

MAKING CMDRR OPERATIONAL AT THE COMMUNITY LEVEL: A GUIDE



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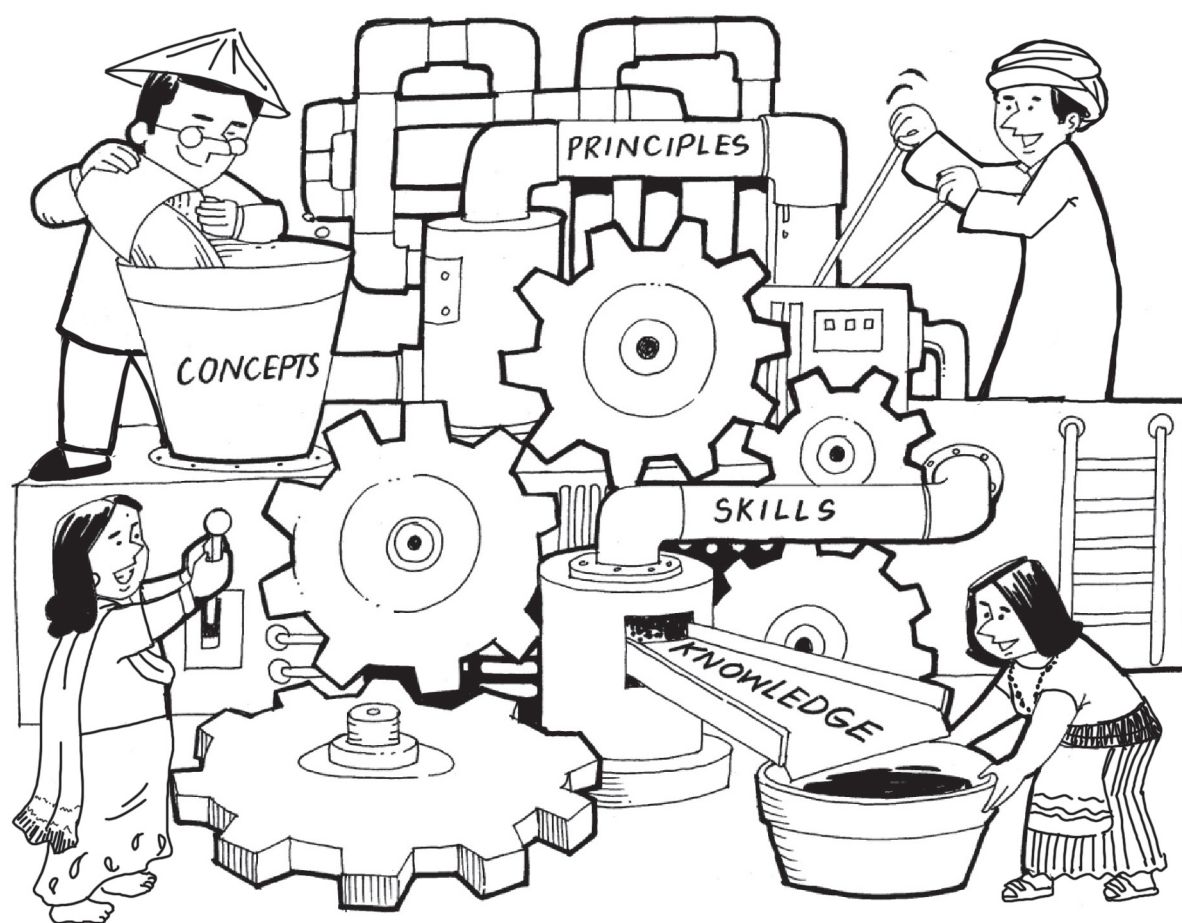
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MAKING CMDRR OPERATIONAL AT THE COMMUNITY LEVEL: A GUIDE



This document provides the users with a common understanding of the concepts and principles of Community-Managed Disaster Risk Reduction, defines common terms used, describes its evolution, and distinguishes it from other models. It provides practical knowledge and guidelines on how to implement, operationalize, and institutionalize DRR at all levels of development organization, by detailing the roles of each organizational level, by providing the components and tools to fully implement a project, and by answering the questions of what, why and how to successfully do it.

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Cordaid, whose contribution consists not only of a significant financial amount but also involves support of a partner with a long experience in Disaster Risk Reduction along with the provision of its resources towards making this Guide a truly professional tool.



Pavel Gruber

Caritas Czech Republic

USER'S GUIDE

This manual comprises an Introduction, List of Acronyms, Definition of Terms, Topics, References, Attachments and Tools for easy understanding and use of and direction to all users.

The Introduction provides a brief, yet comprehensive insight into the evolution and development of DRR and CMDRR as compared to other related concepts.

The List of CMDRR acronyms provides users with a quick reference to short terms used in the Contents.

Table of Contents provides quick and easy reference to each topic per chapter and per page.

Main topics are detailed into different sub topics, each, supported by an introduction. Most are explained in such a way that the questions of what, why, and how can be answered.

Attachments and references are also provided to support a particular part of the manual.

ACRONYMS USED

CBDRR	Community-Based Disaster Risk Assessment
CM	Community-Managed
CMDANA	Community-Managed Damage Assessment and Needs Analysis
CMDRR	Community Managed Disaster Risk Reduction
CO	Community Organization
DANA	Damage Assessment and Needs Analysis
DM	Disaster Management
DRR	Disaster Risk Reduction
PCDRAA	Participatory Community Disaster Risk Assessment and Analysis
PLA	Participatory Learning Action
PPMEL	Participatory Planning, Monitoring, Evaluation and Learning
PRA	Participatory Rural Appraisal

OVERVIEW OF THE MANUAL

In today's world, the whole of humanity confronts more frequent and deadlier disasters than before. Brought about by natural and social hazards (Cyclones, earthquake, armed conflicts, etc) such a condition causes destabilization and disruption in society, resulting to widespread human, material, and environmental losses.

Awareness and recognition of the link between disaster and development is now crucial. Community-Managed Disaster Risk Reduction (CMDRR) is an approach that shows the relationship between disaster and development at the onset, and offers solutions at the outset.

The manual will serve as a guide and tool on how to implement CMDRR by organizations, as well as, in specific communities.



INTRODUCTION

DRR's Distinguishing Character

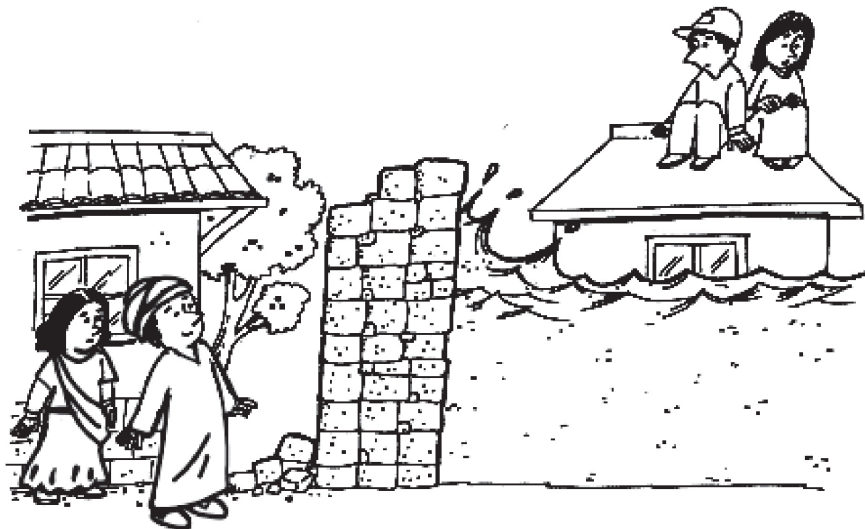
Disaster Risk Reduction is a new development framework designed to reduce risk in areas of concern by empowering individuals and communities in the face of disaster. It is premised on the analysis that disasters (as a consequence of natural and/or social hazards) are an act of man and not an act of God. Disasters only happen when specific individuals and group could not cope with a hazard event.

It is a pro-active approach which is aimed at increasing group or community capacity in mitigating and preventing the impact of a hazard event, building individual capacity to survive and bounce back, and strengthening the community as a functioning support system.

How it relates to Mission, Vision and Strategic Direction

CMDRR's strategic importance in accomplishing its vision, mission and strategic direction shall ensure that the organization's projects will be insulated from hazards, that development initiatives will be saved and sustained, and partner communities will become resilient and self-reliant.

People's capacity and survivability will be enhanced, and at the same time, dependence from external support will be gradually terminated.



It is the Way Forward

Sustainable working relationship which is geared towards building group and community cohesiveness in achieving the task of risk reduction

Building strong self reliant organizations and communities founded on equal power relations in all aspects of organizational and community life, specifically in reducing risk and sustaining development

Aspects of Self-sustainability or Autonomy

Working Relationship Sustainability – The benefits of development partnership must be shared and maintained - from the onset to the takeover phase of the project - by all stake holders.

Development Intervention Sustainability – The development project must be maintained even after external support.

Funding Sustainability – The project must mobilize a range of local and other financial resources to sustain itself beyond expiration of donor support

Community Sustainability – Community interaction, sharing, services and solidarity should extend further, long after external intervention and after each hazard event and to the extent of the individual claiming his/her human rights in the society

Objectives of the Manual

Deepen the multi-users' knowledge of the concepts, principles and practices of community - managed disaster risk reduction (CMDRR)

Stress the importance of CMDRR as differentiated from other disaster reduction approaches by giving emphasis on its sustainability especially in 1) building strong community organizations that are responsible for both, disaster risk analysis and development and implementation of disaster risk reduction measures; 2) institutionalization of participatory planning, monitoring, evaluation and learning; and finally, 3) facilitating transfer of ownership of the entire DRR project by the community organization.

Develop the skills, knowledge, attitude, and techniques of the users in facilitating and implementing CMDRR in their respective communities and organizations.

Provide practical knowledge and guidelines in organizational development, development and contingency planning, participatory planning, monitoring, evaluation, learning, advocacy and visibility, capacity building, networking and alliance building, resource mobilization, and other tools necessary in implementing a successful disaster risk reduction program and project.

–

Guide users in making use of documented lessons learned and significant change stories to arrive at practicable and sustainable community organizations and community actions plans; contingency plans, advocacy, visibility, capacity building, and resource mobilization.

Provide the necessary mainstreaming tools or guidelines that must be fully integrated into the institutional mechanisms of the organization.

DEFINITION OF TERMS

CAPACITIES – refers to individual and collective strength and resources that can be enhanced, mobilized, and accessed, to allow individuals and communities to shape their future by reducing disaster risk. This includes prevention, mitigation, and survivability of the individual and readiness of the community.

CAPACITY BUILDING – efforts aimed to develop human skills or societal infrastructures within a community that are needed to reduce the level of risk.

COMMUNITY – can be taken as a group that may share one or more things in common such as living in the same environment, or place of residence, disaster risk exposure, having been affected by a disaster. Common problems, concerns, hopes and ways of behavior may also be shared. Although the community is not a homogeneous unit but a dynamic mix of different groups, interests and attitudes, the sharing of common things gives a certain sense of belonging to each other.

COMMUNITY CAPACITY ASSESSMENT – identifies the strengths and resources present in individuals, households and the community to cope with, withstand, prevent, prepare for, mitigate or quickly recover from, a disaster. Coping means managing resources in adverse situations.

COMMUNITY HAZARD ASSESSMENT – defines the threats and understands the nature and behavior of particular hazards. The assessment brings out information on the characteristics of hazards, specifically warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration.

COMMUNITY MANAGED DISASTER RISK REDUCTION (CMDRR) – A condition whereby a community systematically manages its disaster risk reduction measures towards becoming a safer and resilient community, people living in one geographical area, who are exposed to common hazards due to their location. They may have a common experience responding to hazards and disasters. However, they may have different perceptions of, and exposure to, risk. Groups within the locality will have a stake in risk reduction measures.

COMMUNITY RISK ASSESSMENT – the process of gathering all relevant data about the community, such as physical characteristics (e.g., location, area, natural resources, climate, etc.), demographic features, economic and socio-political aspects of the community, environmental problems, etc. and able to determine the nature and extent of risk by analyzing the characteristics of hazards, the degree of vulnerability and the capacity of the community.

COMMUNITY VULNERABILITY ASSESSMENT – complex combination of interrelated vulnerability analyses in the process of estimating the degree of exposure/proximity, specifically in terms of time and distance of “elements at risk” in the community to certain hazard.

DISASTER – The serious disruption of the functioning of society causing widespread human, material or environmental losses, which exceed the ability of the affected communities to cope using their own resources. Disasters occur when the negative effects of the hazards are not well managed.

DISASTER RISK – the probability of meeting danger or suffering/harm.

DISASTER RISK REDUCTION – a framework and tool that determines the degree of risk and describes measures to increase capacities and reduce hazard impact on the elements at risk so that disaster will be avoided.

DURATION – how long the hazard is felt- i.e. earthquake and aftershocks, days/weeks/ months that area is flooded, length of military operations

EARLY WARNING – the provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response.

FOREWARNING – time between warning and impact

FREQUENCY – Does the hazard occur seasonally (e.g. once a year, or every five years)?

HAZARD – a potential event that could cause loss of life or damage to property and/or the environment.

MITIGATION – covers measures that can be taken to minimize the destructive and disruptive effects of hazards and thus lessen the magnitude of a disaster. Mitigation measures can range from physical measures such as flood defenses or safe building design, to legislation and non-structural measures as training, organizing disaster volunteers, public awareness, food security programs and advocacy on development issues.

PERIOD OF OCCURRENCE – the particular time of year a hazard normally occurs.

PREPAREDNESS – measures taken in anticipation of a disaster to ensure that appropriate and effective actions are taken in the aftermath. Preparedness attempts to limit the impact of a disaster by structuring the response and effecting a quick and orderly reaction to the disaster. Examples of preparedness measures are the formation and capability building of an organization to oversee and implement warning systems, evacuation, rescue and relief; formulation of a disaster implementing plan or a counter-disaster plan;

warning systems; stockpiling of supplies for immediate mobilization; emergency communications; training of volunteers; community drills and simulation exercises; public education and awareness.

PREVENTION – the activities designed to impede the occurrence of a disaster event and/or prevent such an occurrence from having harmful effects on communities and facilities. Usual examples are safety standards for industries, flood control measures and land use regulations. Other non-structural measures are poverty alleviation and assets redistribution schemes such as land reform, provision of basic needs and services such as preventive health care, and education.

READINESS – group/community organization functioning as a system which is prepared for any hazard that is going to happen.

RESILIENCE/RESILIENT – The capacity of a system, community or society potentially exposed to hazards to adapt by resisting or changing in order to reach and maintain an acceptable level of functioning and structure. This is determined by the degree to which the social system is capable of organizing itself to increase its capacity for learning from past disasters for better future protection and to improve risk reduction measures.

SURVIVABILITY – To manage to stay alive or continue to exist, especially in hazard event.

VULNERABILITY – the degree to which an area, people, physical structures or economic assets are exposed to loss, injury or damage caused by the impact of a hazard.

WARNING – signs and signals, including scientific and indigenous indicators that a hazard is likely to happen.

UNDERSTANDING DISASTER RISK REDUCTION: CONCEPT AND PRINCIPLES

Evolution of disaster risk reduction

The rise of disasters and number of people affected has tripled over the past three decades. Costs of disaster relief and recovery of loans and losses are draining away resources that should have been invested in development.

In January 2005, the World Conference on Disaster Reduction adopted the Hyogo Framework for Action, 2005 – 2015: “Building Resilience of Nations and Communities to Disasters”. The UN and other institutions were called to integrate Disaster Risk Reduction (DRR) considerations into development frameworks, including the Common Country Assessments, the United Nations Development Assistance Framework and poverty reduction strategies.

The devastating impact of the Indian Ocean tsunami in 2004 has become a constant reminder of the vulnerability of human life to hazards, and also of the disproportionate effect they have on poor people. Unless more determined efforts are made to address the loss of lives, livelihoods and infrastructure, disasters will become an increasingly serious obstacle to the achievement of the Millennium Development Goals, which identifies strategic objectives and priority areas to reduce disaster risk in the next 10 years. We must proceed with its implementation.

Czech Republic is also a signatory of Hyogo Framework for Action, 2005 – 2015: “Building Resilience of Nations and Communities to Disasters”. Czech authorities should develop policies, strategies and programs to support NGOs and other organizations that promote and/or implement DRR programs and projects through legislation and budgetary support from national to local government agencies.

There has been a shift from the old school of thought that disaster is “an act of God” to the school of thought that disaster is “an act of man”. From reactive approach to hazard events to proactive approach by doing disaster risk reduction, comes the era of hazard prevention and mitigation and vulnerability reduction by building individual capacity to survive and bounce back and strengthening the communities as functioning support systems (Please see Attachment 1 for Evolution of Disaster Risk Reduction).

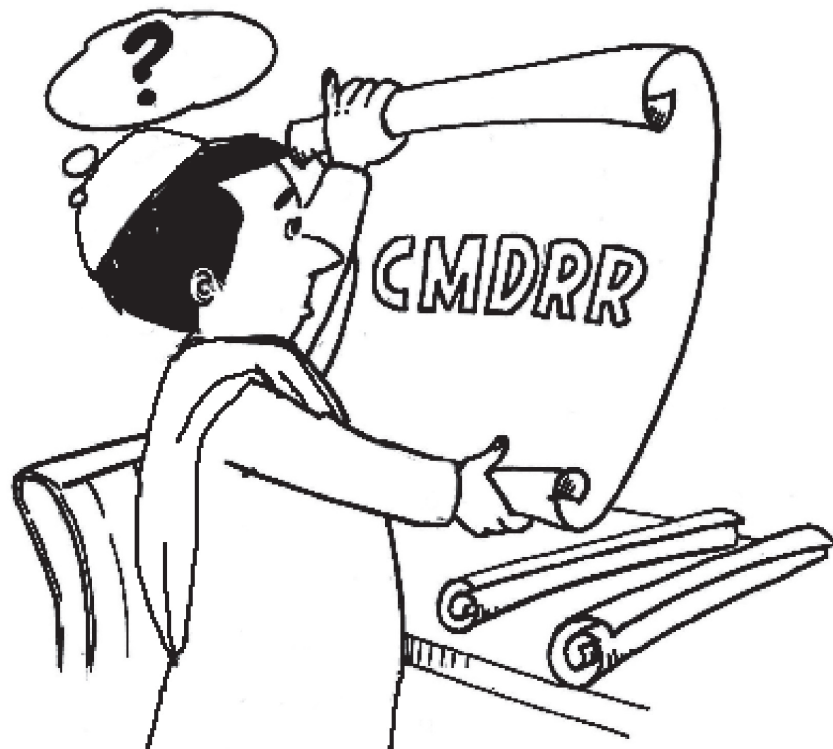
The core of every effective DRR endeavor is the communities' effective role as learning agents. Once learning transpires they can move further to their development. Communities' collective learning of their disaster risk will prompt them to offer risk reduction measures. DRR initiatives of development organizations must take a look at the fundamental difference between community based and community managed DRR.

It is crucial to distinguish varying approaches in making DRR operational in the community. Every approach is based on the organizational choices on the way they want to do things. Below are descriptions of the two approaches ¹⁾:

- In Community Managed Disaster Risk Reduction (CMDRR) emphasis is on the interactive people's participation in the entire project cycle, while in Community-Based Disaster Risk Reduction (CBDRR), information from the community is gathered to determine interventions which are primarily dependent on external facilitators.
- In CMDRR the facilitation process is aimed at co-constructing both the facilitators and the people and community. Its goal is to facilitate learning and positive change. In CBDRR, the process is aimed at gathering information in order to develop local plans and programs.
- In CMDRR, the community implements the project while the external facilitator provides guidance. In CBDRR the facilitators implements the project while the community participates.
- While CMDRR is aimed at facilitating and enriching the learning process with the community, between the facilitator and the community, as well as, through the other ladders of the facilitators' organization and other stakeholders, CBDRR is concerned with transferring technology to the community from the external facilitator.
- CMDRR institutionalizes Participatory Planning, Monitoring and Learning (PPMEL) system as an approach and tool in strengthening the community organization's capability to finally manage and own the project. CBDRR to some extent is a link to external organizations' capability to manage the project. However, in the long run, self-reliance of the community organization is not guaranteed (*Please see Attachment 2 for Community-Based Disaster Risk Reduction and Community-Managed Disaster Risk Reduction*).

1) IIRR, Cordaid. 2007. *Building Resilient Communities: A Training Manual on Community Managed Disaster Risk Reduction*

What is CMDRR?



CMDRR is a process of bringing together of people within the same community to enable them to collectively address a common disaster risk and collectively pursue a common disaster risk reduction measures.

It is a process of mobilizing a group of people in a systematic way towards achieving a safer and resilient individual/community which takes place in a geographically-defined living area (or) in sector groups not necessarily living in same location.

The end in view is a dynamic community that equalizes power relations, binds the group cohesively in the process of making decisions, deals with conflicts, resolves issues, and manages individual and collective task in addressing and bouncing back from hazard events.

Why community managed?

Disaster is localized and it happens in the community

People in the community themselves are the affected and the first responders

Climate adaptation, happens locally at the community

Communities are the foundation of the world

Basic Philosophy and Principles

Communities have accumulated local knowledge in addressing hazard events.

Communities are survivors, not victims.

Basic rights are the foundation of human safety

Community organization is a mechanism for successful disaster risks reduction initiatives and that the government is a major player.

Communities must take responsibility for their most at risk members (who could be the poor or those with less capacity to cope, or the most affected).

The community decides if they are in a state of disaster; if they could not cope and need outside help or they can cope and have the capacity to face the challenge.

Resiliency is not merely accumulated physical assets or secured livelihood. It is also the individual person's will to survive and claim his/her rights to be members of just and equitable society.

As long as risk is not being reduced, achieving poverty reduction, social equity improvement, and sustainable development maybe seriously jeopardized.

The Disaster Risk Reduction Formula offers a clear mathematical equation on how to reduce the risk and this being translated into three areas of activities:

DR (Disaster Risk) = H (Hazard) x V (Vulnerability) C (Capacity)	1. prevention and mitigation of hazards
	2. reduction of vulnerabilities to hazards
	3. strengthening capacities to cope and bounce back with the hazards

If disaster risk is reduced therefore the probability of the hazard event becoming a disaster is less. This is the core idea of DRR.

Hazards, coupled with vulnerability and a lack of capacity to cope, translate into communities with high levels of risks. It is possible to reduce these risks. Some hazards can be prevented or mitigated. Some hazards defy prevention or mitigation, but communities can be enabled and empowered to cope and bounce back from their impact.

MAKING CMDRR OPERATIONAL: A MECHANISM

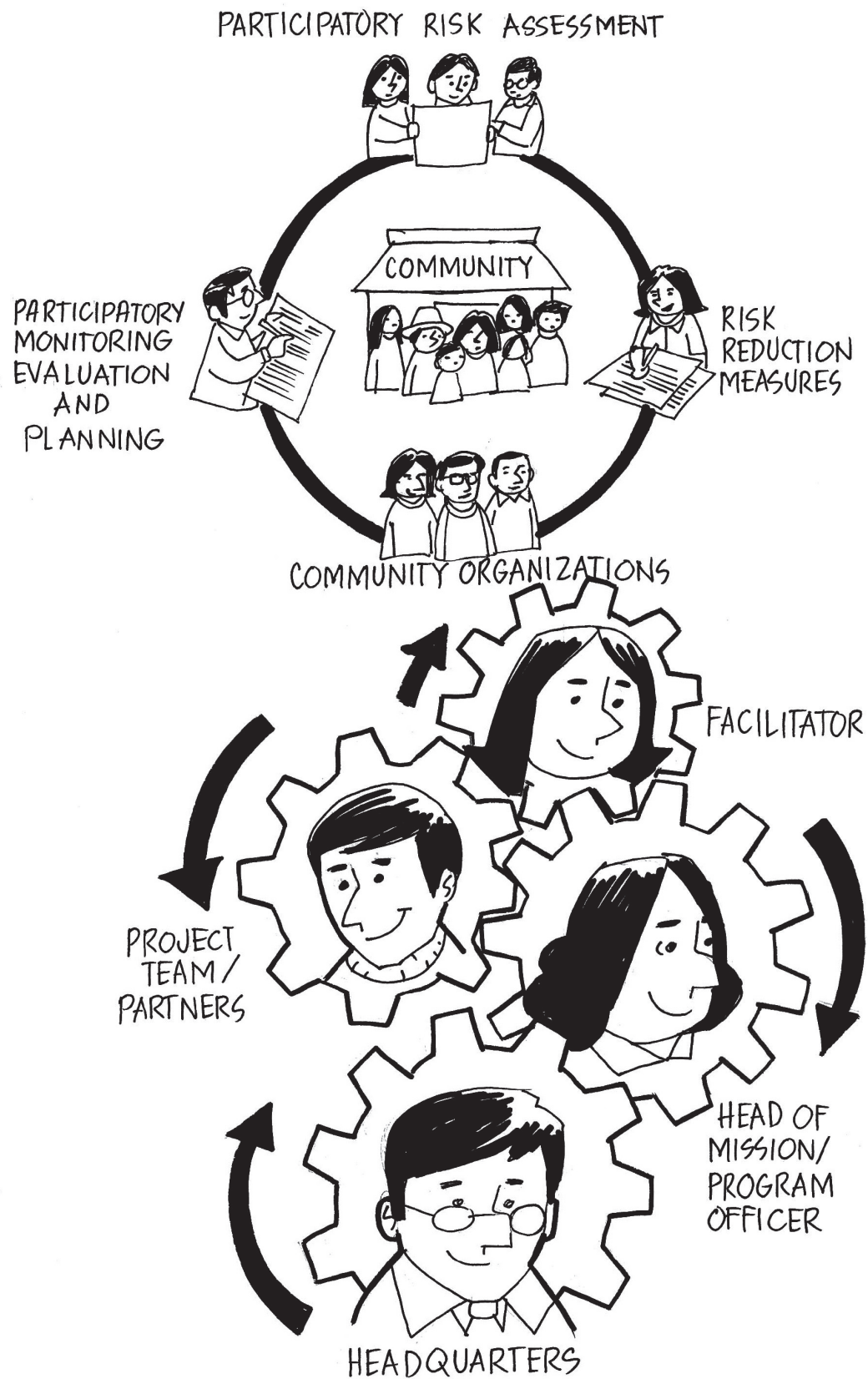
This section answers the question of what, why and how to make CMDRR operational at different levels: Community, Facilitator, Partner Organizations, Head of the Mission and Headquarters.

Practical steps are suggested here to help the users create the optimal learning environment in DRR project implementation

The diagram represents the interrelationship of the community and the headquarters in which the facilitator is the strongest link between the community and the development organization.

The facilitator possesses the knowledge, skills, attitude, values and commitment in facilitating an enabling environment to empower the community in implementing the four minimums of DRR project. At the same time, he/she generates knowledge, significant change stories and learning which he/she impart upwards at different level of development organization.

The What and How to make CMDRR Operational at the Community Level



Basic Minimum in making CMDRR operational

The four basic requirements in making CMDRR operational at the community are inter-related and are a sequential process. They are the following:

Participatory Community Disaster Risk Assessment and Analysis (PCDRAA)

- is a process that uses participatory tools that enable the people in the community to share and analyze and conclude their degree of disaster risk. The process will bring out 1) the capacity needed to address the characteristics of the hazard and 2) the capacity needed to address the degree of vulnerability of element at risk. The process consists of four steps:

- 1.** Hazard assessment – identifies the most likely natural or human-made hazard or threat to the community, and seeks to understand its nature and behavior (*Please see Attachment 3 Hazard Assessment*).
- 2.** Vulnerability assessment- identifies what elements are at risks and measures the degree of vulnerability of element at risk to a hazard (*Please see Attachment 4 Vulnerability Assessment*).
- 3.** Capacity assessment – identifies capacity needed to address the nature of hazard and capacity needed to address degree of vulnerability of the element at risk. The results of this process is the summary of capacity gaps in four areas which are prevention, mitigation (addressing Hazard), individual survivability and community readiness (addressing Vulnerability) (*Please see Attachment 5 Capacity Assessment*).
- 4.** Disaster Risk Analysis – is the process of consolidating the findings of hazard, vulnerability and capacity assessments and drawing conclusions and recommendations for disaster risk reduction (*Please see Attachment 6 Disaster Risk Assessment Analysis*).

Disaster Risk Reduction (DRR) Measures

is a process whereby a community plans to solve its disaster risk by translating the result of the risk assessment to development (*Please see Attachment 7 Community Action Planning for CMDRR*) and contingency plan (*Please see Attachment 8 Contingency Planning*). Development plans are actions taken for long term solutions and implemented before the hazards comes, while contingency plans are actions taken during the hazard events. Risk reduction measures are aimed at answering the gaps to prevent, mitigate hazards, reduce vulnerability and increase the capacity of elements at risk.

Organization of Risk Reduction Group

Is a process of identifying and strengthening the role and responsibility of each member vis-à-vis the community disaster risk reduction measures (*Please see attachment 9 Implementation of DRR Community Action Plans*). This is known as the “functional” organization. It is aimed at forming a cohesive decision-making group to ensure ownership by the community of its disaster risk reduction processes, project, challenges and benefits.

