Community Based Disaster Risk Management

National Disaster Management Authority (NDMA)

National Institute of Disaster Management (NIDM)

Prime Minister Office,

Islamabad – Pakistan

www.ndma.gov.pk
http://nidm.edu.pk/

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CBDRM Training Manual

(Training Manual)
Community Based Disaster Risk Management

CONTENTS

PREFACE

Pakistan is prone to multitude of hazards both natural and human induced. Flooding, earthquake, cyclones/storm, drought, landslide are some of the main natural hazards that threaten the country and have caused widespread damages and losses in the past. Due to lack of financial and technical resources and capacities in Pakistan, government institutions alone are unable to manage the disaster and to respond in an effective and coordinated manner. Local communities are on the forefronts as both the immediate disaster victims as well as the first line of responders during any such emergency situations. Eventually, people have gained ample experience of dealing with disasters and are indeed optimist enough to find opportunity in every difficult situation they encounter. Local communities have accumulated over the century's enormous indigenous knowledge on how to sustainably utilize their natural resources engaging a variety of innovations to deal with natural disaster. Keeping in view the important role of communities, the organized and trained communities in the form of disaster management committees are going to be the linchpin of the whole system and would play the pivotal role of the first line of defense in the event of a disaster. Keeping in view the replication and sustainability factors, it is important to involve communities in all phases of the disaster risk reduction initiatives.

Considering the important roles, the communities have to play, NDMA ensure their involvement especially of socially excluded groups like persons with disabilities, old age, women, children, minorities etc. in all their planning process. The CBDRM training aims to develop a strong, diverse and trained volunteer workforce who could deliver disaster risk reduction measures at community level. NDMA committed and believe that trained human resource is necessary to transfer appropriate knowledge and skills to local communities to face new challenges of different disasters. For the trained human resource an effort has been taken to implement a best quality training programme through a cascade training approach from provincial to district and up to community level. This documentation has been developed, through a consultative process, reviewing and consolidating of existing community based disaster risk management materials and methodologies in Pakistan. It was also important to review existing materials for the updated process and to make them fully inclusive. The training manual is primarily intended for those who will undertake training of community based disaster risk management e.g. district authorities giving training to village committees. They can also be district disaster management officers, Trainers at district and community levels, community based organizations representatives etc.

The primary beneficiaries of this manual will be the district and local government officials who will conduct community based disaster risk management activities at community level. Secondary beneficiaries will include non-government organizations and other departments/organizations. This manual is for the participants to be used during a training course, and is not a manual of operations. The manual has five working modules. This manual can be used for both in-house training with field exercises and self-study.

Module 1:   Introduction to Disaster Risk Management and Community Based Disaster Risk Management
Module 2:   Risk Assessment (Hazard, Vulnerability, Capacity Assessment)
Module 3:   Disaster Risk Management Planning
Module 4:   Community Based Disaster Response
Module 5:   Communication and Facilitation skills

ACRONYMS

AJK	Azad Jammu and Kashmir
BHU	Basic Health Unit
CBDRM	Community Based Disaster Risk Management
CDWP	Provincial Development Working Party
CJCSC	Chairman Joint Chief of Staff Committee
DC	Deputy Commissioner
DCO	Deputy Coordination Officer
DDMA	District Disaster Management Authority
DDMU	District Disaster Management Unit
DDRMP	District Disaster Risk Management Plan
DDWP	Department Development Working Party
DM	Disaster Management
DMC	Disaster Management Committee
DMT	Disaster Management Team
DNA	Damage and Need Assessment
DPO	District Police Officers
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EDO	Executive District Officer
ERC	Emergency Relief Cell
ECHO	European Commission Humanitarian Aid and Civil Protection Organization
EWS	Early Warning System
FATA	Federally Administrated Tribal Area
FDMA	Federally Administrated Tribal Area Disaster Management Authority
FDMC	Federally Administrated Tribal Area Disaster Management Commission
FFC	Federal Flood Commission
GB	Gilgit Baltistan
GBDMA	Gilgit Baltistan Disaster Management Authority
GBDMC	Gilgit Baltistan Disaster Management Commission
GLOF	Glacial Lake Outburst Floods
HFA	Hyogo Framework for Action
HVCA	Hazard, Vulnerability and Capacity Assessment
IDNDR	International Decade for Natural Disaster Risk Reduction
IDP	Internally Displaced Person
INGO	International Non-Government Organizations
KP	Khyber Pakhtunkhwa
M&E	Monitoring and Evaluation
NDM	National Disaster Management
NDMA	National Disaster Management Authority
NDMC	National Disaster Management Commission
NDMF	National Disaster Management Fund
NDMP	National Disaster Management Plan
NDMRF	National Disaster Risk Management Framework
NDRF	National Disaster Response Force
NGOs	Non-Government Organizations
NIDM	National Institute Of Disaster Management

PC	Project Cycle
P&D	Planning and Development
PDM	Provincial Disaster Management
PDMA	Provincial Disaster Management Authority
PDMC	Provincial Disaster Management Commission
PMD	Pakistan Metrological Department
PRA	Participatory Risk Assessment
PRCS	Pakistan Red Crescent Society
SDMA	State Disaster Management Authority
SDMC	State Disaster Management Commission
SFDRR	Sendai Framework for Disaster Risk Reduction 2015-2030
SOPs	Standard Operating Procedures
TMA	Tehsil Municipal Administration
TORs	Terms of References
UC	Union Council
UCDMC	Union Council Disaster Management Committee
UCDRMP	Union Council Disaster Risk Management Plan
UCRDMC	Union Council Disaster Risk Management Committee
UN	United Nations
UNDRR	United Nations office for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
USAR	Urban Search and Rescue
VCA	Vulnerability and Capacity Assessment
VDMC	Village Disaster Management Committee
VDPP	Village Disaster Preparedness Plan
VDRMC	Village Disaster Risk Management Committee
VDRMP	Village Disaster Risk Management Plan

Introduction

Pakistan is one of the country's most vulnerable to natural disasters in the world since it has more variety in terms of topography and meteorology by region. The earthquake of 8th October 2005 highlighted Pakistan's vulnerability to disaster risks. This has been further evidenced by the devastation from the Floods 2010, 2011 and 2014. Pakistan has been hampered by damage from a wide range of natural disasters in the past. One of the most important lessons learnt from the response to October 2005 earthquake was the lack of capacities on the part of local-level stakeholders including community. It is believed that a trained human resource could have saved more lives during the search and rescue operation undertaken by the local communities and various government departments in the earthquake-hit areas.

The importance of community-based approaches has been recognized since long in promoting a culture of safety through reducing local vulnerabilities and building capacities. The practice of community-based approaches has remained diverse due to a host of factors, which has raised concerns about the quality in practice and the need for promoting good practices.

Key trend in the recent years has been the efforts by NGOs, INGOs, UN and other international organizations to mobilize government support for CBDRM in policy, planning and programming. In this regard the organizations have adopted various approaches including national and local advocacy, capacity building, integrating risk factors into development planning and joint implementation of CBDRM activities with government departments. These efforts to gain governmental support have also necessitated the need for common training manuals and guidelines for effective training.

In this backdrop this manual has been developed for trainers who will be conducting the training course on CBDRM, to provide them basic material on the subject. For this propose, existing manuals of NDMA and PDMA were reviewed and technically made some additions to improve them, especially from inclusion point of view and also included additional tools for risk assessment and DRM Planning.

MODULE - 1
INTRODUCTION TO DRM AND CBDRM

Module Objectives

It is expected that at the end of module, the participates should be able to understand: -

- DRM and basic concept of CBDRM.

- Disaster history of Pakistan.

- Key DRM concept and terms.

- Pakistan's global and national commitments like HFA/SFDRR, National DRR policy and NDMP in line with common model on CBDRM.

Sessions

- **Session - 1.** DRM and CBDRM - An overview. Basic concept of CBDRM and history of disasters in Pakistan.

- **Session - 2**. Key DRM concept and terms.

- **Session - 3**. Pakistan's DM structure.

- **Session - 4**. Global and national commitments of Pakistan.

SESSION - 1
DRM, CBDRM AND HISTORY OF DISASTERS IN PAKISTAN

Learning objectives
- The concept and phases of DRM.
- Concept and process of CBDRM.
- Future prospect of CBDRM in Pakistan.
- Provide an account of some of the key disaster that hit the country in the past.

Key concepts
- DRM involves the design, implementation and evaluation of strategies, policies and measures at Government level that aim to reduce the disaster risk through measures that aim to protect lives and assets.
- CBDRM is a process in which communities at risk are actively engaged in identification of risk and to reduce their existing vulnerabilities and enhance their capacities.
- CBDRM process ensures that hazard prone communities are an active part of the development planning and implementation process.
- Pakistan is vulnerable to different types of hazards. Due to global climate change impacts, increase in frequency of disaster events in Pakistan is likely and probability to be more devastating.

References
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- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" regional training course conducted by ADPC Bangkok, Thailand.
- Participants' Workbook on "CBDRM" developed by NDMA.
- Training Manual on "CBDRM" developed by UNDP, Pakistan.
- National Disaster Management Plan, 2013 (www.ndma.gov.pk)

DRM, CBDRM AND HISTORY OF DISASTERS IN PAKISTAN

DRM

- The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disasters. It also involves the design, implementation and evaluation of strategies, policies and measures at Government level
- **DRM Phases**.   DRM consists of three phases as under: -

  - **Phase 1 (Pre-disaster)** | **Phase 2 (During-disaster)** | **Phase 3 (Post-disaster)**
    - Prevention and mitigation.
    - Preparedness.
    - Response and relief.
    - Early recovery.
    - Recovery (long term recovery).
    - Rehabilitation and reconstruction.

CBDRM

- The importance of community-based approaches has been recognized since long in promoting a culture of safety through reducing local vulnerabilities and building capacities. CBDRM is a process in which at-risk communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities.
- **Importance of Community in CBDRM**
  Through CBDRM, the community is not only the beneficiary but also the main actor in every step of the risk management process. The involvement of the community is important to ensure: -
  - The information collected is relevant and reflects the opinions of community.
  - The capacity of entire community to deal with hazards is developed.
  - Outsiders understand better about community.
  - Disaster management and community development activities and programs achieve better, more practical and effective results.
- **Principles of CBDRM**.   Based on practices of CBDRM world over, the following are the core principles that should guide every step and activity in CBDRM process: -
  - **The Centrality of the Role of Community in CBDRM**.   The community is not only the primary beneficiary but also the key actor (planner, implementer, of disaster risk management). The community must be empowered to have meaningful participation in the whole process of DRM.
  - **Priority should be given to the most Vulnerable People**.   The CBDRM process must be built upon the interest of the most vulnerable members of the community, including women, children, the elderly, people with disability, while addressing the concerns of other stakeholders.
  - **Recognition of different Perceptions on Risks, Vulnerabilities and Capacities**.   People have different perception of risk in their community. Likewise, different individuals, families and groups in the community have different vulnerabilities and capacities. These needs to be respect and recognized.
  - **Integration of DM into Local Development Process**.   DRM interventions are to be conceived as the part of a long term development process that seeks to reduce poverty, social inequity, and environmental degradation.
  - **DRR - The Highest Aim**. The primary content of DM activities revolve around reducing vulnerable conditions and the root causes of vulnerability. The primary strategy is to increase a community's capacities, resources and coping strategies in order to avoid the occurrence of disasters in future.
- **CBDRM Approach**. The fundamental objective of applying a CBDRM approach is to enable communities to be part of the development process for making it risk-sensitive. The CBDRM approach advocates for mainstreaming risk reduction aspects into the development planning so that new programs and projects do not create newer forms of hazards and risks for intended beneficiaries. This becomes possible only if the communities are consulted and made part of the overall process.
- **CBDRM Process**.   The CBDRM approach involve following six steps: -
  - Selection of the community where DRM project is to be implemented.
  - Rapport building and understanding the identified community.
  - Participatory community risk assessment.
  - Participatory action planning.

- Community-led implementation of projects.
- Participatory monitoring and evaluation of CBDRM projects.
- **Future Prospects for CBDRM in Pakistan**. Although disaster management and emergency services were present in some form but it was only after massive infrastructure damages and human losses in 2005 earthquake that the seriousness of need to create institutions and systems for disaster management was realized in Pakistan. Legislative and institutional mechanism was put in place from federal to provincial and district levels and gradually plans and policies were formulated for effective DM, risk assessment and analysis, hazard mapping, DRR, early warning systems, public awareness initiatives and CBDRM. These strategies have not only changed the government perspective about disaster management but it has also changed the public response towards it. Now the public take themselves as stakeholders in the system and realize the importance of their participation in DM plans and procedures and hence with the help of NGOs, donor agencies and government institutions community based disaster management initiatives were planned and promoted. Independent and vibrant media has also played a vital role in promoting CBDRM approach in the country and masses and making it acceptable to all.

  In view of the on-going efforts both by the public and the private sectors, it is expected that CBDRM will make great leaps over the next few years in bringing DRM agenda right in front of the communities in line with its concepts of community participations.

History of Disasters in Pakistan

Pakistan is ranked in the top ten countries that are most vulnerable to climate change effects, the country's exposure to natural & human induced hazards and disasters could be ranked between moderate to severe. A range of natural hazards including earthquakes, droughts, floods, landslides, avalanches, cyclones/storms, tsunami, glacial lake outbursts, and river erosion threaten Pakistan. In addition, a variety of human induced hazards also threaten the economy and environment of the country. The highest priority hazards from the perspective of DRR include earthquakes, droughts and flooding that can cause widespread damage and losses when they occur.

Pakistan is one of the country's most vulnerable to natural disasters in the world since it has more variety in terms of topography and meteorology by region. The earthquake of 8 October 2005 highlighted Pakistan's vulnerability to disaster risks. This has been further evidenced by the devastation from the Floods 2010, 2011 and 2013. Pakistan has been hampered by damage from a wide range of natural disasters in the past.

Hazard in Pakistan

- **Natural Hazard**
    - Earthquakes
    - Floods and flash floods
    - Tsunami
    - Droughts
    - Sediments/landslides
    - Cyclones
    - GLOF
    - Avalanches
    - Epidemics
    - Heat Wave
- **Human Induced Hazard**
    - Technological
    - Oil spills
    - Urban and forest fire
    - Complex emergency

SESSION - 2
KEY DRM CONCEPT AND TERMS

Learning Objectives
- To explain the basic concepts related to disaster risk management; e.g. disaster, hazard, vulnerability, capacity, disaster risk, disaster risk assessment and DRR.

Key Concepts
- Hazard is the probability of the onset of an event that can be injurious to human lives and destructive to property, livelihood and environment.
- Risk refers to the consequences of the combination of hazard and vulnerability that makes a disaster to happen. A disaster occurs when a hazard impact upon a vulnerable community and causes damage, casualties and disruption.
- Vulnerability is a set of prevailing or consequential conditions, which adversely affect the community's ability to prevent, mitigate, prepare for and respond to hazardous events.
- Capacities are resources, means and strengths, which exist in households and in the community and which enable them to cope with, withstand, prepared for, prevent, mitigate or quickly recover from a disaster.
- DRR includes all activities to minimize the loss of life, property or assets by either mitigating the hazard or reducing the vulnerability of the elements at risk.

