❧ Monitor disaster threats, conduct drills, and draw lessons to improve the Community-Based Disaster Risk Reduction plan
- ❧ Network and coordinate with government disaster management committees or councils, Non-Governmental Organisations, other communities, etc.
- ❧ Engage in advocacy and lobby work regarding disaster risk reduction and development-related issues to support local and community disaster risk management
- ❧ Lobby for favorable legislation and policies to enable Community-Based Disaster Risk Reduction on the ground
- ❧ Expand membership and community involvement (as well as involvement of other stakeholders) in committees, working groups, task forces and activities
- ❧ Liaise with community journalists and media, particularly highlighting threats and community mobilisation and activities for disaster risk reduction

Emergency Response

- ❧ Issue warning
- ❧ Manage evacuation
- ❧ Organise search and rescue with community participation
- ❧ Provide first aid and arrange subsequent medical assistance
- ❧ Conduct Damage Needs Capacity Assessment and report damages





and needs to government and disaster management agencies for assistance

- ❧ Coordinate, plan, and implement relief delivery operations with aid agencies
- ❧ Provide status on emergency situation, community efforts and gaps
- ❧ Liaise with community journalists and media, particularly highlighting on community efforts and gaps in emergency response

Recovery Functions

- ❧ Facilitate social, economic and physical rehabilitation of community; e.g. livelihoods, trauma counseling, reconstruction of houses and infrastructure
- ❧ Coordinate with government and aid agencies to receive assistance in rehabilitation
- ❧ Ensure that risk reduction measures are integrated during the reconstruction and rehabilitation phase
- ❧ Evaluate the performance in terms of community based organisations capacity and effectiveness to promote safety and reduce disaster risk and identify strategies for future improvement

Key characteristics of a functional community based organisations are the following:

- ❧ Members agree on common goals and objectives to develop the community into a prepared community in the immediate-

term and into a resilient one in the long-term

- ❧ Members should include representatives of most vulnerable groups
- ❧ Elected officers and committees / task forces / working groups formed perform disaster risk management functions
- ❧ Members of the community based organisations have agreed on the Community-Based Disaster Risk Reduction Plan, policies and procedures
- ❧ Have agreed on how to pool resources for preparedness and mitigation activities
- ❧ Have identified and networked with government and non-government agencies to tap financial and technical supports
- ❧ Well informed about developments affecting the community
- ❧ Commitment and leadership in mobilising the community-at large in implementation of the Community-Based Disaster Risk Reduction Plan

Some guide for organising and sustaining the community based organisations:

1. Start simple

Keep the structure of the organisation simple and the scale of the activities small and manageable, progressively (or even incrementally) growing as capacity develops.

2. Harness people's collective strengths

Strive to build broader consensus and reach.



3. Designing organisational structures and procedures which encourage **participation and ensures transparency and accountability**
4. **Maximise the power of numbers and unity.** Addressing issues and concerns of members to strengthen unities.

The advantages of using existing groups include:

1. Avoidance of delays in start-up. Extra time is not needed to organise new groups and give members time to become acquainted.
2. Group cohesion. In existing groups the group dynamics have already been worked out. The group is usually stable and cohesive and can turn its attention to new topics.
3. Trust. Over the course of years of working together, group members develop a common bond and learn to trust each other. This trusting relationship enables them to have a more open discussion about the realities of their lives.
4. Altruism. Group members have demonstrated their interest in giving support to others.

Using existing groups also has certain disadvantages:

1. Inflexibility. Groups may not be open to taking on new issues or different approaches.
2. Dependence on incentives. Groups that were formed to receive some tangible benefit, such as food supplements, may not be motivated to attend group meetings when concrete incentives are not provided.
3. Dysfunctional structure. Some groups may be structured in ways that discourage the active participation of all group members and that restrain members from divulging personal information.
4. Unequal structures. The existing structure of a group may perpetuate inequities.
5. When minority subgroups are excluded from participation in existing



Capacity Building and Training a Functional Community Based Organisations or Village Disaster Management Committee

Capacity building and public awareness activities enable communities to increase participation and to sustain the Community-Based Disaster Risk Reduction activities. Capacity building involves various training workshops with community members on the why, what and how of Community-Based Disaster Risk Reduction; the facilitation of the formation and organisational development of community based organisations which include leadership training, study tours to other communities engaged in Community-Based Disaster Risk Reduction and government agencies; technical assistance and support in fund-raising; facilitation of contacts and networking to involve a wide range of stakeholders in the Community-Based Disaster Risk Reduction process. Within this capacity building process, information made available to the people is an important means to empower communities.

Enhancing knowledge and skills on various areas of disaster risk management are combined with organisational strengthening activities. Aside from training on search and rescue, first aid, management of an emergency operations center, and other preparedness activities,

training on specific disaster mitigation measures should also be undertaken. These include sustainable agriculture, retrofitting and safe building construction, community-based health care, and the like. Organisational development involves development of leadership skills like facilitation of meetings, planning and assessment, and finance management. Negotiation and conflict resolution skills are also important within the community based organisations and in building partnerships with other stakeholders.

Aside from training workshops, study tours to government warning agencies and other institutions, and cross visits to other communities are important forms in capability building in Community-Based Disaster Risk Reduction for the community based organisations.

Depending on community needs, below is a list of key areas for consideration in building community capacities on Community-Based Disaster Risk Reduction

- ❧ Disaster Preparedness and Response (Search and Rescue, Medical First Aid, Relief coordination and distribution, emergency shelter and evacuation management)



- ❧ Disaster Risk Reduction (risk assessment, risk communication, early warning systems, structural mitigation, livelihood sustainability, advocacy for vulnerability reduction)

Further slides (a maximum of one step per slide) should give further information of what is involved at each stage of this process, for example:

Step 1: Know the situation

- ❧ Type of hazards
- ❧ Damage statistics of past disasters
- ❧ Different agencies and their roles and responsibilities
- ❧ Community coping mechanism
- ❧ Structural mitigation measures (Existing or Planned)

Step 2: Identify local resources

- ❧ Community's participation and support
- ❧ Local authorities' support
- ❧ Identification of participants (Change agents) – Right Participants (who need the training)
- ❧ Use of experienced and respected local people as resource persons
- ❧ Accepted venue with easy access to communities
- ❧ Local training material, relevant to local context

Step 3: Design and prepare for course

- ❧ Right number of participants (20 to 30)
- ❧ Period and training hour
- ❧ Methodologies (exercise, experience sharing, role play and other participatory learning strategies)
- ❧ Materials and equipment are acceptable to community
- ❧ Invitations in advance
- ❧ Local coordination