Participatory Planning, Monitoring, Evaluation and Learning (PPMEL)

Is a process of building a system for member of the community, where learning is drawn in terms of keeping track of their disaster risk reduction measures and the development of their organization; identifying their strengths and weaknesses, the external threats and opportunities; and determining achievements. It involves relevance, efficiency and effectiveness of their DRR work and their organization. It also celebrates successes and embraces errors, and draws lessons to guide future disaster risk reduction development and contingency plans. It aims to effectively manage the organization and share learning upwards in the development organization and other to other stakeholders, and ensure continuous growth and sustainability of the community organization (*Please see Attachment 10 Participatory Monitoring Evaluation and Learning in CMDRR Process*).

What it means and How to implement CMDRR by the Facilitator



The facilitator is the strongest link between the community and the development organization. As facilitator, his/her role is trainer/mentor, facilitator and organizer. She/he generates learning, experiences significant change stories through PCDRRA, DRR measures, organizational development and PPMEL. The facilitator ensures that the CMDRR minimums are properly shared with the community for it to gain confidence and able to execute the task and organizational functions towards community resilience. Below are the facilitator's responsibilities:

- Facilitate Participatory Community Disaster Risk Assessment and Analysis
- Assist in identifying gaps and risk reduction measures
- Assist in coming up with development and contingency plans
- Assist in developing a stronger community organizations as a new emerging power at the community, leading the most at risk, to empower themselves and be part of the wider community
- Facilitate DRR project proposals to resource providers
- Make ways and means that will complement and strengthen community DRR plans (accompaniment plan), specifically training needs and exit strategy.
- Develop success indicators based on his/her efficiency and effectiveness as DRR facilitator
- Document, prepares and submit updated reports on DRR projects
- Document and popularize change stories/impact stories, lessons learned and best practices using action photos, videos, prints and other medium.

What it means and How to implement CMDRR by the Project Teams/Partners Organization

In this level, the partner organization/project teams provide enabling support to the facilitators to become effective and efficient in community DRR work. The project team advises, supports, motivates, and provides incentives and capability building measures to the facilitators. These are necessary to build their confidence and capacities towards their work in the communities.

Below is a list of possible support:



- Motivate and train facilitators
 - Have team members interact frequently, so they gain a sense of being a team
 - Be sure that individual needs are being met through participation in the team
 - Let them all know why the project is important; people don't like working on a "loser"
 - Make sure all members share the goals of the team; one bad apple can spoil the barrel.
 - Keep competition within the team into a minimum. Competition and cooperation are opposites. Let them compete with people outside the team, not within it
- Collect and compile DRR Projects Significant Change Stories/ impact stories and learning
- Make ways and means that will complement and strengthen facilitator's accompaniment plans, specifically, staff capability building and organizational sustainability plan.
- Review project report of facilitators and evaluate performance for effective and efficient facilitation at the community level.
- Write project end report and submit to the head of mission
- Document lessons learned and best practices from the report using quality action photos/videos/prints

What it means and How to implement CMDRR by the Head of Mission

In this level, the head of mission serves as facilitator and adviser of project team/partner organization; it formulates and implements effective and efficient DRR country policies, strategies and programs. These policies, strategies and programs are the necessary means to guide efficient and effective DRR project implementation of the project teams/partner organizations. It also provides advice and support to motivate project teams/partner organizations.

Below are the head of mission's other responsibilities/functions:

- Collect and compile DRR project impact report and recommend DRR project proposal to the headquarters
- Make ways and means that will complement and strengthen project team/partner organization accompaniment plans, specifically return on investment plan and organizational development plan.
- Collect, compile (quality action photos/videos/prints) and popularize documented change stories/impact stories, lessons learned and best practices using action photos, videos, prints and other medium.

What it means and How to implement CMDRR by the Headquarters

The headquarters act as resource mobilizer/provider and adviser that enhance an enabling environment for a successful DRR implementation to the head of mission. Resources and advice are necessary to effectively and efficiently implement DRR projects at the head of mission level.

Functions:

- Approve and release funds for DRR project proposal
- Provide clear DRR policies, strategies and programs
- Receive and document reports from the head of the mission
- Collect, compile (quality action photos/videos/prints) and popularize documented change stories/impact stories, lessons learned and best practices, using action photos, videos, prints and other medium.
- Utilize significant change stories and learning documents from the communities as part of visibility package, specifically for marketing/advocacy materials and resource mobilization materials/appeals.



INSTITUTIONALIZING CMDRR

To further strengthen and develop a successful community managed disaster risk reduction project, mainstreaming tools or guidelines must be fully integrated into the institutional mechanisms of the organization. Some of these guidelines are: partner's proposal guidelines, partners reporting guidelines, and partners learning agenda guidelines, and measures to sustain CMDRR by creating opportunities for resource mobilization, advocacy, visibility, capacity building through documenting lessons learned from the community success and failures.

Partners Proposal Guidelines

The partners' proposal guidelines are specific instructions that will guide partner organizations in developing DRR project proposal. This will help facilitate clarity and set standards in order to guide proposal appraisal that shall ensure mainstreaming of DRR projects.

The proposal guideline may be used by either a thematic program such as DRR in Livelihood or DRR in Health programs, or process oriented programs/project that is hazard specific.

GENERAL INFORMATION

The information will include project title, project partners, project proponent, project holders, contact of project holders, project duration, budget (total, requested, counter-part) and nature of funding.

DRR-CONTEXT

The context will describe the specific hazards, vulnerability and capacity situation of the individuals and the community where the project should be implemented.

RATIONALE

Building the Foundation of Safety: Promoting effective and efficient delivery of Basic Rights

Describe the gaps between capacity addressing hazards and capacity addressing vulnerability and the specific needs which will be address by the proposal (base on the proponents PDRA).

OBJECTIVES

Formulate objectives: use the specific, measurable, attainable, and reliable and time bound objectives based on the risk assessment results and the identified DRR measures (DRR development and contingency plans).

PROJECT COMPONENT

CMDRR-Development and Contingency projects

Thematic CMDRR Project: Specific DRR measures integrated to existing project like livelihood, health, education and governance.

FRAMEWORK

Disaster Risk Reduction Measures: Building Communities Capacities in promoting Hazard Specific Prevention and Mitigation Measures

Building Communities Capacities in promoting vulnerability reduction

- Survivability and bouncing back
 - Hazard specific knowledge, attitude and skills and resources that help individuals to survive and bounce back
 - Hazard resistant livelihood for individual
 - Hazard resistant health services accessible/ available
- Community readiness and resiliency
 - Hazard specific early warning system
 - Evacuation system
 - Search and rescue system
 - Transportation, communication and life support system
 - Community livelihood system
 - Community health system
 - Community education system

PLAN OF ACTION

Activities, wherein the four minimum (risk analysis, DRR measures, functional organization and participatory planning, monitoring, evaluation and learning), are considered.

PROJECT MANAGEMENT

The DRR project must have a strong DRR organization at the community level that will manage and finally own the project.

Describe how to ensure that specific capacity needs will be addressed to reduce risk

Clear plan of action timeframe, exit strategy plan and significant change/DRR indicators

Describe how to ensure a participatory planning, monitoring, evaluation and learning system

HAZARD MANAGEMENT

- Community-Managed Damage Assessment and Needs Analysis
- Community-Managed Emergency Response

BUDGETARY REQUIREMENT

Includes the items/activities and sub-items/activities with corresponding budget per unit and totals.

Partners reporting Guidelines

Reporting guidelines are documents-based instructions on the content of the reports of the different levels of operation. These enhance uniformity and clarity in reporting and facilitate documentation, and learning at the different levels of operations, donors, as well as, to other stakeholders.

Levels of Operation	Reports to be Generated	Rationale
Community Reports	PDRA report (hazard, vulnerability, capacity and risk assessment) DRR measures report (development and contingency plans) Organizational Development report PPMEL reports (documented experience, learning and significant change stories)	Provide baseline information Provide basis for risk analysis Guide community in making DRR measures Determine the strength and weaknesses of the community organization and come up with recommendations Measure efficiency, effectiveness and impact of the DRR projects Document significant change stories and lessons learned from the community organization
Facilitator	PPMEL reports of the community (success indicators) Accompaniment plan (organizational development and exit plan) significant change stories	Measure efficiency, effectiveness and impact of the DRR projects Provide basis in assessing the strength and weaknesses of the community organization and come up with recommendations Provide basis in developing exit plans Provide basis in measuring the work of facilitator Document significant change stories and lessons learned from, the community organization
Partner organization/ Teams	PPMEL report from the community Update reports (project and financial)\ Human resource development report significant change stories	Measure efficiency, effectiveness and impact of the DRR projects Provide basis in assessing the strength and weaknesses of the community organization and come up with recommendations Provide basis in developing exit plans Provide basis in measuring the work of project team/ partner organizations Document significant change stories and lessons learned from the community organization
Head of Mission	PPMEL report from the community Project review report Project end report Update reports (strategies and programs) Accompaniment Plan (Staff capability building plan) Organizational sustainability plan Significant change stories	Measure efficiency, effectiveness and impact of the DRR projects and come up with recommendations Provide basis in assessing the strength and weaknesses of the country policies, strategies and programming Provide basis for insuring the sustainability of the DRR projects and the community organization Document significant change stories and lessons learned from the community organization

Headquarters	PPMEL report Project impact report Accompaniment Plan (Return of Investment Plan and Organizational Development plan) Visibility package Advocacy Resource mobilization Alliance building significant change stories	Measure efficiency, effectiveness and impact of the DRR projects at the country level Provide basis in assessing the strength and weaknesses of the organization and come up with recommendations Provide basis in developing exit plans of donors Provide basis in assessing efficiency and effectiveness of the headquarters in the areas of visibility, advocacy, resource mobilization and alliance building
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Partners Learning Agenda

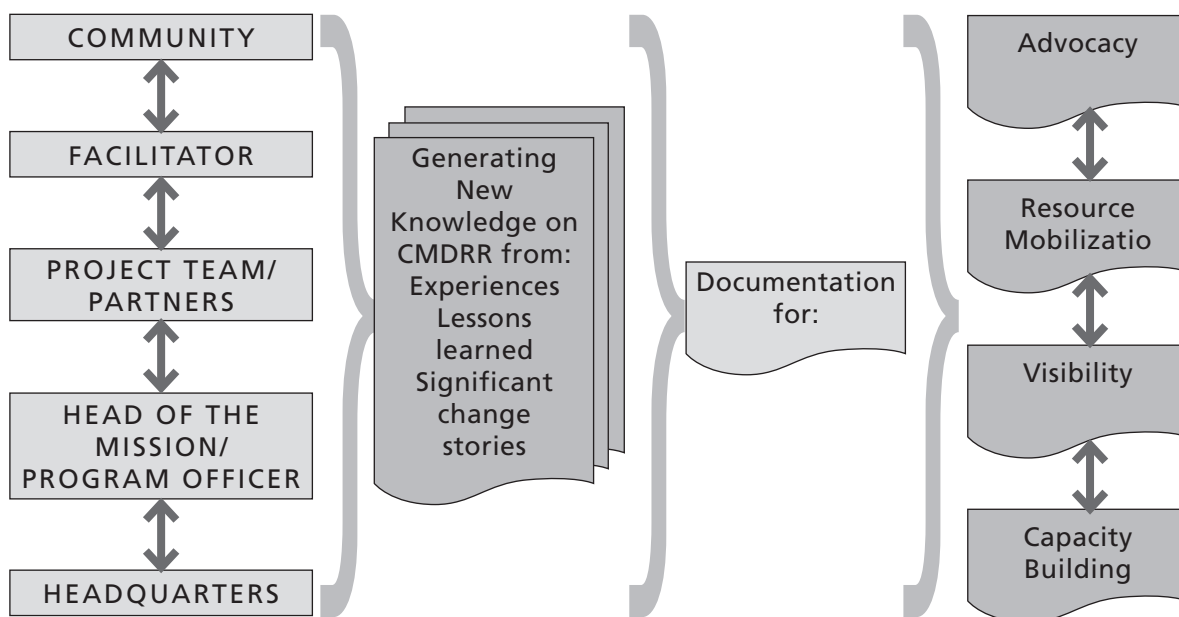
This will guide the practitioners to use tools and processes in generating knowledge, experiences and significant change stories from the communities to the different level of operations. Learning agenda sets the direction for advancing best practices in DRR work in the context of continuous learning towards a better disaster risk reduction policies, strategies, programs, and projects.

Levels	Learning Agenda
Community	tools on identifying the risk tools in prioritizing the disaster risk reducing the risk Task Functions and roles and responsibilities Systems of M and E / indicators Significant change stories
Facilitator	How to facilitate the participatory planning tools How to facilitate identifying appropriate risk reduction measures How to strengthen gender sensitive community organizations System of M and E / success indicators Significant change stories
Partner Org.	How to provide effective and efficient support to the project level How community results and technicians learn to develop one's program How to institutionalize and scale up the experiences How one documents the entire process System of M & E/ success indicators Stories worth sharing
Head of Mission	Effective and efficient support system Making it Global Influencing policy Mobilizing resources Reducing risk at the country level
Headquarters	Effective and efficient support system Making it Global Influencing policy Mobilizing resources Reducing global risk

Measures to Sustain CMDRR

Generating New Knowledge for Sharing, Advocacy and Resource Mobilization

Vital to every CMDRR program is the generation of knowledge on CMDRR, experiences, lessons learned, and significant change stories starting from the community. The learning is documented and shared within and upward to the different levels up to the headquarters. The documents are vital to advance the learning agenda to each level of partnership.



At the community level, documented experience, lessons learned and significant change stories are used to increase the capacity of individuals and the organizations to analyze risk, to prevent or mitigate hazard, and enhance individual survivability and community readiness. These are also used to develop popular information, education materials used for advocacy, campaign/visibility to influence decision makers and to mobilize internal and external source of resources.

The facilitator helps generate knowledge from the community and document experiences, lessons learned and significant change stories and share them to the project team. The same documents are used by the facilitator in making his/her accompaniment plan, specifically training and exit plan. It will help develop in the facilitator the capacity to be more effective and efficient as a trainer/facilitator.

The project team/partner organization will use the documented learning from the community as inputs in staff development activities, effective and efficient implementation of the DRR project, advocacy and visibility at the local level.

The head of the missions utilize the documented learning and significant change stories to improve implementation and programming of DRR project at the national level. The documents are also used as bases for developing capability building programs, conducting advocacy, campaign and visibility, to influence national policy makers and generate resources.

The headquarters use the documents as inputs in its global policies, strategies, goals and programs, and to advice partner organizations how to be effective and efficient to implement DRR projects. These documents are also very helpful in conducting advocacy, campaign and visibility such as formation of international alliance /movements that will advance DRR, to influence international policy makers, generate resources and allocate resources to local DRR projects.

Documentation and Sharing

Documentation and sharing of experiences and lessons should be a continuous and integral component of any development program. In the context of CMDRR, it is important to engage the various stakeholders in the processes of documenting, analyzing and sharing experiences and lessons as part of monitoring, evaluation and organizational learning. Capturing these lessons into information materials and learning resources and sharing them with other organizations is key to being able to link up with other organizations and developing partnerships for policy advocacy, resource mobilization and to increasing visibility on DRR initiatives.



Effective knowledge sharing is more than information dissemination. It is a process where communities, development workers and other stakeholders interact.

Knowledge sharing moves away from a focus of informing and persuading people to change their behavior or attitude, to a focus on facilitating exchanges between different stakeholders to address a common disaster risk.

Participatory development communication emphasizes the importance of interactive and participatory processes, rather than the production and dissemination of information apart for community processes.

Development workers should be trained on how they could mobilize partners to co-develop an effective system for sharing information and how to give feedback to improve the system. In this way, knowledge which has been shared will grow and can be used in planning for the scaling up of the project.

Development workers must actively involve stakeholders in the whole process of knowledge creation and knowledge sharing. The more stakeholders are aware and involved in the process of defining knowledge and sharing knowledge, the greater the opportunity for effective collective action.

Interactive and Participatory Communication Tools that can be used for Documentation and Dissemination

- Focused Group Discussion (FGD)
- PRA Techniques
- Photography, drawings, video and other visual tools
- Audio Recordings

Resource mobilization

Resource mobilization is a systematic conduct of generating financial and other resources from different stakeholders, utilizing documented experiences, learning, and significant stories from the ground to be used in supporting DRR programs and projects. This is necessary in sustaining disaster risk reduction development work at the different level of DRR programs and projects.

Resource-poor communities have limited or no access to stakeholder, government & civil society networks... are left out of basic services, facilities & opportunities for risk reduction.

Enabling communities at risk to have access to potential sources of resources is as an important objective for disaster risk reduction/development.

Communities at risk are sometimes unable to cope with disasters without external support.

How to facilitate link between community organization/village with networks for resource mobilization?



- Learn how the community on its own tradition mobilizes resources from inside and outside of its community.
- Know who are the community's current contacts. Identify specific network and potential partners (from your own experience & contacts or from the available data base).
- Determine the agenda for resource mobilization.
- Facilitate disaster risk reduction measures such as building economic assets and access to credit, awareness rising contest e.g. poster making, facilitating communities to adopt CMDRR approach, etc.
- Bridge capacity gaps, e.g. food supplement for children under five and pregnant nursing mothers.
- Always relate resource mobilization to community's plan. Share the plans and M & E Report.
- Facilitate the CO to develop a resource mobilization plan, identify people responsible and build their proposal writing and fundraising skills.

Set up tripartite meetings:

- YOU, who act as a coach, mentor, learner
- Community representatives: who articulate their capacities and needs
- Potential partner/s: who will support communities initiative
- Update the partners on the developments in the community, especially what their resources and community resources have achieved.

Encourage/help the community to be more transparent and accountable.

Continue nurturing the partnership – when full trust is developed, more support will come.

ALWAYS ACKNOWLEDGE RECEIPT WITH DEEP GRATITUDE.

Document the experience properly and accurately and share within the organization, to network members and other communities.

Establish networks or alliances with other community organizations and villages in the affected area or district.

The private sector is also an increasingly important key actors to consider

Celebrate success when you receive assistance as this helps build confidence

Always remember that people give help to people and maintain personal and respectful relationships.

Advocacy and networking

This is one of the very important components of DRR work. Advocacy and networking are necessary means in order to influence public policies, mobilize resources, increase public awareness on DRR and make DRR work visible to the international community.

Basic concepts of policy advocacy

Policies are written rules that set boundaries or limits. Policies translate constitutions and charters into actions. They are guides that allow responsible decision-making.

Advocacy is a set of targeted actions directed at decision-makers in support of a specific issue. It is aimed at changing existing undesirable policies or pushing for implementation of existing desirable policies.

Public policy advocacy is the effort to influence public policy through various forms of persuasive communication. Public policy includes statements and prevailing practices imposed by those in authority to guide or control institutional, community, and individual behaviors.

Elements of advocacy

The policy “actor” or decision maker has the power to convert advocacy objective into reality. This is the ultimate target of any advocacy work since it is the policy actor who

has the mandate to effect the desired action – change an existing bad policy or enforce existing desirable policies.

Policy “action” is needed. Any advocacy work must have clear action aimed at contributing in bringing about the desired change. It could either be the enforcement or implementation of existing policy, amending existing policy or formulating new policies.

Timeline or degree of change is desired. The advocates must be clear on the degree of change they want to see. The advocacy action should also have a clear target time frame.

Characteristics of public policy advocacy

Public policy advocacy has several important characteristics:

Advocacy asks something of others – individuals, groups, or institutions.
Advocacy puts the demands of the people into political and policy systems.
Advocacy deals with issues and conflicts that might otherwise be ignored.
Advocacy involves people who have an interest in a government decision.
Advocacy creates a space for public argument and discussion.
Advocacy finds solutions to disaster risk.

Policy advocacy and CMDRR process

The CMDRR process is aimed at bringing about changes in people’s lives so that basic rights to food, shelter, clothing, health care, clean water, basic education and clean environment are enjoyed as a foundation of safety.

In some instances, big DRR projects may undermine the access of the poor to these rights and thus destroy their foundations of safety.

When hazard events occur in communities whose foundation of safety has been undermined, disaster ensues.

To ensure that the development process contributes to disaster risk reduction, making policy advocacy an integral part of the process is important.

While development work targets the community members at risk, advocacy work should identify what needs to be changed or implemented by the power wielders to improve the safety and resilience of the groups at risk.

Advocacy targets the powerful decision makers to influence their thinking, action and behavior and move them into taking steps to achieve the desired change.

Visibility

Series of concrete actions use different mediums aimed at increasing and strengthening knowledge and awareness on disaster risk reduction measures, DRR projects, and disaster risk reduction in general, aimed at networks and partners and the general public. It is a must in order to make our action visible to the world to ensure that the DRR work is understood and supported. The following are some examples of visibility:

Organize forum, symposium, conferences, study tours or exhibits, highlighting our work on DRR, best practices, significant change stories and lessons learned based on documents generated from the different communities and countries;

Distribute videos, fliers, pamphlets, stickers, posters, newsletters, highlighting our work on DRR based on gathered documents from the ground;

Create websites that make people and organizations aware of our DRR endeavor and learning, as well as, make our documents readily available to partners, donors, and the general public;

Consciously organize press releases making tri-media people around the world aware of DRR work and learning.

Capacity Building

Series of measures are aimed at building and strengthening internal mechanisms, human development, mobilizes resources and develop alliance influencing policy makers, based on documents generated from the different country programs. This is necessary in order to make our policies, strategies, programs and projects successful.

Integrate DRR programming in all aspects of the organization: finance, management, human resource, alliance work, advocacy, visibility.

Develop DRR training curriculums for senior and junior executives, staff and personnel

Develop DRR training curriculums for head of mission

Conduct DRR training to executive, head of mission, staff and personnel

Conduct advocacy and visibility campaigns to further develop and strengthen alliance work and influence policy makers

Widen sources of funds by increasing awareness among donors, as well as, reach out to other possible supporters by widening the visibility and advocacy work based on documented learning from the ground.

Evolution of disaster risk reduction



Duration: 1 hour, 30 minutes

Description

This session provides perspective on the evolution of disaster risk reduction and discusses the salient features of various models of disaster management and disaster risk reduction (DM/DRR).

Learning objectives

At the end of the session, participants should be able to:

1. Explain the shift from disaster management to disaster risk reduction.
2. Identify the salient features of various DM/DRR model.
3. Explains the dividing line between DRR and DM.

Learning aids and materials

- Attachments 1-5: Six laminated A3 size papers, each depicting a DM/DRR model (one model uses 2 papers)
- Attachment 6: Handout comparing the different models
- Attachment 7: Handout on the Foundation of Safety and Disaster Risk Reduction Measures
- Attachment 8: Handout on opposing views on disasters

Procedure

Activity 1. Sales game (45 minutes)

1. Divide participants into five groups ensuring a good mix of academic backgrounds and experience.

2. Give each group a DM/DRR model (Attachments 1-5) with the following instructions:

Think of the model as a business product that you have to sell to buyers (the rest of the participants) in a sales event (group reporting). The groups have 15 minutes to prepare and identify the salient features of their models. The members of the group that could not sell its model are not good business persons.

3. After each sales presentation, ask the rest of the participants if they would purchase the product (model) on sale, allowing 3 minutes of interactive discussion between the sellers and buyers.

4. Wrap up the activity by highlighting the following points:

- Models are to enable people understand or explain complex processes or ideas, in this case, disaster management or disaster risk reduction.
- The five models can be divided into two distinct categories: Disaster Management Models (Disaster Continuum, Contract and Expand Model, and Pre-during and Post Models) and Disaster Risk Models (Disaster Crunch and Release Model and the Disaster Risk Reduction Formula).

Activity 2. Input comparing the various DM/DRR models (35 minutes)

1. Compare the different models and clarify the salient points of each model.

2. Using the handouts (Attachment 6), explain to the participants that all models come from different schools of thought on disaster. Allow for questions after your input.

3. Using the handout (Attachment 7), explain to the participants that the fulfillment of basic rights are the foundation of safety and the dividing line between DRR and DM.

Synthesis (10 minutes)

From Disaster Management Cycle to Disaster Risk Reduction

1. There has been a shift from the old school of thought that disaster is “an act of God” to the school of thought that disaster is “an act of man”. From reactive approach to hazard events to proactive approach by doing disaster risk reduction, comes the era of hazard prevention and mitigation and vulnerability reduction by building individual capacity to survive and strengthening the communities as functioning support systems. (Attachment 8)

2. The Disaster Risk Reduction Formula is emerging as a new development framework and tool.

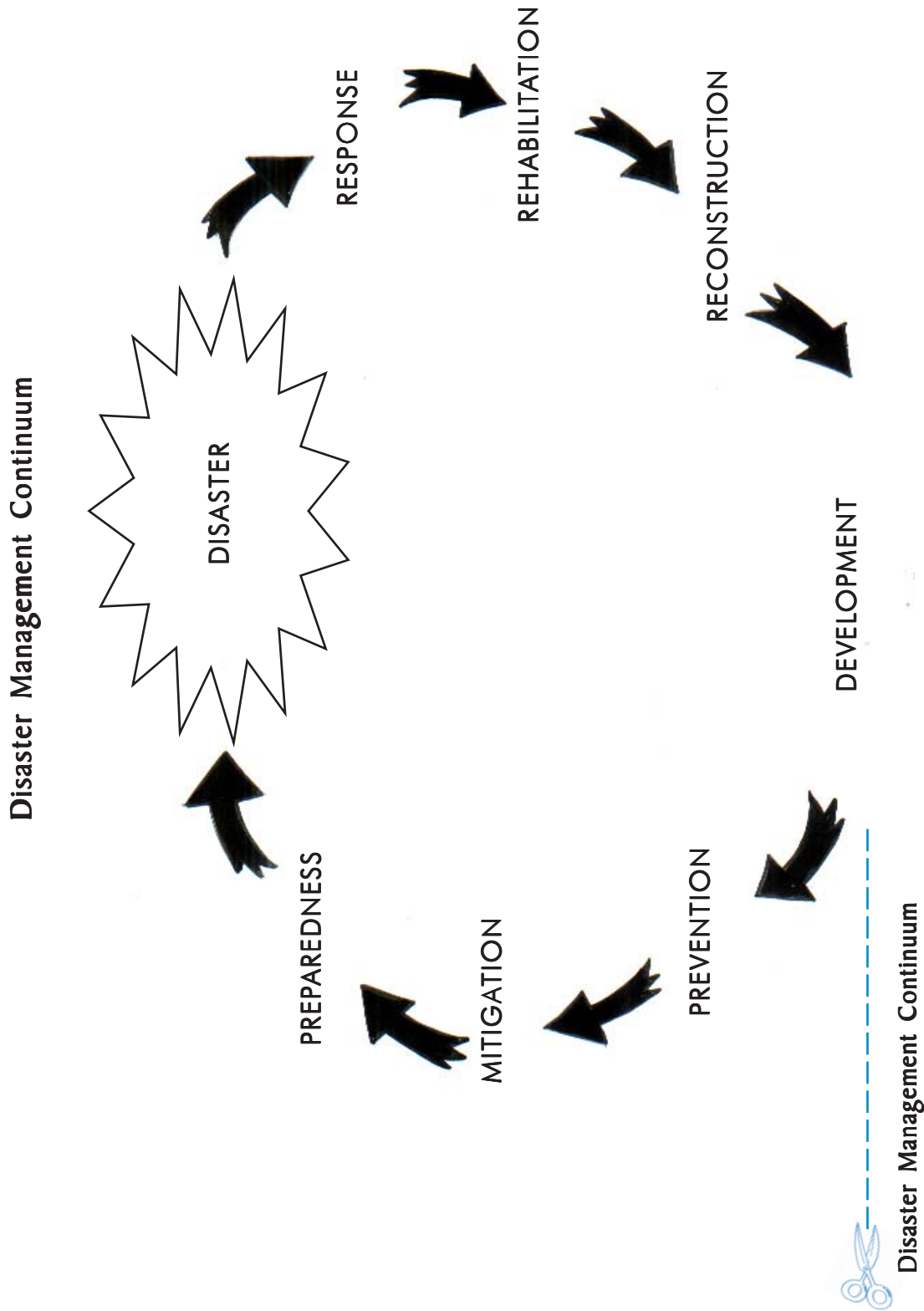
$$\text{Disaster Risk} = \frac{\text{Hazard} \times \text{Vulnerability}}{\text{Capacity}}$$

When disaster risk is high, the probability of a disaster erupting is also high; when disaster risk is low, the probability of disaster is also low.

3. There is a clearcut dividing line between DRR and Disaster Management and the determinant of the dividing line is the Damage Assessment and needs analysis which tells if the community could cope or not.

