

## 8

# Step 5: Risk management plans

Step 5 is the final and most important step of the PADR process. The earlier steps assessed the hazards facing a community, the potential impact of those hazards, and the vulnerabilities and the capacities present in the community. Step 4 looked specifically at the pressures and underlying causes which contribute to the vulnerabilities. Step 5 focuses on finding ways of reducing or managing the risks. The final result is termed a community-level risk management plan.

Step 5 must be given sufficient time and effort, with the full engagement of those who have been involved in the earlier phases of the process. Women as well as men should be fully involved in developing the risk management plan, to ensure that the needs of both sexes, and the needs of children, are taken into account. Focus groups may still need to work separately, but activities from the two plans must, at some point, be brought together. The facilitator should also ensure that minority or marginalised social or religious groups contribute to the process, and that the needs of the less able are taken into account. The rich and powerful should not be allowed to manipulate the process: for example, the land-owning contractor who advocates for engineering solutions so that he and his family may profit.

Risk management planning involves developing a set of activities, based on priorities established by the community members, which will reduce vulnerability. Where possible, these activities should make use of capacities already found in the community – the capacities associated with the men and those associated with the women. The facilitator should encourage this type of self-help approach. Some activities may involve mobilising extra resources from outside the community, from NGOs or from government. Budgets should include some allocation to provide these resources, if the community cannot manage by itself.

The success of risk reduction initiatives usually depends on the sense of ownership which the community feel about their risk reduction plan. If there is a strong sense of ownership, the plan is more likely to succeed; the reverse is also true.

Ownership is increased if the community keeps the original plan and the facilitation team makes a copy. Success also depends on specific people taking responsibility for the implementation of specific activities. This is often done by setting up a disaster management committee, or by adding a 'disaster' function to an existing committee. Committee members then take responsibility for specific actions, ensuring that they are carried out by an agreed finish date.

## 8.1 Community-level risk management planning

Risk management planning can be done at various levels, beginning with the family, then the wider community, then through tiers of government up to national level. The process suggested here is for community-level planning, building on the information gained in Steps 1 to 4.

There are five stages in producing a community-level risk management plan:

- 1 **VERIFYING DATA** – Check that the community agrees that the vulnerabilities identified from focus group discussions are associated with specific impacts, and that the listed capacities are indeed present in the community.
- 2 **PRIORITISING IMPACTS** – Allow the community to select the most important impacts from the list (or pictures) presented.
- 3 **IDENTIFYING RISK-REDUCING ACTIVITIES** – Collect suggestions for possible risk-reducing measures, including ideas from the facilitator, if the community have few ideas of their own.
- 4 **EVALUATING SUGGESTED ACTIVITIES** – Discuss these ideas, and decide which activities are the most likely to succeed.
- 5 **IMPLEMENTING ACTIVITIES** – Develop a risk management plan to implement the selected activities.

## STAGE 1 VERIFYING DATA

At the end of Section 6 we concluded that impacts, vulnerabilities and capacities should be brought together into a large table, under the five categories of individual, social, natural, physical and economic (Section 6.5). A second table (Section 7.3) should summarise the dynamic pressures and underlying causes.

However, linking an impact with specific vulnerabilities represents the opinions of the facilitation team, and needs to be verified by the community before we move on to finding solutions. The exact method of feeding back to the community has to be decided by the team, remembering that many in the community will not be literate. Where it is culturally appropriate, male and female focus groups can be brought together. Otherwise, it is a good idea to feed back to the same focus groups as before.

One suggested method is to construct a large flip chart sheet by joining two regular sheets together. Divide it into four blank columns. Give headings to the first three columns: **impact**,



*Women participating in a DRR discussion group in Malawi.*

**vulnerabilities** and **capacities** (similar to Section 6.5) but do not divide horizontally into the five categories. Specific impacts (taken from the completed flip chart in 6.5) are then added to the left column, and the community asked to agree or disagree that these impacts are seen during disasters. The impacts can be written or drawn on pieces of card before the meeting.

An example  
for flooding  
**A**

Impact	Vulnerabilities	Capacities
People are drowned		
Houses are damaged		
Crops are destroyed		
etc		

The next step with the community is to add vulnerabilities (taken from the chart in Section 6.5) to the second column (again using cards). The vulnerabilities should be placed alongside the relevant impacts, which are already on the chart. This is shown below.