Step 4: Conduct the course

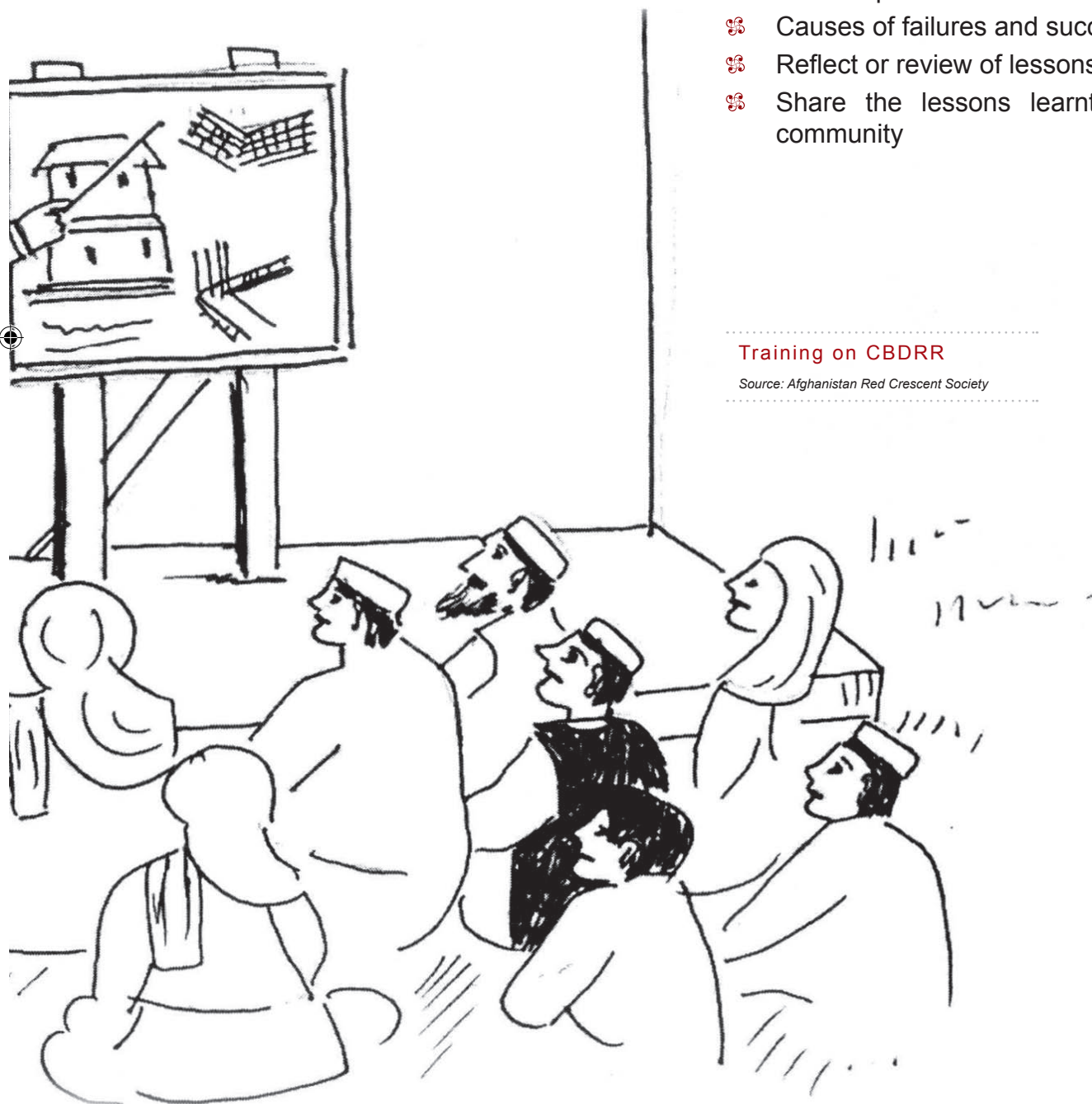
- ❧ Ice-breaking
- ❧ Open, free and enjoyable environment
- ❧ Simulation exercise and field visits
- ❧ Focus on techniques of motivation
- ❧ Participants' action plan

Step 5: Assess the Impact

- ❧ Follow up on action plans
- ❧ Actions at family and community level
- ❧ Change of attitude (and behavior)
- ❧ Coordination at various level with various agencies

Step 6: Learn the lessons

- ❧ Detail process documentation at each step
- ❧ Causes of failures and success
- ❧ Reflect or review of lessons
- ❧ Share the lessons learnt with community



Training on CBDRR

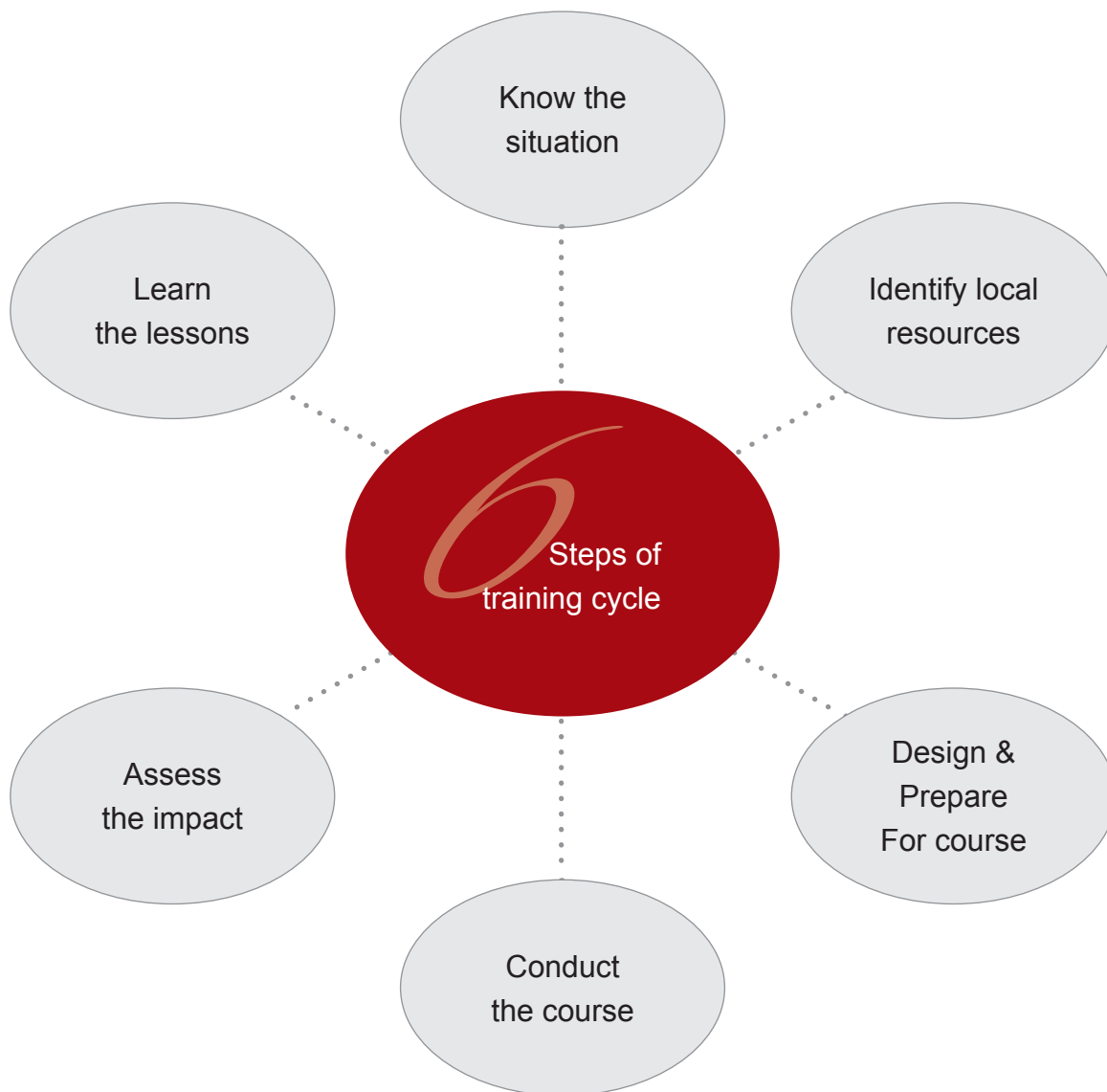
Source: Afghanistan Red Crescent Society



The following diagram is a useful visual aid to illustrate the stages of training in the community:

FIGURE 4

STAGES OF TRAINING IN THE COMMUNITY



Building and Sustaining Partnerships for Community-Based Disaster Risk Reduction

While communities are the main actors in disaster risk management at the local level (individual, family, community), communities alone cannot reduce their disaster risks. The scale, frequency and complexity of disasters as physical and social phenomena can only be addressed by deploying a wide range of knowledge, skills, methods and resources. Risk reduction is necessarily multi-disciplinary partnerships involving a range of stakeholders. Such partnerships should be vertical (between local and national actors) and horizontal (between the community, civil society, the private sector and government).