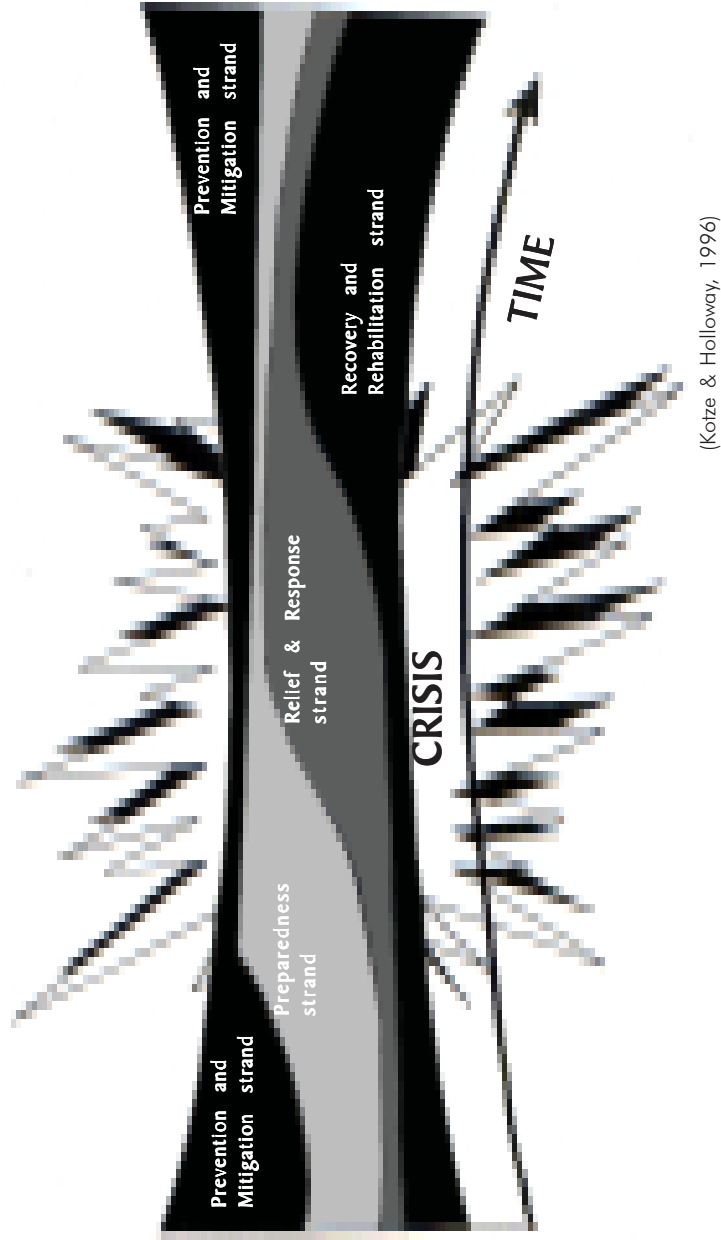
4. The new paradigm espouses building resilient communities, guided by the following principles:

- Communities have accumulated local knowledge in addressing hazard events and navigating from their adverse situation.
- Communities are survivors, not victims.
- Basic rights are the foundation of safety.
- Community organizations are mechanisms for successful disaster risk reduction initiatives and that the government is a major player.
- Communities have to take responsibility for their most at risk members (who could be the poor, or those with less capacity to cope, or the most affected).
- It is the communities that decide if they are in a state of disaster: if they could not cope and need outside help or they can cope and have the capacity to face the challenge.
- Resiliency is not merely accumulated physical assets or secured livelihood. Resiliency is also the will to survive and claim his/her rights to be members of just and equitable society.



The Disaster Management Continuum shows the chronological order of interventions intended to control disaster events. While the activities indeed go in a circle, as the graphical representation shows, it also implies that they always return to the same state. In actual practice though, some improvements occur.

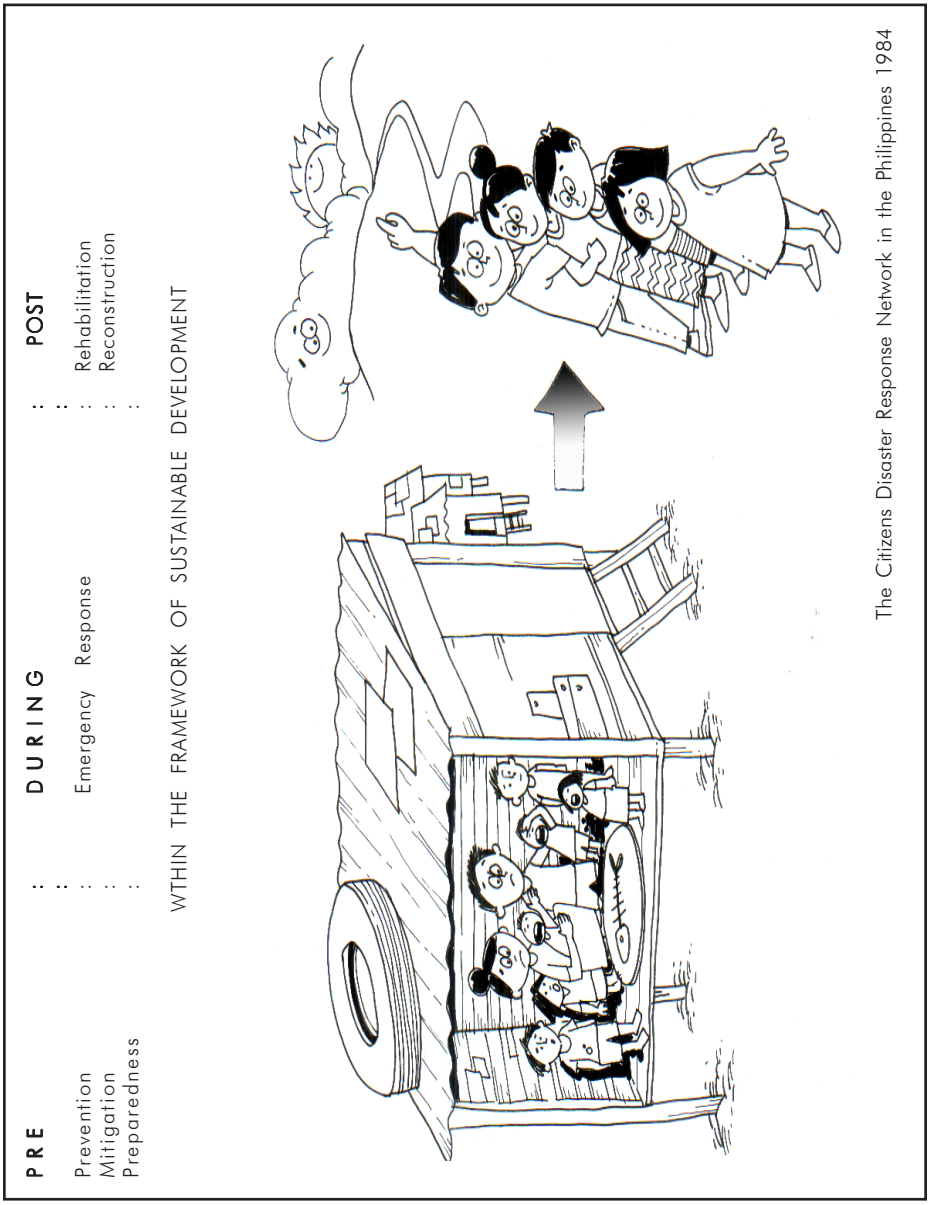
Contract and Expand Model



Contract-Expand Model

The Contract-Expand Model assumes that interventions such as preparedness, prevention and mitigation, relief and response, and recovery and rehabilitation can be implemented in the community simultaneously and that the scales of interventions vary before, during and after disaster events.

Pre – During – Post Model

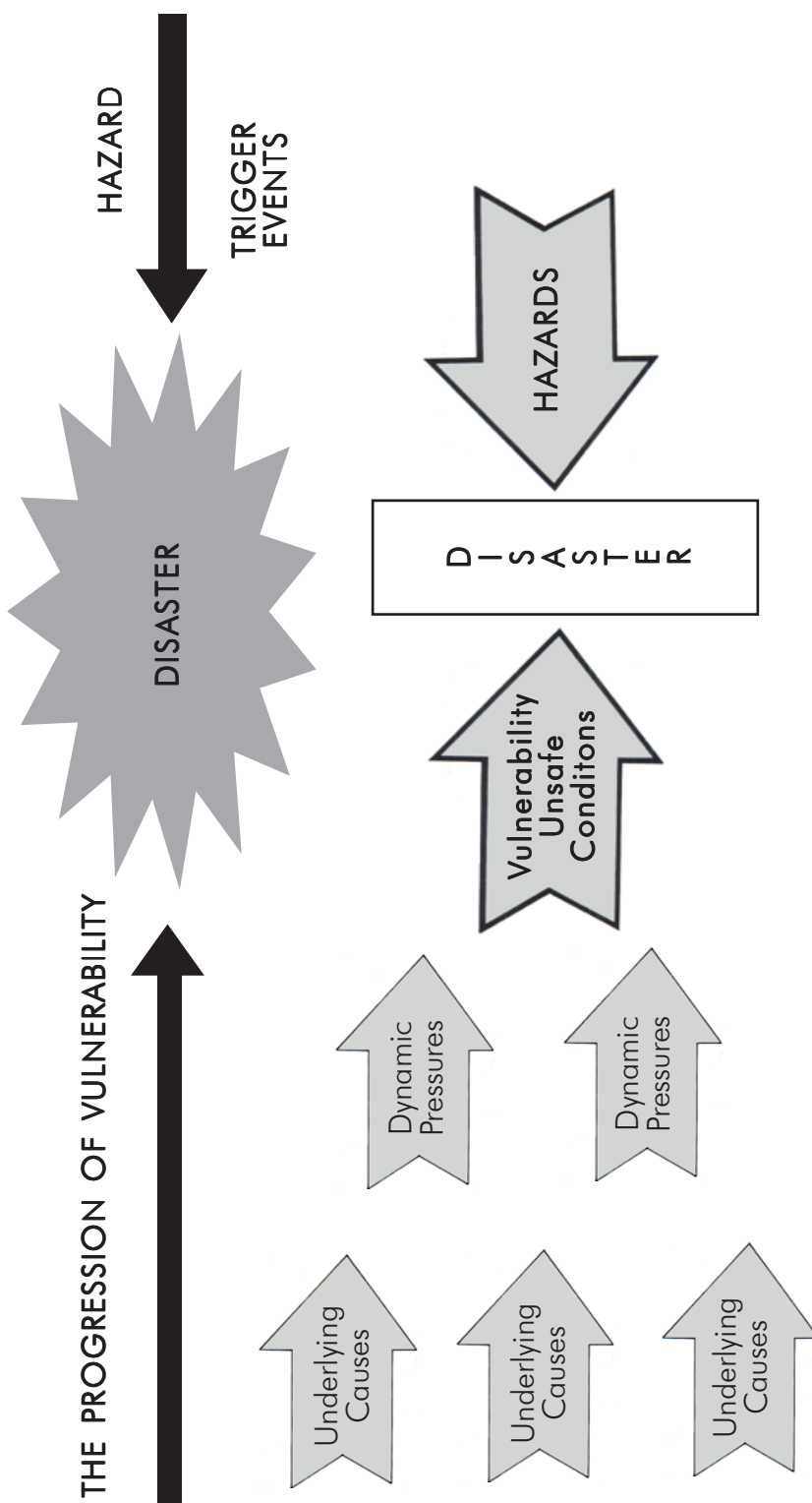


Pre – During – Post Model

The Pre-During-Post Model assumes a simplistic linear approach and serves as an alternative model to the disaster management cycle. It classifies interventions as pre, during and post disaster interventions. (The Citizens Disaster Response Network in the Philippines, 1984).

Attachment 4

Understanding Vulnerability: The Disaster Crunch Model

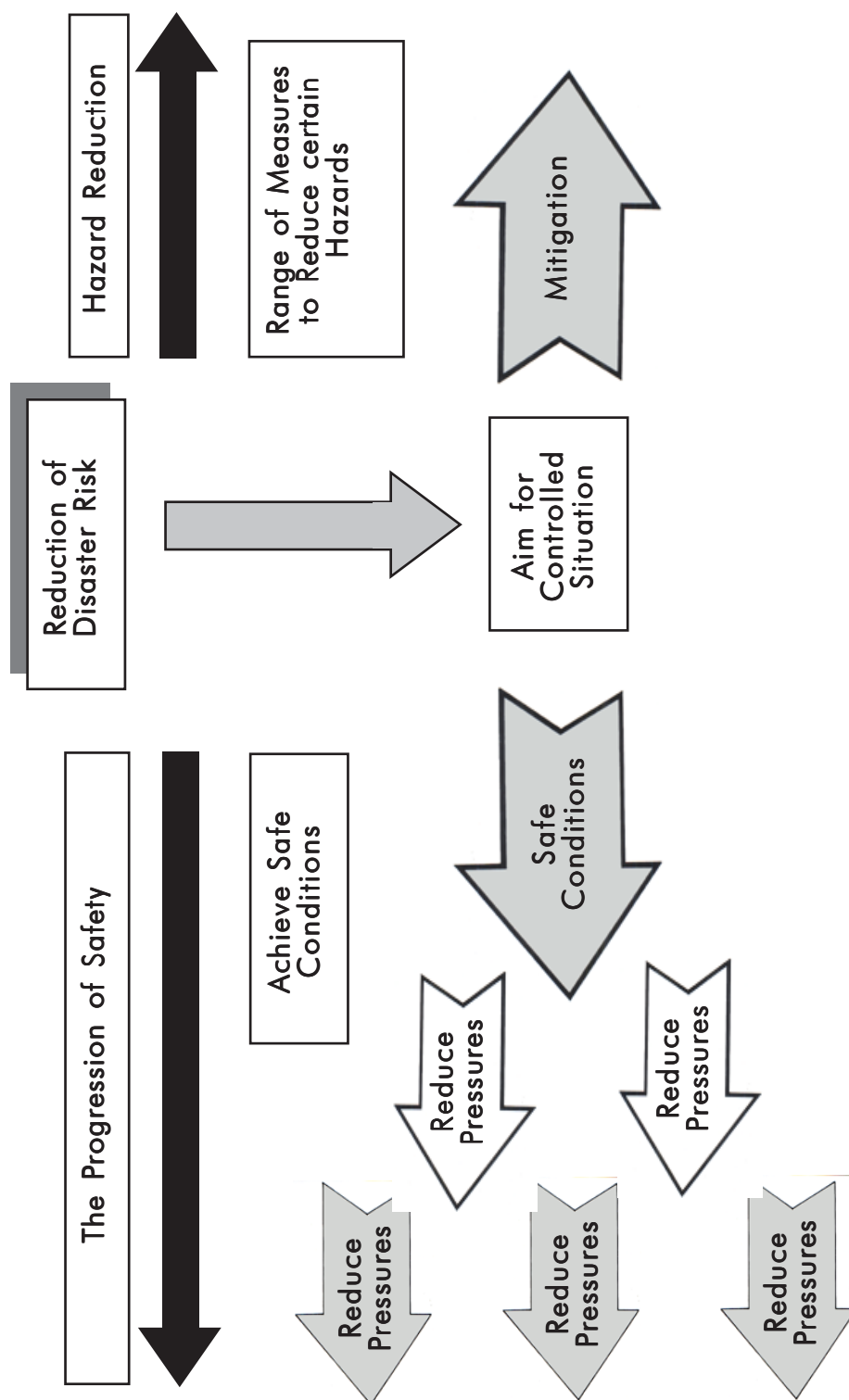


(Blaikie, et. al. 1994)

Disaster Crunch and Release Model

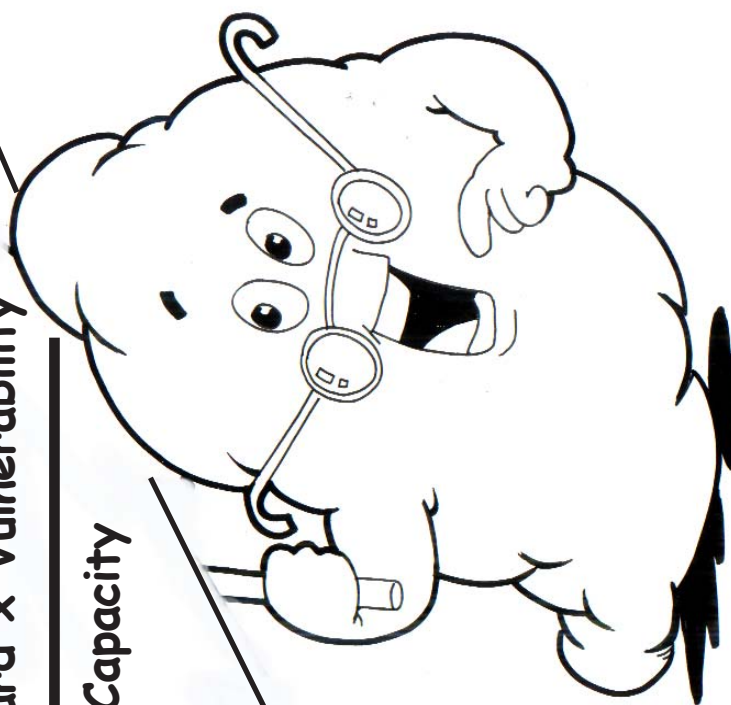
The Disaster Crunch and Release Model shows two opposing pressures brought about by vulnerability on one side and hazards on the other side. Vulnerability takes place in unsafe conditions with underlying socio-economic and political causes. As vulnerability increases, it progresses towards collision with the hazards which leads to disaster. The model also shows that vulnerability can be reduced by addressing its roots (thus releasing the pressure). The impact of the hazard on the other hand can be reduced through mitigation measures. (Blaikie et al, 1994).

Disaster Release Model



(Blaikie, et. al. 1994)

Disaster Risk Reduction Formula

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




Disaster Risk Reduction Formula

This model determines disaster risk using hazard, vulnerability and capacity as variables. It is both a framework and a tool in analyzing and reducing disaster risk.



Attachment 6. Comparative Analysis of Various DM/RM Models²

Character	Disaster Management Model			Disaster Risk Reduction Model	
	DM Continuum Model	Pre-During and Post Model	Contract and Expand Model	Crunch and Release Model	DRR Formula Model
Assumptions	The activity is cyclical	The activity is very simplistic and linear	The extent of activities expands and contracts if there is crisis	Disaster happens when vulnerable groups are pushed into unsafe conditions and capacity to cope with the Hazard events decreases	There is great risk if the Hazard is great, vulnerability is great and capacity is low.
Concepts	Disaster is a natural process and activities are identified (there is no beginning and end)	Disaster will happen and activities are identified (there is a beginning and an end)	Crisis event dictates the extent of disaster management activities.	Disaster is a human act. Thus there is a need to solve the root causes of vulnerability and to understand hazard events.	If the risk is great, disaster will most likely happen. Disaster is a human act.
Focus	Disaster management and activities before and after disaster are identified Activity centered	Disaster management and activities before and after disaster are identified Activity centered	Disaster management and activities are identified and done using linear approach Activity centered	Increases the capacity to cope by reducing the vulnerability and hazard Social Analysis centered	DRR eliminates or reduces vulnerability, understands the hazard characteristics and builds the capacity based on Hazard and Vulnerability Social and natural science analysis centered
Types of Change Involve	Functional change	Functional change	Functional change	Functional and structural change	Functional and structural change
Key Actors	Disaster managers	Disaster managers	Disaster managers	People, social development workers and technical people	People, social development workers and technical experts

² Prepared by Rusty Binas, Director, Regional Center for Latin America, International Institute of Rural Reconstruction

Attachment 7

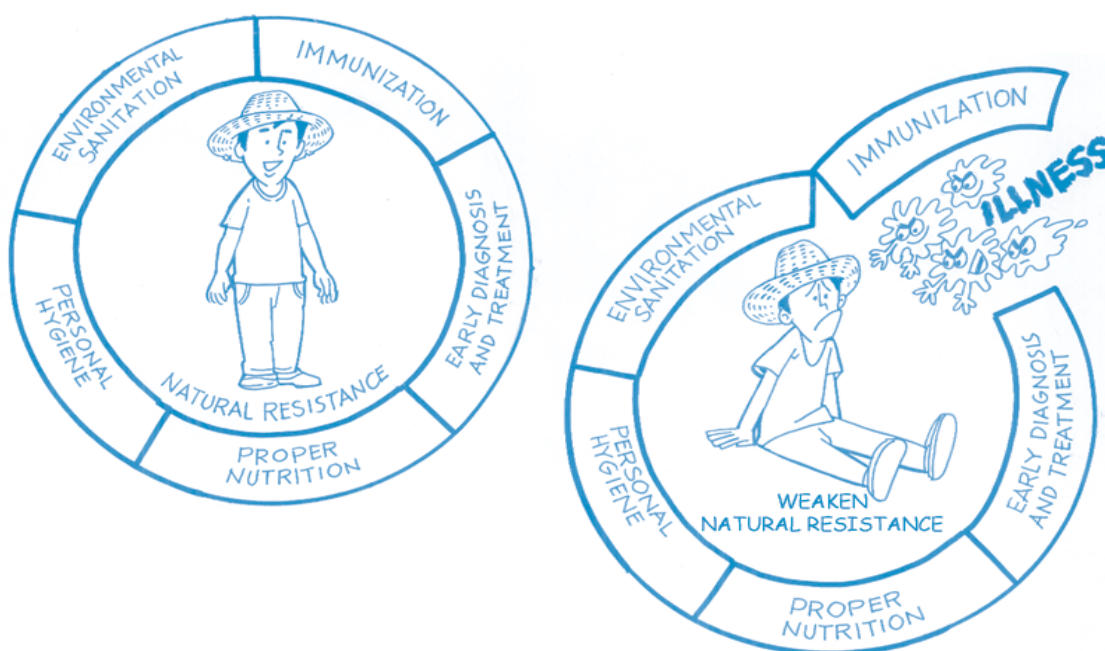
Foundation of Safety and Disaster Risk Reduction Measures: Building Resilient Communities

The recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world. Their realization is the basic foundation of safety.

Building resilient communities therefore means strengthening the foundation of safety. It means ensuring enjoyment by the people of their basic rights. It means reducing the risks that people, particularly the vulnerable sections of society, face. It means the attainment of disaster risk reduction measures.

Building resilient communities, therefore, means ensuring the enjoyment of basic rights, from the right to life to the right to access to resources. It means ensuring safety by reducing the risks that people, particularly the vulnerable sections of society, face. It means awareness and implementation of disaster risk reduction measures.

The effective delivery for example of basic services such as immunization against diseases or access to adequate food is basic in enhancing natural resistance. Its absence or lack results in weakened communities and the inability to cope with hazards.



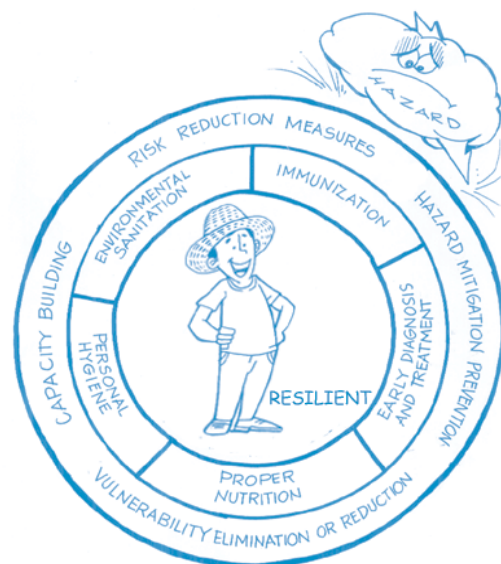
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Disregard and contempt for human rights as a foundation of safety have resulted in homelessness, abuse, neglect, being afflicted with preventable diseases, unequal access to education and ineffectual justice systems. When hazard strikes, those who least enjoy human rights are the weakest and find it hard to survive, transforming the hazard event into a disaster.

Building people's capacity to reduce their vulnerability to a hazard are the elements that comprise disaster risk reduction measures. Disaster happens when the foundation of safety is weak and disaster risk reduction measures are not in place.

Even if there are efforts to assert the enjoyment of human rights and enhance the foundation for safety, disaster risk reduction measures are necessary to fully attain resilience against any eventuality.

Disaster risk reduction is a framework and a tool that determines the degree of risk and describes measures to increase capacities and reduce hazard impact on the elements at risk so as to avert disaster .



The Dividing Line Between Disaster Risk Reduction and Disaster Management	
Disaster Risk Reductions	Disaster Management
<p>Towards Resilient Individuals, Family, Community, Society and Nations</p> <p>Activities</p> <p>Building the foundation of safety: through activities that will espouse full enjoyment of basic rights. Building disaster risk reductions: through activities that will reduce disaster risk such hazard prevention and mitigation and eliminating or reducing vulnerability from the hazard through building individual survivability and community readiness.</p> <p>When hazard events strikes:</p> <p>All internal capacities are being use to cope from the hazard events. No need for external help because of internal capacities to cope.</p> <p>Contingency plan is activated using available resources in saving more lives and reducing the impact of the hazard through organize actions based on early warning systems, evacuation system, food and medicine stocks, transportation, communication, logistical supplies, search and rescue.</p>	<p>Towards saving more lives and reducing the impact of the hazard</p> <p>Systems in place to save lives and reduce the damage</p> <p>All actions that will use external help beside internal capacities.</p> <p>Insiders could not cope that need an outside help.</p> <p>If all the set up contingency plan requires further assistance from the outside, resource mobilization from the outside is activated.</p>
<p>Damage Assessment and Needs Analysis is a determinant if the situation is to be declared a Disaster – meaning the community needs outside help because the situation is beyond its capacity.</p>	<p>Emergency Response</p>

Attachment 8. Understanding Disaster and the Opposing Views

Understanding Disaster and the Opposing Views ¹				
Point of View	Conventional/Dominant		Alternative/Progressive	
Assumption	<input type="checkbox"/> "Acts of God" <input type="checkbox"/> Disaster is natural <input type="checkbox"/> Inevitable occurrence - we have no control		<input type="checkbox"/> "Acts of Man" <input type="checkbox"/> Disaster is not natural <input type="checkbox"/> Evitable occurrence –we have control	
Communities are Considered	Victims and beneficiaries of assistance by outside experts Objects		Central players Subjects	
Approaches	Natural Science	Applied Science	Social Science	Holistic
Equates disasters with	Hazards such as earthquake, floods etc.	Magnitude of loss and damage associated with hazard events	Differential effects of hazard not only on physical structures but also on people, their economic activities and social relationships	Not only hazard but also the political, economic and social environment or context because of the way it structures the lives of different groups of people.
Deals with	Geophysical, geological and hydro-meteorological processes	Exposure and resistance of physical structures to mitigate damage and loss	How hazards are socially perceived and conceived	Causes of disasters are closely associated with unsustainable development patterns, which increase the risk faced by large sectors of society
Focus	Emergency management	Identification of hazard prone locations and the patterns of physical vulnerability	Causal factors and process of vulnerability	Understanding the complexity of disaster risk by analyzing the underlying conditions of risk generated by people their normal existence in a situation of unsustainable development
Objective	Mitigate loss, damage, disruptions when disaster occurs and to facilitate a quick recovery		Enhancing and strengthening capacities of household, community and society to absorb losses and recover from disasters	To increase capacities to manage and reduce risk and hence, the occurrence of disasters.
Shifts	From relief and mitigation paradigm in managing disaster		to development paradigm	to emergence of Disaster Risk Reduction Paradigm
Intervention	Centered around service delivery and relief and recovery assistance		It tackles unresolved issues in development and centers around capacity development and releasing people's potential	

¹ Abstracted by Rusty Binas from Zenaída Delica Willison articles on Paradigm Shifts in Disaster Management.



Community-Based Disaster Risk Reduction and Community-Managed Disaster Risk Reduction



Duration: 1 hour

Description

A common understanding of the concept and process of CMDRR is crucial for an organization to make CMDRR operational. The lack of clarity however between Community-Based Disaster Risk Reduction and Community-Managed Disaster Risk Reduction often generates confusion among practitioners. This session seeks to clarify their differences.

Learning objectives

At the end of the session, the participants should be able to:

1. Distinguish between CBDRR and CMDRR.
2. Clarify the concepts and practices of CMDRR.

Learning aids and materials

- Flip chart paper
- Marker pens
- Attachment 1: Matching exercise cards (1 set) that contain the characteristics of CBDRR and CMDRR
- Attachment 2: Flip chart and handout on Community BASED and Community MANAGED Disaster Risk Reduction

Procedure

Activity 1. Brainstorming on the difference between “community-based” and “community-managed” (15 minutes)

1. Start by asking, “When we say MANAGED, what does it mean?”. Collect words from the participants and write them on the board. Then throw the second question: “What does community-managed mean?”.

2. Explain that management functions include planning, organizing, leading, coordinating and evaluating. The term community-managed then refers to:

- Community to Plan
- Community to Organize
- Community to Coordinate,
- Community to Lead
- Community to Evaluate

3. Then ask the participants the definition of “community-based”.

4. Explain that “community-based” does not necessarily mean the community is managing the process. It in fact simply connotes that an external agency has a project in the community. The community may or may not be implementing the project.



Activity 2. Matching exercise on the characteristics of CBDRR and CMDRR (45 minutes)

1. Draw on the flip chart the following table:

Characteristics	
CBDRR	CMDRR

- 2. Distribute the cards to the participants (2 to 4 cards per person, depending on the number of the participants) and instruct them to choose under which column should the cards they have fit. Ask them to recall the definition of community, which was discussed in session 1.2 of module 1, and the DRR models discussed in session 2.3 of the module 1.
- 3. After the participants have posted their cards on the flip chart paper, discuss each term and adjust the card placement if necessary.
- 4. Synthesize Activity 2 by inviting the participants to define/discuss the words/phrases in the matching exercise and by discussing Attachment 2.

Attachment I

Matching exercise cards: Characteristics of CBDRR and CMDRR

Below are sentences or phrases that characterize either CBDRR or CMDRR. Write each of them on a card, making a total of 38 cards or 19 pairs. Ask the participants to select which of them describe CBDRR and identify the corresponding characteristics of CMDRR. Refer to the matched pairs below.