An example  
for flooding  
**B**

Impact	Vulnerabilities	Capacities
People are drowned	No warning system	
	Few people can swim	
	No boats or flotation devices	
Houses are damaged	Houses near the river	
	Houses of mud and bamboo	
	No flood embankment	
Crops are destroyed	Crop in the field at the same time as the flood	
	Crops not flood-resistant	
	No flood embankment	

As cards are put in place, the group are asked to agree or disagree with the connection between the vulnerability and the impact. Additional points might be added at this stage.

Finally, capacities in the community (again taken from the chart in Section 6.5) are added to the third column, if possible linking capacities with the vulnerabilities already identified. Members of the group are again asked to confirm or deny that these capacities are present.

Our example will then look like table C.

An example  
for flooding  
C

Impact	Vulnerabilities	Capacities
People are drowned	No warning system	Mosque has loudspeaker
	Few people can swim	Able-bodied young men and women available as volunteers
	No boats or flotation devices	Some men work on fishing boats Village has many banana and coconut trees
Houses are damaged	Houses near the river	School on safe high land
	Houses of mud and bamboo	Small number of brick houses
	No flood embankment	Plentiful supply of bamboo poles
Crops are destroyed	Crop in the field at the same time as the flood	Government agriculturalist based in nearby town
	Crops not flood-resistant	Vegetable seeds in market
	No flood embankment	Farmers' cooperative

As the chart is built up, group members will probably begin to see that their capacities could be used to address some of the vulnerabilities and reduce hazard impact.

## STAGE 2 PRIORITISING IMPACTS

The flip chart should show at least five or six impacts in the left-hand column, some of them severe, some of them relatively small. The group should decide which are the most serious impacts, using one of the ranking exercises described in Section 4.2. In the example above, the community members may decide that crop damage is the most serious of the issues. Discussions on risk reduction should then focus on the vulnerabilities associated with crop damage and how these could be reduced.

This exercise can only prioritise known impacts. The advance of climate change may produce impacts which are only just being felt. Climate change data that has been found (see Section 5.3) and verified (see Stage 1 above) should indicate whether current impacts may become more severe. If possible, try to take account of this worsening situation in the planning too.

## STAGE 3 IDENTIFYING RISK-REDUCING ACTIVITIES

Taking each vulnerability in turn, ask the community for ideas as to how that vulnerability could be addressed. If ideas are slow coming, the facilitator should highlight some available capacities which might be relevant. He/she may be able to suggest some activities which could be used to reduce risk in these situations, for example, ideas noted in column 5 during office-based discussions of the table in Section 6.5. In the case of the flood example considered in table C above, he/she may ask questions such as these:

- Has anyone ever tried growing a crop which is flood-tolerant?
- Was it successful? If yes:

- Is seed of this crop still available anywhere? If yes:
- Would it be possible to grow this crop more extensively? and so on...

The simplest way of facilitating this is to use the last column on the right side of the chart (as in Section 6.5) and write the suggestions from the group into this column. Remember to suggest ideas if the community is slow to respond.

Table D uses the flood example again, focusing on the impact 'Crops are destroyed':

An example  
for flooding  
D

Impact	Vulnerabilities	Capacities	Suggested risk-reducing activities
Crops are destroyed	Crop in the field at the same time as the flood	Government agriculturalist based in nearby town	Ask agriculturalist for advice and training on flood-tolerant crops
	Crops not flood-resistant	Vegetable seeds in market	Encourage vegetable gardening in the dry season
	No flood embankment	Farmers' cooperative	Use cooperative to buy seed at better prices

The group may wish to repeat the process for other hazard impacts. A list of suggested risk-reducing activities for different hazard types appears in Appendix B (page 92).

## STAGE 4 EVALUATING SUGGESTED ACTIVITIES

Having collected a number of ideas, the facilitator should lead a discussion of each activity, to test whether or not that activity is possible and appropriate. He/she should ask about possible problems or negative effects of that activity, which could lead to rejection of some ideas.

