# INTRODUCTION

This manual for facilitators in Community Based Disaster Preparedness (CBDP) is the result of a decade of work of various Caribbean Red Cross Societies and draws on the experience of hundreds of Red Cross volunteers and beneficiaries. It also reflects the priorities that the Red Cross has developed world wide with the inclusion of the Vulnerability Capacity Assessment (VCA) methodology, a way of working that promotes full participation and encourages integrated solutions to the challenges that communities face in becoming better prepared.

The tools, including "step-by-step", are a product of the VCA methodology that the International Federation of Red Cross and Red Crescent Societies has identified as a crucial element in fulfilling its commitment to improve the lives of vulnerable people. They also incorporate experiences developed by other agencies, such as the work done in the Philippines by the Asian Disaster Preparedness Center.

The manual has been tested through different Red Cross activities including "Think Tank" meetings with the presence of Caribbean Red Cross Societies, joint evaluation of the materials, sharing the work with different Red Cross experts in Disaster Management and so on. It has also taken into account the perspectives and experience of key partners in the region such as the European Community Humanitarian Office (ECHO) which has a long experience of working with us in the strengthening of communities as well as counting on the support of other Movement members such as the Norwegian Red Cross, a key supporter of Red Cross disaster management programming in the Caribbean.

The Red Cross believes that a manual such as this can truly be an instrument of change if it used in the right way. All over the world it has been shown that, given the right tools, people can improve their lives dramatically. This manual will help facilitators to lead the process and encourage communities to make that change for themselves.

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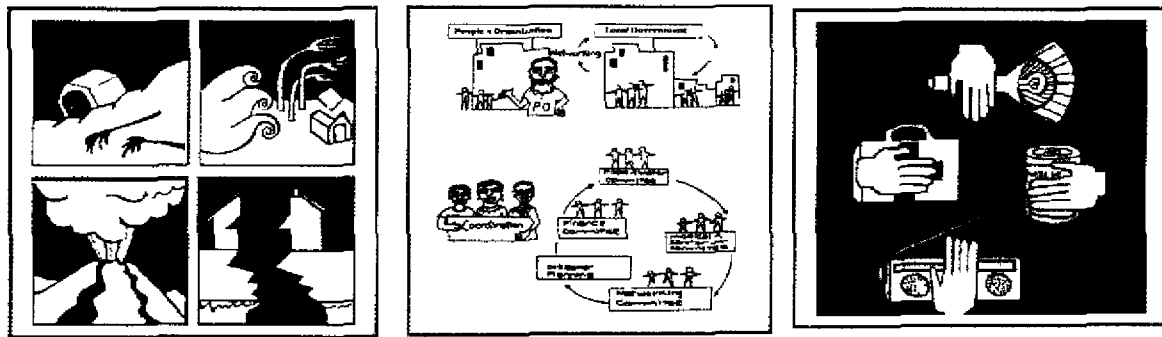
Working with Communities

Working with communities in a participatory manner is at the heart of CBDP programming. Although you will find comments referring to working with communities throughout this document, it is valuable to explore some of the key related issues prior to beginning such initiatives. These themes will impact and influence the way in which branch staff and volunteers interact with community members.

The underlying objective of CBDP activities is to reduce vulnerability and increase capacity. The IFRC defines vulnerability as "The characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural or man-made hazard." Those that are most vulnerable are in situations of greatest risk from situations that threaten their survival or their capacity to live with a minimum of social and economic security and dignity.

The reverse of vulnerability is capacity or the resources of individuals, households, communities, institutions and nations to resist the impact of a hazard.

Working in a co-operative and participatory manner with communities, if done properly, can reduce the impact that disasters have on the lives of people.

Community work:
- encourages maximum co-operation
- encourages high participation
- leads to action on the part of community members
- moves away from dependency on outside resources/experts to the use of community resources/expertise
- is a way of working to obtain a goal
- is a way of working with (rather than for) people
- is self-determined
- is based on local leadership and initiative
- attempts to maximize citizen control of decision making

- is network based
- focuses on strengths and capacities
- is human resource intensive
- is sustainable

It is also important to note that working with communities is not any service that we provide or deliver in the community; nor is it simply collaboration with other agencies, institutions or community groups or advocacy work.

Service delivery is a process of agencies/institutions defining the needs and issues of communities and developing strategies/services to remedy the problem while community work is more a process of supporting community groups in their identification of important concerns, issues and helping to increase their ability to plan and implement strategies to mitigate their concerns and resolve their problems.