CBDRR	CMDRR
Centralized	Decentralized
Target oriented	Process oriented
Low trust in people's ability	High trust in people's ability
Top-down	Bottom-up
Rigid	Flexible
Staff implement directly	Facilitating the people to implement
External guide and subsidy	Cost sharing
Technology first	Community first
Supply-driven	Demand-driven
Process owned by outsiders	Process owned by the community
External agency as key player	Community-based organization as key player
Incorporate expert's knowledge into project design and implementation	Incorporate local people's knowledge into project design and implementation
Planning by project staff	Flexible local planning
Control is in the hand of external partner agency	Control is held by the partnership of the community and facilitators
Monitoring and evaluation by professionals	Participatory monitoring and evaluation
Central control	Local control
Dependency	Self-reliance
Managed by external agency	Community management
Functional participation	Interactive participation

Note to facilitator: Explanation on the cards

Centralized and Decentralized: In CBDRR, though the community participates, decision-making and management of DRR programs are in the hands of an external agency, operating under a centrally defined standard procedures. Conversely, CMDRR evolves around community participation which allows the community to make decisions and manage DRR programs according to the varied local context. It does not evolve around centralized operating standards.



Target oriented and process oriented: While CBDRR places emphasis on achieving targets, i.e. number of cyclone centers constructed, then CMDRR places emphasis on processes, i.e. how was it constructed, how were the planning and implementation done, whether participation and ownership were factors in the achievement of the target.

Low and high trust in people's ability: In CBDRR, the successes and failures of the DRR program are viewed as the responsibility of the external agency. Thus, the staff of the external agency often tends to mistrust the people's ability to decide and manage. In contrast, CMDRR believes that the local community has the ability to make the right decisions and manage the DRR program based on the ways and aspirations of the community.

Top-down and Bottom-up: In CBDRR, the DRR projects/program are first designed by the external agency in which the latter seeks the participation of the community within the set project framework. In this approach, decisions and directives flow from the top to the bottom. In contrast, in CMDRR, the external agency first facilitates community organizations in instituting community action planning and later, compiles and prepares its own level accompaniment plan based on community suggestions. In this approach, the process flows from bottom to up.

Rigidity and flexibility: In CBDRR, because the project and its targets are identified first by the external agency before the community action planning, there is little room left for planning the varied needs of the community. This leads to a rigid implementation by the external agency of the project. In contrast, CMDRR can employ greater flexibility based on community needs as it encourages community organizations to move based on their own action plan.

Direct implementation by project staff vs facilitating community implementation: In CBDRR, through the application of several methods and tools, community participation is solicited in the implementation of different project activities. But in this approach, it is actually the staff of the external agency who acts as direct implementor and simply calls on the people to participate in the implementation. In CMDRR, the community organizations play a direct role in implementing DRR activities (based on their action plan) in which the external agency plays a facilitating role to enable the community organization to implement the activities.

Subsidy vs cost sharing: To make the external agency's project functional, the CBDRR often provide subsidy to the community. Provision of subsidy negatively affects mobilization of community resources. On the other hand, CMDRR puts forward the concept of self-reliance to the community foster community resource mobilization and cost sharing of DRR program operations.

Technology first vs community first: CBDRR programs are designed mostly by professionals employed by external agencies, thus, it relies primarily on technology transfer as the means of solving problems. This is due to two factors: first, the academic orientation of professionals and second, their inadequate understanding of community relationships and local socio-cultural context. Conversely, CMDRR believes that technology itself cannot solve problems if it is not community friendly and the community does not have control over it. Before any technology transfer, community relationships and socio-political implications are analyzed first.

Supply driven vs demand driven: Under CBDRR, once the project has been developed, the staff of the external agency become the force that supply the ideas to the community throughout the project duration. It then becomes difficult to incorporate any new demands and needs expressed by the community. On the other hand, CMDRR follows a reversed approach. The community organization first identifies the community's needs and afterward prepares the action plan. It is only then that it presents the support it needs from the external agency.

Process owned by outsiders vs community ownership: In CBDRR, the external agency plays a direct implementation role so the community does not own the process. In CMDRR, the community organization serves as the main actor in the planning, implementation and evaluation. Thus, there is community ownership of the process.

External agency as key player vs community-based organization as key player: See explanation in the "Process owned by outsiders vs community ownership".

Incorporation of expert's knowledge vs incorporation of local people's knowledge in project design: The centralized and standard planning system of CBDRR relies on the "experts" in the external agency to implement the project. While in CMDRR, it is the community and their organization that takes charge of implementing DRR activities, allowing local community knowledge to be incorporated with the experts' knowledge.

Planning by project staff vs flexible local planning: See explanation under "Direct implementation by project staff vs facilitating community implementation".

Control over the partner agency vs cooperation on partnership basis: In CBDRR, it is the external agency that directs the project and the community organization usually finds it difficult to establish a genuine and equal partnership with the agency. A patron-client relationship usually prevails. On the other hand, in CMDRR, although the external facilitating agency holds the accompaniment plan, the actual operation is developed and controlled by the community organization. This process keeps the external agency from dominating the partnership and helps foster a more cooperative relationship.

Central control vs local control: The centralized systems of standard planning and operation of CBDRR encourages central control while decentralized local planning and operation of CMDRR encourages local control on the process.

Dependency vs self-reliance: Since the control on ideas and operations are in the hands of the external agency, in the end it fosters dependency on the part of the community and its organization on the external agency. In CMDRR, the community organization operates the project which helps develop of self-reliance and potential for project sustainability.

Managed by external agency vs community managed: In CBDRR, the external agency may base in the community but it continues to manage the project. On the other hand, in CMDRR, the community and the organization manage the project they themselves designed and developed.

Functional participation vs interactive participation: In CBDRR, the external agency involves community participation to make its project functional based on a pre-decided principles by the external agency. Participation thus serves merely as tool for making the external agency's project functional. In CMDRR, the external agency and the community, through mutual interactions, determine the principles of participation. Both the external facilitating agency and community participate in the process based on those mutually agreed principles.



Community-BASED and Community-MANAGED Disaster Risk Reduction

	CBDRR	CMDRR
Types of community participation	Functional: People form groups to meet pre-determined objectives and are dependent on outsiders' decisions	Interactive: People are involved in the analysis, need assessment and planning; people and partner agency are equally involved in decision making.
Relation between the external organizations and community	External Agency: Subject Community: Object	No subject - object relationship
Functional relationship between community and external agency	External agency implements and the community participates	Community implements and external agency facilitates
Approach to community's management capacity development	Transfer-oriented interventions (like training workshops) flowing from the external agency to the community	Application of experiential learning cycle
Assumptions about external agency and community as generating learning	External professionals provide the directions, including what the community should know, and they are also in charge of building the community	Community and external professionals are co-learners. There are many ways of learning and in the process of learning and doing, they "co-construct" each other.
Approach to research and action	Research and action are separate	Research and action are simultaneously.
End result	Growth of external agency's projects, the people participate but dependency is perpetuated	Growth of community organization's projects in which it is capable of running CMDRR process without being dependent on external agency.

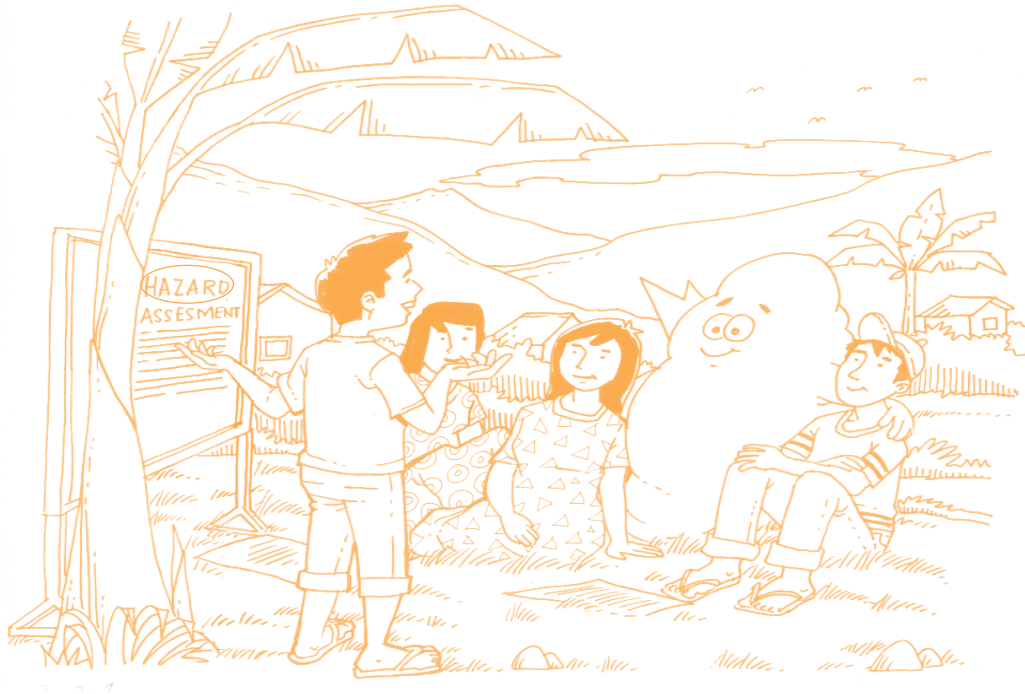
Adapted from: Zenaida, G. 2004. Community Based Disaster Risk Management: A Frame That Holds, a frame that Works' in Workshop Proceedings of Third Disaster Management Practitioners' Workshop for South Asia. Asian Disaster Preparedness Center, Bangkok, Thailand.

Saha. S. & Epper, P. 2002. Facilitators Manuals: Community Management Promotion in Development (2000), in Water and Sanitation Partnership Project. Joint Publication of DASCOH, SDC, South Asia Regional water sanitation group of UNDP and WB – Bangladesh.

Hosking, D. M. (2002). "Constructing Change: A social constructionist approach to change work (and beetles and witches)". Published version for inaugural address, Tilburg University, Netherlands, June 2002. Web published http://www.geocities.com/dian_marie_hosking/.

2.2.1

Hazard assessment



Duration: 1 hour, 30 minutes

Description

This session characterizes selected hazards and identifies their elements in terms of how they can affect the individuals and the community. It will walk the participants through the process of conducting hazard assessment.

Learning objectives

At the end of the session, the participants should be able to:

1. Identify and prioritize the selected hazard in a community.
2. Characterize a selected hazard using a hazard assessment tool.

Learning aids and materials

- Flip chart paper
- Marker pens of assorted colors
- Attachment 1: Handout on hazard assessment
- Attachment 2: Hazard assessment exercise forms
- Attachment 3: Handout on environmental signs of an impending hazard event

Procedure

Activity 1. Brainstorming on hazards that afflict a community (10 minutes)

1. Recap the key learning points in the previous session and explain that hazard, vulnerability and capacity assessments are the key components in disaster risk assessment. In this session, the focus is on hazard assessment which is the first step.
2. Ask the participants what types of hazards commonly strike their community. Write their responses on a flip chart paper.
3. Have the participants identify the five most significant hazards among those listed. If the participants give more than five hazards, ask them to vote by show of hands the top five hazards. Explain that they would be analyzing the five hazards in the next activity.

Activity 2. Hazard Assessment exercise (1 hour, 10 minutes)

1. Divide the participants into five groups. Ask each group to choose the hazard it would like to analyze, based on the members' familiarity with the hazard.
2. Distribute the Hazard Assessment Form to the participants. Explain that the key elements in profiling a hazard are force, warning signs and signals, forewarning, frequency, duration, period of occurrence and hazard description. Ask them the definitions of these terms. Refer them to the handout on terminologies distributed during Module 1, Session 1.2.
3. Using as example a hazard not prioritized by the group, illustrate how to characterize a hazard by using the prepared flip chart containing the Hazard Assessment form. Fill up the fields in the form together with the participants (See example below). Allow participants to debate on the correct answers.

Exercise: How will the hazard affect me and my community?

Hazard: Conflict in Hamer Wereda, Ethiopia

Community Profile

Location: In SNNPR/Ethiopia – South Omo Zone, Hamer Woreda, 800 kms. from Addis (borders Dasench, Nyangatom, Borena and Arbore)

Population: 30,000

Agro ecology: Arid and semi-arid

Vegetation: Shrubs and bushes

Economic activity: Livestock rearing, garden farming, tourism, incense and honey extraction

Ethnic group : Hamer

Language: Hamer

Food security status: Not secure

Characteristics	Elements	Description of the Hazard	Exposure Variables	
			How will it affect me?	How will it affect my community
Cause/origin	<ul style="list-style-type: none"> ■ Cattle raids ■ Competing access to water resources 	Inter-ethnic gun fighting is due to competition for access to water resources. Gun fighting will erupt after a month of hearing gun firing and chanting of war songs. The fighting lasts for a month during the wet season and happens once or twice a year. The actual fighting could develop slowly or fast, depending on community decisions.	<ul style="list-style-type: none"> ■ Killing ■ Hunger ■ Loss of property ■ Livelihood disruption ■ Harassment and rape 	<ul style="list-style-type: none"> ■ Loss of life and property ■ Migration ■ Disease outbreak ■ Disruption of livelihood
Force	Guns and bullets			
Warning signs and signal	<ul style="list-style-type: none"> ■ Chanting war songs ■ Gun firing 			
Forewarning	One month			
Speed of onset	Slow to fast			
Frequency	Once or twice in a year			
Period of occurrence	Wet season			
Duration	One month			

This is an output of participants from the Ethiopia CMDRR course, July 2006

The conflict happens during rainy season when the areas around Hammer receive less than average rainfall. Their residents migrate to Hammer in search of water and pasture. For the younger men in Hammer, the rainy season means less workload as well as time for ceremonies like marriage, which require dowry payments. The migrating neighbors and their livestock serve as easy targets for cattle rustling which allowed them to raise the needed payments.

4. Ask the participants to profile the hazard assigned to their group. Give the following instructions:

- a. Identify a community familiar to one of the group members and often afflicted by the hazard assigned to the group.
- b. Develop a detailed description of the community: location, size, socio-economic status of the people, physical features, livelihood patterns, availability of basic social services, financial services, climatic conditions, etc.
- c. Complete the hazard assessment form for the group's selected hazard.
- d. Write the community's name, description and hazard assessment on flip chart papers for presentation.
- e. Time allocated for group work is 30 minutes.

5. Ask each group to report to the plenary their community description and hazard assessment. After each presentation, allow the other participants to comment and ask questions.

Note to facilitator

From this point on let the TMT members take charge of the plenary session after you have instructed them how to facilitate.



Synthesis (10 minutes)

- Hazard assessment defines the threats and understands the nature and behavior of particular hazards.
- The assessment brings out information regarding the hazards, specifically, the cause of the hazard, the hazard force, warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration.
- The characteristics of a hazard in one community are different in other communities.

Suggested readings

ADPC. 1995. *Hazard Assessment and Vulnerability Assessment*, DMC Hand-out.

Bellers, R. 1999. *Disaster Risk Assessment Workshop* sponsored by the South Banks University and Center for Disaster Preparedness.



Attachment I



Hazard Assessment

Hazards are usually referred to by many people as disasters. A hazard, however, can only be called a disaster when it hits a community which is unable to cope with its effects. This paper seeks to clarify the definition of hazard and its categories. It also discusses the elements in characterizing hazards and moves towards discussing hazard assessment.

According to the Glossary of Terms of United Nations International Strategy for Disaster Reduction (UN-ISDR), a hazard is “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 be divided as follows:

Those based in nature: earthquakes, droughts, floods, avalanches, etc.

Those based in violence: war, armed conflict, physical assault, etc.

Those based in deterioration: declining health, education and other social services; environmental degradation, etc.

Those based in the failings of industrialized society: technological failures, oil spillage, factory explosions, fires, gas leakages, transport collisions.

Source: Bellers, 1999

To further understand the behavior and nature of a hazard, it is necessary to characterize a hazard. Answering the following questions will help us do this:

- What is the root cause of the hazard?
- What will hit me? (force)
- When will it hit me and how will I know that it will hit me?

The answer to these questions correspond to the categories in the table below:

Character	What is it? I will be hit by what?	When will it hit me and how will I know that it will hit me?
Nature and behavior	Force	Warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration



Meanwhile, the next table enumerates the hazards and the corresponding types of force.

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The forces behind selected hazards:

Hazards		Force – the power that is produced when something moves
I. Natural Hazards		
Typhoon, hurricane, cyclone		Water – flash floods, storm surge, tidal waves Wind – flying objects, uprooting material objects Land – land slides, mud flow
Volcanic eruption		Ash falls, rocks, lava, gases
Earthquake		Falling hard objects, tsunamis, liquefaction
Flood		Water – flashes of volume of water, epidemics,
Fires (settlement/forest)		Heat – burns,
Drought		Heat, shortage of drinking water, shortage of water (irrigation) for plants and animals, pestilence and diseases, famine
II. Human Related Actions		
1. Violence		
War and Conflict		Guns and bullets, machetes, fire from burning houses
2. Deterioration of basic services/Obstacles to realization of human rights		
Declining health, education and other social services; environmental degradation, etc.(Government inaction)		Malnutrition- inadequate food intake, inadequate access to food, illness, diseases and death Bird flu – epidemics Harsh environmental changes - heat waves
Famine		Famine Inadequate food intake, inadequate access to food, illness, diseases and death
HIV-Aids		Virus – infectious, epidemics
3. Failing of industrialize societies		
Transport collisions Industrial explosions Oil spillage Technological failures		Physical / hard object Pollution, radio-activity, biological weapon Pollution, chemical contamination of air, land and water Mechanical accidents, fires, gas leakage, contamination in the air, land and water.
Environmental degradation	Flood	Flashes of volumes of water, epidemics
	Drought	Heat, shortage of potable water, shortage of water (irrigation) for plants and animals, pest and diseases, famine
	Food insecurity	Inadequate food intake, inadequate access to food, illness, diseases and death
	Insect infestation	Inadequate food intake, inadequate access to food, illness, diseases and death

There are hazards that affect wider communities and some that affect individuals. There are also hazards that produce secondary hazards.

The following are the other distinct characteristics of a hazard:

Meanwhile, **Community Hazard Assessment** refers to the community defining the threats and understands the nature and behavior of particular hazards. The assessment brings out information on the characteristics of hazards, specifically, the hazard force, warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration.

Sources/origin	Causes of the hazard
Warning Signs and Signals	Scientific and indigenous indicators that hazard is likely to happen
Forewarning	Time between warning and impact
Speed of onset	Rapidity of arrival and impact – we can distinguish between hazards that occur without almost any warning (earthquake), and a hazard that can be predicted three to four days in advance (typhoon) to a very slow-onset hazard like drought and famine
Frequency	Does hazard occur seasonally, one a year or every five years
Period of occurrence	Does it occur in a particular time of the year (wet or dry season)
Duration	How long is a hazard felt - earthquake and aftershocks; days/weeks/months that an area is flooded, length of military operations

Attachment 2








Hazard Assessment Form

Hazard _____

Characteristics	Elements	Analytical Description of Hazard	Exposure Variables	
			How will it affect me?	How will it affect my community?
Cause/Origin				
Force				
Warning signs and signal				
Forewarning				
Speed of onset				
Frequency				
Period of occurrence				
Duration				

Attachment 3

Environmental signs of an impending hazard event¹

Hazard Type	Signs
Typhoon 	<ul style="list-style-type: none"> ■ ducks and chickens fly ■ ants crawl up the wall ■ domestic animals are restless ■ the horizon is colored orange ■ the surrounding is very calm and quiet ■ leaves are swaying ■ unusual movements of animals ■ coconut trunks collapse ■ clothes line are making whistling sounds
Volcanic Eruption 	<ul style="list-style-type: none"> ■ drying up of wells and decrease in water levels ■ animals go down the mountain ■ increase in steam emission ■ color of the steam changes ■ volcanic tremors ■ rumbling sounds ■ crater glow ■ variation in the temperature of hot springs
Earthquake 	<ul style="list-style-type: none"> ■ unusual weather condition (dark and gloomy; fog is grayish ■ unusual/restless behavior of animals (such as cockroaches, dogs, and fowls) – based on indigenous knowledge handed down by ancestors ■ discoloration in the artesian well's water ■ dogs start barking ■ chickens make uneasy movements
Flash Flood 	<ul style="list-style-type: none"> ■ gloomy weather ■ heavy rainfall, big raindrops ■ unusual animal behavior ■ water condition – color of the water changes ■ rise in the water level of river channel ■ thunderstorm affects the river flow
Landslide 	<ul style="list-style-type: none"> ■ depends on whether the soil is saturated or not ■ land saturation is determined by squeezing the soil and assessing its moisture content. This is a combination of scientific and indigenous method.

¹ Participants' output during the Workshop on Community-Managed Forecasting and Early Warning Preparedness for Natural Hazards, organized by the City of Sorsogon, Philippines, in cooperation with Jean Chu of UNDP and IIRR, November 15-16, 2006.

2.2.2

Vulnerability assessment



Duration: 2 hours

Description

This session compares the two views in understanding vulnerability. It engages the participants in undertaking vulnerability assessment guided by the chosen view that defines vulnerability in relation to location.

Learning objectives

At end of the session, the participants should be able to:

1. Identify and differentiate the two views on vulnerability.
2. Carry out vulnerability assessment using the given tool.

Learning aids and materials

- 1 flip chart stand
- 1 roll of flip chart paper
- Markers of assorted colors
- Attachment 1: Vulnerability Assessment Exercise Forms
- Attachment 2: Handout on Vulnerability Assessment
- Attachment 3: Outputs of Hazard Assessment conducted in earlier session

Procedure

Activity 1. Brainstorming on the definition of Vulnerability (20 minutes)

1. Link this session to the previous one by explaining that Hazard is one of the three variables that have to be assessed when measuring disaster risk. The second variable is Vulnerability. The third variable, Capacity, will be discussed in the next session.

2. Ask participants what they understand by the word Vulnerability and list down their responses on a flip chart paper. Take as many responses as possible for about 10 minutes.

3. Summarize their responses and explain the following:

Vulnerability is the degree of exposure of elements (people or things) at risk to the hazard. People's lives and health are usually directly at risk from the destructive effects of the hazard. Their livelihood may also be at risk because of the destruction of assets they depend on, e.g. buildings, crops, livestock or equipment.



Activity 2. Input on Vulnerability (30 minutes)

1. Ask the participants that given the initial discussion on Vulnerability, what are the factors that affect vulnerability? Point out the differences and similarities in their responses. Explain that Vulnerability is a complex concept and people often get confused and misuse the term a lot.

2. Draw a rock rolling down the slope of a hill and a person standing at the bottom. Explain that because of the falling rock, the man is an element at risk. He is vulnerable because he is on the path of the rock (**location**), thus exposed to the falling rock (**hazard**). However, if he decides to move far away (**capacity**) from the rock's path (**location**), he will no longer be vulnerable.



3. Give input on the two ways of viewing Vulnerability, referring to the handout.

Activity 3. Group work on Vulnerability Assessment (1 hour, 15 minutes)

1. Distribute the Vulnerability Assessment Exercise Forms and explain the various fields in the form. Allow for questions to clarify any confusion.
2. Ask the participants to use the output of the Hazard assessment exercise in the previous session to assess the vulnerability of the element at risk. Allot 30 minutes for the group work, after which they will report back to the plenary, using flip chart papers.
3. Let the TMT facilitate the plenary reporting and discussions. The facilitator may now focus on noting the key points presented by each group.
4. Wrap up the activity.

Synthesis (10 minutes)

- There are two ways of viewing Vulnerability:

Unsafe Location	Unsafe Conditions
$\text{Risk} = \frac{\text{Hazard} \times \text{Vulnerability}}{\text{Capacity}}$ <ul style="list-style-type: none"> ■ Degree of exposure is measured in relation to the location of the element at risk and the force of the hazard ■ Capacity differs from location 	$\text{Risk} = \text{Hazard} \times \text{Vulnerability}$ <ul style="list-style-type: none"> ■ Capacity determines the extent of vulnerability

- Vulnerability is hazard specific.
- This course adopts the concept of unsafe location in defining vulnerability and allows capacity to be measured separately.

Suggested readings

Anderson, M.B. 1995. *Vulnerability to Disaster and Sustainable Development: A General Framework for Assessing Vulnerability* in Clarke Munasinghe, Disaster Prevention for Sustainable Development, World Bank

Blaikie, P. et al. 1994. *Disaster Pressure and Release Model in At Risk: Natural Hazards, People's Vulnerability and Disasters*. Routledge London

Davis, I and Wall, M (eds.). 1992. *Christian Perspectives on Disaster Management: A Training Manual*. Interchurch Relief and Development Alliance, London



Attachment I

Vulnerability Assessment



Vulnerability is a complex term and can be defined in several ways. Many end up more confused after reading the numerous materials about it. This handout seeks to provide clarity and presents the two ways of viewing Vulnerability. It also defines Vulnerability Assessment after laying down the assumptions on Vulnerability.

1. Vulnerability as the conditions of the element at risk

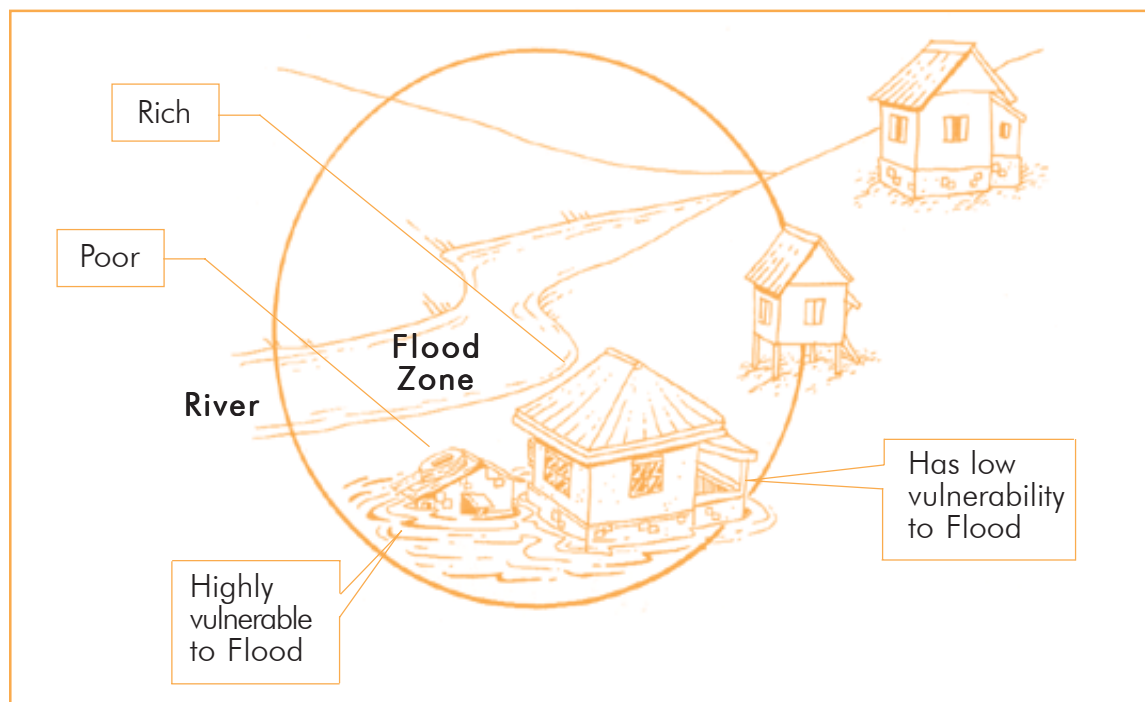
Vulnerability here is defined as “a set of prevailing or consequential conditions, which adversely affect the community’s ability to prevent, mitigate, prepare for or respond to hazard events” (Anderson and Woodrow, 1989).

The International Strategy for Disaster Reduction (ISDR), which uses this definition, states that these conditions are determined by physical, social, economic and environmental factors or process, which increase the susceptibility of a community to the impact of a hazard.

The above definition can be represented by the following mathematical formulas:

- Vulnerability = unsafe conditions (which could be physical, economic, social, behavioral and environmental)
- Degree of Vulnerability = ideal safe conditions – (minus) existing unsafe conditions

The figure below demonstrates this assumption:



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The gaps between the ideal and unsafe condition of the element at risk determine the degree of exposure to the hazard's impact – or what is considered under this paradigm as the degree of vulnerability. This means the rich and the poor, although living in the same location, have different degrees of vulnerability because they have different socio-economic and political status.

In measuring disaster risk based on the above assumption, the mathematical presentation is:

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

Here, Capacity is subsumed by Vulnerability.