Questions could include:

- Would anyone be negatively affected by this activity?
- Will the activity benefit the poorest and most vulnerable people, including women?
- Would the activity have any negative impact on children?
- Would there be any damaging effect on the environment?
- How would the activity be affected by climate change?

If an activity could have negative side-effects, find ways to minimise those effects. Tearfund's ROOTS 13 – *Environmental sustainability* has a section on environmental impact assessment (Section 5.2) and the *Environmental assessment* tool has a more detailed methodology for assessing the impact of activities upon the environment. If you cannot find a way to reduce or remove negative impacts, then the activity should be rejected.

## STAGE 5 IMPLEMENTING ACTIVITIES

The final stage is to decide how the selected activities will be carried out. If you have continued in separate focus groups, this is the time to bring together the men's and women's suggestions and evaluations. It may be possible to do this in a mixed group. If not, facilitators should

ensure suggestions from the women's group are incorporated in the final plan and women are represented as well as they can be in the cultural context. It is best to use more flip chart paper, with six columns, according to the template below.

Risk management  
plan template

Selected activity	Method of implementation			Person responsible	To be done by (date)
	Community action	NGO support	Request to government		

Selected activities should be written in the first column on the left. In the **Community action** column, write some things the community can do using its own existing capacities – knowledge, people, natural resources etc. The facilitator should encourage maximum use of these capacities. In the **NGO support** column, write activities or materials which may be needed from outside: the facilitating NGO may be able to provide these, or possibly bring in the services of another NGO. An entry in the **Request to government** column indicates an advocacy activity to bring in the larger resources, services or expertise of local or higher-level government.

The final stage is to fill up the two columns to the right side of the chart, to indicate who in the community is responsible for doing that activity or has oversight to ensure others do it. Vague wording such as 'community' or 'farmers' should not be used. Sometimes an existing leader or committee can take responsibility for these activities, or alternatively a new disaster management committee can be formed, with members chosen by the community (see Section 8.3). It is a good idea to set completion dates, particularly if an activity needs to be done before the start of a particular season.

Further ideas for developing the plan appear below.

### A few practical tips

- Ensure that the development of the risk management plan is done at a time and place which enables full participation of women. If the culture demands separate working groups for men and women, ensure that the ideas from both groups are given equal value in implementation.
- For community training, consider engaging organisations particularly focused on women to communicate effectively with women. Ensure that any suggested activity, for example, an early warning system, is inclusive of both men and women.
- Remember that the community may have low levels of literacy. In such cases, it is helpful to work with pictures rather than words. Sometimes it may be possible to take photos around the locality, or to download relevant pictures from the internet. Make sure the pictures are large enough and that the group understands what each picture represents.
- Impacts can usually be drawn quite easily, eg a picture of a damaged house or a dead cow. Vulnerabilities and capacities can be more difficult. For example, it is harder to picture the lack of a reliable water supply. You can draw a red line across a picture to symbolise that something is absent or inaccessible or has a negative effect – but take time to explain this.

- Using cards to represent impacts, vulnerabilities and capacities makes the process of associating particular vulnerabilities with particular impacts more visual and dynamic – members of the community can move the cards around.
- It is important to choose the right location for this process. A hot, closed room will send people to sleep very quickly, whereas using benches outside in the shade of a big tree may be much more effective in ensuring their full participation.

A completed community risk management plan (based on a drought- and flood-affected area in Malawi)