References
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005
- Participants' Workbook on "CBDRM" developed by NDMA.
- Training Manual on "CBDRM" Developed by UNDP, Pakistan.
- UNDRR terminologies (https://www.undrr.org/terminology).

KEY DRM CONCEPT AND TERMS

- **Hazard**. A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. Hazards are of two types namely natural and human-induced.

- **Vulnerability**. The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. The vulnerability can also be defined as the conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community or society to the impact of hazards. It can also be termed as the extent to which an individual, community, sub group, structure, service, or geographic area is likely to be damaged or disrupted by the impact of a particular hazard.

- **Capacity**. The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals. Capacity may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership & management. Capacity may also be described as capability.

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

- **Disaster Risk**. Disaster risk is the likelihood or probability of individuals, householders and community suffering damage or loss from a disaster. The disaster risk is expressed as under; however, some experts also include the concept of exposure when referring to the physical aspect of vulnerability.

$$\text{Disaster Risk} = \frac{\text{Hazard* (+) vulnerability}}{\text{Capacity}}$$

- **DRR**. The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

- **DRM**. The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disasters. DRM aims to avoid, lessen or transfer the adverse effects of hazards through activities and measures for prevention, mitigation and preparedness.

- **CBDRM**. CBDRM is a process in which communities at risk are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacity.

- **DRM Cycle**. The spectrum of DM is generally divided into pre-disaster and post-disaster interventions. The pre-disaster activities are risk assessment, preparedness and early warning, whereas the post disaster activities include relief, recovery, rehabilitation and long term reconstruction as per needs of the affected populations in accordance with international standards. This cycle which covers the whole spectrum of DM is known as the disaster management cycle.
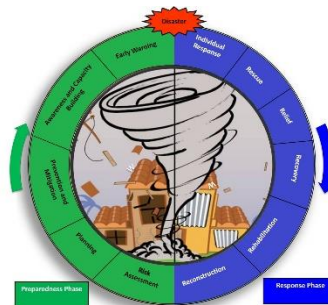
- **Prevention**. Prevention (i.e. disaster prevention) expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance. Examples include dams or embankments that eliminate flood risks. Very often the complete avoidance of losses is not feasible and the task transforms to

that of mitigation. Partly for this reason, the terms prevention and mitigation are sometimes used interchangeably in casual use.

- **Mitigation**. The lessening or limitation of the adverse impacts of hazards and related disasters. The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction, as well as improved environmental policies and public awareness.
- **Preparedness**. Disaster Preparedness involves specific measures taken before disasters strike. These methods include disaster forecasting, early warnings etc. The knowledge and capacities are developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.
- **Early Warning**. Early warning means the transmission and effective / timely dissemination of the message about any imminent danger that enables communities for taking preventive measures to avoid or reduce the possible losses of the danger.
- **Response**. The provision of emergency services and public assistance during or immediately after a disaster in order to save lives reduces health impacts, ensure public safety and meet the basic subsistence needs of the people affected.
- **Recovery**. The restoration and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.
- **Rehabilitation**. Rehabilitation is restoration of an entity to its normal or near-normal functional conditions after the occurrence of a disaster. It includes Re-establishing essential services and Reviving key economic and social activities.
- **Reconstruction**. Permanent measures to repair or replace damaged dwellings and infrastructure and to set the economy back on course, is categorized as Reconstruction.
- **Inclusion**. In DRM inclusion means that especially at-risk groups take decision that affect them jointly with local, national and International decision makers, and that they are involved in planning and implementing relevant activities.
- **Exclusion**. The process where people living in high risk areas also have poor housing, inadequate social services, weak political voice and lack of decent work all combine to create an experience of marginalization is called exclusion.
- **Voluntary Exclusion**. Some minority groups voluntarily exclude themselves from wider society. This phenomenon should be distinguished from social exclusion, which occurs for reasons that are beyond the control of those subject to it.
- **Vulnerable Groups** Person or a group having less or no coping capacity to respond to a certain hazardous phenomenon. In local context these includes, women, children, disabled and elderly people.
- **Heterogeneous Vulnerable Groups**. Those groups whose needs do display many similarities but are nevertheless divergent as well e.g. Children, older people and person with disabilities.
- **Explanation**. For example, older people tend to be more vulnerable but with this there are also older people who have physical disability, visual and hearing impairment, are minorities, IDPs or refugees. So this makes them heterogeneous.
- **IDPs**. Are individuals or groups of individuals who have been forced or obliged to flee or to leave their homes or places of habitual residence due to conflicts and natural calamities., who have not crossed an internationally recognized state border e.g. IDPs from Khyber Agency.
- **Refugees**. Are persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights, or natural or human-made disasters and who have crossed an internationally recognized state border e.g. Afghan Refugee.
- **Social Integration**. Social integration has been defined as "the process of promoting the values, relations and institutions that enable all people to participate in social, economic and political life on the basis of equality of rights, equity and dignity" (UN Expert Group Meeting on Promoting Social Integration 20082).

Note: For further detail definitions and concepts clarity, please visit UNDRR website https://www.undrr.org/terminology

SESSION - 3
PAKISTAN'S DM STRUCTURE

Learning objectives

• To explain the DM structure that exists in Pakistan and discuss the role and responsibilities of national, provincial, district authorities.

Key concepts

• NDMA was established in 2007 under the National Disaster Management Ordinance, 2006 which was later enacted by National Parliament as the "NDM Act" in 2010.

• NDMA acts as the secretariat of NDMC and is the apex federal agency to act as the planning, implementing, coordinating and monitoring agency for DM.

• PDMC/FDMC/SDMC/GBDMC and authorities were established in varying timeframe.

• The main responsibility of the PDMC/FDMC/SDMC/GBDMC is to lay down policies and plan for DM in province/regions/state/capital territory. Whereas the authorities are responsible for implementing policies and plans for DRM in their respective province/region/state/territory in line with the policy and strategic guidance of the PDMC/FDMC/SDMC/GBDMC.

• In 2012, the Provincial assembly of KP made few changes in NDM Act, 2010 and passed PDM Act 2012. In KP, the district authorities prescribed as DDMA have been renamed as DDMUs.

References

• NDM Act 2010.

• Review of Disaster Management Policies and Systems in Pakistan for WCDR 2005, Islamabad.

• NDMF, October 2006.

PAKISTAN'S DM STRUCTURE

Despite being prone to host of natural and human induced hazards, no proper DM system existed in Pakistan until December 2006. ERC in the Cabinet Division was responsible to deal with post disaster situation (s) as a national response agency, in collaboration with Relief Commissioners at provincial level. However, in the backdrop of HFA/SFDRR and response phase of October 2005 Earthquake, which magnified the deficiencies of the response structure, the term "DM", surfaced at all level. Government, NGOs and humanitarian response agencies felt a dire need of national level DM system and structure in Pakistan.

After the promulgation of NDM Ordinance, 2006, an elaborate system of DRM at the national, provincial and district level has been established. The ordinance later was enacted by National Parliament of Pakistan as the "NDM Act 2010". In line with the provisions of NDM Ordinance-2006 (later NDM Act 2010), the Government of Pakistan approved the following DRM structure at the national, provincial and district levels.
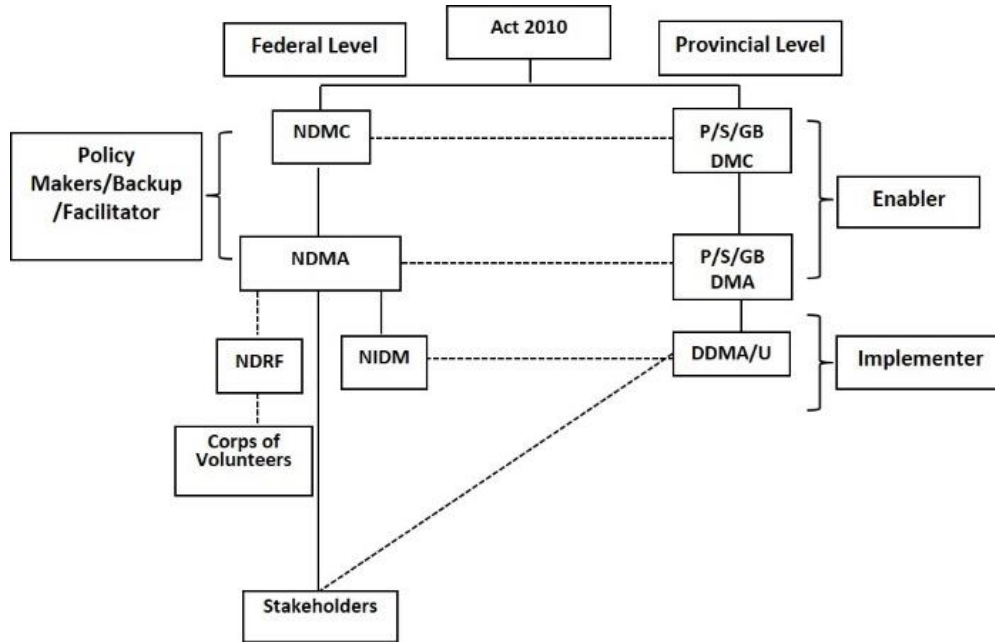
National Level

- **NDMC.** Headed by the Prime Minister, the NDMC is the highest decision making body for DRM. Other members include opposition leaders of both the houses; chief ministers of four provinces and GB; Governor KP (for FATA); Prime Minister AJK; CJCSC or his nominee. Additionally, seven key federal ministers and civil society representative are also part of the commission. Chairman NDMA acts as secretary.
- **NDMA.** NDMA is the prime and apex federal agency to act as the planning, implementing, coordinating and monitoring agency for DM. For this propose National DRR Policy and NDMP has been developed besides various hazard specific plan and guidelines. Two important subsidiaries of NDMA are: -
  - **NIDM.** In order to promote and strengthen DRR/DRM through research, training and knowledge management, the NDM Act, 2010, requires the establishment of the NIDM at the national level. It is the lead institute responsible for planning and promoting DM training. Moreover, the NIDM is required to provide assistance to research institutions, school, colleges and is responsible to assist provincial governments to develop policies, strategies and DRR framework. The institute is functional since February 2010 in Islamabad.
  - **NDRF.** The act also envisages the establishment of NDRF for the specialist response to a threatening disaster situation. However due to finical constrains the project has not been implemented but as an alternate NDMA has developed five USAR teams, which have been trained in search and rescue from collapsed structures but can also be used for this task I case of other hazards/disasters. The teams have been placed at Karachi, Islamabad, Mardan, Gilgit and one with Pakistan Army. A team each for Chitral (KP) and Muzaffarabad (AJK) are being raised.

PDMC/FDMC/SDMC/GBDMC

- **Provincial/Region/State Disaster Management Commission**. Chaired by the chief executive of the province/region/state, the members include leader of opposition and a member nominated by him. The chief executive has the powers to nominate other members of PDMC. Similarly, he may designate one of the members to be the vice chairperson. Have similar responsibilities that of NDMC i.e. policy formulation polices and develop guidelines on DRM at provincial/region/state level, approve DRM plans prepared by departments and oversee fund utilization by provincial/region/state departments.
- **PDMA/FDMA/SDMA/GBDMA/ICTDMA**. The agency to act as the planning, implementing, coordinating and monitoring for disaster management at provincial/region/state level.
- **DDMA/Us**. DDMA/Us are headed by district executive whereas DCOs/DCs, DPOs, EDOs (Health) and any other district-level officer appointed by the District Government are its members.

Functions of DM Authorities/Units

- Annex "A"

SESSION - 4
GLOBAL AND NATIONAL COMMITMENTS OF PAKISTAN FOR DRR

Learning Objectives
- To explain the UN's role in promoting DRM and obligations of the governments to reduce disaster risk at all levels.

Key Concepts
- Prior to 2005, DM in Pakistan was response centric and agencies at federal and provincial level were responsible to undertake the relief activities.
- The first word conference on natural disaster reduction adopted Yokohama Strategy, stressing the need of disaster mitigation by involving local communities.
- The HFA 2005-2015 was signed by 168 countries including Pakistan and endorsed by the UN General Assembly.
- SFDRR 2015-2030 was adopted by Pakistan at the Third UN World Conference on Disaster Risk Reduction in Sendai, Japan on March 18, 2015.
- HFA / SFDRR outlines strategic goals and priority areas for implementation by the member's states by 2030.
- UNDRR provides a global framework of action with the objective of reducing human, social, economic and environmental losses due to hazards and related phenomena.
- The National DRR Policy provides an overall guiding framework for addressing the high levels of disaster risk permeating Pakistani society. The policy serves as a guiding framework both for DRR and relevant development plans and programs to focus attention upon priority issues.
- The NDMP aimed at enhancing the capacity of the country to prepare for and respond to disasters by defining the measures to be considered necessary for DM and DRR reduction in line with the provision of the NDM Act.

References
- HFA 2005-2015.
- SFDRR 2015-2030.
- Review of Disaster Management Policies and Systems in Pakistan for WCDR 2005, Islamabad.
- NDMF, October 2006 (www.ndma.gov.pk).
- NDM Act 2010 (www.ndma.gov.pk).
- National DRR Policy (www.ndma.gov.pk).
- NDMP (www.ndma.gov.pk).

- **General**.   Prior to 1990s DM was mainly response oriented and emphasis used to be on responding to any emergency through event triggered approach with no or least attention to prevention, mitigation and preparedness. However, later due to post disaster impacts, the world understood that a DM paradigm has to take into consideration the social and economic aspects of a disaster. It is important to recognize the role of UN and its agencies with regard to DRR. The international community under UN encourages the policy makers to mainstream DRR into development process and seek technical assistance from other member states through different UN organization

- **Yokohama Strategy and Plan of Action for a Safer World**.   In the face of growing frequency of disasters in industrialized and developing countries, UN General Assembly declared 1990-1999 as the IDNDR in 1989. In 1994, the first world conference on natural disaster reduction was held in Yokohama, Japan. The conference adopted the Yokohama Strategy for a Safer World: guidelines for natural disaster prevention, preparedness and mitigation. It was a turning point in the history of DRR efforts, as the socio-economic aspects of vulnerable communities were taken into account. The word conference outlined Yokohama principles to prevent, mitigate and reduce disaster risks in developed and less developed countries.

- **HFA 2005-2015**:   In 2005, 168 states attending the UN World Conference on Disaster Reduction held in Kobe, Hyogo, Japan adopted HFA 2005-2015. Endorsed by the UN General Assembly, HFA is a non-binding but politically authoritative obligation to building the resilience of the nations and communities to disasters by 2015. This was the first internationally accepted framework for DRR, which outlines three strategic goals and five broad priority areas for action plus general considerations, key activities under each priority area and role of states and other stakeholders involved in the implementation. Although the primary responsibility to implementing the activities underlined in the HFA lies with governments, collaboration among different UN and NGOs is necessary. For this, UNISDR is playing a crucial role as designated by the HFA.

  - **HFA Strategic Goals**
    - Integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.
    - Development and strengthening of institutions, mechanisms, and capacities at all levels, in particular at the community level to build resilience.
    - Incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response, and recovery programs in the reconstruction of affected communities.