With the assumption that vulnerability is the condition of the element at risk, categorizing or grouping vulnerabilities soon came about. Andrew Maskarey grouped vulnerabilities into the following categories:

Categories	Example
Physical Vulnerability	communities in hazard prone locations (in flood plain or a coastal location exposed to cyclones)
Technical Vulnerability	structures and infrastructures (houses, roads, bridges, irrigation canals) unable to withstand and resist hazard events
Economic Vulnerability	insufficient assets and reserves to withstand loss; lack of economic diversification
Environmental Vulnerability	lack of biodiversity; incapacity of ecosystem to resist and recover
Social Vulnerability	family size, existence of community organizations and social support mechanisms; age structure of community; gender differences; racial, ethnic, religious discrimination
Political Vulnerability	level of participation in decision-making process, existence of authoritarianism and corruption, political violence, absence of justice and conflict resolution mechanisms systems of beliefs regarding hazards, vulnerabilities and disasters
Cultural Vulnerability	lack of information or misinformation regarding risk scenarios
Educational Vulnerability	lack of public services, planning, emergency preparedness and response
Institutional Vulnerability	

On the other hand, Anderson and Woodrow (1989) group them into three broad interrelated categories: physical/material, social/organizational and motivational/attitudinal. Below are some examples of vulnerabilities based on this grouping:

Categories	Example
Physical/material vulnerability	<ul style="list-style-type: none"> ■ risky and insecure sources of livelihood ■ lack of access and control over means of production (land, farm inputs, animals, capital) ■ occurrence of acute or chronic food shortage ■ lack of basic services: education, health, safe drinking water, shelter, sanitation, roads, electricity, communication ■ high mortality rates, malnutrition, occurrence of diseases
Social/organizational vulnerability	<ul style="list-style-type: none"> ■ weak family/kinship structures ■ lack of leadership, initiative, organizational structures to solve problems or conflicts ■ ineffective decision-making, people/groups are left out ■ unequal participation in community affairs ■ rumors, divisions, conflicts: ethnic, class, religion, caste, ideology
Motivational/attitudinal vulnerability	<ul style="list-style-type: none"> ■ negative attitude towards change ■ passivity, fatalism, hopelessness, dependent ■ lack of unity, cooperation, solidarity ■ unawareness about hazards and consequences ■ dependence on external support/dole-out mentality

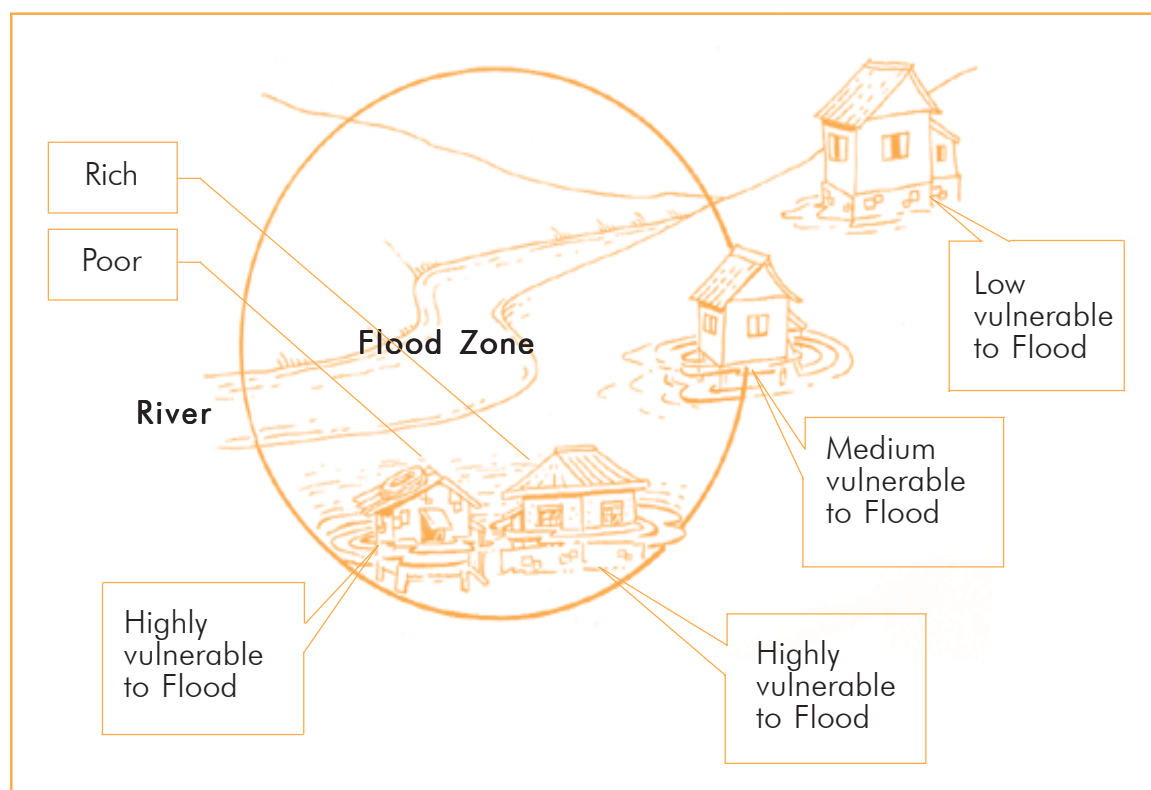
2. Vulnerability as the unsafe location of the element at risk

Vulnerability based on unsafe location refers to the “degree to which an area, people, physical structures or economic assets are exposed to loss, injury or damage caused by the impact of a hazard.” (Disaster Management: A Disaster Manager’s Handbook, Chapter 2 and Appendix A. Disaster Mitigation in Asia and the Pacific, p 30-40.)

This definition asserts Vulnerability as equivalent to location and can be represented in this mathematical formula:

- Vulnerability = the location of element at risk vis a vis the hazard (considering other factors like slopes)
- Degree of Vulnerability = $\frac{\text{Location of the element at risk}}{\text{Distance and Time}}$

The figure below demonstrates this assumption:



The location of the element at risk (the rich and poor houses) determines the degree of exposures to hazard or the degree of vulnerability. This shows that whether rich or poor, all persons living in the same location have equal degrees of vulnerability to the impact of the hazard. Under this assumption, the socio-economic status has no bearing on the degree of vulnerability. Thus, vulnerability refers mainly to the location of element at risk and this becomes the main determinant in the degree of exposure to the hazard's impact.

In measuring disaster risk based on the above assumption, the mathematical representation is:

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

Here, capacity is recognized as a separate variable and subsumed neither by hazard nor vulnerability. Capacities can be categorized under the following: Prevention, Mitigation, Survivability and Readiness.

The major strength of this view is that it allows Vulnerability to be determined by the most constant element disaster risk – the location of the element at risk in relation to the hazard. At the same time, it also gives weight to the economic, social and cultural conditions which are viewed not merely as negative factors that increase vulnerability but as elements that increase or decrease the capacity to cope with the hazard's impact.

(Note: A more detailed discussion of capacity will be held in the next session.)

It must also be stressed that Vulnerability under this assumption is hazard specific. Thus, calculating the degree of vulnerability should always be made in relation to the hazard.

Meanwhile, community vulnerability assessment is defined as the process of determining the susceptibility to various hazards of the elements at risk in the community.

The differences between the two perspectives on vulnerability and their implications are summarized in the table below:

	Salient Features	Implications
1. $DR = H \times V$	<ul style="list-style-type: none"> Capacity is subsumed by vulnerability 	<ul style="list-style-type: none"> Putting value on capacity becomes difficult because it is already subsumed under vulnerability
	<ul style="list-style-type: none"> The difference between ideal capacity and existing capacity is the degree of vulnerability 	<ul style="list-style-type: none"> Categorization of vulnerability and capacity often have the same heading which causes confusion
	<ul style="list-style-type: none"> Common mistake: hazard is not factored in as a point of reference in calculating the degree of vulnerability 	<ul style="list-style-type: none"> Often, the list of vulnerabilities and capacities are not analyzed based on degree of vulnerability to a hazard.
2. $DR = \frac{H \times V}{C}$	<ul style="list-style-type: none"> Capacity is calculated separate from vulnerability 	<ul style="list-style-type: none"> Putting value to capacity is easier and more directed to the degree of vulnerability and nature of a hazard
	<ul style="list-style-type: none"> The interaction of various components of capacity - social, economic, political, geophysical, and technological elements - are factored in as a unit of analysis in relation to hazard and vulnerability 	<ul style="list-style-type: none"> Categorizing the capacities that address the degree of vulnerability and hazard is simple and straightforward. For example, capacities for addressing vulnerability can be grouped under "survivability of individuals" in the community. The readiness of the community systems and structures that helps individual to survive during hazard events can be grouped under prevention and mitigation.
	<ul style="list-style-type: none"> The degree of vulnerability is measured based on the proximity of the element at risk to a hazard. 	<ul style="list-style-type: none"> The different elements at risk in a community may have varying degrees of vulnerability depending on their location in relation to a hazard

Take note that the second view allows a more systematic and quantifiable measurement of the degree of vulnerability while still taking into account the social, economic, political, geophysical and technological conditions under capacities which are considered as one unit of analysis.

Capacities here are analyzed as the interaction of the resources and access to these resources by the people at risk as well as the over-arching systems and structures of a society – all these decrease or increase the capacity of the people at risk to confront the degree of vulnerability and behavior of a hazard.

Attachment 2

Exercise Form



The Vulnerability Exercise

Hazard Profile	Element at risk	Describe location of Element at risk in relation to Hazard	Grades			Why the element at risk is in that location?
			High	Medium	Low	

Summary Assessment

Attachment 3

Sample of Vulnerability assessment: Output of participants from Uganda during a Community-Managed Disaster Risk Reduction (CMDRR) course held in Ethiopia, July 2006.



Hazard: Drought in Karamojong Community, Uganda

Area Profile

- Lies on the North - East parts of Uganda, bordering Sudan in North Kenya on the East: Population is sparsely populated with an estimated number of 700,000.
- Socio-economic activities
- Domestic level mining of lime stone, gold and other minerals· Livestock rearing
- Agriculture
- Social activities: Agro pastoralism
- Cultural set up: 10 ethnic groups
- Well established traditional government system
- Climate: Semi-arid and erratic rainfall
- Strategic challenges: Less developed infrastructure, prolonged droughts, high rates of illiteracy, inter ethnic and cross- boarder conflicts
- Hazard identified by Karamoja is drought

Vulnerability Assessment

Hazard Profile	Description of Location	Grades			Why the element at risk is in that location?
		High	Medium	Low	
<p>Signaled by:</p> <ul style="list-style-type: none"> ■ Dry winds with dust ■ High temperature ■ Scorching sunshine ■ Delay of rainy season by 3-5 months in every 2-3 years <p>Manifested in:</p> <ul style="list-style-type: none"> ■ Pastoralist migration ■ Depletion of pastures ■ Drying of water sources ■ Conflict over resources (water and pasture) <p>Resulting in:</p> <ul style="list-style-type: none"> ■ Loss of livestock ■ Loss of human life ■ Rural-urban migration ■ Disruption of livelihood ■ Environmental degradation ■ Family breakdown 	Lies in N-E part of Uganda, bordering Turkana of Kenya in the East and Sudan in the North	High			<ul style="list-style-type: none"> ■ Bare ground ■ Deforestation ■ Shortage of water and pasture ■ Low rainfall and erratic ■ Disease

2.2.3

Capacity Assessment



Duration: 1 hour, 30 minutes

Description

This session explains how capacities are hazard and vulnerability specific. It stresses that capacities are found both at the level of the individual as well as the community and how they determine the degree of disaster risk.

Learning objectives

At end of this session, the participants should be able to:

1. Distinguish the various disaster resilience capacities.
2. Carry out capacity assessment using a given tool.

Learning aids and materials

- 1 flip chart stand
- 1 roll of flip chart paper
- Markers of assorted colors
- Attachment 1: Handout on Capacities Assessment
- Attachment 2: Capacity Assessment Exercise Forms
- Attachment 3: Outputs of the hazard and vulnerability assessments

Procedure

1. Explain that the final step in Disaster Risk Assessment is to identify the capacities needed to prevent or mitigate the hazard and to reduce or eliminate vulnerability.
2. Distribute to the participants the Capacity Assessment Exercise forms and explain the different fields (Attachment 1).
3. Ask the participants to go back to their respective groups to complete the forms and emphasize that they should focus first on the existing capacities of the community assigned to their groups. Give the groups 30 minutes to finish the group work and then ask each group to report in the plenary.
4. To help deepen understanding, provide the participants with case stories that depict capacities of community for survivability. The following are some examples:

Note to facilitator

Let the TMT facilitate the plenary session while the facilitator takes note of the key points and asks after each group report questions that will help them think through what may be incorrect in their presentations.



Example 1: Community/Individual Survivability from Abductions in South Sudan

Abductions of women and children from the African south Sudan were rampant during the seasonal migrations of the nomadic Arab tribes living in the north of Sudan. These abductions were traditionally resolved through the tribal structure. Blood compensation would be paid for people killed, and abducted children would be returned, and so on. However, during the protracted civil war between the government of Sudan and the Sudan People's Liberation Army/Movement, the government armed the Murahaleen from the Baggara and Meseria tribes, and other militias such as the Popular Defence Forces and the Peace Forces, which terrorized areas in the south. Abductions then began to happen on large scales.



A report by Reuters posted on January 10, 2001¹ however showed the community's amazing capacity to cope with this tragedy:

Many of these women and children (aged 5 years above) while in abduction were forced and doomed into sex slavery as well as hard labor in their master's farms, without hope of returning home. Nonetheless, their spirits were never broken and they knew one day they'd return home.

Following international pressures on Sudan Government to abolish abductions and slavery of the African southern, Unicef and Save the Children undertook to facilitate a process of identification, tracing and return of formerly abducted women and children back to their original families in the south. Hundreds of reunions were witnessed. Many of these formerly abducted women and children were amazingly able to remember the names of their clans, sub-clans and grandparents to the fifth generation, despite having been abducted when below 10 years of age. Not surprising, some could not remember the faces of their relatives after the decades of separation.

How was it possible for these children to survive and stand a chance of reunification with true their families?

In the Dinka culture, when adults go out to farm, the elders stay home to take care of the young ones. One of the things they do is teach children about their lineage, starting with the names of their father and mother and then the names of their maternal and paternal grandparents to the fifth generation. This was recited everyday and until the children have full mastery of their lineage by the age of five years. Thus, while a Dinka child may be abducted and kept away from their families for decades, the children would be able to trace their roots back to their exact families.

¹<http://southsudanfriends.org/issues/Jan01Abductions.html>

By: Patience Alidri, Deputy Director,
IIRR – Africa

Example 2: Teaching Survivability Skills

Mrs. Hosnuara Begum is a health promoter working with the Bangladeshi Women Health Coalition (BWHC). She works in the community, discussing health issues with mothers and girls. She touches on issues related to child bearing, reproductive health and preventive health care.

During the 2004 floods in Bangladesh, she learned that five children drowned because they did not know how to swim or stay afloat when the water came. She decided to include as part of her talks with the mothers an invitation for parents to teach their children how to swim. She demonstrated to the parents how to take the baby to the pond and the basics of staying afloat. During the discussions, it was suggested that Hosnuara include basic life saving techniques for mothers so they could give CPR (cardiopulmonary resuscitation) to their babies in case they fall into the water during flooding.



Example 3: Busa Gonofa: A maudable mutual help system

Almost six kms. from Addis Ababa, Ethiopia, an agro-pastoralist community near Yabelo, Woreda, Borana Zone, a place repeatedly struck by harsh droughts, has a story to tell.

During disasters, the Council of Elders convenes to immediately respond to the needs of the community members. The affected community members seek support from within their clan groups through a social security network. Called **Busa Gonofa**, this traditional practice is a process wherein respected elders immediately gather and respond to the individual members who need help to once again become normal functioning members of the community. The elders conduct background checks to assess the member seeking support. If the suffering member has shown positive behavior in the past, then most likely he/she will be deemed deserving to receive support from the clan. He/she will not be asked to pay back whatever support is given him/her. However, if he/she regains the capacity, he/she is expected to provide support to the needy members of the community. In this community, the members usually contribute cattles. If 20 heads of cattle are lost, the Busa Ganofa system will replace 19. This practice is also observed in some Oromo groups such as Gabra.

By: Moges Bekele

Synthesis:

- Capacities refers to individual and collective strength and resources that can be enhanced, mobilized and accessed, to allow individuals and communities to shape their future by reducing disaster risk.
- Capacities are analyzed as the interaction of the resources and access to these resources by the different groups at risk and the overarching systems and structures that decrease or increase the capacity to confront the hazard.
- In this manual, capacities are categorized as follows: Prevention and Mitigation capacities (the capacities that address the hazard) and Survivability and Readiness (the capacities that address vulnerabilities).

Suggested readings

Anderson, M.B. & Woodrow, P.J. 1989. *A Framework for Analyzing Capacities and Vulnerabilities in Rising from the Ashes; Development Strategies in Times of Disasters*. Westview Press.

Blaikie, P. et al. 1994, *Access to Resources and Coping in Adversity in At Risk: Natural Hazards, People's Vulnerability and Disasters*, Routledge London.

Kotze, A. & A. Holloway, *What resources are available for reducing risk?* In *Reducing Risk: Participatory Learning Activities for Disaster Mitigation*. Department for International Development (DFID).



Attachment 1

Capacities Assessment



For married women in Malawi, southern Philippines, a song can ease a difficult situation, particularly after a fight with their husbands. The lyrics of the song go this way:

*Come all and witness what has befallen me.
This man who used to love me so much has now turned his back against me.
I vowed, and repeat my vows, he is my husband and nothing will separate us.*

Songs can, indeed, be a powerful tool to settle conflicts not just between husbands and wives but also between communities (See box). They can also be used to unite villagers and increase their confidence to any challenges.

Thus, in CMDRR context, cultural traditions like singing peace songs can be categorized as one of the community's capacities, helping build the community's resiliency.

This handout defines Capacities, coping capacities and capacity assessment.

International Strategy for Disaster Reduction (ISDR) refers to **Capacities** as a combination of all the strength and resources available within a community, society or organization that can help reduce the level of risks or the effects of a disaster.

Capacity may include physical, social, institutional or economic means as well as skilled personal or collective attributes such as leadership and management. Similar definition of capacities are strengths and resources, which exist or are present in individuals, households and the community – enabling them to cope with, withstand, prepare for, prevent, mitigate, or quickly recover from a disaster.

A Reconciliation Song

Chia ndi ine chiri ndi ine gyad gyad.
Chiri ndi ine eeee (2X)

Amuna anga amene ndimawakonda
awaa
Chiri ndi ineeee

Ayamba Kundimenya usiku onseeee
Chiri ndi, ineeeeeee

Ini ndikuti iwowa ndi amuna anga
mpakana muyayaaa
Cheri ndi ineeee

Another way of looking at Capacities and how they differ from capabilities is shown below:

Capacities	Capabilities
<ul style="list-style-type: none"> ■ technological ■ social/ human ■ economic ■ political ■ geophysical ■ time 	<ul style="list-style-type: none"> ■ Knowledge ■ Attitude ■ Skills

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Capabilities are embedded under human resource.

Capability to manage capacities is tantamount to **coping capacity**. ISDR secretariat defines **coping capacity as the means by which people or organizations use available resources and abilities to face (to cope with) adverse consequences that could lead to a disaster**. They added that in general, this involves managing resources, both in normal times as well as during crises or adverse conditions.

Coping capacities can be developed over time. Some coping capacities are acquired through experience, some through special trainings. Still some are resources that can already be accessed by the individuals and the community, and by community organizations.

Capacity in the context of disaster risk

It is also important to clarify how capacities should be looked at under the Disaster Risk formula:


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

The above formula views capacity as a separate variable, not subsumed under vulnerabilities, thus, requiring systematic valuation as a unit of analysis. The degree of vulnerability of elements at risk and hazard are the variables that determine specific capacities needed in order to reduce disaster risk.

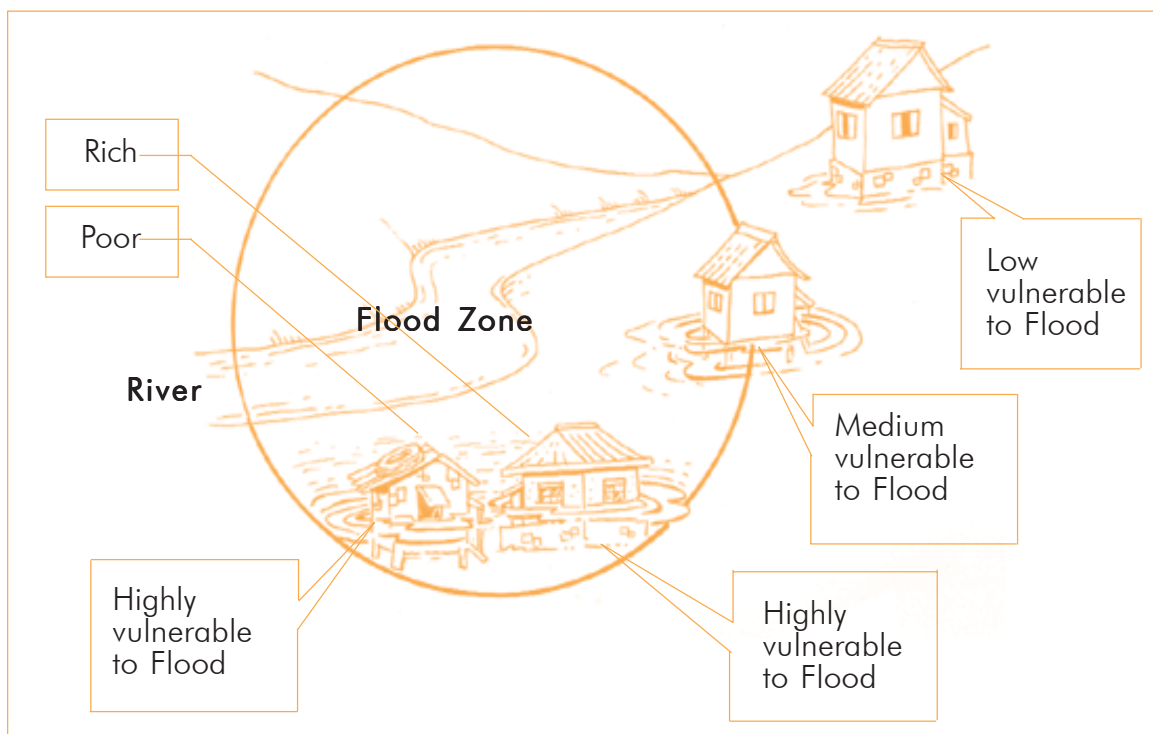
Development NGOs involved in disaster-related work have different ways of categorizing capacities. Many treat capacity as synonymous with resources. Anderson and Woodrow (1989) have three categories: social, physical and motivational. The Department of International Development (DFID) considers it under sustainable livelihood framework as human, social, natural, financial and physical capitals; in economic terms, it is land, labor and capital. Dr. Y. C. James Yen, founder of the International Institute of Rural Reconstruction (IIRR) called it the “3 T’s” which stands for Time, Talent and Treasures.

Capacities in the context of disaster risk reduction are analyzed as the interaction of forces of resources and the access to these resources by the different groups at risk and the overarching systems and structures in society that decrease or increase capacities to face hazards. Because the behavior of a hazard and degree of vulnerability determine the capacity needed to reduce disaster risk, capacities should be analyzed in relation to the hazard and vulnerability.

Based on experiences in implementing community managed disaster risk reduction, IIRR categorizes capacities as follows:

Categories	Refers to:
Capacities addressing Hazard	
Mitigation (activities that deal squarely with the Hazard)	Mitigation covers measures that minimize the effects of hazards and thus lessen the magnitude of a disaster. Mitigation measures can range from physical measures such as flood defenses or safe building design, to legislation and non-structural measures such as training, organizing disaster volunteers, public awareness, food security programs and advocacy on development issues.
Prevention	Prevention covers activities designed to impede the occurrence of a disaster event and/or prevent such an occurrence from having harmful effects on communities and facilities. Examples are safety standards for industries, flood control measures and land use regulations. Poverty alleviation and assets redistribution schemes such as land reform, provision of basic needs and services such as preventive health care, education are some non-structural measures. 
Capacities addressing Vulnerabilities	
Survivability (activities that deal with individual vulnerabilities)	to manage to stay alive or continue to exist, despite the difficult situations
Readiness (activities that deal with community vulnerabilities)	group/community organization functioning as a system prepared for any hazard that is going to happen

Coping capacities are hazard and vulnerability specific. The diagram below demonstrates coping capacities that are specific to the degree of vulnerability.



The following table shows examples of capacities that address Vulnerabilities, with flood as the Hazard.

Categories	Time Element	Highly Vulnerable to Flood	Medium Vulnerable to Flood	Low Vulnerable to Flood
Survivability	During the Hazard event	Swimming skills, first aid	Swimming skills, first aid	First aid
	Before the Hazard Event	Strengthening livelihood, health, education and governance activities.	Strengthening livelihood, health, education and governance activities.	Strengthening livelihood, health, education and governance activities.
Readiness	During the Hazard event	Community Search and rescue, Evacuation system, Early warning , Logistics such as food and medical supply, transport and communication system	Community Search and rescue, Evacuation system, Early warning , Logistics such as food and medical supply, transport and communication system	Community Search and rescue, Evacuation system, Early warning , Logistics such as food and medical supply, transport and communication system
	Before the Hazard Event	Strengthening community systems and structures for resilient and resistant livelihood, health, education and governance	Strengthening community systems and structures for resilient and resistant livelihood, health, education and governance	Strengthening community systems and structures for resilient and resistant livelihood, health, education and governance

Meanwhile, the table below enumerates the coping capacities that are intended to eliminate or reduce the impact of the hazards, with flood again as the Hazard.

Mitigation	Flood spill way system, planting trees, soil and water conservation...
Prevention	Building dams, deepening the flood canals, watershed management ...

Building on what people have

Each individual, community, society or nation has latent capacities and they have to be tapped in order to increase the individual and community resiliency. Efforts should aim to develop coping capacities of the individuals and the communities, and the organizations to develop resiliency from any type of hazard.

Community Capacity Assessment identifies the strengths and resources present among individuals, households and the community to cope with, withstand, prevent, prepare for, mitigate or quickly recover from a disaster. Coping means managing resources in times of adversity.

Attachment 2
Exercise Form



Capacity Assessment Exercise Form

Hazard Profile _____

Capacities addressing hazard			
	Existing	Required	Gaps
Hazard Prevention Measures			
Hazard Mitigation Measures			

Capacities addressing Vulnerability:				
Element at Risk	Time Element	Capacities		
		Existing	Required	Gaps
Individual Survivability "Consider Age and Gender"	During the hazard event			
	Before the hazard event			
Community Readiness	During the hazard event			
	Before the hazard event			
Other Element at Risk				

Attachment 3

Sample Outputs of Hazard and Vulnerability Assessment¹

Hazard Profile: Conflict between the Nuer and Dinka over grazing land and water resources

Elements at Risk	Time Element	Capacities Needed
Individuals <ul style="list-style-type: none"> ■ Survivability, age and gender 	During the hazard event	<ul style="list-style-type: none"> ■ Withdrawal of children from the areas of conflict ■ Women take charge of the livestock, children and the elderly people
	Before the hazard event	<ul style="list-style-type: none"> ■ Every child to be oriented/ sensitized about conflict ■ Women and the elderly to run to safe locations when signaled about the conflict ■ Men and the youth should arm themselves ready to fight
Community <ul style="list-style-type: none"> ■ Readiness 	During the hazard event	<ul style="list-style-type: none"> ■ All the men and youth to unite and fight the enemy ■ Increase the number of armed men and youth
	Before the hazard event	<ul style="list-style-type: none"> ■ Mobilize the youth and men ■ Ensure proper training for youth and men ■ Increase the number of weapons ■ Youth and men should be ready for the fight
How to prevent the hazard event	<ul style="list-style-type: none"> ■ Holding negotiations/dialogues between warring parties to look for ways to settle the conflict ■ Make and adhere to peace agreements made between the warring parties on sharing of resources 	
How to mitigate the hazard event	<ul style="list-style-type: none"> ■ Encourage intermarriages between the two warring communities ■ Conduct resolution conferences about the resources before the conflict ■ Conduct disarmament exercises ■ Form a reconciliation committee ■ Set up joint monitoring committees to oversee that conflicts are put to an end ■ Discourage war songs 	

¹Sample output from the participants of CMDRR Course in Rumbek, South Sudan, August 2006.

Hazard Profile: Cholera epidemic in Achong Chong

Elements at Risk	Time Element	Capacities		
		Men	Women	Children
Individuals ■ Survivability, age and gender	During the hazard event	■ Physical strength (to move away) ■ High vigilance to protect their dependents	■ Physical strength (to move away) ■ High vigilance to protect their children ■ Awareness of cholera leading them to fetch and boil plenty of water	■ Accompany their parents
	Before the hazard event	■ Dig latrines ■ Ensure proper faecal disposal	■ Cook clean food ■ Maintain cleanliness in homesteads	■ Learn best practices from the parents
Community ■ Readiness	During the hazard event	■ Pass on the information to others ■ Restrict movement ■ Learn prevention measures ■ Form rescue teams ■ Create awareness	■ Pass on the information to others ■ Stay at home ■ Learn prevention ■ Form rescue teams ■ Organize communal cleaning	■ Learn from parents
	Before the hazard event	■ Dig wells, ■ Dig boreholes ■ Dig latrines ■ Maintain cleanliness ■ Observe high levels of hygienic standards	■ Provide food for work ■ Clean their surroundings	■ Learn from adults
How to prevent the hazard event	■ Ensuring supply clean water ■ Health education ■ Proper use of latrines			
How to mitigate the hazard event	■ Construction of dams and digging of canals ■ Establishment of large irrigation schemes ■ Empowering the community on different life saving skills ■ Set up resources for safe and clean drinking water			

2.2.4

Disaster risk analysis



Duration: 1 hour, 30 minutes

Description

This session focuses on how to consolidate the results of hazard, vulnerability and capacity assessments and formulate conclusions based on them. It provides the participants the framework to analyze their assessment and prepare for the next steps which are strategy formulation and disaster risk reduction measures.

Learning objectives

At the end of this session, the participants should be able to:

1. Consolidate hazard, vulnerability, capacity assessments and determine the degree of risk.
2. Draw conclusions and recommendations for disaster risk reduction measures.

Learning aids and materials

- 1 flip chart stand
- 1 roll of flip chart paper
- markers of assorted colors
- Attachment 1: Disaster Risk Assessment Exercise Form
- Attachment 2: Handout on Disaster Risk Assessment
- Attachment 3: Handout on Living with Risk

Procedure

Activity 1. Input on Disaster Risk Assessment (15 minutes)

1. Explain to the participants that community disaster risk analysis consists of four steps:

- a. **Hazard Assessment** – Identifies the most likely natural or human-made hazard or threat to the community, and seeks to understand its nature and behavior.
- b. **Vulnerability Assessment** – Identifies what elements are at risk because of the exposure of their location to the hazard.
- c. **Capacity Assessment** – Identifies the status of people's coping strategies which refer to the resources available for preparedness, mitigation and emergency response, as well as to who has access and control over these resources.
- d. **Disaster Risk Analysis** – The process of consolidating the findings of hazard, vulnerability and capacity assessments and draw conclusions and recommendations for disaster risk reduction.