Rather than providing only services which deal with the EFFECTS of problems, community work involves having members address the CAUSES of problems:
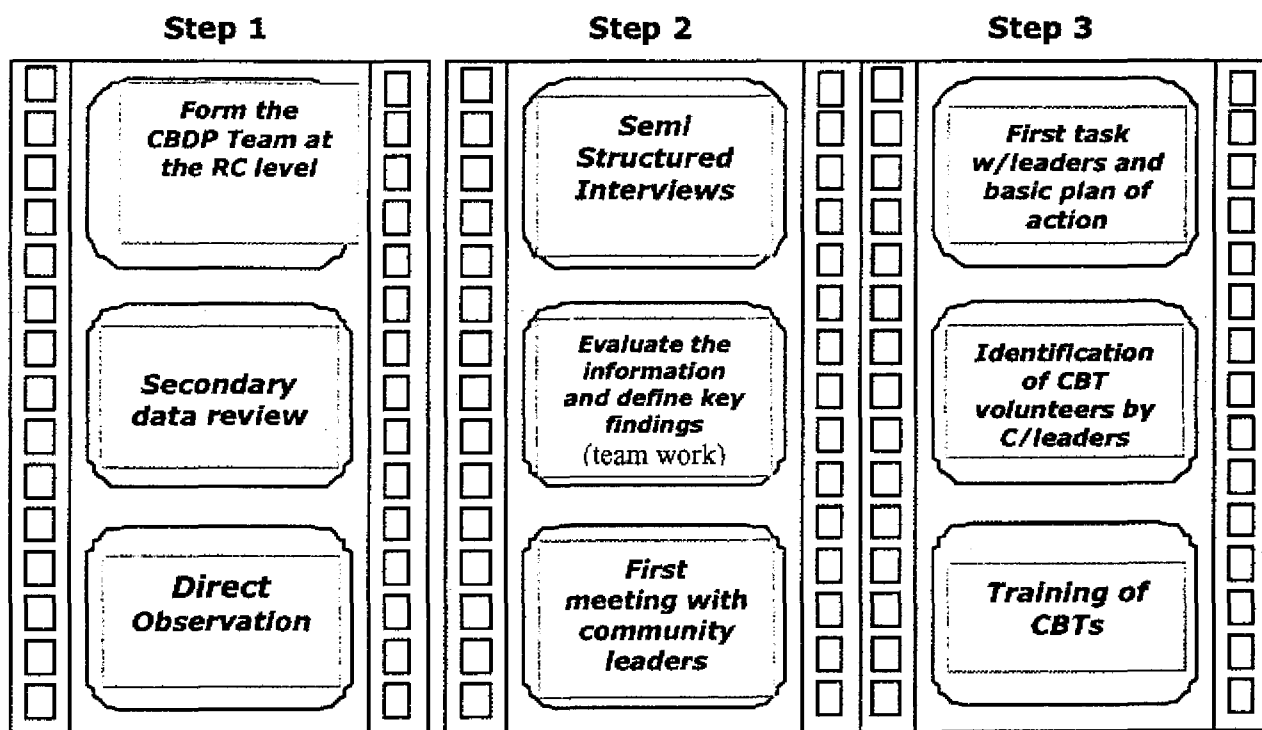
Service Delivery vs. Capacity Building Facilitators (VCA Handbook)