  - **HFA Priorities for Actions**
    - **Priority 1**: Ensure that DRR is a national and a local priority with a strong institutional basis for implementation.
    - **Priority 2**: Identify, assess and monitor disaster risks and enhance early warning.
    - **Priority 3**: Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
    - **Priority 4**: Reduce the underlying risk factors.
    - **Priority 5**: Strengthen disaster preparedness for effective response at all levels.

- **Sendai Framework 2015-2030**
  - The Sendai Framework for DRR 2015-2030 was adopted at the third UN World Conference in Sendai, Japan, in March, 2015. The Sendai Framework is the successor instrument to the HFA 2005-2015: Building the Resilience of Nations and Communities to Disasters. The HFA was conceived to give further impetus to the global work under international framework for action for the IDNDR of 1989, and the Yokohama Strategy for a Safer World: Guidelines for natural disaster prevention, preparedness and mitigation and its plan of action, adopted in 1994 and the ISDR of 1999. The Sendai Framework is built on elements which ensure continuity with the work done by states and other stakeholders under the HFA and introduces a number of innovations as called for during the consultations and negotiations.
  - The Sendai Framework also articulates the need for improved understanding of disaster, vulnerability and hazard characteristics; the strengthening of disaster risk governance, accountability for DRM; preparedness to "Build Back Better"; recognition of stakeholders and their roles; mobilization of risk-sensitive investment to avoid the creation of new risk; resilience of health infrastructure, cultural heritage and work-places; strengthening of international cooperation and global partnership, and risk-informed donor policies and

programs, including financial support and loans from international financial institutions. There is also clear recognition of the global platform for DRR and the regional platforms for DRR as mechanisms for coherence across agendas, monitoring and periodic reviews in support of UN governance bodies.

- UNISDR has been tasked to support the implementation, follow-up and review of the Sendai Framework.
- **Expected Goals**. To support the assessment of global progress in achieving the goal of the present framework, seven global targets have been agreed. These targets will be measured at the global level and will be complemented by work to develop appropriate indicators. National targets and indicators will contribute to the achievement of outcome and goal of present framework. The seven global targets are: -
  - Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020-2030 compared to the period 2005-2015.
  - Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020-2030 compared to the period 2005-2015.
  - Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030.
  - Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030.
  - Substantially increase the number of countries with national and local DRR strategies by 2020.
  - Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030.
  - Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.
- **Priorities for Action**. Taking into account the experience gained through the implementation of the HFA, and in pursuance of the expected goal, there is a need for focused action within and across sectors by states at local, national, regional and global levels in the following four priority areas: -
  - **Priority 1**.   Understanding disaster risk.
  - **Priority 2**.   Strengthening disaster risk governance to manage disaster risk.
  - **Priority 3**.   Investing in DRR for resilience.
  - **Priority 4**.   Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.
- **UNFCCC**
  - Is the first intergovernmental treaty on climate change developed to address the problem of climate change. The convention, which sets out an agreed framework for dealing with the issue, was opened for signature at the June 1992 UN conference on environment and development also known as the Rio Earth Summit. The UNFCCC entered into force on 21 March 1994, and by December 2007, it had been ratified by 192 countries.
  - Parties to the convention continue to meet regularly to take stock of progress in implementing their obligations under the treaty, and to consider further actions to address the climate change threat. They have also negotiated a protocol to the convention.
  - Yearly conference is held in the framework of the UNFCCC. They serve as the formal meeting of the UNFCCC Parties (conferences of the parties - COP) to assess progress in dealing with climate change. The purpose is to review the activities with regards to climate change.
- **National DRR Policy**.   Disaster risk reduction interventions were being carried out in the country by different departments/agencies in isolation at national, province and district levels. To give them directions and sound guidelines to align their activities in line with the NDM Act, 2010 to counter the threats of disasters faced by the country. NDMA, embarked upon formulation of a comprehensive National DRR Policy through wider consultations with all stakeholders. This policy covers DRR in a more holistic way and introduces a proactive and anticipatory approach by laying special emphasis on risk assessment, prevention, mitigation and preparedness.

  The policy shall promote priority measures to ameliorate existing vulnerabilities to hazards and ensure that future development initiatives add resilience. The policy also seeks to provide guideline for timely, dedicated and adequate investment on hazard mitigation and preparedness interventions at all levels which will not only

substantially reduce the disaster risk but also the consequential damages & economic cost associated with response, recovery and rehabilitation.

The policy was approved by the NDMC on 21st February 2013, is a landmark achievement and milestone of institutional strengthening of NDMA toward creation of a vibrant disaster management structure across all the public governance tiers. Effective implementation of the policy would in fact mean beginning of new era where the nation could feel resilient from the shocks of frequent disasters.

- **NDMP**   NDMA based on thorough bilateral consultations, formulated a comprehensive 10 year DM plan through the technical and financial support of Government of Japan. The plan, aimed at enhancing the capacity of the country to prepare for and respond to disasters by defining the measures to be considered necessary for DM and risk reduction in line with the provision of the NDM Act, was finalized in June 2012. The NDMP identifies the roles and responsibilities of the stakeholders including federal, provincial and district governments, community organizations, NGOs, businesses, and residents who are involved in the disaster management. DM is one of the most important administrative measures for protecting the land and people's lives, welfare and property from disasters.

NDMP is a comprehensive plan, having a total investment cost of USD 1040.9 million (PKR 92.02 billion), consisting of the "Main Plan" document along with three supporting volumes, which identifies macro level hazards and risk assessment, development of the multi hazard early warning system to reduce the vulnerability to disasters by enhancing and strengthening the early warning capacity, identification of the roles and responsibilities of the stakeholders who are involved in the DM. The CBDRM approach, in view of its universal reorganization and importance in DRM planning, has been given due place in the Plan. The Plan also provides strategic direction for systematic human resource development in the field of DM and the operational plan for the NIDM.

MODULE - 2
DISASTER RISK ASSESSMENT

Modular Objectives

It is expected that at the end of module, the participants should be able to understand:-

- The process and importance of risk assessment.

- Inclusion of vulnerable groups in risk assessment process.

- To learn the ways and means of acquiring data through risk assessment process.

Sessions

- **Session - 1**.   Introduction to risk assessment.

- **Session - 2**.   Hazard assessment.

- **Session - 3**.   Vulnerability and capacity assessment.

- **Session - 4**.   Inclusion consideration for vulnerable groups in assessment process and CBDRM.

SESSION - 1
INTRODUCTION TO RISK ASSESSMENT

Learning Objectives

At the end of the session, the participants would be able to:-

* Explain the purpose of community risk assessment.
* Identify the components of risk assessment.

Key Concepts

* Risk refers to the probability of something happening in the future, which has a negative consequence.
* Assessment is a participatory process undertaken in phases, its interpretation and analysis, and involves on-the-spot collection of information from various sources. It is carried out by members of the community to identify and analyze disaster risks.
* Community risk assessment involves four interrelated components i.e. hazard assessment, vulnerability assessment, capacity assessment and people's perceptions of disaster risks.

References

* Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
* ADPC, CBDRM-11 Course Materials, 2003.
* Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
* Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
* Participants' Workbook on "CBDRM" regional training course conducted by ADPC Bangkok, Thailand.
* Participants' Workbook on "CBDRM" developed by NDMA.
* Training Manual on "CBDRM" developed by UNDP, Pakistan.
* NDMP, 2013 (Guidelines on CBDRM).

What is HVCA?

- HVCA is used as a basis to develop measures that will make communities safer by reducing their disaster risk. At the onset of developing a CBDRM program, it is important to understand hazards, vulnerabilities, and capacities in more detail and to assess their relationship with each other and how that has an impact on community risk levels.
- The tools used in the conduct of hazard, vulnerability and capacity assessment are utilized for making the community aware of the risks they face.

Risk Assessment Steps

- **Hazard Assessment**. Is an analysis of past patterns of hazard and threats at the local level combined with an understanding of the underlying causes of why hazard become disaster.
- **Vulnerability Assessment**. Identify elements at risk and also as to why they will be damaged.
- **Capacity Assessment**. Available resources in the district for reducing risks.

Purpose of Risk Assessment

- Basis of planning concrete actions to reduce disaster risk.
- Unites the people in understanding current disaster risks as well as future threats in the district.
- Provides useful information for rehabilitation and long-term development interventions.
- Provides baseline data to measure changes in people's vulnerability and capacity over time.

SESSION - 2
<u>HAZARD ASSESSMENT</u>

Learning Objectives

At the end of the session, the participants would be able to:-

- Identify and rank the hazards in the community.
- Describe the nature and behavior of such hazards.
- Discuss the participatory tools which can be used in hazard assessment.

Key Concepts

- Hazard assessment involves the identification of hazards which may damage the community.
- Hazard assessment is a process of gathering qualitative and quantitative information about existing and potential hazards, as well as determining the characteristics, intensity, frequency, impacts, duration and behavior of any given threatening phenomenon.
- Participatory tools in hazard assessment are used to determine the nature and behavior of hazards.

References

- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" regional training course conducted by ADPC Bangkok, Thailand.
- Participants' Workbook on "CBDRM" developed by NDMA.
- Training Manual on "CBDRM" developed by UNDP, Pakistan.
- NDMP, 2013 (Guidelines on CBDRM).

HAZARD ASSESSMENT

What is Hazard Assessment?

- Hazard assessment involves the identification of hazards or threats which may damage the community or infrastructure, facilities or an environment.
- Hazard assessment looks into the disaster history of the area - what disasters have been experienced in the past, as well as other hazards or threats which the community may not be aware of.
- Hazard assessment also involves the study of the nature and behavior of the hazards or threats taking into consideration the following:-
    - **Origin**.   The factor or factors which create/result in hazard.
    - **Warning Signs and Signals**.   Scientific and indigenous/local signs that hazard is likely to happen.
    - **Forewarning**.   Time between warning and impact.
    - **Forces**.   Factors which can cause damage.
    - **Speed of on Set**.   Rapidly of arrival of hazard and its importance.
    - **Frequency**   Does the hazard occur at seasonally or yearly etc?
    - **Seasonality**.   Does the hazard occur at a particular time of the year?
    - **Duration**.   How long the hazard is felt.
- **Other Factors to be Considered for Hazard Assessment**.   The following may also be considered:-
    - **Secondary Hazards**.   Earthquake can cause landslides; cyclone can cause flooding and landslide; flood can cause epidemics.
    - **Intensities of Hazards**. Earthquake and cyclone.
    - Hazards or threats which the community has not experienced yet, combining scientific and technical information with local knowledge.
    - Use of hazard assessment results for community awareness, designing early warning, and evacuation plans.

Hazard Matrix

- Helps to systematize information on the characteristics of hazards, specifically warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration

Assessment Tools

- Refers to Annex "B"

SESSION - 3
VULNERABILITY AND CAPACITY ASSESSMENT

Learning Objectives

At the end of the session, the participants would be able to:-

- Describe the elements at risk which can be damaged by the hazards (who, what, where, how many, how much)?
- Analyze the factors and conditions why the elements at risk can be damaged by the hazards.
- Explain the process of conducting vulnerability assessment.

Key Concepts

- There are several types of vulnerabilities that heavily result in enhancing the disaster risk.
- Some people are more vulnerable than others due to their gender, class, and socio-economic background and condition.
- Vulnerability assessment is the second step of risk assessment that diagnoses characteristics, causes as well as contributing factors to vulnerabilities. It also to identify what elements are at risk per hazard type, and to analyze the causes why these elements are at risk.
- Formulating mitigation measures depends on correct assessment of vulnerabilities.
- Capacity assessment is a process to determine all the strengths and resources that exist in hazard prone for disaster risk reduction and management.

References

- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" regional training course conducted by ADPC Bangkok, Thailand.
- Participants' Workbook on "CBDRM" developed by NDMA.
- Training Manual on "CBDRM" developed by UNDP, Pakistan.
- NDMP, 2013 (Guidelines on CBDRM).

VULNERABILITY AND CAPACITY ASSESSMENT

What is Vulnerability?

- Vulnerability is a complex set of interrelated factors and conditions which affect the ability of community and local government to mitigate and prepare for or respond to hazards events. There are also weaknesses present in individuals, households and the communities.

Vulnerability Assessment

- A participatory process to identify what elements are at risk per hazard type, and to analyze the causes as to why these elements are at risk. Vulnerability is the extent to which communities, structure, service or geographic area is likely to be damaged or disrupted by the impact of a particular hazard.

Categories of Vulnerabilities

- **Physical Vulnerabilities**. Are the hazard-prone settlement, insecure, risky sources of livelihood, lack of access to basic production resources knowledge & information and access to basic services?
- **Social Vulnerabilities**. Lack of institutional support structures, weak family and kinship relations, divisions and conflicts within communities, and the absence of decision- making powers.
- **Attitudinal Vulnerabilities**. Are seen in dependency, resistance towards change, and other negative beliefs. People who have low confidence in their ability to affect change are harder hit by disasters than those who have sense of their ability to bring the changes they desire.
- **Economic Vulnerabilities**. Pertain to how people make their living and from where they get their livelihood. Determining which type of livelihood is easily affected by disasters is a key issue to be considered in determining the magnitude of economic vulnerability.

What is Capacity?

- Capacities are the strengths which individuals, households, community and local government process. Capacity relate to resources, skills, knowledge, organization and institutions, practice attitude and values. Coping refers to managing resources or survival strategies in adverse or crises situations.

What is Capacity Assessment?

- Participatory analysis to determine the resources, abilities, skills, knowledge, means and strength of families, community and local government department which have been used in the past.
- Involves and understanding of how the community has survived disasters and coped with hazards in the past. What were actions of households and the community to reduce damaging effects and protect and secure their livelihood and community services?
- Involves identifying resources, abilities, knowledge, skills, means and strength which can enable the community or government to prevent, prepared for with stand, survive and recover from a disaster.
- For capacity assessment, these resources, strength, coping/survival mechanisms and strategies are studied. Basically capacity assessment answers the following questions: -
  - What are existing coping strategies and mechanism during time or crises?
  - How have individuals and the community survived and responded to disaster in the past?
  - What are resources, strengths, local knowledge and government resources that can be used for disaster preparedness, mitigation and prevention?

Categories of Capacity

- **Physical/Material**. Economic and natural resources such as funds, equipment, trained manpower.
- **Social/Organizational**. Included in this category are leaders and system for decision making, relations among the people, social structure and organizations in the village.
- **Motivational/Attitudinal**. Include perceptions of risk, people's beliefs and motivations on disaster risk, capacities such as positive attitude, concern and willingness to help each other

Assessment Tools

- Refers to Annex "B"

SESSION - 4
INCLUSION CONSIDERATIONS FOR VULNERABLE GROUPS IN ASSESSMENT PROCESS AND CBDRM

Learning Objectives

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

- By considering HVCA as an entry point for CBDRM activities, understand the key challenges and possible consideration of facilitating meaningful participation of different vulnerable groups in different activities.
- Understand the barriers to inclusion and issues that hinder the meaningful participation of different groups in the overall process.
- Understand the factors that can stimulate the mainstreaming of different vulnerable groups at different levels.
- Develop understanding on key considerations to monitor the process of inclusion in CBDRM activities and help in monitoring and reporting inclusion at different levels.