2. Ask them if they have any question regarding the steps of disaster risk assessment and clarify unclear points.

3. Explain to the participants that after having done the hazard, vulnerability and capacity assessments for their community, the next step is to synthesize the analysis of the three variables and draw conclusions regarding the degree of disaster risk – high, medium or low.

4. Wrap up the activity by stressing the following points:

The Community Disaster Risk Assessment involves the following:

- Community profile (introductory/background part)
- Hazard, vulnerability and capacity assessment (your findings)
- Degree (high/medium/low/) of Disaster Risk (your conclusions)
- Capacities needed to reduce the disaster risk (your recommendation)

Activity 2. Group work (1 hour, 15 minutes)

1. Ask participants to go back to their respective groups and undertake a risk assessment of their respective communities, with the following instruction:
 - a. Analyze the degree of disaster risk based on the hazard, vulnerability and capacity assessments the groups have already conducted.
 - b. Determine the capacities needed to prevent or mitigate the hazard as well as to reduce or eliminate the vulnerability of the community assigned to each group.
2. Let the TMT facilitate the plenary feedback session. The facilitator must take note of each group's understanding of the exercise and provide additional explanations if needed.
3. Wrap up the activity.

Synthesis (10 minutes)

- Disaster Risk Assessment is the analysis of the findings of hazard, vulnerability and capacity assessment and drawing conclusion on the degree of disaster risk. It serves as a basis for recommending appropriate disaster risk reduction measures.

Attachment 1

Exercise Form



Disaster Risk Assessment

Hazard Profile					
Element at Risk	Hazard		Vulnerability		Degree of Risk (high, medium or low)
	Preventive capacity gaps	Mitigation capacity gaps	Survivability capacity gaps	Readiness capacity gaps	
Summary of Findings:					
Recommendation: Identify priority elements at risk and the risk reduction measures (including the appropriate organizations)					

Attachment 2

Volcanic Eruption in Bgy. Culliat, Daraga, Albay, Philippines

Prepared by: Kai Santos, Charlie Razo, Mike Brezuela



Characteristics	Elements	Analytical Description of the Hazard	Exposure Variables	
Cause/origin	Heating up of earth's interior	Mt. Mayon volcano used to erupt every 10 yrs until 1998. Since then, the eruption occurs every 2 yrs usually occurring during the summer. People are warned 1-2 wks before actual eruption by natural signs such as cloud formation, animal behavior, light quake, hot winds. The eruption results to ashflow, lava flow and toxic fumes which occur gradually, and rocks and mudflow which occur rapidly. The ejection of pyroclastic mtrls lasts from 2 to 6 hours after eruption. Mudflows last up to 1 day. The time from the light quake before eruption to several intermittent eruptions lasts 2 to 4 weeks.	How will it affect me? Personal distress/stress (emotional, psychological, physical)loss of health or human livesloss or destruction of personal/household propertyinterruption of education	How will it affect my community? Destruction of roads, bridges, transportation modes Destruction/loss of livelihoods (farms, animals, infrastructure) Lack of sources of potable water Interruption of basic services/utilities (electricity, water supply, internet) Increasing costs of basic food supply and commodities Occurrence of theft, sometimes more serious crimes
	Release of anger of Daragang Magayon			
Force	Ashes Mudflow Lava Rocks, stones Pyroclastic materials Toxic fumes			
Warning signs and signal	Clouds forming around the crater; Change of animal behavior; Light ground shaking; Heating up of winds around the volcano			
Fore-warning	1-2 wks			
Speed of onset	Gradual (ashes, lava, toxic fumes) Rapid (rocks, mudflow)			
Frequency	Every 10 yrs until 1998; every 2 yrs since 1998			
Period of occurrence	Summer			
Duration	Eruption, pyroclastic mtrls – 2-6 hrs;Mudflow – 1 day Light quake to intermittent eruption - 2-4 wks			

The Vulnerability Exercise

Hazard Profile	Elements at Risk	Describe location of Element at risk in relation to Hazard	Degree of Vulnerability			Why the element at risk is in that location?
			High	Medium	Low	
<p>Mt. Mayon volcano used to erupt every 10 yrs until 1998.</p> <p>Since then, the eruption occurs every 2 yrs usually occurring during the summer.</p> <p>People are warned 1-2 wks before actual eruption by natural signs such as cloud formation, animal behavior, light quake, hot winds. The eruption results to ashflow, lava flow and toxic fumes which occur gradually, and rocks and mudflow which occur rapidly.</p> <p>The ejection of pyroclastic mtrls lasts from 2 to 6 hours after eruption. Mudflows last up to 1 day. The time from the light quake before eruption to several intermittent eruptions lasts 2 to 4 weeks.</p>	Women	Within 5-7 km radius danger zone				
		Farms nearer to the crater	/			For livelihood
	Children, youth	Houses along rivers	/			For housekeeping Washing clothes
		Houses Schools Farms	/	/		Playing Studying
		Houses Farms	/	/		As farmhand
	Elders	Farms	/			Resting As farmhand
	Farmers	Daraga market	/			For livelihood
	Merchants	Schools		/		For livelihood
	Students	Offices in Daraga		/		Studying Employment
	Professionals				/	

Summary Assessment

Women, children, youth and elders in their houses and farms near the crater are highly vulnerable. Merchants, students and office employees who are in the town center farther from the crater have medium to low vulnerability.

Women, children, youth, elders and farmers in their houses and farms are engaged in livelihood activities during the times that they are highly vulnerable.

Capacity Assessment Exercise

Capacities addressing Hazard:

Hazard Prevention Measures?	Existing	Required	Gaps
Mudflow/ lavaflow	Gulley from crater to rivers	Gulley or bamboo planted around footslopes of volcano; Megadike to protect communities	Appropriate & culturally sensitive technologies
Rocks, stones	None	Evacuation Resettlement Shelter Prayer	Evacuation plan/ system - Relocation site - CEO - community disaster coordinating group

Hazard Prevention Measures?	Existing	Required	Gaps
Mudflow/ lavaflow	Gulley Elevating house floor level	Dumping; Gulley or bamboo planted around footslopes of volcano; Megadike to protect communities	Empty sacks; Appropriate & culturally sensitive technologies
Rocks, stones	None	Agoho fencingPrayer	Surplus woodReplanting of agoho

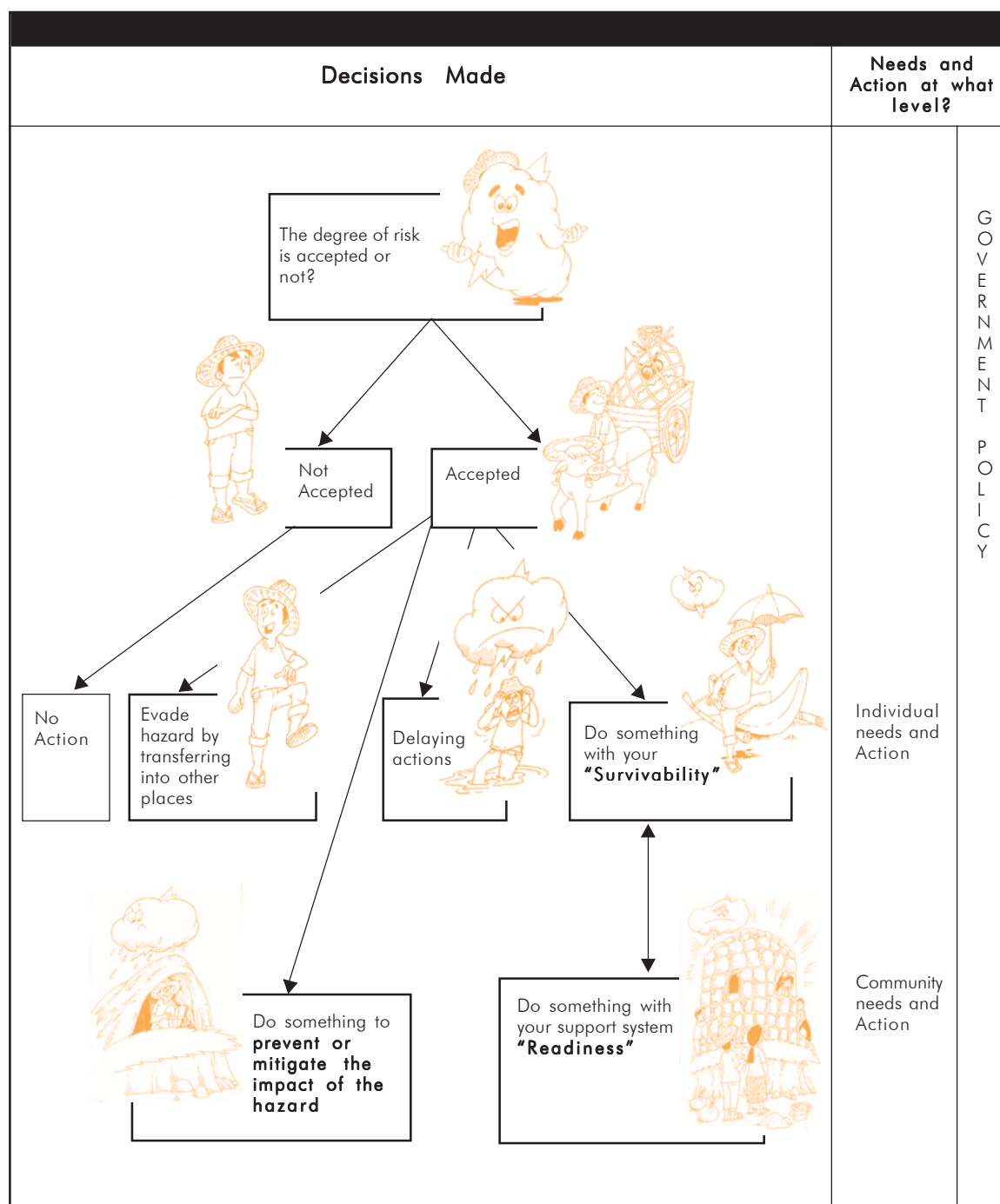
Capacities addressing Vulnerability:

Element At Risk	Time Element	Capacities		
		Existing	Required	Gaps
Individual Survivability Women	During the hazard event	Evacuation Stay at home	Total evacuation	Means of transportation for passengers and personal belongings Evacuation system
	Before the hazard event	Bring all children home Protect household items	Easy access to location of children, family members	Means of transportation & capacity to “drive”
Children, youth	During the hazard event	Assist in carrying loads during evacuation	Total evacuation	Means of transportation for passengers and personal belongings Evacuation system
	Before the hazard event	Go home asap	Early warning by school or barangay DCC	Means of transportation
Elders	During the hazard event	Decision making for the family Assist in carrying loads during evacuation	Total evacuation Alalay	Means of transportation Evacuation system
	Before the hazard event	Protect household items	Easy access to evacuation centers	Means of transportation
Professional	During the hazard event	Access to DCCs Access to communication and transpo facilities	Disaster Education & awareness	Disaster management Training
	Before the hazard event	Decision making for their families	Early warning, information	Knowledge & skill
Community Readiness	During the hazard event	Immediate evacuation	Warning equipments	High Tech warning equipment & alarm system
Other Element at Risk	Before the hazard event			

Attachment 3



Living with Risk

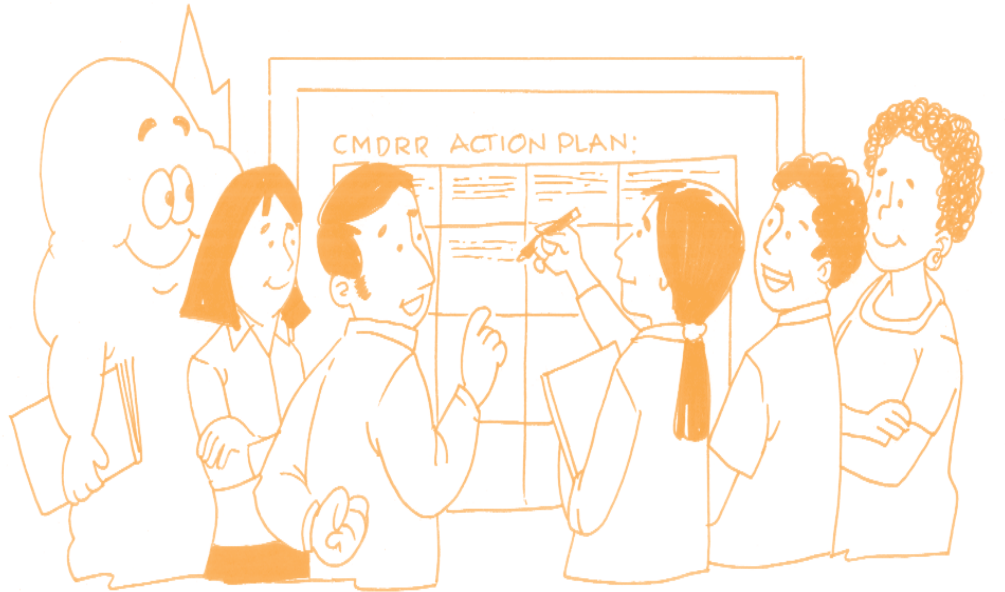


Survivability – is to manage to stay alive or continue to exist, especially in hazard event.

Readiness - group/community organization functioning as a system prepared for any hazard that is going to happen.

2.3.2

Community action planning for CMDRR



Duration: 1 hour, 45 minutes

Description

Once a community has successfully developed a disaster risk reduction strategy, the next step is to develop a community action plan to be executed at a special period. This session focuses on how to prepare a CMDRR action plan in the community.

Learning objectives

At the end of the session, the participants should be able to:

1. Explain basic concepts of an action plan and its purpose.
2. Demonstrate tools in facilitation of community DRR action planning.

Learning aids and materials

- White board
- Marker
- Flip chart paper
- Attachment 1: Flipchart/handout on group exercise tool: Action planning

Procedure

Activity 1. Brainstorming (15 minutes)

1. Ask participants what an action plan is and what are included in an action plan?
2. Explain the following points:

- An action plan provides answers to the five Ws (What, When, Where, Why and Who) and one H (How).
- There are basic elements that constitute an action plan, as well as a community DRR action plan. The wordings of an action planning matrix may or may not be the same as 5 Ws and 1 H but these elements must be included in an action plan.



2. Clarify to the participants that the purpose an action plan is to address specific and determined needs based on identified strategies. Ask the participants the question, "What are the basis in identifying DRR needs when preparing an action plan?" Solicit participants' idea and wrap up with following.

Activity 2: Demonstration: Determination of tool (1 hour)

Basis of Determining DRR needs for Community Action Planning

The basis of determining needs for a community DRR action planning is the selected DRR strategy. Needs are means to bridge gaps between a desired state and present state of reality.

Example: If creating access for poor families to credit facilities is selected as a strategy, then the desired state is "access of poor families to credit facilities". What would be the present state of reality? It may be "majority of poor families have no access to credit facilities". Then one key question is, "What are the barriers to credit access?". The possible answers may be, "They have no savings". When we ask how the barriers can be overcome, the answer provides ideas about the means to bridge the gap. Such as, "Organize the poor family members into a savings group". This is thus the need on which the community prepares the action plan.

1. Distribute the exercise tool (Attachment 1) among the participants and explain how to use the tool.
2. Divide participants into 3 small groups and explain the group exercise tasks; distribute only one or two components of DRR strategy to each of the groups.
3. Distribute tool (handout/attachment 1) and engage participants in the group exercise, with the following instructions.
 - Using the outcome of previous session's tool demonstration (DRR strategy summary) each group will work on one of the components (Organizational Development, Risk Reduction and PMEL) of the DRR strategy as per instruction given on the tool.
 - Each group will work on a flip chart paper and share the results in a plenary presentation.
 - Time allotted for the exercise is 20 minutes.
4. In the plenary presentation, give each group 2 to 3 minutes for reporting. The rest examine the report and seek clarity if needed. The trainer carefully examines whether the group has done any mistakes in their outcome then correct and clarifies.

Synthesis (10 minutes)

Synthesis the session by pointing out by following points:

- Any action plan is developed towards addressing selected needs. When a selected need is converted into action form then it becomes the objective of an action plan.
- Selection of needs for a community action plan should consider the practicability of addressing those needs by the community.
- Facilitating the community in preparing its DRR action plan without identification of needs may not result in a realistic plan because it will not answer the question of why the people cannot go to the desired state.
- Often, the community action plan is not implemented due to resource problem so it is very important to include resource identification in the action plan.
- At the end of the action plan preparation, it is very important to help people identify indicators of change because this gives basis for baseline, evaluation and learning. It is very important to recognize that evaluation begins at the planning stage. If the people would not identify their own indicators of change then whatever the methodology an external agency uses for evaluation, the process cannot be called participatory evaluation.
- It is always better to use locally useful words/sentences in action planning tools/matrix.

Attachment 1



Group exercise tool for action planning

Guide for the exercise

This tool comprises two parts in which Part A is an example of an action plan which was developed by the Barangay Council of Herrera in Ligao City, Albay Province, Philippines. Using the example of part A work on part B to identify and summarize needs and then prepare an action plan on the given DRR strategy.

PART A (Example)

STRATEGY-SPECIFIC NEEDS IDENTIFICATION
Barangay Herrera, Ligao City
9 February 2007

STRATEGY	ASPIRED SITUATION	PRESENT SITUATION	BARRIERS	NEEDS
Establish functional BDCC	100% of members are active Implement regular program	BDCC is not yet organized	Not yet initiated by the Barangay Council	Form BDCC by Barangay Council's resolution
Activate Youth Organizations	All SK Youth are active, cooperative and functional	SK are inactive and not functional	Lack of information	Provide information and involve in CMDRR
Intercropping of vegetables	100% coconut gardens is intercropped	50% is intercropped with vegetables	Lack of capital or no source of seeds Inadequate knowledgeable on cropping pattern system	Provide intercropping finances, seeds and skills development
Backyard Livestock or poultry raising	100% of families has some poultry or livestock raised in their backyards	80% of families engage in livestock or poultry raising	20% of the families has no space to raise livestock or poultry but with capital	Those families with backyard space be provided with financial assistance in order to raise livestock or poultry
Community Tree Planting (Homestead)	Plant 6-10 fruit-bearing trees per family	1-3 fruit trees planted	20% of the families has no capital but with space	Land Use Plan Skills development on homestead Land Use Plan
Strengthen early warning device	Every adult of the Barangay understands the signal and knows what to do	50% accurately interprets the signals while the rest cannot	Ignoring warning signals	Early warning campaigns

Readiness for survival foods during and 3 days after the typhoon hits	Each family has survival food reserve	No survival food prepared	Lack of awareness	Survival food stock awareness
Readiness for drinking water supply	Each household has stored water during and 5 days after the typhoon	No stored water	Lack of awareness	Potable water reserve awareness
Readiness for evacuation of children	Areas to be affected by the typhoon must go to the safe houses or evacuation centers	Nobody is aware	Lack of awareness on evacuation	Create awareness
Safekeeping of valuables	All families has safe places to keep their valuables	40% of the families prepared	Inadequate family level preparation	Introduce family level safekeeping system
3.f Readiness for first aid	At least 5 to 6 volunteers per purok are skilled in first aid	8 persons in the whole barangay	No training and skills	First aid skills training among BDCC members and volunteers should be initiated

Strategy-Specific Needs Prioritizing For the period of February to August 2007

Needs	Score (High-Medium-Low)			Feasibility to address the need	Selected needs for the action plan
	Importance	Our own capacity to address needs	External opportunity		
To form BDCC by Barangay Council.	High	High	High	High	Selected
To introduce participatory Monitoring and Evaluation in BDCC and MAQUIWASA	High	High	High	High	Selected
To conduct early warning campaign or create awareness on early warning.	High	High	High	High	Selected
Awareness creation of family level preparedness on survival food, drinking water, evacuation center, first aid, and safekeeping of valuables.	High	High	High	High	Selected
Provide financial support to the farmers for intercropping, poultry or livestock raising.	High	Low	Low	Low	X
Introduction of homestead land use planning or skills development for land use planning, and soil and water conservation.	High	High	Medium	High	Selected
To create awareness on Disaster Risk Reduction (DRR) among youth council members.	High	Low at this moment as the SK council is not in place	Low	Low	X

Strategy Specific Needs Action Plan

For the period of February to August 2007

Barangay Herrera, Ligao City

9 February 2007

OBJECTIVES	ACTIVITY AND TARGET	WHEN AND HOW?	RESOURCES AND PROVIDERS	PERSON/ ORGANIZATION RESPONSIBLE	EXPECTED CHANGE/ RESULT IN THE BARANGAY AFTER IMPLEMENTATION OF THE PLAN
1. To form BDCC	Inquire at DILG regarding BDCC formation Barangay Session Meeting with BDCC members	12 February 2007 18 February 2007 21 February 2007	Log Book Meeting venue	Barangay Council	Active and functional BDCC Skills development at BDCC members regarding PME Family level awareness or preparedness increased People would be able to explain warning
2. To introduce participatory monitoring and evaluation in BDCC and MAQUIWASA	Meeting or workshop 11 Meetings BDCC and MAQUIWASA Quarterly meeting Yearly evaluation and action planning Conduct 1 day PME Orientation	1 st week of March The Barangay Secretary will invite the BDCC members at Barangay Hall (50%) February, May, August, November The BDCC secretary will invite MAQUIWASA to send representative October for 2008 1 st week of March	Meeting venue (Brgy. Council) Snacks (P220 per meeting member contribution) Snacks (MAQUIWASA, Barangay Council) Venue (Barangay Council) Transportation (MAQUIWASA) Supplies (IIRR) Venue, Facilitator Supplies, Venue, Meals or snacks Venue: Barangay Council. Resource persons; DILG	BDCC Secretary BDCC, DILG, BC MAQUIWASA, IIRR, BDCC Barangay Capitan Barangay Council, BDCC BDCC BC	Implementation of household land use plan
3. Early warning campaign or awareness	Conduct 1 day awareness campaign	2 nd week of March by the barangay council	Venue: Brgy. Hall Materials: Brgy. Council		
4. Awareness of family level preparedness and readiness	3-5 days Training Seminar for BDCC	April 2007 BDCC Members 20 participants	Food: Brgy. Council Resource Person: CDCC		

5. Introduction of Homestead Land Use Plan	Organize Orientation session for homestead land use plan (2 meetings)	Conduct ½ day meeting May by CPDO	Venue: Brgy. Council Resource Person: LGU Ligao Food: Brgy.Council Materials: Brgy. Council		
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PART B (Action planning exercise tool)

Strategy-Specific Needs Identification Form

STRATEGY	ASPIRED SITUATION	PRESENT SITUATION	BARRIERS	NEEDS

Strategy-Specific Needs Prioritizing Form

[illegible]

Strategy Specific Needs Action Plan

OBJECTIVES	ACTIVITY AND TARGET	WHEN AND HOW?	RESOURCES AND PROVIDERS	PERSON/ ORGANI-ZATION RES- PONSIBLE	EXPECTED CHANGE/ RESULT IN THE COMMUNITY AFTER IMPLEMENTATION OF THE PLAN

2.3.3

Contingency Planning



Duration: 2 hours

Learning objective

By end of this session, the participants should be able to:

1. Express appreciation for the need for standard operating procedures, baseline and real time data as well as contingency plans.

Learning aids and materials

- A flip chart stand
- A roll of flip chart paper
- 1 packet of markers (assorted colors)
- Attachment 1: Handout on case study 1: Emergency at 3 a.m.
- Attachment 2: Handout on case study 2: Emergency but 6 hours later
- Attachment 3: Handout on contingency planning format
- Attachment 4: Handout on on community-managed damage assessment and needs analysis

Procedure

Activity 1. Group work on standard operating procedures and contingency plan

1. Distribute the exercise on Wullo South Sudan (Attachment 1) to all training participants and ask them to discuss it with their field practicum groups and answer the following questions, taking note as well of the questions posed at the end of the exercise:

- What are your immediate needs?
- What would you do?

The groups have have 30 minutes to complete the exercise, after which they will report back to plenary, with their responses written on flip chart papers.

2. Have the groups take turns reporting, allowing for questions for clarification at the end of each presentation. Have the TMT facilitate the plenary discussion.

3. Wrap up the exercise by asking the following questions: It is 3 a.m. and you are awoken by a loud noise. It is a moment of shame or fame. Why?

- First, remember that as the Acting District Disaster Officer (DDO), it is your main objective to save lives including your own. However, there are two issues here: which do you prioritize, your own life or the many lives around you, and why? In China/Somalia, running to save your life first could get you killed. The action the CMDRR worker takes will be determined by the training he/she received on how to respond to emergencies.
- Second, the results of the exercise (list of immediate needs and action points) reflect the perceptions, assumptions and imaginations of the members of the groups. Although they are members of the same group or perhaps the same emergency response team, they may come up with different plans, reflecting their mental maps. It means that if an emergency erupts, the group members will respond in different ways. This highlights the need for defining the **Standard Operating Procedures** for responding to emergencies.
- Third, remember that the ADDO is also a victim and may be in a state of shock. However, he/she needs to get out of the victim role as fast as possible. Those in shock tend to depend on instinct and this is not recommended. There must be a plan on what to do in case of emergencies. This is called a **Contingency Plan**.

- Based on the Disaster Risk Analysis, what-if scenarios may be created and various contingency plans may be defined in response to possible scenarios.

Activity 2. Baseline Data and Real Time Data

1. Ask the participants to go back to their groups and distribute Attachment 2. Take note of the question at the end of the case study: “As Acting DDO, what would be your information (baseline and real time) needs 6 hours after the onset of the emergency?” Tell the participants they have 30 minutes to finish the task.
2. Ask the participants to report to the plenary the responses of their groups.
3. Wrap up the exercise by stressing the following points:
 - When an emergency occurs, the CMDRR worker needs to be equipped with both **baseline data** about the community or area of jurisdiction e.g. total population (disaggregated by gender and age) and resources (human, material, physical and institutional) available and **real time data** such as the number of casualties and death (listed according to gender and age), quantities of resources left or available, among others, as the emergency situation evolves.
 - The baseline and real time data enable the CMDRR workers to achieve the following:
 - a. Effectively respond to the evolving situation, including coordination of stakeholders for the emergency response program.
 - b. Inform your superiors or other actors (e.g. journalists, NGOs) about the situation on ground.
 - c. Declare a disaster and hence call for external assistance, if it becomes necessary.

Activity 3. Contingency planning format

1. Distribute to the participants the contingency planning format (Attachment 3)
2. Explain the basic elements in a contingency plan:

A contingency plan guides the action of a community or stakeholders in response to the occurrence of a hazard. It is tailored to the hazard that is most likely to hit the community. To come up with a contingency plan, risk assessment is subjected to a “what-if scenario”. The following are the elements in the contingency planning form:

Column 1: Disaster Risk Assessment

The summary of the community disaster risk assessment. For example, village X has high/medium probability of hazard Y occurring during the months of Z and it would last for period ——. The elements at risk are E and F, which are affected in A, B, C and D ways. The community capacity to cope with the situation is low therefore the likelihood of a disaster occurring is very high.

Column 2: What-if scenario

Provides a detailed description of the force of hazard and the likely impact on elements at risk, clearly stating the assumptions.

Column 3: Action points

These are the details of actions or responses to the scenario described. They should be progressive in nature in relation to the warning signs and signals of the hazard occurrence, i.e. action before and when the hazard occurs. These actions/responses should seek to immediately prevent or mitigate the hazard as well as eliminate or mitigate the exposure of elements at risk to the impact of the hazard's force. The action plans or responses should also ensure that basic life saving and sustaining services are readily available as well as a community mechanism for assessing the extent of the damage and needs.

Column 4: System installed

This is a set of activities with resources identified, including the human resources that would execute the action plan/response. There should also be a clear time indicator for action, for example, early warning system, emergency assessment teams, evacuation systems, etc.

Column 5: Roles and responsibilities

Identify the persons and their responsibilities for operating and activating the system installed.

3. Explain to the participants that every DRR action plan is prepared based on the behavior of the selected hazard. The community determines the behavior of a hazard based on past experiences although there is no guarantee that the hazard will show the same behavior. Due to ecological and environmental changes, natural hazards in fact may show different behaviors. Man-made hazards can also develop different behaviors due to social, political, economical, technological and cultural changes. So it is always better to identify other possible hazard behaviors and prepare the corresponding contingency plan.

The basis to be used in the preparation of the contingency plan is identified by asking what-if questions. At the community level, it is not easy to select several hazards and facilitate the preparation of the action plan because the analysis and action plan are hazard-specific. A different hazard requires a separate set of action plan. Considering the capacity of the community, the DRR action plan is usually made based on one selected hazard.

However, depending on the community's willingness, a contingency plan can be developed for other hazards or other hazard behaviors. See case story below.

4. A more detailed discussion on community-managed damage assessment and needs analysis is provided in Attachment 4. Distribute the handout to the participants.

