MAKING CMDRR OPERATIONAL AT THE COMMUNITY LEVEL: A GUIDE
This document provides the users with a common understanding of the concepts and principles of Community-Managed Disaster Risk Reduction, defines common terms used, describes its evolution, and distinguishes it from other models. It provides practical knowledge and guidelines on how to implement, operationalize, and institutionalize DRR at all levels of development organization, by detailing the roles of each organizational level, by providing the components and tools to fully implement a project, and by answering the questions of what, why and how to successfully do it.
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Hence I would like to express my deep gratitude to:

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Rustico “Rusty” Binas who contributed his profound professional experience and a lot of personal enthusiasm while making this Guide real.

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

Pavel Gruber
Caritas Czech Republic
USER’S GUIDE

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

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

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

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

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

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

ACRONYMS USED

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>CBDRR</td>
<td>Community-Based Disaster Risk Assessment</td>
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<td>Community-Managed</td>
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<td>CMDANA</td>
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<td>DANA</td>
<td>Damage Assessment and Needs Analysis</td>
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<tr>
<td>DM</td>
<td>Disaster Management</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>PCDRAA</td>
<td>Participatory Community Disaster Risk Assessment and Analysis</td>
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<tr>
<td>PLA</td>
<td>Participatory Learning Action</td>
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<td>PPMEL</td>
<td>Participatory Planning, Monitoring, Evaluation and Learning</td>
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<td>PRA</td>
<td>Participatory Rural Appraisal</td>
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OVERVIEW OF THE MANUAL

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

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

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

DRR’s Distinguishing Character

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

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

How it relates to Mission, Vision and Strategic Direction

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

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

It is the Way Forward

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

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

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

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

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

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

Objectives of the Manual

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

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

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

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

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

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

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

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

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

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

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

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

COMMUNITY RISK ASSESSMENT – the process of gathering all relevant data about the community, such as physical characteristics (e.g., location, area, natural resources, climate, etc.), demographic features, economic and socio-political aspects of the community, environmental problems, etc. and able to determine the nature and extent of risk by analyzing the characteristics of hazards, the degree of vulnerability and the capacity of the community.
COMMUNITY VULNERABILITY ASSESSMENT – complex combination of interrelated vulnerability analyses in the process of estimating the degree of exposure/proximity, specifically in terms of time and distance of “elements at risk” in the community to certain hazard.

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

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

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

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

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

FOREWARNING – time between warning and impact

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

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

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

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

PREPAREDNESS – measures taken in anticipation of a disaster to ensure that appropriate and effective actions are taken in the aftermath. Preparedness attempts to limit the impact of a disaster by structuring the response and effecting a quick and orderly reaction to the disaster. Examples of preparedness measures are the formation and capability building of an organization to oversee and implement warning systems, evacuation, rescue and relief; formulation of a disaster implementing plan or a counter-disaster plan;
warning systems; stockpiling of supplies for immediate mobilization; emergency communications; training of volunteers; community drills and simulation exercises; public education and awareness.

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

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

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

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

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

**Warning** – signs and signals, including scientific and indigenous indicators that a hazard is likely to happen.
Evolution of disaster risk reduction

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

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

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

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

There has been a shift from the old school of thought that disaster is “an act of God” to the school of thought that disaster is “an act of man”. From reactive approach to hazard events to proactive approach by doing disaster risk reduction, comes the era of hazard prevention and mitigation and vulnerability reduction by building individual capacity to survive and bounce back and strengthening the communities as functioning support systems (Please see Attachment 1 for Evolution of Disaster Risk Reduction).
The core of every effective DRR endeavor is the communities’ effective role as learning agents. Once learning transpires they can move further to their development. Communities’ collective learning of their disaster risk will prompt them to offer risk reduction measures. DRR initiatives of development organizations must take a look at the fundamental difference between community based and community managed DRR.

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

- In Community Managed Disaster Risk Reduction (CMDRR) emphasis is on the interactive people’s participation in the entire project cycle, while in Community-Based Disaster Risk Reduction (CBDRR), information from the community is gathered to determine interventions which are primarily dependent on external facilitators.

- In CMDRR the facilitation process is aimed at co-constructing both the facilitators and the people and community. Its goal is to facilitate learning and positive change. In CBDRR, the process is aimed at gathering information in order to develop local plans and programs.