While discouraging dependence on outside assistance in disaster risk reduction, communities necessarily coordinate and tap the expertise and resources of other stakeholders. On the other hand, the actors in disaster risk management are enjoined to include and recognise the vital role of communities in disaster risk reduction and achieving a culture of safety and prevention throughout society.

Disaster risk reduction is necessarily multi-sectoral, multi-disciplinary and multi-stakeholder. Each stakeholder has its own contribution to the objective of disaster risk reduction at the various levels of the disaster risk management system.

a. Roles of Various Stakeholders

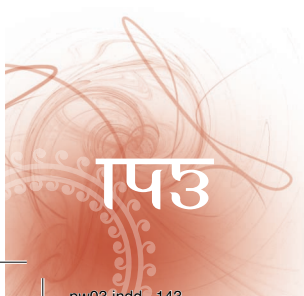
Referring to the Community Disaster Risk Reduction Plan and Stakeholder Analysis results, particular roles of stakeholders in community risk reduction are determined and set.

Some roles of various stakeholders for safer, livable and sustainable built and natural and built environment: community; local government; national government; community; private sector; Non-Government Organisations; academe; media; etc.

1. *National Government* - sets in place policy, legal, institutional and operational framework for disaster risk mitigation within the central level and with the local level; technical support and resource augmentation to the local level; multi-hazard mapping and early warning system
2. *Local Government* - develops local policy, legal, institutional and operational framework consistent with national level; comprehensive risk assessment; risk reduction planning (master plan; action plan, strategic action plan, plan); allocates funds for disaster risk management; enacts and enforces safety standards and regulations; integrates disaster risk management functions within each service and organisation of



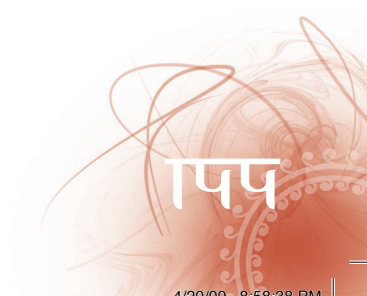
- the local government; enables the participation of institutions and organisations of civil society, business, academia, media, church, etc.;
3. *Communities* - active participants and decision makers in disaster risk management; individual, family and community preparedness and mitigation actions; holds government accountable for its responsibilities; their organised involvement in Community-Based Disaster Risk Reduction is through the community disaster management committees or disaster risk management volunteer teams
 4. *Community Based Organisations and People's Organisations* - spearheads and mobilises community members in disaster risk reduction activities; interfaces with the government, non-governmental organisations and other outsiders and the community on disaster risk reduction agenda and activities; capacity development; resource mobilisation
 5. *Business* - logistics and equipment during emergency response; safety in the workplace; disaster preparedness outreach to nearby communities; environmental protection and management; incorporate disaster risk issues in corporate social responsibility planning; extension of management service
 6. *Non-Governmental Organisations* - capacity development and resource mobilisation for disaster preparedness and mitigation; interface between the government and community; advocacy and networking for disaster risk reduction
 7. *Media* - risk communication; dissemination of early warning; influencing public opinion and government influencing policy in favor of disaster risk reduction; documenting and dissemination of good practices in disaster risk reduction; training in "community journalism"; responsible reporting of disaster events
 8. *Schools* - integrate disaster risk reduction education in school curriculum and subjects; public awareness and advocacy; evacuation center management
 9. *Academia* - research and knowledge development; dissemination of good practices
 10. *Scientific community* - scientific and technical products and support
 11. *Urban planners, architects, engineers, contractors and other urban development professionals* - technical support to land use planning; safe building and infrastructure design and construction; consideration of risk reduction in settlements planning
 12. *Religious and interfaith groups* - values formation and capacity development; public awareness and advocacy; resource generation; evacuation center management
 13. *Others*
- The challenge is to form creative partnerships, recognising that this is the only way that sustainable risk reduction will occur in any community. Such partnerships need to occur at all levels





SUSTAINABILITY OF COMMUNITY-BASED DISASTER RISK
REDUCTION: ROLES AND RELATIONSHIP OF STAKEHOLDERS

COMMUNITY	LOCAL-LEVEL GOVERNMENT/ ORGANISATIONS	NATIONAL GOVERNMENT/ ORGANISATIONS	INTERNATIONAL ORGANISATIONS
Coping mechanism Awareness & positive behavior Choice based in informed awareness Participation Self-help and mutual aid schemes Livelihood Avoidance of hazardous conditions	Local Planning Capacities Resources Funds Training Networking Empowerment Transparency Accountability Good governance Institutionalisation Local legislation	Good Governance Incorporate risk reduction into development plan Policy, national plan & legal instruments promoting Community- Based Disaster Risk Reduction Decentralisation policy Infrastructure development Hazard Monitoring, Prediction Science Early Warning System Sustainable Development Policy and implementation Information Communication Technology Finance and technical support	Strategy for risk reduction Sustainable development policy Link to Environment, development and poverty reduction programmes Functional regional cooperation Conflict resolution of trans- boundary issues Sharing of best practices in risk reduction Financial and technical support





The overarching goal of linking community-based programs to government initiatives are:

- ❧ Increasing the scale of Community-Based Disaster Risk Reduction (up scaling vertical integration and expansion of coverage)
- ❧ Increasing the impact of Community-Based Disaster Risk Reduction (addressing vulnerabilities which communities can not address on their own with mainstreaming into development sectors—access to basic wellbeing services and resources)

b. Why alignment is needed?

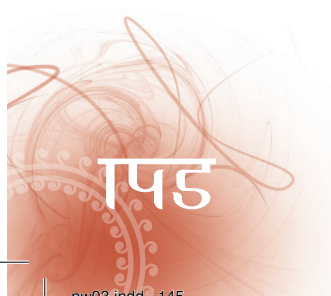
- ❧ It shows Community-Based Disaster Risk Reduction agencies to establish right linkages with sector and actors to reduce risk for most vulnerable people
- ❧ It can generate synergetic knowledge how different actors increase and reduce disaster risk, which helps to guide future policy practice
- ❧ It empowers Community-Based Disaster Risk Reduction actors to identify right institutions and process to do advocacy on behalf of the most vulnerable people

c. Aligning Community-Based Disaster Risk Reduction with:

- ❧ National, Sub-national, Local Development Plan
- ❧ National, Sub-national Physical Framework Plan, Local Land Use Plan
- ❧ National Millennium Development Goal Targets and Localisation
- ❧ National Disaster Management Act, Local Disaster Management Policies
- ❧ Poverty Reduction Strategies Paper
- ❧ Hyogo Framework for Action and key relevant national policy / strategy for Community-Based Disaster Risk Reduction work

d. Strategic Guidance to integrate national (and local) priorities into Community-Based Disaster Risk Reduction work