Case Story: Contingency Plan of Barangay Herrera¹

Barangay² Herrera is one of the barangays of Ligao municipality in Albay province in the Bicol region of the Philippines, bounded on the east by a mountain belt and on the west by a river. The Mayon volcano lies 4 kms. south of Herrera. Herrera has about 400 families, most of whom are poor. The barangay is always exposed to strong severe typhoons, with the typhoon of 2006 as among the most devastating. In the same year, Mayon volcano erupted but did not turn into a disaster for Herrera

On February 9, 2007, the International Institute of Rural Reconstruction (IIRR) Philippines, in collaboration with a local multi-stakeholder organization facilitated a workshop in Barangay Herrera to prepare a disaster risk reduction action plan. This action planning workshop was participated in by barangay officials and other stakeholders. Analyzing the outcome of Participatory Disaster Risk Assessment (PDRA), the workshop participants selected 'TYPHOON' as the first priority hazard with "ERUPTION OF MAYON VOLCANO" as the second. They then determined the hazard profile to determine its behavior. Their action plan was prepared for the period of February-August 2007.

When the workshop was about to be concluded, the barangay captain raised the question on what if the storm exhibits a different behavior, such as blowing from the south instead of the usual north and west side. What if it stays for more than the usual 9 hours and stays for, say, 15 hours? He also asked what if the Mayon volcano erupts.

After a moment of silence among the participants, they decided to predict other possible behaviors of the typhoon as well as the possibility of Mayon erupting instead of a typhoon hitting the area.

Instead of closing the workshop, the participants agreed to continue to work on developing the contingency plan. First on the probable different behavior of the typhoon; next, on the eruption of Mayon volcano.

Following is the example of contingency plan on "What if Mayon erupts?":

Disaster Risk Reduction Contingency Plan of Brangay Herrera 09 February 2007	
What if? Risk for the barangay population	The Mayon Volcano erupts? 1. Ash fall may destroy crops and livestock 2. May cause sickness of may people
ACTION POINTS	
EARLY WARNING	As soon as we get warning from the Philvocs ¹ , BDCC will inform the community and plan with the Barangay

EVACUATION	N/A
RESCUE	N/A
FIRST AID/HEALTH SAFETY	<ul style="list-style-type: none"> ■ Gas mask or handkerchief ■ After signals, BDCC will inform the households to prepare gas mask by conducting a purok wide meeting.
DRINKING WATER	N/A
DAMAGE ASSESSMENT	BDCC with the help of the Barangay Council and Youth Council will conduct a quick survey using the survey form from CDCC (City Disaster Coordination Council).
REPORTING TO MPDC/PDCC/NDCC	BDCC will report to CDCC and CDCC will report to PDCC (Provincial Disaster Coordination Council).
NEWS TO MEDIA	CDCC will take press releases from Barangay Council and submit it to the media and press council in Legazpi.

At the end, the participants agreed that if they could cope with the situation thru community capacities, then the hazard risk is manageable. Otherwise, the Barangay Council itself would declare the area a disaster.

¹ Case story developed by Shayamal Kumar Saha, Program Specialist, IIRR, Philippines

² Barangay is a Tagalog word which means village

Synthesis

- The action the CMDRR worker takes will be determined by the training he/she received on how to respond to emergencies.
- Having a defined set of standard operating procedures helps to ensure that the emergency response team will respond as one and not merely based on its members' perceptions, assumptions and imaginations.
- A contingency plan guides the action of a community or stakeholders in response to the occurrence of a hazard. It is tailored to the hazard that is most likely to happen.

Attachment I



Exercise 1. Wullo, South Sudan¹

You are the Acting District Disaster Officer (DDO) of Wullo because the DDO is away attending a Community Managed Disaster Risk Reduction Course in Nairobi with IIRR. Wullo is a lowland district that suffered from the previous war and still suffers occasional flooding and frequent tribal conflict over grazing resources. Although often severe, these hazards are generally responded to rather well despite the relative poverty of the district. The area is also known to lack facilities and infrastructures, such as hospital, school, potable water and roads. Malaria poses a challenge in the area, but there has been no significant outbreak in living memory.

You are awoken at 3:30 a.m. on August 28, 2006 by a loud noise. You hear people running around and shouting for help because of a mass burning of houses by the town militia. You then realize that your house is filled with smoke and the walls are shaking, as if about to collapse. Parts of the roof are falling in, and you dive under the bed and wait. After a while, feeling safe, you come out and peer into the darkness. The air is filled with dust and it is difficult to breathe. You make your way over the debris to the lamp but find it broken. You scramble around and find the phone but there is no network connection. Fortunately, your family is away in Juba visiting relatives.

You make your way outside the recently completed section of the house, where your driver and his family live, only to find it has totally collapsed, with smoke coming out of it. Your government car is somewhere under the rubble and you cannot locate it because of the thick smoke. Perhaps your servants are still alive, trapped in the rubble. Around you, you can hear cries and shouts from neighbors. They are in a state of panic and chaos.

You are the most senior government official in the District. Your office is 5 km away. Something has to be done, but what? You are in the hot seat! This is your moment of fame or shame.

Problem solving

Working in groups, list:

1. the acting DDO's immediate needs
2. 10 actions he/she should take to meet those needs

Each group should present its findings using flip charts in the plenary session.

Group discussion time: 20 minutes

Plenary presentation time: 5 minutes

¹ Adapted from ADPC's DANA Exercise



Attachment 2

Exercise 2. Wullo, South Sudan¹

You are still the Acting District Disaster Officer (DDO) of Wullo. It is now mid-morning of August 28, 2006.

You have established an Emergency Operations Center in the lightly damaged police station. There is still no electricity and water, but you have a generator and the police VHF radio. Many of your staff have not yet been accounted for. It is obvious that the attack has been extremely severe. The newly set up temporary houses of internally displaced people are on the other side of the town. The road going there however is not passable because of heavy rain in the past days. It is still very muddy and impossible for vehicles to negotiate. Two big trailers are stuck on the road already and are blocking it. You know that most of the casualties and damage will have been on the other side of the town where the IDPs are located which is the poorer part of town and densely populated.

Problem Solving

Working in the same groups as in the previous exercise, reflect on the information needs and priorities. Consider “information” in two categories:

- Baseline data
- Real time data

What are the reporting responsibilities of the acting DDO? Make a list of the information needed, to whom it should be sent, when it should be sent, and how often it should be updated. Use the tables provided to format your answers.

Information needs

Information needed	Possible Sources	Priority
		1 2 etc

Reporting responsibilities

Information	Send to?	Send when?	Update when?

Each group should present its findings using flip charts in the plenary session.

Group discussion time: 20 minutes
Plenary presentation time: 5 minutes

¹ Adapted from ADPC's DANA Exercise

Attachment 3

Contingency¹ Planning (What if)

Analysis of Risk	What if? Scenario	Action Points	System Installed? ²	Define roles and responsibility
		Warning Signals		
		Evacuation Area/ safe Shelter		
		Food supplies		
		Medical Supplies		
		Logistical Supplies		
		Transportation communication		
		Community Managed Damaged Assessment and Needs Analysis	If the situation can be coped with thru the community capacity then the hazard risk is manageable but otherwise, the community should declare itself a Disaster area	

¹ Is a situation that is likely to occur, but may not.

² Is a set of activities with resources ready, with human resource ready to execute and clear time indicator for action.



Attachment 4

Community Managed Damage Assessment and Needs Analysis

Introduction

The practice of Damage Assessment and Needs Analysis may be qualified by the relevance and objectivity of the information gathered both in pre and post disaster situations. This establishes the baseline data and the real time data.

Effective action, timely response and decision-making may be hampered due to lack of accurate information and feedback from disaster stricken areas. Critical information includes the extent of physical harm to the population, damage to properties and lifelines, as well as actual requirements of the victims and responders.

However, due to insufficient information from the filed, huge amounts of relief are usually poured into calamity stricken areas. This created a mentality among local communities of total incapacitation when calamity strikes, especially when it is readily declared by the national government as a disaster area.

A community-managed damage assessment and needs analysis (CMDANA) is likewise a determinant in requesting external assistance. Rather than having external people determine the damage and needs, the community themselves provides the information on what has happened and what needs to be done. This process contributes to community empowerment and prevents the undermining of their capability to respond to hazardous events.

The community managed damage assessment and needs analysis will enable us to map out relief and rehabilitation efforts that are focused, timely and responsive.

Objectives

CMDANA is intended to be practiced in the village context with the following objectives:

1. To determine the village information needs by establishing a baseline data.
2. To assist the villagers define their own criteria and indicators of coping capability, and the communal level of response.
3. To create a community standard on the definition of terminologies used in disaster situations.
4. To simplify and refine reporting templates/formats as well as reporting protocols for adaptability at the village level.

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5. To enable the villagers to create their internal disaster response committee as part of their capability and disaster preparedness.

Practicing DANA in the village context

Conducting a Community-Managed Damage Assessment and Needs Analysis is primarily to define the information needs of a given community. It has to consider the data needed before hazard events as part of community readiness and the information needed during the hazard events. In essence, CMDANA serves as the primary information system for a community-managed disaster risk reduction.

Establishing the baseline data

Establishment of the baseline data is done through the process of Participatory Rural Appraisal wherein data are acquired through information-gathering tools which the community uses. During risk assessment, information is directly provided by the community through a series of activities like a transect walk, seasonal calendar, transect map, and hazard mapping. The data are then collated and presented back to the community for verification. The output is verified, with additional information or corroboration directly provided by the community.

Establishing real time data

Real time data may be collated using simplified reporting formats and the information supplied by the identified disaster risk reduction committee. These real time data are gathered through a process which starts with a flash report. Immediate relief operations are then provided by the Village DRR Committees. In this report, the data are accompanied by statistical figures. They contain the six elements needed:

- Location
- Situation
- Response
- Gaps
- Decision
- Time

These data will determine if there is a need for external help. But contrary to the usual practice wherein outsiders determine the needs of a stricken community, the members of the community themselves outline and analyze the damage and needs objectively.

As a community-managed activity, a simple planning, implementation, monitoring, and evaluation tool must be facilitated at the community level. To achieve this, the Community- Managed Damage Assessment Needs Analysis has to be institutionalized.

Tools/Templates for the Conduct of DANA

Report templates and formats, as well as reporting protocols and procedures have to be developed and standardized starting from the community level. External input will guide the village DRR committee in defining the information they will need. This will then be their guide in developing the reporting templates and formats.

Termologies

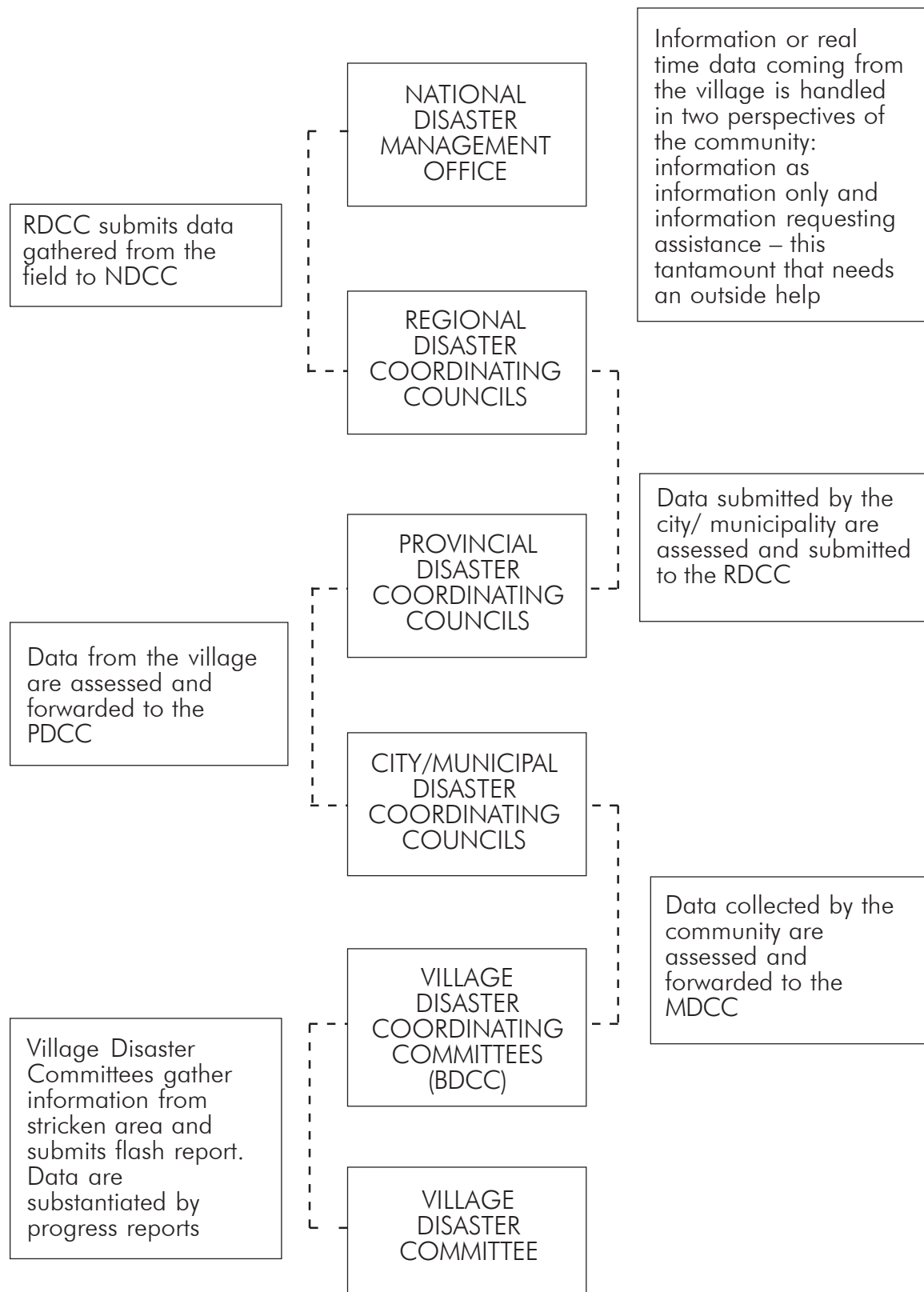
It is often confusing to understand and comprehend technical terms, which the villagers may not be able to readily adopt. Further, some terms do not quantify the damage or injury. For example, the term “affected” is usually used in reports but does not quantify the extent of the effect. The use of such terms sometimes generate superfluous and needless response. It is therefore imperative that they are quantified, not just thru provision of statistical data but also of clear definitions.

Below is a list of commonly used terms which have a wide range of interpretation. This list is among the primary things that should be discussed with the community during the pre-disaster DANA to establish the baseline data and policies for institutionalization.

1. Injured
2. Affected
3. Flooded
4. Burned
5. Collapsed
6. Victims
7. Life threatening condition
8. Lack of (i.e. clean water, food, medicines, etc.)
9. Malnourished
10. Damaged
11. Sick

These terminologies, when misinterpreted due to non-uniformity of definitions, could be a source of confusion and may add panic to a hazard event situation. It is important that clear understanding of these terminologies starts at the community level.

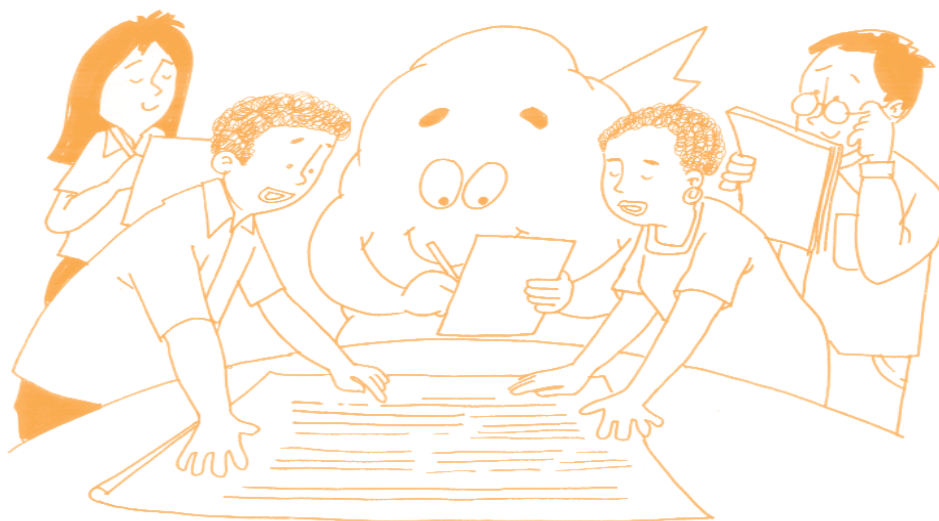
Community-Managed Damage Assessment and Needs Analysis Information Flow Chart



The information flow emanates from the actual hazard events area. Data gathering is facilitated by the Village Disaster Committee and the output submitted to the Village Disaster Coordinating Committees for response. The VDCC are composed of internal persons/villagers and divided in SAR, Medicals, and logistical teams to readily respond to the needs of the affected communities.

2.3.4

Participatory Monitoring Evaluation and Learning in CMDRR processes



Duration: 2 hours, 30 minutes

Description

In earlier sessions, the participants learned how to assist the community in preparing a disaster risk reduction action plan. This plan serves as the basis of participatory monitoring, evaluation and learning (PMEL) system at the community level. This session deepens the participants' understanding of how to facilitate the operationalization of PMEL at the village level.

Learning objectives

At the end of the session, the participants should be able to:

1. Review the basic concepts of monitoring and evaluation.
2. Clarify the relevance of PMEL in CMDRR and compare conventional and participatory monitoring and evaluation.
3. Demonstrate the use of tools in monitoring and evaluation.
4. Explain the advantages and disadvantages of using framework and non-framework approach in monitoring, evaluation and learning in the community.
5. Identify the role of a CMDRR facilitator in putting into practice PMEL at the community level.

Learning aid and materials

- Flip chart paper
- Black/whiteboard
- Chalk/marker pen
- Attachment 1: Handout: Fill-in-the-blanks exercise sheet
- Attachment 2: Handout: Fill-in-the-blanks answer sheet
- Attachment 3: Flipchart on the difference between conventional monitoring and evaluation and participatory monitoring, evaluation and learning
- Attachment 4: Flipchart showing an example of monitoring and evaluation framework in a community disaster risk reduction action plan
- Attachment 5: Handout on community friendly monitoring and evaluation
- Attachment 6: Handout on a case study: Aziz and VDPC's PMEL
- Attachment 7: Copy of the DRR action plan generated during the guided field practicum

Procedure

Activity 1. Exercise to review monitoring and evaluation concepts and link to CMDRR (1 hour)

1. Distribute the exercise sheet (Attachment 1) among the participants and ask them to fill in the blanks in the paragraph. They have 5 minutes to carry out the instruction.
2. Form 3 to 4 groups and ask them to share with their groups their answers and afterward come up with a single answer for each group. Inform them that they have 10 minutes to finish the task.
3. Distribute the answer sheet (Attachment 2) to each group and compare the answers with each group's answer.
4. Wrap-up with following points:
 - **Monitoring** is the continuous supervision of an activity to ensure that it is proceeding along correctly and on time.
 - **Evaluation** provides answers to questions related to measuring and learning about the progress towards achievement of the envisioned results.
5. Ask participants to recall and write the characteristics of CMDRR (discussed in earlier sessions) on a flip chart paper.
6. Referring to their answers, ask the participants who then should be the main actor in monitoring evaluation and learning.
7. Wrap up the activity with the following point:

In CMDRR, "community-managed" refers to management of the disaster reduction process by the community. CMDRR thus requires active community participation throughout the process, including in monitoring, evaluation and

learning. It revolves around a systematic process of continuous action and reflection, and places learning and empowerment at the heart of CMDRR process.

8. Ask participants how to distinguish between the conventional and PPMEEL. Write their answers on flip chart paper.
9. Link the answers of the participants to the flipchart (Attachment 3) to wrap up the activity.

Activity 3: Tool demonstration (40 minutes)

1. Ask the participants what should guide the community in designing PPMEEL. After getting several responses, explain that the DRR action plan of the community provides basis for PPMEEL.
2. Display the DRR action plan designed during the previous session and ask the participants what they would do if it is the DRR action plan of the community and they have been given the task of facilitating the community to design a PMEL system. After getting several answers, explain that a PMEL design basically refers to monitoring and evaluation framework prepared based on the community DRR action plan.
3. Check if the participants understand the monitoring and evaluation. Refer to the flipchart (Attachment 4).
4. Divide the participants into two groups. Distribute the handout exercise tool and give the following assignments:
 - Using the DRR action plan from previous session, ask group 1 to develop a monitoring framework and ask group 2 to prepare an evaluation framework.
 - Each group will work on a flip chart paper to be shared with the rest in plenary
 - Time allotted for the exercise: 20 minutes
5. Give each group 2 to 3 minutes to present their output. The facilitator examines and corrects mistakes, if any.

Activity 4: Reading and discussion on PMEL approaches (30 minutes)

1. Distribute the handout on community-friendly PMEL method and tools (Attachment 5). Allow participants to read for 15 minutes. Explain salient points of the handout.
2. Ask the participants how they see the strengths and weakness of the non-framework approach in PMEL in terms of applicability in the community. Write the identified strengths and weaknesses on a flipchart paper.
3. Wrap up the activity by stressing the following:

Neither the framework nor non-framework approach of PMEL is good or bad. Its effectiveness depends on their applicability in the community. In places where most people are literate and can manage the time and rigor of PMEL, then no

doubt the framework approach can be applied. However, in communities where a significant portion of population is unschooled, and they need every minute of their time to work to meet their basic needs, the people are often not comfortable with the framework approach. In this kind of community, the non-framework approach may work better than the framework approach of PMEL. There is no difference between the objectives of the two approaches; the difference is in the methodology required by each.

Activity 4. Case story analysis (1 hour)

1. Distribute the case story (Attachment 6) and instruct them to read individually. Ask them to study the role of a CMDRR facilitator in operationalizing PMEL in the community. Inform them that they have 30 minutes for the activity.
2. After they finished reading, ask them what lessons can be drawn about the role of a CMDRR facilitator in institutionalizing PMEL in the community. Write their answers on the board.
3. Explain that after the community or community organization has developed a PMEL framework, the operationalization of PMEL requires mentoring from the CMDRR facilitator. This includes developing community-friendly tools and the skills of community members and community organization in using these tools.

Synthesis (10 minutes)

- While monitoring takes care of activities, evaluation takes care of results.
- Though the functions and objectives of monitoring and evaluation are different, they complement each other.
- While monitoring generates valuable lessons on the activities, evaluation generates lessons on the results as well as shows the relevance or irrelevance of the activities.
- CMDRR requires monitoring and evaluation that ensures application of participatory processes.
- Conventional PME radically differs from PMEL in terms objectives, methodology and underlying principles.
- The suitability and applicability of a framework or non-framework approach in PMEL depend on the community situation. The differences between them are at the level of methodology but they share common goals of learning and community empowerment.
- A DRR action plan and PMEL design at the community do not guarantee the operationalization of PMEL. Mentoring and local capacity building are required from a CMDRR facilitator.

Suggested readings

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Attachment I



Fill-in-the-blanks Exercise Sheet

Fill in the blanks in the paragraphs by choosing the appropriate word in the box.

learning	monitoring	evaluation	results	activities	targets	standards
lessons	impacts	efficiently	warning	document	action plan	baseline

Monitoring and evaluation in general

Monitoring and evaluation is a continuous _____ process of tracking work, measuring change and relating change to the intervention. _____ is the continuous oversight on an activity during its implementation to ensure that operations are proceeding correctly. _____ provides answers to questions related to measuring and learning on progress towards achievement of _____ which are envisioned.

Monitoring and evaluation are done for any or all of the following purposes:

1. To see whether all the _____ planned are continuing to lead towards the set objectives
2. To assess progress towards achievement of _____ of the work plan and of activities
3. To ensure that the good _____ are being maintained
4. To ensure that the manpower, materials, time and other resources are being used _____
5. To provide new information and _____ generated by the practical experiences
6. To measure _____
7. To provide an early _____ through assessing strengths, weaknesses, potentials and obstacles
8. To _____ and to make them available for future use.
9. The pre-condition for doing monitoring is the presence of _____ and the pre-condition for evaluation is the _____ on desired change

Attachment 2



Fill-in-the-blanks Answer Sheet

Monitoring and evaluation in general

Monitoring and evaluation is a continuous learning process of tracking work, measuring change and relating change to the intervention. Monitoring is the continuous oversight on an activity during its implementation to ensure that operations are proceeding correctly. Evaluation provides answers to questions related to measuring and learning on progress towards achievement of results which are envisioned.

Monitoring and evaluation is done for any or all of the following purposes:

1. To see whether all the activities planned are continuing to lead towards the set objectives
2. To assess progress towards achievement of targets of the work plan and of activities
3. To ensure that the good standards are being maintained
4. To ensure that the manpower, materials, time and other resources are being used efficiently
5. To provide new information and lessons generated by the practical experiences
6. To measure impacts
7. To provide an early warning through assessing strengths, weaknesses, potentials and obstacles
8. To document and to make them available for future use
9. The pre-condition for doing monitoring is the presence of action-plan and the pre-condition for evaluation is the baseline on desired change.

Attachment 3

Flipchart



Difference between conventional monitoring and evaluation and participatory monitoring, evaluation and learning

	Conventional M&E	PMEL
Process is managed by	Senior managers or outside experts of external agency	Local people, project staff, managers, and other stakeholders, with the help of outsiders
Role of community	To provide information only	Design and adapt the methodology, collect and analyze data, share findings and link them to action
Role of development professionals	To monitor, evaluate	Facilitator
How success is measured	Indicators are defined by the outsiders	Indicators are defined by the community
Design	Pre-determined/fixed	Adaptive/flexible
Goal	Effectiveness and efficiency of external agency's project	Community-learning, action and empowerment

Attachment 4



Group exercise tool:

Developing Monitoring and evaluation framework

Guide for the exercise

This tool consists of two parts. Part A is an example framework. Using this example, work on part B. Group 1 will prepare a Monitoring framework while Group 2 will prepare an evaluation framework.

PART A

Monitoring framework

What do we need to know regarding the implementation of our activities	What information is needed to know this?	How and when do we gather the information needed?	How and when do we record the information?	Who will collect and record the information?	When and how do we share our learning and decide on corrective actions?
Are we implementing our activities in time as per action plan?	What is the variation between planned activities and actual implementation? What are reasons for the variations? What helped and what hindered us?	We will gather those data in our monthly VDPC meeting	We will record it in our monthly planning and review form. We will check the work we have done in the yearly action plan	Our VDPC secretary who knows how to write will record those data	In the same monthly meeting, we will share our learning and use it for next month planning

Evaluation framework

(Example on one result only)

What are the results we want to achieve?	What information will show that that we have achieved the result?	How and when do we get this information?	How and when do we record this information?	Who will collect and record this information?	When and how do we share our learning and decide on corrective actions?
80 % of the adults know how to keep valuables in the house in a way that they will not get lost due to water surge and the strong winds of the cyclone	If the male and female adults can explain where and how to keep the valuables	At the end of the year, before evaluation workshop every VDPC member will listen to 10 adults in their community and report to the VDPC during the monthly meeting	We will write the results of interviews in the yearly evaluation chart/form	Each VDPC member will collect information from 10 adults. The secretary will compute and record everything in the evaluation chart	In our yearly village evaluation workshop

PART B**Monitoring framework**

What do we need to know regarding the implementation of our activities	What information is needed to know this?	How and when do we gather the information needed?	How and when do we record the information?	Who will collect and record the information?	When and how do we share our learning and decide on corrective actions?

Evaluation framework
 (Example on one result only)

What are the results we want to achieve?	What information will show that that we have achieved the result?	How and when do we get this information?	How and when do we record this information?	Who will collect and record this information?	When and how do we share our learning and decide on corrective actions?

Attachment 5



Community-friendly monitoring and evaluation: Method and tools

Steps in facilitating the operationalization of the community organization's PPMEEL

A community action plan and PPMEEL framework do not guarantee that the PPMEEL process will be successfully implemented. The operationalization of a PPMEEL process needs to undergo the following facilitation process:

1. Setting up a PPMEEL system in the community/organization includes:
 - Setting the basis: Community Action Plan
 - Preparing the PMEL framework (If the non-framework approach is to be used, no need then to prepare the framework)
 - Designing data collection, recording and sharing systems and tools as per PMEL framework which is easily understandable and useable by community organizations.
2. Orientation on the use and adjustment of the tools. This includes:
 - Identifying who will use the tools among members of the community or community organization
 - Orientating the selected users on how to use the tools
 - Review the effectiveness of the tools after the first time they are used and adjust them accordingly
3. Integration and enhancement of other capacities required. This includes:
 - Analysis of the PMEL framework and identification of other capacities which is necessary in executing data collection, preservation and sharing activities
 - Strengthening capacities in the identified areas

Example

On whether the male and female adults can explain where and how to keep valuables to save it from the cyclone wind and water surge:

If a community organization plans to gather data on above, its members should know what the appropriate technology for the safekeeping of valuables. Without this capacity, members of the organization will not be able to collect the needed information.

Walking the community through the above-required steps: Facilitation through participatory and creative learning and sharing

We can assume that a CMDRR facilitator will probably be responsible for facilitating several community organizations in several villages. In a municipality, the organizations in several villages may select a single hazard. But the vulnerabilities and capacities of the villages will vary. These variations are normal. There is also a high possibility that each village would come up with different action plans and therefore different PMEL frameworks. Variations of PMEL framework may also come even if the action plans are the same because of the variations in data collection, preservation and sharing capacity. A community organization with majority of members literate may select different method and tools than one that has mainly unschooled members.

With such diversity, how can CMDRR facilitator be able to operationalize the PPMEEL processes? While holding training workshops may help, there would still be too many unpredictable factors and diverse skill requirements. And how many training workshops should he conduct?