Selected activity	Method of implementation <sup>9</sup>			Person responsible <sup>10</sup>	To be done by (date)
	Community action	NGO support	Request to government		
Grow drought-resistant crops	Tillage of fields, planting, weeding	Locate seed for drought-resistant crops, organise a seed fair for sale	For training from agricultural extension workers	Village chief, with support from NGO field worker	Fields ready by [date], seed in farmers' hands by [date]
Adopt conservation farming methods	Tillage of fields, planting, weeding, all using new methods	Arrange exposure visit to see successful conservation farming	For training from agricultural extension workers	Village chief, with support from NGO field worker	Fields ready by [date], visit completed by [date]
Food for work scheme during hunger gap	Select risk-reducing work projects; give one day free labour for five days paid work	Arrange the food purchase, supervise work and payment for workers	For technical advice on infrastructure (eg canal for irrigation)	Village chief, NGO field supervisor	Food purchase by [date], work completed by [date]
Improved government health service	Give land and bricks for clinic	Provide introduction with health officer	For clinic building and trained staff	NGO field supervisor	By end of the year
Plant 1,000 tree seedlings	Each family to prepare five pits, provide land for community tree plantation	Provides 1,000 seedlings	Forest department for advice and sale of good quality seedlings	Village chief, NGO field supervisor	Pits ready by [date], seedlings bought and delivered by [date]
Form savings and credit groups for women	Provides meeting place for groups, sets member criteria	Brings in a specialist NGO doing micro-finance	For official registration of the groups	Initially NGO staff, later group leaders	Groups formed by [date], savings reach loan threshold by [date]
Volunteer team for flood warnings and evacuation	Sets criteria for volunteers, free service from volunteers	Training for Disaster Committee and for volunteers, megaphones	For improved warnings from government	Village Disaster Committee, NGO Field Supervisor	Committee formed by [date], volunteers selected and trained by [date]

9 Community action is the responsibility of the village chief or village disaster committee; NGO support requires leadership from the NGO's staff.

10 We have not specified a 'person responsible' as typically the community begins advocacy work with the support of the NGO.

A common major vulnerability is that people lack knowledge of the correct actions to take in an emergency, or do not have a contingency plan already in place. The risk management plan should ensure that these two areas are adequately covered – there should be a contingency plan (see below) and an education/awareness strategy.

Wherever possible, the community-level risk management plan should be linked to government disaster contingency plans and disaster-related services. For example, if the government has a good set of plans in relation to drought and food security, then the community plan for coping with drought should acknowledge and link up with these plans. (See also Section 8.7 on advocacy).

### **Updates and revisions to risk management plans**

A risk management plan is not a static, permanent document. It needs to be reviewed and updated at regular intervals – at least once a year. Some key questions to ask include:

- Have all the activities in the plan been implemented?
- Do any of the listed activities need to be rescheduled?
- Are any new activities needed?

The review process should include representatives of the different sub-groups within the community who helped to formulate the plan originally. Any changes or additions should again be assigned to specific people and placed within a time-frame.

## **8.2 Risk management and the Hyogo Framework for Action (HFA)**

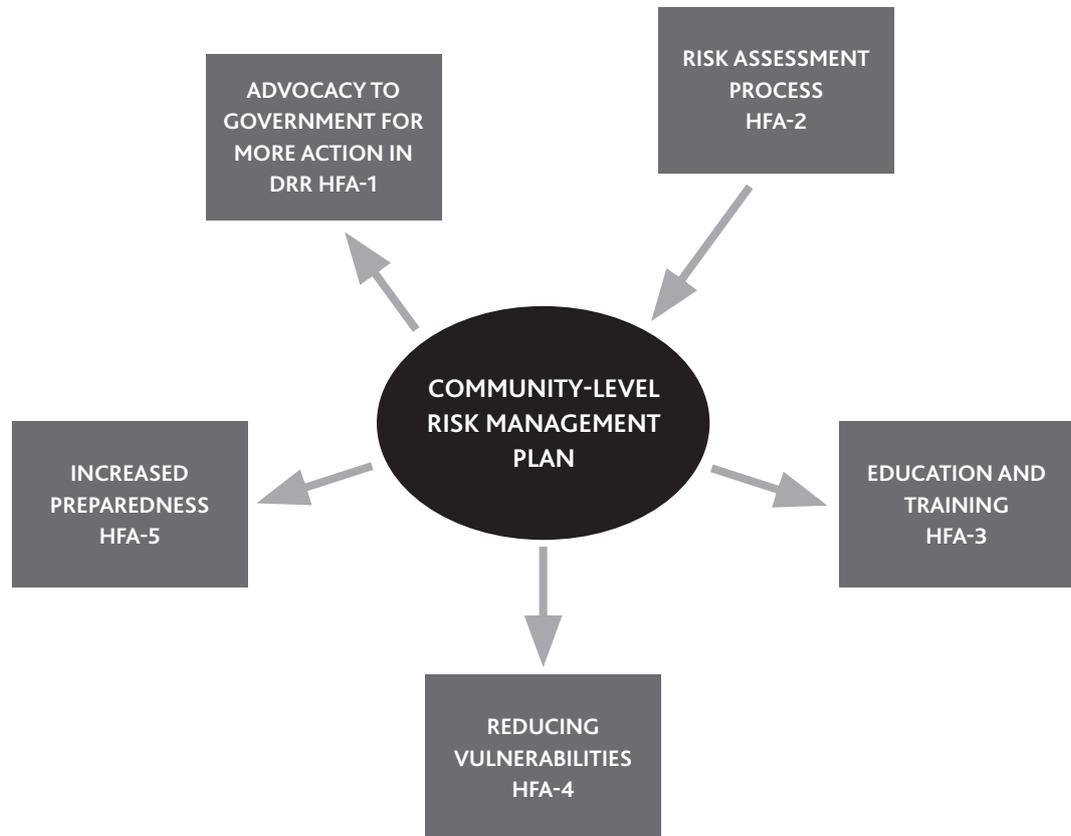
The Hyogo Framework was first described in Section 2.5. It is an internationally recognised UN document, drawn up in 2005 to give guidance on the breadth of activities needed to reduce the impact of disasters. It is relevant to local communities, NGOs and all levels of government. There is a relationship between this Framework and the community risk management plans described in the section above.