Key Concept

- Inclusion is the process through which people at high risk can raise their voices and participate in decision making process.
- Key barriers to inclusion are the physical, attitudinal, social/cultural and institutional those hinder the mainstreaming of vulnerable groups in CBDRM.
- Inclusion consideration for different activities are the process monitoring checklists that can be used as participatory monitoring tool for reporting qualitative, quantitative inclusion and tracking meaningful participation of different groups.

References

- National guidelines on vulnerable groups developed by NDMA.
- Technical Guidelines for the inclusion of vulnerable groups in DRR, KP.
- NDMP, 2013 (Guidelines on CBDRM).
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.

INCLUSION CONSIDERATION FOR VULNERABLE GROUPS IN ASSESSMENT PROCESS AND CBDRM

Barriers to Inclusion

• Exclusion takes place on the basis of gender, race, class, caste, ethnicity, age, religion, as well as due to many other factors. Exclusion is often most acute when people suffer multiple layers of discrimination and excluded groups are denied their human rights because of their place within a system of unequal social relations of power, which enables the more powerful to deny the human rights of the less powerful. Members of excluded social groups cannot participate fully in the economic, social, and political life of the communities and societies where they live.

• The most common barriers to inclusion are centered on physical, economic, social and cultural and organizational barriers and often these barriers themselves are intertwined and can influence each other. Physical barriers refer to the prevention of access to a built and physical environment within which we live and so often shelters, health centers, toilets, public transport etc are inaccessible due to issues such as distance, uneven ground surface, unsafe surroundings, or inaccessible entrances. Physical barriers can also constitute information and communication systems. If information is only available in written form or written in a foreign language on leaflets or posters then it is physically non accessible for people with low literacy rate, without the knowledge of that particular language.

• Social and cultural and attitudinal barriers include negative behavior and misinformation about issues such as pregnancy, disability, ageing, illness etc. that result in discrimination and exclusion. Social barriers are broader than attitudinal barriers and include how society organizes itself (e.g. absence of social support system or adequate health services, etc. These attitudes and social patterns can come from community members, police, family and local authorities and is of high concern within Pakistan – in connection with broader factors such as national policies, and media perceptions. Behaviors can include prejudice, over protection and stigma and lead to a lack of opportunities for vulnerable individuals to contribute to their community such as through participating in community DRR planning.

• Institutional and organizational barriers are often hard to change and include uninformed personnel, unclear policies, no procedures for consultations with the different vulnerable groups, nor awareness of their needs. Disaster professionals and personnel, including government workers in all disaster management authorities, are often lacking in adequate understanding the both the basic needs and specific needs of women, children, PWD's and other social exclusions issues.

Inclusion Consideration in DRR Activities

• **Inclusion Consideration for Conducting HVCA**
  • The target group is having representation from all vulnerable groups.
  • VCA addressed the vulnerabilities and capacities of vulnerable groups.
  • Transect walk routs are selected in consultation with PWDs, women or their care givers and are accessible to all.
  • Family members/care givers are involved in the process to probe complete information.
  • Different observations of vulnerable groups considered and documented.
  • Separate route is selected for females because of cultural barriers .
  • A list of issues identified by vulnerable groups is part of activity report.
  • Community resources for vulnerable groups are highlighted in the map.
  • Safer evacuation routes are finalized keeping in mind the accessibility and functional needs of different vulnerable groups.
  • Indigenous knowledge of older people is documented for historical timelines.
  • Implications on vulnerable groups are considered while developing disaster calendar/seasonal analysis.
  • Risk to vulnerable groups is prioritized in risk ranking.
  • Questions for vulnerable groups are included and directly asked.

• **Inclusion Considerations in Establishment of DMC**
  • The target group is having representation from all vulnerable groups.
  • All vulnerable groups attended broad based community meetings or meetings held for nomination of members for DMCs.
  • Older people nominated for DMC

- PWDs, women, minority members, children, IDPs and refugees people are nominated for DMC.
- List of issues especially related to voice of vulnerable groups in DMCs are documented in activity report.
- Specific roles/designations are given to vulnerable groups.
- DMC is according to cultural norms and women DMC is established separately.
- Care givers are included in DMC or focal points are nominated to communicate with PWDs.
- **Inclusion Considerations in Trainings and DRM Planning**
  - The target group is having representation from all vulnerable groups.
  - Members are consulted before arranging training and venue is accessible for everyone.
  - Female trainer is available for communicating with females.
  - People with hearing impairment are sitting closer to the facilitator.
  - Stools are available for people who cannot sit on ground.
  - Care givers/family members are present to facilitate the communication with trainer.
  - Trainers are sensitized and aware of the needs of vulnerable groups.
  - Needs of vulnerable groups are clearly highlighted in the activity report.
  - Vulnerability disaggregated participants list is collected.
  - Vulnerable group are provided with roles for follow-up actions.
- **Inclusion Considerations in Setting an EWS**
  - The target group is having representation from all vulnerable groups.
  - Vulnerable groups have knowledge of risks.
  - Vulnerable groups especially older people, PWDs and care givers are involved and aware of monitoring, forecasting and analysis of hazards.
  - Communication and dissemination of alerts/messages in emergency are vulnerability inclusive and vulnerable groups are capable of response to warning.
  - VCA findings with reference to vulnerable groups are incorporated in the preparation and planning of EWS.
  - Methodology for information dissemination in EWS defines the methods to reach women at home on priority basis.
  - Effectiveness of suggested EWS with reference to vulnerable groups is analyzed and documented.
- **Inclusion Considerations in Finalizing DRR Toolkit**
  - The target group is aware of the needs of all vulnerable groups.
  - Vulnerable groups are included as key informant, decision maker and organizer of stockpile equipment.
  - Vulnerable groups are included in stockpile management committee and the committee is aware of stockpile storage i.e. free from dump and other factors that can damage items.
  - Location identified for stockpile is accessible for all vulnerable groups.
  - Stretchers and wheel chairs etc are available in stockpile and SOPs are developed for the use of stockpile.
- **Inclusion Considerations for Arranging a Mock Drill**
  - The target group is having representation from all vulnerable groups.
  - Information about the planned event shared with vulnerable groups in advance.
  - Logistical challenges to the participation of vulnerable groups are addressed.
  - Ensure that measures are taken for adapting search and rescue or first aid techniques to meet the needs of all vulnerable groups are demonstrated.
  - Vulnerable groups demonstrated their capacities, roles and responsibilities.
  - Vulnerability analysis is included in final report with further capacity building plan if required.
  - Issues of IDPs and refugees are highlighted in mock drills.
  - Women participated in mock drill and list of capacities and limitations is updated.
  - Vulnerability disaggregated participants list is collected.
  - Vulnerable group are provided with roles for follow-up actions.
  - Evacuation routes are tested for accessibility.
  - Recommendations for communication/coordination among male and female task-forces are part of activity report.

MODULE - 3

DRM PLANNING

Modular Objectives

It is expected that at the end of module, the participants should be able to understand:-

- DRM process, the component and process involve in formulating the DRM plan and its linkages with the Government development plan.
- Mitigation planning and risk reduction measures at community level and resources mobilization to undertake mitigation measures.
- Early warning and its dissemination mechanism at community level.
- Process of mainstreaming DRR into development projects.

Sessions

- **Session - 1.** DRM planning - An overview.
- **Session - 2**. Developing a DRM Plan at village, UC & district level and its linkage with the Government annual development plan.
- **Session - 3**. Community based mitigation measures and resources mobilization.
- **Session - 4**. Community based multi-hazard early warning and dissemination mechanisms.
- **Session - 5**. Mainstreaming disaster risk reduction into development process.

SESSION - 1
DRM PLANNING - AN OVERVIEW

Learning objectives
- To explain the purpose of plan and process involved in DRM planning.

Key concepts
- The DRM plans define the priorities and provide guidelines for DRM in the district.
- The DRM plan defines the roles of various stakeholders and raises awareness of stakeholders about disaster risks.

References
- Training Manual on "DRM Planning" developed by UNDP, Pakistan.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" developed by NDMA.
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.
- Training Manual on "Village Disaster Management Plan" developed by NIDM, India.

DRM PLANNING - AN OVERVIEW

DRM Plan

- The DRM Plans will define priorities and provide guidelines for DRM in the district, provide strategic directions for DRM, define resources available in the district, and describe SOPs for emergency response by the district government.
- The DRM plan can be called by various names such as disaster preparedness and mitigation plan, counter disaster plan, DRR plan or even district development plan.
- Based on the risk assessment (hazards, vulnerabilities and capacities), to reduce the risks.
- Considered important, because this will raise awareness of stakeholders about disaster risks and risk management.

Purpose of planning

- To develop a plan of action for the DDMA and other district stakeholders to set priorities and provide directions for DRM.
- To define the roles of various stakeholders in DRM.
- To raise awareness of stakeholders about disaster risks and the requirements for DRM.

Stakeholders

DDMAs should consult following stakeholders for development of the District DRM Plan: -

- All district line departments.
- Universities and research institutions located in the district.
- NGOs working on DRM in the district.
- Local media (TV, radio, newspapers, magazines).
- Local business companies and groups.
- Political parties and leadership.
- Any other key stakeholders.

Planning Process

Following steps are involved in the DRM Planning: -

- Step I: Review of secondary data and literature including risk assessment.
- Step II: Consultation with district stakeholders.
- Step III: Prepare a draft of the District DRM Plan.
- Step IV: Submit the draft to PDMA/NDMA for technical review and advice.
- Step V: Circulate the draft plan to all   stakeholders for comments and feedback.
- Step VI: Organize district level workshop to seek comments on the draft plan.
- Step VII: Finalize the district plan based upon stakeholder comments.
- Step VIII: Approval of the Plan.
- Step IX: Publish and disseminate the district plan to all relevant stakeholders.
- Step X: Revision and updating of the Plan.

SESSION - 2
DEVELOPING A DRM PLAN AT VILLAGE, UC & DISTRICT LEVEL AND ITS LINKAGE WITH THE GOVERNMENT ANNUAL DEVELOPMENT PLAN

Learning objectives
- To explain the components of the DRM plan.
- Come up with a DRM plan at various levels.
- Discuss linkage of DRM to the Government annual development plan.

Key concepts
- The DRM planning process is based on the hazard, vulnerability and capacity assessment.
- The plan aims at sensitization of community about local collective efforts.
- The aim of the plan is to identify risk reduction measure to be taken and to define the roles and responsibilities of different stakeholders.

References
- Training Manual on "DRM Planning" developed by UNDP, Pakistan.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" developed by NDMA.
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.
- Training Manual on "Village Disaster Management Plan" developed by NIDM, India.

DEVELOPING A DRM PLAN AT VILLAGE, UC & DISTRICT LEVEL AND ITS LINKAGE WITH THE GOVERNMENT ANNUAL DEVELOPMENT PLAN

Things to Remember

- Emphasize that the plan should be SMAT i.e. specific, measureable, achievable and time bound. In participatory planning, the "A" in SMAT can also mean acceptable to all concerned and are are livable documents.
- Encourage participants to think various do able risk assessment for hazards.
- This is the culmination or the application of all the theories they learnt during the past days.
- This is the moment of truth for all to put into action all the knowledge that they acquired in this training.

Outline - Village DRM Plan

- Title
- Table of Contents
- Introduction.
- Village profile.
- Hazard and vulnerability profile.
- Mitigation plan.
- Preparedness and response plan.
- VDPP map.
- Annex.

Outline - UC DRM Plan

- Title
- Table of Contents
- Introduction.
- UC profile.
- Hazard and vulnerability profile.
- Mitigation plan.
- Preparedness and response plan.
- UC map.
- Annex.

Outline – District DRM Plan

- Title
- Introduction
- Over View/Profile of the District (maximum two pages)
- Hazard Profile of District
- Capacity and Gap to Meet the Challenges
- Plans to Meet the Gap
- Roles and Responsibilities
- SOPs
- Conclusion
- Annexes
- Sources and Reference

Linkage with the Government Annual Development Plan

- District is the lowest level where the Government annual development plans are conceived and development funds are accordingly allocated. As per the procedure the projects are formulated by the District line department and presented in the DDWP, which has the power to approve the project up to rupees 40 millions. The projects require more funding are over and above the power of DDWP and sent to CDWP for approval and allocation of resources, which can approve the projects up to rupees 5000 million.

  Though most of the projects envisaged at district level are implemented in various UC and villages, however mitigation/development projects identified by the community and not included in the district plan can be conveyed to district authority by VDMC for inclusion. The inclusion of these projects however will depend upon the importance/priority at district level and availability of funds.

SESSION - 3
COMMUNITY BASED MITIGATION MEASURES AND RESOURCES MOBILIZATION

Learning objectives

- To explain the purpose and procedure of mitigation plan.
- Enumerate the mitigation measures which can be adopted at community level.
- Discuss modalities for mobilization of resources to undertake mitigation measures.

Key concepts

- Community must identify probable hazards to reducing the impact of these through mitigation measures.
- Mitigation measures for risk reduction refer to solutions, strategies and activities to reduce people's vulnerability and strengthen capacities.
- Mitigation measures are taken in advance of a disaster aimed at reducing its impact on society and the environment.
- To undertake/sustain the community level mitigation, availability of funds to community members and community groups is essential.

References

- Training Manual on "DRM Planning" developed by UNDP, Pakistan.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" developed by NDMA.
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.
- Training Manual on "Village Disaster Management Plan" developed by NIDM, India.

Mitigation Planning

- **Purpose**. Mitigation activities aim to reduce the loss of life, injuries and damage to property and environment from disasters in the longer term. The individuals, households and community groups have an important role in mitigation.

- **How to Plan**. Based upon the vulnerability of the community towards a specific hazard or more than one hazard. Community must identify probable hazards in addition to identifying methods of reducing the impact of these hazards. Local community capacities and available resources must also be considered in order to effectively mitigate impending disasters

- Mitigation measures could be structural or nonstructural in nature. However, the communities may not have necessary technical expertise to undertake such activities. Similarly, they may lack other essential services; e.g. information, funds. Therefore, the role of local authorities in promoting community based disaster mitigation is very important.

Risk Reduction Measures at Community Level

- **Flood Mitigation**. Communities living in flood prone and riverine areas can reduce the loss of life and property by the following measures: -
  - Construction of flood resistant design and materials for making of house.
  - Plantation of appropriate trees around houses and in common areas to prevent erosion.
  - Stop cutting trees. Instead, plant trees.
  - Grow crops that can withstand flood or would suffer less damage.
  - Build an evacuation center for the community.
  - Construct a place of evacuation of animals.
  - Clearing and desilting of drainage channels.
  - Repair of embankments, pile sandbags and stockpile needed material.

- **Cyclone Mitigation**
  - Cyclone resistant shelter.
  - Check the house for weak points and make any necessary repairs.
  - Clear trees and branches that overhang the house and any dead trees from around the house.
  - Relocation/resettlement of cyclone prone communities.
  - Mangrove plantation and rehabilitation.
  - Sand dune preservation.