- In CMDRR, the community implements the project while the external facilitator provides guidance. In CBDRR the facilitators implements the project while the community participates.

- While CMDRR is aimed at facilitating and enriching the learning process with the community, between the facilitator and the community, as well as, through the other ladders of the facilitators’ organization and other stakeholders, CBDRR is concerned with transferring technology to the community from the external facilitator.

- CMDRR institutionalizes Participatory Planning, Monitoring and Learning (PPMEL) system as an approach and tool in strengthening the community organization’s capability to finally manage and own the project. CBDRR to some extent is a link to external organizations’ capability to manage the project. However, in the long run, self-reliance of the community organization is not guaranteed (Please see Attachment 2 for Community-Based Disaster Risk Reduction and Community-Managed Disaster Risk Reduction).

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

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

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

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

Why community managed?

Disaster is localized and it happens in the community

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

Climate adaptation, happens locally at the community

Communities are the foundation of the world
**Basic Philosophy and Principles**

Communities have accumulated local knowledge in addressing hazard events.

Communities are survivors, not victims.

Basic rights are the foundation of human safety.

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

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

The community decides if they are in a state of disaster; if they could not cope and need outside help or they can cope and have the capacity to face the challenge. Resiliency is not merely accumulated physical assets or secured livelihood. It is also the individual person’s will to survive and claim his/her rights to be members of just and equitable society.

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

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

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<th>DR (Disaster Risk)</th>
<th>C (Capacity)</th>
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<tr>
<td>H (Hazard) x V (Vulnerability)</td>
<td>1. prevention and mitigation of hazards</td>
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<tr>
<td></td>
<td>2. reduction of vulnerabilities to hazards</td>
</tr>
<tr>
<td></td>
<td>3. strengthening capacities to cope and bounce back with the hazards</td>
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If disaster risk is reduced therefore the probability of the hazard event becoming a disaster is less. This is the core idea of DRR.

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

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

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

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

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

PARTICIPATORY RISK ASSESSMENT

PARTICIPATORY MONITORING, EVALUATION, AND PLANNING

COMMUNITY ORGANIZATIONS

RISK REDUCTION MEASURES

COMMUNITY

FACILITATOR

PROJECT TEAM/PARTNERS

HEAD OF MISSION/PROGRAM OFFICER

HEADQUARTERS
Basic Minimum in making CMDRR operational

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

Participatory Community Disaster Risk Assessment and Analysis (PCDRAA)

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

1. Hazard assessment – identifies the most likely natural or human-made hazard or threat to the community, and seeks to understand its nature and behavior (Please see Attachment 3 Hazard Assessment).

2. Vulnerability assessment- identifies what elements are at risks and measures the degree of vulnerability of element at risk to a hazard (Please see Attachment 4 Vulnerability Assessment).

3. Capacity assessment – identifies capacity needed to address the nature of hazard and capacity needed to address degree of vulnerability of the element at risk. The results of this process is the summary of capacity gaps in four areas which are prevention, mitigation (addressing Hazard), individual survivability and community readiness (addressing Vulnerability) (Please see Attachment 5 Capacity Assessment).

4. Disaster Risk Analysis – is the process of consolidating the findings of hazard, vulnerability and capacity assessments and drawing conclusions and recommendations for disaster risk reduction (Please see Attachment 6 Disaster Risk Assessment Analysis).

Disaster Risk Reduction (DRR) Measures

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

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

**Participatory Planning, Monitoring, Evaluation and Learning (PPMEL)**

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

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

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

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

In this level, the partner organization/project teams provide enabling support to the facilitators to become effective and efficient in community DRR work. The project team advises, supports, motivates, and provides incentives and capability building measures to the facilitators. These are necessary to build their confidence and capacities towards their work in the communities.
Below is a list of possible support:
- Motivate and train facilitators
- Have team members interact frequently, so they gain a sense of being a team
- Be sure that individual needs are being meet through participation in the team
- Let them all know why the project is important; people don’t like working on a “loser”
- Make sure all members share the goals of the team; one bad apple can spoil the barrel.
- Keep competition within the team into a minimum. Competition and cooperation are opposites. Let them compete with people outside the team, not within it
- Collect and compile DRR Projects Significant Change Stories/ impact stories and learning
- Make ways and means that will complement and strengthen facilitator’s accompaniment plans, specifically, staff capability building and organizational sustainability plan.
- Review project report of facilitators and evaluate performance for effective and efficient facilitation at the community level.
- Write project end report and submit to the head of mission
- Document lessons learned and best practices from the report using quality action photos/videos/prints