There are five categories within the Framework:

- 1 Prioritise risk reduction activities.
- 2 Assess and monitor risks.
- 3 Educate and train the community.
- 4 Reduce vulnerability and the causes of vulnerability.
- 5 Increase levels of preparedness.

A good community plan will address all five of these areas. If one or more areas are neglected, the plan will be less effective. For example, preparedness will have little value if it is not supported by a widespread programme of community awareness, education and training. Facilitators should be aware of the HFA and should introduce questions and ideas to the community if it looks like the five areas of activity will not be covered.

The following diagram shows how the HFA relates to the community-level risk management plan you have just developed.



**ADVOCACY ACTIVITIES (HFA-1)** are designed to influence power holders, so that their decisions or actions will give priority to risk-reducing activities. Examples include persuading the government to dredge a river, repair an embankment, replace a bridge or improve its emergency food stocks.

**RISK ASSESSMENT (HFA-2)** includes the PADR process carried out with the community, producing a description of the hazards, the damage caused and the vulnerabilities and capacities present within the community .

**EDUCATION AND TRAINING (HFA-3)** must be given to ensure that everyone in the community knows about the warning system and the community contingency plan. Education through the schools should use creative methods such as songs, slogans, puppets, drama, posters and art competitions. Traditional knowledge (eg drought warning signs) should be spread more widely.

**REDUCING VULNERABILITIES (HFA-4)** could include activities such as stronger house design, alternative livelihoods, growing drought- or flood-resistant crops, or making water supplies safe from flooding. It is important to take account of climate change: the actions must remain effective, even under changed climate conditions.

**INCREASED PREPAREDNESS (HFA-5)** usually means contingency planning at community level and at family level, so that the right actions are taken before, during and after the impact of a hazard. This is covered in more detail in the next section.

## 8.3 Contingency planning at community level

A contingency plan is essentially a set of measures put in place before a hazard comes, which will increase the community's ability to cope with and recover from the impact of that hazard. It is one component of the wider risk management plan, addressing the 'preparedness' element of the Hyogo Framework. At least some parts of the contingency plan should be developed within the overall risk management plan, although full details may need to be finalised later when a leadership structure for implementing the plans is in place.

The essential parts of a community contingency plan are as follows:

**LEADERSHIP** Leadership should be provided by an existing committee or council, or a newly established body to direct the community's response to disaster. This is often called a disaster management committee, made up of people chosen by the community. Its relationship with other leadership structures needs to be clearly defined to avoid tensions or conflict.

**VOLUNTEER TEAMS** With some hazard types, it is helpful to have a group of men and women who are trained to help others in times of crisis. For example, the volunteers may disseminate warning messages, assist elderly, sick and disabled people to reach safety, provide crews for boats or administer first aid to those injured. Specialised sub-teams may be formed to cover these different functions. Careful consideration should be given to local culture and the role of men and women in that culture.