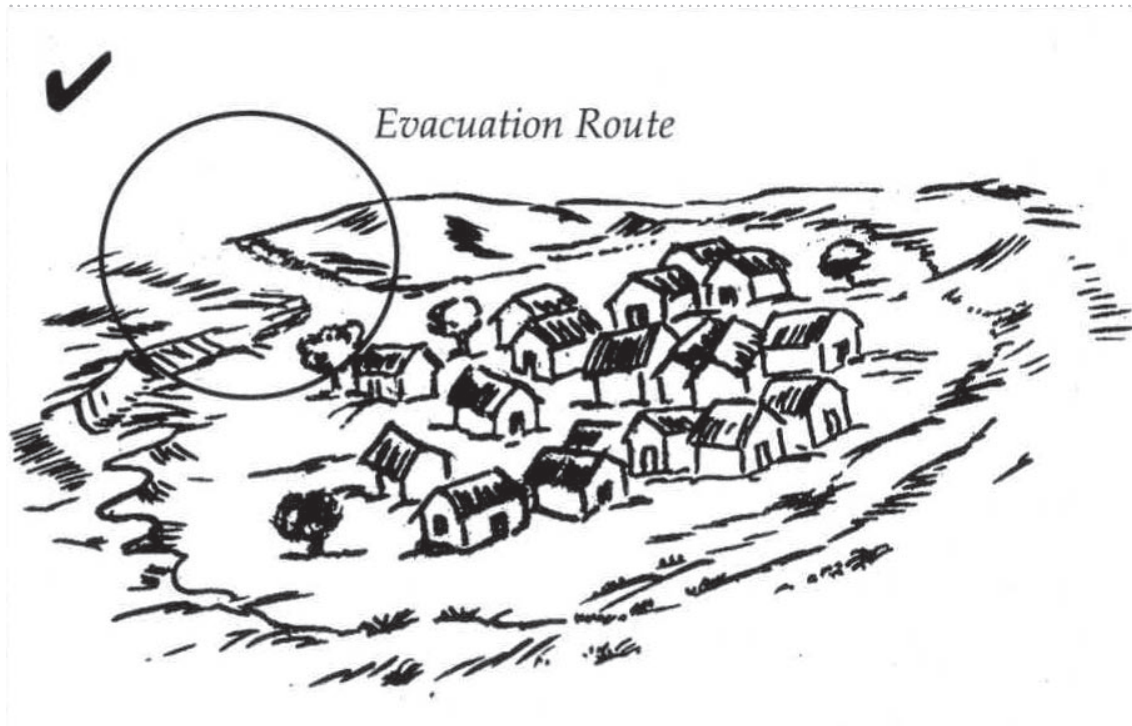
- ❧ Integrating national (and local) targets and actions in the analysis, planning, designing of Community-Based Disaster Risk Reduction programme
- ❧ Taking opportunities from national (and local) plans such as health service and gender for disaster reduction work at community level
- ❧ Using selected national (and local) goals and priorities in Community-Based Disaster Risk Reduction analysis, planning and advocacy





Community settlement without (above) and with (below) evacuation routes

Source: Training of Trainers Curriculum for Community Based Disaster Management, Indian Red Cross Society.





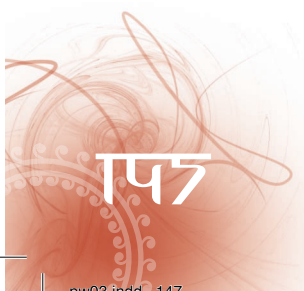
e. **Example of Linking Community Disaster Risk Reduction Plan with Local Development Plan**

- ✿ Albay is a province in the Philippines that is exposed to two major threats: typhoons and volcanic eruption. A non-governmental organisation working in the said province had mobilised their respective counterparts from the city and municipal disaster management authorities together with representatives from at-risk communities to undergo Community-Based Disaster Risk Reduction training.
- ✿ The at risk communities, after undergoing the training, formulated their own evacuation plans to mitigate impact of said threats. Having been engaged in the process of developing the plan, the document were adopted by concerned city and municipal disaster management authorities.
- ✿ Each community evacuation plan was then linked with the early warning systems and communication protocol at the city, municipal, and provincial disaster management authorities. Likewise the community disaster risk reduction plans were linked with their respective local

development plan (i.e. priority roads to be constructed to support the evacuation, prioritisation of schools for improvement in terms of water and sanitation facilities since said schools are used as evacuations, number and type of additional vehicles needed to transport pregnant mothers, women and children to the evacuation sites).

- ✿ Also, provision of livelihoods such as the continuation of their on-going work related to cottage industry be undertaken in the evacuation sites particularly in long protracted disaster such as volcanic eruption; the livelihoods aspect of the community disaster preparedness plan is integrated in the local development plan.

The findings in the community Vulnerability and Capacity Assessment were utilised to provide a disaster risk reduction perspective in the current development of the city and municipal comprehensive land use plan. After recognising the potential risk for each village, a specific plan for the use of land was proposed. (e.g. a village which is currently categorised to be commercial may be re-categorised to non-commercial after examining its risk.)



Step 5. Participatory Community Monitoring and Evaluation

Introduction to Participatory Monitoring and Evaluation

Monitoring is ongoing during project and Evaluation tends to be done at the end of a project (unless mid-term evaluation). Both can be internal or external.

Participatory Monitoring and Evaluation involves the local community, development agencies, donors and other stakeholders deciding together how progress should be measured and what actions need to be taken as a result of this analysis. This approach assumes that all concerned parties need to know how effective the project efforts have been. It may be challenging, because it encourages people to examine their assumptions on what constitutes progress, and to deal with contradictions and conflicts that may emerge.

What is monitoring and why is it necessary?

- ❧ Monitoring is the continuous or periodic review to ensure that input deliveries, work schedules, target outputs and other required actions are proceeding according to plan.

- ❧ Monitoring provides timely, accurate and complete information on the effectiveness of the input being used to provide the desired results.
- ❧ Monitoring should be done frequently, throughout the project.

Why monitoring is necessary?

- ❧ To see if we are on track
- ❧ To see if we are achieving our objectives
- ❧ To see how we are achieving our objectives
- ❧ To look at strengths and weaknesses
- ❧ To make changes if we have to before it is too late
- ❧ To make sure we are not wasting money or our limited resources
- ❧ To make sure the community is involved and the process is documented
- ❧ To help identify areas for staff and community training



What is evaluation and why is it necessary?

- ❧ Evaluation is an assessment of the results and effects of the project.
- ❧ Evaluations focus on outputs, outcomes and impacts, to what extent objectives have been met.
- ❧ Evaluation is more analytical impact assessment, and concerned with long-term result.
- ❧ Evaluation is infrequent. It is usual to have evaluation at the end of a phase or towards the end of the plan or project implementation.

Principles of Participatory Monitoring and Evaluation

There are 4 broad principles at the heart of Participatory Monitoring and Evaluation:

Participation. Multiple stakeholders participate in monitoring and evaluation. These may include beneficiaries, project or program staff at all levels of the implementing organisation, researchers, government agencies, and donors.

Learning. The emphasis is on practical, or experiential, learning. Participants gain skills, which strengthen capacity for planning, problem solving, and decision making. They also gain a greater understanding of the factors or conditions that affect their project, reasons for successes or failures and why alternatives may be tried.

Negotiation. Participatory Monitoring and Evaluation becomes a social process for negotiation between people's differing needs, expectations, aspirations, and visions.

Flexibility. There is no one way to do Participatory Monitoring and Evaluation. It is flexible and adaptive according to project-specific circumstances and needs.

Features of Participatory Approach:

- ❧ Monitoring system designed by stakeholders
- ❧ Provides ongoing information on project progress
- ❧ Ensures information transparency
- ❧ Information is analysed locally
- ❧ Follow-up actions defined and implemented locally

Strengths of this approach:

- ❧ Decision making by stakeholders on the objective, process and methods to be used in the evaluation
- ❧ Builds local capacity to reflect, analyse and take action
- ❧ Generates knowledge: When communities are actively involved in data collection and processing, information is transformed into knowledge which usually leads to self-sustaining actions.



❧ Promotes effectiveness:

- Learning to what levels project objectives have been met
- How resources have been used, stakeholders are able to make critical decisions about implementation processes.
- Useful lessons and tangible and realistic tools for better managing their project or program are provided.
- Creates ownership since stakeholders are involved at all stages of project cycle
- Empowers stakeholders to transform their environment when their experiences and knowledge are valued.