- **Earthquake Mitigation**
  - Detailed survey of buildings for assessment of damage and repair/reconstruction and seismic strengthening or demolition.
  - Ensuring that the new buildings which are being constructed are earthquake resistant.
  - Training the local masons for constructing earthquake resistant structures.
  - Inculcate basic know-how amongst school kids on earthquake dos and don'ts along with safety drills.
  - Fix all objects that can fall and cause injury or block exits during an earthquake in every household.
  - Know the safe spots in each room.
  - Practice DROP, COVER, and HOLD in each safe spot. Drop under a sturdy desk or table, hold on to its leg, and protect your eyes by pressing your face against your arms.

- **Landslide Mitigation**
  - Protect the slopes. Prevent people from excavating, removing materials or cutting trees.
  - Tree plantation to prevent soil erosion.
  - Avoid building houses at the base of slopes prone to landslides.
  - Do not obstruct natural streams or drainage paths during construction.
  - When constructing on a slope, use a design that suits the natural slope.

- **Drought Mitigation**
  - Drought monitoring with assistance of local authorities.
  - Water supply augmentation and conservation through rainwater harvesting.
  - Expansion of irrigation facilities.

- Livelihood activities which are least affected by the drought.
- Training & Capacity Building of the community can be a general mitigation measure for all kinds of hazards. It is one of the most crucial aspect of a community based Preparedness program; the better training imparted, more successful is the program. While sensitization of the entire community is needed, specialized and focused training is required for members of the VDMC and the various DM teams.

Resources Mobilization

- In order to undertake/sustain community level disaster reduction activities, the development of a continuous source of funds is very important. This will enable the community to implement DRR and preparedness activities, which are identified by the community.
- **Sources of Resources Mobilization**
  - Resources mobilization for mitigation measures can be through following means: -
    - **Project Formulation for Donor Intervention**. The mitigation project can be prepared by village committee for intervention through donors/UN agencies. However, for this purpose, project formulation and report writing training has to be imported to the VDMC.
    - **Community Disaster Fund**. Village disaster fund can be establishment and run by the village committee. Function of the fund can be streamlined by put in place comprehensive SOPs. Following could be the sources for creation of fund: -
      - Seed money from the municipal or district authority.
      - Following could be other sources for the establishment community disaster fund: -
        - Government department especially social welfare department.
        - DM authorities.
        - Donations from private sector organizations and agencies.
        - NGOs/INGOs.
        - Contributions from the village.

SESSION - 4

COMMUNITY BASED MULTI-HAZARD EARLY WARNING AND DISSEMINATION MECHANISMS

Learning objectives

- Understand the importance of early warning system.
- To explain the dissemination mechanisms.

Key concepts

- Early warning is the mean of transmitting the message about any imminent danger.
- An effective early warning is necessarily hazard and audience specific.
- For the purpose of dissemination of early warning all possible means should be utilized according to specific audience.

References

- Practitioner's handbook on "Establishing Community Based Early Warning System" developed by Mercy Corps, Nepal.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' workbook on "CBDRM" Developed by NDMA.
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.

COMMUNITY BASED MULTI-HAZARD EARLY WARNING AND DISSIMINATION MECHANISMS

What is Early Warning. The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.

Why do we give Warning

- To inform community about hazards, elements at risk (who and what might be affected) and what is the risks.
- To advise on means of protection and preparedness; e.g. preventive evacuation, sandbagging to reinforce the flood dike, or fire suppression etc.
- To instruct community who will do what to deal with the impending hazard.

Ways/Form of Warning.   Different ways of giving warning and/or receiving warning include: -

- Village/community meetings.
- Notices/posters/billboards.
- Verbal or pictorial messages.
- Cartoon series/mascots.
- Other indigenous forms and channels.
- Radio/television/newspaper.
- Films.
- Announcements.
- Sirens.

Things to Consider when giving Warning/Dissemination

- Inform the people of the different phases of warning and their meaning.
- Inform or update the evacuees/community of the forecast and the warning using symbols or sounds that everybody can understand.
    - If symbols are to be used, these can be painted or mounted in plywood or boards that can be read or seen even from afar.
    - Make sure to change the symbol or sound when a change in the warning or forecast is made by warning agencies or by the community monitoring team.
- "Information Boards" can be placed in strategic or conspicuous areas/places like: -
    - Mosques, schools or government buildings, mountains or high places.
    - Stores/transportation facilities.
    - Other places where people frequently pass or gather.
- Organize a committee on information. The task of this committee will be to monitor and prepare all paraphernalia for the dissemination of information regarding the warning/forecast or the monitoring of all hazards (natural or Human-made).
- The flow of information from the "field" until it is processed and packaged for information dissemination to the community should be clear.
- Identify roles and responsibilities: -
    - For any one element, an organization or an individual must be able to determine that it has:
        - Primary role - responsibility for initiating and maintaining action.
        - Secondary role - responsibility for undertaking risks in support organization.
        - Or individual with a primary role, or no role at all.
    - Following two methods of describing these roles and responsibilities can be used by the information committee: -
        - List organizations involved and describe their roles for each hazard.
        - List hazards and identify the lead/support organizations for each hazard.
    - The description of roles and responsibilities by organization is useful for each team leader, coordinator, organizations involved to review their (individually and) organizations overall involvement.
- The warning should be: -
    - Area specific and people specific.
    - Hazard specific.
    - Based on the HCVA.
    - Able to give advice on what to do.
    - Able to inform community of the possible effects/risks that may cause them if they don't follow or do what is advised.

- Community should know the meanings of actions to be taken (What ready, get set and go mean). Or recommended action should be specific like: pack-up things, proceed to pick up point or proceed to evacuation site
- Warning is given in simple form and in the local dialect.

SESSION - 5
<u>MAINSTREAMING DRR INTO DEVELOPMENT PROCESS</u>

Learning objectives

- To explain the purpose of DRR mainstreaming and responsibilities to undertake mainstreaming.
- To understand barriers to mainstreaming and steps involved.
- To illustrate relation between disaster and development.

Key concepts

- Need to mainstream DRR into development was emphasize in HFA / SFDRR adopted by the signatory's states.
- The purpose of mainstreaming DRR into development programmes and projects aims at reducing potential disaster risks and to resist hazard impact.
- The primary responsibility of mainstreaming DRR for all aspects of DM rests with the government.
- Disasters can setback development; development can increase and reduce vulnerability. However, disaster does provide development opportunities.

References

- Training Manual on "DRR Mainstreaming into Development Process" developed by UNDP, Pakistan.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- National guidelines on "DRR Mainstreaming", developed by NDMA.

Mainstreaming DRR - Overview

- Since late 1990s, there has been increasing recognition of the need to 'mainstream' DRR into development. The rising interest in mainstreaming disaster risks has also been fueled by a gradual upward rise in reported disaster losses. Between the 1950s and 1990s, the reported global cost of disasters increased 15-fold in real terms while numbers affected rose from 1.6 billion over the period 1984-1993 to almost 2.6 billion during the subsequent decade.
- The need to mainstream DRR into development was formalized in January 2005 when the HFA was adopted by the signatory's states. Mainstreaming is an ongoing process not a one-off technical activity. Successful mainstreaming requires more than just developing appropriate approaches and tools. A change in organizational culture is required to ensure integration at all levels of the organization and across all programmes. Political commitment and motivation, including financial support, can contribute to strengthening the organizational culture.

Mainstreaming Purposes

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

Responsibility - Mainstreaming DRR

- The primary responsibility for all aspects of DM rests with the government. This includes planning and implementing long-term risk reduction and preparedness measures.
- Risk reduction initiatives must be multi-disciplinary partnerships involving a range of stakeholders. Such partnerships should be vertical (between national and local actors) and horizontal (between government, the private sector and civil society).

Barriers to Mainstreaming DRR

- Following are some of the main barriers to mainstreaming: -
    - Lack of awareness.
    - Cross cutting issues.
    - Lack of coordination.
    - Lack of resources.
    - Political commitment.

Steps to Successful mainstreaming

- The development of practical guidelines on the integration of disaster risk concerns within development sector programming, project design and evaluation represents only one strand in a series of steps required to ensure successful mainstreaming in hazard-prone areas. These are summarized as under: -
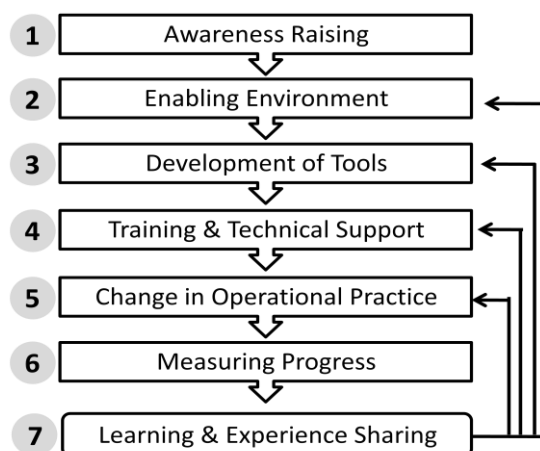
Source: UNDRR's guidance note on "Tools for Mainstreaming DRR"

- **Step 1 - Awareness Rising**.   For appreciation and understanding of the relevance of DRR to sustainable development, awareness is critical, on the part of both governments and development organizations. Most fundamentally of all, governments need to accept greater accountability for hazard-related human, physical and economic losses. Governments need to assume greater responsibility for their countries' and peoples' vulnerability and to actively seek to reduce risk.
- **Step 2 - Enabling Environment**. Appropriate organization policies, strategies and institutional capacities need to be built rather than relying on humanitarian partners. It is essential that governments themselves prioritize risk reduction as a critical development challenge in high-risk areas.
- **Step 3 - Development of Tools**. Programming, appraisal and evaluation tools are required to investigate sectors and individual projects at risk from natural hazards, provide detailed information on the nature and level of risk and ensure that appropriate risk reduction measures are taken.
- **Step 4 - Training and Technical Support**.   Government needs to provide appropriate internal training and technical support to support the integration of disaster risk concerns into development.
- **Step 5 - Change in Operational Practice**
  - Early Assessment.
  - Adequate Supporting Information.
  - Cost Minimization.
  - Treatment of low-probability, high-impact risks.
  - Transparent, inclusive and accountable consultation.
  - Adequate upkeep and maintenance of development investments.
- **Step 6 - Measuring Progress**.   Internationally agreed targets for disaster reduction should be established, providing a focus for the government against which progress in mainstreaming can be measured.
- **Step 7 - Learning and Experience Sharing**.   The government, together with other stakeholders, should make a concerted effort to monitor, share and learn from its experience in mainstreaming disaster risk reduction into development.

Disaster & Development

- Disasters can setback development because of the following reasons: -
  - Diversion of resources to response, rehabilitation and reconstruction activities.
  - Postponement or cancellation of development programs due to lack of available funding.
  - Loss of resources, infrastructure, agriculture and livestock.
  - Negative impact on general investment climate in the country.
  - Disruption in non-formal sector.
  - Political destabilization in case of a major disaster and poor post-disaster response.
- Development can increase vulnerability in following scenarios: -
  - Development projects planned in hazard prone areas increase disasters.
  - Massive unplanned urban development increase vulnerability.
  - Under-provision of basic services makes communities more vulnerable to all hazards.
  - Environmental degradation as a result of development increase vulnerability.
- Development can reduce vulnerability in following ways: -
  - Structural measures undertaken reduce vulnerabilities.
  - Flood control measures can reduce possibility of flooding.
  - Land use planning can reduce the risk.
  - Agricultural and forestry programs can reduce erosion and change of cropping patterns reduces effects of droughts.
- Disasters can provide development opportunities.
  - Implementation of DRR strategies during the reconstruction and recovery phase.
  - Adaptation of build back better strategy.
  - Introduction of mitigation measures increase a country's capacity to cope with disasters.

Checklist for Mainstreaming DRR into Development

- In order to mainstream DRR into government development plans and project, a DRR checklist was prepared by NDMA in consolation with all relevant stakeholders. The list has been handed over to Planning Commission of Pakistan and provincial P&D Departments for reviewing all development projects being undertaken at federal and provincial level.

MODULE - 4
COMMUNITY BASED DISASTER RESPONSE

Modular Objectives

It is expected that at the end of module, the participants should be able to understand: -

- To explain the purpose and objectives of preparedness plan, list out the DMTs and their responsibilities in pre disaster phase and identify awareness activities at community level.

- To highlight the need and importance of DMTs and list out their responsibilities during and post disaster phase.

- To discuss the concept of M&E.

- To highlight the process involved in evacuation planning and execution.

Sessions

- **Session - 1.**   Community based preparedness plan.

- **Session - 2**.   Community based disaster response and M&E.

- **Session - 3**.   Evacuation and roles and responsibilities of various groups.

SESSION - 1
COMMUNITY BASED PREPAREDNESS PLAN

Learning objectives

- To explain the purpose and objectives of preparedness plan.
- List out the DMTs and their responsibilities in pre disaster phase.
- Identify community awareness activities to reduce disaster risks in the community.

Key concepts

- Preparedness planning is the formation of a community disaster response organization and the formulation of a community DRM plan.
- The preparedness plan defines the roles of various DMTs for pre disaster phase.
- Community awareness is a process by which vulnerable populations understand the nature of hazards and their potential for causing disasters.

References

- Training Manual on "DRM Planning" developed by UNDP, Pakistan.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
- Citizenry-based Development Oriented Disaster Management in the Philippines, Manila.
- Participants' Workbook on "CBDRM" Developed by NDMA.
- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.
- Training Manual on "Village Disaster Management Plan" developed by NIDM, India.

What is Preparedness

- Disaster preparedness refers to measures that ensure the ability of at-risk communities to forecast and take precautionary actions before a potential threat.
- Essential strategy in preparedness planning is the formation of a community disaster response organization and the formulation of a community DRM plan. Activities and measures in disaster preparedness include community awareness, community warning system, evacuation plan, securing of resources, evacuation drills and training of community leaders and members.

Objectives of Preparedness Plan

- Increasing the efficiency and effectiveness of emergency response mechanisms at the community.
- Strengthening community-based disaster preparedness.
- Developing activities that are useful both for addressing components for emergency situations and components for DRR in the longer term.

As most of the activities part of preparedness plan has been covered in earlier session and some will be discussed in succeeding sessions, therefore in this session, formulation of teams & their roles and community awareness will be covered.