**WARNING SYSTEM** For every hazard type, the warning system will be different. For cyclones and hurricanes, hand-held megaphones or signal flags are widely used. For floods, volunteers may be deployed to monitor water levels and then use bells or other loud noises to alert the community. With drought, conditions deteriorate slowly, but many drought-prone areas have a government or meteorological department warning system. Also, farmers often have their own traditional ways of forecasting drought, for example, by interpreting insect behaviour, wind directions or tree flowering patterns.

For earthquakes, scientific sources might be available, but more typically the community has to interpret the signs of nature, eg the unusual behaviour of cattle, dogs or birds. With hazards such as flash floods, the warning system has to be fast and effective, because the community may have only minutes to respond. Church bells, mosque loudspeakers, mobile phones and gunshots are commonly used to raise the alarm.

**EVACUATION CENTRE** Hazards such as floods, cyclones or earthquakes may force people to leave their homes. Sometimes displaced people seek shelter with relatives living in a safer area. More often, there is a need to select and equip a building or camp area for temporary safe residence. Some countries have purpose-built cyclone or flood shelters; for many others, a school or a church on higher land, or government buildings, can be used as a temporary safe shelter. The building may require some strengthening for this purpose. For example, the roof may need to be attached to the walls more securely to withstand high winds.

The evacuation centre should have adequate facilities, including a safe drinking water supply and separate toilets for men and women. The role of the volunteer team may include managing the centre and making sure that the needs of the most vulnerable people are met. Cultural practices regarding mixing or separation of men and women should be respected. Sometimes small

amounts of dry food are provided. Areas for keeping livestock also need to be set aside.

Where there is no suitable building, open high land is often used. Advance preparation is required, both to remove unwanted vegetation and to bring in temporary shelter materials such as plastic sheets and bamboo poles. Land use has also to be carefully planned, and arrangements made for water and latrines.



*A volunteer task force organises an evacuation drill.*

Caroline Iby / Tearfund

**EVACUATION PLAN**

Every person in the community should know the location of the evacuation centre and the safest route to reach it. They should also know the evacuation signal, and have some essential items ready – food, water, blankets etc (see also Section 8.4, Contingency planning at family level). In societies where women cannot move freely without a male relative, widows or women with absent husbands may be at higher risk and need special plans for evacuation.

**DRILLS AND REHEARSALS**

People learn best by doing things themselves! It is a good idea to create a pretend disaster situation and to organise a practice evacuation in safe conditions. Everyone will then know what to do when there is a real disaster and the risks are much higher.

**CARE FOR THE MOST VULNERABLE**

The contingency plan should ensure that elderly and less able people and those with long-term illness are given priority during an evacuation. Volunteers should know where they live, eg in some societies it is acceptable to place coloured flags on their houses. In slow-onset disasters, the needs of the most vulnerable people may be less obvious, but the community should still ensure their care.

**COMMUNICATION SYSTEM**

There should be some system of communicating with government officials, to inform them of the particular needs of the affected community. If networks are still operating, mobile phones are ideal for this, but the correct numbers must be collected before the disaster and batteries charged. There should be a back-up system if mobile phones cease to work or cannot be recharged.

**LINKAGES WITH GOVERNMENT PLANS**

In some situations, local government may have plans and resources to help the population cope with disaster, eg evacuation boats, radios and food stocks. The community leaders or disaster management committee should establish good relationships with relevant government officials before any disaster. They will then be able to receive warnings and access resources in times of emergency.

**EDUCATION AND AWARENESS**

A contingency plan will only succeed if there is a clear strategy to ensure that all members of the community are aware of it and know exactly what action to take in an emergency. This applies particularly to children in schools, to elderly or less able people, and to those engaging in more remotely based livelihoods (eg herding cattle or fishing).