❧ Uses multiple methods: If available tools are considered inappropriate, new tools are created.

❧ Releases Creativity: Participatory evaluation methods are creative and fun. People become involved in defining and carrying out the work.

❧ Forward looking: Participatory evaluations not only look into the past, but also guide stakeholders in developing projects into the future.

Tools for Community Monitoring and Evaluation

Examples of some of the tools that can be used for Participatory Monitoring and Evaluation are:

- ✿ Semi-structured interviews / Focus group discussions
- ✿ Surveys / Gathering new data
- ✿ Direct observation
- ✿ Case studies

Semi-Structured Interviews / Focus Group Discussions have been discussed in Module 2

Surveys / Gathering New Data

What: Statistics and information on the current situation using the same criteria as was initially used so improvements (or not) can be measured.

When: At regular intervals during the programme cycle.

How: See baseline data (Module 2), reading official reports

Direct Observation

What: systematically observing change (or not) in objects, people, events, relationships, participation, and recording these observations.

Why: to get a better picture of the developing situation, especially of things that are difficult to get across verbally

When: At regular intervals during programme.

How: Identify indicators, which you can assess through direct observation.

Case Studies

(covered in more detail in the next module)

What: Recording of particularly successful (or unsuccessful) aspects of a programme in a document that can be shared with others.

Why: To record good (or bad) practices to improve subsequent programme deliver

How: Identify a particular area of interest then gather data about it in order to write a structured report.

Indicators: How to Measure Progress and Changes

What are indicators? What are good indicators, and why? How are indicators produced?

- ❧ Indicators provide a means to measure progress and effectiveness of particular measures.
- ❧ Indicator refers to the measurement tool/ unit or benchmarks
- ❧ Indicators show the changes
- ❧ Indicators minimise the bias
- ❧ Indicators ensure the beneficiary accountability
- ❧ Indicator provide the basis for decision making of the next steps

Good indicators are:

- ❧ Specific and clear
- ❧ Independent from different levels
- ❧ Objectively verifiable
- ❧ Credible
- ❧ Based on baseline data and real sources of verification

Indicators can be produced by:

- ❧ Review with the community members the project objectives: general and specific.
- ❧ Review in the same way the project outputs and effects.
- ❧ Review external factors that might affect the community and influence the project results.
- ❧ Review the criteria the community members formulated when they selected the most favourable solution to address their problems. Why do they prefer certain solutions?
- ❧ Formulate questions, which need to be answered in order to monitor the relevant issues and changes.

Indicators can be:

- ❧ Quantitative Indicators show changes which can be monitored numerically
- ❧ *Quantitative* Indicators show changes which cannot be measured, but must be described.



EXAMPLE OF INDICATORS

VULNERABILITIES / ISSUES / PROBLEMS (BASELINE DATA)	ACTIONS	INDICATORS OF SUCCESS	MEANS OF VERIFICATION (HOW TO MEASURE)
11 houses can be eroded by Taarkhaanaa river	Implementation of reforestation campaign	About 500 meter area of riverbank is prevented from erosion due to plantation and grass conservation.	Field observation / community visit
Transportation and access problem because of Taarkhaanaa river	Construction of check dam (with bamboo and other materials) to protect 11 houses and main road. Construction one foot-bridge using bamboo and other local materials	Constructed 20 meter long check dam which mitigated the erosion (approx. 300 meter)	photos review hazard map village disaster record
Possibilities of fire outbreak in 24 houses, which are made of wood, straw, thatches and very congested settlement	conduct fire prevention awareness activities targeting 24 families install at least two hand pump in the fire prone are-this can be used for drinking water as well for fire fighting collect and stock pile local fire fighting equipment (bucket- 10, axe-2, spade-4, ladder-1, pipe-500 meter, blanket-4, bamboo-4	30 community people participated in fire prevention session The community people follow the fire safety tips No outbreak of fire in the community in 2007	community discussion interview to the targeted group direct observation



VULNERABILITIES / ISSUES / PROBLEMS (BASELINE DATA)	ACTIONS	INDICATORS OF SUCCESS	MEANS OF VERIFICATION (HOW TO MEASURE)
25 families are living under the absolute poverty level - their average income is Rs 500 per month	Implementation of income generation activities such as goat keeping, swing and handicraft making scheme targeting 25 families	25 families united under the generation group and undertakes at least two alternative income generation activities (i.e. goat keeping and handicraft making) The income level of the targeted family increase from Rs 500 to Rs 1000/per month by 2007	focused group discussion interview with the local shopkeeper about local people's purchasing behaviour

COMMUNITY PARTICIPATORY MONITORING & EVALUATION

REFLECTIONS UPON PRACTICE...

Does monitoring and evaluation address the needs and capacities of vulnerable groups?

Are representatives from each vulnerable group included in monitoring and evaluation activities?

How is the community learning about how to make DRR inclusive of vulnerable groups?

How will you know if your program / project meets the needs of vulnerable groups?



SELF ASSESSMENT

Instruction:

Answer the following multiple choice questions by writing the capital letters on the blanks provided.

- _____ 1. The Community-Based Disaster Risk Reduction process follows the following steps: community identification, building rapport and understanding the community, _____, community planning for disaster risk reduction, implementation of the community plan and participatory community monitoring and evaluation and .
- A. Conduct of vulnerability and capacity assessment
 - B. Conduct of hazard and capacity assessment
 - C. Conduct of hazard, vulnerability and capacity assessment
 - D. None of the above
- _____ 2. Below are some of the following behaviours of staff which are necessary to build rapport with the community except.
- A. Humility
 - B. Observant rather than judgmental
 - C. Have confidence that local people can achieve what they set out to do
 - D. None of the above
- _____ 3. An inclusive vulnerability and capacity assessment process
- A. Identifies the vulnerable groups and the factors which make them vulnerable
 - B. Assesses the needs and capacities of vulnerable groups
 - C. Ensures that projects, programs and policies address these needs through targeted interventions
 - D. All of the above



- _____4. Examples of mitigation activities which may be considered in community-based disaster risk reduction plan for drought prone communities
- A. Constructing check dams for water retention
 - B. Rain water harvesting and recycling
 - C. Both of the above
 - D. None of the above
- _____5. The following key areas which maybe considered in building capacities of communities in disaster risk reduction are:
- A. Disaster preparedness and response
 - B. Organisational development
 - C. Both of the above
 - D. None of the above
- _____6. Community-Based Disaster Risk Reduction plans should be aligned with the following except:
- A. National, sub-national and local development plan
 - B. National disaster management policies
 - C. Both of the above
 - D. None of the above
- _____7. Some tools for vulnerability and capacity assessment which can be used for participatory monitoring and evaluation are:
- A. Semi-structured interview
 - B. Direct Observation
 - C. Both of the above
 - D. None of the above

Correct Answers: 1.C 2.D 3.D 4.C 5.C 6.D 7.C



[illegible]

module

04

Learning Objectives

After completing this module, the participants will be able to document success stories and lessons learnt in Community-Based Disaster Risk Reduction. Specifically, they will be able to:

1. Identify, using the results of participatory monitoring and evaluation, where improvements have been made since implementation of the Community-Based Disaster Risk Plan and where recommendations can be made for future improvement of programmes.
2. Identify methods and sources for obtaining information in the community for case studies.
3. Practice and develop skills for writing case studies.



DOCUMENTING GOOD PRACTICE AND LESSONS LEARNT IN COMMUNITY-BASED DISASTER RISK REDUCTION

Learning Sessions

The following topics will be covered in Module 4:

1. Introduction to Writing Case Studies
2. Information Gathering Methodologies and Techniques
3. Case Study Design

Introduction to Writing Case Studies

Communities can learn more effectively when actively involved in the learning process. The case study approach is one way in which such active learning strategies can be implemented in communities and in organisations.