DMT - Pre Disaster Phase

- **Warning Team**.   The warning team should include youth of the village, both men and women, who should be trained to understand radio meteorological warnings and act fast to spread the warning throughout the village in an effective manner. They would perform the following functions in pre disaster phase: -
  - Monitoring of weather forecasts through radio bulletins and television without fail.
  - Workout and arrange transport and communication aids (cycles, motorbikes, carts etc) needed to pass on the warnings to the entire village.
  - Update the contact details of the local office and ensure the working of telephonic lines.
- **Shelter Team**.   The members of this team should include both men and women who will perform the following function in pre disaster phase: -
  - Shelters and safe houses have been identified and checked and necessary repairs have been made.
  - Food, water, utensils, medicines, milk powder, candles, matchboxes, kerosene etc for usage for at least one week are stocked in sufficient quantities.
  - Health and sanitation facilities are usable and properly placed. Separate and private enclosure for women is a must in each shelter.
  - Stockpile precooked food or dry food during the period evacuees might have to stay in the shelter.
- **Evacuation and Response Team**.   The evacuation and response team should include both men and women. They would be performing the following functions in pre disaster phase: -
  - Keeping information about the more vulnerable group and the area in which they work and live. Update the information every year.
  - Identify safe routes to reach the vulnerable population and plan their evacuation.
  - Keeping transportation ready for use to evacuate people.
  - Identify highlands for evacuating cattle and livestock which had enough fodder for about a week.
  - Carry out a mock drill for evacuation to get a fair idea of the kind of problems that need to be tackled at such times.
- **First Aid Team**.   The first aid team would perform the following functions in order to prepare for a disaster: -
  - Maintaining a list of pregnant women, infants, physically and mentally challenged and ensuring their medical needs.
  - Keeping a first aid box with all essential medicines.
  - Distributing basic medicines and demonstrating their use, to families in advance.
  - Keeping stretchers ready to bring injured people.
- **Sanitation Team**.   The sanitation team would perform the following functions to ensure preparedness for a disaster: -
  - Ensuring water sources in the village are protected from flood waters.

- Stocking sufficient bleaching powder and lime powder bags for purification purposes.
- Procuring water testing kits from the respective government department.
- Ensuring cleaning of village drains and its maintenance.
- **Relief Team**.   The members of this team should carry out the following activities before a disaster strikes: -
  - Mobilizing stocks from the government and other sources like water pouches, baby food, food grains, dry rations, medicines, torches, lamps, kerosene, solar cooker, firewood etc for shelters in advance.
  - Stocking temporary building material like bamboo, rope, tarpaulin, asbestos sheets and other material.
  - Stocking food and medicine for animals.
  - Interacting with other teams and assisting in getting their supplies.
  - Deciding on the quantity of relief material to be allocated to each shelter according to the number of families the shelter caters to.

Community Awareness

- Community awareness is a process by which vulnerable populations understand the nature of hazards and their potential for causing disasters. It also refers to a process wherein people living in hazard-prone areas understand that they live in areas of risk; know the specific dangers that they are exposed to and the warnings that are issued; know the appropriate actions to be taken to protect their lives and minimize property damage.
- **Aim of Community Awareness**.   To promote an informed, alert and self-reliant community, capable of playing its full part in support of and in co-operation with government officials and others responsible for disaster risk management activities. It further aims to increase the knowledge of the community about the nature of hazards and its consequences; and on practical preparedness measures; inform the community about the warning system that will be employed and what they should do when they receive it; increase knowledge on how to respond to an emergency situation and mobilize support for disaster risk management plans or response activities.
- **Elements of Community Awareness**
  - The message
  - The means (posters, radio, calendars)
  - The audience
  - The intended result
- **Features of an Affective Public Awareness Programme**
  - **Ongoing Process**.   Community awareness is an on-going process, not simply a set of products such as posters, brochures, etc.
  - **Participatory**.   Target population is active participants in programme design and implementation phases, in partnership with individuals having the necessary technical skills.
  - **Community Specific**.   Culture and disaster history of the community should be considered.
  - **Hazard Specific**.An assessment of specific hazards is the essential basis for developing community awareness programme.
  - **Target Population Specific**.   Must be based on need of specific group for information essential for them.
  - Integral part of local warning and response system.
- **Channels/Means for Community Awareness**
  - Community meetings, house-to-house campaign.
  - Posters, poster making contest among school children.
  - Plays, drama/skits, songs.
  - Leaflets, brochures, comics, calendar, manuals, books.
  - Radio program, television features, films.
  - Earthquake safety day, disaster consciousness day/week/month.
  - Photo exhibit, forum, public speeches.
  - Disaster management orientation, disaster preparedness training.

SESSION - 2
COMMUNITY BASED DISASTER RESPONSE AND M&E

Learning objectives

- To discuss the concept of response and activities undertaken during response phase.
- To explain the constitution of DMTs and list out the DMTs and their responsibilities in disaster and post disaster phase.
- To highlight the concept of M&E.

Key concepts

- Response management is the process of dealing with the problems which arise when an emergency event impacts. Through response management the community can identify the problems occurring, solutions to identified problems, implement of solutions and monitor and review the situation and the actions being taken.
- The community response mechanism defines constitution of DMTs and the roles of various teams for disaster and post disaster phase.
- Monitoring is the overseeing by stakeholders and management of the implementation of an activity to ensure that input deliveries, work schedules, targets outputs and other required actions are progressing according the plan.
- Evaluation is as an activity whereby the results of a project are analyzed to estimate the achievement of project objectives.

References

- Training Manual on "DRM Planning" developed by UNDP, Pakistan.
- Handouts on "Training of Trainers in CBDRM", Thaubang District, Myanmar December 16-21, 2004. Conducted by Center for Disaster Preparedness, Inc.
- ADPC, CBDRM-11 Course Materials, 2003.
- Abarquez, Imelda and Zubair Murshed, CBDRM: Field Practitioners' Handbook, ADPC, 2005.
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- CBDRM Guidelines developed by Masyarakat Penanggulangan Bencana Indonesia.

COMMUNITY BASED DISASTER RESPONSE AND M&E

What is Response?

- Actions taken immediately following the impact of a disaster or emergency to manage the problems occurring.

Disaster Response

- The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

Response Management

- Response management is the process of dealing with the problems which arise when an emergency event impacts. Response management requires to: -
  - Identify the range of problems occurring.
  - Generate appropriate solutions to identified problems.
  - Implement agreed solutions.
  - Monitor and review the situation and the actions being taken.

Response Activities

- Warning.
- Search & rescue.
- Evacuation.
- Assess needs.
- Relief.
- Recovery.
- DNA.
- Rehabilitation and reconstruction.
- Media management during every activity.

Note: Firefighting and medical treatment would be undertaken during search & rescue and evacuation.

Disaster Response at Community Level

At community level most of the mentioned activities can be undertaken by the teams formulated from the community, however activities like need/damage assessment, recovery and rehabilitation/reconstruction will be undertaken by government/UN in which communities can be involved. In this session, formulation of teams for response management & their roles would be discussed.

Disaster Management Committee

- There is a strong need for setting up DMC in the village to carry out the following functions: -
  - To take village level decisions.
  - To coordinate the activities of the DMT.
  - To account for and to maintain the inventory of community based disaster preparedness materials.
  - To able to ensure a continuous monitoring of preparedness.
- The roles and responsibility of the Disaster Management committee are as follows: -
  - Coordination with government authorities/departments.
  - Effective coordination with DMTs.
  - Details of rescue material and their periodic checking, maintenance and replacement.
  - Register of usage of shelters, details of persons or groups using that infrastructure.
  - Register of community based disaster preparedness activities, training and drills'
  - Maintain village disaster fund if established.

DMT for Response Management

- **Warning Team**. Young groups of the village will be trained to understand radio meteorological warnings and act fast to spread the warning throughout the village in an effective manner.
  - **During Disaster**
    - Cross checking of the warnings received on the radio with the nearest control room.
    - Dissemination of warning throughout the village, especially to those households that have been identified as the most vulnerable by red flag.

- **Post Disaster**
  - Monitoring the disaster and confirm from the government office that the disaster has passed.
  - Dissemination of precautionary information on post disaster health hazards and remedies.
  - Coordination with other groups like the shelter team and the evacuation team.
- **Search, Rescue and Evacuation Team**. The members of this team should include physically strong men and women in the age group of 18-35 years. Inclusion of civil defense personnel would be useful if available in the village. The search, rescue and evacuation team can coordinate with the government to avail various services.
  - **During Disaster**
    - Locate and picking up the vulnerable community from in case of flood or a cyclone.
    - Directing the rescue community to the shelters.
    - Securing rescue boats and rescue kits.
    - Evacuating cattle and livestock.
  - **Post Disaster**
    - Village inspection and rescuing stranded and injured people.
    - Maintaining a "missing persons" register and updating it after each rescue trip and assisting government in enumeration of damaged property.
    - Transporting doctors, volunteers and other relief materials.
- **First Aid Team**. The team should include both men and women members of the community. The members with some knowledge of nursing and other government functionaries in the village like paramedics, nurse, lady health worker and midwife etc should be included in this team.
  - **During Disaster**
    - Moving medicine stocks and first aid kits to the shelters or safe places.
    - Looking after the medical needs of the evacuees.
    - The team must be indoors when the disaster strikes and also ensure that no one leaves the shelter during the disaster like cyclone/flood on any pretext.
  - **Post Disaster**
    - Attending to injuries of the rescued people.
    - Informing the relief group about medical supplies which are running low.
    - Helping doctors and paramedics shift the sick and the injured to hospitals.
    - Isolating cases with infectious diseases to avoid spreading after giving due primary care.
    - Providing preventive medication if there is a danger of epidemic outbreak.
- **Shelter Team**. The members of this team can include both men and women. The team will be at the shelters and safe houses, looking after the evacuee's food, water, sanitation and medical needs. The team can also coordinate with the government authorities to ensure that health and nutrition facilities are available for the more vulnerable group like women, children, aged and those dependent on critical facilities.
  - **During Disaster**
    - Stocks of food, drinking water, utensil and medicines are to be transferred to the affected place.
    - Arrangement of sufficient space to house the evacuee family.
    - Strict hygiene conditions should be maintained in the shelter camps.
    - Special care provisions should be given to the more vulnerable group.
    - Team to ensure that evacuees remain indoors and no one leaves the shelter during the disaster.
  - **Post Disaster**
    - Replenish stocks of food and fuel wood from the government stores or village stock.
    - Help authorities to register the names of new evacuees and provide identification slips when they arrive at the shelter.
    - Shelter sites can act as centers for relief distribution so that supplies are not looted or hoarded by unscrupulous people and the materials can be given against identification slips.
    - Environment of the shelter should be kept clean and disinfected throughout the stay and before leaving.
    - Coordinate with other teams for necessary intervention.

- **Relief Team**.　　　The members of the team include both men and women. They collect relief materials and coordinate all relief requirements of other teams. The women members should be asked to inquire about the specific needs of the affected women. The members should also keep a track of all government provisions related to relief works.
    - **During Disaster**
        - Moving relief supplies to the respective shelters.
        - Monitoring the stocks and make a list of things to be replenished.
        - Coordinate between relief supplies from the government sector and the NGO's.
        - Conduct a needs assessment and ask the NGO sector to pitch in with the requirements of the affected community.
    - **Post Disaster**
        - Receiving and distributing stocks of relief material.
        - Replenishing the stock which is running low.
        - Monitoring and distributing relief from all sources.
- **Sanitation Team**.　　Both men and women may look after the sanitation responsibilities at the shelters as well as outdoors.
    - **During Disaster**
        - Ensuring evacuees maintain sanitary habits in the shelters.
        - The sanitation needs of women are taken care of in the shelter especially pregnant, lactating and menstruating women.
    - **Post Disaster**
        - Spray bleaching powder in coordination with government authorities and other disinfectants in the village to prevent the spread of infectious disease.
        - Ensuring trenches and lavatories are cleaned and disinfected.
        - Ensuring that the evacuees use the sanitation facilities properly.
        - Informing the affected community about purifying water before drinking to prevent stomach infections.
- Some of the common activities which all DMTs should be carrying out in a post disaster scenario are as follows**: -**
    - Liasoning between the affected community and government as well as non-government organizations.
    - Generating awareness amongst the affected community about the initiatives being undertaken by the government machinery for responding to the disaster.

M & E

- M&E are important to guide the local authorities and the communities about the successful implementation of a project or activity. Local authorities and the community members jointly can agree on the purpose and methodology for the monitoring of their activities. It is important that representatives of the local authorities, community and any other local organizations e.g. NGOs participate in the process.
- **Monitoring**.　　　Monitoring is the review and overseeing by stakeholders and management of the implementation of an activity to ensure that input deliveries, work schedules, targets and outputs are achieved according to the plan.
    - **Purpose**
        - Get timely, accurate and complete information on project effectiveness.
        - Learn whether the activities are implemented on time, and in the right manner as planned.
    - **Methods**.　　　In the implementation of a project monitoring can be done for the following aspects: -
        - **Process Monitoring**.　　　This involves overseeing whether the activities are implemented on time with the essential inputs, as planned. In case the implementation is behind the schedule, the local authorities and the community members can take various actions to rectify this situation.
        - **Effect and Change Monitoring**.　　In effect monitoring the local authorities and the communities will review whether the activity is making a positive impact upon the target beneficiaries or not. They will also monitor any negative impacts of the project on either the target beneficiaries or any other groups in the community. In case all target beneficiaries are not able to benefit from the project

activity, the local authorities and community members can analyze the reasons and identify strategies on how it benefits everybody. If some groups are negatively affected by the project activities, the local authorities and the community members will need to make appropriate changes to stop the negative effects.

- **Means**. Monitoring can be done through various means, as following: -
  - Review meetings between the project staff and the project management.
  - Visits to the project site by the local authorities and the community members.
  - Progress reports on the implementation of the activities.
  - Survey with project beneficiaries to assess their opinions about the success and effects the project.
- **Evaluation**. Evaluation will help the local authorities and the community members to assess the achievements, results and effects of project or activity. Evaluation is usually done after the completion of an activity or project. However, evaluations can also be done during the implementation itself. On the basis of evaluation and analysis the local authorities and the communities can identify lessons to improve their future activities.
  - **Focus of Evaluation**.   In order to conduct a good evaluation, it is important to focus on the following: -
    - Clearly defined purpose of the evaluation.
    - Areas of focus of the evaluation.
    - Participation of multiple stakeholders in evaluation process; e.g. local authorities, community groups, project beneficiaries, other local organizations and NGOs etc.
    - Commonly agreed methodology for evaluation.
  - **Process**.   The evaluation process involves following aspects: -
    - Review the project proposal and project progress reports.
    - Consult with project staff.
    - Consult with project beneficiaries.
    - Consult with other social groups, which may have been positively or negatively affected by the project activities.
    - Consult with other key stakeholders; e.g. mass organizations.
    - On-site assessment of the project activities; e.g. infrastructure.
  - **Conduct**.   Evaluation can be conducted by an independent team of experts who don't belong to the implementing organization or the beneficiary community to get an independent opinion about the impact of their project. However, in other cases evaluations are conducted by mix teams comprised upon external experts and project stakeholders.

SESSION - 3
EVACUATION AND ROLES AND RESPONSIBILITIES OF VARIOUS GROUPS

Learning objectives

- To discuss the concept of evacuation before or during disaster.
- To explain the process involved in evacuation planning.
- To highlight the role and responsibility of evacuation committee and functioning of evacuation center.

Key concepts

- The evacuation is an organized movement of people from an area of risk to a safer location in the wake of looming disaster.
- Preparation for evacuation and final evacuation will be based on the early warning which is primary responsibility of the government. Role of evacuation committees is vital in a disaster scenario and they have specific functions to perform pre, during and post evacuation.
- Evacuation center must be established for monitoring the evacuation process. The safe evacuation routes should be identified and mapped by the community to ensure minimum exposure to the hazard and other obstacles during evacuation.