Peter Caton / Tearfund

*In cyclone-prone areas, disaster management committees can design and run cyclone warning systems for vulnerable communities.*

## 8.4 Contingency planning at family level

In high-risk areas it is advisable for every family to have its own plan of what to do in an emergency, with every member fully aware of their own role. Some key elements in this plan are as follows:

- Ensure the safety of every family member, with the strong and able-bodied taking care of the very young, the elderly, the sick or the less able.
- Ensure that important assets – animals, livelihood tools, seeds, money, jewellery, important documents, cooking utensils etc – are kept safe. Some families prepare a 'quick-run' bag – a waterproof bag containing all the key documents and other essential items, kept in a safe and convenient location so that they can quickly pick it up and carry it with them in an emergency evacuation.
- Prepare in advance the key items to carry if evacuation becomes necessary – water container, dry food, blankets, the above assets etc.
- Ensure there is a way of communicating with the wider community, both to receive and to give information, eg knowledge and visibility of warning flags.
- Arrange a family meeting place in case family members become separated during an emergency or evacuation. Make sure that children are aware of this and know how to get there, and have contact details of other family members.
- Ensure that all family members know the nearest safe place for evacuation and the safest route to get there.

## 8.5 Risk management plans for slow-onset disasters

Risk management plans for slowly developing emergencies are a little different to those needed for rapidly appearing hazards. By definition, there is more time to develop and implement the plan, although people may be slow to begin in the hope that rain will come. Some key points to include in a slow-onset plan are as follows:

- Establish clear thresholds as the drought develops, which will trigger particular activities – for example, sale of livestock.
- Consider how essential needs for food and water will be met during the drought. Ideas might include grain banks, or installing large plastic tanks which can be filled by tanker delivery.
- Consider how livestock will be preserved, either by moving them to places with pasture, or by sale, or by stockpiling food and water; treat animals with medicines to remove parasitic worms, because healthy animals are more likely to survive a drought.
- Plant a mixture of crops, including drought-resistant types, using water conservation methods.

More ideas can be found in Appendix B (page 92).

## 8.6 Resilient communities

The ultimate goal of a risk management plan is to produce communities which are resilient to shocks – ie they are able to effectively respond to and quickly recover from the impact of a hazard. The second edition of John Twigg's paper, *Characteristics of a disaster-resilient community*, lists numerous attributes of a resilient community, arranged in the categories of the Hyogo Framework. It also lists the characteristics of an 'enabling environment', ie the government policies and services which will strengthen and support the community's characteristics.

It is difficult to develop one set of characteristics which will give resilience against all types of hazard. For example, the structural strength of houses will be a key characteristic in flood, cyclone or earthquake zones, but will be largely irrelevant in drought-prone areas. Tearfund has developed two shorter sets of 20 key characteristics, one for rapid-onset disasters, the other for drought, which develops more slowly. Both sets of characteristics are given in John Twigg's paper (turn to References on page 94 for where to find this online).

## 8.7 Influencing policy makers and power holders through advocacy

There are many ways in which the policies and actions of power holders can affect the vulnerability of poor and powerless people. These were considered in Section 7, under the heading of dynamic pressures and underlying causes. The PADR process will uncover particular issues, for example:

- Local government may not develop proper contingency plans, or may not take account of the needs of the most vulnerable people.
- Business interests may take actions which create vulnerability, as when a flower farm or drinks factory sinks a deep bore well and depletes underground water reserves.
- Wealthy landowners may deny poor people access to their land, even in times of emergency.
- Government services such as health and agriculture may not be provided, or laws may not be enforced (for example, on forestry, fishing, or building regulations).
- National government may fail to invest in disaster preparedness or risk reduction, or it may fail to allocate resources to areas in greatest need.
- National government may not be engaging internationally with climate change and the need to cut emissions.

In each of these cases, the most appropriate risk-reducing activity will involve advocacy to bring about change in policy or action. Even the PADR process itself, by engaging with government officials and key informants, may begin to highlight the key issues and to suggest possible solutions.

There are many forms of advocacy, most of which involve negotiating and developing positive relationships with power holders. Some examples include:

- taking part in rallies to commemorate special days/events (eg International Disaster Reduction Day, usually in October)
- inviting government officials to inaugurate new infrastructure or to attend or open/close training events
- modelling positive behaviour as an example to others, for example, when including women in community decision-making
- embarking upon higher-level campaigns to influence government or business policy in a particular direction.