Case studies can be used to:

- ✿ Allow the application of theoretical concepts to be demonstrated, thus bridging the gap between theory and practice
- ✿ Encourage active learning
- ✿ Provide an opportunity for the development of key skills such as communication, group working and problem solving

Suggested Criteria for Case Analysis

Criteria for success, if documenting a successful project or element of a project could include:

- ✿ What makes this project stand out?
- ✿ What are the factors for success?
- ✿ What are the prospects for replicability?
- ✿ What were the limitations or hindrances to the implementation of the Community-Based Disaster Risk Reduction projects or programmes.

Criteria for failure, if documenting an unsuccessful project or element of a project could include:

- ✿ What lessons can be learned?
- ✿ What are the factors for failure?
- ✿ What are the prospects for future improvement?
- ✿ What were the limitations or hindrances to the implementation of the Community-Based Disaster Risk Reduction projects or programmes.

Information Gathering Methodologies and Techniques

Once a subject for a case study has been decided upon, information needs to be gathered in order to be able to analyse the subject and back-up the claims of the author. It is particularly important that the research process is rigorous. The content of the case study needs to stand up to analysis. In order for this to be possible a variety of data needs to be gathered, and triangulated, in order to ensure accuracy of reporting. Some of the tools used in this triangulation process are similar to those used during Vulnerability and Capacity Assessment (discussed earlier in this workbook).

The key difference between research for case study and research for Vulnerability and Capacity Assessment is that the results of Vulnerability and Capacity Assessment are intended to be used as a basis for change whereas a Case Study describes the actual situation as it was found.

The main techniques that would be of use when carrying out research to write a case study are:

- ✿ **Review of Secondary data** – When considering a community based project this will include data on both the community itself and the sort of project being implemented. It is also important to examine that community's linkages to its wider environment.

Secondary data, which is of use, may include existing reports by non-governmental organisations and local Government bodies, press reportage, research papers, by both academic and corporate bodies, official census etc.

Through reviewing these sources it may be possible to identify some of the key individuals who need to be contacted for further information.

- ✿ Research conducted in the community and with other stakeholders associated with the area of interest.

Research methods that can be utilised will include:

- Semi-structured interviews
- Historical profiling (so the impact of the given project can be assessed)
- Direct observation

It is important that the purpose of the research is kept in mind during the research process. The emphasis of the semi-structured interviews conducted here will be different to those during the Vulnerability and Capacity Assessment potentially.

Case Study Design

Title	This should state what the case study is about. Should be no longer than one sentence ideally.
Abstract	Brief summary of the key interventions and outcomes
Background	The background should describe the situation of the country or area where the project has been set up.
The project	The project should be summarised, comprising all the details needed so that one can easily understand what it is about. Make sure you properly describe why you chose to undertake the project, the selection of the beneficiaries, as well as the selection of the areas where your programme has been implemented.
Outcomes	This is where you will describe the impact of the project, such as how it helped reduce vulnerability or increase capacities of the beneficiaries.
Lessons learnt	Describe what went well, what went wrong, what you have learned by doing this project, the corrective actions that were taken and what could / should have been done differently if it had to be replicated.
The way forward	Describe here the sustainability of the project, how and under which circumstances it could be replicated, and what influence it will have on the long run on the beneficiaries and/or communities.





Other requirements

❧ Quotations

Make sure that you have captured some messages from the community; document the name and place (district etc.). These quotations will reinforce the results of the project.

❧ Pictures

Make sure you do have pictures to illustrate the case study, as a good picture might say as much as a full paragraph.

❧ Words

The number of words for a case study should be between 1200 and 1500. Make sure you use a straight forward language so that it will be easy to translate.

❧ Contact

Make sure you include the full contact details of the person who undertook the project. This is in the case someone is interested in more information in order to replicate the project in other communities.



Source: *Child-led Disaster Risk Reduction: A Practical Guide*, Save the Children. Illustration from a child-friendly environment booklet produced by a partner of Save the Children in Thailand.



SELF ASSESSMENT

Instruction:

Match Column A with Column B by connecting the dots.

COLUMN A		COLUMN B
1. Lessons learnt	<input type="radio"/>	<input type="radio"/> a. A research methodology for case study
2. Abstract	<input type="radio"/>	<input type="radio"/> b. Brief summary of the key interventions and outcomes
3. Background	<input type="radio"/>	<input type="radio"/> c. Describe what went well, what went wrong, what you have learned by doing this project, the corrective actions that were taken and what could / should have been done differently if it had to be replicated.
4. The way forward	<input type="radio"/>	<input type="radio"/> d. Should be summarised, comprising all the details needed so that one can easily understand what it is about
5. Outcomes	<input type="radio"/>	<input type="radio"/> e. What makes this project stand out
6. Title	<input type="radio"/>	<input type="radio"/> f. Describe the situation of the country or area where the project has been set up.
7. The project	<input type="radio"/>	<input type="radio"/> g. Describe the sustainability of the project, how and under which circumstances it could be replicated, and what influence it will have on the long run on the beneficiaries and/or communities.
8. Criteria for case study	<input type="radio"/>	<input type="radio"/> h. Describe the impact of the project, such as how it helped reduce vulnerability or increase capacities of the beneficiaries.
9. Semi-structured interview	<input type="radio"/>	<input type="radio"/> i. This should state what the case study is about. Should be no longer than one sentence ideally.

Correct Answers: 1-c, 2-b, 3-f, 4-g, 5-h, 6-j, 7-d, 8-e, 9-a



KNOWLEDGE LOG

NEW LEARNINGS AND REFLECTIONS

Module 4: Documenting Good Practice and Lessons Learnt in Community-Based Disaster Risk Reduction

Name:

Instructions:

1. Please accomplish this form by listing some of your NEW learnings and reflections for this module.
2. Submit the accomplished form to the facilitator.

I learnt the following points from this module:

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and extend across the width of the page. There are no margins, text, or other markings on the paper.

module

05

Learning Objectives

After completing this module, the participants will be able to design and conduct activities for promoting the sustainability of Community-Based Disaster Risk Reduction programmes. Specifically, they will be able to:

1. Explain advocacy and its application in the context of the International Red Cross and Red Crescent Movement
2. Discuss the processes in advocacy
3. Identify the role of advocate for Community-Based Disaster Risk Reduction



ADVOCACY FOR SUSTAINING COMMUNITY- BASED DISASTER RISK REDUCTION PROGRAMMES

Learning Sessions

The following topics will be covered in Module 5:

1. Advocacy in the Context of the International Red Cross and Red Crescent Movement
2. Steps in Advocacy: Theory and Practice
3. Role of Advocates

Advocacy in the Context of the International Red Cross and Red Crescent Movement

Advocacy is the deliberate process of influencing those who make policy decisions.

As a strategy, advocacy was used by Henry Dunant when he persuaded governments to create rules on treatment of the wounded. This led to the Geneva Convention.

Advocacy enables the International Red Cross and Red Crescent Movement to influence policy makers as a means of addressing root causes through policy, particularly those related to disasters and development. It also enables the Movement to contribute more efficiently to reducing risk and building safer communities by using a wide range of interventions and covering a large segment of the population and thus broadening the scope of programme impact.