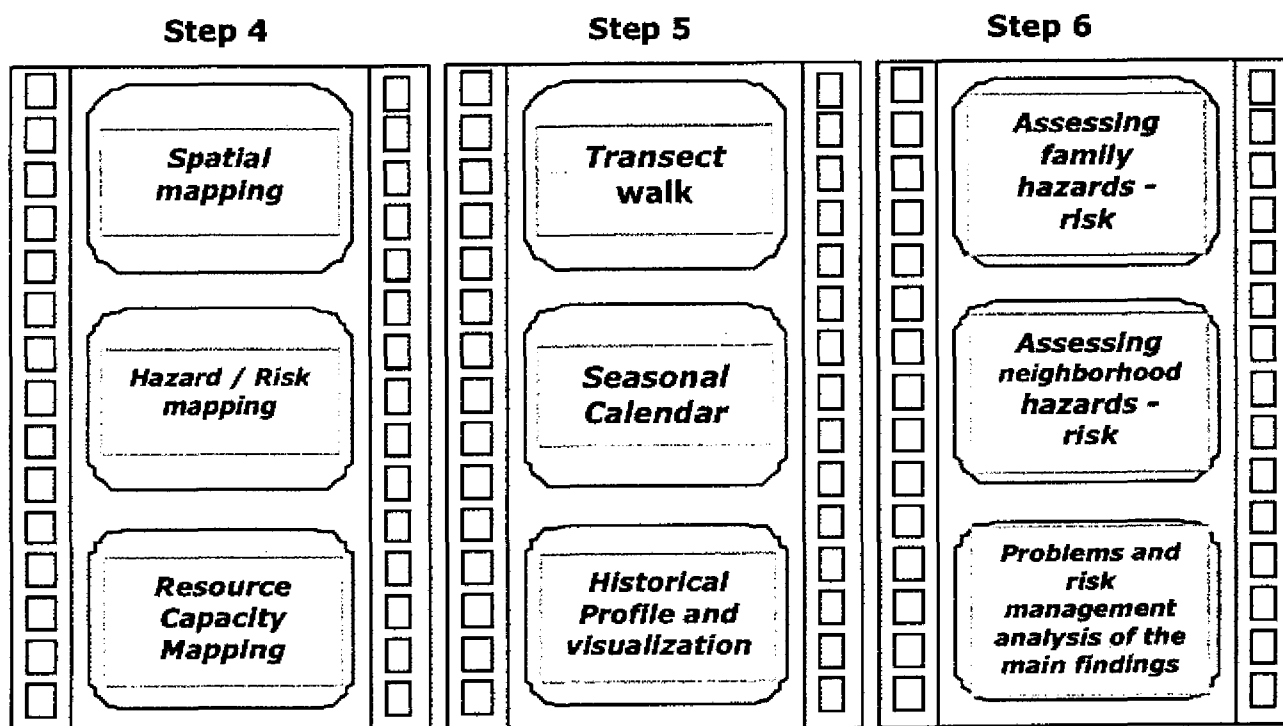| Service Delivery	Capacity Building Facilitators
Reactive	Proactive
Needs driven	Core-problem driven
Minimum participation	High participation
Top down approach	Bottom up approach
One approach	Constantly reinventing approaches
Creates dependency	Power shifts to community
Static	Adaptive as situation changes (dynamic)
Low training needs	High training needs

Another fundamental theme of community work is participation. Participation does not refer to having community members endorse branch plans but rather a process where community members gain the skills and knowledge necessary to make decision about strategies and actions that affect their lives. It is our role to ensure that the power to decide, while involving the Red Cross, principally remains in the hands of community members.

Community work is not easy. It takes time, commitment, knowledge and skills. The better trained volunteers are the more successful will be the results of the activities you carry out. Working with communities in a process where they determine their needs as well as implement appropriate solutions will lead to sustainable actions that reduce vulnerability and promote a better quality of life.

Process for a Community Based Disaster Management activities

Step 1

- Form the CBDP Team at the RC level
- Secondary data review
- Direct Observation

Step 2

- Semi Structured Interviews
- Evaluate the information and define key findings (team work)
- First meeting with community leaders

Step 3

- First task w/leaders and basic plan of action
- Identification of CBT volunteers by C/leaders
- Training of CBTs

CBT= Community Based Teams

Step 4

- Spatial mapping
- Hazard / Risk mapping
- Resource Capacity Mapping

Step 5

- Transect walk
- Seasonal Calendar
- Historical Profile and visualization

Step 6

- Assessing family hazards - risk
- Assessing neighborhood hazards - risk
- Problems and risk management analysis of the main findings

Step 7

- Community Disaster Plan
- Community Early Warning and Information
- Community Response

Step 8

- Institutional & Social Network Analysis
- Assessing Capacity of People's Organizations
- Problem analysis based on findings

Step 9

- Prioritizing problems
- Understanding the reality
- Potential solutions to the problems

Step 10

- Future vision
- Community Development Plan
- Plan approval by local authorities

Step 11

- Project proposals
- Analysis of the information
- Evaluation and monitoring

Step 12

- Networking with others
- Community peer support
- Evaluation and monitoring

1

| Form the CBDP Team at the RC level | Visit community for a Secondary data review | Direct Observation |

1.A Form the CBDP Team at the RC level

Before starting work at the community level, make sure that you have a team of staff and volunteers trained and ready to start the challenge.