At this point you may become doubtful and ask the following questions:

- Is it really possible for an organization to conduct all these activities with their limited time?
- Why should they deal with so many data and information and use so many complex matrices to design and implement PMEL?
- My god! How come the rural people, even in places where most of the residents are illiterate, can use all these tools for participatory monitoring, evaluation and learning?

Being a grassroots level practitioner, I share the same concerns. Sometimes, we development facilitators, with our own biases for measurement sciences, we facilitate the community to prepare their action plans and PMEL framework using our framework and think that from then on, it will continue as a system operated by the community organizations. But your experiences show it does not work in most cases.

Then, what to do?

If the facilitator seriously takes on the responsibility of learning and then transferring all the skills and knowledge required by all the community organizations he/she facilitates, will this be achievable? Probably impossible.

But there are examples and experiences showing it is possible to facilitate community organizations in operating a PPMEEL system if –

- The design is simple and easy to understand and therefore useable by the community
- The systems and tools do not require so much extra time on the part of the community members
- The use of tools and systems does not require formal settings but can be used informally and flexibly
- It does not overburden the community with too much information
- It does not require many materials and papers for information recording
- It is not rigid about having exact measures in quantitative terms but allow for the wisdom and judgment of the locals.

Then?

If a facilitator knows how to facilitate practical PMEL knowledge and capacities sharing among community organizations, then no doubt it will help! This warrants a firm belief on the part of the facilitator that people are creators of knowledge, that they have the capacity to innovate tools and methods of PPMEEL if they are provided initial ideas of systematization. I used the word “systematization” because there is no valid reason to claim that “there was no monitoring and evaluation in this human world when there was yet no paper, pencil and flip charts”. The challenge for a facilitator is to learn and help people to make those monitoring and evaluation method (which they have been using tacitly) adjust to the community’s way and contextualize them according to the PMEL framework.

How?

Initial start-up: After a community organization has prepared its PPMEEL framework, the facilitator must remind them during the first visit about the PMEL framework, tools and methods, and help them develop their own tools. This is at the level of individual CO.

Learn and disseminate relevant practical innovations: As a facilitator, you are most likely not facilitating just one community organization but several. If you visit and follow up all of them regularly, then you will surely find creative innovations. Take note of those innovations and share them with other organizations.

Establish a practical PMEL knowledge sharing systems and infrastructure and culture among community organizations. It is always better for them create their own systems of knowledge sharing and capacity building as soon as possible. So that the knowledge sharing role that you were playing will be replaced by the sharing network of communities.

Emerging alternative paradigm: PMEL without framework and indicators

Recently, we have also observed community organizations implementing PMEL process without framework and pre-set indicators. This is because of the difficulties faced by the facilitators in instituting PMEL framework at the community using the “alphabetic writing approach” which many are not comfortable with.

According to the non-framework paradigm of PMEL, a facilitator facilitates an organization to prepare community action plan and a non-formal system of monitoring but does not facilitate the organization to prepare structured monitoring evaluation framework. Advocates of non-framework M&E approach argue that if a community organization is facilitated by appropriate tools then it is possible to identify changes (positive or negative) of any intervention without pre-set framework.

Methods used for non-frame PMEL include:

- **Periodic review meeting on the action plan implementation:** using simple tools, the community and its organization review activity implementation and the hindering and facilitating factors
- **Open space:** Community members discuss openly the change in intervention
- **Change story-telling/listening:** A group of people shares stories of changes

- **PRA:** People use tools like the impact tree, impact flow diagramming and ranking and create visual symbols on the change.
- **Community-identified significant change (CISE):** This tool combines together the story telling and PRA tools to identify the significant change and their attribution to interventions
- **Community evaluation workshop:** A simple one-day workshop organized in the village by the community organization to discuss and identify changes brought about by the interventions they made.
- **Changes present to past:** This is done to avoid complications in baseline creation. During DRR action planning, the community identifies the changes they expect after successful completion of the action plan. At the end of action plan implementation, in a participatory evaluation workshop using a simple tool, the community compares those indicators of change from present to past situation rather than past to present.
- **Triangulation:** For ensuring reliability and validity of findings on the change, the facilitator uses the principle of triangulation. Triangulation employs an approach by which data on changes are collected by different groups; the sessions are conducted with different categories of population in a community; and sessions are conducted separately on co-related content of change (like one group may do on common disease reduction while other on expenditure reduction caused by common diseases)

Below are simple community PMEL tools developed together with community organizations in the Philippines and successfully used by the community. Though simple, you will find that all elements of PMEL discussed earlier are present in the tool. This is a product of a year of action research activities I conducted as part of my PhD study and based on my previous experiences in Bangladesh. Please keep in mind that this tool was developed in the rural community context of Philippines. Things that work in Philippine context may not work in another context if it is not similar.

Community PME&L tool for Disaster Risk Reduction

Monthly plan & monitoring

(After the participants have prepared this, they discuss the reasons of doing/not-doing, draw lessons and make recommendations based on their experience)

MONTH _____ YEAR _____

Activity planned	Done- ✓ Not done - X	Activity implemented out of plan * * *
		Learning related to contributory and hindering factors in the implementation * * *
Recommendation/s:		

Yearly evaluation and learning

Changes the community wanted to see as stated in the DRR action plan	Situation at the time of the start of the plan	Situation after a year the plan was implemented
<p>What factors contributed to achieve the identified positive changes?</p> <p>What factors hindered us from achieving the planned change?</p> <p>The lessons we want to apply for next year</p>		

Note: To use this tool, the community must decide during DRR action planning community the expected changes after the implementation of action plan.

References

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Attachment 6



Case story: Aziz and VDPC's PMEL*

Aziz, a CMDRR facilitator, facilitated in 1995 a Village Disaster Preparedness Committee (VDPC) in a place called Kachubania in Teknaf Municipality of Cox's Bazar District, Bangladesh. In this village, 80% of the people (at that time) were illiterate. This ratio is represented among the 30 members of the VDPC. The VDPC was formed after he facilitated participatory disaster risk assessments (PDRA) using PRA and other participatory tools.

Kachubania village is situated on the bank of the Bay of Bengal and during past 30 years, it has been exposed to several cyclones so the villagers expectedly selected cyclone as the priority hazard. Based on the PDRA findings, Aziz facilitated Kachubania VDPC to prepare a one-year action plan and a PME&L framework. The part of monitoring and evaluation was as follows:

Monitoring framework

What do we need to know regarding the implementation of our activities	What information is needed to know this?	How and when do we gather the information needed?	How and when do we record the information?	Who will collect and record the information?	When and how do we share our learning and decide on corrective actions?
Are we implementing our activities in time as per action plan?	What is the variation between planned activities and actual implementation? What are reasons for the variations? What helped and what hindered us?	We will gather those data in our monthly VDPC meeting	We will record it in our monthly planning and review form. We will check the work we have done in the yearly action plan	Our VDPC secretary who knows how to write will record those data	In the same monthly meeting, we will share our learning and use it for next month planning

Evaluation framework
(Example on one result only)

What are the results we want to achieve?	What information will show that that we have achieved the result?	How and when do we get this information?	How and when do we record this information?	Who will collect and record this information?	When and how do we share our learning and decide on corrective actions?
80 % of the adults know how to keep valuables in the house in a way that they will not get lost due to water surge and the strong winds of the cyclone	If the male and female adults can explain where and how to keep the valuables	At the end of the year, before evaluation workshop every VDPC member will listen to 10 adults in their community and report to the VDPC during the monthly meeting	We will write the results of interviews in the yearly evaluation chart/form	Each VDPC member will collect information from 10 adults. The secretary will compute and record everything in the evaluation chart	In our yearly village evaluation workshop

Aziz was really happy with having instituted a PMEL system at a VDPC. He hoped that the Kachubunia VDPC would be an example for many other VDPC in neighboring villages.

After a year now, it was time for VDPC to conduct its yearly evaluation workshop and Aziz returned to Kachubania. He was feeling excited to see how the M&E activities were implemented. He attended a VDPC meeting where preparations for the year-end evaluation workshop and next year's action planning would be discussed. It included the leaders of the VDPC and there were about 16 persons present in the meeting.

Aziz thought he would see all relevant records related to the PMEL of Kachubunia VDPC. These include the VDPC's yearly action plan, filled up monthly review and action planning forms, and yearly evaluation chart. But he found no document present. He asked the VDPC members if they forgot to bring the records. The members looked at each other and finally, the VDPC president said, "We have not done those".

Surprised, Aziz listened to them explain why they decided not use the other tools as required in the PPMEEL framework. These were the exact words of the VDPC officers:

The secretary of the VDPC: "After the PMEL framework development workshop, during following month's meeting, I reminded our members that we need to prepare a monthly review and planning tool, but we did not know how to do that. We said, let's do the good work and no need to spend so much time writing. We discussed among ourselves what activity we implemented during last month and what would we do in the next month. Another problem we identified was that 80 % members of our VDPC are not at all interested with writing things because they cannot read. But you know what, last month I went to the village of my father-in-law and I saw a similar organization like us using big paper with pictures – no problem for illiterate members because they could easily understand the pictures. You could help us do that. I also saw in the framework that we should prepare a yearly evaluation chart. How do we do that?"

Aziz then asked, "For evaluation, you decided that each member will interview 10 adult neighbors to know whether they can explain where and how to keep valuables."

The president: "We asked people informally when we got together in various places in our village but people explained about 'their way of doing things'. We were confused about which one is right. We ourselves have no understanding of how it should be done. We wish all of our members would be given orientation and have understanding of that."

Aziz listened very attentively to all their words. On his way home, he reflected on what he heard and thought about what role he could play as a facilitator to overcome barriers being faced by the VDPC of Kachubania and make the PMEL functional.

Discussion questions:

1. Why did the PPMEEL process fail to become operational at the Kachubani VDPC as planned?
2. What specific role could Aziz play to make the Kachubania VDPC's PMEL process work?

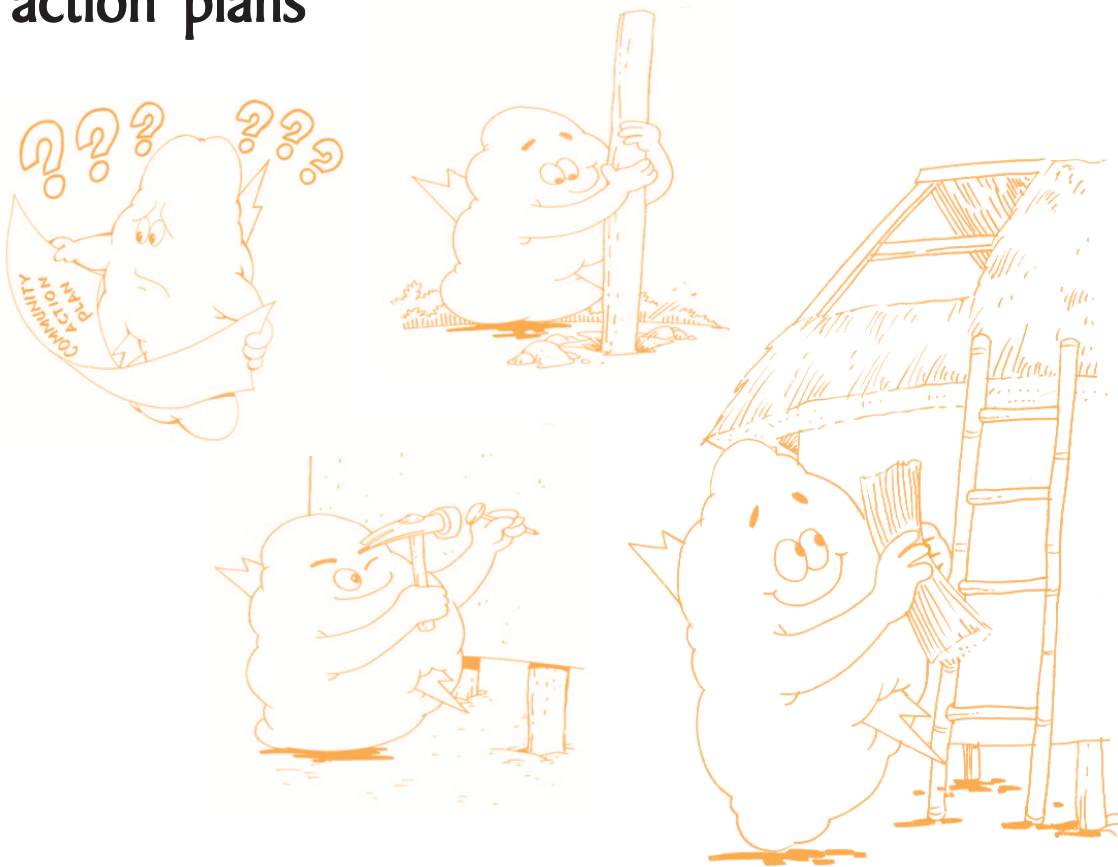
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Attachment 7

DRR action plan generated during the guided field practicum

2.3.6

Implementation of DRR community action plans



Duration: 3 hours, 30 minutes

Description

This session stresses how the DRR community action planning should clearly identify which community organization or institution will take the lead role in implementing the DRR plan. The session also focuses on other components of the action plan, namely, the long-term development initiatives (prevention and mitigation against the hazard) and the contingency measures to ensure that a community readiness system is in place and individual survivability skills are enhanced.

Learning objectives

At the end of the session, the participants should be able to:

1. Explain the importance of having a strong community organization or institution for successful implementation of DRR measures.
2. Explain the application of principles that contribute to the implementation of the action plan.
3. Identify the action points to implement those principles.



Learning aids and materials

- Flip chart
- Masking tapes
- 100 pcs. of meta/manila cards (assorted colors and shapes)
- Attachment 1: Strategies and action points in DRR implementation
- Attachment 2: Handout on capacity development
- Attachment 3: Organization Development Guide
- Attachment 4: Handout on pictorial model of group development stages
- Attachment 5: Handout on phases and roles in facilitating community DRR

Procedure

Activity 1. Dream house building to illustrate a community-managed project (1 hour)

1. Before the actual session, find somebody who, when signaled, will enter the room and smash the houses that the participants will build. Make sure that the “destroyer” is not known to the participants, preferably not in any way related to the training course. Brief him/her of the role he/she will play and the timing of his entrance. Explain that all houses must be destroyed and afterward, he/she should run away quickly before any of the participants could get hold of him. Tell him that after the exercise, he will be invited to meet with the participants.

2. Divide the participants into 4 groups and give them the following instructions:

- Using the given materials (10 pieces of A5 size cards and one meter of masking tape for each group), they are to build a “dream house” in 10 minutes.
- The participants must build the house without talking to each other, using only sign language to communicate with each other.

3. After the houses have been built, ask the participants the following questions, pausing after each question to allow reflection, and take a couple of responses.

- Do you like the house? Is this your dream house?
- If given more materials, would you build a better house?
- What were some of the challenges faced when building the house?

4. Give the participants 15 minutes more to either improve their dream house or build another one. Inform them that they can now use as much materials as they want and communicate to each other using their voice.

Note to facilitator

Give room for the houses by placing the seats at the back of the room. The facilitator or co-facilitator should be where he/she could signal the “destroyer” to come in.

5. Request the participants to now place the completed houses in front of the room next to each other. Ask them the following, pausing after each question to allow for reflection: Are you now happy with your house? Can you call it your dream house? Get a couple of responses to the first question before going to the next.

6. While the participants are still answering the second question, the “destroyer” should walk in and trample on all the houses, then quickly run away before anyone can catch him.

7. Share in the participants’ dismay and shocked response but remain calm and silent for a while (2-3 minutes) to allow the participants to react to the hazard that just occurred.

8. Help the participants recover from the shock by processing their feelings:

- Ask them how they felt and take as many responses as possible.
- Explain that it is you who asked that person to destroy their houses and apologize for that. Explain that it was part of the learning process and the participants must not harbor bad feelings towards you or the “destroyer”.

9. Wrap up the activity by explaining that the house represents a community-managed project. Explain that the exercise will help them work on the other activities in the session.

Note to facilitator

- Be sure to let your co-facilitators restrain any violent responses, by saying something like, “Let me follow up with the training host and find out what the problem is”.
- At this point, observe how the participants react differently, some trying to grab the destroyers, others speechless, others trying to fix their destroyed houses, others visibly angry, etc.

Activity 2: Discussion on principles (1 hour)

1. Ask the participants to relate the house building exercise to what they have learnt so far. (5 minutes)

2. Ask the participants to work in their groups (house construction) and identify the principles (things that need to be in place or done) that are important for implementation and why. (20 minutes)

3. Invite them to share in plenary and ask a member of the TMT to note the points on a flip chart.

4. Summarize the discussion by highlighting the following points:

- Importance of having a plan that all agree on and understand
- Need to have a leader
- Need to distribute tasks and using participatory processes
- Need to communicate and coordinate
- Need to quickly recover from a hazard or disaster event
- Need to reflect on the damage and its causes
- Need to learn from others. If they are doing better, learn from them
- Need to have a strong organization, which has a clear and focused vision and mission
- Need for resource mobilization
- Need for systems to ensure efficient and effective use of resources
- Importance of time element

5. Discuss the strategies and action points to be used in facilitating the DRR plan implementation (Attachment 1).

6. Explain that the four key dimensions of implementing CMDRR must take place simultaneously. These are:

- Group/organization growth and development
- Task/project oriented activities
- Emergency preparedness
- Participatory monitoring, evaluation and learning

7. Explain that the capacity development approach will be used to achieve these four functions. Give the definition of capacity development and its principles, using the handout on capacity development (Attachment 2).

Activity 3. Discussion of the steps in organization development (1 hour)

1. Explain that an organization has a life just like a human being and that the challenge in organization development is in ensuring that it will not die but can adapt to changes. Highlight the following points:

- Political, social, environmental, economical and technological factors are constantly changing and will affect an organization.
- Some people in the organization move on, some stay and new ones join. The faces may change but the focus and momentum should not change
- One of the activities in preparing for CMDRR is thorough self-assessment by the organization, identifying capacity gaps and action plans.

2. Discuss the steps in organization development using the handout (Attachment 3) and the pictorial model (Attachment 4).

Activity 4: Group discussion on tools to use in implementing a plan (20 minutes)

1. Divide the participants into four groups.

2. Ask them to identify the tools that will help the group in implementing the plan. Give them 5 minutes for the group work.

3. Invite them to share these in plenary.

4. Give the examples listed below and add a few of your own.

- Annual work plan (organizational and individual)
- Constitution or By-laws
- Written vision, mission, guiding principles
- Financial records such as a budget, cash book (money in and money out) and reports
- Simple monitoring records e.g. minutes of meetings, project implementation reports, etc.

Synthesis (10 minutes)

Using the handout on the phases and roles in facilitating community disaster risk reduction (Attachment 5), highlight what should be done to achieve CMDRR:

- The CMDRR facilitator prepares the community organization on how long the facilitation support is expected to take, what are the key deliverables or milestones when they are expected.

- The program implementation indicators are the responsibility of the community organizations and the community.
- The indicators for the development facilitator are related to the ability of the community to independently operate CMDRR programs.

Suggested readings

Organizational Performance and Change Management
Workshop Proceedings, October 1-3, 1997; IIRR

Some notes from the Workshop on Evaluating Capacity
Development in Research and Development
Organizations;

Chapter on Coalition from: A Guide for Grassroots Leaders
– Organizing, Si Kah.

“Organized Citizens’ Role in Disaster Response: The Mt.
Pinatubo” by Ric Guiao in the Philippine Reader on
Disaster Management, Citizens Disaster Response
Center, Manila, 1996.

“Defying Convention” and Maintaining Families in Drought”
in Defeating Disasters: Ideas for Action, pp.29-30.

Community Organizing for Disaster Management by Emmanuel M. Luna, Philippine
National Red Cross, 1994

United Nations Environment programme, APPEL (Awareness and preparedness for
emergencies at local level: go to <http://www.unep.org/> Put APPEL in the search box.



Attachment I



Strategies and Action Points in DRR Implementation

1. Identify what resources are needed to operationalize the plan and how to get these resources.
2. Involve people who will commit their time.
3. Identify a visionary leadership that will lead and supervise the process. Their will be need to strengthen this team by providing skills they do not have.
4. The community organization should have a clear vision and mission.
5. Conflict resolution systems need to be in place.
6. People need to be linked to the outside world.
7. There should be systems in place that ensure accountability and transparency. This involves a simple recording mechanism that is easy to use and can track activities.
8. Priority groups (the most at risk) need to be involved and their capacity built so that they will have the confidence to make their voices heard.
9. It is important to have regular monthly review and reflection meetings (monitoring).
10. There is need for multi-stakeholder participation, which leads to synergy through the pooling of human, financial, social and technical resources.
11. A great sense of ownership for the DRR process and results must exist among all community members not just in the community organization.
12. Though a project activity may not achieve the expected results or may be destroyed by a hazard, the community (human) spirit need not be broken. If it remains alive, community members will be able to start again with new insights and renewed determination. For example if a water piping system is damaged by wild elephants, the community will feel bad, but if the spirit is not broken, they will reconstruct it.
13. If we focus more on the project, once it is over, the risk reduction plan is lost forever.
14. The end product of the implementation/facilitation process in DRR should be a strong and proactive community risk reduction, as well as strong relationships so that the community members will help each other when in need, have the strength to persist and rebuild after being hit hard by a hazard. This is called community resilience.
15. The indicator of significant change is the ability of the organization and community members to take ownership of the planning, implementation, monitoring, evaluation and learning processes.
16. The community's indicators are related to the organization development as well as risk reduction project implementation progress.

Attachment 2



Definitions and principles of capacity development

Capacity Development

- The process by which individuals, groups and organizations improve their ability to carry out their functions and achieve desired results over time (Morgan, 1997)
- A concept that is broader than organizational development since it includes an emphasis on the overall system, environment or context within which individuals, organizations and societies operate and interact (and not simply a single organization) (UNDP, 1998)

Some Guiding Principles In Capacity Development

- Capacity Development is based on cooperation, not assistance.
- It seeks to develop a sense of ownership. It is internally driven, rather than externally or donor-driven.
- It starts with an understanding of the capacities already existing and the need to build on them.
- It challenges the traditional capacities of the development organizations. The organization is viewed as a central part of the development process.
- It is context specific. Capacities must be developed not in the general sense but based on specific needs or purpose.
- It is culturally appropriate.
- It is process-oriented where roles, rules and institution keep evolving.
- It uses an interactive, experience-based and participatory methods, tools and techniques;
- Adaptation rather than replication.
- Training as an enabling experience that goes beyond the individual intellectual enrichment and reaches the organizational realm. Training need not be finished at the end of course but must be accompanied by "Action Planning".
- A paradigm shift: from one that is centered on the needs of those who deliver training to one that is focused on the development of capacities needed for adequate performance and innovation at the individual and organizational level.

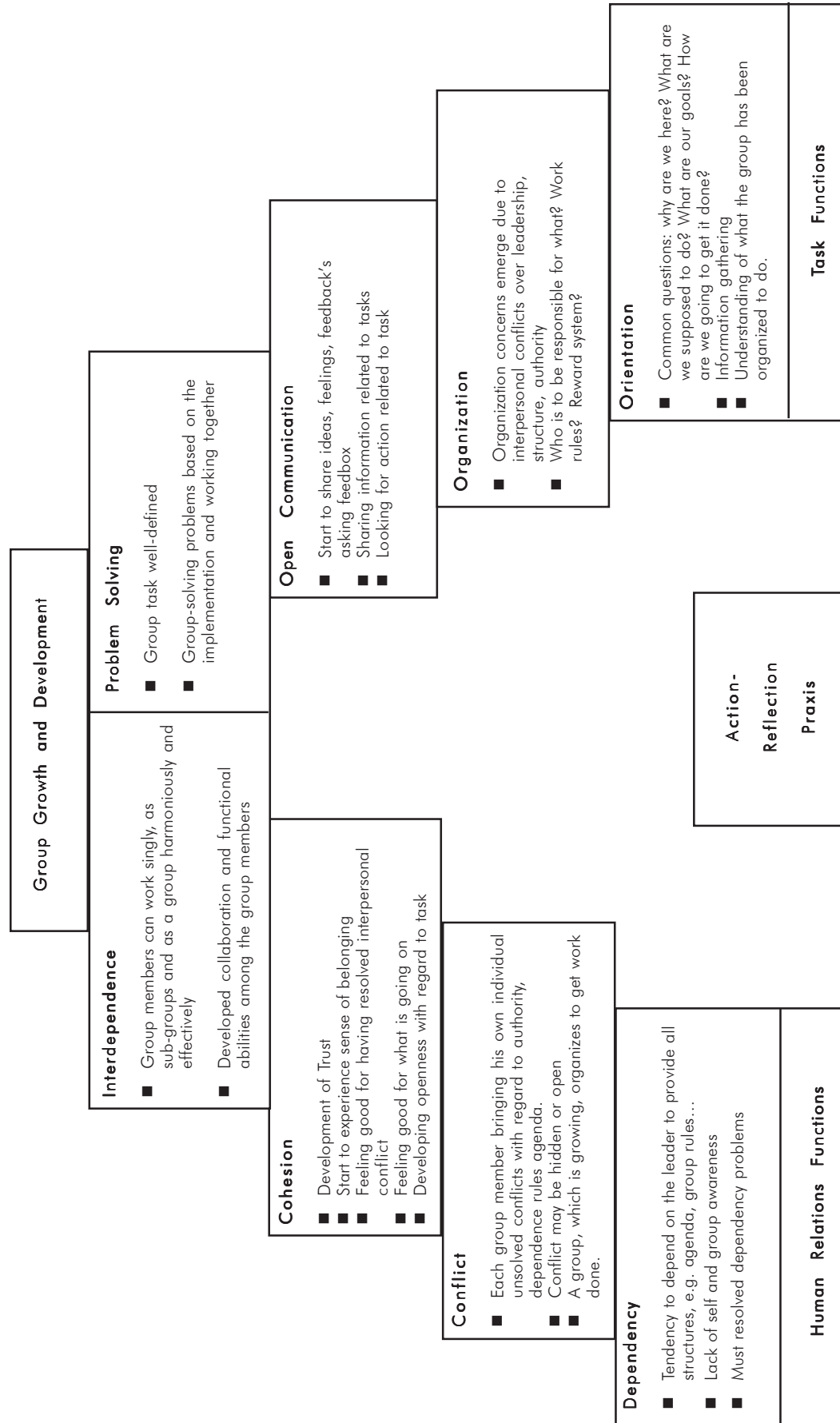
Attachment 3



Organization development guide

1. Be clear on what the OD process will involve: Commitment, quality leadership, cooperation, fairness and transparency, sharing information, clarity of roles, time frame etc.
2. Organization Framework: Purpose, asset owners, sources of funding, status or registration, by-laws/rules, who will be involved and roles and responsibilities (governing body, powers and duties), decision making authority etc.
3. Leadership and commitment: At governing body and management level (policies and style)
4. Mission and Overall objectives review or development
5. Strategy Analysis and planning (3 or 5 years framework or plan): SWOT (strengths, weaknesses, opportunities and threats) analysis
6. Review or setup structure: Functions, teams, layers of organization, reporting lines and supervisory scope. An organization chart will assist in communicating this.
7. Management Functions: planning, monitoring results, delegation procedures and guidelines.
8. Operations management: standard operating procedures
9. Employee development: Human resources management (policy and procedures), training and mentoring, compensation and rewards reviewed
10. Information systems: financial recording and tracking, monitoring, evaluating, documentation and sharing
11. Continuous improvement: multi-stakeholder involvement, resource mobilization and asset building, safety.
12. Benchmarking against set goals and other organizations
13. Reflection and renewal

Source: Adapted from the book - Jerusalem Water undertaking: A Challenging Experience

Pictorial Model: Stages of Group Development¹

¹ International Institute of Rural Reconstruction, Silang Cavite, Philippines

Attachment 5

Phases and Roles in Facilitating Community Disaster Risk Reduction¹



Site entry and rapport building	Facilitating Community Risk Assessment	Identification of priority group/s	Identification of natural leaders or "progressive members"	Feedback/ validation of results of community disaster risk analysis	Further analysis of the priority community disaster risk	Planning of the risk reduction measures	Organization of the risk reduction group	exit
U T S I D E R S	Facilitating community analysis of risk (HVC Assessment) Awareness building; organizing	Identifying the most at risk individuals in the community (Involving the sections of the community that are at risk)	Facilitating the selection of leaders and members (Handing over the stick)	Facilitating community consensus on their situation (Validating Issues)	Prioritizing activities (Engaging the community for more specifics)	Defining risk reduction measures (Facilitating training, providing material services, linking up for resource mobilization)	Group formation or strengthening Facilitating Linkages Phasing Over Consulting	
Intro	Coming together, sharing knowledge identifying risk, hazard, vulnerability and capacity (problem analysis)	Forming Interest group Self awareness Gender awareness	Leading and guiding (leadership formation) Recognition of natural leaders and members	Decision to do something (solution analysis)	Identifying common needs and interests	Disaster Risk Reduction Measures (OD, development plan and contingency) identified (Defining roles, responsibilities, schedules, inputs...)Project proposal development Implementing Project	Group Growth and Development Initiating Project Facilitating Problem solving Controlling Pressuring Negotiating Influencing other communities Reflecting (M&E) Adjusting Expanding Sustaining Assessing resources Advocates	I N S I D E R S
	Request Assistance Family Coping Community on going efforts Accepting Initiating	Selecting the group most at risk	Selecting leaders and potential members	Disaster Risk Reduction Consensus Building	Disaster Risk Reduction Prioritizing	Disaster Risk Reduction Project	Community Disaster Risk Reduction Organization	