Advocacy is mentioned in the following documents:

- a. Strategy 2010 states that International Red Cross and Red Crescent Movement and its supporters work together effectively, through programme cooperation, long term partnerships and funding, as well as more active advocacy.
- b. Strategy for the Movement outlines this direction in detail highlighting Resolution 6 of the 1999 Council of Delegates that encourages Movement components to pursue advocacy initiatives aimed at creating awareness of the conditions of victims of armed conflict and disaster and vulnerable people.
- c. The fourth priority of the International Federation's Global Agenda is to renew advocacy on humanitarian issues, especially fighting intolerance, stigma and discrimination and promoting disaster risk reduction.
- d. The third area for improvement in the Federation of the Future framework is advocacy and communication; point 2 calls for increasing advocacy programmes to address key humanitarian issues, and influence the actions of key decision-makers and communities.



Bangladesh Red Crescent's, 'Empowering the Community to Adapt to Climate Change' demonstrated the effective use of advocacy in their community-based disaster management initiatives. The key outcomes and lessons learnt in ten flood prone communities within four districts of Lalmonirhat, Kurigram, Sirajganj and Tangail illustrated how the local government authority was persuaded to promote local solutions for adapting to climate change through advocacy.

What is the difference between advocacy and Information Education Campaign? What is the difference between advocacy and community mobilisation?

Advocacy always seeks to develop or change a policy, or address resource allocation issues. It uses Information Education Campaign to raise awareness of key audiences, but it does not stop with raising awareness. The advocacy process is complete when a policy maker implements the prescribed policy action. While the general public may be one of the audiences for an advocacy campaign, the public is targeted to generate support and pressure policy makers.



Steps in Advocacy: Theory and Practice

A critical element in the success of any advocacy effort is a thorough understanding of the opportunities that exist to influence the policy process (at the national, provincial and local level). This assessment is important because it focuses the organisation's efforts on what is potentially attainable.

Policy making occurs within a web of interacting forces: multiple sources of information, complex power relations and changing institutional arrangements. Formulation of policy is a high level course of action embracing general goals and acceptable procedures of government bodies. There are no two countries in the world that formulate policy through exactly the same political process. Regardless of the political system, or level of receptivity to popular perception, the organisation's efforts in the government arena will target branches such as the executive, legislative body / parliament, judiciary, ministries and local officials.

Steps in Advocacy

Advocacy is rarely an ordered and linear process since outcomes depend on the local and national contexts. Below are suggested steps which can guide field practitioners in doing advocacy:

1. Define the issue

Based on the results of the Vulnerability and Capacity Assessment, this is the problem that an organisation agrees to support in order to promote a policy change. An example of an issue in Community-Based Disaster Risk Reduction, needing policy, is the establishment of disaster management authorities at the local level (if such agencies do not exist)

A tool to help define and prioritise the issue needing advocacy is suggested on the right page.



CHECKLIST FOR CHOOSING AN ISSUE FOR COMMUNITY-BASED DISASTER RISK REDUCTION

CRITERIA WILL THE ISSUE....	ISSUE 1 -----	ISSUE 2 -----	ISSUE 3 -----
1. Be widely felt by many people?			
2. Have broad support?			
3. Be supported by sound data?			
4. Be easily understood?			
5. Result in real improvement in people's life			
6. Build grass root leadership			
7. Be consistent with the Fundamental Principles of the Movement			

Adapted from the Midwest Academy. 1996. *Organizing for Social Change: A Manual for Activists in the 1990s*. Santa Ana, CA: Seven Locks Press.
Source: *Designing A Strategic Advocacy Campaign: A Resource Guide for Save the Children Field Offices*

A good policy advocacy issue is one that matches most of these criteria. Rank your three priority issues against the criteria (HIGH, MEDIUM, LOW)

HIGH—Always or almost always meets the criterion.

MEDIUM—Often meets the criterion.

LOW—Rarely or never meets the criterion





2. **Develop advocacy goal and set of objectives**

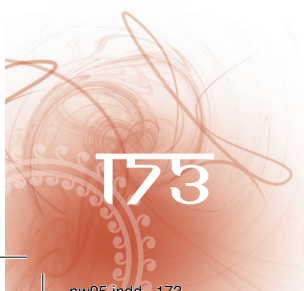
The goal is the general statement of what the organisation hopes to achieve in the long term (3-5 years) while advocacy objectives are short term, specific and measurable achievements that contribute to the advocacy goal.

A tool to help define and prioritise the issue needing advocacy is suggested below.

CHECKLIST FOR SELECTING AN ADVOCACY OBJECTIVE

CRITERIA	OBJECTIVE 1 -----	OBJECTIVE 2 -----
1. Does qualitative or quantitative data exist to show that the objective will improve the situation?		
2. Is the objective achievable? Even with opposition?		
3. Will the objective gain support of many people?		
4. Can you clearly identify the target decision makers?		
5. Is it easily to understand?		
6. Does the objective have a clear time frame that is realistic?		
7. Do you have necessary alliances with key individuals or organizations to reach your advocacy objective?		
8. Will working on the advocacy objective provide people with opportunities to learn about and become involved with the decision-making process?		

Source: *Designing A Strategic Advocacy Campaign: A Resource Guide for Save the Children Field Offices*



3. Identify the target audience

This includes the primary and secondary target audience. The primary target audience includes the decision makers who have the authority to bring about the desired policy change. While the secondary target audience includes persons who have access to and are able to influence the former. For example, if there is a need to allocate local budget for a nutrition programme, the mayor of the municipality is the primary target for advocacy. But if the mayor's priority is on infrastructure projects, it may

be difficult to convince him to set up a nutrition programme. The mayor's wife, a mother of 3 children who may have some interest in development programmes for malnourished children and their families, could influence the mayor to start the proposed nutrition programme. The mayor's wife is the secondary target audience.

Below is a sample of a tool which can be used to identify the primary audience from the secondary audience for advocacy.

PRIMARY AND SECONDARY AUDIENCE ANALYSIS FORM

Advocacy Objective: _____

PRIMARY AUDIENCE	LEVEL OF KNOWLEDGE ABOUT THE ISSUES (RANK 1-5) 1-LOW; 5-HIGH	LEVEL OF PREVIOUS SUPPORT DEMONSTRATED 1-LOW; 5-HIGH	LEVEL OF PREVIOUS OPPOSITION DEMONSTRATED 1-LOW; 5-HIGH	UNDECIDED OR POSITION UNKNOWN	POTENTIAL BENEFIT TO AUDIENCE RELATED TO THE ISSUE
SECONDARY AUDIENCE					

Source: Designing A Strategic Advocacy Campaign: A Resource Guide for Save the Children Field Offices



4. **Building alliances through networking**

Networking is a process for initiating and maintaining contacts with individuals and organisations (e.g. non-governmental organisations, civic organisations, government agencies and other stakeholders in Community-Based Disaster Risk Reduction) that share or support common

goals and agree to work together to achieve these goals. Building alliances broadens the support base for the advocacy issue.

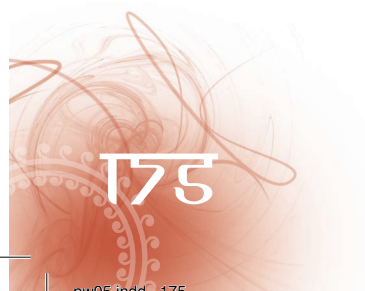
Below is a list of questions which can help identify possible organisations and individuals who can be part of alliances in advancing the identified advocacy issue.

Questions to explore in identifying allies

1. *Which other organizations, groups and individuals concerned or already working on the same policy issue?*
2. *Do coalitions exist or do they need to be established?*
3. *How can you contribute to the efforts of other organisations?*
4. *What contributions do they expect from the National Society?*
5. *What are the advantages and disadvantages of forming alliances or coalitions with each of them?*
6. *Do other organisations see the National Society as a value adding partner?*

Questions to explore in identifying opponents

1. *Are there any organisations, groups or individuals that opposes the proposed policy change?*
2. *What threat do these organisations, groups and individuals pose to the success of your advocacy initiative.*
3. *What can you do to reduce the influence of opponent?*





5. Develop the message

Messages are tailored to a specific target audience; after framing the issues, persuade the receiver to support the organisation's position. Three points to remember about advocacy message development are:

- ✿ There should ideally be only ONE main point communicated, or if not possible, two or three at the most.
- ✿ The message should always be pre-tested with

representatives of the target audience to ensure that the message sent is the one received.