The following criteria will make the work easier and the role of the selected team more effective and efficient.

1. Ensure all volunteers are clear about the methodology and trained in its use. This also includes an understanding of concepts relating to working with communities. If there is a need to review the CBDP methodology with the group, do so.
2. Each community that you will work with should have one person from the Red Cross assigned as a focal point for that particular community.
3. Define the Terms of Reference for the community focal point.
4. An action plan with a corresponding timeline for each community should be developed and discussed between the focal point and the community leaders.
5. Co-ordination meetings between the Project Coordinator, the Field Coordinator and the community focal points should be carried out on a regular basis.
6. Identify the Community Based Disaster Preparedness Team with a Red Cross badge or similar form of identification.
7. Hold monitoring meetings on regular basis with the CBDP Red Cross Team
8. Develop volunteer management, motivation, support and rewarding strategies.
9. Review the procedures and reporting lines.
10. Start the project.

1.B Visit the Community to Implement a Secondary Data Review
Use tool number ONE

This is the first time that the team will enter the community as part of the "official" CBDP process. The main purpose of this visit is to gather basic information about the community which can then be analyzed in order to further the objectives of the programme.

The initial information gathering tool is to analyze secondary data sources. By collecting information about the population (age, gender, groups at increased risk, household size, sources of income, per capita income, etc.), the team can put together an initial overview of the community. Tool ONE explains the process of reviewing secondary sources of information.

1.C Direct Observation
Use tool number TWO

While secondary sources of information provide a wealth of information about communities, it is quantitative in nature and does not provide the opportunity to place the data in its context. It is critical that team members spend time in the community in order to get a "feeling" of the community. This will give context and "life" to the statistics and will help team members to get an initial sense of community relations. Remember that working with communities is as much an art as it is a science.

Observation is a useful means of complementing secondary sources. Tool TWO describes how to carry out the process. It should be noted that while this technique appears to be less rigid than other methodologies, it is very structured and is an important means for collecting data that will be applied to community work.
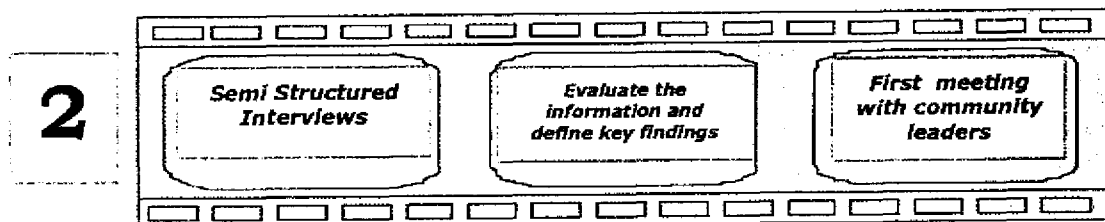
2.A Semi Structured Interview
Use tool number THREE (includes questionnaire)

The best means for understanding the situation of any community is to speak with people. Interviews will be a key source of data throughout the information gathering process. During this phase, the idea is to augment the information required for obtaining an overview of the community by speaking with people who fill in the gaps where information cannot be acquired through other techniques. Because this process occurs prior to formal meetings with community members, team members must be prepared to explain the purpose of these interviews while stressing the fact that they are for information gathering only. While the process may eventually lead to programmes being implemented, team members must be clear and explain that these interviews do not represent a commitment to any projects or processes. Tool THREE describes in detail how to carry out semi-structured interviews and with whom.

2.B Evaluate "In House" the Information and Identify Key Findings

Once the team has finalized the work associated with tools 1 to 3 it is time for the team to discuss the main findings. The CBDP team has to assess the following elements:

1. Key leaders
2. Concentration points at the community level: By age and by gender
3. Other humanitarian actors working in the community
4. Level of organization (social structure)
5. Local government structure
6. Main problems identified and expressed by the community

What do we do with the information?

The information gathered is very important for preparing the first meeting with the community leaders. It will help to:

a. Identify all the leaders in the community that you will invite.
b. Have clear points of reference of the community that you will work with.
c. Have a better idea of community interests and needs.
d. Structure the agenda of the meeting and be able to have clear messages to present to the community leaders.
e. Avoid creating unrealistic expectations of the Red Cross in the community.