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

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

Below are the head of mission’s other responsibilities/functions:
- Collect and compile DRR project impact report and recommend DRR project proposal to the headquarters
- Make ways and means that will complement and strengthen project team/partner organization accompaniment plans, specifically return on investment plan and organizational development plan.
- Collect, compile (quality action photos/videos/prints) and popularize documented change stories/impact stories, lessons learned and best practices using action photos, videos, prints and other medium.
What it means and How to implement CMDRR by the Headquarters

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

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

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

**Partners Proposal Guidelines**

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

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

**GENERAL INFORMATION**

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

**DRR-CONTEXT**

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

**RATIONALE**

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

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

**OBJECTIVES**

Formulate objectives: use the specific, measurable, attainable, and reliable and time bound objectives based on the risk assessment results and the identified DRR measures (DRR development and contingency plans).
PROJECT COMPONENT
CMDRR-Development and Contingency projects
Thematic CMDRR Project: Specific DRR measures integrated to existing project like livelihood, health, education and governance.

FRAMEWORK
Disaster Risk Reduction Measures: Building Communities Capacities in promoting Hazard Specific Prevention and Mitigation Measures
Building Communities Capacities in promoting vulnerability reduction
- Survivability and bouncing back
  - Hazard specific knowledge, attitude and skills and resources that help individuals to survive and bounce back
  - Hazard resistant livelihood for individual
  - Hazard resistant health services accessible/available
- Community readiness and resiliency
  - Hazard specific early warning system
  - Evacuation system
  - Search and rescue system
  - Transportation, communication and life support system
  - Community livelihood system
  - Community health system
  - Community education system

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

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

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

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

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

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

BUDGETARY REQUIREMENT
Includes the items/activities and sub-items/activities with corresponding budget per unit and totals.
**Partners reporting Guidelines**

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

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

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

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

Generating New Knowledge for Sharing, Advocacy and Resource Mobilization

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

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

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

The project team/partner organization will use the documented learning from the community as inputs in staff development activities, effective and efficient implementation of the DRR project, advocacy and visibility at the local level.
The head of the missions utilize the documented learning and significant change stories to improve implementation and programming of DRR project at the national level. The documents are also used as bases for developing capability building programs, conducting advocacy, campaign and visibility, to influence national policy makers and generate resources.

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

**Documentation and Sharing**

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

Effective knowledge sharing is more than information dissemination. It is a process where communities, development workers and other stakeholders interact.
Knowledge sharing moves away from a focus of informing and persuading people to change their behavior or attitude, to a focus on facilitating exchanges between different stakeholders to address a common disaster risk.

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

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

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

Interactive and Participatory Communication Tools that can be used for Documentation and Dissemination
- Focused Group Discussion (FGD)
- PRA Techniques
- Photography, drawings, video and other visual tools
- Audio Recordings

**Resource mobilization**

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

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

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

Communities at risk are sometimes unable to cope with disasters without external support.
How to facilitate link between community organization/village with networks for resource mobilization?

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

Set up tripartite meetings:
- YOU, who act as a coach, mentor, learner
- Community representatives: who articulate their capacities and needs
- Potential partner/s: who will support communities initiative
- Update the partners on the developments in the community, especially what their resources and community resources have achieved.
Encourage/help the community to be more transparent and accountable.

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

ALWAYS ACKNOWLEDGE RECEIPT WITH DEEP GRATITUDE. Document the experience properly and accurately and share within the organization, to network members and other communities.

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

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

Celebrate success when you receive assistance as this helps build confidence.

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

**Advocacy and networking**

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

**Basic concepts of policy advocacy**

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

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

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

**Elements of advocacy**

The policy “actor” or decision maker has the power to convert advocacy objective into reality. This is the ultimate target of any advocacy work since it is the policy actor who
has the mandate to effect the desired action – change an existing bad policy or enforce existing desirable policies.

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

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

**Characteristics of public policy advocacy**

Public policy advocacy has several important characteristics:

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

**Policy advocacy and CMDRR process**

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

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

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

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

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

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

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

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

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

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

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

**Capacity Building**

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

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

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

Develop DRR training curriculums for head of mission

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

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

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