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EVACUATION AND ROLES AND RESPONSIBILITIES OF VARIOUS GROUPS

Evacuation

- In order to minimize the human losses, people are evacuated from the area in the wake of looming disaster. At community level evacuation plan can be prepared on the basis of risk assessment, conducted by the community. Preparation for evacuation and final evacuation will be based on the early warning which is primary responsibility of the government.

What is Evacuation?

- The evacuation is an organized movement of people from an area of risk to a safer location.

Reason of Evacuate.   Evacuation is required in following situations: -

- Floods or cyclones.
- Urban or forest fire.
- Massive earthquake.
- Complex emergency.

Phases/Stages of Evacuation

- Warning.
- Evacuation instruction.
- Evacuation and evacuation center management.
- Return to former or new place and rehabilitation.

Evacuation Planning.   Following factors should be kept in mind while preparing an evacuation plan. Evacuation committee formulated for the purpose should coordinate with local authority for safe evacuation of community members: -

- Determine the population for need to be evacuated.
- Identify a safe place for evacuation.
- Identify shortest and safest route including alternative route.
- Safe assembly area or areas for assembling the community before evacuation.
- Forming groups of people to be transported out of the endangered area.
- Means and procedures of transportation of valuables and cattle etc.
- Identifying critical items, like medicine, edibles and water, to be taken along during evacuation.
- Necessary documents, like ID cards, educational certificates and property ownership documents, to be identified for taking along duration evacuation.

Evacuation Committees and its Responsibilities.   Role of evacuation committees is vital in a disaster scenario and they have specific functions to perform pre, during and post evacuation which are as follows: -

- **Pre Evacuation**
  - Prepare evacuation plan including warning system in consultation with warning team.
  - Training and education of community members.
  - Identify and prepare logistical needs for evacuation.
  - Networking, coordination and resource generation for the purpose of evacuation with the government DM authorities to make the best use of their resources and facilities.
- **During Evacuation**
  - Passing on evacuation instructions.
  - Finalizing evacuation arrangements including transportation, guiding to identify evacuation routes and taking special care of vulnerable groups.
  - Ensuring orderly evacuation.
  - Act as marshals/guides during evacuation.
- **In Evacuation Center**
  - Coordinate with health, food, sanitation, security, information committee.
  - Manage relief operations while in evacuation center.
  - Networking, public information, advocacy, resource generation.
- **Post Evacuation**
  - Ascertained through credible sources that situation is perfectly normal.
  - Area must be assessed for safety before entering buildings and locality.

Management of Evacuation Center. Evacuation center must be established for monitoring the evacuation process. Functions of these centers are: -

- **During Evacuation**
  - Registration and monitoring of evacuees.
  - Space assignments to evacuees.
  - Maintain order (people, health, sanitation, garbage disposal, etc.).
  - Coordination delivery of services (relief, medical mission, etc.)
  - Provision of information.
  - Networking and resource generation.
- **After Evacuation**
  - Ensure that return is safe or find alternative place.
  - Repair damages in community.
  - Clean evacuation site.
  - Return to community.
  - If this is not possible, networking, negotiation, advocacy will be necessary to find alternative.
- **Identifying Safe Evacuation Routes**.The safe evacuation routes can be identified and also be mapped by the community. Some of the things that can be kept in mind while identifying safe evacuation routes for the vulnerable community are as follows: -
  - Select evacuation route that minimize the exposure to the hazard and other obstacles.
  - The evacuation route should lead to a safe area for assembly of people.
  - Since, loss of electric power, poles, towers, fire breakout etc. may affect the safe route so alternative routes should also be mapped and highlighted in the village mapping process so that the entire community is aware of it.
  - Route should be direct.
  - Evacuation route should be easily accessible to even the more vulnerable group like women, children aged and people with critical disabilities.
  - A sign board highlighting the safe evacuation routes should be put so that people can easily spot such routes.
  - The evacuation routes should be reviewed and monitored regularly. In case of issues adjustments have to made and the communicated to the village populace at the earliest.

MODULE - 5
COMMUNICATION AND FACILITATION SKILLS

The module consists of one session that explains the communication and facilitation skills for the facilitator.

Learning objectives

- To explain and improve communication and facilitation skills of participations to have better impact of future trainings.

Key concepts

- Effective communication takes place; when the sender of a message succeeds in making the receiver understand it in its original form.
- We spend 70% of our time on communication through listening, talking, reading and writing.
- Facilitation means process of helping participants to learn from an activity and reach a consensus
- Creating a positive learning environment and developing core competencies in process and content are keys to effective facilitation.

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COMMUNICATION AND FACILITATION SKILLS

What is a Communication

- Transfer of ideas, thoughts, and feelings from one person to another is called communication.
- Transfer of comprehension and meaning by a person to another by speaking, listening, writing and behavior & observations.
- Effective communication takes place; when the sender of a message succeeds in making the receiver understand it in its original form.

Facts about Communication

- Communication does not have an opposite. There is no way for a human being not to behave, and all behaviors have a communication value.
- Pure communication is impossible; a person cannot transfer 100% of what is in their mind.
- We communicate all the time.
- Everyone perceives differently.   Perception is unique to each person. It is based upon past experiences, culture, personality and the rest of what makes you a person. Differences in the way things are perceived can be tiny or may be gigantic. Each can lead to misunderstandings in communication.
- 70 % or all our communication efforts are misunderstood, misinterpreted, rejected, disliked, distorted, or not heard (in the same language, same culture).

Elements of Communication

- Communicator.
- Message.
- Channel.
- Encoding.
- Perception & Interpretation.
- Nonverbal Communications.

Types of Communication

- One Way Communication.
- Two-way Communication.
- Verbal Communication.
- Nonverbal Communication.
  - Expressions.
  - Expressive behaviors.
  - Body language.

Common Ways of Communication

- Spoken word.
- Written word.
- Visual images.
- Body language.
- We spend 70% of our time on communication through following means: -
  - Listening 45%
  - Talking 30%
  - Reading 16%
  - Writing 9%

How We Learn. Following is the % of aids how we remember: -

- 10% of what we read.
- 20% of what we hear
- 30% of what we see.
- 50% of what we see & hear.
- 80% of what we say.
- 90% of what we say as we act.

Communication Barriers

- Perceptions (selection, organization and interpretation of message).
- Filtering.
- Language.
- Information overload
- Muddled messages. Effective communication starts with a clear message. Contrast. These two messages: "Please be here about 7:00 tomorrow morning." "Please be here at 7:00 tomorrow morning." One word difference makes the first message muddled and the second message clear.
- Following are some of the factors to overcome communication barriers: -
  - Learn to use feedback well.
  - Be sensitive to receiver's point of view.
  - Listen to UNDERSTAND!

- Use direct, simple language, or at least use language appropriate to the receiver.
- Use proper channel(s). Learn to use channels well.
- Learn to use supportive communication, not defensive communication.

Techniques to Foster Communication. Following are the techniques to foster communication (both verbal and non-verbal): -

- Maintain eye contact.
- Nod your head.
- Keep an open body position.
- Repeat the last word or two of the prior speaker.
- Repeat a sentence or part of one.
- Take a suitable pause where needed.
- Make encouraging statements.

What is Facilitation
- The process of helping participants to learn from an activity and/or reach a consensus/create choices and/or to decide.

Facilitation Skills
- Questioning.
- Listening.
- Language & communication.
- Using feedback.
- Conflict handling.

Keys to Effective Facilitation
- Create a positive learning environment.
- Develop core competencies in process.
- Build around the adult learning model.
- Address different learning styles.
- Develop core competencies in content.

What is a facilitator?
- The literal meaning of facilitator is "one who makes things easy. A person who helps a group or team to achieve results in interactive events by using a range of skills and methods to bring the best out in people as they work together and focuses on the process of "how".

Role of Facilitator
- Cope with uncertainty.
- Be calm in times of emotion.
- Be understandable.
- Surface difficult issues and help others to do so.
- Empathize.
- Use power of credibility to help address issues.
- Support and counsel others.
- Mobilize energy.
- Take themselves less seriously.

Facilitation Dos and Don'ts
- **Dos**
    - Give chance to answer.
    - Rephrase & Repeat.
    - Ask for opinions on controversial statements.
    - Stick to the agreed process.
    - NEXT STEPS - every time.
    - Focus on Agenda.
    - Keep close to the participants.
- **Don'ts**
    - Ask several questions at once.
    - Assume you know what person means.
    - Take off the facilitator's hat without saying so.
    - Get bogged down in details - take off line.
    - Change the objectives – set up another meeting if necessary.
    - Assume everyone understands - ask them
    - Discount ideas

FUNCTIONS OF DISASTER MANAGEMENT COMMISSION, AUTHORITIES AND UNIT

NDMC

• Lay down policies on DM.
• Approve the National Plan.
• Approve plans prepared by the ministries or divisions of the federal government in accordance with the National Plan.
• Lay down guidelines to be followed by the federal government and provincial authorities; arrange for, and oversee, the provision of funds for the purpose of mitigation measures, preparedness and response.
• Provide such support to other countries affected by major disasters as the federal government may determine.
• Take such other measures for the prevention of disaster, or the mitigation thereof, or for preparedness and capacity building for dealing with disaster situations as it may consider necessary.

NDMA

• Act as the implementing, coordinating and monitoring body for DM.
• Prepare the National Plan to be approved by the National Commission.
• Implement, coordinate and monitor the implementation of the national policy.
• Lay down guidelines for preparing DM plans by different ministries or departments and the provincial authorities.
• Provide necessary technical assistance to the provincial governments and the provincial authorities for preparing their DM plans in accordance with the guidelines laid down by the National Commission.
• Coordinate response in the event of any threatening disaster situation or disaster.
• Lay down guidelines for, or give directions to the concerned ministries or provincial governments and the provincial authorities regarding measures to be taken by them in response to any threatening disaster situation or disaster.
• For any specific purpose or for general assistance, requisition the services of any person and such person shall be a co-opted member and exercise such power as conferred upon him by the Authority in writing.
• Promote general education and awareness in relation to DM.
• Perform such other functions as the National Commission may require.

PDMC/FDMC/SDMC/GBDMC

• Lay down the provincial/regional/state DM policy.
• Lay down the provincial/regional/state plan in accordance with the guidelines laid down by the National Commission.
• Approve the DM plans prepared by the departments of the provincial/regional/state government.
• Review the implementation of the plan.
• Oversee the provision of funds for mitigation and preparedness measures.
• Review the development plans of the different departments of the province/region/state and ensure that prevention and mitigation measures are integrated therein.
• Review the measures being taken for mitigation, capacity building and preparedness by the departments of the provincial/regional/state government and issue such guidelines or directions as may be necessary.

PDMA/FDMA/SDMA/GBDMA/ICTDMA

• Formulate the provincial/regional/state DM policy obtaining the approval of the Commission.
• Coordinate and monitor the implementation of the National Policy, National Plan and provincial/regional/state plan.
• Examine the vulnerability of different parts of the province/region/state to different disasters and specify prevention or mitigation measures.
• Lay down guidelines to be followed for preparation of DM plans by the departments and district authorities.
• Evaluate preparedness at all governmental and non-governmental levels to respond to disaster and to enhance preparedness.
• Coordinate response in the event of disaster.
• Give directions to any department or authority regarding actions to be taken in response to disaster.
• Promote general education, awareness and community training in this regard.

- Provide necessary technical assistance or give advice to district authorities and local authorities to enable them to carry out their functions effectively.
- Advise the provincial/regional/state government regarding all financial matters in relation to DM.
- Examine the construction in the area and if it is of the opinion that the standards laid down have not been followed, it may direct the owner and/or builder to make such changes or repairs as are necessary to bring the constructs into compliance with such standards.
- Ensure that communication systems are in order and DM drills are being carried out regularly.
- Perform such other functions as may be assigned to it by the National or provincial/regional/state Authority.

DDMA/DDMU

- Prepare a DM plan including district response plan for the district.
- Coordinate and monitor the implementation of the National Policy, Provincial Policy, National Plan, Provincial Plan and District Plan.
- Ensure that the areas in the district vulnerable to disasters are identified and measures for the prevention of disasters and the mitigation of their effects are undertaken by the departments of the government at the district level as well as by the local authorities.
- Ensure that the guidelines for prevention, mitigation, preparedness and response measures as laid down by the National and the provincial/regional/state Authorities are followed by all departments of the Government at the district level and the local authorities in the district.
- Give directions to different authorities at the district level and local authorities to take such other measures for the prevention or mitigation of disasters as may be necessary.
- Lay down guidelines for preparation of disaster management plans by the departments at the district level and local authorities in the district.
- Monitor the implementation of DM plans prepared by the departments at the district level.
- Lay down guidelines to be followed by the departments at the district level.
- Organize and coordinate specialized training programs for different levels of officers, employees and voluntary rescue workers in the district.
- Facilitate community training and awareness programs for prevention of disaster or mitigation with the support of local authorities, governmental and NGOs.
- Set up, maintain, review and upgrade the mechanisms for early warnings and dissemination of proper information to the public.
- Prepare, review and update district level response plans and guidelines.
- Coordinate with, and give guidelines to, local authorities in the district to ensure that pre-disaster, during disaster and post-DM activities are carried out promptly and effectively.
- Review development plans prepared by the departments of the government at the district level, statutory authorities or local authorities with a view to make necessary provisions therein for prevention or mitigation of disasters.
- Identify buildings and places that could, in the event of a disaster situation, be used as relief centers or camps and make arrangements for water supply and sanitation in such buildings or places.
- Establish stockpiles of relief and rescue materials and ensure preparedness to make such materials available on short notice.
- Provide information to the provincial/regional/state Authority relating to the different aspects of disaster management.
- Encourage the involvement of NGOs and voluntary social-welfare institutions working at the grassroots level in the district for disaster management.
- Ensure communication systems are in order and disaster management drills are carried out periodically.
- Perform such other functions as the provincial government or provincial authority may assign to it or deem necessary for disaster management in the district.
- For the purpose of assisting, protecting or providing relief to the community in response to any disaster, the District Authority may: -
  - Give directions for the release and use of resources available with any department of the government and the local authority in the district.
  - Control and restrict vehicular traffic to, from and within, the vulnerable or affected area.

- Control and/or restrict the entry of any person into and/or his movement within a disaster area.
- Remove debris, conduct searches and carry out rescue operations.
- Provide shelter, food, drinking water and essential provisions, healthcare and services.
- Establish emergency communication systems in the affected area.
- Make arrangements for the disposal of the unclaimed dead bodies.
- Direct any department of the government of the province, and/or any authority or body under that government at the district level to take such measures as are necessary in its opinion.
- Require experts and consultants in the relevant fields to advise and assist, as it may deem necessary.
- Procure exclusive or preferential use of amenities from any authority or person.
- Construct temporary bridges and/or other necessary structures and demolish structures that may be hazardous to the public or aggravate the effects of the disaster.
- Ensure that the NGOs carry out their activities in an equitable and non-discriminatory manner.
- Take such other steps as may be required or warranted to be taken in such a situation.