2.C First meeting with community leaders

Once you have identified the community and finalized the first phase of the process, you will be in a position to select different community leaders for the sensitization meeting. Be sure that the participants are aware of the presence of other community leaders as well as the main focus of the meeting which will be to analyze hazards, risk, vulnerabilities and capacities. The following steps are recommended:

1. Invite the community leaders to a sensitization workshop on disaster preparedness. What you call the meeting is not the most important thing, what is key is to ensure the participation and involvement of the community leaders in the development of a "Community Leader Plan of Action".

2. Run a Community Leaders workshop. The main objective of the workshop is to promote ownership and the commitment needed to support the project.

3. Ensure that during the meeting these elements are identified: hazards, risks, vulnerabilities and capacities.

4. Utilizing the CBDP methodology an Action Plan with a timeline, should be developed and agreed upon by the end of the session.

Remember that it is up to community members to decide if they will become involved. If they decide to, they are in a position to help the team with the remainder of the information gathering process. They know best with whom the team should talk, when the best time is to find people and where they can be found.
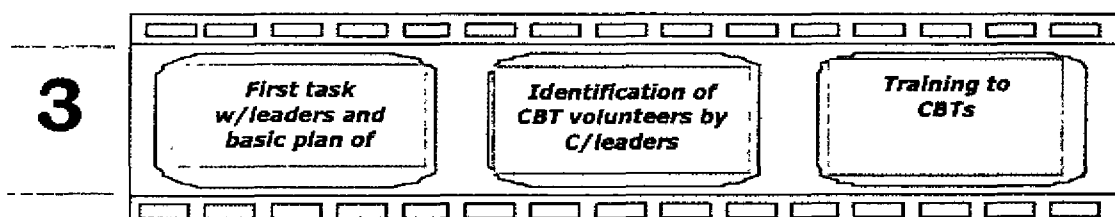
3.A First Task with Leaders and Basic Plan of Action

Two action plans will need to be produced; one for community leaders and second one for Community Based Teams (CBT's). The plan of action for the community leaders should include the following:
1. A first meeting with the community to inform them about the project
2. The development of a community profile (see the format below)
3. An assessment of capacities within the community
4. The selection of Community Based Teams (CBTs)

The developing of the plans of action should be participatory especially in the case of the community leader's plan. They should be involved in the planning as it promotes ownership and because the plan must be one that community leaders can implement according to their skills and schedules. Training may be required.

3.B Identification of CBT Volunteers by Community Leaders

Once the community has approved the project and has selected the community focal points that will make up the CBTs, it is important that the community leader ensure that these groups will be able to participate in a national CBTs workshop. The Community Leader should inform the Red Cross providing the names of the people selected (at this point it is extremely important to have an informal conversation with the Community Leaders and the CBTs to clarify what the next steps will be).

3.C Training of CBTs

a. Invite the community leaders to the CBTs workshop (preferably to the inauguration).

b.   Train the Community Based Teams on themes such as: disaster preparedness, VCA (PRA), disaster management, First Aid, HIV Aids awareness.
c.   Develop a CBT Action Plan.
d.   Ensure Community Based Teams begin to promote the development of Family Disaster Plans and Neighborhood Disaster Plans (including training).
e.   Ensure CBTs develop a Community Disaster Plan.
f.   Disseminate the Disaster Plan.
g.   Practice implementation of the Community Disaster Plan.
h.   Develop an action plan for community development: networking, self-sustaining community activities, communication and information, linkages with others, etc.
i.   Establish monitoring procedures in conjunction with the Red Cross Branch or Headquarters

Keep in mind that we, as Red Cross members, have to set an example of impartiality in our work with communities. The facilitator should refrain, at all times, from discussing sensitive topics such as politics and religion. The facilitator should also reaffirm that this is a Red Cross programme designed to reduce the dangers faced by families and the community from daily emergencies and major disasters.