- ✿ The message should not only persuade through valid data and sound logic, but should also describe the action the audience is being encouraged to take.

Below is a sample of a worksheet which can be used as a tool in developing a key message for advocacy.

MESSAGE DEVELOPMENT WORKSHEET

Target Audience

Action you want the audience to take

Message content

Format

Messengers

Time and place for the delivery



Components of message

- **Content:** This is the central idea of the message. Answers the questions: what is the main point you want to communicate to your audience? What single idea do you hope the audience will take away from your message?
- **Format:** Also called the medium or the communication channel for the message's delivery. Answers the question, what is the most appropriate communication medium to reach your target audience, for example: a signed petition, face-to-face meeting or a TV or radio advertisement?
- **Messenger:** This is the person who will deliver the message. Is the messenger credible to your target audience? Is it possible to involve representatives of the community affected by the policy change as messengers?
- **Time and place of delivery:** This is the date and venue of the delivery of the message. Is there any political event that you can link up with to draw more attention to your issue? Is there a Disaster Risk Reduction day being celebrated in the country?

A critical component of advocacy campaigns is media attention. In any interaction with mass media, it is important that the spokesperson communicates the main idea and the desired action of the advocacy message in 30 to 60 seconds. This is called the One-Minute Message.

The One-Minute Message contains the following components:

THE ONE-MINUTE MESSAGE

Statement + Evidence +
Example + Action Desired

- **Statement:** As earlier defined is the central idea of the message

e.g. Community-Based Disaster Risk Reduction improves socio-economic condition of local government of Albay Province (this is an area in the Philippines which is frequently exposed to various threats such as typhoons, landslides, flooding, mudflow and volcanic eruptions)
- **Evidence:** Supports the statement with facts and/or figures; should include data that the audience can easily understand. Ask which one is a better evidence:





e.g. Between 2006-2007, 56% of fatalities caused by typhoons in the Philippines occurred in the Province of Albay or Many people are affected by typhoons in the Province of Albay

- **Example:** After providing the facts, the spokesperson should add a human face to the story; e.g. an anecdote based on personal experience can personalise the facts and figures
- **Action Desired:** is what you want the audience to do as a result of hearing the message.

6. Select Channels of Communication

Depending again on the target audience, this is the selection of the most appropriate medium for advocacy messages. Debatable issues on Community-Based Disaster Risk Reduction are usually better heard than watched. Radio, which is considered to be a hot medium, can be the more appropriate channel of communication. On the other hand, the concept of a safer community is better seen rather than heard. The television, being a cold medium, can be used as the most appropriate channel of communication.

There are parallel activities which should be undertaken though, while performing the above mentioned steps:

- ✿ **Raise Funds:** This will support advocacy campaigns; funds may come from external or internal sources
- ✿ **Collection of Data:** This will support the different stages mentioned above; data will be needed to identify and select the issue as well as the development of advocacy objectives, crafting messages, building alliances to expand support base and influence policy makers

Methods of data collection (a) Qualitative: survey, questionnaire, focus group, interviews and observation; (b) Quantitative: survey, questionnaire, census, Knowledge, Attitude and Practice survey, baseline studies

- ✿ **Monitoring and Evaluation:** Before undergoing the advocacy campaign, the organisation must determine how the campaign will be monitored and evaluated. Can the organisation realistically expect to bring about a change in policy programming, or funding as a result of its efforts?

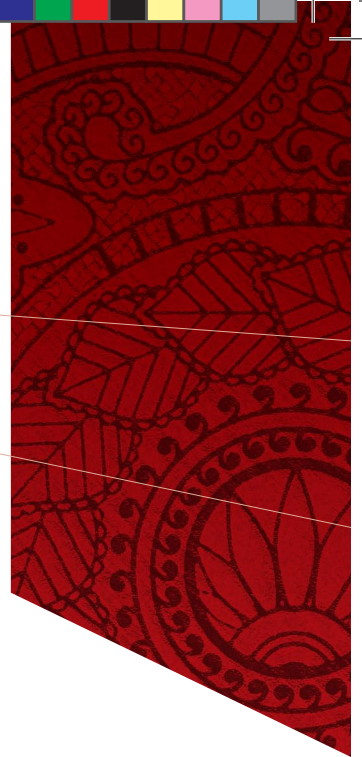
Role of Advocates

The following are the roles of the advocates for Community-Based Disaster Risk Reduction:

- Represent – speak for people
- Accompany – Speak with people
- Empower – Enable people to speak for themselves
- Mediate – Facilitate communication
- Model – Demonstrate the practice to people or policy makers
- Negotiate – Bargain for something
- Network - Build coalitions

SOME SUGGESTIONS FOR ADDRESSING SPECIFIC NEEDS

Possible Advocate Roles	ROLE	CHARACTERISTIC	
	represent	speak for people	
	Accompany	Speak with people	
	Empower	Enable people to speak for themselves	
	Mediate	Facilitate communication between people	
Key advocate	Model	Demonstrate the practice to people or policymakers	
targets/ those in power	Negotiate	Bargain for something	
those affected by a situation	Network	Build coalitions	



SELF ASSESSMENT

Instruction:

TRUE or FALSE. Write T if the statement is TRUE and F if the statement is FALSE:

- _____ 1. Advocacy as a strategy is not new to the Movement since its founder Henry Dunant did the first advocacy work when he persuaded governments to create rules on treatment of the wounded.
- _____ 2. Advocacy and Information, Education and Communication have the same objective of raising people's awareness on a certain issue.
- _____ 3. In practice, the steps in advocacy is always linear in nature.
- _____ 4. The One Minute message should contain the following elements: Statement + Evidence + Example + Action Desired
- _____ 5. As an advocate for sustaining the Community-Based Disaster Risk Reduction initiatives, the field practitioner role should take into consideration the principles and mandate of the Movement.

Correct Answers: 1. T 2. F 3. F 4. T 5. T



KNOWLEDGE LOG

NEW LEARNINGS AND REFLECTIONS

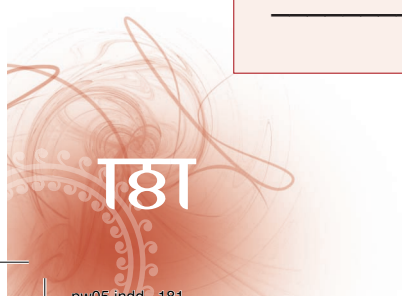
Module 5: Advocacy for Sustaining Community-Based Disaster Risk Reduction Programmes

Name:

Instructions:

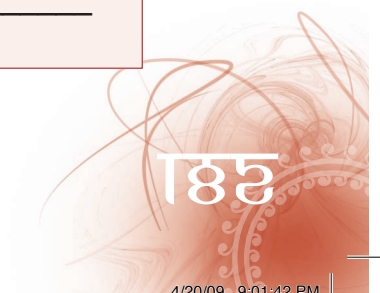
1. Please accomplish this form by listing some of your NEW learnings and reflections for this module .
2. Submit the accomplished form to the facilitator.

I learnt the following points from this module:

[illegible]



Handwriting practice area with 20 horizontal lines.





The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

List of Participants

The following individuals had provided valuable inputs in the development of the standardised curriculum on Community-Based Disaster Risk Reduction for Field Practitioners, which was pilot-tested in Pakistan, Sri Lanka and Bangladesh:

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building safer communities in South Asia

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