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Tearfund has publications available to help you develop advocacy activities, available on [www.tearfund.org/tilz](http://www.tearfund.org/tilz)

These include:

- *Why advocate for Disaster Risk Reduction? and Turning practice into policy.* These can both be found at: [tilz.tearfund.org/Topics/Disasters/Disaster+risk+reduction/DRR+advocacy+guides](http://tilz.tearfund.org/Topics/Disasters/Disaster+risk+reduction/DRR+advocacy+guides)
  - ROOTS 1 – *Understanding advocacy* and ROOTS 2 – *Practical action in advocacy* [tilz.tearfund.org/Publications/ROOTS/Advocacy+toolkit](http://tilz.tearfund.org/Publications/ROOTS/Advocacy+toolkit)
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## How to organise an advocacy campaign

The risk management plan on page 70 (Section 8.1) identified requests which could be made to government. The following table should help you in your planning.

Topics and questions to consider in preparing for advocacy

TOPIC	KEY QUESTION	EXPLANATION
Issue/ problem	What is the problem?	This has been identified during the earlier steps of the PADR process.
Effects	What are the effects of the problem?	This has been analysed in terms of individual (male/female), social, natural, physical and economic effects.
Causes	What are the causes of the problem?	The PADR process has also identified dynamic pressures and underlying causes, including political and economic factors which increase the vulnerability of poor people.
Potential solutions	What needs to be done?	Ideas may have been discussed already during action planning. These need to be evaluated by additional questions, such as: <ul style="list-style-type: none"> <li>• What are the advantages and disadvantages of these ideas?</li> <li>• Are they realistic?</li> <li>• What will be the indicators of success?</li> </ul>
Power holders	Who has the power to do something to bring about the required change?	Power holders are likely to be government officials but may also include businesses, religious leaders or traditional rulers in the community.  The PADR process should help to improve relationships between local people and the power holders. As a result, they may be very willing to discuss ideas, and changes may be achieved quite easily.
Potential allies	Who is trying to address the issue at the moment?	Advocacy work is often more effective if done jointly with other groups. However, there are important questions to ask, such as: <ul style="list-style-type: none"> <li>• Is it appropriate to work with them?</li> <li>• Is their activity effective?</li> <li>• Are there influential people who are not yet addressing the issue, but could be persuaded to help?</li> <li>• Does the church have a role to play?</li> </ul>
Risks and assumptions	What are the risks in getting involved in this advocacy work?	Advocacy may not be easy if we are challenging unjust practices or corruption, and the possible negative effects on the NGO or community need to be assessed. There are several key questions: <ul style="list-style-type: none"> <li>• How can these risks be reduced?</li> <li>• What are the consequences if the issue is not addressed?</li> <li>• Do the facilitation team and local people have the skills and abilities to address this problem?</li> </ul>
Methods	What methods can be used?	Various advocacy methods are available (see Tearfund's <i>ROOTS Advocacy Toolkit</i> , Section A2 Understanding Advocacy). We need to decide which methods to use, by asking: <ul style="list-style-type: none"> <li>• Can these methods be carried out confidently?</li> <li>• Have they proved successful in the past?</li> <li>• Are there alternatives?</li> <li>• Do the necessary skills and resources exist?</li> </ul>



Mahaab Liton / LAMB Project

A rally to celebrate National Day for Disaster Preparedness in Bangladesh.

Advocacy can be done in many different ways and at many different levels. An example from India has already been given on page 64. The case study below demonstrates a bottom-up approach to advocacy that proved successful. Sometimes an NGO or community group may feel unable to act alone, because of a lack of resources, capacity or skills. In such cases, a stronger voice can be developed by forming networks with others who share the same interest.

**CASE STUDY**  
Changing disaster  
management laws in  
Indonesia

Indonesia's Disaster Management Law was initiated by civil society. Following the tsunami in South Asia in 2004, an NGO met the leader of Indonesia's legislative body to discuss the priority given to disaster management in national planning. The NGO then organised a public discussion, 'The urgency for a disaster management law in Indonesia', where participants agreed on the need for a new law.

The NGO was then asked to coordinate the drafting of a white paper for a Bill on Disaster Management. This was written with participation of the Department of Home Affairs and other NGOs and sectoral experts. The paper was submitted to the President of Indonesia in 2005. In 2007, the Indonesian Disaster Management Bill was passed. Civil society had been involved throughout the discussions and drafting of the Bill.