4 | **Spatial mapping** | **Hazard / Risk mapping** | *Resource Capacity Mapping*
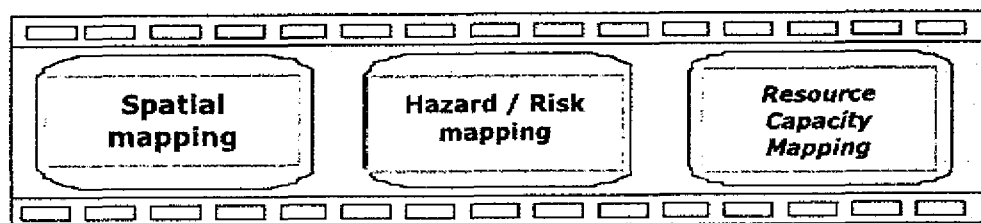
4.A   Spatial mapping
Use tool number FOUR

4.B   Hazard / Risk mapping
Use tool number FIVE

4.C   Resource Capacity Mapping
Use tool number SIX

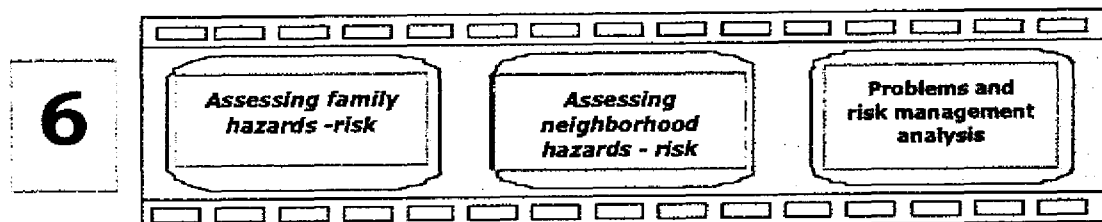| 5 | Transect Walk | Seasonal Calendar | Historical Profile and visualization |

5.A   Transect Walk
Use tool number SEVEN

5.B   Seasonal Calendar
Use tool number EIGHT

5.C   Historical Profile and visualization
Use tool number NINE &TEN

| 6 | Assessing family hazards -risk | Assessing neighborhood hazards - risk | Problems and risk management analysis |

6.A   Assessing family hazards -risk
Use tool number ELEVEN

The following questionnaire will help the participants to understand more about their vulnerabilities. Before using the tool, first ensure that all the participants familiarize themselves with the auto-evaluation.

If the group you are working with is illiterate then a question and answer session would be appropriate in place of the written tool.

The auto-evaluation "how vulnerable are you and your family" will bring the participants an opportunity for more realistic reflection towards vulnerability and potential risk and will help open the space to share among themselves the importance of carrying out house-by-house assessments.

The Community Based Teams should practice working with tool eleven until they feel comfortable with it. Once they are fully confident they can then start doing the work at the household level.

A Disaster Preparedness Auto-evaluation for Community Members

How Vulnerable are You and Your Family?

In your opinion is your country prone to disasters?
- □ No
- □ Yes

If yes, to which types of disasters is your community exposed?

- □ Hurricanes
- □ Floods
- □ Landslides
- □ Fires
- □ Tidal waves

- □ Tropical storms
- □ Earthquakes
- □ Droughts
- □ Volcanic eruptions
- □ Tsunamis

Is your house, building, apartment . . .
- □ Built to withstand any of the disasters identified above
- □ Insured against losses due to these disasters
- □ Properly maintained to minimize losses due to disasters

Has your workplace . . .
- □ Been equipped with safety-measures against disasters
- □ An evacuation-plan
- □ Conducted simulation exercises and drills
- □ A first aid kit
- □ A disaster management plan
- □ Easy access to a shelter
- □ Persons trained in first aid

Is your house, apartment, building, workplace . . .
- □ Close to factories producing or using hazardous material
- □ Close to a river bank which overflows
- □ Near high slopes or hills which are known to have rock or landslides
- □ Close to the sea
- □ Located in a low lying area

Are you, someone in your family or in your immediate neighborhood...

- □ Elderly
- □ Pregnant and/or disabled
- □ Disabled

- □ 0 to 5 years old
- □ Ill
- □ Mentally handicapped

If so, is someone identified to take care of them in case of a disaster?
- □ Yes
- □ No

Does the community in which you live have any emergency management committee?

        □ No

        □ Yes, then name one or two names

Tel.   Fax.   Email.

Do you and your family have a plan of what to do in the event of a disaster?

        □ No

        □ Yes

If yes, how would you receive a warning signal of impending disaster?

        □ Radio

        □ Local television

        □ International television

Do you know what to do if there is a Hurricane Warning?

        □ No

        □ Yes

Do you know the Shelter nearest to you?

        □ No

        □ Yes

           If yes, state the name of the shelter and location

Are you aware of what to do to survive various disasters?

        □ No

        □ Yes

What can you do to reduce the vulnerability of your family and community?