PARTICIPATORY ASSESSMENT TOOLS

Historical Profile
- **What**. By this method the risk assessment team can gather information about what happened in the past.
- **Why**
  - To get insight in past hazards changes in their nature, intensity and behavior.
  - Understand present situation in community (causal link between hazards and vulnerabilities).
  - To make people aware of changes.
- **When**. At initial phases.
- **How**
  - Plan a group discussion and ensure that key-informants are present. Invite as many people as possible, especially the young ones, for them to hear the history of their community.
  - Ask people if they can recall major events in the community, such as: -
    - Major hazards and their effects.
    - Changes in land use (crops, forest cover, etc.).
    - Changes in land tenure.
    - Changes in food security and nutrition.
    - Changes in administration and organization.
    - Major political events.
- Write the stories down on a blackboard or craft paper in chronological order.
- **Life Histories**. Another method is to ask individual informants to give a detailed account of their life or regarding a specific issue from a historical perspective.
- **History Tracing**. Ask individuals or groups to begin with current and past experiences. The purpose is to find reasons/causes which contributed to the occurrence of a certain experience.

| Year	Disaster/Event	Impact	Coping Mechanism
1985	Flood	2 people died	Temporary safety measures were taken
1988	Flood	17 animals died several houses damages.	community worked on self-help basis
1992	Flood	1 person died, several houses damages	community worked on self-help basis
2005	Earthquake	2 person died, 15 injured and about 39 houses damaged	Local people managed the situation of their own
2007	Road Accident	17 people died	community worked on self-help basis
2008	Fire	15 animals died, 3 houses totally destroyed	community worked on self-help basis

Hazard Ranking
- **What**. Method used for identification and prioritizing hazard that can harm community life and property.
- **Why**. To identify the most dangerous hazard through community participation for prioritizing the resources.
- **When**. In initial phase when you enter community, and during community risk assessment.
- **Who**. By community members.
- **How**
  - Prepare a list of natural and human induced hazard through community discussion.
  - Ask community member to prioritize the hazard in the category of high, moderate, low and very low.
  - Most dangerous hazard as per the community be discussed in length and its remedial measures be worked out for implementation.

Hazard	Impact indicator							Rank
	People's Lives			Properties		Infrastructure		
	Death	Injury	Sickness	Houses	Animals	Roads	Irrigation	
Flood	9	17	120	51	21	17	32	1
Earthquake	6	14	109	42	6	-	21	2
Road Accidents	5	13	-	-	3	-	-	3
Epidemics	1	-	75	-	2	-	-	4
Wind Storm	0	5	-	32	1	-	-	5

Hazard Mapping

- **What**. Is prepared to pinpoint areas in the community which are prone to or threatened by hazards making a spatial overview of the areas main features.
- **Why**. Map facilities communication and stimulate discussions on important issue in the community.
    - Spatial arrangement of houses, fields, roads, and other land uses
    - Hazard's map element at risk, safe areas.
    - Rescue map showing local capacities.
- **When**. In initial phase when you enter community, and during community risk assessment.
- **Who**. By community members.
- **How**
    - Decide what kind of map should be drawn.
    - Find men and women who know the area and are willing to share their experience.
    - Help the people get started but let them draw the map by themselves.
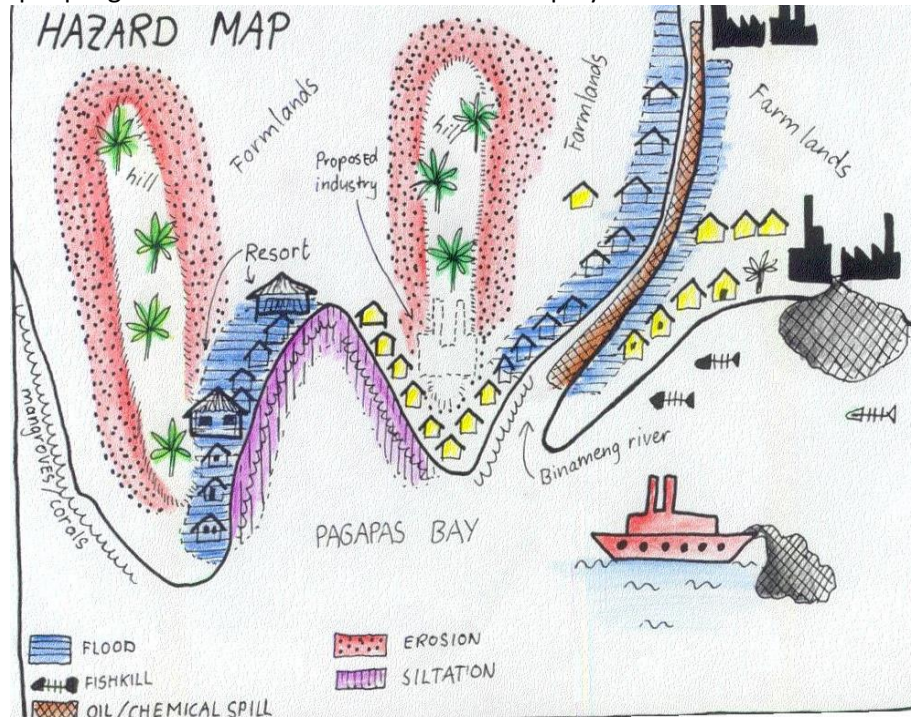
Transect Walk

- **What**. It is a systematic walk with key-informants through the community to explore spatial differences or land use zones by observing, asking, listening and producing a transect diagram.
- **Why**. It helps in visual observation about the physical environment and human activities over space and time.
    - Identifies danger zones, evacuation sites, local resources used during emergency periods, land use zones, etc.
    - Seeks problems and opportunities.
- **When**. In initial phase of rapport building and community risk assessment.
- **Who**. Team with six to ten community members representing the cross-section of the area.
- **How**
    - Based on map, select a transect line (can be more than one).
    - Select a group of 6 to 10 people who represent the cross-section, and explain purpose.
    - During walk, take time for brief and informal interviews at different places in the transect.
    - Focus on issues like land use, proneness to particular disasters, land tenure, and even changes in the environment to draw a historical transect.

Seasonal Calendar

- **What**. A calendar is made showing different events, experiences, activities, conditions throughout the annual cycle.

- **Why**
  - Identify periods of stress, hazards, diseases, hunger, debt, vulnerability, etc.
  - Identify what people do in these periods, how they diversify sources of livelihood, when do they have savings, when do they have time for community activities, what are their coping strategies.
  - Identify gender specific division of work, in times of disasters and in normal times.
- **Who**. Team and community members; have separate sessions for men and women.
- **How**
  - Use 'blackboard' or craft paper. Mark off the months of the year on the horizontal axis. Ask people to list sources of livelihood, events, conditions, etc., and arrange these along the vertical axis.
  - Ask people to enumerate all the work they do (e.g. ploughing, planting, weeding, etc.) for each source of livelihood by marking months and duration, adding gender and age.
  - Facilitate analysis by linking the different aspects of the calendar: how do disasters affect sources of livelihood? When is workload heaviest? Ask for seasonal food intake; period of food shortage, out-migration etc.
  - You can continue the discussion on coping strategies, change in gender roles and responsibilities during times of disasters, or other issues you think are relevant

| Hazards/Activities	J	F	M	A	M	J	J	A	S	O	N	D
Land Sliding												
Snow Fall												
Lightening												
Road Accident												
Flood												
Heat Wave												
Epidemics	Skin infection, Asthma, Chest infection	Asthma, Diarrhea	T.B,	Diarrhea,				Malaria		Chest infection, Asthma, Skin infection		
Earth Quake												

Problem Tree
- **What**. It is a flow diagram in the shape of a tree showing relations between different problems, their reasons and effects.
- **Why**. Identify local major problems and vulnerabilities as well as root causes and effects.
- **When**. During later part of situational analysis or community risk assessment.
- **Who**. Team facilitates community members' meeting (optional to have separate meeting for men and women).
- **How**
  - Various concerns and problems are identified.
  - Give all people small pieces of paper and ask them to write one major problem on each card, and to put these on the wall (people can draw problems in case they do not know how to write and read).
  - Ask two or three volunteers to group the problems according to similarity or interrelationship.
  - Now the making of the 'problem tree' can start: the trunk represents the problems; the roots are the causes; the leaves are the effects.
  - Ask why issues on the cards are problems. Ask 'but why?' after each explanation to arrive at the root causes.
  - To arrive at the effects, ask for the consequences of each problem.
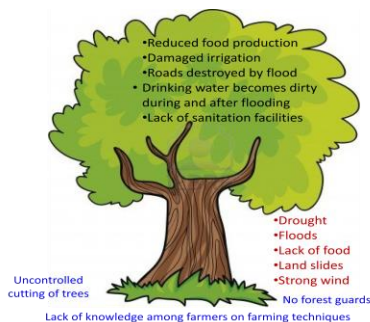
Venn Diagram

- Is a pictorial presentation in circles of different individuals, organizations, and institutions involved in the community. The significance of these individuals, organizations and institutions are reflected in the size of their circles.
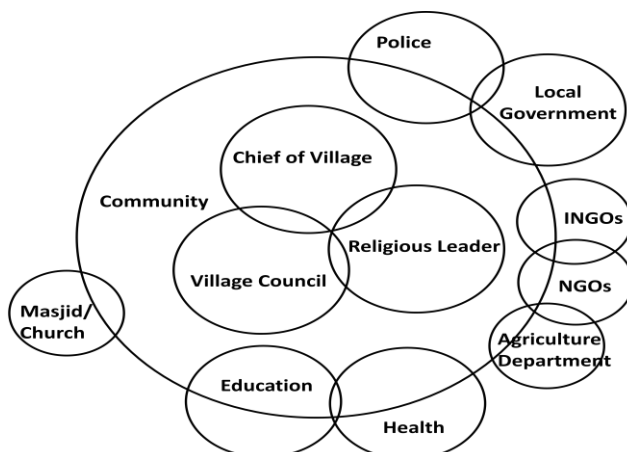
- **Tips to the facilitator.** The size of the circle indicates the importance. Arrange the circle as follows: -
    - Separate circles -   No contact.
    - Touching circle   -   Small link, e.g. information shared among institutions.
    - Small overlap   -   Bigger link, e.g., some cooperation in decision-making.
    - Large overlap   -   Strong link, like considerable cooperation in planning and decision making.

Resource Mapping

- **What**.   A map is made to show local resources and capacities, and gender differences in access to resources.
- **Why**
    - Identify available local capacities and resources people rely on in times of disasters.
    - Identify which resources are easily affected by disasters.
    - Identify resources accessible and owned by community or individuals.
- **Who**.   Team and selected individual households belonging to different income groups.
- **How**
    - Ask persons to draw a map of their household and resources on which they depend for their livelihood and survival (remember material/physical, social/organizational, motivational/attitudinal capacities).
    - Ask household how they contribute to support other households, community, larger economic and social environment.
    - Ask people to use arrows to indicate flow of resources to and from household.
    - Ask household member(s) who uses and controls resources (consider gender, class, ethnicity, religion, and age).
    - Ask questions while making the maps and put answers on the map.

Institutional & Social Network Analysis

- **What**.   This is a diagram that shows key-organizations, groups and individuals in a community, the nature of their relationship and level of importance to community.
- **Why**
    - Identify organizations (local & outside), their role/importance, and perceptions that people have about them.
    - Identify individuals, groups, organizations that play a role in disaster response and can support the community.
- **Who**.   Team and community members.
- **How**
    - Become familiar in advance with the names of the organizations.
    - Ask people to determine criteria for the importance of an organization and to rank them according to the criteria.
    - Ask people about the linkages amongst organizations; note kind of relationship.

- Draw circles to represent each organization or group; size of circle indicates importance.
- Continue focus group discussion on history of organizations; activities undertaken in community; how well do they function; how good is coordination; which organizations, groups, individuals are important in times of disasters, community level decision making mechanisms etc.

Assessing Capacity of Community Organization

- **What**. It is a tool for organizational analysis.
- **Why**. To determine the kind of organizational support a community organization needs to address problems and risks, and to gradually build up its management capacity.
- **Who**. Team facilitates discussion with community members and leaders.
- **How**
  - Conduct informal interview with guide-questions like: -
    - What is the history of the community organization? When was it formed? For what purpose?
    - How many members are there? Active? Inactive? Increasing or decreasing in number? Attendance during meetings
    - How are decisions made?
    - Does the organization have a community development plan?
    - Are committees functioning?
    - What did community organization contribute to community so far?
- Conduct a SWOT-analysis (strengths, weaknesses, opportunities and threats).
- Identify measures to address weaknesses and threats, while using strengths and opportunities.

Hazard	Elements at Risk	Coping Mechanisms	Resources Used	Capacity Factor
Cyclone	People	Using preparedness measures	Flood preparedness booklet from Red Cross/ UN/NIDM	Attitudinal
		Evacuating to safe areas	Evacuation centers	Physical
		Receiving emergency supplies	Relief goods	Social

Secondary Data Review

- **What**. In Secondary Data Review we collect existing information about: -
  - Background information on community (census, research findings, reports etc.).
  - Possible threats to the community.
  - Scientific information about hazards or threats.
  - Case studies about hazards and threats in other communities.
  - Relevant legislation and policies regarding disasters.
- **Why**. To get an overview of the situation and context; to save time; to learn from experiences elsewhere.
- **Who**. Team; community members can validate information
- **How**.   Visit libraries, government offices, universities, research centers, collect newspaper clippings, maps etc.

Direct Observation

- **What.**   In this method the team members will systematically observe objects in community, people's behavior, relations and participation, social and religious events in the community. They should record these observations.
- **Why**
  - To get a better picture of the (disaster) situation, especially of things that are difficult to verbalize.
  - To crosscheck verbal information. Observations are analyzed afterwards (for instance how men and women participate in community meetings).
- **Who**. Everybody.
- **How**.   Think about the purpose of why you are in the community, and identify indicators, which you can assess through direct observation. These will make up your checklist.

Informal Interviews

- **What**.   Informal interviews are discussions in an informal way. No formal questionnaire is used, but at the most a checklist of questions as a flexible guide. There are different types of informal interviews i.e. group interview, focus group discussion, individual interview and key-informant interview.
- **Why**.   To get information, to analyze problems, vulnerabilities, capacities and perceptions, to discuss plans, etc. Each type of interview has its specific purpose: -
  - Group interview: to obtain community level information, to have access to a large body of knowledge, not useful for sensitive issues.
  - Individual interview: to obtain representative, personal info. May reveal differences or conflicts within community.
  - Key-informant interview: to obtain special knowledge about a particular topic; you interview a nurse if you want to know more about epidemics, a farmer about cropping practices, a village leader about procedures and policies.
  - Focus group discussion: to discuss specific topics in detail with a small group of persons who are knowledgeable or who are interested in the topic. People can also be grouped according to age, owners of resources.
- **Who**.   Team of 2 - 4 people.
- **How**
  - Prepare key issues in advance.
  - Select one person to lead the interview.
  - Ask questions in an open-ended way (what, why, who, when, how, how do you mean, anything else)?
  - Ask for concrete information and examples.
  - Try to involve different people (if present).
  - Pay attention to group dynamics.
  - Ask new (lines) of questions, arising from answers given.
  - Make notes in a discreet way.

NEW LEARNING AND REFLECTIONS