        □ Keep informed and inform others

        □ Assume responsibility in your disaster management committee

        □ Join your local RED CROSS

6.B   *Assessing neighborhood hazards - risk*
Use tool number TWELVE

Once all the family assessments are ready, the Community Based Teams will have to compile the existing information and start the neighborhood assessment, based on the main findings. The result of the main findings will usually cover three or four aspects. Nevertheless, this number could be higher as shown in the example of the tool twelve. Key questions that should be asked, whatever the other selected topics are include:

* Frequency of events within the last 10 years and,
* Magnitude of the events.

6.C   Problems and Risk Management Analysis

The purpose of this section is to analyze, with the community, the main problems identified so far with regards to family hazards, neighborhood hazards and risk analysis. **Tools ELEVEN and TWELVE** support the community to understand the different levels of the issues/problems they face. Through the use of these tools, communities should acquire the ability organize the problems by sector:

- Issues related to community organization
- Environmental issues
- Issues related to levels of production
- Social infrastructural issues (basic sanitation, housing, health, education, recreation) access for production (Electricity, telephone, other equipment)
- Institutional development issues
- Issues related to family organization

Below are ten questions to facilitate a better understanding of the problems.

What is the problem?
Who is most affected by the problem in the community? How many people?
How does the problem affect different groups of people in the community?
When does the problem reach a critical state? When it is less critical?
What are the root causes of the problem?
Is it a local or national problem?
What human resources exist in the community to face the problem?
What other resources are available?
What king of support does the national government or other institutions and organizations provide in order to address the problem?

7 | Community Disaster Plan | Community Early Warning and Information | Community Response |
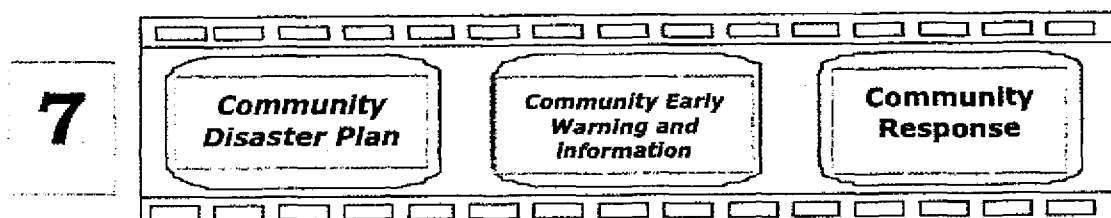
7.A   Community Disaster Plan

A community-level disaster plan helps to consolidate the community's efforts to prepare for, respond to and recover from hazards. The plan provides guidelines for operations and clarifies roles and responsibilities before, during and after disasters happen. A Disaster Plan links preparedness, mitigation and rehabilitation efforts with short and long-term community development initiatives.

Based on the results of the Hazard, Vulnerability and Capacity Assessment, the Community Organization will develop a Disaster Plan. This plan should contain the following elements:

> List of the most frequent hazards
> Identification of pre, during and post disaster community requirements to address vulnerabilities
- Identification of available resources and capacities the community can build on or has to mobilize from outside (boats, vehicles, communication equipment, evacuation site, volunteers, etc.)
> The organizational structure of the community (Community Based Teams, if any).
> Roles and responsibilities of leaders and committees
> Policies, decision-making mechanisms and operational guidelines
> Warning systems
> Evacuation protocols and routes
> Evacuation center management plan
- Mitigation measures such as reinforcement of houses, improving drainage, additional maintenance on footbridges, or crop diversification are examples of things that can be included in the disaster plan. Additional mitigation measures, supported by CBTs, are explained in this chapter.

The Community Disaster Plan should also contain the following items:

> Database of houses, buildings and construction types
> Timetable of activities to implement the plan or schedules to conduct drills to test the efficiency and effectiveness of the plan.
> Master-list of community members (names, family composition, age, gender)
> List of volunteer teams
> Hazard, Vulnerability and Capacity Assessment summary plus the hazard map
> Directory of key-people, NGOs, local officials, church groups, etc. that can be contacted
> Organizational structure including functions and responsibilities of all committees.

Design an evacuation plan and conduct drills

Evacuation is an organized movement of people from an area at risk to a safe place. Not all hazards require evacuation to protect life and property. Evacuation is needed in case of floods, typhoons, fire, volcanic eruption, landslide, earthquake, or armed conflict. Evacuation does not happen all at once but is designed in stages following the alert levels of the warning system. CBT promotes five evacuation stages: